

Metropolitan Strategy: Where to From Here?

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Metropolitan Strategy: Where to From Here?

The early 21st century planning consensus

Critiques and evaluation

More growth: updated population projections

The planning strategy response

Neglected and vulnerable suburbs

THE EARLY 21st CENTURY PLANNING CONSENSUS

Planning Strategies published for the five major metropolitan areas, 2002 - 2005.

Projected need for additional dwellings:

Melbourne	600,000 by 2030
Sydney (inc. Central Coast)	550,000 by 2026
SE Queensland	550,000 by 2026
Perth-Peel	375,000 by 2031
Adelaide	69 - 137,000 by 2031

THE EARLY 21st CENTURY PLANNING CONSENSUS

STRATEGIC PLANNING APPROACHES:

Containment: urban growth boundaries

Consolidation: accommodating a significant percentage of additional dwellings at higher densities within the existing built-up area

Centres: concentrating economic activity/employment/services into centres

CONTAINMENT-CONSOLIDATION TARGETS

Sydney: 60-70% of housing development in next 25 years planned to be in already- established areas.

Melbourne: 75%

SE Queensland: 40-50%

Perth-Peel: 60%

Adelaide: estimated 60%



CRITIQUES AND EVALUATION

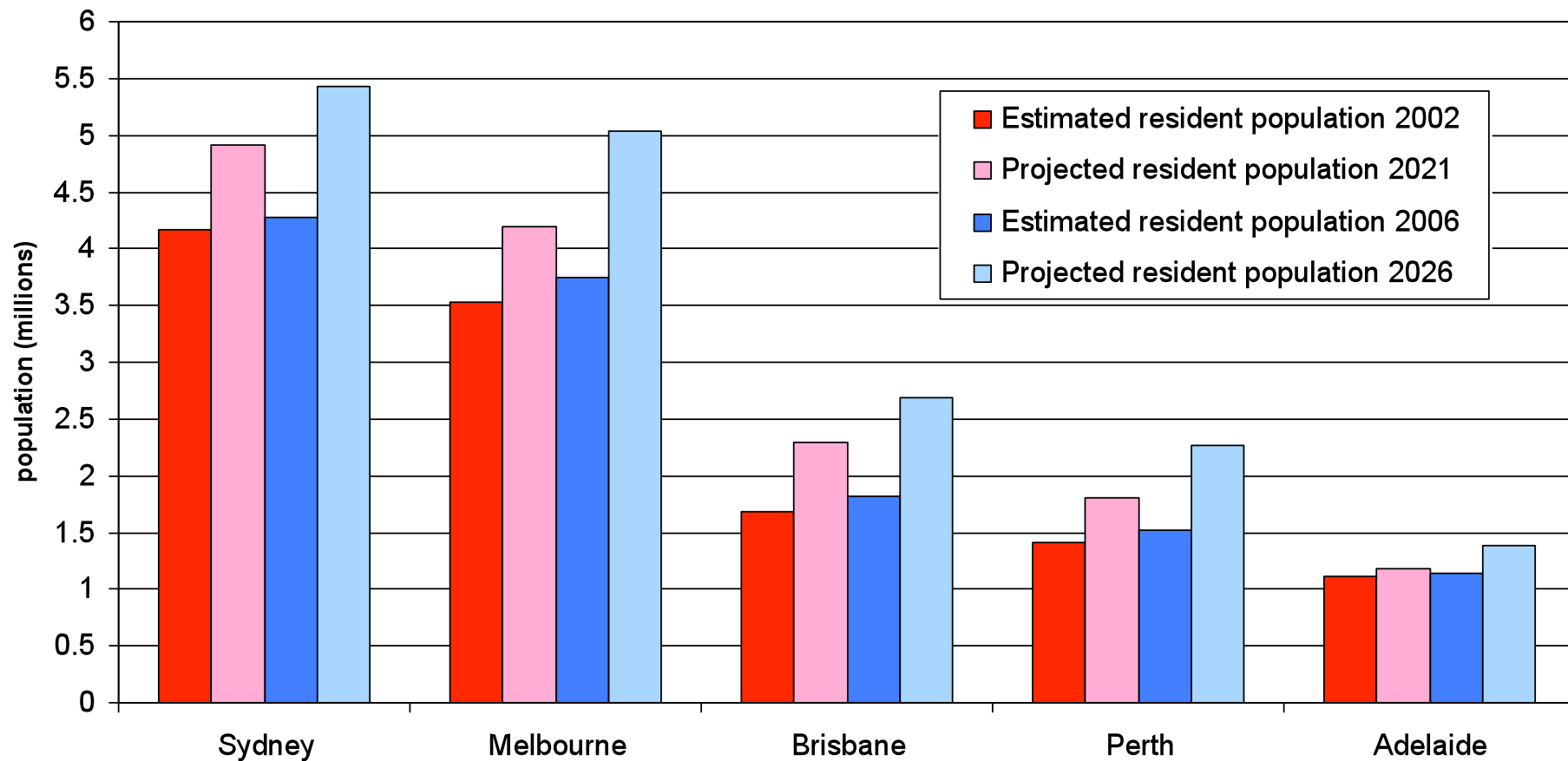
Strategies incapable of being implemented: resident opposition to high levels of consolidation; business resistance to centres; failure to address housing affordability; inadequate provision for new infrastructure (O'Connor 2003; Birrell et al. 2005).

Strategies over-influenced by a neoliberal agenda that pursued economic development at all costs while running down the quality of public services and infrastructure (McGuirk 2005, 2008; Gleeson 2003, 2006).

Strategies based on an over-neat view of how cities function, compared with the much messier reality revealed by research on employment location, travel behaviour and residential location and aspirations. Parallel universes? (Forster 2006)

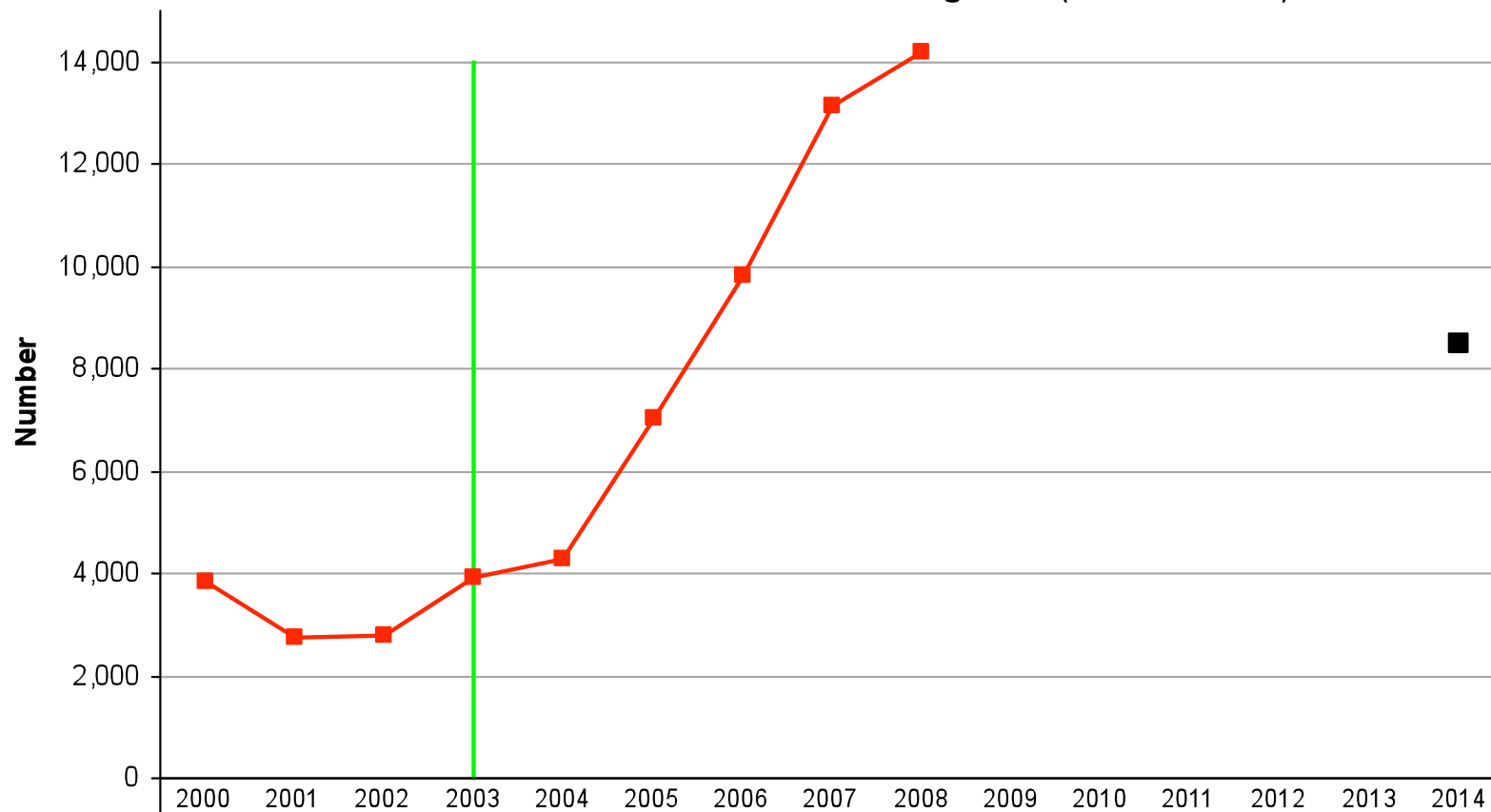
UPDATED POPULATION PROJECTIONS: SIGNIFICANTLY HIGHER GROWTH EXPECTATIONS:

CHANGES IN PROJECTED POPULATION GROWTH (SERIES B), MAJOR CITIES 2002-2026



Source ABS 2003, Population Projections, Australia, 2002 to 2021 and ABS 2008, Population Projections, Australia, 2006 to 2026 (cat. no. 3222.0)

South Australia's net overseas migration (2002-03 baseline)



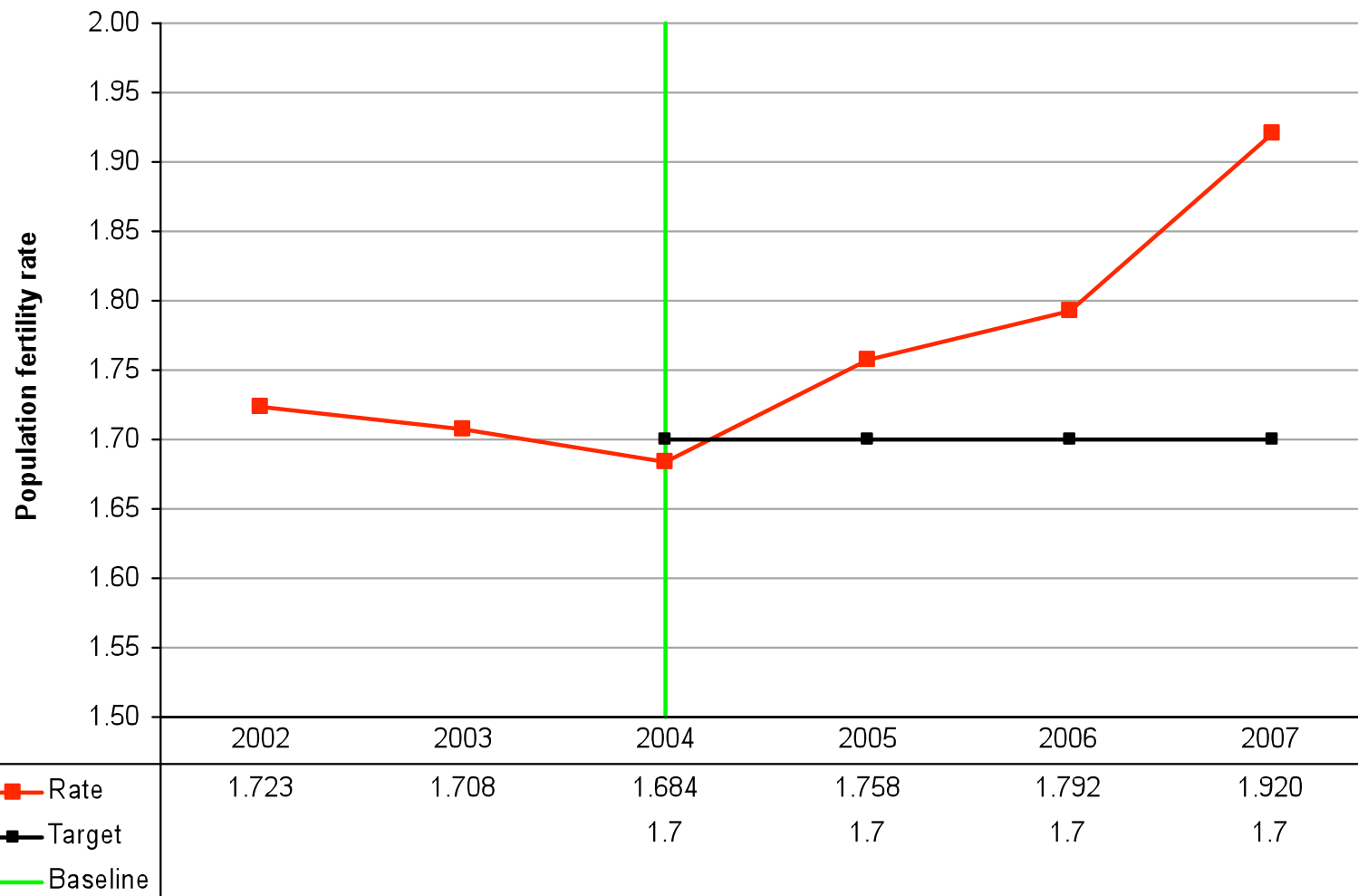
■ Net Overseas Migration
■ Target
— Baseline

3,829 2,765 2,798 3,904 4,305 7,020 9,813 13,146 14,186

8,500

Source: South Australia 2008, *South Australia's Strategic Plan*, Target Fact Sheet t1.24 (<http://sapan.org.au/content/view/149/186/>)

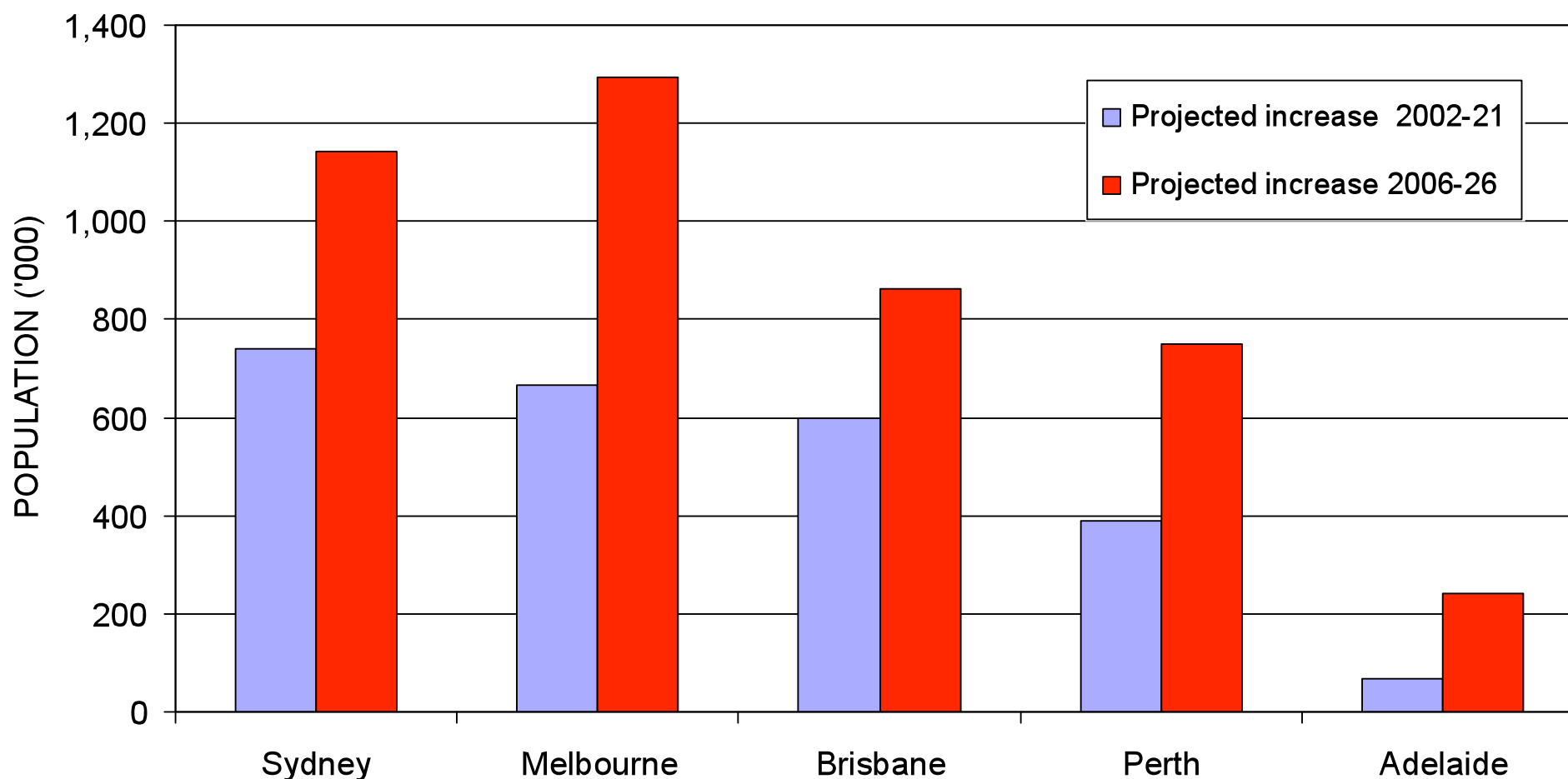
South Australian population fertility rate(2004 baseline)



Source: South Australia 2008, *South Australia's Strategic Plan, Target Fact Sheet t1.25* (<http://sapan.org.au/content/view/149/186/>)

UPDATED POPULATION PROJECTIONS: SIGNIFICANTLY HIGHER GROWTH EXPECTATIONS:

PROJECTED POPULATION INCREASE (SERIES B) AUSTRALIAN MAJOR CITIES
2002-21 AND 2006-26



Source ABS 2003, *Population Projections, Australia, 2002 to 2021* and ABS 2008, *Population Projections, Australia, 2006 to 2026* (cat. no. 3222.0)

UPDATED POPULATION PROJECTIONS: SIGNIFICANTLY HIGHER GROWTH EXPECTATIONS:

The projections are not intended as predictions or forecasts, but are illustrations of growth and change in the population that would occur if assumptions made about future demographic trends were to prevail over the projection period.

While the assumptions for the projections are formulated on the basis of an assessment of past demographic trends, both in Australia and overseas, there is no certainty that any of the assumptions will or will not be realised. In addition, no assessment has been made of changes in non-demographic conditions.



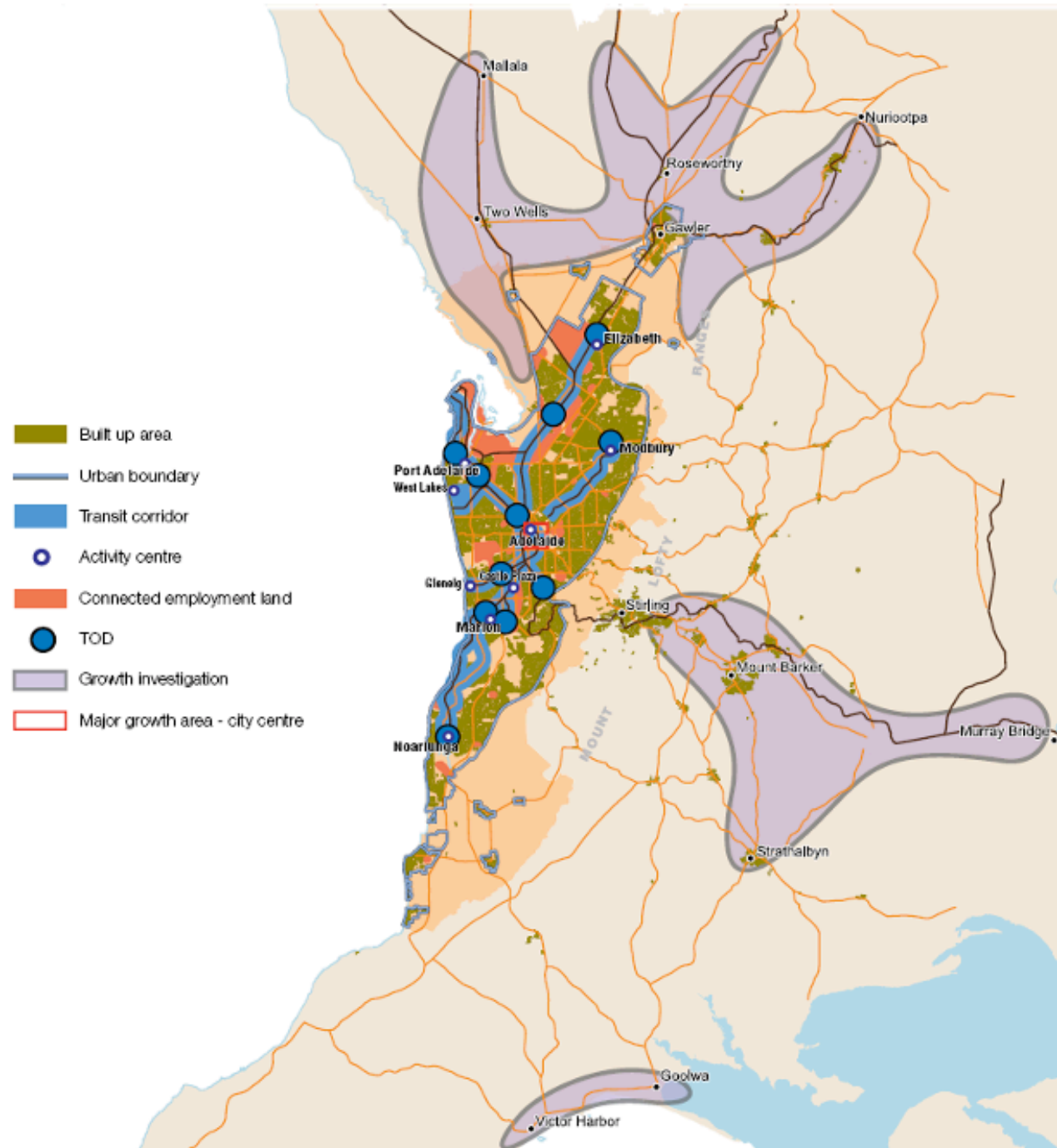
THE PLANNING STRATEGY RESPONSE

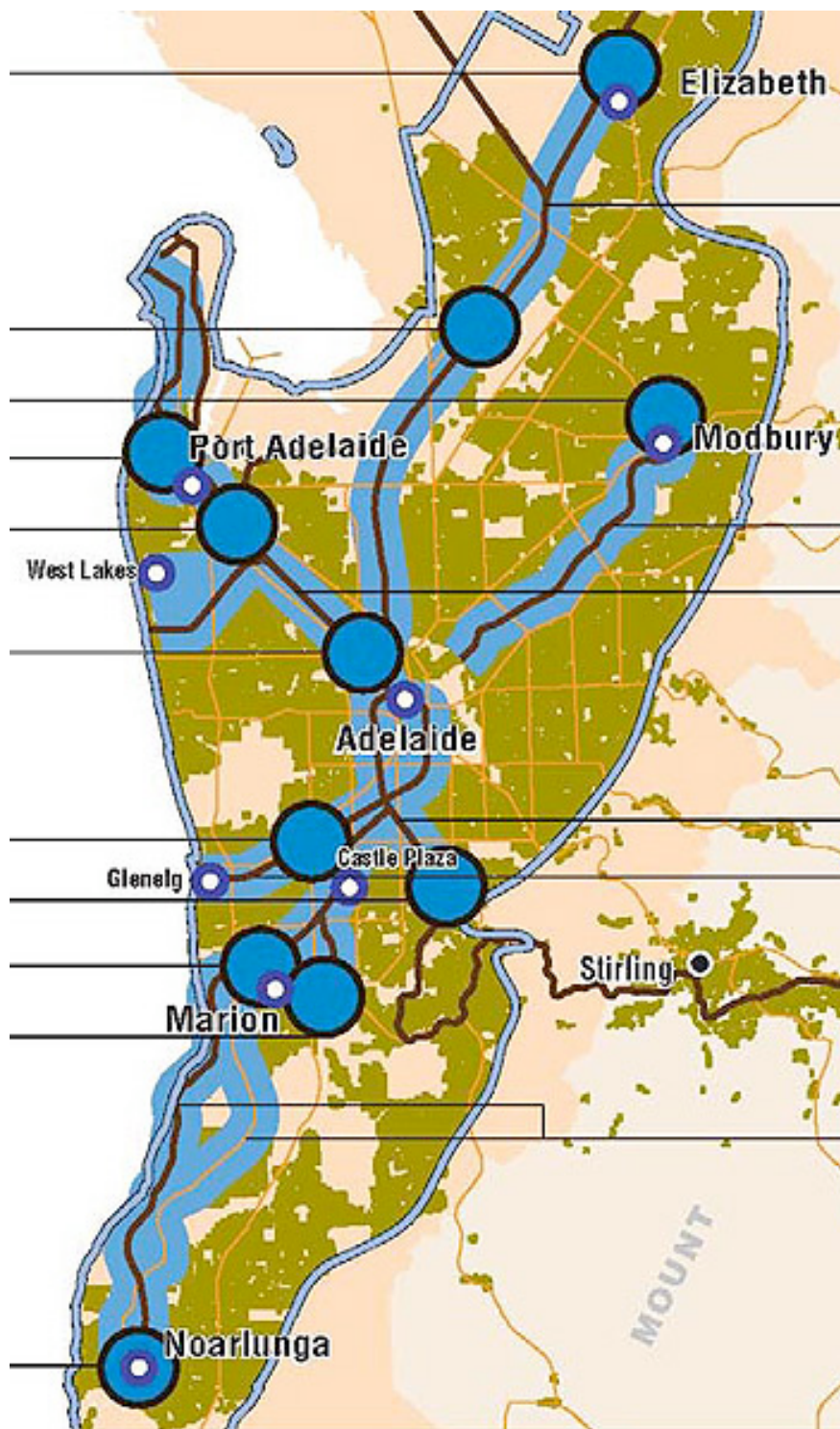
Draft South East Queensland (SEQ) Regional Plan 2009 - 2031 (December 2008). 735,500 more dwellings by 2031; Containment (Urban Footprint); Centres; Consolidation (45% new dwellings in established area); Transit Oriented Developments (TODs).

Melbourne 2030: A Planning Update - Melbourne @ 5 million (Feb 2009). 600,000 more dwellings over next 20 years; Containment (Urban Growth Boundary - though expanded); Centres; Consolidation (53% new dwellings in established area); Employment corridors.

Better Planning Better Future: Directions for Creating a New Plan for Greater Adelaide (November 2008). 250,000 more dwellings by 2036; Containment (Urban Growth Boundary - though peri-urban growth areas flagged for investigation); Centres; Consolidation (60-70% new dwellings in established area); Transport Corridors and TODs.

Map 2 Ideas for Adelaide - Key growth strategies





RECOMMENDED TARGETS

- Well located and functioning transit oriented developments.
- Six transit corridors.
- Provide 85,000 dwellings within the transit corridors.
- Locate an additional 187,000 people within the corridors.
- Provide 80,000 jobs within corridors.
- 10% affordable and 5% high need housing in all significant new housing developments.
- Planning system to underpin South Australia's Strategic Plan target to increase the use of public transport to 10% of metropolitan weekday passenger vehicle kilometres travelled by 2018.

THE PLANNING STRATEGY RESPONSE: CONSENSUS CONTINUED?

Overviews emphasise 'managing growth and change'.

“The purpose of the *Draft South East Queensland Regional Plan 2009–2031* (draft SEQ Regional Plan) is to manage regional growth and change in the most sustainable way to protect and enhance the quality of life in the region.”

“The pace of population and economic growth, combined with the challenges of climate change, housing affordability and transport congestion, collectively influence the shape of Melbourne. Actively managing Melbourne’s growth and change is an important part of Melbourne’s future liveability.”

Melbourne: more explicit recognition of the need for fringe growth and infrastructure; consolidation target lowered.

Adelaide: explicit recognition of the Greater Adelaide Region context; emphasis on TODs and corridors; consolidation target *raised* in the light of much higher population projections.

THE PLANNING STRATEGY RESPONSE: CONSENSUS CONTINUED?

Emphasis on climate change and water security issues

Recognition of housing affordability issues

Maintenance of earlier targets to double the % of travel by public transport to around 20% (Melbourne) and 10% (Adelaide). SE Qld?: "Private cars will continue to be used into the future for the majority of trips in SEQ but, with rising oil prices, car-dependency will cause financial stress to urban-fringe communities and vulnerable groups." Integrated Transport planning.

THE PLANNING STRATEGY RESPONSE: CONSENSUS CONTINUED?

Containment

Consolidation

Centres

Corridors/TODs



ACHIEVEMENTS OF THE PLANNING STRATEGY CONSENSUS

Population and dwelling growth in inner and middle suburbs

Reduced rate of fringe expansion

Some development of centres

Greater diversity of dwelling structures

Rising automobile dependence checked

Significant achievements, but:

Fringe expansion is still significant

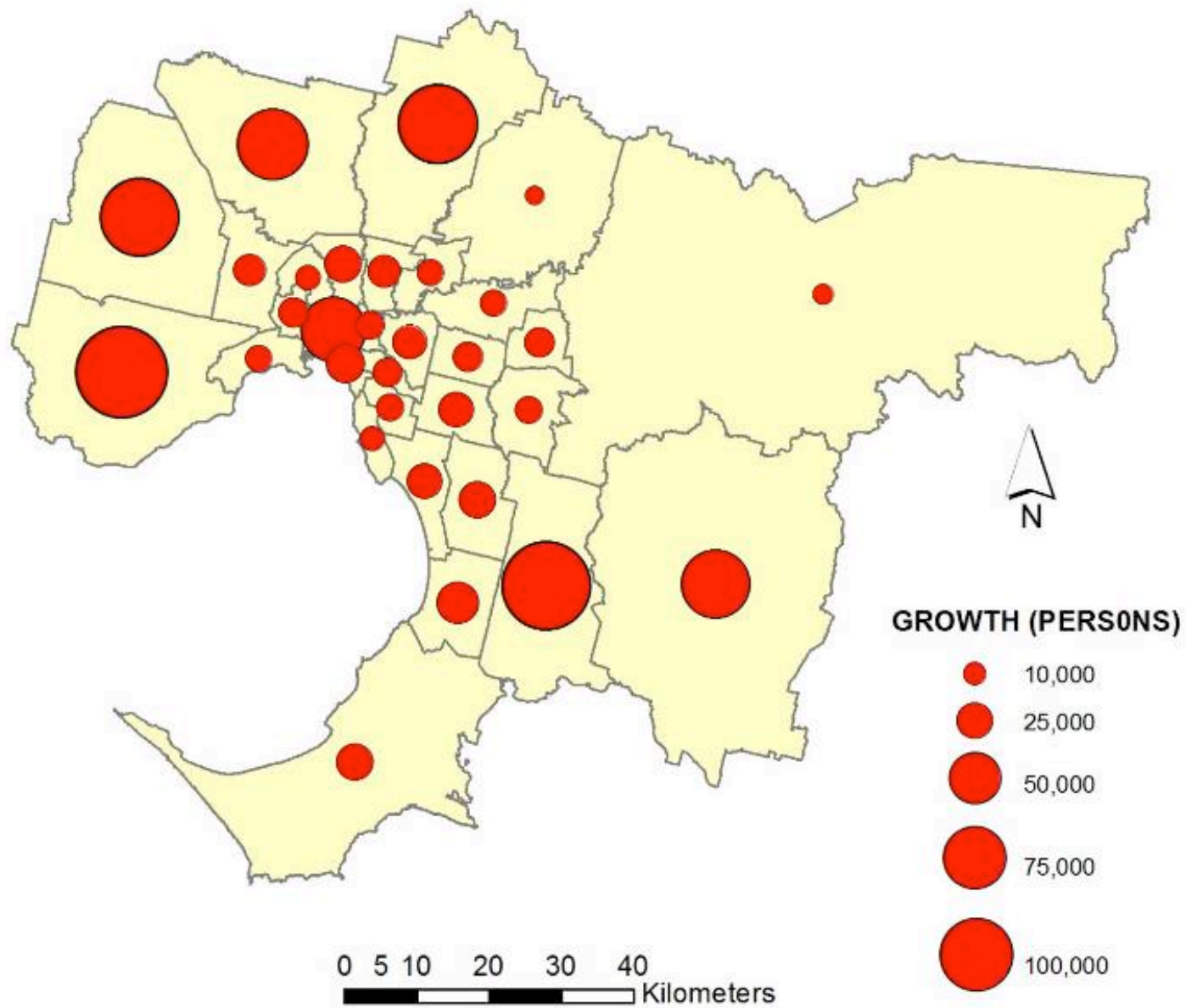
Most people still live in low density suburbia

Most jobs and services aren't located in centres

Most trips are still by automobile

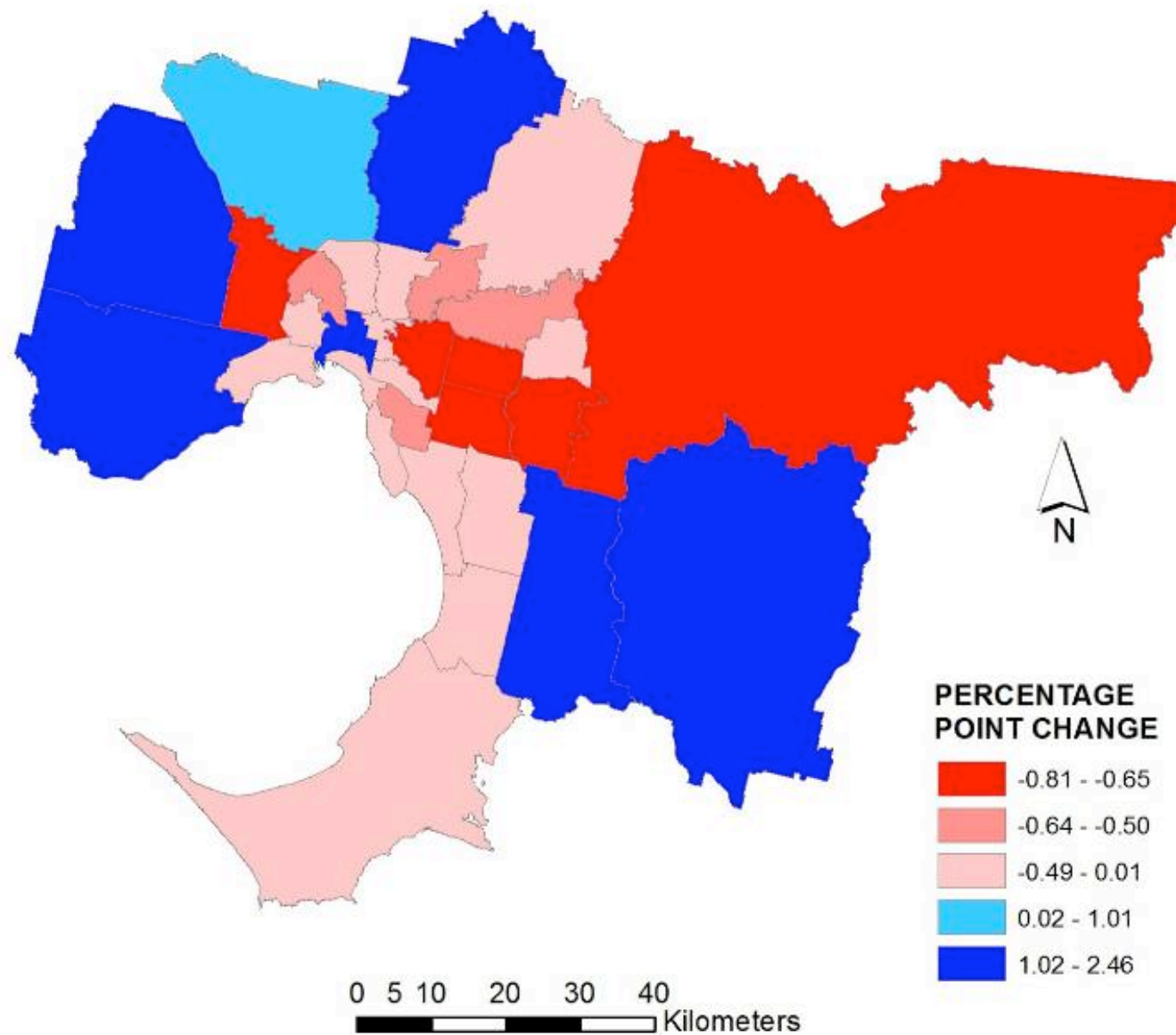
Particularly given the upward revisions in population projections, the same is very likely to be true in 20 years time

MELBOURNE SD PROJECTED POPULATION GROWTH BY LGA, 2006-2026

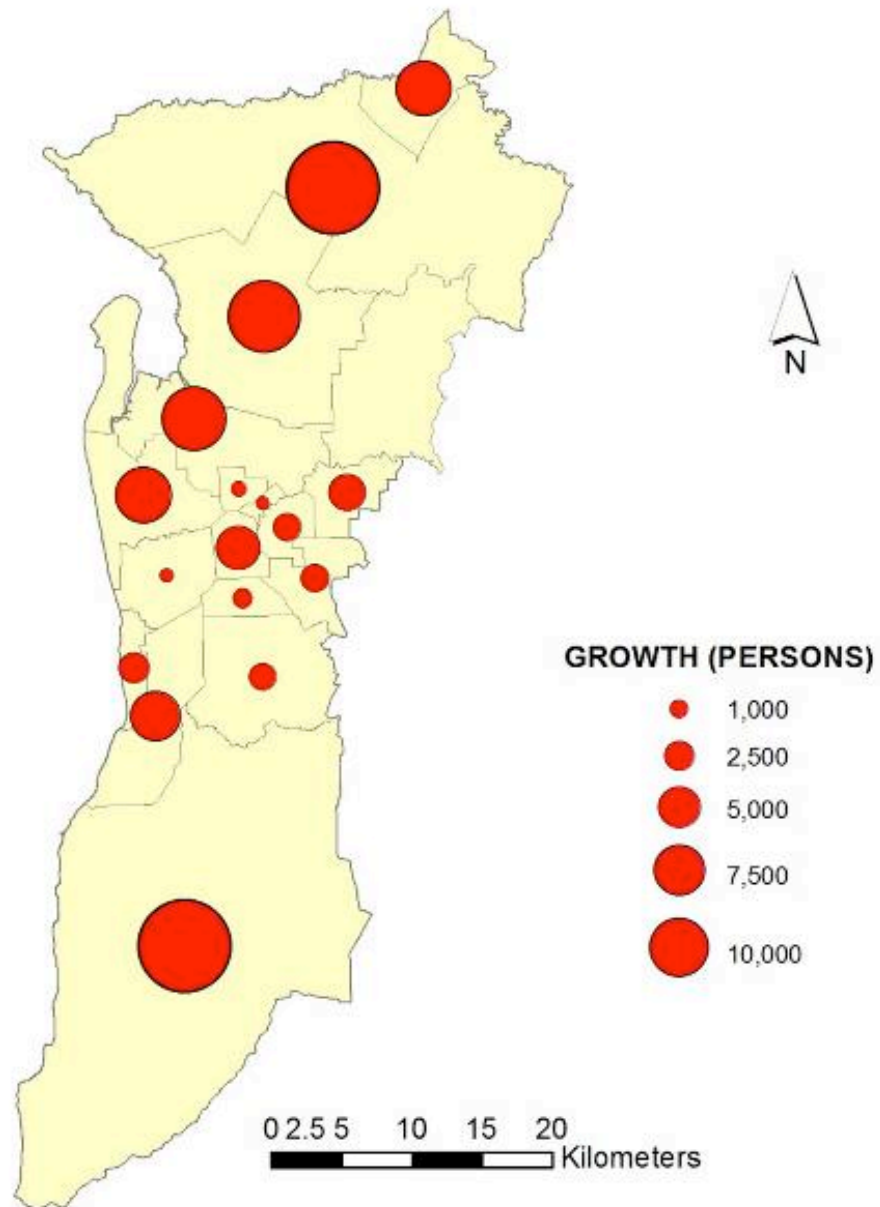


Source: Victoria, Dept of Planning and Community Development (2008) Victoria in Future, DPCD, Melbourne

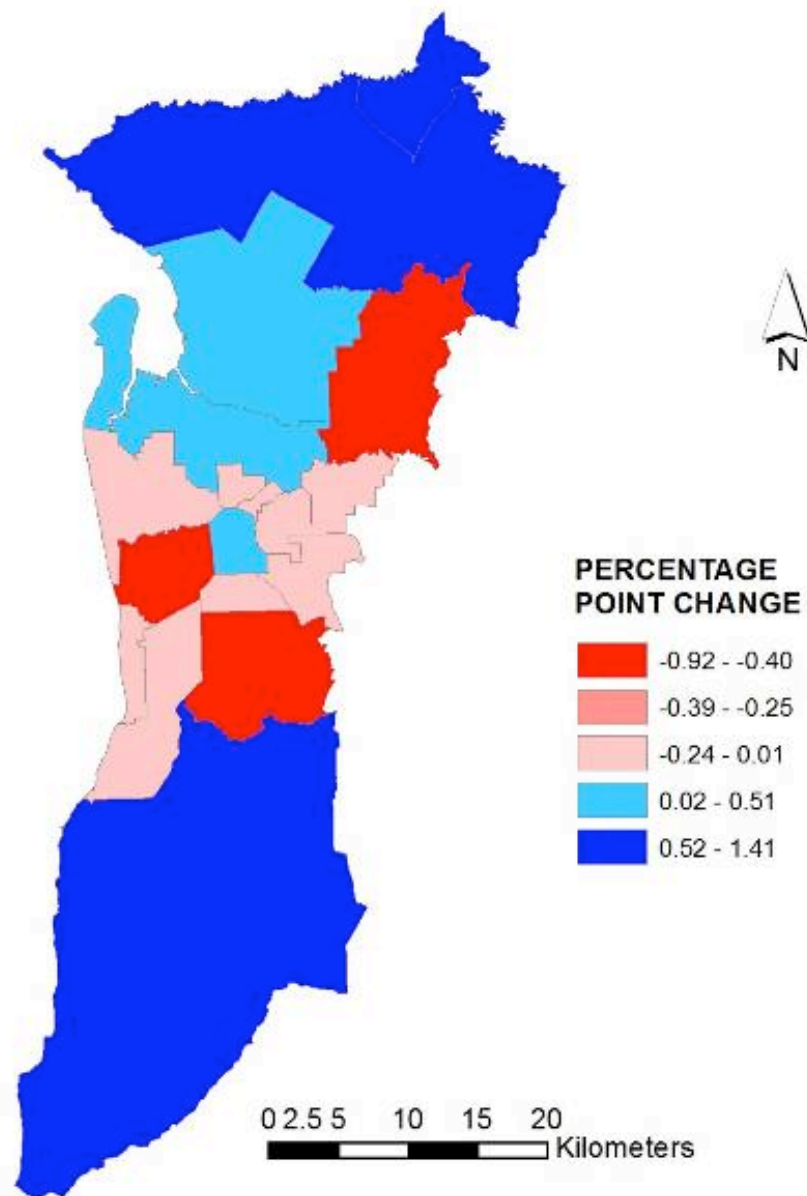
MELBOURNE SD PROJECTED CHANGE IN % SHARE OF TOTAL SD POPULATION BY LGA, 2006-2026



ADELAIDE SD PROJECTED POPULATION GROWTH BY LGA, 2001-2021



ADELAIDE SD PROJECTED % CHANGE IN SHARE
OF TOTAL SD POPULATION BY LGA, 2001-2021



NEGLECTED AND VULNERABLE SUBURBS?

The planning consensus celebrates urban consolidation, centres, transport corridors and TODs as desirable and exciting.



NEGLECTED AND VULNERABLE SUBURBS?

Suburban expansion tends to be portrayed as a regrettable necessity

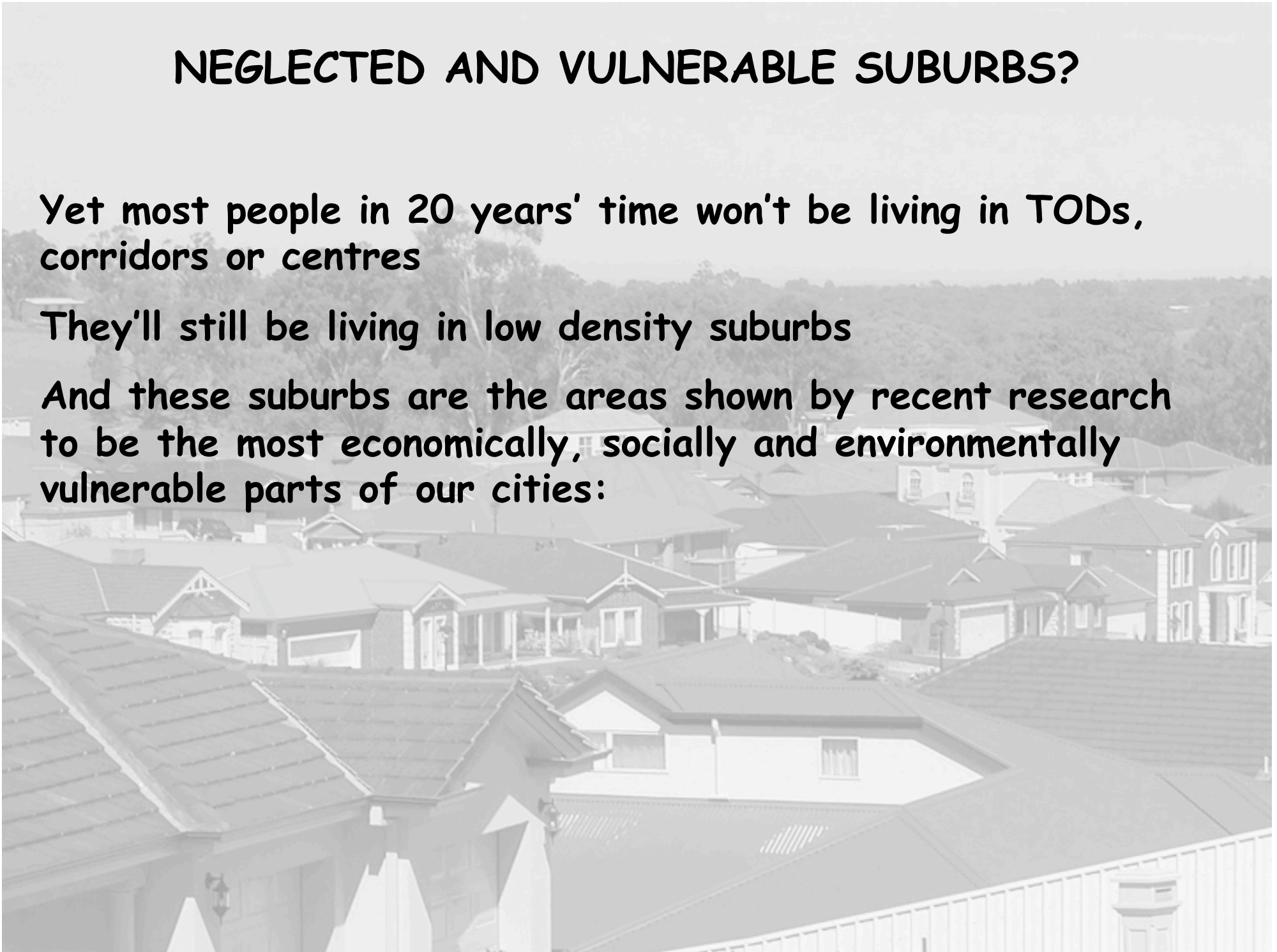


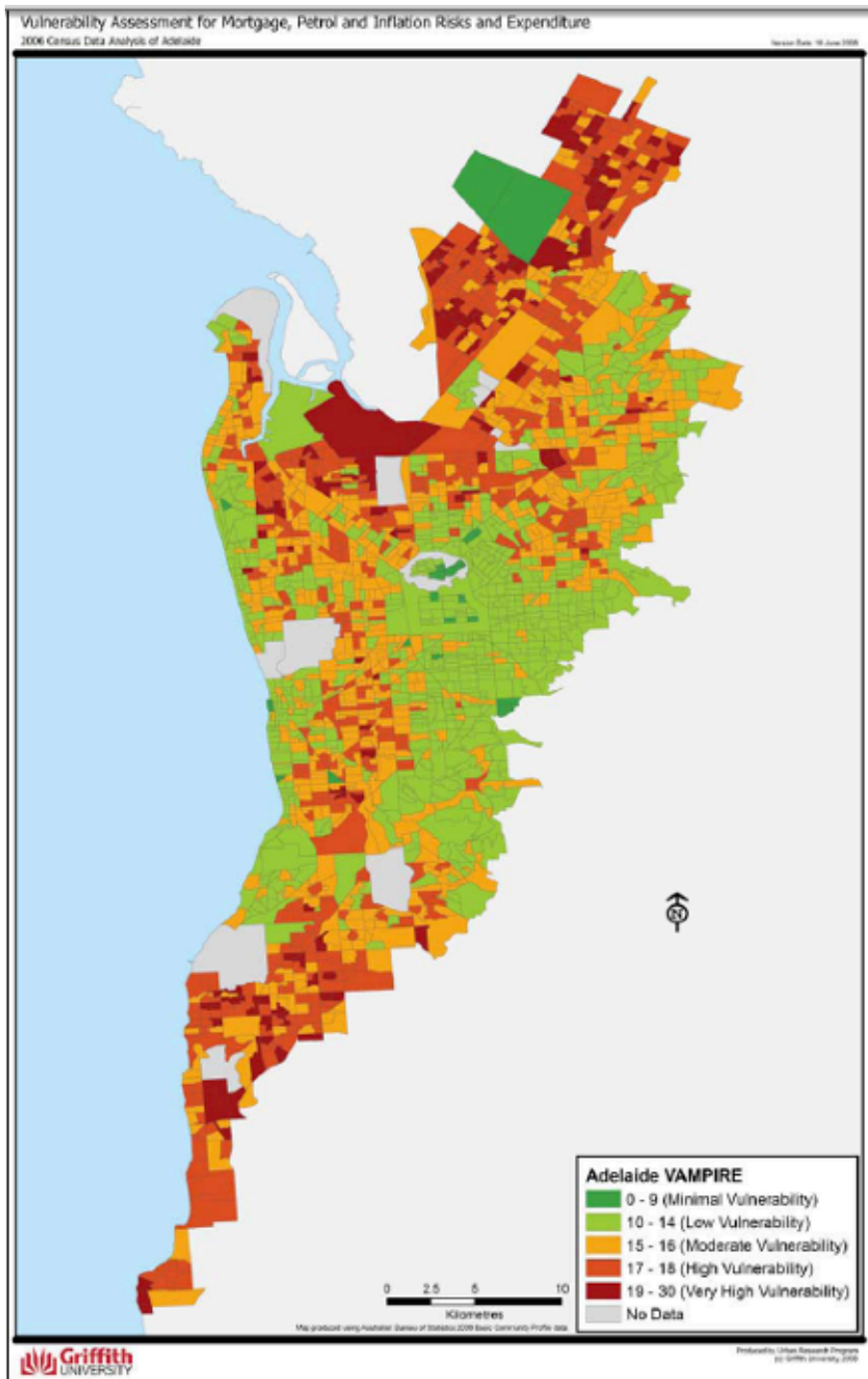
NEGLECTED AND VULNERABLE SUBURBS?

Yet most people in 20 years' time won't be living in TODs, corridors or centres

They'll still be living in low density suburbs

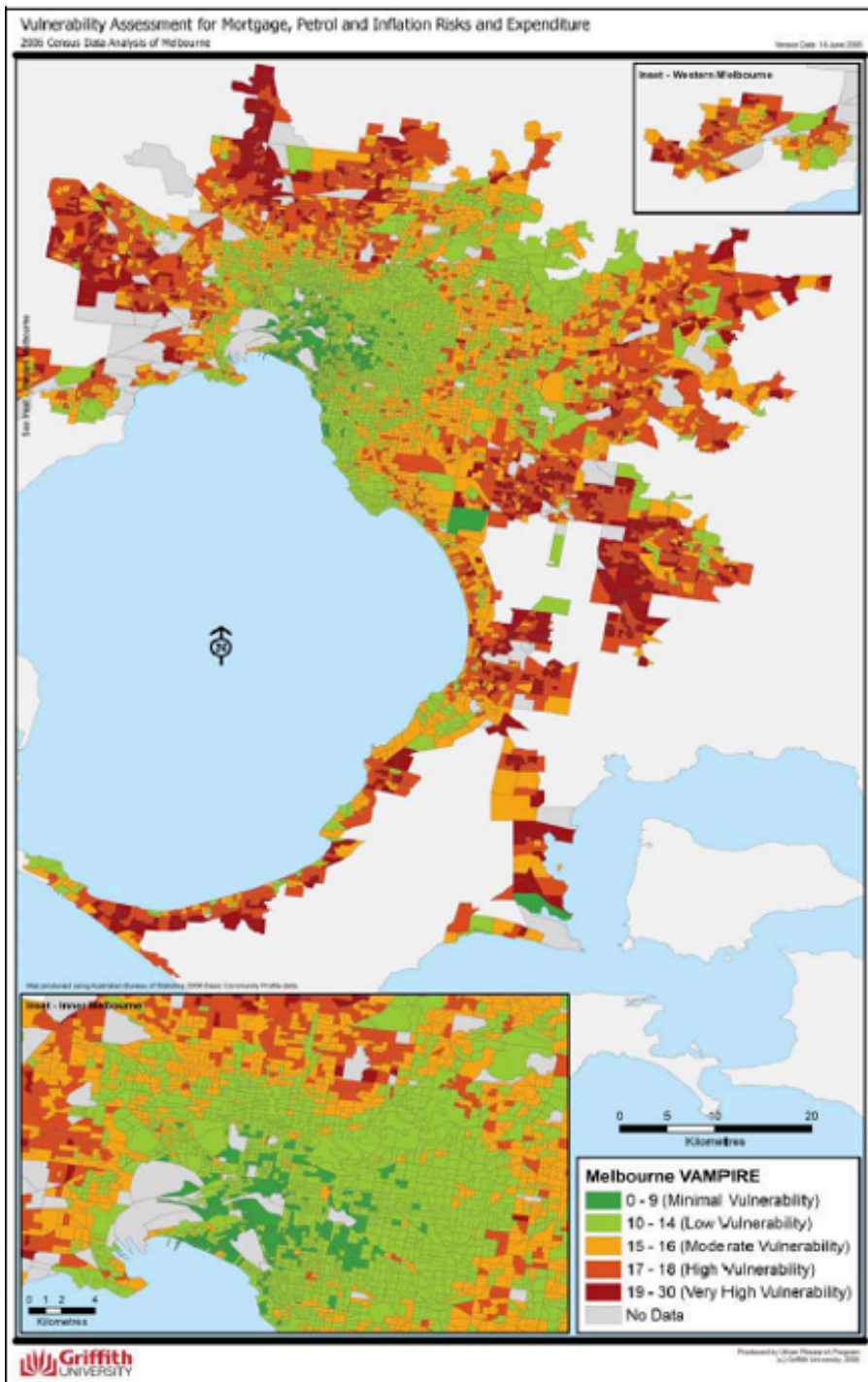
And these suburbs are the areas shown by recent research to be the most economically, socially and environmentally vulnerable parts of our cities:





Dodson & Sipe (2008) Mortgage and Oil Vulnerability Index

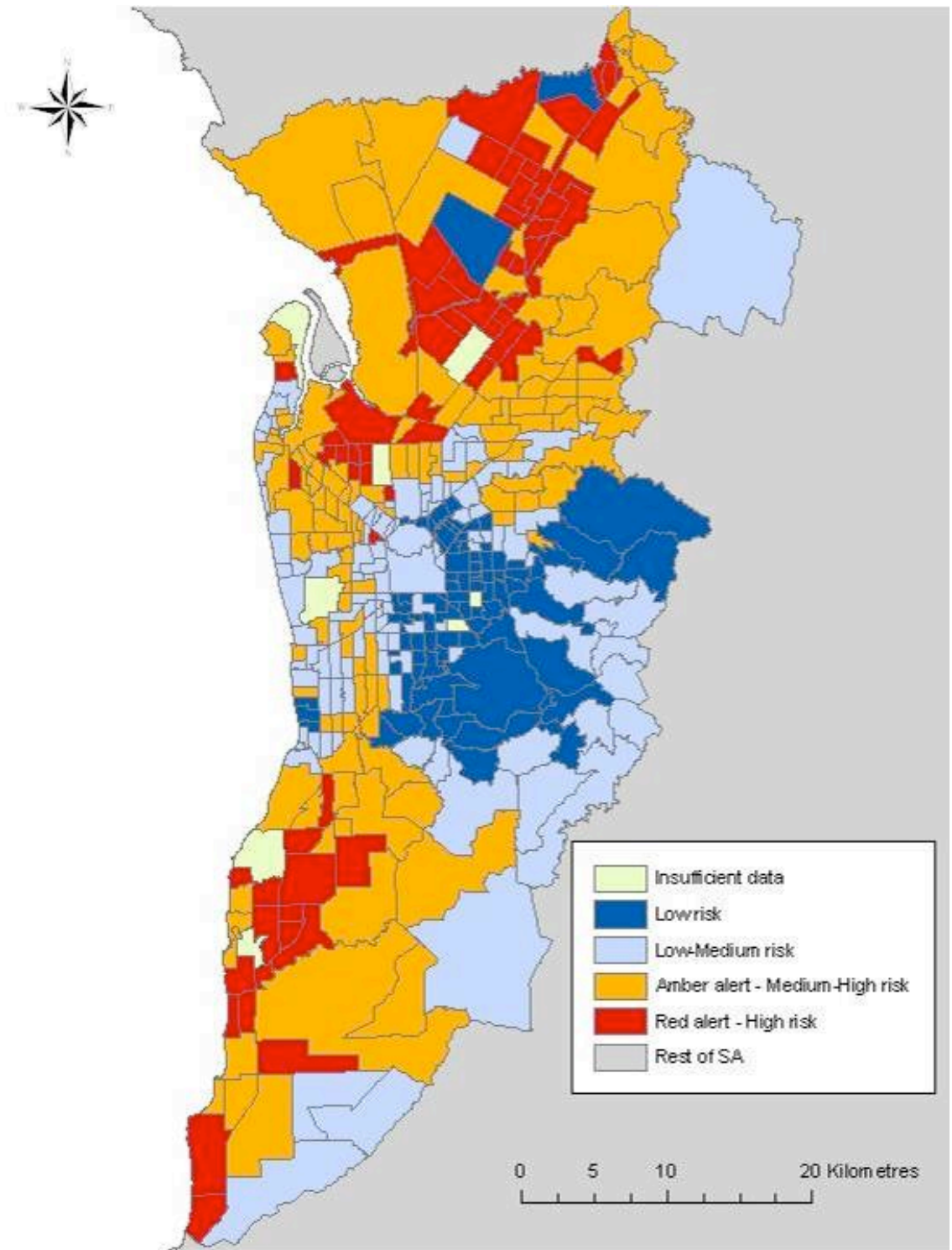
Figure 13: Oil and mortgage vulnerability in Adelaide, 2006.

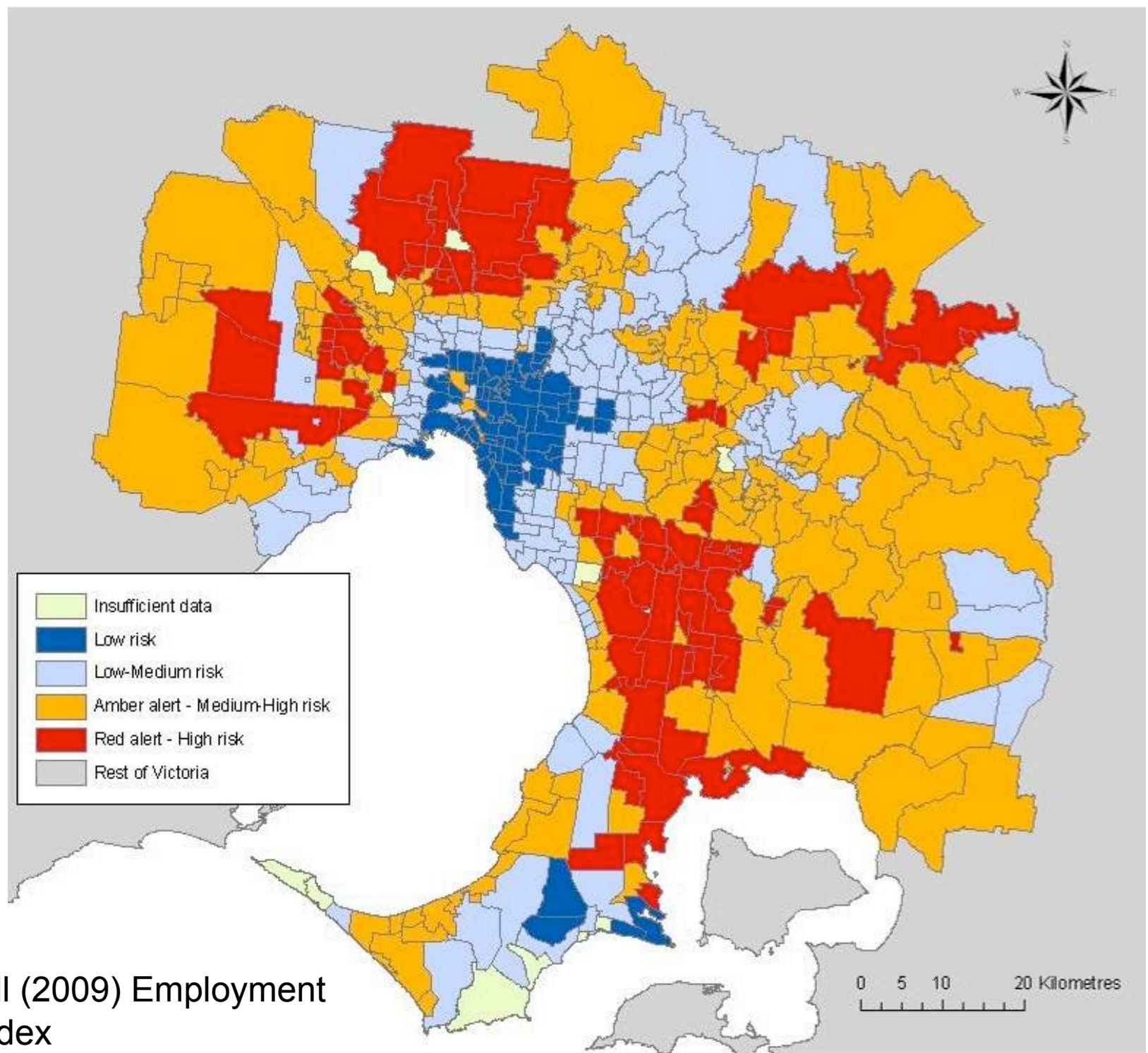


Dodson & Sipe (2008) Mortgage and Oil Vulnerability Index

Figure 11: Oil and mortgage vulnerability in Melbourne, 2006.

Baum & Mitchell (2009) Employment Vulnerability Index





Baum & Mitchell (2009) Employment Vulnerability Index

NEGLECTED AND VULNERABLE SUBURBS?

TODs, corridors, centres and consolidation are sound policies and our cities will be the better for them.

But their ability to transform the form and structure of our major cities has always been overestimated, and the concerns about this expressed earlier by critics have not been addressed.

It is still in the outer suburbs that the battle for the Economic development - Equity - Environmental sustainability 'triple bottom line' will need to be won.

These recently-neglected areas will need not only sound planning and policies addressing housing and transport sustainability, but major investment in physical and social infrastructure. State and Federal Governments must not regard consolidation policies as a substitute for this investment.