

**AMENDMENT C228 TO THE CASEY
PLANNING SCHEME**

EVIDENCE STATEMENT – MARK WOODLAND
2-120 Soldiers Road, Berwick.

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Terminology Used in the Report

- Minta Farm Precinct Structure Plan – the exhibited Precinct Structure Plan
- Minta City Proposal – The Minta City Proposal Document, V5 – 14.03.18 prepared by the The Minta Group
- Minta City Masterplan – The Masterplan at page 9 of the Minta City Proposal Document, V5 – 14.03.18
- The employment area – all of land set aside for employment and mixed use, including the town centre.

Prepared by Mark Woodland
29 March 2018

1.0 Introduction

1. I have been instructed in this matter by Norton Rose Fulbright Lawyers who acts for Marshall Baillieu and The Minta Group, and King and Wood Mallesons, who act for Stockland.
2. The Marshall Baillieu and The Minta Group (TMG) property is affected by Amendment C228 to the Casey Planning Scheme, which seeks to give effect to the Minta Farm Precinct Structure Plan (**PSP**). Marshall Baillieu and TMG have requested that I provide my opinion in relation to specific matters set out in paragraph 5 of this statement.
3. A Planning Permit Application has been lodged by Stockland under Section 96A of the Planning and Environment Act 1987 for land in the southern portion of the site which is predominantly set aside for residential purposes. Stockland have requested that I provide my opinion in relation to specific matters set out in paragraph 6 of this statement.
4. In preparing my assessment I have had regard to the following documents:
 - Amendment C228 to the Casey Planning Scheme;
 - The Minta Farm Precinct Structure Plan, and associated background technical documents;
 - The relevant clauses and policies outlined within the Casey Planning Scheme;
 - The Growth Corridor Plans (2012);
 - Precinct Structure Planning Guidelines (2009);
 - City of Casey submission to Amendment C228;
 - Various gazetted Precinct Structure Plans (as referred to in this statement);
 - The Minta City Proposal (14th March 2018);
 - Various research papers (as cited in this statement);
 - Various historic strategic planning documents relating to the planning and development of The Minta Farm landholding (as cited in this statement).
5. I have been asked to review Amendment C228 to Casey Planning Scheme and associated documents, and provide my opinion on the following topics relating to planning for employment at Minta Farm:
 - What employment outcomes are sought for the Minta Farm Precinct under government policy?
 - Will the masterplan contained in the Minta City proposal deliver the necessary physical and social assets to create a sustainable neighbourhood and attract jobs?
 - Will the planning controls proposed by TMG facilitate the outcomes described in the Minta City Proposal?

6. I have also been asked to provide my opinion on the following topics relating to open space within the residential part of the Minta Farm PSP:
- Comment on the appropriateness or otherwise of Stockland's Hilltop park proposal and the allocation of open space generally on the Stockland parcel. The Hilltop park proposal is attached to Stockland's written submission; and
 - Deletion of the LCC and whether there is adequate flexibility in the UGZ applied zoning to accommodate retail uses without the LCC if required.

2.0 Expert Witness Statement.

The name and address of the expert.

Mark Woodland of 3 Prentice Street, Brunswick 3056.

The expert qualification and experience.

Mark Woodland holds a Bachelor of Planning and Design from the University of Melbourne. He is a member of the Victorian Planning and Environment Law Association and the Property Council of Australia.

A Curriculum Vitae is included attachment 1.

The expert's area of expertise to make this report.

Mark has a broad range of experience in planning and development matters with a sound understanding of statutory planning provisions and significant experience in strategic planning and policy development enabling him to comment on a wide range of planning and development issues.

Other significant contributors to the report.

Not applicable.

Instructions that define the scope of the report

Mark Woodland has been instructed by Norton Rose Fulbright Lawyers who act for Marshall Baillieu and The Minta Group and King and Wood Mallesons, who act for Stockland. The specific instructions are set out paragraphs 5 and 6 of this statement.

The identity of any person who carried out tests or experiments upon which the expert has relied on and the qualifications of that report.

Not applicable.

The facts and matters and all assumptions upon which the report proceeds.

Mark Woodland relies upon the reports and documents listed in section 1.0 of this report.

Documents and other materials the expert has been instructed to consider or take into account in preparing his report, and the literature of other material used in making the report.

Mark Woodland has reviewed and taken into account the reports and documents listed in section 1.0 of this report.

A summary of the opinion or opinions of the expert witness.

A summary of Mark Woodlands opinions are provided for within section 3.0 of this report.

Any opinions that are not fully researched for any reason

Not applicable.

Declaration of other interests.

Not Applicable.

Questions falling out of the expert's expertise and completeness of the report.

Mark Woodland has not been asked to make comment on any matters outside of his area of expertise. This report is a complete statement of evidence.

Expert Declaration

I have made all the inquiries that I believe are necessary and desirable to prepare and present expert evidence in this matter and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.



3.0 Summary of Evidence.

The following is a summary of my opinions in relation to the specific employment, open space and town centre aspects of Amendment C228 to the Casey Planning Scheme:

3.1 Employment Outcomes Sought For Minta Farm.

7. Plan Melbourne, the South Eastern Growth Corridor Plan, and the Casey Planning Scheme all identify Minta Farm as a mixed use (business and residential) precinct. These policies support the Minta Farm precinct hosting a significant number of businesses and creating local employment opportunities for residents living in the south-east growth corridor.
8. The Minta Farm precinct is not intended to be an industrial precinct, or a traditional 'business park' but rather a contemporary mixed use precinct which:
 - Has all of the hallmarks of a '20 minute neighbourhood', including mixed use, urban density, housing diversity, local services, a vibrant neighbourhood activity centre, etc. and;
 - Makes a significant contribution to the supply of high quality commercial land in the south-east metropolitan region (ie land that has the right characteristics to attract knowledge economy industries and workers).
9. The South-East Growth Corridor Plan identifies that Minta Farm should generate at least 15-20 jobs per gross hectare and that this employment density range should be used as a guide for the preparation of the PSP for this location. This employment density translates to circa 4,300 – 5,700 jobs across the gross Minta Farm precinct area.
10. The Growth Corridor Plan notes that sufficient land should be preserved in business and residential precincts such as Minta Farm so that the desired overall employment outcomes can be realised over the lifetime of the Plan (ie 30-40 years).

3.2 Will Minta City Masterplan deliver the necessary physical and social assets to create a sustainable neighbourhood and attract jobs ?

11. The 20 minute neighbourhood concept described in Plan Melbourne provides a useful policy framework from which to assess whether the Minta City Masterplan has the right characteristics to create a sustainable neighbourhood. This policy is based on creating mixed-use neighbourhoods at varying densities and vibrant neighbourhood activity centres.
12. I have reviewed the Minta City Masterplan and I consider that it will make a substantial contribution towards the creation of a robust and vibrant 20 Minute Neighbourhood at Minta Farm.

13. In the absence of any specific Victorian Government policy or guidelines relating to the spatial planning of employment precincts, I have adopted the Brookings Institution 'Quality of Place' criteria in my assessment of the Minta City Masterplan because I consider them to be 'best practice' in relation to this topic.
14. I have reviewed the Minta City Masterplan against the "Quality of Place' criteria established by the Brookings Institution for employment precincts and I consider that it demonstrates a strong alignment with them. The masterplan provides for all of the physical qualities (density, mixed use, amenity) identified by Brookings and other international research as being necessary to attract a diversity of firms and people, increase interactions and to accelerate innovation outcomes.

3.3 Do the Planning Controls Proposed by TMG facilitate the outcomes identified in the Minta City Masterplan ?

The 'Minta City' Sub-precincts.

15. The revised planning controls proposed by TMG reduce the number of sub-precincts from five to three. Under this approach the mixed use and small local enterprise sub-precincts are removed, and the range of land uses envisaged for these locations are to be accommodated in the Urban Centre and Innovation Quarter precincts.
16. The Minta Farm employment area will evolve over a number of decades, and it will necessarily need to respond to a wide range of changes to industry and to the wider economy. The Minta Farm PSP needs to be sufficiently flexible to accommodate such changes. I consider that removing reducing the number of precincts from five to three will provide an appropriate degree of flexibility to deal with an evolving economic, business and employment outlook in the future, without diminish the capacity for the overall the vision or objectives for the PSP to be realised.

The Town Centre.

17. I consider that the Commercial 1 zone is the most appropriate zone to apply to the Town Centre, and that the exhibited 'as of right' floorspace limit of 13,000sqm should be retained for this town centre within the Urban Growth Zone Schedule. I do not see the need to place an 'as of right' floorspace limit on office uses within the Town Centre.

The Urban Core.

18. I consider that the three main issues for consideration in this sub-precinct are; a. how housing can be capped within the precinct, b. how realisation of the intended job densities can be assured, and c. the extent of retailing that should be permitted in this precinct. My opinions in relation to each issue are as follows:

The Proposed Housing Cap:

19. The revised planning controls proposed by TMG seek to regulate residential use in the Urban Core of Minta Farm, by nominating Dwellings as a 'Section 2' use and also

imposing conditions on such uses under the UGZ schedule. I consider this to be an effective means of limiting the extent of residential development within this sub-precinct.

Job Densities:

20. Given that the Minta City proposal relies upon this sub-precinct to deliver almost 75 percent of the total employment in the Minta Farm PSP within this single employment sub-precinct, I consider that the planning scheme should include a mechanism to ensure that a minimum commercial floorspace is realised.
21. There are a number of ways that the revised planning controls could provide for the delivery of the desired minimum commercial floorspace. One solution would be to attach a condition to the 'as of right' use of land for an office requiring that a minimum floor area ratio (FAR) be realised within the lot or street block (as defined on any approved Urban Design Framework for the precinct). This approach would provide flexibility for development at different stages of the precinct's life cycle to deliver different commercial floor areas.

Extent of retail activity:

22. Given the intended mixed use nature of this sub-precinct and its proximity to the proposed local town centre, I consider that allowing a small format supermarket and limited associated retail activities within it to be an appropriate outcome in the Urban Core precinct.

The Innovation Quarter.

23. I consider that the two main issues for consideration in this sub-precinct are; a. whether the planning controls needs to provide more explicit reassurance in relation how the realisation of the intended job densities, and b. whether there should be additional limitations on shop, restricted retail and supermarket uses within the sub-precinct. My opinions in relation to each issue are as follows:

Planning Controls and Job Densities:

24. In general terms, I consider that the Commercial 2 zone is an appropriate zone to apply to a precinct that aspires to facilitate the development of commercial areas for office, manufacturing and associated business and commercial activities.
25. I note that the job densities assumed for the Innovation Quarter precinct by the Minta City (ie 150+ jobs per hectare) are substantially higher than the job densities assumed by the VPA (56 jobs/ha) for 'light industry' at Minta Farm or in the range typically found elsewhere across Melbourne's established industrial areas.
26. I have considered the potential impacts of under-realising the job densities assumed by the Minta City proposal for the Innovation Quarter precinct and I do not consider them to be significant given the relatively smaller contribution that this sub-precinct is intended to make to delivering the overall job aspiration for the wider precinct. I therefore do not consider that there is a need to apply a minimum office floor area ratio

condition on land uses within the proposed Commercial 2 zone in the Innovation Quarter

Restricted retail, shop and supermarket uses within the sub-precinct:

27. I consider that allowing limited 'as of right' shop floorspace within the sub-precinct to be appropriate, given that it is seeking to create a high amenity setting for office workers. However, I recommend the following changes to the provision of restricted retail and supermarket uses within the precinct under the UGZ schedule:
- A condition should be included within the UGZ schedule which places a limit on the quantum of 'as of right' restricted retail floorspace within the Innovation Quarter.
 - A condition be included in clause 2.3 (specific provisions – use) under the UGZ Schedule which prohibits the establishment of a supermarket in the Innovation Quarter precinct.

3.4 The Hilltop Park (Open Space LP-07).

28. I consider that the hilltop park location and layout shown on the Stockland Concept Plan to be superior to both the location shown on the exhibited PSP and the Alternative (Stockland/Minta) PSP layout .

3.5 The Local Convenience Centre.

29. The Minta Farm Local Town Centre (LTC) is located such that 88.5% of households within the Precinct will be within 1km from it. The relevant standard from the PSP Guidelines is therefore satisfied, and for this reason I do not consider that there is a need to identify a Local Convenience Centre (LCC) in the south-east corner of the Minta Farm PSP.
30. The UGZ applied zoning provides flexibility to accommodate limited convenience retail uses (eg a convenience shop, food and drink premises) in this location without the LCC having to be shown on the PSP.

4.0 Amendment C228 / the Minta Farm Precinct Structure Plan.

31. Amendment C228 to the Casey Planning Scheme proposes to incorporate a new document titled “Minta Farm Precinct Structure Plan”. The amendment also rezones the land to Urban Growth Zone Schedule 14 to facilitate the development of the land and makes a number of other changes to the Casey Planning Scheme. The specific changes to the planning scheme are set out in the respective explanatory reports, and the exhibited future urban structure proposed is shown in the Figure 1 below.

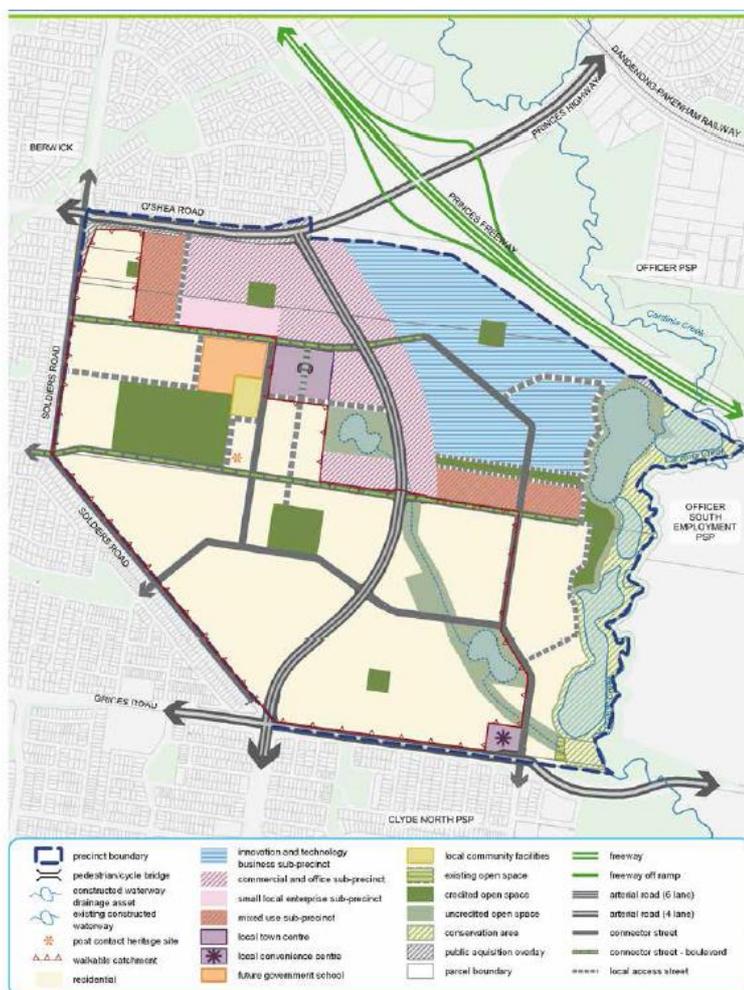


Figure 1 – Minta Farm Precinct Structure Plan

32. The PSP provides for :

- A range of housing at different densities relative to the proximity to the local town centre (LTC), PPTN, local convenience centres (LCC) and community hubs. An estimated total of 2,853 dwellings across the precinct.
- A Street network which creates a central north south arterial road link (6 lanes) connecting to the Princess Freeway Off ramp and a series of east-west streets providing connection to Soldiers and Grices Road.
- A Local Town Centre (LTC) and employment hub which is broken into 5 sub-precincts as shown on Figure 2 overleaf.

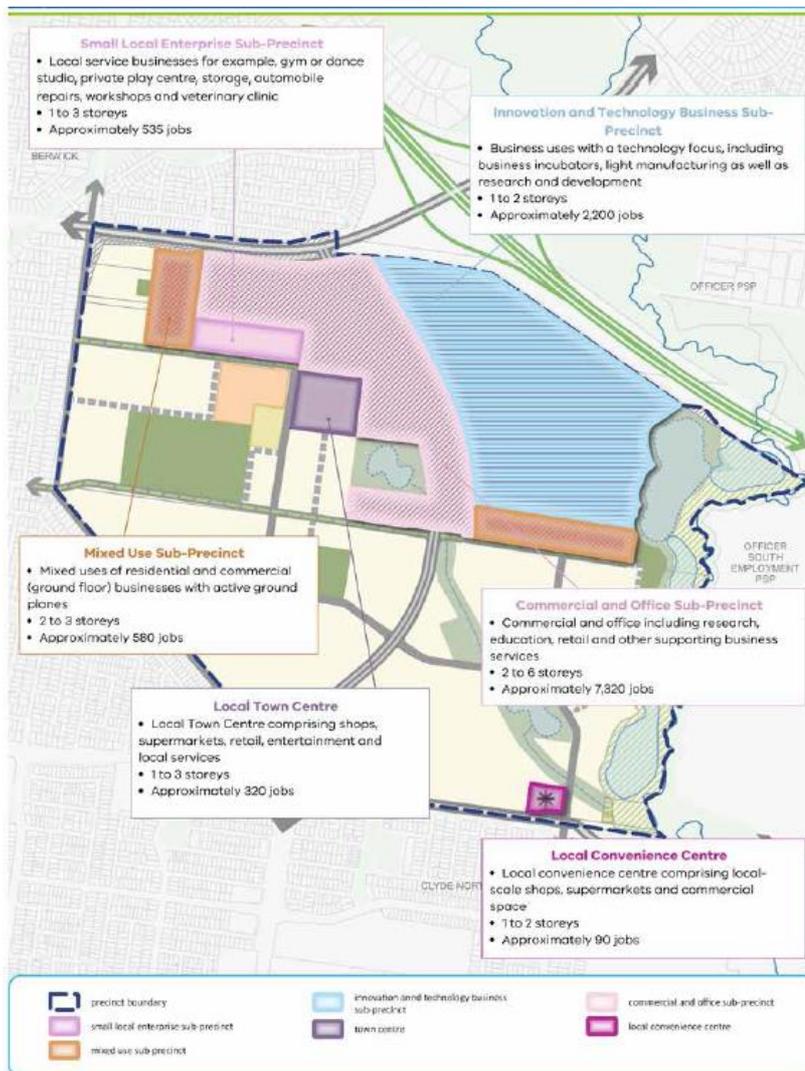


Figure 2 – Town Centres and Employment

33. The Future Urban Structure anticipates a total of 11,258 jobs across the 5 precincts (including the LTC) which is based on unit of measure per hectare or per centre/place for community uses. Table 5 – Anticipated Employment Creation from the PSP is reproduced in Figure 3 below.

LAND USE	UNIT OF MEASURE	JOBS PER UNIT	PROJECTED UNITS IN PSP	JOBS
Council kindergarten	Jobs per centre	10	1	10
Community centre	Jobs per centre	10	1	10
Government primary school	Jobs per school	40	1	40
Private child care facility	Jobs per 100 places	15	1	15
Local town centre	Jobs per hectare	87	3.62	314
Local convenience centre	Jobs per hectare	87	1.00	87
Innovation and technology	Jobs per hectare	56	39.26	2,199
Office and commercial	Jobs per hectare	280	26.15	7,322
Small local enterprise	Jobs per hectare	158	3.40	536
Mixed use	Jobs per hectare	56	10.40	582
Home-based business	Jobs per dwelling	0.05	2,853	143
Total				11,258

Figure 3 – Anticipated Employment Creation, Table 5 from Minta Farm PSP

34. The PSP includes a Concept Plan for the LTC and the LCC which sets out the key land uses, retail anchors and shop frontages, locations for commercial buildings, car parking and access as well as areas for medium density development. Future development proposals must be generally in accordance with the concept plans. In addition, an Urban Design Framework must be prepared for the LTC to address the matters outlined in the PSP.
35. Section 3.2.3 sets out the requirements and guidelines for the employment land which includes the remaining sub-precincts of; Innovation and Technology Business, Small Local Enterprise, Mixed Use Sub-precinct and Commercial and Office Sub-precinct. Each sub-precinct includes a list of land uses/specific business types which are anticipated to be developed. The most relevant requirements and guidelines for the sub-precincts as they relate to the uses are outlined below:
- Uses within each employment sub-precinct must be generally in accordance with the uses listed in Plan 6 (shown at Figure 2 above).
 - Larger scale developments must provide for a range of lot sizes and should identify larger strategic sites with flexibility to be redeveloped to more intense uses over time.
 - Buildings along the connector street [in the innovation and technology business sub-precinct] must provide active uses such as office, administration and customer service areas at the ground floor.
36. There are also a range of other built form guidelines relating to the height and design of buildings as they front connector roads, create gateway sites etc.

37. Amendment C228 includes the introduction of Schedule 14 to the Urban Growth Zone. The Schedule identifies a range of applied zones to cover the residential, Local/Convenience Town Centre and the employment land uses including the employment sub-precincts as follows.

Table 1: Applied zone provisions

Mixed Use sub-precinct	Clause 32.04 – Mixed Use Zone
Residential on a lot wholly within a walkable catchment	Clause 32.07 – Residential Growth Zone
All other land	Clause 32.08 – General Residential Zone
Local Town Centre	Clause 34.01 – Commercial 1 Zone
Local Convenience Centre	Clause 34.01 – Commercial 1 Zone
Small Local Enterprise sub-precinct	Clause 34.01 – Commercial 1 Zone
Commercial and Office sub-precinct	Clause 34.02 – Commercial 2 Zone
Innovation, Technology and Business sub-precinct	Clause 34.02 – Commercial 2 Zone
North-south arterial road	Clause 36.04 – Road Zone Category 1

Figure 4 – Apple zone provisions – UGZ Section 14

38. Section 2.2 of the Schedule sets out the specific provisions for use of land within the PSP. It provides the ability to set caps for particular land uses, require permits for uses otherwise allowed as of right under the applied zone and to prohibit land use where it may otherwise be a permit required use.
39. The Schedule seeks to add permit triggers or prohibit uses based on sub-precincts. The key changes to the applied zoning provisions as they relate to employment outcomes for Minta Farm is outlined below:

Schedule 14 – Specific Provisions – Permit Triggers	Standard Zone Provision – Permit Triggers
Permit required for shop in a commercial 1 zone within the Local Town Centre if the shop floorspace exceeds 13,000sqm	No permit required for shop in a commercial 1 zone.
Permit required for office where the applied zone is commercial 1 zone if the combined leaseable floor area 2,600sqm in the LTC or 300sqm in the LCC	No permit required for office in a commercial 1 zone.
Permit required for dwelling in mixed use zone where frontage exceeds 2 metres.	No permit required for dwelling in Mixed Use Zone.

Permit required for residential aged care facility in a Mixed Use Zone.	No permit required for residential aged care in Mixed Use Zone.
Permit is required for Restricted Retail premises where the applied zone is Commercial 2 and: Land is located in Innovation, Technology and Business Sub-precinct or Land is located in Commercial and Office Sub-precinct	No permit required for restricted retail in a Commercial 2 zone
Permit required for retail premises where the applied zone is Commercial 1 and with a commercial and office sub-precinct	No permit required for retail within a commercial 1 zone.
Permit is required for industry where applied zone is Commercial 2 zone and in a commercial and office sub-precinct	No permit re
Accommodation prohibited in commercial 1 zone	Permit required and condition to be met.
Use of land for a Supermarket is prohibited where the applied zone is the commercial 1 within a Small Local Enterprise Precinct; within a commercial 2 zone within the commercial and Office sub-precinct or within the Innovation, Technology and Business sub-precinct.	No permit required for supermarket in commercial 1 (unless floor area exceeded as specified in a Schedule; No permit required (subject to conditions including a 1800sqm floor area cap) in a Commercial 2 zone.

40. The Schedule requires the preparation of an Urban Design Framework for the Local Town Centre which is to generally respond to the concept plan shown in the PSP.

5.0 The Minta City Proposal.

The Minta Group have prepared a vision for their land referred to as the *Minta City Proposal* (V5 14.3.2018). I have reviewed this document which sets out the different elements of the vision including the design response and series of outcomes for the three proposed sub-precincts.

The overarching vision for the land as set out in the Proposal by the Minta Group is to respond to the key challenge for employment creation over the coming decades as the economy continues to change. The project vision is stated as follows:

“Minta City will offer a unique setting that is attractive to ‘next generation’ businesses and workers who are seeking the amenity and synergies offered by a CBD location, but without the Melbourne CBD commute.”¹

A Concept Masterplan (referred to as The Minta City Masterplan) is provided at page 9 of the Minta City Proposal and sets out a three employment sub-precincts and two residential precincts. The urban structure shown in the in the Minta City Masterplan differs from the exhibited PSP in a number of ways as outlined on page 11 of the Proposal. The Minta City Masterplan is based upon establishing an urban grid to facilitate consolidated and compact precincts which connect to the Town Centre as shown in Figure 4 below. The rationale for the Urban Design of the land is set out on page 10 of the Proposal.



Figure 4 – Minta City Masterplan

¹ Minta City Proposal, pg. 7

The Masterplan provides for a total of 11,735 jobs and 1,100 dwellings based on the following employment sub-precincts:

- Innovation Quarter – employment precinct – 16 hectares.
- Town Centre – 6 hectares
- Minta City Urban Core – employment precinct – 30hecatres

The Minta City Masterplan provides for a greater number of jobs within a smaller land footprint than what is set out in the exhibited PSP. It states that this achieved through a number of measures including:

- Establishing a more consolidated grid and structure as described on page 13 of the Proposal.
- Creating urban design and amenity conditions by which to increase the density of jobs, with a focus on high -value white-collar jobs.
- Assuming different building typologies which result in higher building forms and therefore more jobs per sqm.
- Providing office use within the Local Town Centre.

Table 2 of the Minta City Proposal outlines the anticipated job creation in the Precinct in comparison to what is anticipated under the exhibited PSP.



6.0 Planning Policy Context.

41. I have considered the broader growth area planning context of the subject site, including the Victorian Government's spatial frameworks and policies relating to land use, and in particular planning for new jobs and employment precincts within Melbourne as relevant to the Minta Farm PSP. These include:
- The State Planning Policy Framework (SPPF)
 - Plan Melbourne Refresh
 - Casey Growth Corridor Plan
 - Local Planning Policy Framework
 - C21 Building a Great City
42. The relevant elements of the SPPF, LPPF and strategic policies are set out below. My assessment of the precinct plans and the Minta City proposal in the context of these documents and in particular the South East Growth Corridor Plan is set out in Section 7 of this statement.

6.1 State Planning Policy Framework.

43. The *State Planning Policy Framework (SPPF)* ensures that the objectives of section 4 of the *Planning and Environment Act 1987* are implemented through appropriate land use development by addressing environmental, social and economic factors to achieve sustainable development. The more relevant policies are set out below.

Clause 11 - Settlement

44. The policies contained within Clause 11 provides guidance on planning the needs of existing and future communities within Victoria. In relation to the supply of urban land, it states that planning should ensure that sufficient land is available to meet forecast demand, and that strategic plans must identify where growth can occur over at least a 15 year period.
45. Clause 11.02 outlines the requirement for the preparation of long term plans to cater for growth. It requires that framework plans are prepared for each of Melbourne's growth corridors, and that precinct structure plans are prepared for neighborhoods. It directs that precinct structure plans must be consistent with the Precinct Structure Planning Guidelines, approved by the Minister for Planning.
46. It requires that average overall residential densities in growth areas achieve a minimum of 15 dwellings per net developable hectares and over time seek an overall increase in residential densities to more than 20 dwellings per net developable hectares. It also requires that public transport and other infrastructure is delivered in line with a preferred sequence of land release, that housing diversity is achieved and mixed use activity centres are created.
47. Clause 11.03 relates to Activity Centres and how they can best planned for to deliver their intended role within the network. This clause calls for a network of activity centres which differ in size and function to cater to a variety of local and metropolitan needs

and attract investment as needed to fulfil their role. Activity Centres are to provide for a mix of uses as a focus for business, shopping, working, leisure and community facilities. In addition, activity centres are to be planned to provide some housing including higher density housing forms.

48. Clause 11.06 required out that planning must consider Plan Melbourne 2017-2050: Metropolitan Planning Strategy. The 'Melbourne 2050' plan is included within the policy so as to provide a spatial representation of Melbourne's long term growth.
49. Clause 11.06-1 relates to jobs and investment and provides a clear aim to "create a city structure that drives productivity, attracts investment, supports innovation and creates jobs." This clause includes a number strategies relating to job creation including; protecting state significant industrial precincts from incompatible land uses, to plan for adequate commercial land across Melbourne and improve access to jobs across Melbourne and closer to where people live.

Clause 16 Housing

50. The housing polices contained within Clause 16 require that when considering the location of residential development, higher density housing development should be encouraged on sites that are well located in relation to jobs, services and public transport.
51. The policies note that in the middle and outer suburbs a diverse housing stock should be provided to match a changing demand in housing choice. This diverse housing stock includes the delivery of more affordable housing closer to jobs, transport and services.

Clause 17 – Economic Development

52. The aim of this clause is to encourage development which will meet the communities need for an employment and services including retail, entertainment, office and other commercial services in locations which are accessible and rely on the efficient use of infrastructure.

Clause 18 Transport

53. The policies in Clause 18 seek to ensure that integrated transport networks are developed that will connect people to jobs and services while connecting goods to market places.
54. The policies note that planning must integrate planning for cycling infrastructure, to encourage cycling as an alternative mode of travel.
55. With respect to the Principal Public Transport Network, the policies require that development maximise the use of existing by increasing the diversity and density of development along the Principal Public Transport Network.

6.2 Plan Melbourne.

56. *Plan Melbourne Refresh 2017-2050* was released in March 2017. It provides a clear focus on delivering jobs and investment, and improving the diversity of jobs that are available within Melbourne’s middle and outer suburbs. Delivering these jobs is also critical to achieving the ‘20-minute neighbourhoods’ policy aims of Plan Melbourne.
57. The outcomes and associated policy direction most relevant to Amendment C228 and the Minta City proposal are as follows:

Outcome 1 - Melbourne is a productive city that attracts investment, supports innovation and creates jobs.

Direction 1.1- Create a city structure that strengthens Melbourne’s competitiveness for jobs and investment.

58. Overall, Plan Melbourne Refresh identifies that employment in Melbourne will grow by around 690,000 jobs over the period 2015-2031 across Melbourne. The southern sub-region (which includes the City of Casey and the Minta Farm PSP area) is projected to accommodate 105,000 or 15 percent of this jobs growth².
59. Plan Melbourne aims to facilitate these new jobs through the following spatial planning strategies:
- Supporting the growth of commercial activity in the Central City (policy 1.1.1)
 - Redeveloping major urban renewal sites (policy 1.1.2)
 - Developing seven National Employment and Innovation Clusters (NEICs) (policy 1.1.3)
 - Supporting the employment and servicing role of health and education precincts (policy 1.1.4)
 - Establishing and protecting state significant transport gateways, including airports, ports and freight terminals (policy 1.1.5)
 - Planning for industrial land, including protecting Melbourne’s five State-significant industrial precincts (policy 1.1.6)
 - Planning for adequate commercial land across Melbourne (policy 1.1.7)
60. The Plan Melbourne Five Year Implementation plan provides a more detailed view of the key elements of Plan Melbourne for each metropolitan region. Minta Farm is identified in Map 7 of the Implementation Plan as forming part of a wider **‘business and residential’ precinct** which extends south of the Princes Freeway between Berwick and Officer (refer figure 4).

² Plan Melbourne does not break down the job forecasts by municipality.

MAP 7 Southern Region



Figure 5 – Southern Region (Minta Farm highlighted)

61. Plan Melbourne also identified a series of Employment Priority Sectors as having particular potential to attract and deliver significant growth and investment. These are predominately industries where technology and 'knowledge economy' skills are expected to deliver economic productivity and growth³. They include:
- Medical technology and pharmaceuticals;
 - New energy technologies;
 - Food and fibre;
 - Transport technologies;
 - Defence technologies;
 - Construction technologies;
 - International education; and
 - Professional services.

Direction 1.2 - Improve access to jobs across Melbourne and closer to where people live.

62. Plan Melbourne supports the development of a network of activity centres linked by transport. Metropolitan Activity centres will be focusses for growth (policy 1.2.1).
63. Plan Melbourne also aims to facilitate investment in Melbourne's outer areas to increase local access to employment. Policy 1.2.2 from Plan Melbourne notes that:
- There is a need to support investments that create jobs in outer suburbs and growth areas, and;
 - Opportunities exist to support the establishment of start-ups and small and medium enterprises in outer suburbs and growth areas including facilitating opportunities for business incubators, co work spaces with flexible work and meeting spaces etc.
64. Plan Melbourne recognises that in order to achieve this, it is imperative that there is adequate land zoned land to support future development and job creation and that these areas are readily accessible to a local employee market⁴.

Outcome 2 - Melbourne provides housing choice in locations close to jobs and services.

Direction 2.5 – Provide greater choice and diversity of housing.

65. Plan Melbourne recognises that there is a need to provide a range of housing types in growth areas, including townhouses, low-rise apartments, and aged care housing close to shopping centres and community facilities (policy 2.5.2).

³ Plan Melbourne, page 20

⁴ Plan Melbourne, page 37

Outcome 5 - Melbourne is a city of inclusive, vibrant and healthy neighbourhoods.

Direction 5.1 – Create a city of 20 minute neighbourhoods.

66. Plan Melbourne aims to create a city of ‘20 minute neighbourhoods’ which is all about living locally and being able to meet most daily needs and activities within a 20 minute walk, cycle or local public transport trip. The 20 minute neighbourhood policy aims to assist in cutting greenhouse emissions and promoting a healthier community through reduced travel times.
67. Relevant policies relating to the realisation of the 20 minute neighbourhood are:
- Creating mixed use neighbourhoods at varying densities (policy 5.1.1.)
 - Supporting a network of vibrant neighbourhood activity centres (policy 5.1.2.)

6.3 Local Planning Policy Framework.

The following clauses of the local policy framework are most relevant to the Minta Farm PSP:

69. Clause 21.02 (Key Issues and strategic vision) sets the overall vision for the City. It identifies the following relevant issues:
- The development of a diverse, prosperous and sustainable economic base for Casey.
 - The development of a strong knowledge-based business sector.
70. Clause 21.02-2 sets Casey’s land use vision which includes reference to The Casey C21: A vision for our future strategy (“Casey C21 Strategy”), which was adopted by Council on 3 September 2002. This is addressed in more detail in section 6.5 of this report.
71. The Strategic Framework Plan at Clause 21.02 identifies the Minta Farm site as an area for a Future Business and Residential Precinct.
72. Clause 21.05 (Economic Development) is the most relevant local policy relating to economic development and delivering jobs within the municipality. This clause recognizes the change in the types of jobs which will need to be provided within Casey with jobs of the future being based around the knowledge economy.
73. There are two key objectives in this policy which are:
- *To facilitate the creation of knowledge-based jobs in Casey; and*
 - *To take advantage of Casey’s competitive edges to create local employment opportunities across a diverse economic base to secure a sustainable and prosperous future.*

74. These are to be achieved in part by:

- *Fostering employment and investment opportunities to create knowledge-based jobs.*
- *Enhancing economic prosperity by diversifying employment and facilitating sustainable business and industrial base within Casey.*
- *Ensure that the development of tertiary and educational institutions is supported to provide a broad range of learning centres to address emerging skills' needs.*
- *Facilitate the development of identified business park opportunities including the 'Casey Technology Park', the Casey Hospital campuses in Berwick and 'Minta Farm'. Develop these employment precincts for a range of knowledge based uses.*

75. This clause includes the following strategy of relevance to Minta Farm:

- *Facilitate the development of Minta Farm in Berwick as a high-amenity, integrated employment precinct that incorporates office, research, manufacturing, learning and living components*

76. Clause 21.10 – Berwick Southern Area provides a range of strategies and objectives for the land south of the Princes Freeway which is newly developed/planned area for housing, employment and community facilities. A key objective of this clause is:

To create a new key employment precinct that creates a job-rich urban environment.

77. This clause includes the following strategy of relevance to Minta Farm:

Develop 'Minta Farm' as an integrated and diverse employment precinct for the Berwick region, incorporating office, research, manufacturing, learning, and living components.

78. This clause also identifies that a precinct structure plan is to be prepared for the proposed 'Minta Farm Business and Residential Precinct.'

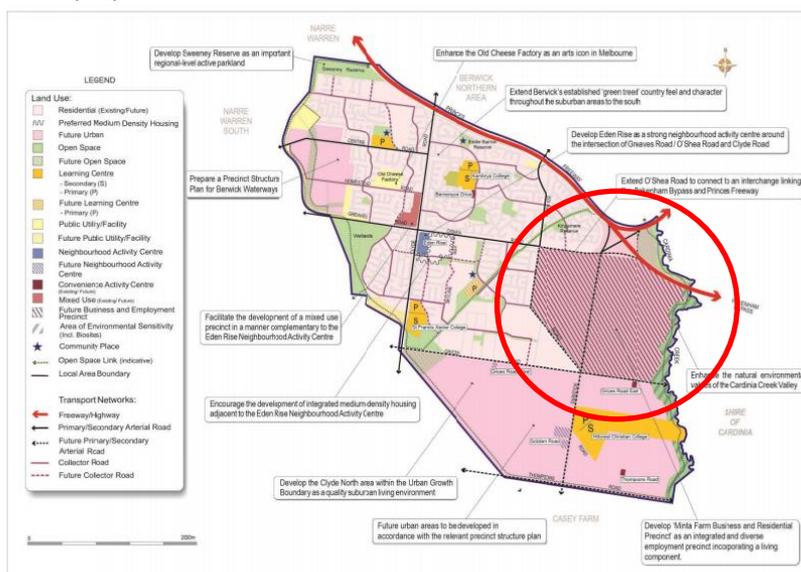


Figure 6 – Berwick South Framework – Clause 21.10 of the Casey Planning Scheme. (Minta Farm highlighted)

6.4 South East Growth Corridor Plan.

79. The Growth Corridor Plans (GCPs) were released by the Victorian Government in June 2010². Their purpose is to guide future development in Melbourne’s growth corridors and inform the preparation of Precinct Structure Plans.
80. The GCPs comprise a detailed set of urban planning Principles which form the basis of the plan, together with a spatial plan for each growth corridor.
81. Principle 3 (‘Plan for local employment creation’) articulates how State planning policies in relation to achieving better employment diversity and job containment are intended to be achieved in Melbourne’s growth areas. The guidance provided in Principle 3 forms the basis of the activity centre and employment spatial framework for each of Melbourne’s growth areas.
82. Principle 3 states its aims as being to facilitate the creation of at least one new job for each additional household across the Growth Corridors and to also increase the diversity of employment opportunities available to its residents.
83. The plans for each growth corridor in turn provide a spatial framework which explains the role of different types of employment precincts in contributing to the realisation of these twin- aims (ie 1 job per household, and employment diversity)
84. The GCP notes that around one third of job opportunities are expected to be created within local neighbourhoods (via home-based employment, neighbourhood town centres, local schools, etc.), and the balance of jobs to be established across subregions, within a network of higher order town centres, business and industrial precincts. The GCP notes that 40 to 45 percent of the overall jobs created in growth areas will be located within land dedicated for “business” and “industrial” purposes ⁵.
85. The GCP provides for a network of **town centres** aimed at providing a sufficient amount of retail and other services so as to maximise self-containment of such activities and create significant employment opportunities at both the neighbourhood and sub-regional scale.
86. The GCP identifies locations for **industrial precincts**, which are intended to meet the wider metropolitan need for a future supply of land for manufacturing and logistics purposes. There is a substantial quantum of such land in Melbourne’s growth areas because these locations enable new large-scale logistics precincts to be established in locations adjacent to the metropolitan road and rail network. Such areas are important to the functions of the wider metropolitan economy, and they also play an important role in creating local employment, albeit at comparatively much lower densities than in business precincts or activity centres.

⁵ The report *Growth Corridor Plans - Activity Centre and Employment Planning*’ (Essential Economics, November 2011) sets out the research undertaken to inform the allocation of land for employment purposes for the northern growth corridor.

87. The GCP separately identifies '**business precincts**' as locations which are expected to deliver more intensive forms of employment generating uses. The GCP notes that:

"Business precincts identified on the Growth Corridor Plans are large flexible multi-use areas that provide for a wide range of employment opportunities. They are located so as to have excellent access to the arterial road and Principal Public Transport Network and a local resident workforce.

The Growth Corridor Plans generally locate such precincts adjacent to town centres or along PPTN routes, so as to facilitate the provision of public transport access as employment levels grow over time. The integration of public transport in these business precincts is considered to be an important component of any future PSP development and delivery.

Business precincts are expected to deliver more intensive forms of employment generating uses in comparison to industrial areas. They will accommodate a wide range of employment generating uses including service industry, office and commercial activity, and research and development and some bulky goods (restricted retail).⁶

88. The GCP identifies the business precincts which are expected to realise a job density of between 30-40 jobs per gross hectare.
89. The GCP notes that in some locations, business precincts can deliver a greater range of land uses including residential, cultural recreational and civic uses as part of the mix. These locations are defined as being '**business with residential**' precincts and they are expected to deliver minimum job densities of 15-20 jobs per gross hectare.
90. The job density assigned to these precincts is half of that assigned to business precincts in recognition of the fact that these locations are expected to contain a significant residential component.
91. The GCP notes that this job density range will be used as a minimum guide for the preparation of PSPs in these locations.
92. Minta Farm is identified in the South East GCP as a 'business with residential' precinct, as shown in the 'Employment Concept Plan' from the GCP itself (refer figure 5).

⁶ Refer GCP, page 22

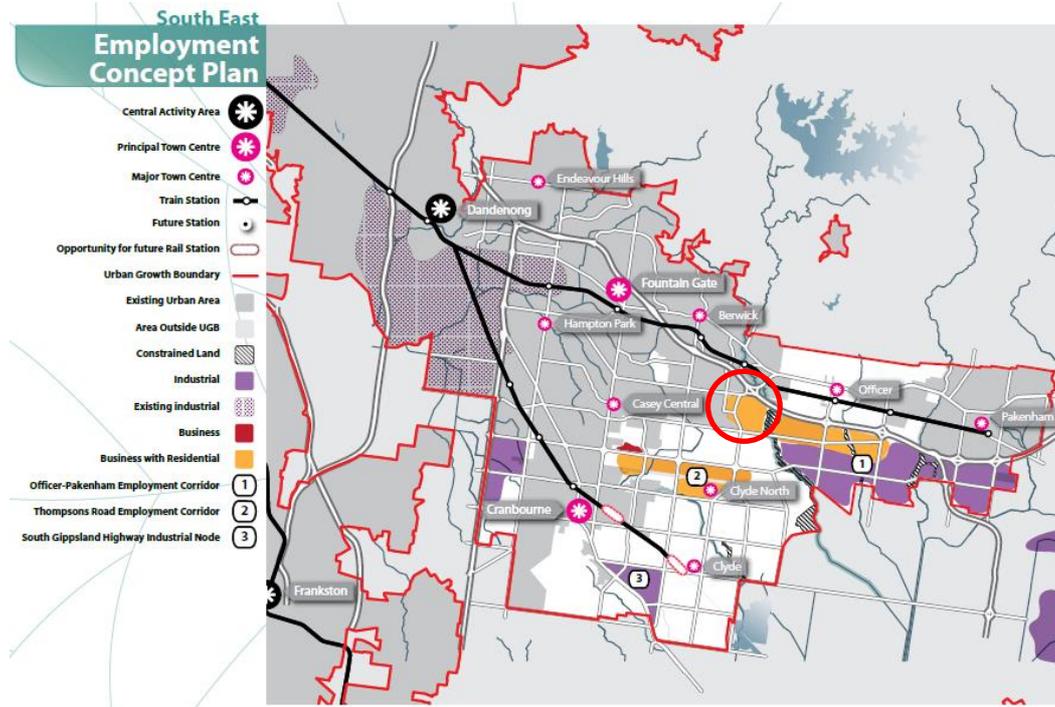


Figure 7 – Employment Concept Plan

93. Principle 3 of the GCP provides the following guidance in relation to how ‘Business with Residential’ precincts should be planned and developed:

“Preserving the potential for these precincts to deliver employment outcomes is the most important planning and development outcome. This should be the principal measure guiding planning and development decisions in these locations. Future detailed planning for these precincts will therefore need to demonstrate that employment provision is based on realistic demand over the medium to long term.

Whilst it might be expected that residential and non-core employment uses could be delivered within some of these precincts (as shown on the Growth Corridor Plans) in the shorter term (and in advance of the higher order employment activities), sufficient land must be protected to ensure an appropriate supply of strategically located land is preserved over the entire duration of the plan (e.g. 30-40 years).

Any proposals for land uses other than employment related uses will need to demonstrate that the overall objective for the land to deliver significant employment generating outcomes for the local area and the wider corridor would not be prejudiced.⁷”

⁷ GCP, page 23

6.5 Casey C21: Building a Great City

94. *Casey C21 – Building a Great City* is an updated version of Casey’s long term strategic planning document *Casey C21: A Vision for our Future* which was first developed in 2002. One of the purposes of this strategy to outline Council’s vision for employment growth and diversity within the municipality.
95. The Minta Farm employment precinct was identified in the 2002 Casey C21 strategy as a potential location for office space to meet the shortfall in locally-based white collar jobs. This aspiration has been largely carried through as a policy aim in the updated version in 2011.
96. *The original C21 Policy (2002)* identified Minta Farm area as a Business Park opportunity and it noted that:
- “This Park is to be ... a high amenity, quality business and elaborately transformed manufacturing park, together with integrated research, commercial, learning and living spaces with freeway access and a focus towards a wide wetlands and parkland space along Cardinia Creek”*
97. The C21 (2011) Policy reinforced the need to ensure that Casey attracts jobs which align with the change in the economy. C21 (2011) identifies Minta Farm as one of a number of employment precincts that will service the Casey community and it notes the following in relation to jobs and economic development:
- “Jobs of the future will be based not just around traditional hubs such as transport corridors and business parks, but on “knowledge” industries using remote technologies and advanced work practices. Casey has a changing economy which is heavily reliant on traditional sectors such as the goods and services sector. To diversify and be more sustainable, we need to move to a knowledge economy with a vision for a thriving, distinctive, forward thinking, and healthy economy. The new jobs will be linked to areas of high liveability where Casey is well placed. Communities that do not actively work towards attracting them will be left behind.”*
98. Both *Casey C21: A vision for our future (2002)* and *Casey C21: Building a Great City, City of (2011)* are reference documents under the Casey Planning Scheme.

7.0 Planning Assessment.

99. I have been asked to provide my opinion on the following three matters as they relate to the Minta City Proposal:

- What employment outcomes are sought for the Minta Farm Precinct under government policy?
- Will the masterplan contained in the Minta City proposal deliver the necessary physical and social assets to create a sustainable neighbourhood and attract jobs ?
- Will the planning controls proposed by TMG facilitate the outcomes described in the Minta City Proposal?

100. These matters are addressed in turn.

7.1 Employment Outcomes Sought For Minta Farm.

101. Plan Melbourne establishes a clear spatial framework for to strengthening Melbourne’s competitiveness as a place for jobs and investment. The ‘State significant’ elements of that framework include the Central City, Metropolitan Activity Centres (MAC), major urban renewal precincts, the seven NEICs, State-significant transport gateway and employment precincts, and health and education precincts.

102. Plan Melbourne recognises the importance of planning for an adequate supply of industrial and commercial land to cater for forecast jobs and economic growth (as set out in policies 1.1.6 and 1.1.7).

103. Plan Melbourne also seeks to facilitate investment in Melbourne’s outer areas to increase local access to employment (policy 1.2.2), and create 20 minute neighbourhoods which are mixed-use (policy 5.1.1) and which support neighbourhood activity centres (policy 5.1.2).

104. The Plan Melbourne Implementation Plan identifies Minta Farm as a location which will function as a ‘business with residential’ precinct. It does not identify Minta Farm as a location for conventional industrial development not is intended that the precinct serve a ‘State significant’ employment function akin to that intended for a MAC, NEIC, SSIP or health/education precinct.

105. I consider that Plan Melbourne intends a precinct such as Minta Farm to be a mixed use employment precinct which will host a significant number of businesses and create local employment opportunities for residents living in the south-east growth corridor. The precinct is not intended to be an industrial precinct, or a traditional 'business park' but rather a contemporary mixed use 'business with residential' precinct which:
- Makes a significant contribution to the supply of high quality commercial land in the south-east metropolitan region (ie land that has the right characteristics to attract knowledge economy industries and workers), and;
 - Has all of the hallmarks of a '20 minute neighbourhood', including mixed use, urban density, housing diversity, local services, a vibrant neighbourhood activity centre, etc.
106. The policies contained with the Casey Planning Scheme and the C21 (2011) strongly support this outcome as well. Minta farm is described in the Casey Planning Scheme as being developed as an integrated and diverse employment precinct for the Berwick region, incorporating office, research, manufacturing, learning and living components, and Casey C1 identifies that new jobs in Casey will be 'linked to areas of high liveability'.
107. The Growth Corridor Plan provides further guidance in relation to how a 'Business with Residential' precinct like Minta Farm should be planned, as follows:
- Precincts should generate at least 15-20 jobs per gross hectare and that this employment density should be used as a guide for the preparation of PSPs in such locations. For the Minta Farm PSP area, this translates to circa 4,300 – 5,700 jobs.
 - Business Precincts are expected to accommodate a wide range of employment generating uses, such as service industry, office and commercial activity. "Business with Residential" precincts are also expected to accommodate residential, cultural, recreational and civic uses as part of a broad mix of activities that will support employment activities.
 - Land should be preserved in such precincts to enable the desired employment density outcomes to be realised over time, based on an assessment of realistic demand over the medium-long term.
 - The GCP anticipates that residential and non-core employment uses might be delivered in such precincts in advance of higher order or higher density employment activities, and it notes that sufficient land should be protected to ensure that the overall employment outcomes can be realised over the lifetime of the plan (ie 30-40 years). Further, any such proposals need to demonstrate that they will not prejudice the long term use of the balance of the land for employment uses.

7.2 Will Minta City Masterplan deliver the necessary physical and social assets to create a sustainable neighbourhood and attract jobs ?

108. The 20 minute neighbourhood concept described in Plan Melbourne is based on creating mixed-use neighbourhoods at varying densities and vibrant neighbourhood activity centres. It provides a useful policy framework from which to assess whether the Minta City Masterplan has the right characteristics to create a sustainable neighbourhood.
109. The question of what characteristics are needed for a place to attract jobs is more complex, because the Australian economy and job market is changing so rapidly.
110. The Minta City proposal is seeking to create a ‘new generation’ business environment which is adaptable to the changing needs of workplaces and workforces in this new economy. In seeking to address what sort of urban planning framework is needed to achieve this, I have first considered what type of industries are expected to prosper in the future economy, and then what sort of workplace such industries might seek, and what evidence there is in relation to how urban planning can create the right physical environment for such industries to thrive.

7.2.1 Industry and workplace trends.

111. No one knows for sure exactly how industries and workers will respond to the sort of mega-trends that Australia and other countries are beginning to experience. However, it is abundantly clear that technology, globalisation and demographic change are rapidly driving Australia towards a heavily knowledge-based economy. These rapid changes are already altering how we plan and operate our cities in relation to consumption of goods and services, manufacturing, mobility, building design, and the nature of business and work⁸.
112. In relation to industry sectors and growth, Plan Melbourne calls for a focus on technology-oriented sectors such as advanced manufacturing, professional services, health and education. Other analysis suggests that care provision, management, and creative industries will be added to this list⁹.
113. There is broad consensus amongst leading international analysts that industry and the workplace of the future will be heavily influenced by technology, the unbundling of work tasks and the outsourcing of specialised labour and skills (via the ‘gig economy’, the

⁸ There are many sources of evidence in relation to these trends. The report *‘Intuit 2020: Twenty trends that will shape the next decade’* (Intuit, 2010) foresaw many of the trends we are experiencing today, and it provides an excellent overview of the socio-economic trends that have unfolded over the past few years. A recent report titled *‘The Upside of Disruption’* (Ernst and Young, 2016) provides excellent insights into the trends that are likely to shape industry and work across the globe in the coming decade.

⁹ See for example *‘Jobs Lost, Jobs Gained: Workforce Transitions in a Time of Automation.’* (McKinsey Global Institute December 2017) and *‘The New Work Mindset’* (Foundation for Young Australians, 2017)

contracting out of specific job tasks, and the rise on collaboration between freelance workers and larger companies)¹⁰. These trends will shape the size and character of future businesses and the nature of the workspaces that they might seek to operate from.

114. The Casey C21 Strategy anticipated some of these trends when it identified that future jobs will be based around knowledge-based industries that use remote technologies and alternative work practices to those of the past. Minta Farm was identified in that strategy as a suitable location on which to create an employment precinct that caters for these sorts of activities.
115. The rapid growth of cowork spaces is a tangible present-day property market response to these trends. It is likely that new forms of small and medium sized work spaces will emerge that are suitable (for example) for collaboration between freelancers and SMEs, as well as for design, prototyping, assembling, storing and selling/distribution a variety of goods and services. Not all of the outputs created in the future economy will be physical goods – many will be professional (business to business) or consumer services as well as virtual products and services.
116. Many such industries are likely to seek office-based accommodation from which to operate, whilst other businesses are likely to seek office/manufacturing/warehousing facilities that have a higher proportion of office space than manufacturing and warehousing industries have traditionally required. They will also seek out business locations with good transport choices, a variety of on-site services (child care, cafes, meeting and training facilities, access to other professional services, recreational facilities, etc.) and a high standard of physical amenity.

7.2.2 How might urban planning frameworks create the right physical environment for industries and workplaces of the future?

117. In the face of rapid technological, social and economic changes and the uncertainties associated with them, I consider that spatial plans such as the Minta Farm PSP precinct need to provide significant flexibility to accommodate whatever the region's future business and employment needs might be.
118. In my opinion, there is little to be gained by planning a 21st century knowledge-economy employment based on rigid plans or the application of the metrics and assumptions of the past. I expect that accepted wisdom about things like technology, land use, mobility, car parking, how and where people work, and the way land and buildings are designed and how industrial and commercial land will be consumed are likely to be proven to be at least partially (if not entirely) inaccurate in the coming decades.

¹⁰ See for example 'Deloitte Review Issue 21: The Future of Work July 2017' (Deloitte, 2017)

119. However, this is not to say that there is no evidence available to guide how physical environments can be planned to foster innovation and knowledge-based industries and workspaces. The changing economy and workplace trends facing Melbourne are a global phenomenon, and there are already many new employment precincts and 'innovation districts' that are responding to these trends in many capital cities across the world.
120. The Brookings Institution in the United States is the pre-eminent centre for research on changing city economies and the emergence of innovation districts. Their research provides a valuable framework from which to assess what physical and social characteristics are needed for a place to attract jobs in the new economy.
121. Their research identifies a major shift away from traditional sprawling, low density and homogenous business or technology parks towards higher density, compact, mixed use innovation precincts in cities across US and Europe.
122. The Brookings Institution has identified what it has labelled a 'new geography of innovation' based on the following driving factors:
 - The rise of a knowledge and technology driven economy which places increased value on density and proximity.
 - An economy oriented towards open innovation (ie where companies generate new ideas and bringing them to market in collaboration with others) which is altering where firms locate and how buildings and districts are designed.
 - Shifting demographics which are fuelling demand for more walkable neighbourhoods where housing, work and amenities intermix¹¹.
123. Building on its earlier research, the Brookings Institution has recently released a publication '*Assessing Your Innovation District: A How-to Guide*' (February 2018). This Guide identifies five essential elements of a successful innovation district, one of which ('Quality of Place') establishes criteria to determine whether an innovation district has the necessary physical and social assets to attract a diversity of firms and people, increase interactions and to accelerate innovation outcomes.
124. In the absence of a specific Victorian government policy or guidelines relating to the spatial planning of employment precincts, I have adopted the Brookings Institution 'Quality of Place' criteria in my assessment of the Minta City Masterplan because I consider them to be 'best practice' in relation to this topic.¹²

¹¹ '*The Rise of Innovation Districts: A New Geography of Innovation in America.*' (Brookings Institution, 2014)

¹² The 'quality of place' criteria is one of five criteria within these guidelines. I have limited my assessment to this criteria because it related to the physical planning aspects of innovation precincts, and this is a topic on which I have expertise. The other criteria (critical mass, innovation capacity, etc.) are not topics that fall within my expertise.

125. The following sections of my evidence address:

- Whether the Minta City Masterplan contains the necessary characteristics for the precinct to function as a 20 minute neighbourhood, as defined in Plan Melbourne.
- Whether the Minta City Masterplan contains the necessary characteristics for the precinct to attract a diversity of knowledge-oriented businesses and workers.

7.2.3 Minta Farm as a 20-minute neighbourhood.

126. The following is a broad assessment of the Minta City Masterplan and the associated Minta Farm PSP against the ‘20 minute neighbourhood’ principles articulated in Plan Melbourne¹³.

‘20 Minute Neighbourhood’ Characteristic	Response	Assessment of the Minta City Masterplan and its environs (as set out in the Minta Farm PSP)
Well connected to public transport, jobs and services within the region	✓	The Minta City masterplan provides regionally significant jobs. It will be connected to the wider district via a public transport corridor that runs north-south through the centre of the employment precinct.
Local employment opportunities	✓	The Minta City Masterplan provides substantial opportunities for local residents to access a wide variety of employment options.
Local shopping centres	✓	The Minta City Masterplan provides for a local town centre that will provide for daily and weekly convenience shopping needs.
Local health facilities and services	✓	The Minta City masterplan provides for neighbourhood town centre that will provide local health facilities and services
Local schools	✓	A government school will be delivered within the Minta Farm PSP area.
Lifelong learning opportunities	=	There are no specific proposals for establishing adult learning facilities in the precinct at this stage. However the Minta City employment area will provide a range of locations where such activities could be established.
Local playgrounds and parks	✓	The Minta Farm PSP incorporates local playgrounds and parks.
Green streets and spaces	✓	The Minta Farm PSP and Minta City Masterplan make provision for a variety of green streets and spaces, including median and verge tree planting.
Community gardens	=	Unclear. There is no explicit proposal for the creation of community gardens in the Minta Farm PSP or Minta City Masterplan.
Sport and recreation facilities	✓	The Minta Farm PSP makes provision for sporting ovals and facilities.

¹³ A number of the 20 minute neighbourhood characteristics relate to the wider neighbourhood, and not just the Minta City masterplan area. Similarly, many of the design features and requirements that will apply to the Minta City Masterplan area are contained within the Minta Farm PSP. Therefore the assessment of the Minta City Masterplan has been undertaken in the context of the wider PSP area that it will be located within.

Safe streets and spaces	✓	The Minta Farm PSP contains a variety of design requirements and guidelines relating to the creation of safe streets and public spaces. The urban structure of the Minta City Masterplan provides for high levels of pedestrian amenity and permeability and the specific requirements of the PSP can be readily adapted into the Minta City Masterplan.
Affordable housing options	✓	The Minta Farm PSP seeks to promote a wide diversity of housing types as a means to ensure that residents have choice of housing across a range of price points and product types. Housing within the Minta City Masterplan area will make a substantial contribution to the diversity of housing available within the wider precinct.
Ability to age in place	✓	The local town centre guidelines in the Minta Farm PSP require that a range of housing types be provided for a cross section of the community (including retirement living, aged care and nursing homes) in and around the local town centre. The Minta City Masterplan provides a robust framework for the creation of various forms of ageing in place facilities.
Housing diversity	✓	The Minta Farm PSP seeks to promote a wide diversity of housing types as a means to ensure that residents have choice of housing. Housing within the Minta City Masterplan area will make a substantial contribution to the diversity of housing available within the wider precinct.
Walkability	✓	The Minta Farm PSP requires: <ul style="list-style-type: none"> Increased permeability in the road network within and surrounding the town centre should be delivered via shorter block lengths and the avoidance of culs-de-sac. Medium and high density development be prioritised within walkable catchments around key destinations and public transport. The Minta City Masterplan adopts these principles and can be expected to deliver a highly walkable mixed use neighbourhood.
Safe cycling networks	✓	The Minta Farm PSP identifies on and off road bike lanes, and it contains a number of design requirements relating to the creation of safe cycle networks. These can be readily adapted into the Minta City Masterplan
Local public transport	✓	The Minta Farm PSP identifies a network of bus capable roads throughout the PSP area. It contains a number of design requirements relating to the creation of a local public transport network. These can be readily adapted into the Minta City Masterplan.

127. Based on the above assessment, I consider that the Minta City Masterplan will make a substantial contribution towards the creation of a robust and vibrant 20 Minute Neighbourhood at Minta Farm.

7.2.4 Minta Farm as an Innovation District.

128. I have undertaken a broad assessment of the Minta City Masterplan against ‘Quality of Place’ criteria established in the Brookings Institution publication titled *Assessing Your Innovation District: A How-to Guide*’ (February 2018), as set out below:

1. Does the district possess an adequate level of internal connectivity?	
Criteria	Assessment of the Minta City Masterplan
Does a walkable street network internally connect the district (e.g. long, uninterrupted corridors rather than short, walkable blocks)?	Yes – the masterplan is based on a fine grain grid structure which maximises the permeability and walkability of the precinct
Do physical barriers limit access to parts of the district or its immediate surroundings?	Partially – Minta City will be well connected to the wider Berwick South and Clyde community. The Princes Freeway is a physical barrier to the north, although the Princes Link Highway provides the opportunity to connect Minta City via car and public transport to Beaconsfield Station, Berwick town centre, Casey Hospital and Federation University.
Are streets designed to enhance pedestrian safety and comfort?	Yes – the cross sections and intersection design proposed in the Minta Farm PSP will achieve this outcome.
Are there ample public destinations accessible by foot that make walking easy and enjoyable?	Yes -The Minta City Masterplan and the Minta Farm PSP both provide walkable access to Cardinia Creek and wetlands, a town square and lake, active open space, linear open space reserves, town centre and schools.
Is there high-speed fiber across the district?	Unclear
2. Is there sufficient proximity and mixing of people?	
Criteria	Assessment of the Minta City Masterplan
Does the district have sufficient employment and residential densities to create the potential for interactions between users?	Yes - The Minta City Masterplan provides for substantial employment densities, and the overall Minta Farm PSP will create homes for over 8000 people and jobs for over 10,000 workers.
Is the district able to create a mix of residential and commercial buildings, ground-floor activity, public markets, cultural amenities, neighborhood amenities, public spaces, and other uses that connect people to each other?	Yes - The Minta City Masterplan and associated Minta Farm PSP contain substantial residential and commercial precincts, and guidelines within the PSP provide for ground floor activation, delivery of community and cultural facilities, recreation and public open spaces.
Are there a variety of publicly accessible places where people can meet, such as shops, cafes, bars, restaurants, maker spaces, lively parks and squares, cultural spaces, public spaces, and “third places”?	Yes – Public spaces range from the creek environs and wetland, town square and lakeside, linear open space reserves, active open space and tree lined local streets and boulevards. The plan provides for the creation of a variety of ‘third places’ such as cafes, clubs and community buildings.
Are there a variety of public and private innovation spaces, such as accelerators, innovation centers, coworking spaces, and public innovation halls (e.g. District Hall in Boston)?	Yes - The Minta City Masterplan is not specific about particular types of innovation spaces, but it has a 16ha precinct dedicated to fostering innovation businesses and it is expected that public and private innovation spaces would establish in this precinct. The Minta Farm PSP makes specific reference to the creation of business incubators, research and education facilities within the employment area which could be readily provided for in the Minta City Proposal.

3. Is the innovation district limited by legacy burdens that impede its ability to transform into a contemporary hotbed of innovation?	
Criteria	Assessment of the Minta City Masterplan
Do zoning codes separate uses, such as housing, commercial, and light manufacturing, from each other? Are key uses, including residential, prohibited in the area?	No - The exhibited and proposed planning provisions are intended to enable the mixing of uses. The proposed provisions seek to introduce a more fine grained and diverse land use mix, including the introduction of 20% of housing in the Urban Core.
Are there abandoned or significantly underused buildings from earlier economies that cannot be re-adapted for the new economy?	No
Does the presence of highways, raised highways or railway tracks, unused railway lines, and similar infrastructure hinder redevelopment and/or the ability to strengthen connections and networks?	There are no such barriers within the precinct itself. The Princes Freeway is a physical barrier to the north, although the Princes Link Highway provides the opportunity to connect Minta City via car and public transport to Beaconsfield Station, Berwick town centre, Casey Hospital and Federation University.
Are property owners (including city or state governments) retaining properties that are undercutting the advancement of an innovation district (e.g. a site for transferring waste, a car storage facility)?	No
4. Does the public realm within the innovation district engage and serve a diversity of users?	
Criteria	Assessment of the Minta City Masterplan
Are public destinations located, designed, and programmed in a way that serves a diversity of users, including residents, workers and others?	Yes - The Minta City Proposal includes the delivery of base level public destinations and facilities that are to be delivered in the precinct (eg town square local parks, community facilities, school sites). These facilities accord with the Minta Farm PSP.
Are activities and programs happening in public spaces that contribute to innovation and inclusion outcomes?	Not yet established. However, the planning controls proposed by the Minta Group require the preparation of Place Activation Strategy for the precinct, which will incorporate strategies to enhance place character, support social connectivity, and bring the activation of the place to life.
Does the district have a process in place to meaningfully engage workers, residents, and other local stakeholders in the design, planning, and management of public spaces?	Not yet established.

129. Based on the above assessment, I consider that the Minta City Masterplan demonstrates a strong alignment with the best practice 'Quality of Place' standards for Innovation Precincts identified by the Brookings Institution.

130. The Minta City Masterplan provides for all of the physical qualities (density, mixed use, amenity) identified by Brookings and other international research as being necessary to attract a diversity of firms and people, increase interactions and to accelerate innovation outcomes.

7.3 Do the Planning Controls Proposed by TMG facilitate the outcomes identified in the Minta City Masterplan ?

131. The exhibited Precinct Structure Plan (Plan 6) allocates land within the Minta Farm employment area into five separate sub-precincts. The exhibition version of the Urban Growth Zone (UGZ - Schedule 14) applies default Victorian Planning Provision (VPP) zones to each of these sub-precincts, and clause 2.3 ('specific provisions') varies the standard permit triggers under the applied VPP zones in relation to various land uses (including for shops, offices, dwellings, aged care, motor repairs, indoor recreation facilities, restricted retail facilities, retail premises, industry, accommodation and supermarkets).
132. The specific provisions in the Schedule customise when and where certain uses are prohibited, when and where particular uses require a permit, and when certain conditions (relating to floorspace, location etc.) apply.
133. This approach to applying specific provisions to various land uses within the UGZ Schedule has come about because the proposed vision and outcomes for Minta Farm employment area are highly specialised, and none of the existing standard VPP zones adequately provide for the specific outcomes outlined in the PSP to be realised.
134. The planning controls proposed by TMG seek to simplify the exhibited UGZ schedule by reducing the number of sub-precincts within the Minta Farm employment area (from five to three), and simplifying the zoning provisions that relate to each precinct, as follows:
- Separate the town centre and employment area into 3 sub-precincts:
 - Town centre
 - Urban Core (the Office and Commercial and Mixed Use precincts)
 - Innovation Quarter (the Innovation and Technology Business and Small Local Enterprise precincts)
 - Apply the Commercial 1 zone to the Town Centre. The number of specific provisions that apply to land in the Town Centre under clause 2.3 is reduced to two, as follows:
 - A permit is required to use land for a shop in the Commercial 1 zone if the floor area exceeds 13,000 square metres in the town centre.
 - A permit is required to use land for an office in the Commercial 1 zone if the floor area exceeds 2,600 square metres in the town centre.
 - Apply the Commercial 2 zone to the Innovation Quarter. No specific use provisions apply to land in the Innovation Quarter.
 - Remove any applied VPP zone to land in the Urban Core and instead include a specific table of uses within the UGZ Schedule which sets out permit requirements and conditions for land in the Urban Core.

7.3.1 The 'Minta City' Sub-precincts.

135. The UGZ proposed by TMG requires that Urban Design Frameworks (UDFs) must be prepared for the Town Centre, Urban Core and Innovation Quarter. It specifies that a permit must not be granted until these UDFs are prepared to the satisfaction of the responsible authority and the Victorian Planning Authority, and that applications for use/development in these three precincts must be consistent with any approved UDF.
136. I consider that applying five separate land use precincts to land in the employment area as shown in the exhibited UGZ too narrowly defines where certain employment activities might be established. The further 'tailoring' of the UGZ as exhibited to require planning permits for uses which would otherwise not be required under the standard VPP zones further narrows what land uses can be contemplated across the five precincts.
137. The Minta Farm employment area will evolve over a number of decades, and it will necessarily need to respond to a wide range of changes to the industry and to the wider economy. The Minta Farm PSP needs to be sufficiently flexible to accommodate such changes, and I do not consider that specifying the preferred location for very specific uses such as gyms, dance studios, play centres, veterinary clinics to be an appropriate approach to planning a 21st century employment precinct.
138. The revised planning controls proposed by TMG reduce the number of sub-precincts from five to three. Under this approach the mixed use and small local enterprise sub-precincts are removed, and the range of land uses envisaged for these locations are to be accommodated in the Urban Centre and Innovation Quarter precincts. I do not consider that removing these precincts will diminish the realisation of the overall the vision or objectives for the PSP, and I note also that if there are specific built form outcomes that need to be achieved at the edges between the employment precinct and the adjoining residential areas, then this can be addressed as part of the relevant UDF.

7.3.2 The Town Centre.

139. The Town Centre precinct is intended to be a 6ha mixed use hub of retail, hospitality, and commercial services that will form the community and cultural heart of Minta City. It is intended to comprise a retail main street, town square civic uses, a hotel and conference centre. It will accommodate circa 700 jobs and 100 dwellings.
140. The exhibited version of the planning controls also proposes to apply the Commercial 1 zone to the Innovation Quarter precinct, but with the addition of use provisions which specify that a permit is required to use land if:
- the combined leasable floorspace for a shop exceeds 13,000 sqm
 - the combined leasable floorspace for an office exceeds 2,600 sqm
141. The revised planning controls proposed by TMG adopt the same specific provisions relating to the use of land within the Commercial 1 zone for a shop and office.
142. I consider that the Commercial 1 zone is the most appropriate zone to apply to the Town Centre. Given that the over-riding purpose of the Minta Farm precinct is to deliver a regionally significant employment precinct, and that it is not nominated as an Activity Centre under either Plan Melbourne or The Growth Corridor Plans, I consider that it is reasonable to place some restrictions on the quantum of 'as of right' retail floorspace within the town centre.
143. The exhibited 'as of right' floorspace of 13,000sqm is sufficient to allow the town centre to serve both a neighbourhood role for the adjoining residential areas as well as providing a range of services and amenities for workers in the Urban Core and Innovation Quarter precincts.
144. I consider that the exhibited 'as of right' floorspace limit of 13,000sqm should be retained for this town centre within the Urban Growth Zone Schedule.
145. I do not see the need to place an 'as of right' floorspace limit on office uses within the town centre. Given the jobs focus of the precinct, it is reasonable to expect that there might be a number of multi-level mixed use developments within the Town Centre and I would consider this to be a positive outcome for both the town centre and the wider precinct. I therefore support the proposed removal of the 'as of right' office floorspace limit from the Urban Growth Zone Schedule.

7.3.3 The Urban Core.

146. The Urban Core precinct is intended to be a mixed use employment precinct that will comprise 80% commercial use and 20% residential use. It identifies that circa 8,660 jobs and 1000 dwellings can be created on 30ha of land within this precinct.
147. I consider that the two main issues for consideration in this sub-precinct are; a. how housing can be capped within the precinct, and b. how realisation of the intended development typologies and job densities can be assured. I deal with each issue in turn below.

The Proposed Housing Cap:

148. The fact that the standard zones available under the Victoria Planning Provisions do not readily enable residential uses to be constrained has been a long-running issue planning and development practitioners. Dwellings are an as of right use under the Mixed use and Commercial 1 zones (subject to a condition), and they are prohibited under the Commercial 2 and Industrial zones. Numerous requests have been made by local government for the creation of a true 'mixed use employment zone' but to date no such zone exists.
149. In the absence of such a zone, the schedule of various other zones (such as the SUZ, ACZ, CDZ and UGZ) have been adapted to specific sites in order to enable the regulation of residential uses in employment precincts.
150. The revised planning controls proposed by TMG also seek to customise how residential use is regulated in the Urban Core of Minta Farm. They propose to ensure that dwellings remains subservient to employment uses in this precinct by requiring that a permit be obtained for dwellings and by also imposing the following conditions in Section 2.3 of the UGZ Schedule:
- Dwellings must not comprise more than 20 percent of the area of the lot or street block as defined in any approved Urban Design Framework for the Urban Core precinct (proposals to exceed this limit would be prohibited).
 - Dwellings must adjoin or be on the same land as commercial/office uses when the dwelling use commences (This requirement is intended to require dwellings are delivered in conjunction with commercial/office use within the given street block to ensure that jobs and housing are delivered hand in hand).
151. I consider that nominating Dwellings as a 'Section 2' use and also imposing the above conditions on such uses is an effective means of limiting the extent of residential development within the Urban Core.

Mechanism to ensure the intended job densities are realised:

152. The city block typology study shown on page 18 of the Minta City proposal demonstrate that there are a variety of ways in which residential and commercial development might be delivered across the proposed city block module.
153. The typology study assumes that each street block will deliver circa 13,600sqm (GLA) of commercial floorspace. The model is based on commercial buildings being an average of 5 storeys and the various assumptions relating to car parking, access lanes, etc. appear to be reasonable for the purposes of calculating the floorspace within this building typology.
154. However, the revised planning controls proposed by TMG do not require the delivery of a minimum commercial floorspace within the precinct¹⁴. Given that the Minta City proposal relies upon this precinct delivering almost 75 percent of the total employment in the Minta Farm PSP within this single employment sub-precinct, I consider that the controls should include a mechanism to ensure that a minimum commercial floorspace is realised. Otherwise, it is possible that commercial land within this precinct could be significantly under-developed (for example with single storey commercial or industrial/warehouse buildings) and the intended job outcomes would not be fully realised.
155. There are a number of ways that the revised planning controls could provide for the delivery of the desired minimum commercial floorspace. One solution would be to attach a condition to the 'as of right' use of land for an office requiring that a minimum floor area ratio (FAR) be realised within the lot or street block (as defined on any approved Urban Design Framework for the precinct).
156. The typology set out in the Minta City Proposal identifies that circa 13,600sqm (GLA) of commercial floorspace can be delivered within a street block with dimensions of 130m by 90m (ie 11,700sqm). Under the Minta City model, the commercial floor area ratio for each street block would therefore be 1:1.16 (ie total commercial gross floor area of buildings /total gross site area).
157. This approach provides flexibility for development at different stages of the precinct's life cycle to deliver different commercial floor areas. The overall floor area to be provided per street block would be specified, but the extent to which individual development contributed towards the overall requirement could vary.
158. If a given office development did not satisfy the minimum floor area ratio then a planning permit would be required for the use. The proponent would need to satisfy the responsible authority that there is justification for delivering a smaller commercial floor

¹⁴ The condition associated with residential use requires that such uses adjoin or be on the same land as a commercial use, but no minimum commercial floor area is required under this condition.

area in their permit application, and also how this floor area will be made up by future proposals within that street block. This would mean that if in the early stages of development there was an under-provision of floor area in any given street block, then the remaining undeveloped land within the street block would need to deliver the required remaining FAR.

159. This approach is not dissimilar to how the delivery of residential densities are managed within PSPs in Melbourne’s growth areas. The lot density of the early stages of a residential development are commonly lower than the target density specified in the PSP which is then made up over the life of the project, often through designated medium density locations and a gradual increase in density as the project matures. A requirement in the PSP along the following lines ordinarily applies in such circumstances:

“Subdivision of land must deliver an overall minimum average density of 16.5 dwellings per net developable hectare. Where a subdivision proposal represents a single stage or limited number of stages, proponents should demonstrate how the subdivision will contribute to the eventual satisfaction of this guideline through further stages of development.”¹⁵”

160. A similarly worded requirement relating to commercial floorspace could be included in the PSP to reflect the approach outlined above.
161. With regards to retail uses in the Urban Core I note that the planning controls proposed by TMG provide for land in this precinct to be used for a shop (up to 500sqm) and a supermarket (up to 1800sqm) without the need for a planning permit, subject to certain conditions.
162. Given the intended mixed use nature of this precinct and its proximity to the proposed local town centre, I consider that allowing a small format supermarket and limited associated retail activities to be an appropriate outcome in the Urban Core precinct.
163. I also note that were it not for the intention by TMG to allow limited residential uses in the Urban Core precinct, then this land might otherwise be placed within a Commercial 2 zone, which permits supermarket and shop floorspace ‘as of right’ under the same conditions as those proposed under the revised TMG zoning schedule.

¹⁵ Requirement 16 from the Mt Atkinson and Tarneit Plains Precinct Structure Plan.



7.3.4 *The Innovation Quarter.*

164. The Innovation Quarter is intended to be an employment precinct that attracts high tech innovative businesses and service commercial activities. The TMG vision identifies that circa 2,361 jobs can be created on 30ha of land within this precinct, based on realising a job density of circa 148 jobs per hectare.
165. I consider that the two main issues for consideration in this sub-precinct are; a. whether the planning controls needs to provide more explicit reassurance in relation how the realisation of the intended job densities, and b. whether there should be additional limitations on shop, restricted retail and supermarket uses within the precinct.

Planning controls and job densities:

166. The planning controls proposed by TMG seek to apply the Commercial 2 zone to the Innovation Quarter precinct, with no specific use provisions.
167. In general terms, I consider that the Commercial 2 zone is an appropriate zone to apply to a precinct that aspires to facilitate the development of commercial areas for office, manufacturing and associated business and commercial activities.
168. The job densities assumed for the Innovation Quarter precinct by the Minta City (ie 150+ jobs per hectare) are substantially higher than the job densities assumed by the VPA (56 jobs/ha) for 'light industry' at Minta Farm¹⁶ or in the range typically found elsewhere across Melbourne's established industrial areas¹⁷.
169. This is because the assumed job densities in the Minta City proposal are predicated on development within this precinct incorporating a substantially higher office component than would ordinarily be found in outer urban industrial areas across metropolitan Melbourne.

¹⁶ Minta Farm PSP Employment Precinct Land Review (October 2017), page 27

¹⁷ Analysis prepared by Essential Economics for the GAA in 2011 found that typical job densities for industrial areas in inner and middle Melbourne were in the range of 18-35 jobs per hectare (Growth Corridor Plans Activity Centre and Employment Planning Report, Essential Economics (2011), page 95).

170. The block study contained within the Minta City proposal identifies two built form scenarios which could deliver the following outcomes:

	Scenario One	Scenario Two
Lot dimensions	90m X 40m	45m X 20m
Lot Size	3,600 sqm	900 sqm
Office GLA	1,500 sqm	300 sqm
Warehouse GLA	1,100 sqm	360 sqm
Jobs provided ¹⁸	80	17
Jobs/ha (gross, estimate)	154	132

171. As I noted earlier in my statement, I anticipate that there is likely to be an emerging need for buildings with increased areas of office floorspace in the future (in response to changes in the economy and the types of work that are forecast to grow in the Australian economy)¹⁹.

172. Given the importance of realising higher office floorspace to the achievement of the overall job outcomes in the Innovation Quarter precinct, it might be argued that some form of minimum commercial floor area requirement is also required in this precinct.

173. I have considered the potential impact of under-realising the job densities assumed by the Minta City proposal for the Innovation Quarter precinct and I do not consider them to be anywhere near as significant as they would be if the job densities were to not be realised to occur in the Urban Core precinct²⁰, as demonstrated by the sensitivity analysis below:

Sensitivity - Innovation Quarter	Area	job density	jobs	% impact
Scenario 1	16	56	896	
	Job Reduction		1,465	
	Total Jobs		10,269	12%
Scenario 2	16	40	640	
	Job Reduction		1,721	
	Total Jobs		10,013	15%
Scenario 3	16	20	320	
	Job Reduction		2,041	
	Total Jobs		9,693	17%
Scenario 4	16	10	160	
	Job Reduction		2,201	
	Total Jobs		9,533	19%

¹⁸ The job densities calculated for the Innovation Quarter appear to have been based on assuming 1 job per 17.5m² for office NLA component of the case studies, plus a small allowance for additional jobs associated with the associated warehouse component.

¹⁹ This is a personal view about what might be required in the near future in response to wider changes in the economy. I do not expect that there to be strong evidence in the marketplace to support this opinion at this point, and I consider this to be an example of the need to plan employment precincts with a view to enabling emerging opportunities to occur, rather than basing plans solely on our knowledge of past development metrics and market demands.

²⁰ Noting that the job densities assumed by the Minta City proposal for the Urban Core precinct are relatively close to those assumed by the VPA and they are not unprecedented in mid-rise office campus business parks such as Macquarie Park in NSW.

174. If the job density realised in the Innovation Quarter were to ultimately be within the range anticipated by the VPA analysis, then the net impact on the total jobs created within the Minta employment area would be in the order of 12 percent, and the total jobs realised would remain over 10,000 (assuming that all other assumptions in the Minta City proposal were realised).
175. Based on the above sensitivity analysis, I do not consider that there is a need to apply a minimum office floor area ratio condition on land uses within the proposed Commercial 2 zone in the Innovation Quarter.

Restricted retail, shop and supermarket uses within the precinct:

176. The Commercial 2 zone does not require planning permission to be obtained to use land restricted retail purposes. The Growth Corridor Plans state that restricted retailing activities should ideally be located in or adjacent to higher order town centres or in strategic locations within business precincts as part of a cluster of similar uses²¹.
177. The Innovation Quarter precinct within the Minta Farm employment area precinct can be reasonably be described as a 'strategic location within a business precinct'. I consider that it is therefore reasonable to plan for the provision of some component of restricted retail activities within this precinct.
178. However, the over-riding purpose of the Minta Farm employment area is to deliver a regionally significant employment precinct. The purpose of the Innovation Quarter in particular is to support businesses with a technology focus, including business incubators, light manufacturing and research and development. Restricted retail activities are not aligned to such activities, and they will generate lower job densities than assumed in the Minta City proposal.
179. For these reasons, I consider that a condition should be included within the Urban Growth Zone schedule which places a limit on the quantum of 'as of right' restricted retail floorspace within the Innovation Quarter. Determining the relevant floorspace limit for this location is a matter that would need to be informed by an assessment of the broader location and quantum of restricted retail floorspace that might reasonably be expected to be required in the wider region over the long term.
180. The Commercial 2 zone allows land to be used for a shop (up to 500sqm) and a supermarket (up to 1800sqm) without the need for a planning permit, subject to certain conditions.
181. I consider that allowing limited 'as of right' shop floorspace within the precinct to be appropriate, given that the precinct is seeking to create a high amenity setting for office

²¹ Refer page 16 of the Growth Corridor Plans (2012)

workers. Allowing in the order of 500 square metres of shop floorspace to establish within the precinct would in my view create opportunities for a range of convenience retail activities to establish amongst other convenience and lifestyle-centres activities such as health services, cafes and restaurants.

182. Given that almost all of the Innovation Quarter is located circa 800m from the proposed Local Town Centre (which is intended to incorporate at least one supermarket) and the Innovation Quarter (which could also potentially accommodate supermarkets) I do not see the need for the zoning that applies to the Innovation Quarter to allow for further supermarket uses. I therefore suggest that a condition be included in clause 2.3 (specific provisions – use) which prohibits the establishment of a supermarket in the Innovation Quarter precinct.

7.4 The Hilltop Park (Open Space LP-07).

183. I have been asked to comment on the appropriateness or otherwise of Stockland's Hilltop park proposal and the allocation of open space generally on the Stockland parcel. The Hilltop park proposal is attached to Stockland's written submission, which I have reviewed.
184. This proposal seeks to relocate the hilltop park slightly westward, and to locate it in the intersection of two connector streets.
185. The 'Alternative PSP' plan attached to the Stockland submission identifies the connector street that connects to Soldiers Road in a location that is offset from the hilltop park, whereas the Concept Plan that is also attached to the Stockland submission identifies this connector road as intersecting with the south-west corner of the hilltop park (with a triangular median at the three-way intersection).
186. I understand that the Hilltop Park proposed by Stockland will maintain the same overall land area, and I note the following in relation to it:
- The revised location places the central point of the park on the high point of the existing hilltop (as shown on the precinct location and features plan from within the PSP), and;
 - The revised park boundary incorporates a number of existing vegetation on the site (as shown on the precinct location and features plan from within the PSP).
187. I consider that the hilltop park location and layout shown on the Concept Plan to be superior to both the location shown on the exhibited PSP and the Alternative PSP layout for the following reasons:
- Placing the centre of the park on the high point of the existing hilltop and in a manner which allows for the retention of additional existing vegetation reinforces the physical features of the site as well as maximising views from the park in multiple directions.
 - Placing the hilltop park on the intersection of the two connector streets maximises the place making value of the park to the adjacent neighbourhood. Aligning the connector street between Soldiers Road and the park edge will create an excellent arrival experience and strong sense of place. In my opinion, the concept layout which identifies the park on a three-way intersection with a central triangular median will create a unique landscape and urban character for the precinct. Moreover, it aligns with the view lines identified in the location and features plan shown in the PSP.
 - Extending the western edge of the hilltop park from the southern connector street to the northern boulevard connector street will create a strong visual and physical link between the hilltop park and the nearby sporting reserve (SR-01). It

will create the opportunity for pedestrians to travel along a continuous green edge from the southern residential neighbourhood to the town centre, community centre and school.

- Relocating the hilltop park as proposed will improve the walkable catchment of open space within the PSP, in that it will be closer to residents adjacent to Soldiers Road that would otherwise only have walkable access to the sporting reserve (SR-01).

7.5 The Local Convenience Centre.

188. I have been asked to comment on Stockland's request for the deletion of the Local Convenience Centre and whether there is adequate flexibility in the UGZ applied zoning to accommodate retail uses without the Local Convenience Centre (LCC) being shown on the PSP if it is required.
189. The Precinct Structure Plan Guidelines contain a Standard (S3) that 80-90% of households should be within 1km of an activity centre of sufficient size to allow for provision of a supermarket.
190. The Urban Growth Zone (Schedule 14) provides for the Local Town Centre (LTC) shown in the Minta Farm PSP to provide 13,000sqm of 'as of right' shop floor space. This LTC can be expected to incorporate at least one (and most likely two) supermarkets.
191. It is not uncommon for precinct plans in Melbourne's growth areas to provide for local LCCs in locations where the planned network of LTCs falls short of satisfying the Activity Centre standard from the PSP Guidelines. These centres are typically intended to fill any gap in local access to convenience retailing where it might exist. They generally serve a much more local catchment (notionally say a 400m walking catchment) and they vary in size from very small convenience centres (circa 500sqm) up to larger centres (1500-2500 sqm) that could accommodate a small supermarket.
192. The Minta Farm PSP provides for a LCC in the south-east corner of the PSP area, and the Urban Growth Zone (Schedule 14) provides for the LCC in this location with an applied commercial 1 zone, plus provision for up to 1,500 sqm of 'as of right' shop floor space. This floor area would be sufficient to incorporate a small supermarket.
193. The Minta Farm LTC is located such that 88.5% of households within the precinct will be within 1km from it. The relevant standard from the PSP Guidelines is therefore satisfied, and for this reason I do not consider that there is a need to identify a LCC in the south-east corner of the Minta Farm PSP.

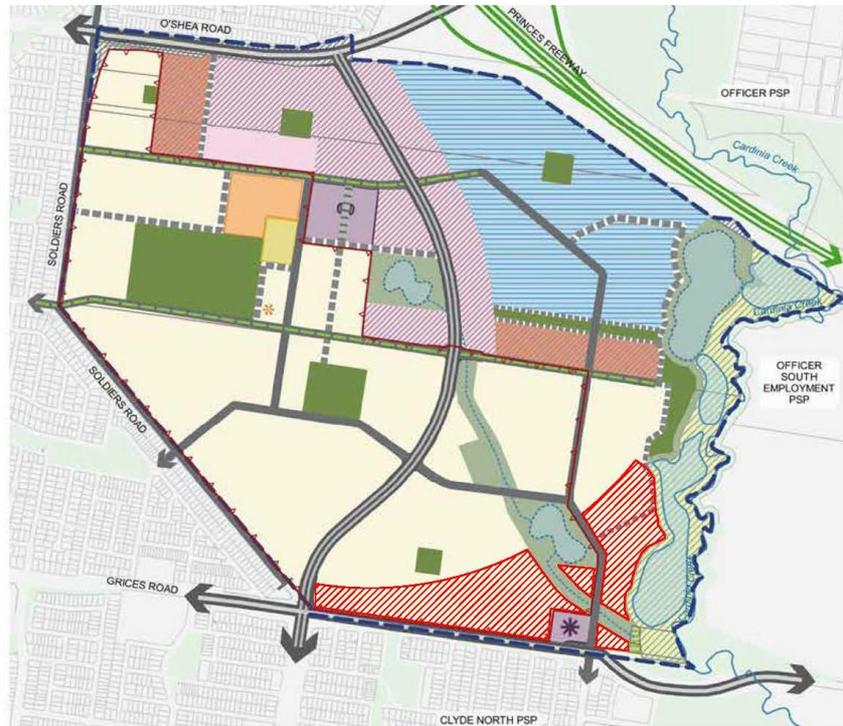


Figure 8 – 1000m radius from the LTC (red areas are -residential uses located outside of this radius)

194. I also note that proposed location of LCC shown on the Minta Farm PSP is not ideal because a substantial portion of its immediate walking catchment comprises non-residential uses (including the Cardinia Creek, wetlands, drainage reserves, conservation areas and sporting ovals).

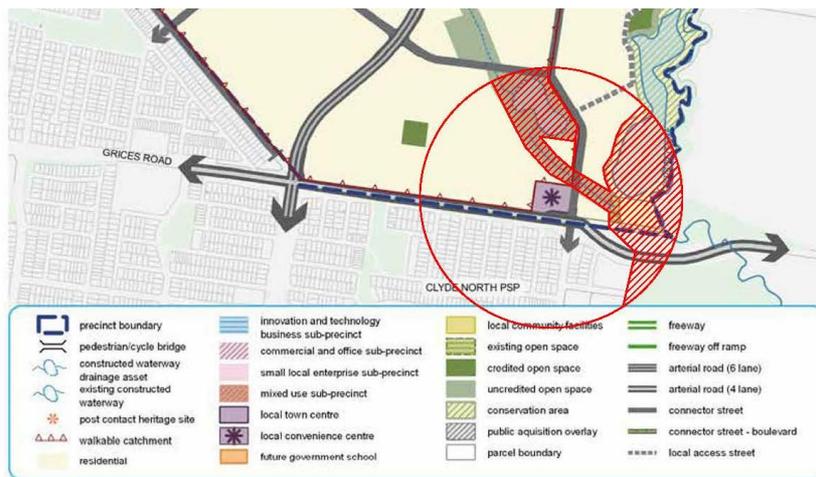


Figure 9 – 400m radius from the LCC (red areas are non-residential uses within this radius)

195. The Urban Growth Zone (Schedule 14) proposed to apply the Residential Growth Zone to land within the walkable catchments defined on Plan 5 of the Minta Farm PSP. If the LCC were deleted from the PSP, then I assume that the land would revert to being shown as residential and it would also fall within the walkable catchment and the RGZ would therefore apply to it.
196. The Residential Growth Zone permits land to be use for a Convenience Shop (defined as being a building with a leasable floor area of no more than 240 square metres, used to sell food, drinks, and other convenience goods), or a Shop (subject to the land being located within 100 metres of a commercial zone or Mixed Use Zone, and the land having the same street frontage as the land in the commercial zone or Mixed Use Zone).
197. The UGZ applied zoning therefore provides flexibility to accommodate limited convenience retail uses (ie a convenience shop) in this location without the LCC having to be shown on the PSP if it is required. If greater flexibility were desired to be able to create a larger local convenience centre than what is permitted under the definition of a Convenience Shop, then I would suggest that the Minta Farm PSP could identify a location for mixed use, and the UGZ Schedule could apply the Mixed Use Zone to that location. This would provide flexibility for the land to be used for either residential purposes or a local convenience centre, without mandating one or the other outcome.

Attachment 1 - CV

Address:

3 Prentice Street, Brunswick

Phone:

Work: 03 9021 0432
(mob) 0437 467 024

Date of Birth:

25th June 1970

Nationality:

Australian

Mark Woodland

Expertise:

- Strategic urban planning
- Development facilitation
- Project management & feasibility
- Urban policy
- Stakeholder & Government relations
- Community consultation

Employment Overview:**Director, Echelon Planning**

(July 2012 –Present)

Strategic Planning Director– Growth Areas Authority

(July 2010 – June 2012)

New Business/Strategic Planning Manager – Delfin Lend Lease

(July 2007 – July 2010)

Senior Planning Adviser - Minister for Planning

(February 2005 - June 2007)

Manager, Strategic Planning - City of Melbourne

(September 2001 - January 2005)

Manager, Investment Development - Hume City Council

(Jan 2001 - Aug 2001)

Manager, Strategic Planning – City of Kingston

Sept 1997 - Dec 2000

Urban & Environmental Planning Consultant - Gutteridge Haskins & Davey Pty Ltd

(Sept 1995 - Aug 1997)

Urban Planner – Cities of Port Phillip, Boroondara and Camberwell

(1991 - 1995)

Qualifications:

- Bachelor Planning and Design, 1990 - Melbourne University.
- Grad. Certificate, Business Administration, 2000 - Monash School of Business.

Current Committee & Organisation Memberships:

- Fishermans Bend Ministerial Advisory Committee
- Property Council of Australia
- Victorian Planning & Environmental Law Association

The image shows a business card for Echelon Planning. The card has an orange background with a large black circle on the right side. Inside the black circle, the company name 'éche|on' is written in white, with 'planning' in a smaller font below it. To the left of the black circle, there are two smaller circles: one black and one blue, both with white outlines. The contact information is listed below the company name.

éche|on
planning

e info@echelonplanning.com.au
a 420 Victoria St, Brunswick
p PO Box 298, Brunswick, VIC 3056
t 03 9940 1566