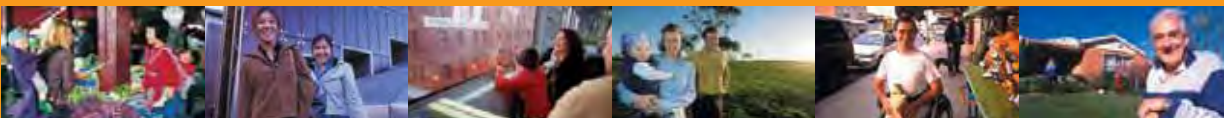


# Melbourne 2030

planning for sustainable growth



Implementation Plan 2

## Growth Areas

October 2002

# Draft

Department of Infrastructure



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# The implementation plans explained

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Six draft Implementation Plans support *Melbourne 2030 – planning for sustainable growth*.

The plans cover these topics:

- urban growth boundary
- growth areas
- housing
- activity centres
- green wedges
- integrated transport.

An advisory note on implementation of *Melbourne 2030* in the planning system from the date of release will be separately available.

The draft Implementation Plans have been developed to build on sections of *Melbourne 2030* where new or different actions are proposed and to provide further detail on some – but not all – of its initiatives. Despite the 30-year time frame for *Melbourne 2030*, many of its most important initiatives will need to be introduced in the next five years.

The draft Implementation Plans aim to provide local government, the planning profession, the development industry and interested members of the community with guidance and additional information. Presently draft documents, they will serve as a basis for dialogue over the consultation period. When finalised, they will be a springboard for action.

Each plan brings together the policies and initiatives from *Melbourne 2030* relevant to its particular topic, and outlines a preferred approach to implementing them.

Each plan also reinforces the new approach proposed by *Melbourne 2030*. This far-reaching document examines urban management issues in metropolitan Melbourne and its surrounding region, and explores the ways in which the new urban fabric will be laid down for future generations.

You are urged to refer to *Melbourne 2030* as the context for the draft Implementation Plans. Issues in it that have general relevance to the topic of growth areas include:

- uncoordinated provision of physical infrastructure in residential estates
- underprovision of urban services in the early years of development
- the benefits of supporting design of new urban areas that is oriented to public transport
- the importance of encouraging an identifiable “sense of place”
- urban communities that offer integrated residential, employment, retail and commercial nodes
- allowing people to choose between a wide range of housing types and densities
- the need to reduce reliance on cars and provide real transport choices
- subdivision design that provides good movement networks, especially for walking and cycling
- the need to improve environmental performance, especially recycling and energy efficiency.

These draft Implementation Plans do not cover all actions proposed in *Melbourne 2030*. Additional implementation plans will be developed as the need arises.

# Melbourne 2030 in summary

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*Melbourne 2030* is a strategic plan prepared to manage growth and change across metropolitan Melbourne and its surrounding region.

Its prime focus is the area covered by the 31 Melbourne metropolitan municipal councils (including the nine 'interface councils' which cover both urban and rural areas at the fringes of metropolitan Melbourne). It also raises important issues that affect local councils outside the metropolitan area, particularly those astride the regional transport corridors between metropolitan Melbourne and the closest regional cities within current and potential commuting range.

In establishing and articulating a long-term vision for metropolitan Melbourne, built up from many contributions across the community, *Melbourne 2030* provides a framework for governments at all levels to respond to the diverse needs of those who live and work in and near Melbourne, and who visit it.

The substance of *Melbourne 2030* is contained in nine 'directions' that embody the Government's aims of sustainability and of providing a better future for all. They are:

- a more compact city
- better management of metropolitan growth
- networks with the regional cities
- a more prosperous city
- a great place to be
- a fairer city
- a greener city
- better transport links
- better planning decisions, careful management.

Each of these directions is supported by specific policies that will be incorporated into the planning system. The policies will be implemented through a range of initiatives undertaken through joint action by local government, the Government and the wider community.

As *Melbourne 2030* is a statement of government policy intent only, some of the initiatives will be subject to the availability of budget funding. That is, such initiatives will need to await assessment and prioritisation through normal State budget processes in future periods. It is not intended that all initiatives should begin at once, nor that all should be completed within the five-year time frame. Many will lead to follow-on work. Others may change or be reviewed over the 30-year life of *Melbourne 2030*.

## Vision

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In the next 30 years  
Melbourne will grow by up  
to one million people and  
will consolidate its reputation  
as one of the most liveable,  
attractive and prosperous  
areas in the world for  
residents, business  
and visitors.

# Growth areas

## What are growth areas, and where are they?

Growth areas are areas on the fringe of metropolitan Melbourne that have been designated for urban use. They are on and around major regional transport corridors. Already prominent in planning for metropolitan Melbourne and already accommodating many tens of thousands of people, they will be extended to house and serve new communities of the future.

This draft Implementation Plan applies to the growth areas in the municipalities of Wyndham, Hume, Whittlesea, Casey and Cardinia.

The plan also applies to Melton. It addresses the need to review the area between Melton township and Caroline Springs in order to assess the long-term feasibility of developing the Caroline Springs growth area along the rail and road corridor.



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## What are the main issues that affect growth areas?

Population forecasts indicate that, in the next 30 years, Melbourne will grow by 925,000 people. A significant challenge for *Melbourne 2030* is providing for more people and different households, in a range of well-located affordable housing types and forms, in better planned neighbourhoods, near infrastructure. Infrastructure in new developments should be provided in a carefully managed sequence for reasons of efficiency, and to meet the changing needs of the population.

The pressure for continued urban expansion will be reduced as *Melbourne 2030* encourages a greater proportion of housing at strategic redevelopment sites in established areas. It will also put greater emphasis on preserving green wedges.

While the growth areas will continue to play a major role in metropolitan development, the challenge will be to adopt a more systematic and compact approach to urban growth. To achieve a more sustainable urban form, new communities and neighbourhoods will need to be more closely aligned to existing and planned physical infrastructure and social and community services.

While State and local governments have already undertaken significant work to address planning issues in growth areas, recent years have seen less emphasis on metropolitan-wide issues, and inconsistency in the application of planning policies, management measures, priorities and resource allocation. To date, planning in growth areas has been based on assumptions that should now be reviewed in the light of the directions emerging from *Melbourne 2030*.

The issues likely to affect growth areas are discussed below.

### Population trends

As metropolitan Melbourne's population increases, by 2030 the average household size in Victoria will fall from 2.6 to 2.25 persons.

Taken together, an increasing population and declining household size will generate demand for an additional 620,000 households in Melbourne. The growth rate of households will be almost twice the rate of population increase.

In the past 30 years, Victoria has experienced a large increase in the young adult population (people born

between the late 1940s and the mid-1970s), which has fuelled market demand for conventional suburban family homes. In future, however, there will be no significant increase in the numbers of young adults entering the housing market. By far the greatest population increase will be in the 55–85 year age group, comprising couples without children, particularly 'empty nesters' (parents whose children have left home) and single people.

Young adults move three or four times more often than retired people. As our population ages, overall we can expect a lower propensity for people to move house.

Most moves are short-distance, frequently within the same suburb. When people move further afield, usually they stay in the same sector of the city. However, movement over time between inner, middle and outer suburbs is not uncommon. On leaving home, many young adults head inwards towards the city, but as they form partnerships and start families, many have tended to move outwards in search of cheaper housing and more space.

Despite changes in society and individual demand, the balance of movement in Melbourne is still outwards. But patterns are changing. Not only young people are attracted to new areas, for instance, between 1996 and 2001, the City of Casey attracted more empty nesters than did the inner suburbs. Also, the population make-up of inner-city areas is altering. Here growth is driven not only by movements inwards of young people – from outer suburbs, from regional Victoria, interstate and overseas – but by their propensity to stay put. Fewer people aged over 25 are leaving the inner suburbs. As more choose not to partner or start families, part of the underlying rationale for moving out has gone.

### Dwelling supply

Currently, 38 per cent of all Melbourne's new dwelling approvals occur on greenfield sites – undeveloped land identified for residential development, generally on the metropolitan fringe. Through the phased introduction of measures to support a more compact form of development, there is potential to increase the future supply and range of housing options in growth areas. However, the ability to achieve a substantial increase in dwelling supply will require major changes to the design, development and phasing of greenfield sites in the growth areas.

Between 2001 and 2030, it is anticipated that, on average, 31 per cent of the 620,000 new households in metropolitan Melbourne will be constructed in greenfield locations. By 2030, this development is anticipated to account for 22 per cent of all new households.

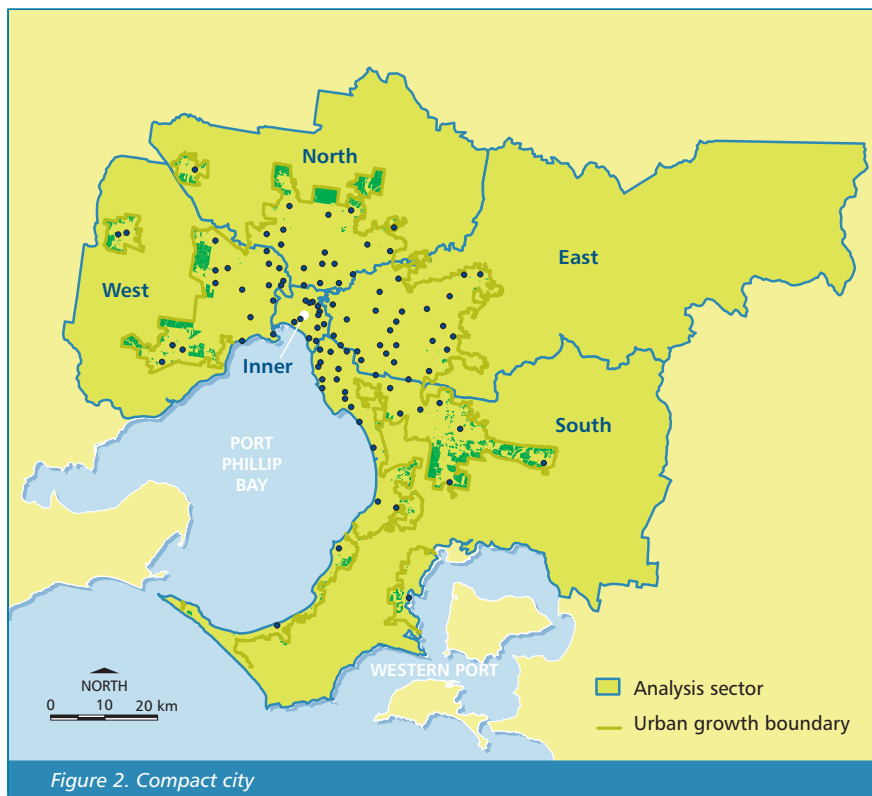


Figure 2. Compact city

| WEST   |   |                | NORTH   |   |                | EAST  |   |                | SOUTH   |   |                |
|--|---|----------------|---|---|----------------|---|---|----------------|---|---|----------------|
| Average annual dwelling starts 1996-97 2000-01                     | Proposed household distribution 2001-30 |                | Average annual dwelling starts 1996-97 2000-01          | Proposed household distribution 2001-30 |                | Average annual dwelling starts 1996-97 2000-01  | Proposed household distribution 2001-30 |                | Average annual dwelling starts 1996-97 2000-01  | Proposed household distribution 2001-30 |                |
| %  | %                                       | No.            | %   | %                                       | No.            | %   | %                                       | No.            | %   | %                                       | No.            |
| ■ 55   | 46                                      | 60,000         | ■ 50  | 45                                      | 50,000         | ■ 15  | 5                                       | 5,000          | ■ 60  | 44                                      | 80,000         |
| ● 15   | 31                                      | 40,000         | ● 20  | 32                                      | 35,000         | ● 20  | 50                                      | 55,000         | ● 10  | 25                                      | 45,000         |
| ■ 30   | 23                                      | 30,000         | ■ 30  | 23                                      | 25,000         | ■ 65  | 45                                      | 50,000         | ■ 30  | 31                                      | 55,000         |
| <b>Totals</b>  | <b>100</b>                              | <b>130,000</b> | <b>Totals</b>   | <b>100</b>                              | <b>110,000</b> | <b>Totals</b>   | <b>100</b>                              | <b>110,000</b> | <b>Totals</b>   | <b>100</b>                              | <b>180,000</b> |
| Brimbank, Hobsons Bay, Maribyrnong, Melton, Moonee Valley, Wyndham |   |                | Banyule, Darebin, Hume, Moreland, Nillumbik, Whittlesea |   |                | Boroondara, Manningham, Knox, Maroondah, Monash, Whitehorse, Yarra Ranges, Stonnington (part) |   |                | Bayside, Cardinia, Casey, Frankston, Glen Eira, Greater Dandenong, Kingston, Mornington Peninsula |   |                |
| INNER  |   |                | METROPOLITAN TOTAL                                      |   |                |   |   |                |   |   |                |
| Average annual dwelling starts 1996-97 2000-01                     | Proposed household distribution 2001-30 |                | Average annual dwelling starts 1996-97 2000-01          | Proposed household distribution 2001-30 |                |   |   |                |   |   |                |
| %  | %                                       | No.            | %   | %                                       | No.            |   |   |                |   |   |                |
| ■ 0  | 0                                       | 0              | ■ 38  | 31                                      | 195,000        |   |   |                |   |   |                |
| ● 70   | 89                                      | 80,000         | ● 24  | 41                                      | 255,000        |   |   |                |   |   |                |
| ■ 30   | 11                                      | 10,000         | ■ 38  | 28                                      | 170,000        |   |   |                |   |   |                |
| <b>Totals</b>  | <b>100</b>                              | <b>90,000</b>  | <b>Totals</b>   | <b>100</b>                              | <b>620,000</b> |   |   |                |   |   |                |
| Melbourne, Port Phillip, Stonnington (part), Yarra                 |   |                |   |   |                |   |   |                |   |   |                |

- Greenfield development
  - Strategic redevelopment sites (Principal and Major Activity Centres only depicted)
  - Dispersed urban and non-urban development
- NOTE. Non-urban development is generally located in and around small townships. It currently accounts for 3 per cent of development and is proposed to account for 1.5 per cent of all additional households by 2030. This equates to 9,500 households.

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## A range of housing types

Providing a range of well-located housing types and forms is fundamental to achieving many of the aims of *Melbourne 2030*.

Detached housing is the dominant form of housing on Melbourne's fringe. In 2001–02 detached dwellings accounted for 63 per cent of all new dwelling approvals in Melbourne. In 1996, 92 per cent of couples with children, 80 per cent of couples without children and 50 per cent of single-person households chose to live in detached dwellings. Most of the recent gradual increase in the supply of higher and medium-density housing in Melbourne has been confined to the inner and middle suburbs.

In growth areas, housing estates largely comprise detached dwellings. The relatively cheaper land cost component makes this an affordable and comfortable housing option for many families with children. However there is some evidence that this pattern is beginning to change – around 25 per cent of Urban and Regional Land Corporation (URLC) sales in greenfield developments now go to people other than first-home buyers. Market demand is also encouraging the URLC to increase the medium-density component in its estates.

In future, the projected increase in one and two-person households, an ageing population and greater ethnic diversity will create demand for a greater range of housing choice in Melbourne's growth areas. Buyers will seek well-designed and well-located units, apartments and town houses.

There will also be increased demand for dwellings that cater for flexible living and working arrangements, such as shared accommodation, home offices and shop tops, as well as dwellings that can be easily adapted to suit changes in family life cycles.

## Housing affordability

A challenge across metropolitan Melbourne is to ensure the provision of a range of well-located and affordable housing options. This will affect growth areas and established suburbs. It is discussed in draft Implementation Plan 3, Housing.

## Better neighbourhood planning

While there are examples of residential estates in growth areas that function as integrated and interconnected communities, a significant number of people living in growth areas have limited access to the public transport network and other services, and limited opportunity to travel cross-town or further afield by public transport. This hinders community spirit and has led to a pattern of increased car dependency.

A further challenge outlined in *Melbourne 2030* is the development of new design standards, based on the Neighbourhood Principles (see Appendix 3) that will help create communities rather than subdivisions.

## Managing the sequence of development

In growth areas, it can happen that some physical and social infrastructure lags behind the arrival of new communities, and that development is fragmented, occurring over a large number of development fronts. New residential estates on the metropolitan fringe are commonly developed without full public transport and social and community services. Parks, local roads, water, sewerage, maternal and child care are provided at the time of subdivision, but services such as public transport, schools, arterial roads, and emergency services facilities may be missing initially.

Fragmented development of land without accompanying physical and social infrastructure can lead to substandard results and additional financial, environmental and social costs to local councils, the Government and the community, as service providers try to keep up with demands on multiple development fronts. Physical infrastructure providers may be required to invest in new capacity before time. Budget constraints may force new residents to wait for services to be extended.

These problems can lead to short-term reactive planning by government and infrastructure agencies, which is at odds with the need to create more liveable and sustainable communities.

## What are the aims of this plan?

Through *Melbourne 2030* and the preparation of Growth Area Plans, we will address these broad aims:

- direct development to growth areas that can be provided with public transport and other local and regional infrastructure in coordination with the preferred sequence of land release and development
- reduce the overall proportion of new dwellings in greenfield sites from the current figure of 38 per cent to 22 per cent by 2030
- maintain 15 years supply of broad hectare land zoned for residential purposes in growth areas, to limit upward pressure on prices
- establish a five-year cycle for development sequencing in growth areas, up to a threshold of 15 years
- achieve a gradual but significant increase in housing densities in growth areas, from the current average of 10 dwellings per hectare to around 15 dwellings per hectare, with the highest densities located in or close to activity centres and the Principal Public Transport Network (PPTN)
- increase the choice of housing types provided, to meet the needs of all groups in the community
- create a network of mixed-use activity centres focused on the PPTN
- direct a substantial proportion of new development to activity centres that have good access to the PPTN
- increase the availability of sustainable forms of travel, with more use of public transport and more opportunities for walking and cycling
- develop an urban form based on the Neighbourhood Principles (see Appendix 3)
- structure urban areas to provide interconnected neighbourhoods that are clustered to support Principal or Major Activity Centres
- introduce community safety design principles in order to reduce opportunities for crime, improve perceptions of safety and increase levels of community involvement
- provide opportunities for growth in local employment

- inside the UGB, restrict rural residential development that would compromise future development at higher densities
- protect and manage natural resources and areas of heritage, cultural and environmental significance, and achieve significant savings in energy and water consumption.

Appendix 1 outlines the accompanying policies and principles to be considered.

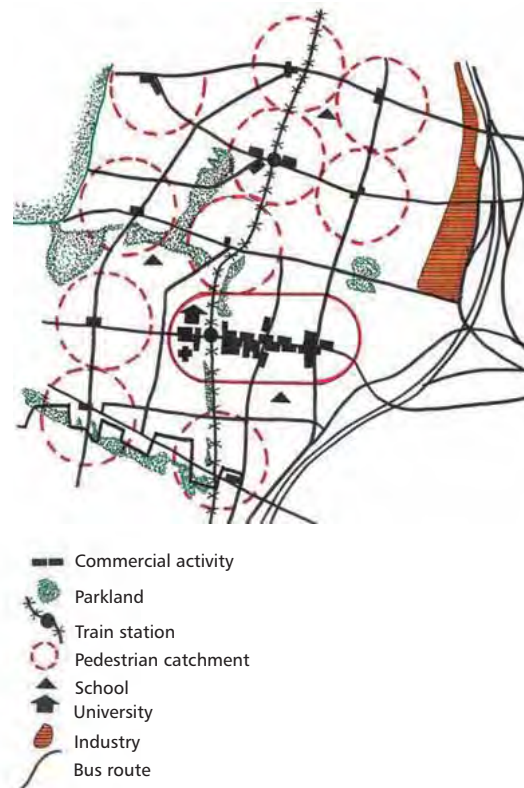


Figure 3. Sustainable urban structure planning in growth areas

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## What will it alter?

The implementation of *Melbourne 2030* will immediately introduce a number of changes to strategic planning policy in the growth areas.

The immediate application of the interim urban growth boundary (UGB) will ensure consistency and avoid speculation. The UGB appears on maps forming part of affected planning schemes, and the Werribee and South Eastern (Cranbourne–Pakenham) Growth Area Plans have been amended to reflect it. Submissions may be made about its location during the consultation period, after which the Minister for Planning will make a determination on its final location. After this, modifications will be considered only in designated growth areas, following an assessment of housing needs and the preparation or review of Growth Area Plans. There is a need to ensure adequate land supply is available, and that no artificial pressure will be placed on land pricing, in this regard the UGB will be periodically reviewed in the growth areas to ensure adequate land supply is maintained.

The introduction of the UGB indicates the long-term limits of urban development and where non-urban values and land uses should prevail. In designated growth areas, the interim UGB has been based on areas currently zoned or committed for urban development. It excludes some land previously designated for future urban development in strategic plans prepared by councils in Werribee (north, west and south), Hume (west and north) and a small area to the west of Cranbourne. The land in Werribee, Cranbourne and Hume has been excluded pending a strategic review of the growth areas, primarily owing to the need to re-examine how development should proceed in areas that lack access to high-capacity regional public transport services. The land in Melton has been excluded pending a strategic review of the growth area.

Changes to the UGB are subject to *Ministerial Direction No. 10*, which includes the processes, tests and criteria to be used for modifying the UGB in growth areas. The Direction includes a requirement that a planning authority must seek the views of the Minister for Planning before preparing an amendment (see draft Implementation Plan 1, Urban Growth Boundary).

*Melbourne 2030* specifies the need to concentrate urban expansion into growth areas that are served by existing or planned high-capacity public transport, but at lower rates of development than have occurred in the past. New development will be encouraged in areas that are best able to cope with change while meeting the aims of *Melbourne 2030*. As the land supply diminishes in metropolitan Melbourne's south-east, there will need to be higher rates of growth in the west and north.

Future need for additional land in growth areas will depend on development trends, the impact of *Melbourne 2030* on shaping the overall distribution of new housing, and the new emphasis on maximising existing settlement patterns, investment and infrastructure.

The Department of Infrastructure (DOI) recognises the importance of keeping land supply under continuing review. New urban development in growth areas will be better managed by identifying an appropriate pattern for future development, and appropriate staging of land release and development sequencing.

In the next five years, DOI will work closely with local government and key stakeholders to complete a new Growth Area Plan for the Hume growth area, and to review existing Growth Area Plans for Werribee, Plenty Valley and the South Eastern (Cranbourne–Pakenham) Growth Areas. DOI will also work closely with Melton Shire Council to investigate the long-term feasibility of developing the Caroline Springs growth area.

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## What are the implications for local government?

Councils should be aware that, while work will be needed in each of the growth areas to implement *Melbourne 2030*, some areas will require more immediate and detailed consideration than others.

The most immediate short-term priority for all growth area councils is to work with DOI to clarify the nature, scope and extent of the work required for the preparation and or review of the Growth Area Plans.

Committees for Smart Growth and associated working groups will be established to facilitate the successful completion of the growth area review for each growth area or region, once the scope of the review for that area is defined. One of the more immediate tasks for a Committee for Smart Growth is to prepare an interim plan for development sequencing.

Following the review or preparation of Growth Area Plans, these committees must assess whether modifications are needed to any existing Growth Area Plan and the UGB. They will need to work closely with councils, DOI and key stakeholders on the preparation of an integrated transport plan, to determine and plan for new Principal and Major Activity Centres, to finalise the preferred sequence of development and prepare Development Contributions Plans. Councils will need to prepare planning scheme amendments to introduce changes to Municipal Strategic Statements and local planning policies.

The preparation of a new Growth Area Plan for Hume will be a short-term priority given the relatively limited land supply in this location.

Planning for the Werribee Growth Area will also be a short-term priority because of the need to redirect future growth to support public transport.

The review of the existing Growth Area Plans for the South Eastern (Cranbourne–Pakenham) and Plenty Valley Growth Areas (to incorporate development at Epping North) will also begin as a priority, following the review of Werribee and Hume.

The investigation of the area between Melton township and Caroline Springs, to assess the need for and feasibility of developing the Caroline Springs growth area along the road and rail corridor, will require a high level of detailed work. This will begin following the planning for Werribee and Hume.

# Actions

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## How does this plan relate to *Melbourne 2030*?

The draft Implementation Plan primarily implements Direction 2 of *Melbourne 2030* – ‘better management of metropolitan growth’.

This direction aims to concentrate urban expansion into growth areas that are served by high-capacity public transport (Policy 2.2). It also aims to closely manage the sequence of development in growth areas so that services are available from early in the life of new communities (Policy 2.3). It establishes an urban growth boundary to set clear limits to metropolitan Melbourne’s outward development (Policy 2.1).

Direction 1 – ‘a more compact city’ – is relevant to the draft Implementation Plan. This direction aims to build up activity centres as a focus for high-quality development, activity and living for the whole community (Policy 1.1). A further aim is the location of a substantial proportion of new housing in or close to activity centres and other strategic redevelopment sites that offer good access to services and transport (Policy 1.3).

The draft Implementation Plan also draws on most of *Melbourne 2030*’s other key directions.

- ‘A great place to be’ emphasises the promotion of good urban design and neighbourhood design (Policies 5.1, 5.5) and enhancement of the network of metropolitan open space (Policy 5.7)
- ‘A fairer city’ promotes more well-located affordable housing (Policy 6.1), a more equitable distribution of social infrastructure (Policy 6.2) and better coordination and timing when services and infrastructure are installed in new development areas (Policy 6.3)
- ‘A greener city’ promotes the concept of sustainability (Policy 7.8). ‘Better transport links’ plans urban development to make jobs and community services more accessible (Policy 8.3), and coordinates development of all transport modes to provide a comprehensive transport system (Policy 8.4)
- ‘Better planning decisions, careful management’ works towards developing the all-important strong partnership with local government (Policy 9.4).

## What are the recommended actions?

Actions designed to address the key issues outlined above and to achieve the directions of *Melbourne 2030* are grouped as follows:

- develop a new Growth Area Plan for each growth area, or review existing Growth Area Plans
- improve liaison between the Government, local governments and key stakeholders
- manage urban development
- ensure statutory implementation of Growth Area Plans.

These are summarised for easy reference in the accompanying table.

## Growth areas actions

| Action area   | Task (in sequence)   | Time frame (short, medium, long)*   | Lead agency                              | Involved   | Relevant initiatives in Melbourne 2030  |
|---|--|---|--|--|---|
| <b>Develop new or revised Growth Area Plans for each growth area</b>                  | undertake preparatory project consultation   | short   | DOI                                      | local government   | 5.5.3<br>9.4.3  |
|   | scope growth area projects   | short   | DOI and local government in partnership  | key stakeholders (infrastructure , agencies government departments)  | 5.5.3<br>9.4.3  |
|   | develop new or revised Growth Area Plans for growth areas, including refinement of the UGB, and integrated transport plans and planning for Principal and Major Activity Centres | short (Werribee, Hume)<br>short - medium South Eastern, (Cranbourne – Pakenham, Plenty Valley – Epping North) | Committee for Smart Growth               | DOI and local government in partnership, key stakeholders (infrastructure agencies, utilities, other government departments) | 1.1.2<br>1.1.3<br>2.2.1<br>2.2.3<br>4.1.3<br>4.1.10<br>5.3.3<br>5.4.1<br>5.4.4<br>5.8.3<br>5.5.3<br>5.7.1<br>5.7.2<br>5.7.3<br>6.1.5<br>6.3.2<br>6.3.6<br>7.1.3<br>7.1.5<br>7.3.3<br>7.4.5<br>8.3.1 |
|   | investigate a possible new growth area between Melton township and Caroline Springs  | medium-long (following the review of Werribee and Hume)   | Committee for Smart Growth               | DOI and local government in partnership, key stakeholders (infrastructure agencies, utilities, other government departments) | 1.1.2<br>2.2.2<br>4.1.3<br>5.3.3<br>5.4.1<br>5.4.4<br>5.5.3<br>5.7.1<br>5.8.3<br>6.3.2<br>6.3.6<br>7.1.3<br>8.3.1   |
| <b>Improve liaison between the Government, local governments and key stakeholders</b> | establish Committees for Smart Growth for individual growth areas and/or regional groupings of councils.   | short   | DOI in partnership with local government | key stakeholders, infrastructure providers   | 2.2.1<br>6.3.1  |
|   | establish support structures for the committees, including reference groups  | short   | DOI in partnership with local government | key stakeholders, infrastructure providers   | 2.2.1<br>6.3.1  |

\* Short – start within 12 months  
 Medium – start in 1–2 years  
 Long – start in 2–5 years

| Action area   | Task (in sequence)   | Time frame (short, medium, long)* | Lead agency                     | Involved   | Relevant initiatives in Melbourne 2030  |
|---|--|-----------------------------------|---------------------------------|--|---|
| <b>Manage urban development</b>                             | update the residential subdivision provisions in the <i>Victoria Planning Provisions</i> to incorporate the Neighbourhood Principles           | short                             | DOI                             | local government, key stakeholders                               | 5.1.3<br>5.5.1<br>7.4.6   |
|   | prepare an interim plan for development sequencing in the growth areas   | short                             | Committee for Smart Growth      | local government, DOI, key stakeholders                          | 2.3.2   |
|   | prepare a preferred sequence of development  | short                             | Committee for Smart Growth      | DOI, local government, key stakeholders                          | 2.3.1   |
|   | update 'Housing Melbourne' to guide development and land supply in the growth areas, and provide a 15-year development and land supply program | short-medium                      | DOI                             | local government, key stakeholders                               | 1.3.1.<br>2.3.3   |
|   | introduce new urban management processes and mechanisms to the growth areas to better coordinate government and private service providers      | short, medium, long               | Committee for Smart Growth, DOI | local government, other government departments, key stakeholders | 2.3.1<br>6.2.1<br>6.2.2<br>6.2.3<br>6.3.1<br>6.3.2<br>6.3.4<br>6.3.5<br>9.4.1 |
| <b>Ensure statutory implementation of Growth Area Plans</b> | amend existing Ministerial Directions to be consistent with <i>Melbourne 2030</i>  | Day 1                             | DOI                             |  | 2.2.4   |
|   | introduce <i>Ministerial Direction No.10 – Urban Growth Boundary</i>   | Day 1                             | DOI                             |  | 2.1.1   |
|   | prepare planning scheme amendments to implement the Growth Area Plans in planning schemes and refine the UGB where necessary                   | medium                            | local government                | DOI  | 2.2.4<br>2.1.1  |

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# Action 1

## Develop new or revised Growth Area Plans for each growth area

### Preparatory project consultation

Lead agent: DOI

To ensure an agreed understanding of *Melbourne 2030's* policies and implementation measures, DOI will consult with growth area councils before finalising this draft Implementation Plan to ensure it is workable, reflects current priorities, and whether there are any unforeseen issues that need further consideration.

It is recognised that implementation of the directions outlined in *Melbourne 2030* will place a substantial workload on growth area councils through the preparation of new Growth Area Plans, or the revision of existing plans, for each designated growth area.

DOI will assist councils to cope with this workload.

### Scope growth area projects

Lead agents: DOI and local government in partnership

Scoping of the Growth Area Plan review projects will comprise discussions between DOI and growth area councils to reach agreement on the scope, objectives, key tasks, key stakeholders, related projects, timing and the resources required to undertake the review.

This work will take into account metropolitan policy, the individual character of each growth area, and the substantial amount of strategic work already in place or being undertaken by councils.

Some specific issues, policies and principles pertinent to the future development of each growth area have been identified as part of a preliminary investigation undertaken by DOI. These are included in Appendix 2, and reflect current and future constraints and opportunities, physical characteristics and infrastructure challenges. Together with councils' past planning, this work is intended as a starting point for the Growth Area Plans and will form the basis of further discussions during the scoping phase.

### Development of new or revised plans

Lead agent: Committee for Smart Growth

The growth area review will encompass the preparation of a new growth area plan for Hume, and the review of the existing Werribee, Plenty Valley and South Eastern (Cranbourne–Pakenham) Growth Area Plans to determine:

- the form and density of development
- development phasing and sequencing and the preparation of a preferred sequence of development
- identification of major infrastructure needs
- the adequacy of current Development Contributions Plans and the preparation of new Development Contributions Plans where appropriate
- the timing and provision of public transport services, including the preparation of an integrated transport plan (see Appendix 1)
- identification of the amount of land in the growth area, including its location, the extent and direction of expansion, and the position of the UGB
- the role of surrounding rural areas and settlements
- planning for a network of activity centres, and identifying and planning for Principal and Major Activity Centres.

The growth area review will focus on greenfield areas, but will include the established urban areas that form an integral part of the growth areas.

It will provide future opportunities for more intensive subdivision of residentially zoned land, and will identify long-term, higher-density residential development opportunities, with a focus on gradually increasing the number of dwellings per hectare, as *Melbourne 2030* is implemented, from 10 to around 15.

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## Guiding principles, policies and implementation measures

The principles for growth area planning link the most relevant directions from *Melbourne 2030* to strategies and implementation mechanisms for each growth area.

In planning for new settlements, *Melbourne 2030* emphasises the need to take advantage of existing settlement patterns and investments in infrastructure, including physical services, transport and social facilities. New development should respond to the landscape, valued built form and the cultural context.

New areas will be planned as integrated sustainable communities, based around high-quality, frequent and safe local and regional public transport, and a range of local activities.

Neighbourhood Principles (see Appendix 3) apply to the development of new areas as well as to major redevelopment in existing areas. In growth areas this will mean that new development will generally occur on the basis of:

- public transport focus
- preferred sequence of development
- connected and walkable streets
- emphasis on safety in design
- provision of a mix of housing types and land uses
- neighbourhood centres as a focus for local services
- design that enhances existing natural and heritage features and increased environmental sustainability.

The growth areas will need to accommodate forecast changes in household structure and housing preference, which will mean greater emphasis on different housing forms and different subdivision types (see Appendix 1).

Given the need for a longer-term perspective on implementing *Melbourne 2030* objectives, and given existing levels of subdivision commitment and approval for proposed developments in the growth areas, it is not anticipated that there will be a significant change to land already identified for development. For this reason, significant changes to development patterns in the growth areas may not be quickly achieved.

## Implementation mechanisms

DOI will provide support for the review and preparation of the Growth Area Plans.

Implementation of the principles and policies described above will occur through the mechanisms outlined in Appendix 1.

## Investigate a possible new growth area between Melton township and Caroline Springs

### Lead agent: Committee for Smart Growth

The area between Melton township and Caroline Springs will be examined to assess the long-term need for and feasibility of developing the Caroline Springs Growth Area along the road and rail corridor

This investigation will be undertaken following the review of the Werribee and Hume Growth Areas. The investigation of this growth area will be overseen by the Committee for Smart Growth, and will require a high level of detailed work.

## Action 2

# Improve liaison between the Government, local government and key stakeholders

### Establish Committees for Smart Growth

**Lead agent:** DOI in partnership with local government

A Committee for Smart Growth will be formed for each growth area to examine existing Growth Area Plans or prepare new Growth Area Plans, and help with dialogue, liaison and information exchange between the Government, local councils and other key stakeholders. The purpose of these committees is to oversee the progress and finalisation of Growth Area Plans, and to determine and achieve goals, objectives and outcomes in a multidisciplinary forum.

Core membership would include DOI, councils and key infrastructure agencies. It may also be appropriate for the development industry to be involved. The final membership would be agreed between DOI and councils. Membership may include several neighbouring councils with overlapping issues and concerns, such as, the provision of major regional infrastructure and development sequencing.

### Committees for Smart Growth

#### *Key tasks*

These include:

- prepare an interim sequence of development in each growth area
- coordinate the Growth Area Plan review
- provide a forum to bring together representatives of the Government, local government and physical infrastructure service providers and to seek agreement about the timing and provision of physical and human services
- monitor and review the preparation and implementation of local structure plans, including urban design frameworks
- monitor and report on proposed outcomes for population and housing (see draft Implementation Plan 3, Housing) and provision of employment in each growth area
- establish a community consultation program.

#### *Reporting structure*

Each committee would report regularly to the relevant council(s) and the Minister for Planning on the recommendations emerging from the Growth Area Plan review process.

### Establish support structures for the committees

**Lead agents:** DOI in partnership with local government

Reference groups and working groups may be formed to support a Committee for Smart Growth, bringing together all contributors to the planning process in each growth area.

These groups would report to the Committee for Smart Growth on a regular basis.

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## Action 3

# Manage urban development

### Update residential subdivision provisions in the *Victoria Planning Provisions* to incorporate the Neighbourhood Principles

Lead agent: DOI

DOI will update the residential subdivision provisions in the *Victoria Planning Provisions* to incorporate the Neighbourhood Principles (see Appendix 3) into the subdivision and design of new urban areas. These principles focus on making subdivisions environmentally sustainable, easily accessible and walkable, and on creating a sense of community.

Growth Area Plans will need to incorporate the Neighbourhood Principles, which will also be incorporated in local structure plans and subdivision layouts.

### Prepare an interim plan for development sequencing in the growth areas

Lead agent: Committees for Smart Growth

The timely provision of physical infrastructure across metropolitan Melbourne will require a coordinated, regulated and programmed approach involving negotiations with a range of privatised infrastructure agencies.

To provide infrastructure in a more efficient, cost-effective and timely manner, its delivery is directed to preferred growth fronts where there is an agreed sequence of development. The Committees for Smart Growth will prepare an interim plan for development sequencing in growth areas, which will be used as guidance until the growth area review is completed and more detailed sequencing plans can be prepared.

### Prepare a preferred sequence of development

Lead agent: Committee for Smart Growth

Once the growth area plan review is completed, the preferred sequence of development can be finalised to indicate the timing, extent and proportional cost of infrastructure. The preferred sequence of development will provide a starting point for the preparation of Development Contributions Plans.

### Out-of-sequence development

This will include any urban development proposed outside the preferred sequence of development. A proposal that falls outside this sequence may still be able to proceed provided it is within the UGB, supports strategic planning principles established for the growth area and the proponent pays the full cost of the earlier provision of infrastructure.

### Update *Housing Melbourne* to guide development and land supply in the growth areas, and to provide a 15-year development and land-supply program

Lead agent: DOI

DOI will set up a new program to monitor land supply for housing development that builds on *Housing Melbourne*.

A framework will be established to indicate where new housing demand will be met across the metropolitan area. The program will ensure that opportunities remain available to achieve a competitive housing market. It will identify and facilitate planning for large-scale development and redevelopment sites in metropolitan Melbourne, including greenfield sites.

Land-supply data will be collected and updated for each municipality. An annual forum will be dedicated to this process. All key stakeholders in the development industry will take part, including councils, developers, industry groups such as the Housing Industry Association, (HIA) the Urban Development Institute of Australia (UDIA) and infrastructure agencies.

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Data collected will form the basis of a residential land supply and development program. This will provide a comprehensive picture of the timing and availability of both greenfield and strategic redevelopment sites across the metropolitan area for each five-year period, up to a threshold of 15 years.

The data will be used to:

- monitor land supply and dwelling production across the metropolitan area
- identify and plan for the provision of physical and social infrastructure
- coordinate land release with service provision
- manage land supply to meet housing needs.

DOI will disseminate this data each year.

## **Introduce new urban management processes and mechanisms to the growth areas to better coordinate government and private service providers**

**Lead agent:** DOI and the Committees for Smart Growth

DOI will work with the Committees for Smart Growth, local government and key stakeholders to introduce new urban management processes and mechanisms. These will better coordinate the work of government and private service providers, and the timing and provision of infrastructure in the growth areas. As part of the consultation process to determine the nature and format of the urban management coordination process, DOI is open to suggestions from all stakeholders. The process may be uniform, or a system that is tailored to suit the needs of each growth area and each Committee for Smart Growth.

## **Action 4 Ensure statutory implementation of Growth Area Plans**

### **Amend existing Ministerial Directions to be consistent with *Melbourne 2030***

**Lead agent:** DOI

The Minister has issued an amended *Ministerial Direction No. 2 – Werribee Growth Area* and an amended *Ministerial Direction No. 3 – South-Eastern Growth Area* which are consistent with *Melbourne 2030*. These amendments give effect to *Melbourne 2030*'s intent for the location of urban development. These directions will be further reviewed and/or new directions issued once the growth area reviews are completed.

### **Introduce the urban growth boundary**

**Lead agent:** DOI

The Minister has introduced the UGB which immediately applies in planning schemes, and sets a limit on urban development in each growth area. Changes to the UGB are subject to *Ministerial Direction No. 10 – Urban Growth Boundary*. The UGB may be revised in growth areas following the completion of the growth area reviews.

### **Prepare planning scheme amendments to implement the Growth Area Plans in planning schemes and refine the UGB where necessary**

**Lead agent:** Local government

Councils will need to prepare a planning scheme amendment to incorporate the new or revised Growth Area Plans in planning schemes. This amendment may include refinements to the UGB.

# Next steps – what do we need to do?

The Government is releasing *Melbourne 2030* and the draft Implementation Plans for a period of public review and comment. The initial comment period, up to 14 February 2003, is to give all interested parties the chance to comment on how *Melbourne 2030* works overall, whether the draft Implementation Plans are workable, and whether there are any unforeseen issues that need further consideration.

Public information sessions will be held at various venues around the metropolitan area following the release. Public displays will be held at the Melbourne Museum in Carlton and at other venues. Workshops will be held with key stakeholder groups about particular topics. They will focus on what needs to be done, and when.

General comments on *Melbourne 2030* and specific feedback on its implementation should be submitted by 14 February 2003 to:

Metropolitan Strategy Project  
Department of Infrastructure  
GPO Box 2797Y  
Melbourne VIC 3001

or

[melbourne2030@doi.vic.gov.au](mailto:melbourne2030@doi.vic.gov.au)

Information is available by calling 1300 366 356

Details of our consultation process will be advertised widely and will be available on DOI's web site. We value your comments and involvement.

For further information on the Melbourne Metropolitan Strategy process and *Melbourne 2030*, go to [www.melbourne2030.vic.gov.au](http://www.melbourne2030.vic.gov.au)

## Submissions

In order to ensure the integrity of the consultation process, you are asked to provide your name and address with your submission. Unfortunately we will not be able to accept submissions which do not include this information. However, all personal identifying information could be removed after it is received if that is your request. If this is the case, or there are any other parts of your submission that you wish treated confidentially, please make this clear in your submission.