

# Melbourne @ 5 Million: Equity

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Alan March

*Planning is establishing a better spatial future, then taking steps to achieve it.*

*The work of planning is dealing with all the problems this entails.*



*Make no little plans. They have no magic to stir men's  
[sic] blood and probably themselves will not be  
realized. Daniel Burnham (1909)*

What is Equity? It doesn't seem to feature directly in the debate...

Equity in law is the same that spirit is in religion: what every one pleases to make it  
John Selden (17thC Jurist)

## **Equity (Broadly Descriptive)**

The quality of being equal or fair; fairness, impartiality, evenhanded dealing.

# Melbourne 2030

## Key directions

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### **A fairer city**

*Melbourne 2030* plans for a fairer distribution of social and cultural infrastructure, and for better coordination and timing in the delivery of new services in development areas.

The stock of well-located, affordable housing in all parts of metropolitan Melbourne will be increased. Better information about mismatches between supply of, and demand for, affordable housing for different households and locations will highlight unmet housing needs and allow them to be better addressed.

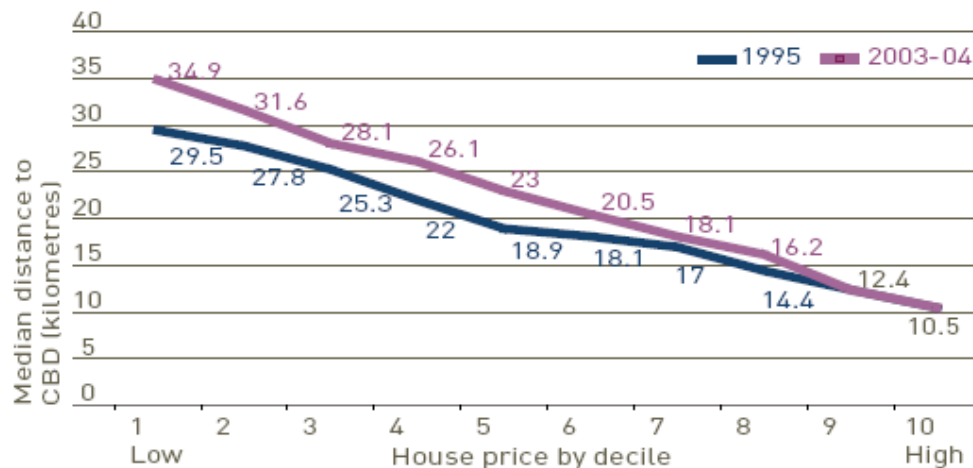
# Melbourne Atlas

## Most affordable housing moves outwards

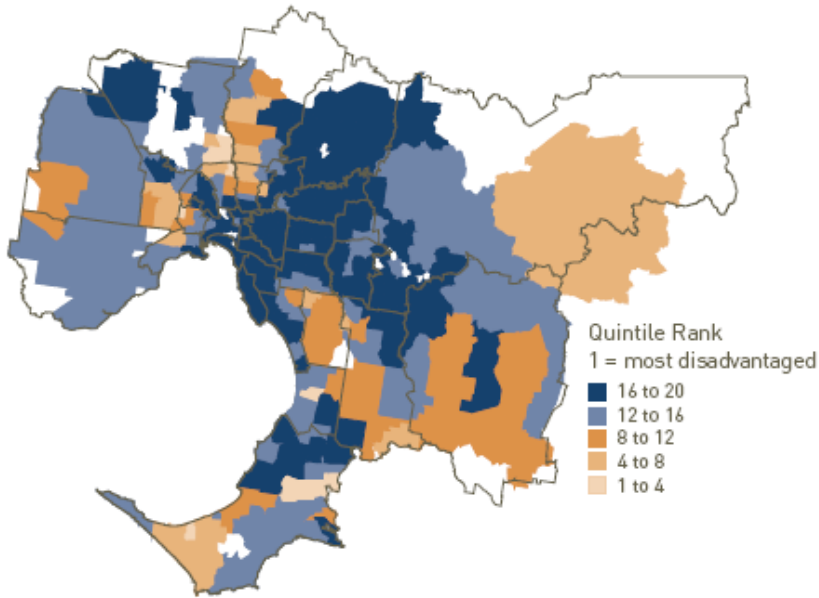
In 1995, the cheapest 10% of housing sales in Melbourne were an average of 29.5 kilometres from the CBD. By 2004, this had increased to 34.9 kilometres, while average distance from the CBD for sales in the top 20% price range did not change between 1995-2004 (see Graph 3).

Rental bond data suggests low rent housing is increasingly located in outer areas, with properties in the lowest rental band in 1999 (less than \$126 per week) located an average of 17.9 kilometres from the CBD. This increased to 20.5 kilometres in 2004. This trend is shown in all rent bands up to \$475, while those above \$475 show a decrease in distance to the CBD over time (see Graph 4).

## 3 Distance of affordable housing from CBD Melbourne 1995 and 2003-04



1 Disadvantage ranks in Community Adversity and Resilience study  
Melbourne postcode areas, 2004



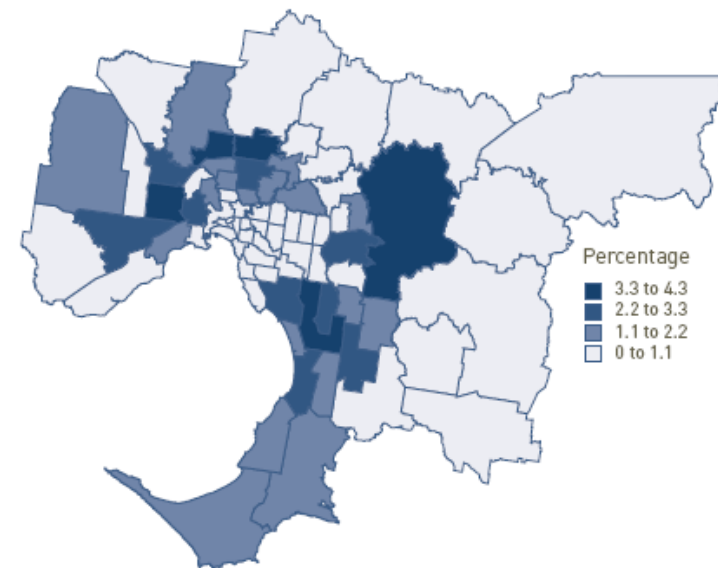
We acknowledge disadvantage outcomes after the fact...

Little attention to services and facilities in forward planning

## Spatial inequity of outcome

Disadvantage is generally moving outwards

3 Proportion of residents receiving parenting benefit  
Statistical Local Areas, 2000-01

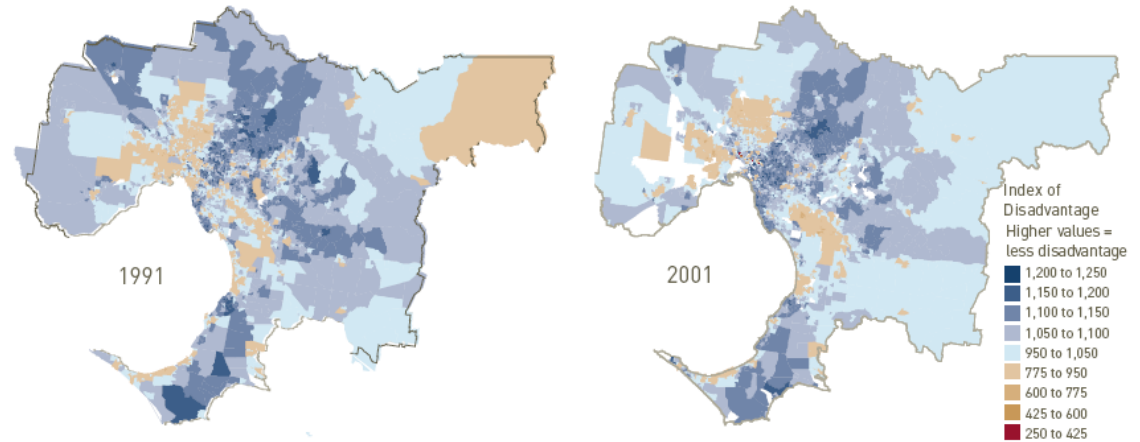


### Socioeconomic disadvantage

The Socio-Economic Index of Disadvantage (SEIFA) constructed by the Australian Bureau of Statistics (ABS) is based on a range of indicators of disadvantage collected in the Census, including education, income, wealth, and living conditions. The 2001 SEIFA index shows concentrations of advantage in inner Melbourne, and the south eastern and north eastern areas. Areas of greatest disadvantage are concentrated in the outer south east, middle west and north.

The main changes between 1991 and 2001 have been the expansion of advantaged areas in inner areas and expansion of disadvantaged areas in outer Melbourne.

### 1 Socioeconomic disadvantage, 1991 and 2001 Census Collection Districts

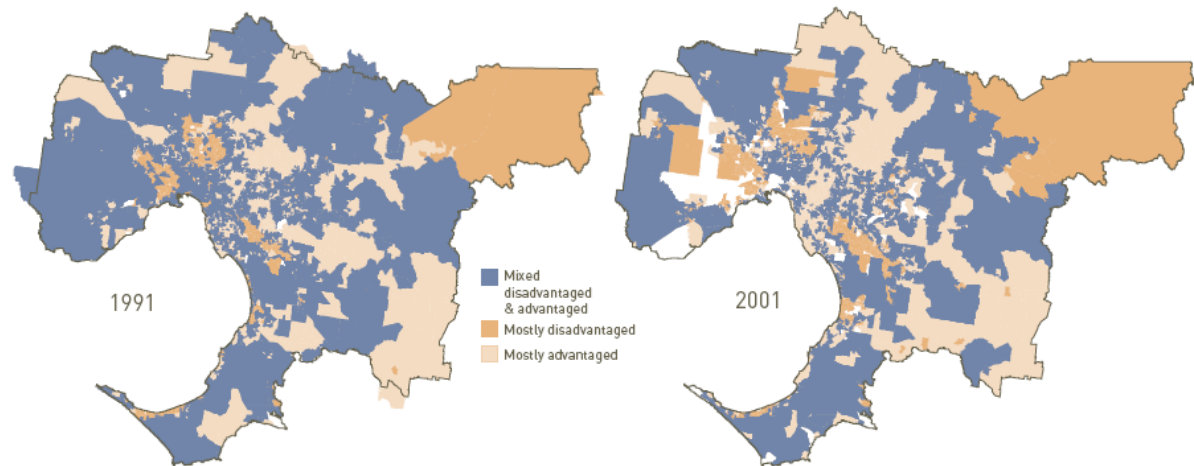


### Socioeconomic disparity

The maps in Figure 2 divide Melbourne's 1991 and 2001 Census Collection Districts (CCDs) into five equal groups according to their SEIFA ranking, and classify districts that are more than one quintile different from a neighbouring district as socially mixed. These areas are shown in blue.

In 2001, fewer areas were socially mixed compared to 1991. Both advantaged and disadvantaged areas had become more concentrated. In 1991, 95% of districts were socioeconomically mixed, compared to 74% in 2001.

### 2 Disparity between districts, 1991 and 2001 Census Collection Districts



The 2030 Audit Expert Group found plenty to be concerned with about (even while their terms of reference were limited):

- Affordability
- Transport and connection to fairer city
- Affordable housing
- Community focus in terms of jobs, infrastructure, services and participation

## EQUITY (Procedurally)

Aristotle, is "the rectification of the law, when, by reason of its universality, it is deficient" (Aristotle's *Ethics*)

A system of law existing side by side with the common and statute law, superseding these by recourse to general principles of justice to correct or supplement failing of the law.

For example, the court's imprisonment of an apple thief and return of lost property offers little fairness to the wronged party if she cannot then sell the goods because they have spoiled – the court must deal differently with carts of stolen fruit versus jewelry.

**Maxim - Equity regards substance rather than form**  
(Equity ensures justice is done despite technicalities).

Formalities frustrating justice are put aside to find solutions to achieve the spirit, rather than the letter of the law.

**Equity in M2030 / Melbourne @ 5 Million?**

Procedural Equity is provided (at one level) since planning procedures in Victoria are applied quite uniformly

However, uniform **process** leads to inequity of **outcomes...**  
The reason, spatial particularity of circumstances over time...and aspatial “plans”

**Maxim**

**Equity will not suffer a wrong to be without remedy**

The purpose of an equity approach is to find solutions. Where money will not pay for the injury, equity has the authority to find another remedy.

## Melbourne @ 5 Million

UGB Expansion

Infill

Activity Centres more clearly defined

Employment Corridors

Infrastructure Contributions

~15 Dwellings / ha

Seeks to redress shortcomings of M2030

In terms of Equity what has changed?

There will be Equity implications, but these will be  
**incidental**



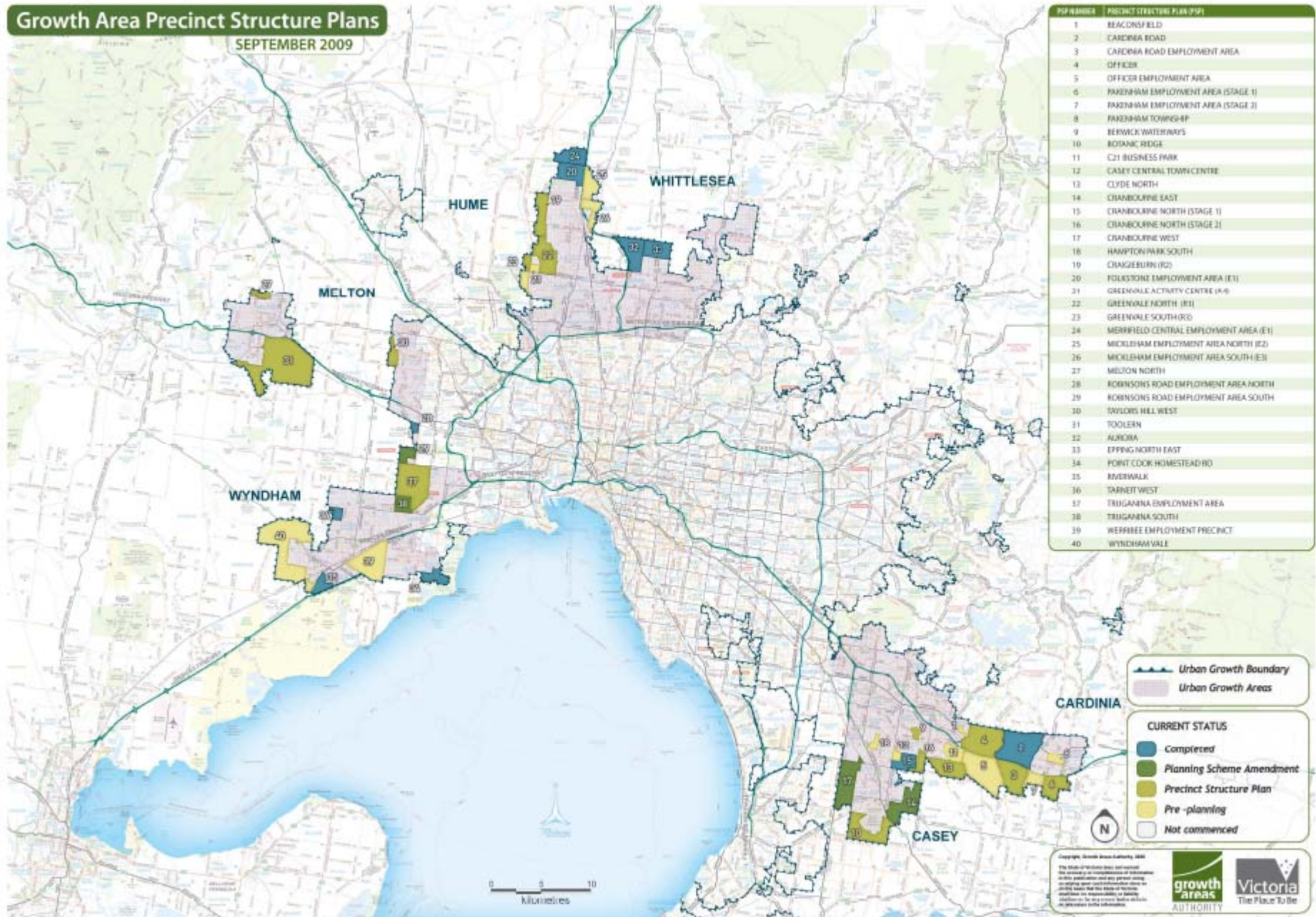
Procedurally, the primary change is in amendment VC55, and this pays little attention to equity.

*Planning and Environment Act 1987*  
**VICTORIA PLANNING PROVISIONS**  
**DRAFT AMENDMENT VC55**

An opportunity missed is in the criteria set for Precinct structure plans (which rely heavily upon the existing Clause 56 of the VPPs)

# Growth Area Precinct Structure Plans

SEPTEMBER 2009



| POP NUMBER | PRECINCT STRUCTURE PLAN (PSP)           |
|------------|---|
| 1          | BEACONSFIELD                            |
| 2          | CARDINA ROAD                            |
| 3          | CARDINA ROAD EMPLOYMENT AREA            |
| 4          | OFFICER                                 |
| 5          | OFFICER EMPLOYMENT AREA                 |
| 6          | RAVENHAM EMPLOYMENT AREA (STAGE 1)      |
| 7          | RAVENHAM EMPLOYMENT AREA (STAGE 2)      |
| 8          | RAVENHAM TOWNSHIP                       |
| 9          | BERWICK WATERWAYS                       |
| 10         | ROTHAM RIDGE                            |
| 11         | C21 BUSINESS PARK                       |
| 12         | CASEY CENTRAL TOWN CENTRE               |
| 13         | CLYDE NORTH                             |
| 14         | CRANBOURNE EAST                         |
| 15         | CRANBOURNE NORTH (STAGE 1)              |
| 16         | CRANBOURNE NORTH (STAGE 2)              |
| 17         | CRANBOURNE WEST                         |
| 18         | HAMPTON PARK SOUTH                      |
| 19         | CRANKEBURN (G2)                         |
| 20         | FOULSTON EMPLOYMENT AREA (E1)           |
| 21         | GREENWALK ACTIVITY CENTRE (A-B)         |
| 22         | GREENWALK NORTH (B1)                    |
| 23         | GREENWALK SOUTH (G2)                    |
| 24         | MERRIFIELD CENTRAL EMPLOYMENT AREA (E1) |
| 25         | MICKLEHAM EMPLOYMENT AREA NORTH (G2)    |
| 26         | MICKLEHAM EMPLOYMENT AREA SOUTH (E3)    |
| 27         | MELTON NORTH                            |
| 28         | ROBINSONS ROAD EMPLOYMENT AREA NORTH    |
| 29         | ROBINSONS ROAD EMPLOYMENT AREA SOUTH    |
| 30         | TAYLORS HILL WEST                       |
| 31         | TOOLERN                                 |
| 32         | ALBION                                  |
| 33         | EPHING NORTH EAST                       |
| 34         | POINT COOK HOMESTEAD RD                 |
| 35         | RIVERWALK                               |
| 36         | TARNHEIT WEST                           |
| 37         | TRUGANNA EMPLOYMENT AREA                |
| 38         | TRUGANNA SOUTH                          |
| 39         | WERRIBEE EMPLOYMENT PRECINCT            |
| 40         | WYNDHAM VALLE                           |

Urban Growth Boundary  
Urban Growth Areas

**CURRENT STATUS**

- Completed
- Planning Scheme Amendment
- Precinct Structure Plan
- Pre-planning
- Not commenced



0 5 10  
Kilometres

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**Figure 1: Approach for preparing a precinct structure plan**

## SET THE SCENE

Establish a vision and evidence base for the precinct structure plan:

- Engage with the Growth Areas Authority, council, service providers, infrastructure agencies and land owners;
- Develop an initial vision for the precinct - it's unique character and identity
- Appreciate the context of the precinct to be planned
- Prepare background technical reports – identify implications, opportunities and constraints
- Work with the growth area framework plan

## CREATE THE STRUCTURE

Determine the location of key structural features:

- Respond to the precinct's local and regional context and opportunities
- Identify transport, activity centre, employment, social infrastructure, natural and open space networks
- Test alternative urban structures against planning objectives
- Define the preferred urban structure

## MAKE THE PLACE

Detail the elements that make up the Intergrated Precinct Design

- Image and Character
- Housing
- Community facilities
- Open space and natural systems
- Employment and activity centres
- Transport and movement
- Utilities and Energy

## CHECK THE PLAN

Ensure the precinct structure plan is deliverable:

- Check against objectives, growth area framework plan and development efficiency targets
- Confirm the plan addresses State and council infrastructure and service provider requirements
- Prepare implementation provisions to be included in the planning scheme at Clause 37.07
- Prepare precinct infrastructure plan and include costings and funding arrangements

## **RELEVANT STANDARDS**

Relevant standards should be met unless it is demonstrated that an alternative solution can better meet the objectives. References are made to the relevant objectives of the residential subdivision provisions (Clause 56) of all local planning schemes to aid the process of preparing and assessing precinct structure plans.

## RELEVANT STANDARDS

## OR just Headings?

The preliminary and future urban structure should respond to the following standards:

|           |   |
|-----------|---|
| <b>S1</b> | 1.6 km road grid for arterial roads with safe and efficient connections to the arterial road network, adjusted where necessary to reflect local context (see figure 2).<br><i>See Clause 56.06-4.</i>   |
| <b>S2</b> | Activity centres and hubs of community facilities are located to maximise access to public transport services. Principal and major activity centres are located on the PPTN (both bus routes and railway stations), and neighbourhood activity centres are served by local bus routes (see figure 3). <i>See Clauses 56.03-2 and 56.03-3.</i> |
| <b>S3</b> | Neighbourhood activity centres are located on connector streets with direct access to at least one arterial road (see figure 3). <i>See Clause 56.03-2.</i>   |
| <b>S4</b> | A network of open space is provided across the precinct that connects to regional open space networks. <i>See Clause 56.05-2.</i>   |
| <b>S5</b> | The location and scale of open space responds to existing drainage channels, landforms, biodiversity areas and cultural heritage values. <i>See Clause 56.05-1.</i>   |
| <b>S6</b> | Large areas of open space (generally above 1ha, including any co-located with schools) are located outside or towards the edge of the walkable catchment of activity centres (see figure 3). <i>See Clause 56.05-2.</i>   |
| <b>S7</b> | Hubs of community facilities are co-located with district parks (incorporating ovals) in order to enable sharing and integration between schools and active recreation space. <i>See Clause 56.05-2.</i>  |
| <b>S8</b> | Off-road pedestrian and cycle paths are integrated with the open space network and link activity centres, community facilities, employment areas and other destinations within the precinct and surrounding area.   |

The precinct structure plan should respond to the following standards:

S1

Housing across a precinct structure plan should achieve an average density of at least 15 dwellings per net residential hectare, which will be achieved by providing a range of lot sizes. Higher densities should be focused in and around activity centres and public transport based on the following guidelines:

- Within an activity centre, homes should be high density.
- Within the walkable catchment of an activity centre, homes should be medium or high density.
- The precinct structure plan should identify opportunities for medium to high density housing close proximity to a PPTN stop or station, a local bus stop, community facilities or open space.

The precinct structure plan should accommodate a range of housing products which, when averaged, provide a density of at least that referred to above. *See Clause 56.03-1*

S2

A range of densities that enable a mix of housing types and sizes are provided across the precinct. *See Clause 56.04-1*

S3

The precinct structure plan can identify opportunities for affordable and social housing in and around activity centres. *See Clause 16.05*

S4

Any retirement villages or residential aged care facilities should be located within an activity centre or within 400 metres of an activity centre and public transport stop. Permeability and accessibility through these areas is encouraged. *See Clauses 56.03-1 and 56.04-1*

## RELEVANT STANDARDS

The precinct structure plan should respond to the following standards:

S1

Employment uses that have a high employment density and/or frequent visitors (e.g. offices, retailing, and some community facilities) are located in activity centres. The more substantial office developments, retailing and community facilities should be located in principal and major activity centres.

S2

Major employment areas are connected to other employment areas (including activity centres) in the region by arterial roads, public transport and freight networks, as appropriate.

S3

Land shown as employment on the Growth Area Framework Plan is primarily used for commercial and industrial employment uses; however complimentary residential neighbourhoods may also be included where appropriate.

S4

The employment area incorporates open space (that links to the open space network) for the benefit of workers, local residents and visitors to the employment area.

S5

The employment area incorporates services for the benefit of workers, local residents and visitors to the employment area within an activity centre. Service facilities may include education facilities, medical centres, child care facilities, post offices, banks and retail/entertainment services.

S6

Mixed use employment areas that include housing are designed to ensure residents have access to public transport, local community services and open space.

S1

Provide a network of quality, well-distributed, multi-functional and cost effective open space, catering for a broad range of users that includes:

- Local parks within 400m safe walking distance of at least 95% of all dwellings;
- Active open space within 1 kilometre of 95% of all dwellings;
- Linear parks and trails, most often along waterways, but also linked to vegetation corridors and road reserves within 1 kilometre of 95% of all dwellings. *See Clause 56.05-2*

S2

In residential areas, approximately 10% of the net developable area as total public open space, of which 6% is active open space.

In addition, residential precincts should contain active indoor recreation facilities that are co-located and/or share space with schools and integrated community facilities. This should result in an active indoor sports provision of approximately 5 hectares per 60,000 residents.

S3

In major employment areas, approximately 2% of net developable area as public open space, usually with a passive recreation function.

S4

In meeting standards S2 and S3, encumbered land should be used productively for open space.

The network of local and district parks should be efficiently designed to maximise the integration and sharing of space with publicly accessible encumbered land.

Encumbered land usually includes land retained for drainage, electricity, biodiversity and cultural heritage purposes.

The parkland created by such sharing and integration should be suitable for the intended open space function/s, including maintenance.

In this way encumbered land will be well utilised, while the total amount of open space can be optimised without adversely impacting on the quality and functionality of the network.

S5

Active open space should be:

- of an appropriate size, i.e. sufficient to incorporate two football/ cricket ovals, but small enough to enable regular spacing of active open space provision across the precinct. This configuration would generally require at least eight hectares;
- appropriate for its intended open space use in terms of quality and orientation;
- located on flat land (which can be cost effectively graded);
- located with access to, or making provision for a recycled or other sustainable water supply;
- designed to achieve sharing of space between sports; and
- linked to pedestrian and cycle paths.

The precinct structure plan should respond to the following standards:

**S1**

Arterial roads spaced at approximately 1.6 kilometre intervals and connector streets spaced at approximately 800 metre intervals, having regard for existing and proposed land uses, public transport and property access requirements. *See Clause 56.06-4*

**S2**

Local feeder bus routes are aligned with connector streets and these connect to the PPTN (both bus and rail) and activity centres and community facilities. *See Clauses 56.03-2, 56.03-3 and 56.06-3*

**S3**

Land is set aside to enable grade separation of access crossings of all transport corridors (including roads, pedestrian and bicycle paths) across railways. The precinct structure plan should identify and preserve the land required for grade separation of the existing or proposed crossing.

**S4**

Land is planned and reserved for the future expansion of streets and railways (as identified by the Transport Assessment Report) to meet movement needs as the precinct or adjoining areas evolve over time.

**S5**

The most intensive land uses that have a high residential or employment density and/or a large number of frequent visitors are concentrated in or adjacent to activity centres on the PPTN or local bus route. If a railway station and/or public transport interchange facility is proposed, land use and street networks are developed to maximise catchments and accessibility. *See Clauses 56.03-2 and 56.06-3*

**S6**

Freight access to and from activity centres and major employment areas minimises any adverse impacts on adjoining land uses.

**S7**

95% of dwellings are located not more than 400 metres street walking distance from the nearest existing or proposed bus stop. *See Clause 56.04-1*

**S8**

Bus interchanges are integrated with railway stations and 'park and ride' facilities to enable easy movement of travelling by foot, car, train and bus.

**S9**

Marked bicycle lanes are provided on all collector streets. On all arterial roads, provide a shared bicycle/footpath (segregated where possible) and on road bicycle lanes wherever possible. *See Clause 56.06-2*

When the decision criteria are examined the following become apparent:

- The Precinct Structure Plans (PSP) have few acknowledgements of their role in equity at a local or higher scale.
- The PSPs have few standards that would let us know whether any of their principles are being achieved.
- There is little difference between the PSPs and the existing Clause 56 (ResCode)
- Procedurally, no tests of likely equity outcomes will be applied

Going back to the wider notion of equity, there seems that there is a lack of consideration of equity overall

- Equity is not actively sought by Melbourne @ 5 Million, even while the AEG identified this as a concern.
- Process alone will not achieve equity, it requires active attention, intervention and action.
- It is likely that the greater levels of inequity that we are experiencing over time in Melbourne will worsen (an International trend).
- There is a need for an overarching agency attending to and adaptively dealing with spatial inequity at various scales.

Make no little plans. They have no magic to stir men's blood and probably themselves will not be realized.

*Daniel Burnham (1909)*

Make no vague plans. They have only magic upon which to be realised.

*Alan March (2009)*

