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LAND USE PRESSURES ON AREAS OF SCENIC AMENITY

Case Study: Dandenong and Macedon Ranges, Victoria

First Report of the
House of Representatives
Standing Committee on
Environment and Conservation

April 1976

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MEMBERSHIP OF THE COMMITTEE

Chairman	Mr J.C. Hodges, M.P.
Deputy Chairman	Dr H.A. Jenkins, M.P.
Members	Mr M. Baillieu, M.P.
	The Hon M.H. Cass, M.P.
	Mr P.S. Fisher, M.P.
	Mr B.D. Simon, M.P.
	Mr I.B.C. Wilson, M.P.
	Mr M.J. Young, M.P.
Clerk to the Committee	Mr M. Adamson

MEMBERSHIP OF COMMITTEE IN THE TWENTY-NINTH PARLIAMENT

Chairman	Mr A.H. Lamb, M.P.*
Members	Mr K.L. Fry, M.P.
	Mr J.C. Hodges, M.P.
	Mr A.W. Jarman, M.P.*
	Mr J.C. Kerin, M.P.
	Mr P.F. Morris, M.P.*
	The Hon I.L. Robinson, M.P.
Clerk to the Committee	Mr M. Adamson

*Members of the Sub-committee which conducted the inquiry.

NOTES

1. Mr Lamb replaced Dr H.A. Jenkins, M.P. as Chairman of the Committee on 4 September 1975.
2. Mr Fry replaced Dr Jenkins as a Member of the Committee on 4 September 1975.
3. Mr Hodges replaced Mr I.B.C. Wilson, M.P. as a Member of the Committee on 16 April 1975.

4. Mr Jarman replaced Mr J.W. Bourchier, M.P. as a Member of both the full Committee and the Sub-committee on 16 April 1975.

5. Mr Wilson was also a Member of the Sub-committee until he resigned from the Committee on 16 April 1975.

REPORT ON LAND-USE PRESSURES ON AREAS OF SCENIC AMENITY

1. The Committee was appointed by resolution of the House of Representatives on 17 March 1976 to inquire into and report on -

(a) environmental aspects of legislative and administrative measures which ought to be taken in order to ensure the wise and effective management of the Australian environment and of Australia's natural resources, and

(b) such other matters relating to the environment and conservation and the management of Australia's natural resources as are referred to it by -

(i) the Minister for Environment, Housing and Community Development, or

(ii) resolution of the House.

2. These terms of reference are identical with those of the Standing Committees on Environment and Conservation established in the Twenty-eighth and Twenty-ninth Parliaments.

3. This is the first report of the Committee established in the Thirtieth Parliament and its purpose is to place before the Parliament the results of an inquiry into land use pressures conducted by the Committee in the Twenty-ninth Parliament.

4. On 4 November 1974 the previous Committee resolved to inquire into and report on:

(1) the extent of pressures arising from urban and other land-use development on areas of high scenic amenity near major cities; and

(2) the measures necessary to preserve the amenity and protect the land-users and rights of land-holders in such areas, with particular reference to the Dandenong Ranges and Mount Macedon area.

5. The final evidence was taken at Canberra on 8 October 1975 and a draft report was adopted by the previous Committee on 5 November 1975. The report was then printed but the dissolution of the Twenty-ninth Parliament prevented it being tabled. That report is included as Attachment 1. Details of hearings, inspections and witnesses can be found in the Introduction of the Attachment.

6. At a meeting on 29 April 1976 the Committee decided not to re-open the inquiry but rather to table the report of the previous Committee without change. The Committee believes that the report should be made public and its publication should provide a basis for worthwhile discussion and debate by Members and the community in general. However it should be stressed that the views expressed do not necessarily reflect the attitudes of this Committee.

7. The Committee would like formally to record its appreciation for the contributions made by Members of the previous Committee and in particular Mr A.H. Lamb, Mr A.W. Jarman, M.P. and Mr P.F. Morris, M.P. who were Members of the Sub-committee which conducted this inquiry into land-use pressures.

(J.C. HODGES)
Chairman

29 April 1976

ATTACHMENT 1

LAND USE PRESSURES ON AREAS OF SCENIC AMENITY

Case Study: Dandenong and Macedon Ranges, Victoria

Eighth Report of the House of Representatives
Standing Committee on
Environment and Conservation

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HOUSE OF REPRESENTATIVES
STANDING COMMITTEE ON ENVIRONMENT AND CONSERVATION

The Committee was appointed on 23 July 1974 by resolution of the House of Representatives on the motion of the Hon Moss Cass, M.P., Minister for the Environment and Conservation, to inquire into and report on:

(a) environmental aspects of legislative and administrative measures which ought to be taken in order to ensure the wise and effective management of the Australian environment and of Australia's natural resources, and

(b) such other matters relating to the environment and conservation and the management of Australia's natural resources as are referred to it by -

(i) the Minister for the Environment and Conservation, or

(ii) resolution of the House.

The terms of reference are identical with those of the Standing Committee on Environment and Conservation of the Twenty-eighth Parliament which ceased to exist when the Parliament was dissolved on 10 April 1974.

THE REFERENCE

To inquire into and report on:

(1) the extent of pressures arising from urban and other land use development on areas of high scenic amenity near major cities; and

(2) the measures necessary to preserve the amenity and protect the landusers and rights of landholders in such areas, with particular reference to the Dandenong Ranges and Mount Macedon area.

MEMBERSHIP OF THE COMMITTEE

Chairman	Mr A.H. Lamb, M.P.
Members	Mr K.L. Fry, M.P.
	Mr J.C. Hodges, M.P.
	Mr A.W. Jarman, M.P.
	Mr J.C. Kerin, M.P.
	Mr P.F. Morris, M.P.
	The Hon I.L. Robinson, M.P.
Clerk to the Committee	Mr M. Adamson

MEMBERSHIP OF THE SUB-COMMITTEE

Chairman	Mr A.H. Lamb, M.P.
Members	Mr A.W. Jarman, M.P.
	Mr P.F. Morris, M.P.
Clerk to the Sub-committee	Ms L. Simons

NOTES

1. Mr Lamb replaced Dr H.A. Jenkins, M.P. as Chairman of the Committee on 4 September 1975.

2. Mr Fry replaced Dr Jenkins as a Member of the Committee on 4 September 1975.

3. Mr Hodges replaced Mr I.B.C. Wilson, M.P. as a Member of the Committee on 16 April 1975.

4. Mr Jarman replaced Mr J.W. Bourchier, M.P., as a Member of both the full Committee and the Sub-committee on 16 April 1975.

5. Mr Wilson was also a Member of the Sub-committee until he resigned from the Committee on 16 April 1975.

RECOMMENDATIONS

The Committee recommends that:

1. The Australian Government consult with and give assistance to the States so that State-wide surveys may be undertaken in each State as a basis for regional land use planning on a national scale. (para 104)

2. The Australian Government assist in financing these surveys in terms of expertise, resources, and facilitating the integration and exchange of information between the States. (para 106)

3. Regional amenity parks be established in areas defined by comprehensive survey, and consideration be given to establishing a planning and management authority in each park along the lines of the proposed Yarra Valley/Dandenong Authority in Victoria. (para 113)

4. The Australian Government, in consultation with the States, provide funds on a shared basis for the establishment of regional amenity parks and the authorities necessary for their administration. This funding should be subject to Australian Government oversight under Environment Protection (Impact of Proposals) legislation. (para 114)

5. The Australian Government, in co-operation with the States, develop guidelines and principles for the establishment and functioning of regional park planning authorities. (para 119)

6. The authority responsible for the planning and administration of regional amenity parks give priority to the preparation of a comprehensive management plan for each park in in consultation with the relevant State government and the Australian Government. (para 121)

7. The Australian Government be responsible for the provision of offices for each regional parks authority. (para 122)

8. The offices be made accessible to the public and be open and staffed at weekends to encourage public involvement. (para 122)

9. The offices be used as centres for the dissemination of information about parks. (para 122)

10. Counselling services and advice be made available to residents on environmental protection measures. (para 122)

11. Information be available on such matters as growing native plants, recommended building materials and the reasons for their selection, and siting of residences. (para 122)

12. Australian Government finance be made available to the States for roads, sewerage, water and other services in regional amenity parks if the Australian Government is satisfied that provision of these services is in accordance with an approved plan and subject to Environment Protection (Impact of Proposals) legislation. (para 128)

13. Where possible, consideration be given to developing residential complexes in cluster and hamlet form. (para 133)

14. Consideration be given to providing sewerage treatment services in declared residential areas as a matter of urgency. (para 134)

15. In areas declared for development, building permits be refused by planning authorities only after exhaustive consideration. (para 135)

16. Wherever possible, land remain in private ownership, but subject to regulating controls. (para 139)

17. Early consideration be given to reserving as much land as possible within the habitat area of the Helmeted Honeyeater and prohibiting further clearing on private land which includes portions of their habitat. (para 142)

18. Provision be made to allow adjoining landowners continued access to Woori Yallock Creek for stock watering. (para 142)

19. The Australian Government finance any necessary acquisition in partnership with the States as a matter of urgency. (para 142)

20. Authorities give careful consideration to the provision of adequate parking facilities in strategic locations, and that people be encouraged to leave their cars through extension of tourist facilities and a campaign to promote awareness of these facilities. (para 162)

21. The States consider the use of the following planning techniques as a means of regulating land use:

    access agreements, easements, covenants, partial acquisition, donation, purchase, transfer or concentration of development rights, acquisition and lease back.(para 178)

22. The necessary legislative changes to allow implementation of these planning techniques be introduced as soon as practicable. (para 178)

23. Funds allocated to the States under the State Grants (Nature Conservation) Act 1974 be made available to regional park planning authorities within the States to acquire areas of particular significance. (para 181)

24. The Australian Government resume the principle of triennial funding and urges an increase in the funds available to the States. (para 181)

25. Urban Land Councils or similar bodies be funded by the Australian Government on a shared basis with the States, to assist with programs to reorganise inappropriate sub-divisions and to provide community open space. (para 184)

26. The Australian Heritage Commission give close attention in consultation with the States, to scenic area funding. (para 185)

27. Consultation between the Australian Government and the States take place on the techniques whereby Area Improvement Program funds could be made available to regional authorities for planning and management of regional amenity parks. (para 186)

28. Regional planning authorities consider making use of funds provided under the Australian Tourist Commission Act 1967-1974. (para 187)

29. The Australian Department of Environment consider making grants to conservation bodies operating in scenic amenity areas but that conditions of grants affecting the scenic area specify that the body work in close consultation with regional authorities to avoid duplication, and that the results of projects be made available to authorities. (para 189)

30. The Minister for Urban and Regional Development give further consideration to the recognition of areas of outstanding environmental or conservation significance as Sub-regions within major Regions, for the purposes of section 17 of the Grants Commission Act 1973. (para 193)

I INTRODUCTION

a. The Reference

1. On 31 May 1973 the then Minister for the Environment and Conservation referred the following matter to the Committee of the Twenty-eighth Parliament:

2. "The pressure placed on land of high scenic amenity near the capital cities which are outside present National Parks. In places such as the Dandenongs in Melbourne, the Illawarra Escarpment west of Wollongong, the Blue Mountains Escarpment west of Sydney, the Adelaide Hills and Mount Tamborine in Queensland, we have situations where land of high quality is being threatened by ad hoc development because some land is Crown Land and some is freehold. There is an urgent need for the development of a comprehensive management plan in such areas which allows land to be retained as freehold under certain circumstances, but which ensures that the social amenity is preserved for future generations."

3. On 4 November 1974 the Committee of the Twenty-ninth Parliament appointed a Sub-committee consisting of Mr Lamb, M.P. (Chairman), Mr Bourchier, M.P., Mr Morris, M.P., and Mr Wilson, M.P., to conduct the Inquiry, the terms of reference to be those set out earlier in the preface.

4. Public hearings were held in Lilydale, Upwey, Gisborne, Melbourne and Canberra. The Sub-committee also inspected the two case study areas both aerially and on the ground. Fifty submissions were received and 68 witnesses gave evidence. A list of witnesses appearing before the Sub-committee is given at Appendix I. The Sub-committee took 1279 pages of evidence which is available for inspection at the Committee Office of the House of Representatives and at the National Library.

b. The Inquiry

5. During recent years there has been increasing awareness of the problems generated by land use pressures and conflicts in attractive areas near major cities. The Committee is aware that some State Governments have recognised the problem, and are initiating measures to alleviate the pressure. It is considered however that a co-ordinated, national approach aimed at overcoming the problem would be more successful in the long term than a piecemeal approach of applying palliative measures to the symptoms.

6. Many witnesses, including the Chairman of the Interim Committee on the National Estate, Mr D.G.D. Yencken, stressed the need for a co-ordinated national approach to land use planning of scenic areas. Mr N.G. Haynes, Secretary of the Victorian Ministry for Planning, stressed that the role of planning for such important scenic areas is a triple one, involving national, State and local government.

7. The large metropolitan areas in Australia have extensive tracts of recreation land within accessible distances. Questions of land use competition immediately arise. There is frequently a conflict of interest between such land uses as residential and industrial development, tourism, recreation and water catchments. Such a large proportion of the nation's population lives in these large metropolitan areas that the solutions to the land use problems that inevitably occur are not really local in character but are of major national significance. There is little evidence that State Governments have the resources to handle the problems despite the interest that has been shown in them.

8. Scenic amenity is related to a particular pattern of the use of land, which is usually a mixture of cleared land and bushland. Settlements, farms, roads and visitors are an acceptable part of the landscape. The key to conservation in these areas would seem to lie in maintaining the acceptable

land uses there, maintaining environmental diversity and the resulting freedom of choice in life style.

9. The Committee selected the Dandenong Ranges and the Mount Macedon region in Victoria as case studies for a number of reasons. The major reason was that on a national scale the Dandenongs are probably suffering more from development pressures than any other area. The Macedon Range, situated on the other side of the same city but at a greater distance, will encounter the same pressures as Melbourne grows. These pressures are already being felt, although to a lesser extent than in the Dandenongs.

10. The Committee was also aware of substantial advances in the protection of scenic areas being made by the Victorian Government. It was considered desirable to study these techniques to see if such measures, given Australian Government aid and co-operation, could be of benefit on a national scale.

11. The Committee considered that a study of the two areas would assist in identifying pressures and the way in which they develop.

12. The choice seems vindicated by the way many witnesses stressed to the Committee that the problem of pressure on areas of scenic amenity is a national problem, and that comparable pressures to those experienced in the Dandenong and Macedon Ranges are developing or have developed in many areas of Australia.

13. It was suggested to the Committee that the Lower Hawkesbury River Valley, the Central Coast and the Illawarra Escarpment in New South Wales, could be considered for designation as regional parks. At Tamborine Mountain, about 60 kilometres south of Brisbane, demand for residential land has resulted in the clearing of tracts of subtropical rainforest.

Other areas suggested to the Committee as endangered by incompatible land use are Rottnest Island and the Leeuwin Ridge between Cape Naturaliste and Cape Leeuwin in Western Australia, and the Mount Lofty Ranges in South Australia. The Committee took the opportunity of viewing the Mount Lofty Ranges while inspecting the site of Monarto in December 1974, and considers that the Mount Lofty Ranges must be retained as a permanent buffer zone between Adelaide and the proposed new centre.

14. In all of these areas the pressures are similar. Demand for land for urban development, increased demand for recreation space and demand for the products of extractive industry affect the land use patterns and increase the pressures on land use decision-making at various levels of government. The difference between localities is the degree of emphasis on a particular element of land use pressure and the nature of government and community responses.

15. The Committee believed that by inquiring publicly into these issues general awareness and involvement could be fostered. It was seen as one way of furthering co-operation between the State and Australian Governments in methods of preserving scenic areas for future generations.

c. The Case Study Areas

16. The Dandenongs are an outstanding natural asset, readily accessible to the large and expanding metropolis of Melbourne, and offer a remarkable range of contrasts in landform, vegetation and landscape within a confined area. The natural resources they embrace are of environmental, ecological and educational significance. The Ranges embrace major water supply catchments, contain extensive forests and deposits of valuable quarrying stone.

17. The Ranges are situated about 35 kilometres east of the centre of Melbourne and cover about 57,000 hectares. (See figures 1 and 2.) They rise abruptly from the plains of

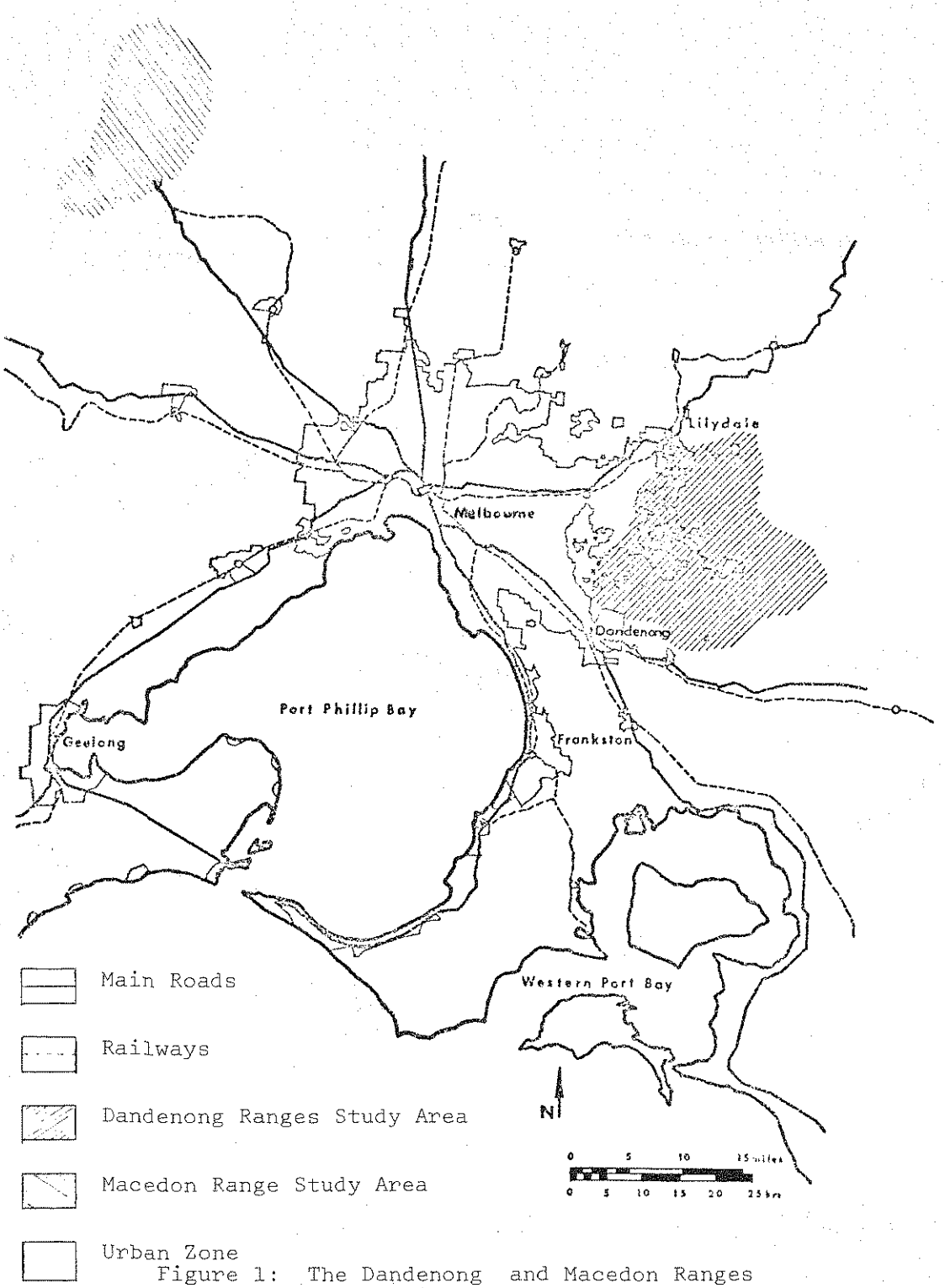


Figure 1: The Dandenong and Macedon Ranges in relation to Melbourne.

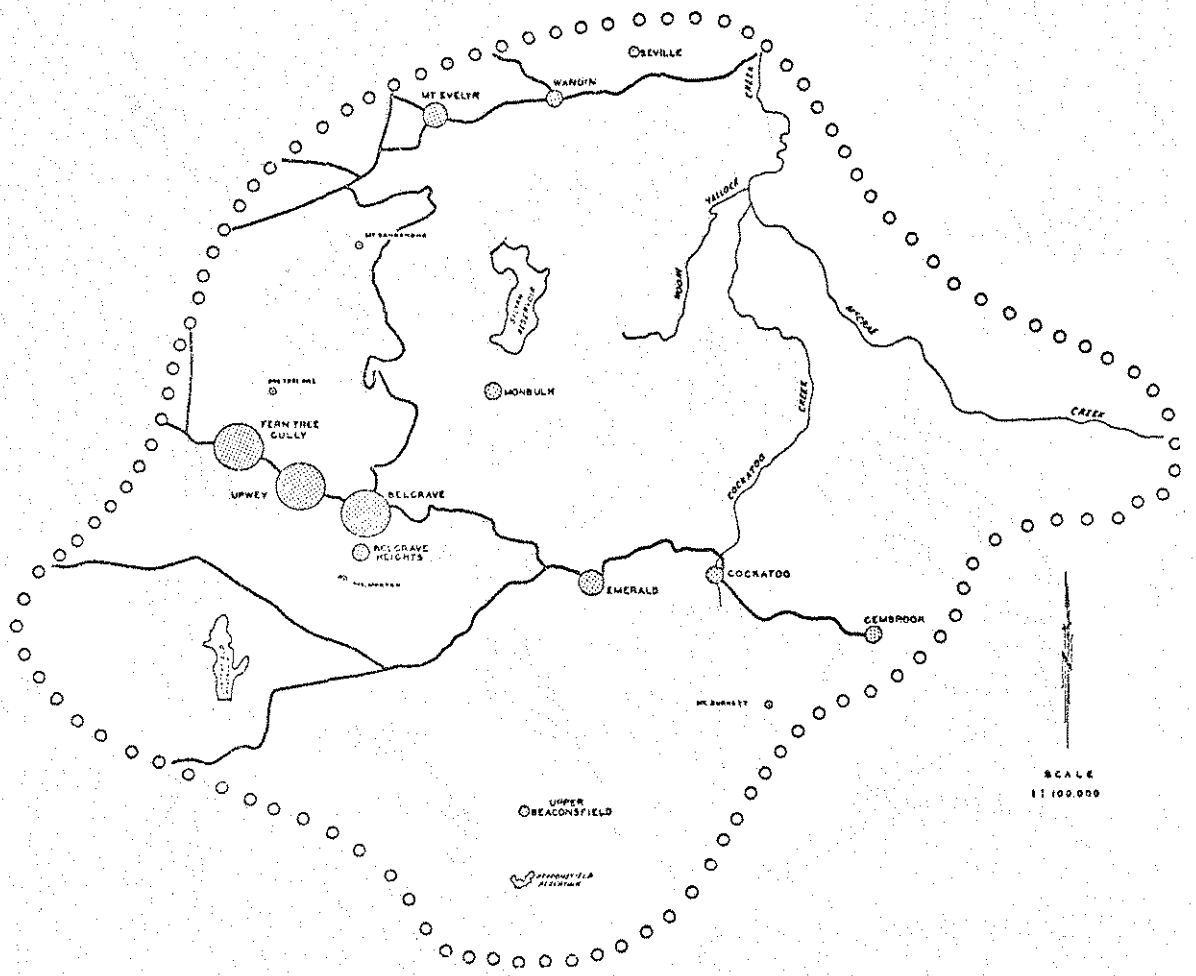


Figure2: The Dandenong Ranges Study Area used for Town and Country Planning Board Statement of Planning Policy No 3.

eastern Melbourne to a height of 622 metres at Mount Dandenong. The most outstanding feature is the high main ridge bounded on the west by a scarp. Much of the scenic attraction of the Ranges lies in the diversity of landscapes it offers. The dry eucalypt forests of the western slopes contrast with the moist fern gullies of the higher areas. There are large tracts of rich undulating farming land, and magnificent panoramas are available from high vantage points. Much of the area has developed a pleasant low density, residential character with mixed gardens of exotic and indigenous trees and shrubs interspersed with areas of steep natural bushland.

18. The Dandenongs are rich in wildlife and native flora. They contain at least 369 native flowering plant species, 50 species of fern, 200 species of birds and 25 species of native mammal.[1] Due to the rich environmental diversity of the area, it is renowned as a recreation resource. Its close proximity to Melbourne makes these features most significant for education and general interest. The Ranges form a striking horizon for the residents of Melbourne, especially the outer eastern suburbs.

19. The value of the area is stressed in Victoria's Statement of Planning Policy No 3, which identifies the Dandenong Ranges as 'an area of outstanding natural beauty and scientific interest which is of State significance for nature, conservation, recreation and tourism'.[2]

20. The Macedon Range is a prominent land form, part of the Great Dividing Range, about 60 kilometres north-west of Melbourne. (See figure 3.) The Range and the country surrounding it form a single major landscape unit of high amenity. It is in one of the few areas of major conservation significance convenient to people living in the northern and western suburbs of Melbourne. Part of the beauty lies in the contrast between the near-natural environments of the elevated Range and the predominantly man-influenced landscapes

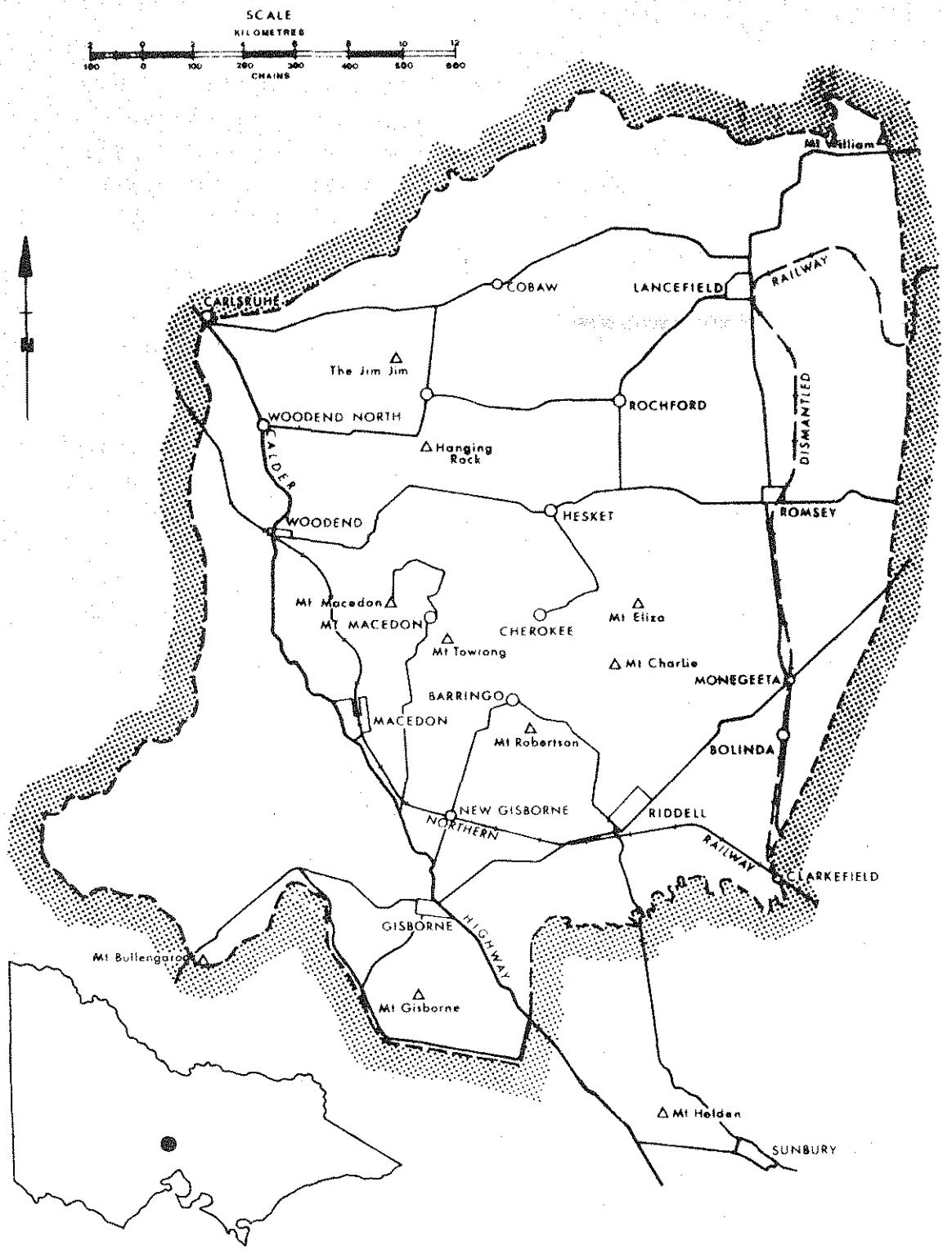


Figure 3: The Macedon Range Study Area used for Town and Country Planning Board Statement of Planning Policy No 8.

of the surrounding basalt plain. Many features of ecological, scientific and educational interest exist in the area. It contains valuable catchments for domestic and rural water supplies, indigenous and exotic vegetation of botanical and commercial interest, plus features of agricultural and recreational significance.

21. The forested slopes, scenic views, ornamental gardens and interesting land forms like Camel's Hump and Hanging Rock combine to make the Macedon Range a major recreational resource. Its nearness to Melbourne emphasises its value. The establishment of growth centres on the north-western side of Melbourne (Sunbury and Melton) makes this area of increasing significance.

22. Witnesses to the Inquiry stressed the scenic beauty of both the Dandenong Ranges and Mount Macedon, and the importance of preserving them for future generations. Understandably, there was some disagreement over the form and methods of achieving this conservation.

23. There are many similarities between the Dandenong Ranges and the Macedon Range. Both are under similar pressure of encroaching urbanisation and increasing tourist pressure. The Dandenong Ranges have the potential to become outer suburbs of Melbourne while the Macedon Range could be a commuter residential area. Both have significance in economic terms due to native timber reserves and both form part of major water catchments. Because the Dandenong Ranges are much closer to Melbourne, they have been under pressure over a greater time scale. The results of these pressures are more evident. The Committee considers a comparison between the two different stages of development of scenic areas can assist in identifying problems and formulating machinery with which to overcome them.

II THE PRESSURES

a. Urbanisation

24. The major conflict over the use of near-city rural land is between the use of land for public outdoor recreation and conservation purposes, large and small scale farming, and its use for residential purposes and for water catchment. The problems are highlighted in the competing and increased demands for land.

25. Most witnesses before the Committee stressed encroaching urbanisation and increasing tourism as the main pressures on scenic areas close to large cities. It was also clear from the evidence that these pressures are increasing at a rapid rate. It is usual that scenic areas suffer both pressures. People generally want to live in attractive surroundings, and those living in less attractive areas often choose scenic locations for recreation.

26. As people become more affluent they tend to seek more private living space, preferably in an attractive environment. The prevailing philosophy in Australia is that people should be allowed almost total freedom to live where and how they choose. This has led to a high degree of 'privatisation' of prime amenity areas, such as in the Macedon and Dandenong Ranges.

27. The bulk of the Dandenong Ranges is zoned for non-urban uses but there is a growing danger that the area will be sought for residential purposes. This is because much of the land zoned for landscape interest or conservation is already subdivided into small blocks, many less than 0.1 hectares (¼ acre). Most of these blocks were subdivided early this century and have remained undeveloped ever since. With improved access and the increasing expansion of Melbourne, many are now being built on. (See figure 5.)

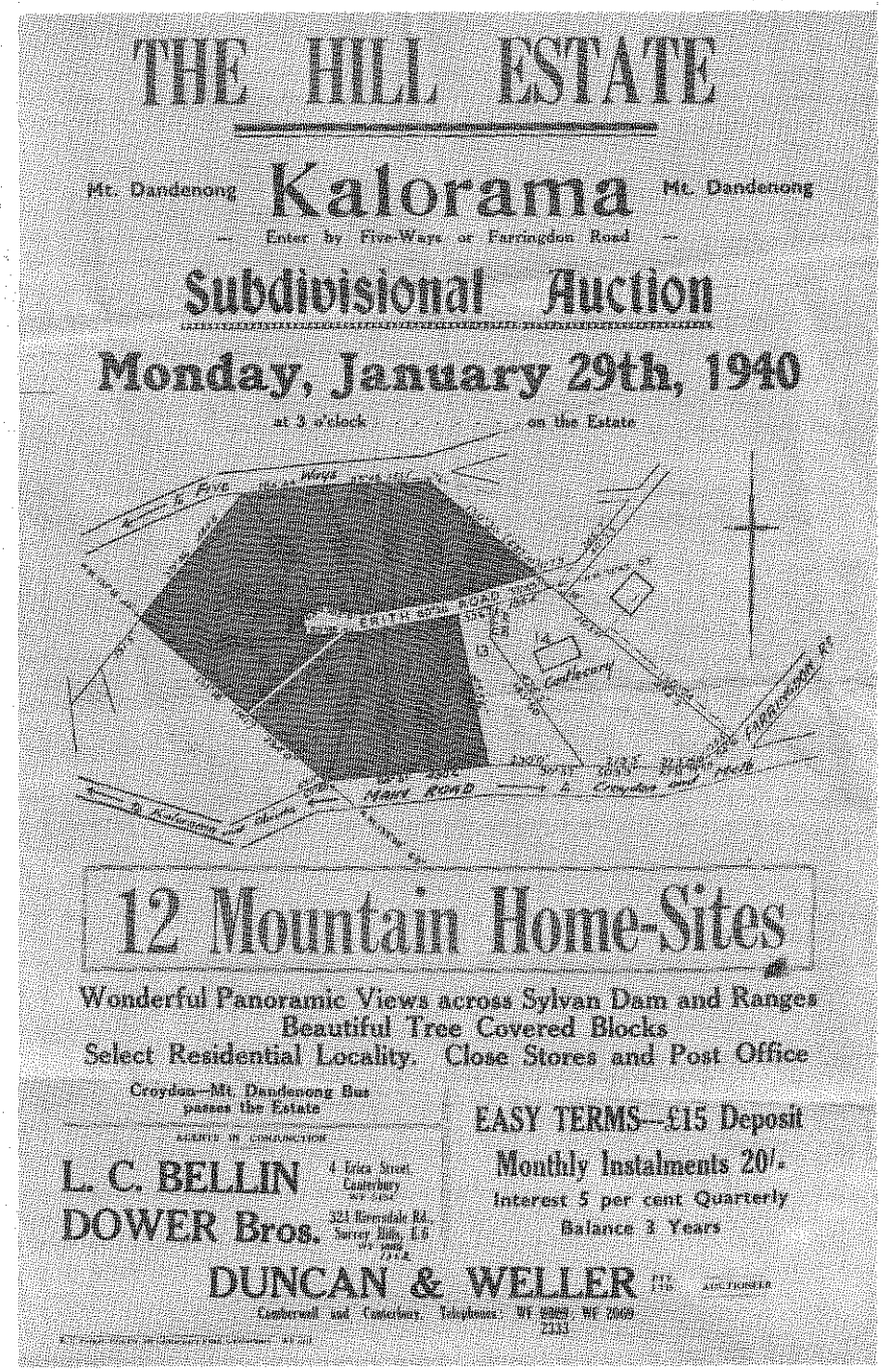


Figure 4: Poster advertising subdivisions in the Mount Dandenong Area.

Figure 5: A Future Residential Block

28. The number of small allotments is disguised by the large proportion not yet built on. To the tourist, and even to the resident, such areas are often assumed to be public land. It has been the policy of planners in the region that owners of blocks of land should be able to build on them if the blocks of land existed at the time planning schemes were approved. Even if further subdividing in the Ranges was prohibited, there would still be the possibility of major urban development taking place. The problem is almost identical in the Macedon Range although the pressure for development of old subdivisions is not yet so pronounced.

29. The Committee considers it vital that major changes take place in the pattern of future land ownership in these sensitive areas.

b. Tourism and Recreation

30. Surveys conducted by the Public Interest Research Group from Monash University show that the most frequently mentioned day trip destination for Melbourne people when relaxing away from home was the Dandenong Ranges. This was supported in evidence by Dr D.C. Mercer. Mount Macedon was visited to a lesser degree. Apart from the Dandenong and Macedon Ranges, recreation resources around Melbourne are severely limited. It is not only the public reserves in the Dandenongs that are the attraction, but also the many privately owned and heavily treed allotments throughout the area.

31. Apart from scenic routes and outstanding panoramic views, there are many varied leisure activities and places of interest available to visitors. Picnic sites, opportunities to observe wildlife, forest trails for walking and horse-riding, waterfalls, arts and crafts centres, nurseries and gardens, as well as 'Puffing Billy' train rides, are attractive features of the Dandenongs.

32. In the evenings many people are attracted to the Ranges by the panorama of the lights of Melbourne and the restaurants dispersed throughout the area.

33. The Macedon Range has similar attractions. Tourism and recreation in this area tends to focus on the Macedon Forest Park including Camel's Hump and the Memorial Cross. Rock climbing is becoming increasingly popular as a recreational pursuit in the area, particularly at Hanging Rock. Winter snowfalls also attract many visitors to Mount Macedon. Visitor usage of the Macedon Forest Park indicates that it ranks second only to Sherbrooke Forest Park in the Dandenongs, in relation to parks within a comparable distance from Melbourne.[3]

34. Recreational pressures result from people wishing to escape from the monotony of urban living to the relaxation of the natural environment during periods of leisure. It was put to the Committee that this escapism is due in a large part to the lack of natural features retained in the constructed environment.

35. More people are becoming aware of the natural environment around them. Environmental studies are beginning to feature in school curriculums. This increasing awareness is indirectly placing stress on conservation reserves as more people visit them for nature study purposes.

c. Land Use Conflict

36. The increasing pressures of urbanisation, tourism and recreation conflict with present forms of land use in these areas. Farmers on viable properties are placed under mounting pressure to subdivide as the value of land and the levy of rates rise. The method of rating properties having regard to the values of adjacent development rather than current usage is adding to this pressure.

37. The existence of quarrying as a form of land use in the Dandenongs is dominating. Many witnesses complained of the deleterious effects of quarries, stressing the noise and dust disturbance, the increase in heavy vehicles using local roads, and the visual scar on the landscape, frequently visible over a wide area. However, the fact that the area does provide Melbourne with an essential resource is recognised.

38. One of the most important uses of a number of areas of scenic amenity is as catchment areas for both rural and urban water supplies. In particular, the Dandenongs serve the water needs of a large part of the Melbourne metropolitan area, while the Macedon area serves townships such as Gisborne, Woodend, Mount Macedon, Riddell, and will supply the growing Melton-Sunbury region.

39. This means that considerable areas of scenic locations are taken over for water conservation. Access by the public is either denied or severely limited in such areas due to a possible deterioration in water quality. The removal of large tracts of land from public access places severe pressure on the remaining land available for recreation and conservation needs, and property development.

40. Conflict over these competing forms of land use inevitably causes inflated land prices due to a diminishing availability of land so that often a co-ordinated balance of land use is not possible. Those prepared to pay the most money, frequently residential developers and speculators, usually outbid those seeking land for nature conservation or agricultural pursuits which provide a lesser return on investment.

41. Land use pressures in scenic areas are summarised in the following statement:

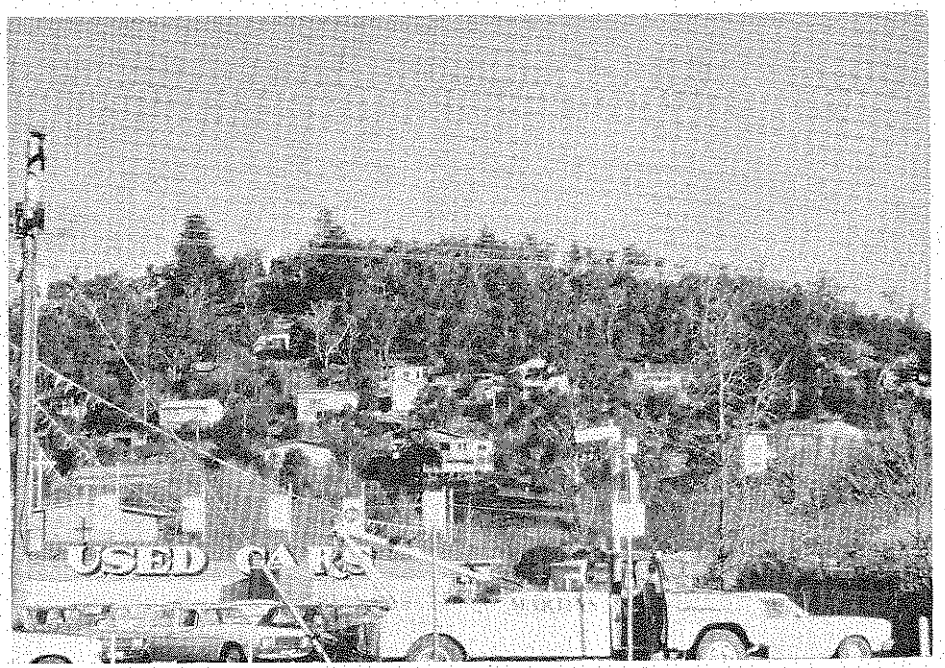


Figure 6: Commercial and residential development encroaching on scenic locations.

Figure 7: Quarry site on the slopes of the Macedon Range south of Mount Robertson.

'... pressures being exerted on the Macedon Range and its surrounds are intensifying with the increasing demand for recreational outlets and attractive residential areas within reasonable proximity to major centres of population.'[4]

III THE CAUSES

a. Population Increase

42. Before any systematic attempt can be made to alleviate the pressures on scenic areas, the actual causes of the pressures must be identified. In the cases of the Dandenong and Macedon Ranges, the prime factor behind increasing pressure is a rapid increase in the population of Melbourne. Since 1966 the population of Melbourne has increased by at least 25%. Population figures indicate that much of this growth has been in the eastern sectors. Since 1961 the population of the Dandenongs has doubled. The Committee was told that under existing planning schemes the population of the Dandenongs could increase from 60,000 to 245,000 if all land designated and subdivided for residential use were built on.

43. In spite of a large overall area, the concentration of Australia's relatively small population in a few large urban centres on the coastal fringe has exacerbated the intensity of local pressures for all types of land use. The net migration in population in Australia has been towards major urban centres, particularly Sydney and Melbourne, at the expense of rural and provincial areas. One consequence of this population movement has been the gradual encroachment of urban areas into adjoining rural areas, generally on an unplanned basis. Where this land is attractive the pressure is acute as people compete for residential blocks. Rising population growth means more pressure on available recreation outlets. Tourism is increased. More people use the picnic areas, nature trails, State forests and other facilities provided to cater for recreation.

44. Ineffective planning control over public open space in city areas has resulted in a diminution in recreational opportunities for urban dwellers, and has led to increased pressure on the nearest alternative facilities in the neighbourhood of major centres.

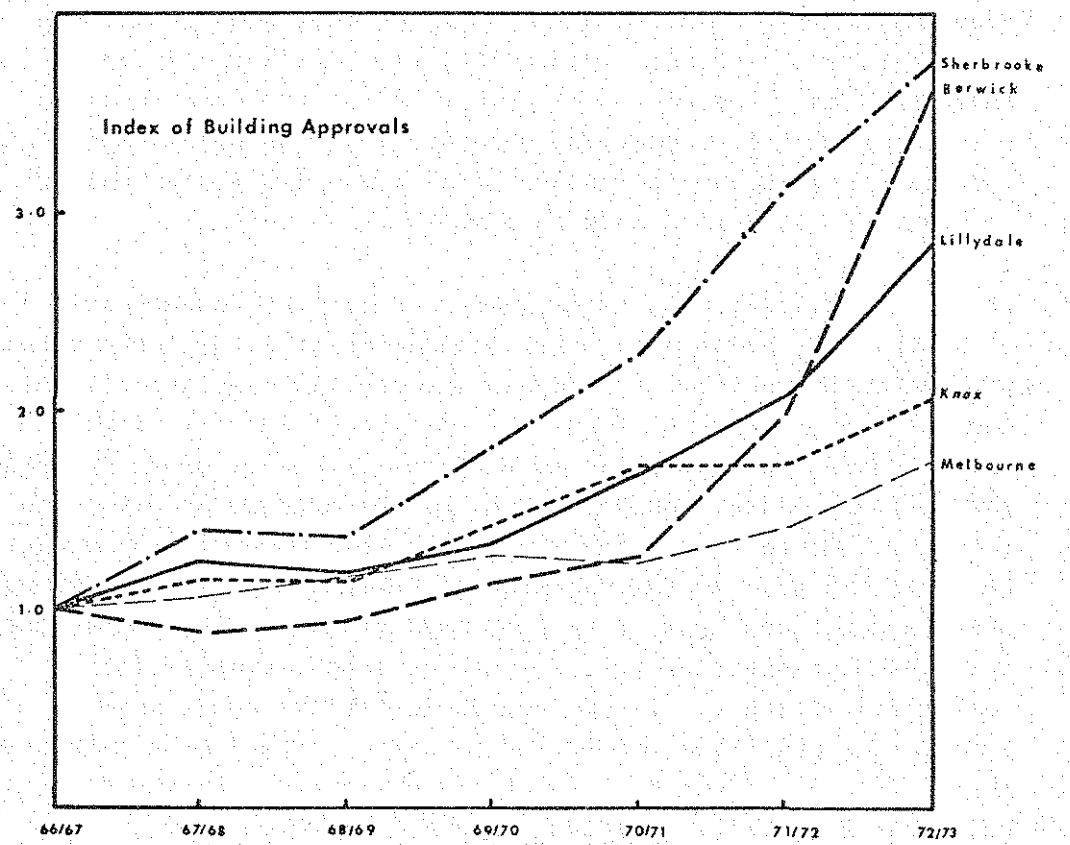


Figure 8: Index of Building Approvals in the Dandenongs area.

45. It has been suggested that one of the underlying causes of development pressures on scenic areas is that inadequate areas of land were planned for expansion or urban uses within the metropolitan region. This results in encroachment into land zoned for open-space uses. These problems should be dealt with at State level, as the inadequacies cannot be solved within local government boundaries. There must be integration and co-ordination on a regional scale.

46. An increase in the population of Melbourne also places greater demands on the extractive industries of scenic areas, as more stone is required for construction purposes. There is pressure to increase the areas of quarries. Although residents were unanimous in their dislike of quarrying activities in the scenic areas of the Dandenong and Macedon Ranges because of noise, dust and the visual scar, economics have usually won out against public outcry. If quarrying in the scenic areas close to the major city was to cease, a new source further from the urban area would have to be found. Increased transport costs would greatly increase the cost of the product to the consumer. Unless the buyer can be persuaded to pay substantially more for cartage in the interest of conservation, then the pressure is for quarries to remain and expand.

47. A similar argument applies to the provision of water supplies for the expanding metropolis, though the result is less environmentally damaging. More people require more water. This is supplied from the hilly areas close to the city which receive the higher rainfalls and drain into the creeks and rivers feeding the catchment itself. These areas usually correspond to the areas of high scenic amenity already subject to the land use conflicts outlined earlier in this Report. Increased water supplies require increased storage and catchment areas. Further areas are removed from public usage.

b. Changes in Life Style

48. With the growing acceptance of flexible working hours, and the reality of a five day working week, people have more time available for relaxation and recreation. The rate of car ownership per capita is higher than ever before. This increased mobility and increased leisure time have combined to create an upsurge in the use of tourist and recreation facilities around metropolitan areas. This increase in tourism is particularly pronounced in scenic areas within a few hours' drive of the city centre. Areas like the Dandenongs and Mount Macedon areas, within easy range of day trippers, are particularly prone to these increasing pressures.

49. Improved access to scenic areas, together with increasing mobility, have hastened residential development on the urban fringe areas by reducing the journey time to and from the city. The upgrading of the Burwood Highway and Canterbury Road serving the Dandenongs, and the Calder Highway and Tullamarine freeway in the Macedon region, have brought these scenic areas closer to Melbourne. Commuting has now become feasible.

50. An increase in affluence has led to a proliferation of hobby farms. More people are seeking allotments of from 10 to 20 hectares on which to farm in a small way. These farms are rarely productive in economic terms. There has been a demand for such alternative life styles, as the possession of material goods in an urban setting is failing to satisfy. People are prepared to travel great distances to employment and forego the immediate provision of urban services for the pleasures of living in semi-isolation in a scenic location.

IV THE RESULTS

a. Unco-ordinated Development

51. One of the major effects of urbanisation is that it encourages further urbanisation. As isolated residential blocks are developed, there is a demand for provision of services, particularly roads, electricity, gas, sewerage, water and telephone. If any of these services are provided, they attract development on nearby blocks. As the density gradually increases the demand is generated for schools, shops, bus services, garbage collection and other community amenities.

52. This type of unco-ordinated development is extremely difficult to control in the Dandenong Ranges and the Mount Macedon area because of the presence of many old subdivisions. The continuing trend towards development of old, inappropriate subdivisions in these areas is causing acute concern.

53. As the population of a region increases, so too does the number of cars using the road transport network. It is particularly evident in major arteries leading away from the city centre. As roads become choked, a cry goes up for better, wider roads. When these roads are provided, people are encouraged to use private transport by a reduced journey time through expressway conditions, and so the roads become choked again. Provision of roads to expressway standards leading from the outskirts of a city to its centre also encourages the development of outer suburbs and hobby farms. Commuting is encouraged. In many areas of scenic amenity improved road access over recent years has led to great increases in traffic flows. This chicken and the egg situation is responsible for much of the recent residential development in the Dandenong and Macedon Ranges.

54. The current road planning approach of providing for a predicted traffic demand is serving to exacerbate the problem of land use pressures in scenic areas. The Committee was

told that roads have been constantly widened and upgraded by removing bends and lessening gradients, which has encouraged further and faster use of roads at a time when the use of the private motor vehicle in city areas is being questioned because of the problems of pollution and depletion of scarce resources.

55. The driver in search of pleasure endeavours to take a full appreciation of the landscape and in doing so travels at a slower speed than the commuter. As a result, design requirements for scenic roads are different from normal inter-urban roads.

56. The main argument used in favour of higher geometric standards is improved road safety. The Committee was told that this is not necessarily the case, and as long as design elements are matched (that is speed limits with alignment), drivers tend to adjust their driving accordingly.

57. The extension of the urban fringe into scenic areas has other bad effects; journey-to-work times inevitably increase for those living in the scenic fringe areas, and urban residents living closer to the city centre have to travel increasing distances to extra-urban recreational areas. Both of these accentuate the twin problems of air pollution and traffic congestion.

58. In the past a number of fire access roads have been built along road rights-of-way in otherwise undeveloped old subdivisions. These roads have not only encouraged residential development in these subdivisions due to better access, but as they have been constructed at public expense, they have indirectly subsidised this development. One witness suggested that if allowed to go unchecked, the need for fire access roads, the construction of fire access roads, and the ensuing residential development, could become self-perpetuating.

59. As well as providing access to land, roads are themselves a land use. A road which is inappropriately located or designed can result in reduced scenic amenity as much as inappropriate residential or commercial development.

60. Any development within the Macedon Range which has the effect of prejudicing the value of the area as a water catchment could have substantial repercussions on the development areas to the north and west of Melbourne. Increased populations in the areas also mean that water supplies must be increased. This leads to further pressure as more scenic land is converted to water catchments.

61. Maintenance of natural ecosystems in close proximity to urban or urban/rural areas is very difficult. Animals and plants introduced to the inhabited areas frequently invade the natural forest and alter the natural balance. Blackberries, nettles and African boneseed can take over disturbed areas and affect visual amenity considerably.

62. With increasing urbanisation, wildlife in the two case study areas is under increasing threat from feral animals. Feral cats are particularly destructive to birds and small mammals. Evidence given to the Committee suggests that cats are seriously threatening the Lyrebird population in the Dandenong Ranges. Foxes also present a problem.

63. To build a house land must be cleared, roads must be made, wastes must be disposed of. None of these things can be done without spoiling the natural environment to some degree. When the number of houses being built is great, this destruction assumes alarming proportions.

64. One of the significant ill effects of urbanisation is destruction of wildlife habitat. A forest which has lost its understorey though trees remain, will be useless to birds such as the Yellow Robin, Blue Wren or Lyrebird which depend

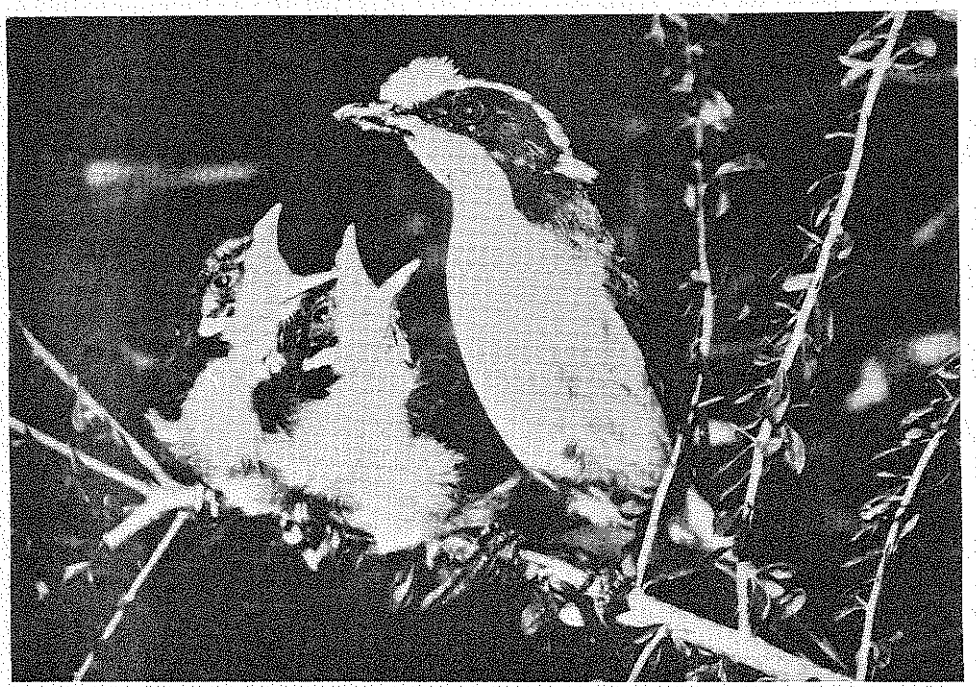


Figure 9: The Helmeted Honeyeater

Figure 10: The Superb Lyrebird

on low shrubs for shelter, foraging and/or nesting. A bird of dense forest will not even attempt to colonise an area of thinly scattered trees and a heathland bird will not live in a forest. It is thus essential to maintain substantial tracts of the diverse types of habitat currently existing if wildlife now living in the areas is to survive.

65. The Committee was told that the forests of Mount Macedon and the Dandenongs represent a habitat-type of very limited extent in Australia. Although the Dandenongs and Macedon areas do not represent the last strongholds of any species other than the Helmeted Honeyeater (which is Victoria's only endemic bird species) they do represent our last opportunity to ensure that present and future Melbourne residents will have an opportunity of seeing native wildlife in natural settings of great beauty without travelling great distances from their homes.

66. Moist fern gullies are one of the principal attractions of the Ranges, particularly those associated with creeks. They are also important as habitat areas for wildlife. These areas are particularly vulnerable to development. The run-off from septic tanks is polluting the creeks of both case study areas and further residential development will hasten the degradation. Evidence was given to the Committee of serious pollution problems in these water courses. There is a proposal to barrel drain Monbulk Creek behind Belgrave, which is likely to cause serious ecological damage. This was supported by evidence that the ecological balance of the Dandenong Creek has been completely disrupted as a result of barrel draining. Removal of vegetation also leads to serious problems of erosion, siltation and turbidity which further affect water supplies. The increasing pollution of creeks is causing serious health risks as many people rely on creeks for their water supply.

67. The Dandenongs are one of the worst regions of fire hazard in Australia and some areas rate amongst the worst in

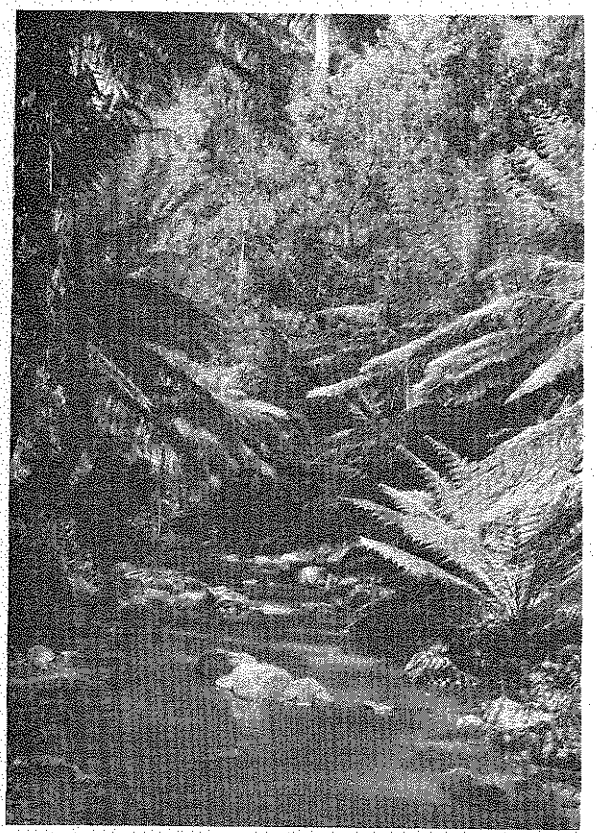


Figure 11: A fern-lined creek in the Dandenongs.

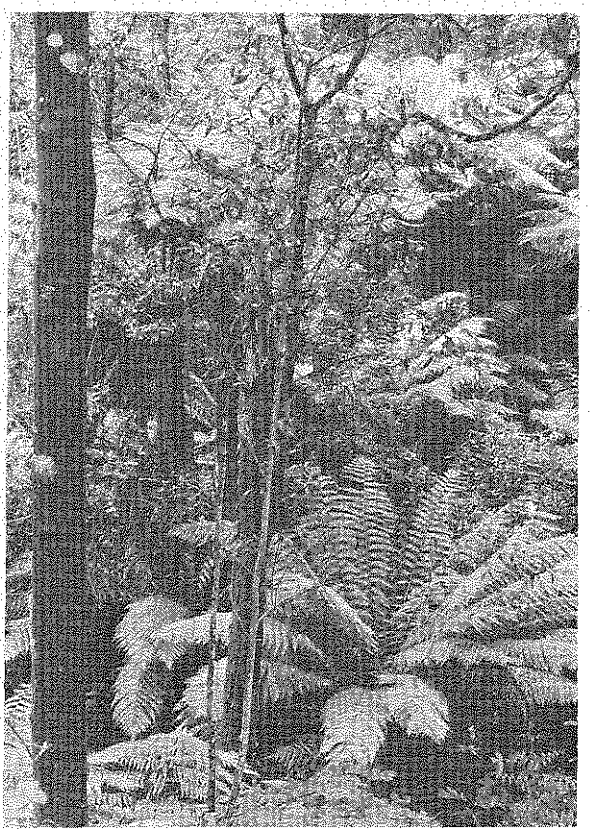


Figure 12: A fern gully typical of many in the Dandenong Ranges.

the world. Throughout the history of settlement in the Dandenongs periodic disastrous fires have resulted in tragic loss of life. The increase of urbanisation and tourism in the region increases the risk of fire.

68. When isolated houses are built, particularly on steep blocks, their inaccessibility and forest surroundings place them under considerable fire risk. It is extremely difficult to protect these houses in the face of a forest fire.

b. Over-use of Tourist Facilities

69. Increased tourism and recreation is resulting in over-use of facilities provided for these activities. Some nature reserves are deteriorating as a result of this increased pressure. A forest ecosystem can only survive a certain level of interference. For example, trampling causes compaction of soil around root systems, and is killing many large trees in some of the most popular park areas.

70. Visitor surveys carried out by the Victorian Forests Commission in 1972 show that 200,000 visited the Sherbrooke Forest Park in the Dandenongs, and 140,000 went to the Mount Macedon Forest Park. Although no specific figures are yet available, the Committee was told that trends of visitor counts show that usage of such nature reserves is increasing in the order of 20% per year. Most parks have reached visitor saturation point. The fact that these numbers were not evenly dispersed throughout the year but were concentrated around weekends and certain seasons accentuates the problem.

71. Parking facilities are frequently inadequate for the huge number of visitors using the most popular reserves at weekends. The overflow park on the edges of tracks, often causing considerable damage to vegetation. (See figure 13.) This increased pressure adds to the management problems outlined earlier in this Report.

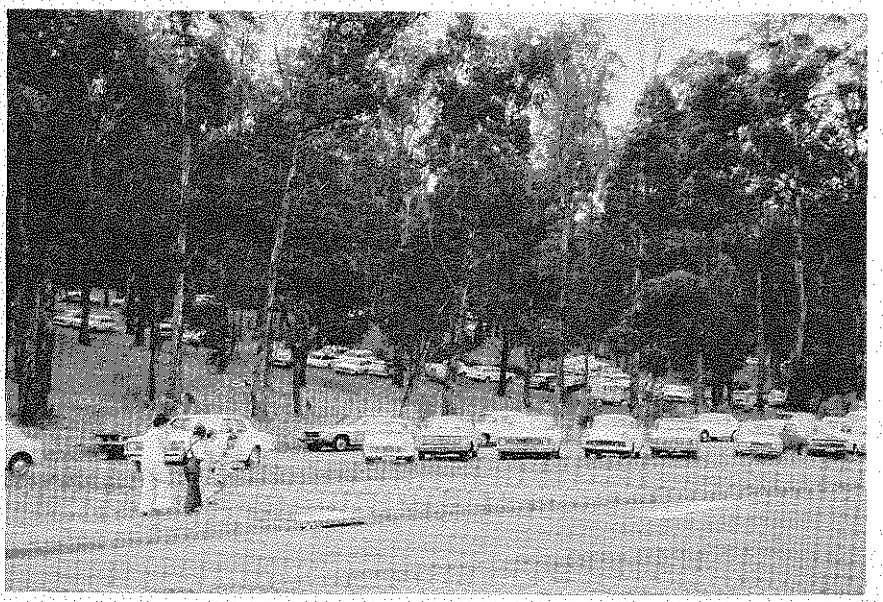


Figure 13: An indication of the inadequacy of parking facilities at Ferntree Gully National Park.

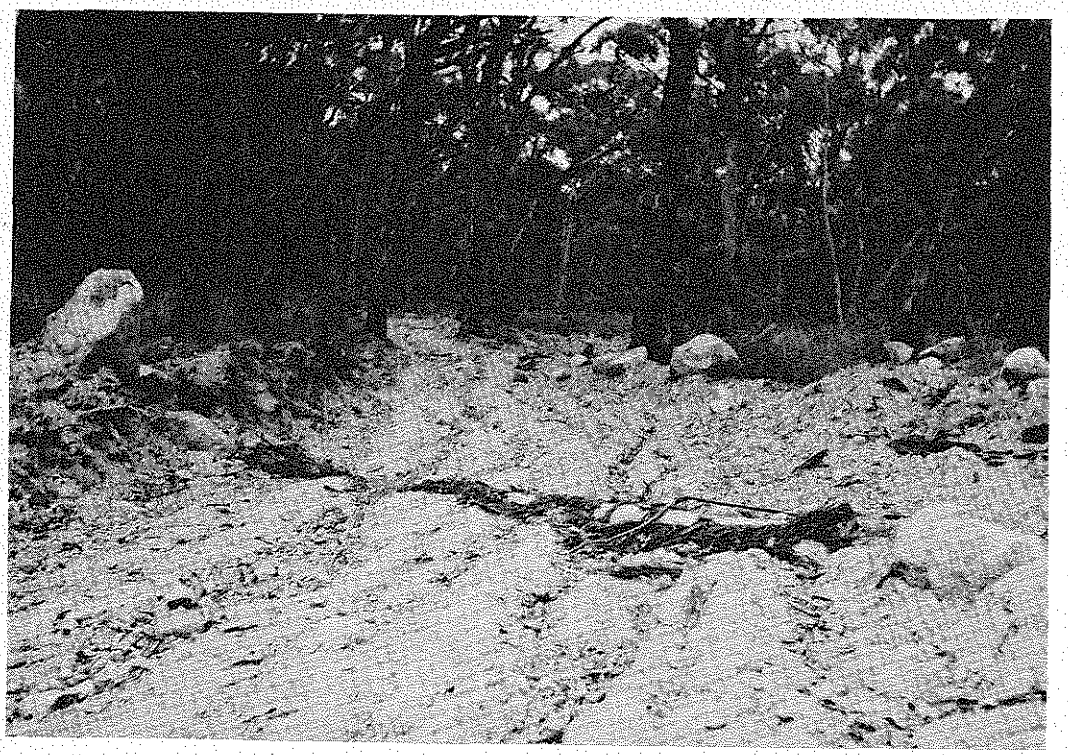


Figure 14: Damage to the Dandenongs caused by off-road vehicles, particularly trail bikes.

72. The volume of the visitor traffic makes supervision difficult and often results in acts of vandalism to reserve fixtures and notices, and destruction of wildlife habitat through trampling of vegetation and collection of specimens, particularly wildflowers. The increasing amount of litter left throughout scenic areas is also a direct result of increasing tourism.

73. The use of both the Macedon and Dandenong Ranges by vast numbers of tourists could also result in damage to landholders' property if they are not adequately controlled. Evidence was given of damage to stock and property caused by tourists leaving gates open. It was suggested that control could include adequate provision being made to cope with such visitors and some form of supervision to prevent the problems they may cause especially fire and pollution to water catchments. Supervising staff should place emphasis on educating offenders rather than acting only in a police role.

74. The Committee was given evidence of the increase of relatively new recreational pursuits, such as the use of off-road vehicles in scenic areas. The Committee was told that in an attempt to obtain the maximum thrill or stimulus from trail bike riding, riders use steep or rocky regions, and leave the trail wherever possible to negotiate the undergrowth. (See figure 14.) Damage caused by these activities include extensive erosion, noise disturbance to wildlife, residents and tourists alike, and destruction of wildlife habitat. Damage is most noticeable around fire access trails or power easements. This particular problem of the impact on the environment of off-road vehicles is currently the subject of investigation by another Sub-committee of this Committee.

V PRESENT ADMINISTRATION AND PLANNING CONTROLS

75. An examination of the adequacy of available planning controls and present administration to cope with the pressures and conflicts in scenic areas was an important part of the Committee's study. Since the Committee dealt particularly with the Victorian situation, this section relies heavily on information pertaining specifically to Victoria. The Committee was told that the conditions in other States, while differing on particulars, are similar in principle. The fact that pressures and consequent environmental damage is increasing suggests that the present planning and controls are either inadequate or not enforced.

76. Land surrounding urban areas can be put to many uses and the problem of resolving the conflicts which arise through multiple and competing demands for land can only be solved by effective land use planning. Planning encompasses the use of controls on land through restricting the nature of activities both in range and intensity which can be undertaken in certain areas, as well as the protection of land resources to provide for current and future needs.

77. The Committee was told that in the past the only tools of government protection have been statutory planning and public purchase. Statutory planning has done little for the conservation of areas of high scenic amenity since the controls tend to be too generalised and too insensitive. Purchase also has a limited use. Funds are inadequate and very often purchase is not the most suitable means of preserving and managing a site. Public reserves need constant attention if they are to remain in an attractive and safe state. Any land that is neglected can develop into a serious fire hazard.

78. The existing and potential problems arising from further development in the Dandenong and Macedon Ranges and adjacent areas reflect the inadequacy of current planning controls and procedures.

79. It is evident that the Victorian Government is developing policies and implementation programs for areas such as the Dandenong Ranges, with opportunities for public participation in an effort to not only produce workable solutions to problems but to do it with community understanding and support. Many aspects of policy implementation depend on the co-operation of the community and of government departments and the strength of regional and municipal planning authorities.

80. The Committee sees proposals to establish planning and management authorities such as that for the Yarra Valley and Dandenongs as an important step in the development of a co-ordinated approach to the planning of scenic areas throughout Victoria.

81. Almost all present control of land use has been delegated to the local councils through zoning, planning schemes and the imposition of interim or blanket development orders. This means that policies within a region can vary enormously from one local government area to another. The Committee saw evidence of this in an area bordering both the Shires of Lillydale and Sherbrooke. Residential development had been approved on one side of the road, under the jurisdiction of one Shire, and not on the other side of the road under the other's control.

82. This sort of fragmented planning should not occur. It creates ill will amongst residents and leads to haphazard development. Regional planning would minimise ad hoc and conflicting development planning.

83. The Committee was told that under current local government practice, a municipality may exercise planning powers by preparing a planning scheme pursuant to the Town and Country Planning Act 1961. A planning scheme may deal with a wide range of matters and consists essentially of a land use zoning map and ordinance. The process of preparation

and approval of a scheme includes a mandatory three month public exhibition of the proposed planning scheme when objections may be lodged. The Council may apply for approval of an Interim Development Order to control development. Under such an order it is possible to prohibit specific types of development, impose conditions and require application for planning consent to changes of use or development of land.

84. An Interim Development Order (I.D.O.) may be used by local councils to control development. For example, in December 1973 the Lillydale Shire Council introduced an I.D.O. aimed at limiting the residential density in the sensitive area of the northern Dandenongs (including the ridge), to one dwelling per acre. The imposition of an I.D.O. does not require any form of public perusal. However, although an I.D.O. gives the Council power to refuse a dwelling permit, it also provides for appeal to the Town Planning Appeals Tribunal. The Committee was told that because of the scattered nature of present residences in the area, it is difficult to defend a decision to refuse a permit against the argument - 'What difference will one more house make?'

85. Interim controls vested in the individual municipalities are not really effective because local councils are loath to implement restrictive policies on ratepayers when no compensation can be offered to those whose lands may be divested of basic land use 'rights'. For the same reason the State Government is reluctant to grant I.D.O.'s.

86. While the legal backing to such controls is considerable the exercise of planning powers depends in most cases on the willingness of municipalities to apply them. One of the major problems in comprehensive planning is the fragmentation of responsibility between statutes and statutory authorities. Evidence was given that over 28 authorities or government departments make decisions that affect the Dandenong Ranges. The situation is similar in the Macedon region where the

Committee was told that at least 20 government and semi-government authorities, 7 waterworks authorities and 3 Shire Councils have jurisdiction.

87. A further planning tool is the Statement of Planning Policy which enables the Government to declare its broad policies for future planning and development. They are a means of co-ordinating planning and providing guidelines to planning bodies.

88. Statements are prepared by the Town and Country Planning Board (T.C.P.B.) and involve the Board in intensive research and consultation with other public authorities. The Dandenong Ranges was the subject of Statement of Planning Policy No 3, 1971, under the Town and Country Planning Act 1961. Although one of the uses of Statement of Planning Policy No 3 is to facilitate protection of urban fringe areas in advance of settlement for such activities as recreation, nature conservation and extractive industries, in practice the statement is so broad that it avoids tackling the real problems. As a broad policy it is generally considered a good comment, but it does not go far enough. The Committee was told that the T.C.P.B. has refined the system of preparation of Statements of Planning Policy and is at present looking at rectifying the shortcomings of Statements No 3 and No 4.

89. One inadequacy of Statement of Planning Policy No 3 is that at present planning authorities are only required to give due regard to the Statement when preparing or amending planning schemes, and the Appeals Tribunal is required to take account of and give effect to Statements in their determinations. The Statement is limited in power of implementation.

90. The T.C.P.B. has recently released Statement of Planning Policy No 8, which deals with the Macedon region. The Statement is far more comprehensive than the one dealing with the Dandenongs and is more direct in approach.

The guidelines provided are specific and detailed rather than general as has been the case with most earlier Statements. This is illustrated in the planning policy to be applied. For example, 'there shall be no further subdivision for outward urban extension of Mt Macedon settlement or for extension generally northerly of Macedon township'.[5] The Government's attitude towards the Policy Area has been made clear. The Committee supports the Victorian Government's move towards more meaningful Statements of Planning Policy.

91. Although the present system of planning, combining both State and local government measures, is effective in most areas of the State, it appears inadequate to cope with the special demands placed on scenic areas close to major cities. The Victorian Government has realised this and is now moving towards the establishment of regional planning authorities. Areas receiving this attention include the Dandenongs and Yarra Valley, Geelong, and the Mornington Peninsula. While these authorities will exercise planning powers under the Planning Act, they are likely to have additional powers, different membership and different financing arrangements.

92. The Victorian Government has spent a considerable amount on land acquisition in recent years. The Forests Commission, which also acts as the acquiring agent for the Ministry for Conservation, has spent more than $675,000 in the Dandenongs area to preserve forest values and to aid in fire protection. This sum includes $292,272 spent on addition of land to the Ferntree Gully National Park. Over $300,000 of this money has been spent in the last five years. The Australian Government, through the Department of Urban and Regional Development, has made $267,000 available for acquisition in the Dandenongs under the National Estate Program in the last two years, and $125,000 under the Area Improvement Program in the 1974/75 financial year.

VI THE SOLUTIONS

93. There are many steps that could be taken to ensure the protection of scenic areas. These steps usually take the form of restrictions and controls, and make inroads on what have been traditionally accepted in Australia as the inalienable rights of landowners individually and collectively. The Committee considers that for planning controls to be effective, they must be accepted by the people. There must be co-operation and consultation rather than confrontation between the planner and the landowner. Compromise is necessarily the only acceptable solution.

94. The realisation that the alienation of scenic areas will continue unchecked under existing conditions has promoted government at all levels to consider new means of preserving natural assets whilst recognising that the rights of property owners should be respected. Conflict of interest between the rights of the community and the rights of the individual is fundamental and inevitable in any assessment of land use in scenic areas.

a. Public Involvement

95. Major interest groups involved in areas of scenic amenity close to major cities are frequently in direct conflict with one another, and represent different points along a 'preservationist'-'development' continuum. Clearly the solution to these conflicts lies at neither extreme. Compromises between extreme viewpoints must be made. It is not feasible to return the Dandenong Ranges or Macedon Range to natural bush or to ban all further residential development. Neither is it feasible to allow development to proceed in an uncontrolled fashion.

96. The achievement of a balance between the protection of the freedom of the individual landowner and creation of longer-term freedoms for the community, especially where the

land is in many hands rather than in broad acreage, is one of the most crucial questions affecting the whole field of landscape conservation.

97. If the private right of every landowner in the Ranges is to develop his block as he wishes, overriding the public right to the enjoyment of natural areas, then the Dandenong and Macedon Ranges will be lost amidst the suburban sprawl. The Committee supports the statement made in the Report of the National Estate that 'the ownership of land in modern society should imply a limited right to the use of that land'.[6] The right of a landowner to change the use to which his land is being put should be questioned.

98. The key to the achievement of conservation lies in achieving a formula for administration and planning which gives the local landowners and residents a motive to pursue the objectives of the conservation area, and enables them to be involved in its administration. Since social and political considerations strongly influence decisions on land use, planning must provide opportunities for public comment and participation.

99. Since conflicts of interest cannot be avoided, it is essential to devise some form of systematic, consistent and practical procedure whereby planners in isolation do not make their own judgments on problems, priorities and the relative importance of different criteria. They must find out what society wants. Someone must decide fairly among conflicting interests. Institutionalised public participation like the public display of planning schemes could easily give the impression to those who have to allocate scarce resources or make decisions which could infringe on people's rights, that their responsibility to the public has been fulfilled. Such participation exercises may merely create a platform for those whose voice is the loudest. This view was put to the Committee regarding the organised conservation lobby. It was suggested that the rights of landowners would be forgotten in

favour of community rights supported by this strong, relatively new pressure group.

100. The Committee considers balancing public participation a problem that must be recognised and solved. Those responsible for co-ordinating public involvement in the proposed planning authorities must be aware of this danger of imbalance from the outset, and take steps to counteract it. Public participation should not be confined to public meetings and voluntary objections to a plan or scheme but must also take the form of surveys and questionnaires distributed throughout the planning region in an attempt to foster interest in and awareness of the authorities' proposals.

b. A National Approach

101. If a balanced and co-ordinated system of land use throughout Australia is to be achieved, then planning should not be on a regional basis alone. Many witnesses urged a nation-wide approach to the problem. The Report of the National Estate stated:

> 'The problems of safe-guarding desirable environments and the husbandry of natural resources require a comprehensive approach to planning which should be flexible and executed on expanding regional scales from local council to state and national government level.'[7]

The Committee supports this view. The nation as a whole has an interest in ensuring that scenic recreation areas near major cities are preserved.

102. This approach is recommended by the Australian Advisory Committee on the Environment in its recent report Land Use in Australia concerning the importance of a national approach to land use planning and management. The Advisory Committee recommended, amongst other things, that:

'The Australian Government and the States should, by consultation and co-operation, formulate a national land use policy which will guide development of land resources and make explicit the goal of environmental quality.'[8]

c. Comprehensive Surveys

103. The possible solutions to problems of land use conflict fall into two categories - those measures taken at a State level and those taken within a particular region of conflict.

104. The Committee considers there is a need for State-wide surveys in each State to identify regions most under threat. To date most planning has been as a reaction to easily perceived critical problems and resources. It is imperative that planning be based on a sound understanding of the intricate economic, social, demographic and environmental systems with which it is dealing. Much more detailed information from specialists in environmental sciences needs to be put into the planning sphere. The basis for planning should include detailed information on the natural resources and capability of the land, as well as estimates of current and future demands. The classification of areas according to landscape quality is particularly important when planning the use of areas of high scenic amenity.

The Committee recommends that:

The Australian Government consult with and give assistance to the States so that State-wide surveys may be undertaken in each State as a basis for regional land use planning on a national scale.

105. These surveys should assist in identifying within regions of scenic amenity, natural areas unsuitable for development or recreational use, and to identify unique ecosystems and tracts of unspoiled land to be designated as parkland or nature reserves.

106. The Report of the National Estate stressed the need for a proper land use inventory and recommended 'that the Australian Government give its full support to, and discuss with the States, possible help to them in setting up procedures for land use inventories and regional land use planning'.[9] The Committee strongly supports this recommendation.

The Committee recommends that:

The Australian Government assist in financing these surveys in terms of expertise, resources, and facilitating the integration and exchange of information between the States.

d. Development of Other Areas

107. The Committee suggests the development of recreational facilities in regions outside recognised scenic locations as a means of significantly redirecting pressures placed on the more popular areas. These facilities should range from small picnic and playing areas within the built-up areas, to larger parks on the perimeter. Thought should be given to remedying the existing spatial imbalance of open space by deliberately locating new regional parks to the west, north and south-east of Melbourne. Regional parks can perform a valuable role as ecological units, but more importantly they are of value in dispersing tourist and recreation pressure.

108. A comprehensive parks plan should be established for all major metropolitan regions providing for a wide range of outdoor recreational activities. Such parks, if large and imaginative enough, would attract large numbers of people and thus reduce the pressure on the more scenic resources. The Brisbane Ranges was one area near Melbourne that was suggested to the Committee as appropriate for this type of development.

109. It is essential to obtain an overall balance between the different types of open space to cater for different skills

and enthusiasms to prevent over-use. This is particularly important if an ecological balance is to be achieved and maintained in areas which are to be kept in their natural state. This sort of balance should be considered on a State-wide basis to ensure co-ordination in the provision of facilities.

110. The Committee considers that the comprehensive resources survey recommended earlier in this Report would be a valuable mechanism for defining areas suitable for development as regional parks.

e. Decentralisation

111. Since pressures placed on areas of scenic amenity close to major cities are almost entirely the result of increased population in these cities, the Committee supports efforts being made to decentralise development away from major urban areas.

112. A redistribution of the nation's population is a significant part of the answer to the current problem of land use conflicts. This can be achieved by developing existing provincial cities and towns or through development of a number of new cities at some distance from existing large metropolitan centres, carefully planned under a co-ordinated land tenure system. A national perspective is essential to tackle this problem.

f. Establishment of Regional Amenity Parks

113. Although significant advances have been made through the traditional planning approaches by the Victorian State Government to protect amenity in scenic areas, it is felt that important conservation areas, like the two case study areas, require a legislated status and special forms of administration. There is a need for each area to be administered as a separate unit, although a separate authority may not be needed in every case. The proposed authority for the Dandenongs and Yarra Valley will go a long way towards these goals. It must ensure the priority of the national amenity and recreation interest whilst protecting local interests as much as possible.

The Committee recommends that:

Regional amenity parks be established in areas defined by comprehensive survey, and consideration be given to establishing a planning and management authority in each park along the lines of the proposed Yarra Valley/Dandenong Authority in Victoria.

114. Authorities must have ultimate responsibility for planning and management within the declared park area. Such areas must not be confused with National Parks as the concept is quite different. The type of parks envisaged here are often referred to as residential parks. Development and conservation occur side by side on a co-ordinated basis.

The Committee recommends that:

The Australian Government, in consultation with the States, provide funds on a shared basis for the establishment of regional amenity parks and the authorities necessary for their administration. This funding should be subject to Australian Government oversight under Environment Protection (Impact of Proposals) legislation.

115. Australia is relatively new to these planning ideas and several witnesses to the Inquiry felt that Australia could learn much from a study of the National Parks System of England and Wales. Any adaptation would need to take into consideration the many landowners with less than 0.5 hectare holdings whereas most of the countryside in the Peak district is broad acreage owned by a few landholders. The main aspects to be considered are the legislation, the system of administration and the provisions for recreation and education. The main aim in administration is to secure national objectives in the area with local consent and approval.

116. One of England's most successful parks is the Peak District National Park. In terms of size, population living within its boundaries, forms of settlement, importance as a water catchment, and previous development pressures, the situation in the Peak District closely resembles that in the Dandenong Ranges and Yarra Valley.

117. The Committee feels that there has been a loss of confidence in planning by the general public as a result of long delays, changes of policy, and a measure of secrecy in planning proposals. If planning to reduce land use conflict is to be successful, this confidence must be regained. The Committee considers that the new approach of a regional planning authority with ultimate responsibility, and accessible to the public, is an important step in fostering confidence. The authority must have public co-operation to be successful. If the community trusts the planners then it is more likely that this will be forthcoming. It will be no longer possible to 'pass-the-buck' to another instrumentality, by saying that a matter is the responsibility of the local council, the Melbourne Metropolitan Board of Works (M.M.B.W.), the T.C.P.B. or the Ministry for Conservation. Everyone will be aware that the regional authority has the responsibility for planning measures within the declared region. It would be the authority that would negotiate with other instrumentalities and not the individual.

118. Ideally the Committee would like to see the States develop a common approach to the establishment of regional amenity parks and their principles of operation, but appreciates that variation must occur due to differing circumstances between States.

g. Operation of Regional Parks Authorities

119. The Committee puts forward some suggestions for the operation of regional parks authorities for consideration by the State governments. The Committee considers these

authorities should be provided with a series of guidelines to aid both in the formulation of broad policies and in day to day functioning.

The Committee recommends that:

The Australian Government, in co-operation with the States, develop guidelines and principles for the establishment and functioning of regional park planning authorities.

120. If the establishment of regional amenity parks is to be successful in alleviating development and other pressures in scenic areas, the authority responsible must have ultimate direction of all activities within the boundaries of the declared region.

121. The Australian Government should aid in establishing guidelines for amenity park protection in consultation with the States.

The Committee recommends that:

The authority responsible for the planning and administration of regional amenity parks give priority to the preparation of a comprehensive management plan for each park in consultation with the relevant State government and the Australian Government.

122. The Committee considers it vital that the authorities have offices located within the region. This will allow and encourage public participation in planning issues that affect the region. If the offices are accessible to residents it is more likely that they will make use of the services and information provided, which will result in benefits to both the community and the individual. If authorities can foster an awareness and appreciation of the value of regional parks by

both residents and visitors there will be less opposition to planning proposals.

The Committee recommends that:

The Australian Government be responsible for the provision of offices for each regional parks authority;

The offices be made accessible to the public and be open and staffed at weekends to encourage public involvement;

The offices be used as centres for the dissemination of information about parks;

Counselling services and advice be made available to residents on environmental protection measures;

Information be available on such matters as growing native plants, recommended building materials and the reasons for their selection, and siting of residences.

123. Places like the Dandenong and Macedon Ranges offer great possibilities in the field of education. The Committee suggests that each authority set aside an area within the declared region specifically for this purpose. The Australian Government should assist with the erection of suitable buildings for use by schools and other educational groups. Consideration should also be given to providing overnight accommodation for such study groups.

124. The Committee considers it important that authorities develop long and short term programs for implementing planning proposals. These programs should be made public so people can see how future proposals will affect them. Priorities should be made clear, and provision should be made for special consideration to be given to those adversely affected by planning proposals who can prove cases of hardship.

125. Authorities should include both public and government participation. The Committee does not consider it appropriate to make specific recommendations relating to the composition of park authorities, as this is the prerogative of the State concerned. It is felt desirable, however, that consideration be given to including representatives from resident, agricultural, conservation and other special interest groups. Government participation should include all three levels; local, State and national, and the balance of power should rest with these sectors. The Committee would like to stress that participation does not necessarily mean direct representation on the authority. Public involvement, for example, could be developed through surveys, public meetings, and public display of draft plans. However, it is essential that any involvement be on a continuing basis.

126. The Committee suggests that authorities should be responsible for compiling and maintaining a register of data for the area. They should carry out detailed information studies and ensure that these are updated as conditions change. These studies should provide authorities with the necessary information to promote and maintain acceptable land use, and should include recommendations for optimum population levels and provision of corresponding services. The information would also provide the necessary basis for regular review of policies as attitudes, needs and conditions change.

127. Authorities must maintain strict control over the supply of services - roads, sewerage, waste disposal, electricity, water, schools, etc - ensuring that over-supply does not occur. The Committee has already stressed the importance of co-ordinating service supply with existing and not potential demands, as a means of halting or preventing unwanted urban development. The supply of services must be regulated according to existing demands in areas that should not be further developed, and commensurate with future demands in areas that will be developed in response to planning schemes. The Committee is strongly of

the view that roads particularly should only be developed to cater for existing conditions, having regard to safety standards. The verges of tourist roads should be well covered with vegetation and the tendency to provide straight roads with large cuttings should be avoided. The population should be educated to accept the fact that high speed roads will not be provided in scenic areas and that low speeds are one of the restraints to be placed on resident and visitor alike. Decisions to provide increased services should only be taken after careful consideration of the effect that such decisions will have on future development.

128. The Committee was told of an instance in the Macedon Range area where provision of a dam of larger capacity than is perhaps required to service existing subdivisions will increase pressure for development. It is also important that authorities integrate the supply of services with those outside the declared region.

The Committee recommends that:

Australian Government finance be made available to the States for roads, sewerage, water and other services in regional amenity parks if the Australian Government is satisfied that provision of these services is in accordance with an approved plan and subject to Environment Protection (Impact of Proposals) legislation.

129. Many methods of controlling urban development were suggested to the Committee in evidence. The Committee would like to outline some of those it considers most relevant and appropriate to the operation of the recommended parks authorities in Australia.

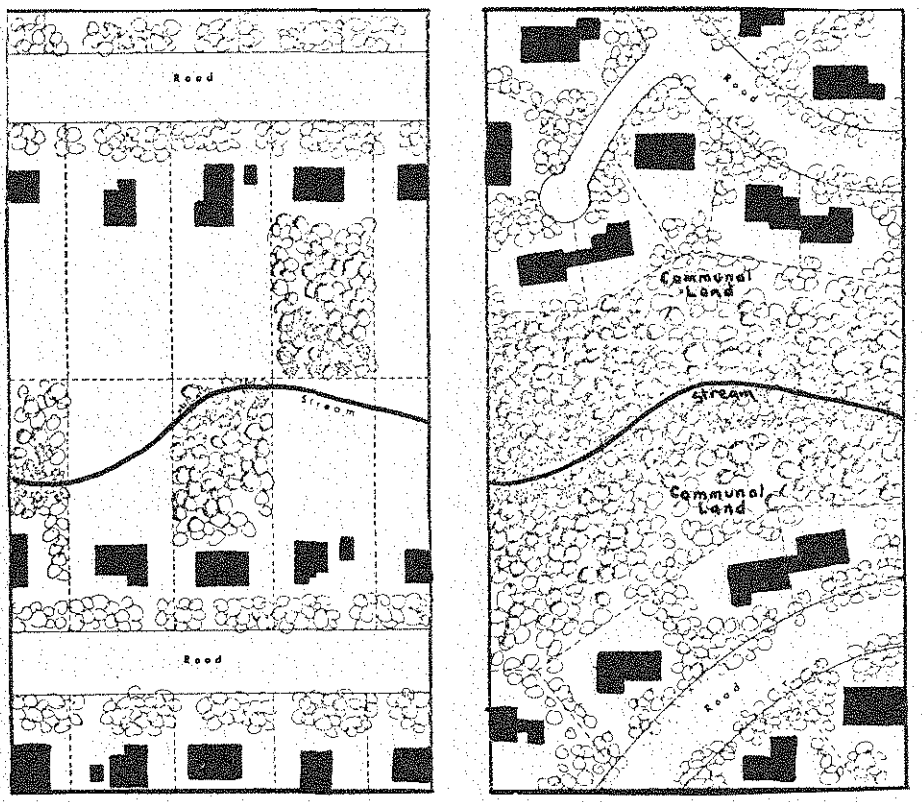
130. In the interest of fire control, provision of services, and regulation of residential development, it is considered important that residential development be encouraged in cluster and hamlet form rather than the present dispersed form.

Cluster and hamlet developments are most appropriate for reorganised subdivisions or in future subdivisions, and can be very attractive if well planned.

131. The Committee considers that increasing dispersed residential development is the real threat to scenic areas. It is also difficult to prevent dispersed residential development from eventually becoming dense development on the grounds that 'one more housing permit really won't make much difference'.

132. If dispersed residential development is to be controlled, then it is imperative that the old, inappropriately subdivided blocks be restructured. Certain subdivisions should be acquired, restructured and then some re-sold giving preference to the previous owners. In general undeveloped subdivisions require restructuring where the subdivisional design is a serious constraint to the development process because of poor road layout, unsatisfactory lot sizes, serious topographic difficulties or environmental characteristics. Different methods of restructuring would no doubt apply in different areas. Consideration should be given to restructuring by agreement with the owners, by compulsory order, by purchase, by transfer of development rights to another location, or by a combination of these methods.

133. The Committee considers that acquisition and subsequent restructure provides a good opportunity to implement innovative housing forms such as the cluster system or hamlet developments. This type of re-organisation allows residential development to be contained in less environmentally sensitive areas, while maintaining the scenic amenity for residents. (See figure 15) Consideration should be given to such policies as halting the extension of urban-type services outside areas zoned for cluster, hamlet or village development. If attempts are made to develop residential areas in these forms, then services could be more easily provided to the benefit of both the home owner and the environment. Social contact is also



EXISTING PROPOSED

Figure 15: This diagram indicates how residential development can occur in harmony with the environment if natural features are considered when planning the lay-out of subdivisions.

facilitated. The authority should investigate areas suitable for cluster or hamlet development, and encourage planned growth in these areas.

The Committee recommends that:

Where possible, consideration be given to developing residential complexes in cluster and hamlet form.

134. Increased population in declared residential areas means more runoff, effluent and sullage. If no adequate provision is made for processing these wastes they will inevitably hasten environmental damage.

The Committee recommends that:

Consideration be given to providing sewerage treatment services in declared residential areas as a matter of urgency.

135. The Committee considers that there is scope for residential development in areas that have already been subdivided, especially in and around established 'village' areas such as Emerald, Olinda and Sassafras in the Dandenongs and Mount Macedon and Woodend in the Macedon area. Serious consideration should be given by the new authority to preventing further subdivision within the regional amenity park. The Committee was told that the priorities for land use dictated by fire protection, recreation and the need to preserve landscape and outstanding natural features are such that no existing public land should be alienated. Public land should also be provided for in village developments as well, for such uses as playgrounds, sporting and recreation reserves, and open-space corridors.

136. The Committee received evidence that building permits are being refused in areas that are already heavily built.

The Committee recommends that:

In areas declared for development, building permits be refused by planning authorities only after exhaustive consideration.

136. Fire is a natural feature of eucalypt forests. Where these forests mix with urban development, there is potential for enormous unnatural damage by wildfire. The problem is compounded by a large number of absentee landlords who have no on-site involvement in the problem. The best solution lies in planning land use to ensure that residential development is concentrated rather than dispersed, with fire control access between the built-up areas.

137. The Committee is aware of the increasing pressure to subdivide relatively flat, cleared, good agricultural land, into non-viable farm lots from 4 to 10 hectares. The pressure for such lots will increase. The Committee considers that such subdivisions are contrary to sound land use and disregard the agricultural requirements of the future. The Committee has less opposition to such blocks if they do not involve viable agricultural farms or heavily timbered country, and there is an understanding that urban-type services will not be provided.

138. Every effort should be made to ensure the continued viability of the small berry and flower farms, market gardens and agricultural farms in the Dandenongs area, but steps should be taken to ensure that farming practices do not lead to increasing water pollution through the indiscreet use of fertilizers or soil erosion.

139. Authorities must inevitably become involved in some form of acquisition program. The Committee considers that large scale acquisition is not the answer to the problems of conserving scenic areas. Apart from the fact that the enormous sums of money necessary to finance large acquisition

programs are seldom available, large scale acquisition often leads to management problems.

The Committee recommends that:

Wherever possible, land remain in private ownership, but subject to regulating controls.

140. Acquisition, however, is warranted in some cases. One of these is the protection of environmentally sensitive areas. These include areas of critical landscape value, areas of outstanding natural beauty, areas of high fire hazard and areas where residential or agricultural development is undesirable such as water catchments, steep slopes and wildlife habitats.

141. Another is for the protection of particular species of wildlife, some threatened with extinction. To ensure the survival of the Helmeted Honeyeater, sufficient habitat needs to be provided to ensure that vegetation losses from fire or from competition from other species will only be partial losses and not the elimination of almost all the remaining breeding areas. This species is limited in its range and a minimum area of habitat capable of supporting the present population is not sufficient. Habitats preferred by this species occur along creeks within a limited radius of Yellingbo. The Bird Observers Club told the Committee that already remnants of available habitat are dangerously small.

142. The area near Yellingbo is clearly of vital significance to the Helmeted Honeyeater. This region is close to the Yellingbo State Fauna Reserve and the Committee suggests that these areas be acquired and added to the Reserve.

The Committee recommends that:

Early consideration be given to reserving as much land as possible within the habitat area of the Helmeted Honeyeater and prohibiting

further clearing on private land which includes portions of their habitat;

Provision be made to allow adjoining landowners continued access to Woori Yallock Creek for stock watering;

The Australian Government finance any necessary acquisition in partnership with the States as a matter of urgency.

143. The Committee was also told that creek gullies, especially Perrins Creek, Sassafras Creek and Olinda Creek, provide important corridors for migrating birds. Areas of heathland, such as that found near Macclesfield, should also be acquired as public reserve, as it forms habitat of the Emu Wren, not found elsewhere in the Dandenongs.

144. Acquisition is also justified to increase the size of existing reserves by acquiring adjacent properties. Only a little over 5% of the Dandenongs is classified as Public Reserve. Most of this occurs in the main parks of Sherbrooke, Olinda, Doongalla, Ferntree Gully and Churchill. This figure rises to almost 20% if the total amount of land reserved for public use including community buildings (such as schools) and water catchments are taken into account, although not all this land is actually available for general public use.

145. Acquisition may also be warranted around the ridge of Mount Dandenong Range. There are a number of areas of public land in this region, and acquisition of privately owned allotments in this area would consolidate this resource and retain the landscape values in an area where demand for recreational facilities is very high.

146. In the Macedon Range, acquisition of several key areas around the Camel's Hump has been recommended to the Committee by the Victorian Forests Commission, to preserve

the landscape about the Hump and to provide additional recreational areas close to the Hump.

147. Acquisition inevitably raises the problem of compensation, usually as an automatic right, if the landholder loses all or part of his land use rights. It should be pointed out that compensation need not be automatic or even proper in some instances. The State has always had the right to compulsorily acquire land without compensation, although it has acted under the Victorian Land Compensation Act 1958 which provides for an offer of compensation and settlement by arbitration in the event of a dispute of the value of compensation.

148. The Committee believes that compensation should only be payable for loss of current rights, not potential rights. It is difficult to understand how people can be compensated for a potential loss they do not possess or are not likely to possess. This is certainly not always the situation at present.

149. A case was cited to the Committee where a company owns 213 acres of scenic land in the Yarra Valley, currently zoned 'rural' which the M.M.B.W. under Amendment 21, has proposed be reserved as 'public open space'. The land adjoins residential land. The company has proposed to subdivide part of the land and have the remainder set aside as public park. If this proposal is not accepted, compensation will be payable on the basis of the land's residential value, even though it is zoned rural, and was zoned rural when purchased. The reason for this, apart from legal precedent, is that compensation must take into account the possibility of the company being able to persuade the authorities to change the zoning. Thus the price demanded by the vendor (in this case the farmer) and paid by the developer, reflects speculative possibilities of land and this in turn is reflected in the valuation determined by the Valuer-General. It is unlikely that the Government will be able to afford to pay such compensation, so development will

probably proceed. The fact that this situation can occur illustrates the ineffectiveness of current planning techniques.

150. Since it is neither feasible nor acceptable for governments to acquire the vast agricultural and natural areas that ought to be conserved in areas of scenic amenity, mechanisms to protect privately held open space are essential. The land market as it operates today is the principal obstacle to effective protection of private open space. To overcome this, scenic areas should be insulated from market forces that now press them into development. This objective can be achieved in a number of ways, most relating to methods involving development rights. This question will be discussed in detail in the following Chapter.

151. It is evident that the rights of landholders in areas of scenic amenity cannot be unrestricted if the environment in these sensitive areas is to be preserved. Land use pressure may have to be reduced through imposition of some restriction on the use of the land, for example, tree felling and erection of signs. Despite such restrictions most landholders consider themselves fortunate to own land in these prized areas and compensation for loss of rights should not apply. However, where acquisition of land or development rights becomes necessary, adequate and just compensation must be payable without delay.

152. As stated earlier, authorities must have the powers necessary either to implement or to cause to be implemented, planning controls aimed at achieving and maintaining effective land use. The proposed authorities must have the legal backing required for carrying out, or causing to be carried out, controls ranging from compulsory acquisition to partial purchase. For example, this may be achieved through the Urban Land Council.

153. The Committee suggests that consideration be given to establishing planning controls which would ensure that good agricultural land is not diverted from its productive use, either by uncontrolled urban sprawl or unwise rural subdivision, into small non-viable lots. Stringent land use zoning controls could, theoretically, be made to work given a total commitment to their enforcement by all parties involved.

154. Attention should be drawn to the need to overcome the flexibility of the rural zone which leads to the destruction of scenic amenity, and as a result of high levels of compensation thwarts acquisition schemes. Clearly, there is a strong need for changes in legislation to divest lands zoned rural, of any future residential value flowing from unwise subdivision. Otherwise the gradual suburbanisation of rural lands will result because of the inability to stop the process by payment of compensation.

155. Such a situation is a major obstacle to conservation. It facilitates the movement of residential frontiers since land adjoining residential land can be valued as residential land.

156. The Committee suggests authorities consider such moves as limiting housing development along tourist roads, and providing fire access roads between houses and bushland. This move would be facilitated by the development of cluster housing where roads could be provided around the perimeter of development.

157. The Committee considers that the desirability of ensuing residential development be considered by planning authorities when planning fire access roads and that any necessary land use controls be applied before the road is constructed.

158. As discussed earlier in this Report, scenic areas often correspond with important water catchment regions. This

is particularly so when the catchments serve nearby major cities. While it is important to integrate and co-ordinate water catchment management to ensure efficient water quality and distribution, there appears to be considerable scope for re-examination of restrictions on access to water catchment areas in the light of improved technologies for water treatment. Experience in the United States and the United Kingdom has indicated the possibility of multiple use without degradation of the water quality. This issue is particularly relevant in the Dandenong Ranges and Macedon Range where some of the largest areas held in public ownership are water catchments. (For example, Cardinia, Silvan and Lysterfield in the Dandenongs and Rosslyne Reservoir in the Macedon area.) Regulated uses could include bushwalking, picnicking and perhaps sailing. The Committee suggests the M.M.B.W. and the various water trusts in the Macedon and Yarra Valley region, give close consideration to these possibilities.

159. One of the major functions of the recommended authorities would be the development and implementation of a management plan for public reserves within the region. This is particularly important where there is evidence of deterioration of existing facilities through over-use. There should be close consultation with the relevant instrumentalities, particularly the Forests Commission.

160. These plans should endeavour to divert visitors from over-worked sectors to less popular areas. Any campaign to promote tourism should be designed to spread the timing of visits throughout the year and to create an awareness of the many sites throughout the area that are available.

161. Recreation planning will also be an important aspect of the authorities' work if there is to be a co-ordinated provision of facilities throughout each declared region. Each facility, be it park, lake, picnic area, bushland reserve, or walking trail, should be sited and managed according to a comprehensive recreation plan soundly based on research into

present and projected patterns of recreational behaviour. Again relevant instrumentalities should be consulted, in this case the Department of Youth, Sport and Recreation. Information must be gathered about the distance travelled to parks of various sizes, frequency of visits, attitudes of visitors, and activities within them.

162. For many the drive itself is the primary recreational activity. When people do stop for picnics or to admire the view, the majority remain very close to their cars, often causing a hazard to traffic on narrow roads.

The Committee recommends that:

Authorities give careful consideration to the provision of adequate parking facilities in strategic locations, and that people be encouraged to leave their cars through extension of tourist facilities and a campaign to promote awareness of these facilities.

163. Earlier in this Report, the problem of feral animals was discussed. The Committee suggests that in the interests of preserving the existing populations of native birds and small mammals, consideration be given to a comprehensive program for the eradication of feral animals.

164. The presence of quarries in an area of high scenic amenity is clearly undesirable. However, a growing city must have supplies of building materials, and frequently, hilly, scenic areas are the best or only sources. It would not be feasible to ban quarrying from scenic areas altogether and require people to pay significantly higher prices due to the larger transport distances. The alternative is to control the activities within the area. The proposed authority should have the power to regulate the extension of quarrying activities into other areas. Quarrying companies should be required to draw up a list of priorities for future quarrying sites for

approval by the authority in close consultation with the Mines Department. Authorities should also set standards for the rehabilitation of quarried areas once extraction has ceased. These standards should be achieved and completed at the expense of the company, prior to commencement of quarrying at a new location.

165. In the Peak District National Park, where existing quarries have been granted planning consent, or additional areas have been made available for quarrying, the impact has been minimised by stringent conditions. Companies have been required to develop their quarries in such a way that they are screened by the natural hill slopes. The Committee suggests that the planning authority responsible for the Dandenongs region study the experiences of England and Wales and consider the feasibility of implementing similar controls.

VII PLANNING CONTROLS

166. It is evident that the Planning Authority for the Yarra Valley and Dandenong Ranges proposed by the Victorian Government, will not be functioning for some time. The Committee considers it desirable that some interim controls be introduced to arrest undesirable development prior to the effective functioning of the Authority. Consideration should be given to a possible halt on development, subdivision, or property values based on a certain date, to discourage undesirable development through speculation. This technique is used in the management of growth areas like Albury-Wodonga and was recommended in the Else-Mitchell Commission of Inquiry into Land Tenures Report of November 1973.

167. A similar procedure should be followed in the Macedon Range area, having regard to the Town and Country Planning Board Statement of Planning Policy No 8, recently released.

168. The Report of the Committee of Inquiry into the National Estate also stressed the desirability of a stay in the development and alienation of land near cities. The Committee supports this view and suggests that further interim controls be imposed by local governments in areas of scenic amenity near large cities to prevent further unco-ordinated development prior to the functioning of recommended regional park planning authorities. The areas subject to these controls should not be entire local government areas, but should include particularly sensitive areas to be defined by the T.C.P.B. The Committee sees little reason for preventing building on vacant blocks in developing village areas as long as adequate provision can be made for disposal of wastes.

169. Governments have a significant, though frequently underestimated, opportunity to preserve scenic areas by providing owners with a just and convenient method of donating development rights to the community. These powers should be transferred to the authority. Incentives could include

waiving or reduction of tax and rates, or reduction in death duties. Because incentives involve a trade-off - offering the landowner something in return for a desired response - care must be taken to ensure that public benefits are commensurate with public costs.

170. These incentives can also be offered to private owners in return for covenants to protect the site. These covenants must run with the land.

171. Access agreements can be made to make private land available for limited and regulated public use. The Committee considers that this form of agreement should not be sought in viable farming areas where public access can have very damaging effects. Such methods, and the incentives available to those who agree to them, should be widely advertised by the authority, but there should be no compulsion.

172. Public ownership can often be achieved very economically if owners' needs and requirements can be identified and met. For example, some people who buy land of high conservation quality may wish to enjoy it during their lifetime, but want to protect it from development and despoliation. Gift of the land, or at least partial acquisition, may be willingly made in return for the right to use the place in the owner's lifetime. The Committee was given evidence that in New South Wales, the amendment of the Coastal Protection Scheme brought to light many such people.

173. Partial acquisition could include acquisition of scenic easements, acquisition of or agreement about rights of way or walkways, or acquisition of a key part of the site. Similar incentives to those suggested above could also apply to these circumstances.

174, Another technique of achieving conservation without purchase is through the transfer of development rights. This is a well known technique for the preservation of historic

buildings, and can also be used effectively to control land development. Basically, the concept proposes that the rights to develop (either through subdivision or building on old subdivisions) in areas which should not be developed, are acquired and in turn are resold by the agency to a developer owning land in an area suitable for development but not zoned for development. In this way those owning land in the sensitive area retain their land, but are compensated for the loss of the right to develop that land. Thus compensation flows to those who lose the right to develop from those who gain the right to develop with the public purse being involved only marginally. Rezoning from non-residential to residential zoning usually means a windfall gain to the landowner. The Committee considers that the agency that should control such transactions is the authority responsible for the planning and management of the scenic area. The authority should seek and acquire land suitable for such transfer.

175. The Committee considers that viable rural land can be protected from unwise development, yet the landowners development rights preserved, by the concentration of development rights in a small proportion of a property. For example, where a holding of 100 hectares has been rezoned for residential development with a minimum block size of 10 hectares, this means 10 homes can be built on this property. Instead of dividing the property into ten equal sections with a house on each, development rights are concentrated in one small section of the property, perhaps 8 to 10 hectares. That is the only section of that property that would hold any interest to developers. Farmers may sell the portion of their property with development rights, thus retaining the majority of their farm as a viable proposition, but relinquishing any claim to further rights to subdivide. The residual area could be permanently protected against further close subdividing. This method is illustrated in figure 16. It would mean that controlled residential development could occur, but that the attractive essentially rural aspect of the foothills area would be retained.

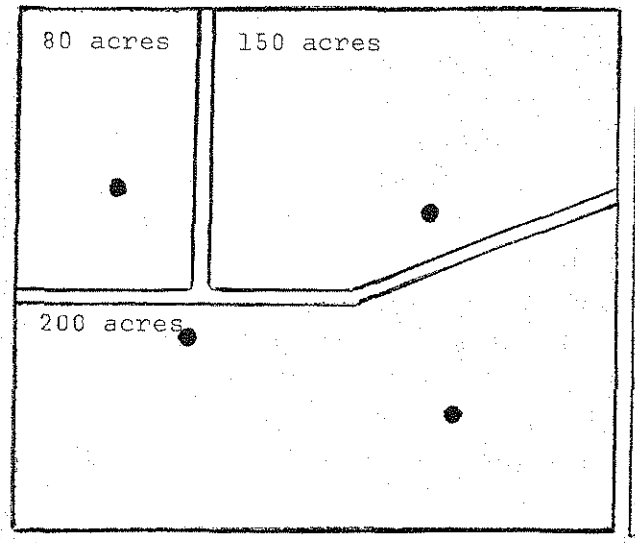


Diagram A A simple graphic representation of an area about 430 acres of rural land in perhaps 3 ownerships - with four houses.

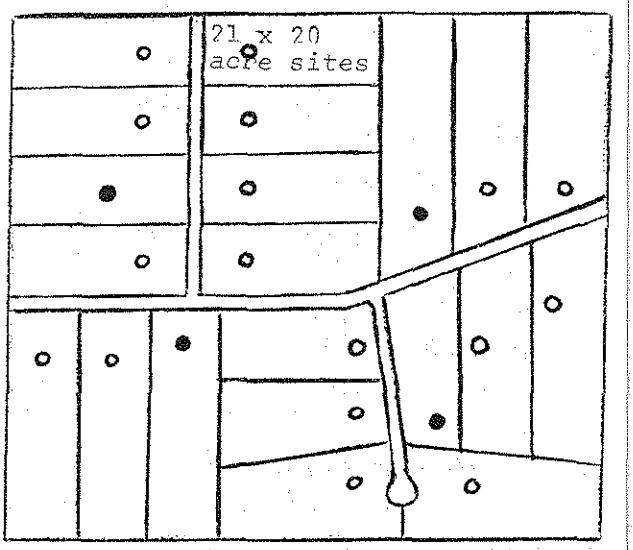


Diagram B showing how, under the current zoning (for instance, as 'Landscape') subdivision and development could, and probably would, result in some 21 allegedly 'rural' blocks, each with a house, a maze of power lines, drainage easements and minor roads, all combining effectively to destroy the natural environment and placing the economic viability fo the whole area in jeopardy.

Diagram C indicating how the same area could be developed with a similar number of houses (the original four and 17 new ones) but protecting, not destroying, the environment. A variety of block sizes could be provided and this would attract a wide range of home-seekers. Such a development would create three attractive groups of houses but would permit the continued economic use of the greater part of the area for agricultural purposes and as visual recreational space without significant financial loss to the original owners.

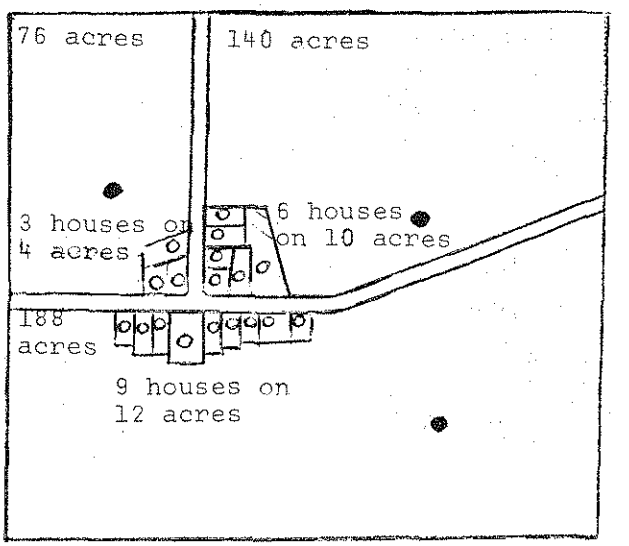


Figure 16: The principle of concentrated development rights resulting in hamlet development.

176. The Committee was told that many of those wanting to live in rural surroundings have neither the time nor the resources to fulfil the obligations involved in 15-20 hectare block ownership. It was suggested that they would welcome the opportunity of securing blocks of approximately 1 hectare with the assurance that the rural environment would be maintained. Experience has shown that they are prepared to pay for what they want, but will discount the price for anything exceeding their requirements in the matter of size. Often blocks of 10 hectares sell for little more than three times the price of 1 hectare allotments of similar land.

177. Revolving funds can be used as a technique for facilitating purchase. It involves purchase of site, redevelopment and then resale. Money gained in the resale is then returned to the revolving fund. This technique could be applied where a site is already inappropriately subdivided, or perhaps where a large area is available for residential development. The Committee was told of one instance of the successful application of this system by the Heidelberg Council. The Rosanna Golf Course was acquired by the Council, with assistance from the State Government. Half was developed with residential lots and the other half retained as open space. This was achieved without cost to the Council. The Committee also suggests that consolidation of adjoining residential blocks be encouraged, perhaps by assistance with low-cost, long-term loans.

178. The Committee supports the recommendations made by the Else-Mitchell Commission of Inquiry into Land Tenures, particularly those relating to future development rights and in respect of compensation. Two such recommendations are:

> 'Development orders should require landowners (a) to comply with the condition specified in the orders within a specified time, or (b) to accept compensation for the acquisition of their properties ... or (c) to sell the land to purchasers

prepared to comply with the orders.

> 'Development orders should reflect the principle of public ownership of development rights by including among the conditions a requirement that owners or developers make payments for the development rights ...'[10]

The Committee considers that for such proposals to be effectively implemented, there must be at least a State-wide and preferably nation-wide approach. The Committee urges the States to work with the Australian Government to progress towards this result.

The Committee recommends that:

The States consider the use of the following planning techniques as a means of regulating land use:

access agreements, easements, covenants, partial acquisition, donation, purchase, transfer or concentration of development rights, acquisition and lease back.

The necessary legislative changes to allow implementation of these planning techniques be introduced as soon as practicable.

VIII FUNDING

179. It is clear that there must be a major contribution from national and State governments towards capital works and land acquisitions as well as for ongoing running costs of the authorities. The Committee stresses the importance of a rationalisation and co-ordination of programming and sees the use of national funds as an important move in achieving this aim. The Committee considers these areas of national importance and feels justified in recommending the use of Australian Government funds to aid in their protection.

180. The Australian Government has developed various mechanisms for providing funds to the States for conservation purposes. The recommendations made in this Report should be funded through existing legislation.

181. Under the States Grants (Nature Conservation) Act 1974 the Australian Government Minister for Environment, in consultation with the appropriate State Minister, may agree to finance programs of land acquisition by that State, or by an approved authority of that State, for purposes connected with nature conservation subject to mutually agreed conditions. For the three-year period 1974-75 to 1976-77, the Australian Government had approved the allocation of up to $20.5 million for the acquisition of lands in the States for nature conservation. Most proposals involve areas of scenic and biological significance such as the habitat of the Helmeted Honeyeater. The Australian Government Department of Environment considers applications from the States for finance under the scheme and seeks comments from the Interim Committee on the National Estate.

The Committee recommends that:

Funds allocated to the States under the States Grants (Nature Conservation) Act 1974 be made available to regional park planning authorities

within the States to acquire areas of particular significance.

The Australian Government resume the principle of triennial funding and urges an increase in the funds available to the States.

182. Since 1972 negotiations have been undertaken between the Australian Government and the States for the establishment of Joint Land Commissions or Urban Land Councils to undertake land acquisition for comprehensive urban development using financial assistance provided by the Australian Government. Although this money is largely for development, in recognition of the fact that there will be elements of regional open space lands in the program, the Australian Government has offered to match State Government contributions for this purpose on a $2 for $1 basis. The Urban Land Councils can also use funds to reorganise old and inappropriate subdivisions. The Councils therefore have flexibility in their approach and can assist with development and reorganisation as well as with the provision of open space outside amenity parks.

183. All States, other than Queensland, have some provision for land control similar to Urban Land Councils which makes this avenue ideal for a national funding program.

The Committee recommends that:

Urban Land Councils or similar bodies be funded by the Australian Government on a shared basis with the States, to assist with programs to reorganise inappropriate subdivisions and to provide community open space.

184. The Australian government is committed to the provision of significant areas of open space for use for urban development. Development of open space areas, although not directly influencing amenity areas of regional park size, will assist in the protection of these areas by easing recreation pressure.

185. The Australian Heritage Commission is a further possible source of Australian Government funds which could be tapped to help protect amenity areas without requiring additional funding legislation. The regional planning authorities should not neglect this avenue of obtaining funds through the States.

The Committee recommends that:

The Australian Heritage Commission give close attention in consultation with the States, to scenic area funding.

186. One of the aims of the Australian Government's urban and regional development strategy is to improve the quality of life in the cities which includes the maintenance of the quality of nearby scenic areas. Under the Area Improvement Program, the Department of Urban and Regional Development funds studies or surveys providing important information and funds programs relevant to the conservation of areas of scenic amenity. One such study, recently approved, aims at determining the conservation and recreation potential of the Maribyrnong River Valley, which extends up to Mount Macedon, as well as determining guidelines for planning in the region. The Area Improvement Program also provides finance for parks and similar amenity protection.

The Committee recommends that:

Consultation between the Australian Government and the States take place on the techniques whereby Area Improvement Program funds could be made available to regional authorities for planning and management of regional amenity parks.

187. The Australian Government Department of Tourism and Recreation provides funds under the Australian Tourist Commission Act 1967-74 for the development of tourist projects including works of a capital nature involving the development

of physical assets in regard to flora and fauna reserves.

The Committee recommends that:

Regional planning authorities consider making use of funds provided under the Australian Tourist Commission Act 1967-1974.

188. Funds are also made available through the Australian Government Department of Environment to assist conservation organisations to make technical investigations. One such assisted study is that completed by the Victorian Public Interest Research Group on the Dandenong Ranges. The Committee considers such assisted surveys of considerable importance both in terms of adding to the information resources of regional planning authorities, and in fostering public awareness and involvement in the environment.

189. The Committee sees value in encouraging the participation of organised community groups in these studies.

The Committee recommends that:

The Australian Department of Environment consider making grants to conservation bodies operating in scenic amenity areas but that conditions of grants affecting the scenic area specify that the body work in close consultation with regional authorities to avoid duplication, and that the results of projects be made available to authorities.

It is not recommended that these grants be made direct to authorities as they will have funds from other sources.

190. The Committee supports the recommendation made by the Australian Advisory Committee on the Environment in its report Land Use in Australia that the Australian Government provide special funds to the States which would assist local

and regional planning authorities, tertiary courses in resource and land use planning, 'in-service' education for administrators and public education programs in each State to develop sound land use principles. Public education programs could be conducted on both a State level and through regional authorities.

191. A further source of funds that could be considered is the Grants Commission. The Committee supports the recommendation made in the Report of the National Estate 'that it should be competent for local governing authorities to seek help from the Australian Government through the Grants Commission for extra costs incurred in taking special measures to conserve and present the National Estate'.[11]

192. The Committee has observed that some areas within regions defined for the purposes of allocation of Grants Commission funds require more assistance than others. The Committee noted the suggestion made in the Department of Urban and Regional Development's publication Regions , (October 1973) that 'As recreation and rural areas the four most easterly local government areas of Melbourne's Outer Eastern Region, Sherbrooke, Lillydale, Healesville and Upper Yarra, may need to be identified as an area for special consideration within a strategic plan for Melbourne's East'.[12]

193. Recognition of such Sub-regions which take in areas of scenic amenity is considered warranted to help counteract the inability to raise revenue from large areas of public reserve, and to help to promote desirable land uses by compensating Councils for the rate reductions recommended earlier in this Report.

The Committee recommends that:

The Minister for Urban and Regional Development give further consideration to the recognition of areas of outstanding environmental or conservation significance as Sub-regions within major

Regions, for the purposes of section 17 of the Grants Commission Act 1973.

194. Many witnesses to the Committee suggested ways of raising money to pay for planning and management measures. One suggestion was for State-wide levies to be made, perhaps on car registration, a recreational levy, or by a levy on rates. It was argued that amenity parks are of benefit to the entire State, and that all State residents should contribute towards their management. This suggestion is feasible if a national, or at least State-wide, approach to the provision of regional parks is taken. The Committee supports the suggestion of a recreational levy suitably and equitably imposed upon all State residents, such funds to provide for a common fund for the establishment, development and management of regional amenity parks throughout the State.

195. A second method of raising funds recommended to the Committee was the introduction of an 'amenity tax' to be levied on people for the privilege of continuing to reside in a scenic area. The argument in support of such a tax is that people should pay for the privilege of residing in a scenic location.

196. The Committee does not support the imposition of such a tax. The Committee was impressed by the effort many residents of the Dandenongs and Macedon area are putting into conserving the amenity for both residents and visitors. It is considered that such a tax would unnecessarily disadvantage those whose co-operation the proposed authorities must have to be successful. All State residents benefit from scenic areas and not just residents of the location. If such an amenity tax were supported in places like the Dandenong and Macedon Ranges, then it would follow that residents in other areas regarded as scenic, such as beach frontage blocks even in established suburbs, should also pay a tax. The Committee considers that a negative incentive to residential development already operates in

that householders must pay extra for provision of services in addition to accepting lower service standards. Since residents in these areas are already accepting lower service standards, the provision of which they have contributed to through taxes, they are in effect already paying a tax for something from which they only partly benefit.

197. Witnesses also suggested the imposition of a toll on visitors using amenity parks. The Committee does not support this method of fund-raising for regional amenity parks, although tolls on smaller park areas within regional parks (for example Ferntree Gully National Park) may be justified to cover expenses of maintenance and supervision. Many people will live within the park boundaries which would make collection of the toll complex. Car stickers were suggested as a means of distinguishing visitors from tourists, but this would not overcome the difficulty of identifying those visiting residents from those using park facilities for recreation.

198. The Committee supports the principle that regional amenity park facilities should be free. The imposition of a toll may deny access to the park to some people. Scenic areas designated as regional amenity parks are part of Australia's heritage and as such should be freely accessible to all.

199. The Committee would like to stress the need for the co-operation of all levels of government to achieve the protection of scenic areas. The principle of shared funding between the State and Australian Government is supported as a means of encouraging and maintaining this co-operation.

November 1975.

(A.H. LAMB)
Chairman

APPENDIX I

LIST OF WITNESSES

ANDERSON, Mrs D.M.	Douglas Road MOUNT MACEDON. VIC.
ANDERSON, Mr E.F.	Secretary Ferntree Gully Conservation Association
ANDERSON, Mr G.R.	Douglas Road MOUNT MACEDON. VIC.
BARKER, Mr W.S.	Secretary Dandenongs and Yarra Valley Rural Advisory Committee
BARNES, Mr K.H.	Secretary Croydon Conservation Society
BENNETT, Mr J.H.	Member Ferntree Gully Conservation Association
BISSETT JOHNSON, Mr H.	Yarra Brae WONGA PARK. VIC.
BODEN, Dr R.W.	Assistant Secretary Living Resources Branch Australian Department of Environment
BROWN, Mr P.C.	510 Main Road TECOMA. VIC.
BUCKIS, Mrs G.C.	Clerk Australian Department of Environment
CHAPMAN, Mr G.R.	Chairman Dandenongs and Yarra Valley Rural Advisory Committee
COLBY, Councillor K.	Shire of Sherbrooke
COLDICUTT, Ms S.	Representative Victorian Public Interest Research Group Ltd
COOK, Mr M.G.	Principal Environmental Officer Atmospheric and Marine Branch Australian Department of Environment

CRAWFORD, Dr P.J.	Assistant Secretary Australian Department of Urban and Regional Development
DOUGLAS, Mr G.F.	President Macedon Range Conservation Society
DUFF, Mr G.	Shire Engineer and Town Planning Officer Shire of Sherbrooke
ELIAS, Dr D.M.	Member Sassafras-Ferny Creek Community Association
ELLIOT, Mr C.S.	Director Natural Resources Conservation League
ELLIOT, Mr W.R.	President Montrose Environmental Group
ELLIS, Mr W.R.	Shire Engineer and Planning Officer Shire of Gisborne
EYERS, Mr M.E.	Clerk Australian Department of Urban and Regional Development
GOLDIN, Ms P.A.	Project Director Victorian Public Interest Research Group Ltd
GORRIE, Mr G.C.	Director Urban Environment Branch Australian Department of Urban and Regional Development
HALLIDAY, Mr A.	Deputy Secretary Shire of Sherbrooke
HAMPTON, Mr E.	Member The Save the Yarra Valley Committee
HAYNES, Mr N.G.	Secretary Victorian State Ministry for Planning; and Chairman Interim Study Group Yarra Valley-Dandenong Ranges Proposed Planning and Management Authority

HISCOCK, Mr P. McL.	Assistant Secretary Save the Dandenongs League
HOBBS, Councillor A.D.	President Shire of Gisborne
HODGSON, Mr A.	Officer-in-Charge Forest Environment and Recreation Branch Forests Commission of Victoria
ISAKS, Mr P.	Project Officer Australian Department of Urban and Regional Development
JACKSON, Councillor B.A.	President Shire of Newham and Woodend
JACKSON, Mr H.W.S.	Relieving Shire Clerk Shire of Gisborne
KING, Mr L.R.	Runnymede Road BELGRAVE. VIC.
KNORR, Councillor J.	Shire of Sherbrooke
LOGAN, Professor M.I.	Professor of Geography Monash University
LOORHAM, Mr C.R.	Project Director Victorian Public Interest Research Group Ltd
MALING, Mr N.J.	Chairman Mount Dandenong Ratepayers' Action Group
McCUBBIN, Dr J.Q.	Boronia Road VERMONT. VIC.
McLEAN, Dr J.R.	Colombo Road BELGRAVE. VIC.
MERCER, Dr D.C.	Lecturer in Geography Monash University
MITCHELL, Mr G.E.	Vice-President Save the Dandenongs League
MOON, Miss M.P.	Secretary Save the Dandenongs League
MORRIS, Mr S.R.	Representative Victorian Public Interest Research Group Ltd

MOSLEY, Dr J.G.	Director Australian Conservation Foundation
NICHOLSON, Mr B.M.S.	Member Montrose Environmental Group
O'CONNELL, Mr B.M.	Chief Estates Officer Forests Commission of Victoria
OREDAT, Mr A.	Government Road THE BASIN. VIC.
PEKIN, Mr R.J.	Secretary Shire of Newham and Woodend
PENNYCUICK, Mr S.R.	Member Ferntree Gully Conservation Association
PURDON, Mr R.L.	Project Officer National Urban and Regional Development Strategy Australian Department of Urban and Regional Development
ROBERTS, Mr H.	Secretary The Save the Yarra Valley Committee
SCHOLES, Dr A.G.	WOORI YALLOCK. VIC.
SCOTT, Mr K.H.	Shire Engineer Shire of Lillydale
SHEIL, Ms P.	Gisborne Shire Ratepayers and Residents Association
SMITH, Mr R.	Lot 2, Range Road OLINDA. VIC.
SPRY, Mr P.A.	Representative Victorian Public Interest Research Group Ltd
STOLTZ, Miss S.L.	President Ferntree Gully Conservation Association
THOMSON, Mr A.J.	Member Silvan and District Growers' Association
TREZISE, Councillor A.E.	Shire of Gisborne; and Vice-President Macedon Range Conservation Society

TUOHY, Colonel G.G.	Member Sassafras-Ferny Creek Community Association
TURNER, Professor J.S.	President Save the Dandenongs League
VAN DER HORST, Mr G.J.	Convenor The Save the Yarra Valley Committee
WARREN, Mr V.R.C.	Director of Planning (Policy) Town and Country Planning Board
WEHNER, Mrs B.M.	Member Save the Dandenongs League
WILLIAMS, Dr A.	Chairman Sassafras-Ferny Creek Community Association
YATES, Councillor R.L.	Shire of Lillydale
YENCKEN, Mr D.G.D.	Chairman Interim Committee on the National Estate

APPENDIX II

LIST OF EXHIBITS

No.

1. AUSTRALIAN DEPARTMENT OF ENVIRONMENT

   Document entitled 'Financial Assistance to Environmental and Conservation Organisations'.

2. AUSTRALIAN DEPARTMENT OF URBAN AND REGIONAL DEVELOPMENT

   Consultant's Report concerning roads and their environment.

3. AUSTRALIAN CONSERVATION FOUNDATION

   a. Newsletters dated April 1969, November 1969, April 1971 and August 1971.

   b. 'Landscape Architecture in Conservation' - proceedings of the 2nd Biennial Conference of the Australian Institute of Landscape Architects, Adelaide, 1971.

   c. 'Conservation of the Australian Coast' - A.C.F. Special Publication No. 7.

   d. Papers relating to Seminar on the Future of the Adelaide Hills.

   e. 'The Preservation of Diversity' - A.C.F. Occasional Publication No. 5.

   f. A.C.F. Submission to Illawarra Escarpment Environment Inquiry.

   g. Nature Conservation Society of South Australia - Submission to State Planning Authority on the Flinders Ranges Planning Area.

   h. Paper entitled 'A Commission for the Lower Yarra Valley Proposal' from Australian Conservation Foundation, Yarra Valley Conservation League, Valley Freeway Action Group and Public Interest Research Group, November 1974.

   i. Letter to Premier of Victoria from Valley Freeway Action Group, dated 24 December 1974.

   j. Booklet entitled 'Residential Conservation',- Proposal for a New Zoning Category and Management Concept for Privately Owned Land, A.C.F. 1975.

k. Letter from Melbourne Metropolitan Board of Works to Dr Mosley, Director of A.C.F., dated 18 February 1975.

l. Paper entitled 'Proposals for View Bank' dated September 1974.

4. SHERBROOKE SHIRE COUNCIL

Document entitled 'General Report on Old and Inappropriate Subdivisions in the Dandenong Ranges and Adjacent Areas.

5. SAVE THE DANDENONGS LEAGUE

a. Memorandum on the Preservation and Development of the Dandenong Ranges.

b. Newsletters dated June 1974, December 1974, March 1975, September 1974.

c. 'Roads and the Environment', submission prepared for the House of Representatives Standing Committee on Road Safety.

6. MR P.C. BROWN

a. Letter from Dr Mosley to Mr Brown, dated 9 January 1974.

b. Document entitled 'Yarra Valley Problems and River Flows'.

c. Appendixes to Mr Brown's submission.

d. Article from the Broken Hill Proprietry Company Limited Technical Bulletin, Vol. 2, entitled 'An Airborne Magnetometer Survey on the Bass Basin', by B.M. Hopkins.

7. FERNTREE GULLY CONSERVATION ASSOCIATION

a. 'The Kerr Project' - Report by Landscape Consultant for Committee of Review for Hard Rock Quarrying, dated 12 November 1972.

b. Letter from Melbourne Metropolitan Board of Works to Miss S.L. Stoltz, dated 8 April 1975.

c. Letter from Victorian Mines Department to Miss S.L. Stoltz, dated 29 June 1973.

d. Photograph of a model of the Kerr Quarry Project.

e. Newspaper extract entitled 'Face Lift Will Cost $950,000' from "Free Press", dated 7 March 1975.

8. DR J.Q. McCUBBIN

Five photographs of the Dandenong Ranges, highlighting damage caused by off-road vehicles.

9. GISBORNE SHIRE COUNCIL

a. 'Area Improvement Programme' - Submission prepared for Australian Department of Urban and Regional Development, dated April 1975.

b. Document entitled 'Shire of Gisborne Planning Scheme'.

10. SHIRE OF NEWHAM AND WOODEND

Submission to the Victorian Land Conservation Council - Melbourne Study Area, dated 17 June 1974.

11. MACEDON RANGE CONSERVATION SOCIETY

a. Additional submission to House of Representatives Standing Committee on Environment and Conservation together with a supplementary submission.

b. Submission to Shires of Gisborne, Newham-Woodend and Romsey entitled 'A Conservation Zone', dated 1972.

c. Article entitled 'Macedon Range Conservation', by G.F. Douglas, dated February 1971.

d. Document entitled 'Town and Country Planning Board - Regional Planning Authorities' dated 2 October 1968.

e. Extract from Department of Agriculture of South Australia Extension Bulletin No. 45.72, entitled 'Phytophthora root rot disease'.

f. Document entitled 'Shire of Gisborne Planning Scheme - General Notes for the Guidance of Ratepayers and other Interested Persons'.

g. Document entitled 'Shire of Gisborne - Macedon Range - Statement of Planning Policy - Shire of Gisborne'.

h. Document entitled 'Town and Country Planning Act 1961 - Shire of Romsey - Interim Development Order'.

i. Report from 'Australian Forestry' Vol. 36, No. 2, March 1973, entitled 'What Price Recreation'.

j. Document entitled 'Sewerage: Are big networks always necessary?'

k. Letter from Town Planning Officer, Shire of Berwick, on the Future Residential Development of Cooinda Estate, dated 22 November 1972.

l. Town and Country Planning Board - Explanatory Report for Statement of Planning Policy No. 8 (Macedon Ranges) presented to State Planning Council on 8 October 1974.

12. DR A.G. SCHOLES

Photograph of the Upper Yarra Valley taken from Dr Scholes' property at Woori Yallock.

13. SHIRE OF LILLYDALE

a. Map entitled 'Melbourne To and Fro'.

b. Shire of Lillydale Planning Scheme - Dandenong Ranges Interim Development Order.

14. PUBLIC INTEREST RESEARCH GROUP

'The Dandenong Ranges Report' - a P.I.R.G. publication.

15. DANDENONGS AND YARRA VALLEY RURAL ADVISORY COMMITTEE

Map showing land use of the Ranges area.

16. DANDENONGS LIBERATION FRONT

a. Letter from Mr G. Doering to Mr B. Crowe, dated 2 July 1975, concerning pipe drains.

b. Letters from Mr G. Doering to the Shire of Sherbrooke, Knox City Council and Shire of Lillydale, concerning electric toilets, together with replies from each of these Councils.

17. TOWN AND COUNTRY PLANNING BOARD

a. Report entitled 'Macedon Ranges' submitted to the State Planning Council, Town and Country Planning Board, December 1974. (Vols. I and II)

b. Statement of Planning Policy No. 3, Dandenong Ranges 1971.

c. Statement of Planning Policy No. 4, River Yarra 1971.

d. Study of Non-conforming Subdivisions and Hobby Farms in the Macedon Ranges.

e. Paper by V.R.C. Warren entitled 'Land Use Planning - Policies and Projects. The Situation in Victoria' given at the 1975 ANZAAS Symposium.

f. Outline of Implementation Program for Statements of Planning Policy No. 8, Macedon Ranges.

g. Terms of Reference of the Policy Review Committee of Statements of Planning Policy Nos. 3 and 4.

APPENDIX III

FOOTNOTES

1. Victorian Public Interest Research Group Limited, The Dandenong Ranges Report, (Clayton 1974) pp. 31, 41, 44.

2. Town and Country Planning Board, Victoria, Statement of Planning Policy No 3, Dandenong Ranges 1971, p.2.

3. Town and Country Planning Board, Victoria, Statement of Planning Policy No 8, Macedon Ranges and Surrounds, Explanatory Report, p.11.

4. Ibid, p.17.

5. Town and Country Planning Board, Victoria, Statement of Planning Policy No 8, Macedon Ranges and Surrounds, p.1.

6. Committee of Inquiry into the National Estate, Report of the National Estate, (Canberra 1974) p.107.

7. Ibid, p.45.

8. Australian Advisory Committee on the Environment, Land Use in Australia, Report No 4, December 1974, (Canberra 1975) p.9.

9. Committee of Inquiry into the National Estate, Report of the National Estate, (Canberra 1974) p.129.

10. Commission of Inquiry into Land Tenures, Report, (November 1973) p.ix.

11. Committee of Inquiry into the National Estate, Report of the National Estate, (Canberra 1974) p.290.

12. Department of Urban and Regional Development, Regions, (October 1973) p.23.

APPENDIX IV

ACKNOWLEDGEMENTS

The Committee wishes to thank the following people and organisations for making available information reproduced in the Report:

1. The Victorian Public Interest Group Ltd, for the photographs on pages 12, 13, 17 and 30, the map on page 5, and the figures on pages 20 and 52.

2. The Victorian Town and Country Planning Board for the maps on pages 6 and 8.

3. The Australian Information Service for the photographs on pages 26 and 28.

4. Mr H. Bissett Johnson for the figure on page 66.

5. Mr G.F. Douglas for the second photograph on page 17.

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