

Local Government Planners Association

Acquiring Land to Achieve the Plan

Neil Foley – University of Western Australia

What has been the *most* enduring legacy of the 1955 Stephenson-Hepburn Plan for metropolitan Perth?



Neil Foley

The University of Western Australia

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THE NEWSPAPER OF THE ROYAL AUSTRALIAN PLANNING INSTITUTE WEST AUSTRALIAN DIVISION

Stephenson Memorial Lecture

IF YOU SEEK HIS MEMORIAL - LOOK AROUND YOU

Martyn Webb - Emeritus and Foundation Professor of Geography University of Western Australia

IN THIS ISSUE

STEPHENSON MEMORIAL LECTURE
RENEWED CALL FOR CAPITAL CITY
PLANNING

AGLOTS: AN APPROACH TO MAINTAINING RURAL DWELLING DENSITES

CREATING A SENSE OF PLACE

RAPI YOUNG PLANNERS

CIVIC DESIGN AWARDS

PHILIPS FOX LEGAL REPORT

RAPI MEMBERSHIP NEWS

HIDE N' SEEK

DON'T WORRY, IT WILL BE IN THE NEXT EDITION SO WE KNOW WHERE YOU HAVE GONE

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The inaugural Stephenson Memorial Lecture was delivered by Professor Martyn Webb at the State Planning Conference in August 1997. Professor Webb has kindly updated and appropriately modified this lecture for publication in Western Planner for the benefit of all those who could not attend to hear him.

This publication will also serve to record the first of many Stephenson Lectures to be delivered by eminent people biannually at the state conference. Ed.

As I knew Gordon as a professorial colleague and friend from almost the day I arrived in Western Australia in February 1964, I feel honoured to have been invited to present the first Stephenson Memorial Lecture. As my address is the first of many more to come, it is only right and proper that I should focus attention on Gordon Stephenson's greatest and most lasting achievement in Western Australia, the plan which, in popular speech, still bears his name. Let me say at the outset that I believe that he will, in time, be counted among that select band of West Australians at whose head stand Sir John Forrest the architect, and C.Y. O'Connor, the builder, of modern Western Australia.

Like them, Gordon Stephenson brought his talents to bear as the tide of economic development and social change began to turn after a long period of hardship and quiescence. Although C.Y. O'Connor's contributions during the eighteen nineties gold rushes, such as Fremantle Harbour and the Goldfields Water Scheme, are more visible, Gordon Stephenson's legacy is to have laid the foundations for the growth and development the entire Perth metropolitan region. Nevertheless, both men knew and acknowledged that their success was due in large measure to the Western Australian government giving them free rein to exercise their remarkable talents. Gordon was the more fortunate because, unlike C.Y. Connor, who was driven to suicide, he never lost the favour of successor governments. Gordon remained actively engaged in consultancy right up to the time of his death on the 29th March 1997 at the ripe old age of eightyeight. He was even active enough to publish, while in his eighties, his autobiographical *On a Human Scale: Life in City Design* in 1992 and three years later *Compassionate Town Planning*: a passionate interpretation of the history of planning. These two books go a long way to explain how Gordon saw planning as a moral enterprise aimed at improving the lot of mankind, spiritually as well as physically.

Born in 1908, his training, professional career, and character were moulded by all the main trends and developments in twentieth century planning and architecture in the English speaking world.1 Although fundamentally an academic, life to him was never academic. He was what the French call un homme engagé. He laid the foundations of his professional career at Liverpool University, which then housed England's foremost provincial school of architecture. From there, he won a twoyear scholarship, which took him to Paris at the beginning of the Great Depression. Intellectually and professionally, his Parisian experiences, which included working in the atelier of the great Corbusier, were much affected by the upheaval which accompanied the apparent disintegration of capitalism and widespread loss of faith in liberal democracy and their imminent replacement by either the black fascism of Hitler or the red fascism of

On his return to England in 1932, his experience of avant-garde French architecture stood him in good stead and he was immediately offered a position as studio master at his alma mater. In 1936, he was awarded a fellowship, which took him to the Massachusetts Institute of Technology where he was among the first to qualify in the Institute's pioneering master's degree in City Planning. It was here he met and later married fellow student and New Englander Flora Crockett. Her talents were to prove of great help to him during much of his professional life.

Throughout these early years, he managed to combine study and teaching with work in

Not much mention of the Metropolitan Region Improvement Tax in writings on the Plan, Stephenson or Hepburn, or subsequent Metropolitan Region Scheme

Background to Stephenson Hepburn Plan

19° GEO. V., No. XXXIX.

No. 39 of 1928.

AN ACT relating to the Planning and Development of Land for Urban, Suburban, and Rural purposes.

[Assented to 28th December, 1928.]

B^E it enacted by the King's Most Excellent Majesty, by and with the advice and consent of the Legislative Council and Legislative Assembly of Western Australia, in this present Parliament assembled, and by the authority of the same, as follows:—

Short title and commencement

168

1. This Act may be cited as the *Town Planning and Development Act*, 1928, and shall come into operation on a date to be fixed by proclamation.

Interpretation

- 2. In this Act, unless the context otherwise requires:—
 "Board" means the Town Planning Board.
- "Commissioner" means the Town Planning Commissioner appointed by the Governor.
- "District" means a municipal district, or a road district.
- "Land" includes land, tenements, and hereditaments and any interest therein, and also houses, buildings, and other works and structures.
- "Local authority" means the Council of a Municipality, or the Board of a Road District.
- "Minister" means the Minister for Works, or other Minister of the Crown charged for the time being with the administration of this Act.

Town Planning and Development Act, 1928:

- 1. Created Town Planning Board
- 2. Centralised subdivision control with new Board (from Municipalities and Road District Boards)
- 3. Local governments could prepare town planning schemes or town planning by-laws to control land use and development

(But not regional planning)

1930 Boas Report

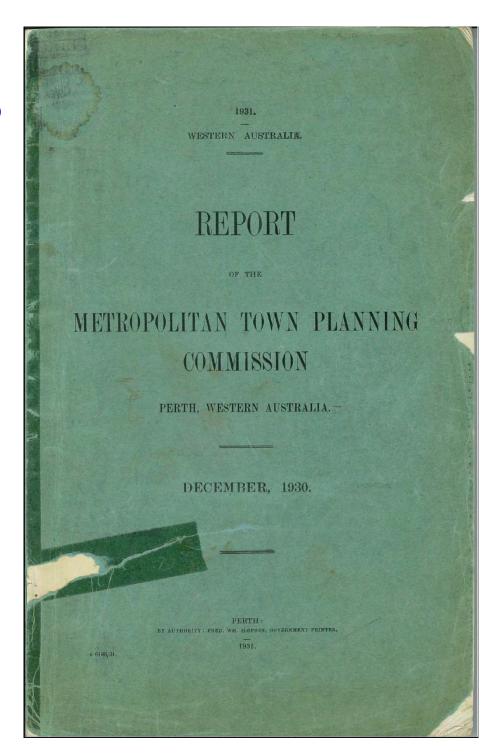
Prepared under a Special Act to consider regional planning

Recommendations on regionwide metropolitan planning

Envisaged regional road and parks systems (widened & new roads; foreshores and other parks)

Acquisition of land by resumption, ceding free of cost on subdivision, rating powers

But, no statutory plan or funding source: Depression / WWII intervened





Commission's Main Arterial and Subsidiary Road Scheme for the Metropolitan Area, showing, also, open spaces.



Showing ocean front on undeveloped area and the necessity for early acquisition of beach frontages.

Identified need for setting land aside for future long-term regional needs

2. Stephenson Hepburn Plan 1955

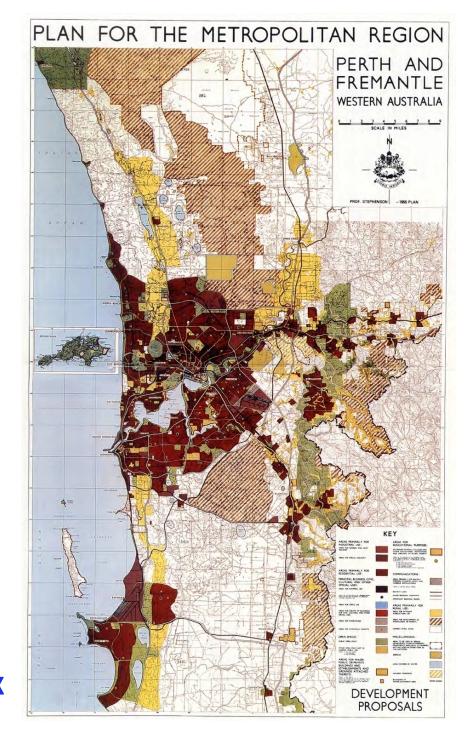


1955 Stephenson - Hepburn Plan

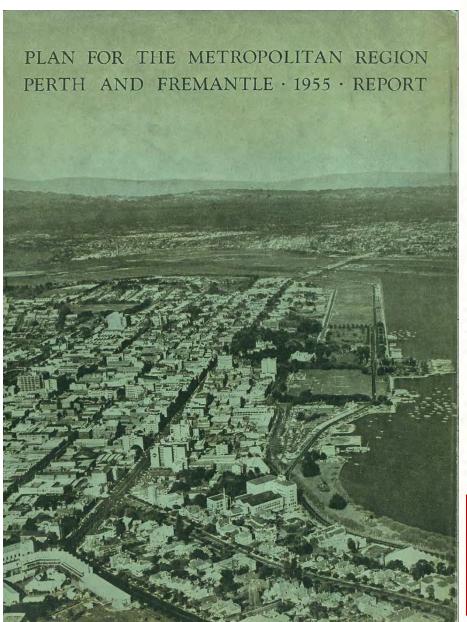
1955, metropolitan pop. = 400,000

Recommended:

- Statutory region plan
- Special land tax to buy private land for public proposals in it
- Creation of a regional statutory planning authority to implement plan/spend tax



Recommended: A new *land tax* on *urban* property additional to, & levied with, State Land Tax = most suitable way to finance statutory region plan



250

CHAPTER 11

It is important, however, to ensure that as and when these reservations are required the necessary land can be bought without any value accruing to it by reason of additional substantial development. Such development could be prevented on payment of compensation for injurious affection, but this is only putting off eventual acquisition at increased value and, in many cases, the compensation for injurious affection may well amount to the whole of the existing value of the land.

Consequently, it is considered that where development threatens a reservation for regional purposes, and provided no minor adjustment in detail is possible, the land should be acquired.

In the case of some of the longer term regional proposals there is nothing to prevent the present use of the land being carried on for a number of years, and it is anticipated that in some of the outer areas this may well be the case.

It is very necessary that the regional planning authority should have power to acquire or resume land required for the purposes of the Plan, in the same way that a local authority has the power under the Town Planning and Development Act at the present time. Financial provision should, therefore, be made for this.

There are various ways in which additional moneys can be raised. They must, however, clearly be related directly to the land in the planning area, and as such might be either a rate or a tax on the land based on an assessment of its value.

The application of an additional local authority rate would not be advisable in connection with regional proposals particularly as the local authorities will themselves have their own additional commitments in the future.

Because finance under the Plan relates only to regional requirements, the payment of a tax in the form of additional land tax and assessed on the same basis is considered most suitable.

It has the following advantages :-

- (a) It is a tax which would affect the average property-holder only very slightly.
- (b) It does not apply to improved agricultural property which would mainly occur in the proposed rural zones of the Plan, but

principally to urban property owners who, in fact, will obtain the main benefit from development proposals under the Plan.

(c) It is very simple to collect as machinery already exists.

As mentioned in Section C (ii) of this Part, the betterment of land resulting from development proposals in the Plan, and indeed from the general growth of the City, and which is automatically reflected in any increased values, results in the payment of a higher rate or tax.

It is unlikely that the annual revenue raised by this method will provide an adequate capital sum to meet early requirements. Accordingly, it would be necessary to have the power to borrow money, using the tax revenue for repayment of capital and interest.

Additional tax proposals are always received with disfavour, but it should be remembered that any moneys obtained by this method, and used for the purchase and reservation of land for future requirements, will in fact save the State, and indirectly the public, very much greater expenditure at a later stage.

(e) Administration of the Plan

(i) The day to day work of development control which would be necessary during the interim stages of consideration, and the control necessary after the Plan is approved would be dealt with by the local authorities in the same manner, and desirably at the same time, as control of building development under building by-laws.

Certain types and classes of development which affect the regional aspects of the Plan would be dealt with at Government level by the Town Planning Department.

(ii) As far as the actual Plan and its principles are concerned, however, apart from the details, it is considered wise that the Government should set up an Advisory Committee to report on the Plan both at the outset and at periodical stages thereafter.

The first occasion for report should be after the publication of the Plan and after objections or representations have been invited and received. Other occasions would be in the case of amendments becoming necessary or in the case of periodical review.

3. New Regional Planning Legislation 1959

(2 pieces actually!)

28 No. 78.]

Metropolitan Region Town Planning Scheme.

[1959

No. 1

METROPOLITAN REGION TOWN PLANNING SCHEME.

8° Elizabeth II., No. LXXVIII.

No. 78 of 1959.

AN ACT to provide for and relating to the Planning and Development of land within the Metropolitan Region, for the purposes of constituting the Metropolitan Region Planning Authority, to regulate the assessment of a Metropolitan Improvement Tax and for incidental and other purposes.

[Assented to 14th December, 1959.]

BE it enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Legislative Council and the Legislative Assembly of Western Australia, in this present Parliament assembled, and by the authority of the same, as follows:—

PART I.—PRELIMINARY.

Short title

1. This Act may be cited as the Metropolitan Region Town Planning Scheme Act, 1959.

- Provided for appointment of a
 Metropolitan Region Planning Authority (MRPA) & preparation of a
 statutory Region Planning Scheme.
- Private land 'reserved' for future regional public purposes in plan could be purchased by MRPA using new special land tax receipts.
- Real key = Monies raised from new tax 'hypothecated' (pledged) to Metropolitan Region Improvement Fund, controlled by the independent MRPA (later SPC/WAPC) & not Treasury!

Hypothecated tax: A tax where the money obtained, or part of the money obtained, is used for a particular purpose, rather than spent on a number of things.

No. 2

METROPOLITAN REGION IMPROVEMENT TAX

8° Elizabeth II., No. LXIX

No. 69 of 1959.

AN ACT to impose a Metropolitan Region Improvement Tax.

[Assented to 10th December, 1959.]

RE it enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Legislative Council and the Legislative Assembly of Western Australia, in this present Parliament assembled, and by the authority of the same, as follows:-

1. This Act may be cited as the Metropolitan Region Improvement Tax Act, 1959.

2. For the year of assessment ending the thirtieth day of June, one thousand nine hundred and sixty, and for each year of assessment thereafter up to the year of assessment ending on the thirtieth day of June, one thousand nine hundred and sixty-two, the rate of Metropolitan Region Improvement Tax imposed by this Act and payable under the Metropolitan Region Town Planning Scheme Act, 1959, is one halfpenny for every pound of the unimproved value as assessed by or under that Act and the Land Tax Assessment Act, 1907, of all land chargeable with the tax.

Originally: a halfpenny in £1 of unimproved land value as assessed under Land Tax Assessment Act 1907

1961: MRIT Act amendment reduced tax to 3/8ths of a penny but time limitation of tax removed.

Various changes to rate & contraction of applicability until the present.

4. MRPA/Metropolitan Region Scheme

MRPA Appointed

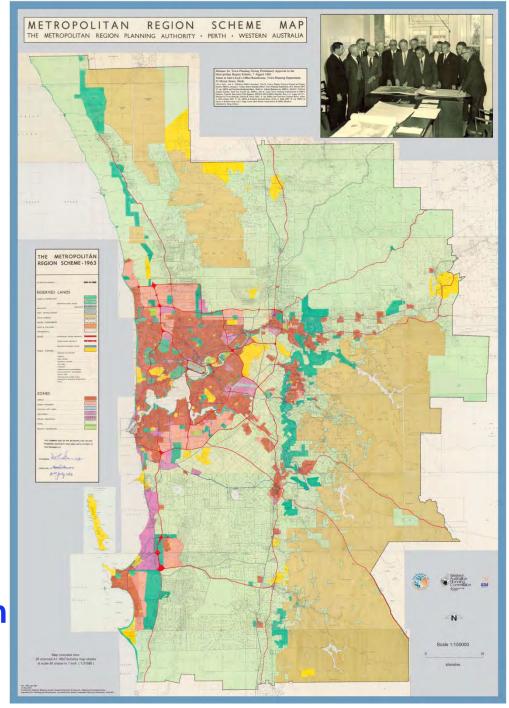
- Metropolitan Region Planning Authority appointed April 1960 (Govt & LG representatives)
- worked along side of *Town Planning Board* (it doing statewide subdivision control & LG town planning schemes)
- Both supported by Town Planning Department (later SPC, DPUD, MfP, DPI & now DoP!)

Note: MRPA & TPB became State Planning Commission in

1985; WAPC in 1995.

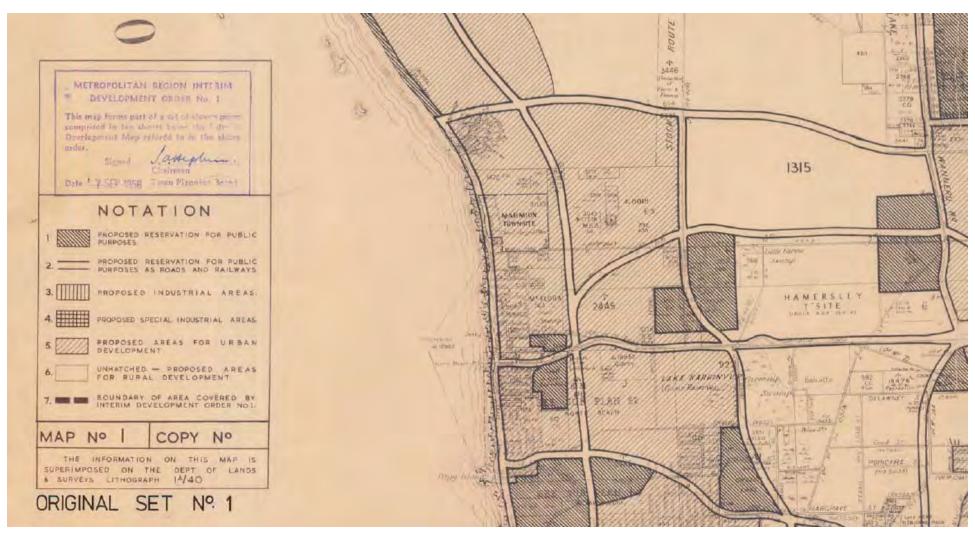
Metropolitan Region Scheme (MRS) 1963

- Local Government TPS to conform with MRS ("zones" and "reserves")
- Introduced development control under MRS in addition to that under local schemes (but most delegated back to LGs on zoned land)
- Reserved private land could be purchased / resumed using funds from Improvement Tax



Interim Development Control for the Metropolitan Region 1956-63

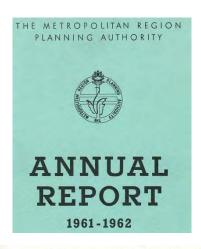
Interim Development Order (IDO) No. 1 (Sept 1956) made by TPB under amended Town Planning & Development Act 1928 controlled development until MRS was in place (compensation and acquisition powers)



Property Acquisition During Preparation of Metropolitan Region Scheme (MRS) 1960-

• MRPA purchased a number of properties required for future public purposes before 1963, including where development applications were refused by the MRPA under the IDO.

 But no power to resume land compulsorily until MRS in place.



- 1st 3 years: over £200,000 p.a. from *MRI Tax* transferred from Treasury to *MRI Fund* (later called "Account")
- MRPA borrowed £200,000
- Received £10,000 p.a. rental income
- 1960-62: Spent £681,000 buying properties (roads & parks)

METROPOLITAN REGION IMPROVEMENT FUND.

Metropolitan Region Improvement Tax.

51. Receipts from the Metropolitan Region Improvement Tax were as follows:

1959–1960	£210,593	
1960-1961	221,217	
1961–1962	235,531	
	£667,341	

53. T	he	following	loans	were	raised	during	the	year	1961-1962.
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Loan No.	Amount	Rate of Interest	Date of Issue	Term	Date of Repayment
1	£100,000	57%	6.4.62.	40 years fixed	5th April, 2002
2	£100,000	57%	11.4.62.	40 years fixed	10th April, 2002

62.	A table summan	rising land acq	uisitions si	nce the incept	ion of the
Author	ity is shown be	Low.			
Pur	pose	1960-1961	1961-1962	Acquisition	Total

	£207,890	£216,325	£257,270	£681,485
Public open space	22,352	23,980	42,090	88,422
Darling Range open space	-	55,325	14,230	69,555
Reg. Roads Welshpool	19,971	2,195	**	22,166
City Inner Ring Road	34,598	8,525	21,950	65,073
Western Switch Road	126,260	97,950	170,000	394,210
Imp. Reg. Roads	4,709	28,350	9,000	42,059
	£	£	£	£
Purpose	1960-1961	1961-1962	Acquisition in process	Total

Income from Property.

65. Forty-four properties have been leased pending their use for the purpose for which they have been acquired, and the total rental paid into the Metropolitan Region Improvement Fund during the year was £10,231.16.3d. Demolitions.

66. Twenty-one sub-standard properties, including a terrace of thirteen semi-detached houses in George Street, Perth, were considered to have reached the end of their economic life and were demolished. Where feasible, the cleared sites have been utilised for parking.

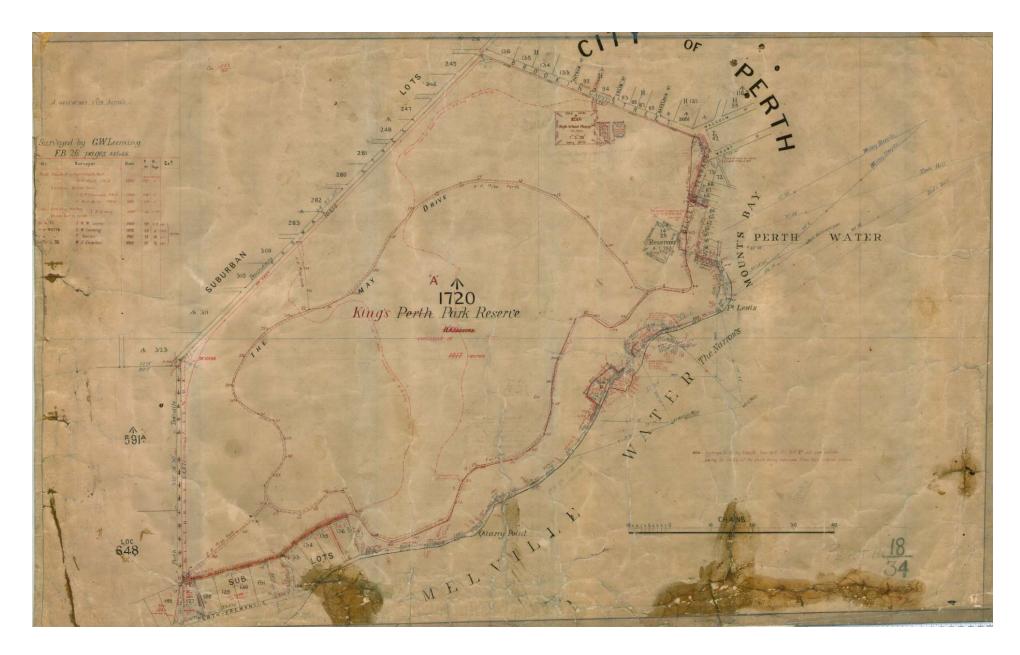
5. Looking Back: Pre-MRS Private Land Acquisition for Regional Public Purposes

Looking a little backwards before MRS: How did we plan for, secure & acquire land for long-term major ('regional') infrastructure before the MRS/MRIT?

We had visions and plans (including 1930 Report): but limited, ad hoc ways of making it happen. But without a system in place, too much dependent on right people, being in right place, at right time.

Options available before MRS/MRIT:

- 1. Set aside existing Crown land (e.g. foreshores, Kings Park, roads, hospitals, fill in a free bit of river, etc)
- 2. Ad hoc 'just-in-time' purchase or compulsorily resumption of private land by Govt or LGs when funds available
- 3. Get subdividers to cede free of cost, or gift, private land (e.g. TPB's 100 ft [30m] wide Foreshore Reserve bylaw 1930)



Perth 18/34. 1901

Plan of City of Perth showing Reserve 1720, Kings Park Reserve [scale: 6 chains to an inch]. Item 344, Series 235 ORIGINAL PLANS – TOWNSITES, Cons 3868, SROWA.

THE PERTH PARK.

It is new shows eightness menths since the work of laying out and clearing the Parth Fark on the Mount was begun. It is thought by cose that the progress made has seen small, but it has to be removed the property of the pr

continued that the most desirable occurse would scene to be the resumption of some of the land on the Ferth side of the park on the side of the old rift ranges, and the removal of the gates down to a point which would lengthen the drive and give an uninterrupted and beautiful view of Perth Water, prevent houses being built so as to block out the scenery, and overcome the difficulties mentioned in regard to the

The West Australian 1 Sept 1896 p6

To achieve 360 metre length of extra viewing area over Perth 1896

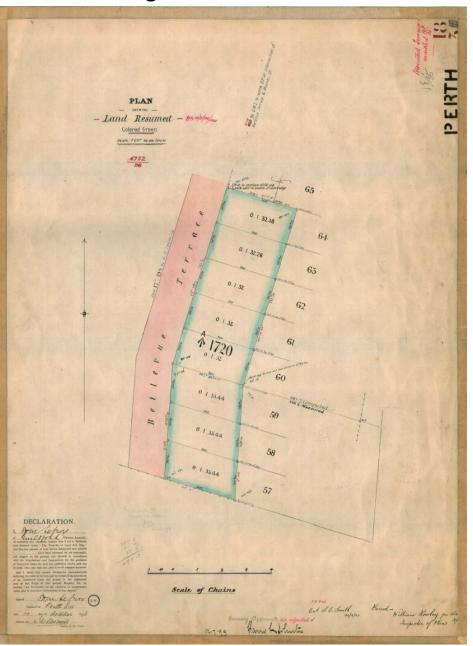
RESUMPTION OF LAND ON MOUNT ELIZA.-"Citizen" writes that he has heard on good authority that it is the intention of the Government to resume land along the top of Mount Eliza for the purpose of adding it to the Perth Park, because in the event of the land being built upon the public would not be able to obtain a view of the city. The property in question has a frontage of 18 chains, and some of it has been sold at £25 per foot. "Citizen" asks what it would cost the Government to resume the site. A grandstand, he says, could be erected in the park, and would meet the difficulty.

The Inquirer & Commercial News (Perth, WA) 11 September 1896, p 5

Perth 18/35.

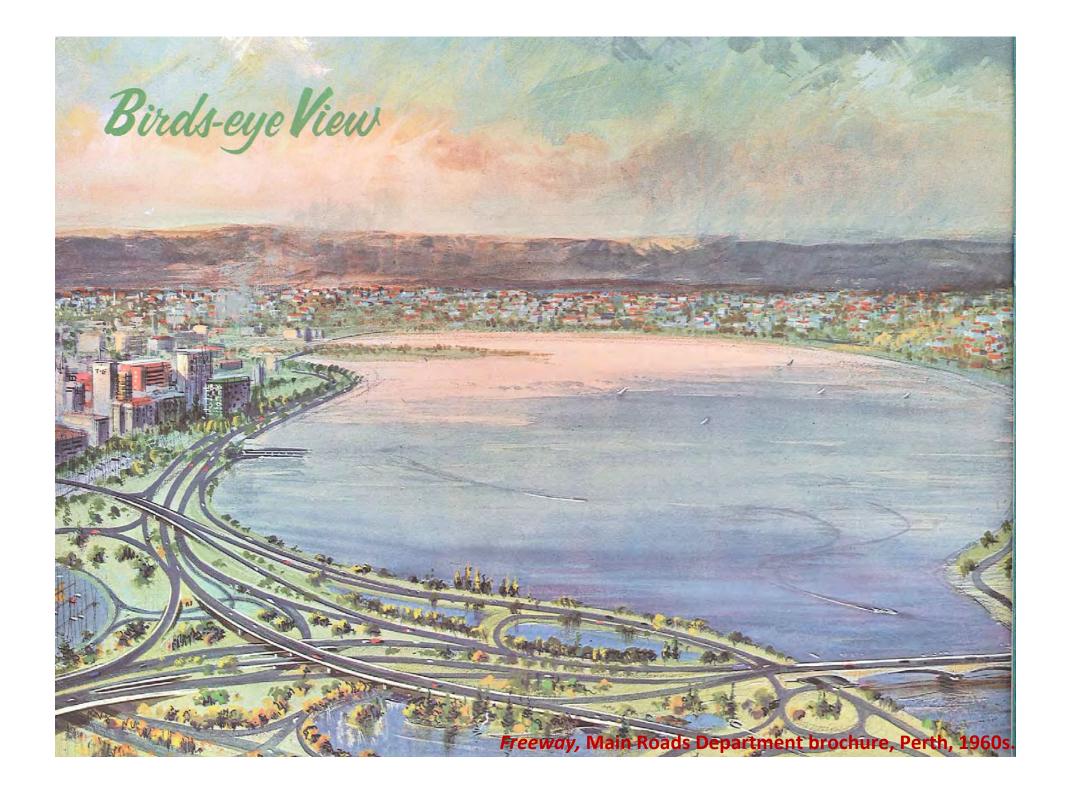
Plan of land resumed in Perth, part of Reserve 1720 facing Bellevue Terrace

see Government Gazette 18/09/1896/1561 [scale: 1 chain to an inch, Tally No. 005455] Item 345, Series 235 ORIGINAL PLANS – TOWNSITES, Cons 3868, SROWA.





Narrows Interchange 1960s . 40 acre Swan River reclamation beginning (TPD)



Providing a major road hierarchy:



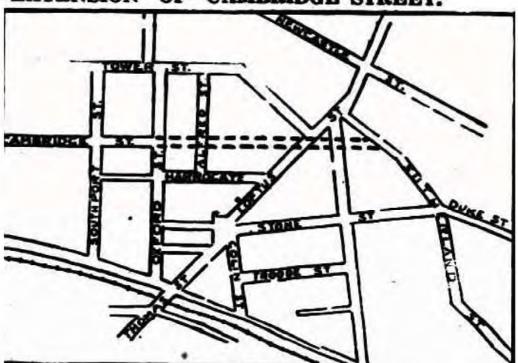
Photo 122/1 Local History Collection, Town of Cambridge Library

City of Perth in 1929 fixing up poor subdivision designs of the 1890s (lack of road hierarchy). 29 houses compulsorily purchased & £6,800 spent on construction of the 410 m long new road link.

By degrees the remediable blunders that were made in the original planning of the City of Perth and of those suburbs which, with it, go to the making up of Greater Perth, are being remedled. The first two major works undertaken by the City Council to this end-the linking up of what was Clifton-street with Williamstreet, and the extension of Stirling-street to Lincoln-street, immensely improved the communications of the metropolis, providing as they did, two alternative arteries to that of Beaufort-street for traffic from and to the business area of the city and the northern suburbs. Every convenient opportunity is rightly being seized to widen narrow streets where the cost of the necessary resumptions has not been prohibitive. The latest town planning project for extending Cambridge-street from Oxford-street to Sutherland-street. which has been approved, may be trusted to justify the cost it is to entail, as have similar improvements elsewhere, especially if and when short lengths of Sutherland-street and Duke-street are broadened to the same width as either Cambridge-street on the west or Aberdeenstreet on the east. This done, and Perth would possess a highway worthy of the State's capital from Beaufort-street, almost in the heart of the city, to the new townships which have been planned on the city's endowment lands and its ocean beach estate.

The West Australian 10 July 1929 p.14

EXTENSION OF CAMBRIDGE STREET.



In about a month the Porth City Council will begin the extension of Cambridge-circot, Looderville, from Oxford-street to Sutherland-street. The route is indicated by detted lines. The purchase of land and because has east between £20,000 and £25,000, and the making of the road and footpaths will require an extra £6,000. The work will be finished in about six months.

The West Australian 9 July 1929 p.16

STREET WIDENING.

City Council Land Purchases.

The City Council, in continuation of its policy of buying land for street widening, extensions, and rounding corners, secured a number of blocks during last year.

Lot 5, in Charles-street, North Perth, formerly portion of Smith's Lake, and recently used as a Chinese garden, was bought for £750 to enable the council to extend Bourke-street to Charles-street, near View-street.

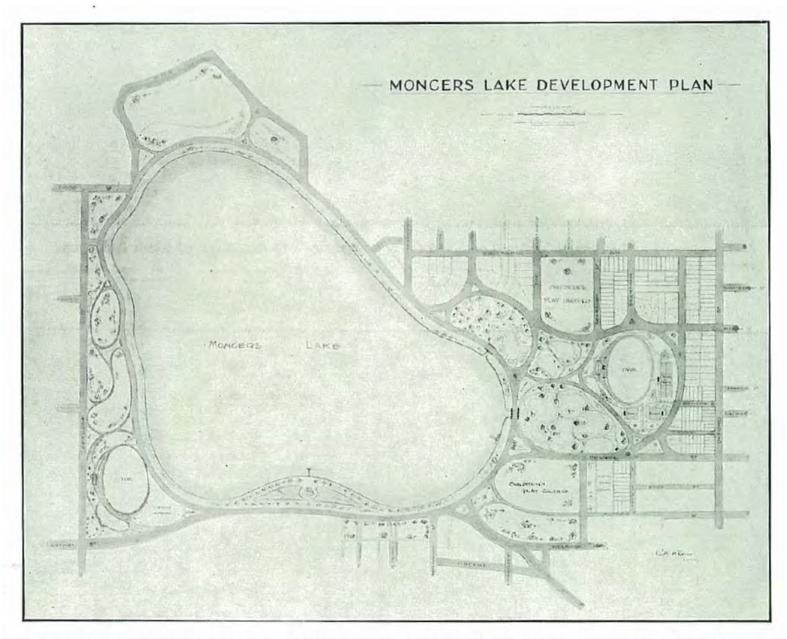
In order to improve the junction of the City Beach Boulevard with Cambridge-street, lots 549 to 551, Cambridge-street, were purchased, which obviated spoiling the appearance of the Boulevard at its castern end.

For the purpose of rounding the corner, Lots 1 and 2 at the intersection of Ansac-

Sutherland-street, is also contemplated, the necessary land having been purchased. This will be an important contribution towards providing a direct highway from sentral Perth to City Beach.

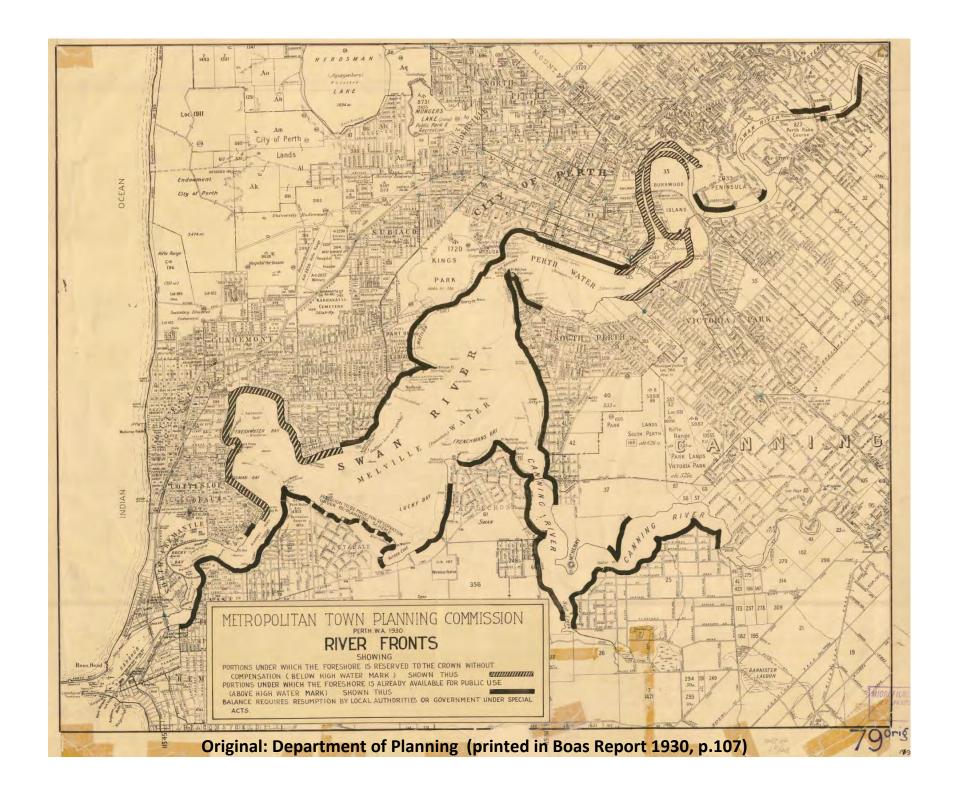
8 widening /
extension
projects by
City of Perth

The West Australian January 1929 p.14



Monger's Lake Development Plan reserved from swamp lands by the City of Perth and added to by the purchase of 108 acres of adjacent lands over a number of years and now in process of development.

City of Perth: buying land for regional, not just local, parks



ATTADALE FORESHORE.

Gift of Land to Government.

A total of 77 acres of land at Attadale Estate, which adjoins the Point Walter reserve, including about a mile of Swan River foreshore, will be presented to the Government and other public bodies by T. M. Burke Pty., Ltd., on May 20 next.

Mr. T. M. Burke, chairman of directors of the company, and another director, who are now in Melbourne, will visit this State before that date, and Mr. Burke will present the deeds of the property to the Minister for Lands (Mr. M. F. Troy). The ceremony will be performed on the Attadale Estate. About 53 scres of the property to be given to the Government are situated along the river foreshore from the Attadale jetty to Lucky Bay. A reserve of about nine acres and several smaller reserves are to be presented to the Melville Road Board for recreation purposes, and a reserve of seven acres will be handed over to the Education Department.

Location 73 T.M Burke Pty Ltd 1936

- 53 acres of foreshore reserve
- 9 acre recreation reserve & 8 acres of smaller ones
- 7 acre Govt school site

Total 77 acres given up

So, in summary, before 1963 MRS, Govt agencies & LGs could use these powers, but:

- no planning framework co-ordinated by one authority for long-term
 (30 years +) future regional public purposes requirements
- no statutory mechanism to 'reserve' land required for future public purposes (except LG Town Planning Schemes) so that land could be gradually purchased on the market as owners wished to sell with funds being already set aside and only 'resumed' as last resort. Certainty. Everyone knows where they stand.
- no secure guaranteed funding source after started acquisition of long-term acquisition projects (half the length of a road, or one parcel of a much bigger planned park = not much utility).

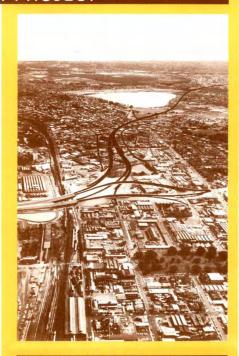
The combination of MRPA, MRS, MRIT/MRIF provided

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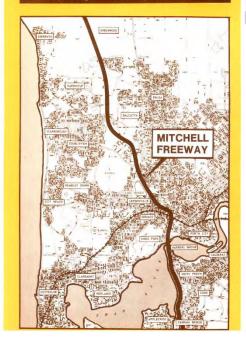
6. Examples: Acquisition & MRS Amendment by MRPA after 1963

THE MITCHELL FREEWAY PROJECT

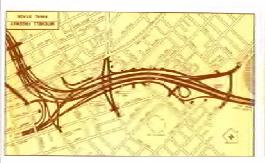
COSTS and BENEFITS



ABOVE: Aerial View of Leederville Area BELOW: Proposed Regional Route of Completed Freeway

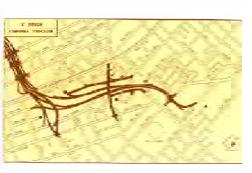


Example 1: Major road

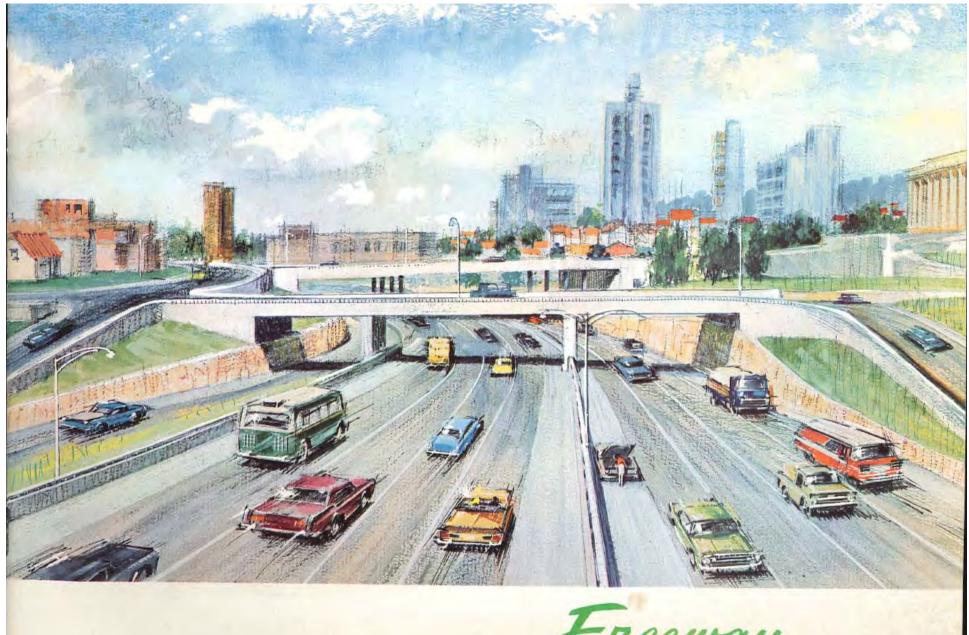








From 1963, MRPA (jointly with Main Roads Dept) bought/resumed properties for Mitchell Freeway



Freeway

DFOLEY

Freeway, Main Roads Department brochure, Perth, 1960s.





LAKE JOONDALUP

THE PROPOSAL

In June 1974, The Metropolitan Region Planning Authority released details of a proposed Regional Open Space Reserve to be established at Wanneroo, north of Perth.

It would extend from Hepburn Avenue in the south to Burns Beach Road in the north, a distance of about eight miles (12.8 km) long and would embrace Lakes Goollelal and Joondalup—a total area of some 4 000 acres (1 619 ha).

It would be about ½ to ¾ mile (0.4 to 1.2 km) wide between Wanneroo Road on the east and Cockman Road on the west. Its boundaries are more particularly delineated on the colour map overleaf.

THE NEED

There are two reasons why such a reservation is needed:

- To protect a lake of outstanding natural beauty which is a refuge for numerous birds and water fowl from the encroachment of urban development;
- (2) To provide a large regional open space catering for the leisure and recreational needs of the rising number of people who are coming to live in the north-west urban corridor.

THE DESIGN PROJECT

The design concept for the best use of the area by the public has four main features:

- Preservation of Lake Joondalup primarily as a wild life sanctuary. Public access would be limited to an Olympic-size rowing course, with controlled boating on other parts of the Lake.
- Upgrading of Lake Goollelal to provide boating and yachting facilities (no outboard motors) with a golf course and parkland areas.
- The dredging and filling of the area between Lake Goollelal and Beenyup and Wallubuenup Swamps to provide a series of man-made ornamental lakes at differing levels linked by weirs and waterfalls. These would be combined with a leisure and entertainment complex for day and evening use.
- The retention of Beenyup and Wallubuenup Swamps in their natural state yet providing for leisure facilities—such as a museum, herbarium, botanic gardens, and facilities to view wild life in its natural state

PROCEDURE AND RIGHTS OF OWNERS AFFECTED

The proposal will require an Amendment to the Metropolitan Region Scheme to include the land concerned within the reservation for parks and recreation. Provision has been made for this in the proposed Amendment to the Metropolitan Region Scheme which received the preliminary approval of the Minister for Town Planning and Urban Development on 31st July 1974. This was advertised in the local press and Government Gazette on 2nd August 1974.

Persons wishing to make representations on the proposed Amendment may do so in writing to the Secretary, The Metropolitan Region Planning Authority. 22 St George's Terrace, Perth, on or before 4th November 1974. On receipt of any objections the Authority is required to report on them, and, where it intends to dismiss an objection, to hear the objector.

The Authority must then seek the Governor's approval to the Amendment, through the Minister, and if the Governor gives his approval the Amendment is placed before both Houses of Parliament. Provided neither House passes a resolution to disallow, the Amendment then becomes part of the Metropolitan Region Scheme.

Until—and assuming—this happens, The Metropolitan Region Planning Authority has decided that all applications to begin development made to the local authority shall be referred to the Authority for determination. The Authority will consider each application on its merits but also in the light of its proposals for Lake Joondalup and Lake Goollelal.

Should the Amendment to include this land within the reservation for parks and recreation be accepted by Parliament, owners will be protected by the compensation provisions of the Metropolitan Region Town Planning Scheme Act. Compensation will not automatically become payable by approval of the reservation itself. This will only occur when either an application to begin development is refused because the land is required for public purposes, or when an owner is only able to sell his land to a person, other than the Authority, at a reduced value, because of the reservation. There are statutory procedures which must be followed in respect of these provisions and owners are advised to contact the Secretary, The Metropolitan Region Planning Authority, for further details.

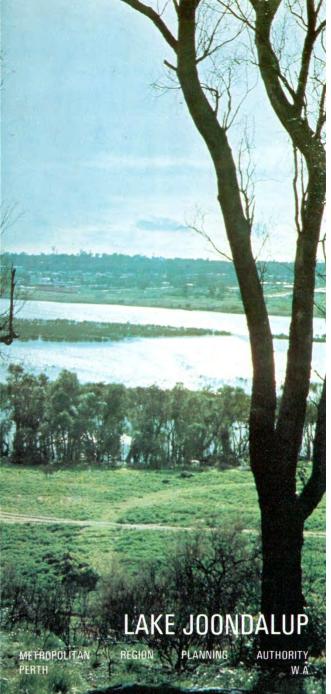
It should be made quite clear that the concept described earlier is a long-term one. The Authority does not intend immediately to begin negotiations for the purchase of lands affected by it, and owners will be able to continue to use their land for the purpose it is currently used, for some years to come.

FURTHER INFORMATION

Further details of the design concept, the extent to which individual owners are affected, or points on procedure or compensation should be addressed to:

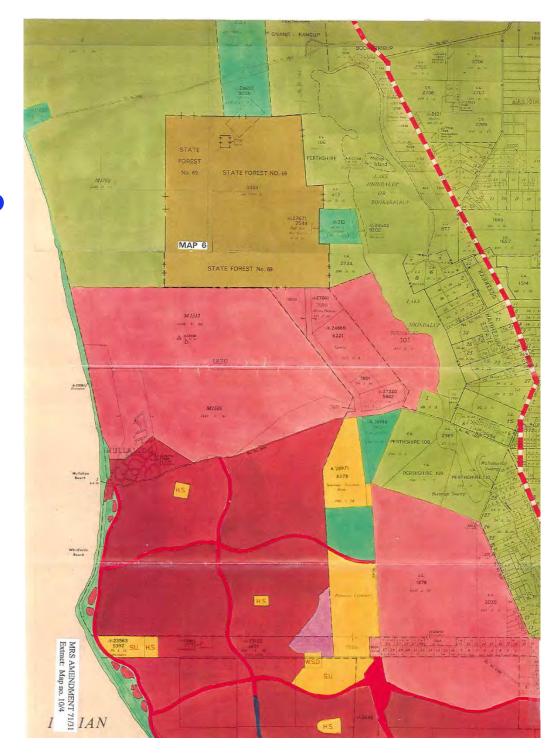
The Secretary,

The Metropolitan Region Planning Authority, 22 St George's Terrace, PERTH. 6000



MRS Amendment No. 71/31 (1973)

 "Whitfords amendment" to extend urban corridor to present-day

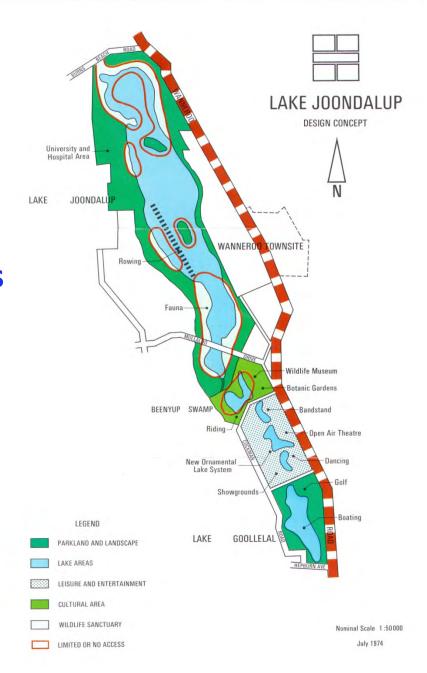


Shown as mainly 'intensive agriculture' in 1955 Plan

Left as Rural zone in 1963 MRS

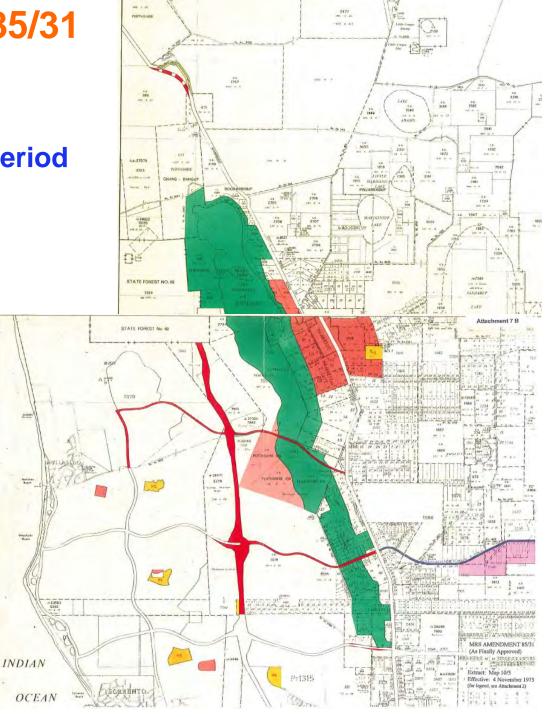
But urban expansion proceeding further northwards than anticipated (Whitfords to west)

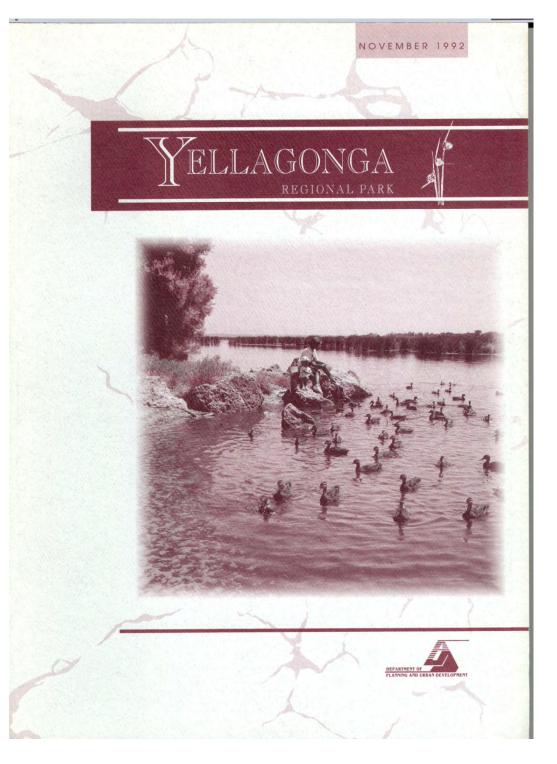
Need to consider regional recreation and conservation requirements [in addition to the 10% local POS contributions from residential subdivisions]



MRS Amendment No. 85/31 (1974-75)

- 3 month public comment period
 Aug Oct 1974
- 115 objections, some against "Parks & Recreation" reservation on their land
- MRPA modified advertised amendment to delete some parts of P&R from private property
- Approved, came into effect Nov 1975





Named 'Yellagonga'

Gradual purchase by MRPA/SPC/WAPC from mid 1970s

By early 1990s, most owned

Prepared management plan to try to find long-term manager



WAPC is not normally a long term manager.

1997: 8 regional parks established from existing conservation reserves/areas purchased by WAPC/SPC/MRPA.
Handed to Dept Conservation & Land Management, National Parks, LGs for management

Some had govt land initially, but most significantly expanded by MRPA / SPC / WAPC gradual purchase of private properties over years



Yellagonga Regional Park

Management Plan 2003-2013



MANAGEMENT PLAN 48



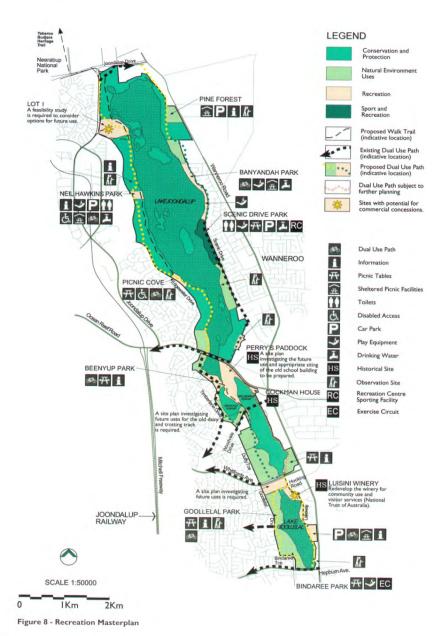




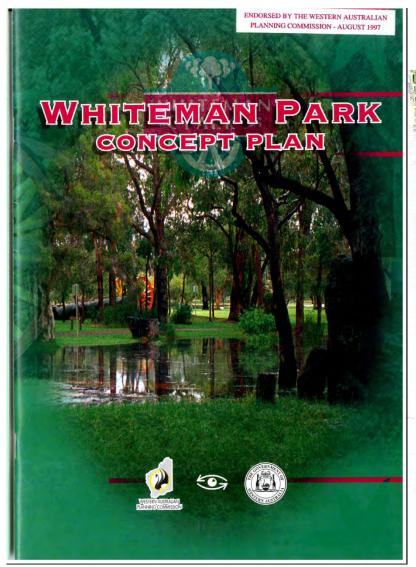


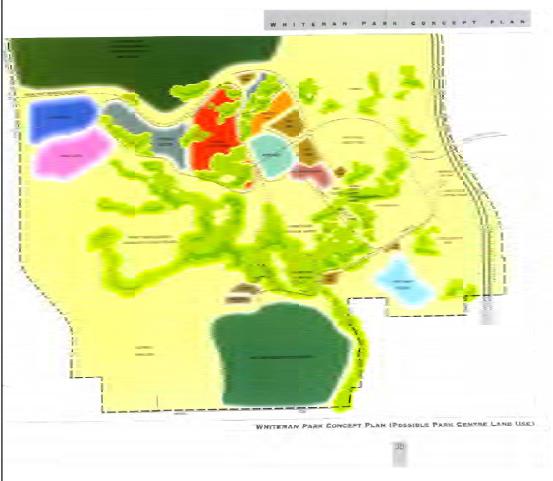


Part D Recreation



46





Purchased 1970s – 1990s
But sometimes it gets stuck with things!
Management retained by WAPC

7. How it is the *Metropolitan Region Improvement Tax* collected & spent/managed?

Metropolitan Region Improvement Account (formerly Fund) (MRIA)

How is it collected?

- Metropolitan Region Improvement Tax Act 1959 strikes the tax rate (2012/13 = 0.14c in each \$1 over \$300,000 of aggregated unimproved land value (under \$300,000, don't pay, unless aggregated value you own exceeds this). Owned as at 30 June.
- Exemptions: include principal place of residence, rural, charity
- MRIT levied with State Land Tax (on same bill!). Philosophy = amount of tax receipt should keep up with property value increases.
- 'Hypothecated' tax: Treasury can't keep it in the Consolidated Fund! Has to transfer monies collected to *Metropolitan Region Improvement Account* which WAPC manages for purchasing & reserved private land in MRS & administering the MRS.
- 2011/12 \$84m of MRIT transferred to MRIA (?plus adjustments)

Client Number: 48479: Page 2 of 2

Land Tax Assessment details

The accounting details for the assessment period are set out below

Description	Aggregated Assessable Value	Debit	Credit	Balance
2011/2012 LAND TAX	514,641	193.18		193.18
2011/2012 METROPOLITAN REGION IMPROVEMENT TAX	514,641	300,50		493.68
2011/2012 ROUNDING DOWN			0.03	493.65
		BAL	ANCE +	\$493.65

This Assessment is based on the following land held at 30 June 2011.

Land that you have sold after 30 June 2011 WILL NOT change your liability for this assessment.

Land Identity	Address	Proportionate Tax	Unimproved Value	Taxable Value	Assessable Value
1287719	Unit 12, 22 CUNNINGHAM TCE DAGLISH	136.34	142,142	142,142	142,142
14\$29929	Unit 14, 9 JERSEY ST JOLIMONT	124.69	130,000	130,000	130,000
2D20711	5 CAMPSIE ST NEDLANDS 100% RESIDENTIAL EXEMPTION		EXEMPT		
1785297	Unit 47, 12 ONSLOW RD SHENTON PARK	76.73	80,000	79,999	79,999
8\$13937	PAMELA COURT Unit 8, 9 CURRIE ST JOLIMONT	155.87	162,500	162,500	162,500
		AGGREGA	TED ASSESSABLE	VALUE	5514,641

Note:

- Primary place of residence 'Residential Exemption'
- Even though unimproved value individually less than \$300,000, when an owner's properties aggregated, they have to pay tax!

Yuk! "Land Tax" Bills (but not many notice that they also include that sneaky MRIT Bill)

Land Tax Assessment details

The accounting details for the assessment period are set out below.

Description	Aggregated Assessable Value	Debit	Credit	Balance
2011/2012 LAND TAX	1,189,130	1,518.91		1,518.91
2011/2012 METROPOLITAN REGION IMPROVEMENT TAX	1,189,130	1.244.78		2,763.69
2011/2012 ROUNDING DOWN			0.04	2,763.65

*The balance is payable by option 1, 2 or 3.

This Assessment is based on the following land held at 30 June 2011, Land that you have sold after 30 June 2011 WILL NOT change your liability for this assessment.

Land Identity	Address	Proportionate Tax	Unimproved Value	Taxable Value	Assessable Value
5S4013	Unit 21, 34 ARUNDEL ST FREMANTLE	148.98	64,107	64,107	64,107
S7265	Unit 2, 75 CAMBRIDGE ST WEST LEEDERVILLE	243.25	104,666	104,666	104,666
S13937	PAMELA COURT Unit 3, 9 CURRIE ST JOLIMONT	377.66	162,500	162,500	162,500
S4013	Unit 3, 34 ARUNDEL ST FREMANTLE	148.98	64,107	64,107	64,107
2P579	Unit A, 44 YILGARN ST SHENTON PARK	1,231,78	530,000	530,000	530,000
S13937	PAMELA COURT Unit 6, 9 CURRIE ST JOLIMONT	377.66	162,500	162,500	162,500
S7716	Unit 7, 161 CAMBRIDGE ST WEST LEEDERVILLE	235.30	101,250	101,250	101,250
		AGGREGA	TET ASSESSABLE	VALUE	\$1 189,130

Metropolitan Region Improvement Account (formerly Fund) (MRIA) How is it spent & managed?

- Usually gradual purchase on the market, typically over 30 year period. Resumption = last resort.
- Also pay compensation for 'injurious affection' (WAPC can 'elect to purchase' instead). Compensation payment on property title.
- Rents & proceeds of sale of surplus land go into MRIA.
- Some acquired reserved land bought from WAPC by infrastructure construction authorities (e.g. Main Roads or PTA) just prior to construction. Funds go back into MRI Account.
- Land for Parks and Recreation transferred to Crown Reserve & written off books when long-term park manager found.
- Contingent liability of reserved un-purchased private land:
 ??perhaps \$1B.

The case for retaining the metropolitan region improvement tax

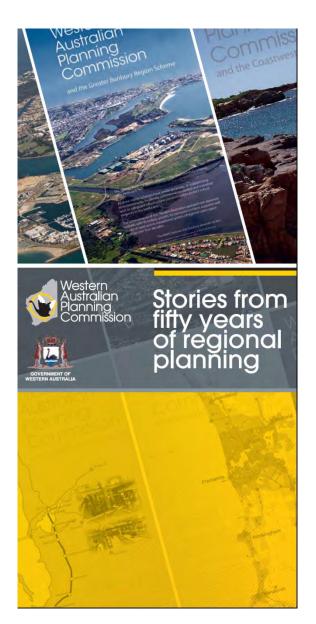




April 2007

http://www.planning.wa.gov.au/publications

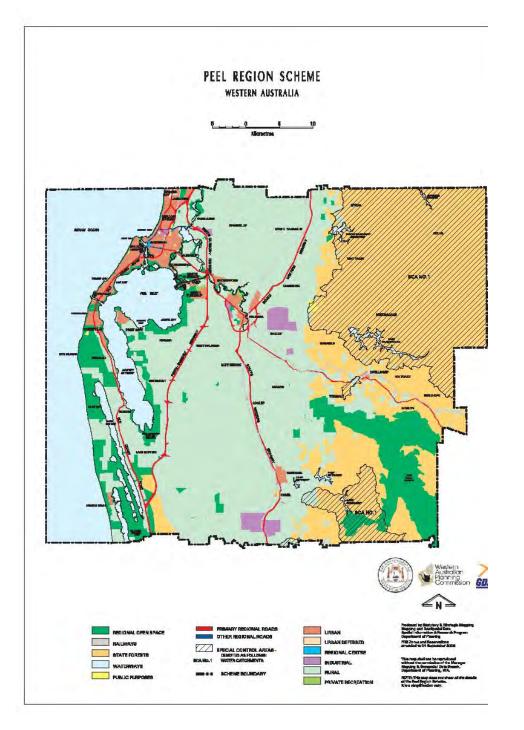
Have a read of these



8. What happens outside the Perth Metropolitan Region?

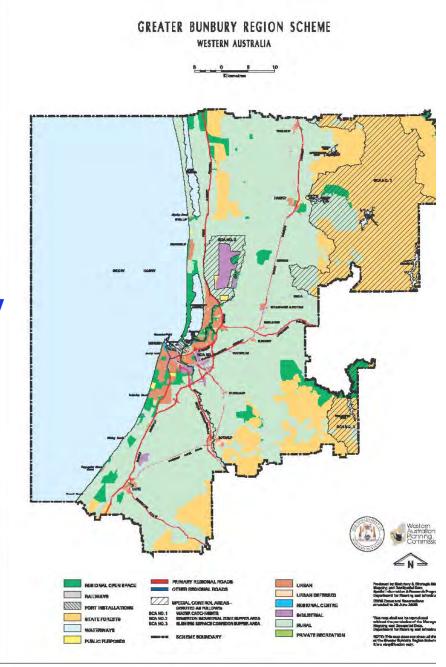
Peel Region Scheme (PRS)

- 1995: ability to have region schemes outside Metropolitan Region introduced in the legislation
- Inner Peel Structure Plan
 1997
- Submission issues mainly
 Perth Bunbury Hwy reserve
 and Regional Open Space
 reserves
- Effective 2003.



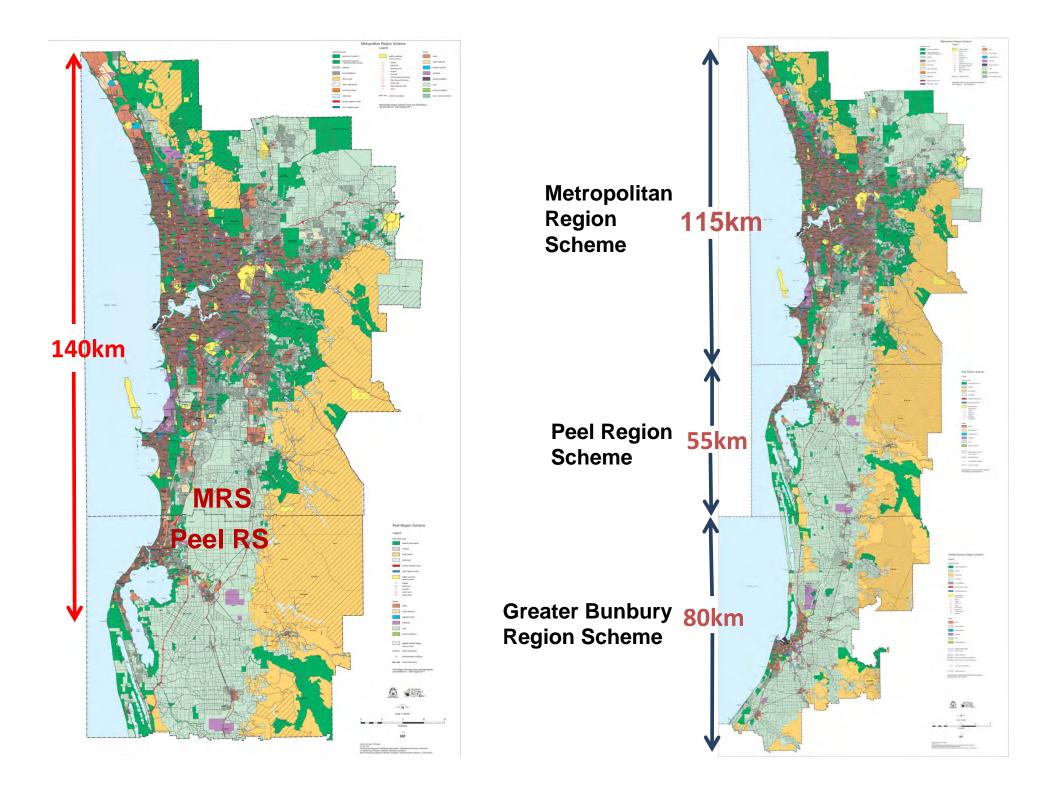
Greater Bunbury Region Scheme (GBRS)

- Plan for 100,000 pop. by
 2031
- Submission issues mainly Regional Open Space reservation of private land (land owners unhappy)
- Effective 2007.





Objectors not happy with Minister (and planners and). But Minister and Parliament had political fortitude to put GBRS through in the wider community interest!



BUT, the big difference between the MRS and the Peel/Greater Bunbury Region Schemes =

NO Hypothecated Tax (MRIT not extended to apply to those regions)

So, WAPC has legal obligations & liabilities, but has been reliant on annual Treasury allocations since 1997

\$7m p.a. to cover both schemes (nominally \$5.4m for acquisition, \$1.6m for admin.). Not increased since 1997.

Insufficient to keep up reasonable rate of acquisition as owners request. WAPC tend to pay compensation instead.

Need to extend MRIT or new land tax. Have to start some time!

And there's some support:

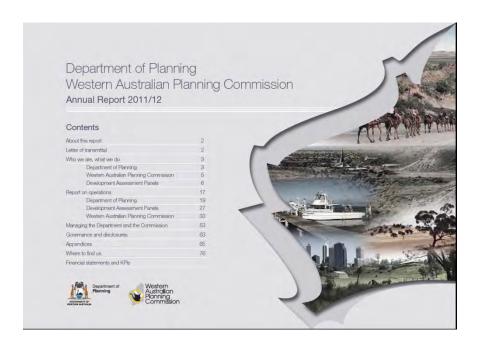


Council resolved on 25 November 2010 to recommend in its submission on WAPC's:

<u>DIRECTIONS 2031 AND OUTER METROPOLITAN PERTH AND PEEL SUB-REGIONAL STRATEGY</u>

that:

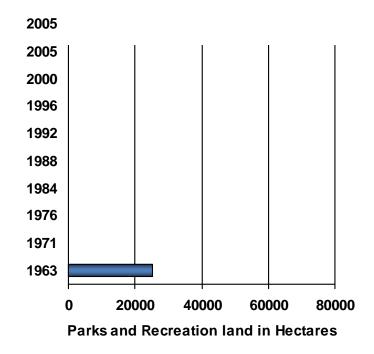
2.13 Government should examine appropriate funding mechanisms to be introduced for the acquisition of land for Regional reservation and key Government public utility purposes in the Peel Region Scheme similar to Metropolitan Region Improvement Fund program;

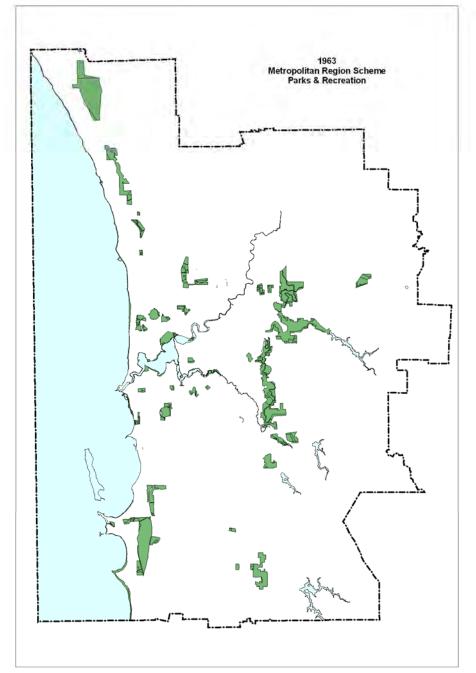


'Significant issues impacting on the Western Australian Planning Commission'

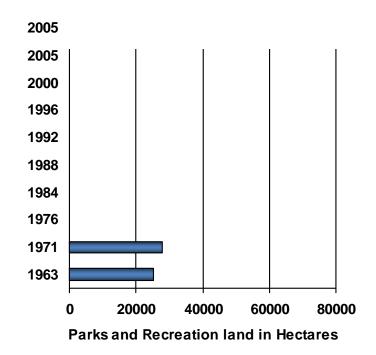
'There has been increased demand on the Commission to acquire land for public purposes where landowners exit the market and where the Commission is the only purchaser in the market due to the zoning encumbrances on the land. The State's commitment to respecting **Property Rights means land owners who** have encumbered land have certain rights that can require compensation where the land use is constrained in order to preserve it for public or conservation purposes. In some cases the Commission is obliged to purchase the land, for example where it will be used for future transport corridors'. (page 16)

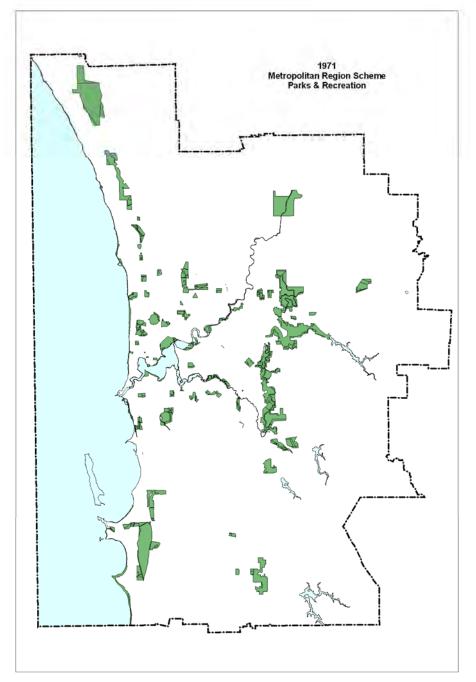
9. What has been acquired in the Perth Metropolitan Region to Date?



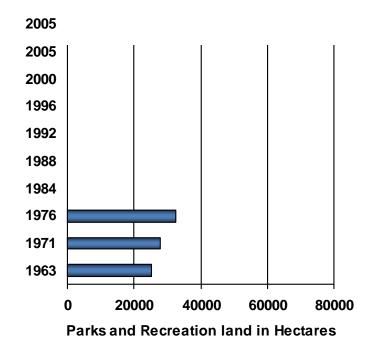


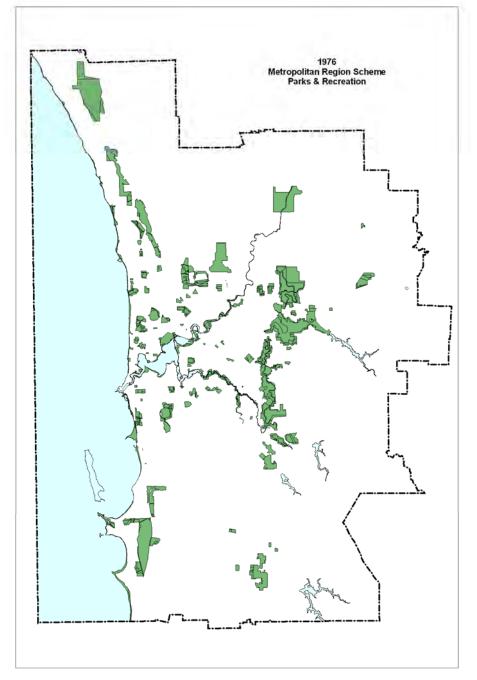
1963 1971 1976 1984 1988 1992 1996 2000 2005 2005*



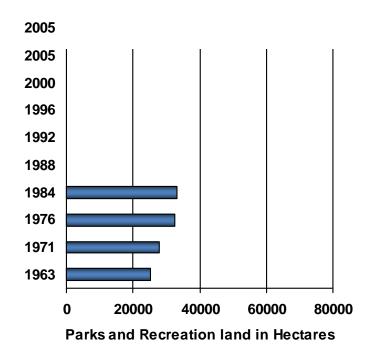


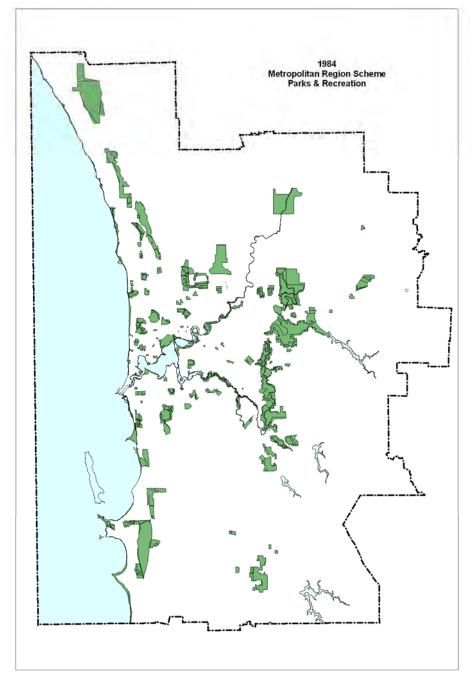
1963 <mark>1971</mark> 1976 1984 1988 1992 1996 2000 2005 2005*



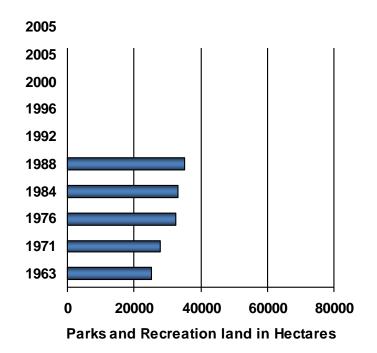


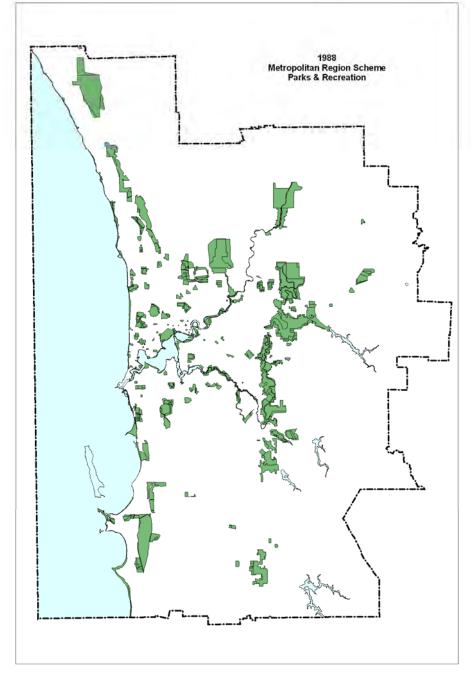
1963 1971 <mark>1976</mark> 1984 1988 1992 1996 2000 2005 2005*

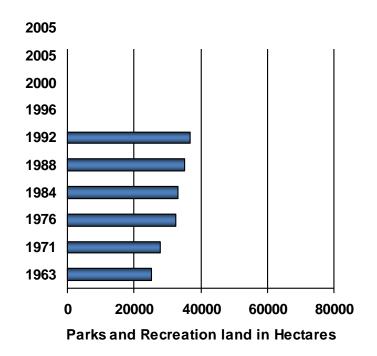


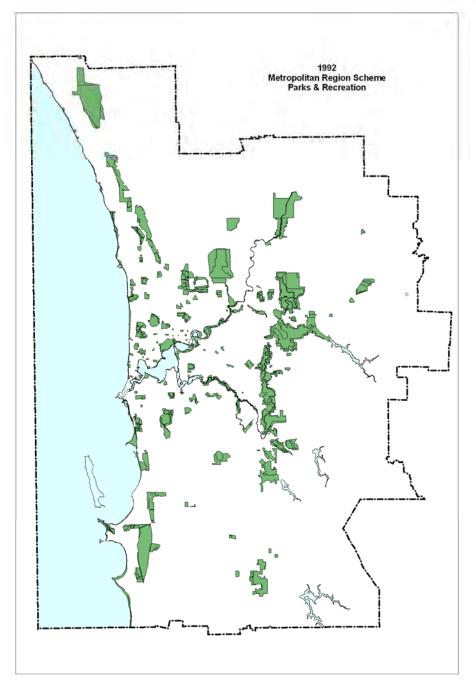


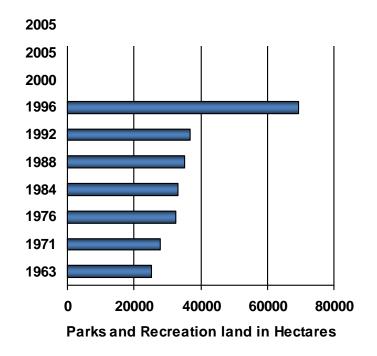
1963 1971 1976 <mark>1984</mark> 1988 1992 1996 2000 2005 2005*

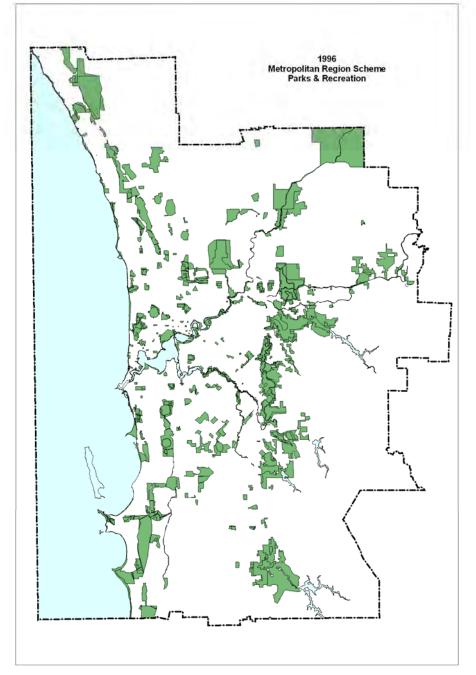


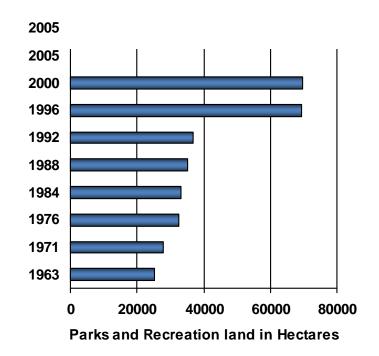


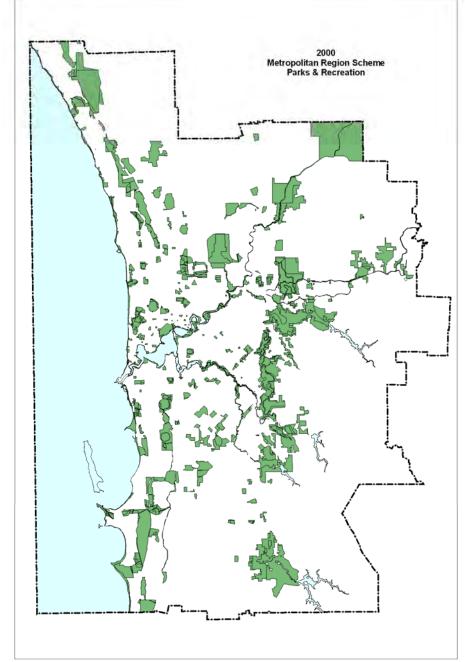


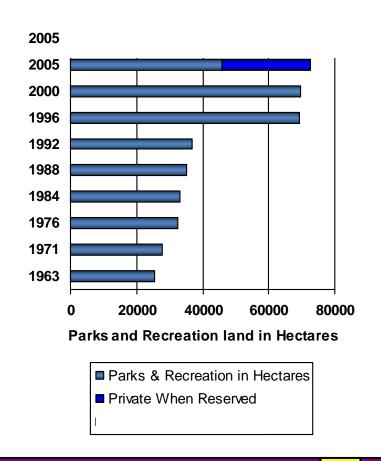




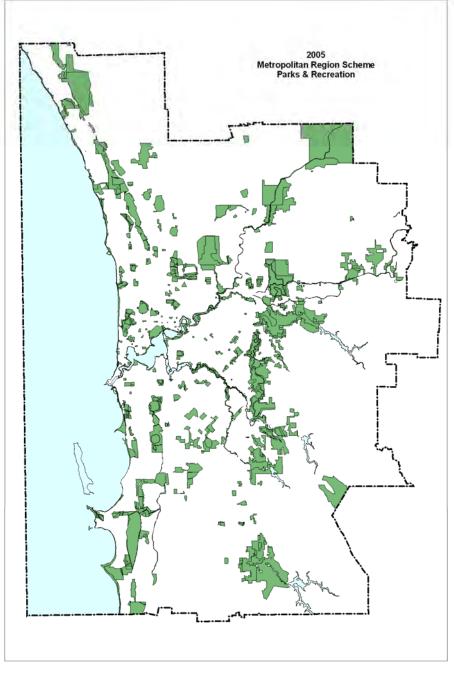


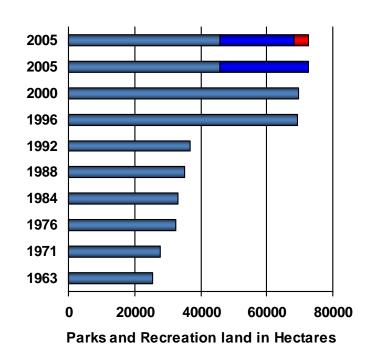


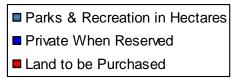




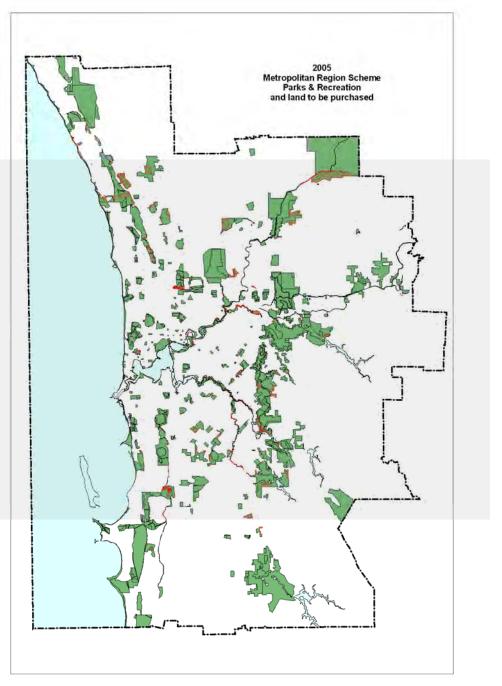
1963 1971 1976 1984 1988 1992 1996 2000 <mark>2005</mark> 2005*





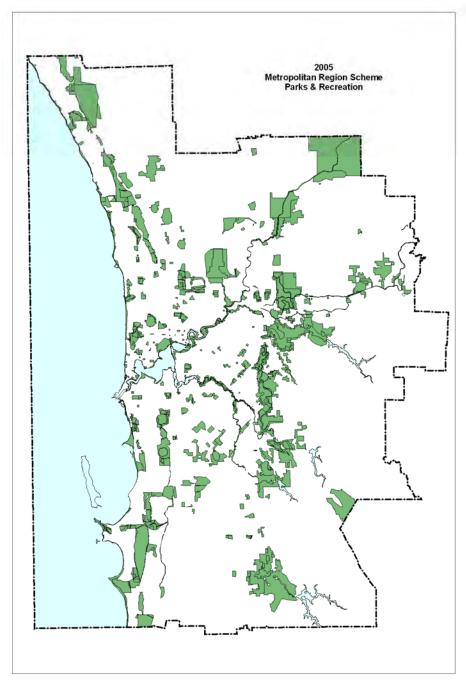


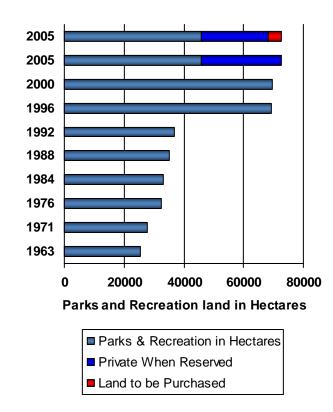
1963 1971 1976 1984 1988 1992 1996 2000 2005 <mark>2005*</mark>



^{*} Includes Land to be Purchased

1963 – 2005: Parks and Recreation reservations



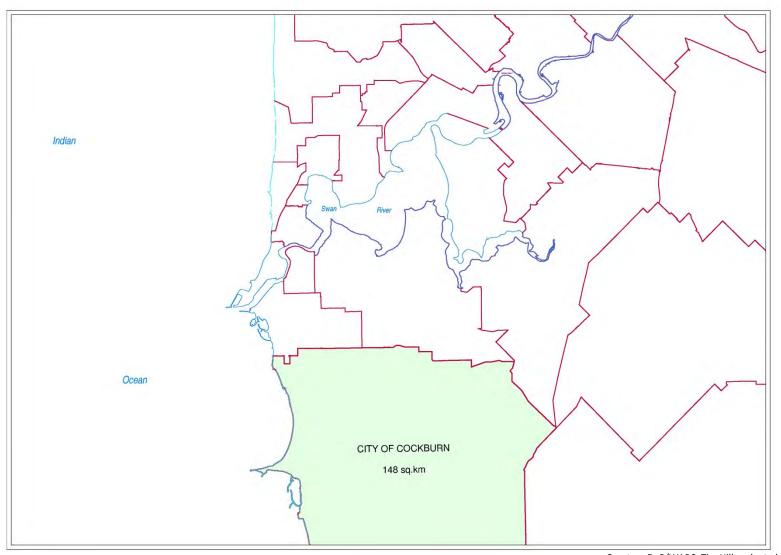


Approx. over \$1 B spent 1960- 2012 (actual \$) (needs checking!)

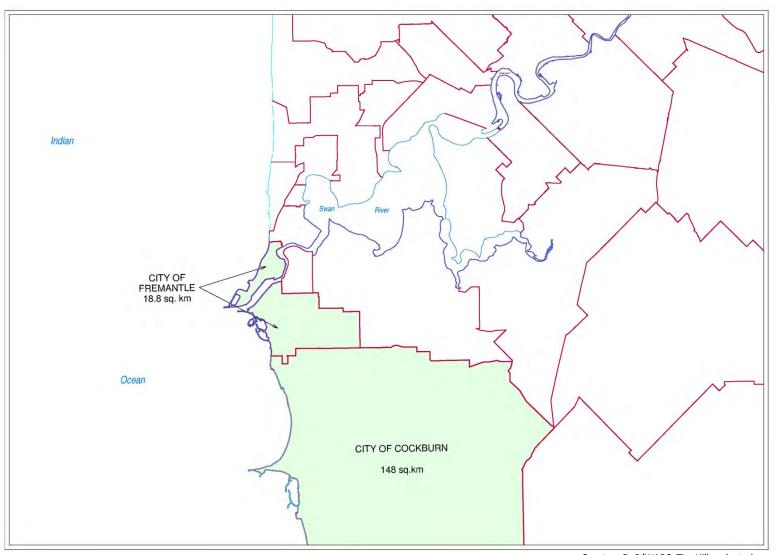
Approx. 26,000ha private P&R land acquired (= 65 Kings Parks) (but more checking needed!!)

Almost all on the market, at the election of the owners (few resumptions)

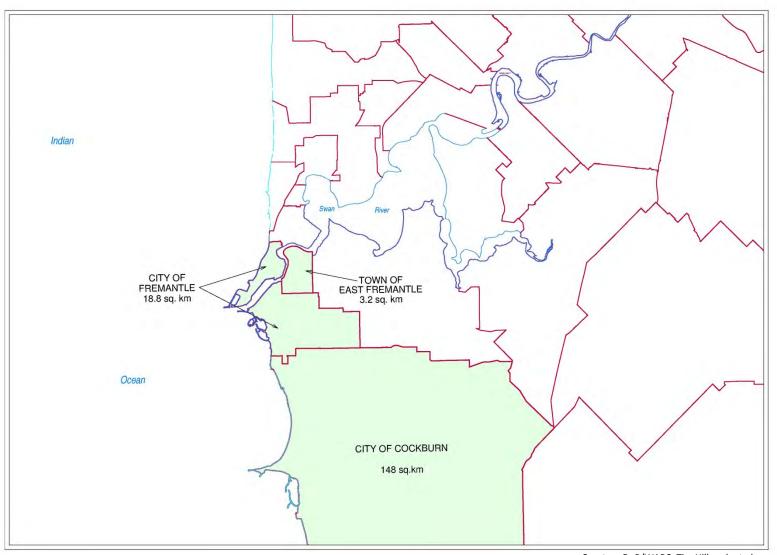
The *Total* land purchased 1960 - 2005 (P&R, roads, railways, etc) equates to the following 14 municipalities (291km2 or 29,100ha)

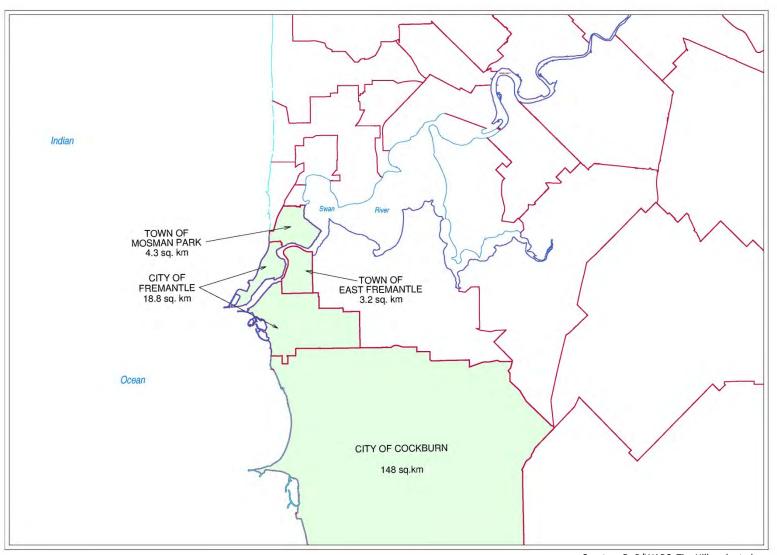


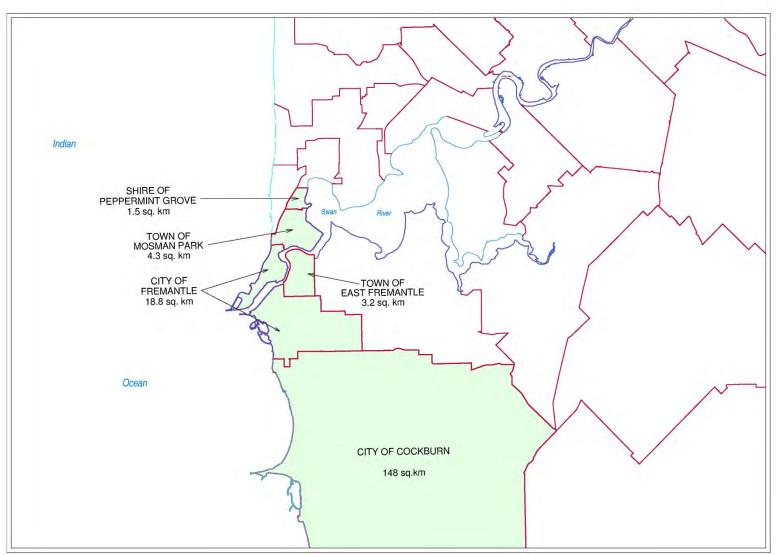
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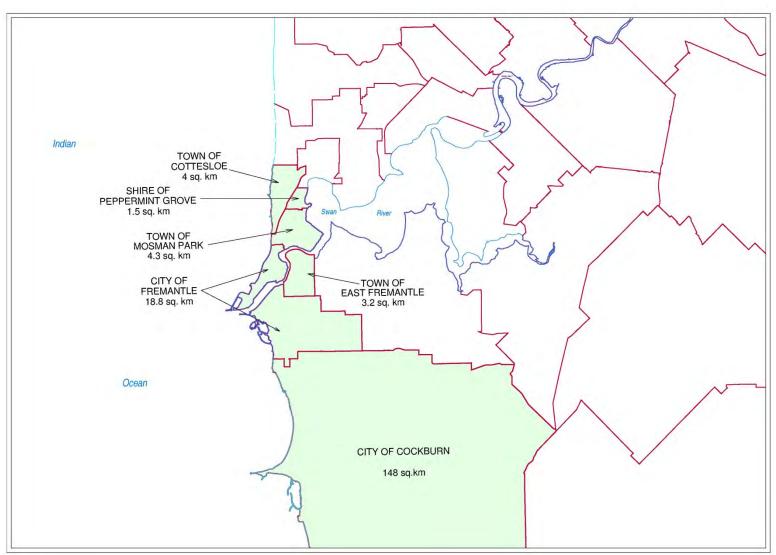


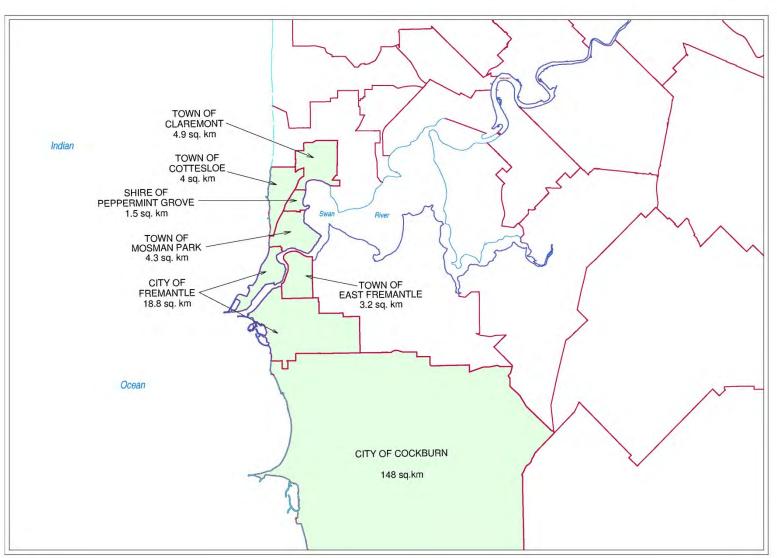
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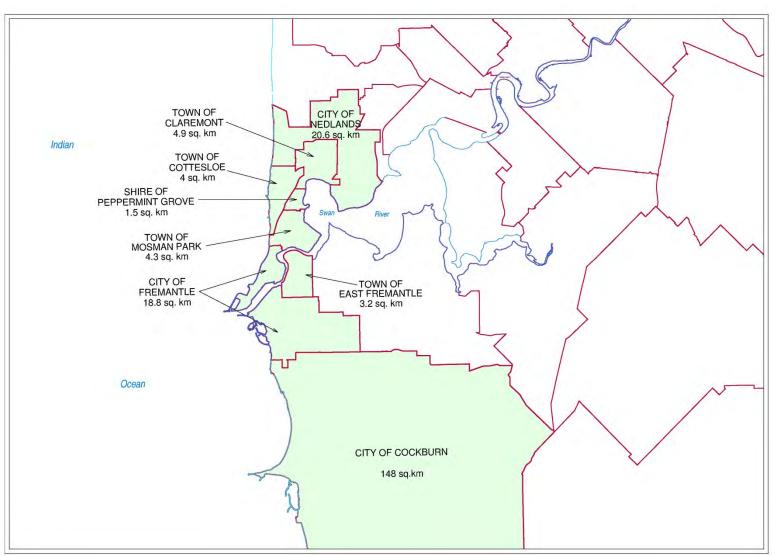


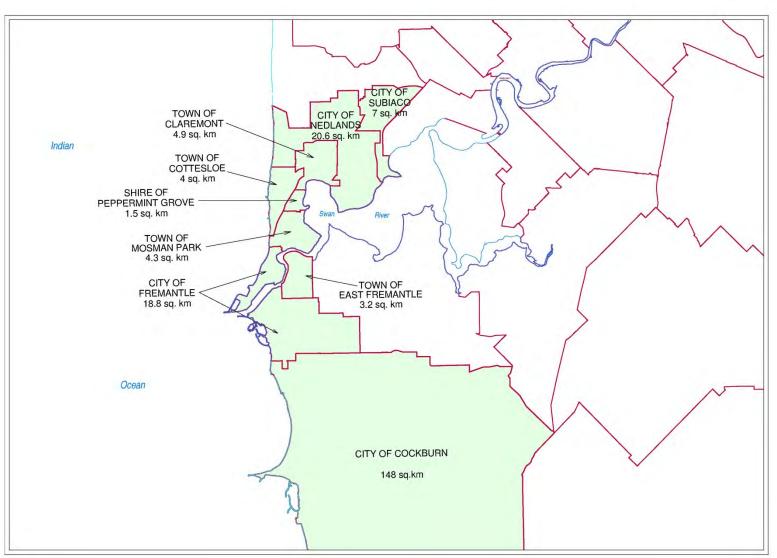


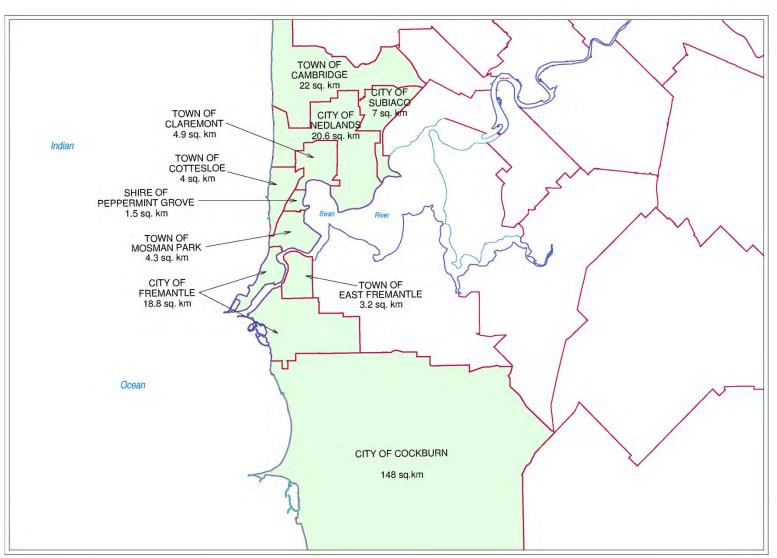


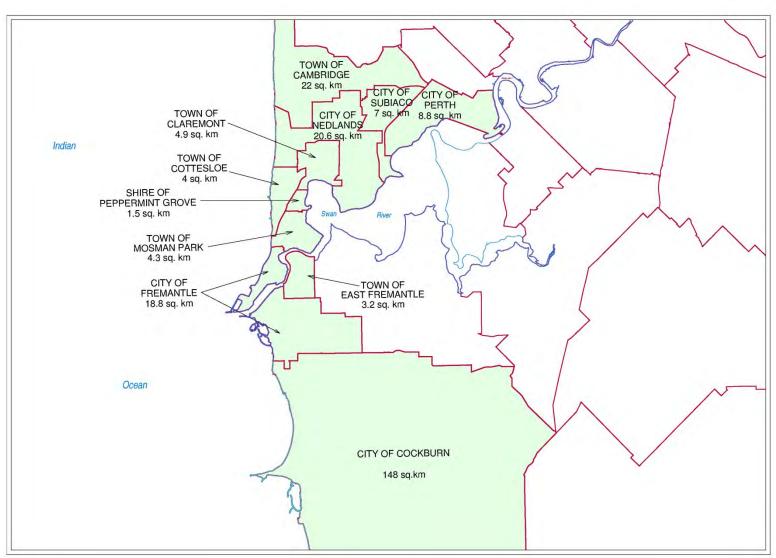


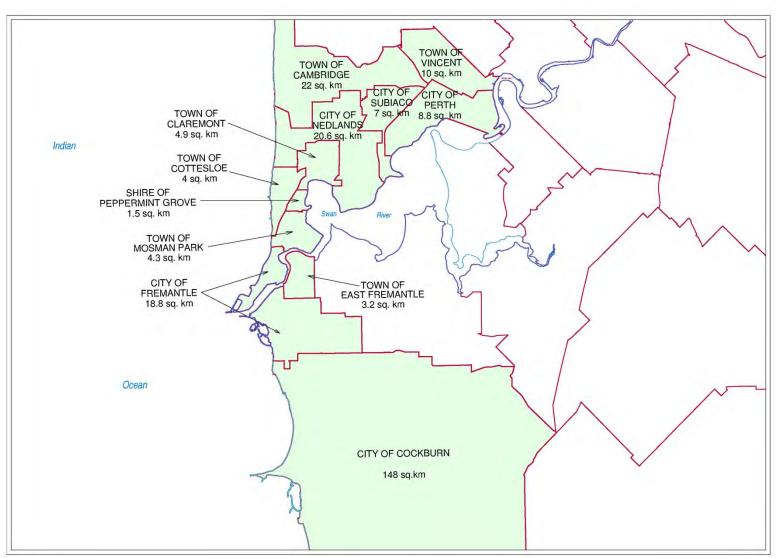


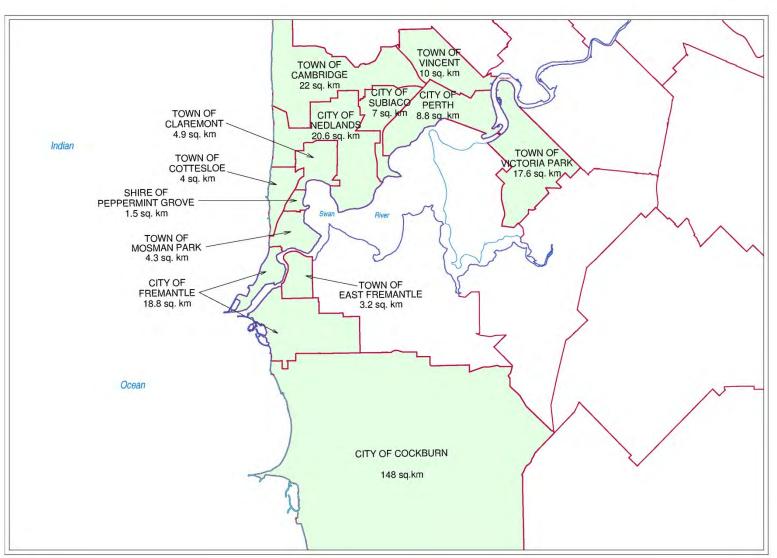


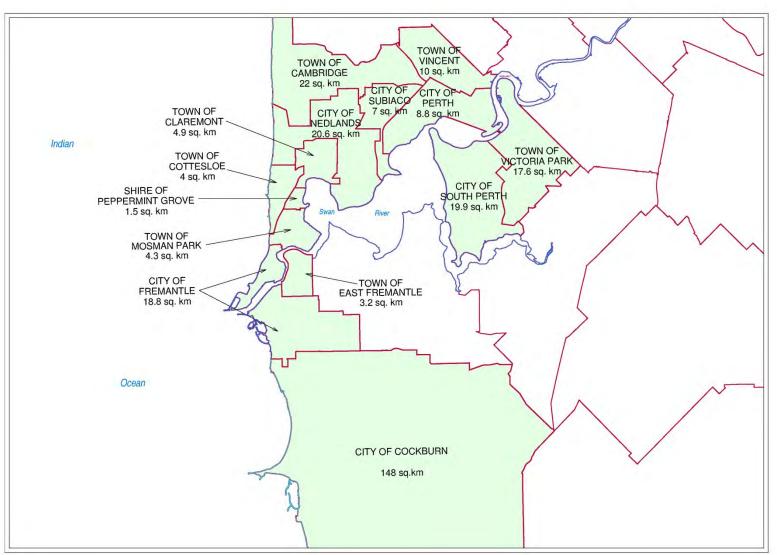












Wot if we never had the MRS and the MRIT? Would we have had

- extensive, continuous river, ocean & lake foreshores? OK some: Already an amount of Crown land, & some would have been achieved free of cost via subdivision foreshore reserve conditions. But, not nearly as extensive, and many discontinuous sections???
- extensive regional parks?
- Bush Forever? MRIT 'bailed out' environmental protection to some extent.
- the Northbridge Tunnel and Project? Nup too hard/expensive to buy up properties. MRPA started buying early and gradually. Handed it on a plate all nicely assembled to the East Perth Redevelopment Authority who got all the 'glory'.
- a planned & connected freeway & major road network? perhaps a partial network, as Main Roads Dept under *Main Roads Act 1925* have responsibilities to plan, buy land for & build major roads. But would not have been in context of all planning considerations; lack of regular hypothecated funding = no long-term acquisition; & no planning control = no interim prevention of incompatible development.

Conclusion:

A statutory region plan, with a hypothecated implementation land tax, and an independent statutory planning authority are good.

Get one (if you don't have one).

If you have one. Appreciate it.