SIN NUMBER: 2
DATE: 23 March 2018
PRECINCT: All
FRAMEWORK REFERENCE: N/a
SUBJECT: Information regarding the rationale for the population target of 80,000 residents for Fishermans Bend
NOTE: The Panel have requested further explanation of the rationale for the population target of 80,000 residents at Fishermans Bend; the projected demand for dwellings and the contribution to Plan Melbourne dwelling numbers

RESPONSE

Background
1. In July 2012, there was an announcement by the Minister for Planning that 240 hectares of land at Fishermans Bend would be rezoned to Capital City Zone.
2. The announcement stated Melbourne’s Capital City Zone would expand by more than 50 per cent and would accommodate 25,000 jobs and 50,000 residents (Attachment 1).
3. Places Victoria were then asked to lead the preparation of a masterplan for Fishermans Bend. To undertake the masterplan Places Victoria commissioned several background reports to assist them in understanding the characteristics of the area, the opportunities and constraints. Part of that assessment included determining how many residents and workers would be appropriate for the area.

What reports were prepared?
4. The reports that considered the likely population are listed below. When reviewing this information, it is important to note that the reports vary with respect to the timelines they use for analysis (some referring to the years 2031, 2050, 2051 and 2062). The varying timelines reflect the planning timeframes used by different agencies in determining their own masterplans. For example, the Department of Transport use two timeframes for their transport masterplan of 2030 and 2050.
5. It is also important to note that in 2012 there were only four precincts. The Employment Precinct was added in 2015.

6. The reports are:
   a. Fishermans Bend infrastructure assessment (GHD), October 2012.
   b. Fishermans Bend economic and employment study (SGS Economics & Planning), November 2012.
   c. Transport issues and opportunities (AECOM), December 2012.
   e. Real estate market assessment (Macroplan Dimasi) – December 2012.
   f. Fishermans Bend Urban Renewal Area Funding Options Paper (Pricewaterhouse Coopers), April 2013.
   g. Fishermans Bend Demographic Profiling (Places Victoria), July 2013.

7. Each report considers the scenarios determined by Places Victoria as the likely range for population and workers. All of these reports are available on the Fishermans Bend website: http://www.fishermansbend.vic.gov.au

Fishermans Bend infrastructure assessment (GHD), October 2012

8. This report contains detailed precinct breakdown of each scenario including incremental, low, medium and high-density development options.

9. The report considers the utility service provider’s response to each scenario. The scenarios envisage full build out of the precincts and there is no consideration of details such as staging or timing of development.

10. The addendum to this report in December 2012, contained revised development scenarios for residential, retail and commercial growth in Fishermans Bend and provided an understanding of the impact of these scenarios compared with the redevelopment scenarios previously assessed. The scenarios modelled were as follows:

   a. **Scenario 1**: “Business as usual” activity with no government intention for further rezoning. This was rejected early by Places Victoria as unable to meet the strategic directions.

   b. **Scenario 2**: Anticipates lower density, lower scale, lower service provision, fewer connections and consequently limited infrastructure investment. It delivers a development scenario that requires limited involvement and retains much of the existing fabric.

   c. **Scenario 3**: Anticipates a medium density and scale, with better connections and better infrastructure investment than Scenario 2 as the density provides a critical mass to encourage delivery of key infrastructure items. The viability of the commercial spine is questionable and does create barriers to movement between residential precincts. However, the community hubs within this scenario are well located in association with transport stops allowing better service provision to wider catchments.
d. **Scenario 4:** Anticipates the highest density with a higher scale, higher service provision, greater connections and the highest cost of infrastructure investment. This scenario incudes activity nodes collocated with transport stops and community hubs which deliver a true mixed-use environment and can provide a catalyst for future development. This scenario does raise questions with regards to the appropriate level of density and the potential for interface conflict, particularly with residential areas to the south.

<table>
<thead>
<tr>
<th>Scenario</th>
<th>Dwellings</th>
<th>Residents</th>
<th>Floorspace of commercial/retail</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Incremental</td>
<td>5,000</td>
<td>9,750</td>
</tr>
<tr>
<td>2</td>
<td>Low density</td>
<td>15,000</td>
<td>35,250</td>
</tr>
<tr>
<td>3</td>
<td>Medium density</td>
<td>30,000</td>
<td>70,500</td>
</tr>
<tr>
<td>4</td>
<td>High density</td>
<td>60,000</td>
<td>141,000</td>
</tr>
</tbody>
</table>

11. The report provided a high level initial review of infrastructure requirements and impacts of the proposed Fishermans Bend redevelopment scenarios on existing infrastructure as established through consultation with key external utility service providers.

**Fishermans Bend economic and employment study (SGS Economics & Planning), November 2012**

12. This report envisaged the same four redevelopment scenarios Fishermans Bend infrastructure assessment (GHD), October 2012 with development activity ranging from modest (i.e. 5,000 new dwellings) to high (60,000 new dwellings).

13. The report finds that some redevelopment scenarios under review might help accelerate employment opportunities in Fishermans Bend, compared with what might manifest in ‘business as usual’ scenarios. The redevelopment also presents some opportunities individual precincts to capitalise on their identified economic drivers.

**Transport issues and opportunities (AECOM), December 2012**

14. This report reviews the same four scenarios described above.

15. Analysis of the key features of the transport network under each of the four development scenarios was made to respond to the anticipated scale of development. The report includes a network plan for the long term/full built and states it would feature a metro line connecting Newport and Southern Cross via Fishermans Bend as demand estimates indicate that it would be required. It notes deliverability and cost, impacts and also the impact to catalyse development.
16. The report used the low, medium and high scenarios of land use development, stating this approach is consistent with the redevelopment timeframes applied to other precincts such as Docklands.

**Preliminary community infrastructure needs assessment (ASR Research Community Planning) - Final report, December 2012 –**

17. This report revisits the same four scenarios described above and it also includes a list of community infrastructure priorities for the four scenarios.

18. The purpose of the report was to provide recommendations for next steps and subsequent stages of community infrastructure analysis.

**Real estate market assessment (Macroplan Dimasi) – December 2012**

19. The report undertook an analysis of the following issues relating to the scenarios. It reviews scenarios 2, 3 and 4 described above.

20. Note that Scenario 1 (Incremental) was not considered. The scenario references in this report are:
   - Scenario A in this report is the same as Scenario 2
   - Scenario B in this report is the same as Scenario 3
   - Scenario C in this report is the same as Scenario 4.

21. The report considered:
   - The role and function of Fishermans Bend and its relationship to Docklands and the CBD;
   - the location of major activity nodes and the main drivers associated with key nodes and timing of developments in these nodes;
   - timing of key activity nodes and the requirement for infrastructure;
   - staging of private sector investment;
   - potential for early development.

**Fishermans Bend Urban Renewal Area Funding Options Paper (Pricewaterhouse Coopers), April 2013**

22. This report contained projected funding requirements and cost estimates for community and open space, road, and social infrastructure for each of the three scenarios. The report also examined the indicative standard levies, projected collections and residential developer contributions for each scenario.

23. Scenario 1 (Incremental) was not considered in this report. The scenario references in this report are:
   - Scenario A in this report is the same as Scenario 2
   - Scenario B in this report is the same as Scenario 3
   - Scenario C in this report is the same as Scenario 4.
Building on the initial assessment reports

24. Places Victoria worked with the City of Port Phillip and City of Melbourne to distil the information in the above reports on the impact of the four scenarios on Fishermans Bend. That process involved the following steps.

25. An evaluation was undertaken to assess scenarios against the Strategic Directions. The strategic directions were published in the 2013 Draft Vision for Fishermans Bend (see page 21). The evaluation approach was to set out the likely implications each scenario may have on transport, real estate, funding, utilities, community infrastructure and public open space.

26. A series of workshops were held to test each scenario against the key criteria. These workshops were attended by Places Victoria, the City of Port Phillip and the City of Melbourne.

27. The “best for project scenario”, or Discussion Scenario, was determined to be between Scenario 3 and Scenario 4, with 80,000 residents and 40,000 workers. The Discussion Scenario was later adopted as the target for Fishermans Bend.

28. The Discussion Scenario intention is that to achieve high levels of density does not rely solely on the construction of high-rise podium and tower buildings. Similar densities can be achieved using a number of development models at a different scale, including medium and low-rise buildings with a high site coverage, which can actively promote diversity in housing types and innovations in built form and design to reduce construction costs.

29. The Fishermans Bend Vision (2016) considered and recognised the earlier work undertaken by Places Victoria. The Vision was tested through consultation and reindorsed the Strategic Directions in the Vision and Public Engagement report. The public engagement process was advertised through the media, social media, the Fishermans Ben website, general email, postal correspondence and through the Fishermans Bend e-newsletter. Engagement occurred through face-to-face activities including a series of six community pop-up hubs and open house, and a large public event attended by over 760 participants representing community members, industry, peak bodies and local government. Submissions were made online via the website, emailed or hardcopy with a total of 42 submissions received. A community survey was also available online.

The population profile

30. The population profile was first described in the Fishermans Bend demographic profiling (Discussion Scenario Profiling, Places Victoria, page 7), July 2013. It provides a breakdown of the scenario consisting of 40,225 dwellings and 83,445 residents.

<table>
<thead>
<tr>
<th>Precinct</th>
<th>GFA (sqm)</th>
<th>Dwellings</th>
<th>Household Size</th>
<th>Residents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Montague</td>
<td>770,000</td>
<td>11,000</td>
<td>1.9</td>
<td>29,900</td>
</tr>
<tr>
<td>Lorimer</td>
<td>505,250</td>
<td>6,750</td>
<td>2.0</td>
<td>13,500</td>
</tr>
<tr>
<td>Sandridge Nth</td>
<td>487,825</td>
<td>6,175</td>
<td>2.1</td>
<td>12,350</td>
</tr>
<tr>
<td>Sandridge Sth</td>
<td>572,700</td>
<td>6,900</td>
<td>2.2</td>
<td>15,180</td>
</tr>
<tr>
<td>Wirraway East</td>
<td>433,675</td>
<td>5,225</td>
<td>2.2</td>
<td>11,495</td>
</tr>
<tr>
<td>Wirraway West</td>
<td>375,750</td>
<td>4,175</td>
<td>2.4</td>
<td>10,020</td>
</tr>
<tr>
<td>Total</td>
<td>3,146,200</td>
<td>40,225</td>
<td>2.1</td>
<td>83,445</td>
</tr>
</tbody>
</table>
With the addition on the employment precinct in 2015 the Population and Demographics report (2017) updates the profile with the current ABS data. Include the relevant table and numbers with reference to location in the report.

Dwelling number projections in Plan Melbourne and contribution of Fishermans Bend to those numbers

32. Plan Melbourne refers to Victoria in Future 2016 projections of 215,000 net dwelling additions from 2016 – 2051 in the Inner Metro Region that includes the municipalities of Melbourne, Port Phillip and Yarra.

33. Plan Melbourne nominates Fishermans Bend as a renewal area of state significance.

34. At 80,000 residents, Fishermans Bend will accommodate 2.3 % of Melbourne’s forecast growth of 3.4 million to 2051 and 17% of the forecast growth for the inner metro area.

35. Fishermans Bend represents 0.1% of Melbourne’s urban land area and 6.5% of the inner metro land area. In that context, it can be seen that 80,000 is an elevated share of housing provision.

36. Bearing in mind the totality of development potential across Melbourne and Plan Melbourne’s aspirational scenario (in which the inner metro area delivers 15% of all new dwelling additions) a contribution of almost one fifth of the inner metro allocation represents a significant component of Melbourne's housing needs over the next 35 years. This growth is reasonable and responsible for an area so close to the CBD.

37. Plan Melbourne refers to two scenarios for net dwelling additions from 2016 – 2051 in the Inner Metro Region that includes the municipalities of Melbourne, Port Phillip and Yarra. These figures were derived from the ABS estimate of the Australian population, VIF 2016, the official state government projection of population and households.

38. Scenario 1 is 215,000 net dwelling additions 2016 – 2051 based on Victoria In Future 2016. Victoria In Future 2016 is the official state government projection of population and households.

39. Scenario 2 is an aspirational projection of 230,000 net dwelling additions between 2016 – 2051.

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1 Plan Melbourne, Metropolitan Planning Strategy, figure 7, page 47
4 Areas excluding main roads, farmland and conservation areas
5 Plan Melbourne, Implementation Plan, page 21, scenario 2.
6 Plan Melbourne, Implementation Plan, page 21, Figure 1, page 43
Page 43 of Plan Melbourne provides the housing distribution between established and growth areas for Scenarios 1 and 2 assessing the Inner Metro Region net dwelling additions for the Melbourne, Port Phillip and Yarra municipalities 2016 – 2051:

<table>
<thead>
<tr>
<th>Housing distribution between established and growth areas</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Scenario 1</strong> Net dwelling additions 2016–2051 – VIF 2016*</td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td>-------</td>
</tr>
<tr>
<td>215,000</td>
</tr>
<tr>
<td><strong>Scenario 2</strong> Net dwelling additions 2016–2051 – 70/30 aspiration†</td>
</tr>
<tr>
<td>230,000</td>
</tr>
</tbody>
</table>

41. The scenarios equate to:

- 6,143 dwellings per annum based on 215,000 dwellings by 2051
- 6,571 dwellings per annum based on 230,000 dwellings by 2051.

42. The data from DELWP Demographic Research Team (Attachment 2) shows an annual average of 7,633 dwellings for the inner metro area via ABS building approvals or an annual average of 7,145 dwellings via development data. This is the average for the last 5 years.

43. It is concluded from the ABS data that the growth in the inner metro area, should the historical trends continue, is on track to meet this objective without a Fishermans Bend contribution. Over time, other parts of the inner metro area dwelling growth are expected to decline as land becomes scarcer. The Fishermans Bend forecast of 1,0707 dwellings on average per annum over 35 years is then well placed to support the inner metro target in Plan Melbourne.

**ATTACHMENTS:**

- **Attachment 1** – Minister for Planning Media Release 2 July 2012.
- **Attachment 2** – Projected demand for dwellings up to 2050.

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7 Plan Melbourne, Implementation Plan, Figure 1, page 43
Largest urban renewal area in Australia begins now

Monday, 02 July 2012

From the Minister for Planning

The Victorian Coalition Government has rezoned 240 hectares to Capital City Zone to kickstart the Fishermans Bend urban renewal area, Minister for Planning Matthew Guy announced today.

"The bold initiative has also been declared a project of State Significance under the Planning and Environment Act and leads the way for Melbourne to be an Australian leader in inner city urban renewal," Mr Guy said.

"This is an area 10 times the size of what Sydney can manage in Barangaroo and is the largest inner city rezoning in Australian history.

"Its 240 hectares compares to the Hoddle grid at 160 hectares, Southbank's 100 hectares, and 140 hectares in Docklands. Melbourne's CBD now extends from Spring Street to Williamstown Road, encompassing the historical Hoddle grid, Southbank, Docklands and now Fishermans Bend.

"This rezoning expands Melbourne's capital city zone by more than 50 per cent and is expected to accommodate around 25,000 jobs and 50,000 residents."

The construction work is expected to provide thousands of additional jobs in the high rise building industry over the coming years with 5,000 apartments to be built in the next 10 years with an economic impact of approximately $1.5 billion and creating 13,500 construction jobs.

"There will also be significant productivity benefits from more people locating close to jobs and services in the CBD, Southbank and Docklands," Mr Guy said.

"Urban renewal in Fishermans Bend will boost Melbourne's economic growth and secure jobs and investment in Victoria, not just now but for the next 30 years," Mr Guy said.

"This area will be home to high rise residential towers, modern terraced townhouses, campus-style offices, warehouse lofts, a vertical school, small laneways, local parks, new art galleries, and all kinds of new opportunities."

Amendment C102 to the Port Phillip Planning Scheme and C170 to the Melbourne Planning Scheme have been signed by Minister Guy and will be gazetted shortly.

Development applications within the Fishermans Bend area can now be submitted.

"Melbourne has the best opportunities for new construction in Australia, and I look forward to seeing creative proposals coming in soon," Mr Guy said.

Development contributions will be required through a Development Contributions Plan and agreements between developers and the government.

Minister Guy said the previously announced feasibility study into schools in Port Melbourne would assist in informing decisions around the sequencing of schools across the wider precinct.

"I also want to encourage non-government schools to consider locating in this precinct to serve a booming inner city community," Mr Guy said.

"The site is in the best location for high density living, being within easy walking and cycling distance of the CBD, and on the doorstep of the 109 tram and the Westgate Freeway."
The Fishermans Bend urban renewal area will have four precincts:

Lorimer Precinct is located in the City of Melbourne on the eastern side of the Bolte Bridge between Lorimer Street and the Westgate Freeway and was named after Sir James Lorimer, who was President of the Melbourne Chamber of Commerce in 1868-70, founding chairman of the Melbourne Harbour Trust, a founder of the Free Trade League, and member of the Victorian Parliament.

Montague, Sandridge, and Wirraway Precincts are in the City of Port Phillip. Sandridge was the original name for Port Melbourne. Wirraway is named for the iconic Australian military aircraft built by the Commonwealth Aircraft Corporation at Fishermans Bend.

Places Victoria will play a key role in coordinating structure planning for the Fishermans Bend urban renewal area.

The Capital City Zone is designed to facilitate major urban development in the precinct. To give certainty, the Minister for Planning will be responsible for major applications which are more than four storeys, more than 60 dwellings, over 10,000 square metres in floorspace, or have a development value of more than $10 million. Careful consideration will be given for any uses which may have an impact on existing industry in the area.

In a first for the Capital City Zone, there will be increased rights for residents, with notice and review rights for uses which may be of community concern in the rezoned Fishermans Bend area. This includes applications for nightclubs, taverns, brothels and adult bookshops.

"Fishermans Bend will be Australia's first inner city urban growth area and the Coalition Government is providing opportunities for Melburnians to live in both inner city locations and suburban locations," Mr Guy said.
Attachment 2 – Further information on annual average household and dwelling additions in the Inner Metro Region in the past five years

1. The tables below present information on household and dwelling additions in the Statistical Areas Level 2 (SA2) across the municipalities of the City of Melbourne, City of Port Phillip and City of Yarra.

2. See the map below for definition of areas. Note where an SA2 crosses LGA boundaries it has only been included once in a table, and all development across the SA2 is captured within a single figure.

3. Dwelling additions are presented from two sources:
   - ABS Building Approvals – this dataset covers dwellings approved and expected to be constructed in the five calendar years from January 2013 to December 2017. Construction is lagged from date of approval by six months in the case of separate houses, 12 months in the case of townhouses and apartments up to two stories, and by 24 months for apartments in blocks of three storeys or more. These lags are consistent with research conducted by the ABS, and with comparisons to DELWP Housing Development Data for corresponding periods.
   - DELWP Housing Development Data – this dataset covers dwellings tracked as completed over the five calendar years from January 2012 to December 2016 (the latest data available). The data are derived from detailed analysis of aerial photography.

4. Though the data cover slightly different periods, there is considerable correspondence, and the relative scale of dwelling completions between areas is consistent (e.g. Melbourne SA2 – the CBD – has the highest numbers, while Carlton North – Princess Hill SA2 has very low numbers).

5. Where numbers are notably larger for the more recent five-year period (e.g. Southbank, Port Melbourne Industrial) this is due to larger numbers of completions in 2017. For example, Southbank averaged approximately 1,000 completions across the calendar years 2013 to 2016, but slightly over 2,000 completions are estimated for 2017.

6. Household additions are derived directly from dwelling additions. A blanket assumption is made in this analysis that household additions are equivalent to 90 per cent of dwelling completions, allowing for vacant dwellings. Total vacancy rates do vary from area to area, but the vast majority of dwellings added over this period are high-rise apartments, and the similarity of vacancy rates between areas for similar dwelling types makes a simple assumption valid.
Extracts from documents referenced in SIN 2, footnote 15
Part B submissions
I am pleased to invite your comments on the Fishermans Bend Draft Vision.

Melbourne is widely recognised as a great place to live and invest, and the Victorian Coalition Government has sought to build on this reputation. Our strategy is to continue to stimulate sustainable economic growth. An element of this is achieved via our evidence-based planning policies, which promote flexible land use and economic adaptability. Accordingly, this Interim Strategic Framework Plan for Fishermans Bend will unlock and maximise the economic value inherent in Victoria’s land assets, while maintaining our high liveability.

Fishermans Bend is the jewel in the State’s crown of urban renewal opportunities. Its large area (250 hectares) and proximity to Melbourne’s central business district (1 kilometre) make it an unrivalled redevelopment site in Australia. It is anticipated within 50 years, Fishermans Bend will provide homes for more than 80,000 residents and a new workplace for up to 40,000 people. This urban renewal will involve a variety of residential developments ranging from warehouse lofts, to townhouses and high rise towers, while continuing to encourage the operation of businesses, creating local employment opportunities.

Fishermans Bend will be served by public transport and an extensive network of walking and bicycle paths. Additional amenities such as schools, child care centres, parks, shopping precincts and other community facilities will create a destination with a unique character and sense of place.

Places Victoria has been co-ordinating the master planning for the area, overseen by a project control group with membership from the City of Port Phillip, the City of Melbourne, the Port of Melbourne and the Department of Transport, Planning and Local Infrastructure. This group provides strategic advice on the physical and social infrastructure required to develop the area to meet community expectations.

I look forward to receiving your views on the Fishermans Bend Draft Vision.

The Hon Dr Denis Napthine MP
Premier of Victoria

The government created Places Victoria to specifically address strategic population growth, maintain liveability, provide a greater mix of housing and improve housing affordability in well-serviced locations across Melbourne and key regional cities in Victoria.

The Minister for Planning has charged Places Victoria with the responsibility of overseeing the strategic planning for the redevelopment of Fishermans Bend; the largest urban renewal project in Melbourne since creating Docklands. This is a marvellous opportunity for Victoria.

Places Victoria is developing a Strategic Framework Plan for the Project and chairing a Project Control Group to support development of the Plan which includes the Department of Planning and Community Development, the Department of Transport, the Office of the Victorian Government Architect, the City of Melbourne, the City of Port Phillip and the Port of Melbourne Corporation.

The Strategic Framework Plan will help guide future development in the area and set out a development framework that encourages housing diversity for different life stages and affordability levels, existing and new employment opportunities, and community services and infrastructure. This Draft Vision brings together the results of Places Victoria’s early investigations and is designed to help stimulate conversations with stakeholders and the community about the future of the area. We want to hear what people like about Fishermans
1 Introduction

This document provides a vision for how the Fishermans Bend Urban Renewal Area may look in 2050. It outlines the overarching strategic directions and key moves needed to realise the vision and transform existing Fishermans Bend industrial areas into a thriving, mixed-use inner city environment.

The Fishermans Bend Urban Renewal Area (as shown below) provides a unique opportunity to expand Melbourne’s central city to the south-west, connecting the existing Central Business District to Port Phillip Bay. By 2050, Fishermans Bend could accommodate up to 40,000 new jobs and 80,000 residents.

This growth has to occur in a way that protects what Melburnians love about their city and lives up to our reputation as one of the world’s most distinct, vibrant and liveable places. This Draft Vision outlines a proposal that will meet this objective and enhance Melbourne’s position in the global economy.

Places Victoria, together with key local and state government stakeholders, have prepared this Draft Vision to generate discussion about the role that the Fishermans Bend Urban Renewal Area will play in the future of Melbourne.

We invite you to participate and share your views on this city-shaping project.

Figure 1: Fishermans Bend Urban Renewal Area location plan
The opportunity for renewal

On average, more than 80,000 people move to Melbourne each year. Over the next 40 years, Melbourne’s population is expected to grow from 4.1 million to 6.5 million. It is anticipated that Melbourne will eventually overtake Sydney as Australia’s most populated city.

The significant growth in Melbourne’s population in recent years has resulted in increasing land prices in the inner city, driving population growth to the middle and outer suburbs. The Fishermans Bend Urban Renewal Area project will provide an unparalleled opportunity for people of all ages to live closer to existing jobs, services, public spaces and transport connections.

By transforming approximately 250 hectares of low intensity industrial land into a thriving network of urban villages between the CBD and the bay, the Fishermans Bend Urban Renewal Area will be one of Australia’s largest urban renewal projects and play a vital role in consolidating Melbourne’s position as the world’s most liveable city.
Through new office, retail and commercial development, grow the local economy by an additional 12,000 jobs by 2025 and 40,000 new jobs by 2050.

Accommodating a diversity of employment uses that complement the CBD, including growing the established cluster of creative industries and small and medium enterprises that are already located in Fishermans Bend.

Melbourne remains competitive by attracting investment and providing high productivity employment opportunities through an extension of CBD activities into the Lorimer and Sandridge precincts.

This means:

- Key community facilities and services are available and accessible to attract and support a diverse community at the early stages of development.
- Taking an integrated approach and linking all modes of transport.
- The preferred choice for getting to and around Fishermans Bend will be by walking, cycling and public transport.
- Go anywhere, anytime public transport to the CBD and surrounding suburbs.
- People can work, shop and socialise locally.
- Establishing compact neighbourhoods where people can walk to schools, community facilities, open space and public transport.

- Creating an excellent and safe walking environment for residents, workers and visitors, with seamless high-priority links between centres, public spaces and public transport.
- Creating strong connections to adjoining neighbourhoods and the bay.
- Through new residential development, the opportunity to increase the population by 24,000 new residents by 2025 and 80,000 new residents by 2050.

- New schools built to serve new neighbourhoods.
- Existing businesses continue to operate as change occurs.
- Consideration of a range of funding options to meet the cost of essential infrastructure.
- Upgrading existing open space and creating sufficient new open space to match population growth.

- Go anywhere, anytime public transport to the CBD and surrounding suburbs.
- Providing diverse and affordable housing choices.
THE CONTEXT: BACKGROUND

Fishermans Bend is one of the largest urban renewal areas in Australia and provides a unique opportunity to extend Melbourne’s central city to Port Phillip Bay.

The Fishermans Bend Urban Renewal Area will accommodate at least 60,000 new jobs and 80,000 residents, by 2050 with a projected development timeframe of over 35 years.

On 2 July 2012, the Minister for Planning announced a new vision for Fishermans Bend and rezoned the urban renewal area to the Capital City Zone (CCZ), signifying the national importance of the project.

In September 2013, the Victorian Government released a Draft Vision and Interim Design Guidelines for Fishermans Bend and commenced a program of community consultation. A diverse range of views was expressed and many complex issues considered through the program. Overall, there was strong support for the transformation of Fishermans Bend into a new generation business and residential extension of Melbourne’s CBD.

In February 2014 the Minister for Planning tasked the Metropolitan Planning Authority (MPA) with finalising the Strategic Framework Plan and Design Guidance. This document is the statutory planning framework that will inform land use planning decisions in response to the Draft Vision outlined by the Minister for Planning. It is incorporated into the Melbourne and Port Phillip Planning Schemes in the Schedule to Clause 81.01.

The Fishermans Bend Taskforce was established in January 2016 comprising members of Places Victoria, Department of Environment, Land, Water and Planning, Victorian Planning Authority, Department of Economic Development, Jobs, Transport and Resources, the City of Melbourne and the City of Port Phillip.

Fishermans Bend is Australia’s largest urban renewal area. When the project was declared in July 2012, the renewal area amounted to 250 hectares. In April 2015 the Victorian Government announced a recast of the project, which included the addition of the Employment Precinct. Following consultation on the Recast Vision, the study area for the Employment Precinct was amended to protect the operation of the working port and include Westgate Park. This brings the total renewal area to 485 hectares.

More information
The Fishermans Bend Website
www.fishermansbend.vic.gov.au
contains extensive background information about the Fishermans Bend project.

Fishermans Bend:
SIZE: 485ha
MUNICIPALITIES: City of Melbourne, City of Port Phillip
PLANNING SCHEME ZONING: Capital City Zone (CCZ), Industrial 1 (IN1)
EXISTING POPULATION: 200
EXISTING JOBS: 30,200
PROJECTED POPULATION: 80,000
PROJECTED JOBS: 60,000
EXISTING USES: Light and heavy industrial, manufacturing, creative, convenience retail, residential
FUTURE USES: Employment, residential, retail, community, civic

Figure 1: Fishermans Bend Aerial, Study Area Boundary
Figure 2: Fishermans Bend in the urban renewal context
THE OPPORTUNITY

Fishermans Bend has the opportunity to become a new generation business and residential extension of Melbourne’s CBD, taking it from Spring Street to the Bay, via Docklands.

URBAN RENEWAL

As Victoria’s economic base changes and industrial uses relocate to strategic locations identified in Plan Melbourne, many inner city locations have become available for renewal.

Fishermans Bend is the largest of these, and is particularly well-located to play a role in growing the central city. The large land parcels of many former industrial sites are well suited to redevelopment with high-density commercial to meet the requirements of knowledge-intensive and high-skilled firms, and high-density residential to help meet Melbourne’s continuing growth.

The legacy of former industrial development has also provided Fishermans Bend with a type of urban character that warrants protection, where practical. The fine grain lot patterns of Montague Precinct, if retained, can build on that character and integrate Fishermans Bend into the urban fabric of Melbourne.

The urban renewal opportunity will be realised by significant private sector investment alongside coordinated public investment.

JOBS AND ECONOMIC PROSPERITY

Plan Melbourne aims to ensure that the expanded Central City, including Fishermans Bend, will become Australia’s largest commercial and residential centre.

It envisages central city jobs growing from 435,000 jobs in 2011 to almost 900,000 jobs by 2051. Fishermans Bend has a vital role to play in the delivery of new space for office, retail, tourism, education, health and cultural activities needed to support this growth. It is expected that Fishermans Bend can deliver upwards of 60,000 jobs, more than double its existing employment base. Opportunities already present themselves to harness the growing creative industry sector as well as find solutions to grow and transition other industries and employment sectors.

HOUSING

On average, more than 80,000 people move to Melbourne each year. Over the next 35 years, Melbourne’s population is expected to grow to 8 million people.

Fishermans Bend is projected to accommodate at least 40,000 dwellings. This will be achieved in a variety of forms, from high-density and high-rise in the most accessible locations to three and four level apartments and townhouses at interfaces with existing residential areas and open space. Housing variety and flexibility in design will be important in creating a diverse community.
THE OPPORTUNITY

TRANSPORT

Fishermans Bend was identified due to its proximity to the CBD and the potential to connect the city to Port Phillip Bay.

New tram and bus routes and improved services will integrate Fishermans Bend with the Central City and beyond. Strong walking and cycling connectivity are central to the success of Fishermans Bend. Considering the anticipated densities, limited road space and associated health and congestion concerns, it is important to encourage public and active transport.

COMMUNITY

With an anticipated population of 80,000, Fishermans Bend will require an extensive array of new community infrastructure including schools, kindergartens, libraries and health centres.

Urban renewal has rarely been of such a scale that so many new facilities are required. Consequently both the private and public sectors have an obligation to work together to efficiently meet these requirements. Importantly, innovation will be required and Fishermans Bend represents an opportunity for delivery models to be rethought. Facilities of all types and scales will need to be effectively integrated into new high-density mixed-use development. This may lead to outcomes of shared public and private spaces, vertical schools, and other currently unexplored opportunities. While the SFP provides direction, decisions will need to be made on a case-by-case basis between service providers and development proponents as development occurs.
LAND USE

CONSIDERATIONS

The following provides a summary of the main considerations for the key land uses in Fishermans Bend and how they should be considered during the planning process.

HOUSING

Fishermans Bend contains relatively little housing at present. Over the 40+ year lifespan of this urban renewal area, at least 40,000 dwellings will be constructed.

A major objective for Fishermans Bend is the significant intensification of land use via high density built form, particularly housing. This will enable the best and most efficient use of land and infrastructure.

In an urban environment where the predominant form of housing is likely to be apartment style dwellings, people will rely on the spaces outside a building as both their ‘backyard’ and to deliver the ‘street appeal’ of their home.

It will be the quality of these spaces that will determine liveability and the overall success of Fishermans Bend as a high-density mixed-use environment. Planning decisions will focus heavily on the way in which a building both responds to and enhances its location.

The need to make the best use of land will not be sufficient justification to allow homogenous and repetitive podium and tower format development. High quality, varied built form will be sought, that can deliver housing to suit all needs, including families. All permit applications of scale will be assessed using a design review process.

The Design Guidance provides more information on specific considerations that new proposals will need to respond to.

The most intensive locations for housing will be those best served by public transport and cycling routes and with convenient access to shops, open space and services.

In particular, land between Buckhurst Street and the 109 light rail corridor in Montague and much of Lorimer and the eastern portion of Plummer Street present significant opportunity for growth. The west of Fishermans Bend, which is further from the existing city centre and high-capacity public transport, may be appropriate for a greater mix of housing densities, in particular fronting Williamstown Road.

Affordable housing, including housing managed by Registered Housing Associations, will be strongly encouraged in Fishermans Bend to provide a diverse range of people with access to central city jobs, services and infrastructure. Flexible application of development contributions can be used to encourage affordable housing (see Design Guidance for further details).

Social infrastructure will be required to support urban intensification and will need to be regularly reviewed as the population and its demographics emerge.

EMPLOYMENT

There are currently approximately 30,200 jobs in Fishermans Bend in a range of industrial and commercial uses. In addition to the economic benefit, employment is important because it creates vitality and vibrancy during daytime hours and supports work close to home.

With a projected population of 80,000+ people, it is estimated that an additional 28,800 jobs will be created across a much broader spectrum of industry and skills.

More recently, there has been an emergence of the creative industries sector, largely based in the Montague precinct owing to its access to the CBD. There is significant opportunity to increase the presence of this sector and its role in the economy, and character of Fishermans Bend.

Fishermans Bend is unlikely to become a location for high intensity office use until other recognised central city locations reach capacity, in particular Docklands. Public transport access will be important to create appropriate market conditions for employment uses and the new Montague Station will be a catalyst for creating a new high density employment hub. This in conjunction with the Plummer Street Civic Boulevard will activate and give vibrancy to Fishermans Bend.

Preserving opportunities for employment uses in major new development will be important, particularly in highly accessible locations, such as the proposed Montague Station District and other transport nodes along the urban spine. While residential development is not precluded in the short-term, it is important that new development in these locations consider adaptability and long-term evolution to ensure employment opportunities are not missed. Developments should consider adaptable lower level floor plates and ceiling heights that can accommodate a range of future commercial needs.

Consequently, government and both councils will work with business groups and development to encourage employment growth in their respective areas. Innovative solutions will be required to incentivise growth.

RETAIL

Fishermans Bend will require a significant amount of retail floor space. As an extension of the central city, there is opportunity for discount department stores (DDS), food and grocery retailing, specialty retail and leisure and entertainment.

Fishermans Bend does not currently contain any significant retail floorspace. At present Bay Street, Port Melbourne and Clarendon Street, South Melbourne are closest in terms of convenience retailing. A small local centre on Centre Avenue in Garden City provides a limited offer.

Initially, retail activity will be expected to locate in the identified activity centres and along Plummer Street which is envisaged as a new civic boulevard. Because supermarkets play a role as a catalyst and anchor to activity centres it will be important in the early years of Fishermans Bend to discourage their location outside the defined activity centres, until these activity centres are well established.

Delivery of retail, particularly supermarkets, in a standalone format will also be discouraged. The preference will be for their incorporation with a mixed-use development. Locally, Bay and Clarendon Streets are examples of the preferred retail outcome, representing the traditional high street for which Melbourne’s inner neighbourhoods are renowned.

In other parts of Fishermans Bend, small scale retail will generally be acceptable where it provides a local function to support residential mixed use schemes. The informal creation of retail destinations caused by cumulative grouping (of retail) outside main centres will be discouraged until such time as these centres are well established.

Activity Centres:

Main retail spine: Plummer Street Civic Boulevard (linear activity centre with nodes around potential future transport hubs).

Principal commercial and retail centre: Montague Station District

Secondary centres: Buckhurst Street (Montague) & Lorimer Urban Village (Lorimer)
2. SITE LAYOUT

INTRODUCTION:
Successful communities require access to a full range of local services and facilities. This will include residential, commercial, educational, health, spiritual, public and civic uses offering a mixture of housing and employment opportunities to ensure a vibrant community is created.

In addition to a residential population of 80,000, Fishermans Bend is expected to accommodate in excess of 60,000 jobs (including the Employment Areas) when fully developed and provide for a high level of activity throughout the neighbourhoods. Space for these jobs needs to be built into proposals from their inception.

Due to the degree of change anticipated, new developments need not necessarily conform to existing scale and use patterns, but existing and proposed future site context is critical and must be analysed to clearly inform design outcomes.

On larger sites, new streets or laneways, public infrastructure and/or community facilities may be required. A range of development typologies are expected to deliver this outcome, however all should reinforce a pedestrian friendly environment that does not prioritise cars.

OBJECTIVE 2.1
To ensure an accessible, pedestrian friendly precinct through the creation of new streets and laneways that extend existing routes, lead to key destinations, and provide mid-block connections between parallel streets.

Standard 1: Streets and laneways must not be more than 100 metres apart and should not be more than 50 metres apart in the vicinity of public transport stops, activity centres and ‘high streets’.

Standard 2: Pedestrian laneways and connections on smaller sites should be located along a side boundary to provide opportunity for integration and potential widening with adjoining sites.

Standard 3: New streets and laneways must be fronted with active uses at ground level.

Standard 4: The pedestrian amenity of primary street frontages must be protected from garages and service access ways which must be accessed from side and rear laneways where possible.

Standard 5: Laneways must be designed as pedestrian-friendly, low speed, shared zones with a maximum design speed of 10 km/h and be between 6-9 metres in final clear width.

Standard 6: For safety and wayfinding, laneways and pedestrian connections should be designed to enable views straight through the street block, be well-lit and open to the sky.

Standard 7: Developments must provide for universal access and ensure laneways and pedestrian connections reflect the access needs of all users.

OBJECTIVE 2.2
To ensure large developments are comprehensively planned to create integrated neighbourhoods and deliver high amenity, diversity and a good mix of land uses.

Standard 1: Development on sites greater than 3,000m² or proposing more than 300 dwellings or proposing more than 1 building or tower, must prepare a master plan for the whole site that includes provision for:
• Streets and laneways that connect the site to its surrounds in accordance with Objective 2.1;
• Publicly accessible spaces that accommodate local passive recreation that is consistent with the Open Space Key Element of the Strategic Framework Plan;
• Diversity of land uses, including non-residential floor space;
• Diversity of dwelling types and sizes, including an affordable housing component; and
• Diversity of built form typologies, including low and medium rise buildings.
FISHERMANS BEND VISION

The next chapter in Melbourne’s growth story

September 2016
Our urban growth areas have a significant role to play in the future prosperity of Melbourne. Fishermans Bend presents a strategic renewal opportunity. At 485 hectares, it is double the size of the CBD and is predicted to be home to 80,000 people and 60,000 jobs.

The majority of land in Fishermans Bend is privately owned which necessitates a meaningful partnership with the private sector and state and local governments. The City of Melbourne has a proven track record in urban renewal. Timely delivery of infrastructure and enabling strategic sites, along with design-led planning frameworks are critical precursors to future development.

Early developments must be high quality, with each stage of renewal contributing to a positive legacy for the City. The important river crossing to connect the established central city to Fishermans Bend must be urgently resolved.

Our ambition for Fishermans Bend revitalisation is one of astute planning, innovation and creativity. If we get it right, then Fishermans Bend will become an exemplar for urban renewal.

Robert Doyle
Lord Mayor, City of Melbourne
6 September 2016
Fishermans Bend is Australia’s largest urban renewal area. When the project was declared in July 2012, the renewal area amounted to 250 hectares. In April 2015 the Victorian Government announced a recast of the project, which included the addition of the Employment Precinct.

Following consultation on the Recast Vision, the study area for the Employment Precinct has been amended to protect the operation of the working port and include Westgate Park. This brings the total renewal area to 485 hectares.

**PLANNING FOR A LIVEABLE FISHERMANS BEND**

Fishermans Bend will need to be more than just a great place to work, invest and do business – it must also be a great place to live.

We know that Melbourne’s acclaimed liveability gives our city a valuable advantage in attracting and retaining talent from an increasingly mobile global workforce.

Latest projections show that Victoria is on track to have a population of 10.1 million by 2051, with 8 million people living in Greater Melbourne.1

Fishermans Bend will play an important role in Melbourne’s growth and prosperity, supporting 80,000 residents and 60,000 jobs.

The way Fishermans Bend is planned and developed will have a significant influence on the future liveability of our city.

That is why it is so important that good transport, community infrastructure, public spaces and high quality design is incorporated into the planning for Fishermans Bend.

Planning for Fishermans Bend will be complemented by *Plan Melbourne 2016*, *Better Apartments* and learnings from the *Central City Built Form Review.*

1 Victoria in Future 2016
SECURING OUR ECONOMIC FUTURE

Australia operates in an increasingly competitive global economy, where cities compete for investment and talent. Melbourne is fortunate to have a pipeline of urban renewal projects within close proximity to the CBD. This ensures that well-located land is available to support increased commercial and residential growth.

A range of employment opportunities will be supported across Fishermans Bend, with each precinct establishing its own unique sectoral mix. Economic activity will be an integral part of the social and cultural success of Fishermans Bend.

The addition of the Employment Precinct, with its rich manufacturing legacy and renewed focus on design, engineering, education and advanced manufacturing, provides an opportunity to attract new jobs to Victoria – helping to grow and diversify our economy.

MAKING FISHERMANS BEND SUSTAINABLE AND RESILIENT

Planning for Fishermans Bend will be based on principles of social, economic and environmental sustainability.

Sustainability is embedded in the planning process and the planning framework will be developed and independently accredited using the Green Star – Communities tool.

Australia's largest Green Star – Community

Home to 80,000 residents and 60,000 jobs, Fishermans Bend will be Australia’s largest Green Star – Community. Developers and the community can have confidence that the important elements of an engaging, liveable, prosperous and environmentally sustainable community have been embedded in the planning for Fishermans Bend.

Green Star – Communities is a tool developed by the Green Building Council of Australia to guide the development of sustainable communities and provide independent certification of outcomes. The tool has five categories: governance, liveability, economic prosperity, environment and innovation. In order for a project to be certified, it must demonstrate a minimum of Australian Best Practice.

The Taskforce is developing a planning framework for Fishermans Bend that embeds the requirements of Green Star – Communities.

DESIGN AND BUILT FORM

Fishermans Bend will build on Melbourne’s legacy of good planning and design, and will support a range of medium and higher density built form.

The scale of Fishermans Bend is an opportunity to influence positive changes in the Victorian higher density apartment market – in areas such as design and sustainability. As such, a high standard of site responsive and sustainable design will be required and supported through appropriate design guidance.
## Five Years of Estimated and Tracked Dwelling Completions, Inner Metro Statistical Areas

<table>
<thead>
<tr>
<th>Statistical Areas (Level 2) and Local Govt Areas</th>
<th>Estimated via ABS Building Approvals</th>
<th>Tracked via DELWP Housing Development Data</th>
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<td><strong>Total in City of Yarra</strong></td>
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<td><strong>1,359</strong></td>
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**Sources:**
- Building Approvals Australia (ABS 8731.0)
- Housing Development Data (DELWP)
### Five Years of Estimated Household Additions, Inner Metro Statistical Areas

<table>
<thead>
<tr>
<th>Statistical Areas (Level 2) and Local Govt Areas</th>
<th>Estimated via ABS Building Approvals</th>
<th>Estimated via DELWP Housing Development Data</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total 5 yrs to 2017</td>
<td>Annual Average</td>
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<tr>
<td>Carlton</td>
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<td>Docklands</td>
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<td>Flemington Racecourse</td>
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<tr>
<td>Kensington (Vic.)</td>
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<tr>
<td>Melbourne</td>
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<td>1,986</td>
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<tr>
<td>North Melbourne</td>
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<tr>
<td>Port Melbourne</td>
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<tr>
<td>Port Melbourne Industrial</td>
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<td>51</td>
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<tr>
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<td>Collingwood</td>
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<td>Fitzroy</td>
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<td>Yarra - North</td>
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<td><strong>1,213</strong></td>
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**Sources:**

- *Building Approvals Australia (ABS 8731.0)*
- *Housing Development Data (DELWP)*
Map of Statistical Areas Level 2 (SA2) and Local Government Areas, Inner Metro Region

(LGA names and boundaries are bold dark grey. SA2 names and boundaries are in fine black)
Extracts from Plan Melbourne
The demographic changes facing Melbourne are profound. Between 2015 and 2051 Melbourne is projected to grow by 3.4 million people, from a population of 4.5 million to almost 8 million. During the same period, Victoria’s total population will reach 10.1 million. A population increase of that magnitude would require another 1.6 million dwellings and 1.5 million jobs. According to projections, Melbourne is experiencing its greatest population boom since the post-War era. By 2051, the percentage of Melbourne’s population aged over 65 is projected to increase from 13.8 per cent to 20.5 per cent. This demographic change will present significant challenges for community services and infrastructure. There will also be a greater proportion of lone-person and couple-only households, although families with children are expected to continue to be the most common household type. The city will also need to keep up with the needs of the young, with Melbourne’s school-age population projected to grow by around 500,000 by 2051. Figure 1 shows Victoria’s projected population and demographic change from 2015 to 2051 and Figure 2 shows the growth in household types.
Figure 4
Projected employment growth, metropolitan Melbourne, 2015–2031

Western
Key industries
Retail trade, manufacturing, healthcare and social assistance, transport, postal warehousing, education and training.
Jobs growth 2.3%pa

Inner
Key industries
Professional scientific and technical services, finance and insurance services, healthcare and social assistance, public administration and safety.
Jobs growth 1.4%pa

Inner south east
Key industries
Retail, accommodation, food and other
Jobs growth 1.3%pa

Northern
Key industries
Healthcare and social assistance, retail trade, manufacturing, education and training.
Jobs growth 1.5%pa

Eastern
Key industries
Retail trade, healthcare and social assistance, manufacturing, education and training.
Jobs growth 0.1%pa

Southern
Key industries
Retail trade, manufacturing, healthcare and social assistance, education and training.
Jobs growth 0.5%pa

Industry
- Community services
- Retail, accommodation, food and other
- Business services
- Construction
- Primary
- Manufacturing

Notes:
Policy 2.1.1
Maintain a permanent urban growth boundary around Melbourne to create a more consolidated, sustainable city

Maintaining a permanent urban growth boundary sends a clear message about the long-term development priorities for Melbourne and Victoria. Those priorities include:

- reducing urban sprawl
- increasing metropolitan housing densities in the right places
- ensuring Melbourne’s established suburbs accommodate a greater share of Melbourne’s growth
- creating a more consolidated city of 20-minute neighbourhoods with good access to public transport and services
- protecting the values of non-urban land, opportunities for productive agricultural land and significant landscapes.

A permanent urban growth boundary will be maintained to contain Melbourne’s outward growth.

Policy 2.1.2
Facilitate an increased percentage of new housing in established areas to create a city of 20-minute neighbourhoods close to existing services, jobs and public transport

Victoria in Future projections indicate that around 65 per cent of all new dwellings will be in Melbourne’s established areas, with 35 per cent in growth area greenfield sites. Figure 7 provides likely housing distribution figures from 2015–2051 based on Victoria in Future 2016. It also provides an alternate aspirational scenario of housing distribution if 70 per cent of new housing was to be provided within Melbourne’s established areas.

To remain liveable and become more productive and sustainable, Melbourne must build on this current trend. Since 2014 around 70 per cent of all new housing built has been in established areas.

Planning will be undertaken to ensure that the best parts of Melbourne are maintained and the benefits experienced in established inner and middle suburbs of Melbourne from compact, walkable neighbourhoods can also be realised in middle and outer areas.

This approach will support greater housing diversity and offer better access to services and jobs. It will also encourage the right mix of housing by enabling local residents to downsize or upsize without leaving their neighbourhood.

Figure 7
Housing distribution between established areas and growth area greenfields

<table>
<thead>
<tr>
<th>Region</th>
<th>Scenario 1 VIF 2016</th>
<th>Scenario 2 Aspirational scenario</th>
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<tbody>
<tr>
<td>Net dwelling additions 2015–51</td>
<td>Net dwelling additions 2015–51</td>
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<tr>
<td>Total</td>
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<td>Greenfields</td>
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<tr>
<td>Inner Metro</td>
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<tr>
<td>Western</td>
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<tr>
<td>Northern</td>
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<td>Eastern</td>
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<td>Total Melbourne</td>
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<td>540,000</td>
</tr>
<tr>
<td></td>
<td>100%</td>
<td>35%</td>
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</table>

Note:
Housing distribution figures have been developed to show distribution between established areas and greenfield areas based on two scenarios. Scenario 1 is based on VIF 2016 projections which assume continuation of current trends. Scenario 2 shows an aspirational distribution based on achieving a 70/30 split of net dwelling additions. For the purpose of these figures, greenfield areas include land in a growth area council that is either currently under development or identified for future development.

Source: Department of Environment, Land, Water and Planning