

Public Exhibition Plan

New Residential Zones Stage 2

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1. Introduction

1.1 About this Plan

This Public Exhibition Plan articulates the exhibition and public engagement process for the *New Residential Zones Stage 2 project*.

Our process builds on Darebin's *Community Engagement Framework 2012 – 2017*, Darebin's principles for good governance and our *Engagement Strategy 2013*.

The consultation is important to the success of the Residential Zones Stage 2 project. Although scope for local community engagement is limited in this particular project as it will occur within an expedited planning scheme amendment process, Darebin Council is committed to transparent and accountable land use planning processes and enabling community involvement in decision making.

The delivery of this Plan will be a success based on our extensive community engagement experience, our open and transparent approach and by our upfront planning for appropriate staffing and resourcing.

1.2 Why Engage

Darebin Council is committed to transparent governance and quality community engagement. On top of the statutory notice requirements that are part of the planning system decision making process, engaging provides opportunity for:

- better, more sustainable decisions
- access to wisdom and knowledge about local conditions and values
- being inclusive in our decision making and building the capacity of local communities to positively participate in the implementation of policies which will affect them into the future
- building relationships with local communities who have the power to activate local revitalisation

1.3 About the project

The *New Residential Zones Stage 2 project* is about application of the Residential Growth Zone (RGZ) in selected locations in Darebin utilising Stage 2 of the Residential Zones Standing Advisory Committee (RZSAC) process.

The project requires investigation of locations where there is existing strategic basis to support application of the RGZ and where this is suitable, to apply it under the expedited amendment process of the RZSAC.

This will be done via a draft Planning Scheme Amendment – C147. Draft Amendment C147 is to be prepared and exhibited by Council under the designated RZSAC process with pre-set timeframes.

The RZSAC is responsible for considering the Amendment and all submissions, and making a recommendation to the Minister for Planning, who may then approve the Amendment via Ministerial powers.

The scope of Amendment C147 applies to the following areas, subject to investigation in the preparatory phase of the project:

- Northland Urban Renewal Precinct – residential area north of the shopping centre and along Albert Street.
- Reservoir Activity centre – residential land along Edwardes St, Broadway and Spring Street.
- Fairfield – land fronting Station Street south of the railway line
- Preston – residential land in Precinct M as defined in the Preston Structure Plan

1.4 Project Context

This project is taking place in the context of a roll out of some significant local and metropolitan planning policy directions affecting land owners and residents of Darebin. This includes:

New Residential Zones and Stage 1 RSZAC Process

This project follows from Council’s participation in Stage 1 of the RZSAC to apply the Neighbourhood Residential Zone (NRZ) and General Residential Zone (GRZ) through Planning Scheme Amendment C144. Amendment C144 did not include application of the Residential Growth Zone (RGZ).

Although there is general community awareness of the new residential zones due to strong and ongoing media coverage of the issue Melbourne-wide, the depth of understanding is more questionable outside of community activist groups, developers and individuals who were directly involved in Amendment C144. Direct notices were not issued as part of the exhibition of Amendment C144 given the very short timeframes of the process for preparation of the Amendment and subsequent limited scope for consultation with affected stakeholders.

With direct notice proposed for owners and occupiers of land proposed for rezoning to RGZ, and for all adjoining land, Amendment C147 will be the first that many people hear about residential zones application in Darebin. This means clear messages about the overall process for roll out of the zones in Darebin is required.

Darebin Housing Strategy and New Municipal Strategic Statement

The case for applying the RGZ in Darebin is supported through identification of areas for ‘substantial housing change’ in the Darebin Housing Strategy 2013 (DHS) and resultant 3-tiered Housing Change Framework that broadly aligns with the new residential zones and provides a framework for how they might be applied in Darebin.

The new Municipal Strategic Statement (MSS) currently being considered by Panel via Amendment C138 implements the DHS through inclusion of a Housing Framework Plan that reflects the Housing Change Framework; rationale for identification of areas in the three tiers and directions for translation to residential zones.

The new MSS also gives effect to the implementation of strategic plans not yet in the Darebin Planning Scheme, including the Reservoir Structure Plan and the forthcoming Northland Structure Plan.

The Strategic Planning Unit undertook an extensive community engagement process in late 2013 that included publicising and building understanding in the community about the new MSS and Housing Change Framework. The success of this process in raising community awareness and capacity around strategic planning issues in Darebin is

undoubted. Nonetheless, as high level strategic concepts, the implications of these policy documents to guide the rezoning of land and subsequent development scale and intensity would not have been fully understood by many people given their lack of ‘immediacy’. It is likely that the rezoning proposal will be the first meaningful reason to engage with the material for many people.

Structure Plans

This project includes investigation of areas at Reservoir and Northland Activity Centres which are subject to completed or forthcoming structure plan work.

The **Reservoir Structure Plan** is complete and includes built form preferences for residential interface areas. This project is being informed by development of comprehensive design guidelines. The Reservoir Structure Plan was a community-led project that has enjoyed a high degree of community buy-in. There are expectations in the community about the implementation of Structure Plan initiatives and rezoning and associated planning scheme controls over land is one of them. However, there is a risk that Amendment C147 will not go far enough for some people anticipating planning scheme controls for non-residential land (these are scheduled to be addressed in a separate planning scheme amendment in early 2015). Conversely, there is a risk of community opposition to the scale and intensity development of residential land around the activity centre that the RGZ could bring.

The **Northland Structure Plan** is still being formulated. Rezoning of the residential land is a positive step in recognising the area is of strategic importance as part of the Latrobe National Employment Cluster. See below for comments on community awareness and risks.

The **Preston Structure Plan** has been in place since 2008. Rezoning of land in Precinct M from the General Residential Zone to Residential Growth Zone represents a policy neutral translation of the Structure Plan direction for development which encourages ‘low rise apartments of up to 4 storeys’ in this precinct.

Plan Melbourne Metropolitan Strategy and Emerging La Trobe Employment Cluster

Plan Melbourne outlines the vision for Melbourne’s growth to the year 2050. This strategy clearly mandates Councils utilise the full suite of new residential zones to identify different residential areas that have varying capacity to accommodate future housing growth requirements.

The emerging La Trobe National Employment Cluster is identified in Plan Melbourne. The Cluster is located in Melbourne’s northern region which is predicted to grow by 500,000 – 700,000 people by 2050. Council is expected to ensure that application of the new residential zones in and around the Cluster works to support its growth and development and enhances the opportunities for people in the northern region to live close to employment.

There is a reasonable level of community awareness around the Northland Structure Plan project given past engagement activities, however there has been a significant time lag since last communications took place in 2012. Most of the awareness will be in the community south of Tyler Street. The area for investigation has now significantly expanded with the development of the Cluster and the community in these expanded areas will generally not be aware of the strategic status of their precinct.

A difficulty for communities both familiar and unfamiliar with the project will be that the rezoning is being proposed prior to release of a Structure Plan and a comprehensive vision for land use and development in the broader area that can provide context for change in the residential precincts. Rezoning now is putting ‘the cart before the horse’ in some respects, however there is an equally valid argument for ensuring that rezoning occurs in a timely manner to ensure that development speculation is managed as the Structure Plan is being delayed due to State Government work taking place in the broader area.

A Framework Plan for the Cluster area as a whole is being prepared by the Metropolitan Planning Authority and a draft Plan is due for release for public exhibition around the same time as Amendment C147, although this is not confirmed and is subject to change.

Implications for public exhibition (see Section 3):

- *Depending on the location, there will be differing levels of awareness of planning policy directions in the community - a tailored approach to exhibition is therefore required in each location.*
- *Northland exhibition material will in particular require a level of contextual information to assist people in understanding the Latrobe Cluster strategic underpinnings of the rezoning proposal.*

2. Scope of Exhibition

2.1 Statutory Obligations

Public exhibition of Amendment C147 will need to occur within a process of formal notification, within expedited pre-set timeframes, that are a condition of Council’s participation in the Residential Zones Standing Advisory Committee (RZSAC) Process.

The RZSAC process has legal obligations for notice and public exhibition of the planning scheme amendment, similar to those usually required for planning scheme amendments under the *Planning and Environment Act 1987*.

The RZSAC *Terms of Reference and Direction No.1 for Stage 2* sets minimum requirements for the giving of notice for Amendment C147 as follows:

Documentation for Notice

1. The Documentation for Notice must include:
 - a. An Explanatory Report
 - b. Proposed Schedules to each new residential zone (and, if applicable, changes to other relevant planning scheme provisions i.e. MSS)
 - c. Mapping
 - d. Background reports as necessary (eg. Housing Strategy)
2. The Documentation should be given an Amendment Number but watermarked ‘Draft’.

Required Notice

3. The Terms of Reference require each Council to carry out a notification period of 20 business days which must include:
 - a. A notice in the The Age and Herald Sun.
 - b. A minimum of two notices in a local newspaper generally circulating in the area.
 - c. Notices in the Municipal Office(s) and Libraries.
 - d. Direct notice to Government agencies and servicing authorities.
 - e. Direct notice to known community groups.

These minimum notice requirements were undertaken for Amendment C144 and considered satisfactory given C144 sought to achieve a fast tracked translation of the NRZ and GRZ to provide greater levels of protection from inappropriate development in areas already nominated in the Housing Strategy and widely consulted on in late 2013 as only suitable for minimal levels of change through the extensive consultation on the in late 2013.

2.2 Best Fit Approach

Stage 2 of the RSZAC merits an increased level of engagement with the community compared to that undertaken in Stage 1 via Amendment C144, in particular those locations that where although strategic policy exists, the rezoning will highlight a future with a greater scale and density of development than currently exists.

However, such engagement must remain commensurate with intent and timeframes of the RZSAC process as outlined above.

A *Consult* approach to engagement (under the IAP2 spectrum of public participation, as shown in the graphic below) is therefore proposed.

iap2 public participation spectrum
developed by the international association for public participation



	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
EXAMPLE TOOLS	<ul style="list-style-type: none"> • Fact sheets • Websites • Open houses 	<ul style="list-style-type: none"> • Public comment • Focus groups • Surveys • Public meetings 	<ul style="list-style-type: none"> • Workshops • Deliberate polling 	<ul style="list-style-type: none"> • Citizen Advisory committees • Consensus-building • Participatory decision-making 	<ul style="list-style-type: none"> • Citizen juries • Ballots • Delegated decisions

The Consult approach is considered appropriate for several reasons:

- Council has already consulted widely on the strategic basis for rezoning in the nominated areas, with the exception of the area north of Tyler Street in the Northland precinct.
- The approach reflects the implementation focus of the RSZAC in assisting Councils to apply the new residential zones, and the process which allows for a formal exhibition, submission, review/response, and public hearing.
- The approach allows scope for deeper participation through information exchange events and tools provided they can be delivered within the tight timeframes.
- The approach is within the realistic capacity of Council officers and the project budget to service community engagement needs as part of the resources required to service the amendment within the short timeframes imposed.

2.3 When will exhibition occur?

Identified key dates for public exhibition of Amendment C147 are as follows:

- Public engagement will commence on 15 September 2014, the date of the Council meeting to endorse the exhibition and referral of Amendment C147 to the RSZAC.
- Any direct letters and newspaper notices will be posted in the week commencing 29 September 2014.
- A formal 20 day notice period set by the RSZAC is 06 October – 31 October 2014.
- A public hearing is scheduled to occur in period 17 November – 28 November 2014.

The completion date for the project is unclear as the process will involve the RSZAC referring the amendment to the Minister for Planning for approval.

It is important to note that the dates for notice and the hearing are pre-set by the RSZAC and cannot be altered except for in exceptional circumstances.

Implications for public exhibition (see Section 3):

- *The approach to exhibition should enhance the baseline engagement of the RSZAC process particularly in areas where awareness of strategic policy could be low and the community will benefit from building better understanding.*
- *The approach must strike a balance between enhanced engagement and the realities of short timeframes - it must not result in expectations for additional work or activities that cannot be properly serviced and delivered within the pre-set RZSAC timeframes.*

2.4 What are we exhibiting?

Policy Context

The City of Darebin's growing appeal as a place to live, work and invest is also bringing it with the most significant development changes and challenges since settlement. Steadily increasing population and shifting demographics. Pressure on housing and services. Changes in the local economy and job opportunities. Development pressure along with concerns for the character of our neighbourhoods. Environmental and sustainability opportunities. Plus the impacts of new state government planning policies, of most relevance being the new residential zones.

Managing these changes and challenges is important and we are working with stakeholders and communities to respond with a range of planning initiatives which will position Darebin for the future and guide planning decisions.

The roll out of the new residential zones in Darebin is an important part of implementing our strategic policy on Housing, to ensure the provision of well located, well designed and diverse housing to meet community needs into the future.

This project

Amendment C147 proposes changes to the Darebin Planning Scheme which involves the rezoning of land to the Residential Growth Zone (RGZ) in locations where there is existing strategic basis to support application of the RGZ.

What is the scope for the participants of the public exhibition process?

<i>What stakeholders and communities can influence as part of the planning process</i>	<i>Where stakeholders and community have limited influence as part of the planning process</i>
Strength of strategic justification where policies haven't been finalised (Cluster Framework, NURP Structure Plan)	Heights less than 4 storeys
RGZ & DDO - Building design (character and amenity response, heights and setback variations, schedule variations)	Streetscape improvements (Public Realm)
Extent of zone/DDO boundaries	Improvements to public transport and other local services (State Government)
Mandatory vs discretionary heights	EED and affordability for smaller developments
	Traffic and transport issues (Transport Unit)
	Degree of social housing
	Council services and infrastructure concerns
	Where there is an existing precedent for development

Implications for public exhibition (see Section 3):

- *It is essential that consistent messages and information are produced and provided to the public so people understand what they are being consulted about.*
- *Clarity about the RZSAC process is important so people know how they can participate and how their feedback will be handled.*
- *A communications strategy is required to guide the exhibition, community consultation and assist in responding to enquiries during this process.*
- *Each area may need a slightly different approach to communication/consultation management*

2.5 Who we will engage

The *Engagement Strategy 2013* describes how we engage the broad range of people who make up the Municipality and how we seek to uphold Darebin’s commitment to equity and inclusion as part of all our engagement processes. Specifically, our strategy talks about:

- *Stakeholders* as people and groups who work and / or invest in the Municipality i.e. investors, businesses, retail outlets, Government, service providers.
- *Community* as individuals or groups who live, work or play in the Municipality who have an interest in and are affected by Council’s land use planning decisions including residents, voters, rate payers, business owners, customers, contractors and interest and hard to reach groups.

Who are our stakeholders and local communities?

- The following table captures the stakeholders and local communities particular to each of the 4 locations in Amendment C147:

Northland Urban Renewal Precinct	
Land Owners and Occupants	<p>Owners and occupants of all land, and land adjacent to, that proposed for rezoning.</p> <p><i>Strategic Sites/influential land owners in the area:</i></p> <ul style="list-style-type: none"> • Department of Human Services • Department of Education and Early Childhood Development • East Preston Islamic College • Darebin Community Health • Reservoir Mosque, 111 Blake Street • Macedonian Orthodox Church
Government Agencies and servicing authorities with specific interest in this location	<ul style="list-style-type: none"> • Department of Human Services (high land ownership) – <i>working partnership to be established to support communications with tenants</i> • Department of Education and Early Childhood Development (school sites) • Metropolitan Planning Authority (Cluster) • Department of Transport, Planning and Local Infrastructure (Cluster) • Melbourne Water & Yarra Valley Water (Darebin Creek and general flooding issues) • Public Transport Victoria (Cluster and future transport investment) • VicRoads (Albert Street, Cluster impacts) • Banyule City Council
Business and Service Providers in area of influence	<ul style="list-style-type: none"> • Northern College of Arts and Technology • Colonial First State Global Asset Management (Northland Shopping Centre) • Preston North East Primary School • East Preston Islamic College • La Trobe University
Community with specific interest in this location	<ul style="list-style-type: none"> • Northland Structure Plan project mailing list • Darebin Appropriate Development Association (DADA) • East Preston Community Action Group • Public Housing Tenants Association • Preston Reservoir Progress Association • Darebin Creek Management Committee • Friends of Darebin Creek
Planning permit Applicants/Holders	<ul style="list-style-type: none"> • Applicant - 80 Tyler Street (ex Special Developmental School) major site redevelopment proposal

Reservoir Activity Centre	
Land Owners and Occupants	Owners and occupants of all land, and land adjacent to, that proposed for rezoning. <i>Strategic Sites/influential land owners in the area:</i> <ul style="list-style-type: none"> To be confirmed
Government Agencies and servicing authorities with specific interest in this location.	<ul style="list-style-type: none"> Department of Transport, Planning and Local Infrastructure (Structure Plan) Public Transport Victoria (rail/bus interchange and future investment) VicRoads (Edwardes St, Spring St etc.) Melbourne Water (infrastructure in vicinity)
Business and service providers affected	<ul style="list-style-type: none"> Edwardes Street and Broadway Traders Associations – <i>not directly affected but may be interested.</i> Reservoir Neighbourhood House (includes East Reservoir Neighbourhood Renewal project)
Community with specific interest in this location	<ul style="list-style-type: none"> Reservoir Structure Plan Implementation Group – <i>internal to Council</i> Reservoir Structure Plan Community Reference Group Structure Plan exhibition submitters Reservoir Structure Plan mailing list Darebin Appropriate Development Association (DADA) Preston Reservoir Progress Association Local community groups
Fairfield - Station Street	
Land Owners and Occupants	Owners and occupants of all land, and land adjacent to, that proposed for rezoning.
Government Agencies and servicing authorities with specific interest in this location.	<ul style="list-style-type: none"> Public Transport Victoria (rail/bus interchange and future investment) VicRoads (Station Street) City of Yarra
Business	<ul style="list-style-type: none"> Fairfield Traders Association
Community with specific interest in this location	<ul style="list-style-type: none"> Darebin Appropriate Development Association Other local community groups
Preston – Precinct M	
Land Owners and Occupants	Owners and occupants of all land, and land adjacent to, that proposed for rezoning.
Government Agencies and servicing authorities with specific interest in this location.	<ul style="list-style-type: none"> Public Transport Victoria (rail/bus interchange and future investment)
Business	Preston High Street traders
Community with specific interest in this location	<ul style="list-style-type: none"> Darebin Appropriate Development Association (DADA) Other local community groups

Implications for public exhibition (see Section 3):

- Tailored engagement is required. Exhibition communications and activities will need to be delivered differently in each location due to the different site contexts and community and stakeholder composition.*
- We need processes in place to enable continuity of communications and clarity on how feedback (through submissions) is being considered in the Amendment process*

2.6 Integration with other Council work programs / projects

- Reservoir Urban Design Guidelines
- Northland Structure Plan
- Statutory Planning
- Transport Strategy
- Engagement Strategy

2.7 Integration with External Organisations

- Bench marking with other inner metro Councils to consider how the RGZ has been applied.
- Department of Transport, Planning and Local Infrastructure
- Department of Human Services
- Metropolitan Planning Authority – Cluster Framework Plan exhibition phase

3. Exhibition Delivery

3.1 Proposed Activities

The public exhibition process comprises a series of communications supported by targeted engagement activities as appropriate to deliver within the expedited timeframes of the RSZAC Stage 2 process.

Communications and engagement activities as part of the public exhibition period

Communications and Engagement	No. of Events	Target Groups	Timeframe	Details
MEDIA AND COMMUNICATIONS				
Media release	X1	ALL	Post-Council meeting	Outline of the proposal, exhibition dates, RSZAC process, where to find information
Newspaper Notices	X1	ALL	Publication week of 29 th Sept.	As per RSZAC notice requirements – public notices in the Herald Sun, The Age, Northcote Leader and Preston Leader newspapers.
Councillor E-bulletins	X4	Councillors	Approximately every 2 weeks	<ul style="list-style-type: none"> • 3B – exhibition started • 3B – mid way through exhibition • 3C – Submissions received update (during submissions analysis) • 3D – post public hearing
Letter 1	X1	Govt Agencies Service Authorities	Preparation to be completed by 26 September Printing/Mailout – 01 October	Statutory letter as per RZSAC standard letter template.
Letter 2	X1	Community Groups and other identified stakeholders	Preparation to be completed by 26 September Printing/Mailout – 01 October	Plain English letter describing: <ul style="list-style-type: none"> • RSZAC process • Proposed zone and scheme changes • Strategic justification • How to make a submission – via Panels Vic • How to direct enquiries to Council • Northland information kiosk info (see below) Attachments: <ul style="list-style-type: none"> • Map of areas • PV Submission Cover Sheet
Letter 3	X3	Individual properties proposed for rezoning <i>PLUS</i> adjoining properties up to 100m buffer in these locations: - Fairfield - Reservoir - Northland Direct mail out will not be undertaken for Preston Precinct M given it is a policy neutral translation	Preparation to be completed by 26 September Printing/Mailout – 01 October	English letter describing: <ul style="list-style-type: none"> • RSZAC process • Proposed zone and scheme changes • Strategic justification • How to make a submission – via Panels Vic • How to direct enquiries to Council • Information kiosk event (Northland letters only – see below) Attachments: <ul style="list-style-type: none"> • Map of area • PV Submission Cover Sheet

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Communications and Engagement	No. of Events	Target Groups	Timeframe	Details
		reflecting Structure Plan controls. Notification will be in accordance with standard RSZSAC Stage 2 notice requirements.		
Translation services	On demand		Exhibition period 06 October – 31 October	<ul style="list-style-type: none"> All letters and fact sheet material to include standard Council multilingual information. On-demand translation of documents using the <i>etranslate</i> system with assistance from Council's Diverse Communications Advisor. Approximate 5 working days turnaround for documents. Council's Language Aid system is available for phone calls.
ENGAGEMENT				
Interactive website – yoursaydarebin.com	N/A	ALL	<ul style="list-style-type: none"> 26nd Sept for initial info 06th Oct to mid Nov for exhibition and hearing Late Nov onwards for updates and outcomes 	<ul style="list-style-type: none"> Information only Submissions directed to Panels Vic FAQ sheets (no Q&A) Searchable online map tool Plain English drafting of material
Council Social Media	X2	ALL	<ul style="list-style-type: none"> 06th October for start of exhibition 31^h October for close of submissions. 	Facebook and Twitter posts by Communications Unit with links to interactive website.
Exhibition Document Display	X1	ALL	Ready for display on 06 Oct	Exhibition documents in hard copy for display at all Council customer service centres and library branches.
Northland Information Kiosk	X1	Northland local residents who are not internet savvy and unable to visit Preston Council office.	Thursday 16 th October, 10 am – 12pm (to be confirmed).	<p>Drop-in information kiosk located in the Northland Shopping Centre, attended by 4 staff.</p> <p>Information about the kiosk in letters must specify that this is a forum for one-on-one questions and will not include a presentation.</p> <p>Kiosk provides space for one on one Q&A and displays of maps and relevant information, including key elements of the proposed planning controls for each of the 4 centres.</p> <p>Take-away fact sheets and Panels Victoria submission material will be made available.</p>

3.2 Communications Strategy

It is essential that consistent messages and information are produced and provided to the public. This will enable people to have a clear understanding of what is being proposed, the rationale for it, and enable constructive engagement through the exhibition, submission and public hearing process.

The public exhibition process will therefore be supported by a Communications Strategy.

The Communications Strategy will underpin the engagement process via a foundation suite of messages that can be used in media and material for exhibition and consultation activities. Key messages will also assist in responding to enquiries during this process.

Detailed information will be provided via the Planning Services webpage which will also be linked to Council's main website.

We will also work with the Department of Human Services to agree on the joint messages for public housing tenants in the selected areas.

Refer to Communications Strategy document under separate cover to this Engagement Plan.