# PLANMELBOURNE METROPOLITAN PLANNING STRATEGY





## THE VISION FOR MELBOURNE

## MELBOURNE WILL BE A GLOBAL CITY OF OPPORTUNITY AND CHOICE

#### THIS WILL BE ACHIEVED BY

PROTECTING THE SUBURBS
DEVELOPING IN DEFINED AREAS NEAR SERVICES AND INFRASTRUCTURE
CREATING A CLEARER AND SIMPLER PLANNING SYSTEM WITH IMPROVED DECISION MAKING
REBALANCING GROWTH BETWEEN MELBOURNE AND REGIONAL VICTORIA
IDENTIFYING AN INVESTMENT AND INFRASTRUCTURE PIPELINE



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THE AUSTRALIAN OPEN TENNIS, MELBOURNE

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## **PREMIER'S FOREWORD**

I am pleased to present Plan Melbourne, a landmark strategy for our great city.

The plan outlines the vision for Melbourne's growth to the year 2050. It seeks to define what kind of city Melbourne will be and identifies the infrastructure, services and major projects which need to be put in place to underpin the city's growth. It is a blueprint for Melbourne's future prosperity, liveability and sustainability.

Honest and genuine community engagement and consultation was our first and fundamental principle in developing Plan Melbourne. We set out to create a strategy that is understood and owned by all Melburnians, a plan that they expect the current and future governments to deliver.

The message from Victorians is that they value and enjoy their capital city. They support efforts to improve its efficiency and liveability, particularly its public transport and traffic management systems. The government is responding to this with the construction of a series of game-changing infrastructure projects, which will lay the foundations for Melbourne's evolution for future generations. These include the expansion of the Port of Melbourne at Webb Dock, the Regional Rail Link, the Port of Hastings, the East West Link, the Melbourne Rail Link (including the Airport Rail Link), CityLink-Tulla widening, and the Cranbourne-Pakenham Rail Corridor Project.

We have also learnt that Melburnians support growth as long as it is focused on areas around the city that have the necessary infrastructure and services. These views are recognised in Plan Melbourne, through the concept of the 20-minute neighbourhood, where people live close to the services they need.

The views of Victorians accord with evidence from around Australia and the world: that productivity and employment benefits flow from development around major employment precincts, transport interchanges and centres of activity.

The plan reflects this idea through the concept of a polycentric city, an expanded central city surrounded by and linked to other major centres of business, recreational and community activity distributed across the city.

These two complementary ideas–the 20-minute neighbourhood and the polycentric city–are at the core of this plan.

The plan fits neatly within a broader suite of policies and strategies that the Victorian Government has developed to create a framework for the state's sustained growth and prosperity. These include the government's economic and fiscal strategy, the freight and logistics plan and the eight regional growth plans. Developed in conjunction with the local community and businesses, these strategies and plans provide the basis for Victoria's long-term development.

The government has already commenced implementation of Plan Melbourne by creating the new Metropolitan Planning Authority which will work in partnership with local governments and the community.

I thank all of those who have contributed to Plan Melbourne.

NOGH ENS

THE HON DR DENIS NAPTHINE MP PREMIER OF VICTORIA



## MINISTER FOR PUBLIC TRANSPORT AND MINISTER FOR ROADS' FOREWORD

As Melbourne grows, its future prosperity and liveability will be heavily influenced by how well we manage and develop our transport system.

For this reason, Plan Melbourne includes a vision for Melbourne that contains a number of important transport initiatives that will shape our city over the coming decades. These initiatives have arisen from detailed planning, consultation and technical studies.

Three areas of transport will be critical for ensuring our prosperity and liveability as Melbourne grows.

The first area is improving the efficiency and connectivity of our road network, and in particular our freeway network, (with East-West Link), which is where most of the city's traffic growth is occurring.

The second area is an efficient means of getting people to work and other activities, particularly in Melbourne's growing central city as well as in job-rich areas in the suburbs. The Regional Rail Link, the Melbourne Rail Link (including the Airport Rail Link) and the Cranbourne-Pakenham Rail Corridor Project will help transform our rail system, and will be followed by a range of other investments to modernise and expand passenger rail in Melbourne.

The third area is the capacity of ports and airports to handle growing volumes of goods and growing numbers of passengers. The long-term freight plan – *Victoria* – *The Freight State* – that outlines how we will ensure Victoria retains its status as Australia's most important freight and logistics centre has been developed to achieve this.

These projects will help the state to respond to a changing economy and a growing city. Together, they will reshape travel patterns, goods movement and accessibility in Melbourne and retain Melbourne's status as a prosperous, liveable and competitive city. But they are not the only things we need to do in the transport sector to make Melbourne and Victoria function optimally. Plan Melbourne includes plans to develop long-term programs of investments that will transform the way we move around. These include programs to remove level crossings, develop and improve arterial roads, upgrade tram routes and expand the reach and efficiency of the bus system.

This is a very exciting time for Melbourne and Victoria as we grow and thrive. This plan will keep Melbourne at the forefront of the world's cities for decades to come.

#### THE HON TERRY MULDER MLA MINISTER FOR PUBLIC TRANSPORT MINISTER FOR ROADS



## **MINISTER FOR PLANNING'S FOREWORD**

Melbourne is one of the world's most liveable cities: it's a city of quiet neighbourhoods, busy activities areas and a vibrant central core. As our population continues to grow strongly, maintaining our status as an international destination for liveability will become harder and more challenging.

This is why we need to look to the future and plan Melbourne through a new metropolitan planning strategy. A metropolitan planning strategy guides and directs the way a city is planned, grows and changes over time. It's the central document to steer a city's progression and to ensure that while a city grows, its best features are also protected and enhanced.

#### That's what Plan Melbourne will do.

Plan Melbourne will provide communities with clear direction about the future of their neighbourhoods, and about areas that will be protected and areas that will change. It will identify precincts that can accommodate future growth, including activity centres and urban renewal precincts and sites, and it will take pressure off population growth in our existing suburbs.

Plan Melbourne will seek to build a vibrant, active central city core for Melbourne: a true 24-hour city with jobs, shops and people; a vibrant central city integrating the CBD, Docklands, Southbank, Fishermans Bend Urban Renewal Area and new urban renewal precincts that will absorb much greater numbers of people in the future.

Importantly, Plan Melbourne will be the first metropolitan planning strategy for Melbourne that genuinely integrates our regional and peri-urban areas to become places for large-scale population growth over time. This will see the development of a true state of cities for Victoria, as we direct population growth to our regions in order to boost their labour force and economic growth. Melbourne's growth areas will no longer be the sole focus of population growth.

To develop Plan Melbourne, much discussion and consultation has occurred. As Minister for Planning, I have attended a number of workshops and consultation sessions on the discussion paper, *Melbourne, let's talk about the future*. It was made clear in these sessions that Melbourne's residents and businesses wanted greater certainty about where development should be directed, and which areas should be protected. Melburnians also told us that our city's urban boundary could not continue to expand. Plan Melbourne has responded to these and many other concerns raised in consultations, to create an integrated long-term planning, land-use, transport and sustainability vision for our city.

Complemented with a planning reform agenda that has introduced code assessment planning, new zone structures and growth area framework plans, our city is now well-placed to meet the challenges of growth head-on in the future.

Key to Plan Melbourne's success is the focus on implementation. For the first time, we have a dedicated authority to implement the long-term strategic vision for Melbourne – the Metropolitan Planning Authority. I am confident that it can bring together the different stakeholders to forge a productive way forward for our city. Also, the government's development agency, Places Victoria, will continue to play a vital role in developing key government land holdings, as well as other sites, where appropriate. And finally, the Department of Transport, Planning and Local Infrastructure will continue to play a regulatory role overseeing our planning system, and implementing and developing planning policies that will assist in improving productivity and flexibility to meet the challenges of the future.

I wish to thank the Chairperson and members of the Ministerial Advisory Committee for their work in helping with this plan and I look forward to this vision for Melbourne's future being implemented.

#### THE HON MATTHEW GUY MLC MINISTER FOR PLANNING

## PLANNING FOR MELBOURNE The Victorian Liberal Nationals Coalition Plan for Planning, November 2010

Build a new outcomes-based metropolitan planning strategy for Melbourne based on the following ten principles.

- Honest and genuine community engagement and consultation
- Restoring integrity, transparency and certainty to the planning system
- The sustainable growth of Melbourne
- Respecting and preserving urban character
- Clearly identifying areas for urban renewal and future development zones

- Integrating and optimising existing and future infrastructure and service provision
- Clarifying where urban densification in clearly identified areas can occur
- Ensuring the social, economic and environmental wellbeing of the community is preserved and promoted through the planning system
- Protecting existing parks and open space from development
- Aiding housing affordability

FEDERATION SQUARE, MELBOURNE

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## INTRODUCTION

MELBURNIANS LOVE THEIR CITY, A CITY RICH IN NATURAL AND BUILT ASSETS, ACTIVITIES AND OPPORTUNITIES FOR RESIDENTS, OF WHICH WE ARE JUSTIFIABLY PROUD.

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## A PLANNING STRATEGY FOR MELBOURNE

The city we enjoy today did not come about by accident. It has been shaped by the foresight and planning of earlier generations. We can see the legacy of their vision in the vibrant places we value and the liveable communities we participate in every day.

But we cannot plan the city of the future with yesterday's thinking. As our city grows and develops, we need to plan for, and manage, growth. We must do so in ways that respond to long-term patterns of economic, social and environmental change; that enhance Melbourne's liveability; and that capitalise on opportunities to strengthen our productivity and competitiveness.

Plan Melbourne is the vision for Melbourne. It is an evidencebased plan designed to guide Melbourne's housing, commercial and industrial development through to 2050. It seeks to integrate long-term land-use, infrastructure and transport planning to meet the population, housing and employment needs of the future.

#### THE VISION FOR MELBOURNE MELBOURNE WILL BE A GLOBAL CITY OF OPPORTUNITY AND CHOICE.

THIS WILL BE ACHIEVED BY:

- PROTECTING THE SUBURBS
- DEVELOPING IN DEFINED AREAS NEAR SERVICES AND INFRASTRUCTURE
- CREATING A CLEARER AND SIMPLER PLANNING SYSTEM WITH IMPROVED DECISION MAKING
- REBALANCING GROWTH BETWEEN MELBOURNE AND REGIONAL VICTORIA
- IDENTIFYING AN INVESTMENT AND INFRASTRUCTURE PIPELINE.

## MELBOURNE'S GROWTH-LED TRANSFORMATIONS

Before settlement 179 years ago, Aboriginal people occupied the land that is now called Melbourne for at least 40,000 years. Since then, Melbourne has undergone a series of growth-led transformations. Each one of these transformations has left lasting impacts on the city's landscape, structure and identity.

Melbourne's early structure and character were defined during the gold rush of the 1850s, which saw the city's population triple within a decade. That era left the city a legacy of elegant Victorian buildings, the notable Hoddle Grid, distinctive boulevards and high streets, civic recreational facilities and expansive inner-city parks and gardens.

In the late 19th and early 20th centuries, Melbourne expanded with the development of mass transit train and tram systems. Mechanised transport enabled Melburnians to escape the crowding and congestion of the city centre for the space and greenery of the suburbs. Melbourne's distinctive high street shopping strips were established at this time.

The next period of major growth came after the Second World War, as the rise in private car ownership, investment in road capacity, better access to housing finance and a shift in manufacturing to the outer fringes of the city led to Melbourne's geographic expansion and suburbanisation.

In the past two decades, our city has again undergone a significant period of growth-driven transformation, this time centred on a mix of city-centre regeneration and outer-suburban development. In this period, the city has experienced a rapid growth in its residential population, led by the development of housing in Southbank and Docklands. At the same time, Melbourne's outer suburbs have become some of the fastest-growing municipalities in Australia.

## NOTE

Plan Melbourne is adopted government policy. It has been amended and finalised after it was released for public comment in 2013. A planning scheme amendment and an updated ministerial direction has been introduced to give statutory effect to Plan Melbourne in decision making.

Projects and initiatives requiring budget funding will be carefully assessed in relation to budget capacity.

**66** THE VLGA SUPPORTS THE PRINCIPLE OF A POLYCENTRIC CITY LINKED TO REGIONAL CITIES AS A CONCEPT TO INTEGRATE LAND USE, TRANSPORT, HOUSING AND EMPLOYMENT PLANNING.

VICTORIAN LOCAL GOVERNANCE ASSOCIATION

## **MELBOURNE TODAY**

Melbourne is a large metropolis of 4.3 million people. It spans nearly 10,000 square kilometres and includes 31 local government areas and is home to nearly three-quarters of all Victorians<sup>1</sup>. For the year ended 30 June 2013, Melbourne had the largest population growth of any Australian city (95,500 people), followed by Greater Sydney (81,000) and Greater Perth (67,500). Figure 1 compares the urban form of Melbourne to Sydney and Brisbane.

Melbourne has a labour force of 2.2 million people<sup>2</sup>, with jobs widely distributed across the metropolitan area. In 2011, 14 per cent of jobs were located in the CBD, Docklands and Southbank areas<sup>3</sup>. The remainder were located broadly, including in several large and vibrant suburban activity centres, in knowledge and employment clusters anchored by tertiary education and medical institutions, and in industrial precincts and areas around the city's principal airport and port facilities. Melbourne has a range of assets and competitive advantages that drive our city's current success and will be the foundations of its medium and long-term future.

#### A PRODUCTIVE AND VIBRANT CENTRAL CITY WITH ROOM TO GROW

Melbourne is an internationally recognised city with strong global business, educational, cultural and sporting connections. The City of Melbourne (from 1993 to 2013) has the fifth-fastest population growth of all Australian local governments and has seen the creation of over 120,000 new jobs in the last decade. One of Melbourne's competitive advantages is the amount of land available for redevelopment in strategic central city locations, with the potential to create well-located and attractive mixed-use neighbourhoods.

#### A DIVERSE INDUSTRY BASE

Following the opening up of the Australian economy to greater global competition in the 1980s, Melbourne has progressively moved from an inwardly focused manufacturing economy to a globally focused, knowledge-based service economy. Through this transition, Melbourne has diversified its base of employment-generating industries, which has strengthened the resilience of the city's labour market to external shocks and structural adjustment pressures.

#### AN EDUCATED, FLEXIBLE AND MULTICULTURAL WORKFORCE

In a globalised economy, there can be no greater asset for a city than the diversity and skills of its population. Melbourne has a highly educated and well-trained workforce<sup>4</sup> and is one of the world's most harmonious and culturally diverse cities. With its people coming from more than 200 countries, speaking more than 230 languages and following more than 130 religious faiths, Melbourne is well-equipped to engage in global markets.

#### LIVEABLE NEIGHBOURHOODS AND SUBURBS

Melbourne provides a very high quality of life for its residents, with good-quality housing, education, transport, community, public safety, health and environmental services provided in most parts of the city. Melbourne is a city of suburbs, each with its own distinctive character. Our suburbs range from vibrant, higher-density, inner-urban areas that offer a rich variety of cultural, entertainment and sporting attractions to low-density, family-friendly suburbs with good access to schools, retail precincts and community facilities. Together, they create an accessible and inclusive city with living options that cater to people at all life stages.

#### AN INTEGRATED AND HIGH-CAPACITY TRANSPORT SYSTEM

Melbourne's transport system includes modern port, airport, road, rail, tram, bus and cycling infrastructure. It has an extensive freeway and arterial road network. Its rail network provides good radial access to the central city and major centres in the suburbs, and the tram system is the largest in the world. Melbourne's port is Australia's busiest and is closely linked to national road and rail networks. Our two main airports are curfew-free and expanding.

#### AN INTERNATIONALLY RECOGNISED UNIVERSITY SECTOR

Melbourne is home to a number of world-ranked universities and leading educational and research institutions including Melbourne, Monash, La Trobe, Victoria, Deakin, RMIT and Swinburne universities, Australian Catholic University, Burnet Institute, Walter and Eliza Hall Institute, Baker Research Institute and the Australian Synchrotron. These institutions are fundamental to the city's ability to compete in a global economy, attract investment and provide the skills base for future growth in our knowledge-based industries.

#### A CLEAN ENVIRONMENT AND VALUABLE NATURAL ASSETS

Melbourne's clean air, water quality, tree coverage and marine and river health contribute significantly to the city's liveability. From the mountain ash forests of the Yarra Ranges to the wetlands on its coastline, Melbourne and its immediate surrounds are home to a rich array of iconic natural features, productive farmland, animal and plant habitats and biodiversity. These assets provide a wealth of ecological, health and recreational benefits to residents and are central to Melbourne's attractiveness to overseas visitors and investors.

#### THE NATION'S SPORTING, ARTS AND CULTURAL CAPITAL

Melbourne is internationally recognised as one of the world's best sports cities<sup>5</sup> and home to an array of world-class sporting and cultural facilities including the Melbourne Cricket Ground, Melbourne Park, National Tennis Centre, Melbourne Arts Precinct and Melbourne Museum. We have created one of the world's most admired calendars of major events, including iconic events such as the Australian Open, White Night Melbourne, Melbourne Fashion Festival, Melbourne Food and Wine Festival, Formula 1<sup>™</sup> Australian Grand Prix, Melbourne Winter Masterpieces, AFL Grand Final Season, Australian Motorcycle Grand Prix, Australian Masters, Melbourne Cup Carnival, Melbourne International Comedy Festival, Melbourne International Flower and Garden Show, Royal Melbourne Show and the Boxing Day Test.



#### FIGURE 1 - URBAN FORMS OF MELBOURNE, SYDNEY AND BRISBANE

#### MELBOURNE'S GROWING PRESSURES

Melbourne's recent population growth has been profound. Over the past decade, the city has added over 600,000 new residents, with almost 60 per cent making their home in the outer suburbs. This rate and pattern of growth has placed strains on the city's infrastructure and service systems.

Preliminary updates to population projections show larger populations in 2050 for Melbourne and Victoria, compared with previous projections. The higher population projection is one possible future population outcome based on an assumption of continued strong population growth. The initiatives outlined in Plan Melbourne seek to direct the way the city grows over the short, medium and long term and take action against growth pressures.

Plan Melbourne incorporates this higher projection to enable subregions and government to manage population growth that is higher or lower than trends suggest. The ongoing review of projects and monitoring performance will continue to inform the planning of Melbourne and Victoria.

The city's liveability and competitiveness over the coming decades could be undermined if the following issues are not addressed.

**CONGESTION** – Melbourne's transport infrastructure and services are under increasing pressure, with congestion increasing on road and public transport systems during peak periods.

**AFFORDABILITY** – 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.

**ACCESSIBILITY** – As the city grows, newer areas on the suburban fringe often develop before infrastructure and services are provided. Their distance from the central city and the more–developed middle suburbs means that residents can have less access to employment, services and recreation opportunities than those who live closer in.

A CHANGING CLIMATE – Our climate is constantly changing, due to a wide range of human and natural factors. Over its history, Melbourne has seen frequent bushfires, heatwaves, flooding and storms.

**RURAL ENCROACHMENT** – As Melbourne develops and grows, people move further out to find affordable and enjoyable living options within commuting distance of the city. This puts pressure on Melbourne's surrounding rural areas to provide for larger urban settlements and leads to the loss of valuable agricultural land.

#### MELBOURNE IN 2050

Melbourne will be a very different city in 2050. Given our rapid growth over the past decade, and projections of natural population growth and migration, it's imperative that we plan for a bigger city in the years ahead. As Figure 2 shows, Melbourne could grow by another 3.4 million people, to be a city of around 7.7 million people by 2051<sup>6</sup>.

To accommodate this growth, we will require around 1.6 million more dwellings than we have today. The numbers of all types of households – parents with children, couples without children, single people and others – will grow, suggesting that Melbourne will need to provide diverse housing options. Because Melbourne's population is ageing, the city will also need to become more age-friendly. At the same time, the school-age population is projected to grow by over 450,000 people.

Over 1.7 million new jobs will be created in Melbourne, with a large share in the central city and adjacent inner suburbs, if recent trends continue<sup>7</sup>. Business and knowledge services (including financial, insurance, professional, scientific and technical services) are forecast to become increasingly important drivers of Melbourne's prosperity. It is likely that more people will stay longer in the workforce, with good access to jobs and education driving social and economic participation.

The lives people live, and the types of jobs they do, are affected by changes in science, technology, communications and culture. These changes are both difficult to predict and happen quickly. The changes we have seen in how we work and live over the past 40 years show that planning Melbourne's future needs to be a flexible, ongoing and adaptable process.

## 9 STRATEGIC PRINCIPLES

In October 2012, the Minister for Planning released the discussion paper of the Ministerial Advisory Committee for the Metropolitan Planning Strategy, *Melbourne, let's talk about the future*. The discussion paper proposed nine strategic principles to inform discussion about Melbourne's future, and the development of a metropolitan plan.

## The first five principles addressed what people value about Melbourne.

**PRINCIPLE 1** 

A distinctive Melbourne

PRINCIPLE 2

A globally-connected and competitive city

**PRINCIPLE 3** 

Social and economic participation

PRINCIPLE 4

Strong communities

PRINCIPLE 5

Environmental resilience

#### Two principles are about how Melbourne should be managed at a metropolitan and local scale. PRINCIPLE 6 A polycentric city linked to regional cities PRINCIPLE 7

Living locally – a '20-minute' city

#### Two principles are about what should be done to make the strategy happen. PRINCIPLE 8

Infrastructure investment that supports city growth **PRINCIPLE 9** Leadership and partnership

#### FIGURE 2 - HISTORICAL AND PROJECTED POPULATION, 1991-2051

SOURCE: AUSTRALIAN BUREAU OF STATISTICS, 2013; DEPARTMENT OF TRANSPORT, PLANNING AND LOCAL INFRASTRUCTURE PRELIMINARY PROJECTIONS, 2014

POPULATION (MILLIONS)



## KEY CONCEPTS FOR PLANNING MELBOURNE'S FUTURE

Plan Melbourne's evidence base includes commissioned research and expert advice about Melbourne's future development challenges and opportunities. This evidence provided some major strategic insights that informed the plan's vision and shaped its directions and initiatives. These are some of them.

### DELIVERING A NEW INTEGRATED ECONOMIC TRIANGLE

Plan Melbourne is an integrated land-use and transport plan that will recognise the evolution of an Integrated Economic Triangle that will be delivered by 2050 (Maps 1 and 2).

Melbourne's productive employment centres will be located around an enhanced transport network. This will link an expanded central city, national employment clusters and state-significant industrial precincts. The Integrated Economic Triangle creates increased options for investment and jobs along these existing and future transport corridors.

The Integrated Economic Triangle will connect the Hastings– Dandenong corridor with the Hume corridor to the north and the Wyndham–Geelong corridor to the south-west. It includes:

- an expanded central city
- the Port of Hastings
- the East West Link and the North East Link
- the Melbourne Rail Link (including the Airport Rail Link)
- the CityLink-Tulla widening
- the Cranbourne-Pakenham Rail Corridor Project
- the Outer Metropolitan Ring Road (that will connect Geelong and Avalon with the Hume Freight Corridor).

THERE ARE MANY AREAS IN MELBOURNE'S ESTABLISHED MIDDLE AND INNER RINGS WHICH HAVE THE CAPACITY TO SUBSTANTIALLY INCREASE THEIR POPULATION, WHICH WOULD FURTHER SUPPORT BUSINESS GROWTH. THESE SUBURBS HAVE EXCELLENT AMENITIES SUCH AS TRANSPORT INFRASTRUCTURE AND ACCESS TO HEALTH SERVICES, AS WELL AS COMMERCIAL AND RECREATIONAL SERVICES.

### PROTECTING THE SUBURBS BY DELIVERING DENSITY IN DEFINED LOCATIONS

Accommodating Melbourne's projected population growth and providing suitable housing choice and affordability is a significant task. It will require making efficient use of underutilised land, enabling significant density in defined locations and well-planned growth in greenfield locations.

Achieving housing and population growth and facilitating housing choice in defined locations will enable local governments to protect the majority of Melbourne's existing suburbs from significant housing densification.

A key element of Plan Melbourne will be an expanded central city and a series of new urban renewal precincts that will have the capacity to accommodate a large proportion of Melbourne's future housing needs close to transport and services.

## A STATE OF CITIES

Capital cities play a significant role within state economies as service hubs and export gateways for regional businesses. In turn, regional centres that are well-connected and within viable commuting distances of capital cities offer attractive housing and employment opportunities, and so relieve pressures on capital cities by absorbing some of their growing populations.

Victoria's long-term prosperity will be supported by investments that facilitate the growth of regional Victoria and enable it to be better integrated with Melbourne, and with national and international markets. It is important to improve regional city connections, integrate metropolitan and regional planning, and help regional towns and cities be more affordable, attractive and vibrant places to live and work. This will help ensure that future population growth is not concentrated in Melbourne alone. Creating a state of cities will require a focus on strengthening regional city economies, to help rebalance population growth between Melbourne and regional centres.

MELBOURNE HAS A UNIQUE COMPETITIVE ADVANTAGE OVER MANY OTHER CITIES BECAUSE IT HAS ACCESS TO LARGE AMOUNTS OF RENEWAL AREA WITHIN CLOSE PROXIMITY TO THE CENTRAL CITY.

COMMITTEE FOR MELBOURNE



Metropolitan region Metropolitan urban boundary Urban area Road network Rail network ۲ Expanded central city National employment cluster Transport gateway ŏ \* Key industrial precincts Key transport connection × Freight airport Seaport



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#### MAP 2 - DELIVERING AN INTEGRATED ECONOMIC TRIANGLE BY 2050

SOURCE: DEPARTMENT OF TRANSPORT, PLANNING AND LOCAL INFRASTRUCTURE, 2014

	Metropolitan region
	Metropolitan urban boundary
	Urban area
	Road network
	Rail network
	Expanded central city
0	National employment cluster
*	Transport gateway – existing
Ę	Transport gateway – future
	Key industrial precincts
	Integrated economic triangle
	Key transport connection - road
	Other major road connection
	Key transport connection – rail
x	Freight airport
ين م	Seaport
	·

### DELIVERING A PIPELINE OF INVESTMENT OPPORTUNITIES

Melbourne has many good examples of large-scale infrastructure and urban renewal projects creating a broad range of economic, social and environmental benefits. City Link, the City Loop, Southbank, Docklands and the Western Ring Road have all been instrumental in transforming our city and enhancing its efficiency and investment appeal.

When governments successfully transform their cities through investment in new infrastructure, they plan from the outset for the best public outcomes (such as increased productivity, new jobs, more housing choices, greater accessibility and sustainability, new open space and facilities). To transform a city, they establish a pipeline of large-scale infrastructure projects that link to a city plan and can be delivered as and when budgetary and market conditions permit.

To support the delivery of city-changing infrastructure, Plan Melbourne establishes a pipeline of defined new investment opportunities for the private sector in and around Melbourne's existing and planned transport network. Plan Melbourne also supports confidence by improving the governance and decision-making process around approvals for these projects.

## **BETTER USE OF EXISTING ASSETS**

Modern cities such as Melbourne rely on extensive infrastructure systems. The city's rail, road and associated trunk infrastructure require billions of dollars of investment to upgrade and maintain each year. The return on that investment needs to be maximised to deliver value to taxpayers and ensure we can provide for new infrastructure to meet the requirements of a growing population.

Successful cities respond to growth constraints by making better use of what they already have.

This includes redeveloping underutilised and well-located urban areas to house more people and create opportunities for new investment in businesses and services. Smart technologies can improve the load capacity and efficiency of existing transport, water, waste and energy infrastructure in established urban areas. Doing more with what we have also involves planning for population growth by designating urban renewal precincts and sites that are co-located with existing and planned infrastructure.

## TIMING OF DELIVERY

Map 3 outlines the short and medium-term actions to lead us towards Plan Melbourne. Map 4 outlines the long-term actions that will achieve Plan Melbourne's vision.

#### SHORT TERM (NEXT FOUR YEARS)

With the release of Plan Melbourne, we have commenced implementation of its reform and planning initiatives, as well as delivered on major funded initiatives that are already under development. The Melbourne Rail Link (including the Airport Rail Link) will have commenced. The Cranbourne-Pakenham Rail Corridor and the East West Link will have commenced, and the Regional Rail Link in the west of Melbourne will be operational. The CityLink-Tulla widening will be delivered in the short term.

#### MEDIUM TERM (2017-2025)

The East West Link will be complete, connecting the Eastern Freeway with the Western Ring Road. Melbourne's newer national employment clusters will be developing, Docklands will be completed and Fishermans Bend will be well under way as Australia's largest urban renewal precinct. The upgrade to the Cranbourne and Pakenham lines will be completed. The Melbourne Rail Link will become progressively operational. Capacity expansion at the Port of Melbourne will be complete, and the Port of Hastings development will be underway.

#### LONG TERM (2025-2050)

Construction of rail extensions to Rowville and Doncaster will be complete. A rail link to Avalon Airport will have commenced operation and Melbourne is likely to have a third airport in the south-east.

The Outer Metropolitan Ring Road/E6 will be completed, following a staged development and will be supporting two interstate freight terminals, at Truganina in the west and Beveridge in the north. The North East Link will be delivered, connecting the Metropolitan Ring Road to the Eastern Freeway/EastLink. The Port of Hastings will be fully operational as Melbourne's main container port, with good links to freight and industrial precincts in the city via the upgrade of the Western Port Highway and a rail link between Port of Hastings and Dandenong.

Urban renewal precincts and sites, particularly around stations, will be a major source of housing to meet Melbourne's growth needs. Fishermans Bend will be a major employment and residential precinct with good access to the central city. New metropolitan activity centres will be established at Lockerbie and Toolern. National employment clusters will be thriving, providing access to high-quality jobs in Melbourne's suburbs.

## 20-MINUTE NEIGHBOURHOODS

20-minute neighbourhoods are places where you have access to local shops, schools, parks, jobs and a range of community services within a 20-minute trip from your front door. Creating a city of 20-minute neighbourhoods relies on creating the market size and concentration that can support a broad range of local services and facilities.

Some areas in Melbourne already deliver a 20-minute neighbourhood experience. In many inner suburbs, for instance, residents are within walking distance of many services and have good access to public transport. Newer suburbs in Melbourne's growth areas (such as Selandra Rise in Casey and Riverwalk Town Centre in Wyndham) have been planned to be pedestrian-friendly, active communities.

Current initiatives that are assisting to achieve a city of 20-minute neighbourhoods include:

- introducing reformed commercial and residential zones
- updating *Precinct Structure Planning Guidelines* to increase activity centres in growth areas.

In addition to current initiatives, Plan Melbourne provides a number of additional actions including:

- making neighbourhoods pedestrian-friendly
- supporting local governments to plan and manage their neighbourhoods
- accommodating the majority of new dwellings in established areas within walking distance of the public transport network.

### HOUSING CHOICE AND AFFORDABILITY

Plan Melbourne recognises that affordability is more than just the price of a house and includes the cost of living.

While the planning system cannot control all of the issues that impact on the cost of living, it can influence the price of land by controlling supply and determining where housing is physically delivered, relative to services and jobs. While demand for housing is driven by population growth, it is important that the planning system allows a flexible supply of new housing to meet that demand. If the supply of new housing is too inflexible, affordability will worsen.

The government has made a conscious effort to significantly increase the supply of housing in the growth areas, as one of its first actions. The government has subsequently moved to bring forward a pipeline of urban renewal projects near jobs and services, including Fishermans Bend. Plan Melbourne takes a range of steps to influence overall housing affordability.

## TRANSITIONING TO A MORE SUSTAINABLE CITY

In response to increasing energy, water and waste costs, and to the increasing impacts of a changing climate, cities around the world are working to becoming more sustainable and resilient. Innovative metropolitan planning approaches include:

- creating more compact cities
- making better use of transport infrastructure
- greening metropolitan areas
- creating more open space
- reforming energy and water supply and use
- conserving biodiversity
- improving building design
- encouraging active forms of transport, such as walking and cycling.

### GOOD GOVERNANCE AND STRONG PARTNERSHIPS

Successful international cities emphasise well-designed, clear and inclusive governance processes that allow the widest possible range of voices to be heard, have strong local leadership, and have collaborative partnerships that focus on outcomes. Good governance processes harness local innovation, create opportunities for local advocates and neighbourhood-based participation, and strengthen social networks and bonds. They assign responsibility to the right people and organisations and give them the power and freedom to act. Sometimes, it's about governments getting out of the way so that the creativity and energy of the community has room to thrive.

**G** URBAN RENEWAL AND REGENERATION ARE IMPORTANT ELEMENTS OF A CITY'S GROWTH. GOVERNMENT HAS A KEY ROLE TO PLAY IN ENSURING IMPORTANT LOCATIONS ARE MARKET-READY WHERE PRIVATE MARKETS ARE NOT YET IN PLACE.

PROPERTY COUNCIL OF AUSTRALIA





- Transport gateway existing
- Transport gateway future
- Metropolitan activity centre existing
- Metropolitan activity centre future ᆇ
- Rail initiative underway
- Cranbourne-Pakenham Rail Corridor Project
- Road initiative completed
- Road initiative underway
- Potential ferry route
- Airport ĸ Seaport
- Waterway



Ñ ilometres

MAP 4 - PLAN FOR MELBOURNE 2050 SOURCE: DEPARTMENT OF TRANSPORT, PLANNING AND LOCAL INFRASTRUCTURE, 2014

- Metropolitan region Metropolitan urban boundary Urban area Road network Existing freeway network Rail network Expanded central city  $\bigcirc$ National employment cluster - existing 1 Parkville 2 Monash 3 Dandenong South 0 National employment cluster - emerging 4 La Trobe 5 Sunshine 6 East Werribee \* Transport gateway - existing Transport gateway - future
- Metropolitan activity centre existing ⋇
- Metropolitan activity centre future Rail initiative (planned & potential) \*
- Cranbourne-Pakenham Rail Corridor Project and potential South East Rail Link (freight) Road initiative
- Potential ferry route Western Grassland Reserve
- 000000 Boulevard to be investigated/implemented
- Regional open space future \*
- ĸ Airport
- Seaport
- Waterway



#### **MAP 5 - METROPOLITAN SUBREGIONS**

SOURCE: DEPARTMENT OF TRANSPORT, PLANNING AND LOCAL INFRASTRUCTURE, 2013



14 PLAN MELBOURNE



#### **MAP 6 - LOCALISED PLANNING STATEMENTS**

SOURCE: DEPARTMENT OF TRANSPORT, PLANNING AND LOCAL INFRASTRUCTURE, 2013



Metropolitan regionLocalised Planning Statement Areas

Note: Localised Planning Statement is likely to cover a portion of the local government area.

### PLANNING INITIATIVES ALREADY ACTIONED

Anticipating Plan Melbourne, the government has undertaken several major planning and transport initiatives. These are both an integral part of the plan and help lay the basis for implementing it. These are some of the initiatives.

VICTORIAN PLANNING SYSTEM MINISTERIAL ADVISORY COMMITTEE INITIAL REPORT – In December 2011, the government received the initial report on ways of improving the planning system, including its legislative base, the structure of planning schemes, and regulations under the *Planning and Environment Act* 1987 and other relevant legislation. This plan responds to many of the report's recommendations.

#### **REVIEW OF GROWTH AREA LAND SUPPLY -**

Following requests from landowners supported by local governments (known as logical inclusions), the government included an additional 5958 hectares within the Urban Growth Boundary.

**REFORMED ZONES –** The government has established a new set of residential, commercial and industrial zones to provide clarity and certainty in Victoria's planning system. This will reduce the nine current zones to five<sup>8</sup>, which will help cut red tape and enable the state to accommodate a broader mix of new businesses nearer to existing services and to where people choose to live.

VICSMART – The government has established a new, simplified process to enable faster assessment of straightforward, low-impact planning permit applications.

**GROWTH AREAS INFRASTRUCTURE CONTRIBUTION REFORMS –** Timeframes for developers to pay contributions have been made fairer and changes made to allow developers to pay for state infrastructure (as works-in-kind) in growth areas.

#### **DEVELOPMENT CONTRIBUTIONS REFORM -**

The government is clarifying rules about the level of developer charges and what they can be spent on. These changes are designed to fund local infrastructure including roads, footpaths, stormwater management, open spaces and community facilities (such as sporting facilities and multi-purpose community centres) and ensure adequate local infrastructure is provided at the time of development.

## KEY ELEMENTS OF PLAN MELBOURNE

Plan Melbourne is a long-term plan to accommodate Melbourne's future growth in population and employment. It builds on the strategic principles advanced by the Ministerial Advisory Committee and feedback received through consultation.

Figure 3 shows the plan's outcomes, objectives and directions. The Plan for Melbourne 2050 (Map 4) outlines the long-term vision for Melbourne, and Map 3 outlines the short and medium-term actions to lead us towards Melbourne's long-term vision.

For each direction within the plan, a number of initiatives are outlined. These initiatives will be delivered within the following indicative timeframes:

#### SHORT TERM: NOW TO FOUR YEARS

MEDIUM TERM: 2017-2025

LONG TERM: 2025-2050

THERE IS CURRENTLY STRONG ALIGNMENT BETWEEN POLICY AND MARKET PREFERENCES FOR SUPPLY INTO LOCATIONS OFFERING HIGH AMENITY AND TRANSPORT CONNECTIVITY. METROPOLITAN POLICY SHOULD REINFORCE THIS NEXUS AND SEEK TO MINIMISE CONSTRAINTS TO NEW DEVELOPMENT WHERE SUCH PRECONDITIONS EXIST, WHICH WILL OPTIMISE SUPPLY OPPORTUNITIES AND MAXIMISE COMMUNITY BENEFITS ASSOCIATED WITH URBAN RENEWAL.

PROPERTY COUNCIL OF AUSTRALIA

### DELIVERY APPROACH

Plan Melbourne includes several initiatives that are essential for its successful implementation. They are summarised below and covered in greater detail throughout the plan.

#### A NEW METROPOLITAN PLANNING AUTHORITY -

This authority has commenced operation to implement the plan. The government will give the new Metropolitan Planning Authority powers to plan state-significant sites and precincts; help to coordinate whole-of-government integrated land use; and provide oversight of the plan's delivery. It will be able to streamline planning.

**NEW METROPOLITAN SUBREGIONS** – As Melbourne grows, it will be increasingly valuable to plan at a submetropolitan scale. This will help achieve a better balance between jobs and population growth across the city and provide a regional basis for collaboration with (and between) local governments. The government has established five new metropolitan subregions, including a new Central Subregion. Within these subregions, it is working with local governments and regional stakeholders to undertake detailed implementation planning and project coordination. Map 5 shows the five new metropolitan subregions.

A NEW SPATIAL FORM AND DEFINITION – The government has established a new set of categories for defining the urban structure of the city's economy. This new approach acknowledges national employment clusters, metropolitan activity centres and simplifies categorising activity centres.

**LEGISLATIVE AND REGULATORY REFORM** – The government is finalising a revised State Planning Policy Framework to reflect the plan's objectives and directions. Plan Melbourne identifies actions to provide greater clarity to the planning system such as reforming development contributions. REGIONAL GROWTH PLANS – Regional growth plans have been developed for Victoria's eight rural subregions (Map 27). The plans are comprehensive, long-term landuse and transport plans to accelerate and manage regional population growth in key regional centres including Geelong, Ballarat, Bendigo and the Latrobe Valley. The plans identify the competitive advantages of Victoria's regions and regional cities and include broad transport directions and planning arrangements to encourage investment and development.

**INTEGRATED PLANNING FOR VICTORIA** – Plan Melbourne and the regional growth plans integrate land use planning and transport priorities across the state. Together with the government's economic and fiscal strategy and *Victoria* – *The Freight State*, this provides a long-term framework for Victoria's sustained growth and prosperity.

LOCALISED PLANNING STATEMENTS – To be developed in partnership with local governments, localised planning statements will help local attributes to be identified and protected in the planning system. Work has commenced for four localised planning statements – Bellarine Peninsula, Mornington Peninsula, Macedon Ranges and Yarra Valley (Map 6).

#### **DELIVER CITY-SHAPING INFRASTRUCTURE –**

Plan Melbourne identifies city-shaping infrastructure to meet the changing and growing demands on Melbourne and Victoria's transport infrastructure. The government will deliver East West Link, Melbourne Rail Link (including the Airport Rail Link), CityLink-Tulla widening, Regional Rail Link, Cranbourne-Pakenham Rail Corridor Project and the Port of Hastings. These projects will be supported by land use changes to create and support new investment opportunities. In doing so, they will drive Victoria's prosperity and productivity into the future.

### THE VISION FOR MELBOURNE MELBOURNE WILL BE A GLOBAL CITY OF OPPORTUNITY AND CHOICE

## OUTCOMES AND OBJECTIVES

#### DELIVERING JOBS AND INVESTMENT



CREATE A CITY STRUCTURE THAT DRIVES PRODUCTIVITY, SUPPORTS INVESTMENT THROUGH CERTAINTY AND CREATES MORE JOBS.

## DIRECTIONS

#### DIRECTION 1.1

DEFINE A NEW CITY STRUCTURE TO DELIVER AN INTEGRATED LAND USE AND TRANSPORT STRATEGY FOR MELBOURNE'S CHANGING ECONOMY

DIRECTION 1.2 STRENGTHEN THE COMPETITIVENESS OF MELBOURNE'S EMPLOYMENT LAND

#### DIRECTION 1.3 IMPROVE DECISION-MAKING PROCESSES

FOR STATE AND REGIONALLY SIGNIFICANT DEVELOPMENTS

#### **DIRECTION 1.4**

PLAN FOR THE EXPANDED CENTRAL CITY TO BECOME AUSTRALIA'S LARGEST COMMERCIAL AND RESIDENTIAL CENTRE BY 2040

#### **DIRECTION 1.5**

PLAN FOR JOBS CLOSER TO WHERE PEOPLE LIVE

#### **DIRECTION 1.6**

ENABLE AN INVESTMENT PIPELINE OF TRANSIT-ORIENTED DEVELOPMENT AND URBAN-RENEWAL

#### HOUSING CHOICE & AFFORDABILITY



PROVIDE A DIVERSITY OF HOUSING IN DEFINED LOCATIONS THAT CATER FOR DIFFERENT HOUSEHOLDS AND ARE CLOSE TO JOBS AND SERVICES.

#### **DIRECTION 2.1**

UNDERSTAND AND PLAN FOR EXPECTED HOUSING NEEDS

#### DIRECTION 2.2 REDUCE THE COST OF LIVING BY INCREASING HOUSING SUPPLY NEAR SERVICES AND PUBLIC TRANSPORT

DIRECTION 2.3 FACILITATE THE SUPPLY OF SOCIAL HOUSING

DIRECTION 2.4 FACILITATE THE SUPPLY OF AFFORDABLE HOUSING

#### A MORE CONNECTED MELBOURNE



PROVIDE AN INTEGRATED TRANSPORT SYSTEM CONNECTING PEOPLE TO JOBS AND SERVICES, AND GOODS TO MARKET.

#### **DIRECTION 3.1**

TRANSFORM THE TRANSPORT SYSTEM TO SUPPORT A MORE PRODUCTIVE CENTRAL CITY

#### **DIRECTION 3.2**

IMPROVE ACCESS TO JOB-RICH AREAS ACROSS MELBOURNE AND STRENGTHEN TRANSPORT NETWORKS IN EXISTING SUBURBS

#### **DIRECTION 3.3**

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

#### **DIRECTION 3.4**

IMPROVE LOCAL TRAVEL OPTIONS TO INCREASE SOCIAL AND ECONOMIC PARTICIPATION

#### **DIRECTION 3.5**

IMPROVE THE EFFICIENCY OF FREIGHT NETWORKS WHILE PROTECTING URBAN AMENITY

#### **DIRECTION 3.6**

INCREASE THE CAPACITY OF PORTS, INTERSTATE RAIL TERMINALS AND AIRPORTS AND IMPROVE LANDSIDE TRANSPORT ACCESS TO THESE GATEWAYS

#### LIVEABLE COMMUNITIES AND NEIGHBOURHOODS



CREATE HEALTHY AND ACTIVE NEIGHBOURHOODS AND MAINTAIN MELBOURNE'S IDENTITY AS ONE OF THE WORLD'S MOST LIVEABLE CITIES.

#### **DIRECTION 4.1**

CREATE A CITY OF 20-MINUTE NEIGHBOURHOODS

DIRECTION 4.2 PROTECT MELBOURNE AND ITS SUBURBS FROM INAPPROPRIATE DEVELOPMENT

DIRECTION 4.3 CREATE NEIGHBOURHOODS THAT SUPPORT SAFE COMMUNITIES AND HEALTHY LIFESTYLES

**DIRECTION 4.4** PLAN FOR FUTURE SOCIAL INFRASTRUCTURE

**DIRECTION 4.5** MAKE OUR CITY GREENER

DIRECTION 4.6 CREATE MORE GREAT PUBLIC PLACES THROUGHOUT MELBOURNE

DIRECTION 4.7 RESPECT OUR HERITAGE AS WE BUILD FOR THE FUTURE

DIRECTION 4.8 ACHIEVE AND PROMOTE DESIGN EXCELLENCE

#### ENVIRONMENT AND WATER



PROTECT OUR NATURAL ASSETS AND BETTER PLAN OUR WATER, ENERGY AND WASTE MANAGEMENT SYSTEMS TO CREATE A SUSTAINABLE CITY.

DIRECTION 5.1 USE THE CITY STRUCTURE TO DRIVE SUSTAINABLE OUTCOMES IN MANAGING GROWTH

DIRECTION 5.2 PROTECT AND RESTORE NATURAL HABITATS IN URBAN AND NON-URBAN AREAS

DIRECTION 5.3 ENHANCE THE FOOD PRODUCTION CAPABILITY OF MELBOURNE AND ITS NON-URBAN AREAS

DIRECTION 5.4 IMPROVE NOISE AND AIR QUALITY TO IMPROVE HUMAN AND ENVIRONMENTAL HEALTH

DIRECTION 5.5 INTEGRATE WHOLE-OF-WATER-CYCLE MANAGEMENT TO DELIVER SUSTAINABLE AND RESILIENT URBAN DEVELOPMENT

DIRECTION 5.6 PROTECT OUR SIGNIFICANT WATER AND SEWERAGE ASSETS

DIRECTION 5.7 REDUCE ENERGY CONSUMPTION AND TRANSITION TO CLEAN ENERGY

DIRECTION 5.8 PLAN FOR BETTER WASTE MANAGEMENT AND RESOURCE RECOVERY

#### A STATE OF CITIES



MAXIMISE THE GROWTH POTENTIAL OF VICTORIA BY DEVELOPING A STATE OF CITIES WHICH DELIVERS CHOICE, OPPORTUNITY AND GLOBAL COMPETITIVENESS.

#### **DIRECTION 6.1**

DELIVER A PERMANENT BOUNDARY AROUND MELBOURNE

DIRECTION 6.2 REBALANCE VICTORIA'S POPULATION GROWTH FROM MELBOURNE TO RURAL AND REGIONAL VICTORIA OVER THE LIFE OF THE STRATEGY

DIRECTION 6.3 INTEGRATE METROPOLITAN, PERI-URBAN AND REGIONAL PLANNING IMPLEMENTATION

DIRECTION 6.4 IMPROVE CONNECTIONS BETWEEN CITIES

#### IMPLEMENTATION: DELIVERING BETTER GOVERNANCE



ACHIEVE CLEAR RESULTS AND DELIVER OUTCOMES THROUGH BETTER GOVERNANCE, PLANNING, REGULATION AND FUNDING MECHANISMS.

#### **DIRECTION 7.1**

DRIVE DELIVERY AND FACILITATE ACTION

DIRECTION 7.2 BETTER INFORMED DECISION MAKING AND GREATER ALIGNMENT OF INFRASTRUCTURE DELIVERY TO GROWTH

DIRECTION 7.3 MAKE MORE EFFICIENT USE OF EXISTING RESOURCES

DIRECTION 7.4 OPEN UP NEW FUNDING SOURCES

DIRECTION 7.5 MONITOR PROGRESS AND OUTCOMES