Plan Melbourne 2015 Review

Report by the Ministerial Advisory Committee

June 2015
Planning and Environment Act 1987

Report pursuant to Part 7, Section 151 of the Act
Plan Melbourne 2015 Review

June 2015

Professor Roz Hansen, Chair
Ms Chris Gallagher, Member

Mr Brian Haratsis, Member
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Mr Tony Nicholson, Member
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<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>BNFC</td>
<td>Building New Communities Fund</td>
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<tr>
<td>CBD</td>
<td>Central Business District</td>
</tr>
<tr>
<td>DEWLP</td>
<td>Department of Environment, Water, Land and Planning</td>
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<tr>
<td>DCP</td>
<td>Development Contribution Plan</td>
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<tr>
<td>FSR</td>
<td>Floor Space Ratio</td>
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<tr>
<td>GAIC</td>
<td>Growth Areas Infrastructure Contribution</td>
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<tr>
<td>GAPTF</td>
<td>Growth Areas Public Transport Fund</td>
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<td>MAC</td>
<td>Ministerial Advisory Committee for Plan Melbourne</td>
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<tr>
<td>MAC 2013</td>
<td>Ministerial Advisory Committee August 2013 Report</td>
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<tr>
<td>MMBW</td>
<td>Melbourne Metropolitan Board of Works</td>
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<tr>
<td>MPA</td>
<td>Metropolitan Planning Authority</td>
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<tr>
<td>NEIC</td>
<td>National Employment and Innovation Cluster</td>
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<td>PM Refresh</td>
<td>Plan Melbourne Refresh</td>
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<tr>
<td>PM Draft 2013</td>
<td>Plan Melbourne October 2013 (Exhibited draft document)</td>
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<td>PM 2014</td>
<td>Plan Melbourne May 2014 (Approved document)</td>
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<tr>
<td>PSP</td>
<td>Precinct Structure Plan</td>
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<tr>
<td>SPPF</td>
<td>State Planning Policy Framework</td>
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<tr>
<td>TOD</td>
<td>Transit Oriented Development</td>
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<tr>
<td>UGB</td>
<td>Urban Growth Boundary</td>
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<tr>
<td>VAHF</td>
<td>Victorian Affordable Housing Fund</td>
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<tr>
<td>VPA</td>
<td>Victorian Planning Authority</td>
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<td>VPP</td>
<td>Victoria Planning Provisions</td>
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EXECUTIVE SUMMARY

Much of the high level policy content in Plan Melbourne 2014 (PM 2014) has bipartisan support. There is not an appetite from most submitters to the October 2013 draft of Plan Melbourne for wholesale change of the document, but there is a clear desire for strengthening of the Plan consistent with the TOR provided to the Plan Melbourne 2015 Ministerial Advisory Committee.

The recommendations in this report highlight changes which need to be made to secure a long term and durable strategy. They follow the chapter order in PM 2014 and are spelt out in full in Part C of this report. The focus has been on the planning horizon to 2051, but in some instances some shorter term actions are also recommended.

Delivering Jobs and Investment

The general land use directions set out in PM 2014 are similar to those in MAC 2013. However, apart from the changes which will need to be made to reflect changed transport priorities, there are some key changes that should be made as follows:

- deletion of the unhelpful characterisation of the city’s 2050 economic structure as an Integrated Economic Triangle;
- an increased focus on innovation as key to Melbourne’s employment growth, particularly thorough clarification of the role of nationally significant knowledge-based employment nodes (National Employment and Innovation Clusters) in the polycentric city model, and recommendations for their geographic scoping, governance requirements and tailor made planning scheme requirements;
- designation of strategic transport corridors that are suited for transit oriented development (i.e. major radial and trunk public corridors that connect clusters, join clusters to the central city, join clusters to growth corridors or are already showing strong characteristics of transit oriented development); and
- embedding the expanded Central City, NEICs, Metropolitan Activity Centres, strategic transit corridors and the City of 20 minute neighbourhoods as the key spatial foundations for PM 2104.

Housing Choice and Affordability

Melbourne is facing difficult issues in terms of housing choice and affordability. With an anticipated population of almost 8 million people by 2051, the demand for more housing will be significant. PM 2014 places a high reliance on increasing housing supply, with the new residential zones as the mechanism for more housing diversity. This will not deliver a wider range of housing types at prices people can afford to buy or rent; a greater diversity in housing stock to cater for different ages, lifestyles and socio-economic groups; or encourage more housing close to where the jobs and services are located.

To address these deficiencies the following is recommended:

- a permanent Metropolitan Urban Boundary for Melbourne;
- adoption of a 70/30 where 70% of all new housing since 2015 will be accommodated within the established urban areas of Melbourne and the remaining 30% in the urban growth areas;
- housing targets or goals for each of the five subregions (including dwelling numbers, housing types, social housing and affordable housing);
• new planning provisions, such as inclusionary zoning and/or floor space ratio bonuses, to ensure that housing is well-designed and provides housing which is affordable; adoption of a code assess approach to medium density housing to speed up development approvals;
• identification of urban renewal areas throughout the existing suburbs as well as the expanded Central City;
• more intense mixed use development (including housing) within the National Employment and Innovation Clusters, around key railways stations and activity centres and along strategic transit corridors;
• various incentives, and mandated requirements in some instances, in the planning system to provide more social and affordable housing close to jobs and services;
• redevelopment of greyfield areas;
• a staged and sequenced release of land and community service delivery in the urban growth areas to ensure that basic community services (including public transport) are provided in a timely manner;
• ensure that the review of the Precinct Structure Plan Guidelines gives a high priority to greater housing diversity, more mixed use development and increased density in the order of 25 dwellings per net hectare for residential land; and
• a fair and equitable funding approach to the timely delivery of community infrastructure.

Advice is also provided about a range of possible whole-of-government initiatives including innovative housing delivery models, strategic regeneration of public housing estates and use of new technologies and innovation in the construction of new housing.

All of the elements of a new approach should be drawn together in a Housing Strategy and Housing Plan for Melbourne.

A More Connected Melbourne

The main role of the transport investment and related initiatives set out in PM 2014’s chapter, A More Connected Melbourne, should be to support delivery of the intended land use development directions for the city. PM 2014 is primarily about delivering a polycentric city and complementary series of 20-minute neighbourhoods. While there is considerable commonality between the transport directions, initiatives and actions in PM 2014 and those in MAC 2013, PM 2014 falls short in terms of the way its transport proposals support development of the polycentric model and a city of 20-minute neighbourhoods.

Recognising decisions already taken by Government, the degree of land use transport integration achieved by PM 2014 can be considerably enhanced, particularly by:

• adding initiatives to improve operation of on-road public transport in the central and inner urban areas;
• an increased focus on improving accessibility of the middle and outer suburbs, including the NEICs, which are crucial for a polycentric Melbourne;
• improvements to support circumferential movement of public transport, particularly SmartBus (supporting urban infill);
• arterial road upgrades to support movement across Melbourne’s middle and outer suburbs more broadly (while seeking to limit traffic generation); and
• provision of improved local transport options in outer areas, to support delivery of the city of 20-minute neighbourhoods.
Both long term options and actions which could be undertaken in the next decade are included.

Initiatives at the local level to support delivery of a city of 20-minute neighbourhoods are recommended for transfer to the Liveable Communities and Neighbourhoods chapter.

As highlighted recently by Infrastructure Australia, infrastructure funding is a critical barrier. Improved transport pricing, including congestion pricing, should be considered to both ease congestion pressures and generate funds for service improvements, noting that this would require extensive community consultation.

**Liveable Communities and Neighbourhoods**

MAC 2013 included a chapter on ‘Neighbourhoods’ and a chapter on ‘Place and Identity’. PM 2014 merged the chapters and, in so doing, did not include several important components of neighbourhood planning and the concept of a city of 20-minute neighbourhoods. Neighbourhoods are the fundamental building block for creating healthy, socially inclusive and sustainable communities.

The following are key changes proposed for this chapter:

- renaming of the chapter and a new objective;
- identifying the main elements of neighbourhoods;
- addressing the key ingredients of the 20-minute neighbourhood (mixed use, varying densities, connected pedestrian and cycle paths and frequent, reliable and convenient public transport access to jobs and services);
- developing a transport hierarchy that makes neighbourhoods pedestrian and cycle friendly;
- implementing healthy design guidelines (such as those developed by the National Heart Foundation) with relevant changes to the SPPF and PSP Guidelines;
- adopting a whole-of-government approach to the delivery of social infrastructure, especially in urban growth areas;
- developing a network of accessible high quality local open spaces at the neighbourhood level; and
- creating more opportunities for communities to green their neighbourhoods.

**Climate Change and Environment**

*Environmental Resilience* formed one of the five strategic planning principle of what we wanted to achieve in Plan Melbourne. However PM 2014 reduced the importance of making Melbourne resilient to changes in climate and from major weather events. The directions and initiatives fail to integrate into the broad strategic actions needed across our city. The warnings of the forecast impacts of sea level rise, increase bushfire risk and the heat island effects will have on liveability, our vital infrastructure and habitats within a city heading for over 8 million persons were not identified as requiring specific actions. This downgrading of the importance of preparing the city for the consequences of climate change was identified in many submissions to PM 2013. Similarly, the absence of specific actions to support PM 2014 Direction 5.7 *Reduce energy consumption and transition to clean energy* was identified by many.

Common positions within MAC 2013 and PM 2014 included support for the protection of our waterways and coastal environments, protection of high-quality agricultural lands, implementation of integrated water cycle management plans and protection of waste management facilities from
urban encroachment. However on some of these positions there was a reduction in supporting actions.

To address the missing elements the following is recommended:

- Alter the chapter heading to *Climate Change and the Environment* as a clear sign that these elements are core within the strategy;
- Recognise the urban heat island effect on major cities by implementation of a greening program for buildings, roads and open space to ‘cool’ our city;
- Ensure that our new infrastructure is future-proofed by developing and applying an ‘infrastructure resilience assessment test’ to proposals for new capital works;
- Implementation of a bio-diversity strategy across Melbourne growth and urban areas;
- Introduce an planning scheme overlay to protect long term agricultural production areas within the metropolitan area (and the peri-urban areas);
- Increase urban water retention and re-use by requiring large buildings to incorporate stormwater retention and re-use systems;
- Update stormwater and urban flood management plans based on the forecast higher frequency of storm events and given the increase in hard surfaces across the urban areas;
- As part of a whole of government policy, investigate opportunities for renewable energy initiatives and for local generation of electricity in precincts, growth areas and for larger scale strategic sites;
- Adopt best practice energy rating and building design standards for new buildings; and
- Increase actions which reduce our waste output and gain value from waste.

**Place and Identity**

MAC 2013 contained a stand-alone chapter called *Place and Identity* in recognition of Melbourne's distinctiveness. It covered:

- Place making for a better Melbourne
- Melbourne as our nation's sporting and cultural capital
- Melbourne as a design capital
- Protecting Melbourne's heritage and physical environment
- Melbourne as a green city.

In PM 2014 much of that content is in the Liveable Communities and Neighbourhoods chapter and some has disappeared. To disaggregate the content in this way is to misunderstand its over-riding significance. Place and Identity is not just about neighbourhood planning, but also applies to big and small infrastructure and commercial precincts. Reinforcing our sense of place and identity is at the heart of what should happen in implementing all of the other initiatives in Plan Melbourne.

This was an important chapter. The intended signal about being a creative and confident city, and of giving a distinctive Melbourne 'signature' to all that we do, has been lost. The reinstatement of the *Place and Identity* chapter is recommended (with modifications proposed to clarify or extend some of the initiatives).

It is also recommended that a new Direction - *Our Best Asset - Our People* - be added to the chapter to underline the importance of community input to planning.
A State of Cities

The content of this chapter is about more than cities. It, for example, includes the important peri-urban areas. It should be re-titled A State of Cities and Regions.

PM 2014 aligns fairly closely with MAC 2013 in this chapter, but the following are the key recommended changes:

- transfer of the initiative to fix a permanent growth boundary to the Housing chapter;
- reinstatement of the nomination of Geelong as Victoria's second city (and the associated proposals for its accelerated growth);
- establishment of criteria for nominating any further towns in the peri-urban areas as having 'growth potential'; and
- rejection of the proposal to review whether any areas ('such as parts of the Mornington Peninsula') should cease to be considered as part of metropolitan Melbourne.

It is also recommended that the regional growth plans be checked (work which is beyond the scope of this MAC) to ensure that they are robust, forward looking and durable. Among other things, it is critical that they address the future of regional cities and smaller settlements (particularly in the peri-urban areas) and that they include initiatives directed at delivering on a State of Cities.

Implementation

Many submitters expressed concern that a strategy plan for Melbourne will fail unless there is a strong commitment to a well-articulated implementation plan. The main proposals are:

- retention of the Metropolitan Planning Authority (MPA) as Melbourne’s regional planning authority;
- a strengthened role for each of Melbourne’s five subregions, including representation on the MPA board and a requirement to, with the MPA, prepare subregional strategies and advise the MPA on the best use of the Growth Areas Infrastructure Contribution in their subregion (where relevant);¹
- exploration of new ways to fund a significant backlog of community infrastructure and future infrastructure requirements through both available planning system mechanisms (such as value capture and the wider application of Development Contribution Plans) and broader beneficiary pays techniques (such as a low rate Metropolitan Improvement Levy);
- preparation of a costed 10 year Implementation Plan; and
- monitoring and reporting on implementation progress through a small number of key performance indicators (yet to be developed) and four year progress reporting to Parliament.

Other matters

Plan Melbourne Refresh (PM Refresh) should be a document which is readily understood by users. Importantly, it will have a particular statutory status as a planning document and ensuring that it is unambiguous and readily applied by its professional users is a primary consideration. It must, however, also make sense to non-experts in planning who will be interested in the future of the city, so it must be a clear, crisp document. Some poorly drafted maps, extraneous maps and graphics, irrelevant case studies and the like which are in PM 2014 are also recommended for deletion.

¹ Note that MAC member B. Haratsis does not agree that the Board composition of the MPA should be changed.
1 INTRODUCTION

1.1 PLAN MELBOURNE 2015 MINISTERIAL ADVISORY COMMITTEE

On 25 March 2015 the Minister for Planning, the Hon. Richard Wynne MP, appointed the Plan Melbourne 2015 Ministerial Advisory Committee (referred to in this report as MAC) under Part 7, Section 151 of the Planning and Environment Act 1987. The MAC members appointed by the Minister are the same members appointed by the former State Government in May 2012 to assist in the preparation of Plan Melbourne. The members are:

- Professor Roz Hansen - Chairperson
- Ms Chris Gallagher
- Mr Brian Haratsis
- Mr Bernard McNamara
- Mr Tony Nicholson
- Professor John Stanley

The purpose of the Plan Melbourne 2015 MAC is set out in its Terms of Reference (TOR). See Appendix 1. As stated in the TOR:

The purpose of the Committee is to provide advice to the Minister for Planning to inform the development of the Plan Melbourne refresh, which is being undertaken by the Department of Environment, Land, Water and Planning.

The Minister for Planning has determined that Plan Melbourne 2014 (the current approved strategy plan for metropolitan Melbourne and referred to in this report as PM 2014) requires a refresh and that the MAC should advise him accordingly, having regard to the following source materials:

- the work the MAC undertook in 2012-2013 which culminated in the MAC 2013 report (referred to in this report as MAC 2013) on Plan Melbourne;
- the matters raised in the extensive consultation undertaken by the MAC prior to preparing its 2013 report;
- the content of the 450 submissions received to the draft Plan Melbourne October 2013 (referred to in this report as PM Draft 2013);
- the summary of submissions on draft Plan Melbourne October 2013 undertaken on behalf of the former DTPLI by Qdos Pty Ltd;
- Plan Melbourne 2014; and
- any other relevant matters.

Again, with reference to the TOR:

The Committee is to identify where the May 2014 version of Plan Melbourne significantly diverged from the 2013 consultation draft, particularly in relation to housing, climate change and energy efficiency. This will include advice on whether any of these divergences need to be addressed and give options for changes (cognisant of the Government’s broad policy supporting sustainable growth in metropolitan Melbourne).
1.2 PLAN MELBOURNE 2015 MAC REPORTS

The MAC is required to prepare two reports for the Minister for Planning. The first report, due by 19 June 2015, is to provide advice about any necessary revisions to the content of PM 2014. In particular, the Minister has asked for specific advice on policy options to address housing affordability, the impacts of climate change on our city’s development and opportunities to support energy efficient urban design. Options for implementation accompanied by initiatives and actions are to be provided in this first report.

The MAC is also required under its TOR to produce a second and later report to the Minister providing high-level advice on the revised draft Plan Melbourne document.

1.3 AREAS OF BIPARTISAN SUPPORT

DEWLP has provided the MAC with a list of the following core elements which have broad bipartisan consensus and should therefore carry through into Plan Melbourne Refresh (PM Refresh):

- A long term forward plan based on steady population growth
- Integration of transport, social and land use planning
- The polycentric city
- A state of cities
- A fixed urban growth boundary
- Protection of defined green wedges
- Better protection of the peri-urban area
- Protection of food production and agriculture in the green wedges
- Increased density around activity centres and transport corridors
- Residential zone to protect the “leaky green” heritage suburbs
- Better planning for new suburbs in the growth corridors
- Delivering infrastructure for new communities
- Greater density in new developments
- More affordable and diverse housing
- More jobs closer to where people live
- Specialist industry hubs and jobs precincts
- Greater priority for walking and cycling
- Protection of waterways and parklands
- The concept of a ‘20 minute’ city in defining neighbourhood
- The new Residential Zones (subject to more work on their implementation)
- The greater focus on development along rail lines.

1.4 ADDITIONAL INFORMATION SOUGHT BY THE MAC

Under the TOR the MAC is not required to carry out any further public notification or referral, given the past extensive consultation processes and the intended future consultation about PM Refresh. However, the MAC was free to consult further with relevant stakeholders if it deemed appropriate. In light of PM 2014 having been in place for approximately one year, the Metropolitan Planning Authority (MPA) now operating, and the specific issues raised by the Minister in the TOR, the MAC met with people knowledgeable about:
- housing affordability;
- climate change;
- energy efficiency;
- progress on planning for the National Employment and Innovation Clusters; and
- the application of Plan Melbourne by local government.

The MAC also had briefings from the following government agencies:

- Metropolitan Planning Authority;
- Department of Environment, Water, Land and Planning (DEWLP - about population forecasts, up-to-date information on the housing and employment sectors etc.);
- Department of Economic Development, Jobs, Transport and Resources (about transport issues); and
- Department of Premier and Cabinet (about the establishment of Infrastructure Victoria).

A list of the names of people and the organisations represented at these discussions with the MAC is attached as Appendix 2.

1.5 OUR APPROACH TO REVIEWING PM 2014

The observations and recommendations in this report are drawn from the many thoughtful submissions and our own professional expertise and experience. The approach taken has not been simply to fall back on the content of MAC 2013, but to also take into account the experience that a range of stakeholders has had in working with PM 2014 over the past 12 months, as well as the MAC members' own observations during that time. Additionally, recent innovations in other jurisdictions have been considered.

Detailed consideration has been given to the matters of housing, climate change and energy efficiency which are specifically cited in the MAC's TOR. Also consistent with the TOR, this report provides advice on other matters which should be addressed in the refresh of Plan Melbourne.

The advice and recommendations follow the chapter structure and sequence of PM 2014, but with the reinstatement of an important chapter titled Place and Identity drawn largely from the content of MAC 2013.

Observations and advice are also provided about sharpening the presentation of the Plan in order for it to function better as a working document to be used by a variety of stakeholders.

1.6 STRUCTURE OF THIS REPORT

This report is in three parts. They are:

PART A: OVERARCHING OBSERVATIONS

This part summarises some general shortcomings of PM 2014 which should be rectified in PM Refresh.
PART B: RECOMMENDED CHANGES TO PLAN MELBOURNE 2014

The second part of this report outlines recommended changes to PM 2014 and the rationale for the proposed changes.

Although MAC 2013 adopted a different chapter heading structure to PM 2014, the approach adopted in our review is based on the order of chapters in PM 2014 with the addition of a chapter titled Place and Identity.

For each chapter a table summarising the differences between the Directions, Initiatives and Actions in MAC 2013 and PM 2014 is provided in Appendix 3. It is helpful to refer to these tables when reading the chapters and recommendations of this report.

Advice about better presentation of the Plan is also included in this part of the report.

PART C: SUMMARY OF RECOMMENDATIONS

The final part of this report is a summary of recommendations for changes to PM 2014.
PART A:
OVERARCHING OBSERVATIONS
2 OVERARCHING OBSERVATIONS

2.1 INTRODUCTION

There is not an appetite from most submitters for wholesale change, but there is a clear desire for strengthening of the Plan consistent with the TOR provided to this Committee. There is also a clear and urgent desire for strengthened governance and funding arrangements. Without attention to these matters, implementation of the Plan will founder.

The commentary below highlights some overarching issues which warrant consideration in the preparation of PM Refresh. They are dealt with in more detail in the discussion about individual chapters in this report.

2.2 THE IMPORTANCE OF A LONG TERM AND DURABLE STRATEGY

A city’s long term land use plan, with associated plans for transport, other infrastructure and services, is the foundation for an integrated approach to achieving its long term goals and dealing with major challenges. International land use transport planning expert, Professor Robert Cervero from the University of California Berkeley, speaking in Sydney in March 2014, emphasised that the starting point in long term planning must be the identification of the kind of city the community wants:

... When we think about what we value of cities, it is the things that happen in places, the social and economic interactions, not the process of getting there ... If we really want successful land use/transport integration, we first have to have some fairly cogent, well-articulated vision of the kind of city we want. This requires honest discussions amongst all the constituents, all the stakeholders in a city, community or place, about the kinds of communities they want in which to live, work, shop, play and learn, etc. And then we need to put in place the right transport program to help deliver that outcome... This is what the best global cities, with the most sustainable transport sectors, get right. They first started out with a pretty good understanding of what they wanted to look like 20 to 30 years ago. This may change over time but honest dialogue allows flexible adaptation to ensure key outcomes are achieved. The transport focus is clearly on the long term urban futures.²

The major development directions embedded in a city’s long term land use plans should extend well beyond the tenure of particular governments and not change radically with each change in the government in power for the city. A stable investment environment, founded in a long term land use and transport plan that has bipartisan political support and strong community buy-in, is likely to best support the pursuit of a city’s vision and outcome goals. Many of the submissions to PM Draft 2013 and the MAC’s own earlier consultations with stakeholders explicitly reinforce this view.

2.3 OMISSION OF ORIGINAL 9 STRATEGIC PRINCIPLES AS AN ORGANISING FRAMEWORK

Through consultation, the MAC tested 9 strategic principles to guide Melbourne's long term land use and transport planning. Also tested was the vision for Melbourne to be a *global city of opportunity and choice*. There was support for this approach. Principles 1 to 5 identify what people most value about Melbourne. Principles 6 and 7 address the broad spatial framework at both the metropolitan and local levels. The last two principles, Principles 8 and 9, focus on what needs to be done to make the Strategy’s vision a reality.

The principles were:

- A distinctive Melbourne
- A globally connected competitive city
- Social and economic participation
- Strong and healthy communities
- Environmental resilience
- A polycentric city linked to the regional cities
- Living locally - a ‘20 minute city’
- Infrastructure and investment that supports balanced growth
- Leadership and partnerships

These were received positively. They have been down played in PM 2014, possibly because the sentiments behind some of them were not carried through into the final plan. For example, Melbourne’s distinctiveness is downplayed and the actions intended to tackle climate change are not provided to fully support the principle of environmental resilience.

2.4 POOR INTEGRATION OF LAND USE AND TRANSPORT PLANNING

PM 2014 sets down a new approach to the spatial structure of the city and that is not a contested issue. By way of example:

- it reflects the changing economic imperatives by singling out for special focus the National Employment and Innovation Clusters - where our higher education, health, research and associated enterprises at a range of scales are already collocated and have formed very productive synergistic relationships - from which innovation will drive growth (and these are now deliberately distinguished from concentrations of other types of employment); and

- at the other end of the scale, strong local neighbourhoods are now reinforced as the building blocks of a physically, healthy and socially inclusive city.

The task of all components of the transport system is to serve the movement of people and goods around and beyond the city in a way which supports the city’s intended spatial structure. Transport is a means to an end, and not an end in itself. While PM 2014 purports to be an integrated land use transport plan, many of the desired land use development directions in the Plan are not supported by transport infrastructure initiatives to enable their realisation. Some of the major transport projects in PM 2014 were simply imposed on the land use plan, rather than being used as mechanisms to help deliver the intended land use plan. There is nothing, for example, to specifically support the efficient functioning of the National Employment and Innovation Clusters or neighbourhoods.
2.5 THE CASE FOR CHANGE

The choices we face and the case for doing things differently - such as increasing densification of housing - are not always well articulated in PM 2014. The implication can be that 'business as usual' will carry us through the next 40 years. There is a compelling case for change as the city’s population heads toward 8 million, meaning that our city will be bigger than most European cities. We will have to take new approaches, and be able to explain why.

2.6 A VERY SHORT-TERM FOCUS ON IMPLEMENTATION

Many of the implementations actions in PM 2014 (and MAC 2013) were limited to the horizon of an immediate budget. These fall well short of what is really required to deliver a plan with a 40 year time horizon.
PART B:
RECOMMENDED CHANGES TO PLAN MELBOURNE 2014
3 INTRODUCTION TO PLAN MELBOURNE

3.1 BIG IDEAS AND INNOVATIVE APPROACHES

The Introduction chapter to a 40 year strategy for a major metropolitan area needs to immediately alert its citizens to think longer term and to invest in the future. It must articulate (and make the case for) a planning strategy that will affect the lives of its citizens for years to come. Implemented well, the strategy will guide the location of infrastructure, the health and well-being of it citizens and prepare the city for changes in climate, economic cycles and socio-demographic composition.

The Introduction in PM 2014 covers only some of these requirements. It fails to convey the essential reasons why 'business as usual' for Melbourne as a city would lead to failure.

Melbourne faces a changing economy with a population that is increasing, at present, by about 100,000 people per year. There are growing and emerging pressures, ranging from widening gaps between social and economic futures, an ageing demography, housing that is expensive and becoming less matched to our needs, and significant under-provision of infrastructure.

The recent report by Infrastructure Australia Australian Infrastructure Audit Report paints a concerning picture of the capacity of Australian cities to deal with the challenges of demand, resource shortages, infrastructure costs, tests of their resilience, and climate change. First among the actions that Infrastructure Australia considers necessary to improve is our infrastructure planning.

 Integrated infrastructure and land-use planning is essential if there is to be strategic decision-making at all levels of government.3

The Introduction chapter must also commence the discussion about how we will prepare our city for the future with additional ways to procure infrastructure and new ways to fund and finance it.

Long term strategies require that big ideas are introduced and promoted. Big ideas and innovative approaches will be necessary as Melbourne doubles it population, for its economy to provide jobs and be a good place to live. These will require land use and infrastructure changes that will drive the city and change the way we do things. The objective should be to open the reader to think longer term about the main ideas and themes and not focus on issues of process or short term topics which might serve current programmes.

Making Melbourne resilient to the forecast impacts of city-impacting climate change has become more apparent. It is the responsibility of governments to engage with citizens to lead the changes that will be required if Melbourne is to avoid damaging effects.

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3 Infrastructure Australia, Australian Infrastructure Audit Report, April 2015, pp.3
3.2 LONG TERM INTENTIONS AND SHORT TERM ACTIONS

Over a 40 year plan, it is imperative to develop long term, visionary plans and (as necessary) reserve transport corridors, areas for urban growth, green wedges, employment lands, or biodiversity areas, as the Plan dictates. This approach was followed for Melbourne in the MMBW 1954 Plan and its 1970s plans.

What will be required by 2050 needs to be identified now and set out in PM Refresh. The nomination of, say, a road or rail project on the plan does not carry with it an obligation to build it now or in the near future. However, its inclusion in the plan does set out an intention and a need to protect the option. In the case of land components, this may involve land purchase, as and when the opportunity or requirement arises. While events and technology might make changes necessary or beneficial, the long term visionary plan needs to be freed from the budgetary priorities and constraints of the government of the day.

The short term might extend over a ten year period, and involve various levels of project planning and delivery. It is really only in the short term where major capital expenditure needs to be committed.

3.3 MELBOURNE’S GROWING PRESSURES

There were some key omissions from PM 2014 in this section. Pressures that were either downplayed or omitted include the challenges of changing demographics, congestion, accessibility, the challenges we are creating with continuing low urban density and climate change. These challenges are widely known and were recurring themes in the MAC’s earlier consultation phases.

3.4 THE STRATEGIC PRINCIPLES

The essential building blocks for the strategy were developed in 2012 and set out in the Issues Paper - Melbourne, let’s talk about the future (October 2012) - prepared by the MAC.

Principles 1-5 set out the characteristics of the city we want.

Principles 6 and 7 identify a preferred spatial framework which locates jobs and services closer to where people live (the polycentric city) and promote the social and economic benefits of living locally (the 20-minute city).

Principles 8 and 9 speak to the ways we will build and manage our city.

These Principles were resoundingly endorsed in the submissions on the Discussion Paper and in discussions the MAC had with a wide cross section of stakeholders.

PM 2014 reduces the Principles to a list of headings, without any explanation about what they mean, and this significantly downplays their importance. Importantly, the word ‘healthy’ was deleted from Principle 4.
3.5 KEY CONCEPTS FOR PLANNING MELBOURNE’S FUTURE

3.5.1 Economic Triangle

PM 2014 commences this section with the concept of a new integrated economic triangle. This is an inaccurate characterisation for the preferred spatial framework for Melbourne and is discussed in the Delivering Jobs and Investment chapter.

3.5.2 Protecting the suburbs

The next key concept is Protecting the suburbs by delivering density in defined locations. This distorts the challenge faced by the city and is discussed in Chapter 5 of this report.

3.5.3 Delivering a pipeline of investment projects

The heading of this section was changed from Infrastructure Led Transformation in MAC 2013 and large sections of the text were removed. There is an important distinction between the purpose of this concept and the way it has been understood in PM 2014. A ‘pipeline’ of projects indicates more or less a continuous list of projects, but not necessarily a series of projects that have been selected specifically to support and deliver a preferred land use outcome. The use of infrastructure projects to transform a city is a critical part of city building.

3.5.4 City of 20-minute neighbourhoods

The concept of a city of 20-minute neighbourhoods as a way to measure convenient living has attracted widespread support and forms an important element of PM 2014. However, PM 2014 misunderstands this concept by referring to accessing jobs and services from home within a 20-minute trip. The concept is about walking, cycling and public transport access and less use of the car for local trips.

The text in PM 2014 also removed the references to a healthy city and the admission that there are presently a number of areas which would not achieve the 20-minute test. The whole of the text in MAC 2013 should be reinstated. This is discussed further in Chapter 6 of this report.

3.5.5 Housing choice and affordability

In MAC 2013 this concept was called Diversity and Choice and covered housing and mixed use developments. PM 2014 explains this concept as related solely to the supply of land, both in the growth areas and (under the plan) in urban renewal areas. The MAC 2013 concept was much broader. In addition to the quantity of land for housing, the other challenges are housing densities, dwelling types, location close to services and transport, and rental and purchase price. This is discussed further in Chapter 5 of this report.

3.5.6 Transitioning to a more sustainable city

This section in PM 2014 has omitted important references to greenhouse gas emissions, the urban heat island and the polycentric city. This is discussed further in Chapter 8 of this report.
3.6 ADDITIONAL MAC 2013 KEY CONCEPTS

Text about a Polycentric City and Place making and the importance of good design have been omitted from PM 2014.

The concept of a polycentric city is a fundamental component of both MAC 2013 and PM 2014 and is discussed in Chapter 4 of this report.

Place making is intrinsic to Melbourne’s distinctiveness and liveability and is discussed in Chapter 9 of this report.

3.7 KEY ELEMENTS OF PLAN MELBOURNE

The text in PM 2014 under the heading Key Elements of Plan Melbourne forecasts too briefly matters relating to implementation which are better discussed in full in the Implementation chapter. There are also matters which are better discussed in other chapters rather than mentioned here.

3.8 VISION FOR MELBOURNE TABLE

The double page spread outlining the Outcomes and Objectives and Directions in PM 2014 needs to be updated to align with recommendations in the remainder of the document. The word ‘outcomes’ in the table should be deleted as these statements are ‘objectives’ not outcomes.

Recommendation 1:

Prepare a new introduction to the strategy to include:

- reinstatement of the text in MAC 2013 about the strategic principles (including renaming Principle 4 ‘Strong and healthy communities’);
- a long term vision, big ideas and timeframes for the short and long term; and
- the MAC 2013 commentary on changing demographics, congestion, accessibility, low urban density and climate change.

Recommendation 2:

Update the text in the Introduction to align with the recommended changes to PM 2014 in the substantive chapters of this report
4 DELIVERING JOBS AND INVESTMENT

4.1 INTRODUCTION

Table 1 in Appendix 3 compares the Directions, Initiatives and Actions in PM 2014 with those in MAC 2013. The major differences between PM 2014 and MAC 2013 are:

- the introduction of a so called Integrated Economic Triangle to the proposed city spatial structure in PM 2014;
- a reduced emphasis in PM 2014 on the importance of the knowledge economy, by renaming the MAC 2103 National Innovation and Employment Clusters to simply National Employment Clusters and inadequately explaining their roles and significance in the associated text;
- planning criteria for new activity centres; and
- a different emphasis on strategic transport and land use relationships.

4.2 CHAPTER OBJECTIVE

The wording of the chapter objective dilutes the MAC 2013 wording and, significantly, deletes reference to innovation. Restoring the reference to innovation in the chapter objective is critical.

Recommendation 3:

Delete the PM 2014 objective for the Jobs and Investment Chapter and replace it with MAC 2013 wording, as follows:

Create a city structure that drives productivity, attracts investment, supports innovation and creates more jobs.

4.2 SPATIAL FRAMEWORK

4.3.1 Integrated Economic Triangle

The characterisation of the city’s 2050 economic structure as an Integrated Economic Triangle, the edges of which are largely defined by sections of the outer freeway/major highway network, is not helpful. The triangle distracts attention away from the key elements of the preferred city structure, i.e. a polycentric city and supporting 20-minute neighbourhoods.

Recommendation 4:

Delete Initiative 1.1.2 which relates to An Integrated Economic Triangle and remove all other references to this concept.

4.3.2 National Employment and Innovation Clusters
Encouraging the growth of a small number of high-end knowledge-based clusters (National Employment and Innovation Clusters or NEICs) to form the nucleus of the non-CBD part of the polycentric city was a key concept in PM 2013. What distinguishes these nationally significant clusters from other suburban employment concentrations is their strong existing base of public and private sector knowledge economy jobs which are crucial to Melbourne’s economic growth. The synergistic relationships within them drive prosperity in different ways and have some different requirements. Key among these requirements is the fostering of business relationships and creating particular types of work environments. Properly supported, they will act as magnets for innovative activity and will play a role in providing accessible jobs for outer urban area residents. The productivity of the clusters – based particularly around leading universities, high-end medical research and/or advanced manufacturing – is complementary to the high concentrations of knowledge jobs in the central area.

The MPA and relevant councils have commenced work on the implementation of NEICs. However, because PM 2014 has not well articulated the nature and significance of the clusters, implementation as described to the MAC is proceeding using ‘conventional’ town planning approaches.

If PM Refresh can better explain the intent and significance of the clusters, it should be clear that the real priority is establishing collaborative formalised partnerships with the key stakeholders as a basis for then working together to develop the most appropriate planning, development and funding regime for each cluster. Their geographic scoping, governance requirements and tailor made planning scheme requirements (e.g. the Capital City Zone is inadequate to preserve growth opportunities, especially in health, education, research and innovation, over and above competing uses in the Parkville Employment and Innovation Cluster), are urgent tasks. Structure planning would follow once an appropriate governance structure is in place for each of the NEICs.

Deakin University’s submission proposed the inclusion of Box Hill as a cluster and included some good supporting arguments. Since MAC 2013 some have questioned the designation of East Werribee as an NEIC since it is perhaps more likely to play a regional service centre role than a national innovation role.

Recommendation 5:

Reword Initiative 1.5.1 to read Facilitate the development of National Employment and Innovation Clusters and use this term consistently throughout the document.

Recommendation 6:

Review the possible status of Box Hill and East Werribee, taking into consideration relevant work previously undertaken by the National Institute of Economic and Industry Research.  

Recommendation 7:

Add additional initiatives in this chapter to:
• more tightly define the planning boundaries for each NEIC, focusing on the core knowledge and innovation institutions and businesses and not the wider catchment, and

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4 National Institute of Economic and Industry Research, Greater Melbourne; the rules of economic development, scenarios and an efficient plan design methodology, (January 2013)
put in place appropriate planning scheme arrangements to facilitate jobs and investment growth;

- in consultation with the key stakeholders in each NEIC, define and implement appropriate governance arrangements for the cluster (which, while they may be tailor made for each cluster, should ensure that the MPA is an active partner and a conduit to government); and

- create a new zone to support, enhance and facilitate growth of NEICs.

4.3.3 New Activity Centres

PM 2014 did not address new criteria for new activity centres.

Recommendation 8:

Under PM 2014 Initiative 1.5.3 include a new action:

Prepare a new policy with a practice note for New Activity Centres. The practice note should specify the following requirements:

- meet an identified market gap;
- be well-served by a range of transport options (including public transport), with priority given to new centres that are developed based on transit-oriented-development principles;
- have capacity to establish a wider mix of uses and subsequently develop into an Activity Centre;
- increase the density and diversity of housing in a walkable catchment where appropriate (a 400-metre walkable catchment is a guide, but will depend on local conditions); and
- contribute to the delivery of a network of 20-minute neighbourhoods.

4.3 INITIATIVES WHICH REFER TO STRATEGIC TRANSPORT AND LAND USE RELATIONSHIPS

Various initiatives refer to transport proposals to support the spatial framework. They should be reviewed for consistency with the chapter A More Connected Melbourne.

Initiative 1.6.1 in PM 2014 - Identify New Urban-Renewal Precincts And Sites Around The Existing Rail Network, Based On Transit-Oriented Development Principles - needs to be broadened beyond the rail network to include strategic transit corridors throughout the metropolitan area. These corridors offer a good level of urban amenity in terms of access to public transport and jobs. A recent review of urban development patterns in Vancouver and Toronto has underlined the key role that transit corridors can play in promoting urban intensification, when firmly embedded in integrated land use transport plans and backed by supportive investment.5

PM Refresh should designate a wider set of major transit corridors (train, tram and bus, especially SmartBus) for increased development and include a map identifying these corridors.

The land use pattern of the city becomes one anchored by the CBD and its immediate environs, a small number of high end NEICs, and major public transport corridors that link these key nodes to each other both in radial and circumferential access patterns.

This concept of strategic transit corridors for medium and higher density mixed use and housing development is the major land use development direction missing in the Jobs and Investment Chapter.

Recommendation 9:

Delete PM 2014 Initiative 1.6.1 Identify New Urban-Renewal Precincts And Sites Around The Existing Rail Network, Based On Transit-Oriented Development Principles, and replace it with MAC Initiative 1.4.1, Identify additional urban renewal sites based on public transport development principles. For consistency replace PM 2014 Initiatives 1.6.2-1 to 1.6.1-7 with the associated MAC 2013 initiatives 1.4.1-1 to 1.4.1-6.

Recommendation 10:

Designate a set of strategic public transport corridors that are suited for transit oriented development, these being major radial and trunk public transport corridors that connect NEICs, join NEICs to the Central City, join NEICs to growth corridors or are corridors already showing strong characteristics of transit oriented development.

Recommendation 11:

Embed the Central City, connecting transport corridors and the city of 20-minute neighbourhoods as the key spatial foundations for PM Refresh, and include the expanded Central City, NEICs and major designated transit corridors on a map.

4.4 THE LANGUAGE AND CONTENT OF INITIATIVES

This chapter requires careful review. Some initiatives are not initiatives at all (for example, Initiative 1.4.1 lists several urban renewal areas such as E-Gate, Arden-Macaulay and the East Richmond Station/Cremorne precinct, but there is not action stated). Some initiatives are wrongly placed in this chapter if they are to be in the document at all e.g. Initiative 1.3.2 Support Victorian Civil and Administration Tribunal Decision Making (indeed, it is not even clear to the MAC what this initiative means). Some actions are really objectives, e.g. Initiative 1.4.2 Prepare and plan for the Central Subregion to accommodate at least 1 million jobs and 1 million people - where an action is to facilitate precinct planning and help coordinate planning of government infrastructure within the precinct. Some initiatives are listed under the wrong Direction, for example Initiative 1.3.4 - Support the provision of telecommunications infrastructure - is listed under the direction about improving decision making.
5 HOUSING CHOICE AND AFFORDABILITY

5.1 INTRODUCTION

Table 2 in Appendix 3 compares the Directions, Initiatives and Actions in PM 2014 with those in MAC 2013.

Access to suitable housing is a basic human right. One of our city’s biggest challenges is how to house our growing population with more than 1 million new dwellings needed by 2050. Key issues to be addressed include the cost of housing to buy or rent, the types of housing available to cater for different household needs and lifestyles, and providing more housing at medium and higher densities close to where the jobs and services are located. In addition, the growing number of people who are homeless or on the public housing waiting list is concerning.

The initiatives in the Housing Choice and Affordability chapter of PM 2014 will not deliver adequate affordable and social housing in locations close to jobs and services, build a good housing legacy for Melbourne, promote greater innovation in the housing market and deliver a shared commitment across all of metropolitan Melbourne to a diversity of housing types at different densities and different price points.

The chapter fails to understand the need for a greater range of housing types and forms across the entire metropolitan area and not just in the growth areas. Whilst there is a high reliance on the urban renewal areas for higher density, mixed use development, PM 2014 fails to acknowledge various other locations within our city that offer good access to jobs and services and hence potential for more housing choice and diversity. There are few levers proposed to deliver housing diversity with an over reliance on housing supply in the expanded Central City and in the outlying urban growth areas in terms of new housing mainly for families. Significant opportunities for more mixed use and denser development in the established middle suburbs have been overlooked.

Many of the actions rely on further investigation into the issues rather than solutions. Several of the actions focus only on the mechanics of the planning system, using conventional planning tools such as residential zones rather than actually implementing tangible outcomes.

5.2 MELBOURNE NEEDS A HOUSING POLICY AND PLAN

Currently there is no overarching Housing Policy and Housing Plan for metropolitan Melbourne or Victoria. Such a policy would articulate clear goals and objectives for housing with more specific policy statements and actions that address:

- the needs of different households and income groups, with a specific focus on homeless persons and people on low to moderate incomes;
- tenure of public and private rental and social/community housing;
- housing diversity, design, quality and energy efficiency; and
- funding programs, financial mechanisms and other incentives to assist in the delivery of good quality housing for all Victorians.
A metropolitan strategy can assist in facilitating the supply of housing which is affordable through various planning policy levers and other planning mechanisms, but broader whole-of-government State Government policy and funding measures are also required. Federal, State and Territories governments, as well as local government, need to work together to implement initiatives which stimulate the affordable and social housing markets, create more jobs in the housing construction sector and ensure that we all have access to well designed, good quality and affordable housing.

PM Refresh should articulate key elements of a housing policy for metropolitan Melbourne from which a series of initiatives, which are outcome driven, are devised to deliver that policy.

5.3 HOUSING OBJECTIVE AND PREAMBLE TO CHAPTER

The PM 2014 objective removed the words and income groups from the objective for Housing Choice and Affordability. These words should be re-inserted because diversity of housing is not just about different types of housing to cater for different households. It is also about what people can afford to buy or rent. Price is the primary barrier for low to moderate income earners finding suitable housing.

The preamble to the chapter in PM 2014 focuses on three main themes:

- population growth and the demand for more housing including more choice in the sector;
- where new housing at medium and higher densities is to be encouraged to meet that demand so that we deliver more housing closer to jobs and services; and
- different delivery models to address housing affordability.

Some of the text under this preamble has been altered from MAC 2013 and the need for Improving the housing we build was deleted. This addressed such issues as the poor design of some newly constructed apartments, and the potential to reduce greenhouse gas emissions and assist Melbourne in transitioning to a low carbon city.

**Recommendation 12:**

Reword the Objective to the Housing Choice and Affordability Chapter as follows:

*Provide a diversity of housing in defined locations to cater for different households and income groups, and close to jobs and services.*

5.4 CONTAINING URBAN GROWTH WITHIN A PERMANENT BOUNDARY

Both MAC 2013 and PM 2014 propose setting a fixed metropolitan urban containment boundary for Melbourne.

A fixed metropolitan urban boundary is a means of creating a sustainable, compact and productive metropolis. It is primarily new housing development that is pushing more and more urban growth into the fringe areas of our city and hence this important initiative belongs in the Housing chapter, not in the State of Cities chapter as in PM 2014. In cities such as Portland in Oregon, Greater London in the UK and Vancouver BC in Canada, the establishment of a metropolitan boundary triggered a redirection of investment in housing to the infill and
renewal opportunities within that boundary, as well as creating opportunities for housing development in regional cities outside the metropolis.

PM 2014 and MAC 2013 differ in the list of considerations as to where the fixed urban boundary should be located. MAC 2013 proposed input from local councils and the recommendations of the Logical Inclusions Advisory Committee Report, Nov. 2011. PM 2014 added two further considerations, they being Melbourne’s natural values and topographical features and boundaries formed by major infrastructure. These additional considerations are not supported because:

- boundaries of major infrastructure are generally not constrained and often are irrelevant;
- there is at least 30+ years supply of urban growth zoned land within the current UGB; and
- if urban growth areas achieved densities of at least 25 dwellings per net hectare this would slow down the rate of take-up of this land for urban development and extend the land supply timeframe well beyond the 30 year horizon.

Some submitters to PM Draft 2013 requested inclusion of their properties within the UGB. The MAC has not checked whether these same submissions have been made to previous reviews and rejected, but DEWLP needs to check this.

Further delays in setting a boundary could lead to further land speculation in areas currently outside the UGB, create ongoing uncertainty for these landowners as to the value of their land and detract from the need for Melbourne to become a more compact, contained and sustainable city.

Recommendation 13: Delete reference to a permanent boundary from the State of Cities chapter and insert the following initiative and actions under Direction 2.1:

Initiative 2.1: Deliver a permanent urban boundary around Melbourne

2.1.1-1: The MPA will advise the Minister for Planning (by a nominated date) on the alignment of the proposed Metropolitan Urban Boundary for Melbourne taking into account:

- the views of local government
- the findings and recommendations of the Logical Inclusions Advisory Committee, November 2011
- relevant submissions to PM Draft 2013

5.5 THE IMPORTANCE OF HOUSING BEING AFFORDABLE

Housing affordability in metropolitan Melbourne is becoming a serious problem for a growing number of low to moderate income households. Affordable Housing in the context of Melbourne’s median income distribution can be defined as:

Housing where the cost (rent or mortgage payments) is no more than 30% of gross income for households in the bottom two quintiles of area (i.e. Greater Melbourne) median income.
This definition is often referred to as the ‘30/40’ rule.\(^6\)

Housing affordability varies across three different household types – those able to afford to buy a dwelling; those able to access the private housing rental market; and those who cannot access the private rental market and will require government assistance.

The rise in housing prices is outstripping growth in household incomes. It is estimated that 15% of all Victorian households pay more than 30% of their income on housing costs. Not only is the prospect of owning their own home becoming difficult for many Melburnians, but in the city’s rental housing sector in 2012 only 2% of units were affordable for a single person on the minimum wage or income support.\(^7\) The number of people on the State’s public housing waiting list is also increasing\(^8\) with the operational deficit of public housing becoming a critical issue for Government. Only 3.5 per cent of our city’s housing stock is social housing, lower than the Australian average of 5 per cent. In addition, there has been a 20% increase in Victorians experiencing homelessness between 2006 to 2011\(^9\).

Whilst Melbourne has various housing markets and submarkets, our city has a housing affordability problem which is likely to get worse unless urgent action is taken from both a policy and program perspective. The recent report by the Senate Economics References Committee about housing affordability in Australia refers to the Australian Council of Social Services submission and, in particular:

*Housing, affordability and location are integral to enabling population growth, and labour mobility, supporting improvements in participation rates and improving productivity. The housing and construction industries are also key drivers of economic activity, and associated job growth. Adequate housing is also a basic necessity and human right which impacts on education, health and employment outcomes, as well as the overall wellbeing of the population.*\(^{10}\)

Other submitters to the Senate Committee highlighted that housing was often the single biggest expense for households with the cost of owning or renting a dwelling reducing the amount of money left in the household budget to spend on food, clothing, education and health. The Senate Committee report stated that a wide range of experts agree that:

*‘access to affordable housing is a determinant of wellbeing across a person’s life course. Housing, they argued, can profoundly influence educational attainment, employment outcomes, physical and mental health and social participation, among other things.’*\(^{11}\)

Other implications of a lack of affordable housing in Melbourne include:

- increasing numbers of people homeless or living in overcrowded and substandard boarding houses;

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\(^6\) It is noted that the definition for Affordable Housing in Plan Melbourne 2014 is ‘housing where the cost (whether of mortgage repayments or rent) is no more than 30 per cent of the household’s income.’


\(^8\) In December 2013 there were almost 34,000 Victorians waiting for public housing.

\(^9\) The ABS 2011 Census indicates 22,000 Victorians are experiencing homelessness on any one night.

\(^10\) The Senate Economics Reference Committee (May 2015), *Out of Reach? The Australian housing affordability challenge* pp.25

\(^11\) Op cit pp.25
• spatial disadvantage, with people having to live in urban fringe locations where the cost of housing is lower than many parts of established urban Melbourne but where there are fewer jobs and services;
• intergenerational inequality, because those who cannot afford to buy a house themselves are unlikely to be able to provide financial assistance to their children in owning a home; and
• impacts on productivity, especially if people have to live in urban areas which are not well located for jobs, health and education services and need to commute long distances to access work thus creating more congestion on our roads, longer travel times to and from work and less time with family and friends.

PM 2014 places a high reliance on housing supply to deliver affordable housing as well as more housing choice. There is no evidence to suggest that if Melbourne’s housing market continues to operate under the current policy settings and planning regimes that the stock of affordable housing will increase to meet people’s housing needs. Falling rates of home ownership and a declining public housing sector is placing added pressure on the housing rental market which, in turn, is creating an acute shortage of low rent accommodation in our city. The limited range of housing options in the current market is also failing to address the needs of different age cohorts and household types and budgets.

**Recommendation 14:**

Replace the definition of Affordable Housing in the Glossary with the following:

*Housing where the cost (rent or mortgage payments) is no more than 30% of gross income for households in the bottom two quintiles for area (i.e. Greater Melbourne) median income.*

**5.6 SUPPLY, ALONE, WILL NOT DELIVER AFFORDABLE HOUSING**

Melbourne’s unprecedented housing boom over the last decade or so has seen the cost of housing to buy or rent outpace many people’s capacity to pay. The city’s current housing crisis is affecting more and more Melburnians despite the release of more greenfield housing lots and apartment permit approvals. Whilst the supply of more housing may alleviate some of these concerns, supply alone will not be sufficient to address the cost of housing, particularly if these costs continue to rise.

From a spatial perspective, PM 2014 places a very high reliance on the the recently expanded Central City and inner urban areas to deliver much of the new dwelling supply needed over the next 30 years. There is very limited choice in the types of housing being built in the central and inner urban areas (favouring one and two bedroom apartments and a relatively small number of townhouses), with much of this new housing beyond the budgets of many Melburnians either to own or rent.

With densification in the housing sector there is often gentrification resulting in the cost of housing in high urban amenity areas close to the central city pushing low to moderate income earners further out to the suburbs and urban growth areas. This is a specific problem for key workers needing to be close to work and yet unable to afford inner city housing to rent or buy.

Approximately 60% of jobs are located in the middle and outer suburbs. However, the housing stock in the middle and outer suburbs remains predominantly detached houses and the recent
residential zone reform process has unfortunately significantly reduced opportunities within much of these established urban areas for well-designed medium and higher density housing.

The over reliance on greenfield housing estate development in the urban growth areas to deliver housing supply is not only consuming vast tracts of land for what is still ‘low density’ development, but fostering a highly car dependent lifestyle which adds to the cost of living for these households due to the lack of community services, jobs and public transport close to home.

A high reliance on housing supply may also not provide the range of housing types needed now and in the future or in the locations which offer greater choice in jobs and services. The lack of diversity and choice in Melbourne’s housing market was raised in the Grattan Institute paper Getting the housing we want (Nov. 2011).

Direction 2.1 in PM 2014 is Understanding and plan for expected housing need. There is ample information available on Melbourne’s housing needs and what needs to be done to overcome current and potential future problems in this sector.

In addition, there is limited value in referring to the reformed residential zones as the sole solution to our housing needs. Rather than freeing-up opportunities for more new housing in many of our established inner and middle suburbs, the zone reform process has ‘locked up’ much of our urban zoned land from contributing to addressing Melbourne’s burgeoning housing choice and affordability problems. The residential zone reform process did not occur in the context of a mature discussion about the very real housing issues we face across the entire metropolitan area, including the shared housing issues we will face as we age; that our children will be confronted with when seeking to own or rent a home; and the unaffordability of housing for the disadvantaged and low to moderate income earners.

Preparing a Metropolitan Housing Map (PM 2014, Initiative 2.1.2) will do little to address our city’s housing needs. Such a map may be a useful tool for data collection and monitoring our housing problems, but will not contribute to solving housing choice and affordability problems.

Initiative 2.1.4 Develop more diverse housing in growth areas and Initiative 2.1.5 Improve the quality and amenity of residential apartments in PM 2014 do not seem relevant to the Direction about understanding and planning for expected housing needs. They relate to directions about housing diversity and the quality of housing.

Recommendation 15:

Delete Direction 2.1 – Understand and Plan for Expected Housing Needs and all of the initiatives and actions in this Direction.

Recommendation 16:

Insert a new Direction 2.1 as follows:

Implement a spatial framework for future population growth.
5.7 SETTING HOUSING TARGETS

With a permanent metropolitan urban boundary in place, the next step is to set housing targets or goals within a spatial framework. These housing targets or goals should at least address the next 10 years of urban growth and development within each of the five subregions.

The setting of housing targets for each of the subregions is not a simple task. Councils that have undertaken housing strategies will be able to provide valuable input. However, it will require each subregional group of councils to identify where additional housing can be accommodated and the types of housing to be encouraged to meet a diverse range of needs. The targets should include affordable and social housing.

These subregional targets would be incorporated into a Housing Policy for metropolitan Melbourne which would then be included in the Victorian Planning Provisions (VPP) and State Planning Policy Framework (SPPF). The policy would establish metropolitan wide housing goals and objectives, make reference to the subregional 10 year housing targets and provide guidance as to how those targets can be met within the planning and development system.

Setting housing targets is becoming common practice not only overseas in cities such as Greater London (with a target to add 42,000 new homes per annum), but also in cities such as Adelaide. A fear of not reaching targets should not be a reason for not setting targets. Subregional housing targets, whilst aspirational rather than definitive, are an extremely useful tool for planners, developers, State and local government and the community. Housing targets can assist with:

- facilitating the distribution of new housing in locations earmarked for more growth and development, such as locations close to jobs, services and public transport;
- encouraging a greater mix of housing types and forms based on desired housing densities in appropriate urban areas;
- ensuring the distribution of growth provides housing choice and housing affordability;
- guiding investment in new infrastructure and services;
- understanding which housing policy levers work and what adjustments are needed to reach the desired outcome; and
- testing whether or not aspects of the Melbourne Metropolitan Housing Policy are delivering the anticipated outcomes in terms of housing supply, housing diversity, housing affordability and increased densities where it is most beneficial to the community.

Each subregion, with assistance from the relevant State government agencies, would be required to prepare an annual report indicating:

- the total number of new dwellings approved including a breakdown by main types of dwellings, number of storeys, dwellings that qualify as affordable or social housing; and
- the total number of new dwellings completed by way of the different types and categories to assist in determining whether or not the market is delivering diversity as well as affordability.
Recommendation 17:

Insert new initiatives and actions under Direction 2 as follows:

Initiative 2.1.2: Establish housing targets for 2025 and 2050

2.1.2-1: Amend the State Planning Policy Framework to include the following housing targets for the Melbourne Metropolitan Region:

- By 2050 at least 70 per cent of all new housing approved after 2015 will be accommodated within the established urban areas of Melbourne\(^{12}\) and the remaining 30 per cent in the urban growth areas.\(^{13}\) This is referred to as the 70/30 target.

2.1.2-2: In consultation with local councils within each of the five subregions establish subregional housing targets to the year 2025 and the year 2050. These targets will take into consideration a range of factors including:

- work already done by councils on their municipal housing strategies;
- the capacity of urban infrastructure (including potential for upgrading of infrastructure, where required) to accommodate more people;
- the estimated additional housing generated by the application of the new residential zones;
- the estimated additional housing generated by redevelopment of areas earmarked for more intense mixed use development in Direction 4.2 of our plan for housing;
- the estimated additional housing within the urban growth areas based on approved precinct structure plans; and
- changes in housing prices.

2.1.2-3: Ensure local planning schemes identify areas for more housing development.

2.1.2-4: Collect, analyse and publish annual housing development data at both the local government and sub-regional levels and correlate this data with the sub regional housing targets.

Initiative 2.1.3: Prepare a Housing Policy for Metropolitan Melbourne

2.1.3-1: Include a whole-of-government Housing Policy for Metropolitan Melbourne in the SPPF.

5.8 A SPATIAL FRAMEWORK FOR HOUSING SUPPLY

Figures 8 and 9 in PM 2014 identify Melbourne’s housing requirements to 2051 (being an additional 1.57 million new dwellings) by main housing types and location of new housing. The spatial distribution is summarised in Tables 1 and 2 below.

\(^{12}\) The established urban areas include all urban land that has already been developed in 2013.

\(^{13}\) The urban growth areas include all land within the Melbourne Metropolitan Urban Boundary which is not yet finalised as at 2013.
Table 5.1: Housing Type as percentage of all new dwellings in Melbourne in 2051

<table>
<thead>
<tr>
<th>Detached Houses</th>
<th>Apartments</th>
<th>Townhouses &amp; Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>34%</td>
<td>30%</td>
<td>36%</td>
</tr>
</tbody>
</table>

Table 5.2: Location of new housing in Melbourne in 2051

<table>
<thead>
<tr>
<th>Urban Growth Areas</th>
<th>Central Subregion</th>
<th>Remaining Subregions (excluding the Urban Growth Areas)</th>
</tr>
</thead>
<tbody>
<tr>
<td>39%</td>
<td>20%</td>
<td>41%</td>
</tr>
</tbody>
</table>

What is perplexing is the geographic allocation of these new dwellings to the year 2051 with the balance of the established suburbs (Remaining Subregions) referred to in Table 5.2 only allocated 41%. Currently the majority of housing is located in the established suburbs. These suburbs not only cover the vast majority of existing urban zoned land within the metropolitan area but also accommodate five of the six designated National Employment and Innovation Clusters, all but one of the existing Metropolitan Activity Centres and almost all of the existing Activity Centres shown on Map 8 of PM 2014.

A substantial part of the established suburbs has the majority of jobs available in the metropolitan area as well as much of the existing capital investment in urban infrastructure. It would therefore be reasonable to allocate a higher percentage of future housing to the established suburbs than 41%. A figure of 50% could slow down the rate of housing growth in the urban growth areas to around 30% of the total new dwellings to the year 2051 and maximise the use of existing infrastructure in the established suburbs. This outcome would be consistent with the 70/30 split proposed in MAC 2013 under Direction 2.1: Balance population growth to achieve a more sustainable future.

5.9 OPPORTUNITIES FOR THE HOUSING WE NEED IN THE ESTABLISHED SUBURBS

The large proportion of Melbourne which makes up the middle suburbs is rich in jobs, services, community facilities and public transport. This is where most of us live, and wish to live. PM Refresh should introduce actions where the new forms of housing that we need may be integrated within the existing suburbs.

To set housing targets at least for the next 10 years, these subregional groups, with assistance from the MPA, will each need to:

- assess the existing capacity of their subregion’s urban infrastructure to accommodate more dwellings and more people and identify what additional infrastructure works would be needed to accommodate anticipated growth;

- identify the preferred precincts or areas for medium and higher density housing consistent with PM Refresh; and

- determine the additional housing capacity of these precincts or areas identified as suitable for medium and higher density housing as urban infill and urban redevelopment with the majority of this growth occurring in the established urban areas.
As part of the residential zone reform process councils were required to prepare housing strategies. It is not clear whether these housing strategies will collectively deliver the amount and type of housing needed to meet Melbourne’s current and future housing needs.

5.10 DIFFERENT HOUSING TYPES TO MEET DIFFERENT HOUSING NEEDS

There is a lack of diversity in the housing market in terms of different types of housing to meet our needs as we go through life. Other than the Small Lot Housing Code, which tends to create detached and semi-detached houses on individual small allotments rather than more diversity in the housing offer per se, the Housing chapter in PM 2014 lacks adequate initiatives to encourage more diversity in housing products and ways of reducing the cost of housing overall.

PM 2014 includes Initiative 2.1.4 Develop more diverse housing in growth areas. Housing diversity is needed not only in the growth areas but throughout the entire metropolitan area. The initiative focuses more on density than diversity of housing.

Diversity of housing is important not only in meeting the needs of different household types but also for the following:

- Social inclusion and quality of life: diversity of housing stock (in terms of design, dwelling size, on site amenities and price points) within our suburbs and neighbourhoods is increasingly important in the context of demographic, social and employment trends, especially in a knowledge and service based economy. With changing circumstances across the life course people often require different types of housing which are located close to extended families and social networks as part of our support networks in life (e.g. retired adults who want to downsize but remain in their local community; grandparents who have caring responsibilities for grandchildren, etc.)

- Community integration and social cohesion: at a broader scale, homogenous neighbourhoods with housing of a single type, quality and price point may lack a sufficient heterogeneity of residents to strengthen social cohesion. Similarly densification with a preponderance of low cost housing without diversity in local neighbourhoods can be a recipe for social problems.

- Facilitating greater workforce participation.

A conversation about housing diversity needs to explore a wide range of housing options beyond the detached house. The Melbourne housing market is somewhat limited in its housing offer and potential exists to design a wider range of housing types and forms. Although the developer community may argue that it provides the housing that people want and demand, if the market itself does not provide more diversity in housing types and forms then people do not have choice.

Scope also exists for ‘future proofing’ some of our new housing so that it is designed, wired and plumbed to become not one but two dwellings in the future. This concept, referred to in NSW as ‘secondary suites’¹⁴, enables an ageing person to stay in the family home but occupy

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¹⁴ Secondary suites are limited to 60 square metres in floor area and cannot be subdivided off from the main title to the land. They are often designed into a single building envelope rather than as a granny flat arrangement in the rear of the allotment or a studio above a garage being other forms of housing which add to the diversity of housing mainly for rent.
the smaller of the two dwellings within the single building envelope; or for a household with
children to occupy the larger of the two self-contained areas with grandparents living in the
other part of the building; or for one of the two self-contained areas to be rented out as a
source of income whilst remaining resident in their home.

Cities such as Calgary in Canada have adopted a Residential Mix Diversity Index\textsuperscript{15}. The index
categorises the percentage of total existing housing stock under various dwelling types such as
single detached house, semi-detached house, row house, dual occupancy, apartment building
(which is further defined by the number of storeys) etc. This technique can assist in
understanding what types of housing are being provided and track this information on an
annual basis. To apply a housing diversity index will require our planning system to broaden
the definition of ‘dwelling’ to include various housing types and forms. However, such an
index would assist in monitoring the types of housing we are building and whether they are
meeting our community’s needs as we grow old.

An integral part of diversity is medium and higher density housing. It is now well accepted that
medium and higher density mixed-use development (which includes housing) sustain more
local services, generate more local jobs, support public transport and encourage walking and
cycling. The concept of a city of 20-minute neighbourhoods in the chapter on Liveable
Communities and Neighbourhoods is more achievable when there is a range of housing
densities and types within a local area coupled with local job opportunities and services.

5.11 CODE ASSESS APPROACH TO MULTI DWELLING DEVELOPMENT

MAC 2013 included an initiative for a new code assess approach (which would include design
review) to multi-unit development as part of its Direction 2.3 – Build a good housing legacy for
Melbourne’s future. It also referred to the need for such a code to deliver a good standard of
design and amenity in multi-dwelling developments in response to issues such as:

- shrinking floor space size of apartments;
- poor natural ventilation;
- poor access to natural daylight for internal living spaces; and
- lack of variety and choice among apartment products such as family-friendly apartments.\textsuperscript{16}

PM 2014 refers to preparing and implementing a good planning guide in Initiative 2.1.1. What
is really needed is a code-assess approach to medium and higher density housing based on
prescriptive provisions which would, if complied with, result in a fast track planning approval
process. There has been considerable discussion about such an approach and it is time to
deliver it as a way of facilitating meeting our housing needs.

PM 2014 does not address the lack of family-friendly medium and higher density housing in
the established middle suburbs, as well as family-friendly apartments in the expanded Central
City. There are families who want the convenience of living in locations rich in urban services
and amenity and are attracted to apartment style living. They also want on-site or nearby
communal open space which is safe and secure for children to use, larger living areas and

\textsuperscript{15} See
www.dcs.sala.ubc.ca%2Fdocs%2Fcalgary_cw_performance_benchmarks_sec.pdf&ei=FTJTVYXIPOK1mAWg3oCYBQ
&usg=AFQjCNRhBpMKcEwWaWvNeW1x3a_TD1vJQ

\textsuperscript{16} It is noted the Victorian Minister for Planning has recently released Better Apartments – A Discussion Paper (May
2015) for public comment.
other shared amenities within the development that children can access. If we are serious about catering for different household types within medium and higher density developments then PM Refresh needs to address family-friendly medium and higher density housing as part of the housing offer. Diversity in the housing market will not occur just by amending the Precinct Structure Planning Guidelines for the urban growth areas or by applying the Residential Growth Zone as mentioned in Initiative 2.1.4 of PM 2014.

**Recommendation 18:**

Insert a new Direction 2.3 and associated initiatives and actions as follows:

*Build a good housing legacy for Melbourne’s future.*

**Initiative 2.3.1:** Develop a code assess for new multi dwelling development.

2.3.1-1: Prepare a new code assess approach (which would embrace good building design and urban design) for new multi dwelling developments to replace ResCode. As part of preparing this code review the design, layout and internal living amenity of new multi dwelling developments including apartment developments taking into account the requirements of short-term accommodation, student accommodation and family-friendly apartment living.

**Initiative 2.3.2:** Encourage more diversity in Melbourne’s housing sector

2.3.2-1: Identify different housing types required to meet the needs of Melbourne’s population now and, in the future and incorporate these types into an amended definition of ‘dwelling’ in the VPPs.

2.3.2-2: Develop and apply a Residential Mix Diversity Index to each of the sub regions to determine what additional types of housing will be needed in the future to meet housing needs.

2.3.2-3: MPA embark upon informing the Melbourne community about the benefits of more diversity and choice in our housing sector and to work with each of the sub regional groups and the private sector in delivering diversity in housing types and forms.

2.3.2-4: The MPA in collaboration with DEWLP, develop a suite of planning incentives which encourage more choice in the housing market to meet different housing needs.

**5.12 MORE HOUSING CLOSER TO JOBS AND PUBLIC TRANSPORT**

*Direction 2.2 – Reduce the cost of living by increasing housing supply near services and public transport* in PM 2014 focuses primarily on the redevelopment of urban renewal precincts for higher density, mixed use development. Whilst urban renewal precincts can play a significant role in providing more diversity in the housing market, as well as opportunities for affordable and social housing, there are other opportunities for medium and higher density housing throughout the metropolitan area which connect people to jobs and services.
Several of the Direction 2.2 Initiatives in PM 2014 will have a limited impact on increasing housing supply near jobs, services and public transport. Although there are various planning tools available to increase housing supply close to jobs, etc. such as zoning, a metropolitan strategy should focus on the higher order actions needed to attract investment in housing in designated locations. This includes major public amenity and infrastructure investment plans for these locations and ways of facilitating the delivery of suitable land to market for redevelopment.

Recommendation 19:

Delete Direction 2.2: Reduce the cost of living by increasing housing supply near services and public transport in PM 2014 and replace with the following:

Direction 2.2: Deliver more housing closer to jobs and public transport.

The MAC 2013 identified four initiatives linked to delivering more housing closer to jobs and services as discussed below.

5.13 THE ROLE OF THE CENTRAL CITY AND URBAN RENEWAL

The Central City has expanded beyond the Hoddle Grid. It has the potential to include a substantial supply of higher density mixed use development, especially in large urban renewal areas such as Fishermans Bend, E-Gate and Arden-Macaulay. If properly planned, each of these areas has potential to provide more housing choice and affordability combined with more business opportunities and jobs and a range of community services within walking distance from home or work.

In the established urban areas outside the Central City there are also be significant opportunities for urban renewal particularly in large moribund industrial and commercial areas. The MPA, in collaboration with local government, will need to identify urban renewal precincts within our city that are of metropolitan significance and an appropriate planning regime and governance arrangements put in place. This could include urban renewal projects being fast tracked.

MAC 2013 recommended preparation of an Urban Renewal Policy and establishment of an Urban Renewal Zone underpinned by place-based structure plans, infrastructure plans and land economic assessments prior to rezoning. These actions have not been included in PM 2014.

PM 2014 offers some initiatives to unlock the potential of these precincts but does not commit to actions needed to fast-track the clean-up of such sites so as to bring land to market in a more expeditious and timely manner. MAC 2013 recommended establishing a Brownfields Incentive Loan Program and a streamlined Brownfields Clean-up Program as has been successfully applied in cities such as New York City.

For urban renewal precincts there needs to be clarity about who is responsible for unlocking the potential of these often strategically well located land resources, the funding mechanisms to deliver the necessary infrastructure in an integrated and sustainable precinct wide manner, and to facilitate the expeditious delivery of land to market.
Recommendation 20:

Replace Initiatives 2.2.1, 2.2.2, 2.2.3 and 2.2.4 and accompanying actions in PM 2014 with the following:

Initiative 2.2.1: Establish the governance, funding, planning and development structures for urban renewal precincts.

2.2.1-1: Identify and designate urban renewal precincts of metropolitan significance and establish a policy and new zone for such precincts.

2.2.1-2: Require the lead agency for urban renewal precincts to promote innovation and best practice redevelopment outcomes including precinct wide energy and integrated water cycle management plans and the provision of more affordable housing and social housing for these precincts.

2.2.1-3: Apply the new zone to each urban renewal precinct after the preparation and approval of a place-based Structure Plan which addresses a range of factors including the public benefits to be delivered by redevelopment such as affordable and social housing, the delivery of urban infrastructure and a thorough land economic assessment determining the land use mix and densities for each precinct.

2.2.1-4: Reduce the uncertainty of investigation and clean-up requirements, streamline the regulatory process, and bring the land to market sooner.

2.2.1-5: Establish a Brownfield Incentive Loan with a rolling fund which will be cost neutral over five years to facilitate the clean-up of brownfield land.

2.2.2-5: Establish a Brownfield Clean-up Program which reduces the uncertainty of investigation and clean-up requirements, streamlines the regulatory process, provides access to funds to undertake the clean-up and brings the land to market sooner.

5.14 GREENING THE GREYFIELDS

PM 2014 makes no reference in the housing chapter to greyfield areas. Unlike brownfield precincts which are essentially industrial areas, greyfield areas are often located in the established middle and outer suburbs where the residential building stock is reaching the end of its life. These areas are ready for redevelopment via the process of land consolidation and construction of medium density housing with associated community facilities such as public open space, community facilities etc.

There are concentrations of public housing stock within our established suburbs which are also suitable for redevelopment such as in Broadmeadows and Heidelberg. These public assets are often close to public transport, jobs and services with the potential to rehouse existing public tenants into new and more appropriate medium density housing within these areas and free up the balance of the land for additional public and/or private sector housing as well as more parkland and community facilities.

These greyfield areas are often characterised by low density, detached housing on suburban sized allotments and close to public transport and services. They present an ideal opportunity
for land consolidation and redevelopment, with the new housing available to those already living on these lots if they choose to stay or as a return on their investment when their land is redeveloped. Greyfield areas also can contribute to more social and affordable housing. Already considerable work has been undertaken by Swinburne University and others examining different ways of unlocking these areas for medium density redevelopment. GIS mapping reveals suburban areas with high concentrations or clusters of housing approaching the end of their lifespan.

Consideration should be given to the establishment of a new planning overlay such as Regeneration Overlay for designated greyfield precincts. The overlay would encourage property owners (via a density bonus) to consider either consolidating their land parcels into large allotment and then putting these larger lots to market for medium density housing or work together to develop the land themselves to enable more housing development in these locations.

Greyfield areas and strategic transit corridors have potential to deliver housing diversity as well as housing affordability and hence warrant inclusion in PM Refresh and identification on the relevant subregional maps.

**Recommendation 21:**

Insert a new initiative and actions for Direction 2.2 as follows:

**Initiative 2.2.4: Encourage redevelopment of selected greyfield areas in providing more housing choice and diversity.**

2.2.4-1: Require local government subregional groups to identify greyfield precincts suitable for regeneration for medium density housing.

2.2.4-2: Devise planning incentives and provisions for inclusion in the VPP which identify these greyfield precincts and the ways of unlocking their potential for medium density housing including social and affordable housing e.g. a Regeneration Overlay in the VPP.

**5.15 A SEQUENCED AND STAGED APPROACH TO HOUSING IN THE URBAN GROWTH AREAS**

The Senate Economics Committee report on Housing Affordability quotes one of the submitters as follows:

> When we are talking about available supply, it is not a simple matter of more land being available for building houses on. As we all know, the price of housing is very location determined. What are the factors that are driving location-based price differentials? It is things like proximity to services, jobs and the like. Any supply response has to be thinking in terms of supply of housing that is proximate to where people want to be ….. What this really suggests is that you cannot divorce this from infrastructure development and in particular transport infrastructure .... 17

17 The Senate Economics Reference Committee (May 2015), Out of Reach? The Australian housing affordability challenge, pp.100-101
low income households to the urban edge may adversely impact on workforce opportunity, lower workforce participation rates and poor social connectedness.  

PM Refresh needs to give high priority to addressing the issue of the lack of community services such as schools and medical facilities and local jobs in the urban growth areas as well as the lack of housing diversity. Approving precinct structure plans for new urban areas whilst we have existing communities in developing precinct structure planned areas without basic community facilities and few employment opportunities is not appropriate. In effect, it disperses the population on too many development fronts and slows down the overall program of infrastructure delivery in any one location or estate.

A key component influencing the delivery of community services is the density of residential development required to sustain those services. Evidence indicates that a density of at least 25 dwellings per net hectare for residential areas is desirable. Increased densities are also likely to deliver more choice in the housing sector in terms of different housing types.

In addition, the ongoing approval of PSPs, even though they may not be ready for development for many years, ‘locks in’ the spatial land use layout and likely housing density outcomes for such areas making it very difficult to redesign these PSPs as housing needs change, new land use opportunities emerge and the way we plan for new communities becomes more innovative and adaptable to socio economic change.

Aligned with the need to deliver more housing closer to jobs and services is slowing down the roll out of approved PSPs in the growth areas. A ‘business as usual’ approach to the development of these new communities means the a continuation of current social and economic problems being faced by residents in these new communities.

MAC 2013 included Initiative 2.2.4 Sequence and stage development in the urban growth areas. This initiative recommended that:

- the PSP Guidelines be amended to include a sequencing plan for new suburbs tied to the delivery of essential community infrastructure; and

- PSPs to demonstrate greater housing diversity and density given that a target of 18 dwellings per hectare is unlikely to sustain basic services such as a local bus service.

PM 2014 is silent on these important matters.

It is understood that the PSP Guidelines are being reviewed by the MPA but the Mac has not been briefed on the intent or content of proposed changes.

Recommendation 22:

Add a new initiative and actions under Direction 2.2 as follows:

Initiative 2.2.5: Sequence and stage development in the urban growth areas

2.2.5-1: Amend the Precinct Structure Planning Guidelines to require that Precinct Structure Plans include a sequencing plan for new suburbs that link the timing of delivery of essential
community infrastructure identified in a Development Contributions Plan to the anticipated staging of development.

2.2.5-2: Require the MPA, in consultation with DEWLP, local councils and the greenfield developer community to identify the list of basic community facilities and services which must be delivered in the first stage of development of all new Precinct Structure Plans and apply an appropriate mechanism that does not allow any subsequent stages to proceed until such time as these facilities and services are operational.

2.2.5-3: Ensure the MPA, in consultation with councils, manages the timely delivery of local community infrastructure using a combination of a sequencing plan linked to capping or limiting subdivision and development approvals, Development Contribution Plan expenditure, council funded works, and works-in-kind delivery of infrastructure funded by Development Contribution Plans.

2.2.5-4: Amend the Precinct Structure Planning Guidelines and State Planning Policy Framework mandating greater housing diversity and minimum dwelling density in the urban growth areas of 25 dwellings per net hectare in residential areas to meet the needs of all household types. The amended Guidelines are to ensure the retention of large allotments in appropriate locations to accommodate higher density housing.

5.16 INCREASING THE SUPPLY OF SOCIAL HOUSING AND AFFORDABLE HOUSING

Integral to housing diversity is the provision of suitable housing for the homeless, the disadvantaged and people on low to moderate incomes including key workers. Direction 2.3 of PM 2014 seeks to facilitate the supply of social housing. Social housing generally refers to accommodation subsidised to maintain affordable rents and includes public, community and transitional housing. The definition for social housing in PM 2014 should be replaced.

Public and community housing providers are the two main players in the social housing sector. The former has substantial existing assets which are operated and managed by the State Government. Community housing providers have access to Commonwealth Rent Assistance and private finance.

In Victoria in 2013 approximately 65,000 public housing dwellings accommodated 127,000 tenants who pay no more than 25% of their assessable household income in rent. Approximately 18,000 properties were owned or managed by community housing, including nearly 4,000 transitional housing properties, which together housed around 20,000 tenants in a variety of housing types, rent setting and management arrangements.

Many high rise inner urban public housing estates need major maintenance and renovation works. Many were designed for family accommodation and yet most of the demand now is for one and two person households. Some of these large estates are being regenerated but there is an urgent need to prioritise redevelopment of many of these older estates for public housing, community managed housing and private affordable housing. This would require co-
ordination between three State government ministers – Planning, Local Government and Health and Human Services. It would also require private capital.

Direction 2.3 refers mainly to public housing. Initiative 2.3.1 is the only initiative for social housing in PM 2014 and states that through a mix of regulatory and incentive-based planning provisions linked to current and future metropolitan housing needs opportunities for more social housing will emerge. However, the initiative fails to provide any concrete action to create more social housing in the immediate to long term. Amending the VPPs without other effective and tested planning instruments in place, such as inclusionary zoning, density bonus incentives and monetary contributions, will not stimulate the supply of social housing or affordable housing.

Scope exists to adopt various planning provisions to stimulate a net increase in affordable housing on the large high rise public estates, such as density bonuses, fast tracked approvals, etc. An initiative is required in the Direction to facilitate growth in the social housing sector through regeneration of public housing estates.

A similar wording is used in Direction 2.4 of PM 2014. It seeks to facilitate the supply of affordable housing. Three initiatives relate to this direction:

- develop a codified approval process for defined locations;
- increase our understanding of affordable housing in the context of changing household types and needs; and
- accelerate investment in affordable housing.

Affordable housing applies to all types of housing – from detached housing to secondary suites and granny flats, duplexes and villa units, walk-up flats, townhouses and medium and higher density apartments.

Apart from some of the content in Initiative 2.4.3 Accelerate investment in affordable housing, the directions and initiatives for social and affordable housing in the document lack a sound understanding of these market segments and what needs to be done to prioritise them in the housing sector.

Many of the actions relevant to housing, and particularly for delivering more housing which is affordable, are equally applicable to social housing. For example, when master planning urban renewal precincts a component of the housing to be provided should qualify as affordable housing and social housing. When dealing with large housing developments - be they in the Central City, the established suburbs or the urban growth areas - there should be a requirement to incorporate affordable and social housing. In the absence of development contributions, when rezoning land to enable higher density development a proportion of the value capture created by rezoning should contribute to the costs of affordable and/or social housing, either on the site or as a cash contribution that can be invested in a more suitable location for people needing this form of housing.

Recommendation 23:

Combine Direction 2.3 and 2.4 of PM 2014 into the following new Direction 2.4:

Facilitate the supply of more social and affordable housing.
Many of the actions in PM 2014 will do little to deliver more housing which is affordable to rent or buy especially in the middle and inner suburbs. We need to identify mechanisms for providing more housing which is affordable to those most in need of such housing.

The Green Square Affordable Housing Program in the City of Sydney identifies two options to deliver an affordable housing contribution (which can also include social housing). The first is a requirement to provide affordable housing units on the site which are handed over, free of charge, to a dedicated affordable housing provider. The second option is to make a monetary contribution that is the equivalent of that floor space. A developer can adopt a hybrid approach, noting that the formulae for calculating each of these two options is well defined and indexed annually to reflect the costs associated with the provision of affordable housing over time.

There are various provisions in the Green Square program to deliver a socially diverse population, including housing for key workers. This type of program could be applied in Melbourne, particularly in designated urban renewal precincts regardless of who owns the land.

With the decline in State Government investment in the public housing sector for several decades there is a growing reliance on housing associations and housing providers to provide for and manage Victoria’s social and community housing stock. There is considerable scope to provide more capital to increase their housing stock and to support the ongoing recurrent costs of maintaining this housing in the medium to long term. This could be in the form of a Melbourne Affordable Housing Fund.

The following planning mechanisms for affordable housing and social housing should be considered as actions in PM Refresh:

1. **Housing Policy**: Include a Housing Policy as part of the SPPF. This policy would address the main housing issues facing Metropolitan Melbourne as well as the provision of appropriate housing throughout the State.

2. **Inclusionary Zoning**: This is an approach which mandates a stated percentage of housing within a development must be sold or rented below market rate. The percentage to be affordable or social housing can vary from as low as 3% to as high as 15%. Informed advice should be sought from experts on which arrangement is most appropriate – be it a percentage of all housing on a development site or a percentage of total floor space committed to affordable and/or social housing. Sydney’s Green Square Affordable Housing Program approach is worth consideration too.

It is likely the percentage of new housing allocated to be affordable and/or social housing will vary depending on such factors as the prevailing urban context, land values and area of the development site, prevailing property market conditions and the metrics of property


22 For decades cities in North America and elsewhere have been applying inclusionary zoning as a means of delivering social housing and housing which is affordable for low to moderate income households. This approach has successfully increased the supply of affordable housing alongside the use of other planning incentives and tax related incentives e.g. low income housing tax credits for investors in new housing.
development in terms of the developer making a reasonable profit whilst delivering a public benefit such as affordable and/or social housing on the site.

As well as applying to the sale of government owned land, inclusionary zoning and/or incentive zoning, should also be considered for all designated urban renewal precincts and land within Significant Change Areas. Where land is held in private ownership in these locations a two year lead time to transition to the inclusionary zoning provision taken from the date of the approval of PM Refresh should apply. Hence land purchased in such locations on and after that two year time will be subject to a clearly stated inclusionary zoning provision.

3. Reducing regulatory inflexibility: There are various planning provisions in our current permit approval system which could be removed or reduced for projects providing affordable and social housing. These include:

- reducing car parking requirements, especially if the site is within walking distance of public transport;
- shortened and guaranteed timeframes for assessment of planning permit applications providing affordable and/or social housing, as well as limiting and even removing third party appeal rights to minimise delays in decisions on such proposals; and
- removing unnecessary planning obstacles to smaller scale infill housing programs such as accessory or ancillary units (e.g. granny flats) or laneway units.

Already we are seeing groups of like-minded investors with a strong commitment to sustainability and energy efficiency practices constructing innovative medium density housing projects with shared amenity spaces, natural ventilation, little or no on-site car parking and at a price point which is more affordable than more conventional housing construction developments. It is these types of innovations that PM Refresh can encourage with an appropriate planning regime that promotes innovation, energy efficiency and sustainable design outcomes in the multi-unit housing sector.

4. Density bonuses and Incentive Zoning: Density bonuses are often part of a package of what are termed in North America as incentive zoning bonuses to deliver affordable housing. Usually a base Floor Space Ratio (FSR) is established for a site, precinct or area with the opportunity for the developer to exceed this baseline figure and hence ‘earn’ additional floor space provided the development provides a ‘public benefit’. Often a list of public benefits is nominated as part of this bonus approach e.g. inclusion of affordable and/or social housing units, community facilities, public open space, improvements to the public realm adjacent to the development or the like. This density bonus approach has a maximum FSR applicable to the land thus ensuring a cap on development density whilst delivering on a public benefit such as social housing and affordable housing.

It is emphasized that the density bonus system should not be rewarding additional floor space by way of design features – it is expected that all development be well designed and deliver a good urban design outcome. This technique is about delivering public benefits of which additional social housing and affordable housing qualify as public benefits.

Determining the density bonuses to be granted may be a difficult task. In general the value of the bonus, for example additional floor space, should be proportionate to the cost to the developer in providing that public benefit otherwise the incentive will not be taken up. Negotiating bonuses allows the responsible planning authority to tailor the details of the
bonus to the particulars of the site. However this may also add time and cost to the developer. In cities such as New York City an as-of-right bonus system is applied for specific sites or precincts and this is a means of ensuring that social housing and affordable housing is incorporated into the development project.

5. Development Contributions: Allocation of a percentage of money collected from Development Contributions applicable to all new development within the established urban areas of Melbourne could be deposited in a Melbourne Affordable Housing Fund and this money used as grants to accredited community housing providers for approved social and affordable projects in designated or preferred locations. Another option for development contributions is the approach adopted in Sydney for the Green Square Affordable Housing Program.

The above tools and techniques can be applied to Melbourne. They should be explored by the MPA in consultation with local government and the private sector noting that a suite of appropriate provisions may vary depending on the urban context, scale of proposed development and the metrics of developing on the land in terms of a project being economically viable. However, the outcome is to generate a discernible public benefit in such projects and priority for affordable housing and social housing.

**Recommendation 24:**

Delete the following initiatives and actions from PM 2014:

- Initiative 2.3.1: Facilitate growth in the social housing sector
- Initiative 2.4.1: Develop a codified approval process for defined locations (note that it is recommended this initiative be reworded as stated above in Initiative 2.3.1.
- Initiative 2.4.2: Increase our understanding of affordable housing in the context of changing household types and needs

**Recommendation 25:**

Insert the following initiatives and actions for the new Direction 2.4.

Initiative 2.4.1: Facilitate growth in the social housing sector

2.4.1-1: Amend the Victoria Planning Provisions to make the Minister for Planning the responsible authority for selected social housing planning permit applications that are recommended by the Director of Housing for priority consideration.

2.4.1-2: Include in the Victoria Planning Provisions a definition for social housing consistent with the proposed Social Housing Framework, and a definition for affordable housing.

2.4.1-3: Identify opportunities for the inclusion, where appropriate, of social housing prior to the commencement of formal structure planning for urban renewal precincts and proposed rezoning of such land, including costs and benefits.

2.4.1-4: Investigate costs, benefits and opportunities to utilise planning incentives to facilitate the provision of social housing in strategic urban renewal precincts and other significant change areas, as appropriate. For example, where rezoning is necessary to
achieve urban renewal, explore the capacity to capture a proportion of the increased land value, to directly contribute to the costs of providing social housing.

Initiative 2.4.2: Accelerate investment in affordable housing

2.4.2-1: Explore specific planning provisions and development mechanisms to deliver more affordable housing, especially within Significant Change Areas. Provisions could address:

- the provision of affordable or social housing components as decision criteria for development assessment; and
- application of a VicSmart process to affordable and social housing projects to reduce landholding costs.

2.4.2-2: Identify new funding sources for affordable housing, with regard to both the construction of new dwellings and, in the case of affordable rental, ongoing tenancy/asset management.

2.4.2-3: Introduce mechanisms to ensure that when affordable housing is provided it remains in that category for the long term.

2.4.2-4: Encourage greater investment in affordable private rental housing by working with the Commonwealth and other jurisdictions to investigate:

- necessary government policy reform, including tax reform and reform of the National Rental Affordability Scheme, to attract increased institutional investment particularly superannuation funds, in private rental housing; and
- the potential for the creation of an investment vehicle (similar to the Defence Housing Authority) to develop and manage rental housing in key locations, for low to moderate income households.

Initiative 2.4.3: Implement a suite of planning provisions to deliver more social housing and affordable housing

2.4.3-1: Develop and implement a planning policy and appropriate planning provisions for inclusionary zoning and incentive zoning as tools for assisting in the delivery of social housing and affordable housing in Significant Change Areas as well as other designated sites as identified by the MPA and the subregional groupings of local councils.

2.4.3-2: Identify other planning provisions in Victoria’s current permit approval system which should be waived to facilitate the establishment of social and affordable housing. These may include:

- reducing car parking requirements especially if the site is within walking distance of public transport;
- shortened and guaranteed timeframes for assessment of planning permit applications providing affordable and/or social housing, as well as limiting and even removing third party appeal rights thus minimising time delays in decisions on such proposals;
- unnecessary planning obstacles to smaller scale infill housing programs such as accessory or ancillary units (e.g. granny flats, secondary suites) or laneway units.
2.4.3-3: Provide a suite of other planning provisions which give incentives to a developer if social and/or affordable housing is incorporated into new housing and mixed use developments. Proper consideration is to be given to the concept of ‘incentive zoning’ such as Floor Space Ratio (FSR) bonuses.

2.4.3-4: Establish a Melbourne Affordable Housing Fund which assists in providing grants to accredited community housing providers for approved social and affordable projects in designated or preferred locations.

Initiative 2.4.4: Prioritise the regeneration of public housing estates

2.4.4-1: The State Government Ministers of Planning, Local Government and Health and Human Services facilitate the redevelopment of Melbourne’s older high rise public housing estates for public housing, community managed housing and private affordable housing.

5.17 INNOVATIVE HOUSING DELIVERY METHODS

Community Land Trusts are an innovation in affordable housing provision where the cost of housing is separated from the cost of the land on which it is located. This enables a supply of perpetually affordable housing that can be leased either to not-for-profit housing providers or directly to occupants.

In addition, housing development co-operatives consisting of people who intend to own or occupy dwellings in a multi-unit development that they initiate themselves, can increase consumer choice in the housing market by making medium and higher density units more available and affordable. Whilst the planning system cannot influence the establishment of such co-operatives it can, in conjunction with the building regulatory system, assist with reducing the cost of housing through fast-tracked approval processes and a code assess approach.

One of the initiatives in MAC 2013 under Direction 2.5 – Promote greater innovation in the housing market addresses possible opportunities for Community Land Trusts. PM Refresh should include an initiative to promote and support innovative housing delivery methods and trial a Community Land Trust model. This model could provide access to home purchase for low income households leveraging public housing assets. Further work would be required to remove regulatory impediments to the instigation of Community Land Trusts in the Melbourne region.

Recommendation 26:

Insert a new Direction 2.5, initiatives and actions as follows:

Promote greater innovation in the housing market.

Initiative 2.5.1: Promote and support innovative housing delivery methods

2.5.1-1: Trial a Community Land Trust model and a Housing Development Co-operative model in the Melbourne region.

Initiative 2.5.2: Lead innovation in the housing sector
2.5.2-1: Require Places Victoria to demonstrate the use of modular housing and other innovative design and construction techniques in its development projects.

2.5.2-2: In consultation with the housing industry benchmark more innovative construction methods against traditional construction methods to provide feedback to the housing market.

2.5.2-3: Review planning and building regulations to identify opportunities for more innovative and cheaper construction techniques without compromising the quality and durability of our housing.

5.18 A WHOLE-OF-GOVERNMENT APPROACH TO HOUSING

In addition to the various levers and tools available in the planning and development system the following enablers and actions will require a whole-of-government approach (Federal, States and Territories and Local Government) and should be considered in the broader context of delivering more housing choice and housing affordability for Melburnians:

1. An Affordable Housing and Homeless Persons Policy for Melbourne and more broadly for Victoria as a whole could be prepared, taking long term view of the housing sector with defined targets, timelines for reaching these targets and allocates adequate resources to deliver these targets. A champion within the State Government will be identified to oversee and drive the programs and projects underpinning the policy and to ensure transparent auditing of these programs. Such an entity may also be responsible for the administration of the Melbourne Affordable Housing Fund.

2. A sustainable source of funding or subsidies could be established to enable the community housing sector to scale-up their operations to meet the needs of the most vulnerable and most disadvantaged citizens seeking housing. Possible funding sources include revenue generated from changes to stamp duty charges, taxation reforms and issuing of social bonds or the like to stimulate more investment in affordable housing.

3. Financial tools and products that incentivise private developers and investors to include affordable and social housing within their new developments could be established

4. The Residential Tenancies Act 2010 could be amended to improve security of tenure and basic property standards for the growing number of renters in our city many of whom are aged or disability pensioners. Consideration should also be given by the Minister for Health and Human Services to time limited tenancy agreements (possibly five years) with appropriate support for working age tenants as they transition to sustained paid employment.

5. Different affordable and social housing demonstration projects which showcase innovation in design and construction technologies, provide housing diversity and employ appropriate funding sources which can then be replicated in different urban contexts in Melbourne should be promoted.

23 Several of these enablers and actions were identified at a recent forum facilitated by the University of Melbourne and contained in a report by Whitzman, C., Newton, C., and Sheko, A Transforming Housing: Affordable Housing for All, April 2015.
6. Some categories of social and affordable housing will require a level of subsidy, be it through direct government subsidies or partnerships between the various players in the housing sector such as the Federal, State or local government sector, community housing organisations, philanthropic investors and private developers. Growth in the social housing sector will require better long term funding models to assist these housing agencies so that they can scale up their housing portfolios to more sustainable and viable levels whilst meeting their obligations to meet the housing needs of some of Victoria’s most vulnerable and disadvantaged people.

7. State government, in partnership with the housing industry, could explore ways of reducing the cost of housing construction by employing new technologies and industrialising the housing sector in terms of more pre-fabricated, modular and unitised housing projects. Through innovation in design and advancements in building technology there is considerable scope to scale-up an advanced manufacturing housing industry. Such an opportunity should not be overlooked given the need to transform mainstream manufacturing jobs into new skills and create new business enterprises which contribute to our city’s productivity and economic future.

For example, use of Cross Laminated Timber can reduce the cost of construction by up to 25% and has already successfully been used in residential and commercial buildings of 5 to 11 storeys in Melbourne. Action is underway at the moment to amend the Australian Building Code to facilitate the use of such material in the building industry. Further use of this type of construction will rely considerable retraining in the building industry but it is worthy of consideration.

With the advent of 3D digital technology we are seeing ‘flat pack’ housing developing in countries such as Japan. The conversion of former shipping containers into housing and the use of light weight timber construction up to nine storeys in housing developments in Melbourne itself are other examples of how we can reduce the cost of construction and deliver more affordable housing outcomes.

All of these forms of housing can assist in reducing the time to construct the dwelling on-site providing a substantial cost saving for the developer that should then be passed onto the home purchaser.

8. State government could actively lobby the Federal Government to provide financial assistance to the provision of social and affordable housing, as well as various tax reforms, to stimulate the private sector developer and investor to assist in the delivery of these types of housing.

9. State government could seek changes to the Australian Building Code which removes various barriers to constructing new dwellings at a lower cost without compromising the quality and integrity of the building product.

10. New partnerships could be formed with State and Local Government, community housing organisations, developers, philanthropic investors and other investors in the property industry to work collaboratively on providing social housing and affordable housing.

11. Direct funding could be provided, such as government grants. Currently the Victorian Property Fund which is administered by Consumer Affairs Victoria provides grants for
‘housing assistance for low income or disadvantaged Victorians’. However, these grants will not address current demand for social and affordable housing.

12. At present the State Government charges stamp duty for housing sale transactions with some groups eligible for a discount or exemption e.g. those who qualify under the First Home Owners Grant or who buy-off-the-plan a new dwelling. Recently the State Government announced additional charges on top of stamp duty to foreign investors purchasing dwellings in Victoria. It would be highly beneficial if a portion of this additional Government revenue were allocated to a new fund – Victorian Affordable Housing Fund (VAHF) - from which appropriate organisations could access these funds to deliver affordable and social housing to people most in need of secure, safe, good quality housing. Such a fund would adopt housing targets within defined timeframes - an issue discussed later in this report.

13. Further initiatives related to the sale price of property could be explored as a source of funds into a VHAF. For example in New York City a ‘mansion tax’ applies. This tax, which is levied on high end real estate, is a 1% state tax on any real estate sales higher than USD1 million with these funds going into the 10 year Affordable Housing Project administered by the city administration. Due consideration should be given to the application of a ‘mansion tax’ in Melbourne noting that the sale price level at which this tax would apply requires further investigation.

14. Social housing bonds issued by State or Federal government as a means of leveraging private finance and ‘government backing for bond instruments in a partnership between State or Federal government and institutional investors.’

15. Cities such as Portland, Oregon have adopted Tax Increment Financing as a source of funding affordable housing. Often this form of tax is used to help fund infrastructure within a designated development area such as an urban renewal precinct.

16. Shared equity programs such as Keystart Home Loan Programs in Western Australia and HomeStart Finance in South Australia are two state government initiatives involving financial institutions or government backed housing providers that have facilitated home ownership for those on low to moderate incomes should be investigated. These programs should be investigated further by the State Government to help transition long term tenants out of public housing.

17. Limited Liability Partnerships involving local governments, developers and state or federal government have been adopted in the UK as part of the national government’s Affordable Homes Program. Such partnerships require a degree of government underwriting but in the context of Scotland have proven to be effective in delivering affordable housing in a collaborative public, private and not for profit sector arrangement.

18. Ways of incentivising the donation of land for affordable and social housing should be considered, such as:

- exploiting air-rights above local government owned car parks;
- redevelopment of land on a long term lease back arrangement where there are tax

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25 Whitzman, C., Newton, C. and Sheko, A., Transforming Housing: Affordable Housing for All, April 2015, pp.14
benefits;
- discounts to market options; and
- municipal rate reductions to land owners offering such development opportunities.

19. Innovative housing delivery models such as Community Land Trusts and Housing Development Co-operatives could be promoted and supported. Appropriate legislation is required to enable these entities to operate in the housing sector, adding to our city’s housing supply whilst delivering on sustainable energy efficient housing outcomes.

20. Broader policy, programs and funding streams for affordable housing will also be required. As is the case with other initiatives identified in PM 2014 the ‘elephant in the room’ is finding the money to increase the supply of affordable and social housing. Again this will require a whole of government across Federal, States and Territories and Local Government collaboration to find ways to financially incentivise investors and developers to deliver more housing which is affordable and meets the needs of the disadvantaged and persons on low to moderate incomes.

Recommendation 27:

Insert a new Direction, new initiative and actions as follows:

Direction 2.6: The State Government prepare a Housing Strategy and Housing Plan for Metropolitan Melbourne.

Initiative 2.6.1: The State Government work with all levels of government (Federal and Local government) to deliver more housing choice and housing affordability within all regions of Victoria and, in so doing, explore a range of available options outside the planning system.
6 LIVEABLE COMMUNITIES AND NEIGHBOURHOODS

6.1 INTRODUCTION

Table 3 in Appendix 3 compares the Directions, Initiatives and Actions in PM 2014 with those in MAC 2013. MAC 2013 included a chapter on ‘Neighbourhoods’ and a chapter on ‘Place and Identity’. The latter focused on the main features that have shaped Melbourne to become one of the world’s most liveable cities. The Neighbourhoods chapter identified the neighbourhood unit as the basic building block for creating healthy, well-serviced and vibrant neighbourhoods. The merging of the chapters has detracted from the importance and relevance of neighbourhood planning as a ‘bottom-up’ approach to planning for our city’s future. Place and Identity is about more wide ranging issues than neighbourhoods and is recommended for inclusion in PM Refresh as a free-standing chapter (see Section 9 of this report).

The Neighbourhood chapter in MAC 2013 emphasized the role that local communities can play in shaping the places where they live and relate to most strongly in their daily lives. The way we plan and manage our neighbourhoods has an impact on people’s health and wellbeing, their ability to access jobs and services and to become part of a strong and socially inclusive community.

6.2 CHAPTER TITLE AND OBJECTIVE

To capture the essence of proposed initiatives it is recommended that this chapter be re-titled ‘Healthy, vibrant and inclusive neighbourhoods’. The objective to accompany this chapter should be ‘Create neighbourhoods which promote strong communities, healthy lifestyles and offer good access to local services and jobs.’

Recommendation 28:

Change the chapter title to Healthy, vibrant and inclusive neighbourhoods.

Recommendation 29:

Change the chapter objective to:

Create neighbourhoods which promote strong communities, healthy lifestyles and good access to local services and jobs.

6.3 INGREDIENTS OF STRONG, HEALTHY AND SOCIALLY INCLUSIVE COMMUNITIES

The introduction to this chapter should highlight the importance of the neighbourhood unit as a basic community building block. It should explain the importance of neighbourhoods as places that many Melburnians identify with as part of their daily lives; as places that vary in size, character, socio-demographic composition and; as places that form part of our identity and sense of community. It should also highlight the importance of convenient access to local jobs, shops, parks, schools and other local facilities and highlight the role of active transport.
such as walking, cycling and public transport in enabling people to access the places they need to go to.

The neighbourhood unit is the most appropriate scale at which we can achieve social sustainability (see Figure 1). As stated in MAC 2013, **Strong and sustainable communities enjoy amenities and social infrastructure, a rich social and cultural life, voice and influence, and room to grow.**

Strong communities arise from well-resourced and well-functioning neighbourhoods – communities capable of maintaining wellbeing while undergoing change. Such neighbourhoods are good for people, the environment and social and economic participation. A good planning framework is essential, with the concept of a city of 20-minute neighbourhoods an essential ingredient. Underpinning this concept is the importance of more mobility choices, particularly improved walking opportunities and good proximity to local services and jobs.

MAC 2013 identified the following elements of neighbourhoods to be addressed by the metropolitan strategy:

1. **A city of 20-minute neighbourhoods:** The concept focuses on ‘living locally’. It can be achieved by adding more services and more people within existing neighbourhoods, designing new neighbourhoods with sufficient densities and mix of land uses to support more services and create more local jobs and enhancing access to jobs and services, especially by walking, cycling and use of public transport. If 20-minute neighbourhoods existed across Melbourne, it has been estimated that it could reduce our travel by 9 million passenger kilometres and reduce daily greenhouse gas emissions by more than 370,000 tonnes.

2. **Healthy neighbourhoods:** Communities with higher levels of overall health and well-being produce flow-on benefits for the city’s economy in the form of higher productivity and stronger labour markets. Healthy communities are characterised by:

   - **active places** - that have good quality public open space, accessible community facilities and walkable designs that encourage active lifestyles and independent living;
   - **local places** - where local residents can access most of their basic needs, including access to childcare, schools, health professionals, shopping and fresh food;
   - **safe places** – where residents feel safe, and are protected from harm, including harmful noise and pollution;
   - **social places** - where meeting points provide opportunities for people to develop strong social bonds outside of their immediate family and workplaces;
   - **age-friendly places** - where children, young people and older people are catered for with safe, accessible pedestrian environments that connect to open space, local schools and facilities; and

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26 These calculations were provided to the MAC by the Victorian Department of Transport, Planning and Local Infrastructure in 2013
Figure 1: Building Blocks for social sustainability

Source: S Woodcraft, T Hackett and Lucia Caistor-Arendar, Design for Social Sustainability – A framework for creating thriving new communities, 2011, pp.23
- **well-designed places** - that avoid monotonous sameness by encouraging the development of distinctive civic realms and public spaces that draw communities together.

3. **Mixed use neighbourhoods**: Mixed use development and urban densities at levels that can sustain local services and create local jobs also deliver the following community benefits:

- greater housing choice;
- greater social diversity;
- reduced distances between housing, parks and community services, workplaces, shops, businesses and other destinations;
- a more compact, connected and efficient urban form;
- vibrant neighbourhood character and stronger sense of place;
- pedestrian and bicycle-friendly environments which encourage more physical activity; and
- improved passive surveillance and safety.

4. **Vibrant neighbourhood activity centres**: One of Melbourne’s distinctive advantages is its high streets and specialised strips where people can access a range of services and shops all at once. Within our established residential neighbourhoods there is often at least one local shopping centre within a 20-minute walk, cycle or public transport trip from home. These centres serve the needs of the surrounding community and provide a focus not only for jobs but also for social interaction and community participation.

5. **Local greening**: One of the most valued characteristics of Melbourne is its network of public parks and gardens, natural features such as waterways and wetlands and high quality green spaces. All of these assets contribute to the character and appeal of neighbourhoods with local communities playing a vital role in greening their local area. Enabling community groups to use these spaces for fundraising activities, cultural events, farmers’ markets and other community-building pursuits will foster greater social participation and a sense of community.

6. **Well serviced neighbourhoods**: Local services such as schools, public transport, shops and community meeting places need to be provided at an early stage in a neighbourhood’s development. Lags in the delivery of community services, especially health and education, can result in social isolation, lower VCE participation rates and health related issues. There is also evidence to suggest a strong connection between the quality of social infrastructure and community well-being.

7. **Communities helping to plan their neighbourhoods**: Ultimately, neighbourhoods are about people, not bricks and mortar. Community engagement lies at the heart of planning for sustainable and liveable neighbourhoods and requires robust engagement and governance structures that balance the needs of all stakeholders for the broader public good.

Only two of the above ingredients are listed as important issues in PM 2014 ‘Liveable Communities and Neighbourhoods’ chapter.
Recommendation 30:

Replace entire preamble to this chapter with the preamble in MAC 2013. The Preamble is to include the diagram showing the Building Blocks of Social Sustainability.

6.4 A CITY OF 20-MINUTE NEIGHBOURHOODS

Direction 4.1 of PM 2014 is *Create a city of 20-minute neighbourhoods*, as in MAC 2013. However, it retains only one MAC 2013 delivery component, Neighbourhood Activity Centres. The following important components underpin the concept:

- mixed use neighbourhoods at varying densities to sustain a range of services and facilities;
- vibrant neighbourhood activity centres offering a range of goods and services as well as opportunities for local business and employment;
- connected pedestrian and cycle paths which deliver people to local destinations; and
- local public transport services that are frequent, reliable and convenient to use in accessing jobs and services.

Initiative 4.1.1 *Support a network of vibrant neighbourhood centres* is also in MAC 2013. The text relating to local ‘food truck businesses’ should be removed. They are not integral to the success of the 20-minute neighbourhood.

One important MAC 2013 action has also been omitted from Initiative 4.1.1: *Review relevant regulations and other obstacles deterring the use of upper level floor space in neighbourhood activity centres for more residential, commercial, community-based uses and work with councils to help unlock these underutilised spaces.*

*Initiative 4.2.2: Protect Melbourne’s Neighbourhood centres, including provision for mandatory controls* in PM 2014 is under the wrong direction heading. It should be under the direction on 20-minute neighbourhoods. It will need to be reworded noting that MAC 2013 had an appropriate action under its Initiative 3.1.3.

Recommendation 31:

Reinstate MAC 2013 action in Initiative 4.1.1:

- Review relevant regulations and other obstacles deterring the use of upper level floor space in neighbourhood activity centres for more residential, commercial, community-based uses and work with councils to help unlock these underutilised spaces.

MAC 2013 had two additional initiatives (Initiative 3.1.1 and 3.1.4) with actions for creating a city of 20-minute neighbourhoods. These should be included in Plan Melbourne Refresh.

Recommendation 32:

Insert the following Initiatives and actions under Direction 4.1:

*Initiative 3.1.1: Create mixed use neighbourhoods at varying densities*
Use the Mixed Use Zone to enable greater mix of uses at varying densities in appropriate locations.

Initiative 3.1.4: Measure and monitor the liveability of our neighbourhoods

In partnership with local governments, publish an interactive liveability index and map for Melbourne, which draws on local knowledge and is updated annually.

Active transport at the neighbourhood level is inappropriately included in the chapter A More Connected Melbourne. It should be included in the City of 20-Minute Neighbourhoods Direction and reworded to reflect the importance of walking and cycling networks at the local level.

Good-quality neighbourhood travel options help people reach a wide range of local services and activities within 20 minutes, supporting social inclusion and wellbeing. Many of our daily trips are short and can be taken by walking or cycling. Thirty-eight per cent of trips in Australian cities are less than three kilometres, a walkable distance, and 52 per cent are less than five kilometres, an easy bicycle ride. In countries with higher levels of walking, cycling and public transport, overweight and obesity levels are lower. Almost 60% of adult Australians do not undertake enough physical activity. Fitness, enjoyment, clean air, more green spaces and linear parks and less traffic, are all benefits which also extend to non cyclists. Such a neighbourhood will be dominated by people, not vehicles.

The way we design and redevelop neighbourhoods influences how much people walk and cycle. Research from the past 20 years shows that walking increases when more pedestrian routes or connections are provided in a given area. Plentiful walking paths and connections create shorter walking distances and a greater choice of routes. Improving the pedestrian environment in existing areas can be achieved by the creation of quality pedestrian links and short cuts. Identifying local principal pedestrian networks is important for the development and promotion of walking for transport, as they provide clear guidance on those parts of the road network where greater emphasis on pedestrian movements is needed.

Cycling benefits cities and their residents in many ways. Cycling is affordable and sustainable, and improves health and wellbeing. Many neighbourhoods in Melbourne are experiencing growth in the numbers of people cycling, particularly neighbourhoods close to the central city and tertiary education campuses. We need to support this growth in cycling in suburban Melbourne.

The 20-minute neighbourhood requires local public transport services. Buses could play a key role in providing local area access to shops, services and jobs.

Recommendation 33:

Insert a new Initiative and actions as follows:

3.1.2: Make neighbourhoods pedestrian and cycle friendly

- Develop a transport hierarchy that supports the delivery of 20-minute neighbourhoods with pedestrians prioritised in the design of roads and streets, followed by cyclists, public transport, private vehicles and road freight;
• Require councils and their communities to identify and develop pedestrian and cycle networks and pedestrian priority precincts within all of their neighbourhoods which increase access to local destinations;

• Consider using lower speed limits in mixed use and residential neighbourhoods in accordance with new guidelines for 40 km/h pedestrian zones;

• Amend the Precinct Structure Planning Guidelines to better plan for residents and especially children and families in new suburbs to walk and ride bikes locally to school, the shops, public spaces and places of work;

• Implement minimal local bus service levels of 20 minute frequency, 7 days a week, from at least 6 am to 9 pm;

• Support local initiatives to integrate local community transport and taxis with route bus services to expand access opportunities; and

• Improve the quality of bus stops.

6.5 USING THE CAPACITY WITHIN THE ESTABLISHED SUBURBS

The Housing chapter in this report discusses the benefits of unlocking the capacity of the established suburbs. Direction 4.2: Protect Melbourne and its suburbs from inappropriate development in PM 2014, is not appropriate. It has the effect of potentially ‘locking up’ infrastructure-rich and job rich suburbs from further major growth and development.

Recommendation 34:

Delete Direction 4.2: Protect Melbourne and its suburbs from inappropriate development and its associated actions.

6.6 HEALTHY COMMUNITIES

PM 2014 Direction 4.3 – Create neighbourhoods that support safe communities and healthy lifestyles – incorporates several initiatives from MAC 2013 but does not refer to safety.

The preamble to this direction in PM 2014 is inadequate and needs to be expanded to include the following:

• Local government plays a leading role in creating healthy communities by creating environments that support the health of local community members; strengthening the capacity of the community and individuals to achieve better health; and by facilitating and supporting local agencies whose work has a positive impact on public health and community wellbeing.

• Local government plans, Municipal Public Health and Wellbeing Plans and Municipal Strategic Statements in planning schemes set out important strategies about community health and wellbeing within the responsibilities of local government.
• Many councils are using new tools to ensure planning for healthy communities takes place at all levels ranging from the redesign of local neighbourhood parks and streets through to the development of new neighbourhoods and town centres.

• Local government is increasingly taking a whole-of-government approach to health planning.

**Recommendation 35:**

Rewrite the preamble to Direction 4.3 to include references to the important role played by local government in creating healthy communities and the various plans and tools adopted by councils on health planning.

PM 2014 Initiative 4.3.1 seeks to implement design guidelines to promote walking and cycling neighbourhoods for healthy living. However, the associated actions do not refer to, as MAC 2013 did, the range of factors addressed in the National Heart Foundation’s *Healthy by Design Guidelines* which are similar to New York City’s *Active Design Guidelines*. These guidelines reflect the strong movement towards building health and wellbeing principles into urban design.

**Recommendation 36:**

Reword Initiative 4.3.1 and its actions as follows:

**Initiative 4.3.1: Implement healthy design guidelines**

• Update the State Planning Policy Framework to support the application of the National Heart Foundation’s ‘Healthy by Design Guidelines’ in the planning and development process.

• Develop tools (such as those developed by the National Heart Foundation) to inform the review of the Precinct Structure Planning Guidelines and any future urban renewal structure planning guidelines.

• Develop a Healthy City Planning checklist based on the National Heart Foundations ‘Health by Design Guidelines’ to assist local councils in assessing development applications and designing new neighbourhoods in terms of health and community wellbeing.

### 6.7 DELIVERING SOCIAL INFRASTRUCTURE IN A TIMELY MANNER

PM 2014 Direction 4.4 is to *Plan for Future Social Infrastructure*. The MAC 2013 Direction 3.3 was ‘Deliver social infrastructure to support strong communities.’ While one direction talks about planning the other is about delivering, a significant difference given the existing backlog of social infrastructure in the urban growth area communities and some of our outer suburbs.

PM 2014 Initiative 4.4.1 – *Create Health and Education Precincts to meet the needs of residents across Melbourne*. MAC 2013 had a similar initiative but did not include education precincts. PM 2014 is preferred, recognising that co-location of different levels of education from early childhood development and pre-school to primary and secondary education as places for learning (and even life-long learning after hours and on weekends) is desirable.
Unlike PM 2014, MAC 2013 recognises a two-tiered approach to the delivery of health and wellbeing precincts:

- **Neighbourhood Health and Community Wellbeing Precincts**; and
- **Regional Health and Community Wellbeing Precincts**.

MAC 2013 said about social infrastructure delivery:

> We know from other cities around the world that it takes more than good land use and transport planning to build good neighbourhoods. There is a growing body of evidence that the economic and social benefits of providing community infrastructure far outweigh the costs of provision and result in a positive net return on investment.\(^\text{27}\)

Essential social infrastructure in urban growth areas needs to be delivered early. Both the public and private sectors have key roles to play in this, and also in the operation and maintenance of community building infrastructure. Many social services are delivered by not-for-profit organisations which can find it hard to secure affordable floor space in new suburbs.

Social infrastructure encompasses all the facilities, services and networks which assist individuals, families, groups and communities to meet their social, cultural and community needs. Space and resources are also needed for community meeting places, life learning centres, neighbourhood houses, Men’s Sheds, volunteer centres and welfare providers. In some cases there may be opportunities to make the most of existing public facilities, such as using school buildings outside school hours and co-locating aged-care and child-minding centres.

Community services such as indoor sport facilities, aquatic centres, performing arts centres, hospitals and tertiary education facilities cannot be provided at a neighbourhood level, but all neighbourhoods need good access to these things at a regional and subregional level.

Infrastructure planning within established urban areas does not start from a blank canvas or always require new premises. Better use of our legacy of community infrastructure, such as the conversion of former town halls to libraries and other cultural and community based uses, is all the more important in light of potentially high land values and development costs. It is crucial that our community places and buildings are planned and designed so that they have room to expand as our population ages and different patterns of work and social life emerge.

Once social infrastructure priorities are set, decisions about the location, type and role of the new infrastructure follow, as well as source of funding and timing of delivery.

**Recommendation 37:**

Reword Direction 4.4 to read *Deliver social infrastructure to support strong communities* and rewrite the preamble to this direction to recognise the distinction between Neighbourhood Health and Community Wellbeing Precincts and Regional Health and Community Wellbeing Precincts.

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\(^{27}\) National Growth Areas Alliance 2012, *Community Infrastructure for Growth Areas*, Technical Report (Elton Consulting)
Recommendation 38:

Reword Initiative 4.4.1 and its accompanying actions as follows:

Co-ordinate a whole-of-government approach to the delivery of social infrastructure.

- The MPA, in consultation with relevant government agencies and local government, to:
  - provide advice on how government social infrastructure proposals can align with land use and transport objectives;
  - identify social infrastructure priorities both at the subregional and municipal levels and the timing of delivery with a specific focus on the needs of the urban growth area communities;
  - develop a methodology for funding the delivery of social infrastructure in a timely manner in both the urban growth areas and established urban areas undergoing significant change.

- The MPA, in consultation with relevant government agencies, local government and social infrastructure providers, explore more creative approaches to the design of community spaces and buildings to make them more adaptable to changing needs as our neighbourhoods age and evolve, and integrate these approaches into our social infrastructure.

6.8 GREEN NEIGHBOURHOODS

An additional Direction in MAC 2013 focussed on the important role that local communities can play in greening their neighbourhoods. Direction 3.4: Involve communities in the delivery of local parks and green neighbourhoods, and the associated Initiatives 3.4.1 Develop a network of accessible high-quality local open spaces and 3.4.2 Encourage community gardens and productive streetscapes and explanatory text should be included in PM Refresh.

Recommendation 39:

Add a new Direction 3.4: Involve communities in the delivery of local parks and green neighbourhoods with the following initiatives from MAC 2013:

- Develop a network of accessible high-quality local open spaces; and
- Encourage community gardens and productive streetscapes.
7 A MORE CONNECTED MELBOURNE

7.1 INTRODUCTION

Table 4 in Appendix 3 compares the Directions, Initiatives and Actions in PM 2014 with those in MAC 2013.

The main role of the transport investment and related initiatives set out in PM 2014, A More Connected Melbourne should be to support delivery of the intended land use development directions for the city. PM 2014 is primarily about delivering a polycentric city and complementary series of 20 Minute Cities. While there is considerable commonality between the transport directions, initiatives and actions in PM 2014 and in MAC 2013, PM 2014 falls short in terms of the way its transport proposals support development of the polycentric model and the city of 20-minute neighbourhoods.

PM 2014 was reflective of the then government’s major transport proposals, including East West Link, port of Hastings and a potential third airport in the south-east.

Many of the MAC ideas were not included in PM 2014. The important additional proposals included shaping transport development directions so that they better supported the intended land use development directions, spelling out a much bigger role for buses, particularly to support growth of clusters and infill more broadly in the middle suburbs, and also emphasizing the importance of neighbourhood level transport choices (public transport, walking and cycling).

The degree of land use transport integration achieved by PM 2014 could be considerably enhanced by adding initiatives to

- improve operation of on-road public transport in inner Melbourne, improving accessibility of the middle and outer suburbs;
- improve accessibility to and within the NEICs;
- improve circumferential movement of public transport, particularly SmartBus (supporting urban infill);
- arterial road upgrades to support movement across Melbourne’s middle and outer suburbs more broadly (while seeking to limit traffic generation); and
- provide improved local transport options in outer areas.

The Government has announced its policy decisions about the East-West Link and Melbourne Metro. It is assumed that the refreshed PM 2014 will include relevant changes to reflect these priorities. The main focus in what follows is the additional strategic transport requirements to better support PM 2014’s major land use directions. It does not tackle the question of the future development strategy for Melbourne’s air and sea gateways. The MAC has not been involved in these issues, which require separate, detailed studies, the findings from which would inform the next iteration of the long term land use transport plan.

In the discussion that follows, no changes to the wording of the directions set out in PM 2014, are proposed. The suggested changes are primarily about initiatives and actions to deliver those directions.
7.2 TRANSFORM THE TRANSPORT SYSTEM TO SUPPORT A MORE PRODUCTIVE CENTRAL CITY

The productivity of the city centre is growing strongly. Melbourne’s productivity declines significantly as distance from the city centre increases. Supporting a strong central area is thus one vital requirement for Melbourne’s future (as is reducing the productivity gap between the centre and areas further out). From a land transport perspective, supporting a strong central city and surrounds is primarily about ensuring that adequate trunk public transport capacity is available to facilitate growth and that local circulation is well managed. Melbourne Metro will be critical in this regard.

Major works to upgrade freight routes in the inner west are currently under consideration and may include a second river crossing. The MAC has not been briefed on these deliberations.

Both PM 2014 and MAC 2013 included a range of similar initiatives to support operation of trams and buses within and to and from the CBD and the inner areas. However, MAC 2013 included more specific proposals, providing stronger support for delivery.

Recommendation 40:

Retain PM 2014 action 3.1.3-1 but replace actions 3.1.3-2 to 3.1.3-8 with the following initiatives that could be implemented in the first ten years of PM Refresh:

3.1.3-1: Prepare a Road Use Strategy to ensure trams and buses can operate efficiently alongside other vehicles, particularly as land uses change.

3.1.3-2: Improve inner Melbourne tram reliability with a range of measures that give trams greater priority on the road network (such as greater physical separation from other road users and improved technology to manage traffic flows).

3.1.3-3: Better serve the growing western end of the city by realigning selected St Kilda Road services using a new Park Street South Melbourne link, and extending the Collins Street tram line further into Docklands.

3.1.3-4: Deliver 50 new low-floor, high capacity trams.

3.1.3-5: Extend tram lines to E-Gate and Fishermans Bend and investigate the feasibility of completing the missing tram link between Dynon and Footscray.

3.1.3-6: Upgrade tram corridors in the Cities of Melbourne, Port Phillip and Yarra to light rail standard in accordance with the Road Use Strategy and improve services and connections to the Parkville NEIC and the new metro rail station.

3.1.3-7: Upgrade to light rail standard further routes identified in the Road Use Strategy, focussing on those with highest patronage and greatest people-moving potential.

Recommendation 41:

Retain PM 2014 action 3.1.4-1 but replace actions 3.1.4-2 to 3.1.4-5 with the following:
3.1.4-1: Plan services to better meet patronage demand and ensure new timetables better connect with trams and trains, as well as improve real-time passenger information and stops on a number of key inner-city routes.

3.1.4-2: Pilot new intelligent transport systems such as dynamic overhead lane management, to enable buses to travel faster and more reliably between Carlton and Kew along Johnston Street-Princess Street and Hoddle Street-Punt Road, and improve services on the inner city orbital routes.

3.1.4-3: Enhance Doncaster (DART) bus services in inner Melbourne.

3.1.3-4: Improve on-road priority on more streets including western routes from the city to Footscray and Sunshine, following the results of the pilot on Johnston Street-Princess Street.

3.1.3-5: Extend and improve Nightrider services to serve a 24/7 city.

7.3 IMPROVE ACCESS TO JOB-RICH AREAS AND STRENGTHEN TRANSPORT NETWORKS

Achieving the outcome goals set out in PM 2014 depends very substantially on what can be achieved in the middle suburbs. The land use development direction is strongly supported, but it lacks the transport initiatives to assure delivery. This particular land use direction focuses on precinct scale urban renewal/infill, especially in accessible jobs-rich areas, including a small number of selected mixed use, knowledge based hubs (particularly the NEICs), due to the productivity benefits they generate and the role they can play in helping to distribute the benefits of productivity growth more widely across the city. Chapter 4 in this report recommends that strategic transit corridors be added to the priority areas for infill development.

This set of land use development directions implies a need for good radial and circumferential accessibility of the targeted areas, with a particular focus on providing high quality accessibility to and from and within the NEICs and major transport corridors. The Monash NEIC would benefit from the Rowville Rail link, which PM 2014 includes under Initiative 3.1.2 (it would be better under Direction 3.2). The Doncaster Rail link is also listed in PM 2014 and should be retained in the transport plan’s longer term priorities but would be better located under Direction 3.2.

Providing for trunk circumferential movements is particularly important to this policy Direction. This mainly requires high quality major arterial road capacity to support movement of cars, trucks and road-based public transport, with on-road public transport priority along principal corridors. The rail level crossing abolition program is particularly important because it both supports circumferential movement along arterial roads as well as radial rail movements (e.g. to and from the central city). High frequency trunk public transport services should be provided along the circumferential corridors and good quality opportunities for walking and cycling should be provided within, to and from activity centres.

The PM 2014 initiatives to meet this Direction largely align with MAC 2013 but PM 2014 is noticeably short on specific actions. Both propose planning for the north-east link of Melbourne’s Ring Road, with PM 2014 proposing project delivery in the long term, and both
propose a number of rail level crossing removals. However, PM 2014 is weak with respect to specific actions that will improve:

- circumferential movement of public transport in the middle suburbs;
- access to and from the NEICs (which includes public transport and road improvements); and
- trunk arterial road movement across Melbourne more broadly.

The MAC included important initiatives in all these areas. MAC 2013 Initiative 4.2.2 *Improve access to suburban job clusters by creating an expanded, simpler, more legible bus network* was a key initiative for introducing more legibility into Melbourne’s bus network. It was not included in PM 2014. Some of the initiatives are being implemented. MAC 2013 also identified a greater number of arterial roads requiring upgrade.

A major upgrade to the SmartBus network to provide good coverage of the NEICs and improved accessibility across the middle suburbs more generally, and for outer areas, is important. PM 2014 should include a map of the proposed extent of the SmartBus network for 2030 and 2050, because of the key role it plays in supporting growth in the middle suburbs, including the NEICs.

**Recommendation 42:**

Under Direction 3.2, add the following actions for Initiative 3.2.2 which could be implemented in the first ten years of PM Refresh:

3.2.2-1: Commence the transformation of bus service into a three tier network, starting with the outer western, outer northern, outer south eastern and bayside suburbs, and provide better information including improved way-finding and real time service information. This will include improving sections of the SmartBus route between Sunshine and Mentone, and services along Blackburn and Springvale Roads to a ten minute frequency at key times.

3.2.2-2: As part of the new bus franchise agreement, reallocate services to better meet demand for access to job rich areas including Monash, Melbourne Airport, Latrobe University, Footscray and Sunshine.

3.2.2-3: Continue with the introduction of low floor buses and better stops and road crossing facilities to improve bus accessibility, particularly for those who have personal mobility difficulties.

3.2.2-4: Provide greater on-road priority for buses, starting with approaches to interchanges and along Blackburn Road. This work will continue into the medium term on the bus routes between Greensborough and Tullamarine, Rowville and Monash, Dandenong and Ringwood, Springvale Road, Warrigal Road and key routes serving Latrobe University.

3.2.2-5: Continue to improve and adjust service levels to best meet demand and regularly review the network to ensure that services provided offer the best value for money. This includes upgrading premium and connector services to higher frequencies, and upgrade connector services to a premium service level based on
potential to grow patronage. Neighbourhood services will also be improved in terms of their frequency and efficiency.

Recommendation 43:

Include a map of the planned SmartBus network at 2030 and 2050.

Recommendation 44:

Remove the action in PM 2014 under Initiative 3.2.4 and replace with the following actions which could be implemented in the first ten years of PM Refresh:

3.2.4-1: Duplicate the Chandler Highway Bridge to enhance Yarra River crossings, upgrade the Calder Park Drive/Calder Freeway interchange, complete construction of the Dingley bypass and advance plans for a connection between the Dingley bypass and the Mornington Peninsula Freeway at Springvale Road.

3.2.4-2: Deliver the Westall Road extension from Princes Highway to Monash Freeway to improve connectivity and support the Monash National Employment and Innovation Cluster.

3.2.4-3: Complete the missing section of Dingley Bypass between the South Gippsland Highway and the South Gippsland Freeway.

7.4 IMPROVE TRANSPORT INFRASTRUCTURE, SERVICES AND AFFORDABILITY IN MELBOURNE’S NEWER SUBURBS

PM 2014 broadened the MAC 2013 direction for outer urban areas by including an affordability component. This is a good addition given the MAC 2013 five outcome goals. It only includes one relevant action item, which is to change the public transport fare structure so that travel between Zones 1 and 2 will be reduced to the same cost as travel in Zone 1, while keeping the Zone 2 only travel at the existing lower cost.

Under Direction 3.3, MAC 2013 includes more specifics for improving rail and bus networks for outer urban areas than PM 2014. Apart from Caroline Springs railway station upgrade (also included in MAC 2013), PM 2014 was silent on specific bus service upgrades and rail corridor reservations. MAC 2013 better supports achievement of PM 2014 Direction 3.3, Initiative 3.3.2.

Recommendation 45:

Replace PM 2014 actions in Initiative 3.3.2 with the following which could be implemented in the first ten years of PM Refresh:

3.3.2-1: Expand bus services in all growth areas so that most residents live within 800 metres of either a premium or connector service. This includes the introduction of connector services from Werribee to Wyndham Vale Station, Mt Ridley to Craigieburn Railway Station, Epping North to Epping Station, Mernda to University Hill via South Morang station, and a north-south service between the Cranbourne and Pakenham lines.
3.3.2: Trial the implementation of interim routes in areas that are in early stages of development. Permanent routes will be introduced when there is sufficient passenger demand and appropriate road infrastructure is in place.

3.3.3: Improve access to the rail network by building Caroline Springs railway station and develop Park and Ride and bike cage facilities in outer suburbs.

3.3.4: Secure rail reservations for planned extensions and duplications in growth areas at Melton, Wallan (including Upfield to Roxburgh Park), Mernda, Wollert, Clyde, Baxter and Wyndham Vale to Werribee, and deliver these extensions in the medium to long term.

7.5 IMPROVE LOCAL TRAVEL OPTIONS TO INCREASE SOCIAL AND ECONOMIC PARTICIPATION

This Direction is about supporting development of strong and sustainable neighbourhoods and communities. It is therefore better placed in the chapter on Neighbourhoods.

Recommendation 46:

Move PM 2014 Initiatives 3.4.1 Making Neighbourhoods Pedestrian-Friendly and 3.4.2 Create a Network of High-quality Cycling Links to the chapter dealing with Neighbourhoods.

7.6 IMPROVE THE EFFICIENCY OF FREIGHT NETWORKS WHILE PROTECTING URBAN AMENITY

PM 2014 and MAC 2013 proposals are closely aligned under this Direction. The only notable difference is that PM 2014 proposes progressive conversion of the Western Port Highway to freeway standard along its entire length, primarily to service the Port of Hastings. The priority given to this recommendation will depend on the approach taken to development of Melbourne’s port capacity in coming years.

7.7 MAKING THE BEST USE OF EXISTING RESOURCES

A fundamental principle of all transport plans and programs should be that existing resources are put to their most effective uses and used at maximum efficiency. This is sometimes known as ‘doing the right things and doing things right’.

If efficient resource use is the objective, the single biggest challenge is the question of charging for road use. International experience suggests that the starting point needs to be a wide-ranging community consultation about the need for reform and the best way to implement such reform. Pricing of road use and public transport travel should be included in these consultations. Infrastructure Australia highlighted this issue in its recent report *Infrastructure Australia 2015, Australian Infrastructure Audit, April 2015*.

Recommendation 47:

Consistent with Infrastructure Australia’s recommendation that ‘there is a need for serious public discussion about infrastructure service levels and funding’, the Victorian Government should initiate a community consultation program into the way transport use is priced, as part of a wider program to ensure that resources used in land transport are used as efficiently as possible.
8 ENVIRONMENT, WATER, ENERGY AND WASTE

8.1 INTRODUCTION

Table 5 in Appendix 3 compares the Directions, Initiatives and Actions in PM 2014 with those in MAC 2013.

The MAC 2013 two chapters (‘Environment’; and ‘Water, Energy and Waste’) were combined into one chapter (‘5. Energy and Water’) in PM 2014 but with some directions removed and others reduced in emphasis without meaningful actions. In MAC 2013 these chapters were separate - Environment, dealing with the natural systems; and Water, Energy and Waste dealing with the infrastructure and man-made systems that operate and sustain us within the urban environment. The combination of these elements within the one chapter is manageable, provided the missing and under-emphasised directions are added and re-prioritised. In keeping with the broader subject, a better name for the chapter would be ‘Climate Change and Environment’.

Actions that are either missing from MAC 2013 or which were included in diminished form are as follows:

- Climate change actions were removed.
- Actions to conserve biodiversity were converted to studies.
- Coastal actions were made less specific.
- The protection of high quality agricultural land was supported but without the commitment to introduce a new agriculture overlay within the VPPs and/or to take other measures to promote local food production.
- The recommended action for all buildings greater than 3,000m² to have water retention and recycle systems was removed.
- Energy consumption and renewable energy actions were removed, except for supporting the introduction of building Energy Upgrade Agreements.
- Support for a national container refund scheme was removed.

In addition to the loss of, and changes to, many of the directions and initiatives, there is a palpable reduction in the strength of many of the actions that are needed to implement the strategy. Often the subject of an action is retained, but the recommended action has been reduced to a study, an investigation or an examination. This is not to assert that the recommended actions for Environment and Water Energy and Waste in MAC 2013 were all action-outcomes, but rather, the number of actions omitted, and the downgrading of others means PM 2014 presents as a fractured, incomplete environmental strategy rather than one that was projected from the 2012 MAC Discussion Paper – Melbourne, let’s talk about the future.

This departure from the comprehensive messages was identified in a number of submissions to PM 2013. Organisations and individuals noted the absence of actions aimed at carbon abatement which had been foreshadowed in the 2012 Discussion Paper. The submissions note that while a number of sustainability concerns were included (such as habitat, water, climate variability, waste and energy consumption) there were few specific requirements indicated. The call from submissions was for stronger action on critical sustainability issues through specific initiatives and infrastructure requirements.
A number of submissions contained references to the *Vancouver Greenest City 2020 Action Plan* which is based around three core areas of carbon, ecosystems and waste. The ten goals adopted are: Green economy, Climate leadership, Green buildings, Green transportation, Zero waste, Access to nature, Lighter footprint, Clean water, Clean Air, Local food. These goals are supported by specific targets and success measures. Given that city’s comparative position with Melbourne, there would be merit in examining the adoption of this approach or its elements. It is understood that the implementation of this plan involved a sustained consultation process.

The other key area identified in submissions was the effective absence within the strategy on energy efficiency, precinct energy, renewable energy and energy efficient design standards.

A strongly supported action in the PM 2013 Environment and Water chapter is the protection of high value agricultural land and the promotion of local food production as part of a broader sustainability and healthy cultural agenda. This support extended over metropolitan, growth area and peri-urban local governments and into private investors. Citizens saw the need for priority to be given to protect high value agricultural land from urban development. It was argued that non-urban areas of metropolitan land should be seen as a resource for new forms of intensive agriculture. Submissions identified opportunities to combine agriculture with energy production, using waste as a material input, based on European agricultural practices.

A suggested method aligned with an Agricultural Land Protection Overlay to protect significant agricultural land.

### 8.2 INTEGRATING ELEMENTS

Our city’s liveability is influenced by the health and beauty of our natural environment as much as it is influenced by the strength of the economy and the ability of our citizens to live sociably and in relative comfort. We can enhance the beauty and liveability of Melbourne’s urban areas as well as its green wedges and environmentally diverse peri-urban areas. Creating a green interface to our metropolis that helps define where the city ends and the countryside begins will safeguard biodiversity in non-urban areas and provide signals of what is urban and what is rural. Establishing this boundary will secure the future use of those areas for agriculture and agri-business, recreation and open space, tourism, heritage and landscape conservation, waste management operations and alternative energy production.

Shifting the operation of Melbourne to be less car dependent will also prepare the city for energy ‘shocks’ and lead to lower emissions, and a healthier city. There is widespread agreement that our planet’s climate is changing due to a wide range of natural and human factors. The World Health Organisation and other agencies now recognise that climate change is not simply an environmental or developmental issue — it is a significant and emerging threat to human health and wellbeing.

The way our water, energy and waste resources are secured and managed will have a range of impacts on Melbourne’s competitiveness, amenity, environmental sustainability and its resilience to extreme climatic conditions. A growing population creates an imperative to manage our resources in a more integrated and efficient way and planning them coherently with all other components of the city. Water, energy and waste resources are often viewed simply as inputs or products of the functioning of a city. This underestimates their potential. Melbourne needs to move away from an approach where we separately manage and develop water, energy and waste.
systems. The new imperative is to integrate our planning for these resources with the ongoing development of our city. This applies within each resource sector (water, energy and waste) and between these resources and land use planning and design.

Major cities are subject to the urban heat island effect due to the build-up of energy and emissions from the processes of living, transport and economic activity. Dense urban areas can be up to four degrees warmer than surrounding rural areas. Broader climatic impacts are making areas of Melbourne’s coastal area vulnerable to sea level rise with serious implication on our infrastructure investments. Our city needs to be equipped to avoid additional cooling costs which may in themselves exacerbate the problem.

Actions we can take that can reduce these effects integrate with other key themes: the greening initiatives through increased tree planting, and extending the distinctiveness of Melbourne by creating new boulevards across the suburbs will aid a cooler city environment. Actions to achieve an urban form that encourages walking, cycling and public transport usage and reduces the need for car travel are also necessary elements to achieve a city better equipped as the climate changes extend.

8.3 CITY-LED CHANGES FOR CLIMATE CHANGE

Major actions on climate change require international co-operation, which as successive United Nations Convention on Climate Change conferences have shown is yet to be achieved. At a national level, most governments have recognised the need for action, but again there is no consistent picture. At state level Victoria is now seeking agreement to increase the proportion of renewable energy it wishes to include in its energy consumption target. This will require Federal Government approval because of the varied approaches.

While discord is occurring at international and national levels, many city governments have been more active and are demonstrating what can be achieved, seeing these actions as competitive advantages for their economies. These administrations are positioning their cities as forward-looking, more secure, against future climatic events and more attractive to long-term investment.

Melbourne is a member of the 100 Resilient Cities Program, a world-wide organisation made up by city governments working together to avoid the debilitating effects on cities that climate change (among other hazards) is having and which is confidently predicted to become more acute in the future. The program is designed to make these cities more resilient to the physical, social and economic challenges that are a growing part of the 21st Century. Twenty-nine of thirty-two metropolitan councils are participating to develop a resilient city strategy for the whole metropolis. The councils seek to make the city less open to major shocks and impacted by the debilitating effects of climate change, nominating all of the challenges that are intended to be addressed in PM 2014 within their objectives.

The importance of this program is two-fold. It uses climate change, economic and social challenges as the framework within which all actions are contextualised and it sets the challenges at a Melbourne wide community level. Individually, several Melbourne councils have been leaders in environment policy and practice.

The State Government should set a pathway to reduce the amount of carbon emissions. These offsets are unlikely to be achieved within the confines of the metropolitan area but may be
added to through re-afforestation and expansion of renewable energy production. This will also involve Federal Government cooperation on policies affecting the renewable energy industry. Targets will need to be set.

8.4 ADOPTION OF THE GOAL OF NET ZERO CARBON EMISSIONS BY 2050

World cities working to achieve net zero emissions, or emissions reduction of 80% or higher by 2050 include Antwerp, Berlin, Boston, Boulder, Chicago, Cleveland, Copenhagen, District of Columbia, Hamburg, London, New York, Oslo, Portland, San Francisco, Seattle, Toronto, Vancouver, Yokohama and Zurich. The implications include:

- rapidly shifting away from fossil fuels towards investment in renewable energy to equal or exceed the carbon-based energy utilised through companies’ own activities and their value chains; and
- activities that optimise the use of, or restore natural carbon sinks, including:
  - sustainable use of finite natural resources: forests, oceans and freshwater;
  - contribution to restoration of depleted resources that provide natural sinks including forestry and oceans; and
  - reduction, recycling and re-use of waste sources related to own activities and consumption.

The business case for moving towards this emissions target is growing louder and more attractive. There is a large number of global corporations which are now transitioning their business approaches to avoid the environmental risks and increase their resilience to potential shocks. This is driven as much by economic concerns as environmental concerns. As stated by Richard Rubin, the former USA Secretary of the Treasury, in the Risky Business Report, June 2014:

*We do not face a choice between protecting our environment or protecting our economy. We face a choice between protecting our economy by protecting our environment – or allowing environmental havoc to create economic havoc.*

The critical action required is to enable the Victorian economy to move down this path. A recent submission to the Federal Government from Professor Ross Garnaut agreed with the Independent Climate Change Authority that Australia’s 2020 target should be increased from its current 5 per cent reduction on 2000 levels (including a Kyoto credit bonus that makes up 4 per cent), to a target of a 15 per cent cut by 2020 (not including the Kyoto bonus).

For the Victorian economy and PM Refresh targets need to be measurable and recognisable by the community. They can be matched to city improvements e.g. greening our city, better places that encourage walking, less overall travel time, and changing our approach to waste. This should include not expanding our urban footprint. The City’s environmental future is best served by ‘doing more with less’ and not allowing further low density expansion at the edge.

Measures that should be adopted and monitored over the life of PM Refresh include:

- Stationary energy: greatly increasing the source of energy to renewable energy systems;

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20 See Track 0: The Business Case for Adopting the Long-Term Goal for Net zero Emissions, April 2015
http://track0.org
- Transport: target zero growth in the overall vehicle kilometres travelled per year;
- Walking trips: target a doubling of walk trips per capita/kms walked;
- Waste: adopt specific targets to reduce the amount of household waste going to land fill;
- Recycling: set targets for the tonnes per capita recycled by 5 year intervals;
- Tree canopy: establish a target for the percentage of the metropolitan area covered by trees (including street trees). This action sits in parallel to the creation of new boulevards and greening of the city and the advancement of Melbourne’s distinctive identity; and
- Urban Footprint: set a percentage of land within the UGB that is to be retained and not occupied by urban activities.

8.5 SHAPING THE CITY FOR ENVIRONMENTAL RESILIENCE

The polycentric city and sustainable neighbourhoods are the building blocks for environmental resilience. The city of 20-minute neighbourhoods concept encourages local living, walking and active transport over car travel, a mix of uses and development densities, more connected social relations and the prospect of building local character and identity.

It is important that the city-shaping infrastructure projects that we invest in are sited, designed and constructed so that they will withstand the majority of perceived major shocks and the range of climate changing impacts that can be forecast. We know that some parts of Melbourne will be subject to sea level rise and would not be suitable for the location of certain facilities, but this is only one example. Working with the 100 Resilient Cities program, Melbourne needs to develop its own infrastructure resilience assessment test that will ensure that the infrastructure is developed with resilience as a core criterion. This test could be built into the planning assessment system as a new requirement. Not introducing such a test may have significant liability implications for planning authorities in the event that recently approved developments are rendered unviable by sea level rise or other forecast climatic changes.

8.6 WATER: ENHANCING THE OPPORTUNITIES

MAC 2013 Direction 6.2 and PM 2014 Direction 5.6 are to Protect our significant water and sewerage assets. MAC 2013 sets out some actions which were removed in PM 2014. There are opportunities to go further. The Direction calls for water authorities and councils to work collaboratively to improve urban stormwater retention and its use for water sources for street trees, parks and private landscaping.

The work undertaken by the former Office of Living Victoria identified the metropolitan area as a series of water catchment. Beyond seeing the city as a water catchment, large sections of our city risk being inundated by flood events caused by the phenomenon of major weather events that have increased and are confidently predicted to be more frequent. Melbourne’s flood planning is based on 1 in 100 year flood events drawn from historical data. The forecasts indicate that relying on such modelling to protect the city from future events may be illusory.

8.7 ENERGY EFFICIENCY

Renewable energy can be obtained from renewable or natural resources and does not create environmental debt. Clean energy can also be energy which creates less pollution, no pollution at all, or that uses resources that can be easily renewed.
While national energy policy settings and action in national markets for energy generation will largely determine how we reduce energy consumption, State and local initiatives are also important. Such initiatives can provide integrated solutions to water, waste and energy issues such as converting waste to energy, reducing atmospheric emissions while at the same time reducing the demand for landfill facilities.

However, the main lever for sustainable energy is a combination of energy efficiency and local energy generation. This is happening in innovative ways around the world and in Melbourne. In Central Dandenong the Precinct Energy Project is serviced by a tri-generation capable system providing low carbon electricity and thermal heating and cooling to building owners and tenants. The Smart Energy Zone in the Doncaster Hill development is supporting a tri-generation facility that will supply heating, cooling and power to Manningham’s City Square building via a micro-grid.

The other side of energy efficiency is the way we build our cities, places and buildings. A city can, through its urban form, mix of land uses, accessibility, connectedness of activities and increased densities, have a higher energy efficiency than a city where land uses are located on a least land cost basis. Melbourne suffers from many examples of the latter approach.

The reduction of travel times and resource use is one of the outcomes that is sought through the use of the strategic planning principles. Walkable neighbourhoods will deliver also on this outcome. Actions to achieve higher energy efficiency need to extend into the building design standards to a greater extent that they do currently. While there is a number of higher achieving industry driven models, such as Greenstar, these are discretionary, leaving the low level provisions within the building codes as the main control. It is time more effective mandatory controls were introduced as a way of sharing the costs and benefits of the transition to an energy efficient environment.

A topic that was under-explored in MAC 2013 was the potential of generating energy from waste products, especially considering that Melbourne at around 8 million people will be generating major amounts of waste and much of this in the central area. Given the costs and emissions from transport and the emissions that escape from land fill (carbon monoxide in particular), burning the waste for energy production closer to the source and customer may be a preferred environmental outcome. International evidence suggests serious consideration should be given to this energy source utilising new technologies. Investigation of the potential of such plants to provide precinct level, independent energy sources should be undertaken. The methodology would follow environmental effects processes in addition to the economic tests.

Recommendation 48:

Rename the chapter in PM 2014 to Environment and Climate Change.

8.8 A NEW OBJECTIVE FOR THE CHAPTER

Because MAC 2013 had two chapters covering Environment and Water, Energy and Waste there were two separate chapter objectives they being:

- Environment: *Protect our natural assets and ensure a sustainable and more resilient environment in the face of a changing climate; and*
- Water, Energy and Waste: Integrate the planning of water, energy and waste management systems in a more efficient and sustainable manner.

Recognising the shortcomings of PM 2014 in addressing climate change issues a recommended objective for this combined chapter for PM Refresh is:

*Protect our natural assets and ensure a sustainable and more resilient environment in the face of climate change.*

This new objective specifically adopts the term ‘climate change’, a term that is often referred to in scientific circles. The proposed wording also acknowledges that to be a sustainable city we will need to adopt more efficient and smarter ways of managing water, energy and waste.

**Recommendation 49:**

Introduce a new objective for this chapter as follows:

*Protect our natural assets and ensure a sustainable and more resilient environment in the face of climate change.*

**8.9 PUT CLIMATE CHANGE FRONT AND CENTRE**

Direction 5.1 in PM 2014 is *Using the city structure to drive sustainable outcomes in managing growth* with Initiative 5.1.1: Accommodate the majority of new dwellings in established areas within walking distance of the public transport network. Both the Direction and its first initiative should be removed. The explanation of the direction and initiative repeats matters already raised in chapters on Delivering Jobs and Investment, Housing Choice and Affordability and A More Connected Melbourne.

**Recommendation 50:**

Delete Direction 5.1 - *Using the city structure to drive sustainable outcomes in managing growth* and Initiative 5.5.1: Accommodate the majority of new dwellings in established areas within walking distance of the public transport network.

Accompanying the MAC 2013 Direction 5.1: Reduce the consequences of extreme climate events and related environmental risks there were two accompanying initiatives. The first related to issues such as flooding, sea level rise, bushfires and heatwaves. The second addressed the urban heat island effect and the need to apply design measures to ‘cool’ our urban environment. It is appropriate that a third initiative which is in PM 2014 be added, namely Initiative 5.1.2 *Ensure settlement planning in growth areas and peri-urban regions responds to natural hazards.*

**Recommendation 51:**

Re-instate MAC 2013 Direction 5.1: *Reduce the consequences of extreme climate events and related environmental risks.*

Insert the following initiatives under the new Direction 5.1:
- **Initiative 5.1.1:** Identify at risk areas and reduce their vulnerability.

- **Initiative 5.1.2:** Cool Melbourne by greening buildings, roads and open space, and planting urban forests.

- **Initiative 5.1.3:** Ensure settlement planning in growth areas and peri-urban regions responds to natural hazards.

In progressing the important concept of building a resilient city, PM Refresh would benefit from including actions that ensure the infrastructure we will rely on over the next decades will be designed and built to standards that will withstand major climatic events or longer term changes such as sea level rise. How this will be achieved needs to be understood in a Melbourne context and in relation to the types of infrastructure, the potential risks to disruption and risk profiles.

**Recommendation 52:**

Insert new action 5.1.1-5: Develop an Infrastructure resilience assessment test which requires that proposals for new major capital works are subject to modelling that indicates, through siting, design, specifications and construction, the infrastructure will be able to withstand a range of major shocks and/or the likely effects of climate change (particularly sea level rise).

### 8.10 NATURAL HABITATS

Melbourne enjoys a rich natural amenity in its landscapes, waterways, foreshores and bays. Direction 5.2 in PM 2014 is *Protect and restore natural habitats in urban and non-urban areas.* The wording and associated initiatives is similar to MAC 2013.

However MAC 2013 includes more actions under each initiative. Whereas MAC 2013 Initiative 5.2.1 *Increase the protection and restoration of biodiversity areas* was to be actioned by four specific on-the-ground actions, PM 2014 reduces this to one requiring an *evidence based review.* PM 2014 Initiative 5.2.2 *Protect the values of our waterways* suffers almost a similar fate. PM 2014 action 5.2.2-1 is copied from MAC 2013 and should remain. The two other actions in MAC 2013 addressing the health of Melbourne’s water ways and improving the planting along waterway corridors should be reinstated.

Urban development is causing the loss and endangerment of native species which we can avoid by including biodiversity considerations in the way we design our new suburbs. We do this for some species in the growth areas, possibly to an extent that is impacting on the efficient use of land. Native species need the ability to move as conditions demand and have demonstrated their capacity to adapt to urban environments. As we turn our attention to urban renewal, we need to include biodiversity considerations across these areas also. Urban greening initiatives may be used to promote their regeneration.

PM 2014 Initiative 5.2.3 *Protect the coastlines and waters of Port Phillip and Western Port* is the same as in MAC 2013. Reference is made to the ‘soon to be released’ Victorian Coastal Strategy 2014 in one of the MAC 2013 actions but it is not referenced in PM 2014. This document needs to be reviewed to ascertain its consistency with planning for sea level rise.
Several of the actions in PM 2014 have either watered down the intent of the MAC 2013 actions or not included some of these actions at all.

**Recommendation 53:**

Delete all of the actions under Direction 5.2. and replace with the following actions which could be implemented within the first ten years of PM Refresh:

5.2.1-1: Implement the Biodiversity Conservation Strategy in Melbourne’s growth corridors and across Melbourne’s urban areas.

5.2.1-2: Establish a 15,000 hectare western grasslands reserve extending from Mt Cotterell, south-east of Melton to the area north of little river.

5.2.1-3: Create urban conservation reserves in the growth corridors including 3,000 hectares of land along major waterways.

5.2.1-4: Establish a large grassy eucalypt woodland reserve south-west of Whittlesea outside Melbourne’s metropolitan urban boundary.

8.11 HIGH QUALITY AGRICULTURAL LAND - AN IMPORTANT RESOURCE

*Direction 5.3: Enhance the food production capability of Melbourne and its non-urban areas* in PM 2014 is the same as in MAC 2013. Submissions on PM 2013 expressed widespread support for this Direction and often included specific recommendations as to locations, statutory controls, and the social and economic benefits of protecting such land for agricultural pursuits.

In PM 2014 there is only one initiative for this Direction. The MAC 2013 wording is preferred as it references the green wedges and the peri-urban areas as the main areas where protection of high quality agricultural land should occur. In addition, the actions in MAC 2013 go beyond just doing a study (as is implied in Initiative 5.3.1-1 of PM 2014).

PM 2014 actions omit examination of innovative planning measures to protect farming areas which are important to regional economic productivity and tourism in the metropolitan and peri-urban areas. (MAC 2013 action 5.3.1-4). Protection of agricultural land that extends over areas that might be used for intensive agriculture should also be considered possibly by use of an overlay control under the VPPs. This will play an important role in protecting land long term and be useful in land valuation and municipal rate setting.

The wording in MAC 2013 for Direction 5.2 is preferred as it is better expressed and more direct in its action oriented outcomes than PM 2014.

**Recommendation 54:**

Replace Direction 5.3, Initiative 5.3.1 and its actions in PM 2014 with the following:

**Direction 5.3:** *Enhance the food production capability of Melbourne and its non-urban areas.*

**Initiative 5.3.1:** *Protect our high-quality agricultural land in Melbourne’s green wedges and peri-urban areas for food production.*
5.3.1-1: Identify, assess and protect under local planning schemes, using the agricultural overlay, the long-term value and environmental sensitivity of high-quality land for food production in Melbourne’s non-urban areas.

5.3.1-2: Ensure local planning policy statements protect and support areas such as the Mornington Peninsula, Bellarine Peninsula, Macedon Ranges and the Yarra Ranges for food production and investigate the need for additional statements to protect resource values elsewhere within Melbourne’s green wedges and peri-urban area.

5.3.1-3: Explore innovative planning measures to protect farming areas which are important to regional economic productivity and tourism, and facilitate the sustainable intensification and long-term viability of agricultural production.

5.3.1-4: Review planning provisions to enable agricultural activities such as livestock, meat processing and similar industries to be located in the peri-urban areas close to Melbourne.

8.12 NOISE AND AIR QUALITY

The wording of Direction 5.4 and Initiative 5.4.1 in PM 2014 are the same as in MAC 2013. The wording of the first action 5.4.1-1 in both documents is also similar but MAC 2013 takes the actions further with a second action 5.4.1-2 about strengthening mechanisms that protect existing uses which create noise and air quality issues. This was inserted in response to submissions to the 2012 MAC Discussion Paper – Melbourne, let’s talk about the future by industrial businesses that were experiencing urban encroachment and hence complaints from new residents about their operations. Quarries are a good example of this potential land use conflict.

Recommendation 55:

Add a new action to Initiative 5.4.1 as follows:

5.4.1-2: Strengthen mechanisms (such as clearer standards and guidance) to protect separation, buffer and interface distances for existing facilities and uses which create noise and air quality issues.

8.13 MANAGING OUR WATER AND SEWERAGE ASSETS

The wording of Direction 5.5: Integrate whole-of-water-cycle management to deliver sustainable and resilient urban development in PM 2014 is preferred to that of Direction 6.1 in MAC 2013.

Initiative 5.5.1: Prepare and implement whole-of-water-cycle management plans in Melbourne’s sub regions matches MAC 2013 Initiative 6.1.1: Develop and implement Integrated Water Cycle Management plans in each of Melbourne’s subregions. Actions 5.5.1-1, 5.5.1-2 are generally consistent with MAC actions 6.1.1-1 and 6.1.1-2. These actions were derived from the commitments from the Office of Living Victoria to produce Integrated Water Cycle Management Plans for Melbourne’s four growth areas by October 2013. The status of these plans is unknown.
PM 2014 action 5.5.1-3: *Examine the costs and benefits of implementing new building controls to improve the water performance of new buildings* replaced MAC 2013 action 6.1.1-3 which sought to mandate water retention systems in buildings of over 3,000m² with an action which would investigate the costs and benefits. The PM 2014 action should be retained but with an addition that states: *with the intended purpose of applying water retention systems to buildings with a floor area in excess of 3,000m².* This will provide a clear focus to the study.

**Recommendation 56:**

Add the following to action 5.5.1-3 *with the intended purpose of applying water retention systems to buildings with a floor area in excess of 3,000m².*

**Direction 5.6:** *Protect our significant water and sewerage assets* in PM 2014 is the same as Direction 6.2 in MAC 2013. The MAC 2013 actions under this Direction came from discussion with stakeholders concerned about the stressed minor creeks and waterways within the metropolitan area. The actions also tied back to the Integrated Water Catchment Management approach under PM 2014 Direction 5.5 (which is MAC 2013 Direction 6.1).

PM 2014 action 5.6.1-1 *Work with water authorities to determine land-area and buffer requirements for significant water and sewerage infrastructure and review planning provisions to ensure the ongoing protection of public health and safety* should be retained. It is preferred to the wording in Initiative 6.2.1 of MAC 2013.

PM 2014 does not include two other actions which MAC 2013 saw as very important. These dealt with improving the health of (stressed) waterways and updating urban stormwater requirements in a denser and more climatically challenged city. (MAC 2013 actions 6.2.1-2 and 6.2.1-3). The inner and middle suburbs of the metropolitan area are experiencing an overall increase in the extent of hard surface and a loss of infiltration areas. This will in turn, increase a need for local detention for flood control and for use in greening both public and private spaces. This increased water detention will be necessary in combatting the forecast increases in extreme weather events, the urban heat island effect and the achievement of a green city.

*Initiative 5.6.2: Protect our open space waterway corridors from inappropriate development* in PM 2014 is the same as in MAC 2013 under Initiative 6.2.2. The wording of Initiative 5.6.2-1 in PM 2014 is preferred so no change is recommended.

**Recommendation 57:**

Include the following new actions under Initiative 5.6.1:

- **5.6.1-2:** *Work with Melbourne Water and councils to identify stressed waterways in the metropolitan area. Wherever possible this will be done as part of preparation of subregional and local precinct Integrated Water Cycle Management plans; and*

- **5.6.1-3:** *Require water authorities to update urban stormwater management requirements for new development to encourage local detention and infiltration of stormwater for water supply for street trees, public parks and gardens and private landscaping.*
8.14 TRANSITIONING TO CLEAN ENERGY

Direction 5.7 Reduce energy consumption and transition to clean energy is the same as in MAC 2013, but few supporting actions were retained. Submissions to PM Draft 2013 were strongly critical of this section. A criticism of the MAC 2013 and PM 2014 wording is in the use of the term ‘clean energy’. It was submitted that the term ‘renewable energy’ should be used.

Strong support was provided for the expansion of the legislative provisions under the Local Government Act that will allow municipalities to issue Environment Upgrade Agreements which provide an innovative way for building owners to upgrade the environmental performance of their assets and have this paid over time by way of a rating agreement. (PM 2014 Initiative 5.7.1-2 and MAC 2013 Initiative 6.3.4-1). These operate now within the City of Melbourne.

The recommendations under MAC 2013 Direction 6.3 sought to implement whole of government changes in energy usage and in the source of the energy i.e. less from coal-fired plants and more from renewable sources. In addition, the recommendations sought to encourage local energy production, precinct scale energy schemes in the renewal areas, the opportunities for peri-urban and landscape buffer areas to accommodate renewable energy plants (solar) and the introduction of higher performance environmental performance standards in buildings. This last item is being promoted jointly by eighteen municipalities which are seeking to achieve this by changes to their planning schemes. (e.g. Moreland Planning Scheme Amendment C71 Environmentally Efficient Design)

Recommendation 58:

Reword Direction 5.7 as follows:

Reduce energy consumption and transition to renewable energy.

Recommendation 59:

Add the following actions to Initiative 5.7.1: Support local governments and the private sector in their efforts to promote energy efficiency:

- As part of a whole-of-government policy framework, investigate opportunities for local generation of electricity in growth areas and strategic sites around the city.

- Prepare template commercial agreements for shared use of co-generation and tri-generation facilities to relieve developers and their customers of the high costs that can be incurred in obtaining commercial and legal advice associated with creating and participating in shared facilities.

Recommendation 60:

Add the following new initiatives and actions to Direction 5.7:

Initiative 5.7.2: Encourage alternative energy technologies

5.7.2-1: Investigate as part of a comprehensive assessment of the economic and investment opportunities available in Melbourne’s peri-urban area the potential for renewable
energy enterprises and, where appropriate, work with councils to identify areas where such activities could be encouraged to locate.

5.7.2-2: Prepare a planning policy which recognises the role of renewable energy technologies in transitioning Melbourne to become a low carbon city and encourages greater use of solar energy in all new development.

5.7.2-3: As the price of solar power decreases, identify opportunities for the installation of commercially viable solar photo-voltaics along freeways to support lighting, Intelligent Transport Systems and signage for users of these roads as well as opportunities to feed this energy back into the metropolitan grid.

Initiative 5.7.3: Reduce energy use in buildings and encourage precinct based energy initiatives

5.7.3-1: Investigate opportunities and constraints for precinct scale use of renewable energy resources and develop a long term transition plan for improving energy efficiency of all existing buildings, both at the individual building and precinct levels.

5.7.3-2: Advocate through national forums higher building energy standards that are consistent with broader energy efficiency policy.

8.15 GETTING ECONOMIC VALUE OUT OF WASTE

Direction 5.8 Plan for better waste management and resource recovery in PM 2014 is similar to Direction 6.4 in MAC 2013. However the MAC 2013 initiatives and actions for Direction 6.4: Reduce waste and get value from waste were aimed at reducing the amount of waste being produced in Melbourne (and Victoria) which has been increasing at a high rate per capita in recent times, despite programs aimed at reversing this trend.

PM 2014 Initiative 5.8.1 Separate waste management and resource recovery facilities from urban encroachment and assess opportunities for new waste facilities is preferred to MAC 2013 Initiative 6.4.2 because it includes waste management sites in the waste facility capacity analyses. PM 2014 actions (5.8.1-1 to 5.8.1-5) are also preferred.

PM 2014 Initiative 5.8.2 Develop new waste systems to meet the logistical challenges of medium and higher-density developments is identical to MAC 2013 Initiative 6.4.3. However, whilst PM 2014 includes an action related to ‘the new planning guide’ to address waste infrastructure for all multi unit residential developments, MAC 2013 had the following action:

Make changes to the VPP to better define the need and provision of waste infrastructure for all multi-unit residential developments.

Given the growth of new residential buildings all adopting individual various waste management procedures, more than an advisory note is needed. Other cities have developed integrated systems which reduce, separate, manage and move waste in efficient ways that increases recycling and reduces vehicle activities. Following further investigations into integrated waste management procedures, these could be encouraged as part of a code assess package of performance requirements for multi-unit residential developments.
**Recommendation 61:**

Replace the first action in Initiative 5.8.2 with the following:

*Make changes to the VPP to better define the need and provision of waste infrastructure for all multi-unit residential developments.*

MAC 2013 included a further Initiative *Maximise the economic recovery of waste* (initiative 6.4.4) with the following action:

*Investigate opportunities with local councils, Melbourne Water and key stakeholders to recycle more treated wastewater and feed it back into the food production activities within and around our metropolitan urban boundary as part of a food production policy for our city and its hinterland.*

PM 2014 contains no matching initiative or action. While PM 2014 cannot contain all related policies, the inclusion of this initiative and action is important because they connect with innovations related to recycling wastewater for agriculture and food production within the water catchments of Melbourne. An additional action could relate to the Desalination Plant. This would assess the marginal cost for water to be produced from this major existing asset that could benefit the food areas of Melbourne’s south-east. Included in any assessment would be the energy sources and associated carbon emissions impacts.

There is a large and growing list of products which can be created or recycled from wastewater such as renewable energy, soil products and fertilisers. New technologies and processes operating across multiple waste streams are now emerging to convert various components into bio-fuels and bio-plastics. PM 2014 did not explore these opportunities of getting economic value out of waste.

**Recommendation 62:**

Under Direction 5.8 insert the following new initiative (including the relevant text from MAC 2013 under Initiative 6.4.4) and actions:

**Initiative 5.8.3: Maximise the economic recovery of waste**

5.8.3-1: Investigate opportunities with local councils, Melbourne Water and key stakeholders to recycle more treated wastewater and feed it back into the food production activities within and around our metropolitan urban boundary as part of a food production policy for our city and its hinterland.

5.8.3-2: Investigate the marginal cost and environmental impacts of utilising water from the existing desalination plant to augment food production in the south-eastern growth area municipalities and the peri-urban areas.

5.8.3-3: Work with the Commonwealth Government to support the introduction of a national container refund scheme.

5.8.3-4: Investigate the potential for a state-based scheme to reduce litter and improve resource recovery.
Recommendation 63:

Introduce a new Initiative: *Investigate the application within Melbourne of the development and operation of waste to energy plants* and include relevant actions.
9 PLACE AND IDENTITY

9.1 INTRODUCTION

Table 6 in Appendix 3 compares the Directions, Initiatives and Actions in PM 2014 with those in MAC 2013.

MAC 2013 contained a stand-alone chapter called ‘Place and Identity’. It drew together the attributes which make Melbourne a distinctive city and which generate a sense of pride locally and a competitive edge in the global environment. It contained initiatives to reinforce and build on those attributes. In PM 2014 that chapter has disappeared. The initiatives have been disaggregated and some have been eliminated.

The intended signal about the importance of being a creative and confident city, and of giving a distinctive Melbourne 'signature' to all that we do, has been lost. Much of the content appears in the Liveable Communities and Neighbourhoods chapter of PM 2014. Three initiatives have been eliminated - Initiatives 7.4.3 (Build on our passion for knowledge and debate about urban issues), 7.1.2.9 (Integrate place making practices into the Smart Roads program) and 7.5.4 (Create a green interface to the Melbourne Metropolitan Urban Boundary).

This was an important chapter. All aspects of the community consultation program revealed how much Melburnians value the city’s distinctiveness (Principle 1). Visitors to the city remark upon it and urge us to retain it, particularly urban experts who see it as a huge competitive advantage for Melbourne in a global economy.

We should commit to excellence in building the city’s future. People care about the quality of the urban environment and want to be involved where possible in the ongoing decision making about the city. A well designed and functioning city with fair and participatory decision making is, after all, what good planning should be about.

Reinforcing our sense of place and identity is at the heart of all that should happen in implementing all of the other initiatives in Plan Melbourne. To place the content of the former chapter in the Liveable Communities and Neighbourhoods is to misunderstand its over-riding significance. Good design, pride in place making and fair decision making are not just about neighbourhood planning. These initiatives apply just as much to big and small infrastructure and commercial precincts as they do to local neighbourhoods. The reinstatement of Place and Identity chapter is recommended.

Recommendation 64:

Reintroduce a chapter similar to the Place and Identity chapter in MAC 2013.

9.2 THE FRAMEWORK FOR DIRECTIONS AND INITIATIVES FOR THIS CHAPTER

The organising framework for the initiatives in this chapter in MAC 2013 is:

- Place making for a better Melbourne
- Melbourne as our nation’s sporting and cultural capital
- Melbourne as a design capital
Protecting Melbourne’s heritage and physical environment
Melbourne as a green city.

The directions and initiatives flow from these.

In PM 2014 while many of the initiatives are similar, and some are stronger than those in MAC 2013, the language has often become more tentative and the actions short term.

9.3 CREATING MORE GREAT PLACES THROUGHOUT MELBOURNE

In PM 2014 the text in MAC 2013 relating to good place making - which will need to be a very big feature of Melbourne's next phase of development if we are to remain 'distinctive' - has disappeared. It is important to emphasise a commitment to doing things well.

The initiative for recognition of 'SmartRoads' in the State Planning Policy Framework has disappeared from the document entirely. This initiative sent an important signal about new approaches to the design and sharing of road space. The commitment to extending Melbourne's network of boulevards remains. The list of possible future boulevard extensions will need to be reviewed and/or updated.

Recommendation 65:

Re-introduce, drawing on MAC 2013, the following:

- the objective to Create quality urban environments across Melbourne that support our city’s social, cultural and economic activity and build on Melbourne’s legacy of distinctiveness and liveability;
- the supporting introductory text about good place making;
- the initiative to include SmartRoad principles in the SPPF; and
- working with the subregions of the MPA, review and update the list of potential boulevard extensions.

9.4 BUILDING ON MELBOURNE'S CULTURAL LEADERSHIP AND SPORTING LEGACY

This aspect of Melbourne - so important to locals and our attractiveness to visitors - is no longer a specific objective. The initiatives are reduced to funding and regulatory support for local and regional facilities and activities, losing the additional bigger aspirations including reinforcing our role as an events capital.

MAC 2013 contained, under Initiative 7.2.1, a list of potential projects which will need to be reviewed for alignment with current government priorities.

Consideration should be given to strengthening support for the creative industries in our city.
**Recommendation 66:**

Include a specific direction about building on our cultural leadership, sporting legacy and strengthening our cultural industries, supported by initiatives drawn from MAC 2013 (updated to align with current government priorities).

### 9.5 RESPECTING OUR HERITAGE AS WE BUILD FOR THE FUTURE

Melbourne's heritage places score highly in any survey of what Melbournians value about their city. Our heritage places are clearly a key component of our distinctiveness. Both PM 2014 and MAC 2013 have *Respect our heritage as we build for the future* as a specific objective. The latter has a more comprehensive list of supporting initiatives. The former introduces an initiative to review and modernise the Victorian Heritage Act 1995 which, although not as pressing as streamlining the administration of heritage overlays at the local level (where a very comprehensive set of recommendations is already contained in the Review of Heritage Provisions in Planning Schemes Advisory Committee Report, 2007), is probably timely. It also contains an initiative (Initiative 4.7.4) to *Encourage place names that honour local identity and history* which would fit well in this section.

Between them, the two documents provide the material for writing a set of initiatives in this proposed chapter. The submissions to PM Draft 2013 also raise issues such as the preparation of heritage charter (similar to the Urban Design Charter) as well as pointing to places in the text where heritage is not sufficiently emphasised and the Department should consider those matters. Importantly, neither MAC 2013 or PM 2014 mention the nexus between heritage and environmental sustainability and this should be recognised through both text additions and a specific initiative.

Additionally, if a Floor Space Ratio (FSR) bonus system is adopted for the Central City and urban renewal areas, the restoration of major heritage buildings should be included as a qualifying public benefit.

**Recommendation 67:**

Include the actions under Initiative 7.3.1 of MAC 2013 regarding the Victorian Heritage Act 1995 and place names, plus a new initiative and actions relating to the nexus between heritage and environmental sustainability (supported by some additional explanatory text).

**Recommendation 68:**

If the FSR bonus system approach is adopted in the VPPs then the restoration of major heritage buildings should qualify as a nominated public benefit in such a system.

### 9.6 ACHIEVING AND PROMOTING DESIGN EXCELLENCE

Both PM 2014 and MAC 2013 have *Achieve and promote design excellence* as a specific Direction. The list of initiatives is more comprehensive in MAC 2013 under its Direction 7.4.

The Victorian Government Architect should provide ongoing support for the achievement of the initiatives regarding Design Review Panels. The possibility of the successful participation in a design review process extending to expedition of approvals as in the Adelaide model is worth
including in this section. Both PM 2014 and MAC 2013 suggest that design review panels be applied to significant projects affecting places on the Victorian Heritage Register, with the possible interpretation that this would be mandatory. This should be a voluntary process as it otherwise forces a dual heritage process on projects, where the legislated decision making is clearly vested and tied to very specific criteria in the Victorian Heritage Act 1995.

**Recommendation 69:**

Rewrite the initiatives and actions for Direction 4.8 in PM 2014 using the initiatives and actions of MAC 2013 Direction 7.4 – *Achieve and promote design excellence* as the basis.

### 9.7 MAKING OUR CITY GREENER

While PM 2014 contains no specific objective for greening the city it does contain some objectives which are a collapsed version of those in MAC 2013. Both commit to a Metropolitan Open Space Strategy and the extension of Melbourne’s landscape cover. Neither document refers to retention of existing significant vegetation in our urban areas - an issue relevant to both our distinctiveness and the practical issue of urban stormwater management - and this should be addressed in a rewrite.

Additionally, neither document picks up on the potential benefits of the greening of the design of places where people live and work, which is becoming a mandatory requirement in some overseas cities. The benefits can include reducing the heat island effect, improving air and water quality, adding to biodiversity and contributing positively to the mental and physical health of residents.

As discussed previously there is logic in transferring the initiative of *Create a green interface to the Melbourne Metropolitan Urban Boundary* to the State of Cities chapter, as several submissions to PM Draft 2013 suggested that the importance of this interface be covered in that chapter.

**Recommendation 70:**

Under Direction 4.5 in PM 2014 use the set of initiatives in Direction 7.5 in MAC 2013 (exclusive of Initiative 7.5.4 *Create a green interface to the Melbourne Metropolitan Urban Boundary*) and include additional initiatives about the retention of existing significant vegetation in Melbourne and the greening of places where people live and work.

### 9.8 A FURTHER OPPORTUNITY

We know that the community can make a valuable contribution to planning for the city, but is completely shut out of some major decision making. People are becoming increasingly sceptical about the process of participation in planning decisions. The opportunity exists to incorporate a new Direction in this chapter, *Our Best Asset - Our People*, and make a commitment to the importance of a system offering mature participation in planning decision making. This could include some new arrangements, such as a shift in emphasis to public involvement in setting the principles (including design expectations) for development of key urban renewal sites and a consequent more streamlined process for development applications consistent with the principles.
Recommendation 71:

Incorporate a new Direction in this chapter, Our Best Asset - Our People, and spell out initiatives for harnessing community input to planning for the city.
10  STATE OF CITIES

10.1  INTRODUCTION

Table 7 in Appendix 3 compares the Directions, Initiatives and Actions in PM 2014 with those in MAC 2013.

This chapter in PM 2014 by and large follows the intent of MAC 2013, with the following significant exceptions:

- the placement of the initiative to fix a permanent growth boundary in this chapter;
- the nomination of specific peri-urban towns as having 'growth potential';
- additional transport connection proposals;
- the deletion of the nomination of Geelong as Victoria's second city (and the associated proposals for its accelerated growth); and
- the inclusion of a review of whether any areas ('such as parts of the Mornington Peninsula') should cease to be considered as part of metropolitan Melbourne.

Additionally, the language of some of the initiatives has become more tentative.

10.2  CHAPTER TITLE

The content of this chapter covers relationships between Melbourne and the rest of Victoria, particularly the peri-urban areas and the major regional cities. A better chapter title would therefore be 'A State of Cities and Regions'.

Recommendation 72:

Re-title this chapter A State of Cities and Regions.

10.3  THE URBAN GROWTH BOUNDARY

This initiative, with some minor reworking, is seen as better included in the Housing Choice and Affordability Chapter and is discussed in the commentary and recommendations about that chapter.

Recommendation 73:

Move Initiative 6.1.1 Confirm the mechanism and lock in a permanent boundary to the Housing Choice and Affordability chapter.

10.4  PERI-URBAN AREAS AND TOWNS

Many submitters raised the importance of careful planning for these areas, as they are at the crossover points between the regional and metropolitan plans. Their links through to the Green Wedges were also raised. It is to be hoped that this is being picked up in work to finalise
localised planning statements for the Bellarine Peninsula, Macedon Ranges, Mornington Peninsula and Yarra Valley (see Initiative 6.2.4 in PM 2014).

In light of the commentary in many submissions about the transition from urban to rural at the city’s outer edge, Initiative 7.5.4 (Place and Identity chapter) - *Create a Green Interface to the Melbourne Metropolitan Urban Boundary* - is worth retaining although there was no equivalent in PM 2014. It is best located in this chapter.

The basis for the nomination of towns with growth potential is not provided. The risk of towns in the peri-urban areas effectively becoming dormitory 'suburbs' and contributing to the commuting challenge, noted by several submitters, is not addressed either. The initiative should be reworked to state that the views of local government and communities will be sought in nominating any towns as having growth potential. Specific eligibility requirements should be that substantial local employment and strong locally based urban services can be provided, and that other objectives of Plan Melbourne are not compromised (e.g. the protection of high quality agricultural land).

The text about peri-urban areas should reflect their significance. They are a valuable resource for a range of reasons, from aesthetic appeal to job creation through agriculture and horticulture, and their intrinsic values should not be diminished. They are not simply vacant land awaiting urban development.

**Recommendation 74:**

**Under Initiative 6.2.1:**

- Delete the words *safeguard the interests of the state in the development and conservation of local resources* as they make no sense (despite being in MAC 2013).

- Revise the action to state that the views of local government and communities will be sought in nominating any further towns in the peri-urban area as having growth potential and with specific eligibility criteria (including that substantial local employment or public transport access to other employment and strong locally based urban services can be provided) and within the framework of a single and broader peri-urban policy statement.

- Add an action *To create a green interface at the Melbourne Metropolitan Urban Boundary*.

**10.5 TRANSPORT AND FREIGHT CONNECTIONS**

The references to transport and freight connections in PM 2014 will need to be reviewed to ensure that they reflect contemporary State government policies. We have not considered them.

**10.6 GEELONG**

Geelong is Victoria’s largest regional city. DEWLP has told the MAC that Geelong’s population is predicted to grow at a rate of around 2% per annum (as are Ballarat and Bendigo),
reinforcing its position as Victoria's second city. Nothing in Plan Melbourne is likely to change this. This is not to diminish the importance of Victoria's other regional cities, but to acknowledge the second city status of Geelong. The initiatives in PM 2014 for the growth of employment and other opportunities in all regional cities remains important.

**Recommendation 75:**

Insert the following additional action from MAC 2013 under Initiative 6.3.1:

*Designate Geelong as Victoria’s second city and prioritise game changing land use strategies such as those for Avalon Airport, the Port of Geelong, improved arterial road connections and high quality health, tertiary education and research infrastructure that positions the G21 region for accelerated growth and as a centre of employment and higher order service provision for Melbourne’s west.*

**10.7 DELETION OF AREAS FROM METROPOLITAN MELBOURNE**

No logical basis is provided for removing, for example, parts of the Shire of Mornington Peninsula, from longstanding status as part of metropolitan Melbourne and nor are the consequences examined. This is nominated as a short term action. It would be a very major exercise requiring substantial opportunities for public input. This is a concept that was widely discussed during the preparation of the Plan and should be deleted.

**Recommendation 76:**

Under PM 2014 Initiative 6.2.1 - Better manage Melbourne’s Peri-urban regions, including designating towns for growth delete the action Determine whether any areas (such as parts of the Mornington Peninsula) should no longer be considered to be a part of metropolitan Melbourne.

**10.8 REGIONAL GROWTH PLANS**

PM 2014 implies that the regional growth plans are robust and durable. The MAC is not in a position to review this assertion but it should be checked. It may be that more work is required. Among other things, it is critical that they address the future of regional cities and smaller settlements (particularly in the peri-urban areas) and that they include initiatives directed at delivering on a State of Cities and Regions.

**Recommendation 77:**

Reword Initiative 6.2.2 to read Strengthen regional city growth opportunities.

**10.9 THE LANGUAGE AND CONTENT OF INITIATIVES**

The State of Cities is a key plank of both MAC 2013 and PM 2014. The language related to implementation needs to be less tentative.
11 IMPLEMENTING THE PLAN

11.1 INTRODUCTION

Table 8 in Appendix 3 compares the Directions, Initiatives and Actions in PM 2014 with those in MAC 2013. There is much useful information in that table, but in the discussion that follows we step away from drawing on those comparisons to take a 'first principles' look at the issue of implementation. Concerns about implementation feature in many of the submissions to PM Draft 2013.

Long term strategic planning for Melbourne is about setting out a long term vision for how the city will develop over coming decades, to meet the aspirations of its current citizens and visitors and also to meet the needs of future generations. Past metropolitan strategy plans have provided many lasting legacies for Melbourne, including (for example) the green wedges and some of our major transport infrastructure. The long term view was bold, as were the steps taken through planning schemes and other initiatives to preserve long term options, for example through open space and road reservations in planning schemes.

Implementation issues for metropolitan strategies are essentially about how you best implement the plan over the long term, rather than about prescribing detailed short term implementation requirements linked to currently available funding (which characterised PM 2014). This section of our report focuses largely on implementation of the long term horizon, but suggests a way of handling more immediate implementation steps.

We have identified four key areas for implementation focus:

- governance;
- setting priorities;
- funding; and
- performance monitoring.

It is acknowledged that some implementation steps have already been taken, such as the establishment of the MPA. Councils, too, are seeking to adjust their planning activities to the framework of PM 2014. More related and supportive change is also mooted, such as the establishment of Infrastructure Victoria.

Various means of bringing about change through planning schemes are recommended in other chapters in this report. They are not repeated in this chapter.

11.2 GOVERNANCE

11.2.1 Melbourne as one of Victoria's nine regions

As the State of Cities chapter reinforces, Melbourne is only one of the State's nine regions. A key issue is what governance framework will best serve the delivery of all of the strategic long term plans for each of the regions.

The challenges of implementing a long term strategy for Melbourne - whatever shape PM Refresh ultimately takes - are significant. The challenges for regional areas are also important,
but different in nature for each region. ‘One size fits all’ is not going to be appropriate. The MPA has commenced operation (as recommended in both PM 2014 and MAC 2013) and the model should be progressively refined. Equally, Government should consult with regions outside Melbourne about an appropriate model for preparing and implementing robust regional plans - those councils will have views about how to address their important regional challenges.

The Government has proposed the establishment of a Victorian Planning Authority (VPA) which may be the most appropriate mechanism for dealing with state-wide planning issues, but the special focus required for Melbourne could be lost in a wider organisation. Similarly, regional needs should not be overshadowed by metropolitan priorities.

The transition of the Growth Areas Authority to the MPA is not yet complete and should be hastened. Lack of clarity about the MPA’s role in implementing PM 2014 has been raised with the MAC. In the longer term, the MPA could become the ‘planning authority’ for Melbourne as its title implies, preparing Melbourne’s next long term strategy for review and endorsement by Government. Its immediate and longer term roles should include leadership in implementation of the metropolitan region priorities (such as NEIC planning, planning of major urban renewal precincts, co-ordination of infrastructure funding needs related to urban development and monitoring performance). Leadership in debates about the future and the oversight of major proposals to check that they align with PM Refresh will be important.

The MPA’s role and responsibilities as against those of a range of State agencies - such as Infrastructure Victoria, Places Victoria, Major Projects Victoria - are obviously going to require progressive clarification.

Both PM 2014 and MAC 2013 recommended formal recognition of the five subregional groupings of councils which had been in operation to tackle various subregional issues. Whilst not referred to explicitly in MAC 2013, the MAC envisaged MPA board representation from each of the five subregions30, as well as strong subregional advisory groups, providing ongoing intelligence about regional needs and solutions. Importantly, these were not ‘imposed’ subregions. The City of Moonee Valley, in its submission to Plan Melbourne Draft 2013, requested inclusion in the Northern Subregion rather than the Western Subregion. This is a matter for discussion between the City of Moonee Valley and councils in the Northern Subregion.

Recommendation 78:

Retain the MPA as Melbourne’s planning authority, and consult with the councils in the State’s other regions about the preferred governance arrangements for their own regions.

Recommendation 79:

Articulate the role and responsibilities of the MPA to make it clear that it is currently responsible for the implementation of Plan Melbourne and, in particular, high priorities such as NEIC planning, planning of major urban renewal precincts, identification of strategic public transit corridors, increasing the supply of housing which is affordable, co-ordinating the involvement of the five subregional groupings and implementing climate change responses.

30 Note that MAC member B. Haratsis does not agree that the Board composition of the MPA should be changed.
**Recommendation 80:**

Formalise the relationship between the MPA and the subregional groupings of councils through board membership and the establishment of subregional advisory committees.

**Recommendation 81:**

Require the MPA to be the ‘voice’ of metropolitan Melbourne when that voice is required, for example at significant VCAT and planning panels where consistency of proposals against metropolitan objectives is being tested.

11.2.2. Melbourne’s Subregions

Roles and responsibilities for the subregions should now be formalised. Taking the spatial framework in the metropolitan strategy to more fine grained detail through the preparation, in partnership with the MPA, of subregional plans is important.

**Recommendation 82:**

Require the five subregional groupings of councils to:

- prepare, in partnership with the MPA, subregional land use and infrastructure plans and associated subregional performance targets; and

- where relevant, advise the MPA on the best use of Growth Area Infrastructure Contribution funds for their subregions.

11.2.3 Local Government

Local government is clearly vital to successful implementation. PM 2014 states that local governments have a leadership role and responsibility for delivery of urban renewal sites across Melbourne. Representatives have said to the MAC that some aspects of their intended role are not yet clear, for example are they expected to take a lead role in urban renewal and the NEICs (and, if so, how will they fund that)?

**Recommendation 83:**

Request the MPA to work closely with local councils to clarify expectations of their roles in the implementation of PM Refresh.

11.3 SETTING PRIORITIES

There has been a major focus in recent years on the way major infrastructure priorities are identified and pipelines of works assembled. The Productivity Commission and Infrastructure Australia have been frequent commentators/reviewers, commenting on matters such as the importance of integrated (or at least co-ordinated) approaches, making better use of existing infrastructure, better and more widespread use of cost-benefit analysis for project appraisal, and improved project planning and delivery methods. The establishment of Infrastructure Victoria should help to tighten the way such matters are handled in Victoria.

It is important that a broad approach is taken to infrastructure, so that elements such as social and community infrastructure are included, not just economic/engineering infrastructure.
Also, PM 2014 and MAC 2013 make it clear that an optimal spatial layout and movement patterns around our city are very important to delivering productivity, social equity and environmental sustainability. Because of these clear linkages, it is worth considering building up a specialist capacity in Department of Treasury and Finance, in disciplines such as urban economics, to inform and expedite ongoing advice to Government about key issues affecting the city (and regional Victoria).

We would expect the Government to provide direction to the MPA (and others) about its expectations in an iterative fashion. For the MPA, priorities would be reflected in its annual business plans. There will be an expectation that the short term implementation activities (including anticipated funding) are clear. The outlook for the next 10 years outlook is needed.

Recommendation 84:

Produce, in consultation with the MPA, a 'rolling' 10 year Plan Melbourne Implementation Plan that sets out specific details of projects to be delivered and the intended funding arrangements to assure delivery.

11.4 FUNDING

11.4.1 The funding shortfall

Brain et al (2014) have recently estimated Australia’s infrastructure shortfall at a massive $150 billion, with $50 billion of this in Melbourne.\(^{31}\)

Drilling down to a more local level we note below, by way of example, some of the funding pressures facing the growth municipality of Wyndham (which currently accounts for around 20 to 25% of Melbourne’s greenfield development) are:

- population continues to grow around 10,000 to 12,000 people per annum, with 80 birth notices per week;
- building approvals are running at their long-term trend of 3,000 per annum;
- total population now exceeds 200,000 and is forecast to increase to over 400,000 over the next 30 years;
- 34 greenfield subdivision residential developments are active at the moment; and
- 12 ‘communities’ or neighbourhoods currently under construction are at a scale to each warrant its own primary school, kindergarten/maternal and child health centre, recreation reserve and local shopping centre (as per approved PSPs), are and no one can say with any precision when these facilities will arrive.\(^{32}\)

11.4.2 Available planning system mechanisms

The main available funding mechanisms available through the planning system are:

- Development Contribution Plans (DCPs);
- the GAIC;

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\(^{32}\) Forrest, B, *Infrastructure provision in growth areas: have we got our heads in the sand?*, *Victorian Planning and Environmental Law Association Review, June 2015*
• the Metropolitan Planning Levy; and
• Section 173 Agreements under the Planning and Environment Act 1987.

The key funding issue for Wyndham is that the DCPs will raise only $1.6B of the estimated total cost of $2.4B for local infrastructure. Shortfalls are in the order of $300m for local roads, $200m for open space, recreation and community infrastructure and $300m for higher order and regional sports and recreation such as grandstands, aquatics and indoor highball. This is way in excess of the council's capacity to pay. 33

In 2014, the previous State Government announced that from 1 July 2015, a new and alternative infrastructure contributions regime will commence. The Standard Infrastructure Contributions (SIC) would be applicable on a default basis thereby avoiding the lengthy and contested processes that have become the norm in the approval of development contributions plans. The SICs would be in two forms: Greenfield Growth Areas and Strategic Development Areas. Strategic Development Areas would be areas within urban areas which are nominated for major development close to public transport and other infrastructure. The standard levies could be applied to a specified set of works including community facilities, local facilities, parks, public realm improvements, and roads. SICs cannot extend over regional facilities, VicRoads arterial roads and upgrades to existing parks and other non-local items.

In addition to the standard rates, Supplementary Levies could be approved for items required in the circumstances but which would not be provided under the standard levy arrangements. The Standard Development Contribution rate ($2012) are $268,000 per net developable hectare for residential land in Greenfield Growth Areas. For Strategic Development Areas, the metropolitan levy is $4,500 per dwelling ($2012). Rates also apply for the retail and commercial land in both areas.

The report of the Standard Development Contributions Advisory Committee in 2013 recommended that a development levy apply to all additional dwellings across the metropolitan region at a rate of $3,000 per net additional dwelling ($2012). This recommendation was not adopted.

The picture is repeated for funding State infrastructure. The Growth Areas Infrastructure Contribution (GAIC) was envisaged as only covering 15% of the infrastructure capital liabilities/obligations in growth areas. In Wyndham, it is estimated that the State Government will collect $565m in GAIC. If this is only 15% of what is required, then it faces a total capital investment challenge of $3.8 billion in Wyndham alone over the next 30 years, for around 30 new schools, 5-6 additional railway stations, hospital expansions emergency services facilities and a doubling of the bus service network just to keep pace with existing poor quality/inadequate service levels. This is against an already significant backlog, for example in local police, primary and secondary schools and roads and public transport. While Wyndham has been the beneficiary of other direct State funding (e.g. for regional rail, improving bus frequencies and the planned upgrade of the Werribee Mercy Hospital), the overall shortfall to build the strong communities to which PM 2014 and MAC 2103 aspire is still daunting. 34

The GAIC is held in two funds: the Growth Areas Public Transport Fund (GAPTF) and the Building New Communities Fund (BNCF). From the 2013-14 annual report of the MPA 2013-14, the GAPTF held funds of $31.236m and the BMCF held uncommitted funds of $25.7m.

33 Op cit, Forrest, B
34 Op cit, Forrest, B
A Metropolitan Planning Levy will be applied from 1 July 2015. It is an additional planning
permit fee payable to the State Revenue Office on all developments within greater Melbourne
over $1 million in development cost. These fees are to be used to operate the MPA. In 2013-14
the MPA operational cost was $12.2m. Fees are $1.30 per $1m and will be subject to CPI
indexation. In the 2014 State Budget the new levy is forecast to raise $17.1m per year.

Some councils are using Section 173 agreements to secure contributions to local
infrastructure. These are often used to fund infrastructure works external to a development to
secure a community contributions based on an intensification of a land use (such as expansion
of a shopping centre). Unlike broad-based levies these need to be agreed on a property by
property basis. They also need to be agreed when a development proposal is being negotiated
and cannot be known in advance. This is a less than desirable arrangement because the cost of
levies or external costs etc. should be known in advance so that they may be factored into land
or development costs.

In the established areas of metropolitan Melbourne, there is no opportunity to capture the
uplift from rezoning or permits to fund community infrastructure, except through a DCP
incorporated into a planning scheme by other means such as Section 173 Agreement. The
report of the Standard Development Contributions Advisory Committee in 2013 recommended
that a development levy apply to all additional dwellings across the metropolitan region at a
rate of $3,000 per net additional dwelling (2012 dollars). This recommendation was not
adopted.

Other 'value capture' methods - i.e. making a financial contribution back into the community
for the rise in property prices attributable to planning decisions - are available but are not
generally being applied. The community is beginning to ask why, for example, the opportunity
was not taken up when land was rezoned at Fishermans Bend in light of the rise in land values
and the high anticipated cost of the infrastructure which will be required to create viable new
communities in that area.

Victoria has used value capture through planning schemes in the past. A development bonus system
in the CBD used to set a baseline development quantum and then a fixed additional quantum in
exchange for funding features of genuine community benefit. Many fine CBD pedestrian walkways
and arcades built in the 1980s and 1990s were achieved this way, as well as the restoration of
heritage buildings. Legislation is not required to achieve this - merely a change to planning controls.
Visiting overseas experts are usually startled that we have no clear, transparent bargaining tools in
our planning schemes, as is common practice overseas, to secure for example an affordable housing
component in major developments.

Value capture should be fair, practical and transparent and create a direct link to any proposed
community benefit. Value-capture mechanisms that could include a diverse range of beneficiaries
(such as property owners, property developers, transport users, local residents, local businesses and
non-local businesses)

Recommendation 85:

Establish a working group with local government to identify constraints to, and
opportunities for, local government playing a larger role in funding infrastructure and
services that will be needed by their communities in the delivery of PM Refresh.
Recommendation 86:

Adopt the recommendation of the Standard Development Contributions Advisory Committee (2013) that a development levy apply to all additional dwellings across the metropolitan region at a rate of $3,000 per net additional dwelling (based on $2012).

Recommendation 87:

Implement, in appropriate locations, available value capture opportunities under current planning legislation.

11.4.3 Other funding sources

New opportunities will have to be sought for funding the increased infrastructure and service requirements that Melbourne’s high growth requires. The three main sources of potential capital and operating funding for infrastructure and services are:

- government, on behalf of the community. This funding could be from any level of government, ideally being from that level of government that most closely aligns with beneficiaries of the intended initiative;
- users, through some form of user charging (e.g., road tolls, public transport fares, congestion charges); and
- other beneficiaries (e.g., landowners who benefit from nearby infrastructure improvement being levied for value capture, as with the Melbourne Underground Rail levy many years).

The latter two sources require beneficiaries to pay. Both PM 2014 and MAC 2013 recommended the use of ‘value capture’ to change the way we fund city shaping infrastructure and, noted that the value capture mechanisms could include a diverse range of beneficiaries such as property owners, property developers, transport users, local residents, local businesses and non-local businesses. The MAC also suggested that, in conjunction with an examination of value-capture mechanisms, the Government should also consider user-charging principles in the development of funding models for major urban transport projects and growth area developments. Value capture must fair, practical and transparent, including about the way in which it is allocated.

Some more specific funding opportunities can be illustrated by the example of public transport route services. Increased beneficiary pays funding to pay for improved services can be achieved in a number of ways. The best result is likely to be one that uses multiple methods, to avoid large increases in any specific taxes or charges. Approaches that are worthy of serious consideration by the State, from revenue sources under its control and with considerable revenue raising potential, are:

- increasing parking levies, which are a rough way to reflect congestion costs and other costs of road use;
- piloting High Occupancy Toll lanes on some congested freeways which would only have a small revenue impact but would be useful as part of a longer term transition to reforming the way road use is priced;
- a low rate metropolitan improvement levy, the rate increasing with proximity to public transport, recognising the value that public transport creates for both users and non-users.

Opportunities that would involve the federal government include fuel excise and carbon pricing, as used in Vancouver.
(e.g. car users benefit from reduced road congestion) and which could be collected as part
of the municipal rate; and

- project specific value capture for big projects, like Melbourne Metro, new light rail, level
crossing removal, and a Bus Rapid Transit program (if it was introduced) with substantial
revenue raising potential tied to specific projects; and

- congestion pricing, where charging users for travelling on congested networks is the most
effective way to manage congestion long term (more so than building new roads).

The MAC takes no position on any of these possible measures but simply says that they and
other creative methods will have to be explored, together with direct government funding, in
the context of a 10 year implementation plan for Plan Melbourne Refresh. The mix applied in
any particular setting, and charge levels, would depend on matters such as project selection,
project costs, benefit/cost incidence (including equity aspects) and ability to be implemented.

The Federal Government is also an important infrastructure and service funder. It has a clear
interest in Australia’s cities, for example because of its role in national economic performance
and their contribution to our national greenhouse gas emissions. Infrastructure Australia has
highlighted the scale of the national infrastructure backlog in its annual assessments and has
recently identified some of the huge costs of inaction. With its dominance in revenue-raising
by Australian governments, it should be a partner in the funding of Plan Melbourne’s
implementation. The State could, for example, work other state governments and the Federal
Government to jointly reform the way revenue is collected from road users by all levels of
government, and the way in which it is allocated, to help sustain the road network and
improve transport services.

Recommendation 88:

Examine beneficiary pays principles in the development of funding models for major urban
transport projects and growth area developments.

11.5 MONITORING

The potential outcome indicators set out in Figure 18 of PM 2014 are little more than a list of
matters for consideration, with notable gaps in relation to climate change. Particular indicator
measures are not presented and, for some indicators, it is not clear what would constitute
success. Performance monitoring is an important part of the process of assessing Plan
Melbourne’s achievements and identifying need for adjustment. It needs much closer
attention. The five sub-regions should be part of the process of assembling the set of
indicators to assess plan performance.

Key metrics should be set for each chapter and a sharp, short list is preferred. Reporting can
then be made against these indicators. Whilst the MPA is required to produce annual business
plans, a progress report to Parliament every 4 years - tabled mid-term - would provide a good
means of reporting more widely to the community.

Recommendation 89:

Develop performance indicators which provide clear, comprehensive and timely
information, and are firmly linked to each of the chapters in the plan.

36 Op cit Infrastructure Australia
Recommendation 90:

Require the MPA to prepare every 4 years (and at the midpoint of a 4 year Parliamentary term) a statement for the Minister for Planning to table in Parliament, outlining progress in implementing the Strategy’s initiatives across Melbourne’s five metropolitan subregions.
12 OTHER RECOMMENDED CHANGES TO PLAN MELBOURNE 2014

The base map used to depict metropolitan Melbourne does not cover the full geographic area. Maps are sometimes placed remotely from the relevant text.

Vox pops are unnecessary. Some of the quotations from organisations are out of date and possibly taken out of context in their submissions. The case studies do not, by and large, represent best practice in the fields they purport to exemplify.

The statistics are in some cases now out of date, and the Department is updating them. The MAC has not been advised that any updates necessitate any policy revisions.

**Recommendation 91:**

Use an improved base map for depicting metropolitan-wide information

**Recommendation 92:**

Delete 'vox pops', quotes from submitters and case studies.

As the MAC tried to 'use' PM 2014, it found unnecessary, irrelevant or outdated, and distracting maps and graphics. They are summarised in the table below.

**Recommendation 93:**

Review maps and graphics, taking into account the comments in the table below.

<table>
<thead>
<tr>
<th>Page</th>
<th>Action</th>
</tr>
</thead>
<tbody>
<tr>
<td>P 4</td>
<td>Delete these maps which add nothing to the strategy and are not referred to anywhere in the document.</td>
</tr>
<tr>
<td>P 8-9; 12-13</td>
<td>Replace these maps with a single 2050 map for Melbourne (an example is the London 2011 Strategy Plan map).</td>
</tr>
<tr>
<td>P 10</td>
<td>Delete Timing of Delivery break out box.</td>
</tr>
<tr>
<td>P 14</td>
<td>Place this map with the relevant text in the document introducing this subregional concept.</td>
</tr>
<tr>
<td>P 15</td>
<td>Place this map with the relevant text introducing this concept.</td>
</tr>
<tr>
<td>P 16</td>
<td>Delete break out box - this document should look forwards, not backwards.</td>
</tr>
<tr>
<td>18-19</td>
<td>Amend to be consistent with final PM Refresh and delete the words ‘Outcomes and’.</td>
</tr>
<tr>
<td>P 24-25</td>
<td>If these graphics are retained, link them to the text.</td>
</tr>
<tr>
<td>P 27</td>
<td>See comment on maps on p 8,9,12,13.</td>
</tr>
<tr>
<td>P 28</td>
<td>Delete break out box.</td>
</tr>
<tr>
<td>P 29</td>
<td>Review all figures and relate to text.</td>
</tr>
<tr>
<td>P 30-32</td>
<td>This table is potentially useful but will require a comprehensive re-working and updating.</td>
</tr>
<tr>
<td>P 34</td>
<td>Delete figure 6 as it is not linked to the text in anyway.</td>
</tr>
<tr>
<td>P 40</td>
<td>Update and include a clear boundary for the Expanded Central City</td>
</tr>
<tr>
<td>P 43</td>
<td>Update text in the break out box.</td>
</tr>
<tr>
<td>P 44-45</td>
<td>Delete this map as it is about current circumstances and not about current or future scenarios.</td>
</tr>
<tr>
<td>Page</td>
<td>Recommendation</td>
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<tr>
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</tr>
<tr>
<td>P 48</td>
<td>This is a very inadequate map and such information, updated, would be better included on subregional maps.</td>
</tr>
<tr>
<td>P 50</td>
<td>Delete this map and update the information for inclusion on a single 2050 map for Melbourne.</td>
</tr>
<tr>
<td>P 52-57</td>
<td>Delete the maps (as they are not yet the product of collaboration with stakeholders) and update the text to include current and approved major new developments relevant to these clusters.</td>
</tr>
<tr>
<td>P 62</td>
<td>Delete Figures 8 and 9.</td>
</tr>
<tr>
<td>P 64</td>
<td>Update Figure 11 with 2014 information.</td>
</tr>
<tr>
<td>P 65</td>
<td>Update map to reflect 2014 data. Include a new map showing Housing Affordability.</td>
</tr>
<tr>
<td>P 70-71</td>
<td>Delete.</td>
</tr>
<tr>
<td>P 74</td>
<td>Delete break out box.</td>
</tr>
<tr>
<td>P 89</td>
<td>This graphic is remote from the relevant text and consider if graphic is useful.</td>
</tr>
<tr>
<td>P 90, 91, 93, 95</td>
<td>Need updating.</td>
</tr>
<tr>
<td>P 101</td>
<td>Delete break out box.</td>
</tr>
<tr>
<td>P 106</td>
<td>Is this still current?</td>
</tr>
<tr>
<td>P 118</td>
<td>Delete Open Space Per Capita plan.</td>
</tr>
<tr>
<td>P 121</td>
<td>Update to include proposed new cardiac hospital.</td>
</tr>
<tr>
<td>P 126</td>
<td>Delete as this map is inadequate and its contents. Such information should appear on all subregional maps.</td>
</tr>
<tr>
<td>P 140</td>
<td>Update map.</td>
</tr>
<tr>
<td>P 141</td>
<td>Update map.</td>
</tr>
<tr>
<td>P 156</td>
<td>Review Map 27 – is it a projection for the future or a description of the current situation?</td>
</tr>
<tr>
<td>P 156</td>
<td>Fig 16 is about now - an accompanying/contrasting forecast would be useful.</td>
</tr>
<tr>
<td>P 159</td>
<td>Table 2 is about now - should also include information about what is expected as a consequence of the 'growth potential'.</td>
</tr>
<tr>
<td>P 160</td>
<td>Review map legend.</td>
</tr>
<tr>
<td>P 161</td>
<td>Delete break out box.</td>
</tr>
<tr>
<td>P 167</td>
<td>These maps should be deleted - they are gratuitous as they are at an uninformative scale and have little useful information.</td>
</tr>
<tr>
<td>P 173</td>
<td>Delete as inconsistent with proposals for governance in this report.</td>
</tr>
<tr>
<td>P 174-180</td>
<td>Delete maps and text. Their content and the 2050 view of each subregion should be worked up by the MPA in collaboration with each subregion as part of their next phase of work.</td>
</tr>
<tr>
<td>P 185</td>
<td>If retained this break out box needs to be updated to provide greater clarity on the role and responsibilities of the MPA which stakeholders are seeking.</td>
</tr>
<tr>
<td>P 192</td>
<td>Delete Figures 18 and 19. Figure 18 is inadequate. Its replacement contents could appear in the 10 year implementation plan.</td>
</tr>
<tr>
<td>P 194-196</td>
<td>Delete as not necessary.</td>
</tr>
</tbody>
</table>
PART C:
SUMMARY OF RECOMMENDATIONS
13 SUMMARY OF RECOMMENDATIONS OF THE PLAN MELBOURNE 2015 MINISTERIAL ADVISORY COMMITTEE

CHAPTER 1: INTRODUCTION

Recommendation 1:
Prepare a new introduction to the strategy to include:

- reinstatement of the text in MAC 2013 about the strategic principles (including renaming Principle 4 ‘Strong and healthy communities’);
- a long term vision, big ideas and timeframes for the short and long term; and
- the MAC 2013 commentary on changing demographics, congestion, accessibility, low urban density and climate change.

Recommendation 2:
Update the text in the Introduction to align with the recommended changes to PM 2014 in the substantive chapters of this report.

CHAPTER 2: DELIVERING JOBS AND INVESTMENT

Recommendation 3:
Delete the PM 2014 objective for the Jobs and Investment Chapter and replace it with MAC 2013 wording, as follows:

Create a city structure that drives productivity, attracts investment, supports innovation and creates more jobs.

Recommendation 4:
Delete Initiative 1.1.2 which relates to An Integrated Economic Triangle and remove all other references to this concept.

Recommendation 5:
Reword Initiative 1.5.1 to read Facilitate the development of National Employment and Innovation Clusters and use this term consistently throughout the document.

Recommendation 6:
Review the possible status of Box Hill and East Werribee, taking into consideration relevant work previously undertaken by the National Institute of Economic and Industry Research.\(^{37}\)

\(^{37}\) National Institute of Economic and Industry Research, Greater Melbourne; the rules of economic development, scenarios and an efficient plan design methodology, (January 2013)
Recommendation 7:

Add additional Initiatives in this chapter to:

- more tightly define the planning boundaries for each NEIC, focusing on the core knowledge and innovation institutions and businesses and not the wider catchment, and put in place appropriate planning scheme arrangements to facilitate jobs and investment growth;

- in consultation with the key stakeholders in each NEIC, define and implement appropriate governance arrangements for the cluster (which, while they may be tailor made for each cluster, should ensure that the MPA is an active partner and a conduit to government); and

- create a new zone to support, enhance and facilitate growth of National Employment and Innovation Clusters.

Recommendation 8:

Under PM 2014 Initiative 1.5.3 include a new action:

Prepare a new policy with a practice note for New Activity Centres. The practice note should specify the following requirements:

- meet an identified market gap;
- be well-served by a range of transport options (including public transport), with priority given to new centres that are developed based on transit-oriented-development principles;
- have capacity to establish a wider mix of uses and subsequently develop into an Activity Centre;
- increase the density and diversity of housing in a walkable catchment where appropriate (a 400-metre walkable catchment is a guide, but will depend on local conditions); and
- contribute to the delivery of a network of 20-minute neighbourhoods.

Recommendation 9:

Delete PM 2014 Initiative 1.6.1 Identify New Urban-Renewal precincts and sites around the existing rail network, based on Transit-Oriented Development Principles, and replace it with MAC Initiative 1.4.1, Identify additional urban renewal sites based on public transport development principles. For consistency replace PM 2014 Initiatives 1.6.2-1 to 1.6.1-7 with the associated MAC 2013 initiatives 1.4.1-1 to 1.4.1-6.

Recommendation 10:

Designate a set of strategic public transport corridors that are suited for transit oriented development, these being major radial and trunk public transport corridors that connect NEICs, join NEICs to the Central City, join NEICs to growth corridors or are corridors already showing strong characteristics of transit oriented development.

Recommendation 11:

Embed the Central City, connecting major transit corridors and the city of 20-minute neighbourhoods as the key spatial foundations for PM Refresh, and include the expanded Central City, NEICs and major designated transit corridors on a map.
CHAPTER 3: HOUSING CHOICE AND AFFORDABILITY

Recommendation 12:
Reword the Objective to the Housing Choice and Affordability Chapter as follows:

*Provide a diversity of housing in defined locations to cater for different households and income groups, and close to jobs and services.*

Recommendation 13:
Delete reference to a permanent boundary from the State of Cities chapter and insert the following initiative and actions under Direction 2.1:

Initiative 2.1: *Deliver a permanent urban boundary around Melbourne*

2.1.1: The MPA will advise the Minister for Planning (by a nominated date) on the alignment of the proposed Metropolitan Urban Boundary for Melbourne taking into account:

- the views of local government
- the findings and recommendations of the Logical Inclusions Advisory Committee, November 2011
- relevant submissions to PM Draft 2013

Recommendation 14:
Replace the definition of Affordable Housing in the Glossary with the following:

*Housing where the cost (rent or mortgage payments) is no more than 30% of gross income for households in the bottom two quintiles of area (i.e. Greater Melbourne) median income.*

Recommendation 15:
Delete Direction 2.1 – *Understand and Plan for Expected Housing Needs* and all of the initiatives and actions in this Direction.

Recommendation 16:
Insert a new Direction 2.1 as follows:

*Implement a spatial framework for future population growth.*

Recommendation 17:
Insert new initiatives and actions under Direction 2 as follows:

Initiative 2.1.2: *Establish housing targets for 2025 and 2050*

2.1.2-1: Amend the State Planning Policy Framework to include the following housing targets for the Melbourne Metropolitan Region:
- By 2050 at least 70 per cent of all new housing approved after 2015 will be accommodated within the established urban areas of Melbourne[^38] and the remaining 30 per cent in the urban growth areas.[^39] This is referred to as the 70/30 target.

2.1.2-2: In consultation with local councils within each of the five subregions establish subregional housing targets to the year 2025 and the year 2050. These targets will take into consideration a range of factors including:

- work already done by councils on their municipal housing strategies;
- the capacity of urban infrastructure (including potential for upgrading of infrastructure, where required) to accommodate more people;
- the estimated additional housing generated by the application of the new residential zones;
- the estimated additional housing generated by redevelopment of areas earmarked for more intense mixed use development in Direction 4.2 of our plan for housing;
- the estimated additional housing within the urban growth areas based on approved precinct structure plans; and
- changes in housing prices.

2.1.2-3: Ensure local planning schemes identify areas for more housing development.

2.1.2-4: Collect, analyse and publish annual housing development data at both the local government and sub-regional levels and correlate this data with the sub regional housing targets.

Initiative 2.1.3: Prepare a Housing Policy for Metropolitan Melbourne

2.1.3-1: Include a whole-of-government Housing Policy for Metropolitan Melbourne in the SPPF.

Recommendation 18:

Insert a new Direction 2.3 and associated initiatives and actions as follows:

**Build a good housing legacy for Melbourne’s future.**

Initiative 2.3.1: Develop a code assess for new multi dwelling development.

2.3.1-1: Prepare a new code assess approach (which would embrace good building design and urban design) for new multi dwelling developments to replace ResCode. As part of preparing this code review the design, layout and internal living amenity of new multi dwelling developments including apartment developments taking into account the requirements of short-term accommodation, student accommodation and family-friendly apartment living.

Initiative 2.3.2: Encourage more diversity in Melbourne’s housing sector

2.3.2-1: Identify different housing types required to meet the needs of Melbourne’s population now and, in the future and incorporate these types into an amended definition of ‘dwelling’ in the VPPs.

[^38]: The established urban areas include all urban land that has already been developed in 2015.
[^39]: The urban growth areas include all land within the Melbourne Metropolitan Urban Boundary which is not yet developed as at 2015.
2.3.2-2: Develop and apply a Residential Mix Diversity Index to each of the sub regions to determine what additional types of housing will be needed in the future to meet housing needs.

2.3.2-3: MPA embark upon informing the Melbourne community about the benefits of more diversity and choice in our housing sector and to work with each of the sub regional groups and the private sector in delivering diversity in housing types and forms.

2.3.2-4: The MPA in collaboration with DEWLP, develop a suite of planning incentives which encourage more choice in the housing market to meet different housing needs.

Recommendation 19:

Delete Direction 2.2: Reduce the cost of living by increasing housing supply near services and public transport in PM 2014 and replace with the following:

Direction 2.2: Deliver more housing closer to jobs and public transport.

Recommendation 20:

Replace Initiatives 2.2.1, 2.2.2, 2.2.3 and 2.2.4 and accompanying actions in PM 2014 with the following:

Initiative 2.2.1: Establish the governance, funding, planning and development structures for urban renewal precincts.

2.2.1-1: Identify and designate urban renewal precincts of metropolitan significance and establish a policy and new zone for such precincts.

2.2.1-2: Require the lead agency for urban renewal precincts to promote innovation and best practice redevelopment outcomes including precinct wide energy and integrated water cycle management plans and the provision of more affordable housing and social housing for these precincts.

2.2.1-3: Apply the new zone to each urban renewal precinct after the preparation and approval of a place-based Structure Plan which addresses a range of factors including the public benefits to be delivered by redevelopment such as affordable and social housing, the delivery of urban infrastructure and a thorough land economic assessment determining the land use mix and densities for each precinct.

2.2.1-4: Reduce the uncertainty of investigation and clean-up requirements, streamline the regulatory process, and bring the land to market sooner.

2.2.1-5: Establish a Brownfield Incentive Loan with a rolling fund which will be cost neutral over five years to facilitate the clean-up of brownfield land.

2.2.2-5: Establish a Brownfield Clean-up Program which reduces the uncertainty of investigation and clean-up requirements, streamlines the regulatory process, provides access to funds to undertake the clean-up and brings the land to market sooner.
Recommendation 21:
Insert a new initiative and actions for Direction 2.2 as follows:

Initiative 2.2.4: Encourage redevelopment of selected greyfield areas in providing more housing choice and diversity.

2.2.4-1: Require local government subregional groups to identify greyfield areas suitable for regeneration for medium density housing.

2.2.4-2: Devise planning incentives and provisions for inclusion in the VPP which identify these greyfield areas and the ways of unlocking their potential for medium density housing including social and affordable housing e.g. a Regeneration Overlay in the VPP.

Recommendation 22:

Add a new initiative and actions under Direction 2.2 as follows:

Initiative 2.2.5: Sequence and stage development in the urban growth areas

2.2.5-1: Amend the Precinct Structure Planning Guidelines to require that Precinct Structure Plans include a sequencing plan for new suburbs that link the timing of delivery of essential community infrastructure identified in a Development Contributions Plan to the anticipated staging of development.

2.2.5-2: Require the MPA, in consultation with DEWLP, local councils and the greenfield developer community to identify the list of basic community facilities and services which must be delivered in the first stage of development of all new Precinct Structure Plans and apply an appropriate mechanism that does not allow any subsequent stages to proceed until such time as these facilities and services are operational.

2.2.5-3: Ensure the MPA, in consultation with councils, manages the timely delivery of local community infrastructure using a combination of a sequencing plan linked to capping or limiting subdivision and development approvals, DCP expenditure, council funded works, and works-in-kind delivery of infrastructure funded by DCPs.

2.2.5-4: Amend the Precinct Structure Planning Guidelines and State Planning Policy Framework mandating greater housing diversity and minimum dwelling density in the urban growth areas of 25 dwellings per net hectare for residential areas to meet the needs of all household types. The amended Guidelines are to ensure the retention of large allotments in appropriate locations to accommodate higher density housing.

Recommendation 23:

Combine Direction 2.3 and 2.4 of PM 2014 into the following new Direction 2.4:

Facilitate the supply of more social and affordable housing.

Recommendation 24:

Delete the following initiatives and actions from PM 2014:
• Initiative 2.3.1: Facilitate growth in the social housing sector
• Initiative 2.4.1: Develop a codified approval process for defined locations (note that it is recommended this initiative be reworded as stated above in Initiative 2.3.1.
• Initiative 2.4.2: Increase our understanding of affordable housing in the context of changing household types and needs

Recommendation 25:

Insert the following initiatives and actions for the new Direction 2.4.

Initiative 2.4.1: Facilitate growth in the social housing sector

2.4.1-1: Amend the Victoria Planning Provisions to make the Minister for Planning the responsible authority for selected social housing planning permit applications that are recommended by the Director of Housing for priority consideration.

2.4.1-2: Include in the Victoria Planning Provisions a definition for social housing consistent with the proposed Social Housing Framework, and a definition for affordable housing.

2.4.1-3: Identify opportunities for the inclusion, where appropriate, of social housing prior to the commencement of formal structure planning for urban renewal precincts and proposed rezoning of such land, including costs and benefits.

2.4.1-4: Investigate costs, benefits and opportunities to utilise planning incentives to facilitate the provision of social housing in strategic urban renewal precincts and other significant change areas, as appropriate. For example, where rezoning is necessary to achieve urban renewal, explore the capacity to capture a proportion of the increased land value, to directly contribute to the costs of providing social housing.

Initiative 2.4.2: Accelerate investment in affordable housing

2.4.2-1: Explore specific planning provisions and development mechanisms to deliver more affordable housing, especially within Significant Change Areas. Provisions could address:

- the provision of affordable or social housing components as decision criteria for development assessment; and
- application of a VicSmart process to affordable and social housing projects to reduce landholding costs.

2.4.2-2: Identify new funding sources for affordable housing, with regard to both the construction of new dwellings and, in the case of affordable rental, ongoing tenancy/asset management.

2.4.2-3: Introduce mechanisms to ensure that when affordable housing is provided it remains in that category for the long term.

2.4.2-4: Encourage greater investment in affordable private rental housing by working with the Commonwealth and other jurisdictions to investigate:
necessary government policy reform, including tax reform and reform of the National Rental Affordability Scheme, to attract increased institutional investment particularly superannuation funds, in private rental housing; and
- the potential for the creation of an investment vehicle (similar to the Defence Housing Authority) to develop and manage rental housing in key locations, for low to moderate income households

Initiative 2.4.3: Implement a suite of planning provisions to deliver more social housing and affordable housing

2.4.3-1: Develop and implement a planning policy and appropriate planning provisions for inclusionary zoning and incentive zoning as tools for assisting in the delivery of social housing and affordable housing in Significant Change Areas as well as other designated sites as identified by the MPA and the subregional groupings of local councils.

2.4.3-2: Identify other planning provisions in Victoria’s current permit approval system which should be waived to facilitate the establishment of social and affordable housing. These may include:

- reducing car parking requirements especially if the site is within walking distance of public transport;
- shortened and guaranteed timeframes for assessment of planning permit applications providing affordable and/or social housing, as well as limiting and even removing third party appeal rights thus minimising time delays in decisions on such proposals;
- unnecessary planning obstacles to smaller scale infill housing programs such as accessory or ancillary units (e.g. granny flats, secondary suites) or laneway units.

2.4.3-3: Provide a suite of other planning provisions which give incentives to a developer if social and/or affordable housing is incorporated into new housing and mixed use developments. Proper consideration is to be given to the concept of ‘incentive zoning’ such as Floor Space Ratio (FSR) bonuses.

2.4.3-4: Establish a Melbourne Affordable Housing Fund which assists in providing grants to accredited community housing providers for approved social and affordable projects in designated or preferred locations.

Initiative 2.4.4: Prioritise the regeneration of public housing estates

2.4.4-1: The State Government Ministers of Planning, Local Government and Health and Human Services facilitate the redevelopment of Melbourne’s older high rise public housing estates for public housing, community managed housing and private affordable housing.

Recommendation 26:

Insert a new Direction 2.5, initiatives and actions as follows:

Promote greater innovation in the housing market.

Initiative 2.5.1: Promote and support innovative housing delivery methods
2.5.1: Trial a Community Land Trust model and a Housing Development Co-operative model in the Melbourne region.

Initiative 2.5.2: Lead innovation in the housing sector

2.5.2-1: Require Places Victoria to demonstrate the use of modular housing and other innovative design and construction techniques in its development projects.

2.5.2-2: In consultation with the housing industry benchmark more innovative construction methods against traditional construction methods to provide feedback to the housing market.

2.5.2-3: Review planning and building regulations to identify opportunities for more innovative and cheaper construction techniques without compromising the quality and durability of our housing.

Recommendation 27:

Insert a new Direction, new initiative and actions as follows:

Direction 2.6: The State Government prepare a Housing Strategy and Housing Plan for Melbourne.

Initiative 2.6.1: The State Government work with all levels of government (Federal and Local government) to deliver more housing choice and housing affordability within all regions of Victoria and, in so doing, explore a range of available options outside the planning system.

CHAPTER 3: LIVEABLE COMMUNITIES AND NEIGHBOURHOODS

Recommendation 28:

Change the chapter title to Healthy, vibrant and inclusive neighbourhoods.

Recommendation 29:

Change the chapter objective to:

Create neighbourhoods which promote strong communities, healthy lifestyles and good access to local services and jobs.

Recommendation 30:

Replace entire preamble to this chapter with the preamble in MAC 2013. The Preamble is to include the diagram showing the Building Blocks of Social Sustainability.

Recommendation 31:

Reinstate MAC 2013 action in Initiative 4.1.1:

- Review relevant regulations and other obstacles deterring the use of upper level floor space in neighbourhood activity centres for more residential, commercial, community-based uses and work with councils to help unlock these underutilised spaces.
Recommendation 32:

Insert the following Initiatives and actions under Direction 4.1:

Initiative 3.1.1: *Create mixed use neighbourhoods at varying densities*

- Use the Mixed Use Zone to enable greater mix of uses at varying densities in appropriate locations.

Initiative 3.1.4: *Measure and monitor the liveability of our neighbourhoods*

- In partnership with local governments, publish an interactive liveability index and map for Melbourne, which draws on local knowledge and is updated annually.

Recommendation 33:

Insert a new Initiative and actions as follows:

3.1.2: *Make neighbourhoods pedestrian and cycle friendly*

- Develop a transport hierarchy that supports the delivery of 20-minute neighbourhoods with pedestrians prioritised in the design of roads and streets, followed by cyclists, public transport, private vehicles and road freight;

- Require councils and their communities to identify and develop pedestrian and cycle networks and pedestrian priority precincts within all of their neighbourhoods which increase access to local destinations;

- Consider using lower speed limits in mixed use and residential neighbourhoods in accordance with new guidelines for 40 km/h pedestrian zones;

- Amend the Precinct Structure Planning Guidelines to better plan for residents and especially children and families in new suburbs to walk and ride bikes locally to school, the shops, public spaces and places of work;

- Implement minimal local bus service levels of 20 minute frequency, 7 days a week, from at least 6 am to 9 pm;

- Support local initiatives to integrate local community transport and taxis with route bus services to expand access opportunities; and

- Improve the quality of bus stops.

Recommendation 34:

Delete Direction 4.2: *Protect Melbourne and its suburbs from inappropriate development* and its associated actions.
Recommendation 35:
Rewrite the preamble to Direction 4.3 to include references to the important role played by local government in creating healthy communities and the various plans and tools adopted by councils on health planning.

Recommendation 36:
Reword Initiative 4.3.1 and its actions as follows:

Initiative 4.3.1: Implement healthy design guidelines

- Update the State Planning Policy Framework to support the application of the National Heart Foundation’s Healthy by Design Guidelines in the planning and development process.
- Develop tools (such as those developed by the National Heart Foundation) to inform the review of the Precinct Structure Planning Guidelines and any future urban renewal structure planning guidelines.
- Develop a Healthy City Planning checklist based on the National Heart Foundations ‘Health by Design Guidelines’ to assist local councils in assessing development applications and designing new neighbourhoods in terms of health and community wellbeing.

Recommendation 37:
Reword Direction 4.4 to read Deliver social infrastructure to support strong communities and rewrite the preamble to this direction to recognise the distinction between Neighbourhood Health and Community Wellbeing Precincts and Regional Health and Community Wellbeing Precincts.

Recommendation 38:
Reword Initiative 4.4.1 and its accompanying actions as follows:

- **Co-ordinate a whole-of-government approach to the delivery of social infrastructure.** The MPA, in consultation with relevant government agencies and local government, to:
  - provide advice on how government social infrastructure proposals can align with land use and transport objectives;
  - identify social infrastructure priorities both at the subregional and municipal levels and the timing of delivery with a specific focus on the needs of the urban growth area communities;
  - develop a methodology for funding the delivery of social infrastructure in a timely manner in both the urban growth areas and established urban areas undergoing significant change.
- The MPA, in consultation with relevant government agencies, local government and social infrastructure providers, explore more creative approaches to the design of community spaces and buildings to make them more adaptable to changing needs as our neighbourhoods age and evolve, and integrate these approaches into our social infrastructure.

Recommendation 39:
Add a new Direction 3.4: Involve communities in the delivery of local parks and green neighbourhoods with the following initiatives from MAC 2013:
• Develop a network of accessible high-quality local open spaces; and
• Encourage community gardens and productive streetscapes.

CHAPTER 4: A MORE CONNECTED MELBOURNE

Recommendation 40:
Retain PM 2014 action 3.1.3-1 but replace actions 3.1.3-2 to 3.1.3-8 with the following initiatives that could be implemented in the first ten years of PM Refresh:

3.1.3-1: Prepare a Road Use Strategy to ensure trams and buses can operate efficiently alongside other vehicles, particularly as land uses change.

3.1.3-2: Improve inner Melbourne tram reliability with a range of measures that give trams greater priority on the road network (such as greater physical separation from other road users and improved technology to manage traffic flows).

3.1.3-3: Better serve the growing western end of the city by realigning selected St Kilda Road services using a new Park Street South Melbourne link, and extending the Collins Street tram line further into Docklands.

3.1.3-4: Deliver 50 new low-floor, high capacity trams.

3.1.3-5: Extend tram lines to E-Gate and Fishermans Bend and investigate the feasibility of completing the missing tram link between Dynon and Footscray.

3.1.3-6: Upgrade tram corridors in the Cities of Melbourne, Port Phillip and Yarra to light rail standard in accordance with the Road Use Strategy and improve services and connections to the Parkville NEIC and the new metro rail station.

3.1.3-7: Upgrade to light rail standard further routes identified in the Road Use Strategy, focussing on those with highest patronage and greatest people-moving potential.

Recommendation 41:
Retain PM 2014 action 3.1.4-1 but replace actions 3.1.4-2 to 3.1.4-5 with the following:

3.1.4-1: Plan services to better meet patronage demand and ensure new timetables better connect with trams and trains, as well as improve real-time passenger information and stops on a number of key inner-city routes.

3.1.4-2: Pilot new intelligent transport systems such as dynamic overhead lane management, to enable buses to travel faster and more reliably between Carlton and Kew along Johnston Street-Princess Street and Hoddle Street-Punt Road, and improve services on the inner city orbital routes.

3.1.4-3: Enhance Doncaster (DART) bus services in inner Melbourne.

3.1.4-4: Improve on-road priority on more streets including western routes from the city to Footscray and Sunshine, following the results of the pilot on Johnston Street-Princess Street.

3.1.4-5: Extend and improve Nightrider services to serve a 24/7 city.


Recommendation 42:

Under Direction 3.2, add the following actions for Initiative 3.2.2 which could be implemented in the first ten years of PM Refresh:

3.2.2-1: Commence the transformation of bus service into a three tier network, starting with the outer western, outer northern, outer south eastern and bayside suburbs, and provide better information including improved way-finding and real time service information. This will include improving sections of the SmartBus route between Sunshine and Mentone, and services along Blackburn and Springvale Roads to a ten minute frequency at key times.

3.2.2-2: As part of the new bus franchise agreement, reallocate services to better meet demand for access to job rich areas including Monash, Melbourne Airport, La Trobe University, Footscray and Sunshine.

3.2.2-3: Continue with the introduction of low floor buses and better stops and road crossing facilities to improve bus accessibility, particularly for those who have personal mobility difficulties.

3.2.2-4: Provide greater on-road priority for buses, starting with approaches to interchanges and along Blackburn Road. This work will continue into the medium term on the bus routes between Greensborough and Tullamarine, Rowville and Monash, Dandenong and Ringwood, Springvale Road, Warrigal Road and key routes serving La Trobe University.

3.2.2-5: Continue to improve and adjust service levels to best meet demand and regularly review the network to ensure that services provided offer the best value for money. This includes upgrading premium and connector services to higher frequencies, and upgrade connector services to a premium service level based on potential to grow patronage. Neighbourhood services will also be improved in terms of their frequency and efficiency.

Recommendation 43:

Include a map of the planned SmartBus network at 2030 and 2050.

Recommendation 44:

Remove the action in PM 2014 under Initiative 3.2.4 and replace with the following actions which could be implemented in the first ten years of PM Refresh:

3.2.4-1: Duplicate the Chandler Highway Bridge to enhance Yarra River crossings, upgrade the Calder Park Drive/Calder Freeway interchange, complete construction of the Dingley bypass and advance plans for a connection between the Dingley bypass and the Mornington Peninsula Freeway at Springvale Road.

3.2.4-2: Deliver the Westall Road extension from Prince’s Highway to Monash Freeway to improve connectivity and support the Monash National Employment and Innovation Cluster.

3.2.4-3: Complete the missing section of Dingley Bypass between the South Gippsland Highway and the South Gippsland Freeway.
Recommendation 45:

Replace PM 2014 actions in Initiative 3.3.2 with the following which could be implemented in the first ten years of PM Refresh:

3.3.2-1: Expand bus services in all growth areas so that most residents live within 800 metres of either a premium or connector service. This includes the introduction of connector services from Werribee to Wyndham Vale Station, Mt Ridley to Craigieburn Railway Station, Epping North to Epping Station, Mernda to University Hill via South Morang station, and a north-south service between the Cranbourne and Pakenham lines.

3.3.2-2: Trial the implementation of interim routes in areas that are in early stages of development. Permanent routes will be introduced when there is sufficient passenger demand and appropriate road infrastructure is in place.

3.3.3-3: Improve access to the rail network by building Caroline Springs railway station and develop Park and Ride and bike cage facilities in outer suburbs.

3.3.3-4: Secure rail reservations for planned extensions and duplications in growth areas at Melton, Wallan (including Upfield to Roxburgh Park), Mernda, Wollert, Clyde, Baxter and Wyndham Vale to Werribee, and deliver these extensions in the medium to long term.

Recommendation 46:

Move PM 2014 Initiatives 3.4.1 Making Neighbourhoods Pedestrian-Friendly and 3.4.2 Create a Network of High-quality Cycling Links to the chapter dealing with Neighbourhoods.

Recommendation 47:

Consistent with Infrastructure Australia’s recommendation that ‘there is a need for serious public discussion about infrastructure service levels and funding’, the Victorian Government should initiate a community consultation program into the way transport use is priced, as part of a wider program to ensure that resources used in land transport are used as efficiently as possible.

CHAPTER 5: ENVIRONMENT AND WATER (TO BE RENAMED ‘ENVIRONMENT AND CLIMATE CHANGE’)

Recommendation 48:

Rename the chapter in PM 2014 to Environment and Climate Change.

Recommendation 49:

Introduce a new objective for this chapter as follows:

Protect our natural assets and ensure a sustainable and more resilient environment in the face of climate change.
Recommendation 50:

Delete Direction 5.1 - Using the city structure to drive sustainable outcomes in managing growth and Initiative 5.5.1: Accommodate the majority of new dwellings in established areas within walking distance of the public transport network.

Recommendation 51:

Re-instate MAC 2013 Direction 5.1: Reduce the consequences of extreme climate events and related environmental risks.

Insert the following initiatives under the new Direction 5.1:

- Initiative 5.1.1: Identify at risk areas and reduce their vulnerability.

- Initiative 5.1.2: Cool Melbourne by greening buildings, roads and open space, and planting urban forests.

- Initiative 5.1.3: Ensure settlement planning in growth areas and peri-urban regions responds to natural hazards.

Recommendation 52:

Insert new action 5.1.1-5: Develop an Infrastructure resilience assessment test which requires that proposals for new major capital works are subject to modelling that indicates, through siting, design, specifications and construction, the infrastructure will be able to withstand a range of major shocks and/or the likely effects of climate change (particularly sea level rise).

Recommendation 53:

Delete all of the actions under Direction 5.2. and replace with the following actions which could be implemented within the first ten years of PM Refresh:

5.2.1-1: Implement the Biodiversity Conservation Strategy in Melbourne’s growth corridors and across Melbourne’s urban areas.

5.2.1-2: Establish a 15,000 hectare western grasslands reserve extending from Mt Cotterell, south-east of Melton to the area north of little river.

5.2.1-3: Create urban conservation reserves in the growth corridors including 3,000 hectares of land along major waterways.

5.2.1-4: Establish a large grassy eucalypt woodland reserve south-west of Whittlesea outside Melbourne’s metropolitan urban boundary.

Recommendation 54:

Replace Direction 5.3, Initiative 5.3.1 and its actions in PM 2014 with the following:

Direction 5.3: Enhance the food production capability of Melbourne and its non-urban areas.
Initiative 5.3.1: Protect our high-quality agricultural land in Melbourne’s green wedges and peri-urban areas for food production.

5.3.1-1: Identify, assess and protect under local planning schemes, using the agricultural overlay, the long-term value and environmental sensitivity of high-quality land for food production in Melbourne’s non-urban areas.

5.3.1-2: Ensure local planning policy statements protect and support areas such as the Mornington Peninsula, Bellarine Peninsula, Macedon Ranges and the Yarra Ranges for food production and investigate the need for additional statements to protect resource values elsewhere within Melbourne’s green wedges and peri-urban area.

5.3.1-3: Explore innovative planning measures to protect farming areas which are important to regional economic productivity and tourism, and facilitate the sustainable intensification and long-term viability of agricultural production.

5.3.1-4: Review planning provisions to enable agricultural activities such as livestock, meat processing and similar industries to be located in the peri-urban areas close to Melbourne.

Recommendation 55:

Add a new action to Initiative 5.4.1 as follows:

5.4.1-2: Strengthen mechanisms (such as clearer standards and guidance) to protect separation, buffer and interface distances for existing facilities and uses which create noise and air quality issues.

Recommendation 56:

Add the following to action 5.5.1-3 with the intended purpose of applying water retention systems to buildings with a floor area in excess of 3,000m².

Recommendation 57:

Include the following new actions under Initiative 5.6.1:

5.6.1-2: Work with Melbourne Water and councils to identify stressed waterways in the metropolitan area. Wherever possible this will be done as part of preparation of subregional and local precinct Integrated Water Cycle Management plans; and

5.6.1-3: Require water authorities to update urban stormwater management requirements for new development to encourage local detention and infiltration of stormwater for water supply for street trees, public parks and gardens and private landscaping.

Recommendation 58:

Reword Direction 5.7 as follows:

Reduce energy consumption and transition to renewable energy.
Recommendation 59:

Add the following actions to Initiative 5.7.1: *Support local governments and the private sector in their efforts to promote energy efficiency*:

- As part of a whole-of-government policy framework, investigate opportunities for local generation of electricity in growth areas and strategic sites around the city.

- Prepare template commercial agreements for shared use of co-generation and tri-generation facilities to relieve developers and their customers of the high costs that can be incurred in obtaining commercial and legal advice associated with creating and participating in shared facilities.

Recommendation 60:

Add the following new initiatives and actions to Direction 5.7:

Initiative 5.7.2: *Encourage alternative energy technologies*

5.7.2-1: Investigate as part of a comprehensive assessment of the economic and investment opportunities available in Melbourne’s peri-urban area the potential for renewable energy enterprises and, where appropriate, work with councils to identify areas where such activities could be encouraged to locate.

5.7.2-2: Prepare a planning policy which recognises the role of renewable energy technologies in transitioning Melbourne to become a low carbon city and encourages greater use of solar energy in all new development.

5.7.2-3: As the price of solar power decreases, identify opportunities for the installation of commercially viable solar photo-voltaics along freeways to support lighting, Intelligent Transport Systems and signage for users of these roads as well as opportunities to feed this energy back into the metropolitan grid.

Initiative 5.7.3: *Reduce energy use in buildings and encourage precinct based energy initiatives*

5.7.3-1: Investigate opportunities and constraints for precinct scale use of renewable energy resources and develop a long term transition plan for improving energy efficiency of all existing buildings, both at the individual building and precinct levels.

5.7.3-2: Advocate through national forums higher building energy standards that are consistent with broader energy efficiency policy.

Recommendation 61:

Replace the first action in Initiative 5.8.2 with the following:

*Make changes to the VPP to better define the need and provision of waste infrastructure for all multi-unit residential developments.*
Recommendation 62:

Under Direction 5.8 insert the following new initiative (including the relevant text from MAC 2013 under Initiative 6.4.4) and actions:

Initiative 5.8.3: **Maximise the economic recovery of waste**

5.8.3-1: Investigate opportunities with local councils, Melbourne Water and key stakeholders to recycle more treated wastewater and feed it back into the food production activities within and around our metropolitan urban boundary as part of a food production policy for our city and its hinterland.

5.8.3-2: Investigate the marginal cost and environmental impacts of utilising water from the existing desalination plant to augment food production in the south-eastern growth area municipalities and the peri-urban areas.

5.8.3-3: Work with the Commonwealth Government to support the introduction of a national container refund scheme.

5.8.3-4: Investigate the potential for a state-based scheme to reduce litter and improve resource recovery.

Recommendation 63:

Introduce a new Initiative: **Investigate the application within Melbourne for the development and operation of waste to energy plants** and include relevant actions.

**CHAPTER 6: PLACE AND IDENTITY (THIS IS A NEW CHAPTER FOR PM REFRESH)**

Recommendation 64:

Reintroduce a chapter similar to the Place and Identity chapter in MAC 2013.

Recommendation 65:

Re-introduce, drawing on MAC 2013, the following:

- the objective to *Create quality urban environments across Melbourne that support our city’s social, cultural and economic activity and build on Melbourne’s legacy of distinctiveness and liveability*;
- the supporting introductory text about good place making;
- the initiative to include SmartRoad principles in the SPPF; and
- working with the subregions of the MPA review, and update the list of potential boulevard extensions.
Recommendation 66:

Include a specific direction about building on our cultural leadership, sporting legacy and strengthening our cultural industries supported by initiatives drawn from MAC 2013 (updated to align with current government priorities).

Recommendation 67:

Include the actions under Initiative 7.3.1 of MAC 2013 regarding the Victorian Heritage Act 1995 and place names plus a new initiative and actions relating to the nexus between heritage and environmental sustainability (supported by some additional explanatory text).

Recommendation 68:

If the FSR bonus system approach is adopted in the VPPs then the restoration of major heritage buildings should qualify as a nominated public benefit in such a system.

Recommendation 69:

Rewrite the initiatives and actions for Direction 4.8 in PM 2014 using the initiatives and actions of MAC 2013 Direction 7.4 – Achieve and promote design excellence as the basis.

Recommendation 70:

Under Direction 4.5 in PM 2014 use the set of initiatives in Direction 7.5 in MAC 2013 (exclusive of Initiative 7.5.4 Create a green interface to the Melbourne Metropolitan Urban Boundary) and include additional initiatives about the retention of existing significant vegetation in Melbourne and the greening of places where people live and work.

Recommendation 71:

Incorporate a new Direction in this chapter, Our Best Asset - Our People, and spell out initiatives for harnessing community input to planning for the city.

CHAPTER 7: STATE OF CITIES (CHAPTER 6 IN PM 2014)

Recommendation 72:

Re-title this chapter A State of Cities and Regions.

Recommendation 73:

Move Initiative 6.1.1 Confirm the mechanism and lock in a permanent boundary to the Housing Choice and Affordability chapter.

Recommendation 74:

Under Initiative 6.2.1:
Delete the words *safeguard the interests of the state in the development and conservation of local resources* as they make no sense (despite being in MAC 2013).

Revise the action to state that the views of local government and communities will be sought in nominating any further towns in the peri-urban area as having growth potential and with specific eligibility criteria (including that substantial local employment or public transport access to other employment and strong locally based urban services can be provided) and within the framework of a single and broader peri-urban policy statement.

Add an action *To create a green interface at the Melbourne Metropolitan Urban Boundary.*

**Recommendation 75:**

Insert the following additional action from MAC 2013 under Initiative 6.3.1:

*Designate Geelong as Victoria’s second city and prioritise game changing land use strategies such as those for Avalon Airport, the Port of Geelong, improved arterial road connections and high quality health, tertiary education and research infrastructure that positions the G21 region for accelerated growth and as a centre of employment and higher order service provision for Melbourne’s west.*

**Recommendation 76:**

Under PM 2014 Initiative 6.2.1 - Better manage Melbourne’s Peri-urban regions, including designating towns for growth delete the action *Determine whether any areas (such as parts of the Mornington Peninsula) should no longer be considered to be a part of metropolitan Melbourne.*

**Recommendation 77:**

Reword Initiative 6.2.2 to read *Strengthen regional city growth opportunities.*

**CHAPTER 8: IMPLEMENTATION – DELIVERING BETTER GOVERNANCE (CHAPTER 7 IN PM 2014)**

**Recommendation 78:**

Retain the MPA as Melbourne’s planning authority, and consult with the councils in the State’s other regions about the preferred governance arrangements for their own regions.

**Recommendation 79:**

Articulate the role and responsibilities of the MPA to make it clear that it is currently responsible for the implementation of Plan Melbourne and, in particular, high priorities such as NEIC planning, planning of major urban renewal precincts, identification of strategic public transit corridors, increasing the supply of housing which is affordable, co-ordinating the involvement of the five subregional groupings and implementing climate change responses.
Recommendation 80:

Formalise the relationship between the MPA and the subregional groupings of councils through board membership and the establishment of subregional advisory committees.

Recommendation 81:

Require the MPA to be the 'voice' of metropolitan Melbourne when that voice is required, for example at significant VCAT and planning panels where consistency of proposals against metropolitan objectives is being tested.

Recommendation 82:

Require the five subregional groupings of councils to:

- prepare, in partnership with the MPA, subregional land use and infrastructure plans and associated subregional performance targets; and
- where relevant, advise the MPA on the best use of Growth Area Infrastructure Contribution funds for their subregions.

Recommendation 83:

Request the MPA to work closely with local councils to clarify expectations of their roles in the implementation of PM Refresh.

Recommendation 84:

Produce, in consultation with the MPA, a 'rolling' 10 year Plan Melbourne Implementation Plan that sets out specific details of projects to be delivered and the intended funding arrangements to assure delivery.

Recommendation 85:

Establish a working group with local government to identify constraints to, and opportunities for, local government playing a larger role in funding infrastructure and services that will be needed by their communities in the delivery of PM Refresh.

Recommendation 86:

Adopt the recommendation of the Standard Development Contributions Advisory Committee (2013) that a development levy apply to all additional dwellings across the metropolitan region at a rate of $3,000 per net additional dwelling (based on $2012).

Recommendation 87:

Implement, in appropriate locations, available value capture opportunities under current planning legislation.

Recommendation 88:

Examine beneficiary pays principles in the development of funding models for major urban transport projects and growth area developments.
Recommendation 89:

Develop performance indicators which provide clear, comprehensive and timely information, and are firmly linked to each of the chapters in the plan.

Recommendation 90:

Require the MPA to prepare every 4 years (and at the midpoint of a 4 year Parliamentary term) a statement for the Minister for Planning to table in Parliament, outlining progress in implementing the Strategy’s initiatives across Melbourne’s five metropolitan subregions.

OTHER RECOMMENDED CHANGES TO PLAN MELBOURNE 2014

Recommendation 91:

Use an improved base map for depicting metropolitan-wide information

Recommendation 92:

Delete ‘vox pops’, quotes from submitters and case studies.

Recommendation 93:

Review maps and graphics, taking into account the comments in the table below.

<table>
<thead>
<tr>
<th>Page</th>
<th>Action</th>
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<tbody>
<tr>
<td>P 4</td>
<td>Delete these maps which add nothing to the strategy and are not referred to anywhere in the document.</td>
</tr>
<tr>
<td>P 8-9; 12-13</td>
<td>Replace these maps with a single 2050 map for Melbourne (an example is the London 2011 Strategy Plan map).</td>
</tr>
<tr>
<td>P 10</td>
<td>Delete Timing of Delivery break out box.</td>
</tr>
<tr>
<td>P 14</td>
<td>Place this map with the relevant text in the document introducing this subregional concept.</td>
</tr>
<tr>
<td>P 15</td>
<td>Place this map with the relevant text introducing this concept.</td>
</tr>
<tr>
<td>P 16</td>
<td>Delete break out box - this document should look forwards, not backwards.</td>
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<tr>
<td>P 18-19</td>
<td>Amend to be consistent with final PM Refresh and delete the words ‘Outcomes and’.</td>
</tr>
<tr>
<td>P 24-25</td>
<td>If these graphics are retained, link them to the text.</td>
</tr>
<tr>
<td>P 27</td>
<td>See comment on maps on p 8,9,12,13.</td>
</tr>
<tr>
<td>P 28</td>
<td>Delete break out box.</td>
</tr>
<tr>
<td>P 29</td>
<td>Review all figures and relate to text.</td>
</tr>
<tr>
<td>P 30-32</td>
<td>This table is potentially useful but will require a comprehensive re-working and updating.</td>
</tr>
<tr>
<td>P 34</td>
<td>Delete figure 6 as it is not linked to the text in anyway.</td>
</tr>
<tr>
<td>P 40</td>
<td>Update and include a clear boundary for the Expanded Central City</td>
</tr>
<tr>
<td>P 43</td>
<td>Update text in the break out box.</td>
</tr>
<tr>
<td>P 44-45</td>
<td>Delete this map as it is about current circumstances and not about current or future scenarios.</td>
</tr>
<tr>
<td>P 48</td>
<td>This is a very inadequate map and such information, updated, would be better included on subregional maps.</td>
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</table>
| P 50 | Delete this map and update the information for inclusion on a single 2050
<table>
<thead>
<tr>
<th>Page</th>
<th>Notes</th>
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<tbody>
<tr>
<td>P 52-57</td>
<td>Delete the maps (as they are not yet the product of collaboration with stakeholders) and update the text to include current and approved major new developments relevant to these clusters.</td>
</tr>
<tr>
<td>P 62</td>
<td>Delete Figures 8 and 9.</td>
</tr>
<tr>
<td>P 64</td>
<td>Update Figure 11 with 2014 information.</td>
</tr>
<tr>
<td>P 65</td>
<td>Update map to reflect 2014 data. Include a new map showing Housing Affordability.</td>
</tr>
<tr>
<td>P 70-71</td>
<td>Delete.</td>
</tr>
<tr>
<td>P 74</td>
<td>Delete break out box.</td>
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<tr>
<td>P 89</td>
<td>This graphic is remote from the relevant text and consider if graphic is useful.</td>
</tr>
<tr>
<td>P 90, 91, 93,95</td>
<td>Need updating.</td>
</tr>
<tr>
<td>P 101</td>
<td>Delete break out box.</td>
</tr>
<tr>
<td>P 106</td>
<td>Is this still current?</td>
</tr>
<tr>
<td>P 118</td>
<td>Delete Open Space Per Capita plan.</td>
</tr>
<tr>
<td>P 121</td>
<td>Update to include proposed new cardiac hospital.</td>
</tr>
<tr>
<td>P 126</td>
<td>Delete as this map is inadequate and its contents. Such information should appear on all subregional maps.</td>
</tr>
<tr>
<td>P 140</td>
<td>Update map.</td>
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<tr>
<td>P 141</td>
<td>Update map.</td>
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<tr>
<td>P 156</td>
<td>Review Map 27 – is it a projection for the future or a description of the current situation?</td>
</tr>
<tr>
<td>P 156</td>
<td>Fig 16 is about now - an accompanying/contrasting forecast would be useful.</td>
</tr>
<tr>
<td>P 159</td>
<td>Table 2 is about now - should also include information about what is expected as a consequence of the 'growth potential'.</td>
</tr>
<tr>
<td>P 160</td>
<td>Review map legend.</td>
</tr>
<tr>
<td>P 161</td>
<td>Delete break out box.</td>
</tr>
<tr>
<td>P 167</td>
<td>These maps should be deleted - they are gratuitous as they are at an uninformative scale and have little useful information.</td>
</tr>
<tr>
<td>P 173</td>
<td>Delete as inconsistent with proposals for governance in this report.</td>
</tr>
<tr>
<td>P 174-180</td>
<td>Delete maps and text. Their content and the 2050 view of each subregion should be worked up by the MPA in collaboration with each subregion as part of their next phase of work.</td>
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<tr>
<td>P 185</td>
<td>If retained this break out box needs to be updated to provide greater clarity on the role and responsibilities of the MPA which stakeholders are seeking.</td>
</tr>
<tr>
<td>P 192</td>
<td>Delete Figures 18 and 19. Figure 18 is inadequate. Its replacement contents could appear in the 10 year implementation plan.</td>
</tr>
<tr>
<td>P 194-196</td>
<td>Delete as not necessary.</td>
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APPENDICES
APPENDIX 1:
PLAN MELBOURNE 2015
MINISTERIAL ADVISORY COMMITTEE
TERMS OF REFERENCE
Plan Melbourne 2015 Ministerial Advisory Committee
Advisory Committee appointed pursuant to Part 7, Section 151 of the Planning and Environment Act 1987 to report on Plan Melbourne 2015 review

Name
1. The Advisory Committee is to be known as the ‘Plan Melbourne Review 2015 | Ministerial Advisory Committee Report June 2015’ (the Committee).

Purpose
2. The purpose of the Committee is to provide advice to the Minister for Planning to inform the development of the Plan Melbourne refresh, which is being undertaken by the Department of Environment, Land, Water and Planning.
3. The Committee is to provide two concise reports (refer to para 17 and 18), based on previous work undertaken for Plan Melbourne 2014.
4. The Committee should draw on:
   - the previous draft of August 2013 work of the Committee, including earlier consultation and the
   - submissions received to the draft Plan Melbourne (October 2013)
   - any other relevant matters
   The Committee is to provide advice on options for policy directions and supporting implementation actions for consideration by the Government for the inclusion in the refreshed Plan Melbourne.
5. The Committee is to identify where the May 2014 version of Plan Melbourne significantly diverged from the 2013 consultation draft particularly in relation to housing climate change and energy efficiency. This will include advice on whether any of these divergences need to be addressed and options for changes (cognisant of the Government’s broad policy supporting sustainable growth in metropolitan Melbourne).
6. The Committee will ensure that its recommendations are generally consistent with previous consultation, submissions and background papers unless other circumstances prevail. The Committee is not required to undertake any additional consultation to support this process.
7. All reports of the Committee are to be provided to the Minister for Planning as required under s.151 of the Planning and Environment Act 1987. Any reports or correspondence within this scope would be subject to confidentiality requirements.

Background
8. The Hon. Richard Wynne MP, Minister for Planning has determined that Plan Melbourne requires a refresh and has committed to release a draft plan in the third quarter of 2015 and for a final version of the plan to be implemented in the first quarter of 2016. The Minister is seeking a constructive and bipartisan approach for the future of Plan Melbourne.
9. The Government is generally supportive of the core principles and directions of Plan Melbourne and recognises the intensive consultations that previously took place in the Plan’s development.
10. The Minister for Planning has outlined the areas in Plan Melbourne that have bipartisan support, such as the Vision for Melbourne, the nine principles, the seven outcomes and
objectives and the 41 directions as well as having a simpler set of residential zones, the concept of a “20 minute city” and reform of development contributions (for a full outline of issues that have bipartisan support, which are not subject to the Plan Melbourne refresh see attachment 1).

11. The Minister has outlined that the Government is not seeking to re-write the whole Plan, but to refocus on some of the issues that were omitted, changed or reframed to short term projects for the final 2014 Plan Melbourne. These changes were not considered to reflect the weight of submissions made or the advice of the previous Ministerial Advisory Committee.

12. The Minister for Planning has determined that the members of the previous Metropolitan Planning Strategy Ministerial Advisory Committee should be re-formed to carry out this work. This is due to the thorough understanding of metropolitan planning issues and an existing knowledge and understanding of the issues raised in submissions.

13. The Ministerial Advisory Committee comprises a Chairperson and five members who include:
   - Professor Roz Hansen - Chairperson
   - Ms Chris Gallagher
   - Mr Brian Haratsis
   - Mr Bernard McNamara
   - Mr Tony Nicholson
   - Professor John Stanley

Method

14. The Committee is not required to carry out any public notification or referral. However, the Committee can inform itself in the form of consultations with relevant stakeholders, if it considers information is required beyond what was previously considered.

15. The Committee may meet and invite others to meet with them when there is a quorum of at least two of the Committee members.

16. The Committee is to agree to enter into an ‘Deed of Confidentiality’ and this deed must be signed prior to the first meeting of the Committee. This agreement will ensure that the full public debate takes place during the consultation period when all the draft material is released. In addition this ensures integrity in the approach to community consultation without pre-empting any outcomes.

Outcomes

17. The Advisory Committee must produce an initial written report for the Minister for Planning providing advice by 19 June 2015 on issues included in the MAC’s August 2013 advice, which remain relevant and should be included in a revised final draft. In particular this should include:
   - policy options to address housing affordability.
   - policy options to address the impacts of climate change on the development of metropolitan Melbourne and the opportunities to support energy efficient urban design.

The report should include options for implementation with recommended initiatives and actions.
18. The Advisory Committee must produce a second report. This report is to provide overarching advice on the revised draft document prior to its release for consultation. This should be high level advice focusing on key issues of concern.

19. It is expected that these two reports will be made publicly available.

Timing

20. The Committee is required to submit the first report, to feed into the development of the refreshed Plan Melbourne, as soon as practicable but no later than 19 June 2015.

21. The second report on the draft consultation document (Plan Melbourne 2016) is due no later than two weeks after being provided with the report (or no later than 31 July 2015). This advice will inform a final draft consultation paper for community input (attachment 2) provides an outline of the workflow process.

22. Following a review of the consultation draft (and any subsequent advice to the Minister for Planning), the role of the Ministerial Advisory Committee will conclude.

Fee

23. The fee for the Advisory Committee will be set at the current rate (which includes any changes in indexing of rates) for a Panel appointed under Part 8 of the Planning and Environment Act 1987.

24. The costs of the Advisory Committee will be met by the Department of Environment, Land, Water and Planning. Who will also provide secretarial support.

Project Support

25. The Committee’s key liaison through the Department will be provided by Julian Lyngcoln, Executive Director, Planning Implementation, on telephone 8392 6734 and Julian.B.Lyngcoln@delwp.vic.gov.au.

26. All administrative and other requests for supporting information will be through Cathie McRobert, Plan Melbourne Project Director on telephone 9947 1206 Cathie.McRobert@delwp.vic.gov.au. The Project Director will be supported by a Secretariat that can provide assistance such as organising meetings, taking minutes, preparing meeting papers, booking rooms and other administrative requirements of the Committee.

Hon. Richard Wynne MP
Minister for Planning

Date:
APPENDIX 2:
ADDITIONAL CONSULTATION
UNDERTAKEN BY THE PLAN MELBOURNE 2015 MAC
PEOPLE WHO ATTENDED DISCUSSIONS WITH THE PLAN MELBOURNE 2015 MINISTERIAL ADVISORY COMMITTEE ON SPECIFIC TOPICS/ISSUES

### HOUSING

<table>
<thead>
<tr>
<th>Name</th>
<th>Organisation</th>
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<tbody>
<tr>
<td>Jennifer Cunich</td>
<td>Executive Officer, Property Council of Australia (Vic Division)</td>
</tr>
<tr>
<td>Diego Ramirez-Lovering</td>
<td>Monash University</td>
</tr>
<tr>
<td>Peter Newton</td>
<td>Swinburne University</td>
</tr>
<tr>
<td>Alex Dordevic</td>
<td>Department of Health and Human Services</td>
</tr>
<tr>
<td>Megan Bourke-O’Neil</td>
<td>Department of Health and Human Services</td>
</tr>
<tr>
<td>Alexander Sheko</td>
<td>University of Melbourne</td>
</tr>
<tr>
<td>Carmel Mc Cormack</td>
<td>Executive Officer, Planning Institute of Australia (Vic Division)</td>
</tr>
<tr>
<td>James Lamour-Reid</td>
<td>Planning Institute of Australia (Vic Division President)</td>
</tr>
<tr>
<td>Judy Sutherland</td>
<td>Housing Choices Australia</td>
</tr>
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### CLIMATE CHANGE

<table>
<thead>
<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Mick Lumb</td>
<td>Board member, Trust of Nature</td>
</tr>
<tr>
<td>Kate Auty</td>
<td>Vice Chancellor Fellow, University of Melbourne</td>
</tr>
<tr>
<td>Liz Johnstone</td>
<td>Associate Director, Sustainability at AECOM</td>
</tr>
<tr>
<td>Stella Whittaker</td>
<td>Environ</td>
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<tr>
<td>Mike Hill</td>
<td>Westwyck Eco Project</td>
</tr>
<tr>
<td>Rob Adams</td>
<td>Director City Design, City of Melbourne</td>
</tr>
<tr>
<td>Kate Houghton</td>
<td>Department of Environment Land Water and Planning</td>
</tr>
<tr>
<td>John Thwaites</td>
<td>Climate Works Australia, Monash Sustainability Institute</td>
</tr>
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### ENERGY EFFICIENCY

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<tr>
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<tbody>
<tr>
<td>Paul Murfitt</td>
<td>CEO, Moreland Energy Foundation</td>
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### LOCAL GOVERNMENT

<table>
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<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Liz Nairn</td>
<td>Unit Manager – Strategy, Moreland City Council</td>
</tr>
<tr>
<td>Gareth Hately</td>
<td>MAV</td>
</tr>
<tr>
<td>Teresa Dominik</td>
<td>Manningham City Council</td>
</tr>
<tr>
<td>Geoff Lawler</td>
<td>Melbourne City Council</td>
</tr>
<tr>
<td>Jodi Bosma</td>
<td>Greater Dandenong City Council</td>
</tr>
<tr>
<td>Stuart Menzies</td>
<td>Brimbank City Council</td>
</tr>
<tr>
<td>Dean Rochfort</td>
<td>Wyndham City Council</td>
</tr>
<tr>
<td>Anthony Petherbridge</td>
<td>Whittlesea City Council</td>
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NATIONAL EMPLOYMENT AND INNOVATION CLUSTERS (NEICs)– LOCAL GOVERNMENT REPRESENTATIVES

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<tbody>
<tr>
<td>Paul Marsden</td>
<td>Kingston City Council</td>
</tr>
<tr>
<td>Peter Panagakos</td>
<td>Monash City Council</td>
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<td>Sean McNamee</td>
<td>Monash City Council</td>
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<td>David Cox</td>
<td>Banyule City Council</td>
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<tr>
<td>Geoff Lawler</td>
<td>Melbourne City Council</td>
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<tr>
<td>Stuart Menzies</td>
<td>Brimbank City Council</td>
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<tr>
<td>Dean Rochfort</td>
<td>Wyndham City Council</td>
</tr>
</tbody>
</table>

The Plan Melbourne 2015 Ministerial Advisory Committee also had briefings by representatives of the following State government departments/agencies:

- Metropolitan Planning Authority (MPA)
- Department of Environment Land Water and Planning
- Department of Economic Development Jobs Transport and Resources
- Department of Premier and Cabinet
APPENDIX 3:
TABLES 1 -8 SUMMARISING THE COMPARISONS OF PLAN MELBOURNE MAY 2014 AND MAC AUGUST 2013 REPORT
### TABLE 1: DELIVERING JOBS AND INVESTMENT
COMPARISON OF OBJECTIVE, DIRECTIONS, INITIATIVES AND ACTIONS

<table>
<thead>
<tr>
<th>PLAN MELBOURNE MAY 2014</th>
<th>MAC AUGUST 2013</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Objective</strong></td>
<td></td>
</tr>
<tr>
<td>Create a city structure that drives productivity, supports investment through certainty and creates more jobs</td>
<td>Objective Create a city structure that drives productivity, attracts investment, supports innovation and creates more jobs.</td>
</tr>
<tr>
<td><strong>Direction 1.1</strong></td>
<td></td>
</tr>
<tr>
<td>Define a new city structure to deliver an integrated land use and transport strategy for Melbourne’s changing economy</td>
<td>Deliver a new city structure to accommodate employment and residential growth</td>
</tr>
<tr>
<td><strong>Initiative 1.1.1:</strong> Establish a new Metropolitan Melbourne Structure Plan</td>
<td><strong>Initiative 1.1.1:</strong> Identify the proposed new city structure in the planning system</td>
</tr>
<tr>
<td>1.1.1-1: Update the State Planning Policy Framework to include the Metropolitan Melbourne Structure Plan. The Metropolitan Melbourne Structure Plan will:</td>
<td>1.1.1-1: Amend the State Planning Policy Framework to include the proposed new city structure as outlined in this Strategy.</td>
</tr>
<tr>
<td>- identify current and proposed boundaries for the expanded central city and the location of national employment clusters and metropolitan activity centres</td>
<td>1.1.1-2: Finalise boundaries for the expanded Central City, National Employment and Innovation Clusters and Metropolitan Service Centres.</td>
</tr>
<tr>
<td>- incorporate the following state-significant industrial precincts and their boundaries:</td>
<td>1.1.1-3: Incorporate the following State Significant Industrial Precincts, and their boundaries, in the State Planning Policy Framework:</td>
</tr>
<tr>
<td>- Southern Industrial Precinct (which includes parts of Bangholme, Cranbourne West, Dandenong, Dandenong South, Hallam, Keysborough, Lynbrook and Noble Park)</td>
<td>- Southern Industrial Precinct (which includes parts of Bangholme, Cranbourne West, Dandenong, Dandenong South, Hallam, Keysborough, Lynbrook and Noble Park);</td>
</tr>
<tr>
<td>- Western Industrial Precinct (which includes parts of Altona, Altona North, Brooklyn, Derrimut, Laverton North, Ravenhall, Sunshine West, Mount Cottrell, Rockbank, Tarneit and Truganina)</td>
<td>- Western Industrial Precinct (which includes parts of Altona, Altona North, Brooklyn, Derrimut, Laverton North, Ravenhall, Sunshine West, Mount Cottrell, Rockbank, Tarneit and Truganina); and</td>
</tr>
<tr>
<td>- Northern Industrial Precinct (which includes parts of Broadmeadows, Campbellfield, Coolaroo, Craigieburn, Epping, Lalor, Mickleham and Somerton).</td>
<td>- Northern Industrial Precinct (which includes parts of Broadmeadows, Campbellfield, Coolaroo, Craigieburn, Epping, Lalor, Mickleham, and Somerton).</td>
</tr>
<tr>
<td>1.1.1-2: Confirm the new policy requirements for the identification, designation and development of new activity centres. New activity centres should:</td>
<td>1.1.1-4: Articulate the intended role and policy direction for places of state significance.</td>
</tr>
<tr>
<td>- be well-served by a range of transport options (including public transport), with priority given to new centres that are developed based on transit-oriented development principles</td>
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<tr>
<td>- have capacity to establish a wider mix of uses and subsequently develop into an activity centre</td>
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<tr>
<td>- increase the density and diversity of housing in a walkable catchment where appropriate.</td>
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<tr>
<td>1.1.1-3: Prepare structure plans for state-significant projects (due to their city-shaping outcomes) for national employment clusters, metropolitan activity centres, expanded central city and urban-renewal precincts.</td>
<td></td>
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<tr>
<td>Initiative 1.1.2: Recognise and depict the evolution of an Integrated Economic Triangle In the State Planning Policy Framework</td>
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<tr>
<td>1.1.2-1: Update the State Planning Policy Framework to identify the spatial impact of the Integrated Economic Triangle on Melbourne’s key infrastructure projects and associated land uses.</td>
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<table>
<thead>
<tr>
<th>Initiative 1.1.2: Facilitate the development of National Employment and Innovation Clusters</th>
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<tbody>
<tr>
<td>1.1.2-1: Require the new independent planning authority to work with local councils and major institutions in existing clusters to develop a long-term plan and governance to guide their growth and development, and an appropriate regulatory framework. This will include development of an agreed shared vision and framework or structure plan for the cluster.</td>
</tr>
<tr>
<td>1.1.2-2: Coordinate the delivery and implementation of government investment.</td>
</tr>
<tr>
<td>1.1.2-3: Work with the education sector to identify opportunities to build tertiary education offerings in the west focusing on the Sunshine and East Werribee Employment and Innovation Clusters.</td>
</tr>
<tr>
<td>1.1.2-4: Identify critical infrastructure and long-term development opportunities for the emerging clusters.</td>
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<thead>
<tr>
<th>Initiative 1.1.3: Support development of Metropolitan Service Centres</th>
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<tbody>
<tr>
<td>1.1.3-1: Designate Dandenong, Footscray, Epping, Sunshine, Ringwood, Broadmeadows, Box Hill, Frankston, Fountain Gate–Narre Warren, Donnybrook, East Werribee and Toolern as Metropolitan Service Centres (including their future intended role) and recognise them in the new State Planning Policy Framework.</td>
</tr>
<tr>
<td>1.1.3-2: Work with subregional groupings of local councils to:</td>
</tr>
<tr>
<td>- develop structure plans and infrastructure plans (if they do not already exist) for Metropolitan Service Centres, to accommodate forecast growth;</td>
</tr>
<tr>
<td>- review the planning controls in and around Metropolitan Service Centres to ensure they are investment-ready; and</td>
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<tr>
<td>- identify sequencing requirements (including infrastructure provision, connections and public realm improvements).</td>
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<tr>
<th>Initiative 1.1.4: Support planning of Activity Centres</th>
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<tbody>
<tr>
<td>1.1.4-1: Designate Activity Centres and recognise them in the new State Planning Policy Framework.</td>
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</tbody>
</table>
1.1.4-2: Confirm the new policy with a subsequent practice note to specify broad planning requirements for the development of new Activity Centres. New Activity Centres (defined as a group of commercial zoned land with retail more than 2,300 m² or a supermarket more than 1,800 m²) should:

- meet an identified market gap;
- be well-served by a range of transport options (including public transport), with priority given to new centres that are developed based on transit-oriented-development principles;
- have capacity to establish a wider mix of uses and subsequently develop into an Activity Centre;
- increase the density and diversity of housing in a walkable catchment where appropriate (a 400-metre walkable catchment is a guide, but will depend on local conditions); and
- contribute to the delivery of a network of 20-Minute neighbourhoods.

1.1.4-3: Support local governments to plan for their network of Activity Centres.

1.1.4-4: Review planning controls in Activity Centres and streamline them, where possible.

1.1.4-5: Based on inter-censal data, review the performance of Activity Centres with local governments according to an agreed set of criteria that monitors the success of structure plans in accommodating future employment and housing growth.

### Initiative 1.1.5: Protect significant industrial areas, freight gateways and critical freight corridors

1.1.5-1: Identify in the new State Planning Policy Framework for all planning schemes (including a map) State significant export based industrial areas including:

- South Industrial Area (which includes parts of Bangholme, Cranbourne West, Dandenong, Dandenong South, Hallam, Keysborough, Lynbrook, Noble Park);
- West Industrial Area (which includes parts of Altona, Altona North, Brooklyn, Derrimut, Laverton North, Ravenhall, Sunshine West, Mount Cottrell, Rockbank, Tarneit and Truganina);
- North Industrial Area (Broadmeadows, Campbellfield, Coolaroo, Craigieburn, Epping, Lalor, Mickleham, and Somerton).

1.1.5-2: Designate Melbourne Airport, Avalon Airport, Port of Melbourne, Port of Hastings and possibly a new airport in the south east as Freight and Logistics Precincts in the new SPPF (include a map).
1.1.5-3: Designate water ferry terminals and Transport Oriented Developments in the new SPPF in Werribee South and Point Cook.

1.1.5-4: Direct the MPA to work with Councils to develop structure plans, investment plans and infrastructure, with input from business, for all state significant industrial areas.

1.1.5-5: Direct the MPA to identify future land use and other requirements associated with the Port of Hastings, including along the transport corridor linking the Port of Hastings with Lyndhurst.

1.1.5-6: Identify areas where there are benefits for rezoning industrial areas compared to retaining it, or additional areas of state significance.

<table>
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<tr>
<th>Initiative 1.1.6: Assess opportunities for major service sector employment growth</th>
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<tbody>
<tr>
<td>1.1.6-1: Identify spatial and locational requirements for health precincts, education, tourism, activity centres/retail and business services.</td>
</tr>
<tr>
<td>1.1.6-2: Based on the locational requirements, identify strategic locations for health and education precincts to drive service sector jobs, particularly in growth areas.</td>
</tr>
<tr>
<td>1.1.6-3: Identify locations for major projects include tourism precincts.</td>
</tr>
<tr>
<td>1.1.6-4: Implement spatial policies for service sector employment.</td>
</tr>
<tr>
<td>1.1.6-5: Using metropolitan level estimates, understand the role of peri urban regions to ensure that we leverage off their particular strengths and opportunities in terms of the natural assets and potential for these to support employment generation. In particular, there are opportunities to develop strategies in relation to alternative energy, tourism, waste management and agribusiness.</td>
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<tr>
<th>Initiative 1.1.7: Investigate opportunities to encourage teleworking and working closer to home</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1.7-1: Review planning controls to identify any barriers to home based businesses in residential areas and make childcare businesses as of right in activity centres.</td>
</tr>
<tr>
<td>1.1.7-2: Consider a demonstration project about NBN/teleworking -seeking partnership with industry to identify a ‘best place to live if you want to telework’.</td>
</tr>
</tbody>
</table>

Direction 1.2
Strengthen the competitiveness of Melbourne’s employment land

Direction 1.3
Provide land supply for employment growth

Initiative 1.2.1: Plan for industrial land in the right locations across Melbourne’s five sub regions to support investment and employment

Initiative 1.3.1: Provide information regarding scale of future land use demand
1.2.1-1: Work with the Department of State Development, Business and Innovation to publish estimates of future industrial land needs for each sub region of Melbourne.

1.2.2-2: Reform and expand the Urban Development Program to report on economic and industrial demand and supply factors and employment projections for each of the sub regions.

### Initiative 1.2.2: Maintain the competitiveness of employment land in Melbourne’s growth areas

1.2.2-1: Investigate options to accelerate the delivery and development of employment-designated land in outer growth areas, including consideration of flexibility in the application of the Growth Areas Infrastructure Contribution.

1.2.2-2: Improve the clarity of the definition of state infrastructure within legislation governing works-in-kind agreements with developers of industrial estates.

### Initiative 1.3.2: Plan for industrial land in the right locations across Melbourne’s five sub-regions to facilitate investment and employment

1.3.2-1: Confirm the broad quantum of industrial land required by subregion, by:
- assessing the implications of forecast economic changes for the freight and logistics and manufacturing sectors (and other intended users of industrial land) and the direction set in the Growth Corridor Plans;
- identifying economic and employment growth in sectors which use industrial land;
- assessing land use opportunities and implications related to *Victoria: The Freight State* and to the new classification of centres and clusters;
- assessing the strategic location of existing and future industrial land supply to determine if it meets industry needs (for example, spatial and locational requirements); and
- evaluating this information to confirm additional industrial land requirements by subregion.

1.3.2-2: Confirm areas to investigate for alternative land uses and subsequent rezoning or development to stimulate urban renewal.

1.3.2-3: Direct the independent planning authority, in partnership with local governments, to assess areas to determine their potential for alternative uses. Alternative uses depend on local requirements and site context and could include transit-oriented, mixed-use development; new centres; and residential or other opportunities to increase employment.

1.3.2-4: Expand the scope of government’s *Urban Development Program* to address a range of economic, industrial demand and supply factors and employment projections for each of the subregions.

### Initiative 1.2.3: Plan for commercial land and activity centre needs

### Initiative 1.3.3: Plan for commercial land and activity centre requirements
1.2.3-1: Work with the Department of State Development, Business and Innovation to publish estimates of future retail and employment needs for activity centres in each sub region of Melbourne.

1.2.3-2: Work with the Department of State Development, Business and Innovation to publish estimates of future growth in national employment clusters, metropolitan activity centres and activity centres based on their role, function, capacity and development potential.

1.2.3-3: Update planning provisions to remove retail and commercial floor-space caps in precinct structure plans as activity centres are developed.

1.2.3-4: Review the subregional network of activity centres to determine the need for new activity centres and identify possible new locations of activity centres.

1.2.3-5: With local governments, work with the relevant stakeholders in activity centres to prepare structure plans for the diversification of activity centres that have the potential to emerge as metropolitan activity centres.

1.2.3-6: Reform and expand the Urban Development Program to report on commercial land-use supply, demand and performance.

1.3.3-1: Confirm estimates of future retail and other Activity Centre employment requirements at a subregional level.

1.3.3-2: Broadly identify the scale of growth to be accommodated in National Employment and Innovation Clusters, Metropolitan Service Centres and Activity Centres, based on their roles, functions, capacities and development potentials.

1.3.3-3: Identify gaps in the subregional network of Activity Centres, to determine the need for new Activity Centres.

1.3.3-4: Reform and expand the *Urban Development Program* to monitor commercial land use supply, demand and performance.

### Initiative 1.3.4: Accelerate investment in Melbourne’s growth areas to increase local access to employment

1.3.4-1: Select suitable investment projects (proposed by subregional groups of local governments) to bring forward employment growth in outer areas. Projects would be subject to a business case and possibly funded by works in kind, growth areas infrastructure contributions, or other funding mechanisms. Possible investment projects include:

- major road access to unlock potential employment opportunities;

- expand bus services and park-and-ride opportunities at outer-suburban train stations, to help link residents to major employment destinations;

- infrastructure upgrades to leverage off public investment (such as improved pedestrian links to planned new train stations);

- water and utility infrastructure to improve the cost competitiveness of land and private investment; and

- pedestrian links to increase activity levels in catchments for Metropolitan Service Centres or Activity Centres.

1.3.4-2: Identify strategic locations for health and education facilities to drive productivity, improve access to health and education services, and improve job choices, particularly in growth areas. These locations can also be major attractors of, and anchors for, investment and a mix of employment uses and activities, and should be developed adjacent to existing...
Activity Centres or planned as part of new Activity Centres.

1.3.4-3: Work with local councils and other key stakeholders to accommodate a major university campus in the west of Melbourne, and support integrating this future opportunity into the Sunshine National Employment and Innovation Cluster.

1.3.4-4: In consultation with growth area local councils, develop strategies for growth area service sector employment.

1.3.4-5: Investigate opportunities to encourage working from home (or closer to home) by reducing home-based business regulations and assisting the implementation of residential growth zones that allow office accommodation ‘as-of-right’.

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<thead>
<tr>
<th>Direction 1.3</th>
<th>Improve decision-making processes for State and regionally-significant developments</th>
</tr>
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<tbody>
<tr>
<td>Initiative 1.3.1: Extend VicSmart in defined industrial and employment precincts</td>
<td>1.3.1-1: Trial the extension of the VicSmart system into defined industrial and employment precincts.  1.3.1-2: Investigate ways of improving the language and content of permit conditions that require further approvals by the responsible authority.</td>
</tr>
<tr>
<td>Initiative 1.3.2: Support Victorian Civil and Administrative Tribunal decision making</td>
<td>1.3.2-1: Continue to investigate mechanisms and reforms that will assist in increasing the capacity of the Victorian Civil and Administrative Tribunal to deal with planning matters in a timely manner.</td>
</tr>
<tr>
<td>Initiative 1.3.3: Recognise and protect natural resource extraction</td>
<td>1.3.3-1: Identify and map significant natural resource assets, including existing quarries and their buffer areas and natural resources suitable for future quarrying.  1.3.3-2: Review planning provisions to protect quarries and future natural resource assets from incompatible land use and development.</td>
</tr>
<tr>
<td>Initiative 1.3.4: Support the provision of telecommunications infrastructure</td>
<td>1.3.4-1: Review the Code of Practice for Telecommunications Facilities in Victoria 2004 to ensure it meets the needs of service users and providers.  1.3.4-2: Update Precinct Structure Planning Guidelines to include requirements for early planning of telecommunications infrastructure (including fixed-line, wifi and mobile infrastructure transmission sites) in growth areas.</td>
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</table>
areas and urban-renewal precincts.

1.3.4-3: Review planning and building provisions to include telecommunications pathways in new buildings, particularly multi-dwelling units, shopping centres and office buildings.

<table>
<thead>
<tr>
<th>Direction 1.4</th>
<th>Direction 1.2</th>
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<tbody>
<tr>
<td>Plan for the Expanded Central City to become Australia’s largest commercial and residential centre by 2040</td>
<td>Plan for the expanded Central City to become Australia’s largest commercial and residential centre by 2030</td>
</tr>
</tbody>
</table>

**Initiative 1.4.1: Expand the Central City to retain competitive advantages and attract diverse value-adding businesses**

1.4.1-1: Expand the central city to ensure the supply of well-located land for commercial activity including office, hotel, retail space and residential.

1.4.1-2: Provide advice on the timing, staging and enabling investment for urban-renewal precincts and on any new opportunities.

1.4.1-3: Complete the planning for Fishermans Bend Urban Renewal Area to deliver a world-class urban-renewal precinct and infrastructure delivery plan.

**Initiative 1.2.1: Expand the Central City to retain competitive rents and attract high end businesses**

1.2.1-1: Expand the Central City to ensure supply of well-located land for commercial activity including office, hotel, retail space and residential.

1.2.1-2: Develop timing and staging and enabling investment for urban renewal precincts including Fishermans Bend, E-Gate, Arden-Macaulay, Federation Square East and the Richmond Station precinct.

**Initiative 1.4.2: Prepare a plan for the Central Subregion to accommodate at least 1 million jobs and 1 million people**

1.4.2-1: Work with local governments to zone more areas as Mixed Use Zone, to create small-scale business opportunities to encourage small businesses and start-ups in high-amenity locations in the Central Subregion.

1.4.2-2: Work with Central Subregion local governments, institutions, businesses and other key stakeholders to prepare an integrated framework plan for growth in the Central Subregion that includes land use, transport, infrastructure and open space and builds on the *Inner Melbourne Action Plan 2005*.

1.4.2-3: Prepare a plan for the government that considers the sequencing of urban-renewal precincts alongside the possible re-use of government land, future infrastructure requirements and streamlined environmental improvements, to facilitate market-ready conditions capable of achieving the best outcomes.

1.4.2-4: Facilitate precinct planning and help to coordinate planning of government infrastructure within the precinct.

**Initiative 1.2.2: Prepare a plan for the Central Subregion to accommodate at least 1 million jobs and nearly 1 million people**

1.2.2-1: Work with local government, institutions, businesses and other key stakeholders to prepare a framework plan for growth in the Central Subregion.

1.2.2-2: Require the independent planning authority to facilitate precinct planning and coordinate planning and delivery of government infrastructure in the Central Subregion.

**Direction 1.5**

Plan for jobs closer to where people live

**Initiative 1.5.1: Facilitate the development of national employment clusters**

1.5.1-1: In partnership with the Department of State
<table>
<thead>
<tr>
<th><strong>Development, Business and Innovation, local governments and major institutions in existing national employment clusters, prepare a long-term plan and governance to guide their growth and development, and an appropriate planning framework.</strong></th>
</tr>
</thead>
</table>
| **1.5.1-2:** Coordinate the delivery and implementation of government investment in national employment clusters.  
**1.5.2-3:** Identify constraints on employment and business growth in the national employment clusters, and identify solutions which will open up employment and investment opportunities.  
**1.5.2-4:** Work with the education sector to identify opportunities to build tertiary education offerings in the west, focusing on the Sunshine and East Werribee employment clusters.  
**1.5.2-5:** Provide advice on critical infrastructure and identify long-term development opportunities for the emerging national employment clusters.|
| **Initiative 1.5.2: Support development of metropolitan activity centres** |
| **1.5.2-1:** Update the State Planning Policy Framework to specify the role of metropolitan activity centres and designate Dandenong, Footscray, Epping, Sunshine, Ringwood, Broadmeadows, Box Hill, Frankston, Fountain Gate-Narre Warren, Lockerbie and Toolern as metropolitan activity centres.  
**1.5.2-2:** Work with subregional groupings of relevant local governments to:  
- prepare or update structure plans and infrastructure plans (as required) for metropolitan activity centres to accommodate significant growth;  
- update the planning provisions in and around metropolitan activity centres to ensure they are investment-ready;  
- identify sequencing requirements (including infrastructure provision, connections and public realm improvements).  
**1.5.2-3:** Continue to identify future metropolitan activity centres as part of reporting and monitoring of Plan Melbourne. |
| **Initiative 1.5.3: Support planning of other activity centres** |
| **1.5.3-1:** Update the State Planning Policy Framework to explicitly identify activity centres and distinguish them from neighbourhood centres.  
**1.5.3-2:** Support local governments to plan for their network of activity centres.  
**1.5.3-3:** Review planning controls in activity centres and streamline them where possible.  
**1.5.3-4:** In partnership with local governments, review the performance of activity centres according to an agreed set of criteria that monitors the success of structure plans against |
future employment and housing needs.

| Initiative 1.5.4: Accelerate investment in Melbourne’s outer areas to increase local access to employment |
| 1.5.4-1: Support employment growth in outer areas by assisting with the identification of projects by subregional groups of local governments. Projects would be subject to business cases and possibly funded by works-in-kind, growth areas infrastructure contributions or other funding mechanisms, subject to funding capacity. |
| 1.5.4-2: Work with government departments to identify strategic locations for health and education facilities. |
| 1.5.4-3: Investigate opportunities to support working from home (or closer to home) by updating home-based business regulations (including a review of clause 52.11 of the Victoria Planning Provisions) and supporting the implementation of the Residential Growth Zone or Mixed Use Zone. |
| 1.5.4-4: Provide advice on requirements for expanded tertiary education facilities and opportunities in the west of Melbourne, and identify possible new locations. |
| 1.5.4-5: Publish indicators on the economic performance of subregions, to inform investment. |
| 1.5.4-6: Prepare and implement planning provisions to provide greater certainty for public- and private-sector investment in growth-area employment, especially in health and education. |
| 1.5.4-7: In partnership with the Department of State Development, Business and Innovation and local governments, prepare strategies for growth-area service-sector employment. |

| Initiative 1.5.5: Plan and facilitate private-sector tourism investment opportunities in Melbourne and rural and regional Victoria |
| 1.5.5-1: Assess opportunities for short-term accommodation and tourism services, particularly in the Fishermans Bend Urban Renewal Area and in the finalisation of the implementation of the Melbourne Arts Precinct Blueprint. |
| 1.5.5-2: In partnership with Department of State Development, Business and Innovation, investigate planning barriers for accommodation opportunities in national employment clusters, metropolitan activity centres and underutilised land that may meet demand from education, business and family visitors. |
| 1.5.5-3: Ensure short-term accommodation and tourism services are considered when developing or renewing state sporting, cultural and heritage sites. |
| 1.5.5-4: Identify strategic tourism locations in Melbourne and regional Victoria for private investment. |
### Initiative 1.5.6: Plan for a third airport in Melbourne’s south-east

1.5.6-1: In partnership with the Department of State Development, Business and Innovation, and local governments, confirm a preferred site for a south-east airport including associated industrial and commercial land.

1.5.6-2: Investigate a process for the private sector to invest in the development of a new airport. Examine the land transport needs of a future airport in this corridor.

### Direction 1.6
Enable an investment pipeline of transit-oriented development and urban-renewal

### Initiative 1.6.1: Identify new urban-renewal precincts and sites around the existing rail network, based on transit-oriented development principles

1.6.1-1: Identify priority urban-renewal sites and commence structure planning for underutilised industrial land and precincts near railway stations. Priority investigation areas include:

- North Richmond to Victoria Park station corridor
- East Richmond station-Cremorne precinct
- Brunswick to Batman station corridor
- Oakleigh to Dandenong rail corridor
- Sunshine transport corridor
- Tottenham corridor.

1.6.1-2: Update the State Planning Policy Framework to support urban-renewal around existing and planned railway stations.

1.6.1-3: Work with local governments to rezone privately held land in precincts around railway stations, train corridors and level crossing removals that have been identified to have capacity for additional residential, employment and mixed-use development.

1.6.1-4: Support local governments to unlock capacity on their own underutilised sites (for example, car parks).

1.6.1-5: Identify urban-renewal opportunities associated with upgrades to interchanges, starting with St Albans and Gardiner stations (as part of level crossing removals), and Sunshine station.

1.6.1-6: In partnership with the private sector, develop or upgrade railway stations and transport interchanges. Individual proposals would be subject to business case

### Initiative 1.4.1: Identify new urban renewal sites based on public transport development principles

1.4.1-1: Amend the State Planning Policy Framework to support urban renewal around existing and planned train stations and selected public transport corridors.

1.4.1-2: Designate priority urban renewal sites and commence structure planning for underutilised industrial land in proximity to train and other selected public transport corridors. Priority investigation areas include:

- Yarra corridor (North Richmond, Collingwood and Victoria Park stations and selected high capacity public transport corridors);
- Upfield corridor (Brunswick, Batman and Coburg stations and the Sydney Road tram corridor);
- Monash corridor (Huntingdale, Clayton and Westall stations and Wellington Road, between Huntingdale and Monash University);
- Sunshine corridor (Sunshine, Albion, Ginifer and St. Albans stations);
- Tottenham corridor (Middle Footscray, West Footscray and Tottenham stations).

1.4.1-3: Work with local councils to progress the rezoning of precincts around train stations, and public transport corridors which have capacity for additional residential and mixed-use development.

1.4.1-4: Work with the private sector to develop or upgrade train stations and transport interchanges, (subject to business case approval), to incorporate new commercial and housing activities at locations that would include:

- North Melbourne Station (associated with the development of E-Gate).
The aim is to incorporate new commercial and housing activities at locations that include:

- North Melbourne station (associated with the development of E-Gate)
- Richmond station precinct (Richmond and East Richmond stations and Cremorne precinct)
- Stations as part of the Melbourne Rail Link (including the Airport Rail Link)
- Ringwood station, as part of the Ringwood Metropolitan Activity Centre development
- Frankston station as part of the development of the Frankston Metropolitan Service Centre development
- Clayton, Murrumbeena and Carnegie stations (associated with the Cranbourne-Pakenham Rail Corridor Project).

1.6.1-7: In partnership with local governments, assess areas for strategic redevelopment. Alternative uses depend on local requirements and site context and could include transit-oriented, mixed-use development; new centres; and residential or other opportunities to increase employment.

**Initiative 1.6.2: Identify new development and investment opportunities on the planned transport network**

1.6.2-1: Confirm a list of priority investigation areas that can provide new employment opportunities that build on new infrastructure. Priority investigation areas include:

- the inner-north and inner-west, to create employment opportunities associated with planned investment, such as the East West Link and public transport projects
- the central city to airport corridor, to leverage off this emerging job corridor and take advantage of the Airport Rail Link
- the Monash Corridor associated with the Cranbourne Pakenham Rail Corridor Project
- suitable business park opportunities that can take advantage of the East West Link, the Outer Metropolitan Ring Road and EastLink.

**Initiative 1.4.2: Identify new development and investment opportunities on the planned transport network**

1.4.2-1: Confirm a list of priority investigation areas that can provide new employment opportunities on new infrastructure. Possible investigation areas include:

- the inner-north and inner-west, to create employment opportunities associated with planned investment such as East West Link and public transport projects
- Central City to airport corridor, to leverage off this emerging job corridor and take advantage of a possible future airport link; and
- suitable business park opportunities that can take advantage of East West Link, the M80 upgrade, the Outer Metropolitan Ring Road, the Dingley Bypass and EastLink.
<table>
<thead>
<tr>
<th>Initiative 1.4.3: Plan and facilitate private sector tourism investment opportunities in Melbourne and rural and regional Victoria</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.4.3-1: Assess opportunities for short-term accommodation and tourism services, particularly in the Fishermans Bend and Federation Square East urban renewal precincts, and in the finalisation of the implementation of the Southbank Arts Precinct blueprint.</td>
</tr>
<tr>
<td>1.4.3-2: Direct the independent planning authority to investigate accommodation opportunities in National Employment and Innovation Clusters, Metropolitan Service Centres and underutilised land to meet demand from education, business and family visitors.</td>
</tr>
<tr>
<td>1.4.3-3: Include short-term accommodation and tourism services as a consideration when developing or renewing state sporting, cultural, Aboriginal and heritage sites (such as the Flinders Street Station redevelopment).</td>
</tr>
<tr>
<td>1.4.3-4: Identify strategic locations in Melbourne and regional Victoria to facilitate private sector tourism investments that appeal to high-yield or emerging tourism markets (such as convention and exhibition facilities, a world-class hotel resort, or iconic attractions).</td>
</tr>
<tr>
<td>1.4.3-5: Facilitate appropriate regulatory changes (such as a streamlined approval process), which assist the development of identified strategic tourism investment priorities in Melbourne and regional Victoria.</td>
</tr>
<tr>
<td>TABLE 2: HOUSING CHOICE AND AFFORDABILITY COMPARISON OF OBJECTIVE, DIRECTIONS, INITIATIVES AND ACTIONS</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>PLAN MELBOURNE 2014</strong></td>
</tr>
<tr>
<td><strong>Objective</strong></td>
</tr>
<tr>
<td>Provide a diversity of housing in defined locations that cater for different households and are close to jobs and services.</td>
</tr>
<tr>
<td><strong>Direction 2.1</strong></td>
</tr>
<tr>
<td>Understand and plan for expected housing needs.</td>
</tr>
<tr>
<td><strong>Initiative 2.1.1: Apply the reformed residential zones</strong></td>
</tr>
</tbody>
</table>
| 2.1.1-1: Work with local governments to ensure that the application of the reformed residential zones are based on robust strategic rationales that balance the need to protect defined character areas with the need to ensure ongoing housing opportunity and choice. | 2.1.1-1: Establish a permanent metropolitan urban boundary to replace the Urban Growth Boundary with regard to:  
- input from local councils; and  
- the report of the Logical Inclusions Advisory Committee of November 2011. |
| 2.1.1-2: Support the Reformed Residential Zones Advisory Committee to help local governments test and confirm the strategic rationale for zoning proposals. | |
| 2.1.1-3: Annual reporting to the Minister for Planning on the progress of planning for future housing needs. This will report on the amount of zoned land for new housing, the status of local housing strategies and the overall performance of residential land and housing markets within each of Melbourne’s subregions. The report will be shared and discussed with the subregional planning groups. | |
| 2.1.1-4: Work with local governments to ensure their housing strategies are no more than five years old. Local governments to review and refresh the visions and spatial directions of their housing strategies taking into account Plan Melbourne objectives, changed economic and demographic circumstances, new transport opportunities and current population projections. | |
| 2.1.1-5: Prepare and implement a new ‘good planning guide’, improving ResCode (Clauses 54, 55, 56 of the Victoria Planning Provisions), to streamline the planning system and protect our suburbs by providing guidance for multi-unit development and the application of the reformed residential zones. | |
| **Initiative 2.1.2: Prepare a Metropolitan Housing Map** | **Initiative 2.1.2: Establish housing targets for 2025 and 2050** |
| 2.1.2-1: Following the conversion to the reformed Residential zones, publish a metropolitan housing map that depicts the scale of residential change supported in planning schemes across metropolitan Melbourne. Identify the implications of the map for housing choice with local governments and the Metropolitan Planning Authority. | 2.1.2-1: Amend the State Planning Policy Framework to include the following housing targets for the Melbourne Metropolitan Region:  
- By 2050 at least 70 per cent of all new housing approved since 2013 will be accommodated within |
2.1.2: Ensure local planning schemes identify defined housing change areas and that planning for these areas facilitates ongoing investment in these locations and relatively high levels of housing opportunity.

2.1.3: Publish annual housing development data and analysis to inform the development and revision of local housing planning.

| Initiative 2.1.3: Investigate and plan for expected housing needs across Melbourne’s five subregions |
| 2.1.3-1: Publish subregional data and work with local governments to assist with preparation of municipal housing strategies and the application of the reformed residential zones. |
| 2.1.3-2: Use the subregional data to assist subregional planning groups (of local governments) to identify strategic directions and planned investments. |
| 2.1.3-3: Ensure that opportunities for new well-located housing result from public infrastructure investment. |

| Initiative 2.1.4: Develop more diverse housing in growth areas |
| 2.1.4-1: Amend the *Precinct Structure Planning Guidelines* to ensure that housing diversity will be achieved by providing a variety of lot sizes and housing types across a precinct, including lower-density, standard lots and higher- |

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40 The urban growth areas include all land within the Melbourne Metropolitan Urban Boundary which is not yet developed as at 2013.
density housing in areas of higher amenity. Precinct structure planning should apply the suite of reformed residential zones and Mixed Use Zone to encourage the delivery of a diversity of lot sizes and housing types in the short and long terms.

2.1.4-2: Encourage use of the Residential Growth Zone in Melbourne’s greenfield locations in growth areas to allow for residential change and redevelopment in appropriate locations over time.

**Initiative 2.1.5: Improve the quality and amenity of residential apartments**

2.1.5-1: Update design guidelines and introduce measurable standards for high-density residential and mixed-use development.

2.1.5-2: Review the design, layout, internal living amenity and balcony needs of apartments.

**Direction 2.2**

**Reduce the cost of living by increasing housing supply near services and public transport**

**Initiative 2.2.1: Deliver world’s best urban renewal**

2.2.1-1: Update planning provisions in designated precincts in the expanded central city to provide the market with flexibility to maximise development opportunities.

2.2.1-2: Investigate a process by which additional development rights can be granted in exchange for the provision of additional amenity in urban-renewal and structure plan areas.

2.2.1-3: Support local governments in the identification and delivery of future urban-renewal precincts and sites.

**Initiative 2.2.2: Unlock the capacity of urban renewal precincts for higher density, mixed use development**

2.2.2-1: Update the State Planning Policy Framework to include explicit policy on urban renewal in Melbourne, supported by streamlined clean-up and development approval processes.

2.2.2-2: Publish criteria for the designation of urban-renewal precincts of metropolitan significance.

2.2.2-3: In partnership with state government agencies and local governments, identify possible urban-renewal precincts and sites in metropolitan Melbourne.

2.2.2-4: In partnership with the Department of Transport,

**Note MAC report refers to planning incentives being adopted to deliver more affordable housing and social housing (under Direction 2.4) regardless of whether or not the land is within an urban renewal area.**

**Initiative 2.2.2: Facilitate the remediation of contaminated land, particularly on sites with potential for residential development**

2.2.2-1: Require the independent planning authority to establish criteria for designation of urban renewal precincts of metropolitan significance.

2.2.2-2: Work with local councils and other government agencies to create an inventory of these precincts in metropolitan Melbourne.

2.2.2-3: Require Places Victoria to work with the independent planning authority to facilitate delivery of specific and complex sites to market.

2.2.2-4: Prepare an urban renewal policy for Melbourne
Planning and Local Infrastructure (Planning) and where appropriate Places Victoria, facilitate delivery of specific and complex sites to market.

2.2.2-5: Assist local governments in rezoning and facilitation of identified local urban-renewal sites.

2.2.2-6: In partnership with state government agencies, local governments and the private sector, identify a pipeline of urban-renewal projects. This work will closely align with the outcomes of the audit of government-owned land.

which is incorporated into the State Planning Policy Framework and supported by streamlined clean-up and development approval processes.

2.2.2-5: Collaborate with the Environment Protection Authority and the Department of Environment and Primary Industries to reduce the uncertainty of investigation and clean-up requirements, streamline the regulatory process, and bring the land to market sooner.

2.2.2-6: Establish a new zone - the Urban Renewal Zone – and apply the zone to each urban renewal precinct after the preparation and approval of a place-based Structure Plan and land economic assessment for each precinct.

2.2.2-7: Establish a Brownfield Incentive Loan with a rolling fund which will be cost neutral over five years to facilitate the clean-up of brownfield land.

2.2.2-8: Establish a Brownfield Clean-up Program which reduces the uncertainty of investigation and clean-up requirements, streamlines the regulatory process, provides access to funds to undertake the clean-up and brings the land to market sooner.

2.2.2-9: Utilise the capacity of the independent planning authority as the Responsible Authority for the use and development of urban renewal precincts to promote innovation and best practice redevelopment outcomes including precinct wide energy and integrated water cycle management plans and the provision of more affordable housing and social housing.

Initiative 2.2.3: Deliver housing close to jobs and transport

2.2.3-1: Work towards providing the majority of new housing in established suburbs within walking distance of train, tram and Smartbus routes.

2.2.3-2: Publish mapping indicating the redevelopment potential and age of Melbourne’s existing housing. Identify the zoning and planning implications of this mapping with local governments and the Metropolitan Planning Authority.

2.2.3-3: Investigate a mechanism whereby land owners near significant job density and public transport are able to join together to seek to rezone land for medium- and higher-density housing development.

2.2.3-4: Work with local governments to apply the most appropriate zones to defined residential change areas.

2.2.3-5: In partnership with local governments, investigate mechanisms to facilitate greater diversity of housing within defined residential change areas including family-friendly housing, affordable and social housing, and housing for key workers.

2.2.3-6: Investigate mechanisms to encourage lot consolidation in existing suburbs.

Initiative 2.2.3: Encourage redevelopment of selected greyfield areas in providing more housing choice and diversity

2.2.3-1: Explore with local councils the potential for consolidation of lots in areas proposed to be rezoned to the new Residential Growth Zone as a means of increasing housing diversity and possible incentives which may be offered to realise higher densities on these greyfield sites.
### Initiative 2.2.4: Increase housing choice within walkable distance of railway stations in the growth areas

2.2.4-1: Ensure that the Small Lot Housing Code and the Residential Growth Zone are used in growth areas around the existing and proposed rail network and along rapid bus transit routes.

### Initiative 2.2.4: Sequence and stage development in the urban growth areas

2.2.4-1: Amend the Precinct Structure Planning Guidelines to require that Precinct Structure Plans include a sequencing plan for new suburbs that link the timing of delivery of essential community infrastructure identified in a Development Contributions Plan to the anticipated staging of development.

2.2.4-2: Make it clear that subdivision and development permits can cap or limit development to the timing of delivery of essential community infrastructure as outlined in the sequencing plan.

2.2.4-3: Enable Councils to manage the timely delivery of local community infrastructure using a combination of a sequencing plan linked to planning permits, DCP expenditure, Council funded works, and works-in-kind delivery of infrastructure funded by DCPs.

2.2.4-4: Amend the Precinct Structure Planning Guidelines and State Planning Policy Framework requiring precinct structure plans to show greater housing diversity to meet the needs of all household types within residential and mixed use areas and in proximity to town centres, parkland, public transport and railway stations. The amended Guidelines are to ensure the retention of large allotments in appropriate locations to accommodate higher density housing.

### Initiative 2.2.5: Facilitate the remediation of contaminated land, particularly sites in developed areas of Melbourne with potential for residential development

2.2.5-1: Work with the Metropolitan Planning Authority to update the contaminated environment regulatory and policy framework to clarify statutory roles and responsibilities, strengthen governance and accountability, and provide for proportionate and risk-based responses to land-use demand.

2.2.5-2: Work with the Environment Protection Authority and the Department of Transport, Planning and Local Infrastructure (Planning) to improve the integration of land-use planning and environmental processes for assessment and remediation of contaminated sites.

2.2.5-3: Work with the Environment Protection Authority and the Department of Environment and Primary Industries to reduce the uncertainty of investigation and clean-up requirements for potentially contaminated land, and bring the land to market sooner.

### Direction 2.3

Build a good housing legacy for Melbourne’s future

### Initiative 2.3.1: Develop a code assess to multi-unit development

2.3.1-1: Prepare a new code-assess approach replacing
**ResCode** (Clauses 54, 55, 56 of the Victoria Planning Provisions) and providing guidance for multi-unit development and the application of the reformed residential zones. As part of preparing a new code assess approach for multi dwelling development:

- Review the design, layout and internal living amenity of multi dwelling developments taking into account the requirements also of short term accommodation and student accommodation; and’
- Investigate the design requirements for family-friendly apartments.

**2.3.1-2:** Implement the Small Lot Housing Code by incorporation into planning schemes across Victoria.

### Direction 2.3
**Facilitate the supply of social housing**

### Direction 2.4
**Facilitate the supply of affordable housing**

<table>
<thead>
<tr>
<th><strong>Initiative 2.3.1:</strong> Facilitate growth in the social housing sector</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2.3.1-1:</strong> Amend the Victoria Planning Provisions to make the Minister for Planning the responsible authority for selected social housing planning permit applications that are recommended by the Director of Housing for priority consideration.</td>
</tr>
<tr>
<td><strong>2.3.1-2:</strong> Amend the Victoria Planning Provisions to include a definition of social housing consistent with the government’s social housing framework, <em>New Directions for Social Housing: A Framework for a Strong and Sustainable Future</em>.</td>
</tr>
<tr>
<td><strong>2.3.1-3:</strong> Determine the costs, benefits and opportunities of including social housing in identified urban-renewal precincts, before beginning structure planning or rezoning land.</td>
</tr>
<tr>
<td><strong>2.3.1-4:</strong> Assess the benefits of applying flexible development contribution charges to developments that deliver social housing dwellings.</td>
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<thead>
<tr>
<th><strong>Initiative 2.4.1:</strong> Facilitate growth in the social housing sector</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>2.4.1-1:</strong> Same as 2.3.1-1 in PM2014</td>
</tr>
<tr>
<td><strong>2.4.1-2:</strong> Include in the <em>Victoria Planning Provisions</em> a definition for social housing consistent with the proposed <em>Social Housing Framework</em>, and a definition for affordable housing.</td>
</tr>
<tr>
<td><strong>2.4.1-3:</strong> Identify opportunities for the inclusion, where appropriate, of social housing prior to the commencement of formal structure planning for urban renewal precincts and proposed rezoning of such land, including costs and benefits.</td>
</tr>
<tr>
<td><strong>2.4.1-4:</strong> Investigate costs, benefits and opportunities to utilise planning incentives to facilitate the provision of social housing in strategic urban renewal precincts and other significant change areas, as appropriate. For example, where rezoning is necessary to achieve urban renewal, we will explore the capacity to capture a proportion of the increased land value, to directly contribute to the costs of providing social housing.</td>
</tr>
</tbody>
</table>
### Initiative 2.4.1: Develop a codified approval process for defined locations

2.4.1-1: Create a codified approval process for development in defined residential change areas.

### Initiative 2.4.2: Increase our understanding of affordable housing in the context of changing household types and needs

2.4.2-1: Increase our understanding of the impacts of demographic change and changes in household structure on the need to provide diverse housing types at diverse price points in each suburb.

2.4.2-2: Amend the Victoria Planning Provisions to include a definition of affordable housing.

### Initiative 2.4.3: Accelerate investment in affordable housing

2.4.3-1: Investigate planning provisions and mechanisms to deliver more affordable housing, especially within significant change areas.

2.4.3-2: Identify government actions that could enable viable private-sector real estate investment trusts that provide long-term housing options to lower-income households.

### Initiative 2.4.2: Accelerate investment in affordable housing

2.4.2-1: Explore specific planning provisions and development mechanisms to deliver more affordable housing, especially within Significant Change Areas.

- the provision of affordable or social housing components as decision criteria for development assessment; and
- application of a VicSmart process to affordable and social housing projects to reduce land holding costs.

2.4.2-2: Evaluate the benefits of the independent planning authority acting as responsible authority for housing association projects in urban renewal areas.

2.4.2-3: Identify new funding sources for affordable housing, with regard to both the construction of new dwellings and, in the case of affordable rental, ongoing tenancy/asset management.

2.4.2-4: Introduce mechanisms to ensure when affordable housing is provided that it remains in that category for the long term.

2.4.2-5: Encourage greater investment in affordable private rental housing by working with the Commonwealth and other jurisdictions to investigate:
- necessary government policy reform, including tax reform and reform of the National Rental Affordability Scheme, to attract increased institutional investment particularly superannuation funds, in private rental housing; and
- the potential for the creation of an investment vehicle (similar to Defence Housing Authority (DHA)) to develop and manage rental housing in key locations, for low to moderate income households.

### Direction 2.5

**Promote greater innovation in the housing market**

### Initiative 2.5.1: Promote and support innovative housing delivery methods

2.5.1-1: Investigate possible opportunities and remove any regulatory barriers or impediments to the instigation of Community Land Trusts in the Melbourne region.

### Initiative 2.5.2: Lead innovation in the housing sector

2.5.2-1: Require Places Victoria to demonstrate the use of modular housing and other innovative design and construction techniques in its development projects.

2.5.2-2: In consultation with the housing industry benchmark more innovative construction methods against traditional construction methods to provide feedback to the housing market.
| 2.5.2-3: Review planning and building regulations to identify opportunities for more innovative and cheaper construction techniques without compromising the quality and durability of our housing. |
## TABLE 3: LIVEABLE COMMUNITIES AND NEIGHBOURHOODS
### COMPARISON OF OBJECTIVE, DIRECTIONS, INITIATIVES AND ACTIONS

<table>
<thead>
<tr>
<th>PLAN MELBOURNE MAY 2014</th>
<th>MAC AUGUST 2013</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Objective</strong></td>
<td></td>
</tr>
<tr>
<td>Create healthy and active neighbourhoods and maintain Melbourne’s identity as one of the world’s most liveable cities.</td>
<td>Create neighbourhoods which promote strong communities, healthy lifestyles and good access to local services and jobs.</td>
</tr>
<tr>
<td><strong>Direction 4.1</strong></td>
<td></td>
</tr>
<tr>
<td>Create a city of 20-minute neighbourhoods</td>
<td>Create a city of 20-minute neighbourhoods</td>
</tr>
</tbody>
</table>

### Initiative 4.1.1: Support a network of vibrant neighbourhood centres

- 4.1.1-1: Update the State Planning Policy Framework to specify the role of neighbourhood centres. This will articulate their retail, residential and mixed-use role to assist decision makers, including local governments and the Victorian Civil and Administrative Tribunal.
- 4.1.1-2: Prepare a practice note giving guidance for deciding permit applications for shops and supermarkets in the reformed commercial zones.
- 4.1.1-3: Develop policy and guidelines on establishing new village cafe and shopping strips in inner and middle suburbs, including for the expansion of existing village precincts.
- 4.1.1-4: Examine restrictions on the operation of food trucks to encourage new operators.

### Initiative 4.1.2: Support local governments to plan and manage their neighbourhoods

- 4.1.2-1: Investigate options for a 20-minute neighbourhood fund to support local governments to undertake projects with their community that demonstrate 20-minute neighbourhood principles.

### Initiative 3.1.1: Create mixed-use neighbourhoods at varying densities

- 3.1.1-1: Use the Mixed Use Zone to enable a greater mix of uses at varying densities in appropriate locations such as within Significant Change Areas.

### Initiative 3.1.2: Support local government to plan and manage their neighbourhoods

- 3.1.2-1: Establish a 20-minute Neighbourhood Fund ($3 million over four years) to support local government to undertake pilot projects with their community that demonstrate 20-minute neighbourhood principles.

### Initiative 3.1.3: Support a network of vibrant neighbourhood activity centres

- 3.1.3-1: Amend the State Planning Policy Framework to ensure that the role of Neighbourhood Activity Centres and village centres for retail, residential and mixed use is clearly articulated to assist decision makers.
- 3.1.3-2: Develop a practice note for assessing retail applications to guide decision making, where a permit is required, for shop and supermarkets in the reformed commercial zones.
- 3.1.3-3: Update the practice note and create planning tools to assist local government with planning scheme amendments to introduce mandatory building height and local character controls in Neighbourhood Activity Centres.
- 3.1.3-4: Establish a fund ($6 million over four years) to
<table>
<thead>
<tr>
<th>Direction 4.2</th>
<th>Protect Melbourne and its suburbs from inappropriate development</th>
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</thead>
<tbody>
<tr>
<td><strong>Initiative 4.2.1: Protect our unique neighbourhoods from residential densification</strong></td>
<td></td>
</tr>
</tbody>
</table>
4.2.1-1: Deliver the Neighbourhood Residential Zone across at least 50 per cent of Melbourne’s residential-zoned land.  
4.2.1-2: Ensure municipal housing strategies address the need to protect neighbourhoods. |
| **Initiative 4.2.2: Protect Melbourne’s neighbourhood centres, including provision for mandatory height controls** |  
4.2.2-1: Update the practice note and prepare and implement planning tools to support local governments to introduce mandatory building height and local-character controls in neighbourhood centres.  
4.2.2-2: Investigate options for a fund to support local governments to plan and manage neighbourhood centres, including assessing building height and local character to inform the application of local mandatory controls. |
| **Initiative 4.2.3: Protect unique city precincts** |  
4.2.3-1: Implement planning provisions for mandatory height controls in and around appropriate central city locations such as the Bourke Hill precinct and East Melbourne.  
4.2.3-2: Implement planning provisions that allow for the strategic redevelopment of the Queen Victoria Market and immediate surrounding area that provides for a low scale market that fits within a back drop to the south and south east of higher density development, with appropriate building spacing, commercial and employment opportunities, community infrastructure and community facilities.  
4.2.3-3: Implement planning provisions to ensure that development does not compromise open and public spaces. |
| **Initiative 4.2.4: Protect waterways from inappropriate development** |  
Assistant local government in planning and managing Neighbourhood Activity Centres including assessment of building height and local character to inform application of local mandatory controls.  
3.1.3-5: Review relevant regulations and other obstacles deterring the use of upper level floor space in neighbourhood activity centres for more residential, commercial, community-based uses and work with Councils to help unlock these underutilised spaces. |
4.2.4-1: In partnership with local governments, stakeholders and water authorities prepare and implement planning provisions for height controls for medium- and high-density development (or inappropriate uses and development) in sensitive locations around Port Phillip Bay.

4.2.4-2: In partnership with local governments, stakeholders and water authorities, work toward the protection of Melbourne’s waterways from inappropriate development through the use of mandatory controls similar to those in place for the Yarra and Maribyrnong rivers.

**Initiative 4.2.5: Measure and monitor the liveability of our neighbourhoods**

4.2.5-1: In partnership with local governments, publish an interactive liveability index and map for Melbourne, which draws on local knowledge and is updated annually.

**Initiative 3.1.4: Measure and monitor the liveability of our neighbourhoods**

3.1.4-1: Work in collaboration with local governments and draw on local knowledge to prepare, map and publish an interactive liveability index for Melbourne, which will be updated annually.

**Direction 4.3**

Create neighbourhoods that support safe communities and healthy lifestyles

**Initiative 4.3.1: Implement design guidelines to promote walking and cycling neighbourhoods for healthy living**

4.3.1-1: Update the State Planning Policy Framework to support design guidelines that promote walking and cycling in new and existing neighbourhoods. This should be done in consultation with groups that promote walking and healthy living.

4.3.1-2: Enhance the *Precinct Structure Planning Guidelines* to ensure that walking and cycling are promoted in the design of new suburbs.

4.3.1-3: Ensure that urban renewal structure plans address walking, cycling and healthy living.

4.3.1-4: Using the Central Subregion and inner-northern suburbs as case studies, examine how the benefits of walking and cycling connectivity can lead to a healthier community, and plan for new links across natural barriers that will enhance the walking and cycling capacity of these areas.

4.3.1-5: Review policies for the application of the Residential Growth Zone to ensure that well-located neighbourhoods that are walking- and cycling-friendly can accommodate an appropriate level of new housing, so that more Melburnians can benefit from the healthy lifestyle available.

**Initiative 4.3.2: Ensure that municipal public health and wellbeing plans inform and shape municipal strategic statements**

4.3.2-1: Identify an appropriate mechanism to ensure that municipal public health and wellbeing plans inform and

**Initiative 3.2.1: Implement healthy design guidelines**

3.2.1-1: Strengthen the *Victoria Planning Provisions* to promote application of the principles of evidence-based health and design guidelines (such as the *Active Design Guidelines* developed by the City of New York and the National Heart Foundation’s updated *Healthy by Design* guidelines).

3.2.1-2: Develop tools (such as those developed by the National Heart Foundation) to inform the review of the *Precinct Structure Planning Guidelines* and any future urban renewal structure planning guidelines.

**Direction 3.2**

Create neighbourhoods that support healthy lifestyles

**Initiative 3.2.2: Ensure municipal public health and wellbeing plans inform and shape municipal strategic statements**

3.2.2-1: Introduce a Ministerial Direction under the *Planning and Environment Act 1987* to ensure that municipal public
shape strategic planning and decision making to promote community health and wellbeing.

<table>
<thead>
<tr>
<th>Direction 4.4</th>
<th>Plan for future social infrastructure</th>
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<tbody>
<tr>
<td><strong>Direction 3.3</strong></td>
<td>Deliver social infrastructure to support strong communities</td>
</tr>
</tbody>
</table>

### Initiative 4.4.1: Create health and education precincts to meet the needs of residents across Melbourne

4.4.1-1: Amend the Precinct Structure Planning Guidelines to ensure planning for health and/or education precincts is undertaken in the preparation of precinct structure plans.

4.4.1-2: Update the State Planning Policy Framework to clarify and strengthen the government’s policy approach to health and education precincts, including within the new policy on urban renewal and in growth areas. This is intended to provide certainty for investment in the provision of public and private health care services and the benefits of co-location with education and training services.

4.4.1-3: In partnership with government agencies and the private sector, identify potential locations and impediments to the development of health, health and education and health-related precincts in metropolitan and regional Victoria.

4.4.1-4: Prepare and implement planning provisions to support the establishment of health services and the clustering of public, private and not-for-profit health services, including possible streamlined planning processes within health precincts.

4.4.1-5: Establish streamlined decision making on applications for major private hospitals and health providers in identified health precincts.

4.4.1-6: Prepare precinct structure plans for priority health and/or education precincts for greater future private and public investment in health, education and related services.

### Initiative 4.4.2: A coordinated approach to the delivery of education, health, recreation and cultural facilities

4.4.2-1: In partnership with government agencies, provide advice on how government proposals (such as for health, arts and education infrastructure) align with land-use and transport objectives.

4.4.2-2: In partnership with government agencies and the private sector, establish models for multi-storey education and lifelong learning campuses and health and arts precincts.

### Initiative 3.3.1: Coordinate a whole-of-government approach to the delivery of education, health, recreation and cultural facilities

3.3.1-1: Require the independent planning authority, in consultation with relevant government agencies, to provide advice on how government proposals (such as health and education infrastructure) align with land use and transport objectives.

3.3.1-2: Develop models for multi-storey education and lifelong learning campuses and health precincts, in

### Initiative 3.3.3: Create health and community wellbeing precincts to meet the needs of residents across Melbourne

3.3.3-1: Amend the Precinct Structure Planning Guidelines to include the creation of health and community wellbeing precincts.

3.3.3-2: Include health and community wellbeing precincts in the State Planning Policy Framework, and in any future urban renewal planning guidelines.

3.3.3-3: Review planning controls to facilitate the establishment of health and community wellbeing services and the clustering of public, private and not-for-profit health and community wellbeing services.

3.3.3-4: Establish a process where the Minister for Planning or independent planning authority can streamline decision making on applications for major private hospitals.
Consultation with relevant government agencies and the private sector.

**Initiative 3.3.2: Prioritise the delivery of social infrastructure to meet local needs**

3.3.2-1: In consultation with the relevant government agencies and local councils develop a methodology for funding the delivery of social infrastructure in a timely manner in both the urban growth areas and established urban areas undergoing significant change.

3.3.2-2: Explore more creative approaches to the design of our community spaces and buildings to make them more adaptable to changing needs as our neighbourhoods age and evolve, and integrate these approaches into our social infrastructure.

**Initiative 4.4.3: Remove planning impediments to not-for-profit community services in the planning system**

4.4.3-1: Review the Precinct Structure Planning Guidelines to consider options for creating space for not-for-profit organisations in Activity Centres, and shared space in community centres.

4.4.3-2: Provide guidance and update the planning provisions, where appropriate, to support not-for-profit activities.

**Initiative 3.3.4: Remove planning impediments to not-for-profit community services in the planning system**

3.3.4-1: Review the Precinct Structure Planning Guidelines to consider options for creating space for not-for-profit organisations in Activity Centres, and shared space in community centres.

3.3.4-2: Investigate ways the planning system could assist not-for-profit organisations to locate in neighbourhood activity centres or co-locate with other similar community services in other suitable locations.

**Initiative 4.4.4: Identify and secure suitable locations for cemeteries**

4.4.4-1: Work with the Department of Health and cemetery trusts to determine the need for additional land for cemeteries and crematoria (including at existing cemeteries) and to identify possible new locations.

**Initiative 3.3.5: Identify and secure suitable locations for cemeteries**

3.3.5-1: Work with the Department of Health and cemetery trusts to identify additional land requirements for cemetery purposes, and appropriate new locations for cemeteries and crematoria, to serve future needs.

**Direction 4.5**

**Make our city greener**

**Initiative 4.5.1: Develop a new metropolitan open space strategy**

4.5.1-1: Prepare a metropolitan open space strategy. The strategy will include measures to improve the provision and protection of open space, and determine the need for new open space in areas that are expected to grow substantially; and will update regulations outlining the role of all levels of government.

4.5.1-2: Publish information about open space to help guide planning, building on the Victorian Environmental Assessment Council’s open space database.

**Initiative 7.5.1: Develop a new metropolitan open space strategy**

7.5.1-1: Prepare and coordinate the delivery of a metropolitan open space strategy, which will include measures to improve funding and protection of open space, identify the need for new open space in areas that are expected to grow substantially, and update regulations outlining the role of all levels of government.

7.5.1-2: Improve access to information about open space to guide planning, building on the Victorian Environmental Assessment Council’s open space database.
### Direction 3.4
**Involve communities in the delivery of local parks and green neighbourhoods**

#### Initiative 4.5.2: Provide new neighbourhood parks and open space

- **4.5.2-1:** Use the new standard development contributions system to provide greater certainty in the provision of local open space in Melbourne’s growth areas.
- **4.5.2-2:** Investigate options for a pocket park fund – to be used in established areas to fill identified local open space gaps.
- **4.5.2-3:** Work with government agencies to prepare shared-use plans of open space and recreation facilities for government schools.

#### Initiative 3.4.1: Develop and network of accessible high-quality local open spaces

- **3.4.1-1:** Encourage local councils, in consultation with their communities, to explore possible new ways of adding local open space areas in their municipalities, such as partial road closures, including road space into local green space and converting underutilised or vacant government land into parkland and public space.
- **3.4.1-2:** Request the Department of Education and Early Childhood Development (DEECD) to work with the relevant agencies in developing shared use plans of their open space and recreation facilities for all public schools.

#### Initiative 3.4.2: Encourage community gardens and productive streetscapes

- **3.4.2-1:** Provide guidance and assess regulatory impediments to establishing, maintaining and operating community gardens and productive streets and parks at the neighbourhood level.

#### Initiative 4.5.3: Extend the landscape and vegetation cover of metropolitan Melbourne

- **4.5.3-1:** Address impediments to planting canopy trees along roads, including identifying priority roads (such as boulevards) where removing overhead power lines can be considered.
- **4.5.3-2:** Investigate extending City West Water’s Greening the West initiative to other subregions of Melbourne.
- **4.5.3-3:** Encourage local governments to undertake community tree-planting programs by building on the success of the 2 Million Trees Project beyond 2014.

#### Initiative 7.5.2: Extend Melbourne’s landscape and vegetation cover

- **7.5.2-1:** Address impediments to planting canopy trees along roads.
- **7.5.2-2:** Review planning provisions for residential setbacks, site coverage and permeability to protect and create spaces where canopy trees can thrive.
- **7.5.2-3:** Plan for delivery of a dry-climate horticultural research garden in the western region that will showcase landscape suited to the region’s soil and climatic conditions.
- **7.5.2-4:** Partner with relevant agencies and stakeholders to extend the City West Water ‘Greening the West’ initiative to other subregions of Melbourne.
- **7.5.2-5:** Support community engagement, information and advisory services to promote the benefits of the neighbourhood greening and urban forests.
- **7.5.2-6:** Support local government to undertake community tree planting programs by building upon the success of the ‘2 Million Trees’ project beyond 2014.
- **7.5.2-7:** Require new arterial road and freeway reservations to include adequate land allocation for tree planting or other significant landscaping.
### Initiative 7.5.3: Manage the interface between development and the waterways

- **7.5.3-1:** In consultation with local government, investigate potential planning protection for key waterway corridors such as the Yarra River between Heidelberg and Warrandyte and the Maribyrnong River, as well as major parks and other places of high environmental value.

- **7.5.3-2:** Where warranted, seek to amend the relevant local planning schemes to provide adequate protection for these natural and physical assets.

### Initiative 7.5.4: Create a green interface to the Melbourne Metropolitan Urban Boundary

- **7.5.4-1:** Prepare planning and design guidelines for development adjoining and within the Melbourne Metropolitan Urban Boundary to improve interface conditions and minimize adverse impacts.

### Direction 4.6

**Create more great public places throughout Melbourne**

**Initiative 4.6.1: Prepare a distinctive Melbourne policy**

- **4.6.1-1:** Update the State Planning Policy Framework to include explicit policy on Melbourne’s distinctiveness.

**Initiative 4.6.2: Develop Melbourne’s network of boulevards**

- **4.6.2-1:** Work with VicRoads and local governments to prepare a long-term metropolitan boulevard strategy and implementation plan that identifies possible new boulevards.

- **4.6.2-2:** Investigate boulevard treatments for Nepean Highway, Frankston; Maroondah Highway, Ringwood (as part of the Kingwood Station and Interchange Upgrade); and Plenty Road, Bundoora.

- **4.6.2-3:** Transform Sneydes Road, East Werribee into a boulevard as part of the delivery of the emerging East Werribee Employment Cluster.

- **4.6.2-4:** Improve the amenity of Alexandra Parade following completion of East West Link.

- **4.6.2-5:** Investigate boulevard treatments for Plummer Street, Fishermans Bend Urban Renewal Area and Dynon Road, West Melbourne, as part of urban renewal projects.

- **4.6.2-6:** Establish a pipeline of future boulevards.

### Direction 7.1

**Create more great places throughout Melbourne**

**Initiative 7.1.1: Prepare a distinctive Melbourne policy**

- **7.1.1-1:** Include a ‘Distinctive Melbourne’ policy in the State Planning Policy Framework.

**Initiative 7.1.2: Integrate place-making practices into the SmartRoads program**

**Initiative 7.1.3: Extend Melbourne’s network of boulevards**

- **7.1.3-1:** Prepare with VicRoads and local government a long-term metropolitan boulevard corridor strategy and implementation plan.

- **7.1.3-2:** Investigate boulevard treatments for Nepean Highway, Frankston; Maroondah Highway, Ringwood; and Plenty Road, Bundoora.

- **7.1.3-3:** Implement boulevard treatments on Sneydes Road in East Werribee.

- **7.1.3-4:** Use the development of East West Link Stage 1 to transform Alexandra Parade into an inner city boulevard.

- **7.1.3-5:** Investigate boulevard treatments for Plummer Street Fishermans Bend and Dynon Road West Melbourne.
<table>
<thead>
<tr>
<th>Initiative 4.6.3: Fund subregional cultural and sporting facilities</th>
<th>Initiative 7.2.1: Build on our civic legacy of great places</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.6.3-1: Consider a contribution towards the cost of regionally significant cultural and sporting facilities through Government grants such as the Community Infrastructure Fund and other means.</td>
<td>7.2.1-1: Allow for a contribution toward the cost of sub-regional cultural and sporting facilities, as part of the new standard development contributions levy to be introduced in urban renewal precincts and growth areas.</td>
</tr>
<tr>
<td>7.2.1-2: Promote Melbourne’s international image as an events capital by continuing to invest in infrastructure and public space improvements that support the precinct encompassing Melbourne Park, Olympic Park and the MCG; the Southbank Arts Precinct, South Wharf convention and exhibition cluster; Docklands stadium; and the Melbourne Sports and Aquatic Centre at Albert Park.</td>
<td>7.2.1-3: Advance the planning for delivery of significant city-shaping and image-making projects potentially, including Flinders Street station redevelopment, Melbourne Planning and Design Centre, Aboriginal Art Gallery (NGV) and/or a National Aboriginal Cultural Heritage Centre.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Initiative 4.6.4: Support cultural events, precincts and programs</th>
<th>Initiative 7.2.2: Support cultural events and programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.6.4-1: Provide guidance and update regulations, where appropriate, for the use of open spaces, streets and parks for a range of community and cultural events.</td>
<td>7.2.2-1: Provide guidance and streamline regulations, where appropriate, for the use of open spaces, streets and parks for a range of community and cultural events which will add to the richness of Melbourne’s cultural and creative experience, particularly those which celebrate the city’s multicultural character.</td>
</tr>
<tr>
<td>4.6.4-2: Examine ways to simplify planning requirements for new cultural and arts events and facilities, including small start-ups.</td>
<td>7.2.2-2: Provide guidance on how to extend the Creative Spaces program (City of Melbourne) and Street Art programs to key centres in the metropolitan area.</td>
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| Direction 4.7 | Direction 7.3 |
| Respect our heritage as we build for the future. | Respect our heritage as we build for the future |

<table>
<thead>
<tr>
<th>Initiative 4.7.1: Value heritage when managing growth and change</th>
<th>Initiative 7.3.1: Value heritage when managing growth and change</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.7.1-1: Work with local governments to enhance and improve heritage planning and assessment, including closer engagement with affected landowners.</td>
<td>7.3.1-1: Establish a new funding program of $6 million over four years to enhance and accelerate local government heritage planning and assessment.</td>
</tr>
<tr>
<td>4.7.1-2: Review and modernise the Victorian Heritage Act 1995 with a stronger focus on proactive heritage identification and preservation.</td>
<td>7.3.1-2: Implement changes to the heritage provisions in Planning Schemes consistent with the Review of Heritage Provisions in Planning Schemes Advisory Committee Report, to improve the identification and streamline administration of heritage controls at the local level.</td>
</tr>
<tr>
<td>7.3.1-3: Include a succinct history of Melbourne as a</td>
<td></td>
</tr>
<tr>
<td>Initiative 4.7.2: Respect and protect our city’s aboriginal heritage</td>
<td>Initiative 7.3.2: Respect and protect our city’s indigenous heritage</td>
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<tr>
<td>4.7.2-1: Continue an ongoing program of country mapping to improve understanding and recognition of Aboriginal cultural heritage values in metropolitan planning processes.</td>
<td>7.3.2-1: Resource a program of Country Mapping to improve understanding and recognition of Aboriginal cultural heritage values in metropolitan planning processes.</td>
</tr>
<tr>
<td>4.7.2-2: Update the State Planning Policy Framework to link to Aboriginal country mapping.</td>
<td>7.3.2-2: Link the country mapping processes to the <em>State Planning Policy Framework</em>.</td>
</tr>
</tbody>
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**Initiative 4.7.3: Create incentives for heritage conservation**

<table>
<thead>
<tr>
<th>Initiative 4.7.3: Create incentives for heritage conservation</th>
<th>Initiative 7.3.3: Stimulate economic growth through heritage conservation</th>
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</thead>
<tbody>
<tr>
<td>4.7.3-1: Investigate the potential of transferable development rights for significant heritage conservation and development projects, including by examining the experience of other jurisdictions with this approach.</td>
<td>7.3.3-1: Stimulate heritage conservation activity through the utilisation and promotion of existing land tax and rate-remission mechanisms.</td>
</tr>
<tr>
<td>7.3.3-2: Assess the potential of transferable development rights for significant heritage conservation and development projects.</td>
<td>7.3.3-2: Assess the potential of transferable development rights for significant heritage conservation and development projects.</td>
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**Initiative 4.7.4: Encourage place names that honour local identity and history**

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<tr>
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<tbody>
<tr>
<td>4.7.4-1: Amend the <em>Precinct Structure Planning Guidelines</em> to ensure that new suburbs are named in an appropriate way, taking into account history, heritage and ease of navigating the area in future.</td>
<td></td>
</tr>
<tr>
<td>4.7.4-2: Create guidelines for communities and local governments to rename sections of larger suburbs to enhance the local sense of community, improve navigability and recognise local heritage.</td>
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</tr>
<tr>
<td>4.7.4-3: Update place-naming guidelines to ensure that Aboriginal heritage can be more easily acknowledged in new place names.</td>
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</table>

**Direction 4.8**

Achieve and promote design excellence.

**Initiative 4.8.1: Promote urban design excellence**

<table>
<thead>
<tr>
<th>Direction 7.4</th>
<th>Achieve and promote design excellence</th>
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<tbody>
<tr>
<td><strong>Initiative 7.4.1: Promote urban design excellence</strong></td>
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</tbody>
</table>
4.8.1-1: Expand the Victorian Design Review Panel process to include, where appropriate, voluntary, fee-for-service reviews of:
- significant state-government and state-funded projects
- significant projects affecting places on the Victorian Heritage Register
- significant projects referred by local government.

7.4.1-1: Partner with local government to fund a three-year pilot urban design advisory service (modelled on the successful heritage advisory service) on a matched funding basis.

7.4.1-2: Provide guidance about changes to permits through secondary consents to ensure that the originally intended design quality and appearance of approved developments are realised.

7.4.1-3: Require urban design expertise and high quality design as key performance indicators in procurement procedures for all state projects, including a design quality assessment as part of funding milestones.

7.4.1-4: Continue to incorporate art in new public projects and encourage its inclusion in other projects.

7.4.1-5: Resource and require the Victorian Design Review Panel program to provide reviews of:
- significant state government and state-funded projects;
- significant projects affecting places on the Victorian Heritage Register;
- significant private sector projects nominated by councils, and which are deemed significant because of their use, size, impact or potential to set a precedent in the locality; and
- key precincts identified by the Metropolitan Planning Authority.

**Initiative 4.8.2: Improve access to information and technology to support planning processes**

4.8.2-1: Investigate extending the government’s existing three-dimensional modelling to encompass the Central Subregion and other key precincts (such as national employment clusters and/or metropolitan activity centres) and invest in cross-government access to the model as a tool for visual assessment and planning of the city’s future development.

4.8.2-2: Investigate the costs, benefits and opportunities of establishing a publicly accessible Melbourne Planning and Design Centre to display a three-dimensional model and provide information about urban design and development issues.

**Initiative 7.4.2: Improve access to information and technology to support planning processes**

7.4.2-1: Extend the State government’s existing 3-D digital model to encompass the whole of the metropolitan area, and invest in cross-government access to the model as a tool for visual assessment and planning of the city’s future development.

**Initiative 7.4.3: Build on our passion for knowledge and debate about urban design issues**

7.4.3-1: Consider establishing a publicly accessible Melbourne Planning and Design Centre that will:
- display a3-D model of metropolitan Melbourne
- offer a repository of planning information and research
- hold public events and programs to discuss and disseminate information about urban design and development issues
- encourage and inspire public interest in the possibilities of our future city by providing case studies of innovative responses to urban challenges, including ‘density done well’, urban renewal and adaptive re-use of heritage buildings.
## TABLE 4: A MORE CONNECTED MELBOURNE
**COMPARISON OF OBJECTIVE, DIRECTIONS, INITIATIVES AND ACTIONS**

<table>
<thead>
<tr>
<th>PLAN MELBOURNE MAY 2014</th>
<th>MAC AUGUST 2013</th>
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<tbody>
<tr>
<td><strong>Objective</strong></td>
<td><strong>Objective</strong></td>
</tr>
<tr>
<td>Provide an integrated transport system connecting people to jobs and services, and goods to market.</td>
<td>Improve productivity and participation through an integrated multi-modal transport system connecting people to jobs and services and goods to market.</td>
</tr>
<tr>
<td><strong>Direction 3.1</strong></td>
<td><strong>Direction 4.1</strong></td>
</tr>
<tr>
<td>Transform the transport system to support a more productive Central City</td>
<td>Transform the transport system to support a more productive central city</td>
</tr>
<tr>
<td><strong>Initiative 3.1.1: Build the east-west link as an integrated transport and land use project</strong></td>
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</tr>
<tr>
<td>3.1.1-1: Commence construction of the full East West Link project.</td>
<td>4.1.1-1: Commence construction of East West Link Stage 1 in 2014, including Eastern Freeway widening between Hoddle Street and Tram Road, and managed motorways between Hoddle Street and Springvale Road, with a construction period of about five years.</td>
</tr>
<tr>
<td>3.1.1-2: Enhance CBD-oriented public transport, enabled by the changed traffic patterns, which support greater productivity in inner Melbourne.</td>
<td>4.1.1-2: Upgrade tram routes that cross the East West Link alignment and investigate whether some streets, such as Brunswick Street and Smith Street, could be transformed to promote trams, walking and cycling and better integrate with the surrounding urban area.</td>
</tr>
<tr>
<td>3.1.1-3: Complete the full East West Link project connecting the Eastern Freeway to the Western Ring Road.</td>
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</tr>
<tr>
<td><strong>Initiative 3.1.2: Move towards a metro-style rail system starting with the Melbourne rail link</strong></td>
<td><strong>Initiative 4.1.2: Move towards a metro-style rail system starting with Melbourne Metro</strong></td>
</tr>
<tr>
<td>3.1.2-1: Commence construction of the Cranbourne-Pakenham Rail Corridor Project.</td>
<td>4.1.2-1: Continue to seek a genuine partnership with the Commonwealth to deliver the Melbourne Metro rail tunnel project.</td>
</tr>
<tr>
<td>3.1.2-2: Commence construction of the Melbourne Rail Link, including the Airport Rail Link, through delivery of a tunnel connection from Southern Cross to South Yarra. This will include a public transport upgrade package to support the Parkville Employment Cluster.</td>
<td>4.1.2-2: Complete planning for a metro system, including planning of rail links to Rowville, Doncaster and Melbourne Airport.</td>
</tr>
<tr>
<td>3.1.2-3: Continue delivery of existing trains on order and commence the roll out of high-capacity trains that will be able to carry more than 1100 passengers.</td>
<td>4.1.2-3: Following completion of the Regional Rail Link, increase services on the Craigieburn, Werribee, Sunbury, Ballarat, Melton, Bendigo and Geelong lines.</td>
</tr>
<tr>
<td>3.1.2-4: Progressively commence operations on Melbourne Rail Link.</td>
<td>4.1.2-4: Commence construction of the Melbourne Metro rail tunnel with 60 new high capacity trains and high capacity signalling along the Sunshine to Dandenong corridor.</td>
</tr>
<tr>
<td>3.1.2-5: Complete planning for a metro system, including planning of rail links to Rowville and Doncaster and assess the feasibility of a second rail tunnel from Clifton Hill via Parkville to the Fishermans Bend Urban Renewal Area.</td>
<td>4.1.2-5: Start transforming Melbourne’s 100-year-old signalling system by introducing on the Sandringham Line a modern high capacity signalling system that allows trains to safely run closer together.</td>
</tr>
<tr>
<td>3.1.2-6: Construct rail links to Rowville and Doncaster.</td>
<td>4.1.2-6: Expand services on the South Morang and Hurstbridge lines with the installation of high capacity signalling and duplication of the single line from Rosanna to Heidelberg.</td>
</tr>
<tr>
<td>3.1.2-7: Continue to deliver more trains on the rail network.</td>
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<tr>
<td>3.1.2-8: Complete the roll-out of high-capacity signalling across the rail network.</td>
<td></td>
</tr>
<tr>
<td>Initiative 3.1.3: Improve tram travel times, capacity and reliability and extend the tram network into key urban renewal precincts</td>
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<tr>
<td>3.1.3-1: Prepare a road-use strategy to ensure trams and buses can operate efficiently alongside other vehicles, particularly as land uses change.</td>
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</tr>
<tr>
<td>3.1.3-2: Investigate inner-Melbourne tram reliability improvements including a range of measures that give trams greater priority on the road network (such as greater physical separation from other road users and improved technology to manage traffic flows).</td>
<td>4.1.3-2: Improve inner-Melbourne tram reliability with a range of measures that give trams greater priority on the road network (such as greater physical separation from other road users and improved technology to manage traffic flows).</td>
</tr>
<tr>
<td>3.1.3-3: Investigate the feasibility of providing a tramline to the Fishermans Bend Urban Renewal Area.</td>
<td>4.1.3-3: Better serve the growing western end of the city by realigning selected St Kilda Road services using a new Park Street South Melbourne link, and extending the Collins Street tram line further into Docklands.</td>
</tr>
<tr>
<td>3.1.3-4: Investigate the provision of better tram services to the growing western end of the central city, including Docklands.</td>
<td>4.1.3-4: Deliver 50 new low-floor, high-capacity trams.</td>
</tr>
<tr>
<td>3.1.3-5: Deliver 50 new low-floor, high-capacity trams.</td>
<td>4.1.3-5: Extend tram lines to E-Gate and Fishermans Bend and investigate the feasibility of completing the missing tram link between Dynon and Footscray.</td>
</tr>
<tr>
<td>3.1.3-6: Introduce a free tram travel zone incorporating the CBD and Docklands.</td>
<td>4.1.3-6: Upgrade tram corridors in the Cities of Melbourne, Port Phillip and Yarra to light rail standard in accordance with the Road Use Strategy and improve services and connections to the Parkville knowledge cluster and the new metro rail station.</td>
</tr>
<tr>
<td>3.1.3-7: Consider extending tramlines, where needed, to support new development sites and employment clusters around inner Melbourne, and assess strategic options for improved public transport to E-Gate.</td>
<td>4.1.3-7: Upgrade to light rail standard further routes identified in the Road Use Strategy, focussing on those with highest patronage and greatest people-moving potential.</td>
</tr>
<tr>
<td>3.1.3-8: Commence upgrading tram routes to light-rail standard, where appropriate, focusing on those with the highest patronage.</td>
<td></td>
</tr>
</tbody>
</table>
**Initiative 3.1.4: Support growing areas of the Central City by strengthening bus services to and around central Melbourne**

3.1.4-1: Plan services to better meet patronage demand and ensure new timetables better connect with trams and trains, as well as improve real-time passenger information and stops on a number of key inner-city routes.

3.1.4-2: Investigate new road management technology, such as dynamic overhead lane management systems, to enable buses to travel faster and more reliably and improve services on selected inner-city routes.

3.1.4-3: Commence works to enhance Doncaster (DART) bus services in inner Melbourne to take advantage of the opportunities provided by the East West Link.

3.1.4-4: Improve on-road priority for buses on more streets, informed by the investigations of the trial of new road management technology systems.

3.1.4-5: Ensure bus services provide for cross-town travel to urban renewal precincts and national employment clusters as they grow and develop.

**Initiative 4.1.4: Support growing areas of the Central City by strengthening the bus services to and around central Melbourne**

4.1.4-1: Plan services to better meet patronage demand and ensure new timetables better connect with trams and trains, as well as improve real-time passenger information and stops on a number of key inner-city routes.

4.1.4-2: Pilot new intelligent transport systems such as dynamic overhead lane management, to enable buses to travel faster and more reliably between Carlton and Kew along Johnston Street-Princess Street and Hoddle Street-Punt Road, and improve services on the inner city orbital routes.

4.1.4-3: Enhance Doncaster (DART) bus services in inner Melbourne to take advantage of the opportunities provided by East West Link.

4.1.4-4: Improve on-road priority on more streets including western routes from the city to Footscray and Sunshine, following the results of the pilot on Johnston Street-Princess Street.

4.1.4-5: Extend and improve Nightrider services to serve a 24/7 city.

**Initiative 3.1.5: Support walking and cycling in Central Melbourne**

3.1.5-1: Identify key pedestrian routes in and to the Central Subregion and improve pedestrian crossing times and footpaths and general amenity.

3.1.5-2: Implement the new guidelines for 40 km/h pedestrian zones in areas where there is a high risk to the safety of pedestrians and cyclists.

3.1.5-3: Work with local governments to identify and start developing strategic cycling corridors that provide cyclists with safe and separated cycling access to and around the central city.

3.1.5-4: Continue to progressively develop strategic cycling corridors that provide cyclists with safe and separated cycling access to and around the central city.

**Initiative 4.1.5: Support walking and cycling in central Melbourne**

4.1.5-1: Identify key pedestrian routes in the Central City and improve pedestrian crossing times and footpaths, and implement the new guidelines for 40 km/h pedestrian zones in areas where there is a high risk to pedestrian safety.

4.1.5-2: Work with local governments to identify and progressively develop strategic cycling corridors that provide cyclists with safe and separated cycling access to and around the Central City.

4.1.5-3: Continue to progressively develop strategic cycling corridors that provide cyclists with safe and separated cycling access to and around the Central City.

**Direction 3.2**

Improve access to job-rich areas across Melbourne and strengthen transport networks in existing suburbs

**Direction 4.2**

Improve access to job-rich areas across Melbourne and strengthen transport networks in existing suburbs

**Initiative 3.2.1: Investigate options for the North East Link**

3.2.1-1: Consider options for a North East Link connecting the Metropolitan Ring Road to the Eastern Freeway/EastLink.

3.2.1-2: As part of North East Link planning, investigate options for improved access to the La Trobe Employment Cluster and adjacent business parks.

**Initiative 4.2.1: Plan for the North-East Link**

4.2.1-1: Consider options for a North East Link connecting the M80 Ring Road to the Eastern Freeway/EastLink.

4.2.1-2: As part of North East Link planning, investigate options for improved access to the La Trobe Employment Cluster and adjacent business parks.
### Initiative 3.2.1: Deliver the North East Link connecting the Metropolitan Ring Road to the Eastern Freeway/EastLink.

Cluster and adjacent business parks.

### Initiative 4.2.2: Improve access to suburban job clusters by creating an expanded, simpler, more legible bus network

4.2.2-1: Commence the transformation of bus service into a three tier network, starting with the outer western, outer northern, outer south eastern and bayside suburbs, and provide better information including improved way-finding and real time service information. This will include improving sections of the SmartBus route between Sunshine and Mentone, and services along Blackburn and Springvale Roads to a ten minute frequency at key times.

4.2.2-2: As part of the new bus franchise agreement, reallocate services to better meet demand for access to job clusters including Monash, Melbourne Airport, Latrobe University, Footscray and Sunshine.

4.2.2-3: Continue with the introduction of low floor buses and better stops and road crossing facilities to improve bus accessibility, particularly for those who have personal mobility difficulties.

4.2.2-4: Provide greater on-road priority for buses, starting with approaches to interchanges and along Blackburn Road. This work will continue into the medium term on the bus routes between Greensborough and Tullamarine, Rowville and Monash, Dandenong and Ringwood, Springvale Road, Warrigal Road and key routes serving Latrobe University.

4.2.2-5: Continue to improve and adjust service levels to best meet demand and regularly review the network to ensure that services provided offer the best value for money. This includes upgrading premium and connector services to higher frequencies, and upgrade connector services to a premium service level based on potential to grow patronage. Neighbourhood services will also be improved in terms of their frequency and efficiency.

### Initiative 3.2.2: Harmonise and improve public transport services across trains, trams and buses to provide access to job-rich areas in the suburbs

3.2.2-1: Simplify and progressively harmonise frequencies to improve connections across public transport services.

3.2.2-2: Upgrade interchanges at Ringwood station, Springvale station, Frankston station and Sunshine station.

3.2.2-3: Construct a new station on the Frankston line at Southland Shopping Centre.

3.2.2-4: Upgrade interchanges that are part of level

### Initiative 4.2.3: Harmonise and improve public transport services across trains, trams and buses to improve access to job-rich areas in the suburbs

4.2.3-1: Simplify and progressively harmonise frequencies to improve connections across public transport services.

4.2.3-2: Upgrade multi-modal interchanges that provide access to key job clusters, starting with Springvale, Blackburn (as part of grade separation projects), Huntingdale and Sunshine, and a new station at Southland.

4.2.3-3: Improve connections between national employment and innovation clusters and key interchanges, starting with buses from Blackburn and Huntingdale Railway Stations to Monash University and Latrobe University to Reservoir.
<table>
<thead>
<tr>
<th>Initiative 3.2.3: Facilitate development and drive investment through strategic removal of level crossings</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>3.2.3-1:</strong> Investigate ways to accelerate the removal of level crossings through innovative funding arrangements that include contributions from private-sector partners interested in development rights and other beneficiaries of removing level crossings.</td>
</tr>
<tr>
<td><strong>3.2.3-2:</strong> Commence removal of level crossings at Blackburn Road, Blackburn; North Road, Ormond; Burke Road, Glen Iris; Main Road, St Albans; and as part of the Cranbourne-Pakenham Rail Corridor Project, Murrumbeena Road, Murrumbeena; Koornang Road, Carnegie; Clayton Road, Clayton; and Centre Road, Clayton.</td>
</tr>
<tr>
<td><strong>3.2.3-3:</strong> Commence planning and early works to remove level crossings at other priority locations including: Corrigan Road, Noble Park; Heatherton Road, Noble Park; Chandler Road, Noble Park; Grange Road, Carnegie; Pouth Road, Murrumbeena; Mountain Highway, Bayswater; and Scoresby Road, Bayswater.</td>
</tr>
<tr>
<td><strong>3.2.3-4:</strong> Develop a longer-term pipeline of level-crossing-removal projects for delivery in the medium-to-long term.</td>
</tr>
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<thead>
<tr>
<th>Initiative 4.2.4: Facilitate development and drive investment through strategic removal of level crossings</th>
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<tbody>
<tr>
<td><strong>4.2.4-1:</strong> Accelerate the removal of level crossings through innovative funding arrangements that include contributions from private sector partners interested in development rights, and other beneficiaries of removing level crossings.</td>
</tr>
<tr>
<td><strong>4.2.4-2:</strong> Continue to plan and seek Commonwealth funding to abolish level crossings on the Dandenong rail line.</td>
</tr>
<tr>
<td><strong>4.2.4-3:</strong> Commence early works to remove level crossings at Main Road St Albans, Blackburn Road Blackburn, Mountain Highway Bayswater, Scoresby Road Bayswater, North Road Ormond, Burke Road Glen Iris, and Murrumbeena Road Murrumbeena.</td>
</tr>
<tr>
<td><strong>4.2.4-4:</strong> Develop a further pipeline of level crossing removal projects for delivery in the medium to long term.</td>
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<tr>
<th>Initiative 3.2.4: Develop the road system in the suburbs to improve connections across Melbourne</th>
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<tbody>
<tr>
<td><strong>3.2.4-1:</strong> Continue the program of road-network developments and improvements, including bridges, interchange upgrades and road extensions, focusing on greater access to jobs and services in Melbourne’s suburbs.</td>
</tr>
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<thead>
<tr>
<th>Initiative 4.2.5: Develop the road system in the suburbs to improve connections across Melbourne</th>
</tr>
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<tbody>
<tr>
<td><strong>4.2.5-1:</strong> Duplicate the Chandler Highway Bridge to enhance Yarra River crossings, upgrade the Calder Park Drive/Calder Freeway interchange, complete construction of the Dingley bypass and advance plans for a connection between the Dingley bypass and the Mornington Peninsula Freeway at</td>
</tr>
<tr>
<td>Initiative 3.3.1: Improve roads in growth areas and outer suburbs</td>
</tr>
<tr>
<td>---------------------------------------------------------------</td>
</tr>
<tr>
<td>3.3.1-1: Complete upgrades to arterial roads in established outer suburbs and growth areas including duplication, widening and intersection and interchange upgrades. These include works at Cooper Street, Hallam Road, Stud Road, High Street Road, Cardinia Road, Dingley Bypass, Narre Warren-Cranbourne Road and the Sneydes Road interchange.</td>
</tr>
<tr>
<td>3.3.1-2: Establish and commence implementation of an arterial road program to serve existing and future growth areas of Melbourne.</td>
</tr>
<tr>
<td>3.3.1-3: Investigate the reservation of land for future arterial roads and upgrades in the growth areas and outer suburbs.</td>
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<thead>
<tr>
<th>Initiative 3.3.2: Improve outer suburban rail and bus networks</th>
<th>Initiative 4.3.2: Improve outer suburban rail and bus networks</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.3.2-1: Plan for expanded bus services in growth areas.</td>
<td>4.3.2-1: Expand bus services in all growth areas so that most residents live within 800 metres of either a premium or connector service. This includes the introduction of connector services from Werribee to Wyndham Vale Station, Mt Ridley to Craigieburn Railway Station, Epping North to Epping Station, Mernda to University Hill via South Morang station, and a north-south service between the Cranbourne and Pakenham lines.</td>
</tr>
<tr>
<td>3.3.2-2: Improve access to existing stations and plan for possible new stations and rail extensions in growth areas.</td>
<td>4.3.2-2: Trial the implementation of interim routes in areas that are in early stages of development. Permanent routes will be introduced when there is sufficient passenger demand and appropriate road infrastructure is in place.</td>
</tr>
<tr>
<td>3.3.2-3: Complete construction of Caroline Springs station.</td>
<td>4.3.2-3: Improve access to the rail network by building Caroline Springs railway station and develop Park and Ride and bike cage facilities in outer suburbs.</td>
</tr>
<tr>
<td>3.3.2-4: Progressively plan for expanded Park+Ride facilities and bike cages at outer-suburban railway stations.</td>
<td>3.3.2-4: Secure rail reservations for planned extensions and duplications in growth areas at Melton, Wallan (including Upfield to Roxburgh Park), Mernda, Wollert, Clyde, Baxter and Wyndham Vale to Werribee, and deliver these extensions in the medium to long term.</td>
</tr>
<tr>
<td>3.3.2-5: Continue the reservation of land for future rail extensions and stations in the urban growth areas and outer suburbs.</td>
<td></td>
</tr>
</tbody>
</table>
**Initiative 3.3.3: Reduce the cost of public transport for Melbourne’s middle and outer suburbs**

3.3.3-1: Change the public transport fare structure so that travel between Zones 1 and 2 will be reduced to the same cost as travel in Zone 1, while keeping the Zone 2 only travel at the existing lower cost.

**Initiative 3.3.4: Assist the private sector to assess the potential for ferry services in the west of Port Phillip Bay**

3.3.4-1: Review speed limit and access arrangements on the Yarra River and the wider Port Phillip Bay area for commercial ferry operations.
3.3.4-2: Investigate potential ferry berth locations at Docklands, Williamstown, Altona, Point Cook, Werribee South, Portarlington and Greater Geelong, including any environmental and access issues associated with these locations.
3.3.4-3: Investigate ways to deliver suitable ferry berths and associated infrastructure at Point Cook and at Collins Landing or Harbour Esplanade.
3.3.4-4: Investigate other bayside and waterway locations that may sustain a viable water transport service, such as Frankston, South Yarra and the Mornington Peninsula.

**Initiative 4.3.3: Assist the private sector to assess the potential for ferry services in the west of Port Phillip Bay**

4.3.3-1: Undertake further work to address speed limit and access arrangements on the Yarra River for commercial ferry operations.
4.3.3-2: Assess speed limit and access arrangements around the wider Port Phillip Bay area.
4.3.3-3: Explore possible ferry berth locations in Docklands, Williamstown, Altona, Point Cook, Werribee South, Portarlington and Greater Geelong, and any environmental and access issues associated with these locations.
4.3.3-4: Provide a funding contribution to a suitable ferry berth and associated infrastructure at Point Cook and at Collins Landing or Harbour Esplanade.

**Direction 3.4**

**Improve local travel options to increase social and economic participation**

**Initiative 3.4.1: Make neighbourhoods pedestrian friendly**

3.4.1-1: Plan for new walking and cycling bridge crossings for major roads, freeways, railways and waterways.
3.4.1-2: Work with local governments and institutions in national employment clusters, metropolitan activity centres, activity centres, urban-renewal areas and other job-rich centres to provide better footpaths, shade trees and reduced delays at pedestrian crossing points.
3.4.1-3: Encourage local governments and their communities to identify and develop pedestrian networks and pedestrian priority precincts in their areas.
3.4.1-4: Consider using lower speed limits in mixed-use and residential neighbourhoods in accordance with the new guidelines for 40 km/h pedestrian zones.

**Direction 4.4**

**Improve local travel options to increase social and economic participation**

**Initiative 4.4.1: Make neighbourhoods pedestrian friendly**

4.4.1-1: Continue to construct new walking and cycling bridge crossings for major roads, freeways, railways and waterways.
4.4.1-2: Work with local governments and institutions in National Employment Clusters, Metropolitan Service Centres, Activity Centres and other job-rich centres to provide better footpaths, shade trees and reduced delay at pedestrian crossing points.
4.4.1-3: Use development contribution plan funds to deliver pedestrian improvements in areas earmarked for urban renewal and higher-density development.
4.4.1-4: Improve pedestrian access to public transport services.
4.4.1-5: Assist local governments and their communities to identify and develop principal pedestrian networks in their areas.
4.4.1-6: Use lower speed limits in mixed-use and residential neighbourhoods in accordance with the new guidelines for 40 km/h pedestrian zones.
<table>
<thead>
<tr>
<th>Initiative 3.4.2: Create a network of high-quality cycling links</th>
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</thead>
<tbody>
<tr>
<td>3.4.2-1: Work with local governments and government agencies to implement Victoria’s cycling strategy, <em>Cycling into the Future 2013–23</em>.</td>
<td>4.4.2-1: Implement, with the assistance of local governments and relevant government agencies, Victoria’s cycling strategy <em>Cycling into the future 2013–23</em>.</td>
</tr>
<tr>
<td>3.4.2-2: Complete the Darebin Creek Trail through construction of the Darebin Bridge and associated trail work to complete one of the key missing links in Melbourne’s bike network.</td>
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</tr>
<tr>
<td>3.4.2-3: Construct the Box Hill-to-Ringwood shared cycle and walking path.</td>
<td>4.4.2-3: Upgrade the Box Hill-to–Ringwood shared cycle and walking path.</td>
</tr>
<tr>
<td>3.4.2-4: Complete the next stage of the Federation Bike Trail to Yarraville.</td>
<td>4.4.2-4: Complete the next stage of the Federation Bike Trail to Yarraville.</td>
</tr>
<tr>
<td>3.4.2-5: Plan for high-quality cycling links between employment areas, national employment clusters and metropolitan activity centres.</td>
<td>4.4.2-5: Continue to update bicycle priority routes across Melbourne, to ensure investment decisions deliver high-quality cycling links between employment areas, National Employment Clusters and Metropolitan Service Centres.</td>
</tr>
<tr>
<td>3.4.2-6: Amend the <em>Precinct Structure Planning Guidelines</em> to better plan for children and families in new suburbs to ride bikes locally, and particularly to schools.</td>
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<tr>
<th>Initiative 4.4.3: Better connect people to local places and services</th>
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<tbody>
<tr>
<td>4.4.3-1: Complete the rollout of hourly frequencies on neighbourhood bus routes where there is sufficient demand and where buses are the most cost effective mode.</td>
</tr>
<tr>
<td>4.4.3-2: Review opportunities for more effectively integrating neighbourhood bus services with taxis and community transport services into a neighbourhood public transport service and identify the most appropriate delivery models for such integration.</td>
</tr>
<tr>
<td>4.4.3-3: Increase frequencies of local services as demand grows.</td>
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| Direction 3.5  
Improve the efficiency of freight networks while protecting urban amenity | Direction 4.5  
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<tr>
<td><strong>Initiative 3.5.1: Improve the efficiency of road freight connections</strong></td>
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</tr>
<tr>
<td>3.5.1-1: Expand managed motorways technology to other major freeways.</td>
<td>4.5.1-1: Continue widening and upgrading the M80 Ring Road, incorporating managed motorway technology to improve traffic flows.</td>
</tr>
<tr>
<td>3.5.1-2: Maintain the protection of the Outer Metropolitan Ring Road/E6 Transport Corridor reservation and its links to the proposed Western Interstate Freight Terminal.</td>
<td>4.5.1-2: Expand managed motorways technology to other major freeways.</td>
</tr>
<tr>
<td>3.5.1-3: Complete the roll-out of managed motorways across the metropolitan freeway network.</td>
<td>4.5.1-3: Maintaining protection of the Outer Metropolitan Ring Road / E6 Transport Corridor reservation and its links to the proposed Western Interstate Freight Terminal.</td>
</tr>
<tr>
<td>3.5.1-4: Progress the staged construction of key sections of the Outer Metropolitan Ring Road and the E6 Road.</td>
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</table>
### Initiative 3.5.2: Increase the volume of freight carried on rail

3.5.2-1: Encourage the commencement of port rail shuttle operations by the private sector as part of a metropolitan intermodal system.

3.5.2-2: Continue to investigate and prepare a business case for a south-east rail link to provide a dedicated rail line between Dandenong and Dyon for freight and V/Line trains, in conjunction with planning for a rail connection to the Port of Hastings.

### Initiative 3.5.3: Manage the impacts of freight movements on urban amenity

3.5.3-1: Work with local governments and industry to trial supply-chain stakeholder forums that focus on improving the efficiency of deliveries and reducing local amenity impacts—these could address issues for the central city and other significant suburban activity centres.

3.5.3-2: Support local governments and industry to develop, trial or evaluate freight operator recognition schemes, similar to those used successfully in London for both operators and receivers. The focus would be on supporting improved efficiency of deliveries while reducing amenity impacts.

3.5.3-3: Work with local governments to establish consistent arrangements for freight access to local roads, to maximise efficiency while protecting amenity.

3.5.3-4: Consistent with *Victoria: The Freight State*, investigate the applicability of specific zones and buffer protections, similar to those already in place for ports and airports, to other state-significant freight facilities and precincts.

3.5.3-5: Ensure investment in the arterial road network in metropolitan Melbourne improves the level of service for freight, to reduce pressure for the diversion of freight transport onto local roads.

### Initiative 4.5.2: Increase the volume of freight carried on rail

4.5.2-1: Encourage the initiation of port rail shuttle operations by the private sector as part of a Metropolitan Intermodal System.

4.5.2-2: Progress investigations and a business case for a south-east rail link to provide a dedicated rail line between Dandenong and Dyon for freight and V/Line trains, as part of planning for a rail connection to the Port of Hastings.

### Initiative 4.5.3: Manage the impacts of freight movements on urban amenity

4.5.3-1: Work with local governments and industry to trial supply chain stakeholder forums that focus on improved efficiency of deliveries and reducing local amenity impacts—these could address issues for the CBD and other significant suburban Activity Centres.

4.5.3-2: Support local governments and industry to develop, trial or evaluate freight operator recognition schemes, similar to those used successfully in London for both operators and receivers. The focus would be on supporting improved efficiency of deliveries whilst reducing amenity impacts.

4.5.3-3: Work with local governments to encourage development of consistent arrangements for freight access to local roads which maximise efficiency whilst balancing amenity impacts.

4.5.3-4: Consistent with *Victoria: The Freight State*, investigate applying specific zones and buffer protections, similar to those already in place for ports and airports, to other state significant freight facilities and precincts.

4.5.3-5: Ensure investment in the arterial road network in metropolitan Melbourne improves the level of service for freight, to reduce pressure for the diversion of freight transport onto local roads.

### Direction 3.6

Increase the capacity of ports, interstate rail terminals and airports and improve landslide transport access to these gateways

### Initiative 3.6.1: Ensure sufficient seaport capacity with efficient landslide access

3.6.1-1: Expand Port of Melbourne container capacity to enable it to handle up to 5.1 million containers.

3.6.1-2: Lease the Port of Melbourne operations for a medium term period.

3.6.1-3: Continue planning and development for the Port of Hastings.

### Direction 4.6

Increase the capacity and accessibility of ports, interstate rail terminals and airports

### Initiative 4.6.1: Ensure sufficient seaport capacity with efficient landslide access

4.6.1-1: Expand Port of Melbourne container capacity to enable it to handle up to 5.1 million containers, forecast to be needed in the mid-2020s, and progress Port of Hastings planning to accommodate containers by 2025.

4.6.1-2: Preserve a transport corridor for the Port of Hastings along the Western Port Highway corridor for both road and rail connections.
### Initiative 3.6.2: Plan for the Western Interstate Freight Terminal and the proposed Beveridge Interstate Freight Terminal

3.6.2-1: Assess opportunities to upgrade the Dynon Rail Freight Terminal to provide additional short-term capacity.
3.6.2-2: Assess the potential long-term role of the Beveridge precinct as an interstate freight gateway and progress the planning for land and transport corridor protection.
3.6.2-3: Gradually develop and commence operations of new interstate freight terminals in the west and north of Melbourne.

### Initiative 4.6.2: Plan for the Western Interstate Freight Terminal and the proposed Donnybrook/ Beveridge Interstate Freight Terminal

4.6.2-1: Upgrade the Dynon Rail Freight Terminal to provide additional short term capacity.
4.6.2-2: Complete a business case and funding application to the Commonwealth to investigate potential land and rail corridor options for the Western Interstate Freight Terminal.
4.6.2-3: Assess the potential long term role of the Beveridge precinct as an interstate freight gateway, and progress the planning for land and transport corridor protection.

### Initiative 3.6.3: Ensure sufficient airport capacity, with efficient landside access for passengers and freight

3.6.3-1: Update the State Planning Policy Framework to clarify the role and function of Melbourne’s airports – Melbourne, Essendon, Avalon, Moorabbin, the possible future south-east airport and Point Cook.
3.6.3-2: Update the State Planning Policy Framework to strengthen airport safeguarding, consistent with the objectives of the National Airports Safeguarding Framework.
3.6.3-3: Complete the upgrade and widening of CityLink and a critical section of the Tullamarine Freeway, which will support efficient and reliable road access for vehicles including SkyBus, taxi and hire car services.
3.6.3-4: Prepare and implement planning provisions for a transport corridor to Avalon Airport.
3.6.3-5: Prepare a structure plan linking Essendon Airport and Airport West (Essendon Technology Precinct) that identifies the opportunities for urban renewal and increased development and employment.
3.6.3-6: Investigate the opportunities for an ‘aero town’ concept to support business and hotel accommodation at one of Melbourne’s international airports, including the possible future south-east airport.

### Initiative 4.6.3: Ensure sufficient airport capacity with efficient landside access for passengers and freight

4.6.3-1: Clarify within the State Planning Policy Framework, the role and function of Melbourne’s airports – Melbourne, Essendon, Avalon, Moorabbin and the potential south-east airport.
4.6.3-2: Support the efficient on-road operation of the SkyBus service to Melbourne Airport.
4.6.3-3: Identify and protect future transport corridor options for access to Melbourne Airport, including completion of planning for a rail link.
4.6.3-4: Complete planning for the preservation of a transport corridor to Avalon Airport.
4.6.3-5: Investigate potential sites for a new airport to serve the long-term needs of south-east Melbourne and Gippsland.
4.6.3-6: Investigate the opportunities for an ‘aero town’ concept to support business and hotel accommodation at one of Melbourne’s international airports including the potential south east airport.
### TABLE 5: ENVIRONMENT, WATER, ENERGY AND WASTE (combines two chapters in PM 2014)
COMPARISON OF OBJECTIVE, DIRECTIONS, INITIATIVES AND ACTIONS

<table>
<thead>
<tr>
<th>PLAN MELBOURNE MAY 2014</th>
<th>MAC AUGUST 2013</th>
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<tbody>
<tr>
<td><strong>Direction 5.1</strong></td>
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<tr>
<td>Use the city structure to drive sustainable outcomes in managing growth</td>
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</tbody>
</table>

*Initiative 5.1.1: Accommodate the majority of new dwellings in established areas within walking distance of the public transport network*

5.1.1-1: Reform and expand the urban development program to report on the application of residential growth zones, urban renewal precincts and sites, national employment clusters. Metropolitan activity centres and activity centres within walking distance of the public transport network.

*Initiative 5.1.2: Ensure settlement planning in growth areas and peri-urban regions responds to natural hazards*

5.1.2-1: continue to apply planning provisions in growth area structure plans and settlement planning in peri-urban regions that best manage natural hazards.

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<tr>
<td><strong>Direction 5.1</strong></td>
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<tr>
<td>Reduce the consequences of extreme climate events and related environmental risks</td>
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</tbody>
</table>

*Initiative 5.1.1: Identify at risk areas and reduce their vulnerability*

5.1.1-1: Update the planning system to incorporate hazard resilience principles into the VPPs to improve integrated risk management.

5.1.1-2: Develop and implement a state-wide coastal risk management plan to identify coastal hazards and threats to assets and services on coastal crown land, prioritise risks and propose management measures for the highest risks.

5.1.1-3: Design public spaces to withstand and quickly recover from flooding, coastal inundation and other hazards while maintaining their amenity and wider urban functions.

5.1.1-4: Ensure zoning and buffers are built into planning systems for those areas prone to bushfires and flood.
### Initiative 5.1.2: Cool Melbourne by greening buildings, roads and open space, and planting urban forests

5.1.2-1: Develop urban design and infrastructure guidelines such as a ‘cooling the city’ response plan for the whole metropolitan area with the aim of ameliorating urban heat extremes and avoiding urban heat island impacts.

5.1.2-2: Update residential civic and employment precinct guidelines to include:
- standards for tree canopies;
- water management to support urban greening;
- the use of permeable pavements and building material surfaces with thermal cooling properties; and
- urban layouts that make use of natural ventilation to flush heat traps.

5.1.2-3: Work with local councils to achieve canopy trees in at least half of all streets and roads and tree canopy or ground cover vegetation in at least 40 per cent of civic spaces.

### Direction 5.2

**Protect and restore natural habitats in urban and non-urban areas**

**Initiative 5.2.1: Increase the protection and restoration of biodiversity areas**

5.2.1-1: Undertake an evidence-based review of the biodiversity conservation strategy in Melbourne’s growth corridors.

5.2.1-2: Establish a 15,000 hectare western grasslands reserve extending from Mt Cotterell, south-east of Melton to the area north of Little River.

5.2.1-3: Create urban conservation reserves in the growth corridors including 3,000 hectares of land along major waterways.

5.2.1-4: Establish a large grassy eucalypt woodland reserve south-west of Whittlesea outside Melbourne’s metropolitan urban boundary.

**Initiative 5.2.2: Protect the values of our waterways**

5.2.2-1: Prepare and implement new stormwater requirements to ensure that stormwater in new developments is managed in a cost-effective manner that protects the health and amenity of downstream waterways and our bays.

5.2.2-2: Develop new stormwater requirements to ensure that in new developments stormwater is managed in a cost-effective manner that protects the health and amenity of
downstream waterways and our bays.

| Initiative 5.2.3: Protect the coastlines and waters of Port Phillip Bay and Western Port |
| 5.2.3-1 Investigate ways that the Victoria planning provisions can ensure appropriate protection for the coast and waters of Melbourne’s bays. |

| Initiative 5.2.3: Protect the coastlines and waters of Port Phillip and Western Port |
| 5.2.3-1 Update the Victoria Planning Provisions to be consistent with the soon-to-be-released Victorian Coastal Strategy 2013–18. |
| 5.2.3-2 Develop planning measures to safeguard the health of Westernport and its surrounds from the potential impact of development on environmental values. |

| Direction 5.3 |
| Enhance food production capability of Melbourne and its non-urban areas |

| Initiative 5.3.1: Protect high-quality agricultural land in and around Melbourne for food production |
| 5.3.1-1: Investigate a high-value agricultural food overlay for particular use in protecting high-value agricultural land. |
| 5.3.1-2: Prepare and implement planning provisions to better identify, protect and manage strategically significant agricultural land. These provisions should acknowledge different land-management requirements and food-production methods. |
| 5.3.1-3: Ensure localised planning statements for Mornington Peninsula, Bellarine Peninsula, Macedon Ranges and The Yarra Valley acknowledge areas that are important for food production. |

| Initiative 5.3.1: Protect our high-quality agricultural land in Melbourne’s green wedges and peri-urban areas for food production |
| 5.3.1-1: Identify, assess and protect under local planning schemes, using the agricultural overlay, the long-term value and environmental sensitivity of high-quality land for food production in Melbourne’s non-urban areas. |
| 5.3.1-2: Ensure local planning policy statements protect and support areas such as the Mornington Peninsula, Bellarine Peninsula, Macedon Ranges and the Yarra Ranges for food production and investigate the need for additional statements to protect resource values elsewhere within Melbourne’s green wedges and peri-urban area. |
| 5.3.1-3: Explore innovative planning measures to protect farming areas which are important to regional economic productivity and tourism, and facilitate the sustainable intensification and long-term viability of agricultural production. |
| 5.3.1-4: Review planning provision to enable agricultural activities such as livestock, meat processing and similar industries to be located in the peri-urban areas close to Melbourne. |

| Direction 5.4 |
| Improve noise and air quality to improve human and environmental health |

<p>| Direction 5.4 |
| Improve noise and air quality to improve human and environmental health |</p>
<table>
<thead>
<tr>
<th>Initiative 5.4.1: Integrate noise and air quality guidelines into land-use and transport planning provisions</th>
<th>Initiative 5.4.1: Integrate noise and air quality guidelines into land use and transport planning provisions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>5.4.1-1:</strong> Review and update relevant guidelines to inform the location of and separation distances for sensitive uses, and provide planning, building and urban design advice about how air emissions and noise exposure can be reduced.</td>
<td><strong>5.4.1-1:</strong> Develop land use planning guidelines to inform the location of sensitive uses, and provide building and urban design advice about how air emissions and noise exposure can be reduced. <strong>5.4.1-2:</strong> Strengthen mechanisms (such as clearer standards and guidance) to protect separation, buffer and interface distances for existing facilities and uses which create noise and air quality issues.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Direction 5.5 Integrate whole-of-water-cycle management to deliver sustainable and resilient urban development</th>
<th>Direction 6.1 Integrate water cycle management to deliver sustainable and resilient urban development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initiative 5.5.1: Prepare and implement whole-of-water-cycle management plans in Melbourne’s sub regions</td>
<td>Initiative 6.1.1: Develop and implement Integrated Water Cycle Management plans in each of Melbourne’s subregions</td>
</tr>
<tr>
<td><strong>5.5.1-1:</strong> Update planning provisions to recognise the strategic intent of Melbourne’s Water Future.</td>
<td><strong>6.1.1-1:</strong> Amend the Victoria Planning Provisions to reflect the strategic intent of Melbourne’s Water Future. <strong>6.1.1-2:</strong> Implement the three levels of planning for integrated water cycle management initially with five local demonstration plans. <strong>6.1.1-3:</strong> Require all buildings of greater than 3000 m2 of gross floor area to have water retention and recycle systems.</td>
</tr>
<tr>
<td><strong>5.5.1-2:</strong> Deliver five demonstration local water-cycle plans, to inform the rollout of additional plans in subsequent years.</td>
<td></td>
</tr>
<tr>
<td><strong>5.5.1-3:</strong> Examine the costs and benefits of implementing new building controls to improve the water performance of new buildings.</td>
<td></td>
</tr>
<tr>
<td><strong>5.5.1-4:</strong> Encourage the use of whole-of-water-cycle management approaches in Melbourne’s urban renewal precincts.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Direction 5.6 Protect our significant water and sewerage assets</th>
<th>Direction 6.2 Protect our significant water and sewerage assets</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initiative 5.6.1: Protect our water and sewerage assets</td>
<td>Initiative 6.2.1: Protect our water and sewerage assets</td>
</tr>
<tr>
<td><strong>5.6.1-1:</strong> Work with water authorities to determine land-area and buffer requirements for significant water and sewerage infrastructure and review planning provisions to ensure the ongoing protection of public health and safety.</td>
<td><strong>6.2.1-1:</strong> Work with water authorities to review land area and buffer requirements of significant water and sewerage infrastructure to ensure the ongoing protection of public health and safety. <strong>6.2.1-2:</strong> Work with Melbourne Water and Councils in identifying stressed waterways in the metropolitan area. Wherever possible this will be done as part of preparation of subregional and local/precinct Integrated Water Cycle Management plans; and <strong>6.2.1-3:</strong> Require our water authorities to update urban stormwater management requirements for new development to encourage local detention and infiltration</td>
</tr>
<tr>
<td><strong>Direction 5.7</strong></td>
<td><strong>Direction 6.3</strong></td>
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<tr>
<td>------------------</td>
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</tr>
<tr>
<td><strong>Reduce energy consumption and transition to clean energy</strong></td>
<td><strong>Reduce energy consumption and transition to clean energy</strong></td>
</tr>
</tbody>
</table>

**Initiative 5.6.2: Protect our open space waterway corridors from inappropriate development**

5.6.2-1: In partnership with local governments and stakeholders, prepare and implement planning provisions for major metropolitan waterway corridors, consistent with the approaches adopted for the Yarra and Maribyrnong rivers.

**Initiative 6.2.2: Protect our open space waterway corridors from inappropriate development**

6.2.2-1: Prepare and implement appropriate planning provisions for all remaining major waterway corridors within the metropolitan region.

**Direction 5.7**

<table>
<thead>
<tr>
<th><strong>Direction 6.3</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Reduce energy consumption and transition to clean energy</strong></td>
</tr>
</tbody>
</table>

**Initiative 6.3.1: Enable more widespread deployment of co-generation and tri-generation plants**

6.3.1-1: Develop a whole-of-government policy framework for the deployment and operation of co-generation and tri-generation plants in commercial and residential areas, and regional planning policies to facilitate the delivery of clean energy projects.

6.3.1-2: As part of the new whole-of-government policy framework, investigate opportunities for local generation of electricity in growth areas and strategic sites around the city.

6.3.1-3: Prepare template commercial agreements for shared use of co-generation and tri-generation facilities to relieve developers and their customers of the high costs that can be incurred in obtaining commercial and legal advice associated with creating and participating in shared facilities.

**Initiative 6.3.2: Encourage alternative clean energy technologies**

6.3.2-1: Investigate as part of a comprehensive assessment of the economic and investment opportunities available in Melbourne’s peri-urban area the potential for clean energy enterprises and, where appropriate, work with Councils to identify areas where such activities could be encouraged to locate.

6.3.2-2: Prepare a planning policy which recognises the role of clean energy technologies in transitioning Melbourne to become a low carbon city and encourages greater use of solar energy in all new development; and

6.3.2-3: As the price of solar power decreases, identify opportunities for the installation of commercially viable solar photo-voltaics along freeways to support lighting, Intelligent Transport Systems and signage for users of these roads as well as opportunities to feed this energy back into the metropolitan grid.
### Initiative 6.3.3: Reduce energy use in buildings and encourage precinct based energy initiatives

6.3.3-1: Adopt mandatory regulations for best-practice energy rating and design standards on all new building classes and types.

6.3.3-2: Investigate opportunities and constraints for precinct scale use of renewable resources and develop a long term transition plan for improving energy efficiency of all existing buildings, both at the individual building and precinct levels.

6.3.3-3: Advocate through national forums higher building energy standards that are consistent with broader energy efficiency policy.

### Initiative 5.7.1: Support local governments and the private sector in their efforts to promote energy efficiency

5.7.1-1: Review recently undertaken precinct scale distributed generation projects to identify key barriers to their development.

5.7.1-2: Amend the local government act 1989 so that local governments can use environment upgrade agreements as has occurred with the city of Melbourne act 2001.

5.7.1-3: Investigate ways to facilitate the private sector to voluntarily undertake energy-efficient building upgrades.

### Initiative 6.3.4: Support local governments in their efforts to promote energy efficiency

6.3.4-1: Amend the Local Government Act 1989 so that local governments can use environment upgrade agreements, as has occurred with the City of Melbourne Act 2001.

### Initiative 5.8.1: Separate waste management and resource recovery facilities from urban encroachment and assess opportunities for new waste facilities

### Direction 5.8
Plan for better waste management and resource recovery

### Direction 6.4
Reduce waste and get value from waste

### Initiative 6.4.1: Facilitate the development of a container refund program

6.4.1-1: Work with the Commonwealth Government to support the introduction of a national container refund scheme.

6.4.1-2: Investigate the potential for a state-based scheme to reduce litter and improve resource recovery.

### Initiative 6.4.2: Protect waste management and resource recovery facilities from urban encroachment and assess opportunities for new waste facilities

### Initiative 5.8.1: Separate waste management and resource recovery facilities from urban encroachment and assess opportunities for new waste facilities
5.8.1-1: Determine the capacity of existing landfill and waste management sites, and identify potential new locations for additional facilities, if required.

5.8.1-2: Prepare and implement planning provisions to clarify separation distances for all landfill and resource recovery sites listed in the municipal solid waste infrastructure schedule and the metropolitan landfill schedule of the Metropolitan Waste and Resource Recovery Strategic Plan under the Environment Protection Act 1970.

5.8.1-3: Prepare and implement planning provisions to support co-location of allied and non-sensitive industries on or near waste and energy precincts.

5.8.1-4: Encourage co-location of new resource recovery infrastructure with complementary infrastructure (such as wastewater treatment and other industrial activities). High-priority areas for immediate action include organics processing to service the south-east metropolitan area.

5.8.1-5: Ensure precinct structure plans provide for waste and resource recovery infrastructure identified in the Metropolitan Waste and Resource Recovery Strategic Plan.

5.8.1-6: Encourage best practice establishment and operation of resource recovery centres and transfer stations. High priority areas include the south-east metropolitan area and the growth areas.

6.4.2-1: Determine the capacity of existing landfill sites and identify sites for additional facilities, if required.

6.4.2-2: Strengthen planning controls and guidance to protect separation distances for all landfill and resource recovery sites listed in the Municipal Solid Waste Infrastructure Schedule and the Metropolitan Landfill Schedule of the Metropolitan Waste and Resource Recovery Strategic Plan, under the Environment Protection Act 1970.

6.4.2-3: Develop land use planning measures to support collocation of allied and non-sensitive industries on or near waste and energy precincts.

6.4.2-4: Establish our city’s long-term needs for waste management sites; work in consultation with local governments and key stakeholders to identify areas where these sites may be located; and, through planning, secure adequate sites for these purposes by rezoning land in planning schemes.

6.4.2-5: Encourage co-location of new resource recovery infrastructure with complementary infrastructure (such as wastewater treatment and other industrial activities). High-priority areas for immediate action include organics processing to service the south-east metropolitan area.

<table>
<thead>
<tr>
<th>Initiative 5.8.2: Develop new waste systems to meet the logistical challenges of medium- and higher-density developments</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.8.2-1: Ensure the new ‘good planning guide’ better defines the need for, and provision of, waste infrastructure for all multi-unit residential developments.</td>
</tr>
<tr>
<td>5.8.2-2: Review and streamline regulations and planning provisions for waste and recycling storage and collection in apartment buildings.</td>
</tr>
<tr>
<td>5.8.2-3: Investigate and encourage precinct-wide innovations in waste management and recycling.</td>
</tr>
</tbody>
</table>

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<tr>
<th>Initiative 6.4.3: Develop new waste systems to meet the logistical challenges of medium and higher density developments</th>
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</thead>
<tbody>
<tr>
<td>6.4.3-1: Make changes to the VPP to better define the need and provision of waste infrastructure for all multi-unit residential developments.</td>
</tr>
<tr>
<td>6.4.3-2: Review and streamline planning standards for waste and recycling storage and collection in apartment buildings.</td>
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<td>6.4.3-3: Investigate and encourage precinct-wide innovations in waste management and recycling.</td>
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</tbody>
</table>

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<thead>
<tr>
<th>Initiative 6.4.4: Maximise the economic recovery of waste</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.4.4-1: Investigate opportunities with local councils, Melbourne Water and key stakeholders to recycle more treated wastewater and feed it back into the food production activities within and around our metropolitan urban boundary as part of a food production policy for our city and its hinterland.</td>
</tr>
</tbody>
</table>
### TABLE 6: PLACE AND IDENTITY
**COMPARISON OF OBJECTIVE, DIRECTIONS, INITIATIVES AND ACTIONS**

<table>
<thead>
<tr>
<th>PLAN MELBOURNE 2014</th>
<th>MAC AUGUST 2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective</td>
<td>Created quality urban environments across Melbourne that support our city’s social, cultural and economic activity and build on Melbourne’s legacy of distinctiveness and liveability.</td>
</tr>
</tbody>
</table>

**Direction 4.6**
Create more great public places throughout Melbourne

**Direction 7.1**
Create more great places throughout Melbourne

**Initiative 4.6.1: Prepare a distinctive Melbourne policy**

4.6.1-1: Update the State Planning Policy Framework to include explicit policy on Melbourne’s distinctiveness

**Initiative 7.1.1: Prepare a Distinctive Melbourne Policy**

7.1.1-1: Include a ‘Distinctive Melbourne’ policy in the State Planning Policy Framework

**Initiative 4.6.2: Develop Melbourne’s network of boulevards**

4.6.2-1: Work with VicRoads and local governments to prepare a long-term metropolitan boulevard strategy and implementation plan that identifies possible new boulevards.

4.6.2-2: Investigate boulevard treatments for Nepean Highway, Frankston; Maroondah Highway, Ringwood (as part of the Ringwood Station and Interchange Upgrade); and Plenty Road, Bundoora.

4.6.2-3: Transform Sneydes Road, East Werribee into a boulevard as part of the delivery of the emerging East Werribee Employment Cluster.

4.6.2-4: Improve the amenity of Alexandra Parade following completion of East West Link.

4.6.2-5: Investigate boulevard treatments for Plummer Street, Fishermans Bend Urban Renewal Area and Dynon Road, West Melbourne, as part of urban renewal projects.

4.6.2-6: Establish a pipeline of future boulevards.

**Initiative 7.1.2: Integrate place-making practices into the SmartRoads program**

7.1.2-1: Include Smart Road principles in the State Planning Policy Framework.

**Initiative 7.1.3: Extend Melbourne’s network of boulevards**

7.1.3-1: Prepare with VicRoads and local government a long-term metropolitan boulevard corridor strategy and implementation plan.

7.1.3-2: Investigate boulevard treatments for Nepean Highway, Frankston; Maroondah Highway, Ringwood; and Plenty Road, Bundoora.

7.1.3-3: Implement boulevard treatments on Sneydes Road in East Werribee.

7.1.3-4: Use the development of East West Link Stage 1 to transform Alexandra Parade into an inner city boulevard. Investigate boulevard treatments for Plummer Street Fishermans Bend and Dynon Road West Melbourne.
### Direction 7.2
Build on Melbourne’s cultural leadership and sporting legacy

#### Initiative 4.6.3: Fund subregional cultural and sporting facilities

4.6.3-1: Provide guidance and update regulations, where appropriate, for the use of open spaces, streets and parks for a range of community and cultural events.

4.6.3-2: Examine ways to simplify planning requirements for new cultural and arts events and facilities, including small start-ups.

#### Initiative 7.2.1: Build on our civic legacy of great places

7.2.1-1: Allow for a contribution toward the cost of subregional cultural and sporting facilities, as part of the new standard development contributions levy to be introduced in urban renewal precincts and growth areas.

7.2.1-2: Promote Melbourne’s international image as an events capital by continuing to invest in infrastructure and public space improvements that support the precinct encompassing Melbourne Park, Olympic Park and the MCG; the Southbank Arts Precinct, South Wharf convention and exhibition cluster; Docklands stadium; and the Melbourne Sports and Aquatic Centre at Albert Park.

7.2.1-3: Advance the planning for delivery of significant city-shaping and image-making projects potentially, including Flinders Street station redevelopment, Melbourne Planning and Design Centre, Aboriginal Art Gallery (NGV) and/or a National Aboriginal Cultural Heritage Centre.

### Initiative 7.2.2: Support cultural events and programs

7.2.2-1: Provide guidance and streamline regulations, where appropriate, for the use of open spaces, streets and parks for a range of community and cultural events which will add to the richness of Melbourne's cultural and creative experience, particularly those which celebrate the city’s multicultural character.

7.2.2-2: Provide guidance on how to extend the Creative Spaces program (City of Melbourne) and Street Art programs to key centres in the metropolitan area.

### Direction 4.7
Respect our heritage as we build for the future

#### Initiative 4.7.1: Value heritage when managing growth and change

4.7.1-1: Work with local governments to enhance and improve heritage planning and assessment, including closer engagement with affected landowners.

4.7.1-2: Review and modernise the Victorian Heritage Act 1995 with a stronger focus on proactive heritage identification and preservation.

### Direction 7.3
Respect our heritage as we build for the future

#### Initiative 7.3.1: Value heritage when managing growth and change

7.3.1-1: Establish a new funding program of $6 million over four years to enhance and accelerate local government heritage planning and assessment.

7.3.1-2: Implement changes to the heritage provisions in Planning Schemes consistent with the Review of Heritage Provisions in Planning Schemes Advisory Committee Report, to improve the identification and streamline administration of heritage controls at the local level. Include a succinct history of Melbourne as a reference document in the State Planning Policy Framework.

7.3.1-3: Establish a single online portal for public access to heritage information.
<table>
<thead>
<tr>
<th>Initiative 4.7.2: Respect and protect our city’s aboriginal heritage</th>
<th>Initiative 7.3.2: Respect and protect our city’s Indigenous heritage</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.7.2-1: Continue an ongoing program of country mapping to improve understanding and recognition of Aboriginal cultural heritage values in metropolitan planning processes.</td>
<td>7.3.2-1: Resource a program of Country Mapping to improve understanding and recognition of Aboriginal cultural heritage values in metropolitan planning processes.</td>
</tr>
<tr>
<td>4.7.2-2: Update the State Planning Policy Framework to link to Aboriginal country mapping.</td>
<td>7.3.2-2: Link the country mapping processes to the State Planning Policy Framework.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Initiative 4.7.3: Create incentives for heritage conservation</th>
<th>Initiative 7.3.3: Stimulate economic growth through heritage conservation</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.7.3-1: Investigate the potential of transferable development rights for significant heritage conservation and development projects, including by examining the experience of other jurisdictions with this approach.</td>
<td>7.3.3-1: Stimulate heritage conservation activity through the utilisation and promotion of existing land tax and rate-remission mechanisms.</td>
</tr>
<tr>
<td>7.3.3-2: Assess the potential of transferable development rights for significant heritage conservation and development projects.</td>
<td>7.3.3-3: Continue existing funding programs which support the conservation of heritage places.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Direction 4.8 Achieve and promote design excellence</th>
<th>Direction 7.4 Achieve and promote urban design excellence</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initiative 4.8.1: Promote urban design excellence</td>
<td>Initiative 7.4.1: Promote urban design excellence</td>
</tr>
<tr>
<td>4.8.1-1: Expand the Victorian Design Review Panel process to include, where appropriate, voluntary, fee-for-service reviews of:</td>
<td>7.4.1-1: Partner with local government to fund a three-year pilot urban design advisory service (modelled on the successful heritage advisory service) on a matched funding basis.</td>
</tr>
<tr>
<td>• significant state-government and state-funded projects</td>
<td>7.4.1-2: Provide guidance about changes to permits through secondary consents to ensure that the originally intended design quality and appearance of approved developments are realised.</td>
</tr>
<tr>
<td>• significant projects affecting places on the Victorian Heritage Register</td>
<td>7.4.1-3: Require urban design expertise and high quality design as key performance indicators in procurement procedures for all state projects, including a design quality assessment as part of funding milestones.</td>
</tr>
<tr>
<td>• significant projects referred by local government.</td>
<td>7.4.1-4: Continue to incorporate art in new public projects and encourage its inclusion in other projects.</td>
</tr>
<tr>
<td>7.4.1-5: Resource and require the Victorian Design Review Panel program to provide reviews of:</td>
<td>7.4.1-5: Resource and require the Victorian Design Review Panel program to provide reviews of:</td>
</tr>
<tr>
<td>Initiative 4.8.2: Improve access to information and technology to support planning processes</td>
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<tr>
<td>4.8.2-1: Investigate extending the government’s existing three-dimensional modelling to encompass the Central Subregion and other key precincts (such as national employment clusters and/or metropolitan activity centres) and invest in cross-government access to the model as a tool for visual assessment and planning of the city’s future development.</td>
<td></td>
</tr>
<tr>
<td>4.8.2-2: Investigate the costs, benefits and opportunities of establishing a publicly accessible Melbourne Planning and Design Centre to display a three-dimensional model and provide information about urban design and development issues.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Initiative 4.5.1: Develop a new metropolitan open space strategy</th>
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<tbody>
<tr>
<td>4.5.1-1: Prepare a metropolitan open space strategy. The strategy will include measures to improve the provision and protection of open space, and determine the need for new open space in areas that are expected to grow substantially; and will update regulations outlining the role of all levels of government.</td>
</tr>
<tr>
<td>4.5.1-2: Publish information about open space to help guide planning, building on the Victorian Environmental Assessment Council’s open space database.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Initiative 7.4.2: Improve access to information and technology to support planning processes</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.4.2-1: Extend the State government's existing 3-D digital model to encompass the whole of the metropolitan area, and invest in cross-government access to the model as a tool for visual assessment and planning of the city’s future development.</td>
</tr>
</tbody>
</table>

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<thead>
<tr>
<th>Initiative 7.4.3: Build on our passion for knowledge and debate about urban issues</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.4.3-1: Consider establishing a publicly accessible Melbourne Planning and Design Centre that will:</td>
</tr>
<tr>
<td>- display a3-D model of metropolitan Melbourne</td>
</tr>
<tr>
<td>- offer a repository of planning information and research</td>
</tr>
<tr>
<td>- hold public events and programs to discuss and disseminate information about urban design and development issues</td>
</tr>
<tr>
<td>- encourage and inspire public interest in the possibilities of our future city by providing case studies of innovative responses to urban challenges, including ‘density done well’, urban renewal and adaptive re-use of heritage buildings.</td>
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</table>

**Direction 7.5**
**Make our city greener**

<table>
<thead>
<tr>
<th>Initiative 7.5.1: Develop a metropolitan open space strategy</th>
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<tbody>
<tr>
<td>7.5.1-1: Prepare and coordinate the delivery of a metropolitan open space strategy, which will include measures to improve funding and protection of open space, identify the need for new open space in areas that are expected to grow substantially, and update regulations outlining the role of all levels of government.</td>
</tr>
<tr>
<td>7.5.1-2: Improve access to information about open space to guide planning, building on the Victorian Environmental Assessment Council’s open space database.</td>
</tr>
</tbody>
</table>
### Initiative 4.5.3: Extend the landscape and vegetation cover of metropolitan Melbourne

- **4.5.3-1:** Address impediments to planting canopy trees along roads, including identifying priority roads (such as boulevards) where removing overhead power lines can be considered.
- **4.5.3-2:** Investigate extending City West Water’s Greening the West initiative to other subregions of Melbourne.
- **4.5.3-3:** Encourage local governments to undertake community tree-planting programs by building on the success of the 2 Million Trees Project beyond 2014.

### Initiative 4.2.4: Protect waterways from inappropriate development

- **4.2.4-1:** In partnership with local governments, stakeholders and water authorities prepare and implement planning provisions for height controls for medium- and high-density development (or inappropriate uses and development) in sensitive locations around Port Phillip Bay.
- **4.2.4-2:** In partnership with local governments, stakeholders and water authorities, work toward the protection of Melbourne’s waterways from inappropriate development through the use of mandatory controls similar to those in place for the Yarra and Maribyrnong rivers.

### Initiative 7.5.2: Extend Melbourne’s landscape and vegetation cover

- **7.5.2-1:** Address impediments to planting canopy trees along roads.
- **7.5.2-2:** Review planning provisions for residential setbacks, site coverage and permeability to protect and create spaces where canopy trees can thrive.
- **7.5.2-3:** Plan for delivery of a dry-climate horticultural research garden in the western region that will showcase landscape suited to the region’s soil and climatic conditions.
- **7.5.2-4:** Partner with relevant agencies and stakeholders to extend the City West Water ‘Greening the West’ initiative to other subregions of Melbourne.
- **7.5.2-5:** Support community engagement, information and advisory services to promote the benefits of the neighbourhood greening and urban forests.
- **7.5.2-6:** Support local government to undertake community tree planting programs by building upon the success of the ‘2 Million Trees’ project beyond 2014.
- **7.5.2-7:** Require new arterial road and freeway reservations to include adequate land allocation for tree planting or other significant landscaping.

### Initiative 7.5.3: Manage the interface between development and the waterways

- **7.5.3-1:** In consultation with local government, investigate potential planning protection for key waterway corridors such as the Yarra River between Heidelberg and Warrandyte and the Maribyrnong River, as well as major parks and other places of high environmental value.
- **7.5.3-2:** Where warranted, seek to amend the relevant local planning schemes to provide adequate protection for these natural and physical assets.

### Initiative 7.5.4: Create a green interface to the Melbourne Metropolitan Urban Boundary

- **7.5.4-1:** Prepare planning and design guidelines for development adjoining and within the Melbourne Metropolitan Urban Boundary to improve interface conditions and minimize adverse impacts.

### Initiative 4.2.3: Protect unique precincts

- **4.2.3-1:** Implement planning provisions for mandatory height controls in and around appropriate central city locations such as the Bourke Hill precinct and East Melbourne.
- **4.2.3-2:** Implement planning provisions that allow for the Strategic redevelopment of the Queen Victoria Market and
immediate surrounding area that provides for a low scale market that fits within a back drop to the south and south east of higher density development, with appropriate building spacing, commercial and employment opportunities, community infrastructure and community facilities.
### TABLE 7: A STATE OF CITIES

**COMPARISON OF OBJECTIVE, DIRECTIONS, INITIATIVES AND ACTIONS**

<table>
<thead>
<tr>
<th>PLAN MELBOURNE MAY 2014</th>
<th>MAC AUGUST 2013</th>
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</thead>
<tbody>
<tr>
<td><strong>Objective</strong></td>
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<tr>
<td>Maximise the growth potential of Victoria by developing a state of cities which delivers choice, opportunity and global competitiveness</td>
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</tr>
<tr>
<td><strong>Direction 6.1</strong></td>
<td>This Direction and the associated initiative below appear in the Housing Choice and Affordability chapter</td>
</tr>
<tr>
<td>Deliver a permanent boundary around Melbourne</td>
<td>Initiative 6.1.1: Confirm the mechanism and lock in a permanent boundary</td>
</tr>
<tr>
<td><strong>Initiative 6.1.1:</strong> Confirm the mechanism and lock in a permanent boundary</td>
<td>Initiative 2.1.1: Deliver a permanent urban boundary around Melbourne</td>
</tr>
<tr>
<td>6.1.1.-1: Confirm a mechanism to lock in a permanent settlement boundary around Melbourne’s built-up metropolitan area.</td>
<td>2.2.1.-: Establish a permanent metropolitan urban boundary to replace the Urban Growth Boundary with regard to:</td>
</tr>
<tr>
<td>6.1.1.-2: Establish a permanent metropolitan urban boundary to replace the Urban Growth Boundary, having regard to:</td>
<td>• input from local councils; and</td>
</tr>
<tr>
<td>• input from local governments</td>
<td>• the report of the Logical Inclusions Advisory Committee of November 2011</td>
</tr>
<tr>
<td>• the report of the Logical Inclusions Advisory Committee of November 2011</td>
<td>• Melbourne’s natural values and topographical features</td>
</tr>
<tr>
<td>• boundaries formed by major infrastructure.</td>
<td>• boundaries formed by major infrastructure.</td>
</tr>
<tr>
<td><strong>Direction 6.2</strong></td>
<td><strong>Direction 8.1</strong></td>
</tr>
<tr>
<td>Rebalance Victoria’s population growth from Melbourne to rural and regional Victoria over the life of the strategy</td>
<td>Re-balance Victoria’s population growth</td>
</tr>
<tr>
<td><strong>Initiative 6.2.2:</strong> Review regional city growth opportunities</td>
<td><strong>Initiative 8.1.1:</strong> Strengthen regional city growth opportunities</td>
</tr>
<tr>
<td>6.2.2.-1: Work with the Department of State Development, Business and Innovation and local governments to facilitate development of potential state and regionally significant employment precincts in regional cities.</td>
<td>8.1.1.-1: Identify potential state and regionally significant employment precincts in the regional cities.</td>
</tr>
<tr>
<td>6.2.2.-2: Support increased business and residential densities as well as social, civic and cultural facilities in regional city CBDs to strengthen them economically and socially.</td>
<td>8.1.1.-2: Strengthen the economic, social and amenity roles of the Regional City CBD’s by encouraging increased business and residential densities as well as social, civic, and cultural facilities in these locations.</td>
</tr>
<tr>
<td>6.2.2.-3: Work with the Department of State Development, Business and Innovation to identify a pipeline of renewal and infill opportunities in regional cities and centres that optimise infrastructure investment and the use of surplus government land.</td>
<td>8.1.1.-3: Identify a pipeline of renewal and infill opportunities in regional cities and centres that optimise infrastructure investment and surplus government land.</td>
</tr>
<tr>
<td><strong>Initiative 8.1.1:</strong> Strengthen regional city growth opportunities</td>
<td>8.1.1.-4: Assist in implementing the Directions of the Strategy, and Regional Growth Plans.</td>
</tr>
</tbody>
</table>
## Initiative 6.2.1: Better manage Melbourne’s peri-urban regions, including designating towns for growth

6.2.1-1: Support local governments to prepare and implement policy statements for the peri-urban region and their potential growth centres and small towns.

6.2.1-2: In partnership with local governments, develop peri-urban town plans to increase the supply of land for housing and attract population growth out of Melbourne. Potential towns include Ballan, Bacchus Marsh, Kilmore, Broadford, Warragul-Drouin and Wonthaggi.

6.2.1-3: Determine whether any areas (such as parts of the Mornington Peninsula) should no longer be considered to be part of metropolitan Melbourne.

## Initiative 8.1.2: Better manage Melbourne’s peri-urban region, including designating towns for growth

8.1.2-1: The independent planning authority with local councils will prepare a single peri-urban area planning statement which will:

- Define land areas within the peri-urban area which are strategically important to the metropolitan area, and the State, including areas suitable for future housing growth;
- Coordinate planning across the peri-urban area, and between local governments;
- Provide guidance to relevant planning and other authorities for preparing planning scheme amendments and making land use planning decisions, particularly where there are competing land uses; and
- Safeguard the interests of the State in the development and conservation of local resources.

## Initiative 6.2.3: Update our long term population projections for rural and regional Victoria and assess implications for regional growth plans

6.2.3-1: Prepare updated *Victoria in Future* population and housing projections.

6.2.3-2: Work with the Department of State Development, Business and Innovation to prepare a number of population and housing scenarios for rural and regional Victoria which reflect the impacts of the spatial policy initiatives in the regional growth plans and Plan Melbourne.

## Initiative 6.2.4: Protect and enhance valued attributes of identified distinctive areas

6.2.4-1: Work with local governments to finalise localised planning statements for the Bellarine Peninsula, Macedon Ranges, Mornington Peninsula and Yarra Valley.

## Initiative 8.1.2: Better manage Melbourne’s peri-urban region, including designating towns for growth

8.1.2-1: The independent planning authority with local councils will prepare a single peri-urban area planning statement which will:

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6.2.4-1: Work with local governments to finalise localised planning statements for the Bellarine Peninsula, Macedon Ranges, Mornington Peninsula and Yarra Valley.

## Initiative 6.3.1: Bring together planning strategies for metropolitan Melbourne and regional Victoria

6.3.1-1: Establish a consistent monitoring framework and data sources for implementing Plan Melbourne and regional growth plans to aid integrated decision making and performance comparisons.

6.3.1-2: Support regional local governments experiencing growth pressures to update their municipal strategic statements to take account of directions in Plan Melbourne and regional growth plans.

## Initiative 8.2.1: Bring together planning strategies for metropolitan Melbourne and regional Victoria

8.2.1-1: Develop a consistent monitoring framework and data sources for implementing the Strategy and Regional Growth Plans, to aid integrated decision-making and performance comparisons.

8.2.1-2: Provide technical support to regional local governments experiencing growth pressures to review their municipal strategic statements, to take account of Directions in the Strategy and Regional Growth Plans.

8.2.1-3: Designate Geelong as Victoria’s second city and prioritise game changing land use strategies such as those for Avalon Airport, the Port of Geelong, improved arterial road connections and high quality health, tertiary education and research infrastructure that positions the G21 region for accelerated growth and as a centre of employment and higher order service provision.
**Direction 6.4**  Improve connections between cities

**Initiative 6.4.1: Improve transport connections between Melbourne and regional cities**

6.4.1-1: Continue to deliver road and rail upgrades between Melbourne, the peri-urban regions and regional cities.

**Initiative 6.4.2: Strengthen transport links on national networks for the movement of goods between regional cities, Melbourne, interstate and internationally**

6.4.2-1: Complete upgrades to the national network connecting key regional centres to export gateways, including Princes Highway West, Calder Freeway, Western Highway and Princes Highway East.

6.4.2-2: Identify the long-term economic freight and logistics opportunities related to Avalon Airport in the area between Geelong and Werribee.

6.4.2-3: Continue to strengthen regional freight networks consistent with industry drivers and supply-chain trends identified in Victoria – The Freight State and the 19 regional transport plans and studies.

6.4.2-4: Commence the Murray Basin Rail Project with upgrades on the Mildura to Maryborough and the Murtoa to Hopetoun rail lines, and standardisation between Mildura and Geelong.

6.4.2-5: Work with the Commonwealth to commence delivery of projects on the national network.

6.4.2-6: Work with the Commonwealth, Australian Rail Track Corporation, other jurisdictions and industry to develop the proposal for the transcontinental link from Mildura.

**Direction 8.3**  Improve connections between cities

**Initiative 8.3.1: Improve transport connections between Melbourne and regional cities**

8.3.1-1: Consistent with Regional Growth Plans, identify and map the regional city growth corridors connecting to Melbourne.

8.3.1-2: Continue to provide road and rail upgrades between Melbourne, the peri-urban area, and regional cities.

**Initiative 8.3.2: Strengthen transport links on national networks for the movement of goods between regional cities, Melbourne, interstate and internationally**

8.3.2-1: Protect the long-term economic freight and logistics opportunities for the Avalon area between Geelong and Werribee.

8.3.2-2: Develop long-term plans for freight and logistics infrastructure along key corridors linking Melbourne and regional Victoria (such as the Hume Highway, between Geelong and the South Australia border, the Western and Midland highways, and in Gippsland).
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<tr>
<th>TABLE 8: IMPLEMENTATION: DELIVERING BETTER GOVERNANCE</th>
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<tr>
<td><strong>COMPARISON OF OBJECTIVE, DIRECTIONS, INITIATIVES AND ACTIONS</strong></td>
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<tr>
<td><strong>PLAN MELBOURNE MAY 2014</strong></td>
<td><strong>MAC AUGUST 2013</strong></td>
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<tr>
<td><strong>Objective</strong></td>
<td><strong>Objective</strong></td>
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<tr>
<td>Achieve clear results and deliver outcomes through better governance, planning, regulation and funding mechanisms</td>
<td>Realise our strategy by implementing its directions and initiatives through new planning governance arrangements, planning reforms and adequate funding</td>
</tr>
<tr>
<td><strong>Direction 7.1</strong></td>
<td><strong>Direction 9.1</strong></td>
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<tr>
<td>Drive delivery and facilitate action</td>
<td>Driving delivery and facilitating action</td>
</tr>
<tr>
<td><strong>Initiative 7.1.1: Support the ongoing operation of the new metropolitan planning authority</strong></td>
<td><strong>Initiative 9.1.1: Establish an independent planning authority</strong></td>
</tr>
<tr>
<td>7.1.1-1: Ensure the Metropolitan Planning Authority has the appropriate decision-making powers to deliver on Plan Melbourne’s initiatives, particularly for state-significant precincts. The authority’s activities will include:</td>
<td>9.1.1-1: Establish an independent planning authority to commence operation prior to the release of the Strategy.</td>
</tr>
<tr>
<td>• planning the urban structure of designated sites and precincts earmarked for significant change</td>
<td>9.1.1-2: Amend the Planning and Environment Act 1987 to clearly define where notice exemptions (such as section 20(4)) for matters of state significance are appropriate, and to enable the Minister for Planning to delegate decision making powers to the implementation planning authority.</td>
</tr>
<tr>
<td>• working in partnership with subregional groups of local governments to support better informed decisions, and to deliver the plan</td>
<td>9.1.1-3: Focus the independent planning authority on activities where it can make the greatest difference in driving Strategy delivery and leaving a legacy for Melbourne, including by:</td>
</tr>
<tr>
<td>• helping to coordinate whole-of-government, integrated land-use and infrastructure outcomes</td>
<td>• preparing an annual implementation plan (including designating urban renewal precincts of metropolitan significance, and prioritising projects);</td>
</tr>
<tr>
<td>• working with local governments and water authorities to ensure that whole-of-water-cycle management is embedded in all new developments</td>
<td>• planning the urban structure of designated sites and precincts earmarked for significant change;</td>
</tr>
<tr>
<td>• collecting development contributions within designated sites</td>
<td>• working in partnership with subregional groups of local governments to deliver the Strategy;</td>
</tr>
<tr>
<td>• providing strategic oversight of implementation of the plan</td>
<td>• coordinating whole-of-government, integrated land use, infrastructure and service delivery;</td>
</tr>
<tr>
<td>• maintaining a focus on housing supply, affordability and diversity</td>
<td>• collecting development contributions within designated sites;</td>
</tr>
<tr>
<td>• under delegation from the Minister for Planning, acting as planning or responsible authority for designated urban-renewal precincts</td>
<td>• providing strategic oversight of Strategy implementation;</td>
</tr>
<tr>
<td>• undertake other functions as delegated from the Minister for Planning.</td>
<td>• under delegation from the Minister for Planning act as Responsible Authority for Fisherman’s Bend, and other Central City strategic sites such as E-Gate, Arden-Macaulay and other urban renewal areas; and</td>
</tr>
<tr>
<td><strong>Initiative 7.1.2: Create five subregional planning groups to help drive delivery of the plan</strong></td>
<td><strong>Initiative 9.1.2: Create five subregional planning groups to help drive delivery of the Strategy</strong></td>
</tr>
<tr>
<td>7.1.2-1: Continue the rollout of meetings of the five metropolitan subregional planning groups and their working groups to identify implementation barriers and recommend solutions to implementation of the plan’s Initiatives.</td>
<td>9.1.2-1: Establish five metropolitan subregions of local governments and the State Government to inform collaborative planning and investment.</td>
</tr>
<tr>
<td>9.1.2-2: Use broad-based stakeholder working groups to support the planning of specific sites and projects lead by the independent planning authority.</td>
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<tr>
<td>7.1.3-1: Update the State Planning Policy Framework to align with Plan Melbourne, regional growth plans and other recent state policies, and provide improved guidance to decision makers such as local governments and the Victorian Civil and Administrative Tribunal.</td>
<td>9.1.3-1: Amend the State Planning Policy Framework to align and integrate with the Metropolitan Planning Strategy, Regional Growth Plans and other recent State policies and provide improved guidance to decision makers such as local government and the Victorian Civil and Administrative Tribunal.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Initiative 7.1.4: Develop a consistent format for municipal strategic statements</th>
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<tbody>
<tr>
<td>7.1.4-1: Seek advice from the Ministerial Advisory Committee on the State Planning Policy Framework about a revised structure for municipal strategic statements.</td>
<td></td>
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<tr>
<td>7.1.4-2: Work with local governments to trial and implement a new structure for local policy and municipal strategic statements.</td>
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<tr>
<th>Initiative 7.1.5: Further streamline planning controls</th>
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<tbody>
<tr>
<td>7.1.5-1: In partnership with local governments, review overlays and particular provisions in the Victoria Planning Provisions to identify options for streamlining controls.</td>
<td></td>
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<tr>
<td>7.1.5-2: In partnership with selected local governments, trial streamlined planning provisions.</td>
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<tr>
<th>Direction 7.2 Better informed decision making and greater alignment of infrastructure delivery to growth</th>
<th>Direction 9.2 Better align infrastructure delivery and growth</th>
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</table>

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<tr>
<th>Initiative 7.2.1: Sequence growth in major urban-renewal precincts around Melbourne to encourage productive use of infrastructure</th>
<th>Initiative 9.2.1: Sequence growth in major urban renewal precincts around Melbourne to encourage the productive use of infrastructure</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.2.1-1: Ensure that urban-renewal structure plans include an infrastructure plan similar to that prepared for growth-area precincts.</td>
<td>9.2.1-1: Ensure that urban renewal structure plans include an infrastructure plan similar to that prepared for growth-area precincts.</td>
</tr>
<tr>
<td>7.2.1-2: Ensure the development sequence of major urban-renewal precincts around Melbourne optimises the use of existing and planned infrastructure.</td>
<td>9.2.1-2: Sequence the development of major urban renewal precincts around Melbourne, to optimise the use of existing and planned infrastructure.</td>
</tr>
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</table>

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<thead>
<tr>
<th>Initiative 7.2.2: Support local governments to deliver infrastructure in a more timely manner</th>
<th>Initiative 9.2.2: Support local government to deliver infrastructure in a timelier manner</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.2.2-1: Support and encourage local governments to improve the alignment between development sequencing and the timely funding and delivery of essential local infrastructure identified in infrastructure plans. This may include brokering solutions that involve all levels of government.</td>
<td>9.2.2-1: The independent planning authority will:</td>
</tr>
<tr>
<td>7.2.2-2: Encourage local governments to manage the timely delivery of local community infrastructure using a combination of a sequencing plan, development contributions expenditure, local government-funded works, and works-in-kind delivery of</td>
<td>• work with local governments to improve the alignment between development sequencing and the timely funding and delivery of essential local infrastructure identified in development contributions plans; and</td>
</tr>
<tr>
<td></td>
<td>• encourage local governments to manage the timely delivery of local community infrastructure using a combination of a sequencing plan, development contributions plan expenditure, local-government-funded works, and works-in-kind delivery</td>
</tr>
<tr>
<td><strong>Direction 7.3</strong> Make more efficient use of existing resources</td>
<td><strong>Direction 9.3</strong> Make more efficient use of existing resources</td>
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<tr>
<td><strong>Initiative 7.3.1: Increase the productivity of the Victorian economy by improving the utilisation of existing and proposed State infrastructure</strong></td>
<td><strong>Initiative 9.3.1: Better use of surplus or underutilised land</strong></td>
</tr>
<tr>
<td>7.3.1-1: Update the State Planning Policy Framework to reflect the importance of the availability of existing infrastructure as a driver of spatial planning decisions.</td>
<td>9.3.1-1: Establish a land coordination unit to work with the independent planning authority to maintain a register of surplus government land.</td>
</tr>
<tr>
<td>7.3.1-2: Develop a framework to identify underutilised government land, including a system to manage, value capture and dispose.</td>
<td>9.3.1-2: Develop a framework to identify underutilised government land, including a system to manage, value capture and dispose.</td>
</tr>
<tr>
<td>7.3.1-3: Task the independent planning authority, the Department of Treasury and Finance, the Department of Transport and Planning and Local Government to work together to:</td>
<td>9.3.1-3: Task the independent planning authority, the Department of Treasury and Finance and the Department of Transport, Planning and Local Government to work together to:</td>
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<tr>
<td>• identify land on the list that has potential to deliver on the outcomes of the Strategy and the Government’s economic and fiscal strategy;</td>
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<tr>
<td>• determine the extent of activity required to bring specific categories of sites and skills required to bring sites to market; and</td>
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</tr>
<tr>
<td>• allocate responsibility for bringing sites to market to either, the Department of Treasury and Finance, the independent planning authority or Places Victoria.</td>
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<tr>
<th><strong>Initiative 7.3.2: Better use of surplus or underutilised government land</strong></th>
<th><strong>Initiative 9.3.2: Prioritise State investment</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>7.3.2-1: In partnership with the Department of Treasury and Finance, establish criteria to identify underutilised government land and establish a system to manage value capture and dispose of underutilised land.</td>
<td>9.3.2-1: Consider options for a rolling state growth areas infrastructure fund, for areas with substantial growth pressures.</td>
</tr>
<tr>
<td>7.3.2-2: Facilitate the release of surplus government land.</td>
<td>9.3.2-2: Complete the review of the Growth Areas Infrastructure Contribution allocation model to assess opportunities of funding regional park facilities.</td>
</tr>
<tr>
<td>7.3.2-3: Require the Metropolitan Planning Authority, the Department of Treasury and Finance and the Department of Transport, Planning and Local Infrastructure to work together to:</td>
<td>9.3.2-3: Task the independent planning authority—working with government departments and agencies and subregional groupings of local governments—to assess community infrastructure needs (including education, health, justice, arts and human services) for areas that have, or are expected to have, strong population growth. This approach will:</td>
</tr>
<tr>
<td>• determine the work and skills required to bring specific categories of underutilised government land to market</td>
<td>• Inform an annual report to the Government from the Minister for Planning about investment required to drive delivery of the Strategy;</td>
</tr>
<tr>
<td>• identify underutilised government land that has potential to deliver on the outcomes of Plan Melbourne and the government’s economic and fiscal strategy.</td>
<td>• Encourage private investment in the delivery of social and economic infrastructure and services, in line with the government’s review of the Partnerships Victoria Framework;</td>
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<td>• Drive more coordinated delivery of integrated community</td>
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precincts; and
• Better leverage infrastructure funding from local governments, the State Government (including growth area infrastructure contribution funds), the Commonwealth Government, and the private sector.

9.3.2-4: The independent planning authority will also develop details of priority economic infrastructure for growth areas, which will be endorsed by the Government and will enable the strategic allocation of growth areas infrastructure contribution funds on a rolling 10-year basis.

9.3.2-5: Introduce new Works-In-Kind guidelines to enable the private sector – by agreement – to deliver catalyst infrastructure projects to meet their growth areas infrastructure contributions obligations.

<table>
<thead>
<tr>
<th>Initiative 7.3.4: Improve coordination in urban renewal precincts</th>
<th>Initiative 9.3.3: Improve funding coordination in urban renewal precincts</th>
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</thead>
<tbody>
<tr>
<td>7.3.4-1: Support government departments and agencies and subregional planning groups to assess community infrastructure needs (including for transport, education, health, justice, arts and human services) for areas that have, or are expected to have, strong population growth.</td>
<td>9.3.3-1: Task the independent planning authority with preparing integrated infrastructure plans that support whole-of-Victorian-government funding submissions for designated state-significant sites and precincts. This may include working with local governments and Commonwealth agencies to prepare concurrent funding submissions.</td>
</tr>
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<thead>
<tr>
<th>Initiative 7.3.5: Achieve better economies of scale in infrastructure development</th>
<th>Initiative 9.3.4: Achieve better economies of scale in infrastructure development</th>
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<tbody>
<tr>
<td>7.3.5-1: Investigate project bundling opportunities in major urban renewal and growth area developments where appropriate.</td>
<td>9.3.4-1: Trial project bundling opportunities in major urban renewal and growth area developments, where appropriate.</td>
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<tr>
<th>Initiative 7.3.6: Create more opportunities for private sector partnerships</th>
<th>Initiative 9.3.5: Create more opportunities for private sector partnerships</th>
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<tbody>
<tr>
<td>7.3.6-1: Investigate opportunities to apply the key commercial principles and performance incentives in the public-private-partnership model on smaller-scale projects that are of sufficient value to attract private-sector involvement.</td>
<td>9.3.5-1: Apply reforms to the PPP procurement model for infrastructure and service delivery, to ensure the model responds flexibly to market conditions and community needs.</td>
</tr>
<tr>
<td>7.3.6-2: Continue to reduce public-private-partnership bid costs by improving current public-private-partnership tendering processes (such as by minimising proposal information requirements) to allow a deeper, more competitive public-private-partnership market.</td>
<td>9.3.5-2: Explore opportunities to apply the key commercial principles and performance incentives in the PPP model on smaller-scale projects that are of sufficient value to attract private sector involvement.</td>
</tr>
<tr>
<td>7.3.6-3: Adopt greater use of outcome-based tendering for maintenance, service delivery and construction tenders to encourage innovation and widen the prospective bidder market beyond existing and incumbent service providers.</td>
<td>9.3.5-3: Continue to reduce PPP bid costs by improving current PPP tendering processes (such as by minimising proposal information requirements), to allow a deeper, more competitive PPP market.</td>
</tr>
<tr>
<td>7.3.6-4: Encourage the potential for market-based solutions and contestable service delivery in appropriate government departments and agencies.</td>
<td>9.3.5-4: Adopt greater use of outcome-based tendering for maintenance, service delivery and construction tenders, to encourage innovation and widen the prospective bidder market beyond existing and incumbent service providers.</td>
</tr>
<tr>
<td>7.3.6-5: Engage private sector program management skills where large-scale programs have multiple and complex contractual and project delivery issues.</td>
<td>9.3.5-5: Engage private sector program management skills where large-scale programs have multiple and complex contractual and project delivery issues.</td>
</tr>
<tr>
<td>7.3.6-6: Analyse the potential for market-based solutions and contestable service delivery in government departments and agencies where a ready private-sector market exists for similar...</td>
<td>7.3.6-6: Analyse the potential for market-based solutions and contestable service delivery in government departments and agencies where a ready private-sector market exists for similar...</td>
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</table>
skills and capability, and where benchmarking analysis indicates efficiencies can be achieved. This will include assessing any public-interest impacts, and the potential for improvement in value-for-money and broader service outcomes.

**Direction 7.4**
Open up new funding sources

**Direction 9.4**
Opening up new funding sources

**Initiative 7.4.1: Reform development contributions**
7.4.1-1: Implement the reformed development contribution system.

**Initiative 9.4.1: Reform development contributions**
9.4.1-1: Implement a new statewide contributions system.

**Initiative 7.4.2: Use value capture to change the way city-shaping infrastructure is funded**
7.4.2-1: Determine opportunities for, and implementation issues with, different value-capture mechanisms.
7.4.2-2: Determine the opportunities and challenges of user-charging principles in the development of funding models for major urban transport projects and growth-area developments.
7.4.2-3: Investigate the use of value-capture mechanisms and coordinate government efforts to facilitate development of land.

**Initiative 9.4.2: Use value capture to change the way we fund city shaping infrastructure**
9.4.2-1: After examining potential value-capture mechanisms suitable for Melbourne:
- adopt value-capture mechanisms that could include a diverse range of beneficiaries (such as property owners, property developers, transport users, local residents, local businesses and non-local businesses);
- in conjunction with a broader examination of value-capture mechanisms, examine the use of user-charging principles in the development of funding models for major urban transport projects and growth area developments;
- use value-capture mechanisms and coordinate government efforts to facilitate the development of land associated with the elimination of level crossing in areas that improve road safety and efficiency and contribute to the objectives of the Strategy;
- ensure any value capture is fair, practical and transparent;
- create a direct link between such mechanisms and any specific investment; and
- seek to engage other state governments and the Commonwealth Government to jointly reform the way revenue is collected from road users by all levels of government, and the way in which it is allocated, to help sustain the road network and improve transport services.

**Initiative 9.4.3: Implement a clear framework for consideration of unsolicited private sector proposals for infrastructure**
9.4.3-1: Provide information to the private sector about the government’s requirements in relation to unsolicited bids.
9.4.3-2: Establish an application and decision-making process for unsolicited private-sector proposals. The decision-making process will consider benefits and costs, including wider economic benefits, to ensure net community benefits are delivered.

**Direction 7.5**
Monitor progress and outcomes

**Direction 9.5**
Monitor progress and outcomes

**Initiative 7.5.1: Establish a monitoring framework for Plan Melbourne**
7.5.1-1: Test and refine the proposed outcome measures in the monitoring framework to ensure that they are robust and

**Initiative 9.5.1: Establish a monitoring framework for the Metropolitan Planning Strategy**
9.5.1-1: Release a monitoring framework with the final Strategy for monitoring outputs and outcomes.
meaningful.

7.5.1-2: Prepare a statement of progress for the Minister for Planning to table in Parliament, outlining progress in implementing the plan’s initiatives across Melbourne’s five metropolitan subregions.

7.5.1-3: Conduct a detailed five-year review of the performance of Plan Melbourne and refresh its initiatives and actions.

9.5.1-2: Require the independent planning authority to prepare a statement of progress for the Minister for Planning to table in Parliament, outlining progress in implementing the Strategy’s initiatives across Melbourne’s five metropolitan subregions annually.

| Initiative 7.5.2: Support products that improve information for individuals and businesses |
| 7.5.2-1: Publish data sets for use in products to help businesses and individuals make better-informed decisions. |

| Initiative 9.5.2: Make data available to support external development of products that improve the information for individuals and businesses |
| 9.5.2-1: Release data sets for use by industry and the community to develop products that help businesses and individuals make informed decisions, with a focus on data relating to metropolitan land use, transport, infrastructure and services. |
APPENDIX 4:
RECOMMENDED CHANGES TO THE GLOSSARY IN PLAN MELBOURNE 2014
RECOMMENDED CHANGES AND/OR ADDITIONS TO THE GLOSSARY IN PM 2014

ACTIVE TRANSPORT: transport requiring physical activity, typically walking and cycling.

ACTIVITY CENTRES: suburban centres that provide a focus for services, employment, housing, transport and social interaction.

AFFORDABLE HOUSING: housing where the cost (rent or mortgage payments) is no more than 30% of gross income for households in the bottom two quintiles for area (i.e. Greater Melbourne) median income. This definition is often referred to as the ‘30/40’ rule.

AGGLOMERATION: the location of businesses in close proximity to each other which allows them to get productivity and efficiency gains through large customer bases, knowledge-sharing and access to skilled workers.

APARTMENTS: dwellings which do not have their own private grounds and usually share a common entrance foyer or stairwell.

BIO-DIVERSITY: the variety of all life forms, the different plants, animals and microorganisms, the genes they contain, and the ecosystems of which they form a part.

BROWNFIELD LAND: land previously used, often for industrial purposes, but which has subsequently become vacant, derelict or contaminated. Brownfield development sites are often sites for urban-renewal projects and typically require remediation work before any new development goes ahead.

CENTRAL CITY: refers to an area within and surrounding the Central Business District, including parts of the municipalities of Melbourne, Maribyrnong and Port Phillip, which contains key capital city functions and civic facilities as well as several precincts identified for major and strategic change.

CENTRAL SUBREGION: includes the municipalities of Melbourne, Port Phillip, Stonnington, Yarra and Maribyrnong.

CLIMATE CHANGE: refers to long-term changes in temperature, precipitation, wind and all other aspects of the Earth’s climate. Human activity and fossil fuel consumption are now widely regarded as making a contribution to climate change.

COMMUNITY HOUSING: refers to a type of not-for-profit social housing provided in Victoria. Community housing offers secure, affordable, long-term rental housing for people on low to moderate incomes with a housing need.

DETACHED HOUSE: a dwelling which stands alone in its own grounds, separated from other dwellings by at least half a metre.

EASTERN SUBREGION includes the municipalities of Bayside, Boroondara, Glen Eira, Knox, Manningham, Maroondah, Monash, Whitehorse and Yarra Ranges.

ENVIRONMENT: the physical surroundings of human beings including the land, waters, atmosphere, climate, sounds, odours, tastes, animals and plants as well as aesthetics.

ESTABLISHED URBAN AREAS: areas of Melbourne that have been urbanised for at least several decades.

FLATS, UNITS AND APARTMENTS: dwellings which do not have their own private grounds and usually share a common entrance foyer or stairwell.
FLOOR SPACE RATIO (FSR): the ratio of a building’s total floor area (gross floor area) to the size of piece of land upon which it is built.

FLOOR SPACE RATIO BONUS: an additional amount of gross floor space allowed in return for providing one or more of a nominated suite of public benefits (which might include, for example, social housing, affordable housing, a community facility within a development).

GLOBALISATION: refers to the changes in the world where we are moving away from self-contained countries toward a more globally-integrated community.

GREEN HOUSE EFFECT: a natural process that warms the Earth’s surface. When the Sun’s energy reaches the Earth’s atmosphere, some of it is reflected back to space and the rest is absorbed and re-radiated by greenhouse gases such as water vapour, carbon dioxide, ozone and methane.

GREEN WEDGES: open landscapes around Melbourne’s outskirts, originally set aside in the 1970s to conserve rural activities and significant natural features from Melbourne’s outward growth. Green wedges are defined in the Planning and Environment Act 1987 as land outside the Urban Growth Boundary, as described in a metropolitan fringe local government planning scheme.

GREENFIELD AREAS: undeveloped land identified for residential or industrial/commercial development, generally on the fringe of Metropolitan Melbourne.

GREYFIELD AREAS: usually occupied and privately owned residential areas typical of urban development undertaken from the 1950s to the 1970s where the housing stock has become economically obsolete and failing (physically, technologically and environmentally) and where energy, water and communications infrastructure is in need of regeneration.

GREEN STAR: is an internationally recognised Australian rating system for measuring the design and construction and operation of sustainable buildings, fit outs and communities.

GREEN INFRASTRUCTURE: a network providing the 'ingredients' for solving urban and climatic challenges by building with nature. The main components of this approach include stormwater management, climate adaptation, less heat stress, more biodiversity, food production, better air quality, sustainable energy production, clean water and healthy soils, as well as increased quality of life through recreation and providing shade and shelter in and around cities.

GROWTH AREAS: locations on the fringe of metropolitan Melbourne designated in planning schemes for large-scale transformation, over many years, from rural to urban use.

GROWTH CORRIDOR PLANS: plans that set strategic frameworks to guide development in Melbourne’s four growth corridors. They broadly identify preferred land uses, likely transport corridors and locations of major and principal town centres. They are intended to inform the development of precinct structure plans.

HEALTH AND EDUCATION PRECINCTS: locations to cluster synergistic health and / or education services, to improve access to integrated service provision, improve outcomes, develop the health and education workforce and deliver economic benefits (such as innovation and job creation). These precincts may provide solely health, solely education, or a combination of health and education services.

HODDLE GRID: the grid pattern of streets making up Melbourne’s CBD enclosed by Flinders Street, Spring Street, La Trobe Street and Spencer Street. The grid was designed by Robert Hoddle in 1837.

HEAT ISLAND: an area that is significantly warmer than surrounding areas due to the high concentration of human activities and buildings.
HOUSING DENSITY: the number of dwellings in an urban area divided by the area of the residential land they occupy, expressed as dwellings per hectare.

INFILL: development of unused or underutilised land in existing urban areas.

INFRASTRUCTURE: basic urban facilities and networks needed for the functioning of a local community or broader society.

INFRASTRUCTURE COSTS: the initial and ongoing costs associated with installing, operating and maintaining an urban asset.

INTEGRATED WATER CYCLE MANAGEMENT: a multi-disciplinary and multi-objective approach, used to promote the sustainable use of all available water resources in ways that best deliver multiple community objectives.

KEY WORKER: an employee who is considered to provide an essential service. The employee may be within the public sector, the not-for-profit sector or within health, education and facilities management sectors within the private sector. The term is used in context of those essential workers who may find it difficult to buy or rent property in the area where they work.

KNOWLEDGE ECONOMIES: production and services based on knowledge-intensive activities that contribute to an accelerated pace of technical and scientific advancement, as well as rapid obsolescence. Their key characteristic is a greater reliance on intellectual capabilities than on physical inputs or natural resources.

LOW CARBON CITY: a city that has adopted a clear city-wide carbon reduction strategy process to identify major carbon reduction options and apply an appropriately resourced implementation plan to achieve this objective.

METROPOLITAN MELBOURNE: refers to the area contained within the current Urban Growth Boundary.

MELBOURNE METROPOLITAN URBAN BOUNDARY: refers to the (draft) new permanent boundary proposed to replace the existing Urban Growth Boundary.

NATIONAL EMPLOYMENT AND INNOVATION CLUSTER: designated geographic concentrations of employment distinguished by a strong core of nationally significant knowledge sector businesses and institutions that make a major contribution to Melbourne’s positioning in the global economy.

NORTHERN SUBREGION: includes the municipalities of Banyule, Darebin, Hume, Mitchell (inside Urban Growth Boundary), Moreland, Nillumbik and Whittlesea.

PERI-URBAN REGIONS: comprise the hinterland beyond the proposed metropolitan urban boundary in the municipalities of Greater Geelong, Golden Plains, Moorabool, Macedon Ranges, Mitchell, Murrindindi, Baw Baw, South Gippsland and Bass Coast.

PLANNING SCHEME: a statutory document which sets out objectives, policies and provisions for the use, development and protection of land in the area to which it applies. A planning scheme regulates the use and development of land through planning provisions to achieve those objectives and policies.

POLYCENTRIC CITY: an interconnected city spatial model that has more than one centre with a diverse range of employment and higher-order services.

PRECINCT STRUCTURE PLANS: detailed plans for future growth corridor developments, informed by growth corridor plans.
PRODUCTIVITY: the economic value produced for an hour of work or a dollar of investment. Increasing productivity is a key source of economic growth and competitiveness.

PUBLIC HOUSING: long-term rental housing that is owned by the Government. Its purpose is to accommodate people on low incomes that are most in need, especially those who have recently experienced homelessness or have other special needs.

REGIONAL VICTORIA: includes all municipalities outside metropolitan Melbourne (except part of Mitchell Shire within the Urban Growth Boundary).

RESCODE: a code of provisions applied through the planning or building permit systems and which apply to the construction of new dwellings, alterations and extensions to existing dwellings and residential subdivisions.

RESILIENCE: the capacity of urban communities to overcome hazards or other major events and systemic changes.

SEA LEVEL RISE: occurs when the mean high tide level increases year after year for a prolonged period of time.

SEMI-DETACHED, ROW, TERRACE AND TOWN HOUSES: dwellings having their own private grounds with no other dwellings above or below, generally sharing a boundary or having minimal separation from other dwellings.

SIGNIFICANT CHANGE AREAS: refers to National Innovation and Employment Clusters, Major Activity Centres, Activity Centres, strategic transport corridors and railway stations nominated for inclusion in a major redevelopment.

SMARTROADS: a VicRoads methodology to better manage Melbourne’s road network through a set of guiding principles to establish priorities among cars, trucks, bicycles, pedestrians, motorcycles, taxis, buses and trams at different times of the day and permanently in some locations.

SOCIAL CAPITAL: refers to the mutual trust and social behaviours that allow and define civic engagement.

SOCIAL HOUSING: a type of rental housing that is provided and/or managed by the government or by non-government organisations. Social housing is an overarching term that covers both public housing and community housing.

SOUTHERN SUBREGION: includes the municipalities of Bayside, Cardinia, Casey, Frankston, Glen Eira, Greater Dandenong, Kingston and Mornington Peninsula.

STATE PLANNING POLICY FRAMEWORK: refers to a component of the Victorian Planning Provisions which provides the framework, standard provisions and State planning policy to ensure that consistent provisions for various matters are maintained across Victoria.

SUSTAINABLE DEVELOPMENT: primarily concerned with meeting the needs of the present without compromising the ability of future generations to meet their own needs. It has economic, social and environmental dimensions.

TRANSIT: public transport.

TRANSIT-ORIENTED DEVELOPMENT: is a mixed-use residential and commercial area designed to maximize access to public transport, and often incorporates features to encourage use of transit. A TOD neighborhood typically has a center with a transit station or stop (railway station, metro...
station, tram stop, or bus stop), surrounded by relatively high-density development with progressively lower-density development spreading outward from the centre.

**URBAN DESIGN FRAMEWORKS** set out the intentions, principles and actions that guide the design of and manage changes in, the public environment of areas within a city.

**URBAN FORESTS**: stands of trees and other vegetation across a large area of the city. They have potential for providing substantial tree canopy cover, not just in parks and gardens but also along streets, open space and transport corridors and in private gardens.

**URBAN GREENING**: growing plants wherever possible in cities to contribute to urban vegetation coverage, and providing a connection to nature that is often perceived to be missing in urban areas.

**URBAN GROWTH**: the rate of growth of population within the geographic limit for the current and future urban area of Melbourne.

**URBAN GROWTH BOUNDARY**: the current geographic planning limit for the future urban area of Melbourne.

**URBAN RENEWAL**: the process of planning and redeveloping underutilised medium and large scale urban areas for mixed land use purposes.

**VALUE CAPTURE**: the harnessing, through different mechanisms such as taxation, of the increase in land and building value brought about by planning, public investments and the development of new urban services.

**VICTORIA PLANNING PROVISIONS**: the comprehensive set of planning provisions for Victoria. It is a state-wide reference, used as required, to construct planning schemes.

**WESTERN SUBREGION**: includes the municipalities of Brimbank, Hobsons Bay, Melton, Moonee Valley and Wyndham.