


# YOUR CONSIDERED OPINION

Response to consultation on  
options and recommendations  
from the citizen juries





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In April 2016, Infrastructure Victoria released its *All things considered* paper, which presented over 200 options to meet Victoria's infrastructure needs. The paper sought to start a conversation with stakeholders and the community about the different ways we could address the infrastructure challenges now and over the next 30 years.

The release of *All things considered* commenced a phase of consultation that incorporated a range of activities, including convening two citizen juries. The juries, one in metropolitan Melbourne and the other in regional Victoria, were asked to deliberate on the question 'What should we do to meet Victoria's infrastructure needs?'. Each jury met six times over three months before providing a final report of recommendations to Infrastructure Victoria.

In August we released the *All things considered consultation report*, which summarised all feedback received on *All things considered*. This report shows how Infrastructure Victoria has responded to that feedback as well as the recommendations made by the citizen juries.

This document supports *Victoria's draft 30-year infrastructure strategy* (draft strategy) and the *Draft options book version two*.



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## ALL THINGS CONSIDERED PUT THE OPTIONS ON THE TABLE.

Consultation with the public and stakeholders showed support for some of the options, challenged our thinking on others and generated new ideas.

## THE COMMUNITY AND STAKEHOLDERS PROVIDED THEIR OPINIONS THROUGH A RANGE OF DIFFERENT CONSULTATION CHANNELS.

These included an online platform, submissions, targeted interviews and meetings, workshops with university students and community research on selected options.

## WE ALSO ASKED TWO CITIZEN JURIES 'WHAT SHOULD WE DO TO MEET VICTORIA'S INFRASTRUCTURE NEEDS?'

A summary of their recommendations and our response is included in this report.

# Getting to here

To develop the 30-year infrastructure strategy for Victoria, we put everything on the table. *All things considered* presented all of the options we could think of that would meet the infrastructure needs and helped us to understand what people supported, didn't support or thought we had missed. In the month following its release, we received 264 formal submissions and almost 550 comments and interactions on [yoursay.infrastructurevictoria.com.au](https://yoursay.infrastructurevictoria.com.au). We also undertook community research on selected options. There was a significant program of stakeholder engagement, which included meetings with local government networks across regional and metropolitan Melbourne, private sector roundtables, meetings with community and commercial leaders in regional Victoria, and targeted interviews with leaders in social and environmental organisations.

We also held two workshops with university students at Monash University, Clayton, and Deakin University, Geelong, to test the strategy's vision. Given the strategy takes a 30-year perspective, it was important to ensure the vision for 2046 was shared by those people who will be most greatly impacted by the recommendations in the strategy.

Finally, we convened two citizen juries to respond to the question 'What should we do to meet Victoria's infrastructure needs?'. Each jury met for six full-day sessions from April to July 2016 to build their understanding of the issues and deliberate on recommendations. In total, jurors spent approximately 50 hours together, and were also able to interact with one another through a private online forum. Both juries provided a report to Infrastructure Victoria with their recommendations for the 30-year strategy.

The feedback from these different consultation channels has helped us to determine the level of support for the options, reassess some that had previously been filtered out, often in light of new evidence, and also led us to develop new options that we had not considered before.

This report provides a summary of the key themes that were raised in relation to each of the 19 infrastructure needs, and how we have used the feedback. If there is a specific option you are interested in learning more about, we encourage you to read the *Draft options book version two* at [yoursay.infrastructurevictoria.com.au](https://yoursay.infrastructurevictoria.com.au).

## WANT TO FIND OUT MORE?

Like *Laying the foundations*, feedback received in formal submissions, roundtables, meetings and through the online platform was analysed internally by Infrastructure Victoria and externally by the consulting firm Nation Partners (which was also involved in facilitating the roundtables and meetings). The full report produced by Nation Partners can be found at [yoursay.infrastructurevictoria.com.au](https://yoursay.infrastructurevictoria.com.au).

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## WE'VE USED YOUR FEEDBACK TO RECONSIDER OUR OPTIONS.

This has included changing the description or scope of options, reviewing options assessments and developing new options.

## WE'VE USED YOUR VIEWS TO HELP PRIORITISE THE OPTIONS.

However, this is only one input and in some cases our recommendations vary from community feedback.

## WE'VE ALSO USED THE CITIZEN JURIES' RECOMMENDATIONS TO SHAPE THE DRAFT STRATEGY.

In many cases our recommendations are aligned but where there are differences, our rationale is presented.

# What we've done

The responses from the consultation on the options and the citizen jury deliberations and recommendations have all been used to inform the development of the options and the draft strategy. Feedback on specific options has been used in four ways:

1. Developing **new options** – Some respondents pointed out gaps in the list of options or suggested new ideas that we had not considered. In some cases, these new ideas could be accommodated within the scope of an existing option. Examples of the new options that have been developed and included in the recommendations are noted throughout the report.
2. Changing the **scope** of an option – While an option may have received support, there were some suggested changes to the scope of that option, for example, expanding an option to include other locations or changing the route of a transport project. In some cases we have changed the title of the option to better reflect its intention.
3. **Reassessing** options – There were calls to reassess some options that had previously been filtered out in Infrastructure Victoria's initial assessments. Where evidence was provided in support of the need to reassess an option, this was undertaken. As a result some options have been reconsidered in preparation of the draft strategy.
4. Understanding **community support** – In some cases, this was the first time an option had been publicly discussed. The consultation phase provided evidence of the level of community support for options.

Community support has been a factor in shaping the strategy, but it has not been the only criteria for recommending an option. Despite low levels of community support, there is evidence that some options are very good ideas. In other cases, an option has very high support, but there is limited evidence to demonstrate its viability. While the recommendations in the draft strategy ultimately have to be grounded in evidence, we've taken community views seriously and sought to explain our recommendations in the context of what has been presented to us.

Where feedback has been given that is not related to the options, this has informed the draft strategy more broadly. This is the case for some of the recommendations made by the citizen juries. We have used their responses to test our own thinking and determine priorities. The final section of this report provides an overview of the citizen jury process, their recommendations and how we have responded to those recommendations.





# PUBLIC CONSULTATION ON THE OPTIONS



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**OVERALL, THE RESPONSE TO ALL THINGS CONSIDERED WAS POSITIVE, ALL THINGS BEING CONSIDERED.**

Respondents were appreciative of the breadth of options being discussed and the transparent approach to assessments.

**WE HAVE ADDRESSED A NUMBER OF GAPS THAT PEOPLE IDENTIFIED IN THE OPTIONS.**

This included issues about asset management and technology-related options.

**THE DRAFT STRATEGY HAS BENEFITED FROM THE CONSULTATION ON OPTIONS.**

We have taken on board the different perspectives and evidence presented, and used these to develop and prioritise options.

# What has changed and what hasn't

The community and stakeholders were broadly supportive of the options presented in *All things considered*. There was appreciation for the breadth of options being discussed; for example, that social housing was discussed alongside transport infrastructure, or that the importance of community spaces as they relate to the demands on the health or justice systems was acknowledged. There was also support for the transparent and open presentation of the options. While the volume of information provided during the options phase was overwhelming, people responded positively to the visibility of this information and Infrastructure Victoria's thinking as it enabled them to make more informed submissions on the options. In response, some people provided evidence to dispute the assessment or scoping of options.

Many of the options were well supported and they have been recommended in the draft strategy. The draft strategy has benefited from the consultation phases on options, as well as from the first phase on the objectives and needs.

## Managing population growth

As many respondents noted, a number of Victoria's infrastructure challenges are driven by population changes. There was some discussion as to whether government should be more pro-active and direct population growth to areas where there is already infrastructure in place. There was a commonly held view that this could be achieved through providing incentives for businesses to relocate to regional areas.

Infrastructure Victoria's focus is on encouraging better use of existing infrastructure where there is spare capacity and improving the way infrastructure is sequenced and delivered to shape and respond to the population changes in particular areas. However, we have limited evidence to support options to decentralise economic activity and/or population growth to regional Victoria as part of the 30-year infrastructure strategy and no new evidence was brought forward in support of this option through the submissions. The draft strategy recommends a range of infrastructure measures to support economic activity and access to essential services in regional Victoria, including transport and technological connectivity. Although these will have the effect of diverting some growth to the regions, the intent is to reduce barriers to business activity and support regional communities to access services, rather than actively driving a decentralisation policy.

## Maintenance and asset management

Attention to maintenance and asset renewal was also a common theme throughout the consultation phase. Respondents noted that, in many cases, Victoria is not getting the best out of existing infrastructure due to inadequate maintenance. While this was discussed as a theme in *All things considered*, respondents saw a gap in maintenance-related options across the infrastructure needs. We have reviewed the needs and included recommendations to address sectors where maintenance issues are most acute. In some cases this is about being more effective about how maintenance is funded, for example through transparent decision-making criteria.

## Gaps in the options across sectors

We received feedback that people had seen gaps in the options. People felt there were opportunities to better leverage technology or that there was a lack of visibility of emerging technologies that could change how infrastructure is used. For example, respondents interested in the health sector (Need 3) drew particular attention to how technology could have an important role in improving health care services in the future by better capturing and sharing health data for research and clinical trials. We have taken this feedback into consideration across the needs and you will now see a greater emphasis on how ICT can assist other sectors, with a number of new technology related options being recommended in the draft strategy.

Some respondents noted that we had not provided any tourism or agricultural sector-specific options. Consultation on the draft needs had indicated that while people saw these as important, they were not where people felt Infrastructure Victoria should focus its effort in the development of a 30-year infrastructure strategy. These industries are important drivers of demand for infrastructure and there are a number of options for transport, water, ICT and community facility initiatives across the needs that would function as enablers to these industries. However we have not developed new options or made recommendations targeted purely for these industries.

## Understanding the scope of the strategy

Some stakeholders sought clarity about the scope of the 30-year infrastructure strategy. This clarity related firstly to the role of local government in the implementation of options, and secondly to how the strategy related to existing strategies and plans that had already been developed. Local government plays an important role as the manager and operator of a significant number of infrastructure assets and as a conduit for local community views. Some of the options relate to infrastructure which is managed by local councils. Local government, in particular, was concerned about how these options would be implemented and funded. The draft strategy provides advice to the State Government. It also respects the roles of local government and many options address how the state can support local government perform its role. The draft strategy, however, does not shy away from addressing local infrastructure issues. These issues are shared and both local and state government have a role to play in resolving them.

Some respondents also queried how the 30-year infrastructure strategy related to other existing strategies and plans. There was interest in how the priorities featured in those documents were accounted for in Infrastructure Victoria's options. Where these plans have already been committed to and funded by government, they have been included in the strategy's base case. For those strategies and plans that have been developed but no funding has been allocated, the priorities included in these documents have been reviewed against our strategic framework and included in the strategy where relevant. The areas that are not included might be important, but they are not the focus of this strategy.

# 1. ADDRESS INFRASTRUCTURE DEMANDS IN AREAS WITH HIGH POPULATION GROWTH

## NEW OPTIONS WE HAVE CONSIDERED:

**Mobility as a service (MAS):** Support market adoption of 'mobility as a service' where this encourages higher vehicle occupancy and increased transport options.

**Outer metro arterial roads (OMA):** Upgrade seriously congested roads in outer metropolitan areas to improve safety and local access for people and goods.

Throughout the period of consultation there was significant engagement on the issue of managing population growth. There was some discussion about what is meant by high population growth. Many people saw the need as dealing only with 'growth areas' – the greenfield developments in outer metropolitan areas of Melbourne. Our view is that this need is relevant for all areas that are experiencing high population growth including, for example, a number of regional centres and certain areas of inner city Melbourne. What we mean by high population growth has been clarified in the description of the need. Ultimately, it is about ensuring that there is infrastructure in place where there is significant demand. As you will see in the recommendations, while we think providing more infrastructure in areas where it is needed is important, there is significant potential for land-use planning controls to be used to direct development to areas where there is already existing infrastructure.

There were mixed views about the options that could meet this need. Some stakeholders, particularly the local government sector, did not support further centralisation of planning through transferring planning decision-making and infrastructure coordination to a central authority, as per the option **Centralised planning scheme (CPS1)**. They held the view that localised planning decisions should remain within the remit of local councils to best reflect community views. However the development industry was very supportive of **CPS1**, as were people who responded to the online survey. Given the highly contested status of the option, we felt that the evidence to support **CPS1** needed to meet a particularly high standard. As the option was only assessed as making a moderate contribution, we have not included it in the draft strategy. However, we have included recommendations for the options **Compact urban development (UDC)** and **Strategic transit-oriented corridors and centres (STO)**, which have been modified to include some of the key beneficial elements of **CPS1** (see Recommendations 1.1.1 and 1.1.2). These options give direction for where state and local government should plan for additional intensification of housing and commercial activity, based on the need to better leverage growth around existing infrastructure and jobs.

There was a positive response to the option for **Integrated government service and infrastructure planning (SIP)**, previously named Subregional infrastructure planning, to improve planning across three levels of government. However, there was a view that some of these processes were already underway and the focus needs to be on getting ahead of the growth fronts to ensure infrastructure and services can be provided to meet the needs of growing communities. We agree with this perspective and have modified the option in response. **SIP** also incorporates the infrastructure coordination function, which was previously part of **CPS1** (see Recommendation 1.5.1).

The option to improve **Arterial road networks (ARN)** generated a mixed response. A number of submissions were supportive and suggested specific roads as priority areas, but there was a negative response to this option on the online survey. Online respondents questioned whether additional investment in roads was required. This option has not been recommended under Need 1 as we tightened the scope to focus on access to the major employment centres. It is now included under Need 11. However we have made a recommendation for a program of upgrades to **Outer metro arterial roads (OMA)** in response to feedback that these areas require additional attention, particularly in western parts of Melbourne which lacks an arterial grid (see Recommendation 1.3.5).

## 2. ADDRESS INFRASTRUCTURE CHALLENGES IN AREAS WITH LOW OR NEGATIVE GROWTH

### NEW OPTIONS WE HAVE CONSIDERED:

#### **Schools as community facilities (SCF):**

Support the utilisation of school assets for broader community purposes. This might include community use of school grounds and facilities such as indoor courts outside of school hours, as well as the integration of spaces, buildings and facilities that help make schools a relevant place for the whole community.

#### **Technology enabled health care (TEH):**

Develop a statewide technology solution that enables 'telehealth' or activities like videoconferencing and remote monitoring within public health service delivery.

The need to address infrastructure challenges in areas with low or negative growth was developed in response to feedback on *Laying the foundations*. Submitters who engaged with this need were supportive that the issue of decline was being addressed.

Some respondents, however, felt that the options identified were too heavily focussed on consolidating assets, such as **Community space rationalisation and refurbishment (CSR)**. There were concerns that the social impact of these options had not been adequately assessed. For example, in some towns the local community hall is the centre of community life and performs a number of different functions beyond its civic role.

Despite this opposition, we have made a recommendation for better use and consolidation of assets to meet this need. We recognise the important role these assets play, and believe **CSR** as well as a new option for **Schools as community facilities (SCF)** are part of the solution (see Recommendations 2.3.2 and 2.3.3). The intention is to ensure that assets are fit-for-purpose and that they meet the community's needs. In some cases, this may mean decommissioning and consolidating assets.

We believe it is important to maintain an adequate service level in these low-growth areas, and to ensure that people are able to access services in nearby regional cities and centres. This can be achieved through **Regional road upgrades (RRU)**, and **Technology enabled health care (TEH)** (see Recommendations 2.1.4 and 2.2.3). However, we have not made recommendations for infrastructure to grow local economies and reverse the trend of population decline, as we have come to the view that infrastructure will only make limited contribution to promoting growth.

# 3. RESPOND TO INCREASING PRESSURES ON HEALTH INFRASTRUCTURE, PARTICULARLY DUE TO AGEING

## NEW OPTIONS WE HAVE CONSIDERED:

**Digital health embedded across the health system (EEA):** Embed eHealth technologies across the health care system. This would include upgrading patient administration systems, improving the electronic transfer of information, and establishing a secure network to support these activities.

**Integrated community health precincts (ICP):** Roll out integrated, community based-health precincts that provide a combination of primary and community care services.

A number of respondents stated that the most effective ways to respond to pressures on health infrastructure was to stop people becoming unwell in the first place. Preventative health measures, such as creating walkable neighbourhoods, a tax on junk food and health education campaigns were suggested as new options for Infrastructure Victoria to consider. While these are worthy of consideration, the draft strategy does not include health-related options for preventative health. We have made a decision that these public health initiatives are important and complex issues in their own right, and an infrastructure strategy is not the appropriate place to resolve them. However, there are preventative health benefits realised in Need 4 as many chronic diseases are linked to sedentary lifestyles.

There were also suggestions for a number of new options to modernise hospital services through innovative approaches and new technology. While these were addressed in **Health care smart facilities (HCS)** and **Health care big data leverage (HCT1)**, we have developed these ideas further in the options for **Technology enabled health care (TEH)** and **Digital health embedded across the health system (EEA)**. Both options have been recommended in the draft strategy (See Recommendations 3.1.1 and 3.1.2)

Several respondents nominated specific projects for new hospitals or upgrades to existing facilities. They questioned why only one specific region had been nominated for a new facility, **Northern metropolitan corridor health service expansion (NHE)**. Since the release of *All things considered* we have done further research into the health infrastructure needs across Victoria. Given the large number of projects that could be included, we have continued to discuss the needs of regions without identifying particular facilities. We have recommended that these expansion projects initially target demand gaps in outer northern, western and south-eastern metropolitan areas of Melbourne and parts of regional Victoria (see Recommendation 3.2.2). Determining the specific priority facilities will be based upon the Department of Health and Human Services' *Statewide system design, services and infrastructure plan* to be released in 2017. This plan will outline the strategic direction for existing and new facility development. It will also inform Infrastructure Victoria's update to the 30-year infrastructure strategy in the next three to five years.

# 4. ENABLE PHYSICAL ACTIVITY AND PARTICIPATION

Improving Victorians' level of physical activity and participation was heavily discussed on the online survey and by a number of submitters. Many of the options here remain the same and have been included in the recommendations. Some submitters, however, highlighted that sporting and recreation activity can involve a range of different activities and participants. They also noted the links with public transport use, which tends to incorporate an active transport component as people need to walk to or from the station. While we have not included public transport options in these recommendations, we do note the relationship with other public transport options across the draft strategy, particularly in Needs 1, 10, 11 and 12.

The option for **Bicycle network improvements (BWP2)** was one of the most highly supported options. It received the most votes of support on the online survey. However, there were some requests from stakeholders to provide clarity about who would be responsible for implementing this option. This aligns with broader feedback that we received throughout the consultation period about who has responsibility for options that relate to infrastructure that is traditionally within the remit of local government. As the strategy is for all of Victoria all infrastructure is considered, regardless of who is the owner or operator. The recommendation, however, focuses on improvements to state-government owned roads and land or other significant locations (see Recommendation 4.1.3). We have also clarified that this should draw upon existing strategies and plans, and completion of these should be accelerated.

The option for a change to **Bicycle vehicle fault allocation (BVA)** in favour of cyclists was heavily contested, with a significant proportion of negative responses received through the online survey. Respondents saw the existing coverage through the Transport Accident Commission as preferable. Given the uncertain evidence, contested public opinion and risks associated with this option, we have not included this in our recommendations.

# 5. PROVIDE SPACES WHERE COMMUNITIES CAN COME TOGETHER

One of the strongest themes to come through the consultation on options was the importance of community amenity. People strongly value the spaces in their community where people can come together to share culture, appreciate art, watch sport or take a leisurely stroll. As many respondents highlighted through both the online platform and submissions, the best spaces are those that can be used by the whole community for different activities. Many of the options to meet this need that we consulted on have been recommended in the draft strategy.

**Community support shared use agreements (CSS1)** received strong support in relation to this need, with many submitters viewing this option as key to better enabling the sharing of community facilities including open spaces and education facilities. **CSS1** has been recommended and the description has been updated to include these different facilities (see Recommendation 5.2.2). We have also included a recommendation for a new option, **Schools as community facilities (SCF)**, which seeks to make better use of these important community assets for broader community activities (see Recommendation 5.3.1).

Some sporting industry bodies raised concerns that there are specific facility requirements for some sports, particularly at elite levels, which might be compromised in multi-purpose facilities. While we acknowledge this is a concern there is a trade-off to be made about where the greatest benefits will be achieved. Although this would ultimately be a policy choice for government, clarity is needed regarding the criteria for large scale sporting investments and ensuring there is commensurate wider community benefit given the significant amount of investment made in these facilities. This has been addressed through the recommendation for the option **Major cultural and sporting facilities investment framework (CSM)** (see Recommendation 5.1.1).

While **Community space refurbishment and rationalisation (CSR)** was noted as a contentious option in the context of Need 2, some local governments expressed support for the option, noting that some existing community facilities are not fit-for-purpose and require upgrades or refurbishment. They did, however, have some concerns as to whether this would mean state government making decisions about assets that are local government's responsibility. Local governments provide a significant proportion of the facilities that communities value including kindergartens, swimming pools, parks and libraries. Over time many of these facilities will need to be upgraded or will no longer be fit-for-purpose and we understand that there are funding limitations and constraints that can prevent refurbishment. **CSR** will involve councils working closely with their communities to ensure these facilities can meet changing community needs over the coming decades. We have recommended this be achieved through creation of an ongoing incentive fund tied to clear criteria to assist in the refurbishment or rationalisation of community assets. In some cases innovative solutions may be required, such as the sale of some assets to fund the renewal of others (see Recommendation 5.4.2).



# 6. IMPROVE ACCESSIBILITY FOR PEOPLE WITH MOBILITY CHALLENGES

While there was general support for this need, there was limited discussion about the specific options. There was broad consensus that Victoria's public transport system presents many barriers to mobility and improvement to the system through **Public transport accessibility (PTV)** was strongly supported. Under the *Disability Discrimination Act (DDA)* buildings and infrastructure are required to be upgraded to be more accessible for people with disabilities and there are milestones to ensure compliance with accessibility standards. We have recommended accelerating this programing of retrofitting public transport assets to achieve DDA compliance within 0-5 years (see Recommendation 6.1.3).

A number of respondents expressed support for **PTV** in the context of newly built infrastructure. We agree, and have recommended this through **Community infrastructure accessibility (CIM)**, which advocates for the development of Universal Design guidelines to ensure new and upgraded infrastructure is accessible for all Victorians (see Recommendation 6.1.1).

Innovative approaches to mobility challenges were also raised, such as enabling services through improved ICT and facilitating the use of self-driving cars. This was a recognised gap in the options, and there are now new options that leverage technology to reduce barriers to mobility, including **Automated car technologies (ACT)** (see Recommendation 6.2.2).



# 7. PROVIDE BETTER ACCESS TO HOUSING FOR THE MOST VULNERABLE VICTORIANS

## A NEW OPTION WE CONSIDERED:

**Transitional accommodation stock expansion (TSA):** Provide transitional accommodation for vulnerable households who require additional support to establish and maintain a tenancy.

A number of respondents, particularly those in the social services industry, were pleased to see that affordable housing was being addressed as one of Victoria's infrastructure challenges. However, across all channels of consultation there seemed to be some confusion about the form of housing discussed in this need. While most Victorians feel that housing affordability is an issue relevant to them, this need is specifically targeted at affordable housing as a type of subsidised infrastructure that reduces or eliminates housing stress for low-income and disadvantaged families and individuals. We have made clear upfront in the strategy the type of housing this need seeks to address.

Respondents felt there was a large unmet need for social housing, however, there were divergent views on the most appropriate options to meet the need. There was support to move away from high-rise housing through **Public housing regeneration (PHR)** and move towards integration of social housing within new developments through planning mechanisms, such as the options for **Affordable and social housing regulatory amendment (AHR)** and **Affordable and social housing development incentives and fund (SAH)**. Some respondents cautioned that these changes can have the unintended consequence of increasing housing prices with additional costs likely to be passed on to home buyers. Our position is that the need for social housing is great, and we have recommended a suite of options, which includes planning changes, renewal of existing assets and provision of new housing stock to meet demand.



## 8. ADDRESS INCREASING DEMAND ON THE JUSTICE SYSTEM

While there was limited engagement on the justice options, it was noted that the main way to address demand on the justice system was to keep people from entering it in the first place. Ensuring that there is access to high quality education and health care services, as well as providing adequate community amenity can be far more effective preventative measures. Considering the interrelationship between the different infrastructure needs and how they can be beneficial to one another has been more clearly articulated in the draft strategy, reflecting the complexity of Victoria's infrastructure challenges.

Despite some concerns about the option for **Police station supersites (PSS)**, this has been included in the draft strategy alongside **Justice and human services integrated planning and delivery (JCS)**, previously titled Justice and human service colocation (see Recommendations 8.1.1 and 8.1.2). We have undertaken further work about where supersites should occur and identified sites in the south-east of Melbourne where there is an oversupply of services, as well as growth areas where there is a service need that would benefit from this model. This model, however, would not be appropriate for rural areas.

# 9.

## PROVIDE ACCESS TO HIGH-QUALITY EDUCATION INFRASTRUCTURE TO SUPPORT LIFELONG LEARNING

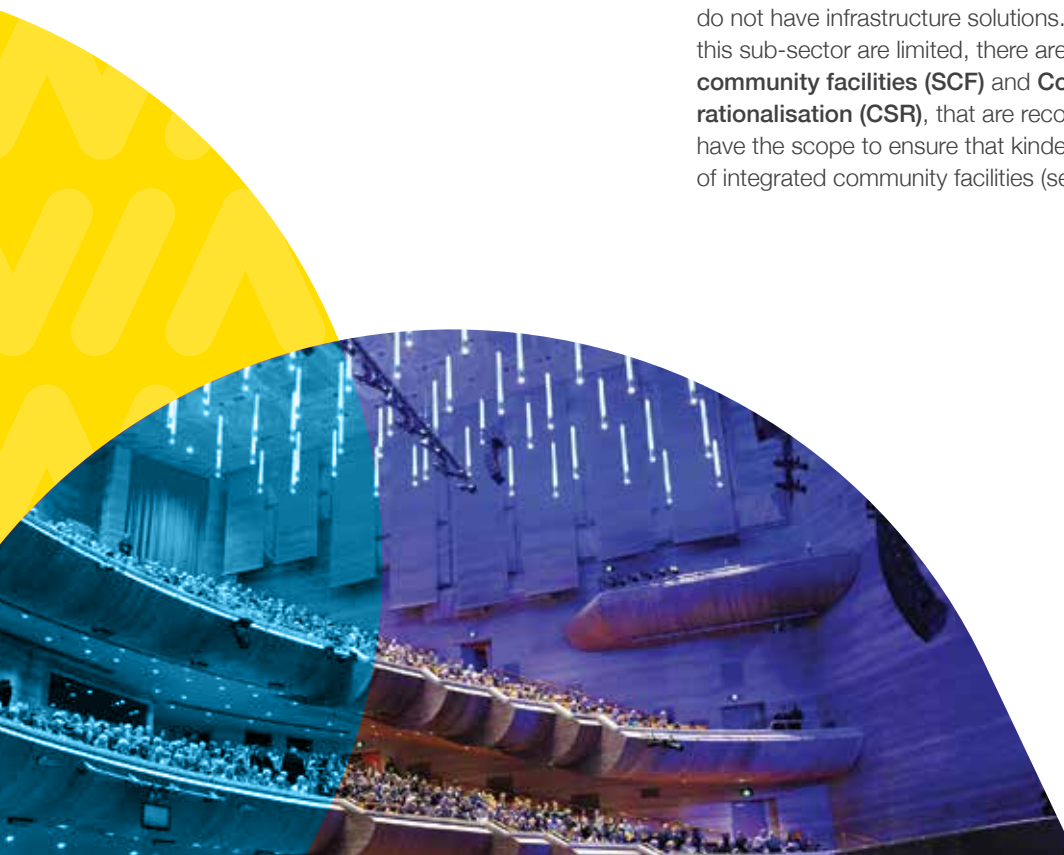
### A NEW OPTION WE CONSIDERED:

**Schools as community facilities (SCF):** Support the utilisation of school assets for broader community purposes. This might include community use of school grounds and facilities such as indoor courts outside of school hours, as well as the integration of spaces, buildings and facilities that help make schools a relevant place for the whole community.

Responses to this need were varied as it touches on options that span the entire lifecycle from early childhood centres through to all ages learning hubs. There was agreement that schools need to be built in a more timely manner, particularly in high growth areas. Some respondents stated the decision-making process for where and when new schools are built is unclear. As such we have included **School infrastructure funding certainty (SIF)** to develop and publish an annual plan that outlines the government's five year investment priorities for new and upgraded schools, alongside planning data that demonstrates the need (see Recommendation 9.3.1). We have also included **School demand management (SOO)**, previously School boundary enrolment (see Recommendation 9.1.1). This option has been changed and no longer focuses on school boundaries. Instead it looks at ways to assist in managing capacity issues by improving the performance of an entire network of schools, for example, by improving the sharing of resources within the local area.

For the tertiary sector, there was some concern about the recent closure of some regional TAFE and university campuses. In response to this we have recommended support for lifelong learning through linkages between school and tertiary facilities, as part of **School and tertiary education cooperation (STE)**, **TAFE recapitalisation (TAF)** and revitalising libraries through **Twenty-first century libraries (LLH)** (see Recommendations 9.4.1-3).

There was limited engagement on early childhood education infrastructure, and some people asked whether this was in scope given the limited state government involvement in the sector. Early childhood education is part of lifelong learning, and therefore we believe it has a place in the 30-year infrastructure strategy, although many of the challenges faced by this sector do not have infrastructure solutions. While the recommendations specific to this sub-sector are limited, there are broader options such as **Schools as community facilities (SCF)** and **Community space refurbishment and rationalisation (CSR)**, that are recommended across other needs, which have the scope to ensure that kindergartens are fit-for-purpose and are part of integrated community facilities (see Recommendations 5.3.1 and 5.4.2).



# 10. MEET GROWING DEMAND FOR ACCESS TO ECONOMIC ACTIVITY IN CENTRAL MELBOURNE

## NEW OPTIONS WE HAVE CONSIDERED:

**High capacity trams (HCT4):** Procure additional high capacity trams for the metropolitan light rail network, beyond current commitments, allocated to the routes with the greatest demand.

**Metropolitan rail station interchange upgrades (MRI):** Upgrade rail stations that experience current and future high volume passenger interchange and access on the metropolitan network.

Feedback we received on Needs 10 to 13 was interwoven reflecting that many of the options listed under one of these needs can also have benefits for the others.

The options to meet this need are intended to focus on improving access to central Melbourne for all Victorians. However some respondents felt this need was evidence of the Melbourne-centric approach of the options.

The majority of recommendations to meet this need primarily focus on metropolitan Melbourne but would also benefit rural and regional Victorians seeking to access Melbourne. Furthermore there are also options that focus on improving access between Melbourne and regional and rural Victoria. While there are certainly equity issues in the level of infrastructure provided in regional and rural Victoria, this needs to be considered against the scale of the overall challenge for the state. Melbourne's population today is 4.6 million, with the population of the next largest city, Geelong, sitting at approximately 280,000 people. Over the next 30 years, the size of population growth in Melbourne means that the government will have a huge task in maintaining the city's infrastructure over the next 30 years. As such, the majority of options for this need will be applicable to metropolitan Melbourne.

Although there are a number of new build solutions to meet this need, there was some support for regulatory changes, such as **Strategic transit-oriented centres and corridors (STO)**, previously titled, Strategic transit-oriented development, to encourage residential and commercial development in strategic transit corridors and centres with existing transport infrastructure (see Recommendation 10.1.2).

Proposals to manage demand on Victoria's roads through a **Transport network pricing regime (TNP)** was more contentious. While some saw merit in using pricing mechanisms to encourage people to use our roads and trains outside of hours, others felt there could be equity issues with these regimes. This is a particular issue for areas that are not well serviced by public transport and people have little choice but to travel by car. We agree. As such the recommendation for **TNP** is complemented by a range of recommended improvements to Victoria's transport network to ensure it is integrated and enables people to have a choice of mode (see Recommendation 10.2.2).

**South Yarra metro station (SYM)** was considered as an option to meet this need, as well as Need 1. While there was limited discussion of this option, those who did respond were supportive and often provided additional information in support of their position. Further analysis has confirmed that the benefits of this project do not outweigh the costs, particularly given South Yarra is already well-served by public transport.

Many respondents were disappointed to see that the **Doncaster heavy rail line (DHR)** and **Rowville heavy rail line (RHR)** had been filtered out. Some submitters brought forward evidence to contest the assessment that these links would make a low contribution to meeting the need. This has not changed from *All things considered*, and therefore they are not recommended. We took into consideration concerns about the applicability of previous assessments, and undertook our own modelling with the latest data. These studies validated our initial assessments.

# 11. IMPROVE ACCESS TO MIDDLE AND OUTER METROPOLITAN MAJOR EMPLOYMENT CENTRES

## A NEW OPTION WE CONSIDERED:

**SmartBus network extensions and service increases (SNE):** Expand the existing SmartBus (Premium) network to connect employment centres with more residential catchments and a higher frequency public transport network.

There were requests that the definition of the employment centres should be expanded to include the Metropolitan Activity Centres (MACs). These are areas, such as Ringwood and Broadmeadows, where there are a range of population services. This is a relevant point and ensuring that people can access these local jobs is important. The description of the need has been updated to include these locations.

Submitters highlighted that the issue is not simply about improving access to these employment centres, but also the importance of making these places attractive for people to live and work in. Although we received a range of suggested public realm improvements, these have not been included in the recommendations to meet this need, as the focus of Need 11 is primarily about addressing the opportunities or barriers to access. This includes enabling people to live closer to employment centres, and improving orbital and cross-town links.

Many people put forward specific projects as new options. Often these were localised solutions, such as the extension of a specific tram route or a bus route. Rather than calling out individual projects, we have developed program level options such as **Metropolitan bus network reform (MBN)** and **Multimodal interchange improvements (MII)** (see Recommendations 11.2.1 and 11.2.3). These suggestions for local projects have also indicated to us some of the priority areas within these programs.

There was a theme that bus services are not considered a substitute for rail services. For example, there was strong support for the **Melbourne Airport heavy rail line (MAH)**, with limited support for the **Melbourne Airport bus dedicated road priority (MAB)**. This was similar to people's response to the notion that while the **Doncaster bus increase (DBI)** is needed, it is not considered adequate to replace a rail line to Doncaster. Rail solutions are expensive and have a long lead time. In the short term, we have recommended the focus be on increasing frequencies and services levels, such as the options for **SmartBus network extensions and service increases (SNE)**, as well as **Growth areas bus service expansion (LBS)** (see Recommendations 11.4.2 and 11.4.3). Consideration of **MAH** has been recommended over the longer term (see Recommendation 11.3.2).

# 12. IMPROVE ACCESS TO JOBS AND SERVICES FOR PEOPLE IN REGIONAL AND RURAL AREAS

## NEW OPTIONS WE HAVE CONSIDERED:

**Enhanced telecommunications performance (ETP):** Achieve improved internet and mobile telephony services for government, commerce and industry, particularly in major economic centres and rural and regional areas, by leveraging off the public sector combined telecommunications service purchasing power and infrastructure base.

**Regional coach upgrades (RCU):**

Deliver additional coach services to provide greater access for rural and regional communities to access regional towns and cities.

**Regional rail link upgrades (RTL):**

Upgrade existing public transport links between regional centres and surrounding communities.

**Road maintenance reform (RMF):**

Reform the state's road maintenance regime including, though not limited to, overhauling the prescriptive approach to maintenance through a performance based framework.

Consultation on the options to meet this need revealed there are differing perspectives about what is required to improve access to jobs and services. Many submissions focussed on options for economic development. This included proposals for new options to move government departments to regional centres, while other suggested **Employment outside central city incentivisation (EOC)** should be expanded to include regional centres and areas. We have expanded **EOC** to include regional cities and centres, but it has not been recommended.

Low internet speeds and patchy mobile coverage were key issues identified through the consultation period. This poor connectivity means people are unable to leverage the technology needed to improve the efficiency of agricultural production and opportunities for telecommuting. In response to this feedback we have created a new option for **Enhanced telecommunications performance (ETP)** and recommended that the government improve ICT connectivity across Victoria by using the state's existing communications infrastructure base and significant purchasing power to maximise benefits from the NBN roll-out (and other Commonwealth initiatives) and ventures by private sector telecommunications providers (see Recommendation 12.1.3). We have also made recommendations to enable the roll-out of high quality services through technology including, for example, **Unlocking school resources with technology (SRS)** and **Justice service delivery through technology (JSD)** (see Recommendations 12.1.2 and 12.1.4).

There was also feedback that the options to access jobs and services needed to consider broader regional connectivity, as there are many regional towns that can only be accessed by car. Particularly for the young and old, the lack of transport choice can be a significant inhibitor to access. We have recommended improvements to the transport connections between rural communities and regional centres be supported by new options such as **Regional train links upgrades (RTL)**, with a focus primarily on long distance regional train services, and **Regional coach upgrades (RCU)** (see Recommendations 12.2.8 and 12.2.9).

Regional roads were also a prominent discussion point, with a number of local councils putting forward specific regional highway and road upgrades. In some cases this can be covered by the scope of the option **Regional road upgrades (RRU)**, which has been recommended (see Recommendation 12.2.10). A number of local councils raised maintaining the local road network as a significant challenge over the next 30 years. While we do not suggest that the state government take responsibility for local roads, there is merit in considering how these assets can be maintained to be fit for purpose or decommissioned if not required. A new option **Road maintenance reform (RMF)** has been included in the recommendations in response to this issue with a focus on reviewing the responsibility for roads between state and local governments to ensure these responsibilities are consistent with the purpose of the road (see Recommendation 12.2.1).



# 13. IMPROVE THE EFFICIENCY OF FREIGHT SUPPLY CHAINS

One of the most discussed options in relation to this need was the **New port (NCP)**. While there is support for this option, there are divergent views on the preferred location. Infrastructure Victoria has been asked to prepare a separate piece of advice on the timing for a decision on the preferred location of a second port. This will be delivered to government in May 2017. Therefore the 30-year infrastructure strategy does not recommend a preferred location. However, the options related to this need have been tested against the different possible locations to ensure they are resilient to alternative scenarios.

There were several other options to build new transport infrastructure listed to meet this need, as possibilities to improve the freight network including **North East link (NEL)**, **Eastern freeway to Citylink connection (EWE)** and **Citylink to Western Ring Road connection (EWW)**. Overwhelmingly the feedback through the consultation was supportive of **NEL**. In particular people stated that they saw this as an important way to remove trucks from arterial roads through the north east. There was some conjecture about the need for **EWE**, though the majority of people were supportive.

All of these projects contribute to meeting the need, but should be considered over different time periods. We have recommended the government construct **NEL** within 10-15 years, and stage construction of the **Outer Metropolitan Ring Road (OMR)** over the 15-30 year period (see Recommendations 13.5.1 and 13.5.2). For **EWE** and **EWW** we have recommended planning for these longer term links within 0-5 years to ensure that future provision is not precluded, as these links may be required in the latter part of the 15-30 year period (see Recommendation 13.5.3). Changing manufacturing processes and improved vehicle technology could affect the size of the freight task and performance of the road network, which might mean there is not a need to increase road capacity. But planning for the future means dealing with uncertainty and ensuring that we have not closed off these options to expand the road network if required.

Beyond the large scale investments, many regional submitters noted that improvements to the efficiency of freight supply chains could be achieved through fairly minor projects. There is a range of first and last mile projects from the farm gate, such as improvements to local bridges and roads. These would be of particular benefit to the agricultural sector. These have been incorporated into the options for **Regional roads upgrade (RRU)** and **Regional highway upgrades (RHU)** (see Recommendations 13.4.1 and 13.4.4).

# 14. MANAGE THREATS TO WATER SECURITY, PARTICULARLY IN REGIONAL AND RURAL AREAS

The scarcity of water across Victoria was front of mind for many people, particularly in regional areas that were hit hardest by the Millennium drought. The options for different use of recycled water generated the strongest discussion. There is broad consensus about the need to diversify water supplies to include non-rainfall dependent sources. Many respondents were supportive of the option for **Recycled treated wastewater for non-potable agricultural use (RTA)**. In some cases, though, people supported this option on the basis that water for non-potable uses would still be of a suitable quality for consumption. The option for **Recycled treated wastewater for drinking (RWW)** was more contested. While some respondents brought forward examples of other jurisdictions that drink recycled water, others expressed concern about the quality. **RTA** has not been recommended to meet this need as there is limited evidence to support supplementing current large scale demand for water for irrigation from recycled water storages. We have included **RWW** as a consideration in the draft strategy as part of the recommendation for major augmentation of water supplies, but noted that this should be assessed further against other alternatives (see Recommendation 14.3.1).

There is recognition of the current inefficiencies in the water system. A number of submitters highlighted problems with existing governance process and planning for water infrastructure in growth areas. Addressing this issue has been included in the option **Water infrastructure optimisation through governance arrangements (WIO2)** and has been recommended alongside improvements to irrigation systems and expanding the water market to improve how efficiently existing water resources are used (see Recommendation 14.1.1). Although there was some support for **Water pricing reform (WPR)**, there was a concern about the impact on low income households. We recognise these concerns. The recent price review process announced by the Essential Services Commission is now incorporated into our base case and we have also considered the use of price signals more broadly as part of the option **Water market development (WME)**, previously titled Water market expansion (see Recommendation 14.1.2). We have not, however, made an explicit recommendation around changes to water pricing.



# 15. MANAGE PRESSURES ON LANDFILL AND WASTE RECOVERY FACILITIES

The most strongly opposed option in *All things considered* was the option for a **Landfill levy increase (LLI)**. Two key concerns were raised about the implementation of this option. First that an increase to the levy could have the unintended consequence of leading to illegal dumping if people do not wish to pay the increase. Second, a number of respondents were frustrated that the funds collected through the levy to date had not been spent. Therefore there was a question as to whether the existing initiative is working. Given that sending waste to landfill is currently the cheapest way to dispose of waste, we have come to the view that a price signal to incentivise waste recovery and reuse opportunities is relevant for the long term. There is potential for the options **Household waste disposal fees (HWD)** or **LLI** to provide such a signal. Given the contentiousness of both these options, we have made a recommendation for further work to be undertaken to identify a suitable pricing mechanism, noting that **HWD** is a possible option to consider (see Recommendation 15.1.3). We have not included **LLI** in the draft strategy.

This also complements the discussion that this need should focus on innovative approaches to waste management and waste recovery. This has been reflected in the options for **Organic waste management (OWM)**, which has been recommended in part, and **Recycled material usage in building construction (RMU)**, which has been recommended (see Recommendations 15.1.1 and 15.1.2).



# 16. HELP PRESERVE NATURAL ENVIRONMENTS AND MINIMISE BIODIVERSITY LOSS

## A NEW OPTION WE CONSIDERED:

**National park asset planning (NPP3):**  
Enable better asset planning and management of parks to enable Parks Victoria to act as asset manager and plan for future maintenance and renewal to address existing or emerging challenges.

There was limited engagement on Needs 16 and 17, which are focussed on the impact of infrastructure on the environment. However those who did engage with this need provided constructive feedback about how this need had been described. Rather than restricting the options to national parks, they suggested that the definition of natural environments should be expanded to recognise areas beyond formal protected areas, including urban environments. These are home to biodiverse systems and play an important role in improving health and wellbeing, as well as contributing to environmental outcomes. We have reframed this need and further developed the options with this broader scope in mind.

Several respondents commented on **Urban forests (UFF)**, which was initially filtered out for Need 18. They felt this option had been too narrowly described and therefore the full benefits were not being realised in the assessment. In response to this feedback we have changed this option to **Green infrastructure (UFF)**, expanded its scope and recommended it to meet Needs 4 and 16 (see Recommendations 4.2.3 and 16.3.1).

There were also some negative responses to the option for **National park private management (NPP2)**. Respondents perceived this as a privatisation of parks. We have modified the scope of this option to clarify that parks would not be privatised. Rather there is a benefit in drawing upon the expertise of all the relevant bodies in the management and maintenance of Victoria's parks assets. This might include volunteer groups, as well as the private sector (see Recommendation 16.2.2).

# 17. IMPROVE THE HEALTH OF WATERWAYS AND COASTAL AREAS

While there was interest in managing water scarcity (Need 14), less was said about the health of waterways and coastal areas. People who did engage with this need were concerned that there were no climate related options, which could improve the health of waterways and coastal areas. They highlighted that there is a need to plan for the infrastructure to manage flooding with the expected increase in extreme weather events. Without appropriate drainage infrastructure, debris and dirt swept up during these storms can enter waterways and further degrade the quality of water in these areas. Some respondents said this was particularly acute in greenfield developments.

In response, the *Victorian flood plain management strategy* and development of regional flood management and drainage strategies have been included in the strategy's base case. This is a good start, and we think this can be extended through the recommended options **Stormwater quality management (SRQ)** and **Stormwater harvesting and re-use (SRH)** (see Recommendations 17.1.1 and 17.2.1).

We did receive some feedback about wastewater management issues in small towns. Unfortunately, at this stage, there is limited evidence to produce a clear recommendation on the issue. We will continue to monitor the evidence and the need for action in the future



# 18. TRANSITION TO LOWER CARBON ENERGY SUPPLY AND USE

## NEW OPTIONS WE HAVE CONSIDERED:

**Brown coal generator auction (BCA):** Develop and implement a reverse auction process to enable accelerated shutdown of existing coal production.

**Small scale solar energy regulation (SSE):** Review and update regulations to streamline planning processes for the installation of solar PV on industrial and commercial buildings.

Towards the end of the consultation phase, the government announced a renewable energy target of 25 per cent by 2020 and 40 per cent by 2025. There were requests to clarify how the options raised by Infrastructure Victoria would support achievement of this target.

Indeed, there was strong support for renewable energy sources such as wind and solar. However there was a suggestion that ‘picking winners’ amongst the renewable technologies may not be the best approach. Instead, the focus should be on options that seek to remove barriers to the uptake of these technologies and allow the market to determine what is the most effective solution. Moreover, the government’s recent announcement of a renewable energy target auction scheme has been included as part of the base case, and we have not included a specific recommendation related to renewables.

The possibilities for new technologies were of particular interest for this need, with people suggesting the exploration of carbon capture and storage, battery storage technologies and natural gas. We did consider **Expansion of gas as an energy resource (EGE)** but have not included this in our recommendations, given a significant amount of work is already being undertaken by the Australian Energy Market Commission on the operation of an eastern gas market.

The option for **Ageing coal generation asset transition (ACG)** generated strong responses. While most respondents recognised the need to decommission the coal fired power plants, there was concern over how this transition would occur. There was interest in how security of energy supply and impact on prices would be managed. These facilities are also significant regional employers and there are additional economic impacts which need to be considered. Some respondents also brought to our attention recent work on market mechanisms to exit from brown coal generation in Australia. We have considered these different views as part of our assessment. We contend that a market mechanism may be needed to provide more certainty about the transition from brown coal to lower emission energy sources. Rather than retaining **ACG**, we have refined the option for **Brown coal licences (BCL)** and included a new option **Brown coal generator auction (BCA)**. These are two ways possible approaches to support the transition to lower energy supply and use, and we have recommended that government undertake further work to determine the preferred mechanism (see Recommendation 18.2.1).

# 19. IMPROVE THE RESILIENCE OF CRITICAL INFRASTRUCTURE

## NEW OPTIONS WE HAVE CONSIDERED:

### **Cybersecurity breach contingency planning (CSB):**

Legislate to ensure that public and private sector operators of critical infrastructure develop and maintain adequate contingency plans for the delivery of essential services in the event of major disruptions due to cybersecurity breaches.

**Enhanced cybersecurity (ECS):** Invest in upgraded operational cybersecurity control systems for critical infrastructure, with investments to be made on a 'catch up' and 'keep up' basis (i.e. maintaining international best practice).

**Enhanced telecommunications performance (ETP):** Achieve improved internet and mobile telephony services for government, commerce and industry, particularly in major economic centres and rural and regional areas, by leveraging off the public sector combined telecommunications service purchasing power and infrastructure base.

Perhaps given its final place in our list of needs, Improving the resilience of critical infrastructure received limited engagement.

**Coastal protection infrastructure (CPI)** generated some discussion, particularly from coastal councils that are acutely aware of the risk of rising sea levels. In particular, they felt the discussion about climate change mitigation measures could be more clearly articulated in relation to this need. More extreme events will bring about a higher risk of flooding and bushfires. This could also compromise Victoria's agricultural region. We agree, and we have included a recommendation for **CPI** with a focus on identifying these sites and ensuring that state significant assets are protected (see Recommendation 19.1.4). We have not, however, called out climate change as an individual need, rather it cuts across multiple needs such as Needs 14, 16, 17 and 18. Climate change is also reflected in the approach to the economic, social and environmental assessment of all options.

Stakeholders also highlighted the importance of technology and data in improving the resilience of critical infrastructure. There was a view that the role of technology to meet this need was not adequately reflected in the option. This has been included as part of the option **Enhanced telecommunications performance (ETP)** (see Recommendation 19.1.2). Furthermore with growing dependence on ICT there is also a need to build the resilience of these systems to disruptions, such as cyberterrorism. We have developed two options to address the impact of cyberterrorism, **Enhanced cyber security (ECS)** and **Cybersecurity breach contingency planning (CSB)**. Both options have been included in the draft strategy (see Recommendations 19.1.1 and 19.2.1).

# FUNDING AND FINANCING

Given there were more than 200 options up for consultation, it was unsurprising that people were interested in when and how these initiatives would be funded. Some stakeholders commented specifically on our funding and financing principles. These principles are clarified in the draft strategy.

A number of submitters expressed support for user charges, particularly road-user charging. However they noted that it was important to consider equity and fairness in the implementation of such a scheme. We have refined one of our principles to more clearly capture the importance of distributing the funding burden equitably and fairly.

The views on beneficiary charges were mixed. Some submissions noted that property is already highly taxed and additional charges could negatively impact on housing affordability. A number of local government submissions supported expanding or increasing developer contributions (a type of beneficiary charge). However they noted that the current development contribution plan process is inefficient and the funding stream that could be raised is often overstated. Some municipalities suggested an improved funding mechanism be explored to alleviate pressures in established areas experiencing high growth.

We have recommend that government considers beneficiary charging, such as contributions from developers and/or land betterment levies, when:

- an infrastructure investment has a significant and measurable increase in property values or business productivity, or
- government decisions enable development that then leads to future demand for major government infrastructure investment.

Beneficiary charging is a 'value capture' funding approach. Value capture funding approaches seek to collect a portion of the private benefits of public infrastructure investment to help pay for it. Implementation considerations include ensuring that economic growth and innovation are not adversely affected.

We understand that government is currently implementing a new developer contributions system, the Victorian Infrastructure Contributions system. This reform provides a new system for levying infrastructure contributions through a standard levy and a supplementary levy, as well as aiming to clarify and streamline the process. The supplementary levy is an optional levy for use when the standard levy cannot adequately fund the required local infrastructure or where additional infrastructure is required to unlock the growth capacity of the area. The supplementary levy may also be used to fund state infrastructure in growth areas where the Growth Areas Infrastructure Contributions Scheme does not apply.



The Growth Areas Infrastructure Contribution (GAIC) was of particular interest for some stakeholders who called for increased transparency and for funds to be spent where they are collected with more timely infrastructure provision. The Department of Environment, Land, Water and Planning and the Victoria Planning Authority (formerly the Metropolitan Planning Authority) provide information in their annual reports on how much is collected and spent from the GAIC funds, by areas and by project. They also report the amount of unallocated funding. This provides a level of transparency on GAIC funds to the community. At the end of 30 June 2015, the balance available for allocation was about \$75 million, and revenue collection is estimated to grow. There is an opportunity to allocate and leverage this existing funding source to provide more timely infrastructure in growth areas. We understand that government is implementing a new GAIC project assessment process that seeks to do this.

A number of local governments expressed concerns about funding constraints due to cost shifting from other levels of government. Many of these councils expressed support for the removal of rate capping. Key reasons noted for removing the cap were the high costs of maintaining rural road networks, providing infrastructure in growth areas (inner and outer municipalities), maintaining infrastructure to support service delivery in low growth areas, and delivering major projects. We are mindful of the challenge for some local governments to contribute to infrastructure funding with a rates cap in place. A number of our recommendations help to address the root cause of the challenge (see Recommendations for Regional local road maintenance (2.1.4, 12.2.10 and 13.4.4) and Community space refurb/rationalisation (1.4.4, 2.3.2 and 5.4.2)). We also note that local government can seek a rate cap increase when it can demonstrate sound financial management and community support. At this stage, we consider there is insufficient evidence to demonstrate that the policy significantly constrains local government infrastructure investment. We therefore support ongoing monitoring of the policy.

In the advice provided in the draft strategy, we have focussed on funding, rather than financing options. Feedback on financing received through the consultation process demonstrated support for the continued use of Treasury Corporation of Victoria bonds, with some submitters concerned that an increased use of financing by private financiers might compromise the public interest in terms of project risk allocation and transport planning. We recognise that decisions on financing need to be made on a project-by-project basis and are typically determined when government procures infrastructure once it decides to fund a project. More information on our approach to funding and financing can be found in the draft strategy and *Draft options book version two*.



# CITIZEN JURIES' RECOMMENDATIONS



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**INFRASTRUCTURE VICTORIA  
CONVENED TWO CITIZEN  
JURIES, ONE IN METROPOLITAN  
MELBOURNE AND ONE IN  
REGIONAL VICTORIA.**

They were asked to consider what should be done to meet Victoria's infrastructure needs.

**THE JURIES WERE BROADLY  
REPRESENTATIVE OF THE  
VICTORIAN COMMUNITY.**

They were randomly selected and representative of Victoria's demographic profile.

**EACH JURY DEVELOPED ITS  
RECOMMENDATIONS OVER SIX  
FULL-DAY MEETINGS.**

They were able to request speakers and additional information that would assist them with their deliberations.

# Citizen juries

In developing the 30-year strategy, Infrastructure Victoria wanted to ensure that all Victorians had the opportunity to have a say. Infrastructure shapes all our lives, and we want the 30-year infrastructure strategy to reflect the views of the community. As a part of the consultation program, two citizen juries were convened, one in Melbourne and one in Shepparton to deliberate on the question of 'What should we do to meet Victoria's infrastructure needs?'. An independent, non-partisan research organisation, the newDemocracy Foundation, was engaged by Infrastructure Victoria to assemble the two citizen juries. Each jury was composed of approximately 40 community members who had been randomly selected and broadly represented the Victorian population.

## THE ROLE OF A CITIZEN JURY

Bringing together a broadly representative cross-section of the population provides one avenue to ensure that communities' voices are heard. Citizen juries are a useful consultation tool because they allow everyday people to deeply engage on complex topics, such as infrastructure planning.

The City of Melbourne and VicHealth hosted successful citizen juries in 2014 and 2015. The Victorian Government has also recently convened a jury in Geelong to deliberate on governance arrangements for the Greater Geelong Council.

## The jury process

The citizen juries met on six Saturdays over a three-month period.

To inform their deliberations, the juries were provided with a briefing book, *Laying the foundations, All things considered* and the first version of the *Draft options book*. During the first few meetings jurors familiarised themselves with the information provided, heard from various experts about key issues of interest, called for further expert speakers, and requested additional information from Infrastructure Victoria. The final meetings were dedicated to determining the options they considered to be priorities and developing their recommendations about what needs to be done to meet Victoria's infrastructure needs. Jurors also had access to a private online forum where they could discuss issues outside of their regular meetings, and where the audio recordings of expert speaker presentations were made available.

At their final meeting on 30 July 2016, the juries presented their reports including the final recommendations to Infrastructure Victoria. These reports contained their recommendations and views on specific options. Each jury's full report can be found at [yoursay.infrastructurevictoria.com.au](http://yoursay.infrastructurevictoria.com.au).

## Citizen jury guest speakers

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### METROPOLITAN JURY

Rob Adams, Director, City Design, City of Melbourne

Tess Allaway, General Manager, Programs and Government, Bicycle Network

Justin Baird, Technology futurist

Lane Crockett, Head of Renewable Infrastructure Investment Group Ptd Ltd

Professor Graham Currie, Chair of Public Transport, Director of Research (Transport Engineering), Monash University

Dr Karen Gelb, Consultant Criminologist

Peter Goss, Director, School Education Program, Grattan Institute

Martin Joyce, General Manager, Strategy and Engagement, Housing Choices Australia

Rob McGauran, Director, MGS Architects and Adjunct Professor of Architecture Monash/Melbourne Universities

Clive Mottram, Director, Network Strategy and Planning, VicRoads

Christine Nixon, Former chief commissioner of Victoria Police

Michael Nolan, Chair of the United Nations Global Compact Cities Programme, RMIT University

Ingrid Ozols, Mental Health expert

Shannon Thompson, Health expert

Charles Waingold, General Manager, Strategic Transport, Public Transport Victoria

Kathy Walker, Founding Director, Early Life Education

Dean Yates, Partner, EY

### REGIONAL JURY

Justin Baird, Technology futurist

Lisa Bourke, Director, University of Melbourne Department of Rural Health

Associate Professor Trevor Budge, Community Planning and Development, La Trobe University

Professor Michael Buxton, Chair of Planning and Environment, RMIT University

The Hon Tim Fischer AC, Former Member for Farrer, New South Wales

Dr Mark Gregory, Managing Editor Australian Journal of Telecommunications and the Digital Economy

Peter Hill, General Manager, Kreskas Brothers

David McKenzie, Committee for Greater Shepparton, and North East Water

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All jurors had access to audio recordings of the speakers that presented at each session.

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**THE JURIES MADE  
RECOMMENDATIONS RELATED  
TO MORE THAN 150 OPTIONS.**

They grappled with the complexity of addressing the 19 infrastructure needs covering nine sectors.

**THEY INDICATED THE OPTIONS  
THEY SUPPORTED, THOSE THEY  
DIDN'T AND WHETHER THEY  
CONSIDERED IT A PRIORITY.**

The juries jointly supported 29 options.

**INFRASTRUCTURE VICTORIA HAS  
AGREED WITH THE MAJORITY OF  
THE JURIES RECOMMENDATIONS  
IN ONE WAY OR ANOTHER.**

The juries' report are a significant input to the strategy and we have considered them carefully in shaping our recommendations.

# The juries' recommendations

The juries put forward recommendations on more than 150 options, indicating whether options were supported or not supported and the level of priority for the jury. The juries did not make recommendations on all options. Both juries noted that their silence should not be taken as opposition, but rather that they did not have time to respond to all options.

There were 29 options that were jointly supported by both the juries. These included:

- Active lifestyle infrastructure provision (ALP)
- Affordable housing sector regulatory amendment (SHS1)
- Aged care facility expansion (ACF)
- Ageing coal generation asset transition (ACG)
- Bicycle and walking path separation (BWP3)
- Community space refurbishment or rationalisation (CSR)
- Community space shared-use agreements (CSS1)
- Data centre location diversification (CDC)
- Government-owned and managed social housing provision to increase stock (GOM)
- Growth area train station upgrade and provision (GAT)
- Habitat corridor link expansion and improvement (HCL)
- Health care alternative delivery options (HCA)
- Health care patient subsidised travel program extension (HCP)
- High capacity trains – 7-car (HCT3)
- High speed rail from Sydney to Melbourne (HSR)
- Justice and human services co-location (JCS)
- Justice and human services joint planning (JHS)
- Justice case management system (CSC)
- Justice family violence response (JFV)
- Lifelong learning hubs (LLH)
- Melton rail electrification (MRE1)
- Organic waste to energy (OWE)
- Public transport accessibility (PTV)
- Public transport train timetabling (PTT)
- Recycled material usage in building construction (RMU)
- Regional bus upgrades (RBU)
- Riparian fence investment (RFI)
- Storm water harvesting and reuse for non-potable household use (SRH)
- Transport network price regime (TNP)

## Responding to the juries' recommendations

Infrastructure Victoria was an observer at the jury sessions and we were impressed with the depth of thinking of the juries and their careful consideration of all of the information that was provided to them.

Both juries grappled with the complexity of making recommendations for nine sectors across 19 infrastructure needs. This involved not simply thinking about which were the preferred options, but also the level of priority over a 30-year period. Given their careful deliberations, a black and white, yes or no response does not seem appropriate. Instead we have provided a deeper, more considered response that highlights what we have agreed with, what we haven't and why. A comprehensive overview of our response to the each jury's recommendations can be found in *Appendix A – Response to the metropolitan jury* and *Appendix B – Response to the regional jury*. These reports are available at [yoursay.infrastructurevictoria.com.au](http://yoursay.infrastructurevictoria.com.au).

The next few pages provide a summary of the different ways we have responded to the juries recommendations. In many cases, we have agreed with the jury's recommendation and these are reflected in the draft strategy. However there are some circumstances where we have agreed with part of what the jury has recommended, but suggested that it is considered at a different time or scale. In others, we agree with the intention of what the jury is recommending, but not the specific option. This is largely as the options in *All things considered*, which the juries deliberated on, were simultaneously being reviewed and developed by Infrastructure Victoria in response to public consultation. There are only a few jury recommendations that have not been accepted. The juries' reports have been a significant input into the draft strategy and assisted us in prioritising options. Other factors, however, have also played a role in prioritising options and developing recommendations.

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*'The strategy should be guided by evidence and research collated by stakeholders to ensure that all Victorians' basic needs are met at a social, environmental and economic level. We have endorsed options which will promote a Victoria which is progressive, sustainable and takes care of its most vulnerable citizens. All Victorians deserve a high standard of infrastructure.'*  
(Metropolitan jury)

# Metropolitan jury

Below we have outlined a few examples of how we have responded to the metropolitan jury's recommendations. If you are interested in their full report and Infrastructure Victoria's response go to [yoursay.infrastructurevictoria.com.au](https://yoursay.infrastructurevictoria.com.au)

## **NEED 11: STRATEGIC TRANSIT-ORIENTED DEVELOPMENT AND CORRIDORS (STO) AND RESIDENTIAL AND COMMERCIAL PROPERTY DENSIFICATION (RCP)**

*'The Jury recommends better utilisation of existing inner suburban multi-mode transport hubs in areas such as Box Hill and Camberwell to encourage residential development which would reduce urban sprawl and provide convenient access to existing employment centres. By re-zoning these hubs and better utilising existing public transport corridors, we allow high commercial and residential density – encouraging more people to live near where they work, make the use of public transport more convenient and potentially eliminate private road traffic.'*

We agree, and this has been included as a recommendation at multiple points throughout the draft strategy (see Recommendation 1.1.2, 10.1.2 and 11.1.1). As the jury identified, these two options work hand-in-hand and we have incorporated **RCP** into **STO**. We have also agreed with the jury's recommendation that this should be in areas where there is existing infrastructure capacity. Based upon further research, we have determined that these well-serviced areas are across the transit corridors in Melbourne's south and east and have referenced these areas explicitly in the recommendation for the option **Compact urban development (UDC)** (see Recommendation 1.1.1). As the jury notes 'existing residents may object to construction, however [the Jury feels] they will ultimately benefit from future gains'.

## **NEED 15: HOUSEHOLD WASTE DISPOSAL FEES (HWD) AND LANDFILL WASTE LEVY INCREASE (LLI)**

*'The Jury does not support these options which suggest that household waste disposal fees are re-structured from a fixed fee to a variable charge and that the landfill levy charge is increased in order to reduce the amount of waste sent to landfill and promote recycling.'*

The jury did not endorse these options as the additional costs might potentially result in illegal dumping or inadequate waste disposal practices. Instead, the jury stated 'there is considerable potential to encourage reduction of waste at its source, as well as encouraging sustainable practices for disposal'. We have taken on board the jury's opposition to **LLI** and the importance of encouraging waste reduction and more sustainable practices.



We have, however, proposed that **HWD** continue to be investigated as a price signal to better reflect the cost of sending waste to landfill (see Recommendation 15.1.3). The jury rightly identify the risk of illegal dumping and we have recommended that this is a longer-term priority and due consideration will need to be given to addressing this issue. In the long run a clear price signal could allow the market to respond to innovative opportunities, such as organic waste to energy.

#### **NEED 10: WATER TAXIS, BUSES AND FERRIES (WTB)**

*'The Citizen Jury supports the increased utilisation of Port Phillip Bay and the Yarra and Maribyrnong rivers. Melbourne's waterways are vastly underutilised as compared to other capital cities.'*

The jury expressed moderate support for **WTB** and identified it as a low priority to meet Need 10. They identified regulations, such as speed restrictions, which act as a barrier to private sector providers providing ferry services in the inner city.

We have not recommended **WTB** in the draft strategy. Our initial assessment of this option indicated it would make a very low contribution to meeting this need. To date, no new evidence has been brought forward to invalidate this assessment. The capacity of **WTB** would be relatively small and provide a similar commute time as existing transport services. This poor level of transport performance has meant that it has not been included in the draft strategy. We have made a significant number of recommendations to respond to Need 10, and as such **WTB** is not of high enough priority or value to be included amongst them.

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*'In regional Victoria we have the fundamental right to expect the same core services as people living in Melbourne. Our technology, health, education, transportation and justice needs, for instance, are just as important for us. People will continue to shift from regional Victoria to Melbourne if the disparity in services, in favour of Melbourne, continues.'*  
(Regional jury)

# Regional jury

Below we have outlined a few examples of how we have responded to the regional jury's recommendations. If you are interested in their full report and Infrastructure Victoria's response go to [yoursay.infrastructurevictoria.com.au](https://yoursay.infrastructurevictoria.com.au)

## NEED 14: RECYCLED TREATED WASTE WATER FOR DRINKING (RWW)

*'Improves resilience of drinking water supply for the State. Provides certainty of supply in the face of potential drier conditions under climate change.'*

The regional jury recommended **RWW** as a means of reducing pressure on natural water resources. We agree and this has been included in the draft strategy for consideration as part of the planning the long term availability of non-rainfall dependent water supply sources. **RWW** is one of the possible solutions to address this issue. As the jury noted there is likely to be some opposition from the community to this idea and it should be considered a longer term priority. We agree and following determination of the trigger points for major water supply augmentation have recommended that this be considered over the 15-30 year period (see Recommendation 14.3.1).

## NEED 2 AND 12: NEW OPTION – UPGRADE OF PASSENGER RAIL SERVICES IN REGIONAL VICTORIA

*'High priority. Note that other regions have similar needs and may benefit from similar improvements and the issues identified apply to much of rural Victoria.'*

The regional jury recommended a new option for inclusion in the strategy to upgrade passenger rail services in regional Victoria. This would include increasing the speed and frequency of passenger rail services to the rest of regional Victoria, improving timetabling for work commuters and better maintaining of rural rail lines so that trains can operate at optimum speeds. They identified links between Shepparton, Seymour, Wangaratta and Cobram as some key examples.

Based upon feedback from the jury and the broader community, we created and recommended a new option for **Regional train link upgrades (RTL)** between regional centres and surrounding communities. The focus of this option will be to improve the frequency of services, reduce travel times and provide greater reliability on high priority links. Where we differ from the jury is on the upgrades that should be targeted. We have recommended the primary focus should be on upgrading to five services, five days per week on the long distance lines to Warrnambool, Bairnsdale, Albury-Wodonga, Echuca, Swan Hill and Shepparton. Further identification of needs and priorities for additional long distance services should build on the *Regional network development plan*.

## NEED 10: EMPLOYMENT OUTSIDE CENTRAL CITY INCENTIVISATION (EOC)

*'We need to encourage the growth of regional Victoria and mitigate the effects of excessive urban sprawl... This is key and needs to be amended in the option – more affordable living in regional areas and lifestyle.'*

The jury recommended **EOC** as a priority option to meet Need 10 as it would encourage decentralisation and expansion beyond Melbourne to regional centres. They also recommended a new option to 'Grow/promote regional cities by locating government departments and services to regional hubs.'

We have not made a recommendation for **EOC** or this new option in the draft strategy. There is limited evidence to demonstrate such incentive programs produce a net benefit in jobs for these regions. Ultimately the focus of the strategy is on the enabling role played by infrastructure in economic development, rather than subsidies and incentives to shift the location of economic activity.



# About us

Infrastructure Victoria is an independent advisory body, which began operating on 1 October 2015 under the *Infrastructure Victoria Act 2015*.

It has three main functions:

- preparing a 30-year infrastructure strategy for Victoria, to be refreshed every three to five years
- providing written advice to government on specific infrastructure matters
- publishing original research on infrastructure-related issues

Infrastructure Victoria will also support the development of sectoral infrastructure plans by government departments and agencies.

The aim of Infrastructure Victoria is to take a long-term, evidence-based view of infrastructure planning and raise the level of community debate about infrastructure provision.

Infrastructure Victoria will not directly oversee or fund infrastructure projects.





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