WE HEAR YOU
Finalising the framework for Victoria’s 30-year infrastructure strategy
In mid-February 2016, Infrastructure Victoria released a paper entitled *Laying the foundations* that presented a draft framework for Victoria's first 30-year infrastructure strategy. Its primary purpose was to facilitate discussion on what the strategy should be aiming to achieve (the ‘objectives’) and what infrastructure challenges need to be addressed (the ‘needs’).

This consultation report summarises and responds to feedback received on *Laying the foundations* and confirms the framework for the 30-year strategy. The final framework is outlined on pages 4-5. The rest of the report explains how we got here.
The final framework

VISION

By 2046, we see a Victoria where everyone can access good jobs, education and services regardless of where they live, where communities are held together by strong bonds, where industries and businesses thrive, and where the environment is valued and protected.

Guiding principles

• Consult and collaborate
• Drive improved outcomes
• Integrate land use and infrastructure planning
• Draw on compelling evidence
• Consider non-build solutions first
• Promote responsible funding and financing
• Be open to change

Objectives

• Prepare for population change
• Foster healthy, safe and inclusive communities
• Reduce disadvantage
• Enable workforce participation
• Lift productivity
• Drive Victoria’s changing, globally integrated economy
• Promote sustainable production and consumption
• Protect and enhance natural environments
• Advance climate change mitigation and adaptation
• Build resilience to shocks

Needs

1  Address infrastructure demands in areas with high population growth
2  Address infrastructure challenges in areas with low or negative population growth
3  Respond to increasing pressures on health infrastructure, particularly due to ageing
4  Enable physical activity and participation
5  Provide spaces where communities can come together
6  Improve accessibility for people with mobility challenges
7  Provide better access to housing for the most vulnerable Victorians
8  Address expanded demand on the justice system
9  Provide access to high-quality education infrastructure to support lifelong learning
10 Meet growing demand for access to economic activity in central Melbourne
11 Improve access to middle and outer metropolitan major employment centres
12 Improve access to jobs and services for people in regional and rural areas
13 Improve the efficiency of freight supply chains
14 Manage threats to water security, particularly in regional and rural areas
15 Manage pressures on landfill and waste recovery facilities
16 Help preserve natural environments and minimise biodiversity loss
17 Improve the health of waterways and coastal areas
18 Transition to lower carbon energy supply and use
19 Improve the resilience of critical infrastructure

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OUR CONSULTATION SHOWED THAT PEOPLE IN VICTORIA ARE PASSIONATE ABOUT LONG-TERM INFRASTRUCTURE PLANNING.

This is perhaps not surprising, given the impact infrastructure has on the state and on people’s everyday lives.

OVERALL, THERE WAS BROAD SUPPORT FOR THE FRAMEWORK OF OBJECTIVES AND NEEDS.

Contributors recognised that good infrastructure is not an end in itself, but an enabler of better social, economic and environmental outcomes.

HOWEVER, MANY CONTRIBUTORS PROVIDED SUGGESTIONS FOR IMPROVEMENT.

The feedback we received through workshops, online forums and submissions was wide-ranging and constructive.

What you said

Laying the foundations was released in mid-February for consultation. In the weeks that followed, we received 126 formal submissions, over 500 comments and interactions on yoursay.infrastructurevictoria.com.au, and reports from workshops in Sale, Bendigo, Ballarat and Melbourne.

Given that the release of Laying the foundations marked Infrastructure Victoria’s first major consultation as a new organisation, and the first of three rounds being held in 2016 as the strategy develops, we welcomed this level of engagement. It showed that organisations and individuals in Victoria care deeply about long-term infrastructure planning.

Overall, the consultations demonstrated support for the strategic framework set out in Laying the foundations. Most of the participants in stakeholder workshops (with a few notable exceptions) saw value in framing the strategy around a suite of objectives and needs, and many expressed support for Infrastructure Victoria’s guiding principles. Of the submissions that addressed the discussion paper (around three quarters of those received), around 90 per cent engaged with the framework without proposing any fundamental changes, with the majority expressly stating their support for it. There was also particular support for the notion, implicit in the framework, that good infrastructure is not an end in itself, but an enabler of better service delivery and ultimately better social, economic and environmental outcomes.

Many contributors also had constructive feedback for how the objectives and needs could be improved and prioritised (discussed in greater detail in the pages that follow). The needs of regional and rural Victorians emerged as a strong theme, as did the need for better integration of land use and infrastructure planning. Support was expressed for the principle of considering non-build solutions first and using existing assets better.

WANT TO FIND OUT MORE?

The feedback received in formal submissions, workshops and online was analysed internally by Infrastructure Victoria and independently by the consulting firm Nation Partners (who were involved in facilitating the workshops). To read the full consultation report produced by Nation Partners, please visit yoursay.infrastructurevictoria.com.au. This report includes a description of the methodology employed, participation data, analysis of feedback related to the overall framework and specific objectives and needs, and a discussion of key themes.
In response to feedback received during the consultation, we have made changes to every part of the strategic framework set out in *Laying the foundations*.

First, we’ve gone from six guiding principles to seven. The appeal for better integration between land use and infrastructure planning was so strong that we’ve added it as a guiding principle for Infrastructure Victoria’s work. Like all the guiding principles, integrating land use and infrastructure planning has its roots in the *Infrastructure Victoria Act 2015*, so it makes a lot of sense to include it.

Secondly, we’ve prepared a vision statement. Very few contributors called for fundamental changes to the strategic framework, but some of those who did suggested that the strategy lacked a vision. In response, we have prepared a brief statement based around the themes of opportunity, community, prosperity and sustainability. This is likely to evolve as the strategy develops throughout the year.

Thirdly, we’ve made minor changes to the objectives. These changes aim to make the language more positive and proactive, while still recognising that infrastructure is one factor among many that influence outcomes. Overall, the objectives were seen to be reasonable, covering a broad range of social, economic and environmental issues, but too tentative in parts. There was a desire for the strategy to shape trends, not just respond to them.

Finally, we’ve made a raft of changes to the infrastructure needs, including adding, consolidating and removing some needs. The final list of needs has a stronger regional and rural focus. All are now pitched at a similar “level” based on feedback that some of the original needs were too narrow and others too broad. Any needs that seemed to jump to solutions, particularly new build solutions, have been revised. The original ‘linear’ structure, linking needs to single objectives, has been abandoned.

We’ve made significant changes to the framework presented in *Laying the foundations*, but the focus on social, economic and environmental outcomes still remains, as does the cross-sectoral, state-wide approach.

**MEASURABLE OBJECTIVES**

One element of the framework we are still grappling with involves how to measure the impact of the strategy. A small number of contributors provided feedback on possible indicators for tracking the objectives over time. There was certainly an appetite for performance measurement, but this is far from straightforward. Infrastructure is only ever going to be one among many factors that influence broad social, economic and environmental outcomes. Furthermore, the 30-year strategy is advice to government; Infrastructure Victoria is not ultimately responsible for decision-making nor implementation. Nonetheless, we know that what’s measured, matters. At this stage, we don’t have all the answers for this one, but we will keep working on it.
A SMALL NUMBER OF CONTRIBUTORS CALLED FOR FUNDAMENTAL CHANGES TO THE STRATEGIC FRAMEWORK.

Such changes ranged from significantly reducing the number of objectives to doing away with the needs entirely.

ONE OF THE MOST COMPELLING CRITICISMS WAS THAT THE FRAMEWORK SEEMED TO LACK A VISION.

There was a sense that we need to better articulate what the strategy is striving for.

IN RESPONSE, WE HAVE PREPARED A BRIEF VISION STATEMENT.

This draws together the themes of opportunity, community, prosperity and sustainability.

While the basic framework of objectives and needs set out in Laying the foundations was broadly supported, there was a small number of contributors who challenged Infrastructure Victoria to alter it in some fundamental way. Some called for the 10 objectives to be reduced to just three or four. Others questioned the need for the ‘needs’. Still others observed that the strategy needed a clearer vision – something to tie it all together and give a better sense of the ‘so what’.

Responding to this feedback, we have added a new layer to the strategic framework – a vision based on the themes of opportunity, community, prosperity and sustainability. This vision draws from the strategy’s introductory paper, From the ground up (November 2015), and from comments received during consultation. We expect this vision will evolve over the year and be confirmed in the draft/final strategy.
By 2046, we see a Victoria where everyone can access good jobs, education and services regardless of where they live, where communities are held together by strong bonds, where industries and businesses thrive, and where the environment is valued and protected.

Infrastructure influences almost every aspect of our lives – how and where we live, what services and jobs we access, the connections we make with others, the ease with which we buy and sell products, and how we impact on, and adapt to, our natural environment.

In 30 years’ time, Victoria will be a different place. It is impossible to know exactly what the future holds, but we do know that the performance of our infrastructure across all sectors will affect the shape of our society, economy and environment, just as our society, economy and environment will affect our infrastructure needs.

The vision for Infrastructure Victoria’s first 30-year strategy is that infrastructure will better enable Victorians to access opportunities, connect with each other and the world, and live sustainably.

Victoria is already a great place to live, work and do business, but with strong infrastructure planning we see an even better future.
LAYING THE FOUNDATIONS SET OUT SIX PRINCIPLES TO GUIDE WORK ON THE STRATEGY AND BEYOND.

These included our commitment to consult and collaborate, drive improved outcomes, draw on compelling evidence, consider non-build solutions first, promote responsible funding and financing, and be open to change.

FOLLOWING CONSULTATION, WE’VE ADDED A NEW PRINCIPLE ON INTEGRATING LAND USE AND INFRASTRUCTURE PLANNING.

We’ve also amended the explanatory text for two of the existing principles to emphasise the importance of local government and reaffirm that the 30-year strategy is for the whole state.

ALL OF THE FINAL PRINCIPLES ARE GROUNDED IN THE INFRASTRUCTURE VICTORIA ACT 2015.

This means they will not only guide the development of the first 30-year strategy, but have enduring relevance for the organisation.

Guiding principles

The original six guiding principles – consult and collaborate, drive improved outcomes, draw on compelling evidence, consider non-build solutions first, promote responsible funding and financing, and be open to change – were mainly intended to provide context for the draft objectives and needs. During consultation it became clear, however, that the guiding principles were an integral part of the framework for the 30-year strategy and that there was one missing.

Integrating land use planning with infrastructure planning was a strong theme across all consultation streams. It was raised in workshops and written submissions and was the second highest need identified in the online survey on yoursay.infrastructurevictoria.com.au. Some contributors highlighted the potential for conflict when housing is developed too close to ‘offensive’ but absolutely necessary infrastructure, like waste water (ie sewerage) treatment plants. Others noted that community infrastructure often lags behind housing development.

We think integrating land use and infrastructure planning should be a key consideration for the strategy as a whole, so we’ve included it as a guiding principle. It’s likely to be particularly relevant during the options phase as changes to land use provisions can provide solutions for infrastructure challenges, and vice versa.

While we were amending the guiding principles, we also thought there was an opportunity to respond to two other key pieces of feedback, specifically that the framework seemed too Melbourne-centric and that the role of local government in planning, funding and delivering infrastructure was underplayed.

Infrastructure Victoria would like to make it clear that we are focused on driving improved outcomes for the whole state. Similarly, we absolutely recognise that we need to consult and collaborate with other Victorian Government departments and agencies and Victoria’s 79 local governments. Matching actions with words, we have recently convened a local government reference group with representatives from across the state.

All the principles, including the new one on integrating land use and infrastructure planning, reflect the requirements of the Infrastructure Victoria Act 2015. They will guide our work on the strategy and beyond.
Consult and collaborate

Infrastructure Victoria will engage with the community and stakeholders in an open and meaningful way. Given the constrained fiscal environment, difficult choices will need to be made about the future of Victoria’s infrastructure. The 30-year strategy, in particular, provides an opportunity to listen to different viewpoints and build consensus.

Infrastructure Victoria will also collaborate closely with government, private and community sector organisations that have a role in planning, funding and delivering infrastructure. The relationship with Victorian Government departments and agencies, as well as Victoria’s 79 local governments, will be particularly important as we all work towards the same goal of improving social, economic and environmental outcomes for the state.

Drive improved outcomes

Infrastructure Victoria will take a triple bottom line approach to all our work, with the aim of achieving improved social, economic and environmental outcomes across the whole state.

Integrate land use and infrastructure planning

Infrastructure Victoria recognises the importance of aligning land use planning with infrastructure planning. Land use planning informs infrastructure requirements and infrastructure provision enables the achievement of land use objectives.

Infrastructure Victoria will initially draw on existing land use plans to inform better infrastructure planning. Over time, the 30-year infrastructure strategy will become an important input to future land use plans and new land use plans will inform future updates to the 30-year strategy. This integration will help to ensure that we achieve improved social, economic and environmental outcomes from both infrastructure and land use planning.
Use evidence wisely

Infrastructure Victoria will draw on detailed, objective evidence to support better, more informed decision-making. This will require careful research, modelling and scenario planning, as well as access to information and expertise from across government, academia, industry and non-profit organisations.

The evidence we use will be shared with the community. Transparency will ensure scrutiny of our assumptions and methodologies and enhance public debate. Infrastructure Victoria recognises that, in some cases, the evidence required for decision-making may not exist or be fit for purpose. In others, even the best available evidence will not mitigate uncertainty entirely. In this context, we will seek to preserve options to provide more flexibility in future and identify solutions that meet a range of possible needs.

Consider non-build solutions first

Infrastructure Victoria recognises that building new things often isn’t the best way to meet infrastructure needs. Taking steps to manage the demands placed on infrastructure and using the assets we already have more efficiently (with a focus on asset management) can be cheaper and better options.

Major projects will continue to be an important part of the infrastructure planning landscape, but, wherever possible, Infrastructure Victoria will look at non-build solutions first.

Promote responsible funding and financing

Infrastructure Victoria does not fund infrastructure directly, but our advice, if taken, could have major budgetary implications. Victoria’s fiscal position is sound. However, over the long term, revenue growth may struggle to keep pace with growth in spending, particularly on health and, as such, ongoing sustainable fiscal management will be important.

Funding infrastructure responsibly means making hard choices about what to fund and what not to fund. This includes looking at non-build solutions and taking into account lifecycle costs. Financing infrastructure responsibly also means making hard decisions about how and when the community pays for infrastructure. This includes looking at when the costs and benefits of infrastructure are incurred, getting value for money and considering all the funding and financing options available.

Be open to change

Infrastructure Victoria recognises that improving outcomes rests, in part, on our willingness to embrace change so it can be used to our advantage.

For infrastructure, this could mean adapting existing assets, building flexibility into planning processes and responding to or adopting new technologies. Disruptive technologies have perhaps the greatest potential to change the way our society, economy and environment function. They are also the greatest unknown from an infrastructure planning perspective.

To stay relevant, Infrastructure Victoria’s 30-year strategy will be updated every three to five years. As circumstances change, so will our advice.
Objectives

The sense we got from the majority of contributors was that the objectives were largely sound. They tended to elicit either broadly positive commentary or no commentary at all (which we took as a good sign). Some suggestions were made for combining or adding objectives, but no clear patterns emerged.

However, the original objectives were clearly not perfect. The most common suggested improvement was that the language could be more positive and proactive. The apparent underlying driver behind these comments was a desire for the strategy to be bolder and to shape the future, not just respond to it.

We hope that the vision statement goes some way to filling this gap. We’ve also amended the wording of some objectives to make them more active. For example, the language for Objective 1, which is essentially about demography, has been changed from respond to population growth and change to prepare for population change.

We had to be careful, however, not to overreach. For example, we decided to swap the word vibrant for inclusive in Objective 2 in response to feedback that vibrant was too vague and inclusive more relevant. Some contributors would have had us go further, however, suggesting that we should be aiming not just to support healthy, safe and inclusive communities, but to create them. This was considered to be beyond the scope of the strategy and beyond the scope of what infrastructure, as an enabler, could reasonably achieve, so we went with the word foster instead.

In the end, the final objectives are very recognisable from the draft objectives, but with a number of improvements made in response to feedback.
Prepare for population change

Victoria’s population is expected to grow from approximately 6.1 million in 2016 to approximately 9.4 million in 2046. There will be proportionally more older Victorians, households will get smaller and the majority of growth will be centred in cities, particularly Melbourne. Having the right infrastructure in place will be critical for accommodating this growth and meeting increased and differing demands for services and housing across Victoria.

Foster healthy, safe and inclusive communities

Making our state a great place to live is about more than just accommodating growth. It is also about Victorians being and feeling healthy, safe and part of the community. All of these factors can be influenced by the quality, design and accessibility of infrastructure and services.

Reduce disadvantage

People who face socio-economic and other forms of disadvantage may have less ability to participate in society and access resources. In Victoria, disadvantage is concentrated in certain areas and experienced most acutely by certain cohorts. Infrastructure can help provide better access to employment, educational opportunities, social services and activities for disadvantaged Victorians.

Enable workforce participation

Participation in the workforce benefits both individuals and the wider economy. Over the coming decades Victoria’s workforce participation rate is expected to decline, largely due to the ageing of the population. It is unlikely this decline can be reversed entirely, but infrastructure can play a role in connecting people to jobs and supporting a healthy, educated workforce.
Lift productivity

Productivity growth is critical to improving living standards in the long term, particularly in the context of declining workforce participation. Productivity growth in Victoria has been relatively subdued since the turn of the century. Infrastructure can make a major contribution to lifting Victoria’s productivity by enabling more efficient business activity, supporting innovation and skills development, and promoting workforce health and wellbeing.

Drive Victoria’s changing, globally integrated economy

Victoria’s economy is undergoing structural changes with the shift from manufacturing to service and knowledge-based industries. Victoria is also increasingly integrated into the global economy and is well positioned to take advantage of strong growth in Asia. Infrastructure will play a critical role in making the most of opportunities in the region by supporting future changes to the structure of the economy.

Promote sustainable production and consumption

Two centuries of industrialisation have put pressure on Victoria’s natural resources – resources that are critical for the success of our society and economy. Today, however, policy choices and new technologies enable states to pursue economic growth in a more environmentally sustainable manner. Infrastructure is central to this transition, both in terms of reducing the negative impacts of its use and encouraging more efficient and sustainable production and consumption.

Protect and enhance natural environments

Victoria has a wealth of diverse natural environments, encompassing desert, alpine, coastal and forest areas, which have intrinsic value. Population and economic growth, as well as climate change and urbanisation, will place increasing pressure on the environment. Infrastructure has the potential to not only minimise harm to the environment, but also protect and enhance ecological systems.

Advance climate change mitigation and adaptation

The changing climate, and actions to slow the rate of change, will have significant impacts on Victoria. Infrastructure plays a key role in helping the state adapt to climate change and facilitate the transition to a low-carbon economy. Climate change considerations must be incorporated into infrastructure decision-making to ensure that Victoria is prepared, flexible and resilient.

Build resilience to shocks

Unexpected events are likely to disrupt Victoria’s society, economy and environment over the coming decades. These shocks could be anything from natural disasters, pandemics, ICT disruptions, global economic crises and terrorism, to more minor, but more frequent disruptions to transport networks. The state’s vulnerability to these shocks will be partly determined by the resilience and adaptability of its infrastructure.
THE DRAFT NEEDS GENERATED BY FAR THE MOST ENGAGEMENT DURING CONSULTATION.

Contributors made hundreds of suggestions about how the needs, that is, the infrastructure challenges that need to be addressed, could be improved and prioritised.

A COMMON THEME WAS THAT THE NEEDS OF REGIONAL VICTORIANS WERE NOT ADEQUATELY REPRESENTED.

Some of the needs were seen to be too focused on Melbourne and on the city centre in particular.

WE HAVE SIGNIFICANTLY REVISED THE LIST OF NEEDS IN RESPONSE TO FEEDBACK.

This has included broadening some needs, adding new ones and consolidating or removing others.

Unlike the objectives, the draft needs generated significant engagement across all consultation forums – online, workshops and submissions. We’d anticipated this might be the case. Deciding which infrastructure challenges the strategy should focus on, out of the myriad of possibilities, was always the point at which we were going to start having to make difficult choices.

One of the strongest messages received through consultation was that the strategy seemed to be too city-centric. Many contributors thought that the needs of regional and rural Victoria were under-represented. Others called for a more explicit decentralising agenda, moving activity out from the centre to the suburbs and regions beyond.

Our view is that it doesn’t have to be one or the other. The strategy should absolutely aim to support thriving centres in regional Victoria, as well as in the middle and outer suburbs of Melbourne, but we can’t ignore demand for access to central Melbourne and the advantages that agglomeration can bring, particularly as the state moves to a more service based-economy.

Ultimately, the 30-year strategy has to be for the whole of the state. The final list of needs has a stronger focus on regional and rural Victoria and we think it’s more balanced overall.

Another common observation from contributors was that the draft needs seemed to be pitched at different levels (some very broad, some very narrow). Other contributors felt that references to infrastructure in the titles of needs (eg through infrastructure) suggested a focus on new build solutions, which was contrary to the guiding principle on considering non-build solutions first. The needs have been revised with this feedback in mind.

The final major change to the framework is that the needs have been decoupled from single objectives. The original structure was very linear, but, as a number of contributors pointed out, lines can be drawn between each need and multiple objectives. The figure on pages 34 to 35 illustrates our new approach to conceptualising this relationship.
WHAT’S IN AND WHAT’S OUT?

Overall, the list of needs has been reduced from 25 to 19.

Some needs have been added. For example, the final list includes a new need on access to jobs and services for people in regional and rural areas based on feedback that strategy was too focused on Melbourne and did not adequately address the needs of regional Victoria.

Some needs have been consolidated. For example, needs related to childcare, schools and skills have been wrapped up into a broader need about access to education infrastructure to support lifelong learning based on feedback that the original needs were too narrow and education should be seen in a more holistic way.

Some needs have been removed entirely. For example, the need about getting people to and from airports was removed based on feedback that it was too specific.

For a full explanation of what changes have been made to the needs and why, see pages 28 to 32.

WHY ISN’T THERE A TRANSPORT NEED?

There’s no doubt that transport concerns were front and centre for many contributors to the consultation on Laying the foundations. Given this, it may seem odd that none of the needs refer to transport directly.

In our view, however, there isn’t one transport need in our final list, there are many.

Transport is essentially about linking people and goods from one place to another. As such, it is embedded throughout the needs. Every time the term access is used, transport could be part of the solution (as could ICT or changing where jobs, services or homes are located). Transport also has a role to play more broadly, for example, in promoting physical activity, reducing energy use and improving resilience.

The importance, size and complexity of transport networks in Victoria is part of the reason some needs have a geographic focus. For example, we could have had a broad need on connecting people from their homes to their place of work, but there would have been literally hundreds of options to consider for this single need. Instead we’re focusing on particular areas, including employment centres in different parts of Melbourne and rural and regional areas. Having a spatial dimension grounds the options, links them to land use planning, and makes the analysis possible.
1. Address infrastructure demands in areas with high population growth

Strong population growth in some parts of Victoria, particularly the inner and outer/peri-urban areas of Melbourne and some regional cities, is expected to continue. Infrastructure across a range of sectors, from health and education to transport, is struggling to keep pace with demand. This need seeks to address the deficits that already exist in these areas and better prepare for future growth.

2. Address infrastructure challenges in areas with low or negative population growth

While there is much discussion about the pressures of population growth, less attention is given to parts of Victoria that are experiencing low growth or even decline. The distribution of population is a complex story. There is a need to think about the most efficient and equitable means of using infrastructure to support these communities.

3. Respond to increasing pressures on health infrastructure, particularly due to ageing

Over the coming decades, government expenditure on health is expected to increase significantly due to population growth and ageing (as people consume more health services with age), as well as the rise of chronic diseases. Innovative approaches will be needed to respond to increasing pressures on hospitals and community health and aged-care infrastructure.

4. Enable physical activity and participation

In addition to responding to pressures on the health system, infrastructure can help prevent them. With risk factors like obesity on the rise, encouraging physical activity and participation in organised sport and recreation can play an important role in preventing chronic disease and promoting health and wellbeing.
5. Provide spaces where communities can come together

Public spaces, and the community connections they enable, have been recognised as central to social cohesion. These spaces can include parks, libraries, community centres, sports facilities and arts and culture venues. As Victoria’s population grows and densification increases, access to public spaces is likely to come under pressure.

6. Improve accessibility for people with mobility challenges

For people with mobility challenges due to age, disability or other reasons, infrastructure can act as a powerful barrier to (or enabler for) accessing jobs and services and participating in community life. This need seeks to address legacy issues with existing infrastructure and explore new ways to improve accessibility.

7. Provide better access to housing for the most vulnerable Victorians

Rising housing costs have become a significant pressure point for vulnerable Victorians. Access to affordable properties for low income households, particularly in areas with good access to jobs and services, is limited, and demand for social housing is growing at the same time that existing stock is nearing obsolescence.

8. Address expanded demand on the justice system

Demands on the justice system are expected to grow, driven by population growth, community expectations and new forms of crime (such as cyber-crime). Increased demands for justice services also flow across the system, from police to courts to prisons. There is a need to consider how infrastructure can meet expanded demands on the system and support changing service delivery approaches.

9. Provide access to high-quality education infrastructure to support lifelong learning

Our economy and society are changing so rapidly that education is paramount to ensuring Victoria’s global competitiveness and enabling workforce participation. There is a need for education infrastructure to provide opportunities for people across all phases of their lives, as well as be responsive and adaptable to rapid change.

10. Meet growing demand for access to economic activity in central Melbourne

Victoria’s high productivity industries are typically concentrated in central Melbourne. The centralisation of economic activity is only expected to continue as the economy is increasingly services-driven. Demand for central city access from all parts of Melbourne and many regional areas is likely to grow strongly, leading to increasing capacity constraints on the transport system, which are particularly pronounced in Melbourne’s west and north.
11. Improve access to middle and outer metropolitan major employment centres

While central Melbourne is a significant source of economic activity, employment centres in middle and outer metropolitan Melbourne, such as Monash, Dandenong South, Sunshine, East Werribee, Latrobe and Melbourne Airport (and surrounds), will also be critical to the state’s economy over the long term. These centres are particularly important employment destinations for people living in surrounding areas, but access will need strengthening.

12. Improve access to jobs and services for people in regional and rural areas

Along with Melbourne, Victoria’s regions play an important role in the state’s economy, making significant contributions to sectors such as agriculture, tourism and energy production. Some of Victoria’s regional cities are also growing strongly (in line with the broader trend towards urbanisation). There are, however, barriers to accessing jobs and services in the regions including comparatively poor digital and transport connectivity.

13. Improve the efficiency of freight supply chains

Freight volumes across Victoria are expected to increase over the coming decades, though demand will be influenced by a number of factors including technological advances (such as 3D printing) and the consumer shift from goods to services. There is a need to plan ahead for port capacity and address pressures across the freight network to improve transport efficiency.

14. Manage threats to water security, particularly in regional and rural areas

Victoria’s history of drought makes us acutely aware of how important it is to manage water resources sustainably. The demands of a growing population and climate change will put this resource under further pressure. The impacts of water scarcity affect the state as a whole, but are most acutely felt in regional and rural areas.
15. Manage pressures on landfill and waste recovery facilities

Despite increasing rates of recycling across Victoria, growth in population and industries will mean more waste. Current trends indicate that total waste generation could almost double over the next 30 years, placing pressures on landfills and resource recovery centres. How waste is minimised and managed will be a continuing challenge for the state, particularly in the medium to long term.

16. Help preserve natural environments and minimise biodiversity loss

Conservation areas, such as national and state parks, seek to preserve biodiversity and healthy ecosystems. They also provide 'ecosystem services' such as water catchment and filtration and are part of the state’s environmental and cultural heritage (including Victoria’s Aboriginal heritage). Pressure on these areas is expected to grow due to urbanisation and increased visitation.

17. Improve the health of waterways and coastal areas

Some waterways and coastal environments in Victoria are already in poor condition. This issue is likely to be exacerbated as development increases across catchments and coastlines and the likely impacts of climate change are felt, including hotter, drier weather and sea level rise. Improving waterway and coastal health is important because it affects ecosystems and habitats, water quality and quantity.

18. Transition to lower carbon energy supply and use

Transitioning to a lower carbon future will present a number of challenges and opportunities for Victoria over the coming decades. This change is not simply about moving to more sustainable energy generation, but also about reconsidering energy consumption across all infrastructure sectors.

19. Improve the resilience of critical infrastructure

There is a need for Victoria’s infrastructure, and particularly critical assets, to be more resilient and adaptable in the face of creeping challenges (such as climate change), and unexpected disruptions, both large and small.
## Summary of key changes

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<tr>
<th>DRAFT VISION</th>
<th>FINAL VISION</th>
<th>WHY THIS CHANGE WAS MADE</th>
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<td>N/A – Laying the foundations did not include a vision</td>
<td>By 2046, we see a Victoria where everyone can access good jobs, education and services regardless of where they live, where communities are held together by strong bonds, where industries and businesses thrive, and where the environment is valued and protected.</td>
<td>This change addresses feedback from a small number of contributors that the framework of objectives and needs required a clear vision to answer the ‘so what’ question.</td>
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<th>DRAFT GUIDING PRINCIPLES</th>
<th>FINAL GUIDING PRINCIPLES</th>
<th>WHY THIS CHANGE WAS MADE</th>
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<tbody>
<tr>
<td>• Consult and collaborate</td>
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<td>Integrating land use planning with infrastructure planning was a strong theme across all consultation streams. Given its applicability to the strategy as a whole, and in particular the options phase, we have included it as a new guiding principle.</td>
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<td>• Drive improved outcomes</td>
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<tr>
<td>• Draw on compelling evidence</td>
<td>• Integrate land use and infrastructure planning</td>
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<tr>
<td>• Consider non-build solutions first</td>
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<td>• Promote responsible funding and financing</td>
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<tr>
<th>DRAFT OBJECTIVES</th>
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<tr>
<td>• Respond to population growth and change</td>
<td>• Prepare for population change</td>
<td>The most common suggested improvement to the objectives was the use of more positive, proactive language. A number of changes have been made to strengthen the objectives (eg prepare for instead of respond to).</td>
</tr>
<tr>
<td>• Support healthy, safe and vibrant communities</td>
<td>• Foster healthy, safe and inclusive communities</td>
<td>The apparent underlying driver behind these comments was a desire for the strategy to be more bold and to shape, not just react to, social, economic and environmental trends.</td>
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<tr>
<td>• Reduce disadvantage</td>
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<tr>
<td>• Enable workforce participation</td>
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<tr>
<td>• Lift Victoria’s productivity</td>
<td>• Lift productivity</td>
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<tr>
<td>• Support Victoria’s changing, globally integrated economy</td>
<td>• Drive Victoria’s changing, globally integrated economy</td>
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<tr>
<td>• Promote sustainable production and consumption</td>
<td>• Promote sustainable production and consumption</td>
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<tr>
<td>• Protect and enhance natural environments</td>
<td>• Protect and enhance natural environments</td>
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<tr>
<td>• Support climate change mitigation and adaptation</td>
<td>• Advance climate change mitigation and adaptation</td>
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<tr>
<td>• Build resilience to shocks</td>
<td>• Build resilience to shocks</td>
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<tr>
<td>• Build resilience to shocks</td>
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<td>Minor wording changes, such as replacing ‘vibrant’ with ‘inclusive’ in objective 2 and removing ‘Victoria’s’ from objective 5 were made in response to specific feedback.</td>
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<tr>
<td>DRAFT NEED</td>
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<tr>
<td>1a. Address infrastructure deficits in high-growth areas</td>
<td>1. Address infrastructure demands in areas with high population growth</td>
<td>Support for this need was mixed. Some contributors were very supportive, while others agreed with the concept, but took ‘high-growth areas’ to mean outer Melbourne suburbs, which was seen to be too limiting. Others thought we should look at infrastructure deficits in all areas. Given the magnitude of demand associated with high population growth, we decided to retain the need. We did, however, reword it to clarify that any areas with current or projected high population growth are in scope, not just so-called ‘growth areas’. The term ‘deficits’ was viewed by some contributors as negative and backward-facing, so we replaced it with ‘demands’. Note that this need (along with some others below) views challenges through a spatial lens. As a result, there is likely to be some crossover with options proposed for meeting needs that have a more sectoral focus.</td>
</tr>
<tr>
<td>N/A – Laying the foundations did not include this or a similar need</td>
<td>2. Address infrastructure challenges in areas with low or negative population growth</td>
<td>A number of contributors, particularly in workshops, highlighted the challenges of providing high quality infrastructure in areas where populations are growing very slowly or declining. They pointed out that while the macro story is about growth, the distribution of population is much more complex. This is a difficult policy area and not one that governments are always comfortable addressing. We think there’s an opportunity to put this issue on the table and have an informed, open discussion about the most appropriate responses.</td>
</tr>
<tr>
<td>1b. Manage increasing demands on health infrastructure</td>
<td>3. Respond to increasing pressures on health infrastructure, particularly due to ageing</td>
<td>A number of contributors suggested broadening the focus of this need to include social and community infrastructure, particularly those serving older people. Ageing was seen as missing from the needs more generally. While the wording of this need has not changed significantly, we inserted a reference to ageing and are taking a broad definition of health infrastructure to include community health and aged care facilities.</td>
</tr>
<tr>
<td>2a. Enable physical activity through infrastructure and urban design</td>
<td>4. Enable physical activity and participation</td>
<td>A number of submissions (particularly from sporting bodies) suggested that this need did not have a strong enough focus on participation in organised sport. While it wasn’t our intention to exclude this form of physical activity, we amended the need to make this more explicit. Similar to a number of other options, the phrase ‘through infrastructure and urban design’ was deleted because it was seen to be too focused on new build solutions.</td>
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<tr>
<td>2b. Provide good public spaces where communities can come together</td>
<td>5. Provide public spaces where communities can come together</td>
<td>This need was generally supported, but the term good was deemed to be too imprecise and subjective and was therefore removed. We note that public spaces can be broadly defined, spanning parks, libraries, community centres, local sports centres, arts and culture venues, etc.</td>
</tr>
<tr>
<td>2c. Strengthen access to cultural infrastructure</td>
<td>N/A - removed</td>
<td>We see a lot of value in this need, given the contribution of culture to the vibrancy of our state, but it did not seem to generate a great deal of support from contributors. Given that its intent can be captured, at least in part, in the need to provide places where communities can come together, we decided to remove it.</td>
</tr>
<tr>
<td>2d. Maximise positive impacts on amenity and wellbeing from infrastructure</td>
<td>N/A – removed</td>
<td>This need did not generate much interest and was seen by some contributors as too nebulous. Given that we will be address the issue of amenity through the triple bottom line assessment of options in the next phase of work, we decided to remove the need.</td>
</tr>
<tr>
<td>3a. Improve accessibility for people with disabilities and/or mobility challenges</td>
<td>6. Improve accessibility for people with mobility challenges</td>
<td>Feedback on this need was mixed, but one theme was that it shouldn’t single out people with disabilities, but be about mobility challenges more broadly. This was seen to be particularly important in the context of an ageing population. The wording has been simplified accordingly.</td>
</tr>
<tr>
<td>3b. Address housing affordability challenges with better social housing</td>
<td>7. Provide better access to housing for the most vulnerable Victorians</td>
<td>Much of the feedback on this need was that the focus on social housing was too narrow and solution-orientated. There was also some appetite to address housing affordability very broadly. Given the complexity of housing affordability as an issue and the potential for scope creep, we prioritised vulnerable Victorians without pre-empting particular solutions or responses.</td>
</tr>
<tr>
<td>3c. Support changing approaches to social service and justice delivery through infrastructure</td>
<td>8. Address expanded demand on the justice system</td>
<td>This need did not generate much interest or support from contributors in its original form, possibly because the meaning was not immediately obvious from the title. There was also relatively poor representation from the justice sector in consultations. We are of the view, however, that this sector is facing infrastructure challenges due to expanded demands on the system, from police, to courts, to prisons, so we included a new, clearer need to this effect.</td>
</tr>
<tr>
<td>1c. Provide access to high-quality school facilities</td>
<td>9. Provide access to high-quality education infrastructure to support lifelong learning</td>
<td>This need was seen to be too narrow, both because of its focus on schools and on facilities (which suggested buildings rather than technology-enabled learning). In response, we broadened the need so it now spans early childhood education to vocational education and training and tertiary study.</td>
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<tr>
<td>4a. Provide access to the diversity of employment opportunities offered by the central city</td>
<td>10. Meet growing demand for access to economic activity in central Melbourne</td>
<td>This need, as originally drafted, received relatively low support and was held up by some contributors as an example of the strategy being too city-centric. Given the strong current and projected demand for access to central Melbourne and the economic benefits agglomeration can bring, we decided to retain the need, albeit in a simplified form. An additional need on access to jobs and services in regional areas has been added below to respond to feedback.</td>
</tr>
<tr>
<td>4b. Provide better links to non-central city employment centres</td>
<td>11. Improve access to middle and outer metropolitan major employment centres</td>
<td>A number of contributors highlighted the benefits of having multiple strong centres in both Melbourne and Victoria more broadly. This need was therefore retained, but we changed the wording to make the location more precise.</td>
</tr>
<tr>
<td>N/A – Laying the foundations did not include this or a similar need</td>
<td>12. Improve access to jobs and services for people in regional and rural areas</td>
<td>One of the alternative needs we considered in preparing Laying the foundations was to improve transport to jobs and services in regional centres. This need proved to be very popular across all consultation mediums and in fact topped the online survey on needs. We also heard, however, that access to opportunities in regional and rural areas was not just about reaching regional centres (though this was clearly very important) and not just about transport. ICT connectivity in regional and rural areas featured particularly strongly. On this basis, we broadened the need to be about improving accessibility for people in regional and rural areas, not just transport to particular centres. We think improvements in these areas will not only benefit individuals, but also has the potential to support industries such as tourism and agriculture, which were deemed to be particularly important to the regional Victorian economy.</td>
</tr>
<tr>
<td>4c. Improve access to early childhood care facilities</td>
<td>N/A – removed</td>
<td>This need seemed to generated only limited support. Given that early childhood education has been picked up in the new broader need for access to education infrastructure, this need was removed.</td>
</tr>
<tr>
<td>5a. Improve the efficiency of freight supply chains through infrastructure</td>
<td>13. Improve the efficiency of freight supply chains</td>
<td>Freight received a lot of positive attention in submissions and at workshops. Given this support, we decided not to change the need, apart from removing “through infrastructure” (consistent with other needs framed in this way).</td>
</tr>
<tr>
<td>5b. Move people to and from airports more efficiently</td>
<td>N/A - removed</td>
<td>This need generated some support online, but it was singled out by many contributors in workshops and submissions as being far too narrow and specific. On this basis, it has been removed.</td>
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<tr>
<td>6a. Boost tourism through infrastructure provision</td>
<td>N/A – removed</td>
<td>This need received mixed support. Some contributors deemed it to be too narrow (as per the airport need), while others emphasised its importance, particularly for regional areas. We removed the need on the basis that tourism-related infrastructure issues can be considered, at least in part, in the new need on access to jobs and services in regional areas.</td>
</tr>
<tr>
<td>6b. Enable the growth of a highly skilled, digitally connected workforce through infrastructure</td>
<td>N/A – removed</td>
<td>This need received some support from contributors, particularly in workshops. It seemed to respond to the rapidly changing nature of the economy and technology, and resonated with the theme of connectivity. However, given that the need now largely duplicates those related to access to education and access to employment, we decided to remove it.</td>
</tr>
<tr>
<td>7a. Improve rural and regional water supply</td>
<td>14. Manage threats to water security, particularly in regional and rural areas</td>
<td>While regional and rural water security was deemed to be critically important in consultations, contributors also highlighted strong demand on metropolitan water supplies over the 30-year period. On this basis, we broadened the need to cover the whole state, while still retaining a strong focus on water security challenges facing regional and rural areas.</td>
</tr>
<tr>
<td>7b. Manage pressures on landfill and waste recovery facilities</td>
<td>15. No change</td>
<td>This need did not generate much interest from contributors, though there was some feedback that the wording suggested a focus on waste disposal and recovery instead of minimising the amount of waste generated in the first place. This was certainly not our intention. Although waste (generation, disposal and recovery) may not have wide appeal, we think it is very important nonetheless, so no changes were made to this need.</td>
</tr>
<tr>
<td>8a. Help preserve natural environments and minimise biodiversity loss through infrastructure</td>
<td>16. Help preserve natural environments and minimise biodiversity loss</td>
<td>This need received reasonable support online and through submissions, though engagement was relatively minimal. No changes (except the removal of ‘through infrastructure’) were made.</td>
</tr>
<tr>
<td>8b. Improve the health of waterways through infrastructure</td>
<td>17. Improve the health of waterways and coastal areas</td>
<td>Some contributors made the case that the health of coastal areas (incorporating coastal, estuarine and marine environments) was equally as important as the health of inland waterways. Given the interrelationships between these natural systems, we have broadened the need to include coastal areas.</td>
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<tr>
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<tr>
<td>9a. Smooth the adjustment to a carbon constrained world through infrastructure</td>
<td>18. Transition to low carbon energy supply and use</td>
<td>With the original wording of this need, we were trying to suggest that transitioning to a low carbon future had implications for all sectors, not just energy.</td>
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<td>In the end, however, it just seemed to confuse people. A number of contributors were also concerned that the strategy paid insufficient attention to the state’s energy challenges.</td>
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<td>The final need still puts onus on the end user, but also recognises the critical role of the energy sector in reducing carbon emissions.</td>
</tr>
<tr>
<td>9b. Adapt infrastructure to changing climate conditions</td>
<td>N/A - removed</td>
<td>This need generated relatively little interest from contributors and some suggested it could be combined with the need below without losing its primary intent. This was done accordingly.</td>
</tr>
<tr>
<td>10a. Improve the resilience of critical infrastructure to disruptive events</td>
<td>19. Improve the resilience of critical infrastructure</td>
<td>This need has been broadened and can now encompass resilience to climate change, while maintaining an important focus on critical infrastructure.</td>
</tr>
<tr>
<td>10b. Address infrastructure-related emergency response challenges</td>
<td>N/A - removed</td>
<td>This need received relatively low support and interest from contributors. The evidence base for the need was also not as strong as some others, so it was removed.</td>
</tr>
</tbody>
</table>
OBJECTIVES
Prepare for population change
Foster healthy, safe and inclusive communities
Reduce disadvantage
Enable workforce participation
Lift productivity
Drive Victoria’s changing, globally integrated economy
Promote sustainable production and consumption
Protect and enhance natural environments
Advance climate change mitigation and adaptation
Build resilience to shocks

NEEDS
1 Address infrastructure demands in areas with high population growth
2 Address infrastructure challenges in areas with low or negative population growth
3 Respond to increasing pressures on health infrastructure, particularly due to ageing
4 Enable physical activity and participation
5 Provide spaces where communities can come together
6 Improve accessibility for people with mobility challenges
7 Provide better access to housing for the most vulnerable Victorians
8 Address expanded demand on the justice system
9 Provide access to high-quality education infrastructure to support lifelong learning
10 Meet growing demand for access to economic activity in central Melbourne
11 Improve access to middle and outer metropolitan major employment centres
12 Improve access to jobs and services for people in regional and rural areas
13 Improve the efficiency of freight supply chains
14 Manage threats to water security, particularly in regional and rural areas
15 Manage pressures on landfill and waste recovery facilities
16 Help preserve natural environments and minimise biodiversity loss
17 Improve the health of waterways and coastal areas
18 Transition to lower carbon energy supply and use
19 Improve the resilience of critical infrastructure

This diagram shows the difference between the original linear nature of the framework, and the new and more complex interconnected model.
NOW THAT THE FRAMEWORK HAS BEEN SET, WORK CAN PROGRESS ON IDENTIFYING OPTIONS FOR MEETING VICTORIA’S INFRASTRUCTURE NEEDS.

We’ve already started looking at a range of possible solutions and we look forward to receiving your input.

IN MAY, WE WILL BE RELEASING AN OPTIONS PAPER FOR CONSULTATION.

We hope to have even more community and stakeholder engagement during this phase, bolstered by the two citizen juries in Melbourne and Shepparton, providing both metropolitan and regional perspectives.

LATER THIS YEAR, WE WILL CONSULT ON A DRAFT OF THE STRATEGY, BEFORE SUBMITTING THE FINAL STRATEGY TO PARLIAMENT BY THE END OF 2016.

The more widely and deeply we consult and collaborate, the better the final strategy will be.

Next steps

We hear you marks an important milestone in the delivery of the 30-year strategy. The framework provides the basis for the next and most critical phase of the strategy development, the options phase.

In May, we will release a discussion paper on options, or possible solutions, for meeting the final objectives and needs set out in this report. Taking the lead from feedback received so far, we are aiming to be bold and we want you to be bold too. We strongly encourage you to contribute to the conversation during the next round of consultation and we will report back on the outcomes as quickly as possible.

From April to July, we will convene two citizen juries with the help of the newDemocracy Foundation that will complement the broader public consultation on options. These juries, one metropolitan and one regional, will bring together representative samples of everyday citizens to have an informed discussion and make recommendations about what we should do to meet Victoria’s infrastructure needs. Invitations for expressions of interest were sent randomly to households in a 100 kilometre radius of Melbourne and Shepparton and the final jury members have now been confirmed.

After the options phase, you will have one more chance to contribute. The draft strategy will be released in September and we expect that it will generate even more interest. The feedback received to date has proven the value of our principle to consult and collaborate. The more we do so, the better the final strategy will be.
We are here
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.