Planning Policy Framework, Integration version March 2014

Revised SPPF with <u>draft</u> *Plan Melbourne* and RGPs included, and showing potential integration of local policy.

This document has been prepared by the SPPF Review Advisory Committee.

This document is based on the Advisory Committee's interpretation of the October 2013 version of Plan Melbourne, and the December 2013 versions of Regional Growth Plans.

The Committee proposes that state policy appears in each scheme, but regional policy appears only in relevant schemes. Local policy would appear only in the scheme to which it applies. All state and regional policy would appear in the Victoria Planning Provisions, but local policy would not.

This version shows the how policy would apply in the:

PLANNING POLICY FRAMEWORK
Clause: 02 Context

ABOUT THIS DOCUMENT

This document has been prepared by the SPPF Review Advisory Committee.

It is document a 'work-in-progress' of the Committee for comment. Comments are sought until 23 May 2014. An information package containing and explaining this document as well as general information about consultations and the actions of the Committee can be found on the website of the Department of Transport, Planning and Local Infrastructure at www.dtpli.vic.gov.au/planning. Go to the section listing current planning panels and advisory committees.

The Committee is headed towards an integrated version of state, regional and local policy to replace the SPPF and LPPF and provide a more streamlined and easy to interpret presentation of policy.

The Committee has benefited from feedback on its earlier 'foundation draft'. Two critical issues have emerged:

1.   The 'rules of entry into the Planning Policy Framework (PPF), and

2.   A more defined approach to language.

Mark up conventions

Clauses in this draft have been marked to identify where the policy has originated:

[10.2p5]	Clause and paragraph number from current SPPF. These policies my have been edited by the Committee.
[New]	New text introduced as part of a policy neutral review of the SPPF by the Committee.
[Update]	New text inserted after consultation with policy owners (State government departments and statutory authorities and agencies).
[PM pg 10] [1.1.1.1]	*Plan Melbourne* page reference or action reference
[RGP]	New text to implement Regional Growth Plans
[DP]	Metropolitan Planning Strategy Discussion Paper, 2012

Rules of entry

New policy must meet each of the rules of entry to be considered for inclusion in the PPF.

Rule 1. Status

1.   At a state policy level, the policy must be formally adopted policy of the State Government.

2.   At a regional policy level, the policy must be formally adopted policy of the State Government or all the affected councils.

3.   At the local policy level, the policy must be formally adopted policy of the relevant planning authority, or the State Government.

Rule 2. Relevance

1.   The policy must achieve at least one of the following four objectives:
    (a)   facilitate sound, strategic planning and co-ordinated action at State, regional and municipal levels
    (b)   facilitate the integration of land use and development planning and policy with environmental, social, economic, conservation and resource management policies at State, regional and municipal levels
    (c)   facilitate development
    (d)   facilitate positive actions by responsible authorities and planning authorities to meet the planning objectives of Victoria.

2.   The policy is best applied through the land use planning and development system.

Rule 3. Drafting

1. The text of the policy must be prepared in a form that meets the drafting conventions of the Planning Policy Framework.

Rule 4. Document references

1. Documents required to make or inform a planning decision, which meet Rule 1, may be included under "Guidelines for decision makers."

2. Documents which do not meet Rule 1, but which form useful background as to why a policy has been drafted in a particular way, may be included as "Background Documents".

Defined language

Strategies

The following matrix of strategy verbs presents the Committee's approach to the use of verbs in strategies based on the policy approach to be taken and the type of action to which the policy is directed. It identifies whether the strategy has a focus of facilitation, regulation, further planning work or identifying matters for consideration.

Matrix of strategy verbs		APPROACH TO BE TAKEN		
		Make it happen (facilitate support)	Support it happening (should	Control what happens must)
ACTION THEMES	Build new	Facilitate Provide	Support Create	Require
	Repair	Upgrade	Improve	Restore
	Reinforce	Maintain	Conserve	Protect Reinforce
	Preserve	Reduce (the adverse impact)	Minimise (the adverse impact)	Avoid (the adverse impact)
	Decide	Recognise Balance		
	Plan	Prepare (a specific type of plan) Plan/design Use (a specific technique or approach)		

Particular provisions

Particular provisions relevant to the policy matter have been listed to aid the decision maker.

Guidelines for decision makers

These include:

1. Relevant matters to be considered

2. Information to be supplied with permit applications

3. Standards that should be met in planning decisions.

Documents to be considered as relevant hold weight in decision making, at the discretion of the decision maker.

Strategic planning guidelines

The strategic planning guidelines are intended to indicate desirable further strategic work within a framework of continuous improvement.

List of strategic planning guideline verbs		
	a)	Monitor, consider
	b)	Review
	c)	Plan, Prepare (a specific type of plan), Identify
	d)	Use

Background documents

These are reference documents that provide background information to assist in understanding the context within which objectives, strategies and guidelines have been framed.

CONTENTS

02 CONTEXT

02.01 STATE CONTEXT

02.01-S-01 Overview

State Policy   VC## dd/mm/yyyy

Before settlement of Melbourne 178 years ago, Aboriginal people occupied the land that is now called Victoria for at least 40,000 years. Since Melbourne was settled, Victoria has undergone a series of growth-led transformations. Each one of these transformations has left lasting impacts on the state's landscape, structure and identity. [PM pg2 edited]

A growing state

Victoria is Australia's most densely populated state and its second-most populous state. Victoria had a population of 5.5 million at the last census in 2011, being about 25 per cent of Australia's population. [PM]

Victoria's population has increased by 15 per cent, from 4.8 million in 2001 to 5.5 million in 2011. [PM 132]

With Victoria's population projected to rise to 8.4 million by 2051, regional cities will need to take a greater share of population growth. This will enable regional cities to offer more opportunities to their residents and mitigate some of the population pressure on Melbourne. For Regional Victoria, this increases importance of the good connections between Melbourne and the five regional centres. For Metropolitan Melbourne, this results in around 20.5 million trips expected in metropolitan Melbourne every day by 2050. [New]

02.01-S-02 Place

State Policy   VC## dd/mm/yyyy

A great place to live

Victoria is internationally recognised as a great place to live. Victoria is a relatively compact state and, with improving transport and communication links, our regional cities are increasingly within commuting distance of Melbourne. [PM 132]

Victoria's economy and liveability are based on strong connections between Melbourne, its peri-urban and green wedge areas, and the state's regional and rural population centres. [PM 133]

This settlement pattern provides many benefits to Victorians. Many regionally-based people and businesses have good access to metropolitan-based business, health, educational, cultural and sporting facilities and opportunities including access to national road, rail, port and airport gateways. [PM 133]

A changing geography for Melbourne

The future will see a significant shift in growth from the south-east of Melbourne to the north and west of the city. This growth provides an opportunity to consider development in the north and west in a new light. [DP Intro]

02.01-S-03 Environmental context

State Policy   VC## dd/mm/yyyy

Diverse environment

Victoria is a state of variety and biodiversity is a feature of the environment. Victoria's regions vary from Gippsland's coastal plains and the High Country in the east, to the open plains of the Mallee in the north, the Wimmera in the west and the coastal cliff country in the south-west. [PM 134]

Internationally significant wildlife habitat

Victoria hosts a number of significant wetlands which are protected under international agreements. [Update]

A changing climate

Our climate is constantly changing, due to a wide range of human and natural factors. Over its history, Victoria has seen frequent bushfires, heatwaves, flooding and storms and these are projected to increase in intensity and frequency. Planning needs to take account of these changes. [PM p5 edited]

02.01-S-04   Economic context

State Policy   VC## dd/mm/yyyy

A changing economy

Economic activity across the State is changing in scope and location, and the planning and transport systems will need to support this changing economic structure. [PM pg20]

Globalisation will bring challenges and opportunities for Victoria's competitive strengths in freight and logistics, education, science and research, health and aged services, tourism, manufacturing, high-end business services, creative industries and agriculture. [DP Intro]

The economy of Victoria will continue to change significantly, driven by increasing global competition, changing technology and markets and changing demography, with the State's population expected to age as well as grow. [PM pg20]

Diverse regions

Victoria's regions are home to the state's agricultural and horticultural industries and associated agribusiness services and manufacturing. They have our major environmental and tourism-related services and assets such as the Goldfields region, the Great Ocean Road, the Gippsland Lakes and High Country and the Murray River. They are also resource-rich areas, with significant resources of brown coal, oil, gas, mineral sands and timber; and have many of the state's energy, water and transport infrastructure assets. [PM 134]

Changing transport task

Transport and the transport system play a critical role in Victoria's modern, spatially distributed economy and increasing the efficiency and capacity of the network is critical to the future economic growth and competitiveness of the economy. [Update]

The effectiveness of Victoria's future transport system will depend on how well it accommodates population growth, economic change and changes in land use. [New]

02.01-S-05   Community context

State Policy   VC## dd/mm/yyyy

A compact state

Victoria is home to about 25 per cent of the Australian population yet accounts for only 3 per cent of its land area. About 89 per cent of the Victorian population lives within 150 kilometres of Melbourne's Central City. [DP p3]

Population growth has been concentrated in Melbourne's established suburbs and growth area councils, which together have accounted for 86 per cent of the state's growth. Population growth in regional Victoria has been predominantly located in regional cities and Melbourne's peri-urban region. [PM 133]

This settlement pattern means the future of Victoria's regions and Melbourne are as intertwined as more obvious 'city states' such as Singapore. [DP p3]

A large growing metropolis

Melbourne is a large metropolis of 4.25 million people and home to nearly three-quarters of all Victorians. [PM pg3] By 2050, Melbourne's population is likely to reach between 5.6 and 6.4 million. [DP p4]

A greater proportion of smaller households

The demographic changes that Melbourne will face in the years ahead are profound: the percentage of the population over 65 years of age will increase from 14 per cent today to 22 per cent by 2050, and there will be a greater proportion of lone-person and couple only households. [DP Intro]

Areas close to the city less affordable

As competition for housing increases, areas close to the city have become increasingly unaffordable for middle- and low-income households wanting to buy or rent. In future, we will need to provide a better range and supply of affordable housing options close to the Central City and other major areas of employment. [PM p5]

02.01-S-06	**Improving the planning system**
State Policy	VC## dd/mm/yyyy **all Schemes**

The Victorian planning system is recognised as the best in Australia. The result for the State has been a level of economic activity and diversity, liveability and protection of environmental and cultural features that provides an important competitive advantage, helping the State to weather economic cyclical fluctuations and manage future economic, social and environmental change. [New]

The vision is for Victoria to have the most responsive and efficient regulatory system in Australia. This recognises that the time and resources businesses and the community spend dealing with regulatory requirements prevents them from getting on with more productive priorities that can create new jobs and investment which in turn leads to a better physical, social and economic environment for all Victorians. [New]

The integrated land use and development policy to deliver this vision is outlined in this Planning Policy Framework element of the planning scheme:

1. to further strengthen Victoria's planning system to encourage investment,and facilitate jobs and economic growth

2. remove unnecessary controls

3. to accelerate and streamline planning and environmental approval processes

4. to increase certainty for businesses seeking to invest in Victoria. [New]

Victoria's reputation continues to be built through numerous actions and planning reforms. Recent actions include: [Update]

Developing a suite of integrated strategic plans to guide growth and development across the State [New]

There are eight Regional Growth Plans, *Plan Melbourne* (the Metropolitan Planning Strategy) and *Victoria – The Freight State* (the Victorian Freight and Logistics Plan) which will together ensure that future decisions about land use, transport, housing, employment, investment, community services and infrastructure are made in a coordinated way to support the growth and liveability of Victoria.. [New]

Establishing a clear framework for consideration of unsolicited private sector proposals for investment [7.4.3]

A key element of the planning reform agenda for a more-commercial focus to infrastructure procurement is to provide a framework for considering unsolicited proposals. The private sector has the capacity and desire to invest in key pieces of economic infrastructure but generally wants its intellectual property protected. [PM]

02.02   LOCAL CONTEXT

02.02-gnut-01	**Gumnut**
Local policy: Gumnut	C## dd/mm/yyyy

Local context tailored for each municipality can be inserted here if required.