

# More Time for Life



## Wyndham Urban Framework Plan

Creating a long-term plan for Wyndham's Urban Future

Emerging Options Paper (May 2019)



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## APPENDICIES.....(Separate Document)

### Note:

The emerging vision, objectives and options in this paper are for discussion purposes only and do not represent a final position. All maps within the document representing potential land use, road layouts, boundaries, etc are indicative only and are subject to further investigation and formal Council/Authority advice.

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# 1. INTRODUCTION

## 1.1 What is the Wyndham Urban Framework Plan (WUFP)

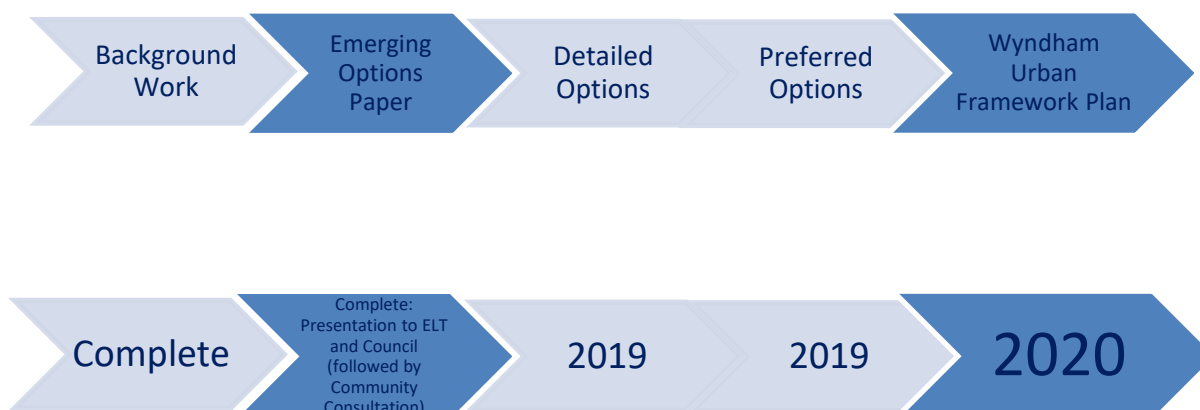
The Wyndham Urban Framework Plan (WUFP) is a comprehensive approach to the urban planning of Wyndham that will set a clear and aspirational framework for the future development of Wyndham's urban areas. It is founded upon the Wyndham 2040 Vision of creating Places for People.

It is about creating an Urban Future for Wyndham to be co-designed with the Wyndham community that will identify where and when new employment, infrastructure and housing should be delivered to maximise the opportunities of Wyndham's people.

The Wyndham Urban Framework Plan (WUFP) is founded upon the Wyndham 2040 Vision of Creating Places for People and maximising the opportunities of Wyndham's people.

Thus far the project has involved the preparation of this emerging options paper and the related background work that has accompanied this process. Other analysis is also underway including a detailed Wyndham Transport Modelling project utilising the Victorian Integrated Transport Model (VITM) and an Activity Centre Planning Framework project considering the future economic and design parameters relevant to the future growth of Wyndham's activity centres.

It is intended for the project to follow the general program set out below. As can be seen the project is at the emerging options phase where the first round of community consultation is proposed. There is the potential for two further options preparation phases, although this could be condensed into one preferred options phase only. It is currently anticipated that the Wyndham Urban Framework Plan will be completed in 2020.



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## 1.2 Purpose of the Emerging Options Paper

The purpose of this Emerging Options Paper is to present the work that has been done to date in the preparation of the Wyndham Urban Framework Plan. It includes:

- Consideration of the history of urban development in Wyndham including a comprehensive Urban Design Analysis.
- Consideration of Wyndham's current and future context, including issues, challenges and opportunities that may impact future urban development in Wyndham.
- The creation of an emerging vision for the Wyndham Urban Framework Plan (WUFP) that aims to deliver on the Wyndham 2040 Vision of Creating Places for People, that can be tested with the Wyndham community.
- The formation of an emerging objectives framework to engage the future urban development of Wyndham in a way that delivers on the Wyndham 2040 Vision of Creating Places for People, that can be tested with the Wyndham community.
- The consideration and testing of Spatial Planning Options for Wyndham that aspire to a Spatial Planning Framework for Wyndham that responds to the emerging vision and objectives and that can be tested with the Wyndham community.
- The identification of emerging options and actions for the further growth of Wyndham's Urban areas.
- The identification of emerging infrastructure priority options to support the emerging Spatial Planning Options and the emerging options and actions for the further growth of Wyndham's Urban areas.

The Emerging Options Paper provides a set of ideas and options to be tested with the Wyndham community to enable the Wyndham Urban Framework Plan to be co-designed with the input of the Wyndham community. It acknowledges that planning has a role in providing the people of Wyndham with the evidence base and information they need to be the masters of their own destiny.

The Emerging Options Paper acknowledges that going to the community and seeking their engagement on the future of planning and development in Wyndham without information, evidence, proposals and ideas would not provide the Wyndham community with the tools it needs to be the masters of their own destiny. It provides the foundation for a conversation about how to create a better urban environment in Wyndham, but it requires the

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community to decide on what the preferred path for achieving a better urban environment is for them.

The Emerging Options Paper is the start of a conversation not the end, further work still needs to be done, some of which is underway and some of which will be required following comprehensive engagement with the community.

### 1.3 Structure of the Emerging Options Paper

The structure of the Emerging Options Paper is designed to take the reader through the process of developing the work prepared to date on the Wyndham Urban Framework Plan.

It commences with an introduction explaining what the document is about and why it is being prepared, that articulates its purpose and aims.

It continues with a history of growth in Wyndham that considers the way Wyndham has developed over time and its dominant development pattern of suburban development and the impact this has had on Wyndham and its people.

A comprehensive Urban Design Analysis of Wyndham has been prepared by Wyndham City Council's Coordinator City Design, Phillip Loone with the assistance of others within the Urban Futures Department. The Emerging Options Paper provides an overview of this Urban Design Analysis and its key findings that provide evidence and recommendations about how to improve the urban design and development of Wyndham.

An analysis of Wyndham's current and future context follows, this section includes consideration of some of the key issues, challenges and opportunities that may impact on the future of urban development in Wyndham.

The Emerging Options Paper then introduces the concept of a 4 Pillar frame of reference for considering the future planning of Wyndham.

An Emerging Vision and Emerging Objectives for the future urban development of Wyndham are then discussed, that are based on the foundations of the 4 Pillars.

The Emerging Options Paper then considers 6 potential Spatial Planning Options for Wyndham, it then tests these against the 4 Pillars, Emerging Vision and Objectives. A preferred Spatial Planning Option is then proposed and the paper considers ideas about what needs to be done in our urban and suburban settings to deliver upon this spatial planning option.

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A range of Emerging Options and Actions are then proposed for Wyndham's Urban Areas covering topics such as transport connectivity, innovative transport technology ideas and activity centre planning options.

The Emerging Options Paper concludes by identifying emerging infrastructure priority options and the further work required to test the emerging options identified and the next steps required to co-design the Wyndham Urban Framework Plan with the Wyndham community and work towards a set of Preferred Options for the Urban Future of Wyndham.

## 1.4 Introducing the Wyndham Urban Framework Plan (WUFP)

### 1.4.1 Why are we doing this?

As discussed earlier it starts with the Wyndham 2040 Vision.

The Wyndham 2040 Vision identifies very clearly that Wyndham needs to focus on creating Places for People.

- Places that are vibrant and have a human scale, where people can meet, connect with each other or just relax and enjoy.
- Places of varied and plentiful local employment options, as a location of choice for businesses of all sizes.
- Places with a good mix of shops and shopping destinations, local education opportunities, and social services and medical facilities all connected and easily accessible through an efficient and extensive transport system.

It is thought that Wyndham's activity centres and the areas around its existing and proposed train stations, as the key places for connection and interaction, will be critical to achieving the community's vision. But how is this to be done? Is it being done and is this the only solution?

Ultimately the Wyndham Urban Framework Plan (WUFP) is about creating great places for people, it is about creating an urban structure and form that will enable great places for people to grow and develop over the next 50+ years, this is a long-term plan. But what does this mean? The WUFP tries to answer this question.

### 1.4.2 Key parameters of the Wyndham Urban Framework Plan

The Wyndham Urban Framework Plan deliberately has an urban focus. It does not try to provide direction or recommend actions for land outside the Urban Growth Boundary

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(UGB), however it acknowledges that Wyndham does not end at the UGB and has a broader context.

It is acknowledged that Wyndham is not just an urban area it is also comprised of suburban and rural areas and that Wyndham's suburban and rural areas are central to the identity of Wyndham and intrinsically linked to the identity of Wyndham as a place.

The Wyndham Urban Framework Plan looks to maintain what is valued in the rural and suburban parts of Wyndham while seeking to find the best way of creating urban areas that are able to better support the whole of Wyndham as a place. The Wyndham Urban Framework Plan is about positioning Wyndham to have focused urban areas that complement and support its suburban and rural areas.

Wyndham's Housing and Neighbourhood Character Strategy identifies that the suburban lifestyle is what has attracted many people to Wyndham. Consistent with the Wyndham Housing and Neighbourhood Character Strategy the Wyndham Urban Framework Plan encourages incremental change in Wyndham's established suburbs. The Wyndham Urban Framework Plan supports the introduction of more diverse housing types into Wyndham's suburbs in an incremental way that will not undermine the 'garden character' of many of our suburbs as identified in the Housing and Neighbourhood Character Strategy.

The Wyndham Urban Framework Plan looks to the creation of urban areas to change and improve those aspects and dynamics of historic suburban growth patterns that have been damaging to Wyndham's people.

The Wyndham Urban Framework Plan recommends that the best way to preserve culture and identity in the rural areas of Wyndham is to ensure our suburban areas are well serviced by urban areas.

## 2. A HISTORY OF GROWTH IN WYNDHAM

### 2.1 An overview of the history of development growth in Wyndham

The history of Wyndham dates to the arrival of aboriginal peoples some 40,000 to 60,000 years ago or more. The development of Wyndham in a more contemporary sense began soon after the European settlement of Victoria and the area that comprises Wyndham has been integral to the development of the state ever since. The figure at **Appendix 1** provides a very high-level overview of the major events and morphology of Wyndham over time.

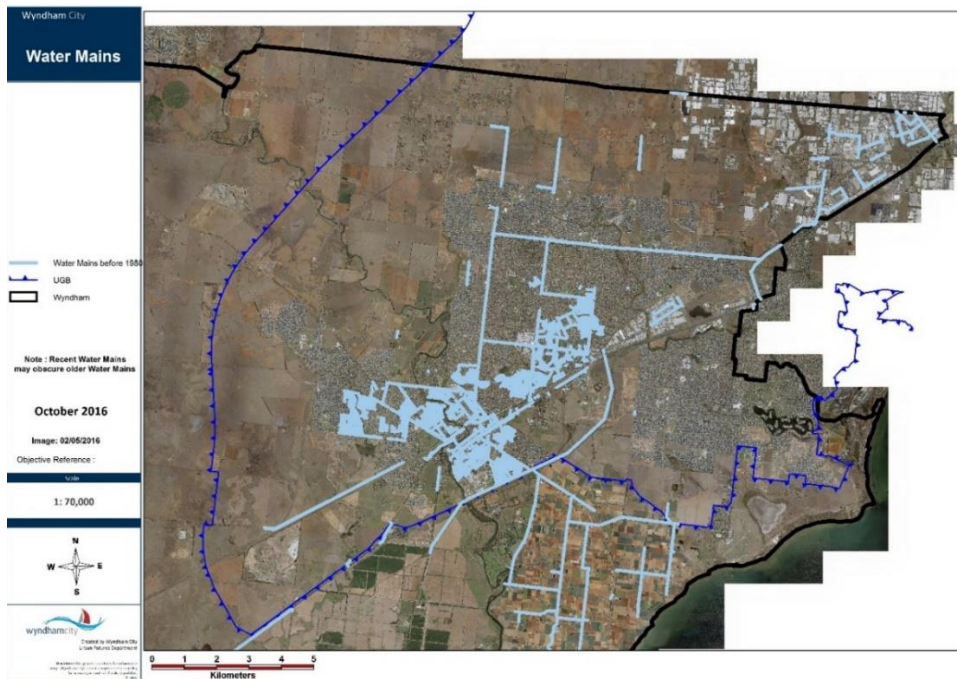
This emerging options paper is focused on the more recent development of Wyndham as this is when the vast majority of Wyndham's growth has occurred. The history of development growth in

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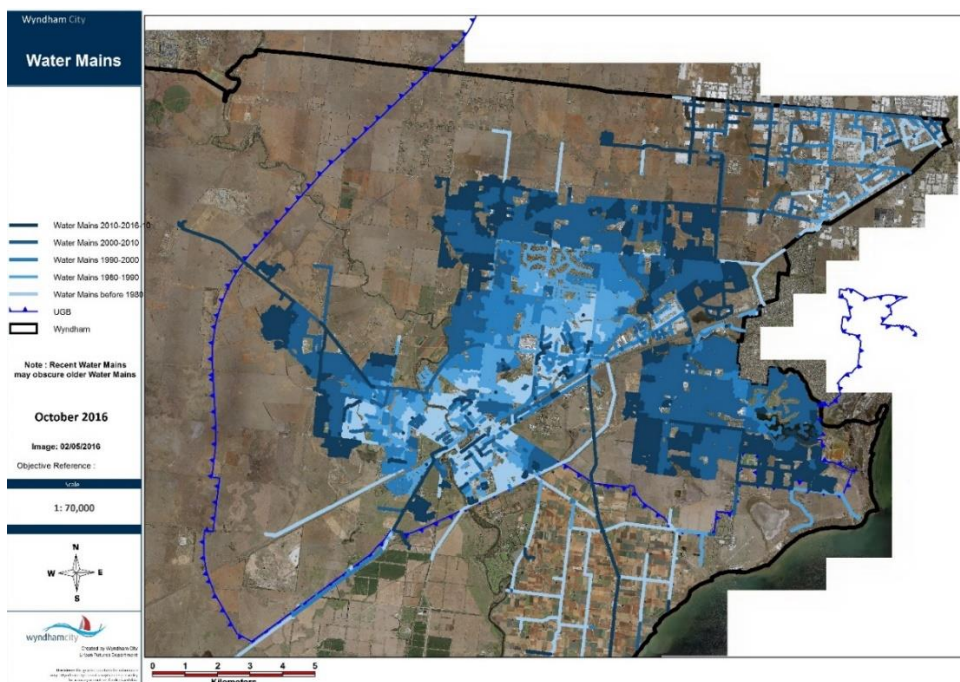
Wyndham for the purposes of this emerging options paper is characterised by two key phases. The phase that occurred pre-1980 and the phase that has occurred since.

### Pre-1980



The reason for this is that the dynamics of Wyndham's development growth changed dramatically at this inflection point. Prior to 1980 the scale and rate of Wyndham's growth was relatively small, since the 1980's and particularly during the 1990's, 2000's and the current decade the rates of growth in Wyndham have been amongst the highest in Australia.

### Pre-2016



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The impacts of this growth have been previously documented in the Wyndham Residential Growth Management Strategy (2016), pages 6 to 8 notes:

*Wyndham was the fastest growing municipality in Victoria between 2006 and 2011. The population grew by close to 50,000 people in this period, with around 80 babies born each week and nearly 20 new residents moving in every day by 2011. While the rate of growth has not returned to the pace of 2011, the population continues to grow rapidly. It is projected to increase from around 165,000 in 2011 to over 465,000 in 2041 (Source: forecast.id and ABS). Furthermore, building permits enabling housing construction have been issued at an increasing rate since 2013 from 2,076 to 3,368 in 2015 and 4,578 in 2017. (2017 figure added)*

**High growth has increased demand for services and infrastructure, though provision has not kept pace with community needs.** *Development occurring in Wyndham has been heavily skewed towards housing, this has produced a poor quantum and mix of local jobs and services. This means, for example, that families travel longer to reach schools and places of employment in Wyndham compared to the rest of Melbourne. It also means that people living in some neighbourhoods do not enjoy convenient access to basic services like public transport and schools.*

*The main reasons that infrastructure supply has not met demand relate to a funding gap and the misalignment in timing between the pace and distribution of residential expansion and the rollout of infrastructure. In essence, suburbs are usually built before infrastructure - such as schools, parks, community centres and health clinics- is financially viable for governments to deliver. It isn't financially feasible under current policy arrangements because insufficient revenue is raised to bring infrastructure plans forward in areas of greenfield expansion. This produces backlogs in delivery or high costs to bring infrastructure delivery forward.*

**The financial viability of infrastructure provision is undermined not only by the misalignment in pace of urban expansion and infrastructure planning, but also because of the geographic spread of new development fronts.** *Current Precinct Structure Plans (PSPs) enable residential development to occur out-of-sequence with the planned delivery of infrastructure. In this regard, there are multiple greenfield development fronts across the municipality, which presents challenges to distributing limited resources across many new communities. In addressing the mismatch between residential development and infrastructure provision, few initiatives have succeeded in raising sufficient revenue to bring forward essential infrastructure, like roads, rail and schools.*

*The scale of population growth and residential development characteristics are influenced by a range of factors in Wyndham. Fast-paced growth has been driven in part by desirable location and affordability factors. In particular, however, strategic planning and capital investment frameworks set at higher levels of government, drive the pattern of residential development and encourage faster growth in some places compared to others across Melbourne. For example, Plan Melbourne (2014), highlights a key role for Wyndham in accommodating part of the future metropolitan population.*

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*Similarly, the West Growth Corridor Plan prepared by the State Government in 2012, proposed 10 new suburbs ... in Wyndham over 30 years. Infrastructure investment, for example in roads and rail, also drives development. Strategic policy and infrastructure investment have set in motion a trajectory of growth that will see Wyndham accommodate around twice its 2011 population and more than twice the current number of local jobs by 2040.*

Based on the evidence and analysis of the Residential Growth Management Strategy, the preferred residential growth management strategy for Wyndham comprises three key elements:

1. Actively manage the number of areas under development at any one time to optimise the capacity to provide infrastructure in a timely manner.
2. Incrementally transition development to higher densities in areas with good public transport access. Over time, this is expected to deliver an average of 20-25 dwelling units (net) per hectare across the municipality's urban area, which is in line with the Victorian Government's proposed density target (Plan Melbourne Refresh, DELWP, 2015) and optimal minimum densities for achieving community benefits and economies of scale in delivering infrastructure, in particular, public transport.
3. Manage out-of-sequence development by requiring proponents to build viable communities and compensate for additional costs associated with bringing forward infrastructure.

This emerging options paper builds on the evidence and strategies identified by the 2016 Residential Growth Management Strategy. Importantly it takes some of the challenges identified within the Residential Growth Management Strategy and provides recommendations and ideas on how some of these can be responded to in creating a better urban structure for Wyndham.

This emerging options paper also has a different focus to the Residential Growth Management Strategy, it does consider suburban residential growth because it is such an important component of Wyndham's growth, but it also considers the growth of Wyndham more fully from an urban perspective. The key differentiating factor of this emerging options paper when considered alongside earlier considerations of Wyndham's growth challenges such as the Residential Growth Management Strategy is that it focuses on an urban response to these challenges.

As noted earlier Wyndham is very much a suburban place and this brings with it advantages and disadvantages. The Wyndham Urban Framework Plan is about adding to Wyndham in such a way that urban places can be built into this suburban development that enhance the suburban experience and make Wyndham more liveable.

Wyndham's growth since the 1980's has been characterised by a consistent march of suburban expansion that has resulted in one new subdivision being added to the last with limited consideration to how all of this suburban expansion would be adequately serviced with the opportunities that make for a liveable environment.

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## 2.2 An Urban Design Analysis of Wyndham

An Urban Design Analysis of Wyndham is being prepared by Wyndham City Council's Coordinator City Design, Phillip Loone with the assistance of others within the Urban Futures Department. The working title of the document is Wyndham City Council Urban Design Analysis, "Create, Connect, Capture". A copy of the working draft of the document can be found at **Appendix 2**.

The document provides a compelling analysis of Wyndham's current state of urban design, its history and current structure as well as emerging issues that confront Wyndham's future development. The Wyndham City Council Urban Design Analysis, "Create, Connect, Capture" also identifies a range of Principles that can be leveraged to address these issues in the future development of Wyndham and many of the recommendations discussed in these Principles are incorporated into this emerging options paper.

### Overview of Wyndham City Council Urban Design Analysis, "Create, Connect, Capture"

The objectives or purpose of the Wyndham City Council Urban Design Analysis, "Create, Connect, Capture" as set out in the document itself are as follows:

The purpose of this urban design analysis is to examine patterns of growth and to suggest how the structure of the city can be improved to provide social opportunity including access to local employment, education, community services and entertainment. This report seeks to analyse the history and growth of the city, to identify planning issues to make proposals to restructure and guide preferred growth patterns for the City. The relationships between land use and transport and how these relate to a suburban and urban context is a key theme explored in the urban design analysis.

#### Purpose:

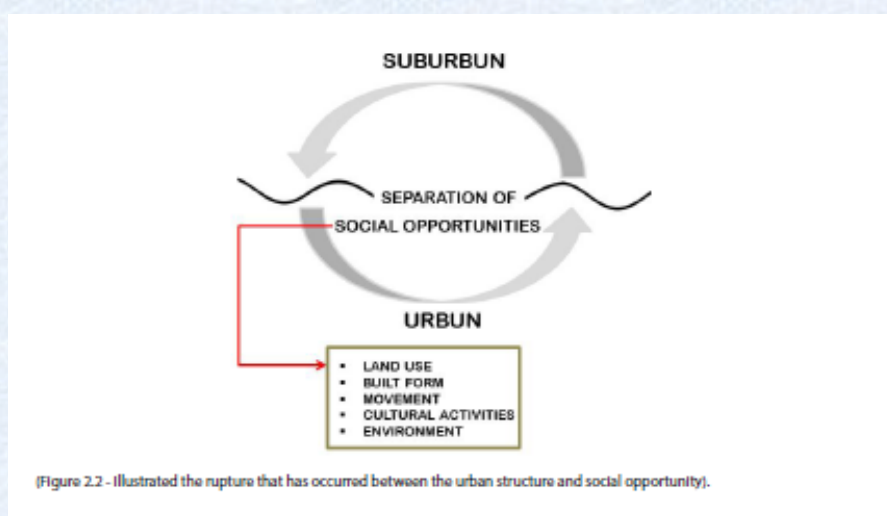
- To interpret the morphology of Wyndham and implications of this growth and development for future sustainable growth
- To identify contextual, spatial and structural issues that need to be addressed to allow the city to thrive
- To present proposals that will enhance the social, cultural, functional, economic and environmental performance of the city to improve the quality of life of its communities
- Provide measures that can be used to measure success.

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The Wyndham City Council Urban Design Analysis, “Create, Connect, Capture” document also identifies a range of emerging issues that are critical to the future development of Wyndham as set out below:

## EMERGING ISSUES

The scale of suburban development has broken down the relationship between urban structure and social opportunity. The emerging issues relate to a failure of town centres to emerge as destinations, alongside rapid expansion of the city with multiple fragmented growth fronts. The dispersal of residential development, retail activity and community facilities has prevented the emergence of urban centres in the city that have the population to support social opportunity (Figure 1 illustrates the break down that has occurred between the urban structure and social opportunity).



### Rapid expansion of the city

The distance and relationships between suburbs and core areas of Wyndham are becoming increasingly strained and weak. Apart from the duplication of arterial roads little consideration is being given to the visual and functional role of axial boulevards to unite order, reinforce and connect the inner and outer suburbs.

### Lack of integration of land use and transport planning

There is a lack of clarity about the roles to the Regional Rail Link and the Werribee Metro rail in city growth. What are the relationships between the RRL in a suburban context? What is the role of Metro Rail and stations in establishing urban areas in the centre of the city? What are the relationships between rail and town centres and Werribee City Centre? These relationships need to be understood especially with aspirations to develop a major urban centre in the city that supports social opportunity.

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### A car dominated city

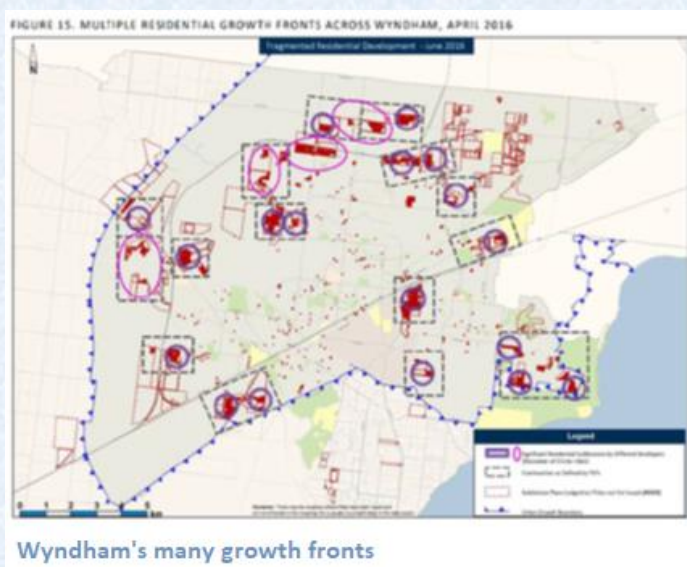
Car travel is overwhelmingly the most preferred mode of transport with the arterial road network designed for cars. Arterial roads are severing connections between suburbs. Wyndham is experienced as a place to move through by car or train not a place to stop. There is a low level of walkability to train stations and activity centres because of poor connections to transport interchanges and unfriendly pedestrian streets.

### Breakdown of urban structure

The outward growth of the city is increasing the distance between suburbs and central areas of the city are becoming increasingly strained and weak. The arterial roads are over capacity and travel time is increasing because of traffic congestion. Existing suburbs are characterised by curvilinear streets that do not assist with legibility and movement to public transport interchanges. Fragmented subdivisions in growth suburbs are caused by a lack of neighbourhood planning.

### Fragmented growth fronts

Residential development on the urban fringe has become fragmented and piece meal due to multiple active growth fronts. Disjointed housing estates are being delivered because of a lack of integrated planning that considers the overlapping relationship between street structure, natural elements and the location of community facilities, open space and linkage between neighbourhoods i.e. Subdivision that do not seamlessly connect with the existing urban fabric.



### Poor access to responsive community facilities

The inequitable distribution of social infrastructure in growth areas and established suburbs is creating neighbourhoods that experience social disadvantage and isolation from community facilities. The quantum, location and type of community facilities are creating pockets of social disadvantage.

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### Lack of diversity

The availability of residential land on the outskirts of the city is leading to standard retail formats and dispersal of community facilities and open space outside of town centres. Uniform patterns of suburban development that look the same have a lack of local distinctiveness. The cost of land and land ownership is prohibitive for the establishment of not for profits, schools, churches and private recreation business. Town centres are forming as shopping centres with a diminished community focus and public image.

### Inequitable distribution of local open space

There is inequitable distribution of open space across the city. The amount of regional open space in growth areas has steadily increased compared to the established suburbs. In growth areas the local open network is lacking or poorly designed. Established suburbs on the other hand that have experienced progressive urban infill development have few accessible local open spaces.

### Non-emergence of urban centres with social opportunity

Urban centres with higher populations that support local employment, social opportunity and entertainment have not emerged in Wyndham, it is a suburban city. Where street based activity centres are proposed these are being replaced by large format shopping centres with standard commercial uses surrounded by car parks. Town centres have little or no genuine community content with low valued activities, urban spaces and community facilities located the periphery or dispersed.

### Few memorable urban places

There are precious few memorable parks, cultural facilities and well-known spots or facilities in the city. The public realm looks tired, arterial roads with few trees and lost space around car parks, left over bits of space in subdivisions. The conservation value of land is often not identified or protected. Subdivisions are often poorly designed where it meets rail, utility corridors, bridges, and waterways. There are few memorable urban parks and gardens, vacant undeveloped open space and a lack of pedestrian friendly streets.

### Wyndham has memorable places:



Landmark: Werribee Mansion



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## Where are Wyndham's s memorable URBAN places?



Flagstaff Gardens, Melbourne



Rouse Hill Town Centre, Rouse Hill, NSW



Proposed Riverwalk Promenade, Werribee

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In response to these emerging issues and the other urban design analysis in the document the Wyndham City Council Urban Design Analysis, “Create, Connect, Capture” proposes the following Principles to address these issues:

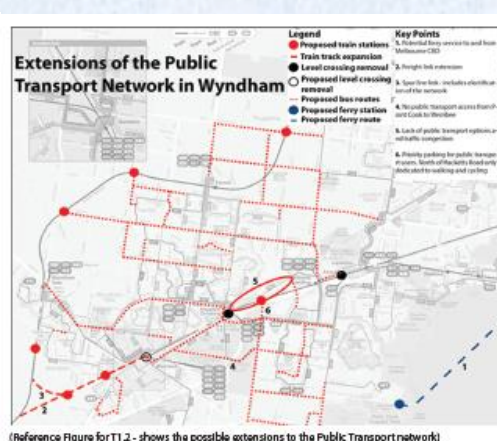
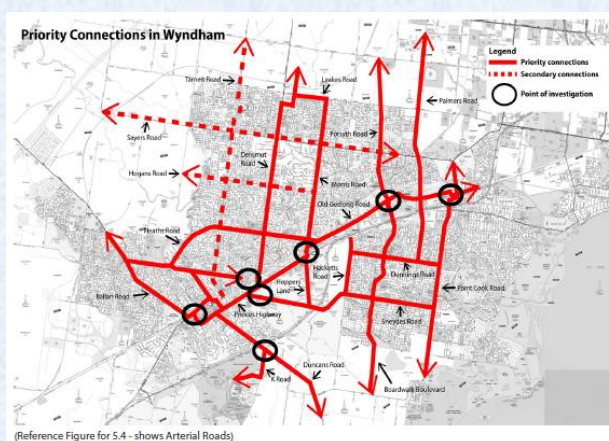
## PRINCIPLE 1 – INTEGRATED PUBLIC TRANSPORT AND MOVEMENT

Transport infrastructure improvements have occurred in isolation to land use planning. The main transport issues relate to the lack of clarity regarding the roles of the Werribee Metro rail line and the Regional Rail Link, and how these relate to land use, the activity centre hierarchy and broader regional connections. The regional train system that bypasses Werribee City Centre fails to reinforce its role as the primary regional destination linking to both Melbourne and Geelong.

More clarity is needed in relation to role of Regional Rail Link and the major town centres set in a suburban context. The Regional Rail Link diverted through Tarneit should perform a suburban passenger service to Melbourne. The northern and southern sides of the city are divided by rail and the Princess Freeway, and the design of stations and road crossings along the Metro Line are crucial to the revitalisation of central urban areas of the city and to improve connections between Hoppers Crossing and Point Cook.

### Design objectives

- An efficient rail system that reduces travel times to town centres, regional destinations and Melbourne,
- Light rail that improves north south connections across the city linking destinations
- A placed based approach to improved public transport interchanges
- Multi modal movement on Boulevards uniting different layers of activity and movement
- Pedestrian friendly streets and transport interchanges



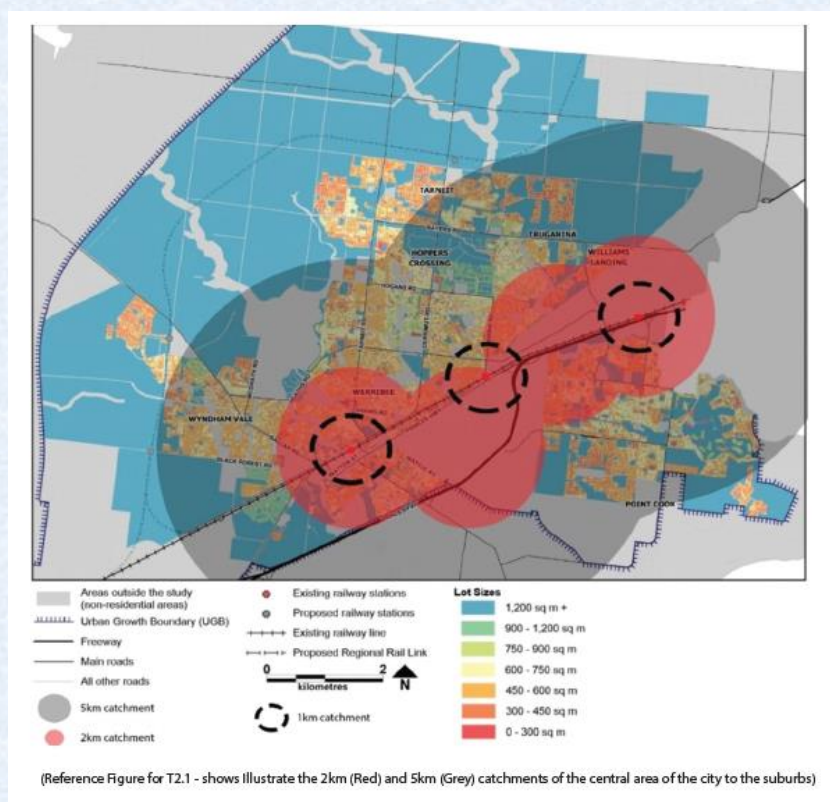
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## PRINCIPLE 2 – ENCOURAGE THE EMERGENCE OF THE WERRIBEE SPINE

The Werribee Metro rail runs through the centre of the city and provides a catalyst for urban renewal and for stations and level crossing removal to unite layers of activity on both sides. The main centres along Metro rail include the Werribee City Centre, Werribee East Employment Precinct, Hoppers Crossing and Williams Landing. This report refers to these related centres connected by rail as the Werribee Spine. Werribee is an Aboriginal name for spine and for the purposes of this report. Transport and land use can combine to leverage significant development opportunities along the Werribee Spine. Some of the opportunities relate to the development of parcels of vacant land adjacent to the rail including vacant land and large land holding at Werribee East and Williams Landing. Large sites could be developed with universities, research and technology industries. Existing urban areas could be restructured with more intense mixed-use developments. Each of the centres should complement one another and collectively contribute to the variety of land uses, housing diversity, provide different urban character areas and visual experiences as you move along the Spine (Figure shows the catchment of the Urban Spine).

### Design objectives

- A network of complementary urban centres along the Werribee Spine
- A series of ordered and connected spaces linked by stations located along a spine of activity
- Higher populations with housing diversity including large format buildings
- Strategic location of community facilities that relate to the lifecycle.



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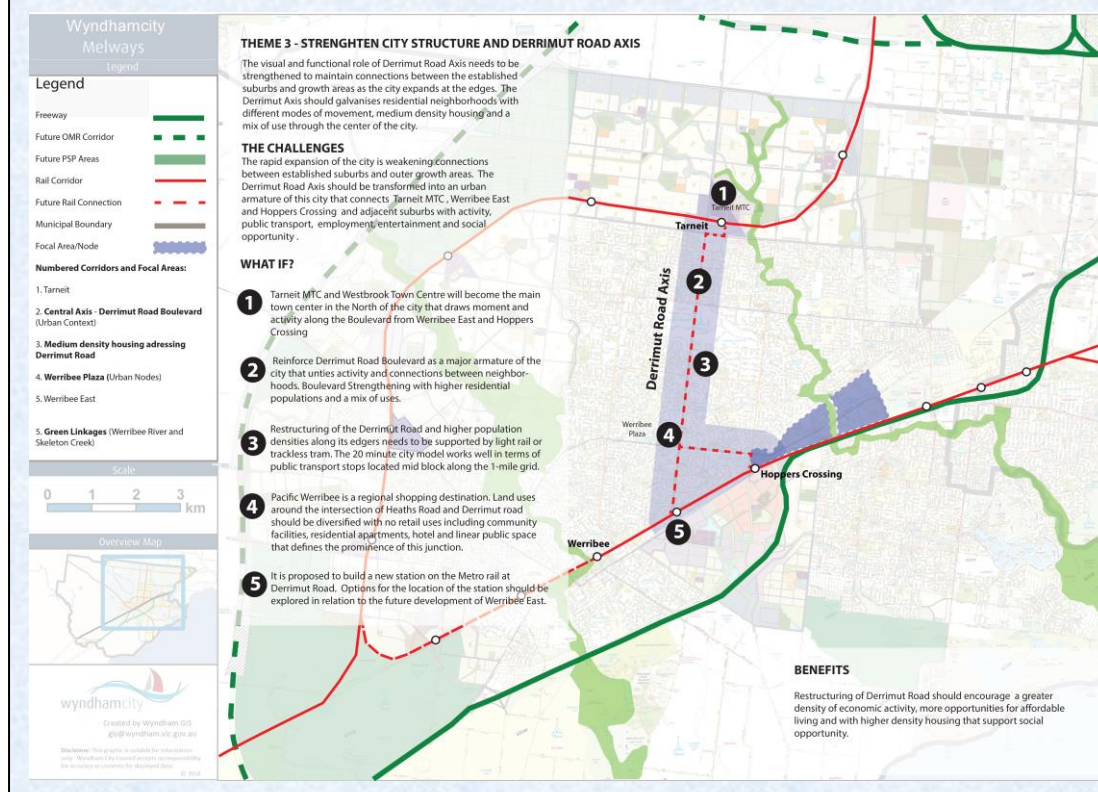
## PRINCIPLE 3 – STRENGTHEN CITY STRUCTURE

Wyndham's arterial roads provide a structure for growth and development; they also form important arteries that connect the inner and outer suburbs. As the city expands it is necessary to strengthen major axial boulevards that order development through the City. To combat dispersal Wyndham needs to attract urban growth to urban areas rather than edges.

Restructuring of major boulevards is not only required to strengthen connections between inner and outer suburbs it also provides opportunities for the revitalisation of central parts of the City. Derrimut Road and Heaths Road transect the City and these axial boulevards have an important role in uniting different layers of activity across the City. A consistent approach is necessary to ensure to cross-section designs in residential, commercial and retail settings. Some of the matters that should be considered include the investigation of spatial relationships between land uses, transportation modes, urban form, and place making elements. It should also provide a basis for future comparative analysis of urban development visions/development scenarios.

### Design principles

- Strengthen axial connections across the City and activity centres
- Reinforce the visual and functional prominence of boulevards with public transport
- Higher residential densities along main axial boulevards
- Increase the prominence of major junctions as places to stop on the journey
- Incorporate linear parkways and social opportunities along boulevards



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## PRINCIPLE 4 – INTEGRATED SUBURBAN DESIGN

The current suburban structure in Wyndham fails to deliver all the social opportunities expected in a city. Some established and new suburbs experience poor access social infrastructure and open space. The provision of social infrastructure is a priority for growth areas, and the method of provision needs to be re-thought. Standard patterns of suburban development are resulting in big houses on small lots that limit the evolution of suburbs through infill development and diversification of land use. Neighbourhoods should be designed to have a variety of lot sizes, responsive local open spaces, accessible community facilities within walking distance of houses and natural areas integrated into suburban fabric that bring nature into public view. Spatial inequity in is primarily due to the uneven distribution of community facilities, the lag between settlement and establishment of community facilities and socio-economic change in established suburbs. The spatial integration of social infrastructure can be used to assist with integration between new and existing communities that provides a focal point for community activity and social engagement.

### Design objectives

- Strengthen links between housing and social infrastructure, open space and employment land
- Spatial integration of social infrastructure with more flexible models of delivery
- Housing diversity and choice that provides lifestyle opportunities
- A variety of local open spaces that encourages participation in health lifestyles
- Natural areas integrated into suburban fabric that brings nature into full public view.

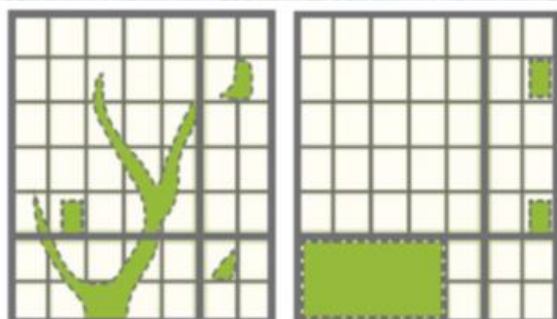


Figure 69- The illustration shows that there are options to integrate open space that reinforces neighbourhood structure.



Figure 70 – The map highlights key urban elements of Albury including the urban grid that is strengthened by open space and how the grid has been adapted to respond to

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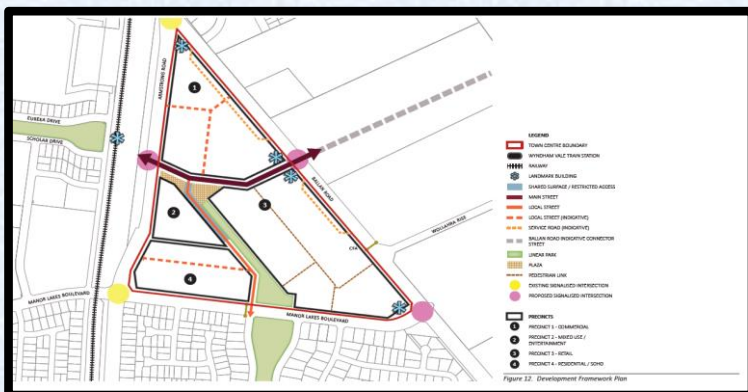
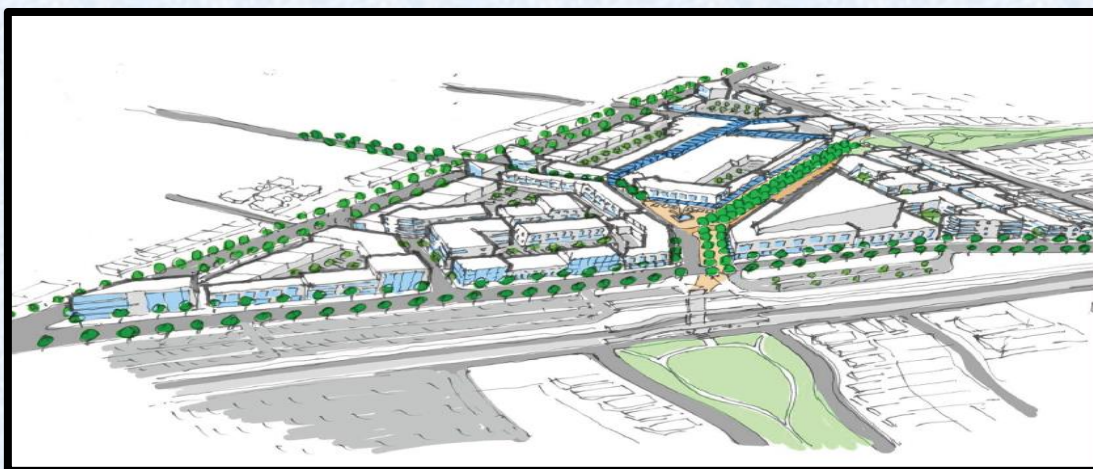


## PRINCIPLE 5 – ENCOURAGE THE EMERGENCE OF SUCCESSFUL TOWN CENTRES

Town centre should be an enduring, walkable, and integrated open-air, multiuse development that is organized around a clearly identifiable and energized public realm where people can gather and strengthen their community bonds. It is anchored by retail, dining, and leisure uses, as well as by vertical or horizontal residential uses. Town centres should include office, hospitality, civic, and cultural uses as well as low valued uses and not for profit organisations. Over time, town centres should evolve into the densest, most compact, and most diverse part of a community, with strong connections to its surroundings. As suburbs age and take on many of the characteristics of cities, they need to evolve as cities with g walkable environments, broadening housing choices, offering mobility options, mixing land uses, selectively increasing densities, enhancing their civic and cultural presence, increasing diversity, and redeveloping obsolete and underused properties to provide more urban environments and amenities. Some of the matters that should be considered from the outset are listed below.

### Design objectives

- Each activity centre to have its own unique identity and cultural experience
- Activity centres that supports a diverse mix of high and low-valued land uses
- Activity centres with a high level of permeability and movement
- Centrally located community and cultural facilities and town squares
- Activate built form frontages to main streets



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### 3. WYNDHAM'S CONTEXT:

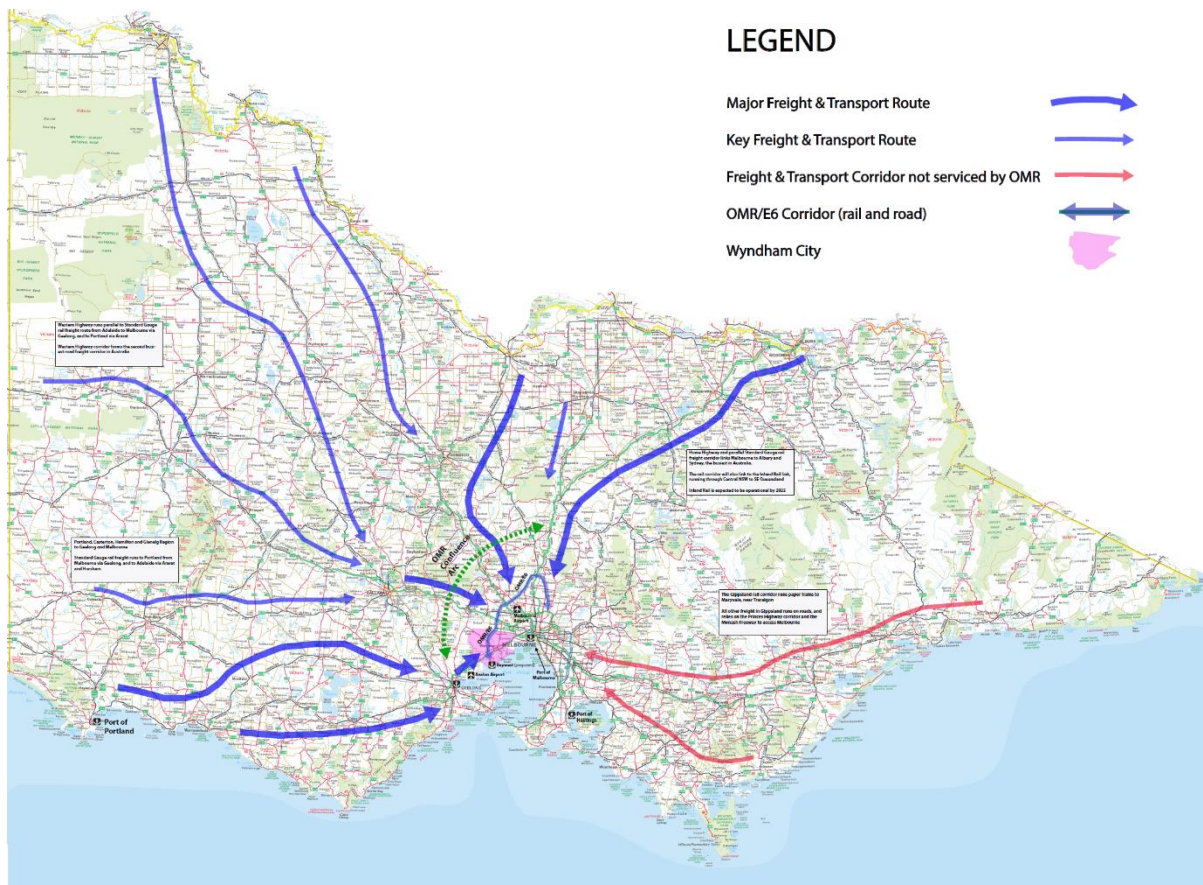
#### ISSUES, CHALLENGES AND OPPORTUNITIES

#### 3.1 Understanding Wyndham's Place in the World

##### (A spatial contextual analysis)

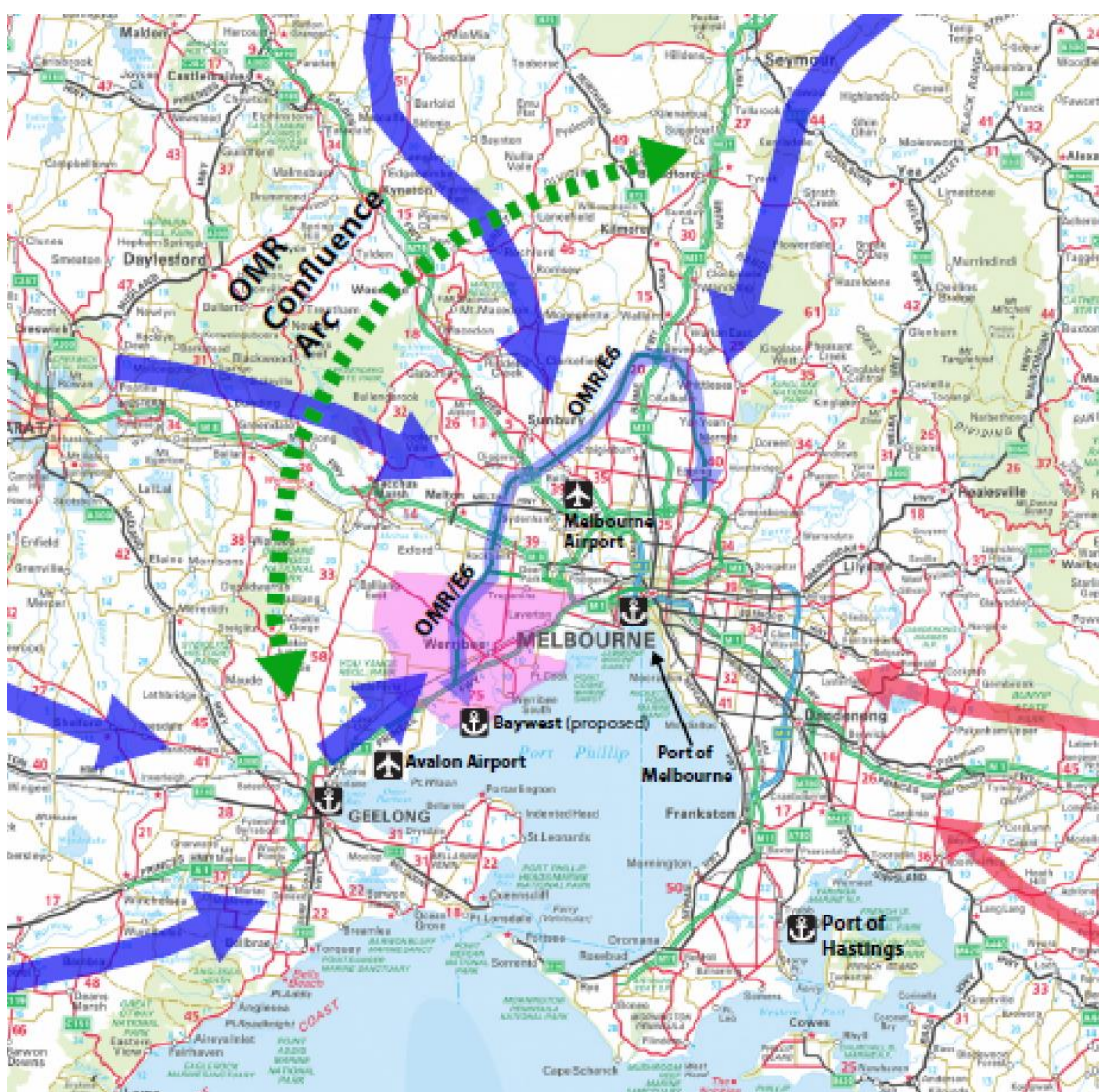
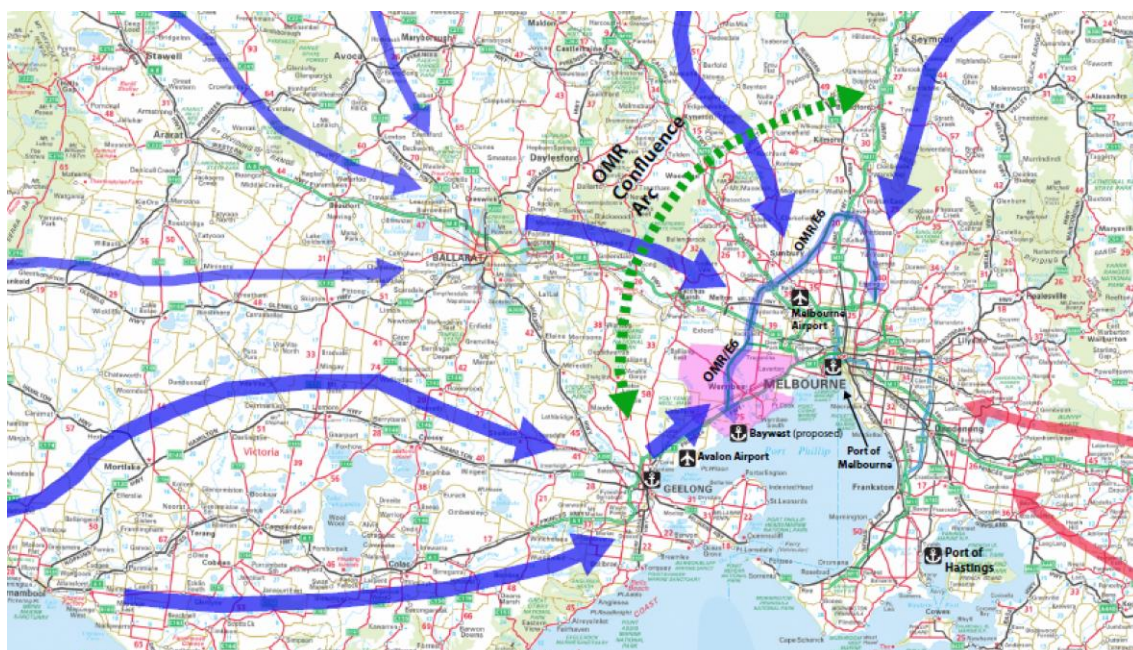
In preparing this emerging options paper a spatial contextual analysis of Wyndham has been prepared to better understand Wyndham's place and role from a planning and future development perspective. This process has identified that one of Wyndham's key strategic advantages is its location. Wyndham is located as a critical gateway to greater Melbourne for the whole south western portion of Victoria as identified by the following plans:

##### Wyndham's Context: Victoria



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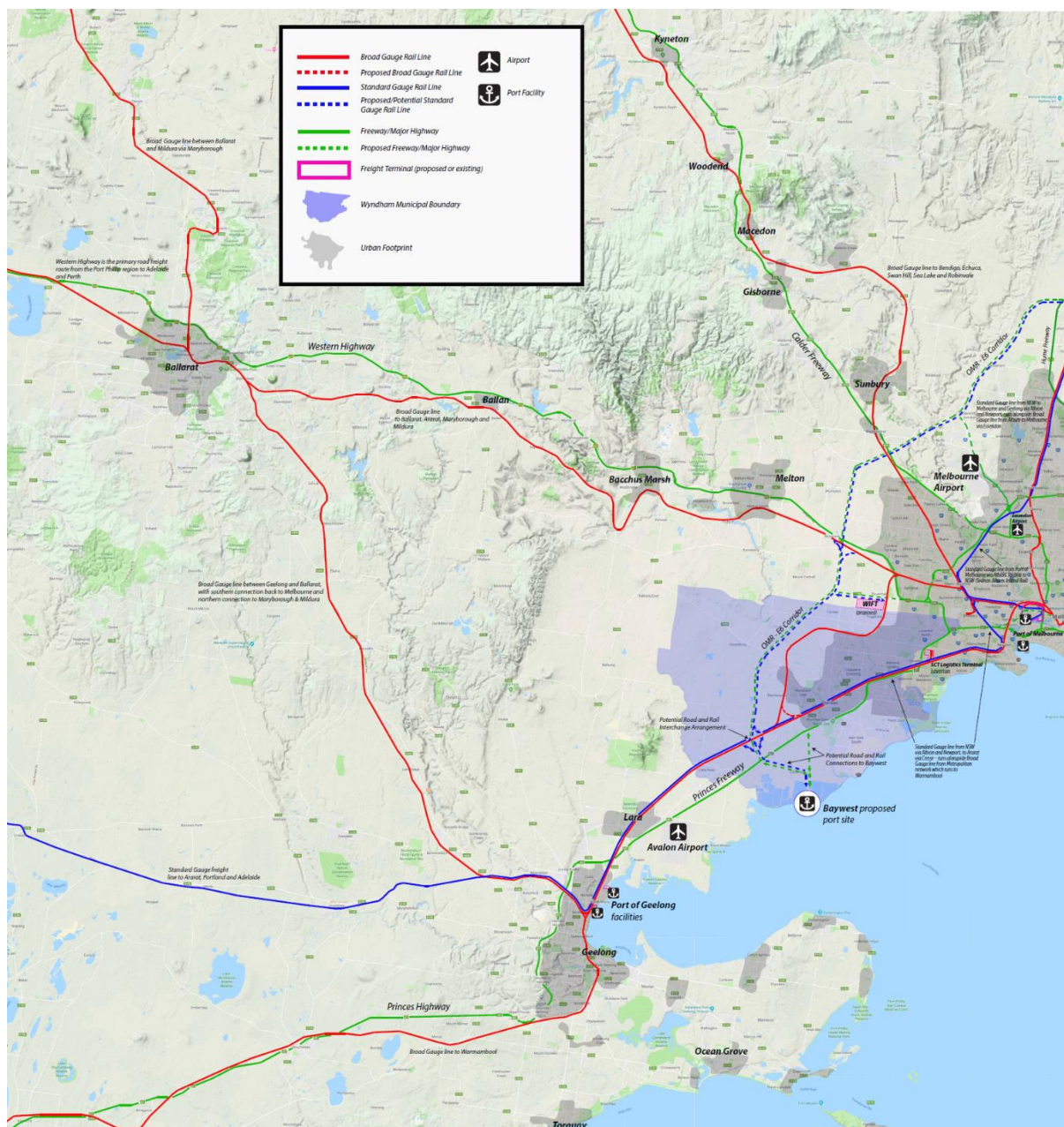


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The plans above and below show how Wyndham is strategically located on the future Outer Metropolitan Ring (OMR) Transport corridor that forms part of a confluence arc that takes in the entire north and west of Victoria. The plans also show that Wyndham is strategically located half way between both of metropolitan Melbourne's international airports (Tullamarine and Avalon) and between the Port of Geelong and Port of Melbourne, with the potential to be centrally located proximate to the proposed Bay West port facility that is being considered. This emerging options paper recommends examining more closely how Wyndham can grow its relationships with the south west of Victoria and the area from Ballarat, down to Warrnambool and back through the Surf Coast and Geelong. The Avalon Airport should also be considered as a key future jobs centre for Wyndham residents and efforts made to strengthen connections with the area around Avalon Airport.

### Wyndham's Context: Regional

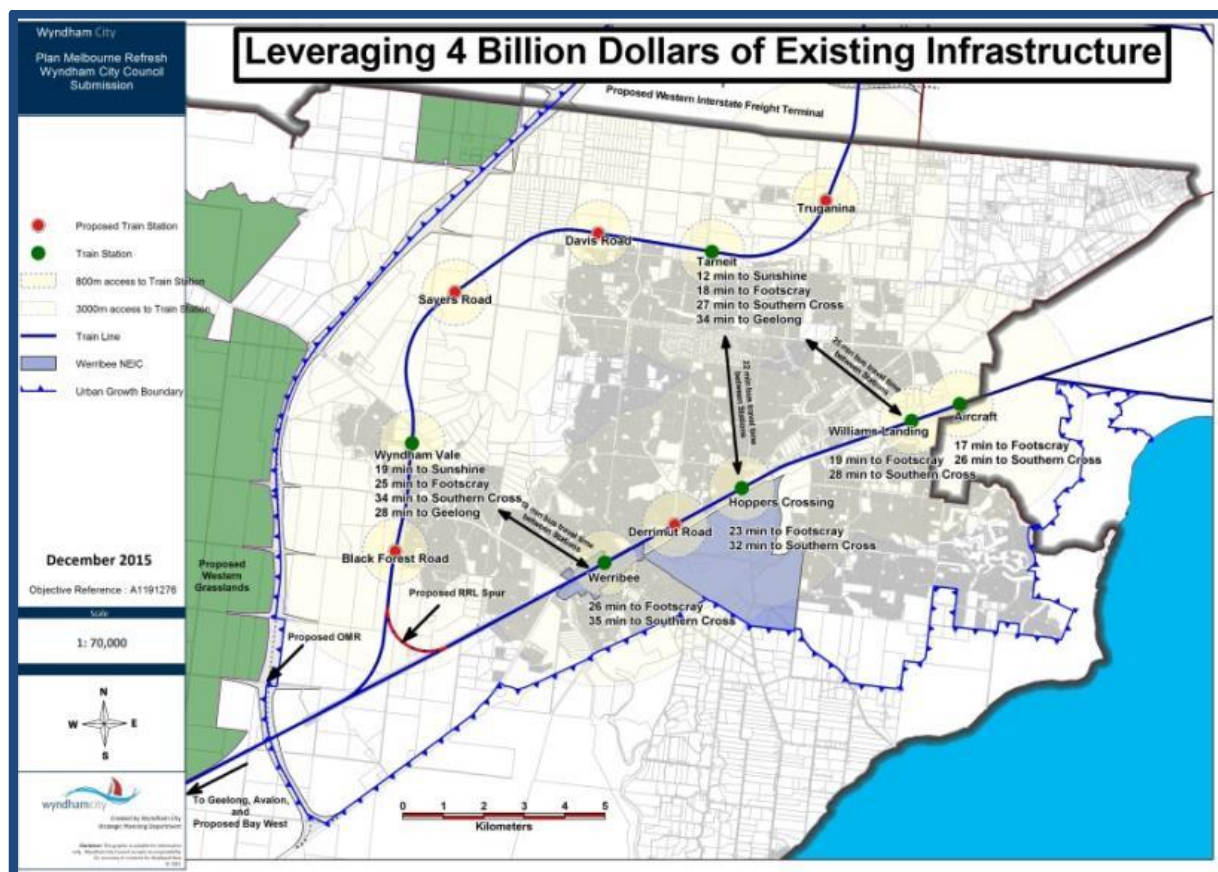


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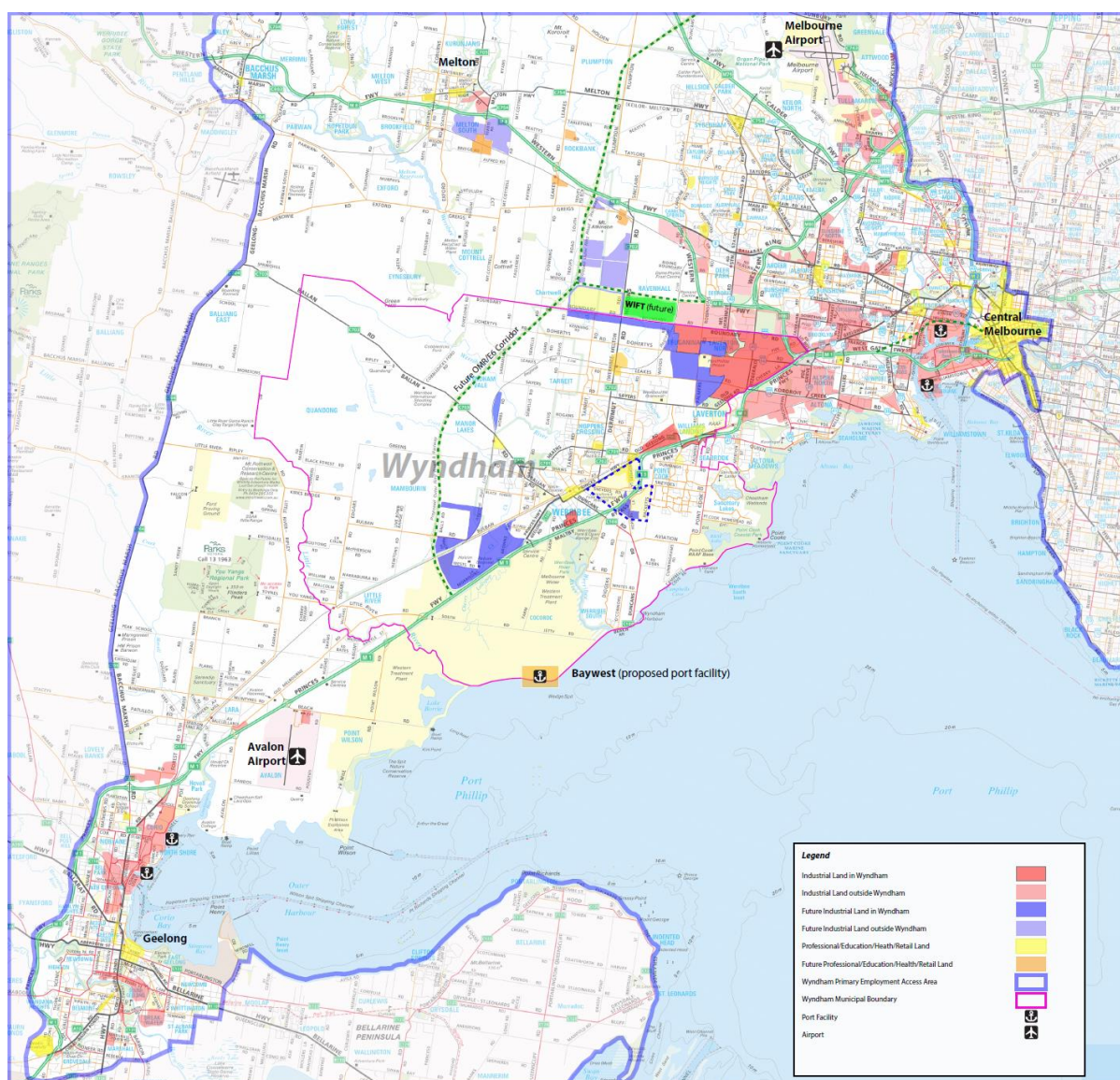
### Leveraging accessibility to other places:

Wyndham is also well connected by rail to both Melbourne and Geelong as identified in the plan below. However, this connectivity has recently been both added too and severed by the Regional Rail Link. The connectivity and very reasonable travel times from Wyndham's train stations to Melbourne and Geelong give it a strategic advantage over many comparable growth corridors in metropolitan Melbourne in terms of attracting new residents and investment.



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## Wyndham's Context Regional: Geelong to Central Melbourne



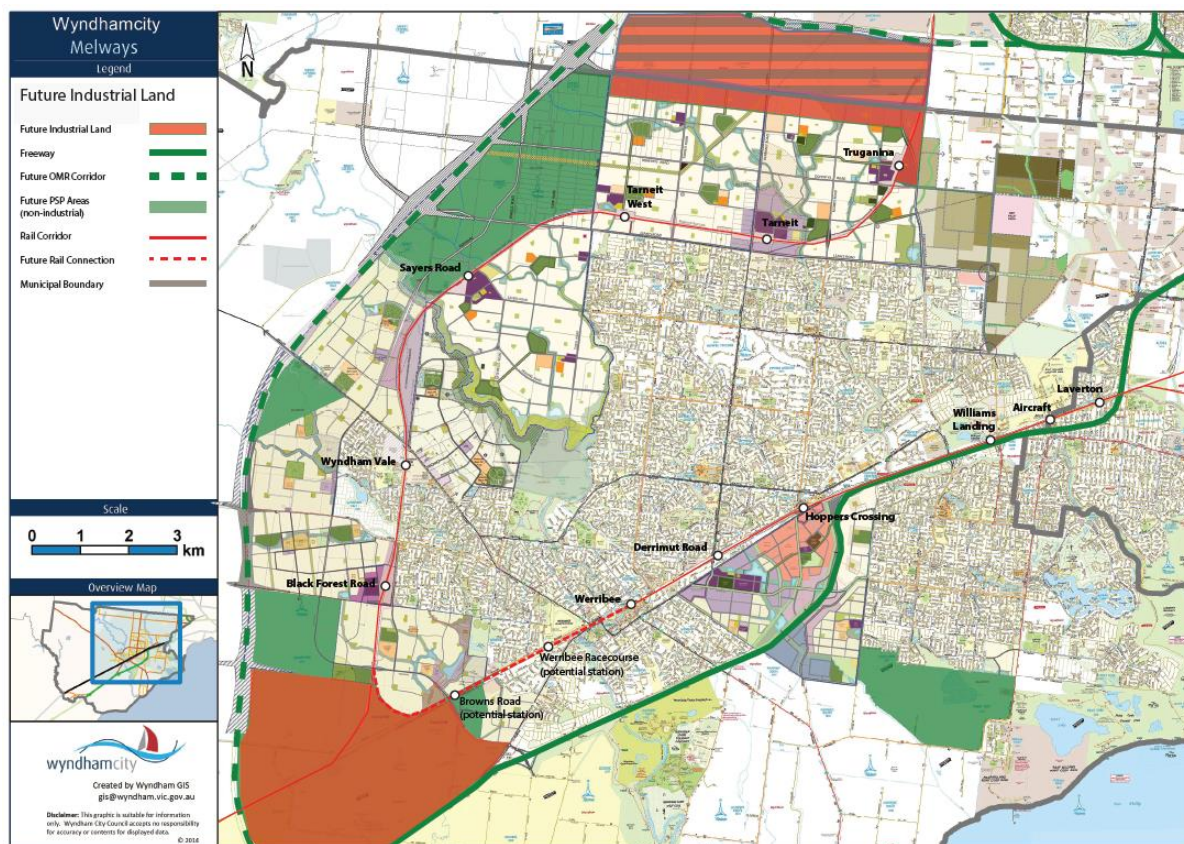
### An industrial edge:

Another key strategic advantage of Wyndham is its relationship to significant tracts of industrial land that service Greater Melbourne as shown on the plans above and below. This industrial land diversifies Wyndham's land use pattern somewhat and provides much needed employment opportunities. Unfortunately, some of Wyndham's industrial employment land is being utilised for non-industrial uses, dispersing activity that would otherwise be better located in activity centres that are better served by public transport. This dispersal of activity is contributing to the lack of urban concentration discussed in other parts of this emerging options paper. What will be critical for Wyndham's future is to continue to allow industrial land development to grow and complement Wyndham's population growth but in a way that directs non-industrial development to activity centres as centres of urban concentration.

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## Future Industrial Land:



## 3.2 What are Wyndham's other Strategic Advantages?

Beyond its strategically beneficial location Wyndham has a range of other strategic advantages that have been identified by both the Wyndham 2040 Vision and the work prepared for this emerging options paper. These include:

- Wyndham has a young and vibrant community compared with Greater Melbourne (Wyndham 2040 Vision)
- Wyndham has a rapidly growing population base (this could be an advantage if leveraged correctly)
- Wyndham has two rail corridors centrally located to their residential catchments (many other growth areas have one)
- Wyndham is strategically located to service the west and north-west of Victoria, particularly as the OMR and potentially Bay West are delivered
- Wyndham has the opportunity to balance growth in its greenfield environments with the growth of more urban capacity
- Wyndham has significant capacity to deliver on Government policy of creating 20 minute neighbourhoods

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- Wyndham has significant green corridors that can be strengthened to better connect the north and south of the city
- Wyndham can reposition itself as the centre of a constellation servicing catchments such as the Geelong and Ballarat corridors in addition to being the main jobs centre of the west.

### 3.3 Wyndhams Context and Background Reports Overview

In preparing this emerging options paper one of the initial tasks carried out was to prepare a range of background reports to gain a better understanding of Wyndham's current and future context as it relates to the preparation of a long-term planning framework. A summary of the findings of these background reports can be found at **Appendix 3**.

The background reports prepared covered the following topics:

**Activity Centres**

**Affordable Living and Rising Living Costs**

**Innovation, New Enterprise and Disruption**

**Housing Diversity**

**Future Transport**

**Urban Form and Sustainability**

**Diversity of Employment Opportunities**

**Accessibility to Employment Opportunities**

**Food Security, Obesity/Health and Planning**

**Climate Change and Water Security**

**Autonomous Vehicles and Drones**

**The varied role of Parks and Recreation**

**Ageing Population**

**Infrastructure Priorities**

The process of preparing the background reports enabled a number of key problems and challenges facing Wyndham to be identified and these are summarised in the section that follows.

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## 3.4 What are the problems and challenges we are trying to solve?

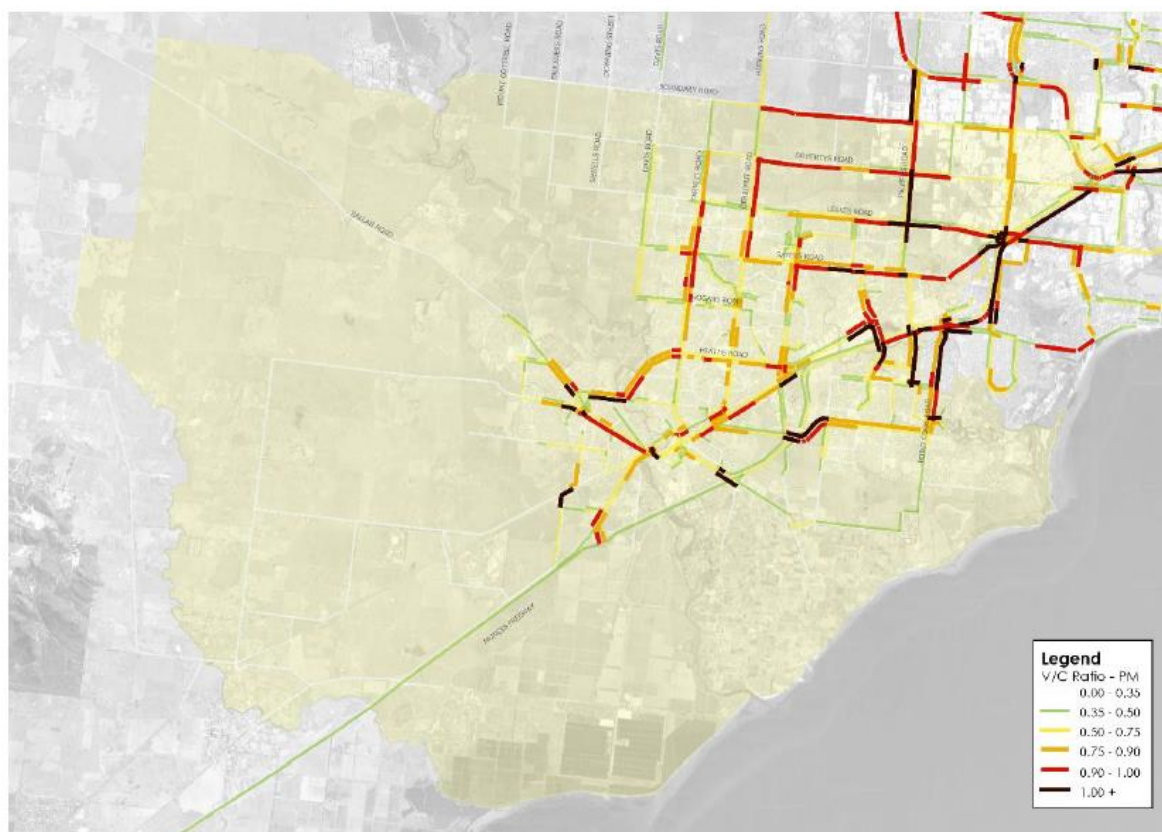
A key part of the preparation of this emerging options paper has been identifying and trying to better understand the problems and challenges we are trying to solve. The key problems and challenges this emerging options paper consider need to be solved to create an improved urban environment in Wyndham are as follows:

### 3.4.1 Traffic Congestion

Traffic Congestion, particularly on the Princes Freeway, but also more broadly across the road network is a significant challenge in Wyndham. Significant time is wasted by Wyndham's people sitting in traffic congestion, with consequential liveability impacts, economic impacts, health impacts and social and wellbeing impacts.

The following data comes from an early draft of the Wyndham Transport Modelling Project and shows the extent of traffic congestion in Wyndham in 2016 during the PM Peak and is based on the Victorian Integrated Transport Model (VITM):

PM Peak Hour Volume / Capacity Plot



The roads identified in red or black on this PM Peak Hour volume and capacity plot are operating beyond their capacity. It identifies empirically what many residents of Wyndham have known for some time, that Wyndham's road and transport network is operating beyond its current capacity.

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In addition to the material identified in the preparation of the background reports and Wyndham Transport Modelling Project, traffic issues are amongst the top issues regularly identified in Wyndham's Annual Community Survey's.

The Wyndham Annual Community Survey is designed to measure community satisfaction with a range of Council services and facilities as well as measuring community sentiment across a range of additional issues of concern in the municipality.

The insights from the survey help inform Council's strategic and organisational planning, service delivery and policy development endeavours to best meet the needs of all the residents of Wyndham.

The *2017 Wyndham Annual Community Survey* identified the most significant issues in the City of Wyndham are;

- *Traffic Management, road maintenance and repairs*
- *Public Transport*
- *Safety policing and crime*
- *Parking*

As evidenced above, tackling traffic congestion and associated transport issues is probably the most pressing challenge that the Wyndham Urban Framework Plan needs to address.

### 3.4.2 Growing and diversifying local employment

There is currently a mis-alignment of the employee skill base of Wyndham residents with the types of jobs that are available in Wyndham. This is evidenced by statistics in the Wyndham Economic Growth Strategy 2017-2029 that notes:

*Approximately 56% of Wyndham's resident workforce is employed at a location outside the municipality with 27% of workers travelling to the Melbourne Central Business District.<sup>1</sup>*

and that;

*More than 73% of Wyndham jobs are held in only seven industry sectors: <sup>12</sup>*

- *Manufacturing 14.4%*
- *Retail Trade 13.7%*
- *Transport & Warehousing 11.6%*
- *Education & Training 9.5%*
- *Healthcare & Social Assistance 8.3%*
- *Construction 7.7%*
- *Wholesale Trade 7.4%*

(Pages 6 and 9: Wyndham Economic Growth Strategy 2017-2029)

There is therefore a need to create better access to employment opportunities, primarily by increasing access to local employment by diversifying and growing Wyndham's employment base. This need is also recognised by the Wyndham Economic Growth Strategy 2017-2029 that states:

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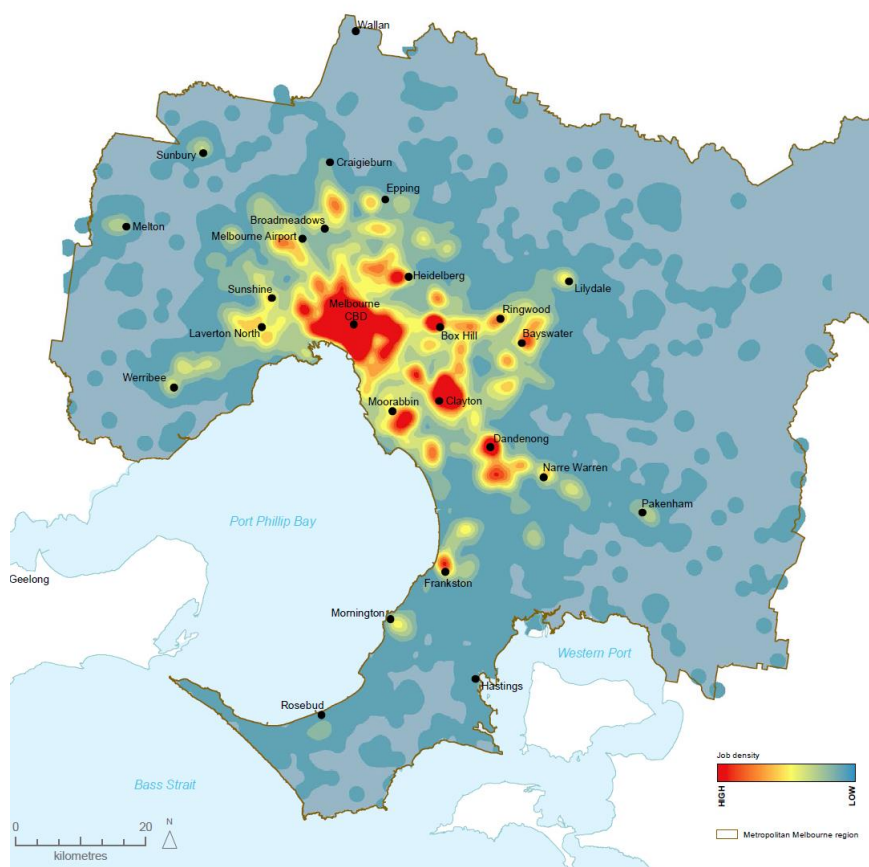


*The Wyndham of the future will be a place:*

- *delivering a high level of local employment containment and a low level of consumption leakage;*
- *where people work close to home with short travel to work times;*
- *with less reliance on motor vehicles and greater utilisation of public transport, bicycles and walking options;*
- *where community and business are passionate about the capacity of local employment to drive local expenditure and lower the City's carbon footprint; and*
- *where resident workers spend more time with family and friends enabling community harmony*

(Pages 6: Wyndham Economic Growth Strategy 2017-2029)

It is important that we understand the relationship of Wyndham to the rest of Melbourne in relation to jobs. Compared to other parts of Melbourne Wyndham has a somewhat unique context that can be described in part in terms of its separation from the Melbourne CBD and the lack of a significant job dense locality between Wyndham and the Melbourne CBD. This is shown quite clearly by the following diagram from Plan Melbourne:



## Map 12

### Jobs across Melbourne

[https://www.planmelbourne.vic.gov.au/\\_\\_data/assets/pdf\\_file/0007/377206/Plan\\_Melbourne\\_2017-2050\\_Strategy\\_.pdf](https://www.planmelbourne.vic.gov.au/__data/assets/pdf_file/0007/377206/Plan_Melbourne_2017-2050_Strategy_.pdf)

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As shown in the Jobs Across Melbourne diagram above Wyndham is located in an area of greater metropolitan Melbourne where there are significantly lower job dense locations when compared to Melbourne's East. Apart from the exception of Melton that is also located in the West most other outer growth areas of Melbourne contain some higher level of job dense areas that are located on key routes between them and the inner areas of Melbourne. In the North-West there is Tullamarine Airport, in the North and North-East there is Heidelberg and the Latrobe University corridor. In the East there is Box Hill and in the South-East there is Dandenong, Monash-Clayton and Moorabbin.

This results in a particularly telling statistic for Wyndham. Wyndham has the 12<sup>th</sup> highest proportion of its local population travelling to the City of Melbourne for work out of all Metropolitan LGA's, at 21.3%. This is also the highest rate for any growth area in Metropolitan Melbourne by a considerable margin as shown by the following table:

	Local Government Area	% of working residents that work in City of Melbourne	Local Government Area	% of working residents that work within their municipality	
	Yarra	39.7%	Mornington P.	55%	
	Port Phillip	36.6%	Hume	39.8%	
	Stonnington	33.7%	Yarra Ranges	35.9%	
	Maribyrnong	33.6%	<b>Wyndham</b>	<b>34.4%</b>	<b>4th</b>
	Moreland	33.5%	Frankston	32.7%	
	Moonee Valley	30.8%	Cardinia	31.5%	
	Boroondara	28.1%	Kingston	29.8%	
	Darebin	27.2%	Knox	29.6%	
	Hobsons Bay	26.2%	Whittlesea	29.6%	
	Glen Eira	24.7%	Monash	29%	
	Bayside	23.6%	Casey	27.7%	
<b>12th</b>	<b>Wyndham</b>	<b>21.3%</b>	<u>Brimbank</u>	27.2%	
	Banyule	20.5%	Whitehorse	26.7%	
	Whitehorse	19.6%	Boroondara	26.3%	
	Manningham	18.9%	Maroondah	26.3%	
	<u>Brimbank</u>	18.4%	Bayside	26%	
	Monash	18.1%	Banyule	24.6%	
	Melton	16.2%	Hobsons Bay	24.3%	
	Kingston	15%	Yarra	24.3%	
	Hume	14%	Port Phillip	24.2%	
	Nillumbik	14%	Manningham	22.9%	
	Whittlesea	13%	Nillumbik	22.3%	
	Maroondah	12.4%	Stonnington	22.3%	
	Knox	9.7%	Melton	21.8%	
	Casey	7.3%	<u>Glen Eira</u>	21.3%	
	Yarra Ranges	6.3%	Darebin	21%	
	Frankston	5.8%	Moonee Valley	20.6%	
	Cardinia	4.9%	Maribyrnong	19.2%	
	Mornington P.	3.9%	Moreland	17.9%	

<https://economy.id.com.au/wyndham/residents-place-of-work-industry>

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There is therefore a critical need to ensure the job mix in Wyndham matches its resident work force and that the diversity of jobs delivered in Wyndham is expanded to enable this matching to occur.

This is a planning challenge as well as an investment attraction challenge, a need to concentrate our efforts on encouraging and facilitating a broadening and diversification of Wyndham's jobs base. We need to grow more industrial and manufacturing jobs in our industrial corridors but we also need to grow our activity centres and locations for other types of employment in a diverse range of sectors.

### **3.4.3 Growth, dispersal and the need for more concentrated development**

As discussed earlier rapid population growth in Wyndham has not been matched by an appropriate level of infrastructure expenditure and there has been considerable dispersal of residential growth across numerous growth fronts in Wyndham. This dispersal of residential growth has also been matched by a dispersal of commercial activity into many of Wyndham's industrial areas and industrial estates. An example of this is the Wallace Avenue industrial estate in Point Cook/Williams Landing that is comprised of many land uses that would normally be found in an activity centre.

A critical challenge for Wyndham is therefore how to grow concentrated development in the right locations, primarily activity centres serviced by railway stations. This is made more challenging by the fact that a number of the activity centre sites around Wyndham's railway stations are owned by single entities that may not have a desire to diversify land uses and concentrate development.

### **3.4.4 Grappling with Wyndham's size and making Wyndham unique**

The sheer size of Wyndham is often overlooked in its planning. Wyndham is geographically large and spread out. The image below highlights this very well, it shows two 8km catchment radius circles centred around Werribee Station, Werribee and Flinders Street Station in Melbourne. Wyndham is comparable in size to an area that stretches roughly from Coburg to the north, Elwood to the south, Camberwell to the east and West Footscray to the west. Yet despite covering an expanse of comparable size Wyndham has very few centres of concentration and a limited transport network spread across a dispersed suburban landscape.

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## 8km Catchment Analysis - Werribee Station vs Flinders Street Station 2016



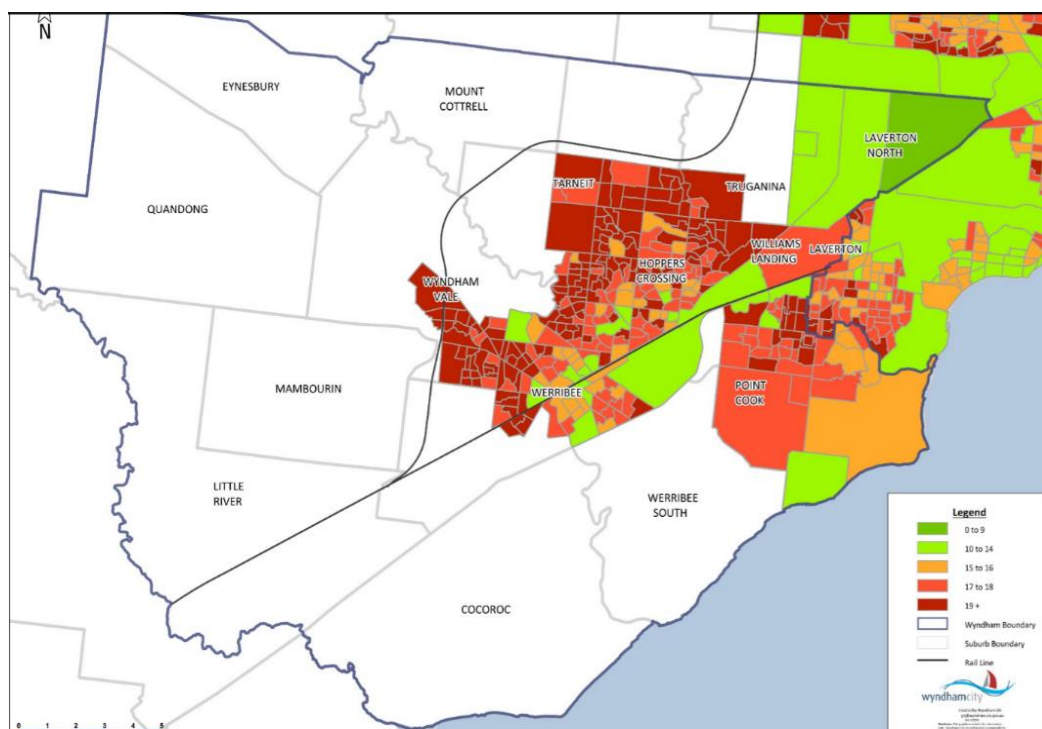
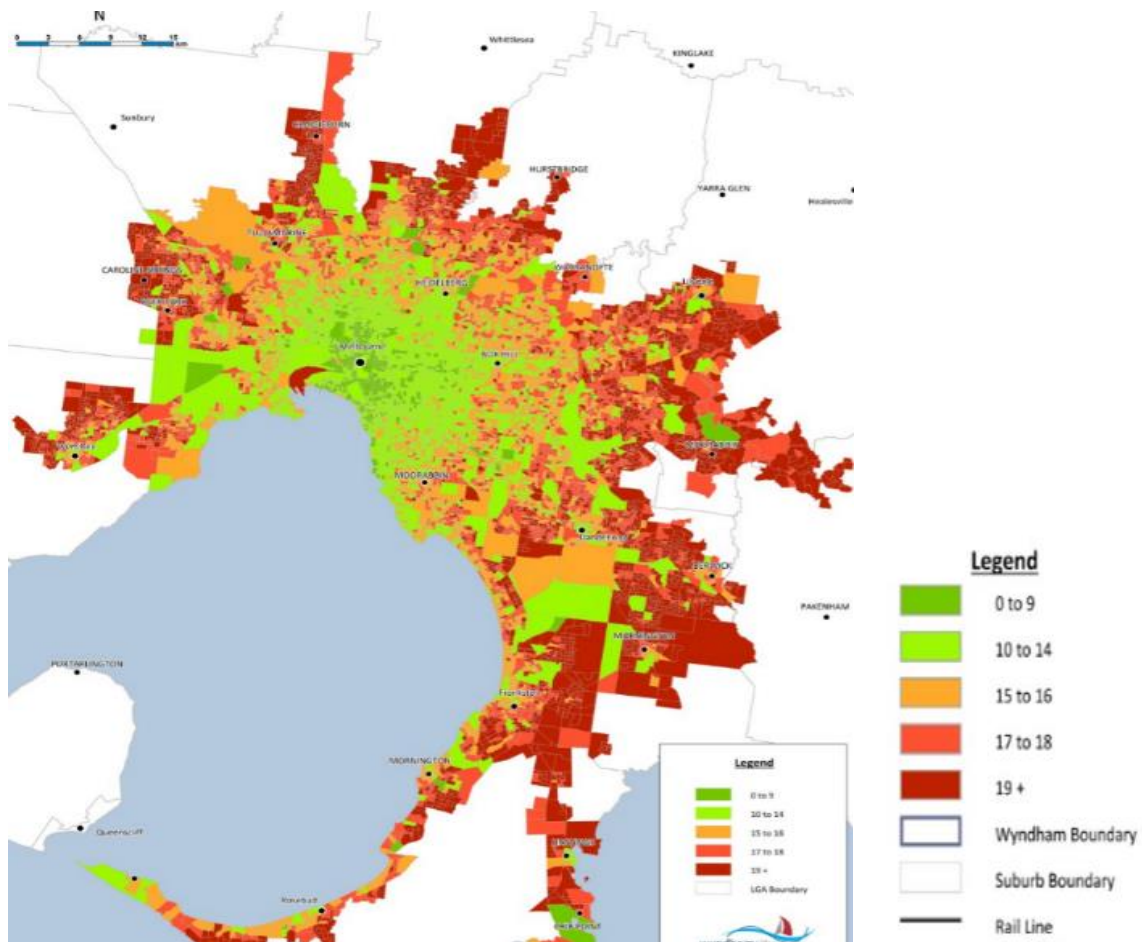
Dealing with this scale and size and improving connectivity and concentration of activity are critical factors that will need to be addressed by the Wyndham Urban Framework Plan.

Within Wyndham's expanse there is also an acute need to create places of urban uniqueness to complement the suburbs. Wyndham has many unique places, examples include the Werribee Park Tourism Precinct, including the Werribee Mansion and Open Range Zoo. However, outside of potentially Watton Street in Werribee there are very few urban places in Werribee that could be considered genuinely unique. Wyndham will need to develop places of urban uniqueness to complement its suburbs if it is to attract the levels of investment required to grow and diversify Wyndham's employment base.

### 3.4.5 Responding to the stresses of growth

Wyndham's rapid population growth and the lack of infrastructure to support it over recent decades is compounded for local people by a range of factors such as Mortgage Stress and what is known as VAMPIRE impacts: (Vulnerability Analysis of Mortgage, Petroleum and Inflation Risks and Expenditure). The VAMPIRE Index diagrams below indicate the severity of these factors as they relate to people and households in Wyndham:

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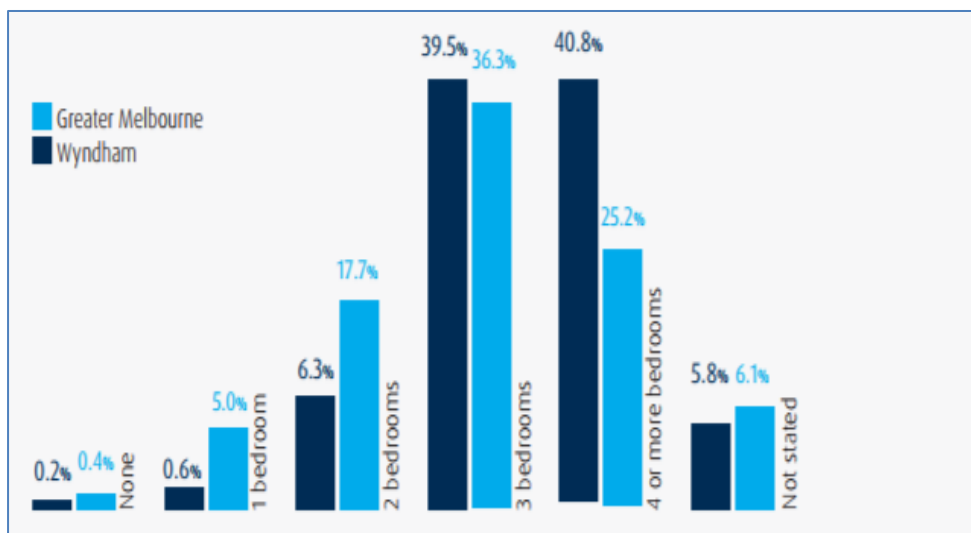


Geographical area of Greater Melbourne and Wyndham – VAMPIRE index (Griffith University, 2011)

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To address these VAMPIRE vulnerabilities Wyndham needs to create a more robust urban area to serve the suburbs. Creating urban areas closer to where people live will increase the availability of local employment over time and facilitate a reduction in vulnerabilities to VAMPIRE stresses.

Critical to growing more urban areas in Wyndham is diversifying housing supply and doing this in urban focussed locations such as Wyndham's Activity Centres and around Wyndham's railway stations. As indicated by the graph below Wyndham currently has a poor level of housing diversity when compared to the Greater Melbourne area. This statistic is reflective of the lack of urban environments within Wyndham that better support greater diversity in housing stock.



*Housing Diversity – Number of bedrooms per dwelling (ABS, 2016)*

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### 3.5 An overview of Wyndham's current and future context

#### So in summary what are the key challenges and opportunities that face the future of urban development in Wyndham?

**Wyndham's current context is comprised of a history of development that has delivered:**

Residential development characterised by:

- the dispersal of residential development across many fronts spread across significant physical distances when compared to Melbourne metropolitan averages.
- a lack of diversity in housing that meets some people's needs but detracts from diversity of choice and the capacity to create a diversified economy.
- a growing tendency to see larger houses on ever smaller individual lots that have significantly less private open space than years gone by, placing greater importance on public open space.
- the high utilisation of motor vehicles.
- a disconnect between the concept of housing affordability and affordable living
- a suburban environment lacking in tree cover and susceptible to the heat island effect

Social outcomes characterised by:

- a community that is time poor due to long travel times to places of employment and traffic congestion.
- a community that gets to spend less time in its local area growing community resilience and connectivity.
- a community that is at greater risk of obesity and other health risks.
- a community that has less time to spend growing social bonds, volunteer and engage in community and recreational activity.

Economic activity characterised by:

- the dispersal of economic activity into a framework of existing and proposed activity centres that needs to be refined to best serve Wyndham's future needs effectively.
- the monopolisation of a significant number of existing and future activity centre sites in single ownership compromising the capacity to grow entrepreneurial activity in locations that are well served by all forms of transportation.
- the dispersal of economic activity into industrial locations, many of which could be better utilised for industrial purposes.
- a lack of urban intensity and high quality urban amenity in urban places.

Cultural and community facilities that are:

- spread out across the suburban landscape and therefore do not add to or contribute to activity in activity centres.
- the dispersal of community and cultural infrastructure.

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**Wyndham's current context is comprised of a history of suburban development that is:**

- reasonably well connected into the broader metropolitan area of Melbourne but does not necessarily maximise its capacity to service other areas of the broader western region, Geelong, Western and North Western Victoria and provide these places with better connections to the rest of Australia and the world.
- lacking in employment opportunities that are matched to the skills and capabilities of Wyndham's residents.

**Key opportunities for Wyndham's future include:**

- Growing Wyndham's Activity Centres into concentrated and connected centres.
- Connecting Wyndham's Activity Centres more effectively by focusing on the first and last kilometre of travel from and to these critical locations and ensuring that all modes of transport are effectively planned for to deliver this outcome.
- Leveraging Wyndham's locational attributes and advantages as a growing area with great access to airports and ports.
- Recognising the role of airports as the 21<sup>st</sup> centuries gateways to the world and positioning Wyndham to take advantage of these gateways.
- Growing housing capacity and choice in sensible and effective ways (Why do we need 30 storey skyscrapers and single dwellings? What about what is in between). Can we develop a new middle way for housing?
- Creating places that work for people under 5 and over 80.
- Turning population growth into a positive rather than it being a negative.
- Leveraging Wyndham's young and vibrant community through an emphasis on education and ensuring Wyndham's young and vibrant community has the educational opportunities they need to enhance their futures.
- Better connecting Wyndham's urban environment to its natural environment and leveraging the strong green linkages that run north to south through the city.
- Acknowledging that Wyndham's greatest asset is its people and providing them with the opportunities to make the most of their lives.
- Understanding the significance of time to the future planning of Wyndham.

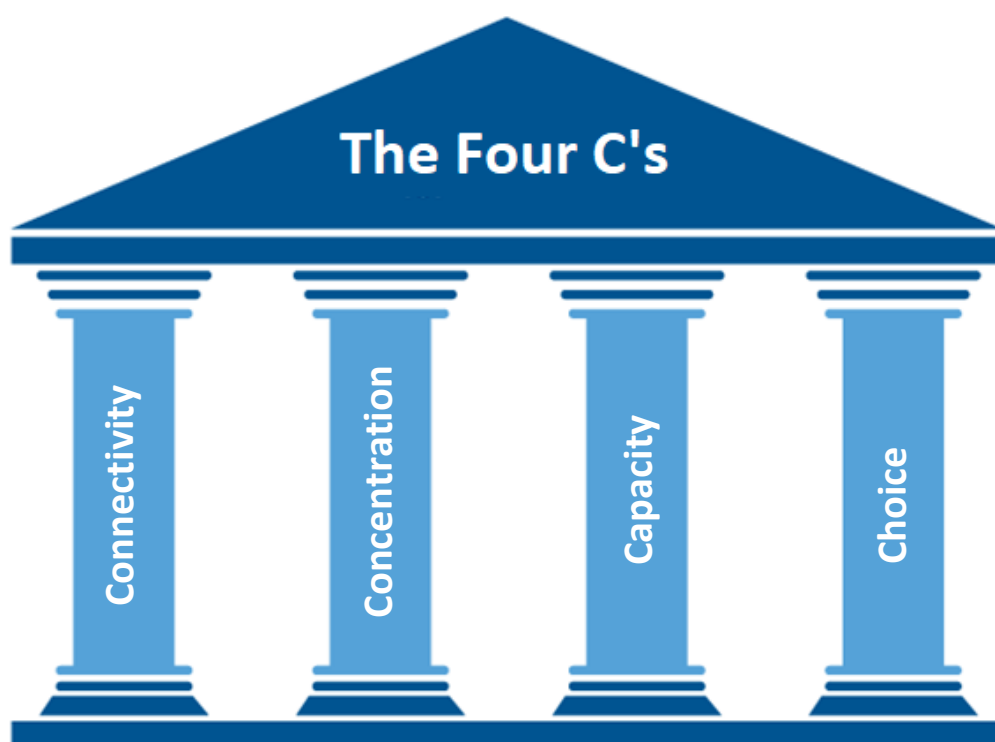
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## 4. FOUR PILLARS ON WHICH TO BUILD WYNDHAM'S URBAN FUTURE

In examining Wyndham's past and considering its future it was thought important to have a spatial and conceptual frame of reference through which to approach the task of preparing emerging options for Wyndham's future. This led to the development of the idea of their being 4 Pillars or ideas through which to primarily consider Wyndham's future from a spatial planning and conceptual perspective. The 4 Pillars were identified through consideration of Wyndham 2040, the background reports prepared, the challenges and opportunities posed by the history of development of the city and better understanding its current forms and patterns.

The 4 Pillars or 4 C's are:



Key matters identified that led to the creation of the 4 Pillars of Connectivity, Concentration, Capacity and Choice included:

- The importance of connectivity to the people of Wyndham as identified in annual community survey's and Wyndham 2040.
- The dispersal of activity across Wyndham and the need for greater concentration of activity or moving from suburban to urban forms of development.

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- The desire of Wyndham's community to grow the capacity of the City both in the physical built form sense and in terms of the capacity of individual people and the community to take control of their own destinies as articulate in the Wyndham 2040 vision.
- The desire of Wyndham's community to have access to greater choice and opportunity in their lives in terms of housing and accessibility to services and facilities and the opportunity to live, learn and thrive as articulated in the Wyndham 2040 vision.

It is thought that the 4 Pillars have a clear relationship to the preferred future for the community of Wyndham, discussed in the Wyndham 2040 Vision:

*Wyndham's transport system will be efficient. People will be able to move around Wyndham easily. There will be more ways to connect to greater Melbourne.*

*Our natural environment will be respected, preserved and protected.*

*Our city will offer a diverse range of housing types and built environments that contribute to the quality of life of residents at all ages.*

*Our parks and open spaces will connect people with the outdoors and each other. They will be activated and inviting destinations for residents and visitors.*

The ideas of concentration, capacity and choice also have a strong relationship to the Wyndham 2040 Vision that: *Our city will offer a diverse range of housing types and built environments that contribute to the quality of life of residents at all ages.* This component of the Wyndham 2040 Vision seeks greater diversity of housing types and built environments that primarily evolve in areas that are urban, concentrated and vibrant. Urban environments are those that have long been the locations where people gather or concentrate to grow their capacity and broaden their choices.

This Emerging Options Paper discusses the exploration of how the quality of life sought through the Wyndham 2040 Vision may be physically delivered through the construct of the 4 Pillars of Connectivity, Concentration, Capacity and Choice. The exploration of these 4 Pillars or ideas involved initial attempts to answer a number of key questions and develop some emerging options for improving connectivity, concentration, capacity and choice in Wyndham. Consideration was given to all 4 Pillars from both a spatial and conceptual perspective.

The key questions asked, and emerging options developed were grouped under the following headings:

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### **C1.1: What does CONNECTIVITY mean in the Wyndham Context?**

The initial responses the Urban Futures Department came up with to this question were subsequently grouped under the following topics:

**Transport, Movement, Infrastructure, Social Connectivity, Communications, Landscape connectivity and What are we trying to avoid that results from poor connectivity?**

### **C1.2: Initial consideration of Emerging Options: Connectivity/Connectedness**

Following consideration of what connectivity means in the Wyndham context an idea's gathering exercise of potential emerging options regarding how Wyndham could improve connectivity and connectedness was prepared, considering options, challenges, actions and opportunities. They were subsequently grouped under the following topics:

#### **C1.2.1: International/National Connectivity**

#### **C1.2.2: Regional/Municipal Connectivity**

#### **C1.2.3: Precinct/Area Connectivity**

#### **C1.2.4: Other types of connectivity (i.e. Telecommunications)**

#### **C1.2.5: Local and Activity Centre Connectivity**

### **C2.1: What does CONCENTRATION mean in the Wyndham Context?**

The initial responses the Urban Futures Department came up with to this question were subsequently grouped under the following topics:

**Train Stations, Transport Accessibility, Density, Urban Growth Boundary (UGB), Activity Centres, Ethnically diverse community, Structure and Urban Form, Concentration threshold/sweet spot, Social issues, Clustering and What are we trying to avoid that results from dispersal and a lack of concentration?**

### **C2.2: Initial consideration of Emerging Options: Concentration**

Following consideration of what concentration means in the Wyndham context an idea's gathering exercise of potential emerging options regarding how Wyndham could improve concentration and tackle dispersal of activity was prepared, considering options, challenges, actions and opportunities. They were subsequently grouped under the following topics:

#### **C2.2.1: Housing Concentration**

#### **C2.2.2: Activity Centres**

#### **C2.2.3: Restrictions on Dispersal**

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### **C3.1: What does CAPACITY mean in the Wyndham Context?**

The initial responses the Urban Futures Department came up with to this question were subsequently grouped under the following topics:

**Resources, Opportunity/Choice, Access, Education, Creativity, Support, Employment, Innovation**

### **C3.2: Initial consideration of Emerging Options: Capacity**

Following consideration of what capacity means in the Wyndham context an idea's gathering exercise of potential emerging options regarding how Wyndham could improve capacity was prepared considering options, challenges, actions and opportunities. They were subsequently grouped under the following topics:

#### **C3.2.1: Learn (Capacity)**

#### **C3.2.2: Grow (Capacity)**

#### **C3.2.3: Thrive (Capacity)**

### **C4.1: What does CHOICE mean in the Wyndham Context?**

The initial responses the Urban Futures Department came up with to this question were subsequently grouped under the following topics:

**Philosophical, Entertainment, Urban Form, Cultural, Age and Place, Education, Health, Housing, Transport, Employment, Economics and Viability, Recreation**

### **C4.2: Initial consideration of Emerging Options: Choice**

Following consideration of what choice means in the Wyndham context an idea's gathering exercise of potential emerging options regarding how Wyndham could improve choice was prepared. They were subsequently grouped under the following topics:

#### **C4.2.1: Learn (Choice)**

#### **C4.2.2: Grow (Choice)**

#### **C4.2.3: Thrive (Choice)**

The output of the consideration of the 4 Pillars of Connectivity, Concentration, Capacity and Choice has been summarised in **Appendix 4** of this emerging options paper.

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## 5. EMERGING VISION AND OBJECTIVES

### 5.1 What is the future story of Wyndham's development?

#### What type of future do we want Wyndham to have?

This emerging options paper has considered the growth and development that has occurred in Wyndham, an Urban Design Analysis has identified some of the Principles that could guide its future growth and the 4 Pillar's or 4 C's of Connectivity, Concentration, Capacity and Choice have been interrogated to provide a conceptual frame of reference for the future of Wyndham's Urban areas.

But what is the future story of Wyndham's development? Every person has a story and every place has a story, the Wyndham Urban Framework Plan is seeking to create a story about the future of Wyndham's urban development that is co-designed by the Wyndham community. A story that aspires to a physical environment that creates a community of opportunity, capacity and choice, a positive story about the future of Wyndham, created by the people of Wyndham.

Wyndham has an opportunity to create its future and put its destiny in its own hands. In straight forward terms the future of Wyndham can be told as either a negative or positive story.

Wyndham could become a suburban hinterland in the Melbourne metropolis with inadequate housing, a lack of employment diversity and that is highly congested	or	Wyndham could evolve as a preferred place to live, learn, work and play and be an easy place to get around and well connected to other places
Wyndham could have poorly designed buildings that sit in a featureless environment	or	Wyndham could be an attractive place where the built environment is designed to maximise its natural environmental assets and feature a growing tree canopy providing more shade and natural habitat
Wyndham could have many thousands of detached dwellings on small blocks of land that puts pressure on more urban expansion	or	Wyndham could have a variety of densities in its built environment that provide a mix of detached dwellings, townhouses and apartments that meet people's changing needs over time
Wyndham could have limited employment opportunities requiring many residents to leave the municipality on a daily basis	or	Wyndham could have multiple employment choices that match people's qualifications and interests and increases prosperity
Wyndham could decide to limit leisure and cultural facilities to reduce costs	or	Wyndham could provide a range of active, passive and cultural recreational facilities and services that improve people's well-being and health

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Wyndham's road network could remain its principal form of transportation with the congestion that accompanies it, with little choice for alternatives	or	In addition to developing the road network Wyndham requires investment in alternative transport options such as walking, cycling and advocating for better and innovative public transport could genuinely grow transport options and choice
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## 5.2 A quest to create more time for life

Creating a future city that embodies the concepts of Connectivity, Concentration, Capacity and Choice and delivers a positive story for the future of Wyndham's urban areas as outlined above was ultimately seen as a quest to create more time for life for the people of Wyndham. More time for life, has through the preparation of this document become the tag line for the Wyndham Urban Framework Plan and is at the centre of the story it wants to tell about the future of Wyndham's urban areas.

Time became a critical element that tied back to every aspect of the planning exercises considered as part of preparing this emerging options paper. What the concepts of connectivity, concentration, capacity and choice are aiming to do in relation to time is to:

**Connect** people more effectively with where they want to be: Reducing the amount of time they spend travelling.

**Concentrate** activity close to where people currently live so they can do more of the things they want to do in their lives locally: Reducing the need and time required to leave Wyndham to do these things.

Increase the **Capacity** of Wyndham's urban areas to operate as places that bring a greater diversity of activity close to where people currently live so they can do more of the things they want to do in their lives locally: Reducing the need and time required to leave Wyndham to do these things.

Increase **Choice** in Wyndham's urban areas by increasing the diversity of activity close to where people currently live so they can do more of the things they want to do in their lives locally: Reducing the need and time required to leave Wyndham to do these things.

As part of a quest to create **more time for life** for the people of Wyndham, The Wyndham Urban Framework Plan aims to be a framework that will enable Wyndham to provide better urban environments to service the people of Wyndham. Currently Wyndham is a suburban area on Melbourne's fringe, it can maintain the better aspects of this suburban development while also becoming more of an urban place that is more fully connected to the life of all of its people and become the centre of a constellation of activity in Melbourne's south-west. Wyndham has immense opportunities to build itself as a place that creates **more time for life** and the provides its people with opportunity and choice.

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## 5.3 Emerging Vision for the Wyndham Urban Framework Plan

An emerging vision has been prepared for an Urban Future for Wyndham that will guide the preparation of strategies and policies for the future planning and development of Wyndham within the Urban Growth Boundary (UGB). The vision responds to the issues, challenges and opportunities faced by Wyndham and seeks to maximise opportunities offered by the future growth and development of Wyndham for existing and future residents and citizens of Wyndham.

### An Emerging Planning and Development Vision for Wyndham in 2040 and beyond

The following has been considered in preparing an Emerging Planning and Development Vision for Wyndham in 2040 and beyond:

- People will be put at the centre of how Wyndham will be planned and developed by making better places for people, places that are co-designed with community engagement and input, that are well designed, easy to use, connected, concentrated and provide the people of Wyndham with capacity and choice in shaping their lives.
- Wyndham has an opportunity to create its future and put its destiny in its own hands. Consistent with the Wyndham 2040 Vision it will evolve as a preferred place to live, learn, work and play and be an easy place to get around and where the people of Wyndham can easily gain access to the services, facilities and opportunities they require to maximise their potential.
- Wyndham will be an attractive place where the built environment is designed to maximise its natural environmental assets and feature a growing tree canopy providing more shade and natural habitat. Wyndham will be comprised of memorable places that are destinations and attract people from beyond the local area.
- Wyndham will have a variety of housing densities that provide a mix of detached dwellings, townhouses and apartments that meet people's changing needs over time.
- Wyndham will have multiple employment choices that match people's qualifications and interests and increases prosperity.
- Wyndham will provide a range of active, passive and cultural recreational facilities and services that improve people's well-being and health.
- Wyndham will have a quality road network that is supported in its transportation task by alternative transport options such as walking, cycling and innovative public transport.
- Transport infrastructure is crucial to Wyndham obtaining maximum benefit from its unique geographical situation to provide a smart workforce with rapid, flexible travel options in both directions each day in order to take up employment opportunities both in the municipality and within close proximity.

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- Wyndham will have excellent rail infrastructure with the electrified spur line extension integrating with upgraded regional rail link infrastructure to the north and west, as well as links to EWEP and Avalon Airport. In turn, these provide fast and efficient connections to Southern Cross and Geelong. The community will also benefit from an enhanced (DC and Vic Roads) funded arterial road network connecting to the Westgate/ Princes Freeway and the Western Ring Road.

## EMERGING PLANNING AND DEVELOPMENT VISION FOR WYNDHAMS URBAN AREAS

Wyndham has an opportunity to create its future and put its destiny in its own hands. Consistent with the Wyndham 2040 Vision it will evolve as a preferred place to live, learn, work and play and be an easy place to get around and where the people of Wyndham can easily gain access to the services, facilities and opportunities they require to maximise their potential.

Wyndham will achieve this by:

Creating unique urban areas that serve the suburbs and rural areas of Wyndham that are highly valued by the community. These unique urban areas will be concentrated on key activity centres within Wyndham and will be places that are co-designed with community engagement and input, that are well designed, easy to use, connected, concentrated and provide the people of Wyndham with capacity and choice in shaping their lives.

Wyndham's key activity centres will:

- be comprised of memorable urban places that are destinations and attract people from beyond the local area
- have multiple employment choices that match people's qualifications and interests and increase prosperity
- have a variety of housing densities that provide a mix of detached dwellings, townhouses and apartments that meet people's changing needs over time
- have a mixture of uses and provide for recreation, social and cultural opportunities that improve people's well-being and health

Wyndham will be a well-connected place in terms of both physical infrastructure and technology, it will have a quality road network that is supported in its transportation task by alternative transport options such as walking, cycling and innovative public transport.

Wyndham will be an attractive place where the built environment is designed to maximise its natural environmental assets and feature a growing tree canopy providing more shade and natural habitat.

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## 5.4 Emerging Objectives for the Wyndham Urban Framework Plan

Further to the emerging vision that has been prepared, 12 Emerging Objectives have also been developed that have been built around the 4 Pillars of Connectivity, Concentration, Capacity and Choice. These objectives seek to guide future strategy, policy and plan development for an urban Wyndham and to maximise the role of future growth and development in Wyndham to achieve an urban future for Wyndham.

- EO1 (C1): Ensure that Wyndham is well connected internally and well connected with the surrounding region, Victoria, Australia and the world by technology and transport.
- EO2 (C1): Wyndham's activity centres must be well connected in every sense, this includes technological connectivity as well as planning specifically for the First Kilometre/Last Kilometre of travel both to and from these activity centres, ensuring connectivity by all transport modes including active modes.
- EO3 (C1): Infrastructure must be delivered in a way that matches growth demands and focusses on improving access to activity centres to ensure that Wyndham's people have the highest quality connections to the services, facilities and opportunities they need.
- EO4 (C2): Ensure that Wyndham creates concentrated, vibrant, attractive, high amenity urban places that can attract investment and are places where people can come together meet, connect with each other or just relax and enjoy.
- EO5 (C2): Ensure that development is concentrated into urban environments, primarily activity centres serviced by train stations in the form of increased intensity of housing, commercial and business activity, arts and cultural activity commensurate with the size and purpose of each activity centre.
- EO6 (C2): Wyndham's activity centres as centres of concentrated activity will form part of a network of activity centres that will complement and support one another, where certain centres are identified for focussed commercial investment and intensification and other centres are identified for other types of intensification such as housing.
- EO7 (C3): Grow jobs capacity in Wyndham, in particular the number and diversity of jobs within Wyndham with a particular focus on Wyndham's resident workforce's potential.

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- EO8 (C3): Ensure that the people of Wyndham have more **time** to grow their capacity to live, learn, grow and thrive, by reducing travel times, increasing diversity of employment, health, wellbeing and cultural opportunity closer to where people live. **Less time travelling, more time living.**
- EO9 (C3): Wyndham's urban places must be places where there is a capacity for the people of Wyndham to come together as a community to live, learn, grow and thrive.
- EO10 (C4): Increase the choices for all the people of Wyndham to access their desired, housing, employment, educational, health, leisure, and cultural needs within Wyndham so that they can better live, learn, grow and thrive locally.
- EO11 (C4): Ensure that sufficient and well targeted land and development potential is made available for the people of Wyndham to have genuine choices to access their desired, housing, employment, educational, health, leisure, and cultural needs within Wyndham.
- EO12 (C4): Ensure genuine choices in terms of transport options for the people of Wyndham, where the opportunity exists to access and effectively utilise different transport options.

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## 6. SPATIAL PLANNING FOR WYNDHAM'S URBAN FUTURE

### 6.1 Why Spatial Planning for Wyndham's Urban Future

Spatial Planning provides the capacity to solve issues at the strategic level. So much of our planning is based on zones and planning scheme control's and yet this is about implementation and at the end of the planning process. As the old-adage goes we can't see the forest for the trees. Spatial Planning is the forest of Urban Planning and zones and planning scheme controls are the trees. Spatial Planning gives us the opportunity to look at our urban framework from a different perspective.

Spatial Planning allows for a strategic perspective that looks at the urban area holistically and at a range of scales. Its effort is therefore at the beginning of a process rather than at the end when decisions are being made against zones or planning scheme control's. This upfront effort involves the application of expertise, engagement with the community and the expenditure of time, funds and the generation of commitment at the front end of the planning process. It is geared towards delivering better planning and development outcomes that are future focused and seek to save money and time in approvals processes later in the planning process.

It is optimally comprised of plans, drawings and words. It looks to define, where our urban places should be located and where improvements can be made to our suburbs by better connecting them to urban places.

(Jan McCredie, Doing it Differently – Rethinking Planning Presentation, PIA Symposium, Melbourne, 31<sup>st</sup> October 2017 – Doing It Differently)

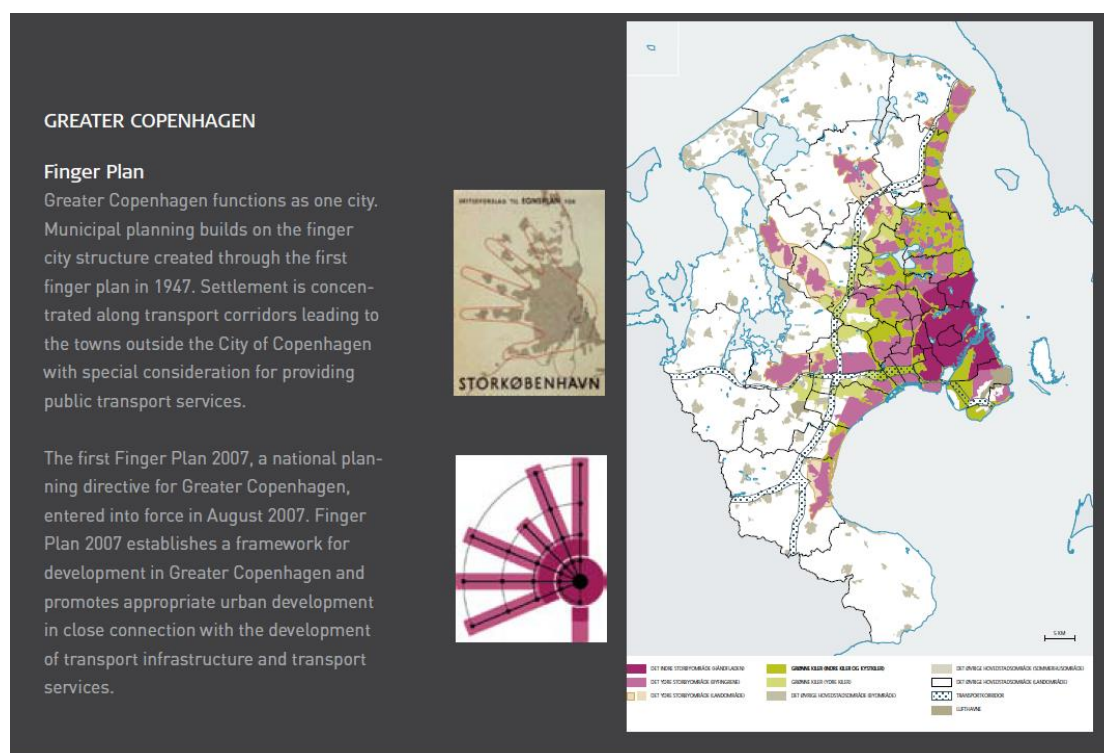
The process of developing emerging spatial planning options for Wyndham is one that has been informed by **looking back** over the history of development of the city to understand its current forms and patterns; **looking around** at other cities and current global urban megatrends to identify how we may best respond to current challenges; and **looking forward** to the alternative possibilities ahead.

### 6.2 Considering the Spatial Planning of other places

As part of preparing this emerging options paper a number of other places were looked at that have prepared spatial plans to see what if anything these plans may be able to tell us about the future planning of Wyndham. Plans considered included:

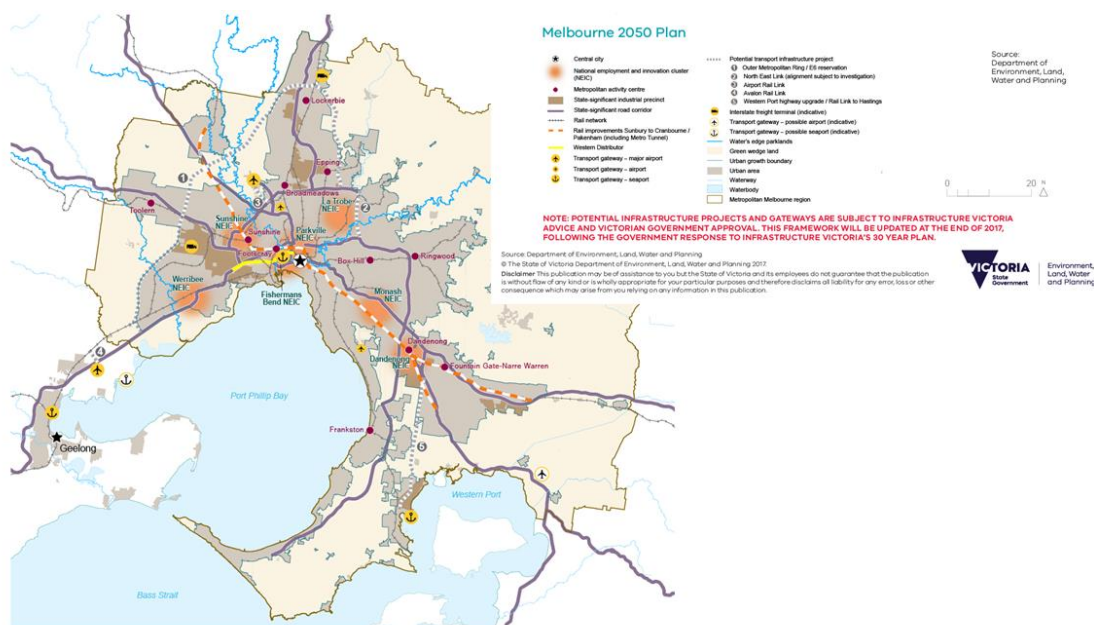
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## The Greater Copenhagen Finger Plan



[https://naturstyrelsen.dk/media/nst/Attachments/Planning\\_260907\\_NY6.pdf](https://naturstyrelsen.dk/media/nst/Attachments/Planning_260907_NY6.pdf)

## Plan Melbourne



Map 2

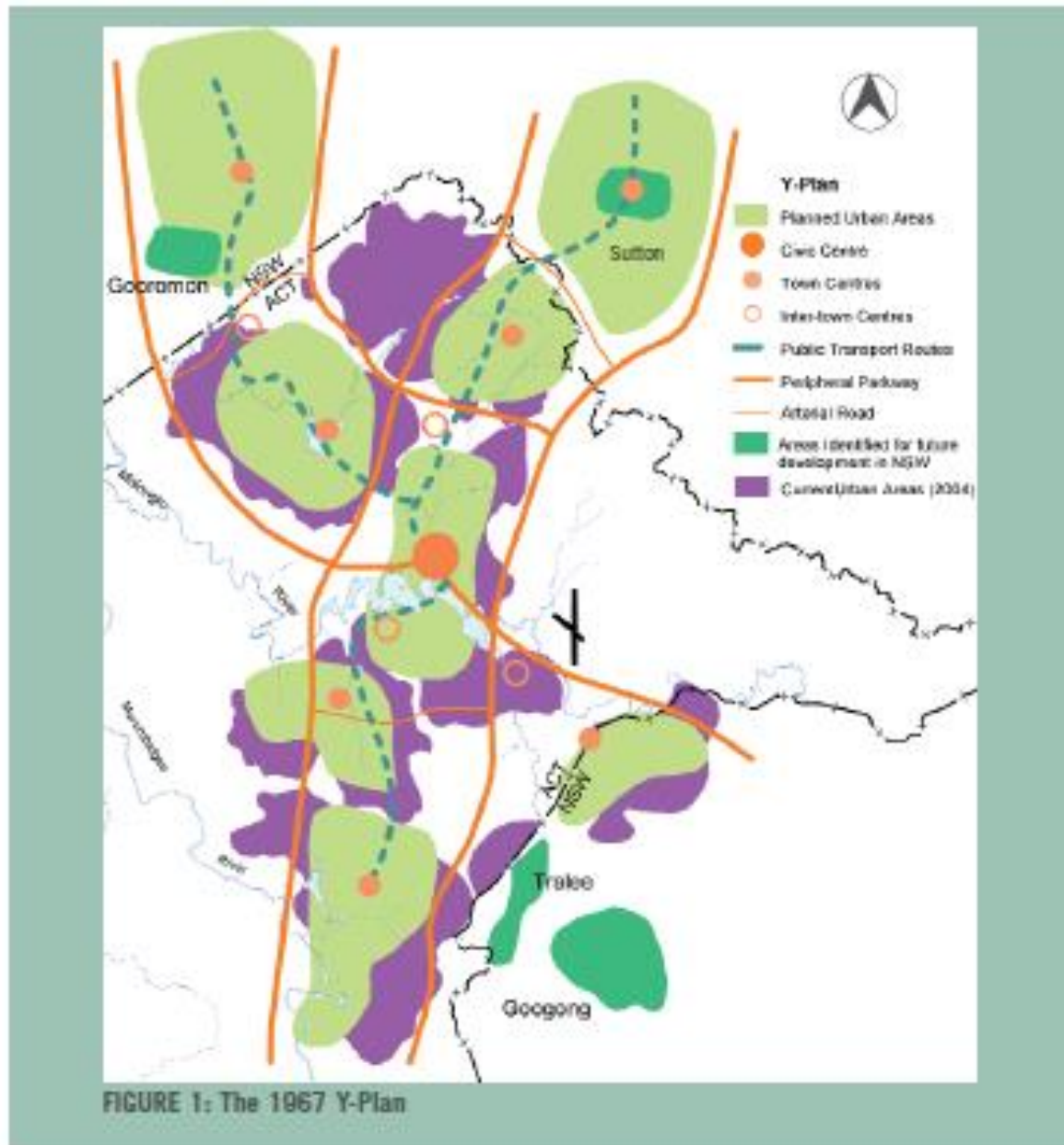
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## The Spatial Planning of Canberra:

### The 1967 Y Plan

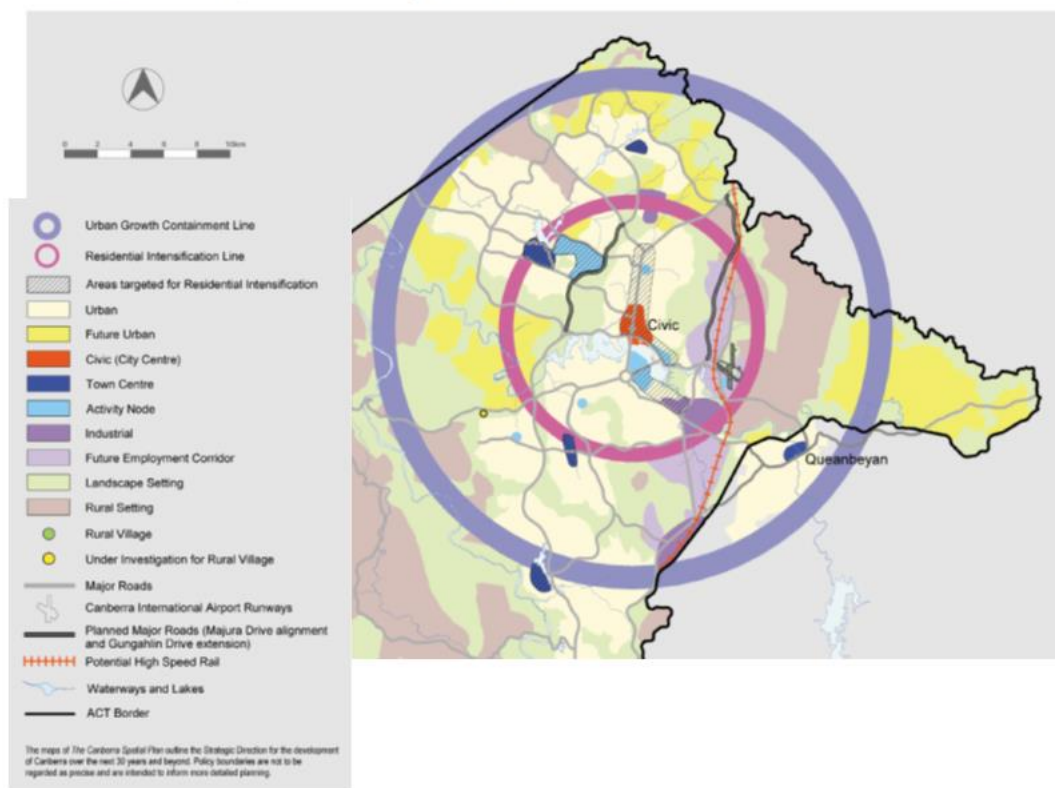


<http://apps.actpla.act.gov.au/plandev/sp-pdf/spatialplan.pdf>

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## The 2012 Canberra Spatial Plan

MAP 1 The Canberra Spatial Plan - Strategic Direction



<http://apps.actpla.act.gov.au/plandev/sp-pdf/spatialplan.pdf>

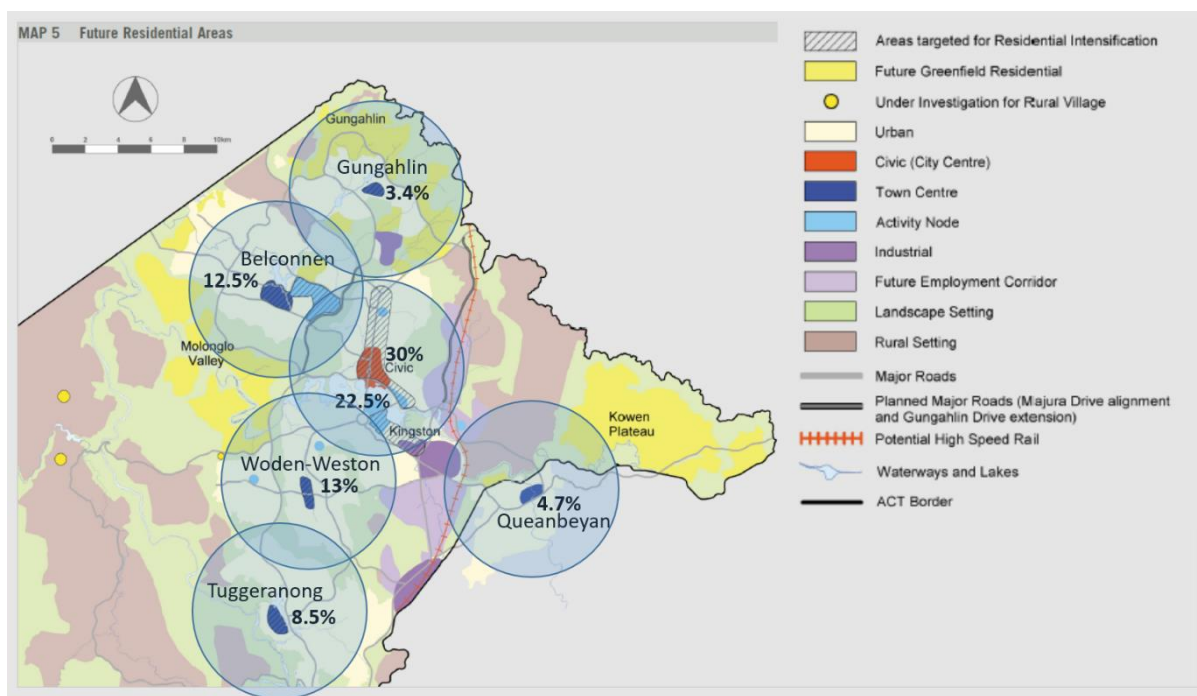
Canberra was examined more closely as it has a number of characteristics that are similar to Wyndham. Both Canberra and Wyndham have been developed as predominantly suburban places and Canberra currently has a population that is very similar in size to that anticipated for Wyndham by 2040.

A significant finding that came out of the analysis of Canberra is that it has 6 primary Town or Civic Centres that have an employment generating focus, as identified on the plan below:

1. Civic (North and South Canberra)
2. Belconnen
3. Woden-Weston
4. Tuggeranong
5. Gungahlin
6. Queanbeyan

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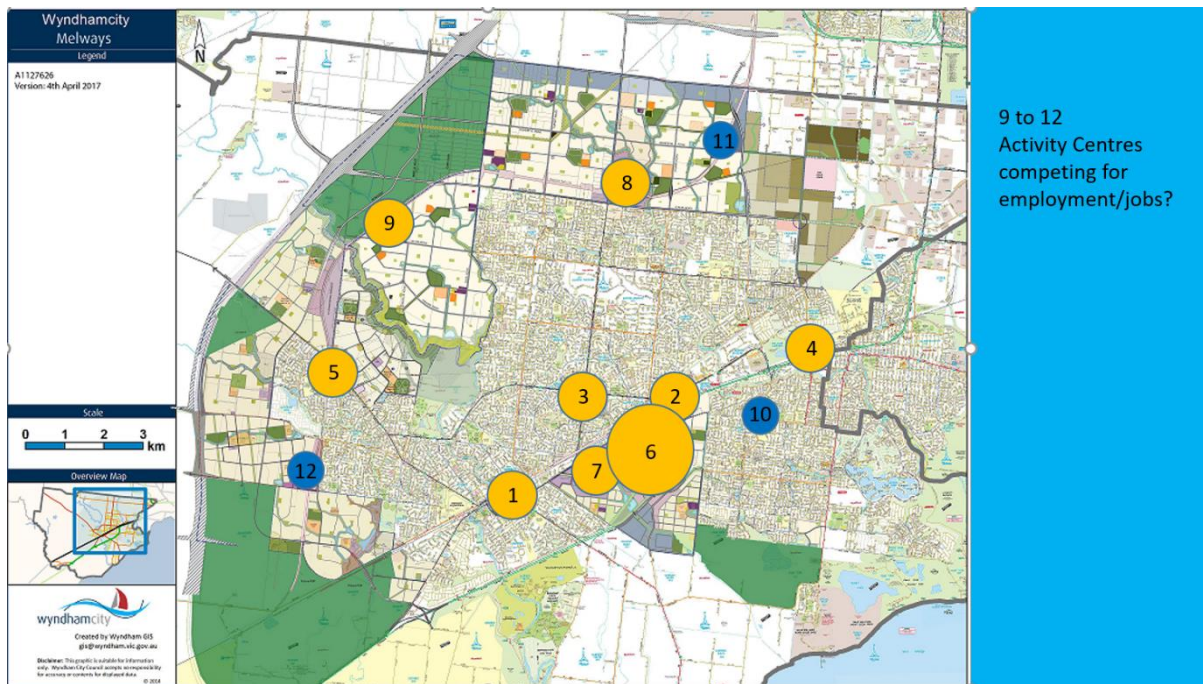
It is noted that other smaller town centres are scattered across the suburban landscape of Canberra but they play a smaller role in employment generation.



<http://apps.actpla.act.gov.au/plandev/sp-pdf/spatialplan.pdf> (with catchments and percentages added by Wyndham City Council, using data from the Canberra Spatial Plan 2004 and the ACT Planning Strategy 2012)

As can be seen above of the 6 centres the Civic City Centre and Kingston activity node are home to 52.5% of all jobs in Canberra and the other large suburban centres are home to many more of the jobs in Canberra (In total the activity centres in Canberra are home to 94.6% of the jobs in Canberra). The reason this is considered so significant in the Wyndham context is that Wyndham potentially has many more centres, many of which are competing for employment generation as identified in the plan below:

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The larger and older more established centres in Canberra are the one's that have the largest number of jobs and smaller more recent centres in the suburbs tend to have less. This is considered to be consistent with the agglomeration effect seen across the world where larger centres usually grow more rapidly and much larger than smaller centres.

This is important to consider in the Wyndham context because Wyndham has historically struggled to deliver urban concentration and there will therefore need to be a conscious effort put into developing urban concentration in Wyndham to deliver the employment agglomeration needed to diversify Wyndham's job base.

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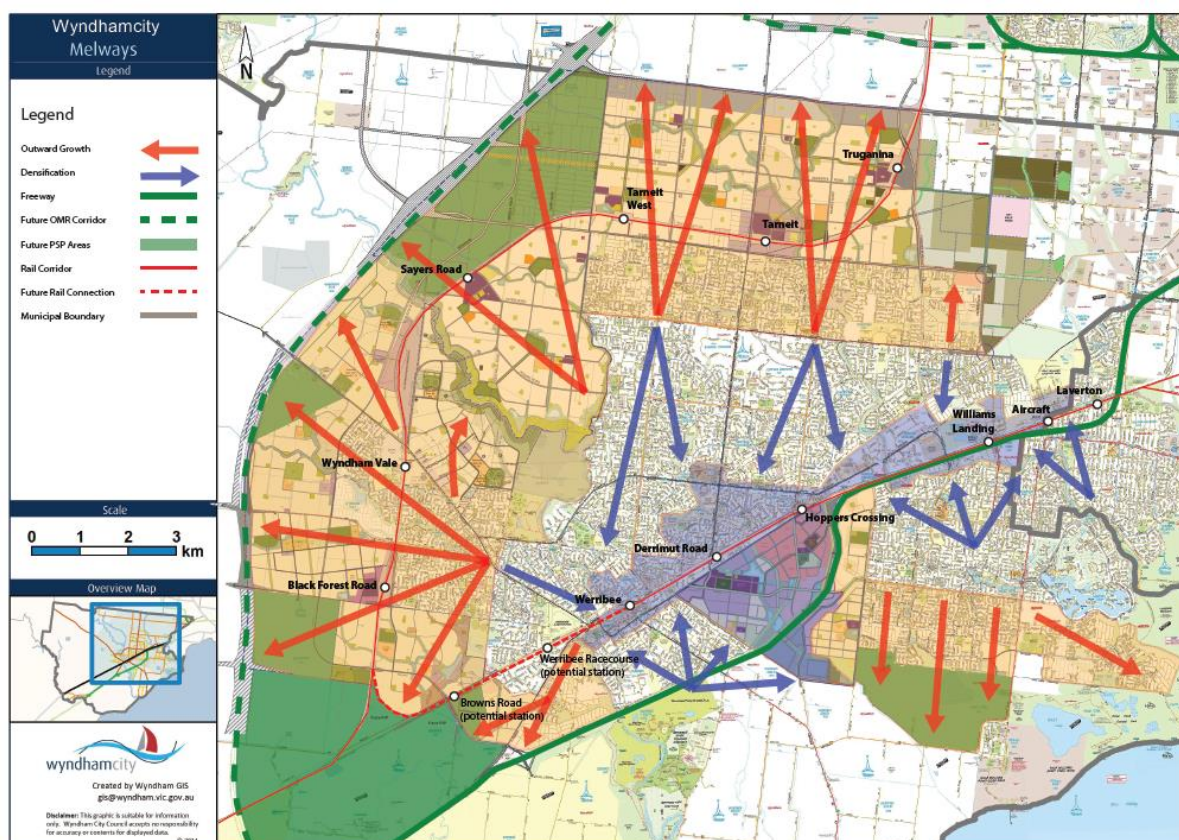
## 6.3 Emerging Spatial Planning Options for Wyndham

### 6.3.1 Spatial implications of Connection and Concentration

The consideration of the future development of an Urban Wyndham through the 4 pillars frame of reference identified the importance of connectivity and concentration to the future of Wyndham from a number of perspectives.

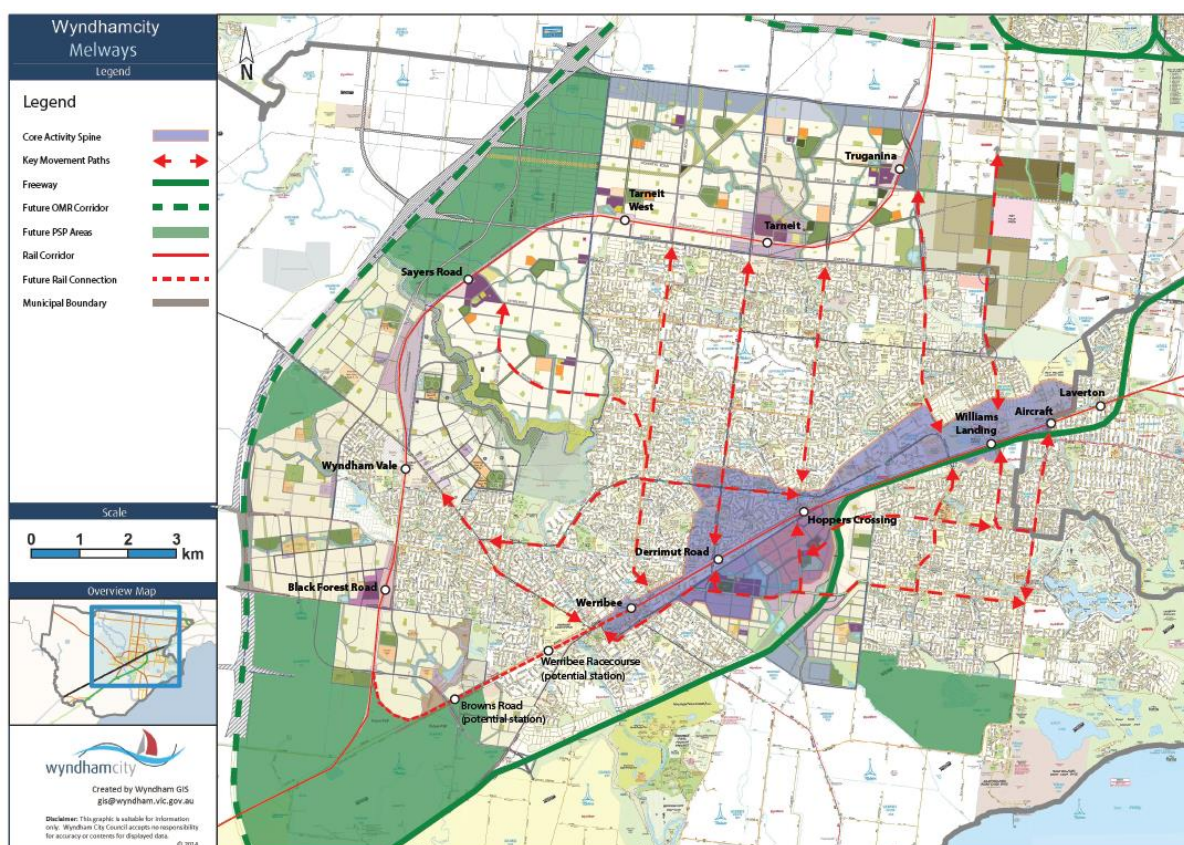
Key insights include the fact that Wyndham's overall area is very large and there has not been a great deal of urban concentration formed in Wyndham to date.

Spatially Wyndham has been growing outwards from the key elements of its transportation network for many years. The key elements of Wyndham's transportation network were originally what is now the Metro railway line and then the Princes Freeway (formally Old Geelong Road). Growth has proceeded generally away from these important pieces of infrastructure as identified in the plan below in a predominantly suburban pattern, with some gaps left primarily in the form of the East Werribee Employment Precinct.



The spines of the Metro railway line, Old Geelong Road and Princess Freeway are now also the location of what can be considered the most urban parts of Wyndham as identified on the plan below:

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This urban heart of Wyndham, for want of a better description, is however quite sparsely developed compared to a genuinely urban typology of development. This is both a challenge and opportunity as there is considerable potential to increase the intensity of development in this area.

### 6.3.2 Preparing the emerging Spatial Planning Options

This emerging options paper having considered a range of factors sets out the six emerging spatial planning options that have been identified or prepared during the development of the paper. Not all of the emerging options identified are considered to have merit for guiding the future planning of Wyndham as an urban place and this is discussed further later in the document. It was thought important to identify all six emerging spatial planning options so that the emerging preferred options have a context. The six emerging spatial planning options identified or prepared are set out below:

**SPO1: The Status Quo**

**SPO4: The Inverted T**

**SPO2: Grow Wyndham's Suburban Centres**

**SPO5: The City Innovation or (CI) Plan**

**SPO3: Future Urban Spine**

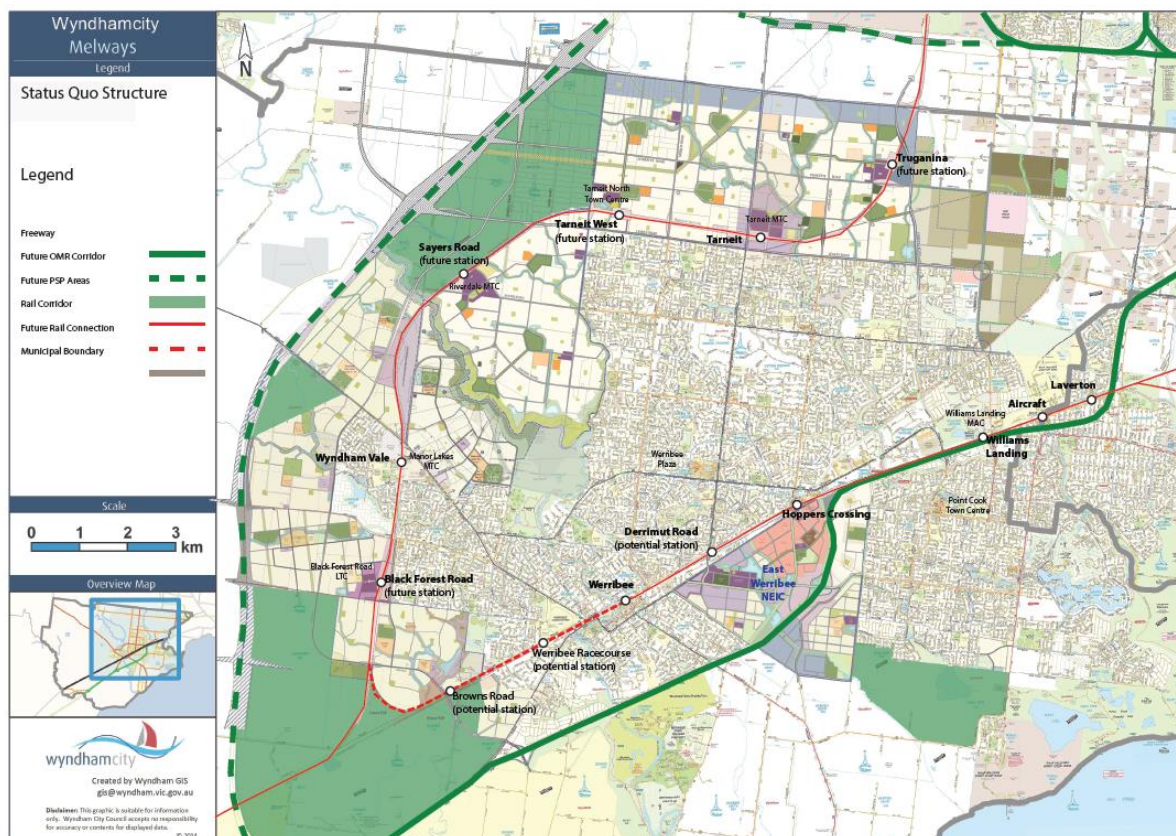
**SPO6: Radial Plan**

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## SPO1: The Staus Quo

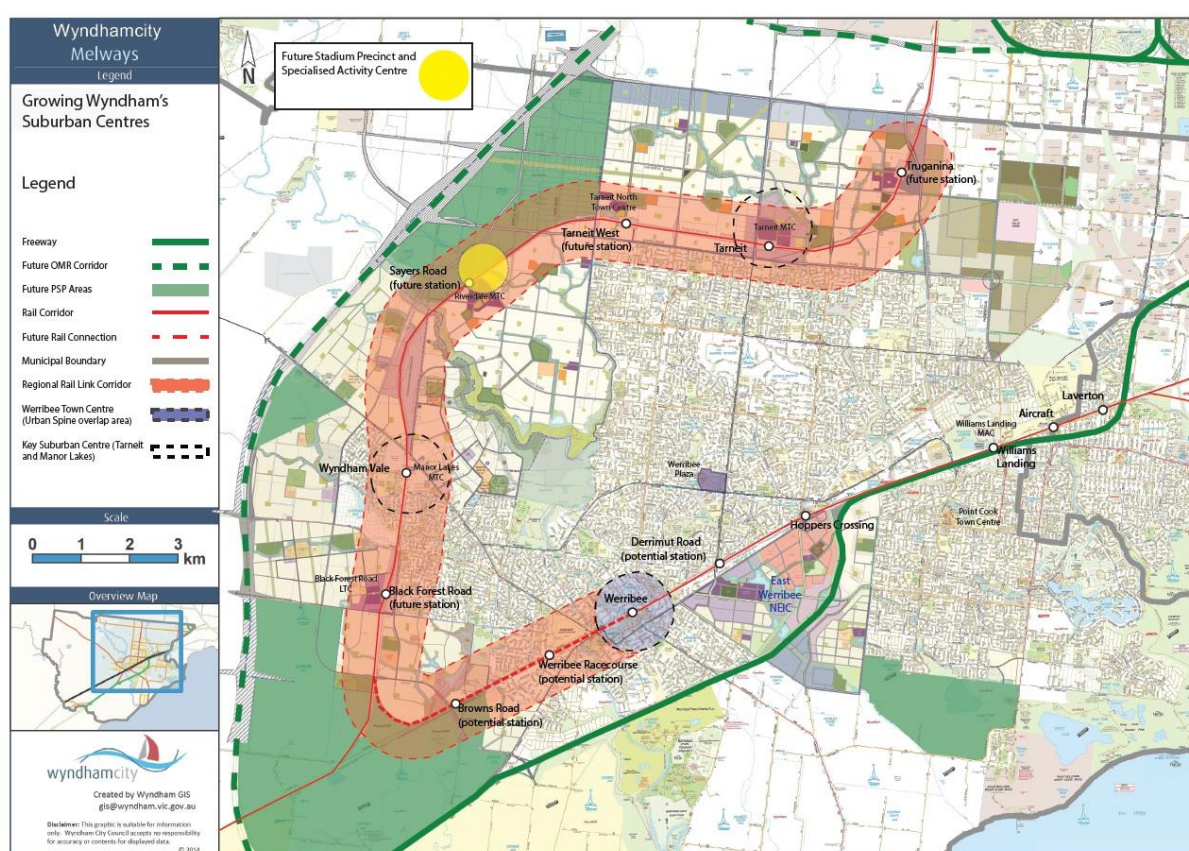
This is the obvious first Spatial Planning Option (SPO1), continue to let Wyndham grow based on its current development patterns and planning framework. This would involve little or no intervention in the current development pattern and planning framework and allowing a primarily suburban development pattern to continue within Wyndham.



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## SPO2: Grow Wyndham's Suburban Centres

The prioritisation of growth in Wyndham's suburban activity centres forms Spatial Planning Option two (SPO2). This option involves focusing attention on rapidly growing Wyndham's suburban activity centres, those located on the Regional Rail Link (RRL) Corridor. The focus on these centres would derive from their greenfield potential as blank canvasses on which to grow best practice modern planning and development solutions to address Wyndham's future growth needs. The suburban activity centres under this option would need to provide the key focus of urban intensification and be re-positioned as urban centres supporting the future growth of Wyndham with increased employment and housing densities and diversity promoted.



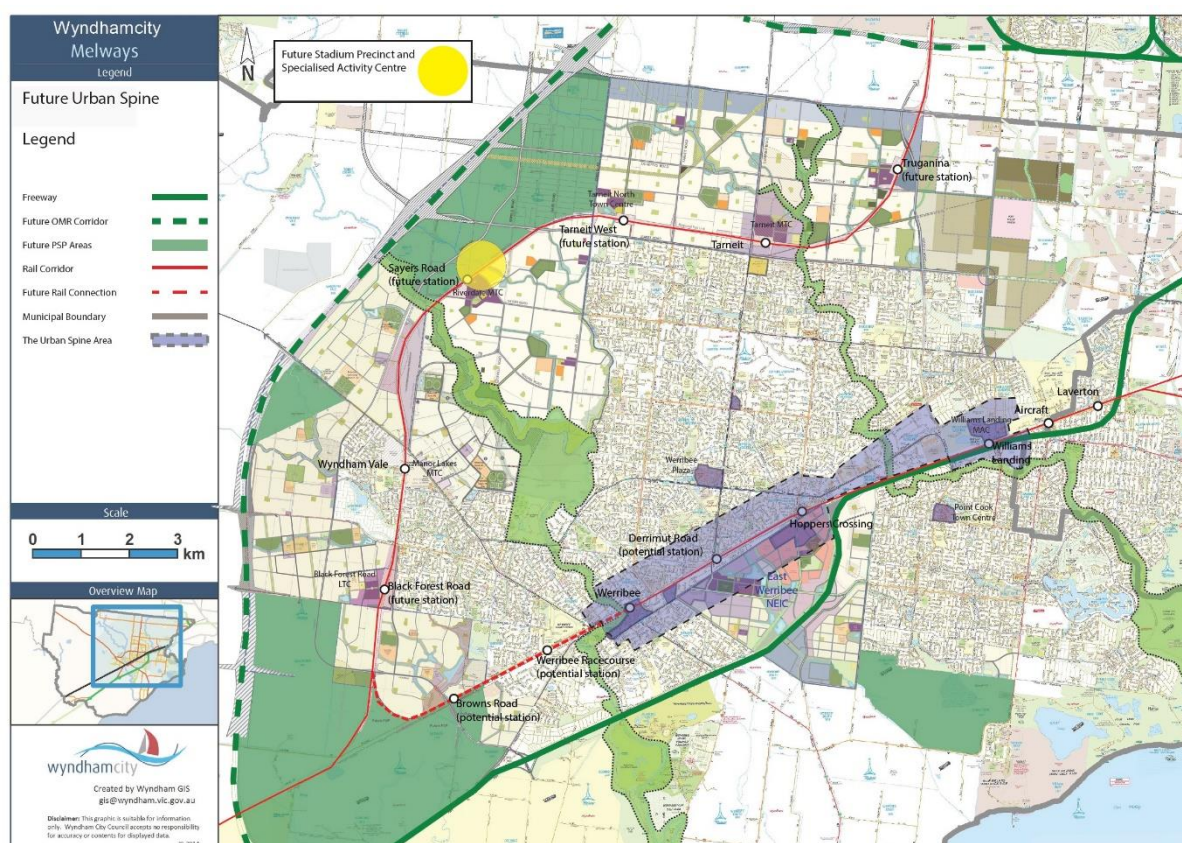
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## SPO3: The Future Urban Spine

The Future Urban Spine or Spatial Planning Option three (SPO3) identifies the spine of activity that runs between Werribee and Hoppers Crossing and onto Williams Landing as the key urban area in Wyndham. It is the oldest area of urban development in Wyndham and is located on key elements of Wyndham's movement economy, in particular the Metro rail corridor. The Future Urban Spine also has close proximity to another key element of Wyndham's movement economy in the Princes Freeway.

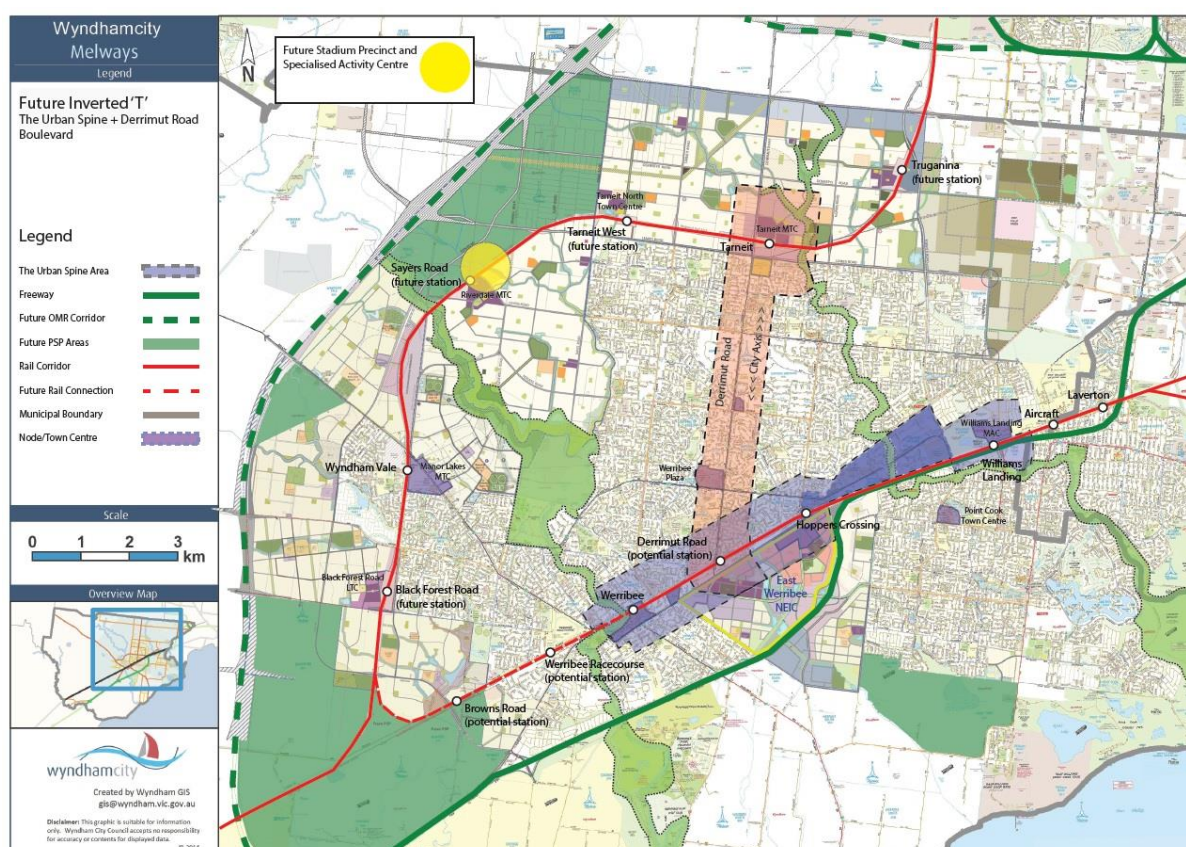
Critically the Future Urban Spine is located adjacent to the proposed East Werribee Employment Precinct (EWEPP). It therefore has the capacity to leverage off future development of this precinct, while enabling Council and the community to be proactive in relation to The Future Urban Spine if development of EWEPP is not as rapid as first envisaged. The Future Urban Spine therefore gives the Wyndham community an opportunity to take control of its own destiny, while recognising and leveraging the future potential of the EWEPP site and any state directed investment into this precinct.



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## SPO4: The Inverted T

The Inverted T Plan or Spatial Planning Option four (SPO4) is a hybrid plan that considers the role of both the Werribee Spine and the Regional Rail Link Corridor and tying these two key elements of the city together to create an urban core for Wyndham that forms the shape of an inverted letter T. It acknowledges the importance of both the Metro railway line and RRL lines to the future of Wyndham. The Inverted T Plan identifies the Werribee Spine as the focus of Wyndham's future urban intensification but acknowledges that a small number of other centres of significant scale and size are required to support this outcome given the geographic size of Wyndham. These other centres are Williams Landing (technically this could form part of the Werribee Spine). Tarneit Major Town Centre in the North and Manor Lakes/Wyndham Vale in the West. Of these 3 centres, Tarneit Major Town Centre would be the largest and is critical because of its location on the critical north south axis of Derrimut Road. Derrimut Road itself becomes a critical coordinating element within the urban structure of Wyndham. Derrimut Road would need to be reimagined under this option as a high urban amenity Boulevard linking the RRL corridor with the Metro line corridor.



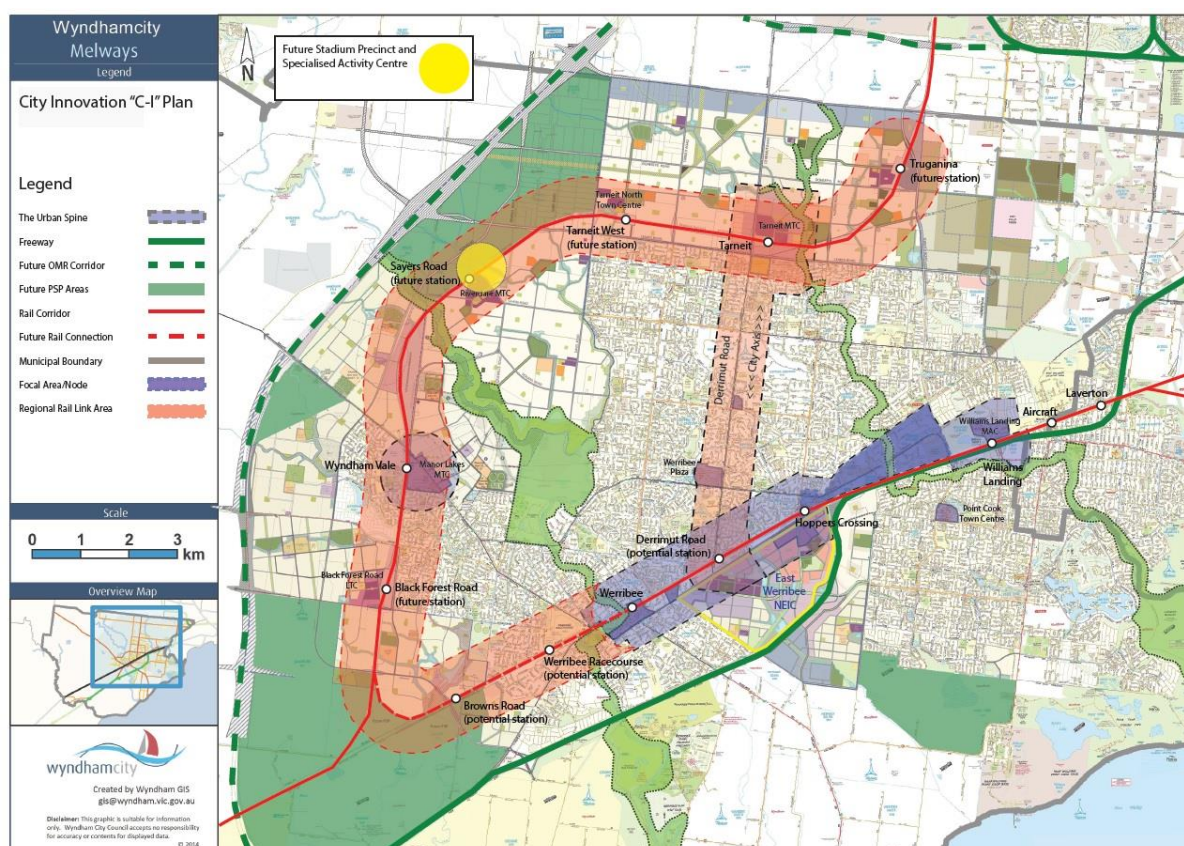
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## SPO5: The City Innovation or CI Plan

The City Innovation Plan (CI Plan) or Spatial Planning Option five (SPO5) is another hybrid plan that considers the role of both the Werribee Spine and the Regional Rail Link Corridor and tying these two key elements of the city together to create an urban core for Wyndham. In fact, the CI Plan is essentially a variation or addition to the Inverted T Plan. The main addition it adds to the Inverted T Plan is to highlight the importance of linking both the Metro and RRL lines utilising the Spur Line connection proposed to link these two lines. The CI Plan recommends that this happen as soon as possible as an important structural element in tying Wyndham together as an urban environment and to promote and connect the Werribee Spine to the new growth suburbs on the RRL line.

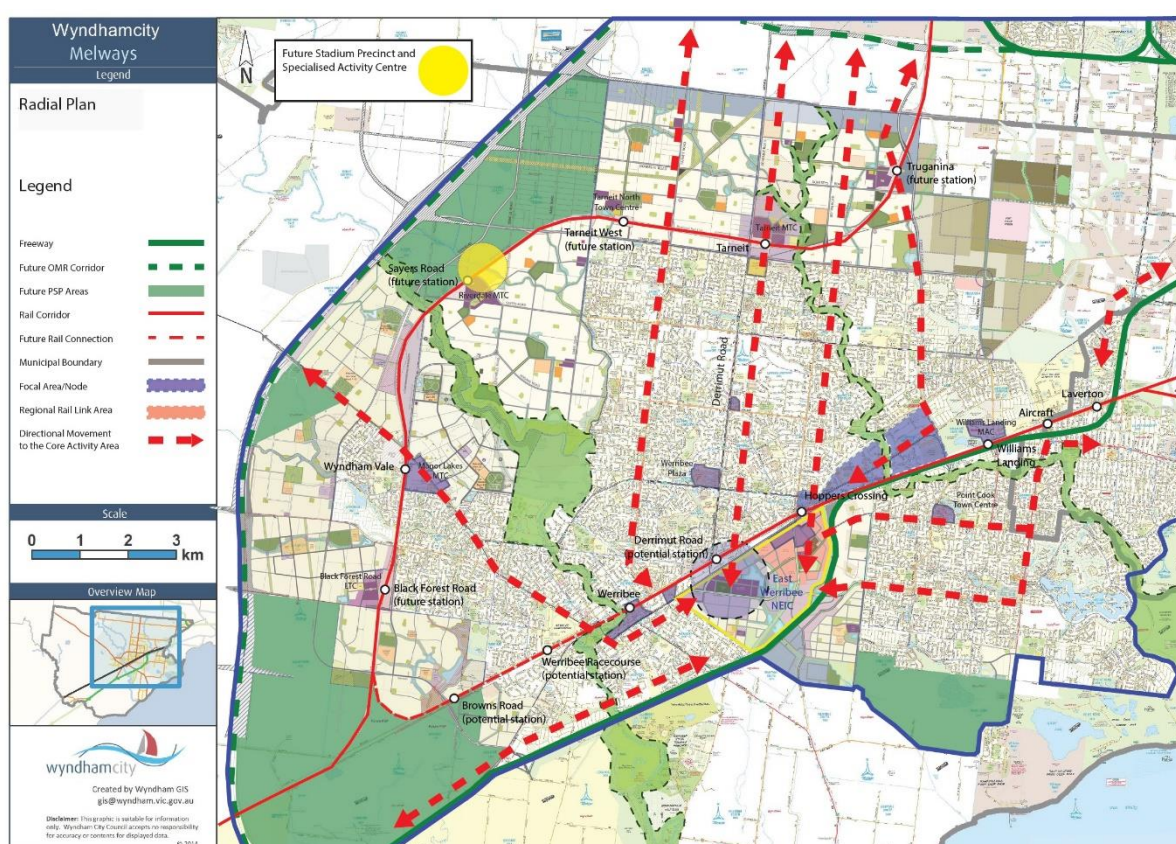
Another benefit of the CI Plan is that it promotes better connections for all of Wyndham through the rail network to the broader world through the Melbourne and Geelong corridors. The CI Plan can also promote the growth of Wyndham's suburban centres along the RRL in an appropriate manner. It recognises that these suburban centres still need to grow as part of Wyndham's growth, but it can emphasise the Inverted T component while encouraging appropriate intensification over time at key nodes along the RRL corridor to facilitate 20 Minute neighbourhood principles.



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## SPO6: The Radial Plan

The Radial Plan or Spatial Planning Option six (SPO6) looks at the urban core of the Werribee Spine and proposes it to be at the centre of a radial network with spokes or linkages out to the periphery that connect Wyndham's suburban areas into this urban core. These spokes or linkages would take the form of Wyndham's key arterial road network and north of the Metro line corridor in particular comprise the 1 mile grid pattern that currently exists, specifically the radial or north south routes. The Radial Plan acknowledges both an inner circle the RRL and an outer circle the Outer Metropolitan Ring Transport Corridor (OMR) that cut across the Radial Plan.



### 6.3.3 Why not more options than this?

This is a good question, there could be others, and if other ideas and concepts emerge from the consultation process with the Wyndham community these can be considered and incorporated. One of the key aspects of the consideration of spatial planning options to date has been how critical concentration is for Wyndham and that a lack of concentration has been critical in delivering the form of development that we have in Wyndham today. Even amongst the options considered identifying the optimal concentration of activity centres or points of concentration across an area as large as Wyndham for an initial phase of concentrated planning and development activity was challenging.

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## 6.4 TESTING THE SPATIAL PLANNING OPTIONS

### What do the spatial planning options offer the future of Wyndham?

A consideration of options against the four pillars and emerging strategic objectives:

#### 6.4.1 Non-preferred Spatial Planning options:

##### SPO1: The Staus Quo

The Status Quo is not considered a viable option given the analysis and findings of this Emerging Options Paper. The status quo option measures up poorly against both the four pillars and the emerging strategic objectives. The Status Quo would not improve, connectivity, concentration, capacity or choice.

##### SPO2: Grow Wyndham's Suburban Centres

Growing Wyndham's Suburban Centres is something that will occur over time, but these centres currently have limited catchments and are unlikely to be able to support significant concentration of activity immediately. Wyndham's Suburban Centres will be able to support some increased concentration and where this is well planned it can and should be supported. Wyndham's suburban centres will still have a role in Wyndham's growth and will over the longer term play a critical role in the transition of Wyndham from a suburban to urban place. What is critical is to ensure that Wyndham's suburban centres, those located on the RRL in particular have the capacity to evolve into urban centres over time. This will involve appropriate planning frameworks being put in place for these centres to enable this evolution and growth. It will be important to allow them to service the immediate needs of the growing suburban catchments around them while protecting the capacity to grow employment and employment diversity over the medium and longer term.

It is thought that Williams Landing offers some guidance on how to do this well, although opportunities exist to improve on this example. Williams Landing has allowed for suburban development to occur while protecting the area around the train station for longer term urban intensification, some of which is starting to occur with considerable success.

##### SPO6: The Radial Plan

The Radial Plan potentially has merit over the much, much longer term but is considered to lack spatial focus and concentration over the next 50 years. Unlike the Inverted T and CI plans that focus on particular connections (namely Derrimut Road and the RRL and Metro Lines), the Radial Plan would disperse activity across more connecting routes. These routes, primarily roads, exist and form part of Wyndham's urban structure, but it is felt that the Inverted T and CI Plans provide greater focus and concentration that are needed at this point in Wyndham's growth and evolution.

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## 6.4.2 Emerging Preferred Spatial Planning Options

The three spatial planning options that are emerging as the preferred spatial planning options are aimed at a transition for Wyndham from being primarily a suburban place to a place that still retains the best aspects of its suburban past while addressing the more negative aspects of this development typology. The three options identified as the emerging preferred options are about moving towards a network of urban centres that will service the suburbs more effectively. This will require a shift in thinking and action that will move parts of Wyndham from a suburban to an urban typology of development.

### The Emerging Preferred Spatial Planning Options for Wyndham's Urban Areas

The following options are emerging as the preferred spatial planning options for Wyndham's Urban areas:

**A combination of:**

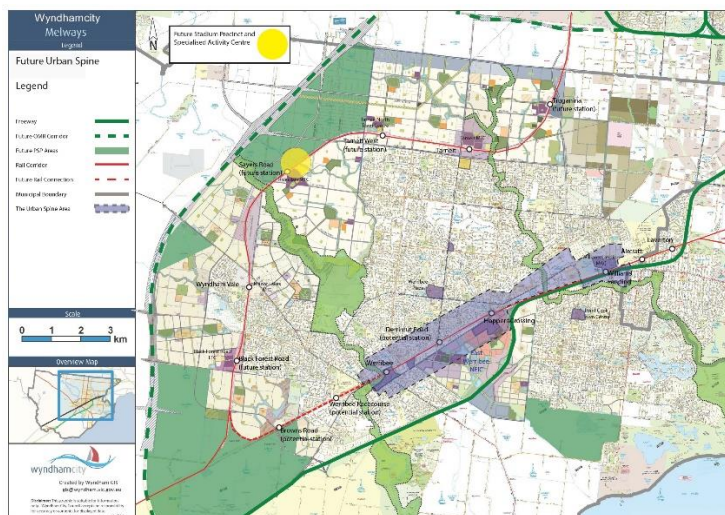
**SPO3 The Future Urban Spine,**

**SPO4: The Inverted T, and**

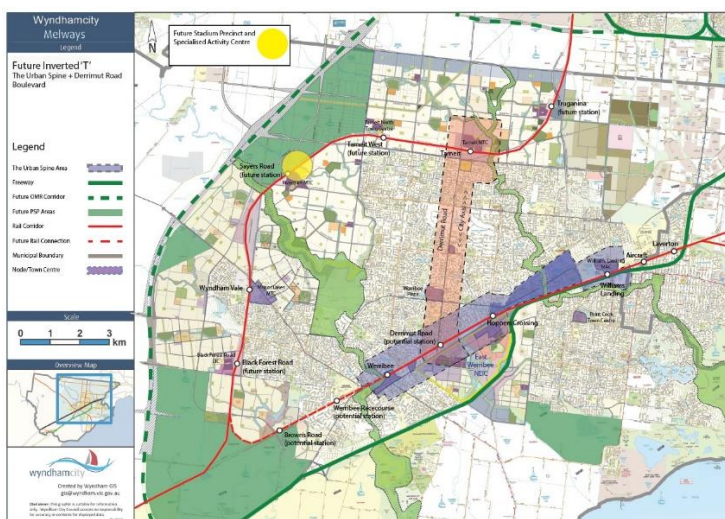
**SPO5: The City Innovation or CI Plan**

Connectivity and concentration are critical issues for Wyndham and a lack of connectivity and concentration has been critical in delivering the urban form that we have in Wyndham today, with its dispersal of activity and commensurate traffic congestion. It is currently considered that The Future Urban Spine, Inverted T and CI Plans provide the optimal connectivity and concentration of activity centres across an area as large as Wyndham for an initial phase of concentrated and connected planning and development activity. This thinking is intended to be further analysed and tested through a piece of work looking at Wyndham's Activity Centre network called: Wyndham's Activity Centre Planning Framework. These emerging preferred spatial planning options will also be tested with the community through consultation on this Emerging Options Paper.

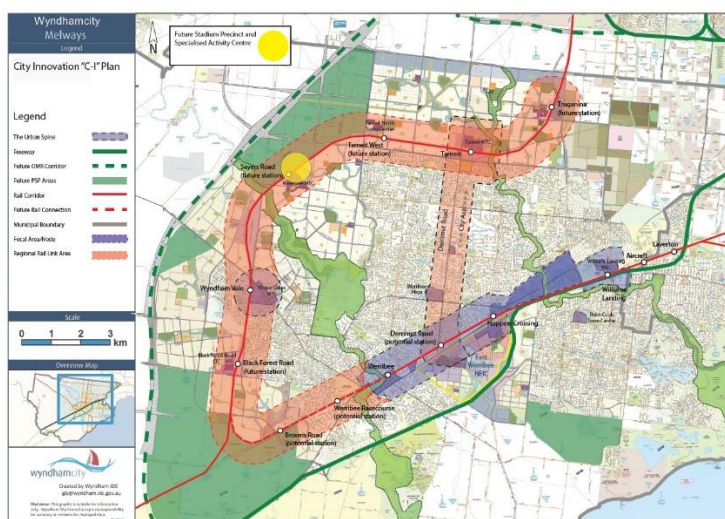
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The Future Urban Spine



The Inverted T



The City Innovation or CI Plan

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### 6.4.3 The Emerging Preferred Spatial Planning Option

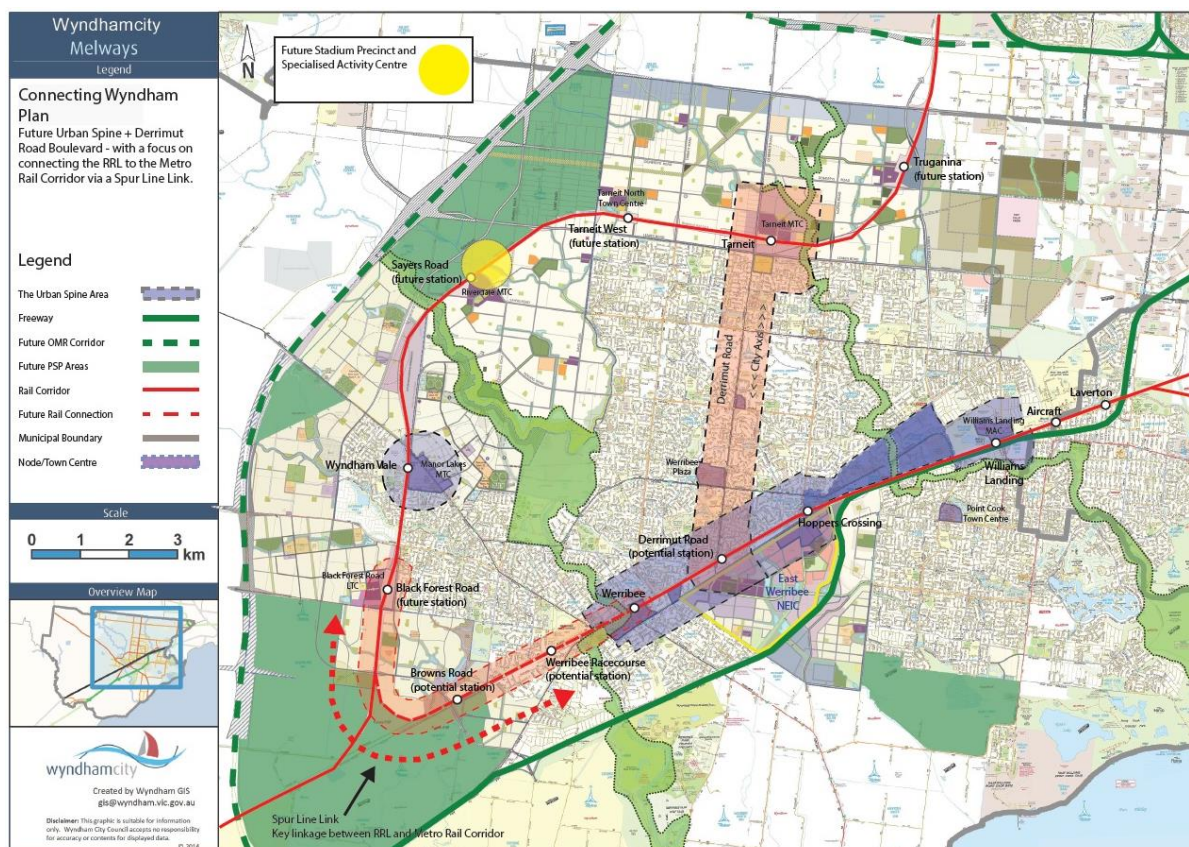
The emerging preferred spatial planning option is essentially a hybrid of The Future Urban Spine, The Inverted T and the City Innovation or CI Plan and has a primary focus on making Wyndham more connected, hence the title the Connecting Wyndham Plan. It is concerned with connecting the Regional Rail Link corridor and Metro line corridor utilising both Derrimut Road and the Spur Line link. It also has the benefit of promoting concentration to support the connectivity proposed. Concentration is a critical issue for Wyndham and a lack of concentration has been critical in delivering the urban form that we have in Wyndham today. The Connecting Wyndham Plan is considered to provide a preferred concentration of activity centres across an area as large as Wyndham for an initial phase of concentrated planning and development activity.

## The Emerging Preferred Spatial Planning Option for Wyndham's Urban Areas

The following is the emerging preferred spatial planning option for Wyndham's Urban areas:

### Connecting Wyndham Plan

This emerging preferred spatial planning option will be tested with the community through consultation on this Emerging Options Paper.



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#### 6.4.4 Shifting from a suburban to an urban typology of development

Wyndham's planning is currently geared towards growing a suburban typology of development at the fastest rate possible. We need planning that is also geared towards growing an urban typology of development. An urban typology that supports jobs growth, job retention, job diversification and creates the best connections possible to these centres of concentration, to grow the capacity and choice of Wyndham's people and their urban environment.

This requires different planning settings in our urban and suburban locations:

#### 6.4.5 What is required in our urban settings?

Our urban settings must be geared towards job intensification and job diversification. They must be well connected in every sense:

- Telecommunications (NBN, 4G, 5G, integrated with the Internet of Things (IoT) revolution)
- Walking, Cycling (Active Transport)
- Public Transport and private vehicles

The structure of our urban settings must be robust and support the creation of place that supports investment and the creation of community memory.

The structure and design of our urban places must be unique and reflective of the unique character of each place (each activity centre).

Our urban places must be places of wellbeing (health), growth (education) and prosperity (wealth creation and investment) where the people of Wyndham Live, Learn and Thrive.

Our urban places must be genuinely public. They must be supported by public investment. They must contain public land and streets. They must utilise public investment to support the opportunity of Wyndham's people to Live, Learn and Thrive.

Our urban places must be places where genuine entrepreneurial activity can take place. Where businesses can take risks and succeed or fail. Land and buildings will need to be provided, potentially with public investment or the support of public investment to enable this to occur.

Our urban places must be places where the people of Wyndham can come together as a community.

Our Urban Places must be part of a network that reinforces the importance of urban place across a network of activity centres. They should support and complement one another rather than compete, some initial high-level ideas on how such a network could be configured are set out below:

Werribee:

- Arts and Culture
- Entertainment and Restaurants, leveraging the Werribee River
- Riverwalk Promenade

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#### Hoppers Crossing:

- Health and Wellbeing
- Innovation in Health
- Health Science
- Health Education
- Paediatric Health Excellence

#### EWEP:

- Education

#### Pacific Werribee:

- Retail
- Community Services
- Community Facilities

#### Williams Landing:

- Commerce and Business
- Professional Services and IT

#### Riverdale:

- Stadium Precinct with Specialised Activity Centre (Sport and Recreation focus)

### 6.4.6 What is required in our suburban settings?

Our suburban settings must retain the capacity for urban evolution over time particularly in our suburban activity centres, by fostering the capacity for interim uses, the innovative and imaginative use of space on an interim basis. They must grow a sense of place and memory that is co-designed with our communities within robust planning frameworks that are capable of change over time, while providing certainty in the structure of place.

#### Options include:

- Preparing Urban Design Frameworks (UDF's) for our suburban activity centres that include robust street networks and public spaces that can be grown around over time. These streets and public spaces (urban squares and urban parks) must be agreed early in the life of an activity centre to provide the structure around which suburban centres can grow and evolve over time.
- Updating Wyndham's Precinct Structure Plans to ensure that greater housing intensity and diversity is provided around our existing and future train stations. This will need to involve mandating particular outcomes for housing within certain proximity of our existing and future train stations. Wyndham's PSP's need to deliver and mandate the delivery of urban villages and future urban centres in our growth fronts. This has to be understood in the

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context of the immature catchments that currently exist and the capacity to grow these effectively over time rather than building out opportunity now.

- The status-quo, letting our activity centres and the land around our existing and future train stations continue to be developed as suburban hinterland.

## 7. Wyndham's Urban areas, Emerging Options and Actions

### 7.1 A well connected Wyndham

Wyndham is somewhat separated from Melbourne in a spatial sense, this is highlighted by the importance of the three umbilical cords that connect Wyndham to Melbourne, the Princes Freeway and the Metro and Regional Rail Link railway lines. Outside of these three key routes there are limited other options for direct high-volume transport access into Melbourne or to other parts of Melbourne from Wyndham.

Yet compared to the rest of metropolitan Melbourne Wyndham is uniquely positioned between Melbourne's two international airports (Tullamarine and Avalon) and is anticipated to be well serviced by key future infrastructure such as the Outer Metropolitan Ring (OMR) corridor (Rail and Road) and the proposed Bay West future port site and Western Intermodal Freight Terminal (WIFT). Wyndham is also important as a key gateway to the rest of the world for the whole western side of Victoria and a lot of this future infrastructure highlights the significance of Wyndham's location at the centre of a constellation of future growth and development in Victoria.

From a technological perspective many of Wyndham's new housing estates are being delivered as NBN ready locations and Wyndham has the potential to leverage this technological connectivity. Wyndham will also need to focus on the highest levels of technological connectivity for its activity centres as these are and will be places where people come together and will need to work from both a human interaction perspective as well as a human to technology interaction perspective.

At more localised levels Wyndham's transport connections are very much car dominated, reflective of its suburban patterns of growth and the significant distance Wyndham's people need to travel to gain access to services and facilities. Local levels of connectivity to the opportunities, services and facilities required for Wyndham's people need to be improved. This will require both investment in better transport infrastructure, land use and urban design outcomes to facilitate more active transport and improvements in targeted technological connectivity.

These issues are reflected in the Emerging Objective:

EO1 (C1): Ensure that Wyndham is well connected internally and well connected with the surrounding region, Victoria, Australia and the world by technology and transport.

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## Specific Issues: A well connected Wyndham

### 7.1.1 Wyndham's connectivity to Melbourne and Geelong by Public Transport

Wyndham's connectivity to Melbourne and Geelong has been severed as a result of the introduction of the Regional Rail Link. Although the Regional Rail Link is a great infrastructure asset that serves some of Wyndham and the people of Geelong it has resulted in a fundamental re-ordering of transport connectivity and how it impacts Wyndham. Firstly, for well over 100 years the main connectivity spine running through Wyndham has been the Werribee-Geelong railway line, what is now primarily the Metro railway line. With the introduction of the Regional Rail Link Wyndham's connectivity with Geelong and Western Victoria has changed significantly.

#### Wyndham's connectivity to Melbourne and Geelong by Public Transport

The following options exist to improve and enhance Public Transport connectivity in Wyndham:

**Option A:** Advocate for the early delivery of the spur line connection between the proposed Black Forest Road train station and Werribee train station.

**Option B:** Advocate for the early electrification of the Regional Rail Link servicing Wyndham and its connection via the spur line to the Metro line creating a contiguous loop to and from Melbourne in both directions.

**Option C:** Advocate for the early extension of an electrified train service to Avalon Airport to function as the key interchange between V-line and Metro Services in the south-west corridor.

**Option D:** Advocate for the early delivery of all train stations on the Regional Rail Link and Metro Lines as soon as possible, subject to appropriate requirements to deliver increased intensity of development around these train stations.

**Option E:** Advocate for the early delivery of all train stations on the Regional Rail Link and Metro Lines as soon as possible.

**Option F:** Reconnect direct services from Geelong to Werribee

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## Emerging Preferred Options: Wyndham's connectivity to Melbourne and Geelong by Public Transport

The emerging preferred options are **Option A, B, C and D**. Option E is not considered appropriate in the absence of appropriate requirements to deliver increased intensity of development around trains stations. Option F, although a laudable goal is unlikely to be supported with the Regional Rail Link providing direct services between Melbourne and Geelong. A more than likely scenario for improving connectivity between Werribee, Wyndham and Geelong is dependent on the delivery of Options A, B and C.

### 7.1.2 Wyndham's Other Public Transport Options

Outside of Wyndham's railway corridors Wyndham's residents currently rely on bus services to provide public transport connectivity. Although a reasonable service Wyndham's current bus services are neither frequent enough or running over long enough hours to encourage higher levels of patronage. This needs to change to enable Wyndham to reduce traffic congestion, particularly at peak times and to provide more choice to the people of Wyndham in how they get around.

A new technology that has recently come onto the scene that may offer Wyndham with an opportunity to address some of its localised public transport needs and address the issues with its bus service patronage levels is the Trackless Tram.

### 7.1.3 Trackless Trams

Trackless Trams are a relatively new technology that have recently received the approval of one of Australia's pre-eminent transport academics Professor Peter Newman of Curtin University. Professor Newman has historically argued that trains and trams are better than buses but has recently returned from a trip to China convinced that the trackless tram (or autonomous rail transit (ART) as it is called in China) is a transformative transit technology. (Newman, P. 2018)

According to a recent article in The Conversation, Professor Newman notes:

#### **"So what can the new technology do?"**

Trackless trams are neither a tram nor a bus, though they have rubber wheels and run on streets. The high-speed rail innovations (incorporated into the ART) have transformed a bus into something with the best features of light rail and none of its worst features.

It replaces the noise and emissions of buses with electric traction from batteries recharged at stations in 30 seconds or at the end of the line in 10 minutes. That could just be an electric bus, but the ART is much more than that. It has all the speed (70kmph), capacity and ride quality of light rail with its autonomous optical guidance system, train like bogies with double axles and special hydraulics and tyres. ...

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The standard ART system is three carriages that can carry 300 people, ... In three years of trials no impact on road surfaces has been found.

### How do trackless trams improve on light rail?

Trackless trams can avoid the worst features of light rail – disruption and cost. It can take years to lay rail tracks, causing major disruption to local economies, as is happening in Sydney. ... the cost has been far beyond original expectations. Sydney is costing over \$120 million per kilometre. The Gold Coast was similar. Canberra and Newcastle are over \$80 million per kilometre ...

The trackless tram costs around \$6-\$8 million per kilometre. And it can be put into a road system over a weekend.” (Newman, P. 2018)

Below is a photo of a trackless tram and characteristics of transit system table that compares the merits of Trackless Trams (ART) to Bus Rapid Transit (BRT) and Light Rail Transit (LRT):



The battery powered trackless tram, or ART, in operation in Zhuzhou, showing the trackless autonomous guidance system. (Newman, P. 2018).

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## Characteristics of transit systems

The table summarises the key characteristics of Bus Rapid Transit (BRT), Light Rail Transit (LRT) and Autonomous Rail Transit (ART, or trackless tram) systems.

Characteristic	BRT	LRT	ART
Speed and capacity	✓	✓✓	✓✓
Ride quality	✗	✓✓	✓✓
Land development potential	✗	✓✓	✓✓
Cost	✓	✗	✓
Disruption to services and local economy in construction period	✓	✗	✓✓
Implementation time	✓	✗	✓
<b>Overall</b>	✓	✓✓	✓✓✓

Source: Author provided

(Newman, P. 2018).

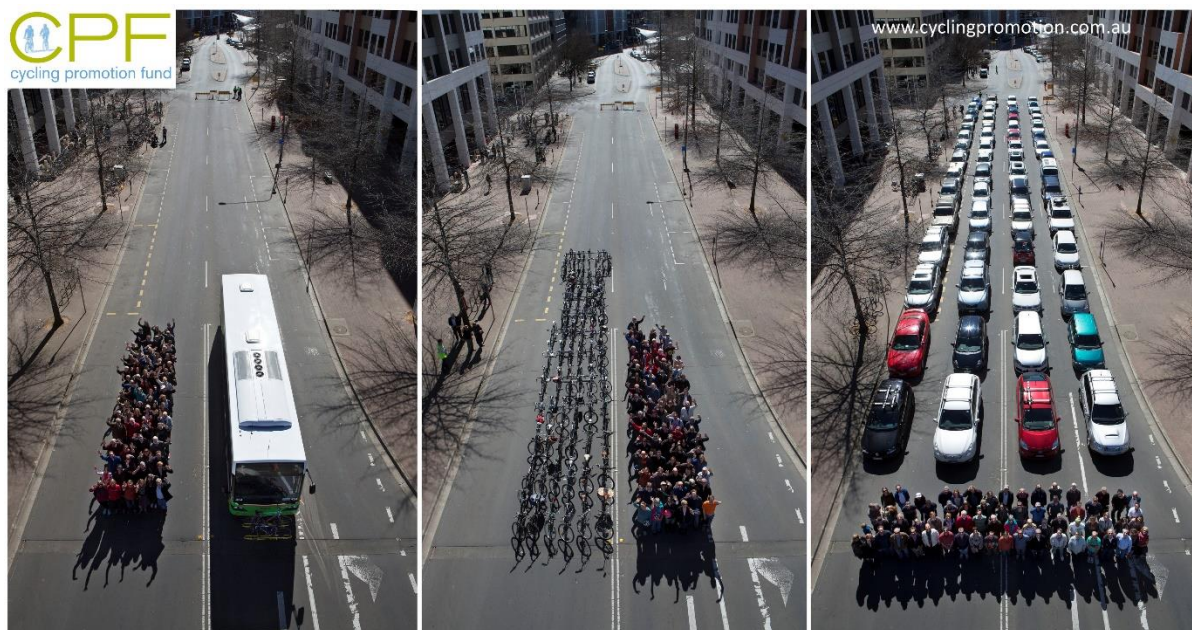
## So why is the Trackless Tram considered so compelling?

There are many new transportation technologies currently being investigated and developed, including autonomous cars, other types of autonomous vehicles, autonomous passenger drones, drone taxis and electric bicycles to name some of them. Many of these technologies were considered in one of the background papers prepared for this emerging options paper. Autonomous vehicles were viewed as problematic in terms of realistic timeframes for mass adoption and because they do not sufficiently address congestion.

The reasons the trackless tram is so compelling include its capacity to tackle congestion. Unlike an autonomous car or even autonomous drones or drone taxis, the trackless tram has the capacity to move large numbers of people effectively, and in turn it has the potential to impact positively upon congestion, by moving more people while utilising less space.

The image below from the cycling promotion fund puts the issue into perspective:

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<https://www.bicycles.net.au/2012/09/cycling-promotion-fund-reminds-aussies-cycling-advantage/>

Public transport and cycling take up significantly less space than cars being driven individually. The trackless tram has the capacity to improve congestion by moving people to where they need to go particularly Wyndham's train stations while reducing the need for car movements and car parking.

As part of preparing this emerging options paper two potential pilot trackless tram routes have been identified for further investigation and are identified below:

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## Wyndham's Other Public Transport Options

The following options exist to improve and enhance Public Transport connectivity in Wyndham:

**Option A:** Improve bus services and bus service connectivity in Wyndham and increase the frequency of key bus services that provide connectivity to Wyndham's train stations.

**Option B:** Wyndham should investigate the feasibility of delivering Trackless Trams to service Point Cook and the Derrimut Road spine between Old Geelong Road and the Tarneit Major Town Centre.

**Option C:** Following investigation of feasibility advocate for the early delivery of Trackless Trams to service Point Cook and the Derrimut Road spine between Old Geelong Road and the Tarneit Major Town Centre.

**Option D:** Increase the level of car parking available at Wyndham's existing and proposed train stations, provided it is well integrated with the delivery of high amenity outcomes in Wyndham's activity centres.

**Option E:** Wait for driverless and autonomous vehicles to address any Public Transport deficits in Wyndham.

## Emerging Preferred Options: Wyndham's Other Public Transport Options

The emerging preferred options are **Option A, B, C and D**. Option E is not considered appropriate given the existing levels of traffic congestion in Wyndham, the expected timeframe over which such technological advances will be delivered, and the fact that driverless and autonomous vehicles are not necessarily going to result in reduced congestion because of their road space needs.

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### 7.1.4 Funding Wyndham's Public Transport Options

The cost of funding enhancements to Wyndham's rail network in the form of rail line upgrades, new stations and potentially trackless trams is significant. It will be critical to coordinate this infrastructure delivery with the intensification of development potential it can support. This requires two main components:

- Ensuring that existing funding sources are directed to the funding of this infrastructure in a coordinated and sequenced way.
- Ensuring investment in new public transport infrastructure is complemented by increases in the intensification of development and that this intensification of development potential helps fund the infrastructure, where this is possible.

How can this best be achieved? Two main mechanisms exist to facilitate these outcomes: the Growth Area Infrastructure Charge (GAIC) and Development Contributions (DC's).

#### **GAIC:**

GAIC funds have thus far been utilised in an ad hoc and uncoordinated way, although this has begun to improve in the last few years. GAIC funds need to be better coordinated to deliver rail infrastructure upgrades. This should be done by requiring GAIC investment to be complemented by commensurate commitments to increase the intensity of development around where the investment will occur, particularly around new train stations. In the absence of this work being done by others it should be developed by Council in consultation with the Wyndham community.

#### **Development Contributions:**

Development Contributions (DC's) could potentially be used to partly fund trackless trams in Wyndham. This is because the land surrounding the routes trackless trams could potentially be located on could leverage development intensification. This potential for development intensification can be used in part to fund DC's that would pay in part for the delivery of the trackless trams that facilitate this type of development in a virtuous circle funding arrangement.

#### **City Deals and other funding options:**

City Deals and other funding options for transport infrastructure will also need to be investigated. A City Deal for the delivery of a trackless tram in Point Cook could potentially align the three levels of government, Federal, State and local in a partnership arrangement that could be supported by private sector financing.

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## Funding Wyndham's Public Transport Options

The following options exist to improve and enhance funding arrangements for Public Transport in Wyndham:

**Option A:** Utilise GAIC funding in an ad-hoc and uncoordinated manner to fund infrastructure.

**Option B:** Utilise GAIC funding in a coordinated way that requires GAIC investments to be complemented by commensurate commitments to increase the intensity of development around where the investment will occur, particularly around new train stations.

**Option C:** Ensure GAIC funds are not frittered away on smaller projects, GAIC funds should be harnessed to fund significant game changing investments in public transport, where the funds are allocated for such purposes.

**Option D:** The use of Development Contributions should be investigated as a funding source for the delivery of Trackless Trams in Wyndham, particularly in terms of any pilot Trackless Tram proposals.

**Option E:** Utilise Councils capital to fund Trackless Trams.

## Emerging Preferred Options: Funding Wyndham's Public Transport Options

The emerging preferred options are **Option B, C and D**. Options A is considered to be a poor use of GAIC funds and should be avoided in future. Option E is not preferred but could potentially be considered but only after other funding options have been fully investigated.

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### 7.1.5 Wyndham's Active Transport Options

Active transport or walking and cycling are important and fundamental elements of any transport system. In fact, many trips in any transport system begin or end with walking. Active transport modes promote active living and support healthy lifestyles. Walking and cycling are also advantageous from a climate change and environmental perspective. However, in many parts of Wyndham, getting around by walking or cycling is not as easy as it should or could be. Wyndham does have some high-quality walking and cycling infrastructure such as the Federation Trail and numerous cycling routes, however more needs to be done to enable more people to walk and cycle to their destinations of choice or to other transport options such as train stations or other forms of public transport.

However, Wyndham's history of suburban development has resulted in considerable focus on the provision of infrastructure for motor vehicles, primarily the private car.

Accessibility for all, designing a city for 5 and 80 year olds, walking as the privileged mode.

At more localised levels Wyndham's transport connections are very much car dominated, reflective of its suburban patterns of growth and the significant distance Wyndham's people need to travel to gain access to services and facilities. Local levels of connectivity to the opportunities, services and facilities required for Wyndham's people need to be improved. This will require both investment in better transport infrastructure, land use and urban design outcomes to facilitate more active transport and improvements in targeted technological connectivity.

EO2 (C1): Wyndham's activity centres must be well connected in every sense, this includes technological connectivity as well as planning specifically for the First Kilometre/Last Kilometre of travel both to and from these activity centres, ensuring connectivity by all transport modes including active modes.

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## Wyndham's Active Transport Options

The following options exist to improve and enhance Active Transport connectivity in Wyndham:

**Option A:** Prepare First Kilometre/Last Kilometre Plans for all of Wyndham's Major Activity Centres as soon as possible or as Urban Design Frameworks are being prepared and over time prepare First Kilometre/Last Kilometre Plans for all of Wyndham's Activity Centres.

**Option B:** Align future walking and cycling strategies to the delivery of improved First Kilometre/Last Kilometre Plans for all of Wyndham's Activity Centres.

**Option C:** Increase the intensity of development around all of Wyndham's train stations and Activity Centres commensurate with the size and purpose of each Activity Centre.

**Option D:** Develop ad-hoc walking and cycling infrastructure for Wyndham's Activity Centres and growth areas.

**Option E:** Design Wyndham's Activity Centres for 5 and 80 year olds with walking as the privileged transportation mode.

### 7.1.6 Wyndham's Road Connection Options

This emerging options paper recommends a greater focus on forms of transport other than the private motor vehicle particularly in terms of how people in Wyndham move around locally. However, Wyndham's road connections are and will remain critical to its connectivity. Wyndham's road connections are currently heavily congested as identified in preliminary outputs from the Wyndham Transport Modelling project that is currently underway. This might be partially alleviated by the Western Roads Upgrade package that is currently being delivered by State Government. However, the need for ongoing and robust delivery of further road upgrades is critical to Wyndham's future connectivity. In particular, road connectivity that will improve overall transport system effectiveness will be critical. This involves delivering road network improvements to both the already developed areas of Wyndham and its newer growth areas. A priority list of Wyndham's transport infrastructure priority options in Section 8 of this paper identifies a range of Inner and

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Outer road infrastructure projects that will service the needs of Wyndham’s developed and growth areas.

### 7.1.7 Wyndham’s Technological Connection Options

As discussed earlier in this emerging options paper we are on the cusp of a new technological revolution that will bring considerable change to Wyndham and the entire world. Significant advances are being made in artificial intelligence (AI), virtual reality (VR), augmented reality (AR), 3D printing, driverless vehicles and drone technology. Some of these technologies will only come to full fruition by 2040 or beyond, others will advance and be taken up more rapidly. This emerging options paper identifies the need for Wyndham’s Urban Places to be adaptable and ready for this change without over emphasising its importance. Wyndham 2040 still places an emphasis on people being at the centre of all of our planning and development. As such the urban places aspired to by this emerging options paper are people focused. Technology should be the servant of people, we shouldn’t be slaves to our technology.



Source: <https://www.economist.com/business/2012/03/10/slaves-to-the-smartphone>

Importantly we need to make sure that the places where people come together in Wyndham, whether at Activity Centres or community and recreation facilities, are places where people have access and connectivity to the technology they need to live rich and fulfilled lives, that enable and enrich their capacity to interact with other people.

This could take various forms, including:

- Digital Hubs for all of Wyndham’s Activity Centres
- Augment Reality Hubs in Wyndham’s Activity Centres

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- Virtual Reality Hubs in Wyndham's Activity Centres
- 3D Printing Hubs in Wyndham's Activity Centres
- Making sure all residences in Wyndham are NBN connected (where are the gaps?)
- Driverless cars (autonomous cars)
- Driverless buses and trams
- Trackless trams
- Drone transportation (Drone taxi's)

The reality is that some of these technologies will be delivered or located within people's homes. However, some will require thinking about how we deliver innovative activity centre design. Although, this emerging options paper focuses on mass transit autonomous vehicle solutions to the congestion problem faced by Wyndham it acknowledges that other types of autonomous vehicles will be developed over time. If we are going to have autonomous vehicles whether they be driverless cars or even driverless drones there will be a need for space to bring these technologies into the areas that people want to get to for interaction with other people, for business or pleasure. These types of issues should be considered when developing and retrofitting activity centres.

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## 7.2 Wyndham's Urban Places

### Wyndham's vibrant, concentrated, attractive, high amenity urban places

Wyndham covers a large area and the physical distances are often under appreciated. Within this large area Wyndham is primarily suburban, characterised by spread out detached housing interspersed with the occasional shopping centre that is predominantly accessed by private car. This structure has led to a lack of concentration of activity within Wyndham's urban fabric or at best the concentration of specific land use types only, such as retail. There are very few places in Wyndham that could genuinely be described as urban and mixed use.

#### Urban:

in, relating to, or characteristic of a town or city.

"the urban population"

#### synonyms:

[built-up](#) · [town](#) · [city](#) · [inner-city](#) · [densely populated](#) · [townified](#) · [citified](#)

versus

#### Suburban:

of or characteristic of a suburb.

"suburban life"

#### synonyms:

[residential](#) · [commuter](#) · [dormitory](#) · [bedroom](#) · [exurban](#)

At present apart from the Werribee City Centre and potentially Williams Landing, most of Wyndham is characterised by suburban forms of development. There is a need to provide for vibrant, concentrated, attractive, high amenity urban places in Wyndham to better provide for the communities needs for more local and diverse employment and access to services and urban amenity. These places are Wyndham's existing and proposed Activity Centre's.

Importantly, Wyndham's Activity Centre's need to be genuinely mixed-use locations, where people can come together for a range of reasons and where single land uses do not predominate. It is also important that they are owned and developed at least in part by the Wyndham community, meaning they are genuinely public places. In relation to Wyndham's existing activity centres these need to be transitioned to more genuinely mixed-use destinations and incorporate genuinely public places, including urban parks, public streets, public urban plaza's and squares. Where possible these spaces should be co-designed with the local community and the programs and activities run in them programmed with the local community.

Wyndham's Activity Centres need to be concentrated centres of activity, business activity, community activity, artistic and cultural activity, recreation and leisure activity, all forms of activity. Suburban typologies will not deliver the intensity and vibrancy required of these places to attract investment and human interest. Concentration also relates to the networked nature of Wyndham's Activity Centres. Each activity centre cannot be viewed in isolation, it forms part of a network of Activity Centres and each will need to play its role in this network. The Activity Centre network in Wyndham will need to clearly identify a hierarchy including those centres where concentration of public investment will be focused, otherwise this investment is likely to be too thinly spread across such an expansive geographic area.

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To achieve high quality concentrated development outcomes it is also important that Wyndham's activity centres are designed as places of the highest urban amenity. They must be attractive as places where people choose to come together because the environments are rich in unique qualities, reflective of the uniqueness of the communities that have created them. Spaces and places within the activity centres must be public, not all of the land must be public, but there must be public spaces. Public streets, public parks, urban plaza's and squares. These spaces must be of a human scale, they must include tree planting where appropriate. Streets in activity centres in particular should be well vegetated with trees to provide shade and visual interest.

These issues are reflected in the Emerging Objectives:

- EO4 (C2): Ensure that Wyndham creates concentrated, vibrant, attractive, high amenity urban places that can attract investment and are places where people can come together meet, connect with each other or just relax and enjoy.
- EO5 (C2): Ensure that development is concentrated into urban environments, primarily activity centres serviced by train stations in the form of increased intensity of housing, commercial and business activity, arts and cultural activity.
- EO6 (C2): Wyndham's activity centres as centres of concentrated activity will form part of a network of activity centres that will complement and support one another, where certain centres are identified for focussed commercial investment and intensification and other centres are identified for other types of intensification such as housing.

### 7.2.1 Wyndham's Activity Centres

Wyndham's Activity Centres are critical to the future of Wyndham as an urban place. In fact, the vast majority of the connectivity, concentration, capacity and choice that this emerging options paper is seeking to foster is reliant on the effective delivery of high quality, urban activity centres that will service the suburbs and rural areas of Wyndham. Wyndham's Activity centres must be vibrant, attractive, high amenity urban places that deliver a sense of community and are in part public and in part private places as articulated in the sections above.

### 7.2.2 Wyndham's Housing Options

Wyndham's housing options will be guided by the Wyndham Housing and Neighbourhood Character Strategy that was recently adopted by Council in August 2018. Consistent with the Housing and Neighbourhood Character Strategy this emerging options paper recommends that more effort is put into intensifying housing in activity centres and around Wyndham's existing and proposed railway stations. This emerging options paper also flags the potential for utilising new modes of transport such as the Trackless Tram that could be used to stimulate urban intensification around proposed stations. The important thing is for housing to play an important role in the urban evolution of Wyndham and for housing to support and enhance the urban intensification efforts being sought through the Wyndham Urban Framework Plan in Wyndham's activity centres and around Wyndham's existing and proposed railway stations.

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## Wyndham's Activity Centre Options

The following options exist to improve and enhance Activity Centres in Wyndham:

**Option A:** Prioritise concentration of activity in the Future Urban Spine in the first instance, particularly at Hoppers Crossing and Williams Landing.

Investigate the potential for increasing the scope of the Williams Landing Activity Centre to the east and south of the Princes Freeway. Support increased concentration of activity in the Werribee City Centre including its designation as a Metropolitan Activity Centre (MAC), subject to the concentration of development being consistent with maintaining the high amenity value of the existing street network, heritage places and public places within the Werribee City Centre.

**Option B:** Ensure that newer Activity Centres particularly those on the Regional Rail Link corridor or located within Precinct Structure Plans have robust Urban Design Frameworks or Structure Plans prepared for them. The Urban Design Frameworks or Structure Plans for these Activity Centres must identify public street networks, other public places such as public parks and more urban places like public plaza's and squares. These public components must be delivered to high standards of urban amenity. Public investment must be made in the purchase and development of these public places, where this public investment is required.

**Option C:** Encourage and support the development of the East Werribee Employment Precinct as a National Employment and Innovation Cluster (NEIC) and complement and integrate the development proposed along the Future Urban Spine.

**Option D:** Increase the intensity and concentration of development around all of Wyndham's Activity Centres and train stations commensurate with the size and purpose of each Activity Centre.

**Option E:** Diversify the mixture of land uses and development typologies locating in all of Wyndham's Activity Centres commensurate with the size and purpose of each Activity Centre.

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## Wyndham's Activity Centre Options (continued)

The following options exist to improve and enhance Activity Centres in Wyndham:

**Option F:** Grow the diversity of housing located within all of Wyndham's Activity Centres, particularly the provision of housing types that are under-represented in Wyndham, dwellings with one and two bedrooms. Apartment products of greater bedroom sizes can also be pursued if part of an overall mixture of housing in a particular development. Housing delivered in Wyndham's Activity Centres must be commensurate with the size and purpose of each Activity Centres. Some Activity Centres will have a significant housing component as part of the land use mix, others will be primarily focused on employment and commerce, retail, art's and culture, health and well-being, with housing forming a smaller share of the overall land use mix.

**Option G:** Encourage the development of affordable and social housing within Wyndham's Activity Centres where they are shown to have existing services that support these forms of housing.

**Option H:** Focus attention on the Activity Centres located along the Regional Rail Link Corridor or located within Precinct Structure Plans because of their 'blank canvas' nature, given they are located in urban growth area, green field settings.

**Option I:** Allow Wyndham's Activity Centres to develop in an uncoordinated way, where each activity centre operates in isolation of the others and without taking the entire Activity Centre network into consideration.

## Emerging Preferred Options: Wyndham's Activity Centres

The emerging preferred options are **Options A, B, C, D, E, F and G**. Options H highlights the potential of Wyndham's green field activity centres as blank canvas's however it is thought that Option B in particular is a more robust response to Wyndham's greenfield activity centres. Option I is considered to be a counter-productive response to the growth of Wyndham's Activity Centres as it would result in activity centres that are working against one another and against the interests of the Wyndham community.

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### 7.3 The time and places in which to grow Wyndham's capacity

#### The time and places in which to grow the capacity of Wyndham's people:

Much of what this emerging options paper identifies as needing to be addressed comes back to giving the people of Wyndham more time to live their lives. Whether it be improving transport connectivity to reduce the amount of time spent on congested roads, or encouraging investment and development in infrastructure, facilities and services to locate closer to where the people of Wyndham live, the idea is to increase the amount of time people have to live fulfilled lives.

Wyndham 2040 clearly identifies the need to create Places for People in Wyndham. This emerging options paper is in part about identifying the planning and development options available to Council to facilitate the creation of places where people can live, learn, earn, grow and thrive. Places where the capacity of Wyndham's people can be grown, nurtured and enhanced. Places that are capable of doing this cannot be one dimensional. This means that Wyndham needs to create places, primarily its activity centres, where people have more options than just shopping. Wyndham's activity centres need to be genuinely mixed use urban locations, they cannot have a focus that is overly dominated by retailing alone or any other single use for that matter. Retail is part of the dynamic mix of any genuinely mixed-use activity centre but it cannot be allowed to predominate or crowd out the potential for other uses. Wyndham's activity centres must provide and protect the opportunity for the following types of uses to grow and develop within its activity centres: commercial uses, services, self-run and small scale businesses and employment (i.e. co-working spaces, small office home office (soho) development, etc), community uses, educational uses, cultural and civic uses, health and well-being uses, recreational uses and public spaces that are places where people can come together as a community in spaces that they control through democratic processes.

To grow this type of capacity in Wyndham's Activity Centres, land must be set aside and made available for these uses within structures that are adaptable to change over time. This is most likely to be effectively achieved by ensuring Wyndham's Activity Centres have roads and street structures that provide a location in space around which such uses can find an address that is directly connected to the outside world. It will also require public investment in securing the capacity growing potential required of Wyndham's Activity Centres is achieved.

These issues are reflected in the Emerging Objectives:

- EO7 (C3): Grow jobs capacity in Wyndham, in particular the number and diversity of jobs within Wyndham with a particular focus on Wyndham's resident workforce's potential.
- EO8 (C3): Ensure that the people of Wyndham have more **time** to grow their capacity to live, learn, grow and thrive, by reducing travel times, increasing diversity of employment, health, wellbeing and cultural opportunity closer to where people live. **Less time travelling, more time living.**

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EO9 (C3): Wyndham’s urban places must be places where there is a capacity for the people of Wyndham to come together as a community to live, learn, grow and thrive.

### 7.3.1 Growing Capacity in Wyndham’s Activity Centres

Growing choice in Wyndham’s Activity Centres is about achieving the right balance between public and private space, public and private investment and ensuring the capacity for a diversity and mixture of uses.

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## Growing Capacity in Wyndham's Activity Centre Options

The following options exist to grow capacity in Wyndham's Activity Centres:

**Option A:** Ensure that Activity Centres in Wyndham have public street networks, other public places such as public parks and more urban places like public plaza's and squares. These places are to provide the capacity for the people of Wyndham to come together as a community in democratically rather controlled settings. These public places must be delivered to high standards of urban amenity. Public investment must be made in the purchase and development of these public places, where this public investment is required.

**Option B:** Ensure that the capacity for a diversity and mixture of land uses and development typologies is planned for and provided for in all of Wyndham's Activity Centres commensurate with the size and purpose of each Activity Centre. Larger centres should accommodate a greater diversity of land uses commensurate with the long term needs of Wyndham's people.

**Option C:** Ensure that all activity centres are designed to be accessible by all modes of transport including walking, cycling, cars and public transport and that people can access and pass through them using all of these modes of transportation.

**Option D:** Enable all of Wyndham's Activity Centres to facilitate multiple employment types to diversify Wyndham's employment base.

**Option E:** Diversify the mixture of land uses and development typologies locating in all of Wyndham's Activity Centres commensurate with the size and purpose of each Activity Centre.

**Option F:** Allow Wyndham's Activity Centres to continue to grow as they have in the past as centres dominated by single land uses, arrival by car and limited public or democratic space.

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## 7.4 Genuine choices to live, learn, earn, grow and thrive

This emerging options paper has identified that choices are not always available for Wyndham's people. Whether it is limited local employment options, limited transport options or limited housing choice, Wyndham's land use and development environment are not always providing the breadth of options required to appropriately service the people of Wyndham and is not providing the choices required from a modern urban environment.

Wyndham 2040 clearly identifies the need to provide choice to the people of Wyndham, whether it be providing varied and plentiful local employment options, the ability to move around Wyndham easily and connect with Melbourne and the rest of Victoria using different forms of transport, opportunity for people to learn and gain employment, opportunities to stay fit and healthy or a good mix of shopping destinations.

To grow choice this emerging options paper has discussed the need to move parts of Wyndham from a suburban to an urban development typology. Urban types of development have the potential to increase people's choices in terms of how they live, learn, earn, grow and thrive through an increased diversity of developments and land use opportunities. This means that Wyndham needs to create places, primarily its activity centres, where people have more choice. Wyndham's activity centres need to be genuinely mixed use urban locations, they cannot have a focus that is overly dominated by one or two land uses. Wyndham's activity centres must provide and protect the opportunity for many different types of development and land uses to grow and develop within its activity centres.

To grow this type of choice in Wyndham's Activity Centres, similar to growing capacity within Wyndham's Activity Centres, land must be set aside and made available for a broad variety of developments and uses within structures that are adaptable to change over time. This is most likely to be effectively achieved by ensuring Wyndham's Activity Centres have roads and street structures that provide a location in space around which such development and uses can find an address that is directly connected to the outside world. It will also require public investment in securing the diversity and choice required of Wyndham's Activity Centres is achieved.

These issues are reflected in the Emerging Objectives:

- EO10 (C4): Increase the choices for all the people of Wyndham to access their desired, housing, employment, educational, health, leisure, and cultural needs within Wyndham so that they can better live, learn, grow and thrive locally.
- EO11 (C4): Ensure that sufficient and well targeted land and development potential is made available for the people of Wyndham to have genuine choices to access their desired, housing, employment, educational, health, leisure, and cultural needs within Wyndham.
- EO12 (C4): Ensure genuine choices in terms of transport options for the people of Wyndham, where the opportunity exists to access and effectively utilise different transport options.

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### 7.4.1 Growing Choice in Wyndham's Activity Centres

#### Growing Choice in Wyndham's Activity Centre Options

The following options exist to grow choice in Wyndham's Activity Centres:

**Option A:** Ensure that Activity Centres in Wyndham have a genuine diversity of spaces, some public street networks, other public places such as public parks and more urban places like public plaza's and squares. The diversity and choice in spaces should promote a combination of both publicly owned and managed space but also privately owned and managed spaces that the public see and use as public spaces. All these public places must be delivered to high standards of urban amenity. Public investment must be made in the purchase and development of these public places, where this public investment is required.

**Option B:** Ensure that a diversity and mixture of land uses and development typologies is planned for and provided for in all of Wyndham's Activity Centres commensurate with the size and purpose of each Activity Centre. Larger centres should accommodate a greater diversity of land uses commensurate with the long term needs of Wyndham's people.

**Option C:** Ensure that all activity centres are designed to be accessible by all modes of transportation walking, cycling, cars and public transport and that people can access and pass through them using all of these transportation modes.

**Option D:** Enable all of Wyndham's Activity Centres to facilitate multiple employment types to diversify Wyndham's employment base and to provide employment choice to Wyndham's people.

**Option D:** Diversify the mixture of land uses and development typologies locating in all of Wyndham's Activity Centres commensurate with the size and purpose of each Activity Centre.

**Option E:** Allow Wyndham's Activity Centres to continue to grow as they have in the past as centres dominated by single land uses, arrival by car and limited public or democratic space.

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## 7.4.2 Employment Growth and Employment Diversity Options for Wyndham

### Growing Employment Diversity and Choice in Wyndham

The following options exist to increase the range and diversity of job opportunities in Wyndham:

**Option A:** Zone land in strategic locations within and adjoining Wyndham for a range of unspecified employment outcomes.

**Option B:** Purchase land within Wyndham's key activity centres to facilitate the creation of entrepreneurial job locations.

**Option C:** Zone land within Wyndham's key activity centres to facilitate the creation of a diversity of employment generation.

**Option D:** Ensure that land is made available within Wyndham's activity centres to support jobs growth and a diversification of employment in these locations, while ensuring that industrially zoned land serves its primary function and does not get turned into de-facto activity centres in poorly serviced locations.

**Option E:** Wait for the market to identify opportunities and respond to rezoning requests on an ad-hoc basis as they are received.

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## 8. Emerging Infrastructure Priority Options

The following Emerging Infrastructure Priority Options are being considered to respond to the emerging options identified in this paper:

### 8.1 Transport Infrastructure Priority Options (INNER)

- A. Hoppers Crossing Level Crossing Removal and Street Reconfiguration.
- B. Werribee Level Crossing Removals.
- C. Upgrade of Derrimut Road as the key Connecting Boulevard in Wyndham (That ties the newer and older parts of Wyndham together). Investigate Trackless Tram Option EWEP to Tarneit Major Town Centre.
- D. Dunning's Road Extension across the Princes Freeway.
- E. Duplication of Ashcroft Avenue in William's Landing
- F. Investigate Trackless Tram Routes (Pilot Routes):
  - F.1: Werribee Station or EWEP to Tarneit Major Town Centre
  - F.2: RAAF Williams Point Cook to Williams Landing via Point Cook Road and Palmers Road
  - F.3: Loop Connections:
    - As shown on Page 77 of this Emerging Options Paper: Potential pilot Trackless Tram routes for Wyndham.
- G. Investigate other Trackless Tram Routes Loops (Longer Term).

### 8.2 Transport Infrastructure Priority Options (OUTER)

- A. Ison Road Bridge over Melbourne Geelong Railway line (will also reduce congestion in Werribee).
- B. Delivery of Davis Road and Black Forest Road Train Stations (Subject to requirements for Housing Intensification targets).
- C. Delivery of all other proposed Train Stations on both the Regional Rail Link and Metro Lines (Subject to requirements for Housing Intensification targets).
- D. Forsyth Road extension between Leakes Road and Derrimut Road.

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- E. Point Cook Road Duplication
- F. Ballan Road Duplication.

## 8.3 Community and Recreation Infrastructure Priority Options

### Community Infrastructure

#### A. *Riverbend Integrated Community Learning Hub*

The existing Werribee Library is to move the Riverbend Integrated Community Learning Hub in 2021. This library will be the main library for the Wyndham municipality.

#### B. *Williams Landing Library*

There is a potential need for a library to be located at Williams Landing. Council is currently undertaking a review to determine if a library is needed in this location and what type of library facility is needed in this location.

#### C. *Regional Art Gallery*

*A regional art gallery to be located within the Werribee CBD.*

#### D. *Health and Well-Being Hub*

The State Government has identified that that two Health and Well-being Hubs may be required to be built within the Municipality. The location of the hubs has not been confirmed however the likely location is Werribee and Tarneit.

#### E. *Land for Emergency Services*

Land is required to be set aside for emergency services, SES, MFB, CFA, Ambulance Victoria and the Police. Council is currently facilitating discussions with the authorities with a view to identifying sites within the municipality to meet the services providers requirements.

#### F. *Primary Schools*

There is a current shortage of primary schools in Point Cook and Williams Landing. It has been identified that a new primary school is needed to be built within Point Cook and Williams Landing to meet the needs of the community.

#### G. *Family Violence and Safety Service Hub*

The location of the hubs is currently unknown. There is potential for there to be multiple locations across the Municipality.

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## Open Space Infrastructure

### A. Regional Venue - Major Sports

A rectangle major sports facility located at Riverdale, 1160 Sayers Road

### B. Tarneit Indoor Recreation Facility

The site is located north of the Tarneit Town Centre and within the Tarneit North PSP (S-89-03). The facility will include high ball / gymnastics facilities. The facility will be of regional significance for Western Melbourne.

### C. Lawrie Emmins Reserve

The master planning for the reserve is currently being undertaken. The reserve will service a regional catchment area. The reserve may include parkland, a regional cycling venue, velodrome, BMX, event space. The redevelopment of the reserve will be staged and the first stage is expected to commence in 2020.

### D. Regional Venue – Cricket

The land for the regional cricket facility is identified in the East Werribee Employment PSP. A regional cricket facility located in East Werribee Employment Precinct. This venue will be potentially the first regional venue delivered within Wyndham, however timing of the delivery will be dependent on the development of the East Werribee Employment Precinct.

## 9. FURTHER WORK AND NEXT STEPS

### 9.1 Further Work

Although substantial amounts of planning have been done for Wyndham in the form of Precinct Structure Plans and planning for the Regional Rail Link corridor, there has been very little in the way of wholistic strategic planning for the entirety of the Wyndham urban area. The vast majority of planning for Wyndham has been about adding the capacity for suburban expansion onto the existing suburbs of Wyndham. This emerging options paper has taken a different approach and is looking at Wyndham's urban areas from a more wholistic strategic perspective. To fill in this wholistic strategic perspective further work is required, some of which is already underway.

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## 9.2 Further Studies and Analysis

### Immediate and ongoing:

- Wyndham Transport Modelling Project
- Activity Centre Planning Framework

### Subject to ELT and Council Endorsement:

- Future Urban Spine Project
- Trackless Tram investigation project
- Work on Bid-Rent curves for Wyndham's two rail corridors
- Structure Plan for Hoppers Crossing (including First Kilometre, Last Kilometre Plan)
- First Kilometre, Last Kilometre Plans for Werribee and Williams Landing
- Urban Design Frameworks (UDF's)/Structure Plans and First Kilometre, Last Kilometre Plans for Tarneit, Manor Lakes and Black Forest Road South Activity Centres

## 9.3 Next Steps

It is intended to consult with the community and stakeholders on this Emerging Options Paper to enable the considerations and options presented to be refined and improved as appropriate. As the further work identified is being completed and progressed, the various options put forward in this paper will be further tested and refined to formulate a Preferred Options Paper for further consideration by the community and other stakeholders.

Following the preparation and consultation on the Preferred Options Paper a final Wyndham Urban Framework Plan and Delivery Strategy will be developed that will become Council's driving strategy for land use and development for the urban areas of Wyndham to 2040.

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