

# City of Monash Planning Scheme Amendment C125



**Expert evidence of Andrew Spencer**

24 August 2016

1991–2016  
**25** Independent  
years of insight.



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# EXPERT EVIDENCE

## Introduction

1. My evidence is in four parts, addressing the following issues in turn:
  - My role in assisting Council with the preparation of Amendment C125;
  - A summary of the key findings of the housing capacity analysis completed by SGS for Council;
  - My conclusions on merits of Amendment C125 based on the housing capacity analysis findings;
  - Commentary on the implications of the post exhibition changes to the extent that they might impact the finding of this analysis.

## Background

2. In November 2015 SGS was commissioned by the City of Monash to provide advice on the likely impact of Council's proposed residential zones on housing capacity and housing supply. The proposed zone changes SGS assessed were set out in two planning scheme amendments: Amendment C120 ('Glen Waverley Structure Plan') and Amendment C125 ('New Residential Zones'). The former amendment sought to implement the Glen Waverley Structure Plan while the latter sought to implement elements of the 2014 Monash Housing Strategy.
3. This commission originated from a resolution of Council at its meeting on 27 October 2015 asking for further analyses of the likely impacts the zones proposed in Amendment C125 including:

*an independent review of the proposed changes and seek advice in relation to the following:*

  - *whether the proposed changes through C125 are likely to assist or hinder in meeting Monash's obligations pursuant to the State Government's metropolitan planning policies and Council's obligation to plan appropriately to accommodate the target population growth allocated to Monash in coming years;*
  - *whether the proposed changes are likely to have any impact on housing affordability; and*
  - *whether the proposed changes are likely to have any impact on increasing or decreasing the stock of housing choice in Monash.*
4. The methods and findings of SGS's analysis are summarised in the report 'Analysis of proposed residential zones', the final version of which was submitted to Council in March 2016. I oversaw the preparation of this report. Myself and Ms Lucinda Pike were the primary authors. Ms Pike provide most of the quantitative and spatial analysis that informed the report.
5. Data used in the work was sourced from a number of third parties source including the Housing and Development Data (HDD, provided by DELWP), zoning data (provided by Council), Victoria in the Future (VIF) 2016 population projections and Urban Development Program data (provided by DELWP).

## Summary of SGS analysis of the proposed residential zones

6. I oversaw the preparation of the report 'Analysis of proposed residential zones' for the City of Monash. The focus of this report was to estimate the capacity for new housing under the existing residential zones and compare this to a similar estimate under the proposed residential zones as set out in Amendments C120 and C125.
7. Housing capacity is an estimate of the future potential supply of dwellings in an area, taking into consideration planning policies (existing or proposed) and past development trends. SGS sought to investigate the potential impact of the proposed zones on housing supply and affordability by comparing the housing capacity of the existing and proposed zones, and also comparing housing capacity to projected housing demand to 2031.
8. The key findings of the analyses presented in this report are outlined in paragraphs 9 to 22 below.

### Past housing supply

9. Between 2004 and 2012 Monash accommodated 3,600 individual housing development projects which contain 8,250 new dwellings and contributed 4,838 net additional dwellings<sup>1</sup>. This equates to 600 additional dwellings per year. Just over 2,100 (58%) of these projects contributed additional dwellings to the total housing stock in Monash, while 1260 projects (35%) were dwelling replacements, that is, a dwelling was demolished and replaced with a single dwelling. The remaining 260 projects (7%) were still under construction in 2012 when the data was collected the outcome of the project was not known.
10. A significant proportion of housing development projects in Monash in the period 2004 to 2012 were relatively small in scale. Approximately 4,050 new dwellings were provided in 2,000 smaller development projects that provided three or fewer additional dwellings. This total is comprised of approximately 2,450 net new dwellings and approximately 1,600 'replacement' dwellings: new dwellings that replace the dwellings demolished to accommodate the new development.
11. Housing developments in Monash that contributed four or more additional dwellings accounted for around 90 projects between 2004 and 2012 and contributed approximately 2,900 new dwellings. This total contains approximately 2,400 net additional dwellings and approximately 500 dwelling replacements.

### Projected housing demand

12. Based on the Victoria in the Future (VIF) 2014 projections, the demand for housing in Monash by 2031 is estimated to reach 79,200 dwellings, an increase of almost 14,000 additional dwellings on the count in 2011 of 65,300. If distributed evenly across the 20 year period this demand equates to 700 additional dwellings per annum.

### Housing capacity under existing zones

13. The housing capacity in the City of Monash under the current planning zones was estimated by drawing on analysis of past dwelling supply trends, the distribution of the different zones that accommodate residential development, and accounting for land that is unlikely to accommodate new residential development. A high level summary of the assumptions used is provided in Appendix A. This analysis estimated the total capacity for new additional dwellings in Monash under the existing planning zones to be 54,450 dwellings.

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<sup>1</sup> 8,250 is the total number of new dwelling constructed in Monash between 2004 and 2012 whereas 4,838 is the total net additional dwellings accounting for the fact that a significant number of existing dwelling are demolished to accommodate the new dwellings.

14. An alternative approach was also used to assess housing capacity under the current planning zones. This second approach placed greater emphasis on the influence of lot size on housing capacity. The modified methodology estimated the capacity of the existing planning zones to be 62,900 dwellings.
15. Based on these two analyses it can be safely assumed that the capacity for additional housing under the existing zones in Monash is in the order of 55,000 to 60,000 dwellings.

### **Housing capacity under zones proposed in Am C120 and Am C125**

16. An estimate of capacity for housing that might result from the implementation of the zones proposed in Amendments C120 and C125 was made using similar techniques. As well as considering the distribution of proposed zones, the potential impacts of the zone schedules on new housing development were also taken into account. A high level summary of the assumptions used is provided in Appendix A. This analysis estimated the capacity for additional dwellings under the zones as proposed in Amendments C120 and C125 to be around 57,700 net additional dwellings.

### **Housing capacity compared**

17. These findings suggests that the proposed zones would result in little (if any) change in the total capacity for housing across the municipality relative to the current zones. There would however be a change in the distribution of housing capacity. The main differences between the current and the proposed zones in this regard can be summarised as follows:
18. The Residential Growth Zones 3 and 4 and the General Residential Zones 5, 6 and 7 have been used to designate locations in and around activity centres where medium and higher density housing is encouraged. These changes would increase housing capacity in these locations relative to the current zones.
19. The Neighbourhood Residential Zones 2, 3 and 4 have been to designate areas that are environmentally sensitive and/or designated lower density areas. Zoning changes in these locations would reduce their capacity for additional housing.
20. The degree to which there might be a change in the housing capacity in locations zoned General Residential Zones 3 and 4 (currently General Residential Zone 2) is difficult to assess definitively. The open space standards set out in the schedules to the proposed zones are more onerous than the ResCode standards and could, as a result, discourage the provision medium density housing. However, Council would be in a position to exercise its discretion in the application of these standards.

### **Housing capacity and demand compared**

21. Due to likely uneven spatial distribution of the impacts described above, analysis of the change in capacity within housing 'sub-markets' within Monash was warranted. Monash's 14 suburbs were chosen as proxies for housing sub-markets within the municipality.
22. The comparison of housing demand and capacity by suburb found that the estimated capacity exceeds demand in all sub-markets. The table below presents the results of this comparison. In all but one suburb projected housing demand to 2031 was less than 40% of the estimate net housing capacity. The exception being the suburb of Notting Hill where projected housing demand is 85% of estimated net housing capacity.

TABLE 1. HOUSING CAPACITY AND DEMAND BY SUBURB COMPARED

	Existing dwellings (HDD 2012)	Existing net housing capacity - Approach 1	Existing net housing capacity - Approach 2	Net housing capacity (C125)	Net housing capacity excluding NRZ areas (C125)	Dwelling demand to 2031 (VIF 2014)	Demand as % of net capacity (C125)	Demand as % of net housing capacity excluding NRZ areas (C125)
Ashwood	2,620	2,130	2,090	1,910	1,390	540	29%	39%
Burwood	910	620	600	560	460	190	34%	41%
Chadstone	3,390	3,210	3,300	3,120	2,930	620	20%	21%
Clayton	5,830	4,020	4,060	8,430	8,440	2,460	29%	29%
Glen Waverley	15,030	11,700	14,860	12,300	9,770	1,460	12%	15%
Hughesdale	2,950	1,880	1,930	1,850	1,600	380	21%	24%
Huntingdale	750	390	530	500	500	70	13%	13%
Mount Waverley	12,980	11,450	11,450	10,350	8,760	1,320	13%	15%
Mulgrave	6,970	5,240	6,800	5,410	4,690	790	15%	17%
Notting Hill	840	760	760	760	760	640	85%	85%
Oakleigh	2,990	3,210	3,460	3,300	2,900	1,200	36%	41%
Oakleigh East	2,470	1,400	1,470	1,410	1,410	210	15%	15%
Oakleigh South	2,070	1,900	2,180	2,090	2,080	720	35%	35%
Whealers Hill	7,260	7,530	9,400	5,660	2,680	1,530	27%	57%
<b>Total</b>	<b>67,060</b>	<b>55,450</b>	<b>62,900</b>	<b>57,650</b>	<b>48,380</b>	<b>12,140</b>	<b>21%</b>	<b>25%</b>

23. The introduction of the new residential zones in Victoria has raised concerns in some quarters that the application of the Neighbourhood Residential Zone (NRZ) will reduce housing capacity and therefore supply. To address this concern the (unlikely) scenario where NRZ areas contributed no additional dwellings was considered. The results of this comparison are provided in the last two columns of Table 1 above. This comparison also found that for all suburbs, with the exception of Notting Hill, housing capacity would exceed housing demand to 2031 by a significant margin. This finding suggests Council's proposed application of the various NRZs should not pose a significant risk to housing supply in Monash.
24. To help understand the spatial distribution of housing capacity and demand, the figure shown in Table 1 have been mapped (Appendix B). The green bar represents projected housing demand to 2031, the blue bar is the count of existing dwellings in 2012; the orange bars are the results of the two capacity assessment that are based on the existing zones; the red bar is the estimated capacity under Amendments C120 and C125; and the pink bar is the estimated capacity under Amendments C120 and C125 but with the capacity within areas where Neighbourhood Residential Zones has been applied is excluded.
25. Based on discussions with Council officers I understand that Amendments C120 and C125 are the first steps in Council's plans to implement the reformed residential zones in line with its housing strategy. Further changes are anticipated in future as a result of structure planning for other activity centres and planning for 'accessible areas' and 'boulevards' (Princess Highway and Springvale Road) that are identified in the strategy document.

## Conclusion

26. Based on the findings of the analysis outline above I believe that the zones as proposed in Amendment C125 would provide a similar quantum of housing capacity to that provided by the existing zones. When project dwelling demand was compared to capacity at a suburb level, capacity generally exceeded demand by a significant margin. This suggests the proposed zones should provide sufficient supply to meet demand to 2031.
27. Given there is no evidence to suggest that proposed zones will impact on the overall capacity for housing, I did not find any reason to believe that the introduction of Amendment C125 would have

adverse effects on housing affordability. The introduction of Amendment C125 would not introduce any supply-side constraints that would place upward pressure on house prices. The significant 'buffer' between supply and demand would appear to be relatively unchanged by Amendment C125 when compared to that available under the current zones.

28. With respect to housing choice there is also no compelling evidence to suggest the proposed zones will have a negative effect. The proposed zones are intended to provide greater clarity for the market about those the locations where higher (and lower) density development is anticipated. While changes to planning controls in some areas might reduce the supply of moderate or medium density housing (e.g. open space requirements for areas zoned GRZ3 and GRZ4), other zoning changes intended to support the provision of these housing forms can be viewed as appropriate compensatory initiatives (e.g. the introduction of the RGZ3, RGZ4, GRZ5, GRZ6 and GRZ7).

### Post-exhibition changes to Amendment C125

29. I understand that as a result of feedback received during community consultation on Amendment C125, Council is intending to make changes to the proposed C125 planning scheme amendment. The full detail of these changes are outlined in document prepared by Maddocks Lawyers dated 11 August 2016.
30. The primary changes of relevance to the assessment of housing capacity and supply in Monash are:
- Changes to site coverage, permeable area, side and rear setbacks, and private open space area requirements in the schedule to the General Residential Zone 3
  - Changes to the side and rear setbacks and private open space area requirements in the schedule to the General Residential Zone 4
  - Changes to the side setback requirements in the schedule to the General Residential Zone 6
  - Changes to the site coverage, permeable area, and side and rear setbacks requirements in the schedule to the Neighbourhood Residential Zone 1
  - Changes to the side setback and dwelling separation requirements in the schedule to the Neighbourhood Residential Zone 2
  - Changes to the site coverage, permeable area, and side setback requirements in the schedule to the Neighbourhood Residential Zone 3
  - Changes to the site coverage, permeable area, side and rear setback, and private open space area requirements in the schedule to the Neighbourhood Residential Zone 4
  - A reduction in the extent of the area to which the Neighbourhood Residential Zone 4 applies in the area generally to the north east of the Glen Waverly Activity Centre
31. In each case the proposed changes to the zone schedules would see the introduction of less onerous planning standards. The impact of these change would be to provide a more flexible and permissive development control regime relative to that as set out in the exhibited version of Amendment C125. Therefore if the proposed changes were to have any impact on housing capacity it would to increase relative to the findings of the analysis outlined earlier in this evidence. Increasing the area zoned GRZ4 and reduction in the area zoned NRZ4 is also likely to be an increase the capacity for housing. The proposed changes therefore do not affect my previous conclusions about the likely impacts of Amendment C125 on housing supply, affordability or choice in Monash.



# APPENDIX A: CAPACITY ASSESSMENT ASSUMPTIONS

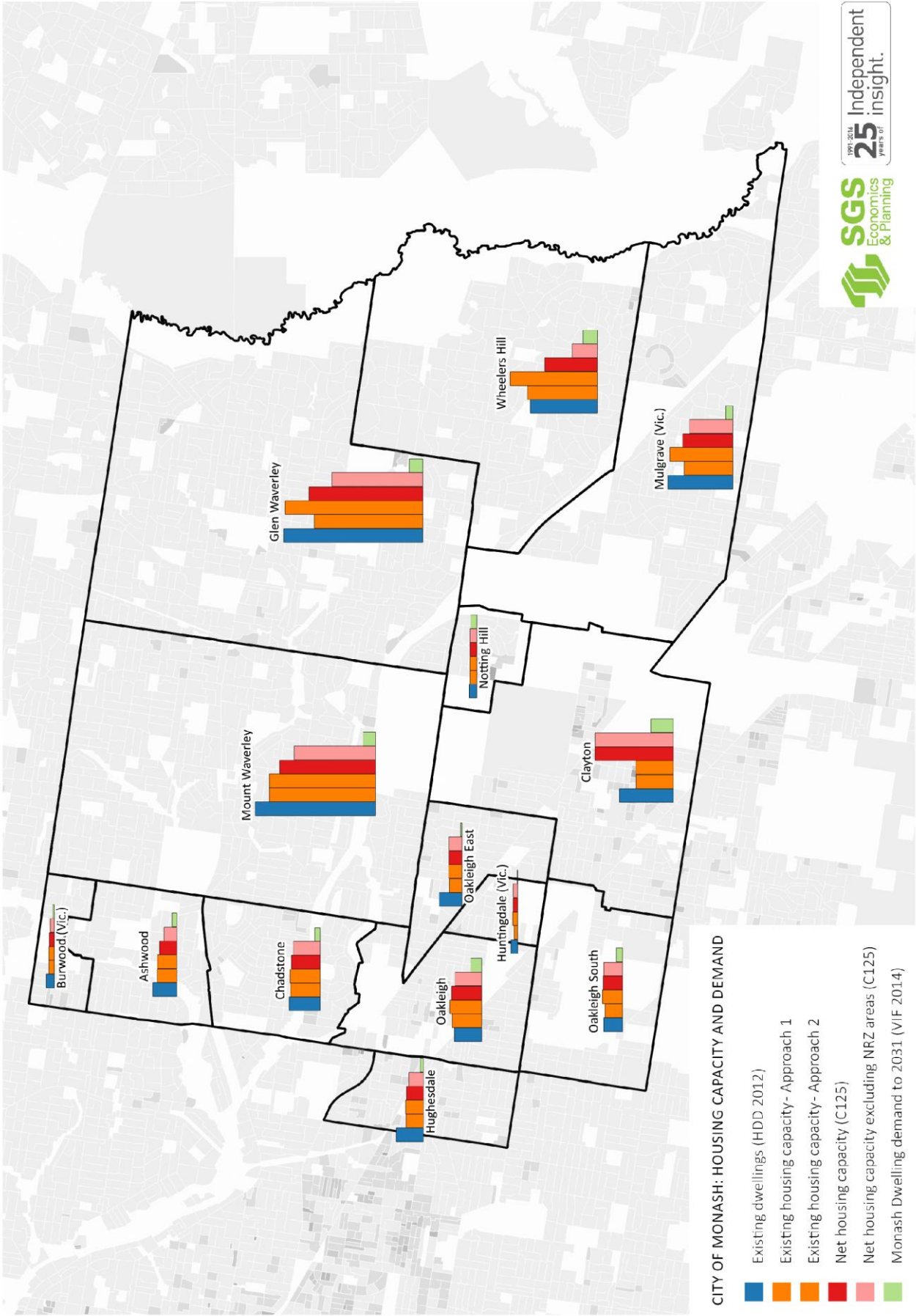
TABLE 2. ASSUMPTIONS USED IN CAPACITY ASSESSMENT OF EXISTING ZONES

ZONE	CAPACITY ASSUMPTIONS	
	Approach 1:	Approach 2:
NRZ	Based on average density of past development on NRZ zoned land taking account of proximity to the public transport and proximity to the CBD.	Lots over 1500 sqm: As Approach 1
GRZ	Based on average density of past development on GRZ zoned land taking account of proximity to the public transport and proximity to the CBD.	Lots under 1500 sqm: Yield based on analysis of dwelling yield and lot size of past housing developments.
RGZ	Based on average density of past development on RGZ zoned land taking account of proximity to the public transport and proximity to the CBD.	
CIZ and MUZ	200 dwellings per hectare	As Approach 1

TABLE 3. ASSUMPTIONS USED IN CAPACITY ASSESSMENT OF PROPOSED ZONES

ZONE		Total Capacity :	
NRZ	NRZ1	2 dwellings (max) per lot	
	NRZ2	Based on average density of past development on land covered by the proposed NRZ2, NRZ3 and NRZ4 but excluding development where the resulting site area was less than 300 sqm site per dwelling.	
	NRZ3		
	NRZ4		
GRZ	GRZ3 GRZ 4 lots under 1500 sqm	Based on average density of past development on land covered by proposed GRZ3 and GRZ4, adjusted to reflect the anticipated effect of the proposed zones on project size (i.e. restricting the potential for medium density developments).	
	GRZ3 GRZ 4 lots over 1500 sqm	As per Approach 1 for existing GRZ.	
	GRZ5	Average densities estimated from the Oakleigh and Wheelers Hill Structure Plans.	
	GRZ6	Average project size by lot size based on proposed zone requirements.	
	GRZ7	Average project size by lot size based on proposed zone requirements.	
	GRZ8	Average densities estimated from the Glen Waverley Activity Centre structure plan.	
	RGZ	RGZ3	Average densities estimated from Clayton Activity Centre Structure plan.
		RGZ4	Average densities estimated from Glen Waverley Activity Centre structure plan.
CIZ and MUZ		200 dwellings per hectare	

# APPENDIX B: HOUSING CAPACITY AND DEMAND MAP



# APPENDIX C: PLANNING PANELS VICTORIA EXPERT WITNESS DECLARATION

## **a) The name and address of the expert**

Andrew Frank Spencer  
803A Nicholson Street  
Carlton North 3054

## **b) The expert's qualifications and experience**

I am an Associate, SGS Economics & Planning Pty Ltd.

I hold the following degrees:

- Bachelor of Science (Geography), University of New South Wales
- Bachelor of Arts (Comparative Development), University of New South Wales
- Masters of Urban Design, University of Sydney

I am currently undertaking the degree of Master of Analytics at RMIT.

I was previously a member of the Planning Institute of Australia.

I am an urban planner and urban designer with over 15 years experience. My early careers involved planning policy and urban design roles with the NSW State Government. I subsequently worked with large planning and design consultancies as an urban planner and urban designer. Since 2007 I have been employed by SGS Economics and Planning as a contractor, casual employee and permanent employee. My consulting assignments have focussed on strategic land use planning, urban renewal strategies, urban design studies, housing policy, urban capacity studies and development feasibility analysis. More recently I have been completed a number of significant commissions involving urban economics and lands use planning. These have included cost-benefit analysis of infrastructure options and advising local governments on funding options for urban infrastructure.

I have taught urban planning theory and urban design studies at the University of Melbourne lecturing on various aspects of planning theory and the spatial implications of economic restructuring.

A summary CV follows this declaration.

**c) The expert's area of expertise to make the report**

I oversaw the preparation of the report 'Analysis of proposed residential zones' for Monash City Council which investigated the potential impact of Amendment C125 on housing supply, affordability and choice. Myself and Ms Lucinda Pike were the primary authors of *that* report. Ms Pike provide most of the quantitative and spatial analysis that informed the report.

Prior to undertaken this commission I have contributed to numerous housing capacity studies over a period past 10 years, including:

- Botany Bay housings capacity study for Botany Bay City Council, Sydney (2006)
- Randwick Education and Health Precinct Residential Study for Randwick City Council (2009)
- West Metro station precinct capacity assessments for the Sydney Metro Authority (2009)
- Housing capacity assessment pilot study for DPCD (2009)
- Housing Growth Requirements Housing capacity assessment for DPCD (2010 – 2011)
- Boroondara Housing Capacity Study (2012)
- Peer review of capacity testing methodology for City of Yarra (2013)
- Moonee Valley housing capacity analysis – existing zones (2014)
- Moonee Valley housing capacity of proposed zones (2015)

In my role as an Associate at SGS Economics and Planning I have overseen studies and authored reports on a wide range of matters including housing capacity and supply, regional planning, planning policy, development feasibility and development contributions.

**d) Other significant contributors to the report and where necessary outlining their expertise**

None.

**e) Instructions that define the scope of the report**

My instructions in this matter, provided in writing by Maddocks on behalf on City of Monash were as follows:

- 3.1.1 Stage 1: Prepare an analysis of the demographic and housing capacity of the areas affected by Monash Amendment C125, including an analysis of the changes proposed to the Amendment following exhibition.
- 3.1.2 Stage 2: Prepare Planning Panel Expert Witness Statement
  - (a) Prepare an expert witness statement. Provide a draft of the expert witness statement to Council and Maddocks by 5.00pm on 24 August 2016.
  - (b) One (1) meeting with Council and Maddocks may be scheduled during Stage 2. This meeting will provide an opportunity to discuss the draft expert witness statement and brief the expert witness about the Panel Hearing proceedings.
- 3.1.3 Stage 3: Expert Witness at the Panel Hearing
  - (a) Appear for Council as an expert witness at the Panel Hearing to speak to the expert witness statement, with the potential for cross examination by any opposing party.
  - (b) As per the Draft Directions and DRAFT Hearing timetable, the hearing is scheduled to commence in September.
- 3.1.4 Stage 4: Attend to specific matters during and following Panel

- f) The identity of the person who carried out any tests or experiments upon which the expert relied in making this report and the qualifications of that person**

None.

- g) The facts, matters and all assumptions upon which the report proceeds**

This report is based on information contained within the following documents:

- SGS (2015) Strategic justification for cash-in-lieu of on-site parking provision
- AECOM (2015) Parking Plan Moonee Ponds Activity Centre

- h) Reference to those documents and other materials the expert has been instructed to consider or take into account in preparing the report, and the literature or other material used in making the report**

See (g) above.

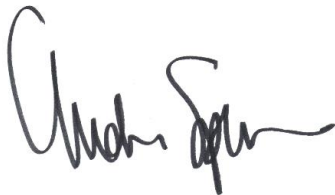
- i) Provisional opinions that have not been fully researched for any reason (identifying the reason why such opinions have not been or cannot be fully researched)**

None.

- j) Questions falling outside the expert's expertise and also a statement indicating whether the report is incomplete or inaccurate in any respect**

None

I have made all the inquiries that I believe are desirable and appropriate and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.



Andrew Spencer  
24 August 2016

# APPENDIX D: CV

## Qualifications

Master of Analytics (RMIT – in progress)  
Masters of Urban Design (University of Sydney)  
Bachelor of Science – Geography (University of New South Wales)  
Bachelor of Arts – Comparative Development (University of New South Wales)

## Career Overview

Andrew is an urban designer and urban planner with 15 years experience in planning and design, policy development, research, and education, in both public and private sector environments.

Andrew has led and contributed to a wide variety of planning and design projects including master plans, urban design studies, strategic planning projects, capacity studies, feasibility studies, reviews of planning policies and development applications, and housing typology studies. With a background in urban design Andrew also has significant experience in site analysis, design strategy, built form modelling and the preparation of high quality graphics and communication materials.

Andrew has taken lead roles in numerous housing policy projects in Victoria and New South Wales, including the Housing Capacity Assessment project, undertaken for the Victorian State Government. This project examined Melbourne's existing urban areas to understand the potential housing supply under existing policy settings. Andrew was a central part of the SGS team that delivered the influential State of the Market report for Landcom and the Lower Hunter Regional Strategy Review for the NSW Department of Planning and the Environment.

Andrew has close ties with Melbourne University where he teaches planning theory and urban design studies, and contributed to research on affordable housing.

## Career History

- Current Associate, SGS Economics and Planning
- 2011 Sessional Lecturer and Tutor, University of Melbourne
- 2009 Senior Urban Designer, COX Architecture
- 2008 Urban Design and Planning Consultant, Sri Lanka Planning Support Project
- 2006 Specialist Planner/Urban Designer, Cities Taskforce
- 2006 Freelance urban design and planning consultant
- 2004 Urban Designer, HASSELL
- 2001 Urban Designer, NSW Urban Design Advisory Service
- 2000 Planning Officer, NSW Department of Urban Affairs and Planning
- 1998 Project Manager, Fred Hollows Foundation

## **Selected professional highlights**

- Melbourne Central City Built Form Review for the Department of Environment, Land, Water and Planning. (2016)
- Adelaide Southern Expressway Alignment Options Impact Assessment for DPTI (2015)
- Parramatta CBD Planning Framework Review (in collaboration with Architectus) to develop planning strategies to protect the centres employment capacity, drawing on a series of international case studies of similar secondary centres. (2014)
- Completed extensive housing capacity assessment for Melbourne’s established urban areas by developing and refinement of the housing capacity assessment methodology, detailed analysis of infill housing typologies, analysis of urban form (2011)
- Completed urban design dissertation at Sydney University examining the evolution of infill housing typologies in the Sydney middle ring suburb of North Strathfield that considered the range of historic infill housing forms, the limitations of contemporary forms and proposed alternative types. (2009)
- Participated in the PIA Post-Tsunami Reconstruction project providing advice and training to staff at the National Physical Planning Department and the Urban Development Authority. (2008)

## **Selected presentations and knowledge sharing**

- (2014) PIA CPP Course: Funding public realm improvements: theory and practice
- (2011-13) Melbourne University: Planning history and theory lecture series
- (2011) Melbourne University guest lecture: Feminist utopian science fiction
- (2011) Melbourne University guest lecture: Metropolitan Planning Challenges – deindustrialisation, redevelopment and employment
- (2002) NSW Premier’s Design Quality Program Implementation and Education Program

## **Selected Publications**

- (2015) Land capture, value sharing and inclusionary housing policies: Options for increasing the supply of affordable housing in Melbourne. Research paper prepared for Transforming Housing Research Project, Melbourne University.
- (2014) Is employment vs housing the latest land use conflict? SGS Insights Bulletin
- (2014) Is Melbourne really the most liveable city? PIA Planning News, April 2014
- (2013) Housing supply in ‘middle’ Melbourne. SGS Insights Bulletin.
- (2002) Seniors Living Urban Design Guidelines. NSW Government.





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