

OS-WI-0135

# PLANNING STRATEGIES FOR VICTORIA'S MAJOR PUBLIC HOUSING ESTATE

GRAHAM LACEY  
SOCIAL PLANNER  
CITY OF BROADMEADOWS



# CONTENTS.



2146940D

|    |                                 |    |
|----|---------------------------------|----|
|    | ACKNOWLEDGEMENTS                | 5  |
|    | INTRODUCTION                    | 7  |
| 1  | SOMERTON - A CITY WITHIN A CITY | 10 |
| 2  | SOCIAL PLANNING AND SOMERTON    | 23 |
| 3  | PUBLIC HOUSING AND SOMERTON     | 29 |
| 4  | TRANSPORT                       | 38 |
| 5  | RECREATION                      | 43 |
| 6  | WORK AND INCOME IN SOMERTON     | 48 |
| 7  | HEALTH                          | 60 |
| 8  | CHILD CARE AND EARLY EDUCATION  | 62 |
| 9  | YOUTH AND LATER EDUCATION       | 67 |
| 10 | SUMMATION AND STRATEGIES        | 71 |
|    | NOTES                           | 77 |
|    | BIBLIOGRAPHY                    | 79 |

---

## APPENDICES

- A. Survey Schedule
- B Letter sent to Prospective Respondents
- C Interviewer's Handbook



## INTRODUCTION.

Recent developments in the local government arena have imposed new and heavy responsibilities upon municipal structures, geared largely to performing the more traditional roles and functions of local government. The Federal Labor Government, elected in 1972 on a platform with a clearly stated aim of strengthening the 'third tier of government', has been the major force in creating this situation.

Ultimately, partly as a result of their legislative position, local Councils are still the creatures of State Governments. However, the Federal assistance, or intrusion, depending on your point of view, has caused a loosening of these bonds. The debate rages around this issue, but it is largely confined to 'party politics'. The real point is that the ability of local government to raise sufficient revenue to maintain its traditional functions is severely limited. It is patently obvious that the clamour for local councils to extend their involvement at the 'grassroots' level can only be rewarded if one or the other 'big brothers' provide the cash. An inherent danger in this system is of course the creation of a dependent relationship, stifling initiative at the local level.

Important as these factors are it is not intended to pursue them further in this study, which is more interested in the planning implications they hold for a specific local government area.

### BACKGROUND TO THE SURVEY:

The study looks in detail at the Somerton Ward of the City of Broadmeadows, which is predominantly a development of the Victorian Housing Commission. Broadmeadows is often stereotyped as a 'problem area'. The Somerton Ward, because of the large Housing Commission development which has occurred within it, is popularly regarded as the epitome of a social problem area.

4415



## ACKNOWLEDGEMENTS.

This study represents the accumulated work of many people from within and without the City who are too numerous to mention individually. Technical assistance was given by Andrew Burbidge, Scott Fewkes, Brian Howe, Alan Jordan and Karel Reus-Smit. My colleagues at the Town Hall especially in the Engineers Department, were ever helpful in a variety of ways.

The support of the Minister for Labor and Immigration in providing funds for the undertaking of the survey under the Regional Employment Development Scheme (REDS), was gratefully received. The team assembled under the scheme performed most competently, displaying a high order of initiative. Special thanks to Glenys and Norma.

Appreciation must also be extended to Councillors, especially Somerton Ward Councillors, whose foresight in employing a Social Planner made the whole exercise possible.

Finally, the co-operation of the respondents to the survey must be noted and it is hoped that thanks can be extended to them by the provision of appropriate services.

These acknowledgements are made with the customary proviso that the sole responsibility for any defects in the study belong to the writer.



Whether this contention is a valid one or not is secondary to the fact that a rapid physical development has occurred in Somerton with a sea regard to the social consequences of this development. Consequently this writer was appointed by Council as a Social Planner early in 1977 in an attempt to correct the situation. At this stage it became necessary to establish whether, and to what extent, Somerton was a socially deprived area. A variety of factors cause social deprivation and it is relatively easy for the trained social scientist to explain them in broad terms. However, to explain and quantify them in 'people' terms is another thing altogether. But they must be explained in these terms as an essential prerequisite to ameliorating the prevailing condition. In short, we need to know precisely what the social reality is, before we can attempt to define a cure, if indeed a 'cure' is called for. It was this need which resulted in this survey being undertaken.

Another factor which weighed heavily on the decision to undertake the survey was that, precisely because Broadmeadows is stereotyped as a problem area, a host of surveys have been carried out in the City.<sup>1</sup> Some of these have been scientifically sound but unfortunately, many have not. Consequently many residents are building up what might be termed a 'respondent resistance'. However, this survey was planned on the belief that surveys must not only be scientifically sound, but as a direct result some tangible benefits ought to accrue to the respondents. The minimum benefit that the Somerton residents will gain from this survey is that future planning will be facilitated by the fact that it does not rest on myths, but on a sound social profile.

#### THE SURVEY:

The cost of undertaking a survey of the Somerton Ward was thought to be beyond the Council's resources but fortunately, in May, 1975, a generous grant under the Regional Employment Development Scheme overcame this problem. The idea behind REDS is to employ unemployed persons on a temporary basis, on socially useful work.

A survey schedule was developed with the assistance of Alan Jordan, and was modified after the survey team ran a pilot study (see Appendix A). The survey was aimed at gathering basic data such as age, marital status, household size and ethnic origin. It also sought data on specific issues such as transport, income, health, accommodation and work.



The initial step in gaining data on the area was taken by drawing, from the computerised rate rolls, a sample made up of every tenth household in the area (sample size 784 households). The interview response was gratifying, yielding slightly over an 81% response rate (637 households). Not unexpectedly there was a specific refusal rate of 17.58% (112 households) to a question on income. There was also a question on weekly commitment to hire-purchase, but due to several problems, not the least being the way the question was framed, the results were regarded as too biased for inclusion in the study. Further follow-up questions were administered to special groups within the larger sample on the specific topics of child care and early education, and the attitude of early school leavers to a return to formal education.<sup>2</sup> Discussions were also held with selected activists and welfare and allied workers within the City.

The successful response rate was heartening for more than the obvious reasons. It is contended that it was facilitated by using locals rather than 'professionals' as interviewers. The interviewers performed most competently, worked well as a team, and were able to participate in a learning experience, usually reserved for the 'professionals'; as well as developing possible future vocational skills. The assistance provided by the Broadmeadows Observer in giving us a sympathetic front page lead story just prior to the interviewers going into the field helped greatly. As a consequence a letter was sent to all prospective respondents referring to the study (see Appendix B) and a copy of the article was included in the Interviewer's Handbook (see Appendix C).

Major data from the survey has been tabulated and analysed and forms the basis of this study. Much of the detailed data has not been included, but will be available to be used for future planning.<sup>3</sup> The study is not meant to be a nice piece of social enquiry but rather it ought to be seen as a basic document to assist the social planning of Somerton. It is only the positive action arising from the study that the respondents can be tangibly thanked for their ready co-operation.



# 1. SOMERTON - A CITY WITHIN A CITY.

Broadmeadows Town Hall is situated 17 kilometers (10 miles) from the Melbourne G.P.O. The area of the City is 70.78 square kilometers (27.3 square miles), lying on the north-west edge of the Melbourne metropolitan area.

In 1855 Broadmeadows had a population of some 1,750 people. Two years later on November 27, Broadmeadows was created a Road District. With the population still in the low thousands, Broadmeadows was created a Shire on January 27, 1871. It was a different picture on June 13, 1956 when Broadmeadows was proclaimed a City. The population jumped from 23,950 in 1955 to 40,000 in 1957.

The 1971 Census figures show a population of 101,100 persons. Current estimates are that the population of Broadmeadows is some 119,887, people as at 30th June, 1975. Intercensal population growth is illustrated in the following Table.

TABLE 1.1 BROADMEADOWS-POPULATION GROWTH PATTERN

|           | No. of Persons | Person Increase | Percentage Increase |
|-----------|----------------|-----------------|---------------------|
| 1955      | 23,950         | -               | -                   |
| 1961      | 66,306         | 42,231          | 176.85              |
| 1966      | 88,065         | 21,759          | 32.8                |
| 1971      | 101,100        | 13,035          | 14.8                |
| 1975      | 119,887        | 18,787          | 18.6                |
| (June 30) |                |                 |                     |



Although the earlier steep percentage increase has slackened off, the aggregate increase remains high and the 1971 percentage figure of 14.8% is still higher than the total Melbourne figure of 12.2%. Further, the growth is occurring at the northern end of the City and much of it is related to Housing Commission building.

The City is situated wholly on the old lava flow from Mt Macedon and the consequent sticky, heavy soil results in high construction costs. There are also very large basalt boulders located just beneath the surface and many drainage works and road works involve blasting through quite considerable areas of rock. The land is almost bare of trees but does support a proliferation of thistles and aniseed. Indeed, in season, the high winds blow up a veritable snow storm of thistle seeds.

Broadmeadows, along with the adjacent Cities of Brunswick and Coburg and the Shires of Bulla and Gisborne, forms the North West Region - for the purposes of eligibility to Regional assistance from the Federal Government. The main forms of aid which have accrued to the Region have emanated from:

- . The Grants Commission
- . The Area Improvement Program
- . The Australian Assistance Plan

Whether any enduring economical benefit will derive from these sources remainsto be evaluated.

The heterogenity of the North-West Region is stark. Broadmeadows City forms a natural geographical 'centre' to the Region, with the highly developed Cities of Brunswick and Coburg to the south and the semi-rural Shires of Bulla and Gisborne to the north. The heterogenity of Broadmeadows City follows a similar pattern, with a well established southern section and a developing northern area.

Broadmeadows City Council consists of four Wards - Broadmeadows, Campbellfield, Glenroy and Somerton. Each Ward returns three Councillors who retire alternatively at the expiration of their three-year term. The focus of this study is on the Somerton Ward where recent attempts have been made at social planning.

4215



~~4213~~

# SOMERTON WARD

Somerton Ward which encompasses the suburbs of Jacana, Somerton, Broadmeadows, Dallas and Coolaroo is the centre of a large Victorian Housing Commission development. It is the largest Ward in the City with a dramatic growth rate.

TABLE 1.2 SOMERTON WARD-ESTIMATED GROWTH RATE 1951-1975<sup>4</sup>

| Years                  | Households<br>(Total) | Households<br>(Increase) | Population<br>(Total) | Population<br>(Increase) | Percentage<br>Increase |
|------------------------|-----------------------|--------------------------|-----------------------|--------------------------|------------------------|
| Prior to 1951          | 160                   | -                        | 714                   | -                        | -                      |
| 1951-1955              | 1009                  | 849                      | 4500                  | 3786                     | 530.2                  |
| 1956-1960              | 3631                  | 2622                     | 16194                 | 11694                    | 259.8                  |
| 1961-1965              | 5551                  | 1920                     | 24757                 | 8563                     | 52.8                   |
| 1966-1970              | 6991                  | 1440                     | 31179                 | 6422                     | 25.9                   |
| 1971-1975<br>(June 30) | 7840                  | 849                      | 34965                 | 3786                     | 12.1                   |

TABLE 1.3 BROADMEADOWS-AREA OF WARDS

| Ward          | Area Sq.Kilometers | Percentage |
|---------------|--------------------|------------|
| Broadmeadows  | 17.00              | 24.02      |
| Campbellfield | 19.27              | 27.22      |
| Glenroy       | 10.20              | 14.41      |
| Somerton      | <u>24.31</u>       | 34.35      |
|               | 70.78              |            |

The effect that the Commission has on Somerton cannot be stressed too strongly. Consequently this factor is subjected to detailed consideration in a later section of the study. However, it is relevant to note that as at 30th June, 1974, 17.6% of all housing construction completed in the greater Melbourne metropolitan area by the Commission since its inception in 1938 has occurred in Somerton.



SOMERTON -- A PROFILE:

Of the 637 households surveyed 629 of the dwellings were houses; the remaining 8 were flats. The number of persons involved was 2,842 representing an average 4.46 persons per household, compared with the Melbourne Statistical District (MSD) average of 3.27 persons per household at the 1971 census.<sup>5</sup> Household numbers ranged from one to twelve.

TABLE 1.4 SOMERTON-NUMBER OF PERSONS RESIDENT IN HOUSEHOLDS

| Number of Persons | Number of Households | Percentage | Cumulative Percentage |
|-------------------|----------------------|------------|-----------------------|
| 1                 | 15                   | 2.36       | 2.36                  |
| 2                 | 70                   | 10.99      | 13.35                 |
| 3                 | 114                  | 17.90      | 31.25                 |
| 4                 | 173                  | 27.16      | 58.41                 |
| 5                 | 104                  | 16.33      | 74.74                 |
| 6                 | 75                   | 11.77      | 86.61                 |
| 7                 | 40                   | 6.28       | 92.79                 |
| 8                 | 25                   | 3.92       | 96.71                 |
| 9                 | 14                   | 2.20       | 98.91                 |
| 10                | 3                    | 0.47       | 99.38                 |
| 11                | 2                    | 0.31       | 99.69                 |
| 12                | 2                    | 0.31       | 100.00                |
|                   | 637                  |            |                       |

The dwellings were predominately 3 bedroom brick houses less than 20 years old.



445

6

TABLE 1.5 SOMERTON-NUMBER OF ROOMS PER DWELLING

| Number of Rooms | Number of Dwellings | Percentage |
|-----------------|---------------------|------------|
| 2               | 2                   | 0.31       |
| 3               | 5                   | 0.79       |
| 4               | 48                  | 7.53       |
| 5               | 501                 | 78.65      |
| 6               | 62                  | 9.73       |
| 7               | 15                  | 2.36       |
| 8               | 3                   | 0.47       |
| 9               | <u>1</u>            | 0.16       |
|                 | 637                 |            |

TABLE 1.6 SOMERTON-DWELLING BUILDING MATERIAL

| Building Material | Number of Dwellings | Percentage |
|-------------------|---------------------|------------|
| Weatherboard      | 76                  | 11.93      |
| Brick             | 361                 | 56.67      |
| Concrete          | 144                 | 22.61      |
| Fibrocement       | 46                  | 7.22       |
| Other             | <u>10</u>           | 1.57       |
|                   | 637                 |            |

TABLE 1.7 SOMERTON-AGE OF DWELLINGS

| Years | Number of Dwellings | Percentage |
|-------|---------------------|------------|
| 0-4   | 69                  | 10.83      |
| 5-9   | 117                 | 18.37      |
| 10-14 | 156                 | 24.49      |
| 15-19 | 213                 | 33.44      |
| 20-24 | 69                  | 10.83      |
| 25-29 | 10                  | 1.57       |
| 30-34 | 1                   | 0.16       |
| 35-39 | <u>2</u>            | 0.31       |
|       | 637                 |            |



Of the 637 dwellings 574 (90.11%) were being purchased or rented while 63 (9.89%) were owned outright. The normal living arrangements of household illustrates once again the influence of the Housing Commission on Somerton.

TABLE 1.8 SOMERTON-NORMAL LIVING ARRANGEMENTS OF HOUSEHOLD

| Normal Living Arrangements | Number of Households | Percentage |
|----------------------------|----------------------|------------|
| Own or Buying Private      | 184                  | 28.88      |
| Own or Buying Commission   | 320                  | 50.23      |
| Renting Private            | 21                   | 3.30       |
| Renting Commission         | 111                  | 17.43      |
| Living in Children's Home  | <u>1</u>             | 0.16       |
|                            | 637                  |            |

There was certainly a balance of the sexes with 1,429 males to 1,413 females. The age distribution showed a young population and the critical planning implications this holds for Somerton are taken up later, in the appropriate sections.



TABLE 1.9 SOMERTON-AGE DISTRIBUTION OF THE POPULATION

| Age Group   | Number | Percentage |      | Cumulative Percentage |        |
|-------------|--------|------------|------|-----------------------|--------|
|             |        | Somerton   | MSD  | Somerton              | MSD    |
| 0 - 4       | 233    | 8.20       | 9.73 | 8.20                  | 9.73   |
| 5 - 9       | 345    | 12.14      | 9.19 | 20.34                 | 18.92  |
| 10 - 14     | 440    | 15.48      | 8.94 | 35.82                 | 27.86  |
| 15 - 19     | 375    | 13.19      | 8.62 | 49.01                 | 36.48  |
| 20 - 24     | 186    | 6.55       | 8.89 | 55.56                 | 45.37  |
| 25 - 29     | 172    | 6.05       | 7.61 | 61.61                 | 52.98  |
| 30 - 34     | 186    | 6.55       | 6.51 | 68.16                 | 59.49  |
| 35 - 39     | 193    | 6.79       | 5.99 | 74.95                 | 65.48  |
| 40 - 44     | 193    | 6.79       | 6.35 | 81.74                 | 71.83  |
| 45 - 49     | 178    | 6.26       | 6.29 | 88.00                 | 78.12  |
| 50 - 54     | 141    | 4.96       | 5.17 | 92.86                 | 83.29  |
| 55 - 59     | 88     | 3.10       | 4.67 | 96.06                 | 87.96  |
| 60 - 64     | 63     | 2.22       | 3.80 | 98.28                 | 91.76  |
| 65 and over | 47     | 1.65       | 8.24 | 99.93                 | 100.00 |
| Not stated  | 2      | 0.07       |      | 100.00                |        |
|             | 2842   |            |      |                       |        |

A strict comparison of the age distribution found in the survey with that of the MSD is misleading, because the Census was taken in 1971. As general breeding habits have changed in the intervening period, the 0-4 comparison could be grossly inaccurate. Consequently an updating of the Census date would provide a more accurate picture.

TABLE 1.10 SOMERTON-PROJECTED COMPARATIVE PERCENTAGES OF POPULATION AGED 5 - 19

| Age Group | Percentage |      | Cumulative Percentage |       |
|-----------|------------|------|-----------------------|-------|
|           | Somerton   | MSD  | Somerton              | MSD   |
| 5 - 9     | 12.14      | 9.73 | 12.14                 | 9.73  |
| 10 - 14   | 15.48      | 9.19 | 27.62                 | 18.92 |
| 15 - 19   | 13.19      | 8.94 | 40.81                 | 27.86 |



The lower age distribution is reflected in the high number of single persons in Somerton.

TABLE 1.11 SOMERTON-MARITAL STATUS OF THE POPULATION

| Marital Status | Number   | Percentage | MSD   |
|----------------|----------|------------|-------|
| Never Married  | 1574     | 55.38      | 46.10 |
| Married        | 1162     | 40.89      | 46.26 |
| Widowed        | 66       | 2.32       | 5.07  |
| Separated      | 33       | 1.16       | 1.58  |
| Divorced       | <u>7</u> | 0.25       | 0.99  |
|                | 2842     |            |       |

An interesting point that arises from the responses to the question on marital status is that for the categories widowed, divorced and separated, the percentages in the sample population are consistently lower than those for the MSD. Taken at face value these findings would appear to fly in the face of the popular image of Somerton containing large numbers of semi-deserted wives. However, of the persons who stated they were deserted in the MSD Census figure 55% were female which gives a female separated figure of 0.87%. On the other hand the survey showed that 66.6% of the separated persons were women giving an overall percentage of 0.77% which is still marginally below the MSD figure.

Naturally enough there was a large school children population.

TABLE 1.12 SOMERTON-EDUCATION STATUS OF THE POPULATION

| Education Status  | Number     | Percentage | MSD   |
|-------------------|------------|------------|-------|
| Completed         | 1652       | 58.13      | 69.42 |
| Current           | 971        | 34.17      | 20.81 |
| Not Yet at School | <u>219</u> | 7.70       | 9.77  |
|                   | 2842       |            |       |

If Somerton youth do 'drop out' from school early (this is investigated later) it would appear that they are following in their parents' and siblings' shoes.



TABLE 1.13 SOMERTON-LEVEL OF COMPLETED EDUCATION OF THE POPULATION

| Completed Educational Level | Number | Percentage Somerton | MSD   | Cumulative Percentage Somerton | MS   |
|-----------------------------|--------|---------------------|-------|--------------------------------|------|
| Primary                     | 279    | 16.34               | 18.51 | 16.34                          | 18.5 |
| Forms 1 - 3                 | 785    | 47.52               | 35.45 | 63.86                          | 53.9 |
| Form 4                      | 273    | 16.53               | 14.43 | 80.39                          | 68.3 |
| Form 5                      | 178    | 10.78               | 25.32 | 91.17                          | 93.1 |
| Form 6                      | 97     | 5.87                |       | 97.04                          |      |
| Part Tertiary               | 26     | 1.57                |       | 98.61                          |      |
| Tertiary                    | 22     | 1.33                | 5.96  | 99.94                          | 99.  |
| Post-Graduate               | 1      | 0.06                | 0.33  | 100.00                         | 100. |
|                             | 1652   |                     |       |                                |      |

ETHNIC GROUPS:

The ethnic background of persons living in Somerton is certainly diverse as 39 different nationalities were represented in this survey alone.

TABLE 1.14 SOMERTON-COUNTRY OF ORIGIN

| Country        | Number | Percentage |
|----------------|--------|------------|
| Australia      | 2045   | 71.95      |
| United Kingdom | 279    | 9.81       |
| Greece         | 43     | 1.50       |
| Italy          | 108    | 3.79       |
| Yugoslavia     | 33     | 1.15       |
| Turkey         | 34     | 1.19       |
| Malta          | 68     | 2.38       |
| Egypt          | 25     | 0.87       |
| Poland         | 20     | 0.69       |
| Brazil         | 1      | 0.04       |
| India          | 21     | 0.74       |
| Holland        | 16     | 0.56       |
| Ukraine        | 8      | 0.28       |
| China          | 6      | 0.21       |
| Russia         | 9      | 0.32       |



| Country        | Number   | Percentage |
|----------------|----------|------------|
| Israel         | 1        | 0.04       |
| Germany        | 18       | 0.63       |
| Austria        | 6        | 0.21       |
| Canada         | 1        | 0.04       |
| Rumania        | 1        | 0.04       |
| Ceylon         | 21       | 0.74       |
| Hungary        | 5        | 0.18       |
| Ireland        | 24       | 0.84       |
| Palestine      | 1        | 0.04       |
| Portugal       | 6        | 0.21       |
| South Africa   | 1        | 0.04       |
| Finland        | 6        | 0.21       |
| Malaysia       | 1        | 0.04       |
| France         | 2        | 0.07       |
| Indonesia      | 1        | 0.04       |
| Latvia         | 1        | 0.04       |
| Czechoslovakia | 3        | 0.11       |
| New Zealand    | 4        | 0.14       |
| Burma          | 4        | 0.14       |
| Singapore      | 1        | 0.04       |
| Spain          | 11       | 0.39       |
| Cyprus         | 4        | 0.14       |
| Ethiopia       | 1        | 0.04       |
| Estonia        | <u>2</u> | 0.07       |
|                | 2842     |            |



TABLE 1.15 SOMERTON AND MSD - OVERSEAS BORN

| Country              | Number<br>Somerton | Percentage<br>Somerton | Percentage<br>MSD |
|----------------------|--------------------|------------------------|-------------------|
| New Zealand          | 4                  | 0.50                   | 1.93              |
| UK and Ireland       | 303                | 38.01                  | 32.63             |
| Austria              | 6                  | 0.75                   | 1.01              |
| Czechoslovakia       | 3                  | 0.38                   | 0.69              |
| Germany              | 18                 | 2.26                   | 4.36              |
| Greece               | 43                 | 5.40                   | 11.09             |
| Hungary              | 5                  | 0.63                   | 1.27              |
| Italy                | 108                | 13.58                  | 15.56             |
| Malta                | 68                 | 8.52                   | 3.58              |
| Netherlands          | 16                 | 2.01                   | 3.43              |
| Poland               | 20                 | 2.51                   | 3.02              |
| USSR                 | 20                 | 2.51                   | 1.00              |
| Yugoslavia           | 33                 | 4.13                   | 6.17              |
| Other Europe         | 64                 | 8.02                   | 3.38              |
| Asia                 | 55                 | 6.89                   | 6.25              |
| Africa               | 29                 | 3.64                   | 3.12              |
| Canada               | 1                  | 0.13                   | 0.31              |
| USA                  | -                  | 0.00                   | 0.64              |
| Brazil, Mexico, Peru |                    |                        |                   |
| Argentina, Chile     | 1                  | 0.13                   | 0.15              |
| Other                | -                  |                        | 0.38              |
|                      | 797                |                        |                   |

Persons born in non-English speaking countries account for 17.22% of the survey population (M.S.D. 17.70%)



TABLE 1.16 SOMERTON OVERSEAS BORN-YEARS SINCE ARRIVAL IN AUSTRALIA

| Years   | Number of Persons | Percentage | Cumulative Percentage |
|---------|-------------------|------------|-----------------------|
| 0 - 4   | 58                | 7.27       | 7.27                  |
| 5 - 9   | 218               | 27.38      | 34.65                 |
| 10 - 14 | 191               | 23.97      | 58.62                 |
| 15 - 19 | 128               | 16.05      | 74.67                 |
| 20 - 24 | 130               | 16.30      | 90.97                 |
| 25 - 29 | 60                | 7.52       | 98.49                 |
| 30 - 34 | 1                 | 0.13       | 98.62                 |
| 35 - 39 | 0                 | 0.00       | 98.62                 |
| 40 - 44 | 2                 | 0.25       | 98.87                 |
| 45 - 49 | 4                 | 0.50       | 99.37                 |
| 50 - 54 | 4                 | 0.50       | 99.87                 |
| 55 - 59 | 1                 | 0.13       | 100.00                |
|         | <hr/> 797         |            |                       |

Very little can be said of the local overseas born population other than the fact that it is average. Perhaps as time elapses the overseas born population will increase in Somerton when they have served their time on waiting lists and in high rise towers.

#### SOMERTON - AN OVERVIEW:

In describing an area it is common practice to focus on factors which vary markedly from the norm. This approach is adopted in this study, the normative factor used being the MSD figure.

Significant non-normative factors or factors peculiar to Somerton which have emerged in this section are:

- . Large Population
- . Rapid Population Increase
- . Large Public Housing Development
- . Higher Construction Costs of Land



- Relatively New Housing Stock
- Higher Number of Occupants per House
- Large Numbers of Persons in the 5-19 Age Group
- Lower Completed Educational Level

These factors are going to present specific problems for the planners and consequently are constantly referred back to throughout the study.



05/wl-0286

## 2. SOCIAL PLANNING AND SOMERTON.

That ill defined concept of social justice in made difficult to achieve, precisely because it is subservient to economic considerations. However, changes in societal values tend to moderate, at least temporarily, this dependency situation. There has recently been in Australia, an upsurge of concern over such issues as health, education, the cities, and poverty, to name but a few. This phenomenon found its popular political expression, at the Federal level, with the election and re-election of a Labor Government pledged to act positively in these particular areas. Without commenting on other matters, it must be said that under Labor a lot of valuable work was indeed done in the spheres mentioned. Ironically, but not unexpectedly, much of this good work has been eased off, suspended or jettisoned, on economic grounds. One of the main features of this period was the growth of interest in social planning. Before considering social planning apropos Somerton, perhaps a few brief words on social planning itself might prove useful.

Social planning has a basis in welfare. Of course, the word 'welfare' is used here in its broadest sense, to encompass all those components that are alleged to contribute to the so-called quality of life. Put simply, social planning is a process which seeks to evaluate and formulate the community's social goals and to suggest ways they might be realised. Of course, all sections of society do not have shared goal assumptions, consequently areas of conflict arise. The conflict situations are played out in the broad political process.

485



It was suggested in a recent article that -

'The difficulties encountered in social planning in Australia stem largely from the fact that social planning in this country is still in its infancy. Indeed some people would say that it is only at the stage of conception.'<sup>7</sup>

Perhaps it might be closer to the mark to go down the middle and claim that social planning is at the gestation period. If one accepts this assertion, social planning might be seen as developing in the womb of social sciences generally and the social welfare field particularly. Whether these factors stunt the growth of social planning will be better answered as the discipline develops. If social planning helps further facilitate links between the physical and social sciences it will have reached the mature status that is sought by its practitioners.

Social planning takes on different forms depending upon where and for what purpose it is being undertaken. In large public bureaucracies social planning would take the form of social formulation and implementation. In smaller units, such as Local Government, social planning will take on a somewhat different form. However, given the differences, there are many constant factors associated with social planning.

#### SOCIAL PLANNING IN SOMERTON WARD?

An explanation of social planning in Broadmeadows, or more specifically Somerton Ward, is best provided by weaving the broad concepts of social planning in with the issues which have been handled by the writer while working as the Social Planner in the area. Consequently the social planning aspects of those issues receiving specific focus later in the study, will be evaluated at that stage. These evaluations will, of necessity, be personal ones.

#### BACKGROUND:

Social planning in Broadmeadows has been almost non-existent. The cost of this factor has yet to be fully realised in social and financial terms. Instead of taking preventative measures, the planners have opted for the much more costly, in both social and financial terms, mopping-up approach. The first task for the social planner is to ask -



There are many general reasons which may be advanced in explanation, including the fact that social planning is a relatively new discipline. However, it is the peculiar factors which must be delineated before the essential backdrop of social reality can be explained.

It was mentioned earlier that in the final analysis social planning boils down to a political question. In short, who gets what and how. As Broadmeadows is a solid working-class area, voting strongly ALP, its voice is somewhat muted at the State Treasury level. Indeed the Housing Commission arm of the State Government uses Broadmeadows as its major metropolitan repository for low income earners. And it does so as cheaply as possible.

The Somerton Ward of the Broadmeadows City Council has been the major loser in this situation. The Housing Commission's policy has resulted in a conscious avoidance of social planning. As a direct consequence, a situation of general disadvantage has occurred and this is a recurring theme throughout this study.

#### THE DEVELOPMENT OF THE LOCAL WELFARE INDUSTRY:

As noted previously the mop-up approach to social problems is the one practiced in Broadmeadows. It is contended that because preventative social planning is not considered as part of the initial planning process, a multiplier effect is brought into play. Initially cheap housing is achieved by not providing essential services, leaving a massive social and financial shortfall.

It has often been stated that in a 'free-enterprise' system, any effective demand calls forth a supply. The rapidly burgeoning local social welfare industry would appear to attest to the veracity of this statement. Without wanting to downgrade some of the good work done by local agencies and individuals, they are essentially in the business of providing social band-aids. Only by firmly grasping the nettle of social planning, with all its inherent political implications, in the real sense of the word, can any enduring benefits of scale be gained by the community. In many areas of the local welfare industry this approach is being tentatively accepted. But harnessing this change of attitude and developing it into a cohesive action orientated policy is made difficult because the essential focus of the welfare agencies remains that of mopping up.



This situation illustrates the separation between social planning, and traditional welfare work.

#### SOCIAL PLANNING - THE ISSUES:

The problems faced at the municipal level can be widely arrayed. The two extremes might be seen as 'chase-up' problems, which seek to 'get something done' in the short term through to the long term problem virtually insoluble within the prevailing system. These problems could be termed respectively the 'micro' and 'macro' problems of social planning. The problems in Somerton are scattered right across this range.

Perhaps concrete examples of the sorts of problems which fall into these different categories might help to illustrate the concepts involved. However, it must be pointed out that rarely, if ever, will an issue be an absolute of 'ideal type' macro or micro issue. For example the issue of the lack of electrified rail facilities beyond Broadmeadows is offered as one which lies towards the macro end of the scale. If social planning involves the rationalisation and provision of resources, then this issue is indeed a long-term problem, involving the ongoing function of planning, to justify the provision of the facility. But in the longer term the problem is not insoluble. Perhaps a better example of a macro problem would be the issue of income equalisation, which requires fundamental changes in the prevailing social system.

Most social planning problems, as they are gradually resolved, tend to work their way across from the macro situation to become a series of micro problems. The case of pre-school facilities for Somerton Ward is an excellent example of this. Until quite recently Somerton had no pre-school facilities and this might be seen as a macro social planning problem. The situation changed when the Federal Government offered monies to build five pre-school units in Somerton. The problems then were to stimulate community input, find suitable sites, follow-up land purchases and so on. Social planning even at this level creates an astonishing need to co-ordinate and follow up a variety of sub-issues, and whether these micro issues ought to receive the attention of a social planner depends a lot on the structure of the organisation in which the planning is being carried out. A positive aspect of social planners carrying out these 'follow-up' tasks is that they, personally, gain operational insight into the organisations they will



Both the macro and micro social planning issues in Somerton have been tackled using a multi-disciplinary team approach. This approach has been facilitated by having the social planner located in the City Engineer's Department. The macro problems tended to revolve around the planning process, whereas at the micro level the concern was more likely to focus on the implementation of formulated plans. The successful utilisation of the multi-disciplinary team approach towards resolving social planning problems has led this writer to observe that while social planning may have its basis in social welfare, its future, in many cases, would appear to lie as a bridge between the physical and social sciences.

#### SOCIAL FORECASTING:

Discussion on the subject of social planning has so far centred on types of problems and ways to resolve them. However another aspect of social planning is the prediction of likely social outcomes given a set of actions which have been, or are proposed to be taken. Social forecasting, as this activity might be termed, lies at the heart of preventative social planning. Three elements are essential to accurately predict likely social outcomes:

- The ability of the practitioner to make educated guesses
- An ability to take cognisance of the social outcomes of similar prior actions
- Quantifiable hard data

Educated guesses or hunches have traditionally played a major role in all the sciences, but only as a valuable starting point. To become valid and acceptable propositions they must undergo a transformation. Usually this transformation begins by posing the educated guess as a general proposition or hypothesis. The next step is to match the set of circumstances prevailing in the situation under scrutiny with those of a similar situation which has gone before. An alternative or complimentary method of testing the hypothesis is to gather quantifiable hard data and to project or extrapolate the implications inherent in the data, usually by statistical manipulation. These methods are all employed in this study.



Preventative social planning has two broad faces. One attempts to block actions which would produce undesirable social effects. The other seeks to avoid the same conclusion by having advanced planning provide social needs when they are required. In both of these situations precise social forecasting is imperative.

Perhaps it might be timely to end this section of the study with a word of warning on social planning. This writer contends that social planners ought to carefully avoid what he terms 'pre-emptive planning', and there is reason to fear that this form of planning is already being carried out by governmental bodies. It arises when the public is handed a planned package which gives them little or no say in the matter. The only way around this problem is to have real and realistic participation by the community. Unfortunately pre-emptive planners tend to use the catch-cry of participation to achieve the opposite end.



05/11-0285

### 3. PUBLIC HOUSING AND SOMERTON.

Somerton Ward might be seen as public housing policy in action. Up to 30th June 1974, 19.62% of all houses built by the Victorian Housing Commission in the greater Melbourne Metropolitan area were built in the City of Broadmeadows.

TABLE 3.1 HOUSING COMMISSION, VICTORIA - HOUSES BUILT IN BROADMEADOWS AND THE GREATER MELBOURNE METROPOLITAN AREA, TO 30TH JUNE, 1974.

| Houses Built                                               | Number      | Percentage |
|------------------------------------------------------------|-------------|------------|
| Greater Melbourne Metropolitan Area excluding Broadmeadows | 26018       | 80.38      |
| City of Broadmeadows                                       | <u>6349</u> | 19.62      |
|                                                            | 32367       |            |

However, 5750 houses were erected in the Somerton Ward alone, which represented 17.77% of all metropolitan constructions.

TABLE 3.2 HOUSING COMMISSION, VICTORIA - CONSTRUCTION IN BROADMEADOWS TO 31 MARCH, 1975

|              | Houses (Sale) | Houses (Rent) | Flats (Rent) | Totals     |
|--------------|---------------|---------------|--------------|------------|
| Somerton     | 4346          | 1621          | 79           | 6046       |
| Rest of City | <u>531</u>    | <u>36</u>     | <u>-</u>     | <u>567</u> |
| Totals       | 4877          | 1657          | 79           | 6613       |



The fact that 91.43% of the constructions by the Commission in Broadmeadows as at 31 March, 1975 were in Somerton, gives further credence to the impact the Commission has on Somerton.

THE HOUSING COMMISSION, VICTORIA:

The Housing Commission, Victoria was established in March 1938, under the Housing Act 1937, after the presentation to parliament of the report of the Board of Inquiry appointed in 1936 to investigate housing conditions in the State. It was constituted to improve existing housing conditions and to provide adequate and suitable accommodation to persons of limited means.

Over the years the Commission's functions have been expanded. It has built large housing estates, such as in Somerton, and is the Slum Reclamation Authority which has decimated many inner-urban areas. The Commission is an enigmatic Authority and consequently their activities have drawn a considerable amount of political flak. There are a variety of reasons why this has occurred.

The Commission's prime function is to provide low cost welfare housing. The words 'low-cost' and 'cheap' may be interchangeable, but in the Commission's case there are factors involved which may make them synonymous. While the major cause of the Commission's problems is its unrelenting pursuit of cheap housing it is at the same time its major defence. The defence argument goes something like this - 'The Commission has an obligation to provide low cost housing to persons of limited means. The waiting list is long and any time delay or diverting of funds deprives these persons of adequate accommodation.'

This argument is compelling in its simplicity and is consequently trotted out whenever the Commission is questioned on the social implications of its actions. A corollary argument is that the Commission is a housing authority and although it does its best to get facilities to its estates, such as adequate transport, it is not responsible for its non-provision.



Reliance on this basic argument has inevitably led the Commission into several major public conflicts and left it with a poor public image. Complaints levelled against the Commission are centred around its so called Slum Clearance Program, and subsequent high rise development, is their building of monotonous housing estates, and its lack of concern about accompanying facilities for its 'developments'. This has led critics of the Commission, especially community action groups, to take a fixed negative view of it. This stance, however, is one that social planners, or indeed any planner, cannot afford to adopt.

#### SOCIAL PLANNING AND THE HOUSING COMMISSION, VICTORIA:

The title of this section is somewhat misleading in that it is almost a non-entity. Once again the basis of this phenomenon is the striving by the Commission for low-cost housing. Any meaningful attempt at social planning would add to the unit cost - hence the Commission does not employ any social planners. An attendant factor could be that the bureaucratic structure<sup>8</sup> of the Commission would find it difficult to absorb a social planner who was working effectively, because a social planner would of necessity represent a requirement for radical changes involving extra costs. It might be opportune here to raise a point which ought to be made lest confusion arise. The Commission is perceived by many as a monolithic, intransigent and heartless corporation. Perhaps, like most organisations, the Commission has its share of persons working for it who would adopt attitudes which would conform to this impression. But in this writer's experience in limited dealings with Commission staff the opposite has almost always been the case. How can this seeming paradox be explained?

The major constraint on the Commission causing this situation to arise is that its functions are set by specific political guidelines. It is of little concern what the Commission's policy is on a matter if it is in conflict with State Government policy. In this situation the Commission only has an advisory role and must accept the decision of its Minister. It is important that planners are able to discriminate between a Commission decision and a Governmental or Ministerial decision. It would obviously be a futile waste of time for negotiations to change a Government decision to be carried out with the Commission.

4215



The shared dilemma of the Commission and planners in seeking to totally develop new estates is compounded when the planning is shared between several authorities, as is the case in Somerton. The planners could spend a lifetime locating the decision makers within the various authorities and the development, with all its deficiencies, would be completed by then anyway. The only real answer to this problem is to set up a Planning Authority comprising members from all authorities concerned, with the power to make decisions, to ensure the development proceeds in a planned, orderly fashion.

#### A PLANNING AUTHORITY FOR BROADMEADOWS:

The reader of this study will find themselves in a verbal maze. As specific problems are raised they proceed to the dead-end caused by the lack of total planning responsibility of any organisation. It was this factor which prompted the Broadmeadows Welfare Advisory Committee to put the following proposal to the State Minister for Housing, Mr Dickie in May, 1975 -

'We would suggest that a suitable means of resolving this problem (lack of co-ordinated planning) would be provided, by setting up a Standing Committee, of Senior representatives of State Authorities involved in providing services for new estates. Further to provide local knowledge to the committee and feed-back to the Community, that a Councillor, the City Engineer, Town Planner and Social Planner from the Broadmeadows City Council and some representatives from local groups be added to this committee. At least this would provide a formal structure whereby the achievement of our objectives, which we trust are shared by yourself, may be facilitated. As the City of Broadmeadows is by far the largest metropolitan Housing Commission estate, representing 19.5% of all metropolitan houses built up to June 1974, it provides an excellent area in which to carry out the co-operative planning scheme outlined.'

The Minister for Housing, Mr Dickie has replied in late October stating that -

'It has not been possible, to date, for the Director of Housing to bring this matter to the attention of the State Planning Council. As you no doubt realise from recent press statements, the membership and organisation of that Council has been under considerable and detailed review.'

As soon as the new organisation is established, the Director will be able to have the various departments concerned discuss this question and obtain from them an opinion as to whether this development committee should be set up. Such deliberation



The matter was also raised in Parliament on 9th September, 1975 when the local M.L.A., Mr Wilton, asked the Minister for Housing -

'Whether the Minister will consider seeking the establishment of an inter-departmental committee, as requested by the Broadmeadows Welfare Advisory Committee, to ensure integrated orderly planning of public housing estates by the simultaneous provision of public transport, schools, child care centres, and recreation facilities, respectively, when each housing project commences in Broadmeadows? '

The reply was that -

'Should the State Planning Council consider it desirable to set up an inter-departmental committee to ensure integrated and orderly planning of facilities in the Broadmeadows area, the Minister for Housing will undoubtedly arrange representation on that Committee. By way of explanation, I would point out that the State Planning Council is the organisation charged by Act of Parliament with the co-ordination of development and that council has already arranged for the setting up of inter-departmental committees at Wodonga and Geelong.

The planning of such facilities can be initiated by the State Government but the provision of facilities involved Commonwealth, State, Local Government and local community activities, and as such, it is not necessarily practicable for all the facilities to be provided concurrently with the development of any specific section of an estate. ' 9

So far Broadmeadows City Council has supported the proposal and Mr Miller, Secretary, of the Victorian Railways, has commented that -

'Your suggestion to the Minister of Housing that a co-ordinating committee be formed to examine all the facets of housing development in the Broadmeadows area would appear to have merit. '

The Federal Minister for Housing and Construction has also been asked for his comments on the proposal, but has so far not replied.

The setting up of a Planning Authority, with representatives from Federal and State Government Authorities, Broadmeadows Council and members of the community to effect the orderly planning of public housing estates, in the City of Broadmeadows, is critical, as this study will illustrate. The Commission has repeatedly stated publicly that it does not see itself fulfilling this role. Consequently the need for the Planning Authority is most urgent to avoid future haphazard planning of public housing in Broadmeadows.

~~4215~~



CONFLICT - THE COMMISSION AND SOMERTON RESIDENTS:

The Housing Commission purchased 5760 acres (9 sq.miles) or one-third of the City of Broadmeadows in 1951 for approximately £70 per acre. The soil, as noted earlier, is sticky and has basalt boulders near the surface and development costs are considerably higher than in other areas. However, because the Commission has held the land for such a long time allotments costs in money terms are low, whereas in real terms they would be much higher.

The Commission, commenced its development in Somerton in the early fifties and has since kept up a steady building program. Because the Commission's program has been gradual the problems in Somerton are chronic rather than acute.

The range of housing in Somerton has gone the Commission's full spectrum from concrete houses through to the aesthetically pleasing recent mode of developments. The Commission described the latter as 'First Class Family Homes' in the March 1975 edition of Housing Commission News. In this publication the Commission forwards a regular defence of their activities, albeit tinged with slight feelings of guilt from the past. This particular pictorial piece went on to state -

'In the past our critics have claimed they could tell a "Housing Commission" home at first glance. As our photos show, they could not do that now! The new Commission homes lead in style and comfort. They are equal to those in the private sector if not better.' 10

Given that this is the case, where does the conflict arise?

It would appear that the Commission, prior to 1970, attracted scant organised public concern in Broadmeadows. The odd muttering went on about the derelict state of some of the rental stock and about other community facility deficiencies, which abounded. But life was not too intolerable for the Commission in Somerton; their problems lay in the inner-urban areas. The 1970's provided a different picture altogether. There was a rapidly increasing concern for the so called quality of life abroad in the general community. The Commission's development had moved further from the Broadmeadows railway station and the new residents were feeling the transport inadequacies.



The politics of action were coming into vogue and the type of user of the Commission's facilities was changing as the Commission sold more homes. As has happened many times in history, a conflict situation grew out of rising expectations, as things improved, rather than as they worsened.

Two relatively powerful groups emerged; the Broadmeadows Welfare Advisory Committee in 1969 and the Broadmeadows Progress Association in 1971. Without going into the background of these two organisations, it would be fair to say that currently both are frustrated by the lack of co-ordinated planning in Somerton. Their 'bete noires' in this situation are the Commission, the Victorian Railways and their respective Ministers.

#### THE ISSUES:

The basic concerns of these groups are those which are considered in this study; namely child care and education, transport, community facilities, recreation and health. They, correctly, lay the blame for inadequacies in these areas at the door of the Commission and the Minister, because of the lack of integrated planning they have been prepared to enter into with the local community. The aforementioned issues are taken up in detail later in the study. The two issues that receive brief consideration here are the proposal by the Commission to build a cluster type development in Somerton and their attempts to build houses under the Tullamarine flight path.

#### CLUSTER HOUSING IN SOMERTON:

The Commission has proposed a development of flats in the 10.48 acres area bounded by Riggall Street/Pearcedale Parade. It is intended to house 711 persons in 159 units, an average of 4.47 persons per unit. There will be 83 two-storey, three bedroom units and 76 two and four storey, two and three bedroom units with a total of 128 three-bedroom and 31 two bedroom units. It is obvious that at least 212 persons, other than cohabitating couples, will be doubling up.

4215



425

The layout takes the form of cluster development with shared open space. This writer commented adversely on this form of development after seeing how it was physically interpreted by the NSW public housing authority. The general impression is that while the concept is quite good the execution of the concept by public housing authorities is socially potentially disastrous.

Mr Howard McCorkell, makes the following statements in regard to cluster housing being a success, in an article in the Age on 28th May, 1975.

"Mr McCorkell has concluded the issue of residential management in cluster housing must be sorted out at the start of development process. He said the developer who actively involves residents from the outset is wise. (This is easy in some sought-after projects in the U.S. where houses are often sold before their foundations are out of the ground.) The developer who half heartedly regards home owners' association as a necessary evil only buys trouble, antagonism and bitterness. More and more developers in the U.S. are seeing that properly set out facilities and management can mean a better product, with advantages in marketing, economics (density bonuses can be given for extra facilities) and aesthetics", he said yesterday.

"And a strong social entity can be established. The home owners' association build small neighbourhood groups which, I believe, fill a significant gap between the family or street unit and the local council, and which gives a meaningful level of involvement in local affairs for greater numbers of people".

Summing up, Mr McCorkell - who works for the Merchant Builders' group - says the total success of any cluster housing project here will depend not on its physical aspect but on the way it works. "There is no doubt Victoria is leading in the field in Australia in this form of development. But we must give plenty of emphasis to 'human' facilities. We mustn't let the first six or seven projects develop then think about the people". 11

The Victorian Housing Commission will not be pursuing this sort of policy, consequently the development would seem doomed to be potentially a social failure. But what of the tenants? If the Green Valley (NSW public housing estate) experience is any guide the residents will tend to become social isolates, living out their lives within the four walls of a flat unit. When it is all boiled down, what public housing authorities are on about when they talk of cluster housing is 'cost-saving high density living'. In Victoria blocks of flats, utilising



Unfortunately this development has gone too far to have it halted. However, it has not gone too far to carefully plan the social aspects requiring urgent attention, such as careful selection of residents and an early involvement of them in the development. This could become one of the first matters to be dealt with by the proposed Planning Authority.

FIGHT ON THE FLIGHT PATH:

Late in 1972 Broadmeadows City Council objected to the Commission building homes under the flight path to the Tullamarine Airport and refused to seal its plans of subdivision. The Council was taken before the arbitrator on 24 December 1972 by the Commission. At the hearing counsel for the Commission stated 'inter alia' that the Commission would proceed with building, as it was legally entitled to do, even if the plans were not sealed. The building unions decided otherwise and placed a black ban on construction in the area. This situation has remained deadlocked over the past couple of years, while the deteriorating housing frames stand as a monument to the State Government and the Commission's inability to compromise on their cheap housing policy stand. The main point to be made here is not who is right and who is wrong, but rather to point out that the State Government and the Commission get into these positions because they consistently fail to evaluate the social implications of their developments.

The Commission seeks to provide cheap housing for persons on limited incomes and in doing so creates as many problems as it solves. The Commission argues that its sole function is to provide this type of housing. Well enough; this being the case, who is responsible for overall planning and co-ordination? No single authority can fill this planning void. What is needed is the setting up of the Planning Authority mentioned earlier, a proposal currently before the Minister for Housing. This need is critical if the Commission's projection of 400 new homes a year in Somerton with a City population by 1980 of 150,000 are accurate.<sup>12</sup>



#### 4. TRANSPORT.

There has been much controversy and discussion about inner-urban areas becoming corridor suburbs for outer-area commuters. One of the main complaints made about this situation is that it forces the 'community' to be broken up into sub-communities, due to the existence of major roads. Broadmeadows suffers a somewhat similar disadvantage by virtue of the fact that it is an 'interstate corridor suburb', between Australia's two largest Capital Cities.

Although the electrified suburban line terminates at Broadmeadows Station, the line itself continues on to Sydney. As this line is used for interstate and country passenger and goods trains, no tangible benefit is reaped by local residents. But we have the situation whereby a large space of non-rateable land effectively cuts the city in half.

A similar situation prevails in regard to roads, as Pascoe Vale Road and the Hume Highway carry heavy traffic loads through the City. But the difference between the two situations is that in the latter case the locals who own cars will gain a benefit.

The fact that the Tullamarine flight path passes over the north of the City means, in a sense, that Broadmeadows is also an 'international corridor suburb'.

The existence of these factors has caused several conflict situations to develop between local residents and various public authorities. The essential basis of the conflict is that the residents want disabilities developed into community facilities. The successful resolution of these conflict situations holds most important planning implications. As the events surrounding the flight path controversy have been outlined in the rest of the study will concentrate on the



POLITICS AND ELECTRIFICATION:

The current major issue attracting the attention of the people of Broadmeadows is the generally poor public transport facilities, and in particular the need for the electrification and building of new stations on the rail line north of Broadmeadows station.

This continuing saga had its beginning some fifteen years ago, in July 1960 to be precise, when the Victorian Railways wrote to Broadmeadows Council in regard to their intention to locate two new stations on that section of line adjacent to the area between Broadmeadows and Somerton which the Housing Commission was planning to develop. The letter pointed out that the Housing Commission had expressed a desire to name the areas and had suggested that these and the names of the two stations be the same. As the Commissioners' -

'had adopted the policy of naming new stations by melodious sounding aboriginal names. '

The letter suggested the two areas be called Warrantina (sky) and Karingal (happy home). Council was asked if they had any objection to these names.

Council did indeed object, and on 22nd July, 1960 wrote to the Victorian Railways with a list of suggested names -

'which comprises prominent people associated with the Broadmeadows Military Camp among whom were V.C. winners, people of note associated with the early part of the district of Broadmeadows, shipping names and names of parishes within this original district.'

Council stuck to their guns on this matter and wrote to the Victorian Railways on 8th June, 1961 maintaining their stance. The Housing Commission, Victoria, offered no objection either way.

On 29th June, 1961, the Victorian Railways -

'directed that the two stations are to be named "Warrantina" and "Karingal" '

(later changed to "Dallas" and Coolaroo").

WAW



In a letter (25/10/61) to the Victorian Railways, Council finally got to the real question -

'that steps be taken to augment the Railway stations between Broadmeadows and Barry Road which have been planned by your Department.'

The Victorian Railways replied on 13th November, 1961 stating that -

'Provision of the first station planned to serve this area (Warrantina) will not be justified before the middle of 1963.'

The Council in turn replied (6/12/61) stating that it was -

'a little disappointed that the work cannot be commenced sooner in view of the great need of the areas concerned.'

The matter lapsed until 4th March, 1963 when Council was advised that -

'The Minister (for Transport) has also stated that the electrification of the Broadmeadows-Somerton line has been brought forward, but has not given any definite date as to when this work may be commenced.'

A further lapse occurred till 10th November, 1967 when Council wrote to the Victorian Railways about the lack of facilities at Broadmeadows Station, and to -

'enquire at the same time when development and electrification will be carried out north of the existing Broadmeadows Railway Station.'

Council expressed the opinion that -

'the area from the Station to Barry Road has developed to an extent where provision of additional facilities up to Barry Road are considered necessary.'



Renewed activity commenced in early 1974, due to an initiative taken by the Victorian Railways in late 1973, that provided a bus service near the proposed railway electrification route, for a one year trial. Council wrote to the Victorian Railways and the local State Parliamentarians pointing out that Council saw the bus as a -

'stop gap (measure) pending the electrification of the railway. '

The Victorian Railways failed to respond to this correspondence. The Minister for Transport however, replied to the local member stating that -

'The electrification of the line beyond Broadmeadows is on the forward plans of the Victorian Railways but there are many other projects with a higher priority at this stage. For instance much of the value of the Underground Loop will be lost unless additional tracks and improved signalling are provided on some of the existing routes. On the introduction of the Broadmeadows to Coolaroo bus service I stressed that this was experimental and that the operation of the service would be regularly examined with a view to deciding as to its continuation and extension or ultimate electrification. '

The Victorian Railways and the State Minister for Transport have tended to treat Council and the local people, throughout the protracted negotiations, in a somewhat cavalier fashion. Direct questions received oblique replies and at no time was a definite date given for the commencement of the works or even an indication of where the project lay on the list of priorities. This lack of meaningful communication was highlighted during 1975 when a concerted campaign, spearheaded by the Broadmeadows Welfare Advisory Committee, sought to establish more clearly the situation apropos the rail electrification.

Several letters were written to the Railways, the Commission, the State Ministers for Transport and for Housing, and their Federal counterparts. A deputation was also made to the State Minister for Transport, and questions were raised in Parliament. The negligible results achieved were hardly commensurate with the efforts expended. Perhaps the only bright spot is that if the Planning Authority, as outlined in the last section, is set up, a resolution to this problem should be forthcoming.





PUBLIC TRANSPORT SERVICE (?) AND SOMERTON:

The limited rail facilities on this line are thought by many persons to be a major retarding factor in the development of the area. The fact that there are no express trains means that Broadmeadows commuters are disadvantages in comparison to their counterparts on the other side of Melbourne's Central Business District.

TABLE 4.1    SELECTED METROPOLITAN RAILWAY STATIONS - MINIMUM  
RAILWAY COMMUTING TIME TO MELBOURNE

| Station      | Distance from Melbourne | Minimum Trip Time |
|--------------|-------------------------|-------------------|
| Broadmeadows | 17.0 kilometers         | 33 minutes        |
| Cheletenham  | 27.5 kilometers         | 34 minutes        |
| Ringwood     | 26.0 kilometers         | 32 minutes        |
| Springvale   | 24.5 kilometers         | 33 minutes        |

The Victorian Railways uses a system of awarding points for households within certain vicinities of proposed stations. It is also known that they take into account projects under construction and proposed by the Commission. What is not known is what weight these factors carry in achieving the facility. Once again the urgent need for the inter-departmental Planning Authority is highlighted.

The fact that Council and local groups do not know by what criteria electrification is earned means that they may be taking part in a campaign which is effectively cutting their own throats. To illustrate this point; there are four options open in regard to electrification -

- (i ) To Craigieburn with a loop through Somerton to Upfield
- (ii ) To Craigieburn
- (iii) To Somerton
- (iv ) To Coolaroo



OSW/1-0215

Now these options are set out in descending order of preference. Indeed the Railways have indicated that they do not want to locate a sub-station at Coolaroo which would have to be later shifted to Craigieburn. But what if, on the unknown Railway criteria, an extension to Coolaroo is justified but the points are diluted by proposing to take the line through to Craigieburn? It is quite possible that this is the case. Until that Planning Authority is a reality it will never be known.

Perhaps a comment on the Railway policy of winning back car travellers might not be amiss here. There has been a lot of money spent on beautification of the Glen Waverley line to win people away from commuting by car. Yet on the other side of Melbourne people of limited means are being forced to use cars because of the absence of rail facilities. The local car ownership pattern as shown in the survey would tend to indicate that the Railway's policy tends to drive more people to drive.

TABLE 4.2 SOMERTON - CAR OWNERSHIP PER HOUSEHOLD:

| Number of Cars | Number of Households | Percentage | MSD      |
|----------------|----------------------|------------|----------|
| 0              | 92                   | 14.44      | 23.04    |
| 1              | 373                  | 58.56      | 49.34    |
| 2              | 142                  | 22.29      | 22.29    |
| 3              | 28                   | 4.40       | 5.13(3+) |
| 4              | <u>2</u>             | 0.31       |          |
|                | 637                  |            |          |

The car ownership pattern in Somerton is significantly different from the MSD in single car households. Ifm as expected, these cars are owned because of the householders' distance from public transport it usually means that they will be used for commuting to work by the household head. The rest of the family will be consequently left virtually housebound; indeed this was a common complaint volunteered by the survey respondents.

4715



## 5. RECREATION.

Recreation can be subsumed under the broad concept of community welfare. Even so, recreation has a broad conceptual definition of its own. The reason for this breadth of definition arises precisely because recreation is largely an individual choice, given the restriction of access to facilities. Recreational pursuits may be defined as several opposite types such as, passive/active, structured/unstructured, team/individual, commercial/non-commercial, competitive/non-competitive and so on.

Recreational development has come to the fore in recent years as indicated by the appointment of Minister for Tourism and Recreation at the Federal level, and a Minister for Youth Sport and Recreation at State level.

Recreation courses have blossomed overnight, especially at Colleges of Advanced Education, in response to an increased demand for Recreation Officers. This demand has, in part, come from local government areas that have taken advantage of the employment wage subsidy offered by the Department of Youth Sport and Recreation.

### RECREATIONAL PLANNING:

Planning recreational outlets and facilities has a high priority in social planning for several reasons. The high capital and maintenance costs of recreational developments calls for careful social planning, to ensure that the facility is both one that the public want, and that its usage is maximised. Further, as so many potential funding bodies, organisations, authorities and individuals have an interest in



RECREATIONAL PLANNING AND DEVELOPMENT IN SOMERTON:

Somerton Ward has, through a conscious acquisition policy of Council, purchased or proposed purchase of large tracts of open space from the Commission. The reason that these purchases have been made necessary is largely due to Commission policy.

Under an Act of State Parliament it is decreed that subdividers must leave a 5% minimum of land for open space. Because of the high density of the population it is felt that a ratio of persons per land area is a more suitable formula for Somerton. Consider that the Commission builds on very small allotments and leaves the minimum 5% of land which often contains drainage easements or other restrictive impediments to development. In respect of areas in excess of 5% it is standard Commission policy to sell up to a further 5% at cost. (Land and Development) and any additional areas at valuation. The land in the past has been sold to Council on terms of between 6% and 7% over a 10 year period. This offer may seem generous at first until it is noted that many private subdividers leave more than 5% of land, and some even develop it to parkland stage. But then the Commission does not have to provide estates that attract people - they have a captive market.

The noteworthy aspect of this situation is that Council is forced to spend money purchasing adequate open space from the Commission for the Commission's clients. Presumably Council's money is to come from persons who are needy enough to warrant a home from the Commission; a home made cheap, in part, because adequate facilities were not provided in the first place. This particular catch-22 type problem is one that would have to be tackled quickly by the proposed Planning Authority.

Given the above situation, it can readily be seen that the development of land for recreational purposes in Somerton is a real problem. An activist in the area summed it up best when he stated to the writer that 'It's not much use having the land developed when the kids are too old to use it anyhow. We want it now.' It is almost as difficult to disagree with this proposition as it is to fulfil the need it implies. This dilemma can only be resolved on an unsatisfactory 'ad hoc' basis, unless planning proceeds as suggested. However, there is still plenty of preliminary planning work to be undertaken at the Council level.

425



There is an urgent need to build up an inventory of all open public land in the Somerton Ward. Tentative steps have been made to create such an inventory.

Land purchase is not the only method of providing land for recreational development. Easements, such as those of the S.E.C., can be developed in a co-operative manner. School grounds can also be developed on a share basis. Tip reclamation has also provided another form of open space development. However, all of these forms of development require careful planning and co-ordination at the Federal, State, Municipal and community level. The proposed Planning Authority and the setting up of the inventory will assist the process at the three mentioned levels and have some effect at the community level. To develop co-ordination and participation at the community level requires different forms of organisation.

It is envisaged that the community might resolve its priorities somewhat along the following lines.

First of all a card index could be built up of all open land held by Council in Somerset Ward. The card would details size, stage and type of development, reached and proposed. The cards could then be broken up into natural geographical zones and residents of these zones would be invited to set their priorities and alternatives given the limits of finance. Progress and change would be noted on the cards, as well as development cost estimates and probable sources of funds. Schools and other bodies, such as scout and guide groups, would also be invited to participate in the planning process. A precondition for the groups' participation, and receipt of financial assistance, would be that they agree to rationalise the sharing of their own facilities.

In short, Council plays an initial role as resource and information point for the community in addition to its traditional function of physical development. The combination of engineering expertise and social planning can provide this sort of community resource.



Some current, recent and proposed developments of this nature are the Westmeadows Shopping Centre, the proposed community centre and the development of the Merri Creek and its environs.

CONSTRAINTS ON RECREATIONAL DEVELOPMENT:

The constraints on recreational development in Broadmeadows are great. They range from the Commission's policy through to the seemingly ever present problem of vandalism. Whether the latter is a direct result of the former is considered in a later section.

Within the limits of finance and other factors mentioned, Council staff have imaginatively developed a harsh terrain into areas in which they, the Councillors and the citizens can rightfully be proud. However, community recreational facilities are being developed by Council, especially in public housing estates, up to 10 years after they are initially required. Perhaps this delay might not be over-critical for adults, but it certainly is for younger children and youths who form the bulk of the population.

The solution to these problems must be tackled at two levels. Council must commence a program of co-operative development with other locally based authorities, organisations and the community. This action, however, will amount to very little if the authorities involved are not committed to orderly planning at a significant level. Once again the urgent need for the establishment of a Planning Authority for public housing development in the City of Broadmeadows is vividly apparent.

475



## 6. WORK AND INCOME IN SOMERTON.

During the period that the survey was conducted, Australia was experiencing a high level of unemployment, unprecedented since World War 2, running at a national level of 4.52% of the workforce at 30 June, 1975.

The incidence of unemployment found by the survey in Somerton was 6.92% of the local workforce.

### THE JOB:

During the survey all persons 15 and over were asked what occupation they normally followed. The results reinforce the widely held impression that Somerton is a working class area.

TABLE 6.1 SOMERTON-NORMAL OCCUPATION OF PERSONS AGED FIFTEEN AND OVER

| Occupational Category | Persons    | Percentage |
|-----------------------|------------|------------|
| Professional          | 46         | 2.52       |
| Proprietor or Manager | 32         | 1.75       |
| Office or Sales       | 313        | 17.16      |
| Skilled Worker        | 396        | 21.71      |
| Semi-Skilled          | 164        | 8.99       |
| Unskilled             | 248        | 13.60      |
| Home Duties           | 343        | 18.81      |
| Pensioner             | 119        | 6.52       |
| Student               | <u>163</u> | 8.94       |
|                       | 1824       |            |



If the figures are restricted to remunerative occupations (excluding pensions) it can be seen that the work-force of 1199 represented 42.19% of the sample population. However, as 83 persons were unemployed at the time of the survey the actual workforce is 39.27% of the sample population. (MSD 43.62%)

TABLE 6.2 SOMERTON- NORMAL REMUNERATIVE OCCUPATION (EXCLUDING PENSIONS)  
OF PERSONS AGED FIFTEEN YEARS AND OVER

| Occupational Category | Persons    | Percentage |
|-----------------------|------------|------------|
| Professional          | 46         | 3.84       |
| Proprietor or Manager | 32         | 2.67       |
| Office or Sales       | 313        | 26.10      |
| Skilled               | 396        | 33.03      |
| Semi-Skilled          | 164        | 13.68      |
| Unskilled             | <u>248</u> | 20.68      |
|                       | 1199       |            |

Adding the pensioner figure of 119 to the 1199 results in a total potential income recipients group of 1318 persons. However, as some persons were unemployed, and for unspecified reasons not in receipt of any cash benefit, the actual number of income recipients proved to be 1280. This represented 45.04% of the sample population and 70.17% of persons aged 15 years and over. The average number of income recipients per household was slightly over 2. There were 392 households with multiple incomes and 245 single income households as the following table shows.

TABLE 6.3 SOMERTON - NUMBER OF INCOME RECIPIENTS BY HOUSEHOLD:

| Number of Recipients | Number of Households | Percentage |
|----------------------|----------------------|------------|
| 1                    | 245                  | 38.46      |
| 2                    | 225                  | 35.32      |
| 3                    | 104                  | 16.33      |
| 4                    | 46                   | 7.22       |
| 5                    | 11                   | 1.73       |
| 6                    | 5                    | 0.78       |
| 7                    | <u>1</u>             | 0.16       |
|                      | 637                  |            |



The average number of income recipients in multiple income households is 2.64 persons per household. The family status of income recipients from multiple income households is as follows:

TABLE 6.4 SOMERTON - FAMILY STATUS OF INCOME RECIPIENTS FROM  
MULTIPLE INCOME HOUSEHOLDS

| Family Status of<br>Income Recipients | Number    | Percentage |
|---------------------------------------|-----------|------------|
| Household Head                        | 392       | 37.87      |
| Working Wife                          | 238       | 23.00      |
| Children                              | 319       | 30.82      |
| Others                                | <u>86</u> | 8.31       |
|                                       | 1035      |            |

As 343 respondents gave their normal occupation as home duties it would appear that 40.96% of the married women were working.

Several important points are raised in this section and their implications will be discussed after considering the income aspect of the survey findings.

#### THE MONEY:

Not unexpectedly there was a specific refusal rate of 112 households, representing 245 income recipients<sup>13</sup> to the income question. However, there was an overall 66.96% household response rate to this question but the multiple income group had a higher refusal rate.

It was noted earlier in this section that 245 households were single income units while 392 were multiple income households. The responses on income from single income households showed that the bulk of the households (about 84%) earned around the average weekly average of \$152.20 or below.



TABLE 6.5 SOMERTON-INCOME LEVELS OF SINGLE INCOME HOUSEHOLDS

| Income Level \$'s | Number    | Percentage | Cumulative Percentage |
|-------------------|-----------|------------|-----------------------|
| 30 - 39           | 3         | 1.38       | 1.38                  |
| 40 - 49           | 3         | 1.38       | 2.76                  |
| 50 - 59           | 0         | 0.00       | 2.76                  |
| 60 - 69           | 3         | 1.38       | 4.14                  |
| 70 - 79           | 3         | 1.38       | 5.52                  |
| 80 - 89           | 4         | 1.85       | 7.37                  |
| 90 - 99           | 6         | 2.76       | 10.13                 |
| 100 - 109         | 22        | 10.13      | 20.26                 |
| 110 - 119         | 26        | 11.98      | 32.24                 |
| 120 - 129         | 30        | 13.83      | 46.07                 |
| 130 - 139         | 26        | 11.99      | 58.06                 |
| 140 - 149         | 28        | 12.90      | 70.96                 |
| 150 - 159         | 29        | 13.37      | 84.33                 |
| 160 - 169         | 7         | 3.23       | 87.56                 |
| 170 - 179         | 6         | 2.76       | 90.32                 |
| 180 - 189         | 7         | 3.23       | 93.55                 |
| 190 - 199         | 1         | 0.46       | 94.01                 |
| 200 plus          | <u>13</u> | 5.99       | 100.00                |
| Total             | 217       |            |                       |
| (Refusals 28)     |           |            |                       |

It is not surprising that there is a relatively high number of multiple income households. The dual processes of Commission policy and the passing of time have ensured the existence of this phenomenon. Consider that the Commission has been housing large families in Somerton for over twenty years. It is obvious that the situation of families, prevailing at the time they take up a Commission home, will not remain static. The children grow up, leave school, get a job and hence household income rises dramatically. But then this is true of any similar family situation on private estates; the big difference is the size of the families and accommodation costs.



TABLE 6.6 SOMERTON - INCOME LEVELS OF MULTIPLE INCOME HOUSEHOLDS

| Income Level \$'s | Number | Percentage | Cumulative Percentage |
|-------------------|--------|------------|-----------------------|
|                   |        | 1.30       | 1.30                  |
| 60 - 69           | 4      | 1.30       | 2.60                  |
| 70 - 79           | 4      | 0.65       | 3.25                  |
| 80 - 89           | 2      | 0.32       | 3.57                  |
| 90 - 99           | 1      | 0.65       | 4.22                  |
| 100 -109          | 2      | 0.98       | 5.20                  |
| 110 -119          | 3      | 1.95       | 7.15                  |
| 120 -129          | 6      | 2.92       | 10.07                 |
| 130 -139          | 9      | 1.62       | 11.69                 |
| 140 -149          | 5      | 2.92       | 14.61                 |
| 150 -159          | 9      | 1.95       | 16.56                 |
| 160 -169          | 6      | 2.60       | 19.16                 |
| 170 -179          | 8      | 6.17       | 25.33                 |
| 180 -189          | 19     | 1.62       | 26.95                 |
| 190 -199          | 5      | 5.84       | 32.79                 |
| 200 -209          | 18     | 7.79       | 40.50                 |
| 210 -219          | 24     | 5.84       | 46.42                 |
| 220 -229          | 18     | 4.55       | 50.97                 |
| 230 -239          | 14     | 4.87       | 55.84                 |
| 240 -249          | 15     | 0.98       | 56.82                 |
| 250 -259          | 3      | 4.55       | 61.37                 |
| 260 -269          | 14     | 5.52       | 66.89                 |
| 270 -279          | 17     | 3.90       | 70.79                 |
| 280 -289          | 12     | 3.57       | 74.36                 |
| 290 -299          | 11     | 1.62       | 75.98                 |
| 300 -309          | 5      | 1.95       | 77.93                 |
| 310 -319          | 6      | 0.98       | 78.91                 |
| 320 -329          | 3      | 2.60       | 81.51                 |
| 330 -339          | 8      | 2.92       | 84.43                 |
| 340 -349          | 9      | 1.95       | 86.08                 |
| 350 -359          | 6      | 0.65       | 87.03                 |
| 360 -369          | 2      | 0.65       | 87.68                 |
| 370 -379          | 2      | 1.95       | 89.63                 |
| 380 -389          | 6      | 0.65       | 90.28                 |
| 390 -399          | 2      | 1.30       | 91.58                 |
| 400 -409          | 4      |            |                       |



05/w/0285

| Income Level \$'s | Number   | Percentage | Cumulative Percentage |
|-------------------|----------|------------|-----------------------|
| 410 -419          | 4        | 1.30       | 92.88                 |
| 420 -429          | 3        | 0.98       | 93.86                 |
| 430 -439          | 2        | 0.65       | 94.51                 |
| 440 -449          | 2        | 0.65       | 95.16                 |
| 450 -459          | 1        | 0.32       | 95.48                 |
| 460 -469          | 3        | 0.98       | 96.46                 |
| 470 -479          | 2        | 0.65       | 97.11                 |
| 480 -489          | 1        | 0.32       | 97.43                 |
| 490 -499          | 1        | 0.32       | 97.75                 |
| 500 -509          | 1        | 0.32       | 98.07                 |
| 510 -519          | -        | 0.00       | 98.07                 |
| 520 -529          | 1        | 0.32       | 98.39                 |
| 530 -539          | -        | 0.00       | 98.39                 |
| 540 -549          | 1        | 0.32       | 98.71                 |
| 550 -559          | 2        | 0.65       | 99.36                 |
| 560 -569          | 1        | 0.32       | 99.68                 |
| No other Multiple |          |            |                       |
| Income until      |          |            |                       |
| 670 -679          | <u>1</u> | 0.32       | 100.00                |
| Total             | 308      |            |                       |
| (Refusals         | 84)      |            |                       |

Combining multiple-income households and single income households shows that around 40% of the sample households earned below the average weekly earnings. The vast majority of these households are single income households.



TABLE 6.7 SOMERTON - INCOME LEVELS OF ALL HOUSEHOLDS

| Income Level \$'s | Number | Percentage | Cumulative Percentage |
|-------------------|--------|------------|-----------------------|
| 30 - 39           | 3      | 0.57       | 0.57                  |
| 40 - 49           | 3      | 0.57       | 1.14                  |
| 50 - 59           | 0      | 0.00       | 1.14                  |
| 60 - 69           | 7      | 1.33       | 2.47                  |
| 70 - 79           | 7      | 1.33       | 3.80                  |
| 80 - 89           | 6      | 1.14       | 4.94                  |
| 90 - 99           | 7      | 1.33       | 6.27                  |
| 100 -109          | 24     | 4.57       | 10.84                 |
| 110 -119          | 29     | 5.52       | 16.36                 |
| 120 -129          | 36     | 6.88       | 23.24                 |
| 130 -139          | 35     | 6.67       | 29.91                 |
| 140 -149          | 33     | 6.29       | 36.20                 |
| 150 -159          | 38     | 7.28       | 43.48                 |
| 160 -169          | 13     | 2.48       | 45.96                 |
| 170 -179          | 14     | 2.67       | 48.63                 |
| 180 -189          | 26     | 4.95       | 53.58                 |
| 190 -199          | 6      | 1.14       | 54.72                 |
| 200 -209          | 31     | 5.90       | 60.62                 |
| 210 -219          | 24     | 4.57       | 65.19                 |
| 220 -229          | 18     | 3.43       | 68.62                 |
| 230 -239          | 14     | 2.67       | 71.29                 |
| 240 -249          | 15     | 2.86       | 74.15                 |
| 250 -259          | 3      | 0.57       | 74.72                 |
| 260 -269          | 14     | 2.67       | 77.39                 |
| 270 -279          | 17     | 3.24       | 80.63                 |
| 280 -289          | 12     | 2.29       | 82.92                 |
| 290 -299          | 11     | 2.10       | 85.02                 |
| 300 -309          | 5      | 0.95       | 85.97                 |
| 310 -319          | 6      | 1.14       | 87.11                 |
| 320 -329          | 3      | 0.57       | 87.68                 |
| 330 -339          | 8      | 1.52       | 89.20                 |
| 340 -349          | 9      | 1.71       | 90.91                 |
| 350 -359          | 6      | 1.14       | 92.05                 |
| 360 -369          | 2      | 0.38       | 92.43                 |
|                   | 2      | 0.38       | 92.81                 |



05/WI-0285

tage

| Income Level \$'s | Number   | Percentage | Cumulative Perce. |
|-------------------|----------|------------|-------------------|
| 380 -389          | 6        | 1.14       | 93.95             |
| 390 -399          | 2        | 0.38       | 94.33             |
| 400 -409          | 4        | 0.76       | 95.09             |
| 410 -419          | 4        | 0.76       | 95.85             |
| 420 -429          | 3        | 0.57       | 96.42             |
| 430 -439          | 2        | 0.38       | 96.80             |
| 440 -449          | 2        | 0.38       | 97.18             |
| 450 -459          | 1        | 0.19       | 97.37             |
| 460 -469          | 3        | 0.57       | 97.94             |
| 470 -479          | 2        | 0.38       | 98.32             |
| 480 -489          | 1        | 0.19       | 98.51             |
| 490 -499          | 1        | 0.19       | 98.70             |
| 500 -509          | 1        | 0.19       | 98.89             |
| 510 -519          | 0        | 0.00       | 98.89             |
| 520 -529          | 1        | 0.19       | 99.08             |
| 530 -539          | 0        | 0.00       | 99.08             |
| 540 -549          | 1        | 0.19       | 99.27             |
| 550 -559          | 2        | 0.38       | 99.65             |
| 560 -569          | 1        | 0.19       | 99.84             |
| None until        |          |            |                   |
| 670 -679          | <u>1</u> | 0.19       | 100.00            |
| Total             | 525      |            |                   |
| (Refusals         | 112)     |            |                   |

4215



The income level of individual recipients was widely dispersed -

TABLE 6.8 SOMERTON - INCOME LEVELS OF INDIVIDUAL RECIPIENTS

| Income Levels \$'s | Number | Percentage | Cumulative Percentage |
|--------------------|--------|------------|-----------------------|
| 0 - 4              | 0      | 0.00       | 0.00                  |
| 5 - 9              | 0      | 0.00       | 0.00                  |
| 10 - 14            | 2      | 0.18       | 0.18                  |
| 15 - 19            | 5      | 0.46       | 0.64                  |
| 20 - 24            | 5      | 0.46       | 1.10                  |
| 25 - 29            | 0      | 0.00       | 1.10                  |
| 30 - 34            | 43     | 3.94       | 5.04                  |
| 35 - 39            | 47     | 4.31       | 9.35                  |
| 40 - 44            | 27     | 2.48       | 11.83                 |
| 45 - 49            | 30     | 2.75       | 14.58                 |
| 50 - 54            | 31     | 2.84       | 17.42                 |
| 55 - 59            | 23     | 2.11       | 19.53                 |
| 60 - 64            | 19     | 1.74       | 21.27                 |
| 65 - 69            | 18     | 1.65       | 22.92                 |
| 70 - 74            | 23     | 2.11       | 25.03                 |
| 75 - 79            | 25     | 2.29       | 27.32                 |
| 80 - 84            | 38     | 3.45       | 30.81                 |
| 85 - 89            | 25     | 2.29       | 33.10                 |
| 90 - 94            | 48     | 4.40       | 37.50                 |
| 95 - 99            | 42     | 3.85       | 41.35                 |
| 100 - 104          | 90     | 8.25       | 49.60                 |
| 105 - 109          | 43     | 3.94       | 53.54                 |
| 110 - 114          | 59     | 5.40       | 58.94                 |
| 115 - 119          | 36     | 3.30       | 62.24                 |
| 120 - 124          | 88     | 8.06       | 70.30                 |
| 125 - 129          | 45     | 4.13       | 74.43                 |
| 130 - 134          | 57     | 5.22       | 79.65                 |
| 135 - 139          | 19     | 1.74       | 81.39                 |
| 140 - 144          | 43     | 3.94       | 85.33                 |
| 145 - 149          | 14     | 1.28       | 86.61                 |
| 150 - 154          | 46     | 4.20       | 90.81                 |
| 155 - 159          | 10     | 0.92       | 91.73                 |
|                    |        | 1.65       | 93.37                 |



| Income Level \$'s | Number | Percentage | Cumulative Percentage |
|-------------------|--------|------------|-----------------------|
| 170 -174          | 8      | 0.73       | 94.47                 |
| 175 -179          | 3      | 0.28       | 94.76                 |
| 180 -184          | 9      | 0.83       | 95.49                 |
| 185 -189          | 5      | 0.46       | 96.05                 |
| 190 -194          | 4      | 0.37       | 96.42                 |
| 195 -199          | 1      | 0.09       | 96.51                 |
| 200 -204          | 11     | 1.01       | 97.52                 |
| 205 plus          | 27     | 2.48       | 100.00                |
| Total             | 1090   |            |                       |
| (Refusals         | 190)   |            |                       |

TABLE 6.9 SOMERTON - GROSS WEEKLY INCOME LEVELS - SELECTED STATISTICS

| Group                      | Average   | Median        | Modal         | Top Ten Percent |
|----------------------------|-----------|---------------|---------------|-----------------|
| Individuals                | \$105.04* | \$105 - \$109 | \$100 - \$104 | \$150 - \$205+  |
| Single Income Households   | \$136.23* | \$130 - \$139 | \$120 - \$129 | \$170 - \$205+  |
| Multiple Income Households | \$248.86  | \$230 - \$239 | \$210 - \$219 | \$390 - \$679   |
| All Households             | \$202.57* | \$180 - \$189 | \$150 - \$159 | \$340 - \$679   |

Average Weekly Earnings as at 30th June, 1975 \$152.20

\* These figures are slightly understated due to the open-ended category at the top of the range.

The average wage for persons in multiple-income households was \$74.06. This was a much lower amount than the individual average mainly due to the high content of 'junior wages' and pensions.



ACCOMMODATION COSTS:

TABLE 6.10 SOMERTON - WEEKLY ACCOMMODATION COSTS

| Accommodation<br>Costs \$'s | Households | Percentage | Cumulative Percentage |
|-----------------------------|------------|------------|-----------------------|
| 0-4                         | 0          | 0.00       | 0.00                  |
| 5-9                         | 43         | 7.76       | 7.76                  |
| 10-14                       | 229        | 41.34      | 49.10                 |
| 15-10                       | 133        | 24.01      | 73.11                 |
| 20-24                       | 62         | 11.19      | 84.30                 |
| 25-29                       | 31         | 5.60       | 89.90                 |
| 30-34                       | 18         | 3.25       | 93.15                 |
| 35-39                       | 13         | 2.35       | 95.50                 |
| 40-44                       | 9          | 1.62       | 97.12                 |
| 45-49                       | 4          | 0.72       | 97.84                 |
| 50-54                       | 8          | 1.44       | 99.28                 |
| 55-59                       | 3          | 0.54       | 99.82                 |
| 60-64                       | <u>1</u>   | 0.18       | 100.00                |
|                             | 554        |            |                       |

(Refusals 20)

(Own House 63)

The average cost for accommodation was \$18.08 per week. This relatively low figure is not unexpected; indeed if it were not so, the over-riding aim of the Commission would not be being met.

THE 'NOUVEAU RICHE' OF SOMERTON:

The fact that many households have high household incomes and low accommodation costs, causes much heartburn and consternation amongst some outside observers. But surely the purpose of providing low-cost accommodation is to raise the conditions of the recipients. This assertion aside, the multiple income from children must be seen as temporary. Another point is that when children begin work outgoings increase, as the young people begin to set themselves up for adult life.



05/11/0288

The point to look at here is not that the households heads have had a direct increase in income, but rather that they have been partially released from the financial burden of maintaining a household member. It is sheer selfish nonsense to try to impute some overall affluence to these people. Sure some residents may now be living comfortably, but they have had to battle to get where they are and a lack of integrated planning of the estates have ensured that this battle was hard.

On the other side of the coin it is worth noting that all the measures of central tendency in regard to single income households fall well below the average weekly earnings. Further, these households would consist mainly of new arrivals with young children and heavy financial outgoings. As single income households represent over 42% of households responding to the income question the situation must be viewed with concern - it certainly holds serious ramifications for the planners and local revenue-raisers.

4356



## 7. HEALTH.

The large population of the City of Broadmeadows, estimated at 119,887 at June 30, 1975, coupled with a guaranteed growth rate at the northern end of the City, provides the basis for the need for health services of some magnitude. The current situation is that there are 35 medical practitioners servicing the City. This represents one doctor for every 3,425 residents. The situation in Somerton is worse in that there is only 7 medical practitioners or one doctor for every 4,995 residents. The survey showed that in the previous 12 months an average 15.73 visits to the doctor per household were made by 96.70% of the households. Households attending hospitals comprised 46.62% of the sample with an average 4.04 visits per household. As 81.63% of households in the sample were covered for medical and hospital expenses, the advent of Medibank would have been a welcome relief for a number of families.

### COMMUNITY HEALTH CENTRE AND HOSPITAL:

There is a community health centre in the process of being set up in Broadmeadows, with finance from the Australian Government. There is a tremendous amount of local pressure for a hospital, but this is only at the parleying stage at the moment. A comprehensive case has recently been articulated in the form of a report, for the provision of such a facility.<sup>14</sup>

The community health centre will be housed near the Town Hall and provide complimentary services to those already existing in the community. Included among these services will be medical, dental, physiotherapy, chiropody, occupational therapy, emergency pharmacy and social work. Much of these facilities will be offered as domiciliary services.



Agreement must be made with the contention forwarded in the above report that -

'While this community health centre will considerably expand the health care available to residents of Broadmeadows, it will be no alternative to the provision of a hospital. In fact, it is more likely to accentuate the need for a hospital to compliment other facilities in the community and may make the absence of a hospital more obvious.' 15

The lack of local hospital facilities must also be viewed alongside the appalling lack of public transport facilities. This is important, as most of the hospital users in the survey used the Royal Melbourne and Royal Children's Hospitals.

#### FUTURE PLANNING AND HEALTH:

There are a lot of people working on the planning and investigation of health needs in Broadmeadows. As a consequence it is not intended to deliberate at length here on the matter. The limited amount of data collected by the survey has been presented here to be read in conjunction with findings of other studies.

The social planning function associated with health is an integrating one in which health is seen as a part of the whole development of the City. As such health must be one of the issues to attract the attention of the proposed Planning Authority. One thing is for sure, as a direct result of the activity around health in the area, the Authority would have a wealth of information to it on which to base decisions.



## 8. CHILD CARE AND EARLY EDUCATION.

The age groups being looked at here are the 0 - 4 and 5 - 9 groups.

TABLE 8.1 SOMERTON-YOUNGER CHILDREN AGE GROUPS COMPARED TO TOTAL  
POPULATION

| Age          | Number      | Percentage | Extrapolated Number |
|--------------|-------------|------------|---------------------|
| 0 - 4        | 233         | 8.20       | 2868                |
| 5 - 9        | 345         | 12.14      | 4246                |
| Rest of Pop. | <u>2264</u> | 79.66      | 27865               |
|              | 2842        |            |                     |

The 0 - 4 group are the fourth largest population grouping in Somerton and the 5 - 9 group is the third largest. Both groups are fortunate, in a sense, in that they are following the largest group, the 10 - 14 group, and will benefit from what will be surfeit of facilities in some areas - for example primary schools on the older estates. However, because the Commission is opening up new estates there will be a lack of facilities in these areas, as is occurring in Coolaroo at present. Consequently for planning purposes it has to be known how the population is spread, on a neighbourhood basis. The survey has given us this sort of data, but it only has a limited usage at the Municipal level, if the State and Federal authorities are not involved at a Planning Authority level. THIS POINT CANNOT BE OVERSTRESSED.

### INFANT WELFARE SERVICES:

There are two Infant Welfare Centres in Somerton with a staff of one Infant Welfare Sister at each. Most babies under 12 months have



A small sub-survey was undertaken, interviewing mothers who had children in the 0 - 4 age group, to find out their opinions of facilities for their children. The main complaints made in regard to the Infant Welfare Centres was the long waiting period, the poor buildings and the distance required to travel to them. This last complaint was consistently accompanied by volunteered harsh criticism of the poor public transport facilities. If, as seems necessary, new Infant Welfare Centres are created, access by public transport ought to be an overriding consideration in siting them.

#### CHILD MINDING:

There is one public child minding centre in Somerton catering for 53 children of working parents. It would appear that most working parents use friends and/or neighbours to care for their children while they work. If the standard of care is adequate this form of child care can also help facilitate interpersonal relations among adults, who are in many cases, relatively new to the area. It also helps spread the money a bit wider. However, if on the other hand some children are not being adequately cared for by this method, or parents who desire or require work are prevented from working because of child-minding responsibilities, it is a different picture altogether.

Unfortunately there is no real knowledge of short-falls in child minding in Somerton.

#### PRE-SCHOOLS:

Somerton currently remains without government kindergartens, although advice was received by Council in April 1974, from the State Ministers for Health and for Local Government, that the Commonwealth Minister for Education had approved funding to build 6 pre-school units in Somerton. The delay in taking up and spending these funds has occurred for a variety of reasons, one of them being the lack of co-ordination between government authorities. At one stage a letter sent to a State Government Department went to the wrong section and drew a thinly veiled anti-Federal Government slanted reply. This happened when the section Council had been dealing with was most cordial, even patient, in their relationship with Council.

4215



This snippet is included to show the extreme absurdity that lack of co-ordination can cause. In isolation it might be seen as humorous, but when it is banked up with all other problems caused by the lack of co-ordination, this writer, at least, is left bereft of humor.

KINDERGARTENS NOW:

There are two private kindergartens in Somerton and one on the Glenroy border used by locals. All are full up and have waiting lists.

TABLE 8.1 SOMERTON - PRIVATE KINDERGARTENS

| Name                | Address                               | Number Attending | Number on Waiting List | Established |
|---------------------|---------------------------------------|------------------|------------------------|-------------|
| St.Martins          | Cnr.Barhuna & Hilton Streets, Glenroy | 50               | 47                     | 1968        |
| Dallas Presbyterian | 40 Phillip Street Dallas              | 76               | 67                     | 1967        |
| St.Mary Magdalene   | Barry Road, Dallas                    | $\frac{70}{196}$ | $\frac{77}{231}$       | 1972        |

TABLE 8.2 SOMERTON - PROPOSED KINDERGARTENS

| Address                                        | Capacity         | Likely Completion |
|------------------------------------------------|------------------|-------------------|
| Cnr.Dimboola & Cavendish Streets, Broadmeadows | 50               | Early 1976        |
| Westmere Crescent, Coolaroo                    | 25               | Mid 1976          |
| East of Jacana Railway Station                 | $\frac{25}{100}$ | Unknown           |



When these proposed kindergartens are completed there will be a capacity for 296 pre-school children in Somerton, which is about 25% of the eligible population. However, there will still be a lack of this sort of facility, now regarded as an essential element of a child's educational and socialisation process. Further, as the sort of families who receive Commission accommodation usually have children in this age group, the question of providing pre-school centres as the estates are being built, ought to command the early attention of the proposed Planning Authority.

There is perhaps, a greater need for planning in respect to pre-school centres than any other facility. Consider that the Commission usually fills estates with families with children around the same age group. In turn a tremendous pressure for schools, etc. is forthcoming. However, unlike schools, pre-school centres are used by children for a maximum of two years. When the population bulge has passed through the centres what happens to the buildings? Obviously there is a need to design and erect buildings with an eye to adaptability and multi-purpose usage. To do otherwise would be to waste the rare funds available for this area. One of the possibilities is to construct a building which caters for both child-mind and pre-schooling.

The solving of the problems created by the child population bulge ought not be beyond the planners if all the authorities involved co-operate.

#### PRIMARY EDUCATION:

A total of 6,774 children were attending primary school in Somerton at the time of the survey. Although some of these children may have come from outside of Somerton their numbers would have been compensated by Somerton children going to schools outside the area.

1215



TABLE 8.3 SOMERTON - PRIMARY SCHOOL ENROLMENTS

| Grade   | Age Group | Number      | Percentage |
|---------|-----------|-------------|------------|
| Prep    | 5 - 6     | 822         | 12.13      |
| Grade 1 | 6 - 7     | 920         | 13.58      |
| Grade 2 | 6 - 8     | 874         | 12.90      |
| Grade 3 | 8 - 9     | 955         | 14.11      |
| Grade 4 | 9 - 10    | 973         | 14.36      |
| Grade 5 | 9 - 12    | 1104        | 16.30      |
| Grade 6 | 10 - 13   | <u>1126</u> | 16.62      |
|         |           | 6774        |            |

The age pattern of primary school children validates that found by the survey in that the real pressure for facilities comes from the 10-14 age range. As this group is now passing out of the primary school stage the pressure will be placed on secondary school facilities. Having said this however it ought to be re-stated that acute needs for primary school will still be experienced in new Commission estates.

SCHOOLS MUST BE BUILT AT THE SAME TIME DWELLINGS ARE.



05/11-028

## 9. YOUTH AND LATER EDUCATION.

The youth of Broadmeadows are known to be bad. Or so the popular stereotype goes. What evidence is there to suggest that this is so? A relatively recent report by Challenger,<sup>16</sup> showed that this was generally not the case. The negative labelling process is facilitated by the fact that Broadmeadows consistently rates high on the Postcode Areas with most Children's Court Appearances. However, on the more realistic per thousand of the youth population delinquency rate for local government areas, Broadmeadows ranks 23rd out of the 55 metropolitan municipalities. Although the 16.3 per thousand delinquency rate is slightly higher than the average rate (15.9) it falls within the range that Challenger terms average. One qualification must, however, be made and that is that the overall rate for Broadmeadows is kept lower because of the low incidence of female delinquency. The male rate for Broadmeadows was 26.3 per thousand of the youth population (overall average 25.2) and was ranked 21st on the male scale.

Essentially the stereotype arises out of the size of the youth population rather than the existence of a non-normative deviant youth population. Indeed what is surprising is that the incidence of delinquency in Broadmeadows is not higher, as the situation meets one of Challenger's main criterion for a propensity to delinquency - large families. Challenger also notes that a majority of delinquency-prone areas have been subject to a notable development by the State Housing Commission. He also goes on to qualify his point -

'This point should not be misconstrued as a causal statement. The Housing Commission's charter requires it to house that section of the community who are most vulnerable to family instability through difficult circumstances and restricted means. That delinquency in such families is more likely a well established fact, for which reasons no substance can be attributed to a statement which blames the Housing Commission for encouraging or inculcating juvenile offending.' 19

4215



Be that as it may, the Commission, by its activities, can aggravate the situation in several ways. Indeed it would appear that with the proposed cluster development, it is going out of its way, albeit unwittingly, to abet this process. The Commission will be putting youths and children into close proximity to each other, without providing creative outlets. One of the certainties that will issue forth from this set of circumstances is that vandalism will rise even higher.

#### VANDALISM:

Vandalism is endemic in Broadmeadows and Somerton. Not only does the incidence of vandalism destroy community resources but it has a daunting effect on the planners of imaginative, vandal prone, developments. In this way it becomes a circular process. Non-stimulating environs are a contributing factor to vandalism but we cannot provide stimulating environs because the vandals will duff them up.

The problem of vandalism in Broadmeadows perplexes most persons interested in community development. Nobody can adequately explain the reasons for its existence, consequently suggested cures vary widely. They range from the 'boot in the behind' to the 'understanding the lad' approaches. Perhaps somewhere in the middle of these two proposals lurks the answer. Of real importance, however, to social planners is to ensure that the likelihood of future vandalism is minimised at the planning stage of developments. Once again this would involve a significant social planning input at the initial planning stage, involving inter-departmental personnel. In the meantime this problem might be subjected to a more detailed analysis at the municipal level for later use in anticipation of the setting up of the proposed Planning Authority.

Even though there is a need to understand as exactly as possible the rational behind vandalism in the area, there can be forwarded some possibilities for its occurrence. Although direct parallels are not implied, the situation reminded the writer of the recent actions of his pet labrador dog. Penned up all day, alone in the back yard she took to destroying trees and shrubs with the full knowledge that her actions ensured a 'boot in the behind'. Obviously it was worth the negative reaction drawn to overcome boredom and lack of stimulus.



05/WI-0285

Vandalism is sometimes referred to as 'negative creation' and this term could well apply to the Broadmeadows situation where creative outlets are limited. However, it is not intended to impute or apportion the blame for vandalism, or the possible means of abating it in Broadmeadows, on the limited knowledge currently available.

#### SECONDARY EDUCATION:

There were 4211 students attending Secondary Schools in Somerton at the time of the Survey.

TABLE 9.1 SOMERTON - SECONDARY SCHOOL ENROLMENTS

| Form | Age Group | Male       | Number Female | Total      | Percentage | Cumulative Percentage |
|------|-----------|------------|---------------|------------|------------|-----------------------|
| 1    | 11-14     | 521        | 353           | 874        | 20.76      | 20.76                 |
| 2    | 12-15     | 467        | 379           | 846        | 20.09      | 40.85                 |
| 3    | 13-16     | 492        | 388           | 880        | 20.89      | 61.74                 |
| 4    | 14-17     | 358        | 255           | 613        | 14.56      | 76.30                 |
| 5    | 15-17     | 298        | 359           | 657        | 15.60      | 91.90                 |
| 6    | 16-18     | <u>142</u> | <u>199</u>    | <u>341</u> | 8.10       | 100.00                |
|      |           | 2278       | 1933          | 4211       |            |                       |

The retention rate of secondary students is about the same as that for MSD at the 1971 Census. However, the survey showed that only 7 people were undertaking tertiary level studies. It would, therefore, appear that the youth of Somerton tend to have low vocational expectations.

These low expectations would probably stem from parental, sibling and peer influences. This is unfortunate for those individuals who, with encouragement and help, may have developed more fully their potential. It is also unfortunate for the community, who will have to look in many cases, to imports or immigrants to provide local professional skills. Because of the importance of this factor follow up action ought to be instigated at the Municipal level. At the Planning Authority level, the tentative proposal for a Tertiary College in the area might be explored.



DROPPING OUT:

It would appear from the evidence gathered that rather than 'dropping out' of school, the youth of Somerton 'drop in' to pre-ordained vocational slots. Although their education level is higher than their parents so is the overall community level. Consequently higher qualifications are called for by employers. Although the young people are not regressing it would appear that they are not 'progressing' vocationally. However, as job status has attendant economic and job enrichment factors, the young people in Somerton could be seen as missing out on the chance for upward social mobility. Now whether upward social mobility is desirable or not, is not in question; what is in question is the denial of the chance for the vast majority of Broadmeadows youth to find this out for themselves.

DROPPING BACK IN:

A minor survey was carried out, in conjunction with the larger study, aimed at people between the ages of 15 and 19 inclusive, who had left full-time education prior to Form 5. The purpose of the survey was to find out if any of this sub-sample were interested in returning to full-time education, to improve their relatively low vocational status. The low response rate to the survey would seem to indicate that this was not a widely self-perceived need of this group.

THE LABELLING PERSPECTIVE:

Many social scientists hold the view, with which this writer is in accord, that it is of greater use to look at the people labelling others as deviant than to look at the labelled. Kai Erikson postulates that -

'....the difference between those who go their own way in peace depends almost entirely on the way in which the community sifts out and codes the many details of behaviour to which it is witness. In this respect, the community screen may be a more relevant subject for sociological research than the actual behaviour which is filtered through it.' 19



05/11-0295

## 10. SUMMATION AND STRATEGIES.

This brief section of the study draws together the points raised earlier and will be released as a document in itself. Persons who have this condensed version of the study may gain access to the whole study either at the City Engineer's Department, Town Hall, Broadmeadows, or at the Glenroy Branch Library, Pascoe Vale Road, Glenroy.

### MAJOR FINDINGS:

The major, indeed, overriding, finding of the survey of the Somerton Ward of the City of Broadmeadows is that the area is beset with problems emanating as a direct result of lack of co-ordinated planning. This situation arises largely, but not solely, at a State Government Authority level.

The rapid, continuing population growth in the Ward is inspired by Housing Commission development with little thought being given to the social aspects of such development. Consequently, a large shortfall in community facilities is experienced, by the new settlers in the estates. As the Commission has built further north in the area the problems have taken on a new dimension due to the lack of adequate public transport facilities, the major deficiency with the transport 'system' being the lack of an electrified rail line north of Broadmeadows, with stations near new and proposed estates.

Some of the noteworthy findings of the survey which caused Somerton to stand out from the average community are:



- . Large Population
- . Rapid Population Increase
- . Large Public Housing Development
- . Higher Construction Costs of Land
- . Relatively New Housing Stock
- . Higher Number of Occupants Per House
- . Large Numbers of persons in the 5-19 Age Group
- . High Number of Low Income Earners

From prior experience it could be postulated that some of these characteristics would tend to make Somerton a social problem-prone community. However, when they are coupled with the lack of overall co-ordinated planning in Somerton, social dislocation is a certainty. Indeed it says something for the human condition that the actual situation is not worse.

An unfortunate upshot of the prevailing situation is that there tends to be a 'popular negative-stereotyping' of Broadmeadows and its citizens. This phenomenon finds its expression in the tendency to over-exaggerate the reality. The incidence of juvenile delinquency in the City is cited as a case in point.

#### THE SOLUTION?

It would be pointless to merely carp about the problems experienced in Broadmeadows without offering a positive means by which they might be overcome. However, before setting out the means of a possible solution a selected example is offered to illustrate one of the types of problems existing in the area.

As the table shows, the number of persons in Somerton between the ages of 5 and 19 are relatively very high. This factor calls forth an urgent need for the provision of specialised facilities such as schools, recreational outlets and the like.



A TOTAL PLANNING CONCEPT FOR PUBLIC HOUSING  
DEVELOPMENT IN THE CITY OF BROADMEADOWS:

As the data generated by the survey was being discussed it became patently clear that specific problems when raised, proceeded to a dead-end, due to the lack of total planning responsibility of any single organisation. It was this factor which prompted the Broadmeadows Welfare Advisory Committee to put the following proposal to the State Minister for Housing, Mr Dickie in May, 1975 -

'We would suggest that a suitable means of resolving this problem (lack of co-ordination planning) would be provided, by setting up a Standing Committee, of senior representatives of State Authorities involved in providing services for new estates. Further, to provide local knowledge to the committee and feedback to the Community, that a Councillor, the City Engineer, Town Planner and Social Planner from the Broadmeadows City Council and some representatives from local groups be added to this committee. At least this would provide a formal structure whereby the achievement of our objectives, which we trust are shared by yourself, may be facilitated. As the City of Broadmeadows is by far the largest metropolitan Housing Commission estate, representing 19.5% of all metropolitan houses built up to June 1974, it provides an excellent area in which to carry out the co-operative planning scheme outlined.'

The Minister for Housing, Mr Dickie, has replied in late October stating that -

'It has not been possible, to date, for the Director of Housing to bring this matter to the attention of the State Planning Council. As you no doubt realise from recent press statements, the membership and organisation of that Council has been under consideration and detailed review.'

As soon as the new organisation is established, the Director will be able to have the various departments concerned discuss this question and obtain from them an opinion as to whether this type of development committee should be set up. Such deliberation could also cover the matter of resident and local Government representation.'

The matter was also raised in Parliament on 9th September, 1975 when the local M.L.A., Mr Wilton, asked the Minister for Housing -



05/wl-0285

'Whether the Minister will consider seeking the establishment of an inter-departmental committee, as requested by the Broadmeadows Welfare Advisory Committee, to ensure integrated orderly planning of public housing estates by the simultaneous provision of public transport, schools, child care centres, and recreation facilities, respectively, when each housing project commences in Broadmeadows? '

The reply was that -

'Should the State Planning Council consider it desirable to set up an inter-departmental committee to ensure integrated and orderly planning of facilities in the Broadmeadows area, the Minister for Housing will undoubtedly arrange representation on that committee. By way of explanation, I would point out that the State Planning Council is the organisation charged by Act of Parliament with the co-ordination of development and that council has already arranged for the setting up of inter-departmental committees at Wodonga and Geelong.

The planning of such facilities can be initiated by the State Government but the provision of facilities involves Commonwealth, State, Local Government, and local community activities, and as such, it is not necessarily practicable for all the facilities to be provided concurrently with the development of any specific section of an estate. '

(Hansard 9 September, 1975, Question 1401, p.6399).

The setting up of a Planning Authority, with representatives from Federal and State Government Authorities, Broadmeadows Council and members of the community to effect the orderly planning of public housing estates in the City of Broadmeadows, is critical, as the study has illustrated. The Victorian Housing Commission has repeatedly stated publicly that it does not see itself fulfilling this role. Consequently the need for the Planning Authority is most urgent to avoid future haphazard planning of public housing in Broadmeadows.

Professor Brennan who has studied in depth a public housing estate in N.S.W., notes -

'If a major effect of public housing is to rezone the poor then positive discrimination in favour of the New Zones is needed to avoid worsening their situation.' 20

425



The proposal for the setting up of the Planning Authority has received the full support of the Broadmeadows City Council and now awaits a decision by the State Government. Hopefully, with the recent revamping of the State Planning Council a Planning Authority for public housing development in the City of Broadmeadows will be set up in the near future. The establishment of the Planning Authority is not forwarded as a panacea for the problems of the City, nor will it necessarily achieve Professor Brennan's contention, it is however a move in the direction of offering the people of Somerton a chance of at least having an equal opportunity.

Graham Lacey  
Social Planner  
City of Broadmeadows.

20 December 1975



## NOTES.

- (1) Some of the more useful survey results are listed in the Bibliography.
- (2) These surveys were administered to youths between 15 and 19 years of age who had left school at Form 4 or below, and to a randomly selected group of mothers of children aged 4 and under.
- (3) The original data was broken down on a neighbourhood zonal basis. Requests for access to these data should be made to: Graham Lacey, Social Planner, City of Broadmeadows.
- (4) Enumerative household data obtained in the survey can be extrapolated from sample population size as has been done in this case.

As the survey took a 10% sample, the first step in the process was to multiply sample result x 10.

However, as the response rate was 81.25% exactly to simply take the above step would have been insufficient. Consequently the following formula was used to seek precision and ease of computation.

$$\frac{\text{household sample data} \times 100,000}{8125}$$

The resultant statistics are a good guide rather than an accurate picture.

The sample data used for this table was - 'Age of Dwelling'

- (5) All references to MSD figures are those taken at the 1971 Census.
- (6) Included were bedrooms, kitchen, lounge room, dining-room, study or bungalows used for this purpose. Excluded were bathroom, toilet and laundry.
- (7) Jamrozik, Adam. 'Issues of Social Policy and Social Planning, 'Social Security Quarterly, Autumn 1975, p.27., Ruskin Press.



- ( 8) The word bureaucracy when used to describe the Housing Commission is not meant to convey the popular negative sense of the word. It is used to describe the Commission as a large scale public organisation, with an attendant inflexibility towards positive change.
- ( 9) Hansard, 9 September 1975, Question, 1401, p.6399.
- (10) 'First Class Family Homes,' Housing Commission News, Vol.7, No.1, March 1975. p.3.
- (11) 'Clusters Will Give New Life,' The Age, 28 May 1975.
- (12) Quoted in 'Minister Opens Meadow Fair', Housing Commission News, Vol.6, No.4, December, 1974. p.3.
- (13) In the Multiple income households 55 income recipients who are included here as refusals answered the question on income but other members of the family did not. Consequently these 55 people are deleted from Tables 6.4, 6.6 and 6.7 but are included in Table 6.8.
- (14) A Case For the Development of a Community Hospital For Broadmeadows, City of Broadmeadows and Broadmeadows Hospital Society, 1975.
- (15) Ibid, p.6
- (16) Challinger, D., The Juvenile Offender in Victoria, Criminology Department, University of Melbourne, 1974.
- (17) Ibid, p.27
- (18) Ibid, p.p. 31-32
- (19) Erikson, K, 'Notes on the Sociology of Deviance', in Becker, H.S., The Other Side, The Free Press, New York, 1967. p.12.
- (20) Brennan, T., 'Rezoning the Poor', Aust. Journal of Social Issues, Vol.9, No.2, 1974.



051w/0285

## BIBLIOGRAPHY

- Blair, T.L., The International Urban Crisis, Paladin, St Albans, 1974.
- Brennan, T., New Community Problems and Policies, Angus and Robertson, Sydney, 1972.
- Bryson, L. and Thompson, F., An Australian Newtown, Penguin, Ringwood, 1972.
- Burnley, I.H., Urbanization in Australia, University Press, Cambridge, 1974.
- Challinger, D., The Juvenile Offender in Victoria, Criminology Department, University of Melbourne, 1974.
- Consultation Planning Survey Service, Broadmeadows Town Centre Study Report, Melbourne, 1975.
- Hamilton-Smith, E. and Balmer, C., Broadmeadows a Growing City, Melbourne 1972.
- Harvey, D., Social Justice and the City, Arnold, London, 1973.
- Jamrozik, Adam. 'Issues of Social Policy and Social Planning', Social Security Quarterly, Autumn 1975, p.27., Ruskin Press.
- Jones, M.A., Housing and Poverty in Australia, M.U.P. Melbourne, 1972.
- Marris, P. and Rein, M. Dilemmas of Social Reform, Penguin, Ringwood, 1974.
- Pahl, R.E.(ed) Readings in Urban Sociology, Pergamon Press, Oxford, 1968.
- Patmore, J.A., Land and Leisure, Penguin, Ringwood, 1972.
- Piven, F.P. and Cloward, R.A., Regulating the Poor, Vintage, New York, 1972.
- Sandercock, L., Cities for Sale, M.U.P. Melbourne, 1975
- 4215



Taylor, N., The Village in the City, Temple Smith,  
London, 1973.

A Case for the Development of a Community Hospital  
for Broadmeadows, City of Broadmeadows and Broadmeadows  
Hospital Society, 1975.

Hansard, various editions.

Housing Commission News, various editions.

Victorian Year Book 1975, Australian Bureau of Statistics,  
Melbourne, 1975.



051w1-026

APPENDIX A

SURVEY SCHEDULE



PART 1- BACKGROUND HOUSEHOLD INFORMATION (TO BE COMPLETED BY INTERVIEWER)

1. HOUSEHOLD NUMBER

2. ZONE NUMBER

3. TYPE OF DWELLING: HOUSE.....1

FLAT.....2

BUNGALOW.....3

OTHER (SPECIFY).....4.....

4. DWELLING BUILDING MATERIAL: WEATHERBOARD.....1

BRICK.....2

CONCRETE.....3

FIBROCEMENT.....4

OTHER (SPECIFY).....5.....

5. KILOMETERS FROM NEAREST EXISTING STATION (CODE TO NEAREST QUARTER)

6. NAME STATION: JACANA.....1

DALLAS.....5

BROADMEADOWS.....2

COOLAROO.....6

UPFIELD.....3

GLENROY.....8

GOWRIE.....4

7. KILOMETERS FROM THE NEAREST PROPOSED STATION IF NEARER THAN EXISTING ONE  
(CODE AS IN 5.)

PART 2- BACKGROUND HOUSEHOLD INFORMATION (TO BE ELICITED FROM RESPONDENT)

8. AGE OF DWELLING (CODE YEARS)

9. NUMBER OF ROOMS (CODE NUMBER)

10. WHAT ARE YOUR NORMAL LIVING ARRANGEMENTS?

OWN OR BUYING DWELLING (PRIVATE) .....1

OWN OR BUYING DWELLING (HCV).....2

RENTING DWELLING (PRIVATE).....3

RENTING DWELLING (HCV).....4

OTHER (SPECIFY).....5.....

11. WHAT IS YOUR WEEKLY COMMITMENT FOR ACCOMODATION?

(CODE TO NEAREST \$)

12. WHAT IS THE TOTAL WEEKLY COMMITMENT TO HIRE PURCHASE IF ANY, OF THE HOUSEHOLD?

(CODE AMOUNT TO NEAREST \$)

13. ARE MEMBERS OF THE HOUSEHOLD COVERED BY HOSPITAL AND MEDICAL INSURANCE?

YES..1 NO..2

1-3

4-5

6

7

8-9

10

11-12

13-14

15

16

17-18

19-20

21



05(w)-0299

14. IF YES, HOW MUCH DOES THIS COST PER WEEK?

(CODE AMOUNT TO NEAREST \$)

15. HOW MANY TIMES A YEAR WOULD MEMBERS OF YOUR FAMILY ATTEND A DOCTOR?

16. HOW MANY TIMES A YEAR WOULD MEMBERS OF YOUR FAMILY ATTEND A HOSPITAL?

SPECIFY HOSPITALS.....

17. HOW MANY CARS, IF ANY, ARE THERE IN THE FAMILY? (CODE NUMBER)

18. HOW MANY PEOPLE USUALLY RESIDE IN THE HOUSEHOLD (CODE NUMBER)

PART 3- BACKGROUND INFORMATION - ALL MEMBERS OF HOUSEHOLD.

19. PERSON NUMBER:

20. SEX: MALE...1 FEMALE...2

21. AGE: (YEARS)      0-4.....01      25-29.....06      50-54.....11  
                             5-9.....02      30-34.....07      55-59.....12  
                             10-14.....03      35-39.....08      60-64.....13  
                             15-19.....04      40-44.....09      65 OVER....14  
                             20-24.....05      45-49.....10

22. MARITAL STATUS:      NEVER MARRIED.....1  
                                     MARRIED (INC DE FACTO).....2  
                                     WIDOWED.....3  
                                     SEPERATED.....4  
                                     DIVORCED.....5

23. USUAL OCCUPATION (FOR ALL PERSONS 15 YEARS AND OVER).  
PROFESSIONAL.....1      UNSKILLED.....6  
PROPRIETOR OR MANAGER.....2      HOME DUTIES.....7  
OFFICE OR SALES WORKER.....3      PENSIONER.....8  
SKILLED WORKER (TRADESMAN)....4      STUDENT (FULL TIME).....9  
SEMI-SKILLED.....5      SPECIFY JOB.....

|       |
|-------|
| 28    |
| 29-30 |
| 31-32 |
| 33    |
| 34-35 |
| 36    |
| 37    |
| 38-39 |
| 40    |
| 41    |

1215



24. ARE ANY OF THE ABOVE CURRENTLY IN PAID EMPLOYMENT YES...1 NO...2

25. INCOME (PER WEEK. GROSS)

|              |                |                |                 |
|--------------|----------------|----------------|-----------------|
| 0-4.....01   | 55-59.....12   | 110-114.....23 | 165-169.....34  |
| 5-9.....02   | 60-64.....13   | 115-119.....24 | 170-174.....35  |
| 10-14.....03 | 65-69.....14   | 120-124.....25 | 175-179.....36  |
| 15-19.....04 | 70-74.....15   | 125-129.....26 | 180-184.....37  |
| 20-24.....05 | 75-79.....16   | 130-134.....27 | 185-189.....38  |
| 25-29.....06 | 80-84.....17   | 135-139.....28 | 190-194.....39  |
| 30-34.....07 | 85-89.....18   | 140-144.....29 | 195-199.....40  |
| 35-39.....08 | 90-94.....19   | 145-149.....30 | 200-204.....41  |
| 40-44.....09 | 95-99.....20   | 150-154.....31 | 205 plus.....42 |
| 45-49.....10 | 100-104.....21 | 155-159.....32 | No Response..43 |
| 50-54.....11 | 105-109.....22 | 160-164.....33 |                 |

26. EDUCATIONAL STANDARD OF PERSONS WHO HAVE COMPLETED THEIR FORMAL EDUCATION. AT WHAT LEVEL COMPLETED?

|                 |                   |                     |
|-----------------|-------------------|---------------------|
| PRIMARY.....1   | FORM 5.....4      | TERTIARY.....7      |
| FORMS 1-3.....2 | FORM 6.....5      | POST GRADUATE.....8 |
| FORM 4.....3    | TERTIARY (PART) 6 |                     |

27. LEVEL OF STUDY OF PERSONS CURRENTLY ENGAGED IN STUDYING (FORMAL EDUCATION)  
PRE SCHOOL - KINDERGARTEN.....01 SPECIAL SCHOOL.....23

PRIMARY YEAR

|    |    |    |    |    |    |    |
|----|----|----|----|----|----|----|
| 1  | 2  | 3  | 4  | 5  | 6  | 7  |
| 02 | 03 | 04 | 05 | 06 | 07 | 08 |

SECONDARY  
YEAR

|    |    |    |    |    |    |    |
|----|----|----|----|----|----|----|
| 1  | 2  | 3  | 4  | 5  | 6  | 7  |
| 09 | 10 | 11 | 12 | 13 | 14 | 15 |

TERTIARY  
YEAR

|    |    |    |    |    |    |    |
|----|----|----|----|----|----|----|
| 1  | 2  | 3  | 4  | 5  | 6  | 7  |
| 16 | 17 | 18 | 19 | 20 | 21 | 22 |

22

23-24

25

26-27



28. IN WHICH COUNTRY WERE YOU BORN?

|                      |                       |
|----------------------|-----------------------|
| AUSTRALIA.....1      | YUGOSLAVIA.....5      |
| UNITED KINGDOM.....2 | TURKEY.....6          |
| GREECE.....3         | MALTA.....7           |
| ITALY.....4          | OTHER (SPECIFY)8..... |

29. IF BORN OUTSIDE OF AUSTRALIA, WHEN DID YOU ARRIVE TO SETTLE?  
(CODE YEARS SINCE ARRIVAL)

TO BE COMPLETED BY INTERVIEWER:

30. LENGTH OF INTERVIEW (MINUTES)

31. MAIN SOURCE OF INFORMATION. HUSBAND....1 WIFE....2 OTHER....3

### 32. ABILITY OF RESPONDENT TO UNDERSTAND QUESTIONS.

GOOD....1      FAIR....2      DIFFICULT....3

### 33. RESPONDENTS REACTION TO REQUEST FOR INFORMATION

ENTHUSIASTIC.....1

QUIETLY INTERESTED.....2

PASSIVE.....3

HOSTILE.....4

42

43-44

45-46

47

48

49



APPENDIX B

LETTER SENT TO PROSPECTIVE RESPONDENTS

As you may have seen in the Birmingham Post-Herald, Birmingham  
City Council has recently passed a resolution to conduct a  
social survey of the Birmingham area. It is intended to study the  
living conditions of the people in the area and to determine the  
needs of the people in the area. The survey will be conducted by  
the Birmingham City Council and the Birmingham Post-Herald.  
It is proposed to use this confidential information to determine  
the needs of the people in the area and to determine the  
needs of the people in the area. The survey will be conducted by  
the Birmingham City Council and the Birmingham Post-Herald.  
Your Council has been selected to participate in the survey  
and your cooperation will be appreciated.  
In carrying out this survey, the Birmingham City Council will  
be calling on you for your time and effort.  
To ensure that the information given is kept strictly confidential,  
please use the code of your area as your official identification  
which will be signed by you.

Yours faithfully,  
*Richard J. [Signature]*  
Social Survey  
Birmingham City Council

Please return this form to the Birmingham City Council  
at the following address:



05/11-0285

CITY OF



BROADMEADOWS

TOWN HALL,

BROADMEADOWS

Dear Sir/Madam

As you may have read in the Broadmeadows Observer, Broadmeadows City Council was recently granted a sum of money to conduct a social survey of the Somerton Ward. It is intended to carry out a sample survey of one in every ten households. The idea behind the survey is to establish general characteristics of people living in the area, such as, age, sex, occupation and income.

It is proposed to use this confidential information to establish a case to Federal and State Authorities to provide finance for necessary facilities, such as, pre school facilities, recreation, transport, health and education.

Your household has been selected to participate in the survey and your co-operation will be appreciated.

An accredited representative from the Broadmeadows Council will be calling to see you within the next month.

To ensure that the information given is kept strictly confidential please ask the caller to show you his or her official credentials which will be signed by myself.

Thank you in anticipation.

Yours Faithfully,

*Graham Lacey*

Graham Lacey  
Social Planner.

Should you require further information please contact  
Glenys Jowett  
3092311.

425



251  
CITY OF BROADMEADOWS  
APPENDIX C

INTERVIEWER'S HANDBOOK

*[Faint signature]*  
[Faint text]



# CITY OF BROADMEADOWS

ADDRESS ANY REPLY TO THIS LETTER  
TO THE CITY ENGINEER

## CITY ENGINEER'S DEPARTMENT

Municipal Offices,  
Broadmeadows, 3047

TELEPHONE 309 2311

REF.....

TELEPHONE ENQUIRIES TO

MR. Lacey.....

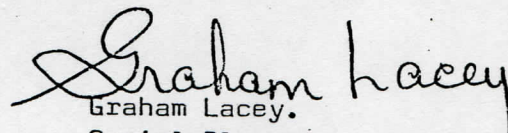
27th May, 1975

### TO THE HOUSEHOLDER

The bearer whose signature appears below is an authorised interviewer working for Broadmeadows City Council.

Any information received is strictly confidential and will not be used other than for establishing the general characteristics of the Somerton Ward.

Yours faithfully,

  
Graham Lacey.  
Social Planner.

.....Interviewer.

09/11/0285

4345