

Developing Fishermans Bend

June 2025

Independent assurance report to Parliament
2024–25: 21

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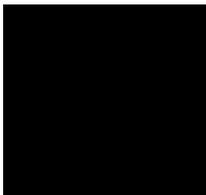
The Hon Shaun Leane MLC
President
Legislative Council
Parliament House
Melbourne

The Hon Maree Edwards MP
Speaker
Legislative Assembly
Parliament House
Melbourne

Dear Presiding Officers

Under the provisions of the *Audit Act 1994*, I transmit my report *Developing Fishermans Bend*.

Yours faithfully



Andrew Greaves
Auditor-General
26 June 2025

The Victorian Auditor-General's Office (VAGO) acknowledges the Traditional Custodians of the lands and waters throughout Victoria. We pay our respects to Aboriginal and Torres Strait Islander communities, their continuing culture, and to Elders past and present.

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Audit snapshot

Are responsible agencies on track to deliver the *Fishermans Bend Framework*?

Why we did this audit

The Fishermans Bend precinct is Australia's largest urban renewal project. It is located within the City of Melbourne and the City of Port Phillip and covers an area of more than twice the size of Melbourne's CBD.

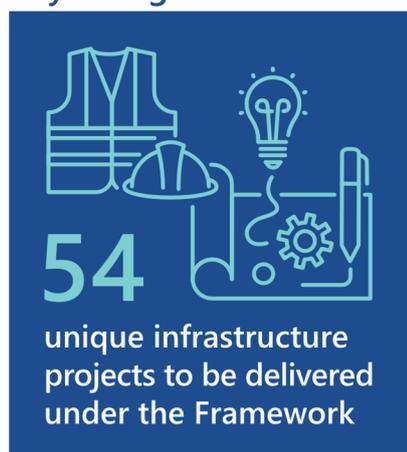
In 2018, the Victorian Government released the *Fishermans Bend Framework* (the Framework) to guide the transformation of Fishermans Bend to 2050. The Framework is intended to inform investment by all levels of government, the private sector and not-for-profits.

The Framework sets out a range of projects across 5 precincts. It states the area will be home to 80,000 residents and will support employment for 80,000 workers. The government described the Framework's proposed work as 'transformative' and 'an unparalleled opportunity for urban renewal on the doorstep of Melbourne's CBD'.

Given the scale of the development and its potential economic and social impact, it is important that the government can assure the public that the project will meet its intended outcomes.

While the public and the private sectors both have a role in developing Fishermans Bend, we did this audit to see if public sector agencies are on track to deliver the Framework's projects and achieve its objectives.

Key background information



Source: VAGO, based on the Framework.

What we concluded

Agencies are not on track to deliver all projects and outcomes outlined in the Framework as originally intended.

The Framework indicated that key planning for development would be complete in 2019. Agencies have developed some key planning material and progressed several projects, including 3 schools, 3 parks or open spaces and upgrades to some tram stops and intersections.

But many key planning documents are in draft or yet to be completed 6 years after the Framework was released. Planning was affected by the COVID-19 pandemic, reduced staffing and changes to government departments. Without finalised key planning documents, the fine-grain detail of each precincts' plan to support work to date, or planning for future activity, has been unavailable.

Agencies' reporting about Fishermans Bend development has been limited. There is no evaluation methodology in place to measure progress against the Framework. However, work on this has begun. There is also limited publicly available information on the progress of Fishermans Bend projects.

Delivery of the Framework has been extended by at least 5 years to 2055.

We made 4 recommendations to the Department of Transport and Planning about identifying and confirming priorities for developing Fishermans Bend, including 2 that require collaboration with other public sector agencies.

1.

Our key findings

What we examined

Our audit followed 2 lines of inquiry:

1. Do the governance arrangements support the delivery of the *Fishermans Bend Framework* (the Framework)?
2. Is the Framework being delivered by agencies?

To answer these questions, we examined:

- Department of Transport and Planning (DTP)
- Department of Premier and Cabinet (DPC)
- Development Victoria
- Department of Education (DE)
- City of Melbourne
- City of Port Phillip.

Identifying what is working well

In our engagements we look for what is working well – not only areas for improvement.

Sharing positive outcomes allows other public agencies to learn from and adopt good practices. This is an important part of our commitment to better public services for Victorians.

The vision for Fishermans Bend

Fishermans Bend is a precinct located within the City of Melbourne and the City of Port Phillip. It is Australia's largest urban renewal project. Fishermans Bend covers over 480 hectares of land, which is more than twice the size of the Melbourne CBD. The majority of land in Fishermans Bend is privately owned, including land which can be developed.

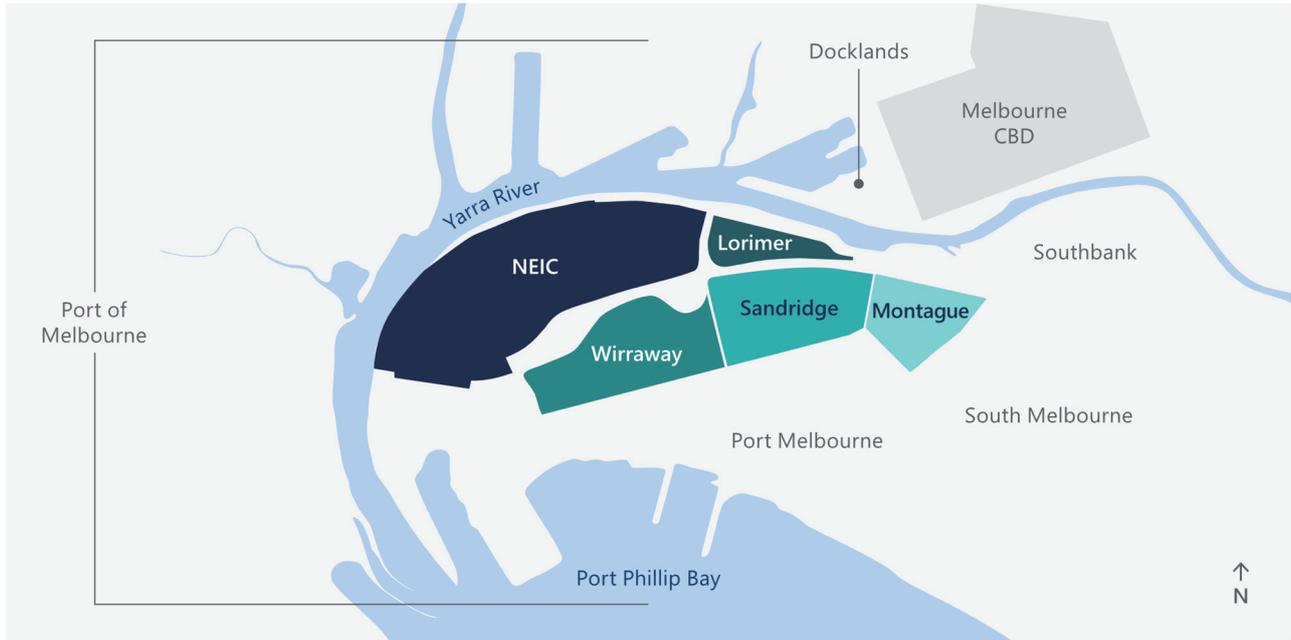
The government's vision is to transform Fishermans Bend through government, private and not-for-profit investment so that by 2050 it will:

- be home to approximately 80,000 people
- provide employment for approximately 80,000 people.

As shown in Figure 1, Fishermans Bend has 5 precincts, including:

- 4 for mixed-use commercial and residential development (Lorimer, Montague, Sandridge and Wirraway), each of which will have different neighbourhoods, types of buildings, parks and other amenities
- the Fishermans Bend National Employment and Innovation Cluster (NEIC), which will be one of Melbourne's 7 NEICs. It will include a self-contained innovation precinct, which aims to foster collaboration between industry and academia.

Figure 1: Map of Fishermans Bend



Source: VAGO, based on The Framework.

The Framework

In 2018, the government released the Framework, which is a long-term strategic plan to guide the transformation of Fishermans Bend to 2050. The Framework is meant to provide direction on how the area will be developed and managed to fulfil the government's vision. It includes plans for:

- parks
- schools
- roads
- transport
- community facilities.

The Framework identifies key infrastructure projects for each of the 5 precincts. It has an estimated delivery timeframe of short term (2018–2020), medium term (2020–2025) or long term (2025+) for each project.

For each project, the Framework sets out:

- chosen sites
- indicative sites for mixed-use developments that would involve partnerships with the private sector and which would be finalised through the planning process.

Stages of developing the Framework

The Fishermans Bend Taskforce (the Taskforce) developed the Framework.

The Taskforce was formed in 2016. At this time, the Taskforce was situated in the former Department of Environment, Land, Water and Planning. It included representatives from state and local government agencies. Figure 2 shows key milestones in the development of the Fishermans Bend project planning between its announcement in 2012 and the Framework's release in 2018.

In 2018, the Minister for Planning approved planning controls and rezoning in Fishermans Bend to guide the use and development of Lorimer, Montague, Sandridge and Wirraway.

DTP told us that, to date, there are 63 development applications in the pipeline, of which 33 are built or under construction and 23 approved but not yet commenced.

Figure 2: Timeline of the Framework development



Source: VAGO, based on the Fishermans Bend planning review terms of reference.

Roles of the agencies delivering the Framework

The audited agencies have unique roles in planning and delivering infrastructure and the vision for Fishermans Bend. Figure 3 outlines their responsibilities.

Figure 3: Agencies' responsibilities in planning and delivering the Framework

Agency	Responsibilities
DTP	<ul style="list-style-type: none"> Leading precinct planning Transport planning <p>The Taskforce was established in January 2016 and currently sits within DTP. It previously sat within the former Department of Environment, Land, Water and Planning until 2019 and then the Department of Jobs, Precincts and Regions (DJPR) until 2023. The Taskforce was initially established with resources from across government and local government. When it was moved into DJPR it was reduced in size and no longer had staff from other agencies or local government. Some of the Taskforce's responsibilities include:</p> <ul style="list-style-type: none"> leading the planning for Fishermans Bend developing the precinct implementation plans (PIPs) and development contributions plan (DCP) managing infrastructure funding (proposed responsibility) governance and coordination across departments and agencies stakeholder engagement and partnerships.
DPC	<ul style="list-style-type: none"> Developing and overseeing policy on coordinating and prioritising precincts Considering legislative and non-legislative options to support precinct outcomes and how precincts are governed
Development Victoria	<ul style="list-style-type: none"> Delivering the first stage of civil infrastructure works to support developing the NEIC (engaged by DTP in 2021)
DE	<ul style="list-style-type: none"> Planning and constructing primary and secondary schools within Fishermans Bend in line with its responsibilities for school building across the state <p>DE's school provision and establishment division plans for new schools. The Victorian School Building Authority (VSBA), also a division of DE, acquires land and constructs schools once sites are determined.</p>
City of Melbourne and City of Port Phillip	<ul style="list-style-type: none"> In line with local legislation, planning, providing and maintaining public infrastructure, services and amenities for the people who work and live in Fishermans Bend Operating in line with the Fishermans Bend partnership agreement with the state. The previous agreement expired in December 2022. DTP circulated an updated agreement in December 2024, but the City of Melbourne and the City of Port Phillip are yet to sign.

Source: VAGO.

Since the Framework was released in 2018, there have been multiple changes in Fishermans Bend governance arrangements. In addition to the Taskforce moving departments, other changes were made which altered the committees and groups tasked with oversight and cross-agency coordination. We discuss these in Section 3.

Precinct Standing Advisory Committee

The Precinct Standing Advisory Committee (PSAC) was appointed by the Minister for Planning in October 2023. Its role is to provide independent advice to the minister on precinct planning matters. These matters include:

- unresolved issues on draft precinct plans
- other strategic or statutory precinct planning matters, as decided by the minister.

The PSAC receives and considers submissions on matters referred to it. It also holds public hearings. The PSAC must then produce a written report that includes:

- an assessment of the issues raised
- its recommendations in response to these issues.

Transport planning context

The Framework includes projects to improve Fishermans Bend's transport network. One of its objectives is to deliver public transport services that connect to the existing Melbourne network and are a ten-minute walk from all residences and workplaces. It outlines integrated transport planning 'catalyst projects' that will transform Fishermans Bend.

However, Victoria does not currently have an integrated transport plan or strategy to respond to the state's broader transport needs.

The *Transport Integration Act 2010* requires DTP to prepare and periodically revise an integrated plan of the many transport modes, networks and services across the state's transport system. But VAGO's 2021 *Integrated Transport Planning* performance audit found that the Department of Transport (DoT, DTP's predecessor) had not met the Act's requirements for an integrated transport plan.

In our 2021 audit, we concluded that not having an integrated transport plan as required by the Act creates risks of missed opportunities to sequence and optimise the benefits of the significant investment put into meeting Victoria's transport needs. We made a recommendation to DoT to improve the transparency of transport plans and how the individual plans work together to satisfy the Act.

Further information

For more information about the scope of this audit and our methods, please see Appendix C.

What we found

This section focuses on our key findings, which fall into 3 areas:

1. Key planning documents for developing Fishermans Bend were to be completed in 2019. While some have been developed, many are not yet drafted or finalised.
2. Agencies have delivered the Framework's short-term projects. Some medium and long-term projects have progressed, but many are deferred or delayed.
3. DTP is still developing a methodology for monitoring progress against the Framework. Cross-agency and public reporting about Fishermans Bend development is limited.

A list of our recommendations, including agency responses, is at the end of this section.

Consultation with agencies

When reaching our conclusions, we consulted with the audited agencies and considered their views.

You can read their full responses in Appendix A.

Key finding 1: Key planning documents for developing Fishermans Bend were to be completed in 2019. While some have been developed, many are yet to be drafted or finalised

The Framework indicated that key planning documents for Fishermans Bend would be completed by 2019. Various factors, including the COVID-19 pandemic and machinery of government (MoG) changes, have contributed to slowing the Taskforce in finalising this work. The Taskforce was also reduced in size in 2019.

Machinery of government changes

MoG changes occur when a government decides to reorganise the way it manages its responsibilities. MoG changes can involve moving functions, resources and people from one department, agency or entity to another. They can also lead to creating or closing government departments, agencies or entities.

More than 5 years later, key planning documents are still yet to be finalised. This includes the:

- DCP, which has been published in draft
- PIPs for all 5 precincts. The Montague PIP has been published in draft and the NEIC plan is under development
- transport infrastructure and network plans.

This means the fine-grain detail of each precincts' plan has not been in place to support work to date. Agencies tasked with coordinating and prioritising the Framework did not have the benefit of this detailed planning to support cross-agency efforts.

Development contributions plan (DCP)

The DCP sets out the contributions that landowners and developers must pay to the state to fund some of the infrastructure and facilities for the new community. It outlines the major infrastructure required to support developing the new precinct, the expected timing of delivery and how it will be delivered. It is currently in draft. We discuss the DCP in more detail in Section 3.

Precinct implementation plans (PIPs)

The PIPs will contribute to making sure the vision and strategic direction of the Framework is implemented. Each precinct will have its own plan that will reflect the fine-grain detail of what has been outlined in the Framework, such as transport and movement needs. We discuss PIPs in more detail in Section 3.

Key issue: Delays on Montague PIP and DCP

The draft Montague PIP and DCP are drafted but yet to be finalised.

As of March 2025, the Montague PIP is the only PIP to have been publicly released for consultation. The Taskforce developed and released the draft Montague PIP before the other PIPs because Montague was already more developed than the other precincts.

However, the Montague PIP has been substantially delayed because stakeholders needed to be thoroughly consulted and the Taskforce needed required approvals.

The draft DCP also required stakeholder consultation, including referral to the PSAC for consideration. The PSAC hearings on the draft DCP were held from 6 November 2024 to 6 February 2025. The report was publicly released on 29 April 2025.

The Taskforce plans to finalise the DCP before the Montague PIP.

Addressing this finding

To address this finding, we have made one recommendation to DTP about:

- finalising key planning documents that support agencies to deliver the Framework.

Key finding 2: Agencies have delivered the Framework’s short-term projects. Some medium and long-term projects have progressed, but many are deferred or delayed

Agencies have delivered the Framework’s 5 short-term projects, which were scheduled to be completed between 2018 and 2020. They did this within the intended timeframes.

The Framework specified that 21 medium-term projects would be delivered by 2025. This was later revised down to 18. Four of the medium-term projects have been completed. This means 14, or almost 3 quarters of the Framework’s planned medium-term projects, will be delivered later than originally planned. Some will be delayed or deferred by up to 21 years from the dates outlined in the Framework.

The Framework also included 28 long-term projects, later revised down to 23, to be delivered between 2025 and 2050. Of these 23 projects, 12 have delivery timeframes specified in the draft Montague PIP and the draft DCP. DTP needs to confirm project plans, funding sources and delivery timeframes for the remaining infrastructure projects.

The way a long-term plan such as the Framework is implemented may need refining over time in response to various factors. DTP advised that while preparing the draft DCP it considered factors such as project prioritisation and phasing.

It also advised that there are shared responsibilities and key decisions required by government to commit to the remaining infrastructure projects.

Figure 4 provides a summary of project completion by timeframe.

Figure 4: Progress towards completing the Framework’s projects

Framework project timeframe	Revised number of projects	Projects completed	Outstanding projects
Short term (2018–2020)	5	5	0
Medium term (2020–2025)	18	4	14
Long term (2025+)	23	0	23

Source: VAGO, based on DTP reporting.

Addressing this finding

To address this finding, we have made one recommendation to DTP about:

- advising government and confirming priority activities for Fishermans Bend.

Key finding 3: DTP is still developing a methodology for monitoring progress against the Framework. Cross-agency and public reporting about Fishermans Bend development is limited

The Framework outlined that an evaluation methodology would be developed by 2019. This has not been completed.

Without a system for monitoring, evaluating and reporting progress, government and the community cannot understand if the Framework is achieving its goals and objectives.

In 2024, DTP engaged external parties to develop an evaluation methodology for measuring outcomes in precincts (including Fishermans Bend). This work is in its early stages and not yet in place.

The Taskforce uses proxy measures in its reporting about Fishermans Bend development activity on the number of dwellings and the amount of commercial floor space in Fishermans Bend.

There is also limited transparency and a lack of publicly available information and data on the progress and status of the Framework.

Addressing this finding

To address this finding, we have made 2 recommendations to DTP about:

- establishing an evaluation methodology for Fishermans Bend
- consistently and transparently reporting to the public on progress against the Framework.

See Section 2 for the complete list of our recommendations, including agency responses.

2.

Our recommendations

We made 4 recommendations to address our findings. The Department of Transport and Planning has accepted these recommendations in principle.

		Agency response(s)
Finding: Key planning documents for developing Fishermans Bend were to be completed in 2019. While some have been developed, many are yet to be drafted or finalised		
Department of Transport and Planning	1 In collaboration with delivery agencies and other relevant stakeholders, prioritise developing and seeking approval of precinct implementation plans for all Fishermans Bend precincts. As part of this, finalise interdependent planning, such as for transport networks (see Section 3).	Accepted in principle
Finding: Agencies have delivered the Fishermans Bend Framework’s short-term projects. Some medium and long-term projects have progressed, but many are deferred or delayed		
Department of Transport and Planning	2 In collaboration with delivery agencies: <ul style="list-style-type: none"> • complete a stocktake of Fishermans Bend projects and key deliverables, looking at their: <ul style="list-style-type: none"> • progress • timing • assigned resourcing • cost and funding status • advise on and confirm with government the priority actions for Fishermans Bend, including funding, resourcing and sequencing of projects and deliverables • document a plan for how and when key projects and outputs will be delivered and communicate this with stakeholders (see Section 4). 	Accepted in principle
Finding: The Department of Transport and Planning is still developing a methodology for monitoring progress against the Fishermans Bend Framework. Cross-agency and public reporting about Fishermans Bend development is limited		
Department of Transport and Planning	3 Expedite developing and implementing an evaluation methodology for Fishermans Bend to measure the achievement of the Fishermans Bend Framework’s goals, objectives and outcomes (see section 5).	Accepted in principle
	4 Undertake regular and timely public reporting on: <ul style="list-style-type: none"> • the status of Fishermans Bend, including on all infrastructure projects, state projects and development activity • progress towards achieving the Fishermans Bend Framework’s objectives and outcomes (see Section 5). 	Accepted in principle

3.

Planning the development of Fishermans Bend

The Framework indicated that key planning activities for Fishermans Bend would be completed by 2019. More than 5 years later, progress has been made, but necessary planning documents are still yet to be finalised, including the DCP and PIPs. This has meant fine-grain plans have not been in place to guide and prioritise development.

Overall, we found that governance structures in place throughout the various stages of Fishermans Bend's development have had well-documented roles, responsibilities and decision-making pathways to oversee the Framework.

Covered in this section:

- Planning for Fishermans Bend
- Progress of the Montague PIP
- The DCP
- Other planning documents and activities
- Governance and cross-agency coordination

Planning for Fishermans Bend

The Framework's infrastructure plans

The Framework specifies important planning documents required to support the delivery of Fishermans Bend. Figure 5 explains the purpose of some of these key documents.

Figure 5: Planning documents for delivering Fishermans Bend

Planning document	Description
PIPs	<p>PIPs are detailed plans for each precinct in Fishermans Bend. Each precinct needs a PIP to make sure the vision and strategic direction of the Framework are implemented. The Framework requires the PIPs to identify the precinct's transport and movement needs, including street networks and pedestrian and cycling paths.</p> <p>Both local and state governments can use these plans to guide future development and investment.</p> <p>PIPs are to be developed in collaboration with the relevant councils and government departments and agencies.</p>
DCP	<p>The DCP sets out the development contribution rates that developers must pay to the state government to fund some of the infrastructure and facilities for Fishermans Bend. It outlines the major infrastructure required to support the development of each new precinct, the expected timing of delivery and how it will be delivered.</p> <p>Until the DCP is finalised, interim infrastructure contribution arrangements are in place.</p>

Source: VAGO, based on the Framework and the Victorian Planning Authority website.

Status of PIPs

The Framework outlines that, throughout 2019, the Taskforce would deliver the 5 PIPs with input from the community, business and industry. This did not occur in the planned timeframe. We discuss the reasons for the delay in more detail below.

As of March 2025, the Montague PIP is the only one to have been made public. It was released in draft for public consultation in December 2023. The Taskforce prioritised drafting and releasing the Montague PIP first because this precinct was more developed than the others and had some pre-existing public transport connections.

The Taskforce advised us that it intends to finalise the Montague PIP and DCP first before it prepares or finalises the remaining PIPs. Preparing the remaining PIPs is dependent not only on the DCP, but also on Fishermans Bend transport planning, which will inform their content. As transport planning is not yet finalised, developing the PIPs is likely to be further delayed.

In the absence of the PIPs, the Taskforce told us that it collaborates closely with agencies delivering infrastructure to make sure development aligns with the Framework. This includes through the planning controls that accompanied the Framework's release.

PIPs, however, are intended to provide a fine-grain level of detail to support development in each precinct.

The Taskforce is now developing a draft of the NEIC PIP. The Taskforce told us it has started some early planning and policy work on the PIPs for Lorimer, Sandridge and Wirraway.

Progress of the Montague PIP

Factors contributing to delayed release

Over the course of developing the Montague PIP, there were several factors that DTP says contributed to the delayed public release. These factors include:

- the COVID-19 pandemic and related economic impacts, which shifted the government's and departments' priorities
- a reduction in the size of the Taskforce in 2019
- MoG and ministerial portfolio changes, leading to multiple re-briefings needed
- delays in required approval processes.

These factors have also affected other aspects of the broader Fishermans Bend work program.

However, DTP told us the draft Montague PIP was ready to progress through the consultation stages in late 2021. It told us that progress on this consultation process was slow. The following case study shows a timeline of events leading to the release of the draft Montague PIP and its intersection with the DCP.

Case study 1:

Timeline: Finalising the Montague PIP

June 2020

DTP prepared a brief for the responsible minister that included the first part of the draft Montague PIP in June 2020. The PIP was not ready for approval because necessary further work was identified. This meant the original release date of November 2020 was not possible. Between June 2020 and March 2021, the Montague PIP continued to be developed.

While the briefing was for noting, the minister did not sign it and DTP told us the ministerial office did not provide feedback. This means we have not been able to validate what DTP have told us occurred.

March–July 2021

In March 2021, the Taskforce sought approval from the responsible minister to confidentially share the draft Montague PIP with the City of Port Phillip. This was necessary before publicly releasing the PIP, because the council is intended to be responsible for helping deliver many of the precinct's projects.

In late July 2021, after returning the Taskforce's brief without approval twice, the responsible minister approved the request to confidentially share the draft Montague PIP with the City of Port Phillip for feedback.

September–November 2021

Following consultation with the City of Port Phillip in September 2021, the Taskforce finalised the draft Montague PIP in November 2021.

June–October 2022 (approximately 7 months after previous action)

In June 2022, the Taskforce sought ministerial approval 'as soon as possible' to publicly release the draft Montague PIP for stakeholder consultation. DTP told us the brief was returned to the Taskforce without approval due to a change in the responsible minister which occurred a week after the request was made. DTP advised us that the brief was resubmitted in August for consideration to a new portfolio minister but it was again returned in late October 'for later consideration'.

The minister did not sign either of these briefings, so we have not been able to validate the response DTP told us it received.



November–December 2022

Government caretaker period and a new government established.

December 2022–January 2023

Portfolio responsibility for Fishermans Bend transferred to a new appointed minister. MoG changes shifted the responsibility of developing Fishermans Bend from DJPR to DTP. This meant new governance pathways were created and ministerial re-briefing was required.

October 2023

Portfolio responsibility for Fishermans Bend transferred to a new minister.

November–December 2023

Roughly a year later, the Taskforce sought approval from the minister to publicly release the draft Montague PIP and the draft DCP for public consultation, noting risks of delays. The minister approved this and the planning documents were released on 1 December 2023 for public consultation.

December 2023–February 2024

Public consultation occurred on the draft Montague PIP and draft DCP.

September 2024

DTP released the Summary of Engagement report on the public consultation of the draft Montague PIP.

April 2024–April 2025

The DCP was referred to the PSAC. Public hearings were held from 6 November 2024 to 6 February 2025. DTP received a copy of the PSAC report in early April 2025, and it was released publicly on 29 April 2025.

Next steps

DTP says that because the DCP determines which projects are prioritised, the Taskforce will finalise the DCP ahead of the Montague PIP to reduce the risk of inconsistencies.

Source: VAGO, based on information provided by DTP.

Comparison of PIP drafts

We reviewed the 2021 draft Montague PIP that was not publicly released and the December 2023 draft Montague PIP that was released for public consultation. We compared them to determine if the documents materially changed. We found there were no material differences between them.

Both PIPs had the same 5 'key moves', or overall actions, that direct the precinct's progress. Each key move in the 2023 PIP had between 4 and 7 supporting actions. All but 2 of these supporting actions were in the 2021 PIP.

The final part of the draft Montague PIP includes a list of 14 infrastructure projects. They are categorised by key projects that are:

- already delivered
- part of this 10-year implementation plan
- part of a later implementation plan.

The list is the same in both versions of the Montague PIP, except that the 10-year implementation plan for these was delayed to account for the delays in releasing the PIP.

The DCP

Draft DCP

DTP released the draft DCP at the same time as the draft Montague PIP in December 2023. They were open for public submissions for 3 months.

The draft DCP outlines:

- an approach for funding required infrastructure
- the introduction of an open space uplift development incentive mechanism (OSU), discussed further below
- costings and indicative timing for more than 120 infrastructure projects across Fishermans Bend, which have an estimated total value of \$2.45 billion.

It includes a commitment that the DCP will be updated at least every 5 years.

The draft DCP breaks down infrastructure into 3 categories:

The ...	includes ...	and will ...
catalytic infrastructure	<ul style="list-style-type: none">• public transport• schools• health services	have a transformational effect on the area and be funded by state government.
essential infrastructure	<ul style="list-style-type: none">• some open spaces• key community hubs• major drainage• flood mitigation infrastructure	largely be funded by developer contributions.
local infrastructure	<ul style="list-style-type: none">• open spaces• minor streets• laneways• other community facilities	be delivered incrementally by local government through a combination of methods.

Implementing the DCP

DTP is responsible for:

- delivering all infrastructure projects funded by the DCP (though not necessarily all infrastructure needed in each precinct)
- scheduling all works.

But DTP has not yet been able to finalise the DCP.

DTP's internal documents from March 2024 noted that while the draft DCP had recently been endorsed and released by the government, there were no arrangements in place to support implementing the DCP.

In particular, there were no:

- internal governance arrangements to support the minister and Secretary to collect and allocate funds in line with the DCP
- ways to prioritise projects or monitor and report on them.

DTP told us that work to establish appropriate governance is underway. This will form part of finalising the DCP now that the PSAC panel hearings have concluded. There have been arrangements in place to support the development of the DCP and interim development

contributions are in place until it is finalised. There has been reporting to the minister, the former Fishermans Bend Development Board (the Board) and within DTP on the collection of these development contributions.

Open space uplift and DCP funding

The proposed approach to funding the essential infrastructure in Fishermans Bend includes:

- the draft DCP
- introducing an OSU.

The OSU intends to create a development incentive to help fund land for some parks. It would do this by incentivising developers to include a greater number of dwellings on each site if they agree to provide land for public open space. This would allow the number of dwellings in a site to exceed the original dwelling density requirements.

The City of Melbourne and the City of Port Phillip have been collecting public open space contributions to provide open space in Fishermans Bend as part of interim developer contribution arrangements. These arrangements have been in place since 2014.

Currently, in Victoria, a person who applies to subdivide land may be required to:

- set aside up to 8 per cent of the land for public open space
- pay up to 8 per cent of the site value of the land
- a combination of both.

Municipal councils can specify a different contribution amount in their planning scheme. Public open space contributions are sought through planning permit conditions for most residential subdivisions of 3 or more lots.

The draft DCP proposes consolidating this and other funding streams to help deliver open space.

Status of the DCP

Throughout the public consultation, DTP received 62 submissions in response to the proposed plans in the DCP. These submissions were made by the public and interested parties and related to several issues, including:

- land valuation and acquisition
- how the proposed funding approach, including the OSU, would operate and be implemented
- the scope of essential infrastructure.

In March 2024, the Minister for Planning referred all 62 submissions to the PSAC for independent review and advice. Between November 2024 and February 2025, the PSAC held public hearings to consider the submissions.

After public hearings, the PSAC produced a report that:

- assessed the issues raised
- recommended how the issues should be resolved.

The report was due on 14 March 2025 but was delayed. It was publicly released on 29 April 2025.

As intended, the report provides advice to the responsible minister on recommended responses to the matters raised through the submissions.

Other planning documents and activities

Documents and activities supporting Fishermans Bend planning Between 2019 and 2023, the Taskforce developed and released other documents that form part of Fishermans Bend planning and the research that supports it. DTP advised that these documents are important inputs to help complete the PIPs and the DCP.

Documents include ...	from ...	which ...
<i>Advancing Manufacturing – the Fishermans Bend Opportunity</i>	2021	provides strategic directions and vision for the NEIC.
<i>Fishermans Bend Water Sensitive City Strategy</i>	2022	provides a whole-of-government approach to managing critical issues relating to water and flooding in Fishermans Bend.
<i>Fishermans Bend Seed Toolkit</i> Fishermans Bend IDEAs	2023	are initiatives to support sustainable economic growth and align with the commitment to 'collaborative partnerships' between: <ul style="list-style-type: none"> • government • industry • landowners • businesses • community.

DTP told us that the Taskforce has also been involved in progressing transport planning for the precinct. This includes:

- contributing to advice to government on options for improved transport connections between the CBD and Fishermans Bend
- progressing public announcements, such as the 2024 announcement of the preferred route and station locations for a future rail tunnel through Fishermans Bend and Docklands.

Governance and cross-agency coordination

Operational context Since the Framework was released in 2018, there have been multiple changes in the Fishermans Bend governance arrangements and operating environment. These have included:

- MoG changes. The Taskforce has sat within 3 different departments over the course of its existence and has had varying resources to perform its functions
- changes in ministerial portfolios. Eight different ministers have overseen Fishermans Bend and the Framework, meaning each new minister needed re-briefing
- multiple changes in the reporting and governance structures for overseeing Fishermans Bend. For example, the Board stopped operating in 2023.

Governance structures We identified the governance arrangements in place at various stages throughout the course of the Fishermans Bend development and assessed each structure based on its terms of reference, functions and role.

The nature and degree of change in the operational environment has contributed to slowing the Taskforce in planning and delivering projects for Fishermans Bend. However, overall, we found the governance structures in place for Fishermans Bend have:

- had well-documented roles and responsibilities
- had clear decision-making pathways
- provided for oversight of the Framework.

Cross-agency bodies

Cross-agency coordination and project prioritisation is important to help deliver the vision for Fishermans Bend.

Several committees and bodies have been set up over time to support, oversee and coordinate the whole-of-government operations for Fishermans Bend. This included the Taskforce, as described in Section 1. The following bodies played a key role in decision-making and coordination across agencies, as discussed in case studies 3 and 4.

Cross-agency coordination bodies have included the ...	which was responsible for ...
the Board (2018–23)	<ul style="list-style-type: none">• coordinating and prioritising projects across different agencies• developing strategy, overseeing project implementation and providing independent advice• guiding the Taskforce on community engagement• driving the overall precinct vision, making sure existing departmental activity was consistent with the Framework and precinct plans.
Precinct Steering Committee (PSC) (2021–23)	<ul style="list-style-type: none">• operating as a whole-of-government forum with members from various impacted agencies to oversee and coordinate multiple portfolios• making decisions and resolving key issues about Fishermans Bend, such as delivering and coordinating infrastructure and strategic land-use planning.

Cross-agency coordination and project prioritisation

As the PIPs are yet to be finalised, committees and oversight bodies have not had the benefit of this detailed planning and fine-grain detail to support cross-agency coordination and project prioritisation for Fishermans Bend.

While cross-agency committees met and discussed updates, these updates were focused on the progress of key planning activities helping to guide partnerships and investment in Fishermans Bend. These included the:

- DCP
- Montague PIP
- Seed toolkit.

Council involvement in cross-agency coordination

Councils will be responsible for helping to deliver some of the projects under the Framework. To recognise this, the City of Melbourne and the City of Port Phillip were included as members of some cross-agency oversight committees up until 2021.

DTP provided us with documents that list the City of Melbourne and the City of Port Phillip as members of the following state government decision-making committees:

- Planning Interdepartmental Committee
- Major Projects Interdepartmental Committee
- Fishermans Bend Intergovernmental Delivery Group.

But the City of Melbourne told us that it does not have any records of it attending the Planning Interdepartmental Committee or the Major Projects Interdepartmental Committee.

After 2021, the governance arrangements changed and the City of Melbourne and the City of Port Phillip were no longer on these committees.

Following this, a Mayors Forum, CEO Forum and multiple officer-level working groups were established in 2019 with the intention of making sure there was continued knowledge-sharing, communication and council input into Fishermans Bend.

However, the City of Port Phillip provided us with emails that suggest it planned to stop attending the Mayors Forum meetings from July 2023.

Councils having inconsistent participation in governance for Fishermans Bend potentially limits both state and local government agencies' knowledge and understanding of:

- what others are doing
- the priorities for Fishermans Bend.

Fishermans Bend partnership agreement

The original Fishermans Bend partnership agreement between DTP, the City of Melbourne and the City of Port Phillip was signed in 2021. It outlined how the parties would engage as part of the development, and it was designed to:

- identify and establish priority projects for each of the precincts
- define the parties' roles
- allow for transparent and open sharing of information
- enable a level of accountability for progress.

This partnership agreement expired in December 2022 during a time of change to departmental structure and governance. The Taskforce was shifted from the former DJPR into the newly formed DTP as a result of MoG changes that came into effect on 1 January 2023.

The City of Melbourne told us the agreement was extended to June 2023 as a 'refresh' to allow for MoG changes to be implemented. The Taskforce and the councils intended to comprehensively revise the agreement in June 2023.

However, the City of Melbourne told us that revisions were not prioritised later in 2023. This was because the Taskforce was focused on releasing the draft DCP and the councils were working on providing feedback on it.

New partnership agreement draft

The 3 parties drafted a new partnership agreement during 2024 and completed the draft in August of that year.

The City of Melbourne says it cannot finalise the partnership agreement until the work program in the agreement is comprehensively updated. It understands that this is awaiting ministerial approval.

The City of Melbourne told us the partnership agreement is central to how it understands and plans for resourcing, phasing and budgeting the Fishermans Bend work it is involved in. Its position is that continuing to work with the state without a partnership agreement in place opens it up to unnecessary risk. It does not want to be incorrectly perceived as validating work by the Taskforce that it does not consider it has been adequately consulted on.

The City of Port Phillip provided us with several pieces of correspondence it sent to departments, various ministers and the Deputy Premier. In this correspondence, it raised various issues and risks about delayed progress on infrastructure plans and projects. It asserts the state is failing 'to honour the commitments' of the partnership agreement by not consulting with it on key issues and decisions, describing it as 'not a true partnership'.

DTP told us that consultation and engagement on the partnership agreement can only occur within the constraints of its operating environment. It notes that some material it holds is Cabinet-in-confidence and cannot be shared.

Case study on the Australia Post site

The case study below shows how the absence of PIPs and the DCP to inform detailed planning about land use contributed to inefficient coordination between the Taskforce, DE and the City of Port Phillip.

Case study 2:

The Australia Post site in Sandridge

The Framework sets out 'investigation areas' for 5 proposed government schools across Fishermans Bend, as well as other areas proposed as open space.

In Sandridge in the City of Port Phillip, the Framework sets out:

- proposed open space at an Australia Post site, which is a Commonwealth entity and requires negotiation to purchase the land
- an adjacent investigation area for a primary school.

There is no PIP in place to guide development in Sandridge.

Between mid-2018 and late 2023, DTP, DE and the City of Port Phillip held ongoing discussions about the possible uses of the 2 parcels of land for both the school and public open space. All parties invested significant time and effort.

After 5 years, the outcome was that the Australia Post site be retained as open space as originally intended under the Framework. The City of Port Phillip purchased the site in late 2023.

Though the Framework had set high-level strategic directions for developing the Sandridge precinct, having a PIP in place may have assisted all parties to collaborate and make decisions more efficiently.



Source: VAGO, based on information provided by DTP, DE and the City of Port Phillip.

4.

Status of Fishermans Bend projects

Agencies completed the Framework's 5 short-term projects, scheduled to be completed between 2018 and 2020, within the intended timeframes.

The Framework specified that 21 medium-term projects would be delivered by 2025. This was later revised down to 18. Four of the medium-term projects have been completed and the remaining 14 have been delayed or deferred by up to 21 years.

The Framework also included 28 long-term projects, later revised down to 23, to be delivered between 2025 and 2050. Of these 23 projects, 12 have delivery timeframes specified in the Montague PIP and the draft DCP.

DTP needs to confirm project plans, funding sources and delivery timeframes for the remaining infrastructure projects.

Covered in this section:

- The Framework's infrastructure project timeframes
- Project delivery status summary
- Delivery of key projects in Fishermans Bend
- Status of all projects

The Framework's infrastructure project timeframes

Framework timeframes

The Framework identifies key infrastructure projects for each of the 5 precincts in Fishermans Bend and specifies a delivery timeframe of:

- short term (2018–2020)
- medium term (2020–2025)
- long term (2025+).

The Framework lists 54 unique infrastructure projects to be delivered. Figure 6 breaks these projects down by precinct and timeframe.

Figure 6: Number of Framework infrastructure projects by precinct and timeframe

Precinct	Short term (2018–2020)	Medium term (2020–2025)	Long term (2025+)
Montague	5	6	3
Lorimer	0	4	3
Sandridge	0	6	7
Wirraway	0	2	12
NEIC	0	2	1
Multiple	0	1	2
Total	5	21	28

Note: 'Multiple' refers to projects located across more than one precinct.
Source: VAGO, based on The Framework.

Revised timeframes

While doing early planning work for the PIPs and drafting the DCP, DTP has revised the delivery timeframes for many of the projects in the Framework.

In doing so, it has now scheduled project completion work up to 2055. This means the development of Fishermans Bend will take at least 5 years longer than anticipated when the Framework was released in 2018.

The draft DCP states the timeframe extension is due to the unforeseen impacts of the COVID-19 pandemic on economic activity.

Project delivery status summary

Short-term projects completed

The Framework listed 5 short-term projects. Agencies delivered all 5 within the Framework's specified timeframe. The short-term projects delivered were:

- building the South Melbourne Primary School and community hub
- upgrading route 96 and 109 tram stops (stops 126 and 125A) in Fishermans Bend
- intersection upgrades at City Road/Ferrars Streets in the Montague precinct
- developing Kirrip Park
- upgrading the streetscape at Railway Place/Ferrars Street.

Working well: Short-term project delivery

Agencies have delivered the Framework's 5 short-term projects, scheduled to be completed between 2018 and 2020, within the intended timeframes.

Changes to the Framework's projects

As part of planning work for the Lorimer, Sandridge and Wirraway PIPs, DTP has altered some of the projects originally proposed in the Framework. This was done as part of the planning work in developing the DCP and in discussion with councils.

DTP has consolidated the planned ...	into the planned ...
sports and recreation hubs in <ul style="list-style-type: none"> Montague (medium term) and Wirraway (long term) 	Sandridge sports and recreation hub (long term).
Wirraway arts and cultural hub (long term)	Sandridge arts and cultural hub (long term).
health and wellbeing hubs in <ul style="list-style-type: none"> Wirraway (long term) and Lorimer (medium term) 	Emerald Hill Community Hospital in South Melbourne, relocating them out of Fishermans Bend. This is subject to Department of Health service planning for Fishermans Bend.
Buckhurst linear park in Montague (medium term)	Buckhurst Street civic boulevard upgrade.
open space in White Street, Sandridge (long term)	White Street road closure and temporary pop-up.
open space in Prohasky South, Wirraway (long term)	Prohasky North open space.

After factoring in these changes to the original Framework's projects, agencies will be responsible for delivering:

- 18 medium-term projects (reduced from 21)
- 23 long-term projects (reduced from 28).

Medium-term projects status

The revised number of medium-term projects for Fishermans Bend is 18. Agencies have completed 4 medium-term projects. The finished projects are the:

- JL Murphy Reserve upgrades (completed in 2020)
- Fishermans Bend education and community hub (renamed to Port Melbourne Secondary College and completed in 2022)
- pop-up community hub in the Bolte West precinct (completed in 2020–21)
- upgrade of the Westgate punt (completed in 2022–23).

The draft DCP and Montague PIP propose timeframe changes for some of the Framework's medium-term infrastructure projects, extending the original expected delivery date of some projects by up to 21 years.

With 14 medium-term projects delayed or deferred, the Framework is not on track to be delivered as planned. Delays or deferrals in delivering medium-term projects are likely to have run-on impacts that may mean the vision and targets set out in the Framework will not be achieved.

Long-term projects status

The Framework's long-term projects timeframe was less specific than those for short and medium-term projects. Many projects were listed as '2025+'.

The draft DCP and Montague PIP outline delivery plans and timeframes for 11 long-term projects, with completion dates ranging from 2024 to 2055.

However, this leaves 12 projects with no timeframe yet determined, noting that the Montague PIP only includes projects for a 10-year period.

Impact of outstanding projects

Some of the 37 Framework projects yet to be completed are substantial and could significantly impact overall outcomes of the Fishermans Bend development.

Remaining projects include:

- schools in 3 precincts that DE is currently planning for, with one under construction and planning to open in 2026
- transport infrastructure
- local council projects.

It is vital that DTP completes the remaining planning to give agencies adequate information and time to effectively plan and deliver the remaining projects, and to determine or seek funding for them.

Delivery of key projects

Fishermans Bend Innovation Precinct

In 2021, DJPR contracted Development Victoria to deliver stage one of the Fishermans Bend Innovation Precinct (FBIP stage one) on the former General Motors Holden site.

The project scale is substantial. FBIP stage one makes up approximately half of the innovation precinct's planned roads, utility services and parks, including key intersection upgrades.

Development Victoria and DTP have worked with other agencies to establish a comprehensive project management plan that lays out:

- project governance, including joint working groups
- each party's roles and responsibilities
- project control mechanisms, including procedures for managing scope change
- project quality management.

DTP leads project governance through a cross-government project control group, which makes sure projects have oversight and are regularly tracked. This includes through Development Victoria's:

- detailed master program of activities, which is revised regularly
- regular reporting to the project control group
- comprehensive and fit-for-purpose risk management process for FBIP stage one
- project management and working groups to lead the various workstreams and oversee the overall project.

FBIP stage one is on track. Early works are complete and main works are in progress. There is approved funding to deliver the main works. FBIP stage one is expected to be completed in 2026 in line with its original planned timeframe.

Working well: Development Victoria's delivery of FBIP stage one

FBIP stage one is expected to be finished in 2026 in line with its original timeframe.

Public transport There have been considerable delays in planning and delivering public transport projects in Fishermans Bend, as demonstrated in the case study below.

Case study 3:

Building a tram line to Fishermans Bend



The Framework includes projects to build a new tram line through Fishermans Bend. This is to be done in 2 stages:

- the northern tram corridor to be delivered as a medium-term project by 2025
- the southern tram corridor to be delivered as a long-term project and expected to be completed after 2025.

The importance of the tram line to Fishermans Bend has been stressed by:

- a 2015 Fishermans Bend ministerial advisory committee, which identified that immediate action was needed on transport priorities, including a future tram line
- the Board, which informed the responsible minister in 2018 and 2019 that early catalyst infrastructure was required to deliver the government's vision for Fishermans Bend
- the Lord Mayor of the City of Melbourne, who raised in the Mayors Forum in 2019 that the delay in delivering the tram line was affecting the implementation of other work.

In 2019, the government committed to fund developing a business case for a tram link to Fishermans Bend. In an October 2020 meeting, the Board noted it had been unable to determine the priority of this work with DoT.

The 2021–22 state Budget allocated \$15 million to progress planning for public transport links to Fishermans Bend. DTP commenced detailed planning work on the Fishermans Bend tram line. But a full approved business case is still outstanding. DTP told us it is progressing broader transport planning before it seeks to finalise the tram line business case and that planning for a potential future rail and station locations was confirmed in 2024, enabling surface transport planning work to be progressed.

The tram line to Fishermans Bend has taken a considerable amount of time to plan, and its level of priority as a key transport project for Fishermans Bend remains unclear.

Source: VAGO, based on information provided by DTP and the City of Melbourne.

Building schools in Fishermans Bend Under the Framework, the government plans to deliver 5 education and community hubs across Fishermans Bend. An education and community hub is a primary or secondary school co-located with other community facilities or services.

The government plans to build one hub each in Lorimer, Montague and Sandridge and 2 hubs in Wirraway.

DE has made good progress by delivering the:

- South Melbourne Primary School and community hub in Montague
- Fishermans Bend education and community hub in Wirraway (renamed Port Melbourne Secondary College).

DE constructed both schools within the timeframes outlined in the Framework.

The Framework listed the Lorimer school as a medium-term project and the Sandridge and second Wirraway school as long-term projects.

However, in 2022, DE analysed demand forecasts and concluded that Sandridge and Wirraway would experience significant residential and commercial growth sooner than Lorimer.

As a result, DE began planning to deliver schools in Sandridge and Wirraway before Lorimer.

Working well: DE's progress on the delivery of schools

DE has made good progress in its plans to deliver 5 education and community hubs across Fishermans Bend. It constructed 2 schools within the timeframes outlined in the Framework.

Roads and traffic management

Some projects in the Framework have gone ahead without the guidance, coordination and prioritisation that the PIPs are meant to give. The case study below shows what can happen when Framework projects go ahead without the broader planning needed to fully support them. It also reinforces how critical it is for key planning documents to be in place.

Case study 4:

Managing road safety and traffic around Port Melbourne Secondary College

Port Melbourne Secondary College opened in Wirraway in January 2022. There was no PIP in place for Wirraway at the time and it is still yet to be developed.

The City of Port Phillip is responsible for traffic management. During the planning and designing of the college, DE considered road safety issues and worked with the City of Port Phillip to consider traffic management plans.

Soon after the college opened, the City of Port Phillip and the community raised concerns about road safety and the crossing near the college. The City of Port Phillip requested DJPR's support to address this issue.

In July 2022, PSC reporting noted that recent attempts by DJPR to obtain funding for critical intersections and road upgrades around the college were unsuccessful. And in July and August, the Board advised the minister that road safety around the college needed attention.

In October 2022, the Board endorsed a PSC proposal to use \$4.56 million of development contributions to address these transport safety issues.

On 24 November 2022, the government made an election commitment of \$1.5 million to develop a traffic safety plan and works around the college. The 2023–24 state Budget included funding under the asset initiative 'Delivering Better Local Roads'.

However, in its August 2023 meeting, the Board noted that work to obtain DCP and government funding was ongoing, as well as discussions around how to use the committed \$1.5 million.

In April 2024, the government announced that new electronic speed signs, fresh line markings and improved signage would be installed near the college. Upgrades were underway in early 2025 to resolve the outstanding safety issues.

This case study illustrates the risks and potential unintended consequences of delivering isolated projects within a large and complex work program without PIPs in place to guide development.

While DE delivered the college on time, insufficient cross-agency coordination and communication meant key safety infrastructure was not adequately considered or implemented before the college opened.

Although agencies worked together to resolve this issue, stronger governance and coordination could have helped avoid risks and meant a more efficient use of time and resources.



Source: VAGO, based on information provided by DTP and the City of Port Phillip.

Status of all projects

Current project statuses Figure 7 shows the status of Fisherman's Bend projects in the Framework, their intended delivery agency (which will be further informed by the DCP), the original completion date indicated in the Framework and the expected completion date.

The table includes project statuses across each precinct, ordered by short term (2018–2020), medium term (2020–2025) and long term (2025+).

Figure 7: Status of Fishermans Bend projects

	Project name	Intended delivery agency	Original completion date	Expected completion date	Project status (as at February 2025)
Montague precinct					
	City Road/Ferrars Street intersection upgrade	DTP	2018–2020	N/A	Completed (2018–19)
	Kirrip Park	City of Port Phillip	2018–2020	N/A	Completed (2018–19)
	South Melbourne Primary School and community hub	DE through VSBA	2018–2020	N/A	Completed (2018–19)
	Railway Place/Ferrars Street streetscape	City of Port Phillip	2018–2020	N/A	Completed (2018–19)
	Routes 96 (stop 126) and 109 (stop 125A) tram stop upgrades	DTP	2018–2020	N/A	Completed (2018–19)
	Bay Street to city bike connection	DTP City of Port Phillip	2020–2025	2034–2045 9+ years after original delivery date	Not started Interim route proposed. Part of route included in draft DCP. Awaiting final Montague PIP.
	Buckhurst linear park	DTP City of Port Phillip	2020–2025	N/A	Consolidated project Project incorporated into the Buckhurst Street civic boulevard upgrade.
	Johnson Street road closure	DTP City of Port Phillip	2020–2025	2025–2026 approximately one year after original delivery date	In progress In May 2024, the City of Port Phillip engaged the community on the concept design. At a meeting in September 2024, council discussed rezoning activity and funding allocation.
	Buckhurst/Montague intersection upgrade	DTP	2020–2025	2027–2028 2+ years after original delivery date	Not started Project included in draft DCP. Awaiting finalisation of the DCP and Montague PIP.

	Project name	Intended delivery agency	Original completion date	Expected completion date	Project status (as at February 2025)
	Montague sports and recreation hub	DTP City of Port Phillip	2020–2025	N/A	Consolidated project Draft DCP proposes consolidation into Sandridge sports and recreation hub, subject to government approval.
	Montague arts and cultural hub	DTP City of Port Phillip	2020–2025	2034–2045 9+ years after original delivery date	Not started Draft Montague PIP proposes deferral with timing subject to: <ul style="list-style-type: none"> • council priorities • delivery of arts and cultural hub in Sandridge • current use of existing state-owned asset.
	Montague North open space	DTP City of Port Phillip	2025+	2034–2045	Not started Space is leased as a car park until 2033.
	Buckhurst Street open space	DTP City of Port Phillip	2025+	2024–2033	Not started Project included in draft DCP. Land purchase proposed as part of a priority delivery package, subject to further refinement. High-priority project.
	Montague Street route 109 tram stop 126 upgrade	DTP	2025+	2024–2033	Not started Project timing currently being explored.
Lorimer precinct					
	Pop-up community hub in Bolte West precinct	DJPR/DTP Development Victoria City of Melbourne	2020–2025	N/A	Completed (2020–21) City of Melbourne delivered the hub through a grant funding agreement with DJPR.
	Lorimer health and wellbeing hub	Department of Health through the Victorian Health Building Authority (VHBA)	2020–2025	N/A	Consolidated project VHBA have consolidated the Lorimer and Wirraway hubs into the Emerald Hill Community Hospital, to be built outside of Fishermans Bend in South Melbourne. Construction was due to begin in 2024.
	Lorimer Central open space	DTP City of Melbourne	2020–2025	2034–2045 9+ years after original delivery date	Not started Project listed in draft DCP subject to future master planning. Start of Lorimer development is delayed. DTP proposes it to be an OSU project through the PSAC panel process.

	Project name	Intended delivery agency	Original completion date	Expected completion date	Project status (as at February 2025)
	Lorimer education and community hub	DE through VSBA	2020–2025	2034–2045 9+ years after original delivery date	Not started Reprioritised: DE provides schools in response to enrolment demand and growth in Lorimer has been slower than anticipated. Projected significant residential and commercial growth and higher demand in Wirraway has led to it being prioritised instead. DE advised this is now likely to be the last school built in Fishermans Bend. Further work needed to confirm school sites, to be done as part of Lorimer PIP and sub-precinct master planning.
	Northern tram corridor (project spans across Lorimer and NEIC)	DTP	2020–2025	2034–2045 9+ years after original delivery date	Not started Land for tram widening subject to finalisation of the DCP. Development is delayed. DTP is investigating timing of tram delivery as part of broader Fishermans Bend transport planning.
	Lorimer sports and recreation hub	DTP City of Melbourne	2025+	2046–2055	Not started City of Melbourne has requested this to become a DCP-funded project through the PSAC panel process.
	Lorimer arts and cultural hub	DTP City of Melbourne	2025+	2034–2045	In progress DTP is engaging with a developer regarding a potential works in kind project. During PSAC, the City of Melbourne advocated for a land component of the hub to be funded through the DCP to increase delivery certainty with a mixed-use building.
	Lorimer West open space	DTP City of Melbourne	2025+	2034–2045	Not started Project included in draft DCP. DTP is proposing this to be an OSU project through the PSAC process.
	Graham/Bridge Street pedestrian bridge (project spans across Lorimer and Sandridge)	DTP	2025+	2025+	Not started DTP is exploring timing of the Framework's bridge projects as part of broader transport planning for Fishermans Bend.
Sandridge precinct					
	North Port oval parkland expansion	DTP City of Port Phillip	2020–2025	TBC Unknown years after original delivery date	In progress City of Port Phillip acquired the Australia Post site. The project is a council priority and part of a larger area proposed to be subject to a

Project name	Intended delivery agency	Original completion date	Expected completion date	Project status (as at February 2025)
				master plan. Delayed due to delay in finalising DCP.
 New tram, pedestrian and cycle bridge over freeway	DTP	2020–2025	TBC Unknown years after original delivery date	Not started DTP is exploring timing of the Framework’s bridge projects as part of broader transport planning for Fishermans Bend. Funding to be sought via the state Budget.
 Southern tram corridor/boulevard	DTP	2020–2025	TBC Unknown years after original delivery date	Not started Land for tram widening subject to finalisation of the DCP. DTP is investigating timing of tram delivery as part of broader transport planning for Fishermans Bend.
 Redevelopment of Fennell/Plummer/Bridge Street intersection	DTP City of Port Phillip	2020–2025	TBC Unknown years after original delivery date	Not started Development is delayed. Timing and delivery of project to be investigated as part of broader Fishermans Bend transport planning.
 Opening of pop-up outdoor public space on future potential Sandridge Rail Station site	DTP City of Port Phillip	2020–2025	2046–2055 21+ years after original delivery date	Not started Land costs included in draft DCP. Project needs further investigation for: <ul style="list-style-type: none"> • land needs • the timing of delivering the heavy rail tunnel.
 White Street road closure and temporary pop-up	DTP City of Port Phillip	2020–2025	TBC Unknown years after original delivery date	Not started Timing is subject to council priorities and is not listed as a priority for funding in the draft DCP. It will be captured in the Sandridge PIP.
 White Street open space	DTP City of Port Phillip	2025+	N/A	Consolidated project Consolidated with White Street road closure project.
 Sandridge sports and recreation hub	DTP City of Port Phillip	2025+	2034–2045	Not started Project included in draft DCP.
 Catalyst site redevelopment opportunity	DTP City of Port Phillip	2025+	TBC	Not started To be investigated further. City of Port Phillip to develop a business case.
 Sandridge arts and cultural hub	DTP City of Port Phillip	2025+	2046–2055	Not started Project included in draft DCP.
 Sandridge education and community hub	DE through VSBA	2025+	2024–2033	Not started This school was DE’s first priority based on projections of significant

Project name	Intended delivery agency	Original completion date	Expected completion date	Project status (as at February 2025)
				residential and commercial growth in Sandridge. But after the Australia Post site became unavailable for acquisition, DE instead prioritised the Wirraway school to meet student demand in the broader area. DE will assess timing and sites for the Sandridge school as part of annual statewide planning.
 Ingles Street bridge widening	DTP	2025+	TBC	Not started DTP is exploring timing of the Framework's bridge projects as part of broader Fishermans Bend transport planning. Funding to be sought via the state Budget.
 Graham/Bridge Street pedestrian bridge (project spans across Lorimer and Sandridge)	DTP	2025+	2025+	Not started DTP is investigating timing of the Framework's bridge projects as part of broader Fishermans Bend transport planning. Funding to be sought via the state Budget.
 Potential rail (including station and associated infrastructure such as transport interchange and public square)	DTP	2025+	TBC	In progress In June 2024, the government chose a preferred route for a possible rail tunnel. DTP is preparing planning controls to protect the route. The 2021–22 state Budget committed funding for planning and protecting transit corridors, including investigating heavy rail. No funding is currently allocated to delivery.
Wirraway precinct				
 JL Murphy Reserve upgrades	DTP City of Port Phillip	2020–2025	N/A	Completed (2020)
 Fishermans Bend education and community hub (now Port Melbourne Secondary College)	DE through VSBA	2020–2025	N/A	Completed (2022)
 Wirraway health and wellbeing hub	Department of Health through VHBA	2025+	N/A	Consolidated project VHBA consolidated the hubs in Lorimer and Wirraway into the Emerald Hill Community Hospital, to be built outside Fishermans Bend in South Melbourne. Construction was due to start in 2024.

	Project name	Intended delivery agency	Original completion date	Expected completion date	Project status (as at February 2025)
	Wirraway arts and cultural hub	DTP City of Port Phillip	2025+	N/A	Consolidated project The draft DCP proposes consolidating this into the Sandridge arts and cultural hub project, subject to government approval.
	Wirraway education and community hub	DE through VSBA	2025+	2026	In progress The 2023–24 state Budget committed funding to build this as one of 100 new schools. VSBA bought a site in May 2024, finalised its design and has begun construction.
	Wirraway sports and recreation hub	DTP City of Port Phillip	2025+	N/A	Consolidated project The draft DCP proposes consolidating this into the Sandridge sports and recreation hub, subject to government approval. A pavilion is planned for the future Prohasky Reserve (Prohasky North open space).
	Southern tram corridor	DTP	2025+	TBC	Not started Land for tram widening subject to finalisation of the DCP. DTP is investigating timing of tram delivery as part of broader transport planning for Fishermans Bend.
	Prohasky North open space	DTP City of Port Phillip	2025+	2046–2055	Not started Project included in draft DCP.
	Wirraway East open space	DTP City of Port Phillip	2025+	2046–2055	Not started Project included in draft DCP.
	Prohasky South open space	DTP City of Port Phillip	2025+	N/A	Consolidated project Consolidated with Prohasky North open space project.
	Wirraway North open space	DTP City of Port Phillip	2025+	2034–2045	Not started Project included in draft DCP.
	Salmon Street bridge widening	DTP	2025+	2024–2033	Not started Project included in draft DCP.
	Rocklea Drive walk and cycle bridge	DTP	2025+	2025+	Not started DTP is exploring timing of the Framework bridge projects as part of broader Fishermans Bend transport planning. It will seek funding via the state Budget.

	Project name	Intended delivery agency	Original completion date	Expected completion date	Project status (as at February 2025)
	Thackray Street walk and cycle bridge	DTP	2025+	2025+	Not started DTP is exploring timing of the Framework bridge projects as part of broader Fishermans Bend transport planning. It will seek funding via the state Budget.
	Potential underground rail (project spans across Wirraway and NEIC)	DTP	2025+	N/A	Consolidated project The Framework identified 2 potential underground rail routes. In 2024, government endorsed a preferred possible future route. There will be no station in Wirraway.
Employment precinct/NEIC					
	Northern tram corridor (project spans across Lorimer and NEIC)	DTP	2020–2025	2034–2045 9+ years after original delivery date	Not started Land for tram widening subject to the DCP. DTP is exploring timing of tram delivery as part of broader Fishermans Bend transport planning.
	General Motors Holden site redevelopment	DTP Development Victoria	2020–2025	2025–26	In progress Early works complete. Main works underway. Award date for the main contractor has been postponed, partly due to additional time requested by bidders, pushing out the start date and project completion. Contingency funding for main works approved in August 2024.
	Upgrade of the Westgate punt	DTP	2020–2025	N/A	Completed (2022–23) Continuing the ferry service across the Yarra River between Fishermans Bend and Spotswood funded to 2028.
	Water recycling plant	South East Water	2025+	2030	In progress South East Water has drafted a business case and acquired a site. Design is underway.
	Potential underground rail (project spans across Wirraway and NEIC)	DTP	2025+	TBC	In progress In June 2024, the government announced a preferred route for a possible rail tunnel. DTP is preparing planning controls to protect the route. The 2021–22 state Budget funded further planning. No funding is assigned for delivering the rail.

Note: A 'not started' status in red indicates a project is not started and not meeting its original completion timeframe. A 'not started' status in black indicates that although the project has not begun, it is still within its original completion timeframe. Grey shading indicates the project is now consolidated.
Source: VAGO, based on information provided by DTP, the City of Melbourne and DE.

5.

Monitoring, reporting and evaluation

There is no methodology in place to evaluate progress against the Framework's goals, objectives and targets. The Framework indicated that an evaluation methodology would be developed by 2019.

Without a system for monitoring, reporting and evaluating progress, government and the community cannot understand if the Framework is achieving its goals and objectives.

In late 2024, DTP engaged an external provider to develop an evaluation methodology for measuring outcomes in precincts (including Fishermans Bend). This work is in its early stages.

We also identified data quality issues. Data that has been collected is based on proxy measures.

DTP's public reporting about Fishermans Bend development is limited and is not transparent for the community.

Covered in this section:

- Evaluation methodology
- Performance monitoring and reporting

Evaluation methodology

Evaluation methodology still in development

The Framework lists developing an evaluation methodology as a priority action to deliver by 2019. An evaluation methodology would allow agencies to report to government and the community on whether they are on track to achieve the Framework's goals, targets and objectives.

In October 2020, the Board advised the minister that a comprehensive methodology had not been developed. It described agencies putting reporting arrangements in place as urgent.

A DJPR internal audit from November 2021 found that it did not have effective monitoring and reporting arrangements for Fishermans Bend. DJPR accepted the findings and said it would begin monitoring and reporting by December 2022, subject to the approval of the DCP.

The PSC began reporting against proxy measures in early 2022.

While the DCP has not yet been finalised, DTP is in the early stages of developing an evaluation methodology to measure and evaluate the Framework's progress. In late 2024, DTP engaged 2 research organisations as partners to help develop it.

DTP developed a strategic research agenda in March 2024, which includes a potential topic on 'Establishing an evaluation framework for measuring outcomes in precincts – a case study of Fishermans Bend'.

In November 2024, DTP confirmed funding for and began a project called FILTER: Framework for Integrated Land and Transport Evaluation for Renewal Precincts. It says this work will produce a methodology for how it evaluates achieving outcomes for renewal precinct projects, including Fishermans Bend.

Performance monitoring and reporting

Measuring delivery of the Framework

Having measurable goals, objectives and targets is important so agencies can understand if they are achieving the vision for Fishermans Bend. Monitoring performance allows agencies to track their progress in meeting their objectives and to adjust delivery if required.

The Framework outlines:

- 8 sustainability goals, with
 - 2 to 13 objectives for each goal, with a total of 43 objectives
 - performance targets for each goal
- 54 key infrastructure projects across the 5 precincts
- 12 planning actions to prepare for implementing the Framework.

Fishermans Bend has 30 performance targets set out in the Framework:

- 29 are linked to the 8 sustainability goals, which aim to drive overall social, environmental and economic planning for the area
 - the remaining target is for Fishermans Bend to be home to 80,000 residents by 2050. It is referred to throughout the Framework but is not linked to any specific goal or objective.
-

Linking key projects and actions to the Framework's goals and objectives

The Framework links each of the 54 infrastructure projects and the 12 planning actions to one or more of its sustainability goals and objectives.

Each sustainability goal is supported by objectives, which are in turn supported by strategies.

However, the infrastructure projects and planning actions are not linked to all of the objectives and goals. They are linked to:

- 21 (49 per cent) of the Framework's objectives
- 6 (75 per cent) of the Framework's goals.

The Framework does not make it clear how it will achieve the remaining 51 per cent of objectives and 25 per cent of goals. They do not have any infrastructure projects or planning actions linked to or supporting them, and do not otherwise specify how they will be achieved.

DTP told us that the projects and planning actions are not the only way its sustainability goals and objectives are delivered.

However, without a monitoring and reporting framework to determine how the objectives and goals will be measured and achieved, it is not clear how agencies' actions help to achieve the Framework's intended outcomes.

PSC cross-agency monitoring and reporting

In March 2022, the PSC noted that different state and local government agencies shared responsibility for some of the Fishermans Bend projects. To improve central oversight of these projects, the PSC established a cross-agency monitoring and reporting process, which had not existed up to this point.

The process aimed to capture projects' delivery status, performance, risks and ways to mitigate them.

The PSC's reporting was bimonthly and included:

- an overview of key government budget commitments for Fishermans Bend
- government's population, housing and transport targets
- committed next steps and key projects
- a monitoring and reporting dashboard, which outlined:
 - government policy and budget commitments
 - Fishermans Bend-related projects for each department or agency.

PSC performance reporting methods

The PSC did not directly track progress toward the Framework's targets of providing homes for 80,000 people and employment for 80,000 people. Instead, it used proxy measures to record and report on:

- the number of dwellings in the development pipeline
- the amount of commercial floor area in the development pipeline.

The PSC used these measures due to the complexity in measuring the Framework's goals directly while infrastructure was still being developed.

DTP advised us that the PSC used these proxy measures to help agencies to broadly understand if they were on track to achieve the Framework's objectives. This is because they are tangible, verifiable quantities that indicate development activity within the precinct.

However, the PSC did not have a reporting framework that outlined:

- its reasons for using these proxy measures
- the way the proxy measures worked
- how the proxy measures represented progress towards the Framework's objectives
- how the proxy measures would change over time as Fishermans Bend developed.

Figure 8 compares the Framework's targets with the data the PSC collected and includes reporting from September 2022.

Figure 8: Examples of PSC performance measures

Framework target	Information measured and reported against	Reported achievement as at September 2022
6% affordable housing	Number of affordable housing dwellings built or in the development pipeline	<ul style="list-style-type: none"> • 245 affordable dwellings • 41 social housing dwellings
80,000 jobs	Amount of commercial floor area (square metres) built or in the development pipeline	257,983 square metres

Note: Data is from September 2022. The development pipeline includes projects that are built, under construction and approved (not built). It excludes projects that are under assessment.
Source: VAGO, based on PSC meeting papers from December 2022.

PSC monitoring and coordination

Agencies used the PSC as a forum to help coordinate some work across government. For example, in the July 2022 meeting, the PSC discussed transport safety issues near Port Melbourne Secondary College. This produced 3 actions for:

- DoT, DJPR and the former Department of Education and Training to meet and then engage with councils on the issue
- DJPR to engage with DoT and other agencies on priority infrastructure delivery
- DJPR to share a list of priority infrastructure items at a future PSC meeting.

Papers from the following meeting in October show DJPR had started working with DoT and the City of Port Phillip on the safety issue. DJPR also shared proposed criteria for funding priority projects and recommended immediate release of funding for safety improvements as a high priority.

In another example, the PSC dashboard noted that the Lorimer and Wirraway health and wellbeing hubs were to be consolidated into the Inner South Community Hospital, proposed to be relocated out of Fishermans Bend. Recognising that the consolidation and relocation could result in a risk to health service provision, the PSC suggested that the Department of Health work with DJPR to advise on the health services required to meet future population needs in Fishermans Bend.

Agencies did not continue this cross-agency reporting after the PSC ceased in January 2023, which was due to MoG changes.

DTP's reporting on development activity

DTP reported to the Board on development activity after the PSC wound up. It continued to focus on similar metrics and targets as the PSC, but it made some changes.

The main change was to use data on commercial floor area and dwellings to estimate the number of residents and permanent new jobs the precinct could support.

DTP began to use these figures to calculate their progress towards the Framework's residential, employment and affordable housing targets. DTP believes this reporting method better reflects its progress towards achieving outcomes and strategic objectives. The results are included in Figure 9.

Figure 9: Development activity in Fishermans Bend as at December 2023

Framework target and proxy measure	Reported progress and estimates	Estimated percentage of target achieved
80,000 residents, or 36,752 dwellings	13,194 dwellings, which is estimated to be able to house 28,631 residents	35.79% of the target of 80,000 residents
80,000 jobs, or approximately 2,497,204 square metres of commercial floor area	305,533 square metres of commercial space, which is estimated to support 9,788 jobs	12.24% of the target of 80,000 jobs

Note: Data is from December 2023. The development pipeline includes projects that are built, under construction and approved (not built). It excludes projects that are under assessment. Also, we note that DTP reported progress toward the jobs target as 25 per cent, but they did not include the NEIC in the jobs target, which accounts for 40,000 jobs. Source: VAGO, based on DTP reporting to the Board in December 2023.

Data quality

We analysed DTP's reporting on development activity for June and December 2023. We found data quality issues that undermined the reliability of the reporting.

It was clear that while some data in DTP's reporting was being updated, other related data that should also have been updated was not, meaning the results shown were not reliable.

DTP advised us that MoG changes and related internal restructures meant it lost key staff who maintained reports. This created challenges in interpreting data.

It said it has since worked to improve the clarity, accuracy and robustness of reporting and to resolve the issues we identified.

Issue: Accuracy of data in DTP's reporting on development activity

We found data quality issues in DTP's reporting on development activity for June and December 2023. This undermined the reliability of reporting.

Lack of public reporting

Considering the economic scale of developing Fishermans Bend and the impact it will have on the surrounding communities, it is important that the public can see how the work is progressing.

DTP advised that the status of all major investment in government's catalyst projects and infrastructure is publicly reported.

Aside from this, agencies do not currently report publicly on their progress towards delivering the projects in the Framework.

This contributes to a lack of transparency on the status of key projects, which means that the public cannot understand if intended outcomes outlined in the Framework are being achieved.

6.

Appendices

There are 3 appendices covering responses from audited agencies and information about how we perform our work.

Appendix A: Submissions and comments

Appendix B: Abbreviations, acronyms and glossary

Appendix C: Audit scope and method

Appendix A:

Submissions and comments

We have consulted with the Department of Transport and Planning, the Department of Premier and Cabinet, Development Victoria, the Department of Education, the City of Melbourne and the City of Port Phillip and we considered their views when reaching our audit conclusions. As required by the *Audit Act 1994*, we gave a draft copy of this report, or relevant extracts, to those agencies and asked for their submissions and comments.

Responsibility for the accuracy, fairness and balance of those comments rests solely with the relevant agency head.

Responses received

Agency	Page
City of Port Phillip	A-2
Department of Education	A-3
Department of Transport and Planning	A-4
Development Victoria	A-7

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16 June 2025

Dave Barry
Deputy Auditor-General
VIA: [REDACTED]

Dear Mr. Barry,

Developing Fishermans Bend – Proposed Report

Thank you for the opportunity to provide feedback on the proposed *Developing Fishermans Bend* report, as referenced in your letter dated 28 May 2025.

We have been engaged throughout the audit process and have no further comments to provide at this time.

As Australia's largest urban renewal area, Fishermans Bend presents a significant opportunity to deliver population and employment growth within proximity to central Melbourne.

The release of the *Fishermans Bend Framework* in 2018 was an important milestone in establishing the overarching planning framework for the area. There have been various delays in progressing infrastructure and precinct planning, which has created a number of risks and challenges for the development of Fishermans Bend.

Council continues to advocate for Victorian Government commitment to fund and deliver catalytic infrastructure, including the Fishermans Bend Tram and Metro 2, which are essential to unlocking growth and attracting investment, alongside development of a comprehensive governance and financing strategy.

We will continue to work collaboratively with the Victorian Government in order to deliver the best outcomes and opportunities for Fishermans Bend.

Should you have any queries regarding the Council's response, please contact Daniel Boden, Senior Program Manager Urban Renewal, as the nominated contact via [REDACTED]

Yours sincerely,

[REDACTED]
Councillor Louise Crawford
Mayor
City of Port Phillip

cc. [REDACTED]

ABN 21 762 977 945



Department of Education

Secretary

2 Treasury Place
East Melbourne Victoria 3002
Telephone +61 3 9637 2000

COR25162693

Mr Andrew Greaves
Auditor-General
Victorian Auditor-General's Office
[REDACTED]

Dear Mr Greaves

Proposed report – Developing Fishermans Bend

Thank you for the letter of 28 May 2025, from the Deputy Auditor-General and the opportunity to comment on the proposed report for this audit. The Department of Education is committed to the delivery of the Fishermans Bend Framework's projects to achieve its objectives. As noted in the report, the department has made good progress in its plans to deliver 5 education and community hubs across Fishermans Bend with 2 schools constructed within the overall timeframes outlined in the Framework.

The department appreciates the collaboration from your team throughout the audit. The department has reviewed the proposed report and has no further feedback.

Should your office wish to discuss the department's response, they can contact Shamiso Mtenje, Executive Director, Assurance, Knowledge and Executive Services on [REDACTED].

Yours sincerely

[REDACTED]

Tony Bates PSM
Acting Secretary
12/06/2025

Your details will be dealt with in accordance with the *Public Records Act 1973* and the *Privacy and Data Protection Act 2014*. Should you have any queries or wish to gain access to your personal information held by this department please contact our Privacy Officer at the above address





Department of Transport and Planning

GPO Box 2392
Melbourne, Victoria 3001 Australia

Ref: BSEC-1-25-2003

Mr Andrew Greaves
Auditor-General of Victoria
Victorian Auditor-General's Office
Level 31, 35 Collins Street
MELBOURNE VIC 3000

Dear Mr Greaves

Victorian Auditor-General's Office - Developing Fishermans Bend - Proposed report

Thank you for your letter of 28 May 2025 enclosing the *Developing Fishermans Bend* performance audit proposed report (the Report) and inviting the Department of Transport and Planning (the Department) to provide its response.

The Report examines delivery progress in relation to the 2018 *Fishermans Bend Framework* (the Framework). At the outset, it is important to note that much has changed since the document was released. We have experienced a pandemic, new terms of Government, multiple machinery of Government changes and the emergence of significant new Government policy, including the release of Victoria's Housing Statement in 2023, that bear directly upon the delivery of the Framework.

I acknowledge the Report's recommendations in relation to aspects of the 2018 Framework and attach an action plan in response, which accepts in principle all of the recommendations.

The Department's action plan will formally document for Government approval the outcomes of the continual adjustment to priorities and timelines that has occurred since the Framework was released.

In the seven years since the Framework was approved, there has been significant private and government investment in Fishermans Bend. Outcomes are occurring on the ground, and development is comfortably on track to achieve the vision for 80,000 residents and 80,000 jobs by 2055.

Yours sincerely



Jeroen Weimar
Secretary

Date: 13 June 2025

Enc *Developing Fishermans Bend* - DTP action plan



DTP action plan

Developing Fishermans Bend



Department of Transport and Planning (DTP) action plan to address the recommendations from *Developing Fishermans Bend*:

No	VAGO recommendation	DTP response	Due date
1	In collaboration with delivery agencies and other relevant stakeholders, prioritise developing and seeking approval of precinct implementation plans for all Fishermans Bend precincts. As part of this, finalise interdependent planning, such as for transport networks.	Accepted in principle Produce, in consultation with delivery agencies, a delivery schedule identifying target timeframes for preparation of core planning documents required to guide development in the Fishermans Bend Urban Renewal Area (FBURA) for Government/Ministerial consideration.	31/12/2026
2	In collaboration with delivery agencies: <ul style="list-style-type: none"> • complete a stocktake of Fishermans Bend projects and key deliverables, looking at their: <ul style="list-style-type: none"> ○ progress ○ timing ○ assigned resourcing ○ cost and funding status • advise on and confirm with government the priority actions for Fishermans Bend, including funding, resourcing and sequencing of projects and deliverables • document a plan for how and when key projects and outputs will be delivered and communicate this with stakeholders. 	Accepted in principle In consultation with delivery agencies, complete a stocktake of, and periodically review, key projects in the 2018 <i>Fishermans Bend Framework</i> including progress, timing, resourcing, cost and funding status. Advise government on future project delivery priorities and continue to communicate these priorities with stakeholders.	30/06/2026
3	Expedite developing and implementing an evaluation methodology for Fishermans Bend to measure the achievement of the Framework's goals, objectives and outcomes.	Accepted in principle Establish a high-level evaluation methodology to track progress in achieving key outcomes in FBURA.	30/06/2026



No	VAGO recommendation	DTP response	Due date
4	<p>Undertake regular and timely public reporting on:</p> <ul style="list-style-type: none"> the status of Fishermans Bend, including on all infrastructure projects, state projects and development activity progress towards achieving the Framework’s objectives and outcomes. 	<p>Accepted in principle</p> <p>Continue to publicly report on the delivery status of state funded projects in State Budget Papers, including expenditure, forecast budget and forecast delivery date of capital projects.</p> <p>Provide an update on the status of Fishermans Bend delivery on the Department’s website.</p> <p>Following the finalisation of the evaluation methodology, routinely monitor and report progress towards objectives and outcomes.</p>	31/12/2026



12 June 2025

Mr Andrew Greaves
Auditor-General
Victorian Auditor-General's Office
Level 31, 35 Collins Street
MELBOURNE VIC 3000

By email: [REDACTED]

Dear Andrew,

RE: VAGO Audit – Proposed Report: Developing Fishermans Bend (VAGO ref 34723 24)

Thank you for the update on your audit 'Developing Fishermans Bend'.

Development Victoria does not have any detailed comments to make in respect to the report.

We note the report finds that Development Victoria's delivery of Stage 1 of the Fishermans Bend Innovation Precinct (FBIP) is 'working well'. It also identifies that Development Victoria has sound project management processes in place, an implementation plan, a detailed master program of activities which is regularly reviewed and comprehensive reporting to the FBIP Stage 1 project governance groups.

Thank you for the opportunity to comment.

Yours sincerely,



Anne Jolic
Chief Executive Officer

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Appendix B:

Abbreviations, acronyms and glossary

Abbreviations We use the following abbreviations in this report:

Abbreviation	Full spelling/term
the Board	the Fishermans Bend Development Board
the Framework	the <i>Fishermans Bend Framework</i>
the Taskforce	the Fishermans Bend Taskforce

Acronyms We use the following acronyms in this report:

Acronym	Full spelling
DCP	development contributions plan
DE	Department of Education
DJPR	the former Department of Jobs, Precincts and Regions
DoT	the former Department of Transport
DPC	Department of Premier and Cabinet
DTP	Department of Transport and Planning
FBIP stage one	stage one of the Fishermans Bend Innovation Precinct
MoG	machinery of government
NEIC	National Employment and Innovation Cluster
OSU	open space uplift development incentive mechanism
PIPs	precinct implementation plans
PSAC	Precinct Standing Advisory Committee
PSC	Precinct Steering Committee
VAGO	Victorian Auditor-General's Office
VHBA	Victorian Health Building Authority
VSBA	Victorian School Building Authority

Glossary

The following terms are included in or relevant to this report

Term	Explanation
Level of assurance	<p>This is a measure of the confidence we have in our conclusions. The quality and quantity of evidence we obtain affects our level of assurance.</p> <p>We design our work programs with the information needs of our report users in mind. We consider if we need to provide them with reasonable assurance or if a lower level of assurance may be appropriate.</p>
Limited assurance	<p>We obtain less assurance when we rely primarily on an agency's representations and other evidence generated by that agency. However, we aim to have enough confidence in our conclusion for it to be meaningful. We call these types of engagements assurance reviews and typically express our opinions in negative terms. For example, 'nothing has come to our attention to indicate there is a problem'.</p> <p>See our assurance services fact sheet for more information.</p>
Reasonable assurance	<p>We achieve reasonable assurance by obtaining and verifying direct evidence from a variety of internal and external sources about an agency's performance. This enables us to draw a conclusion against an objective with a high level of assurance. We call these performance audits.</p> <p>See our assurance services fact sheet for more information.</p>

Appendix C:

Audit scope and method

Scope of this audit

Who we examined

We examined the following agencies:

Agency	Their key responsibilities
DTP	<ul style="list-style-type: none">• Transport planning• Land and precinct planning
DPC	<ul style="list-style-type: none">• Leading the Victorian public service, advising government on emerging policy issues and reviewing the impact of government decisions
Development Victoria	<ul style="list-style-type: none">• Delivering development projects across residential areas, precincts and public spaces
DE	<ul style="list-style-type: none">• Leading the delivery of education and development services to children and young people• Designing, building and modernising schools and kindergartens through the VSBA
The City of Melbourne and the City of Port Phillip	<ul style="list-style-type: none">• Providing good governance for the benefit and wellbeing of the municipal community, including:<ul style="list-style-type: none">• residents• ratepayers• traditional landowners• people and bodies who carry out activities in the municipal district.

Our audit objective

To determine if responsible agencies are on track to deliver the *Fishermans Bend Framework*.

What we examined

We assessed how the responsible agencies have progressed in implementing the Framework. This includes the activities they have done or are planning to do to develop the Fishermans Bend precinct.

We also looked at whether agencies are on track to achieve the Framework's intended outcomes. This included examining:

- Development Victoria's contractual arrangements with DTP to deliver the first stage of infrastructure works to support the development of the innovation precinct
- the City of Melbourne's and the City of Port Phillip's activities and involvement in consultation
- DE's work in planning for and building schools in Fishermans Bend, including how it works with other agencies and tiers of government to manage issues about site selection and access to open space.

Aspects of performance examined

Our mandate for performance audits and reviews includes the assessment of economy, effectiveness, efficiency and compliance (often referred to as the '3Es + C').

In this audit we focused on the following aspects:

Economy	Effectiveness	Efficiency	Compliance
○	●	●	○

Key:

- Primary focus
- Secondary focus
- Not assessed

Conducting this audit

Assessing performance

To form a conclusion against our objective we used the following lines of inquiry and associated evaluation criteria.

Line of inquiry	Criteria
1. The governance arrangements support the delivery of the Framework.	1.1 Agencies' governance structures have well defined roles and responsibilities, clear decision-making pathways and enable oversight of the Framework.
	1.2 Agencies' processes support cross-government coordination and project prioritisation.
2. The Framework is being delivered by agencies.	2.1 Agencies' implementation plans guide their projects for the Framework and are used to allocate the resources required.
	2.2 Agencies monitor and report on their progress against the Framework's goals and objectives.
	2.3 Agencies are taking timely action to deliver their projects to achieve the Framework.

Our methods

As part of the audit we examined governance, planning, project documentation and data.

Compliance

We conducted our audit in accordance with the *Audit Act 1994* and ASAE 3500 Performance Engagements to obtain reasonable assurance to provide a basis for our conclusion.

We complied with the independence and other relevant ethical requirements related to assurance engagements.

We also provided a copy of the report to the Department of Premier and Cabinet and the Department of Treasury and Finance.

Unless otherwise indicated, any individuals named in this report are not the subject of adverse comment or opinion.

Cost and time

The full cost of the audit and preparation of this report was \$885,000.

The duration of the audit was 23 months from initiation to tabling. This included pauses in the audit to allow for the PSAC process.

Auditor-General's reports tabled in 2024–25

Report title	Tabled
<i>Results of 2023 Audits: Technical and Further Education Institutes</i> (2024–25: 1)	July 2024
<i>Building a Capable and High-performing Public Service Workforce</i> (2024–25: 2)	August 2024
<i>Protecting the Biosecurity of Agricultural Plant Species</i> (2024–25: 3)	October 2024
<i>Responses to Performance Engagement Recommendations: Annual Status Update 2024</i> (2024–25: 4)	October 2024
<i>Auditor-General's Report on the Annual Financial Report of the State of Victoria 2023–24</i> (2024–25: 5)	November 2024
<i>Fair Presentation of Service Delivery Performance 2024</i> (2024–25: 6)	November 2024
<i>Staff Wellbeing in Fire Rescue Victoria</i> (2024–25: 7)	November 2024
<i>Reporting on Local Government Performance: Follow-up</i> (2024–25: 8)	February 2025
<i>Major Projects Performance Reporting 2024</i> (2024–25: 9)	February 2025
<i>Managing Disruptions Affecting Victoria's Public Transport Network</i> (2024–25: 10)	March 2025
<i>State Trustees' Financial Administration Services</i> (2024–25: 11)	April 2025
<i>Recycling Resources from Waste</i> (2024–25: 12)	April 2025
<i>Results of 2023–24 Audits: Local Government</i> (2024–25: 13)	April 2025
<i>Domestic Building Insurance</i> (2024–25: 14)	May 2025
<i>Quality of Victoria's Critical Data Assets</i> (2024–25: 15)	May 2025
<i>The Orange Door: Follow-up</i> (2024–25: 16)	May 2025
<i>Work-related Violence in Government Schools</i> (2024–25: 17)	May 2025
<i>Contractors and Consultants: Management</i> (2024–25: 18)	June 2025
<i>HealthShare Victoria Procurement</i> (2024–25: 19)	June 2025
<i>Results of 2024 Audits: TAFEs and Universities</i> (2024–25: 20)	June 2025
<i>Developing Fishermans Bend</i> (2024–25: 21)	June 2025

All reports are available for download in PDF and HTML format on our website at www.audit.vic.gov.au

Our role and contact details

The Auditor-General's role

For information about the Auditor-General's role and VAGO's work, please see our online fact sheet [About VAGO](#).

Our assurance services

Our online fact sheet [Our assurance services](#) details the nature and levels of assurance that we provide to Parliament and public sector agencies through our work program.

Contact details

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