

Melbourne 2030: a planning update

Melbourne @ 5 million



Glossary

New Term	Definition
Employment corridor	A corridor that contains and links a number of large employment precincts.
Employment precinct	A location with a large concentration of jobs.
Central Activities District	The highest order activity centres with the greatest variety of uses and functions and the most intense concentration of development.
Growth Areas Infrastructure Contribution	A contribution required from sellers of land in growth areas to provide essential infrastructure needed for new communities.

Only new terms have been highlighted in this update. *Melbourne 2030* provides an extensive glossary of terms.



Message from the Premier and Minister for Planning

Melbourne is a city full of life. Its strong economic fundamentals and attractive and liveable suburbs give Melbourne a vitality that is drawing more and more new people to our city.

Melbourne also has a proud history in city planning. *Melbourne 2030* is the Victorian Government's plan for managing Melbourne's growth and development. The plan continues to provide a firm foundation on which to build.

The release of *Victoria in Future 2008* with new population projections for the State provides an opportunity to take stock of new trends, re-evaluate and make adjustments.

It allows us to look at the population and settlement projections on which *Melbourne 2030* was based and consider the implications of these new projections for the future shape of Melbourne.

Melbourne @ 5 million is designed to provide choice and opportunity for an anticipated future. The exact point in time when we will reach five million people is not certain. What is certain is that it will happen and we need to be ready.

The Brumby Government is updating our plan for the future growth of Melbourne because we want to ensure our liveability and quality of life is preserved and enhanced into the future.

This update has a strong focus on building jobs and services in key Central Activities Districts and employment corridors that are closer to home.

The update also outlines the need to direct future growth to the north and west of Melbourne and to investigate how to extend Melbourne's growth areas. We will also need to continue to support the good work councils are doing in identifying suitable redevelopment sites in the established areas of Melbourne.

We look forward to Melburnians supporting the evolution of our city. This is how we can continue to be the best place to live, work and raise a family.

John Brumby
Premier

Justin Madden
Minister for Planning

Introduction

This planning update outlines the implications of the *Victoria in Future 2008* growth projections for Melbourne's future settlement pattern and provides essential context for the *Victorian Transport Plan*.

Melbourne is growing and changing. We now know that the city's population will pass the original *Melbourne 2030* population projections before 2020 and is likely to reach five million before 2030. The pace of population and economic growth, combined with the challenges of climate change, housing affordability and transport congestion, collectively influence the shape of Melbourne.

Actively managing Melbourne's growth and change is an important part of Melbourne's future liveability.

Planning for growth

Released in 2002, *Melbourne 2030* provides a long-term plan for Melbourne and the surrounding region.

Melbourne 2030 directs growth to activity centres and the five designated growth areas, and identifies 12 green wedges. It also introduced the Urban Growth Boundary as a tool to manage the outward growth of metropolitan Melbourne.

We know that the principles and directions of *Melbourne 2030* are more relevant than ever. The Government's response to the independent audit of *Melbourne 2030* – *Planning for all of Melbourne (May 2008)* – set out a series of commitments and actions to guide the ongoing implementation of *Melbourne 2030*.

This included a commitment to:

“prepare longer-term plans for Melbourne's growth, informed by the latest population and economic growth forecasts, transport network needs, climate change and other environmental and community needs”.

Melbourne @ 5 million delivers on this commitment. *Melbourne @ 5 million* is an important refinement to some of the key directions of *Melbourne 2030*.

The Victorian Transport Plan

Melbourne @ 5 million has been prepared in consultation with the Department of Transport to ensure that the future shape of Melbourne and Victoria is well serviced by an integrated and modern transport system.

The initiatives and projects in the *Victorian Transport Plan* will be based on the latest population projections from *Victoria in Future 2008* and the planning analysis of Victoria's future settlement patterns contained in *Melbourne @ 5 million*.

Effect of this update

Melbourne @ 5 million provides complementary policy initiatives to the directions of *Melbourne 2030* and the two documents should be considered together.

The policy refinements arising from this update will be incorporated into the Victoria Planning Provisions to ensure the full intent is implemented in the planning system.

What's new? *Melbourne @ 5 million*

A more compact city

- Designation of six new Central Activities Districts with CBD-like functions.
- Employment corridors to improve accessibility to jobs and services and reduce congestion on the transport network.
- Established areas to accommodate 53 per cent of new dwellings.

Better management of growth

- Growth areas to accommodate 47 per cent of new dwellings.
- Investigation areas in the north and west, with a small proportion in the south east, for potential extensions to the growth areas.

- More efficient use of greenfield land with a target of 15 dwellings per hectare.
- Amendment to the operation of the growth areas infrastructure contribution and the removal of the requirement for the contribution from land included in the Urban Growth Boundary prior to 2005.
- Consideration of the unique green wedge values in the investigation of changes to the Urban Growth Boundary.

Networks with the regional cities

- Efficient and effective links between Melbourne and Victoria's regional centres.
- Regional blueprint to be released in 2009.

A greener city

- Creation of two grassland protected areas in Melbourne's west.





The growth challenge for Melbourne

Unprecedented population growth

Government investment in key services for families, our strong economic fundamentals and our reputation as one of the world's most liveable and affordable cities have delivered strong population growth. More people are moving to Melbourne, less are leaving and births have reached record levels.

This presents Melbourne with a number of growth challenges.

Recent analysis of the 2006 Census and Australian Bureau of Statistics information has revealed a higher rate of growth than previously anticipated.

The average rate of population increase in Melbourne's growth areas between 2001 and 2006 has been 4.1 per cent. The current supply of land in the growth areas can continue to meet this demand for up to 10 years.

The average rate of growth in established areas has been 0.9 per cent.

Victoria in Future 2008 projections indicate that over the **30** years from 2006 to 2036, Victoria will grow by 2.3 million people, with 1.8 million additional people in metropolitan Melbourne and about 477,000 in regional Victoria.

For Melbourne this means the population will reach five million much faster than projected.

An additional 600,000 dwellings will need to be accommodated over the next **20** years of which:

- almost 316,000 dwellings are anticipated to be in Melbourne's established areas, where access to trams and other public transport services will be important; and
- over 284,000 dwellings are anticipated to be in Melbourne's growth areas.

Linking transport, jobs and land use planning

Recent transport modelling, combined with the population and household projections, demonstrate that Melbourne's transport performance is greatly affected by journey to work patterns. These patterns are driven by the distribution of jobs relative to where people live.

In 2006, 1.86 million people had jobs in Melbourne. This is expected to grow to nearly 3 million by 2036.

Most of these jobs are located in central and inner Melbourne with a jobs ratio of more than 3 local jobs for every resident of working age. This ratio drops to 0.7 in Melbourne's west and 0.8 in Melbourne's east.

The current city structure contributes to employment pattern differences across Melbourne. The inner area has a high proportion of office and specialised service jobs while employment on the fringe is more skewed to retail, community service and industrial jobs.



As the metropolitan area continues to grow, more people in the growing outer areas will be required to commute lengthy distances to work. Access to the inner and middle areas will become more and more congested.

Research shows that people are willing to spend up to 45 to 60 minutes each way commuting to and from work. An increasing number of people already spend longer than this to reach their workplace. Government planning and transport policy should seek to reduce these commuting times as much as possible.

This pattern of commuting has environmental consequences. Demand for travel is forecast to steeply increase, with cars and trucks likely to remain the primary mode of transport. The challenge to reduce greenhouse gas emissions is significant.

There is an emerging employment precinct around the Monash/Kingston area and potential for significant jobs growth in the growth area councils such as Hume, Wyndham and Casey. In the west of Melbourne a high proportion of people have jobs in central and inner Melbourne placing pressure on the transport system in this area.

It is unlikely, however, that the distribution of jobs will change enough to make a difference to travel demand without Government intervention.

The provision of more jobs outside central Melbourne will be a major focus of future policy development in partnership with business and local government in coming years.

Limits to settlement

Over the next 15 to 25 years sustainable options for further outward expansion in the Casey-Cardinia growth area will come to an end, given physical and environmental constraints including:

- Koo Wee Rup swamp and floodplain;
- Western Port ‘Ramsar’ wetlands (to be protected from urban stormwater run-off); and
- Foothills of the Dandenong Ranges (fire prone and of scenic and environmental value).

The landscape and economic values of the Mornington Peninsula are also highly prized by the community and protected by Government policy.

There will remain an ongoing demand for additional houses in the south-east despite the diminishing land supply. Lessons learned from closing off the former eastern growth corridor where redevelopment ‘jumped back’ towards Box Hill, suggests that new development opportunities are most likely to be sought in the corridor between Caulfield and Dandenong.

Planning for the Wyndham growth area is constrained by large remnant grassland areas. The Government is committed to the creation of two large areas as grassland protected areas.

The resolution of these biodiversity and settlement issues will influence the location of transport corridors.

Moving to a multi-centre city

A refined settlement pattern is needed to ensure that Melbourne remains liveable as our population approaches five million.

The shape of Melbourne's metropolitan development, with a strong central city and a widespread network of activity centres and suburban industrial areas, has served the community relatively well until now. It will not, however, operate as effectively for a population of five million people and more.

A refinement of the settlement pattern for metropolitan Melbourne is required to accommodate the higher level of growth and manage its impacts – particularly as we adjust our lives to the reality of climate change.

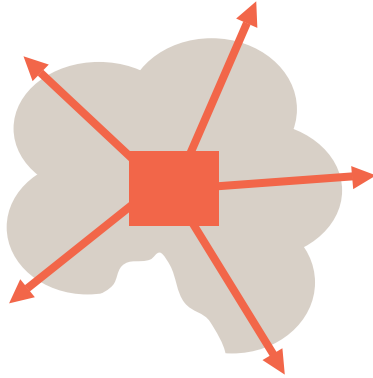
The imbalance between the location of jobs and where people live is increasing congestion on the transport networks in the inner and middle suburbs. The predominance of single direction travel during morning and evening peaks congests roads and public transport. Outer suburban dwellers experience long commute times and are much more likely to use cars as their primary means of travel.

Placing greater emphasis on urban renewal and employment locations in established areas (not just the CBD), and maintaining an adequate supply of land for new communities, will assist in keeping housing affordable while alleviating pressure on our transport system.

Outward growth also needs to become even more efficient in the use of land and infrastructure.



Single Centre vs Multi-Centre City Structure



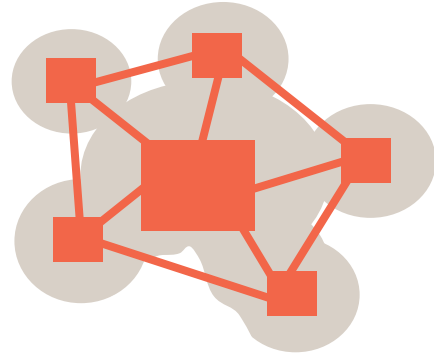
One Major Centre
'Monocentric'

We need a 'multi-centre' city structure that builds on the principles and directions of *Melbourne 2030* but acknowledges the need for a better distribution of jobs and activity, so that Melburnians can work closer to where they live.

Moving from one CBD to a number of CBD-like centres will reduce congestion and enable people to spend less time commuting to and from work and more time with their family.

The settlement structure needed to deliver these outcomes will have the following characteristics:

- **several large centres** with employment as a key focus rather than one dominant Central Business District;
- **employment corridors** with multiple employment opportunities along a selected number of high capacity public transport corridors;



Multiple Major Centres
'Polycentric'

– **targeted redevelopment** to increase levels of housing and employment in established areas close to where people reside, particularly where the tram network can support this level of change; and

– **new sustainable communities** that provide jobs and housing in growth areas in the north and west, recognising the diminishing options in the south east.

Delivering this new structure will require planning for the connectivity, capacity and functionality of the transport system, particularly in the west of Melbourne.

This settlement structure will continue to be supported by the wider network of activity centres as designated in *Melbourne 2030*.



Central Activities Districts

Several designated centres will be the focus of a substantial proportion of future employment growth and public investment.

Six new Central Activities Districts will provide:

- similar services and functions to central Melbourne, such as commercial, retail, highly specialised personal services, entertainment, education, government and tourism;
- significant employment concentrations;
- high quality, well designed, living and working urban environments.

The following centres will be promoted as Central Activities Districts in the hierarchy of centres in *Melbourne 2030*. Government will focus planning and investment in six Central Activities Districts:

- Box Hill
- Broadmeadows
- Dandenong
- Footscray
- Frankston
- Ringwood

The future development of Central Activities Districts in Victoria's major provincial cities will be an issue considered as part of our regional blueprint.

Each centre will differ in role, catchment and opportunities; however, all are of State and metropolitan significance. The Government will tailor its support for each centre appropriate to its circumstances, and the type of support will change over time.

What are Central Activities Districts?

Central Activities Districts will provide:

- Significant CBD-type jobs and commercial services;
- A strong and diverse retail sector;
- Specialised goods and services drawing on a large regional catchment;
- Significant opportunities for housing redevelopment in and around these centres;
- High levels of accessibility for walking, cycling, public transport or car by being located at a junction in the Principal Public Transport Network; and
- Vibrant centres of community activity with a range of public facilities.

Refined policy

Melbourne 2030 provides for a network of activity centres of varying roles and functions to allow for their orderly planning and development.

The scale of growth now anticipated suggests a need for six designated Principal Activity Centres to be reclassified as Central Activities Districts.

These centres come into the typology of centres as follows:

- Central Activities District
- Principal Activity Centre
- Major Activity Centre
- Specialised Activity Centre
- Neighbourhood Activity Centre.

The six new Central Activities Districts will be the focus of Government planning to help cater for and sustainably manage the anticipated scale of growth and change.



Dandenong is already receiving significant Government assistance with its planning as well as direct investment in development and this will continue. Additional investments in Footscray, Broadmeadows, Box Hill, Ringwood and Frankston will occur to facilitate land assembly, infrastructure development and private investment.

The scale of development will require close attention to the transport needs of these centres and their surrounding regions and to the connections between Central Activities Districts along employment corridors. Attention will also be paid to the community infrastructure required to support higher population levels.

Investments in Central Activities Districts will build on the achievements of the Transit Cities program which has served as the initial demonstration program for transit oriented development.

Activity centres not designated as Central Activities Districts will remain eligible for Government investment and support through programs such as Creating Better Places and the Expert Assistance Program.

Existing commitments to regional transit cities will continue.

Employment corridors

Central Activities Districts will be supported by employment corridors that link activity centres, universities, research and technology precincts, medical precincts, and areas with high employment.

Employment corridors will:

- provide for substantial increases in employment, housing, education and other opportunities along each corridor and better link them through improved transport connectivity;
- link the growing outer areas to a greater choice of jobs, services and goods in the corridors; and
- provide transport networks that allow circumferential, in addition to radial, movements.

Three employment corridors will be given priority attention by the Government through this process:

- Avalon Airport to Werribee, Melton, Melbourne Airport and Donnybrook (Hume-Mitchell);
- Caulfield to Dandenong; and
- Monash University/Chadstone to Box Hill, Austin Hospital and Bell Street.

Improving the distribution of employment in and closer to the growth areas will help reduce congestion, particularly in the west, and achieve social objectives by providing more equitable access to employment.



The growth areas need to provide significant local employment opportunities and in some areas, provide large scale industrial or other more regional employment generators.

The Government will work with the business community and local Government to:

- examine the corridors in detail to determine areas (parts of corridors/precincts) and sites with redevelopment opportunities;
- produce a plan for each employment corridor (or part of a corridor) that sets out the desired development outcomes, the public realm improvements required, and any infrastructure needs; and
- review and where necessary change planning controls to facilitate the desired outcomes.

Other employment corridors including Ringwood to Box Hill and Hawthorn, and Melton to Sunshine and North Melbourne, are also important for the future development of Melbourne and will evolve over time.

Werribee Employment Precinct

The Werribee Agriculture and Food Technology Precinct is the largest undeveloped piece of land owned by the Government in the metropolitan area. The 925 hectare precinct is currently home to a number of research and development organisations, including Food Science Australia, and small campuses of Melbourne University and Victoria University of Technology.

Recognising the importance of encouraging more jobs in the west of Melbourne, the Government will expand the vision for this precinct, building on the emerging technology precinct to provide a larger number and of jobs across a wider range of industries and sectors, required for the growing western suburbs.

The future mixed use Werribee Employment Precinct will provide more job opportunities closer to where people live so there is less need to travel into the city for work. This will help to reduce congestion on the roads and CBD public transport services. The precinct will showcase sustainable design with an emphasis on water, energy and transport efficiency.

The Department of Planning and Community Development, in partnership with the Department of Innovation, Industry and Regional Development and VicUrban, will finalise a Development Strategy for Stage 1 of the Werribee Employment Precinct in 2009.