

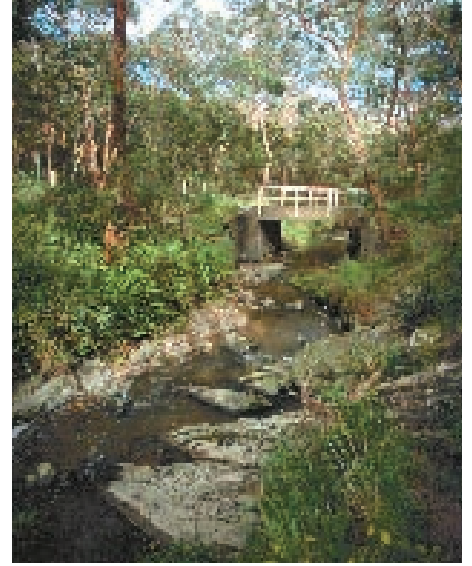


Better management of metropolitan growth

Direction 2

- 2.1 Establish an urban growth boundary to set clear limits to metropolitan Melbourne's outward development
- 2.2 Concentrate urban expansion into growth areas that are served by high-capacity public transport
- 2.3 Manage the sequence of development in growth areas so that services are available from early in the life of new communities
- 2.4 Protect the green wedges of metropolitan Melbourne from inappropriate development

Establish an urban growth boundary to set clear limits to metropolitan Melbourne's outward development



Metropolitan Melbourne has expanded progressively as additional areas have been added at the fringes for new development. Although some inner city areas have comparatively high densities of population, due to the form of development after the Second World War, the average density of the metropolitan area at around 14.9 persons per hectare (pph) is low by international standards. Montreal has 33.8 pph, for example, and Toronto has 41.5 pph; both cities compare in population, size and function to Melbourne. Increasingly, metropolitan Melbourne is spilling into areas noted for productive agricultural capacity, environment or conservation features, mineral resources, recreation or landscape values.

An urban growth boundary will better manage outward expansion

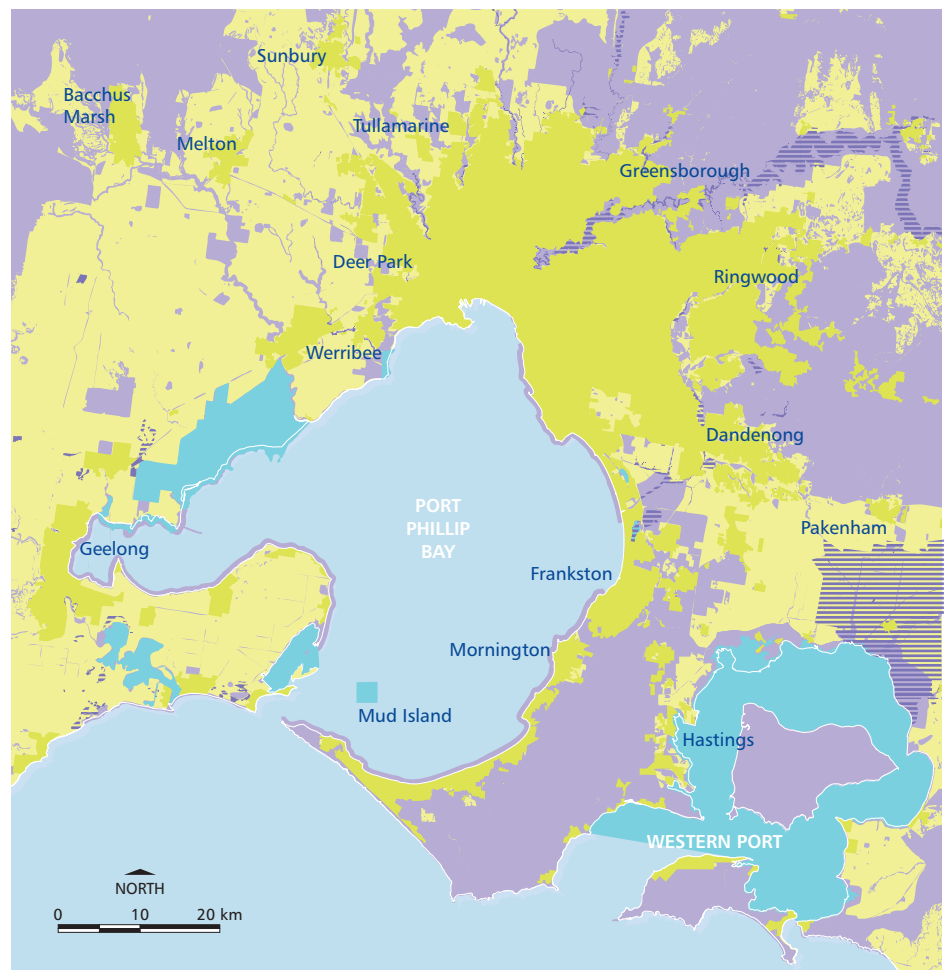


Figure 28. Significant environmental resources and constraints



Source: Department of Infrastructure, Department of Natural Resources and Environment, 2001

Melbourne 2030 establishes an urban growth boundary to better manage outward expansion. This is a tool to facilitate the achievement of a more compact city. It promotes sustainable development by directing growth to areas best able to be supplied with appropriate infrastructure and services and by protecting other valuable land from urban development pressures.

The urban growth boundary will be applied around the urban areas of metropolitan Melbourne. In the Mornington Peninsula Shire, this includes the bayside section and the township and industrial areas of Hastings. It also includes the satellite towns of Melton and Sunbury. It is based on current urban zonings for most of the fringe areas, except in the designated growth areas where it includes some land that will be

required for future urban development. In a few growth areas, some land previously designated for future urban development is excluded, either pending review of the growth area plans (such as the west and north of Hume) or on the basis that these areas are unsuitable for urban development (such as the north of Werribee), primarily because of lack of access to high-capacity (usually fixed rail) regional public transport services.

Outside the designated growth areas, the boundary will be set permanently following consultation on the implementation of *Melbourne 2030*. Within the designated growth areas, it will be set on completion of the review of the development plans for each growth area.

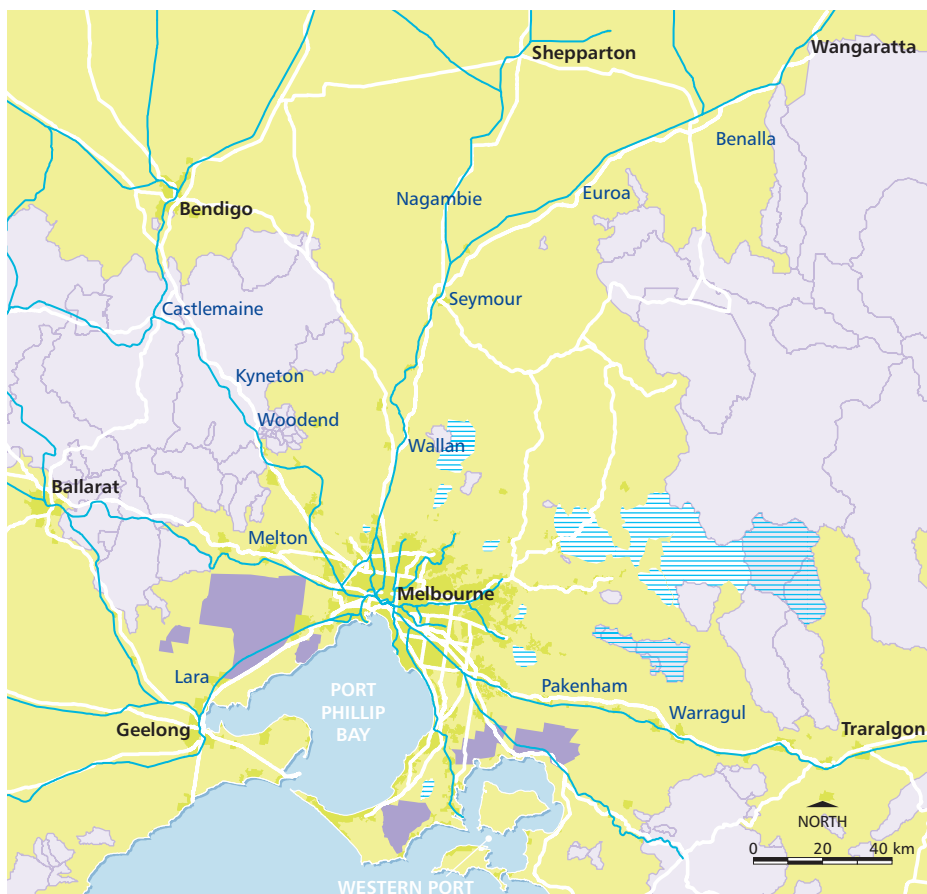


Figure 29. Significant water resources

- Existing urban area
- CALP Act proclaimed water catchment
- Melbourne water catchment
- Possible water reuse areas

Source: Department of Infrastructure, Department of Natural Resources and Environment and Department of Innovation, Industry and Regional Development

Land supply in growth areas will be maintained

Other townships in the region may have an urban growth boundary applied if the local planning authority recommends one, and/or if the Government considers that this measure is needed to support the directions of *Melbourne 2030* to protect the townships in question from overdevelopment or to safeguard valuable features in rural areas.

The need for urban growth boundaries for Geelong, Ballarat and Bendigo will be considered as part of the action plans being developed for those cities. Boundaries for towns in the Latrobe Valley have been largely determined in the *Latrobe Valley Framework for the Future*, based on the constraints of protecting coal reserves.

The location of the urban growth boundary for metropolitan Melbourne is shown in Figure 17, Compact city.

Future variation of the urban growth boundary will be infrequent, and should only occur in relation to the needs demonstrated in the designated growth areas. As proposed, it includes enough land for development to provide for metropolitan Melbourne's needs in the foreseeable future, given the redirection of priorities.

A reasonable amount of land has been set aside in metropolitan Melbourne to maintain a supply of affordable housing under a competitive market system. The rate at which this land is used will depend on the new design parameters under which those areas will be developed, and on other development initiatives being pursued in established areas to expand housing supply, choice and diversity.

Land within the urban growth boundary that is presently used for rural purposes can continue in this use. It will be protected for rural use until such time as conversion to urban use is warranted and the extension of urban services is approved as part of the sequencing of development.

Initiatives

2.1.1 Immediately establish an interim urban growth boundary around the urban areas of metropolitan Melbourne (including the bayside section and the township and industrial areas of Hastings in Mornington Peninsula Shire, and the satellite towns of Melton and Sunbury) and work for a limited period with affected metropolitan councils and service agencies to refine the preferred location of the urban growth boundary in their municipalities

2.1.2 Work with councils to examine the need for extension of the urban growth boundary concept to small towns in the green wedges, and to other settlements outside metropolitan Melbourne where local councils may wish to adopt growth boundaries as part of their own long-term planning





Concentrate urban expansion into growth areas that are served by high-capacity public transport

By 2030, new dwelling commencements in greenfield sites are expected to decline as a proportion of total new dwelling commencements in metropolitan Melbourne. They should fall from 38 per cent to around 22 per cent. This is a significant change. The establishment of the urban growth boundary and of a development sequence for growth areas will further slow the rate of urban expansion and the number of areas that develop with scattered new housing and few services.

Significantly, the areas that will continue to undergo new development will be those growth areas best served by the existing major rail lines, such as the Werribee, Hume, Epping, Pakenham and Cranbourne corridors.

Distance from services, environmental constraints and the need to protect productive agricultural land will result in little development in the green wedges that make up most of the remaining area outside the urban growth boundary.

The main requirements for development in growth areas will include:

- specifying that structure plans, including those that have been prepared but not exhibited before the release of *Melbourne 2030*, should aim to achieve increases in average housing density (within the structure plan area) significantly higher than 10 dwellings per hectare, for example, 15 dwellings per hectare – these should provide a range of housing types, with the highest densities located in or close to activity centres and the Principal Public Transport Network
- planning for timely and adequate provision of public transport and other local and regional infrastructure, in line with a preferred sequence of land release
- providing for significant amounts of local employment opportunities
- creating a widespread network of mixed-use activity centres and developing an urban form based on the Neighbourhood Principles (see Policy 5.5)
- inside the urban growth boundary, restricting low-density rural residential development that would compromise future development at higher densities



Figure 30. Growth areas – land supply

Source: Department of Infrastructure, 2001

Trend: Growth areas provide 26 per cent metro housing construction 6,000 dwellings per year – 10 dwellings/ha

- retaining the unique characteristics of established areas incorporated into new communities so as to protect and manage natural resources and areas of heritage, cultural and environmental significance
- designing well-planned, easy-to-maintain and safe streets and neighbourhoods that reduce opportunities for crime, improve perceptions of safety and increase levels of community participation.

Initiatives

- 2.2.1** Develop new or revised development plans for the growth areas of Werribee, Hume, Epping North/Plenty Valley, and Cranbourne-Pakenham to determine:
- the form and density of development
 - development phasing and sequencing
 - major infrastructure needs
 - the timing and provision of public transport services
 - the amount of land in the growth area including its location, the extent and direction of expansion, and the position of the urban growth boundary
 - the role of surrounding rural areas and settlements
 - new Principal or Major Activity Centres

- 2.2.2** Investigate the area between Melton township and Caroline Springs to assess the long-term need for and feasibility of developing the Caroline Springs growth area along the rail and road corridor. In serving the residential areas of Caroline Springs, give priority

- 2.2.3** Investigate the long-term potential for new rail stations at Donnybrook, at a site west of Werribee and at Lynbrook (south of Dandenong), and for development around them

- 2.2.4** Incorporate the growth area development plans into the planning system

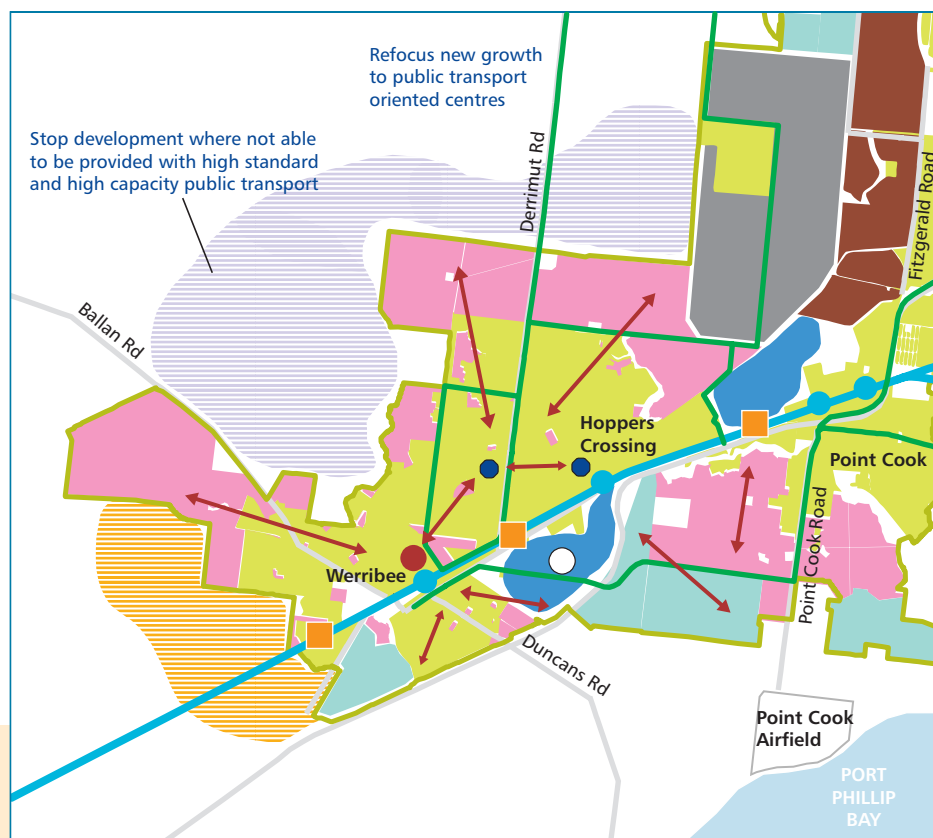
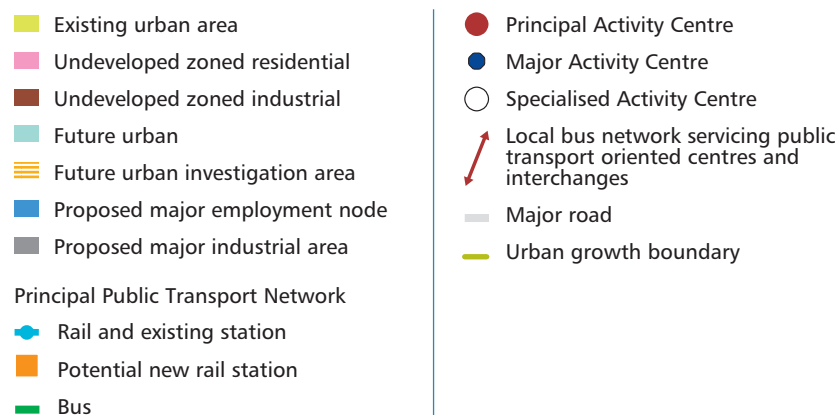


Figure 31. Focusing growth – Werribee growth area example



to forms of development and transport infrastructure that will also underpin the electrification of the rail line from Sunshine and its eventual extension to Melton township



Manage the sequence of development in growth areas so that services are available from early in the life of new communities

A more efficient and sustainable pattern of settlement is required at metropolitan level. Conversion of land on the fringe to urban use must be done in a way that contributes to the overall directions of a sustainable and compact city.

New land will be released in growth areas in a timely fashion to facilitate coordinated and cost-efficient provision of local and regional infrastructure, such as roads, public transport, water supply, sewerage, drainage, local parks, schools and local health and recreational facilities. Coordinated service delivery in these areas must also supply enough affordable land.

Fragmented urban growth in the growth areas could lead to significant extra financial, environmental and social costs, if infrastructure agencies dealing with multiple development fronts are forced to invest in new capacity before the existing capacity is efficiently utilised.

Proper sequencing of development will avoid these costs and ensure that new communities will not have to wait for extended periods for taxpayer-funded education, health and public transport facilities because limited budgets have had to be spread over a wider range of growth fronts than necessary.

Developments will need to be structured to make a substantial financial contribution to the provision of infrastructure such as public facilities, public transport and roads – this may be achieved through partnerships between the public and private sectors.

Preferred development sequences will be defined, to better coordinate infrastructure planning and funding. This will include regular updating of an indicative 10 to 15-year development and land-supply program to identify the areas in which development is expected to meet projected housing demand.

Initiatives

- 2.3.1** Introduce new urban management processes and mechanisms to the growth areas, to better coordinate government and private service providers
- 2.3.2** Prepare an interim plan for development sequencing in growth areas, to be used as guidance until more detailed plans can be prepared for each growth area
- 2.3.3** Revise and update *Housing Melbourne* to guide development and land supply for greenfield and major infill/redevelopment sites in the metropolitan area



Development will be staged, to better coordinate infrastructure planning and funding

Protect the green wedges of metropolitan Melbourne from inappropriate development



The 12 non-urban areas that surround the built-up urban areas of metropolitan Melbourne and are outside the urban growth boundary are known as green wedges.

They are an important legacy of past metropolitan planning. Most of them lie between the 'fingers' of urban growth that follow the major transport corridors. The green wedges accommodate agricultural and recreational uses, as well as a variety of important functions that support Melbourne. These include major assets such as airports, sewage plants, quarries and waste disposal sites – uses that support urban activity but which cannot be located among normal urban development.

The green wedges include areas that have strong environmental and landscape value for Victorians - many of which are of State, national or even international significance.

They provide important resources for recreation and tourism. The significance of areas such as the Dandenong Ranges and the Mornington Peninsula has been recognised in the planning system for years. This will now be strengthened and protection extended to all green wedges.

Melbourne 2030 will protect the green wedges for non-urban uses and encourage proper management of these areas. Each green wedge has unique features and will require a tailored management approach to promote and encourage its diversity (see 'Metropolitan green wedges – key features and related values').

Within the urban growth boundary Melbourne has an extensive network of parks and open space, mainly managed by local councils and Parks Victoria. Historically, many of these parks have been developed along the major rivers and creek valleys and, in the past 20 years, an extensive network of trails has been built to connect them.

A number of these creek valleys lead into the green wedges beyond the city but it is important to understand the distinction between urban open space and the non-urban green wedges beyond the city perimeter. Green wedges are not another type of park. They are active, living areas that include agriculture and many other non-urban activities.

For more information on open space within the urban growth boundary, see Policies 5.6 and 5.7.

The Government is committed to providing better protection for green wedges through tougher planning controls over use and development, the introduction of the urban growth boundary, changes to planning provisions and changes to legislation. The Government will work with local councils and the community to properly plan, manage and protect these areas.





Parts of the green wedges that are adjacent to designated growth areas may be included in future in the urban area (that is, be within the urban growth boundary). However, this will only occur if growth area development plans demonstrate that this is necessary and desirable.

The green wedges include the rural areas and small communities around Melbourne that make significant contributions to the Victorian economy and to society.

In terms of value of agricultural production, for instance, the Port Phillip region is the second highest in the State. Its planning and management will recognise that contribution, with protection for important productive agricultural areas such as Werribee South, the Maribyrnong river flats, the Yarra Valley, Westernport and the Mornington Peninsula.

Small communities that are located in the green wedges will have restricted development opportunities. Settlements in these areas will be allowed to expand only to the extent indicated in current Municipal Strategic Statements. In future, change in the amount of urban zoned land will only be

allowed if there is no adverse impact on the role and features of the green wedges. Local councils will be encouraged to consider the possibilities for urban intensification within their existing urban areas, subject to environmental and servicing constraints, rather than adding to the total urban area.

Rural living development, if permitted at all, will be subject to more stringent requirements as set out in Policy 3.2.

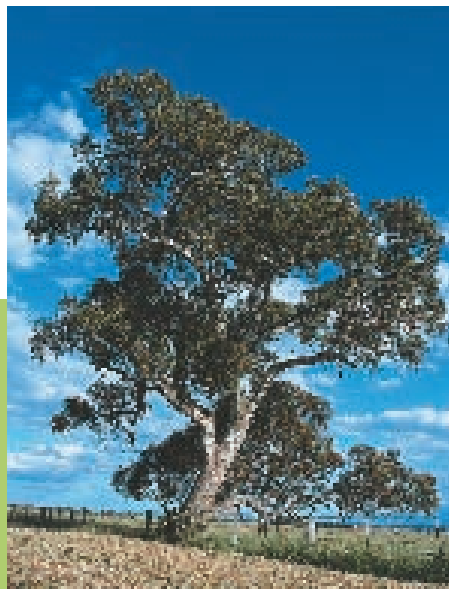
Melbourne's non-urban areas also include significant stone, sand and other mineral resources, upon which urban infrastructure depends. These resources will continue to be protected for extraction subject to environmental requirements.

Major transport facilities that are located in rural areas but serve the wider Victorian community, such as airports, ports and their associated access corridors, will be planned and protected as necessary for long-term use. Areas under major flight paths have been included in the green wedges to ensure that urban development does not limit future use of Melbourne's major airports.

Initiatives

- 2.4.1** Implement new planning scheme provisions to secure the protection of metropolitan green wedges in the planning system
- 2.4.2** Work with local councils to support the consolidation of new residential development into existing settlements in the green wedges, where planned services are available and relevant values can be protected
- 2.4.3** Amend planning schemes affecting green wedges to ensure that recreation-type developments, such as golf courses with associated housing development, are only approved where they support *Melbourne 2030* and local settlement policies
- 2.4.4** Legislate to provide protection for areas of high environmental and scenic value in metropolitan green wedges such as Nillumbik, the Dandenong Ranges, the Yarra Valley, Westernport and the Mornington Peninsula

Each green wedge has
unique features and
needs specialised
management



Metropolitan green wedges – key features and related values

Werribee South

Feature

Internationally recognised wetlands, such as Avalon-Werribee wetlands

Recreational and tourism opportunities, such as boat access to Port Phillip Bay, Werribee Park and Point Cook Coastal Park

Areas of environmental and landscape quality in the vicinity of the Werribee River

High-quality horticultural areas

Point Cook airfield and related flight paths

Western Treatment Plant

Values

Environmental

Economic, social

Environmental, social

Economic

Economic, social

Economic, social, environmental

Western Plains South

Feature

Stone resources and waste disposal

Areas with potential for waste water recycling

Flight paths to Avalon airfield

Areas of environmental and landscape quality in the vicinity of the Werribee River

Areas of native grassland fauna habitat

Melton road and rail corridor – potential growth area

Laverton North – potential land bank for future industrial development

Odour and safety buffer to Laverton North industrial area

Values

Economic

Economic, environmental

Economic

Environmental, social

Environmental

Economic, social

Economic

Economic

Western Plains North

Feature

Stone resources and waste disposal

Melbourne airport and flight paths

Areas with potential for waste-water recycling

Areas of native grassland fauna habitat

Melton road and rail corridor – potential growth area

Values

Economic

Economic, social

Economic, environmental

Environmental

Economic, social

Sunbury

Feature

Environmental and landscape features along the Maribyrnong River, Jacksons Creek and Deep Creek

Parklands such as Woodlands

Melbourne Airport and related flight paths

High-quality horticultural areas on Maribyrnong River flats

Metropolitan water storage such as Greenvale

Values

Environmental, social

Environmental, social

Economic, social

Economic

Economic, social, environmental



Whittlesea

Feature

Stone resources and waste disposal

Areas of environmental and landscape quality in the vicinity of the Plenty Valley

River redgum grassy woodlands habitat on basalt plains and lower reaches of Plenty Valley

Areas of native grassland fauna habitat

Values

Economic

Environmental, social

Environmental, social

Environmental

Nillumbik

Feature

Areas of environmental and landscape quality in the vicinity of the Yarra River, Plenty River, Diamond Creek and surrounding areas

River redgum and other habitat areas

National parks, such as Kinglake

Metropolitan water storages, such as Sugarloaf Reservoir

Values

Environmental, social

Environmental, social

Environmental, social

Economic, environmental, social

Manningham

Feature

Areas of environmental and landscape qualities in the vicinity of the Yarra River and surrounding areas

Metropolitan and State parks, such as Warrandyte and Yarra Valley

Native vegetation fauna habitat

Areas of productive agricultural potential

Values

Environmental, social

Environmental, social

Environmental

Economic

Yarra Valley and Dandenong Ranges

Feature

Areas of environmental and landscape qualities in the vicinity of the Yarra River and hinterland

National parks, such as Yarra Ranges, Dandenong Ranges

Metropolitan water storages, such as Silvan Reservoir, and the Upper Yarra catchments

Native vegetation fauna habitat

Areas of productive agricultural potential, such as vineyards

Values

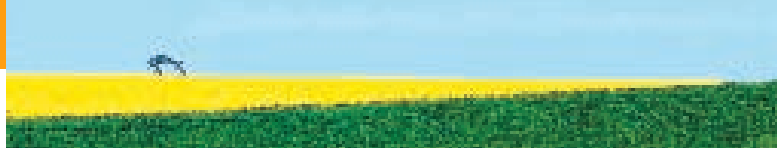
Environmental, social

Environmental, social

Economic, environmental, social

Environmental

Economic



Southern Ranges

Feature

National parks, such as Churchill and Bunyip

Recreation and tourism facilities, such as Lysterfield Lake Park, Dandenong Police Paddocks

Areas of environmental and landscape qualities in the vicinity of the Dandenong Ranges

Metropolitan water storages such as Cardinia Reservoir

Tourism features such as Puffing Billy

Values

Environmental, social

Environmental, social

Environmental, social

Economic, social, environmental

Economic, social

Westernport

Feature

Internationally recognised wetlands, such as Western Port

Locations with productive agricultural potential, such as Koo-wee-rup and Cranbourne South

Areas with potential for waste-water recycling

Long-term potential for a regional airport

Areas of significant landscape and environmental qualities, such as the Western Port environs

Values

Environmental

Economic

Economic, environmental

Economic, social

Social, environmental

South East

Feature

Internationally recognised wetlands, such as Seaford-Edithvale

Eastern Treatment Plant and related odour buffers

Areas with potential for waste-water recycling

Sand resources and metropolitan landfills, such as Dingley/Heatherton and Langwarrin

Areas of landscape and environmental significance

Designated odour and safety buffers near Dandenong South industrial area

Moorabbin airport and related flight paths

Locations with productive agricultural potential

Values

Environmental

Economic, environmental

Economic, environmental

Economic

Social, environmental

Economic, environmental, social

Economic, social

Economic

Mornington Peninsula

Feature

Internationally recognised wetlands, such as Western Port

Locations with productive agricultural potential

Areas with potential for waste-water recycling

Areas of significant landscape, seascapes and environmental qualities

Mornington Peninsula National Park

Tourism and recreational facilities such as golf courses, beaches and horse riding

Values

Environmental

Economic

Economic, environmental

Social, environmental

Environmental, social

Economic, social