

4th July 2024

To whom it may concern,

Re: Regen Melbourne's submission to the Draft National Urban Policy

Thank you for the opportunity to submit a response to the Draft National Urban Policy. This is a critical piece of work given the rising interconnected crises that we face. As remarked by UN Secretary-General António Guterres, "Cities are where the climate battle will largely be won or lost."

[Regen Melbourne](#) (RM) is an engine for collaboration in service to the regeneration of Greater Melbourne. Formed at the height of the COVID-19 pandemic, we are powered by an alliance of over 200 organisations and aim to support systems-level collaboration. We host a portfolio of wildly ambitious projects and engage with a set of key enabling conditions through our Systems Lab, a unique collaboration with six Melbourne universities. The goal of our work is to bring Melbourne into the safe and just space between our social foundation and ecological ceiling.

One of the key explorations in our Systems Lab is known as *Measuring What Matters*. In this work we are guided by the key question, how is Melbourne really tracking as a place that supports people and planet to thrive? This question and associated research led to the collaborative development of the [Greater Melbourne City Portrait](#), an interactive, digital platform derived from [Doughnut Economics](#). This project was developed using a highly collaborative process through industry, academic, and community engagements. Over the course of 18 months social and ecological data was applied to the Melbourne Doughnut to create a baseline measurement of the city's social and ecological well-being.

Our submission here is a comparative analysis of the Greater Melbourne City Portrait and the Draft National Urban Policy. This analysis reveals substantial alignment between the two frameworks and approaches to shaping urban areas across Australia. At the core, both are values-driven and have a key focus on the social and ecological regeneration of urban areas. Included here are four primary recommendations:

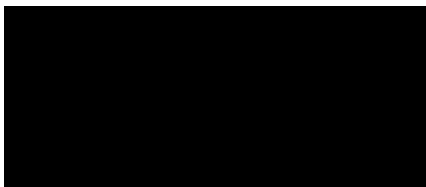
1. Expand the scope of the National Urban Policy to incorporate all City Portrait dimensions and outcomes;
2. Utilise the City Portrait to identify and reconcile conflicting goals, objectives and interventions;
3. As an international first, apply the City Portrait model as a place-based, collaborative approach to roll out the National Urban Policy to specific urban areas; and

4. Use the example of the City Portrait to develop targets to drive ambitious action.

We commend the overall framing of the National Urban Policy and recommend government policymakers and planners learn from and adopt the City Portrait as a guiding tool to reinforce the Policy's ambition, facilitate its roll-out and inform long-term decision-making for urban areas across Australia. This will help achieve the Australian Government's goals and objectives to enable our urban areas to be liveable, equitable, productive, sustainable, and resilient.

We are open to collaboration and further engagement should this be of interest.

With gratitude,



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CEO



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Submission to the Draft National Urban Policy

Purpose and Background

The purpose of this document is to demonstrate the strategic value of the 'City Portrait' as a holistic model to reinforce and further inform the final National Urban Policy for Australia and to guide its implementation, including integrated and inclusive planning and decision-making to support urban areas across Australia to be socially just and ecologically safe.

This purpose is explored through a comparative analysis between the [Greater Melbourne City Portrait](#), released by Regen Melbourne in November 2023, and the [Draft National Urban Policy](#), which outlines the Australian Government's goals and objectives to enable our urban areas to be liveable, equitable, productive, sustainable and resilient.

The City Portrait is an extension of the Doughnut Economics framework, refined to focus on meeting social needs within ecological limits in the Greater Melbourne metropolitan area. Similarly, the National Urban Policy sets out goals and supporting objectives to enable all urban areas across Australia to be liveable, equitable, productive, sustainable, and resilient. Both of these approaches are values-driven and focus on the regeneration of urban areas across ecological and social domains. In addition, the principles outlined for how the National Urban Policy will be applied in practice align closely to Regen Melbourne's approaches to inclusive, place-based systems change. As such, drawing comparisons between the two models and presenting opportunities for the National Urban Policy to be strengthened by learning from the City Portrait's structure, components and model of development is both relevant and suitable.

We begin this work with an assertion that measurement matters: what we measure and how we measure it reflects choices, values, and underlying mental models. Policy-making and investment are informed by quantitative evidence, and decision makers' goals shape this evidence. The current challenges and pace of change that we are experiencing locally and globally, create an imperative to reexamine the goals that have underpinned our long-time decision-making. Building on the aspirations identified in the National Urban Policy, the City Portrait offers a more nuanced model that moves us towards a goal of social wellbeing within the limits of the planet.

This document responds to the following questions:

Overarching question:

- How can the City Portrait strengthen the final structure, components and implementation of the National Urban Policy, and therefore inform future planning and development in urban areas across Australia?

Sub-questions:

- How does the City Portrait align with the National Urban Policy's goals for urban areas?

- What do the differences between the City Portrait and the National Urban Policy tell us?
- How might policymakers apply the City Portrait, in line with the goals outlined in the National Urban Policy, to inform future planning and policy decision-making?

Regen Melbourne and the Greater Melbourne City Portrait

Regen Melbourne is a not-for-profit platform for ambitious collaboration in service to Greater Melbourne. The organisation hosts a range of projects designed to move Greater Melbourne towards a future where people and place can thrive.

Regen Melbourne emerged from the dual crises of the Black Summer bushfires and the COVID-19 crises, as communities were seeking a new vision for the future of the city. A community research project explored the downscaling of Doughnut Economics, a framework developed by economist Kate Raworth that defines a 'safe and just space' where human needs can be met within the planet's ecological bounds. A 'Melbourne Doughnut' was created to align this framework with Melbourne's identity:



In 2023, Regen Melbourne led a highly collaborative process through industry, academic, and community engagements to evolve the Melbourne Doughnut into the [Greater Melbourne City Portrait](#). This involved applying data to each dimension of the Social Foundation (the inside) and Ecological Ceiling (the outside) to the Doughnut Economics framework to create a baseline measurement of the city's social and ecological well-being:



In the City Portrait visual, dimensions with more red that extend farther away from the green Doughnut – the ‘safe and just space for Greater Melbourne’ indicate greater social shortfall or ecological overshoot. The full set of dimensions, outcomes and indicators included in the City Portrait is provided in Appendix 1.

The City Portrait reveals a nuanced picture of the city, including several key insights:

1. **The liveability that we have achieved has not been evenly distributed** – For all that we have to be proud of in Melbourne, deep-seated inequalities in our city persist.
2. **The liveability we have is a result of us living beyond our means** – We consume too many resources, convert too much land for human use, and produce too much waste. In scientific terms, we’ve been exceeding our ‘Ecological Ceiling’, pushing the limits of what the planet can sustain.
3. **Greater Melbourne isn’t a bubble** – It is overly simplistic to try to understand our city without acknowledging our relationships with the surrounding regions and with people globally.
4. **Our social and environmental challenges are deeply interconnected** – The City Portrait reveals the positive and negative feedback loops between dimensions and between the inside and outside of the Melbourne Doughnut.
5. **We have the resources we need for our city to thrive** – The City Portrait reveals our many strengths as a city. We have the financial, technical, and natural resources, and insight we need to meet our human needs within the Ecological Ceiling.

6. **We have a global responsibility** – Melbourne is a wealthy and privileged global city and is a disproportionate contributor to planetary breakdown. This leads to a global responsibility to understand and respond to our urgent times, build on our strengths, and become a beacon city for regeneration.

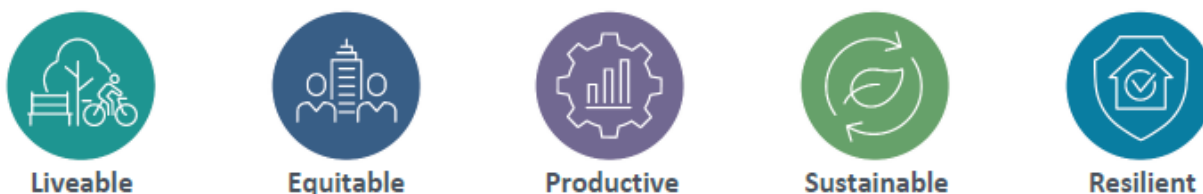
These insights informed a number of recommendations for shifting Greater Melbourne’s systems towards a safe and just future; specific recommendations for government are highlighted below:

- **Create, support, and adopt more holistic measures of progress** – To tackle the systemic challenges in our city, we need to go beyond first-order effects and simple measures of progress. Governments at all levels should support and accelerate their own efforts to create holistic measures of progress.
- **Engage in (and invest in) deep collaboration** – None of our major challenges can be solved by single actors, whether government, business, or civil society. Government (and philanthropy and business) need to invest significantly in well-oriented collaboration and strengthening social infrastructure.
- **Normalise integrated decision-making and internalise negative externalities** – With the City Portrait as a holistic compass for progress, the responsibility now sits with government, business, and civil society to understand systemic interconnections, internalise negative externalities, and publicly acknowledge trade-offs in our decision-making. This includes more integrated government approaches to policy and planning (and other issues across government).
- **Shift capital towards systemic interventions** – The City Portrait reveals the interconnected nature of our systemic challenges. In order to create pathways to a safe and just future, capital (including government investment) must now also invest in complex systemic interventions, with long-term multi-order effects.
- **Increase our collective ambitions** – We have choices to make as a city. The shortfall and overshoot apparent in the City Portrait reveal the need for action on many fronts, but above all, we need to dramatically increase our collective ambitions.
- **Go out and smell the wattle.** Take a moment to truly reconnect with nature. Remember, for all of our modern hubris, we are all part of one living ecosystem.

A National Urban Policy for Australia

The National Urban Policy outlines the Australian Government’s goals and objectives to enable our urban areas to be liveable, equitable, productive, sustainable, and resilient. The Policy includes a shared vision for sustainable growth in our cities and suburbs, committed to by all levels of government in Australia.

The Policy seeks to better integrate an urban lens across policy-making to ensure that future Australian Government policies, programs and investments are supporting sustainable growth in urban places. The National Urban Policy has five key goals that are part of an interrelated and dynamic system of urban areas:



The National Urban Policy has outlined key factors that could contribute to achieving each of the five goals. It also acknowledges that in many cases, addressing one goal in isolation may have a positive or negative impact on the others. Furthermore, there are six objectives in the Policy that relate to one or more of these goals, each with a set of key urban challenges associated with it.

1. No-one and no place left behind
2. All people belong and are welcome
3. Our urban areas are safe
4. Our urban areas are sustainable
5. Our urban environments and communities promote health and wellbeing
6. Our urban areas promote productivity

Mapping Frameworks: City Portrait dimensions and the National Urban Policy’s areas of focus

How does the City Portrait align with National Urban Policy’s goals for urban areas?

Understanding the relationship between the aspirations of the National Urban Policy and the City Portrait is made possible by mapping the two frameworks. The hierarchy of for each framework is as follows:

	National Urban Policy	Greater Melbourne City Portrait
Overarching goal(s)	Five-part goal: Liveable, Equitable, Productive, Sustainable, Resilient	A safe and just space where human needs are met within ecological limits
Second order	Objectives (part of areas of focus) <i>6 total</i>	Dimensions <i>14 social, 8 ecological</i>
Third order	Key urban challenges (part of areas of focus) <i>33 total</i>	Outcomes <i>33 social, 10 ecological</i>

Metrics	–	Indicators with targets <i>53 social, 10 ecological</i>
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For this analysis, we first focused on mapping the City Portrait dimensions and outcomes that align with each of the National Urban Policy objectives and key urban challenges. We also examined the ‘factors’ identified as contributing to the National Urban Policy goals, but ultimately did not focus our mapping on these because they generally represent pathways and not outcomes, and are not included in the framework’s ‘areas of focus’ as core elements of the Policy .

This mapping is outlined in Table 2A outlined in Appendix 2. It shows that at least one City Portrait dimension and corresponding outcome (and in many cases multiple outcomes) aligns with each of the goals and associated factors of the National Urban Policy, with the exception of ‘urban freight and land use planning’. This demonstrates that the components of the National Urban Policy are very strongly represented in the City Portrait framework as applied in Greater Melbourne.

We next mapped the two frameworks in reverse, identifying the City Portrait dimensions and associated outcomes that are either only partially represented or not represented currently in any of the National Urban Policy goals and factors. In summary, representation of City Portrait dimensions in the National Urban Policy is as follows:

City Portrait dimensions in National Urban Policy	Fully represented	Partially represented	Not represented
Social	Arts & Culture Equality in Diversity Health Housing Income & Work Mobility Peace & Justice Social Equity	Food Political Voice Access to Information	Education* Energy Water*
Ecological	Chemical Waste Climate Change Land Conversion Biodiversity Loss	–	Air Pollution* Freshwater Withdrawals* Nitrogen & Phosphorus Loading Ozone Layer Depletion (not expected)

*Dimensions represented in the ‘factors’ contributing to the National Urban Policy goals, but not represented in the key urban challenges

In both directions, the mapping is approximate and oriented toward intent. For example, many of the City Portrait elements that align with productivity-related urban challenges are focused on individual needs, not the needs of industry. Likewise, the understanding of land use and land consumption in the National Urban Policy does not include all land use required to support consumption in a given urban area, which is the definition of the 'Land Use' ecological outcome in the City Portrait. Nonetheless, the mapping provides a strong sense of the alignment between the two frameworks and the places where the City Portrait is more extensive.

While indicators and targets have been developed specifically for Greater Melbourne, we did not include these in our mapping because there is not an expectation that the National Urban Policy would measure against an identical set (nor has the Policy identified metrics yet). Nonetheless, the inclusion of the indicators in Appendix 1 offers some greater specificity about how each of the City Portrait dimensions and outcomes are understood.

Analysis of the two frameworks

What do the differences between the City Portrait and the National Urban Policy tell us?

The comparison between the City Portrait and the National Urban Policy objectives framework reveals three differences related to scope, the extent to which trade-offs can be understood and measurement of progress. Some of these points are acknowledged in the National Urban Policy principles, but they are not fully embedded in the Policy framework itself.

First, while the two frameworks appear to broadly align, when mapped against each other, nine of the City Portrait's 24 dimensions (eight of 23 if excluding Ozone Layer Depletion) are either not represented or only partially represented in the 'areas of focus' of the National Urban Policy. **This shows that while the National Urban Policy aims to deliver a breadth of social and ecological issues, the City Portrait takes account of a larger number of elements relevant to urban systems.** As such, there is room for the National Urban Policy to be extended to cover these elements, such as Education, Water and Air Pollution. As noted above, some of these elements are identified in the Policy's 'factors' that contribute to the five overarching goals, but if these have not been included in the areas of focus, then it is not clear that they will be part of the Policy's delivery. It needs to be acknowledged that in the City Portrait, the exact set of outcomes was developed for Greater Melbourne; however, arguably these can be generalised across different urban areas in Australia. As such, this mapping provides evidence for expanding the scope of the areas of focus in the National Urban Policy.

In keeping with this, it is worth noting two areas where the National Urban Policy areas of focus extend beyond what the City Portrait focuses on:

1. The City Portrait does not focus extensively on climate risk and resilience in relation to public infrastructure, as the model is most focused on operating within ecological limits (largely a climate mitigation frame). We are currently working on initiatives that will expand this view.

2. The City Portrait only lightly covers the National Urban Policy's objective focused on productivity. This is because **the Doughnut Economics model is oriented around the economy being *in service to people and planet, not something that must be serviced in and of itself.***

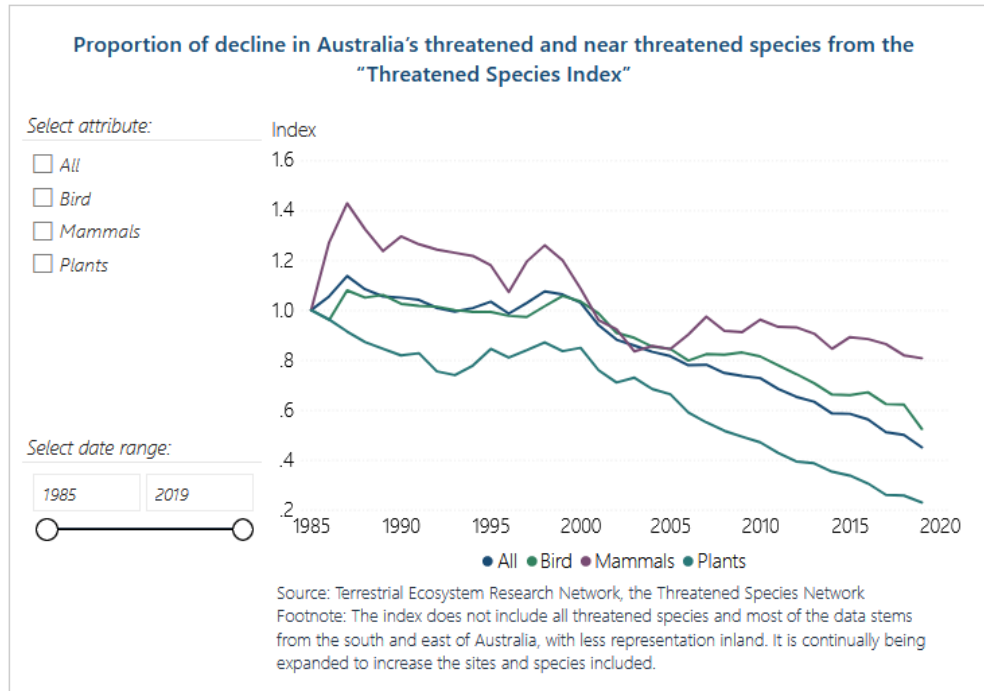
Second, **the City Portrait, and Doughnut Economics more broadly, is designed to illustrate the relationships and tensions that exist between social and environmental objectives.** This type of structure helps to provide a holistic view that sees challenges and opportunities as interrelated. For example, building new housing on greenfield areas places pressure on food systems and biodiversity. This type of movement and relationality is more obvious on the Doughnut visual applied in the City Portrait. The National Urban Policy acknowledges that pursuing each of its goals may have trade-offs for others. However, the objectives are set up to be comprehensive, but do not as clearly illustrate the inherent tensions that exist at a policy level. This type of 'do more, better' approach is common but is less conducive to a holistic understanding in practice of how urban systems work in relation to each other and at multiple scales.

Finally, **the City Portrait defines measurable indicators for each outcome in the framework and applies targets to these; the National Urban Policy does not (yet) have measurable elements articulated,** although the need for appropriate target-setting and outcomes measurement is identified in the National Urban Policy principles. The City Portrait targets help define the scale of the ambition and change needed to achieve the desired level of environmental and social wellbeing in Greater Melbourne over a designated timeline. In the case of the Ecological Ceiling (the outside of the Doughnut), the targets are science-based limits derived from the Planetary Boundaries – in other words, exceeding these targets continues to increase global risk of ecological collapse.

While target is sometimes criticised as a futile or limiting exercise¹, the absence of targets fails to tell us where more or different effort is required. For example, the Federal 'Measuring What Matters' program provides a range of ecological and social metrics, but lacks intermediate targets for a large number of them and simply provides trends in the data. When we look at the metric for biodiversity decline, for example, Australia's '[Threatened Species Index](#)' is monitored, as shown in the image below. Without place-based targets, however, this monitoring does not provide a sense of the scale of efforts needed, nor does it provide insights into the lower limits of threatened species population decline that could result in local ecosystem collapse.

1

<https://medium.com/centre-for-public-impact/what-gets-measured-gets-managed-its-wrong-and-drucker-n-ever-said-it-fe95886d3df6>



The idea, then, isn't to solely focus on achieving targets without placing them in a broader context, as this would risk decision-making becoming too rigid and not holistic. Instead, they are developed as guides to provide a sense of the scale and balance of efforts needed.

Two examples of City Portrait outcomes and associated indicators, targets and current levels are shown in the table below, mapped against the objectives of the National Urban Policy. For the Social Foundation dimensions, targets were collectively set with input from sector experts to help provide a high but not impossible ambition for meeting social needs by 2030. The targets for the Ecological Ceiling dimensions were derived by downscaling the Planetary Boundaries to the Greater Melbourne region using a consumption lens:

National Urban Policy objectives	Key urban challenges	City Portrait dimensions and outcomes	CP indicators	Targets for Greater Melbourne	Current measures for Greater Melbourne
No-one and no place left behind	Housing affordability	Housing - Security	Proportion of households that are both low-income (lowest 40% of income) and facing rental or mortgage stress	Under 2%	12.5%

Our urban areas are sustainable	Green and blue spaces	Biodiversity Loss – Biodiversity Loss	Biodiversity loss – Potential Disappeared Fraction (PDF) of species	<5.69e-7 PDF per year	28.4e-7 PDF per year
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Conclusions and recommendations: The City Portrait as a holistic picture of urban areas

In summary, the comparative analysis of the National Urban Policy and the Greater Melbourne City Portrait reveals substantial alignment between the two frameworks and approaches to shaping urban areas across Australia. At the core, both are values-driven and have a key focus on the social and ecological regeneration of urban areas. Beyond the goals and objectives in the Policy’s framework, many of the principles in the Policy align with Regen Melbourne’s own principles, and speak to the recommendations that emerged from the development of the City Portrait. We are pleased to see this general alignment in the framing of the National Urban Policy.

As such, following this analysis, we recommend that the Federal Government should:

1. Expand the scope of the National Urban Policy areas of focus to incorporate all City Portrait dimensions and outcomes

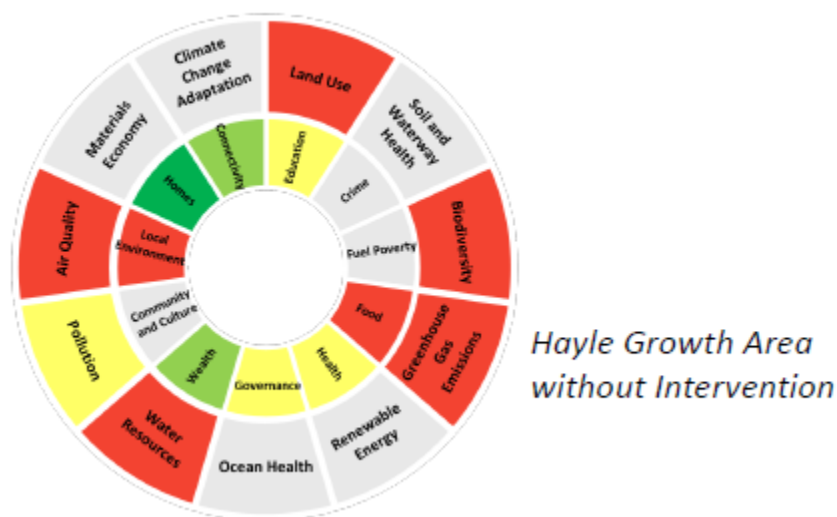
While the National Urban Policy’s areas of focus are extensive, they nonetheless include some gaps, as identified through the mapping to the City Portrait framework. Some of these gaps are identified either in the Policy’s principles or in the set of factors named as influencing the Policy’s five goals. However, without these elements – such as education, air pollution and water – being named specifically in the Policy’s areas of focus, it is less likely that they will be fully embedded in the roll-out of supporting activities once the Policy is finalised. We therefore recommend expanding the areas of focus to include all dimensions and outcomes from the City Portrait in order to provide a more holistic representation of urban systems.

2. Utilise the City Portrait model to identify and reconcile conflicting goals, objectives and interventions

The analysis identifies that the City Portrait offers a means of building on the National Urban Policy to ensure that the positive or negative impacts of addressing one goal or objective in isolation from others are understood to better inform decision-making. This can help ensure that there is a systemic view across policies, allowing for conflicts between different needs to be reconciled. For example, to increase safety in the community, a policy could be adopted to increase the number of streetlights with high luminosity. However, this could lead to adverse impacts on the local nocturnal wildlife. At a larger scale, housing delivery targets must be understood and set in relation to carbon budgets; currently the two operate separately. These trade-offs must at least be

acknowledged so that options that may achieve multiple benefits – or minimise downside risk – can be considered. Adopting the City Portrait approach would support holistic and balanced social and ecological outcomes to be more fully accounted for in planning and policy-making about the future of urban areas across Australia.

Due to this unique feature to reconcile conflicts between different needs, policy developers around the world are working to integrate the City Portrait into their decision-making processes. For example, Cornwall Council in the UK has adopted the Doughnut Economics framework, (which does not yet include targets as have been set in the City Portrait) into their decision-making process by rolling out their ‘Cornwall Doughnut and Decision Wheel (CDDW)’. The CDDW is used for all cabinet-level decisions; it involves a series of assessments to document the impacts of a policy against various environmental and social policies. An example of the CDDW is shown below where the growth policies for one district were assessed:



The assessment without any interventions showed conflicting impacts across environmental and social outcomes. This helped the Council to ask the right questions and develop interventions to enable net-positive impacts on the environmental and social wellbeing of the area:

*Hayle Growth Area
with Intervention*



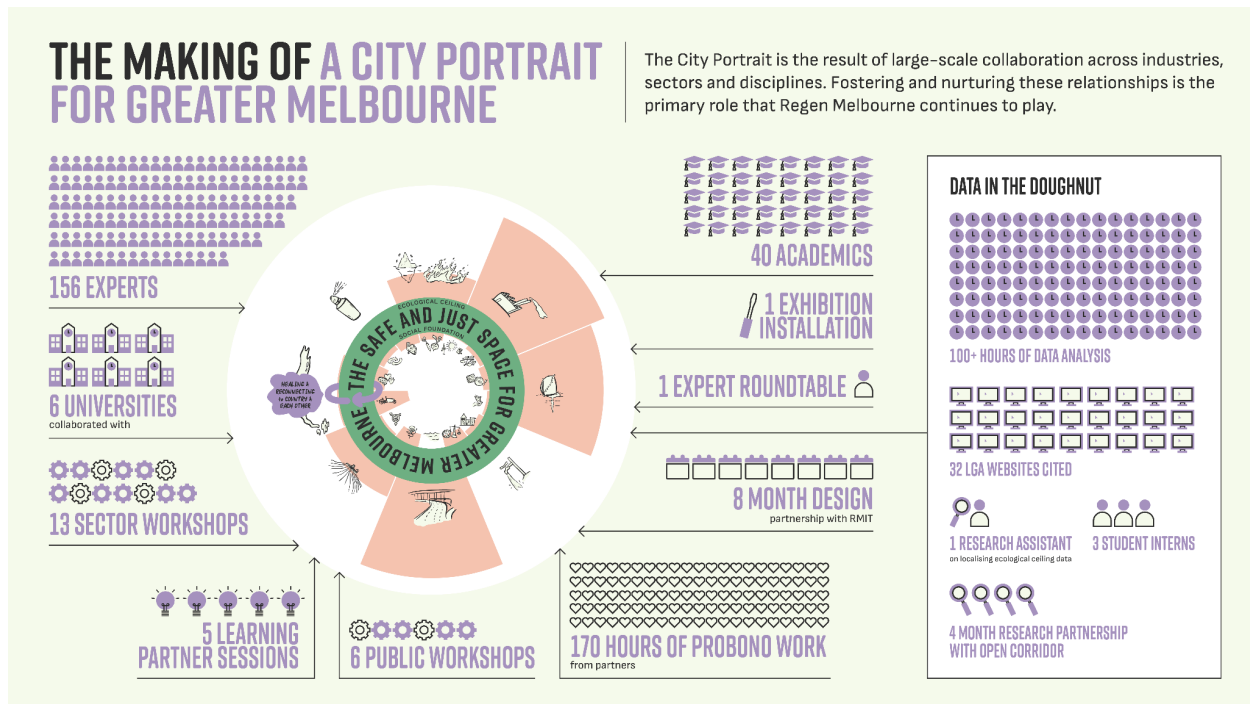
While Cornwall Council has been leading in the implementation of the Doughnut Economics framework in decision-making, other global cities are developing City Portraits and applying appropriate targets for each of the dimensions to their urban contexts. Glasgow, Amsterdam and Barcelona have developed City Portraits similar to what has been developed for Greater Melbourne and have used these to set measurable baselines and guide key strategies and policies.

3. As an international first, apply the City Portrait model as a place-based, collaborative approach to roll out the National Urban Policy to specific urban areas

The City Portrait as a measurement tool and a model for understanding a place is scalable and can be applied to any urban area – from city block to region or beyond. There is a very exciting opportunity for Australia to be the first country to apply the City Portrait methodology as a way of giving greater structure, clarity and consistency to the implementation of the National Urban Policy. As they stand, the Policy’s principles are extensive, but the means of implementing them to their fullest intent is not clear. Creating a structure aligned with the City Portrait model can help individual urban areas responsible for adopting the Policy to reconcile conflicting needs, generate a place-based understanding of their strengths and opportunities for change and apply a systemic approach to decision-making and place-based measurement.

Notably, a common theme in the development of City Portraits globally has been the localised and participatory approach to their creation, including the selection of indicators relevant to each place. As part of developing the City Portrait for Greater Melbourne, Regen Melbourne coordinated with a significant number of partners. For example, the team worked with researchers from the University of Melbourne and Open Corridor to downscale the dimensions of the Ecological Ceiling. For the Social Foundation dimensions, Regen Melbourne conducted a large number of workshops and conversations with sector experts from government, academia, and practice, as well as community members, to collectively shape the dimensions and set ambitions for each. These

workshops included the expertise and perspectives of many different groups and sectors. All the workshop participants had their own understanding of our city systems and their own important expertise and insights to share. An overview of the collaborative process is below:



This collaborative and collective approach has ensured that the Greater Melbourne City Portrait is reflective of this place, and has developed greater buy-in from participating stakeholders.

The National Urban Policy has been developed by the Cities and Suburbs Unit undertaking national policy research and whole-of-government consultation, and this has provided a useful but still fairly limited starting point to identify what it looks like to implement the Policy in an inclusive, place-based way. The City Portrait model – both process and tools – can support local governments in various urban areas to conduct workshops with local communities and sector experts, including more deliberative engagement with Traditional Owner groups, to determine place-based approaches to support the National Urban Policy, as well as locally-relevant measurement structures.

4. Use the example of the City Portrait to develop targets to drive ambitious action

Finally, the National Urban Policy has outlined a set of objectives that help achieve the five main goals along with a list of current initiatives that support the objective. While this is an ambitious approach, a key factor that has not yet been defined is setting the right targets for each of the objectives that can then trickle down to the initiatives.

While there is the potential for perverse outcomes from target setting and the potential for the system to get missed in the pursuit of specific goals, the City Portrait framework provides a strong example of how targets can be set across the board and understood holistically. This becomes highly useful for communicating the state of play, how much work there is to do in a given area, and what the impacts are on other objectives and goals.

In conclusion, we commend the overall framing of the National Urban Policy and recommend government policymakers and planners learn from and adopt the City Portrait as a guiding tool to reinforce the Policy's ambition and inform long-term decision-making for urban areas across Australia. This will help achieve the Australian Government's goals and objectives to enable our urban areas to be liveable, equitable, productive, sustainable, and resilient.

Appendix 1 – City Portrait dimensions, outcomes and indicators

Dimension	Outcome theme	Outcome description	Indicator
<i>Social Foundation dimensions</i>			
Access to Information	Access	Everyone can reliably acquire free, transparent and trustworthy information and communication channels	Proportion of people living in local government areas with digital inclusion levels considered 'Excluded' or 'Highly excluded'
	Relevance	Everyone has empowering and culturally appropriate information and communication channels to make informed decisions about their lives	Proportion of people with no or limited options to translate their local council's website into diverse languages other than English
	Reciprocity	Communication channels facilitate a meaningful flow of information between communities and influential decision-makers to inform decisions at all levels	Proportion of people rating local government performance on decision-making in the interest of the community as 'Poor' or 'Very poor'
Arts & Culture	Inclusion	Arts & Culture in Melbourne represent and are accessible to all	Proportion of people age 15+ who have attended cultural venues or events in the last year
	Recognition	The Arts & Culture ecosystem is celebrated and valued socially and economically	Creative sector share of the economy by value
	Contribution	Arts & Culture in Melbourne are a driver of change and connection to community and place	Proportion of people who feel that creativity and the arts have a big or very big impact on their understanding of other people and cultures Proportion of people who feel that creativity and the arts have a big or very big impact on their wellbeing and happiness Proportion of people who feel that creativity and the arts have a big or very big impact on building creative skills that will be necessary for the future workforce
Education	Learning	Everyone has equitable access to	Proportion of children

		lifelong learning that nurtures them to reach their potential	developmentally vulnerable on two or more domains (physical, social, emotional, language / cognitive and communication)
		Everyone has equitable access to lifelong learning that nurtures them to reach their potential	Proportion of people who left school before year 10 or did not go to school
	Teaching	Melbourne's education systems support teachers to thrive and prepare students to engage effectively in our diverse society and evolving economy	Rate of teaching vacancies in government primary and secondary schools
Energy	Supply	Melbourne's energy system is nature-positive and contributes to climate justice	No suitable indicator identified yet
	Demand	Everyone has reliable, affordable access to enough energy to meet their needs	Proportion of residential electricity customers on tailored financial assistance
Equality in Diversity	Representation	Melbourne's diversity is represented in its institutions, enabling people in Melbourne to have equal opportunity to fulfil their potential without fear of harm	Gender pay gap
		Melbourne's diversity is represented in its institutions, enabling people in Melbourne to have equal opportunity to fulfil their potential without fear of harm	Proportion of the overall public sector workforce in Victoria identifying as Aboriginal and / or Torres Strait Islander
		Melbourne's diversity is represented in its institutions, enabling people in Melbourne to have equal opportunity to fulfil their potential without fear of harm	Proportion of the overall public sector workforce in Victoria identifying as having a cultural background from non-main English-speaking countries
		Melbourne's diversity is represented in its institutions, enabling people in Melbourne to have equal opportunity to fulfil their potential without fear of harm	Proportion of the overall public sector workforce in Victoria identifying as a person with a disability
		Melbourne's diversity is	Proportion of the overall public

		represented in its institutions, enabling people in Melbourne to have equal opportunity to fulfil their potential without fear of harm	sector workforce in Victoria identifying as LGBTIQ+	
		Melbourne's diversity is represented in its institutions, enabling people in Melbourne to have equal opportunity to fulfil their potential without fear of harm	Proportion of the overall public sector workforce in Victoria age 15-24 and 65+	
	Celebration		Celebration of Melbourne's diversity is embedded in public life in the city	Proportion of people who report that multiculturalism makes life better in their area
			Celebration of Melbourne's diversity is embedded in public life in the city	Proportion of central city events sponsored by the City of Melbourne that celebrate Melbourne's diverse population
			Celebration of Melbourne's diversity is embedded in public life in the city	Proportion of people living in local government areas that have adopted or are developing Reconciliation Action Plans or reconciliation strategies or commitments
	Food	Production	Food made and consumed in Melbourne is sustainably produced and protects the rights of all those contributing to what we eat	No suitable indicator identified yet
Consumption		Everyone has secure access to sufficient, affordable, nutritious and culturally-appropriate food	Proportion of households experiencing severe food insecurity	
Circularity		Production and consumption of food products contribute to a circular economy and minimised waste	Volume of food waste produced per capita per year	
Health	Wellness	Melbourne's built, natural and social environments support residents to live physically and mentally healthy lives	Proportion of people reporting that they have two or more chronic diseases	
		Melbourne's built, natural and social environments support residents to live physically and	Proportion of people reporting very high levels of psychological distress	

		mentally healthy lives	
		Melbourne's built, natural and social environments support residents to live physically and mentally healthy lives	Proportion of people self-reporting that their health is poor
	Care	Everyone in Melbourne can access high-quality integrated health services throughout their lives	Proportion of people who at least once delayed or did not see a GP when needed due to cost
		Everyone in Melbourne can access high-quality integrated health services throughout their lives	Proportion of people waiting longer than they felt acceptable for a GP appointment
Housing	Security	Everyone in Melbourne has access to affordable and safe housing with secure tenure	Proportion of people who are homeless or living in severely overcrowded or insufficient accommodation
		Everyone in Melbourne has access to affordable and safe housing with secure tenure	Proportion of households that are both low-income (lowest 40% of income) and facing rental or mortgage stress
	Design	Melbourne's housing stock is designed to be healthy and resilient for residents and the environment	Proportion of existing Class 1 dwellings below 2 NatHERS stars
	Amenity & Connection	Melbourne's housing, and the neighbourhoods in which it exists, enable residents to meet daily needs and contribute to building social connection	Proportion of people living in suburbs with a Social Infrastructure Index score of 12 out of 16
Income & Work	Sufficiency	Everyone has sufficient income to live a good life in Melbourne	Poverty rate (VCOSS from census data)
		Everyone has sufficient income to live a good life in Melbourne	Poverty rate (HILDA survey data)
		Everyone has sufficient income to live a good life in Melbourne	Proportion of households unable to raise \$2,000 in a week for something important
	Purpose	Everyone has access to work that matters, values their capabilities and is safe for themselves and the environment	Proportion of working-age people unemployed or underemployed

		Everyone has access to work that matters, values their capabilities and is safe for themselves and the environment	Proportion of people reporting overall job satisfaction of at least 7 on a 10-point scale
Mobility	Functionality	Everyone has safe, reliable and frequent active, public and shared transport options close to their homes to meet daily needs	Proportion of residences within 400m of regular public transport
	Equity	Transport systems and networks are affordable and accessible, catering to all ages and abilities	Proportion of tram services inaccessible to people with mobility restrictions
	Sustainability	Melbourne's transport system is economically viable and supports human and environmental health	Proportion of total trips per year using public, active or other non-private-vehicle transport modes
Peace & Justice	Safety	Everyone in Melbourne feels safe at all times, both in the physical world and online	Rate of criminal incidents involving crime against a person
	Safety	Everyone in Melbourne feels safe at all times, both in the physical world and online	Proportion of people who report feeling unsafe walking alone in their local area at night
	Accountability	Melbourne's institutions, including the justice system, are trustworthy and meet the needs of those who rely on them	Proportion of people who do not trust the police
		Melbourne's institutions, including the justice system, are trustworthy and meet the needs of those who rely on them	Proportion of people rating local government overall performance as 'Poor' or 'Very poor'
Political Voice	Agency	Everyone, including nature, has equitable influence over decisions that affect their lives	Proportion of people rating local government performance on community consultation and engagement as 'Poor' or 'Very poor'
	Participation	Public engagement and decision-making are relevant, participatory and accessible for all	Voter turnout in local government elections
	Trust	Residents have a high level of trust in the city's democratic structures	Edelman Trust Barometer index score

Social Equity	Distribution	Everyone is able to access and benefit from the city's assets and strengths	Proportion of people living in local government areas with a Gini coefficient greater than 0.5
Water	Availability	Everyone in Melbourne has enough safe, fit-for-purpose water to meet personal and household needs	Complaints to water businesses per year
		Everyone in Melbourne has enough safe, fit-for-purpose water to meet personal and household needs	Proportion of residential customers receiving hardship grants from water retailers
	Value	Melbourne's waterways are respected and celebrated for the cultural, ecological and social value they provide	No suitable indicator identified yet
<i>Ecological Ceiling dimensions</i>			
Climate Change	Carbon Emissions	Carbon dioxide emissions are trapping heat in the atmosphere	Net emissions of carbon dioxide
	Non-CO2 GHGs	Potent gases other than carbon dioxide are contributing to the greenhouse effect and global warming	Net emissions of non-carbon dioxide greenhouse gases (such as methane, nitrous oxide and fluorinated gases)
Land Conversion	Land Use	Land converted for agriculture and urbanisation is reducing habitat and natural carbon capture	Area of land converted to anthropised uses (e.g., urbanisation and farming)
Freshwater Withdrawals	Water Consumption	Excessive water consumption is impacting waterway health and stability of water systems	Volume of blue water consumption
Nitrogen & Phosphorus Loading	Nitrogen Release	Over-use of nitrogen is cutting off oxygen to critical ecosystems	Amount of nitrogen released to waterways
	Phosphorus Release	Extraction and over-use of phosphorus is causing harm to ecosystems	Amount of phosphorus released to waterways
Air Pollution	Aerosol Emissions	Small particles in the air are causing poor air quality and impacting health outcomes	Impact on air quality of the emission of aerosols and precursor gases
Biodiversity Loss	Biodiversity Loss	Human activities that reduce biodiversity are putting the health and resilience of ecosystems at risk	Potentially Disappeared Fraction (PDF) of species

Chemical Pollution	Imperishable Waste	Human-created waste that does not break down is harming ecosystems and human health	Net amount of non-biodegradable or toxic waste permanently released to the environment
Ozone Layer Depletion	Ozone-depleting Substances	Chemical substances that weaken the ozone layer are increasing harmful UV exposure	Montreal gas emissions

Appendix 2 – City Portrait mapping to National Urban Policy objectives and key urban challenges

Table 2A – Mapping of National Urban Policy objectives and key urban challenges against the Greater Melbourne City Portrait dimensions and outcomes

National Urban Policy objectives	Key urban challenges	Related City Portrait dimensions and outcomes
No-one and no place left behind	Housing availability	Housing – Security
	Housing affordability	Housing – Security
	Homelessness and overcrowding	Housing – Security
	Access to social services and transport	Housing – Amenity & Connection Health – Care Mobility – Functionality, Equity
	Urban development patterns	Housing – Amenity & Connection Land Conversion – Land Use Climate Change – Carbon Emissions, Non-CO2 Greenhouse Gas Emissions
All people belong and are welcome	Accessible participation in community life	Mobility – Equity Political Voice – Participation Social Equity – Distribution
	Access to arts and culture	Arts & Culture – Inclusion Social Equity – Distribution
	Preservation of First Nations cultural heritage	Arts & Culture – Inclusion Healing and Reconnecting to Country and Each Other
	Night-time economy management	Mobility – Equity Peace & Justice – Safety
	Sustainability and accessibility in tourism	Arts & Culture – Inclusion Social Equity – Distribution
	Protection of natural and culturally important heritage	Arts & Culture – Recognition

	sites and landmarks	
	Investments in sport infrastructure	Arts & Culture - Contribution
Our urban areas are safe	Inclusivity and safety in public spaces	Peace & Justice - Safety Equality in Diversity - Celebration Social Equity - Distribution
	Safety for marginalised groups	Peace & Justice - Safety
	Crime prevention and community safety	Peace & Justice - Safety, Accountability
	Safety in movement	Mobility - Functionality Peace & Justice - Safety
	Resilience	Housing - Design
Our urban areas are sustainable	Net zero and urban emissions reduction	Climate Change - Carbon Emissions, Non-CO2 Emissions
	Transport emissions	Mobility - Sustainability Climate Change - Carbon Emissions, Non-CO2 Emissions
	Building and construction emissions	Climate Change - Carbon Emissions, Non-CO2 Emissions
	Circular economy and sustainability	Food - Circularity Chemical Pollution - Chemical Pollution
	Green and blue spaces	Housing - Amenity & Connection Biodiversity - Biodiversity Loss
Our urban environments and communities promote health and wellbeing	Urban health and liveability	Health - Wellbeing
	Housing quality	Housing - Design
	Active transport and social infrastructure	Mobility - Functionality, Equity, Sustainability
Our urban areas promote productivity	Labour mobility	Housing - Security Mobility - Functionality
	Income inequality	Equality in Diversity - Representation

		Income & Work – Sufficiency Social Equity – Distribution
	Transport and enabling infrastructure	Mobility – Functionality
	Active and public transport	Mobility – Functionality, Equity, Sustainability
	Future technologies	Mobility – Functionality, Sustainability
	Skills shortages	Income & Work – Purpose
	Digital connectivity	Access to Information – Access
	Urban freight and land use planning	N/A

Table 2B – City Portrait dimensions and outcomes not represented in the National Urban Policy objectives and key urban challenges

City Portrait dimensions	City portrait outcomes
<i>Partial representation</i>	
Food	Production Consumption
Political Voice	Agency Trust
Access to Information	Relevance Reciprocity
<i>No representation</i>	
Energy	Supply Demand
Water	Availability Value
Education	Learning Teaching

Nitrogen & Phosphorus Loading	Nitrogen Release Phosphorus Release
Freshwater Withdrawals	Water Consumption
Air Pollution	Aerosol Emissions
Ozone Layer Depletion	Ozone-depleting Substances (not expected to be included)