

# Discussion Paper Submission

## ***INTRODUCTION***

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The Southern Melbourne Regional Development Australia (RDA) Committee's submission to *Plan Melbourne Refresh* focuses on the southern Melbourne region. As an overall observation on *Plan Melbourne Refresh*, the RDA endorses the continued emphasis on subregions as a polycentric planning approach becomes the architecture to construct a spatially different metropolis.

The RDA agrees with many of the changes proposed by *Plan Melbourne Refresh*. In terms of the southern Melbourne region, It supports the original Plan Melbourne proposal that the south east's two metropolitan activity centres, a national employment cluster and an industrial precinct are natural 'centres' from which to continue the development of its economic and commercial hubs. The RDA believes that focussing on these hubs will provide improved liveability and increased opportunities for business development, skilled employment, housing and economic development.

## ***Background to Region***

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It is important to note that the southern Melbourne is Melbourne's key economic region. It accounts for one third of the employed in Metropolitan Melbourne and a quarter of its GDP. It is only eclipsed by the high value added from the City of Melbourne LGA which contains the CBD.

The Southern Melbourne RDA region comprises ten municipalities: Bayside, Casey, Cardinia, Frankston, Glen Eira, Greater Dandenong, Kingston, Mornington Peninsula, Port Phillip and Stonnington. The region covers an area of 2,886 square kilometres and has a population of 1.4 million people.

The region's characteristics vary widely:

- Established, densely populated urban and inner urban areas in the south west of the region;
- Commercial and highly industrialised areas in the central part of the region;
- A second 'CBD' in the centre of the region;
- Rapidly expanding urban growth corridors in the south east of the region;
- Agricultural and rural areas in the outer south east of the region.
- A striking diversity in socio-economic status, education and cultural backgrounds.

## Chapter 2: Growth, challenges, fundamental principles and key concepts

1. The discussion paper includes the option (option 5, page 16) that Plan Melbourne better define the key opportunities and challenges for developing Melbourne and outlines some key points for considerations in Box 1. *Are there any other opportunities or challenges that we should be aware of?*

### *The Role of the Central City subregion*

Given the significance of the southern region, its population and its economy, the RDA queries Plan Melbourne's proposal to prioritise the 'Central City' subregion prior to the development of the subregional employment clusters. The RDA is concerned this will mean a focus on funding projects in the Central City, when the majority of population and industry growth is still occurring in Melbourne's south east. Providing for jobs closer to where people live is a priority for the RDA as there are multiple negative consequences to residents travelling long distances to education, training and employment.

2. The discussion paper includes the option (option 6, page 18) that the United Nations Sustainable Development Goals be included in Plan Melbourne 2016. *Do you agree with this idea? If so, how should the goals be incorporated into Plan Melbourne 2016? Choose one option:*

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

*Please explain your response:*

3. The discussion paper includes the option (option 7, page 18) to lock down the existing urban growth boundary and modify the action (i.e. the action under Initiative 6.1.1.1 in Plan Melbourne 2014) to reflect this. *Do you agree that there should be a permanent urban growth boundary based on the existing boundary? Choose one option:*

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

*Please explain your response:*

The RDA commends *Plan Melbourne Refresh's* intention to lock down the existing urban growth boundary and to protect valuable agricultural land and green wedges. The Casey, Cardinia and Mornington Peninsula areas in Melbourne's south east have some of the most productive

agricultural land in Victoria and the south east is the second most valuable agricultural region in the State. It is imperative to maintain the current UGB, particularly in areas with these high quality agriculture values, and to consider planning controls to limit inappropriate urban expansion. It is also important to recognise the emerging and growing importance of food security and the economic value of agri-tourism in the peri-urban region.

4. The discussion paper includes the option (option 8, page 18) that Plan Melbourne 2016 should more clearly articulate the values of green wedge and peri-urban areas to be protected and safeguarded. *How can Plan Melbourne 2016 better articulate the values of green wedge and peri-urban areas?*

5. The discussion paper includes the option (option 9, page 18) to remove the concept of an Integrated Economic Triangle and replace it with a high-level 2050 concept map for Melbourne (i.e. a map that shows the Expanded Central City, National Employment Clusters, Metropolitan Activity Centres, State-Significant Industrial Precincts, Transport Gateways, Health and Education Precincts and Urban Renewal Precincts). *What elements should be included in a 2050 concept map for Melbourne?*

The RDA endorses the idea of replacing the 2014 concept of the Integrate Economic Triangle and tying in key elements of Plan Melbourne's preferred city structure. However, the option outlined is unclear and its advantages as a key organising principle is not sufficiently explained or discussed. The RDA would like to see a clearer rationale for this change and an explanation of its potential benefits in the long term metropolitan planning process.

6. The discussion paper includes the option (option 10, page 18) that the concept of Melbourne as a polycentric city (i.e. a city with many centres) with 20-minute neighbourhoods (i.e. the ability to meet your everyday (non-work) needs locally, primarily within a 20-minute walk) be better defined. *Do the definitions adequately clarify the concepts? Choose one option:*

- Strongly Disagree  
 Disagree  
 Agree  
 Strongly Agree

Please explain your response:

7. The discussion paper includes options (options 11-17, pages 23 to 27) that identify housing, climate change, people place and identity and partnerships with local government as key concepts that need to be incorporated into Plan Melbourne 2016. *Do you support the inclusion of these as key concepts in Plan Melbourne 2016?*

- Strongly Disagree  
 Disagree  
 Agree  
 Strongly Agree

Please explain your response:

***Important role of local government in planning***

The RDA endorses *Plan Melbourne Refresh's* intention to partner with local government in sub regional planning and in the implementation of Plan Melbourne. The inclusion of major stakeholders in the process is vital. In relation to local government partnerships, the RDA believes it is sensible to integrate local government structure plans with the Metro Melb Structure plan to ensure consistency.

8. *Any other comments about chapter 2 (growth, challenges, fundamental principles and key concepts)?*

### Chapter 3: Delivering jobs and investment

9. The discussion paper includes the option (option 20, page 30) to revise the Delivering Jobs and Investment chapter in Plan Melbourne 2014 to ensure the significance and roles of the National Employment Clusters as places of innovation and knowledge-based employment are clear. *How can Plan Melbourne 2016 better articulate the significance and roles of the National Employment Clusters as places of innovation and knowledge-based employment?*

10. The discussion paper includes two options (page 30) relating to National Employment Clusters, being:

Option 21A: Focus planning for National Employment Clusters on core institutions and businesses

Option 21B: Take a broader approach to planning for National Employment Clusters that looks beyond the core institutions and businesses

***Which option do you prefer?***

- Option 21A

Option 21B

***Please explain why you have chosen your preferred option:***

**11. The discussion paper includes the option (option 22, page 30) to broaden the East Werribee National Employment Cluster to call it the Werribee National Employment Cluster in order to encompass the full range of activities and employment activities that make up Werribee. This could include the Werribee Activity Centre and the Werribee Park Tourism Precinct. Do you agree with broadening the East Werribee Cluster? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

***Why?***

**12. The discussion paper includes the option (option 23, page 30) to broaden the Dandenong South National Employment Cluster to call it the Dandenong National Employment Cluster in order to encompass the full range of activities and employment activities that make up Dandenong. This could include the Dandenong Metropolitan Activity Centre and Chisholm Institute of TAFE. Do you agree with broadening the Dandenong South National Employment Cluster? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

***Why?***

### ***The Role of Dandenong***

Melbourne's south east is a region where population and industry growth will continue over the next 20 years. The Cities of Greater Dandenong and Frankston are significant metropolitan activity centres which service industry and the community. Melbourne's south east manufacturing industry is experiencing sustained growth and it attracts service industries, infrastructure development and investment. Greater Dandenong, with its thriving business district, forms part of a national employment cluster and is a major industrial precinct. It is a substantial and significant contributor to the economy of the region, to that of Melbourne and to the state of Victoria.

The RDA believes that Dandenong's prominent role as Melbourne's industrial and employment hub should be boosted in *Plan Melbourne Refresh*. In effect, Greater Dandenong already operates as Melbourne's second CBD because of its elevated industry and employment profile. The City's role as a regional CBD has the potential to be further enhanced through targeted strategic planning. With Dandenong as Melbourne's second CBD, pressure on Melbourne's CBD and inner city infrastructure

would be relieved and the south east region could be developed in a manner similar to Parramatta in Sydney.

- 13. The discussion paper includes options (options 24 to 30, pages 33 and 34) that consider the designation of activity centres and criteria for new activity centres. *Do you have any comments on the designation of activity centres or the criteria for new activity centres as outlined in the discussion paper?***

- 14. The discussion paper includes the option (option 31, page 35) to evaluate the range of planning mechanisms available to protect strategic agricultural land. *What types of agricultural land and agricultural activities need to be protected and how could the planning system better protect them?***

- 15. The discussion paper includes the option (option 32, page 36) to implement the outcomes of the Extractive Industries Taskforce through the planning scheme, including Regional Growth Plans, to affirm that extractive industries resources are protected to provide an economic supply of materials for construction and road industries. *Do you have any comments in relation to extractive industries?***

- 16. Any other comments about chapter 3 (delivering jobs and investment)?**

## Chapter 4: A more connected Melbourne

**17. The discussion paper includes the option (option 34, page 42) to include the Principal Public Transport Network in Plan Melbourne 2016. Do you agree that the Principal Public Transport Network should inform land use choices and decisions? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

### *Elevate bus transport to train and tram status*

Future planning in terms of public transport infrastructure needs to acknowledge the effects of poor planning on population growth areas and to prioritise the delivery of a metro style bus service to these areas. Bus services are critical to the residents and workers of Melbourne's south-east suburbs, from outer metropolitan areas like the Mornington Peninsula to the growing areas of Casey and Cardinia. Buses help to extend the catchment of train stations for outward commuters and are the primary sustainable transport mode for many people who rely on public transport for work and travel within the south east region.

*Plan Melbourne Refresh* focusses on train and tram services and how they harmonise with central city services, whilst making little mention of bus services and their vital importance to residents in the population growth corridor and outer south east suburbs. This is of great concern to the RDA, as current bus services are failing the people of the south-east, and large parts of the region have no access to buses, or relatively poor bus services. Importantly, insufficient or non-existent bus services in the outer areas disadvantage and isolate vulnerable groups and inhibit access to education, training and employment.

**18. The discussion paper includes the option (option 35, page 43) to incorporate references to Active Transport Victoria (which aims to increase participation and safety among cyclists and pedestrians) in Plan Melbourne 2016. How should walking and cycling networks influence and integrate with land use?**

**19. Any other comments about chapter 4 (a more connected Melbourne)?**

### *An East West link*

The RDA notes that *Plan Melbourne Refresh* does not provide an alternative option to the east west link. An alternative route is vital for commuters and road based freight traffic that travels east west across the city and that normally uses the M1. There is an ongoing need to facilitate the flow of road freight across the east west corridor given that the M1 remains the sole route linking the south east of Melbourne to the interstate road freight network. Dependence on the M1 regularly

brings the south east to a grinding halt and this has a massive effect on productivity at every level, making it impossible to plan commuter journeys and freight delivery times.

***Intermodal Terminal at Lyndhurst***

*Plan Melbourne Refresh* does not mention an intermodal terminal in the south east. The RDA believes that an intermodal port in the Lyndhurst area is a crucial connection to create an integrated metropolitan freight network, and that in fact, it will become essential if the Port of Melbourne is leased for another 50 years. A longer lease at the Port of Melbourne will inevitably create more pressure on the freight network in the west. An intermodal terminal at Lyndhurst would mean that containers could be freighted direct to the south east, rather than being unpacked in the west and then transported to the south east in multiple vehicles, adding further congestion to the M1.



## Chapter 5: Housing

**20. The discussion paper includes the option (option 36A, page 46) to establish a 70/30 target where established areas provide 70 per cent of Melbourne's new housing supply and greenfield growth areas provide 30 per cent. Do you agree with establishing a 70/30 target for housing supply? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

The RDA commends the *Plan Melbourne Refresh* recommendation for medium density living in established areas. It cautions however on applying this recommendation to population growth areas, particularly where green field development is planned. The RDA believes that new development in outer areas such as Cardinia and Casey should not proceed at all until infrastructure and services are planned and funded.

The RDA is concerned that applying medium density quotas to newly established areas will impose greater pressure on growth in suburbs where there are fewer established amenities and no public transport services. Not undertaking the necessary planning and not pre funding the services required will result in a lost opportunity to reduce car dependency and promote sustainable transport options. Ultimately, residents will not be provided with the same level of liveability as existing suburbs and will be disadvantaged in terms of their access to employment, training and recreation.

**21. What, if any, planning reforms are necessary to achieve a 70/30 target?**

**22. The discussion paper includes the option (option 36B, page 46) to investigate a mechanism to manage the sequence and density of the remaining Precinct Structure Plans based on land supply needs. Do you agree with this idea? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

**23. The discussion paper includes the option (option 36C, page 46) to focus metropolitan planning on unlocking housing supply in established areas, particularly within areas specifically targeted for growth and intensification. Do you agree with this idea? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

**24. The discussion paper includes options (option 37, page 50) to better define and communicate Melbourne’s housing needs by either:**

Option 37A: Setting housing targets for metropolitan Melbourne and each sub-region relating to housing diversity, supply and affordability.

Option 37B: Developing a metropolitan Housing Strategy that includes a Housing Plan.

**Which option do you prefer? Choose one option:**

- Option 37A
- Option 37B
- Other

**Why?**

**25. The discussion paper includes the option (option 38, page 52) to introduce a policy statement in Plan Melbourne 2016 to support population and housing growth in defined locations and acknowledge that some areas within defined locations will require planning protection based on their valued character. How could Plan Melbourne 2016 clarify those locations in which higher scales of change are supported?**

**26. The discussion paper includes the option (option 39, page 52) to clarify the direction to ‘protect the suburbs’. How could Plan Melbourne 2016 clarify the direction to protect Melbourne and its suburbs from inappropriate development?**

**27. The discussion paper includes the option (option 40, page 56) to clarify the action to apply the Neighbourhood Residential Zone to at least 50 per cent of residential land by:**

Option 40A: Deleting the action and replacing it with a direction that clarifies how the residential zones should be applied to respect valued character and deliver housing diversity.

Option 40B: Retain at least 50 per cent as a guide but expand the criteria to enable variations between municipalities.

***Which option do you prefer? Choose one option:***

- Option 40A
- Option 40B
- Other

***Why?***

**28. The discussion paper includes the option (option 42, page 58) to include an action in Plan Melbourne 2016 to investigate how the building and planning system can facilitate housing that readily adapts to the changing needs of households over the life of a dwelling. *In what other ways can Plan Melbourne 2016 support greater housing diversity?***

**29. A number of options are outlined in the discussion paper (page 58) to improve housing affordability, including:**

Option 45A: Consider introducing planning tools that mandate or facilitate or provide incentives to increase social and affordable housing supply.

Option 45B: Evaluate the affordable housing initiative pilot for land sold by government to determine whether to extend this to other suitable land sold by government.

Option 45C: Identify planning scheme requirements that could be waived or reduced without compromising the amenity of social and affordable housing or neighbouring properties.

***What other ideas do you have for how Plan Melbourne 2016 can improve housing affordability?***

**30. Any other comments about chapter 5 (housing)?**



## Chapter 6: A more resilient and environmentally sustainable Melbourne

**31. The discussion paper includes the option (option 46, page 69) to introduce Strategic Environmental Principles in Plan Melbourne 2016 to guide implementation of environment, climate change and water initiatives. Do you agree with the inclusion of Strategic Environmental Principles in Plan Melbourne 2016? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

The southern Melbourne coastline is a major defining feature. Port Phillip and Western Port Bays are highly valued by residents and make a major contribution to the visitor economy. The coastal resource provides significant economic and social opportunities for the region, including tourism, boating, recreational fishing, leisure and the marine building industry. It is a recreational asset of regional and state-wide importance that requires significant resources and funds to protect. The RDA urges *Plan Melbourne Refresh* to prioritise improved planning for the resourcing, renewal and replacement of Melbourne's important coastal assets as it would any other significant piece of metropolitan infrastructure.

Additionally, the south east houses an UNESCO accredited biosphere and a RAMSAR protected area in Western Port. These assets will also need to be taken into consideration in *Plan Melbourne Refresh* as part of its strategic environmental principles.

**32. The discussion paper includes the option (option 47, page 72) to review policy and hazard management planning tools (such as overlays) to ensure the planning system responds to climate change challenges. Do you agree with this idea? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

**33. The discussion paper includes options (options 48 and 49, page 72) to update hazard mapping to promote resilience and avoid unacceptable risk, and update periodically the planning system and supporting legislative and policy frameworks to reflect best available climate change science and data. Do you have any comments on these options?**

**34. The discussion paper includes the option (option 50, page 73) to incorporate natural hazard management criteria into Victorian planning schemes to improve planning in areas exposed to climate change and environmental risks. Do you agree with this idea? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

**35. The discussion paper includes the option (option 51, page 75) to investigate consideration of climate change risks in infrastructure planning in the land use planning system, including consideration of an 'infrastructure resilience test'. Do you agree that a more structured approach to consideration of climate change risks in infrastructure planning has merit? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

**36. The discussion paper includes the option (option 52, page 76) to strengthen high-priority habitat corridors throughout Melbourne and its peri-urban areas to improve long-term health of key flora and fauna habitat. Do you agree with this idea? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

**37. The discussion paper includes options (options 53 and 54, pages 78 and 79) to introduce strategies to cool our city including: increasing tree canopy, vegetated ground cover and permeable surfaces; use of Water Sensitive Urban Design and irrigation; and encouraging the uptake of green roofs, facades and walls, as appropriate materials used for pavements and buildings with low heat-absorption properties. What other strategies could be beneficial for cooling our built environment?**

**38. The discussion paper includes the option (option 56A, page 80) to investigate opportunities in the land use planning system, such as strong supporting planning policy, to facilitate the increased uptake of renewable and low-emission energy in Melbourne and its peri-urban areas. Do you agree that stronger land use planning policies are needed to facilitate the uptake of renewable and low-emission energy? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

**39. The discussion paper includes options (options 56B and 56C, page 80) to strengthen the structure planning process to facilitate future renewable and low-emission energy generation technologies in greenfield and urban renewal precincts and require consideration of the costs and benefits of renewable or low-emission energy options across a precinct. Do you agree that the structure planning process should facilitate the uptake of renewable and low-emission technologies in greenfield and urban renewal precincts? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

**40. The discussion paper includes the option (option 57, page 81) to take an integrated approach to planning and building to strengthen Environmentally Sustainable Design, including consideration of costs and benefits. Do you agree that an integrated planning and building approach would strengthen Environmentally Sustainable Design? Choose one option:**

- Strongly Disagree
- Disagree
- Agree
- Strongly Agree

**Why?**

**41. Any other comments about chapter 6 (a more resilient and environmentally sustainable Melbourne)?**

## Chapter 7: New planning tools

**42. The discussion paper includes options (options 58A and 58B, page 84) to evaluate whether new or existing planning tools (zones and overlays) could be applied to National Employment Clusters and urban renewal areas. *Do you have any comments on the planning tools (zones and overlays) needed for National Employment Clusters and urban renewal areas?***

**43. The discussion paper includes options (options 59A and 59B, page 84) to evaluate the merits of code assessment for multi-unit development, taking into account the findings from the 'Better Apartments' process, to either replace ResCode with a codified process for multi-unit development or identify ResCode standards that can be codified. *Do you have any comments on the merits of code assessment for multi-unit development?***

**44. Any other comments about chapter 7 (new planning tools)?**



## Chapter 8: Implementation

**45. The discussion paper includes the option (options 1 and 61, pages 14 and 90) of Plan Melbourne being an enduring strategy with a long-term focus supported by a 'rolling' implementation plan. *Do you agree that separating the long-term strategy from a shorter-term supporting implementation plan is a good idea?***

**46. *If a separate implementation plan is developed for Plan Melbourne 2016 what will make it effective?***

**47. *Any other comments about chapter 8 (implementation)?***