

Fishermans Bend Urban Renewal

Ministerial Advisory Committee Report One Recommendations and Ministerial Response

February 2016



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Introduction

A Ministerial Advisory Committee was announced on 21 July 2015 to advise the Minister for Planning on Fishermans Bend.

One of the first actions for the Advisory Committee was to review the process to date of the planning for the Fishermans Bend Urban Renewal Area and comment on the communications and engagement plan.

In undertaking this review, the Ministerial Advisory Committee examined a wide range of background materials and sought briefings from those involved in the planning, and from key stakeholders.

This first report was presented to the Minister of Planning, the Hon. Richard Wynne MP on 10 October 2015, and each of the report's 40 recommendations were given careful consideration. This report can be found at www.delwp.vic.gov.au/fishermans-bend

From the 40 recommendations, 34 were adopted in full and six in part.

A summary of the recommendations and ministerial response can be found on the following pages.

One of the first recommendations that the Minister has acted upon is creating a new Fishermans Bend Taskforce which comprises members from Places Victoria, the Metropolitan Planning Authority, the Department of Environment, Land, Water and Planning, and the Cities of Melbourne and Port Phillip.

The taskforce will work hand in hand across Government and together with the Cities of Port Phillip and Melbourne, the expert Advisory Committee and the local and future communities to develop a blueprint for a Fishermans Bend that transforms it into a place for everyone.

No.	Fishermans Bend Advisory Committee recommendation	Ministerial Response
1	<p>Refresh and redefine the Vision – Using the 2013 Draft Vision for Fishermans Bend as a baseline, articulate and define the economic, social and environmental vision for the Area in the context of wider capital planning and the changes in the economic and policy settings which have impacted on Fishermans Bend since the original rezoning.</p>	<p>Support</p> <p>The re-casting of the vision is underway and will be released for community input in April 2016.</p>
2	<p>A Financial Plan – There is an urgent need for a short, medium and long term financial plan for the development of Fishermans Bend, which considers all potential sources of funding including open space contributions, development contributions, special rates/levies to capture a proportion of the land value uplift provided by the 2012 rezoning local and State government revenue and debt refinancing and possible Commonwealth funding. This also needs to include innovative ways to facilitate and incentivise private sector delivery of infrastructure, which go beyond works-in-kind delivery.</p>	<p>Support</p> <p>A comprehensive financial plan is being developed as part of the re-cast planning process.</p>
3	<p>Resourcing - The planning and implementation of Fishermans Bend Urban Renewal Area needs to reflect the scale of the task. In the immediate term, work on the planning for the Area requires significant additional resources.</p>	<p>Support</p> <p>Commitments for extra resources have been made from across government recognising the scale of planning for Fishermans Bend.</p> <p>The Fishermans Bend Taskforce has been strengthened, and now reports directly to the Secretary of the Department of Environment, Land, Water and Planning.</p> <p>The Taskforce includes cross-government and council representatives and the members are co-located at a “hub”. The taskforce is leading the planning and engagement on Fishermans Bend, and will liaise with key stakeholders.</p> <p>Councils are already investing significant resources in the planning for Fishermans Bend indicating the strength of the existing partnerships between the state and councils.</p>

4	<p>Best Practice Governance Arrangements – Current governance arrangements are complicated, are undermining confidence and will not produce good outcomes. Given the significant delivery and financial risks of the Fishermans Bend Urban Renewal Area, and the poor urban outcomes which are now on the way to being delivered, and given that none of the bodies currently involved on the primary governance of Fishermans Bend Urban Renewal Area will have an impartial view about the most appropriate governance structure for Fishermans Bend, it is recommended that the Department of Premier and Cabinet commission a rapid review of the options based on an examination of best practice models in urban renewal projects.</p>	<p>Partially support</p>
5	<p>Stronger Interim Planning Controls – The current arrangements for the development of Fishermans Bend have no precedent in the Victoria Planning System and will lead to poor urban outcomes. Early consideration should be given to additional interim controls similar to those introduced via Amendment C262 to the Melbourne Planning Scheme (but tailored for the Fishermans Bend context). These interim controls could include plot ratio controls (with transparent density bonuses) and additional interim podium height and setback controls to supplement or replace the interim height controls introduced into the Capital City Zone in Fishermans Bend in April 2015.</p>	<p>Partially support</p>
6	<p>Built Form and Design Excellence – Should be built in as a mandatory permit application requirement. Revised design guidelines are required, and design review panels convened by the Office of the Victorian Architect should be required for all buildings to be determined by the Minister and reports of those panels should be made public. Consideration should be given to requiring a design competition for landmark sites as occurs in Sydney and other major cities.</p>	<p>Support</p>
7	<p>Design Guidelines - For applications still being considered, the design guidelines should be considered a minimum design standard, and every effort should be made to negotiate better development and place making outcomes through the application process.</p>	<p>Support</p>
8	<p>Superlot planning – Further work is required to identify opportunities for grouping multiple sites and bringing land owners together to apply a coordinated ‘master planning’ approach to planning and delivering development infrastructure.</p>	<p>Support</p>

9	Planning policy and tools to implement the Vision – Once agreed, the redefined Vision should be given statutory weight as a new State Planning Policy Statement. There is also a need to consider new planning instruments to better provide for the orderly development of the Area, such as a new ‘Urban Renewal Zone’.	Support	A draft of the re-cast vision will be released for public discussion and comment in quarter two of 2016. The recast vision will inform subsequent plans and controls.
10	Heritage - Implementation of heritage building protection is urgent across the whole Fishermans Bend area, including the Employment Precinct.	Support	Further work to comprehensively understand cultural and heritage significance is being undertaken to inform the preparation of strengthened heritage controls.
11	Permit conditions for Public Realm Plans - Should be immediately reviewed and strengthened to ensure implementation and enforceability. There is a need for a unified public realm vision for the Area across both councils.	Support	Councils are working to develop public realm guidelines.
12	Public Acquisitions Overlays - Should be applied to land required for community or physical infrastructure, once identified through the Precinct Plans.	Support	Neighbourhood and infrastructure plans will identify land required for public infrastructure.
13	Key decisions on public transport – Whatever the future vision for the Area, it will need additional rail transport. An early in principle decision on the timing and route/s of the tram network, and any future Metro line through the Area is critical and must precede further decisions about possible development yield and density outcomes and fine grain neighbourhood planning. This must also consider potential options for public transport in relation to the Employment Precinct and any capacity issues on existing tram routes.	Support	An integrated transport plan is being developed to support neighbourhood planning.
14	Walking and cycling – Given the poor car access to and from the Area, Fishermans Bend requires walking and cycling to be major forms of transport. Best practice walking and cycling opportunities must be built in to the earliest planning for precinct and lead a new model for urban development. High capacity dedicated walking and cycling routes/s to the Hoddle Grid need to be identified.	Support	Each neighbourhood plan will identify active transport projects.
15	Implications of port and freight traffic - Transport planning for the Area must take into account consideration of long terms freight and port movements. A fully integrated transport plan for the Area which gives the proper weight to protecting the role of the Port is required.	Support	The Port of Melbourne is a key stakeholder in the re-cast transport plan.

16	Phasing of transport infrastructure- Following key transport decisions, mode solutions and phasing should be defined to deliver short/medium term transport capacity to support the progressive increase in residents and workers on the way to the full vision for the Area.	Support	A transport network plan is to be developed which will include phased delivery of transport solutions over time and align with population growth and demand.
17	Parking Precinct Plans – Should be prepared in accordance with the Parking Overlay as part of the Neighbourhood Precincts Plans, including the identification of potential sites for car-parking stations, particularly in the Montague precinct.	Support	Parking plans and green travel plans will be developed as part of each neighbourhood.
18	Water transport – Should be considered as part of any overall transport strategy, while taking into account ownership of waterfront land, and ongoing operations of, the Port.	Support	Water transport opportunities will be considered as part of the transport network plan.
19	Contamination Study - Expedite the EPA groundwater contamination study to provide a basis for rigorous environmental planning for the Area followed up by more detailed mapping of contamination sources in cooperation with landowners. This should include investigation the provisions of incentives for the consolidation of super lots in order to facilitate more orderly and effective decontamination and contamination management strategies.	Support	The taskforce will continue to work with the EPA to understand groundwater contamination and to develop appropriate strategies to respond to contamination.
20	Contaminated Land Audit Requirements - Consider amending the schedules to the Capital City Zone for Fishermans Bend to require environmental audit and management procedures for any development within that Zone which may affect residential and other sensitive use sites.	Support	The taskforce will consider strategies available to implement this action.
21	Reverse Amenity Provisions – Ensure the rigid enforcement of the requirement for noise attenuation and other amenity protections in all residential development in order to maintain residential amenity and to protect ongoing Port operations freight and local industry and business.	Support	The re-cast process will identify whether the existing reverse amenity controls require strengthening.
22	Sustainability Strategy - Develop a strategy to give effect the implementation of the sustainability goals in the Strategic Framework Plan - a low carbon city, a water sensitive city, a climate adept city, a connected and liveable city and a low waste city.	Support	Sustainability strategies will be developed to inform integrated land use, transport, energy and water use.

23	<p>Public Acquisition of land for Open Space - Whatever the vision for the Area, it will need additional open space that is connected as part of an open space network. Action should be taken immediately to assess whether the nominated sites are consistent with the planning and current development patterns in the Area and future population needs, and if so to proceed with their acquisition as the first call on available resources. This work would need to include the impact of contamination issues and the importance of green space in managing storm water in the Area.</p>	<p>Support</p>	<p>An overarching open space plan will be developed for Fishermans Bend.</p>
24	<p>Catalyst projects - Independent housing market research should be commissioned to understand the role of community infrastructure in attracting key housing market segments and following this market research, and depending on the findings, consideration should be given to the provision of catalytic infrastructure to drive development outcomes.</p>	<p>Support</p>	<p>Government and councils will work together to identify catalyst projects. The Ferrars Street education and community precinct is an example of this collaboration.</p>
25	<p>Early Activation- There should be a program of early activation to engage the population of Melbourne and local residents, landowners and workers in the planning and to guide the evolutions of the cultural identity of the Area.</p>	<p>Support</p>	<p>Staged place activation will be included in the implementation plan to be developed.</p>
26	<p>Sustainable infrastructure and Integrated Utilities Development strategy – An update of the work on the ‘Integrated Servicing Strategy’ in the current context is required, including additional work on the financial and economic viability of the Strategy and consultation with Government, the utilities and developers, with a view to establishing potential interest in pursuing the Strategy further.</p>	<p>Support</p>	<p>Planning for expanded infrastructure and utilities will be a key platform of each neighbourhood plan.</p>
27	<p>Affordable and diverse Housing - Further consideration needs to be given to options for ensuring that Fishermans Bend will include housing diversity and perpetually affordable housing.</p>	<p>Support</p>	<p>Options for affordable housing will be explored and will follow government policy.</p>
28	<p>Commence and complete Due Diligence work in the Employment Precinct – The whole gamut of due diligence research should be commenced on existing conditions in relation to the ‘employment land’ north of the Westgate.</p>	<p>Support</p>	<p>Planning for the Employment Precinct will include all aspects of due diligence.</p>

29	Dry bulk Port facilities - given the imminent process for the lease of the Port, a decision will need to be taken urgently about the future and scale of the dry bulk port facilities (cement, fertilizer etc.) on south side of the Yarra River and immediately to the north of the employment land in Fishermans Bend.	Support	The taskforce will engage with the Port of Melbourne to understand and respond to future needs.
30	Strategy for twenty first century jobs - Consideration of employment outcomes based on alternative scenarios is needed to assess the potential and scale of Fishermans Bend and provide economic, employment and place making vision and planning direction including marketing and incentive strategies to encourage the creation of twenty first century jobs.	Support	An economic positioning statement will be developed as part of the re-cast planning process.
31	Consult with stakeholders on 'issues and opportunities' – specific targeted consultation with stakeholders on the issues and opportunities of the employment land should proceed in concert with the work of redefining the Vision for Fishermans Bend. This should include involvement of the Commonwealth Government and major landowners/business operators. Any plan will need to protect ongoing industrial/employment uses and Port of Melbourne operations.	Support	Consultation on planning for a re-cast Fishermans Bend will be ongoing throughout the planning process.
32	Strategic Framework Plan Consultation - Once the vision and transport priorities are identified, there is an urgent need to refresh and update the Strategic Framework Plan to include these outcomes to provide overarching guidance for the Neighbourhood Plans. There should be early consultation with stakeholder on the recast of the Strategic Framework Plan ahead of work on the detailed Precincts Plans.	Partially support	The Strategic Framework Plan will be refreshed in the second half of 2016 with opportunities for consultation.
33	Employment functions – Pending direction about the overall vision for Fishermans Bend, the employment role for all neighbourhoods, not just the Employment Precinct, needs to be defined.	Support	The vision will set the overarching role and function of each neighbourhood which will be further developed in individual neighbourhood plans.

34	<p>Detailed Neighbourhood Precinct Planning Work - The detailed Precinct Planning work for Sandridge, Lorimer, Wirraway and the Employment Precinct should not proceed until clarity is provided around the vision and key transport priorities for the Fishermans Bend Area. However, preliminary work on the detailed neighbourhood planning should proceed for the Montague Precinct where light rail infrastructure is in place, although it will not be possible to finalised this work until it is determined as part of the visioning what employment role this precinct should service. All detailed planning work should have regard to the 'key considerations' for each 'Issue' addressed in the plans.</p>	<p>Partially support</p> <p>The re-cast vision will include transport principles to determine transport service requirements and modes. The taskforce will review the timing of the re-cast Strategic Framework Plan and Neighbourhood Precinct Plans.</p>
35	<p>Infrastructure Plan – A two-phase approach to preparing the Infrastructure Plan should be adopted:</p> <ul style="list-style-type: none"> • A high level Infrastructure Plan prepared to accompany the recast Strategic Framework Plan, with indicative costings on key transport infrastructure. • Detailed Infrastructure Plans/s with detailed costing and funding strategies identified for all infrastructure (community and physical), developed in conjunction with the detailed Precinct Plans. 	<p>Support</p> <p>Infrastructure planning and implementation strategies will be developed in the re-cast Strategic Framework Plan and then described in all precinct plans.</p>
36	<p>Timeframe for completion of planning work – Given the extent of work required, a more realistic timeframe for completion of planning work is by early 2017.</p>	<p>Partially support</p> <p>The taskforce will work with councils to develop a realistic program to complete the planning of Fishermans Bend.</p>
37	<p>Principles for community engagement success- Endorse the principles for Stakeholder and Community Engagement in Fishermans Bend outlined in the Report as the basis for further work.</p>	<p>Support</p> <p>The taskforce will plan for and deliver a long-term community engagement plan.</p>
38	<p>Communications and Engagement Plan – Recast the Communications and Engagement (September 2015) as outlined in this Report in order to achieve the principles for success.</p>	<p>Support</p>
39	<p>Review of community engagement lessons learned – Review and responds to the broad community concerns around the shortcoming of planning processes that have led to the recasting of Fishermans Bend. Demonstrate process improvements that will not repeat the mistakes of the past and rebuild confidence. At the same time, review community engagement in comparable urban renewal projects to inform further engagement success metrics for Fishermans Bend.</p>	<p>Partially support</p> <p>The taskforce will work with councils to develop a long-term continuous community and broader public engagement program that looks to the 50-year life span of the Fishermans Bend urban renewal program.</p>

40 **Review relevance of the community engagement measurement framework** – The international standard, IAP2 should not be the only measure of success for community engagement in relation to this project given its context and scope. Consideration should be given to developing alternative, complimentary success measures.

Support

The community engagement program will look to best international practice for similar urban renewal projects.

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