



Precinct 15, Altona North

Amendment C88 to the Hobsons Bay Planning Scheme

Urban Design Evidence prepared by Craig Czarny, Hansen Partnership
on behalf of Hobsons Bay Council
November 2017

cover page

The file number given by the Panel for the relevant proceeding;

Amendment C88

The date of the report;

10th November, 2017

The date of site visit and inspection;

4th November, 2017

If the report relates to a property, the address of that property and the date(s) of any inspection;

Precinct 15, Altona North

The party for whom the report has been prepared;

Hobsons Bay Council

The person from whom you received your instructions

Maddocks Lawyers



View to site from the centre of Blackshaws Road

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Site identification

introduction

1. My name is Craig Czarny and I am a director of design at Hansen Partnership. I have over 29 years' experience in urban design and landscape architectural projects in Australia and overseas. I hold a Bachelor degree in Planning and a Masters degree in Landscape Architecture and have provided urban design, streetscape, public domain and landscape advice on a number of development projects of varying scale. My projects have received awards from the Planning Institute of Australia (PIA) and Australian Institute of Landscape Architects (AILA). I have also served as a sessional lecturer at Melbourne University, a sessional member of Planning Panels Victoria and judge of local and international design projects.
2. I have an appreciation of the urban form, streetscape and public domain issues associated with residential, commercial and townscape settings, having provided advice on a number of activity centre, residential and neighbourhood character studies. I also have an understanding of design and character matters within Hobsons Bay, having prepared a series of built form and design studies on behalf of Council and private clients over more than a decade. In particular, I am aware of the urban design issues associated with the potential redevelopment of Precinct 15 of Hobson Bay City Council's Industrial Land Management Strategy, having assisted Council in an urban design peer review role through early Development Plan proposals.
3. On this occasion, I have been engaged by Maddocks Lawyers on behalf of Hobsons Bay City Council to assess the urban design merits of proposed Amendment C88 to the Hobsons Bay Planning Scheme, which seeks to facilitate the replacement of part vacant and part occupied industrial land with a residential and mixed use development including local shopping, services, parks and offices. The principal guide to the layout of use and development will be guided by the Altona North Comprehensive Development Plan, June 2017 and the Altona North Development Contributions Plan, June 2017. These documents are sought to be included into the Planning Scheme at Clause 81.01.
4. In summary, following a review of the exhibited Amendment documentation and related submissions, I am broadly satisfied that the Comprehensive Development Plan (CDP) referenced within the proposed Comprehensive Development Zone – Schedule 2 (CDZ2) to the Hobsons Bay Planning Scheme represents a suitable planning and design outcome given the ambition for substantive urban regeneration of this notable former industrial parcel. While the proposed CDP should be complemented with further information to better define the physical form and management of development density, the basis of the proposed CDP and its format as a planning assessment tool is in my view generally acceptable. Subject to the recommendations contained in this report, I support proposed Amendment C88 to the Hobsons Bay Planning Scheme.

the study area

6. The subject site is identified as Precinct 15 in the Hobsons Bay Industrial Land Management Strategy (ILMS) which is located partly in Altona North and South Kingsville, and located approximately 8km to the south-west of the CBD. The land is mostly bound by the West Gate Freeway to the north, New Street to the east, Blackshaws Road to the south and Kyle Road to the west. The site is approximately 67ha in site area, comprising 72 land parcels and 2 road reserves, all of which is arranged into 23 private land holdings. The site currently contains a mix of vacant former industrial sites, industrial and commercial uses including warehouses, transport logistics and manufacturing. The site is relatively regular in shape for its size. Current access to the land is via external perimeter streets to the site's south, east and west. The fall of the land descends from a ridge line that runs across the site diagonally from the north-west to the south-east. Notably, there are 2 sections of the site formerly used as a quarry. The site has the following interfaces:

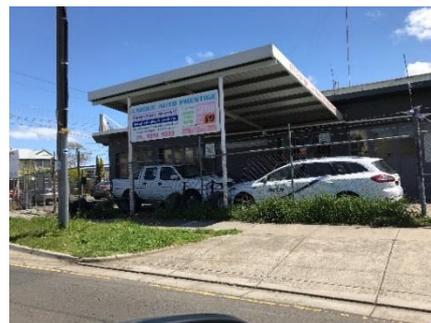
- To the **north** of the site is the West Gate Freeway, a freeway (Route M1) with 4 lanes of traffic in both directions. Abutting to the north-west corner is presently used for industrial land (Brooklyn Electricity Terminal Station). Land to the north of the railway line is currently punctuated with redevelopment for residential purposes (the former Bradmill site), whilst the remaining land to the north is used for industrial purposes.



View to site from Kyle Street (centre)



View to site from Blackshaws Road (centre)



View to site from the corner of Blackshaws Road and New Street



View of the Brooklyn Terminal Station from Kyle Road

- To the **east** is New Street, a 15m wide local street comprising traffic in both directions. Further east is the residential hinterland of South Kingsville with dwellings in the form of detached and semi-detached, single and double storey along with some instances of flats and multi-unit development.
- To the **south** is Blackshaws Road, a 20m wide arterial road with traffic in both directions and parallel parking on either side of the road. A small commercial area, namely Blackshaws Shops is located on the corner of Begonia Avenue to the west. Intersecting Blackshaws Road is The Broadway which leads to The Circle NAC approximately 430m further south. Generally the area consists of residential development of detached, semi-detached and more recent medium density dwellings.
- To the **west** is Kyle Road, a 20m wide local street. Beyond is the residential hinterland comprising a mix of 1-2 storey semi-detached and detached dwellings. Notably along the western side of Kyle Road are more recent examples of 1-2 storey townhouse developments.



View along Kyle Street facing south



View of 9 Kyle Street facing to the south-west



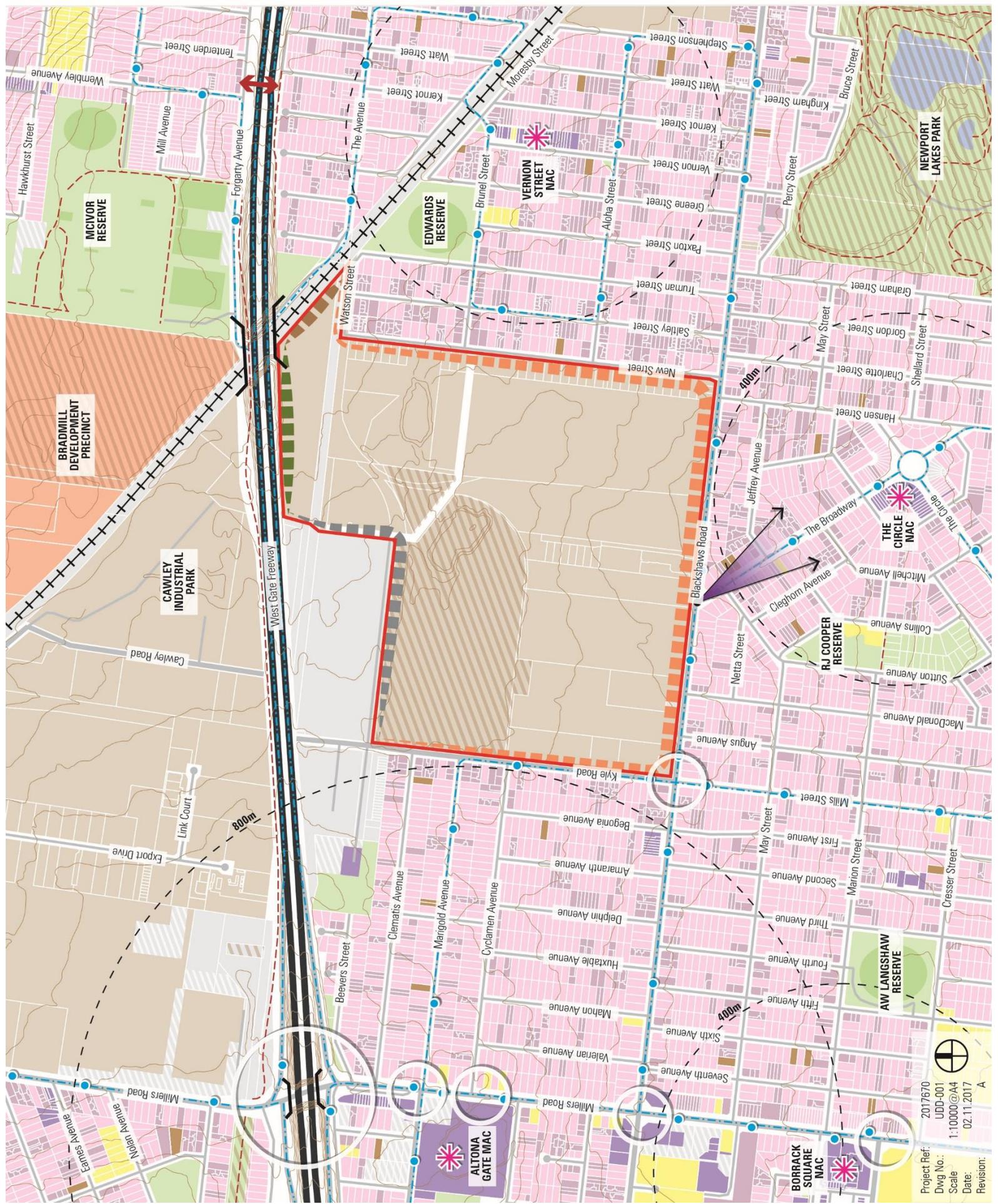
View of Blackshaws Shops from Blackshaw Road

7. In the wider locality (refer Place Values), the Altona Gate Major Activity Centre is located approximately 800m to the west, with direct access provided from Precinct 15 via Blackshaws Road and Millers Road. The Circle and Vernon Street Neighbourhood Activity Centres (NAC) are located approximately 400m to the south and east, respectively. These Centres provide for a range of local services to the immediate and surrounding residents. Bus routes 471 and 432 run along Blackshaws Road. Other public transport facilities include Newport (approximately 1.8km to the south east) and Spotswood Train Stations (approximately 1.5km to the east). Notable open space in the area includes the Edwards Reserve (approximately 185m to the east), RJ Cooper Reserve (approximately 220m to the south) and Newport Lakes Reserve (approximately 310m to the south-east).

**PRECINCT 15,
ALTONA NORTH
AMENDMENT C88**
PLACE VALUES

Legend

	Subject site
	Activity centre
	Signalised intersection
	Pedestrian overpass
	Pedestrian / shared path
	Freeway interface
	Railway interface
	Residential interface
	Terminal station interface
	Heritage Overlay (HO)
	Open space
	Commercial & retail
	Community & health
	Residential - detached
	Residential - strata title
	Development site (Bradmill Precinct)
	Industry
	Transport & utility
	Surface carpark
	Bridge
	Bus route
	Freeway
	Major road
	Local road
	Key views



existing design controls

8. The land affected by the proposed Amendment and its surroundings are influenced by a range of design related Policies, Zones and Overlay controls. The development precinct is located within an Industrial 1 Zone and Industrial 3 Zone. The site is also partly affected by the Heritage Overlay (HO166), known as the 'Gilbertsons Meat Processing Complex (former)'.
9. Relevant State and Local polices relating to urban design in the study area as set out at Appendix B are:
 - Clause 9.01: Plan Melbourne
 - Clause 11: Settlement
 - Clause 11.06: Metropolitan Melbourne
 - Clause 15.01: Urban Environment
 - Clause 16: Housing
 - Clause 17: Economic Development
 - Clause 21.02: Hobsons Bay Key Issues and Strategic Vision
 - Clause 21.03: Settlement
 - Clause 21.04: Open Space
 - Clause 21.06: Built Environment and Heritage
 - Clause 21.07: Housing
 - Clause 21.08: Economic Development
 - Clause 22.02: Industry
10. Relevant documents to the consideration of this amendment include:
 - Hobsons Bay Industrial Land Management Strategy (2008);
 - Hobsons Bay Neighbourhood Character Study, December 2002, including Neighbourhood Character Precinct Brochures;
 - Altona North Comprehensive Development Plan, VPA (2017);
 - Altona North Background Report, VPA (2017);
 - Urban Design Guidelines for Victoria, Victorian Government (2017); and
 - Urban Design Charter, DPCD 2010.
11. The Hobsons Bay Industrial Land Management Strategy (2008) identifies the subject site as Precinct 15, which is part Strategic Redevelopment Area and Secondary Industrial Area. This document recognises that the site will represent one of the most significant regeneration projects in Melbourne.

the proposed amendment

12. The proposed Amendment seeks to facilitate the redevelopment of part vacant and part occupied industrial land with a residential and mixed use development including provision for local shops and services, parks and offices. The Amendment includes 2 Incorporated Plans to guide the layout of use and development and set out specific requirements for public streets, parks, landscaping, community facilities and service infrastructure.



Map 1 to Schedule 2 to Clause 37.02

13. Specifically, the proposed Amendment:

- *Implements relevant parts of the Hobsons Bay Industrial Land Use Strategy;*
- *Rezones the land from Industrial 1 Zone (IN1Z) and Industrial 3 Zone (IN3Z) to Comprehensive Development Zone (CDZ2) and except for the Brooklyn Terminal Station which is rezoned to Special Use Zone (SUZ6);*
- *Introduces Schedule 2 to Clause 37.02 Comprehensive Development Zone;*
- *Introduces Schedule 6 to Clause 37.01 Special Use Zone;*
- *Applies the Development Contributions Plan Overlay (DCPO2) to the land;*
- *Introduces Schedule 2 to Clause 45.06 Development Contributions Plan Overlay*
- *Applies the Environmental Audit Overlay (EAO) to all but one property in the Amendment area.*
- *Deletes the Heritage Overlay (HO166) from the former Gilbertson Meatworks site.*
- *Delete the entry for HO166 in the Schedule to Clause 43.01 Heritage Overlay.*
- *Inserts a new entry in the Schedule to Clause 52.01 requiring 9.2% of the land (or cash equivalent as relevant) to be contributed as public open space at subdivision.*
- *Inserts a new row in Schedule 4 to Clause 52.28 to prohibit gaming machines in the town centre.*
- *Includes maps 3DCPO and 4DCPO in the list of planning scheme maps at Clause 61.03.*
- *Incorporates the Altona North Comprehensive Development Plan June 2017 and the Altona North Development Contributions Plan June 2017 by listing them in the Schedule to Clause 81.01.*

urban design assessment

14. In reviewing Amendment C88 to the Hobsons Bay Scheme, I have considered the key built form and design ambitions spelt out in the CDP and supporting background documents and the various design based issues raised in submissions received following exhibition of the proposed Amendment. I note a total of 103 submissions were received by the Council. These included submissions from residents expressing concern in relation to the degree of anticipated change within the area, and submissions from land owners and prospective developers enquiring clarification on the proposed CDP and the application of proposed controls. Submissions were also received from State Agencies in relation to public assets and infrastructure. Based on my review of this material and the focus of my evidence on the CDP’s urban design proposition (rather than its statutory translation), I believe the following key urban design matters require consideration:

- Legitimacy of the CDP process;
- Basis of the Urban Form Concept;
- Components within the CDP; and
- Particular Measures Raised in Submissions.

Legitimacy of the CDP process

15. The adopted CDP has in my opinion been prepared in an orderly fashion that is broadly consistent with the methodology set out in the State Government requirements. While there are no absolute procedural obligations for the site planning for such urban renewal precincts, one can draw useful reference from the VPA’s Precinct Structure Planning Guidelines: Part 2 - Preparing the Structure Plan and related Planning Practice Notes No.58 and 60 relating to the conduct of Structure Plans. While the final adopted Plan and associated Amendment C88 have been the subject of public exhibition as a final product, there has been a considerable background investigation,

consultation and design review that forms part of the Plan’s substantially evolved urban design proposition. To this end, the Plan is not just a statement of Council or VPA intent, but a document informed by a valid research and a combination of State and Local strategic influences. I make the following comments in relation to the Structure Plan process:

The structure planning process



Structure Planning Process – Planning Practice Note 58

- The CDP has been supported by a very considerable body of background urban planning and design investigation undertaken over a period of more than a decade. The impetus for change and renewal of the land is grounded in **Council's Industrial Land Management Strategy (ILMS)** of June 2008, which identified the land as 1 of 22 potential sites for investigation, and 1 of 9 designated key 'strategic redevelopment areas'.
- Landowners in the Precinct (supported by Tract Consultants) initiated a development planning approach as invited by the ILMS prior to 2015 with necessary technical site design appraisal by multidisciplinary consultants across relevant themes of land contamination, ecology, heritage, transport, open space and public design measures. This work is presented as background to **2015 Development Plan Application** forming part of the initially proposed Amendment C88.
- In relation to the urban design approach, a series of progressive site planning concepts have evolved through the process, including a Development Plan Concept for Precinct 15 (Tract Consultants - March 2015) and a subsequent **Density and Design Principles Report** (DLA - November 2015), each in support of an overarching grid based neighbourhood concept comprising an Activity node on Blackshaws Road, major open space in the north with distributed local parks in each quarter of the precinct. Usefully, the DLA report identified the distribution of yield/density across the land with a clear picture of development typology and scale.



Tract Development Plan - March 2015



DLA Density and Design Principles Report - November 2015



Mesh Vision Document - October 2016

- In response to the initial Development Plan (by landowners), Hobsons Bay City Council prepared a 'Contra-Plan' to guide further evolution of the process. In addition to conventional RFI processes Council generated its own 'Vision Document' (Mesh Consultants - October 2016) which promoted a more detailed urban design arrangement with respect to the configuration of functions and opportunities within the site. This documentation borrows heavily from earlier Tract and DLA work, but crystallises key directions with respect to the critical 'framework' applying to urban renewal of the land.
- Notably, the above 'Vision Document' serves as an input (and Appendix) to the **VPA's CDP background report (June 2017)** which is a supporting document to the final CDP referenced in the exhibited Amendment C88. The background report identifies key site opportunities and constraints and provides the necessary multidisciplinary information to enable orderly planning and decision making. The background report, usefully brings together documentation prepared by technical experts across different disciplines across the duration of the Amendment timeline.
- Finally, the proposed **CDP is a concluding summary document** which demonstrates continuity with respect to the broad urban form proposition, and is soundly grounded in an understanding of the site and its critical opportunities and constraints. While there are some noticeable distinctions between the initial (Tract) Development Plan and proposed CDP, I believe that the broad thrust of the land renewal concept is consistent. Furthermore, the Plan and the associated background has been subject to substantial consultation both with existing land owners and stakeholders and surrounding community and informed by engagement with relevant State Agencies. In totality, this represents a legitimate and well-founded approach to land use planning.

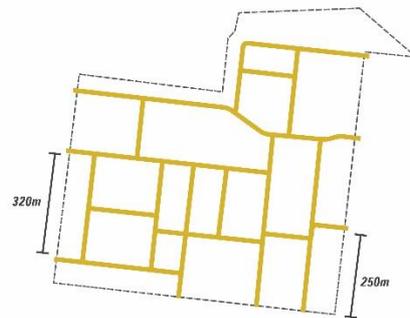


Future Urban Structure plan – VPA 2017

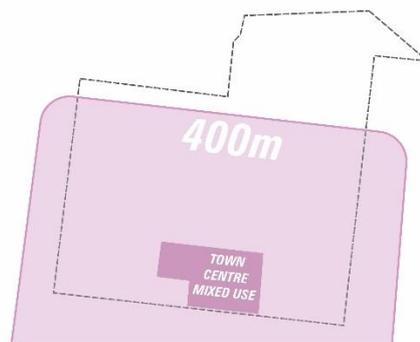
Basis of the Urban Form Concept

16. The configuration of the proposed development across the parcel has in my opinion been arranged with a clear awareness of the physical context of the site and well recognised urban design directions found within State and Local Planning Policies. These have been recently reinforced in the Urban Design Guidelines for Victoria, in particular Element 1: Urban Structure. While there are certainly detailed matters to be interrogated, the broad brushstrokes of the CDP 'Framework' in terms of its network of streets, radial arrangement of public spaces and notional location of activity and employment nodes, in tandem with substantive housing opportunities are in my view suitably framed. I make the following comments;

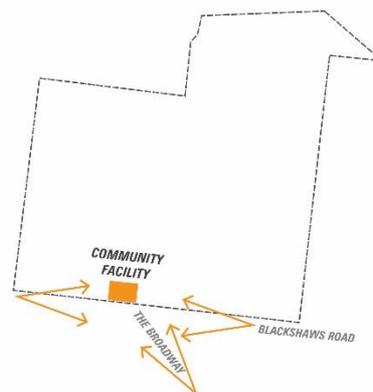
- The urban form concept proposed in Amendment C88 as set out in Plan 3: Future Urban Structure CDP sets out a clear configuration of key roads, commercial and residential uses and open space opportunities across the land. The proposed arrangement of elements is in my opinion **consistent with State and Local directions** in relation to renewal parcels of this kind, and framed as an effective response to the site's opportunities and constraints (ie street frontages for housing or commercial form, internal quarried land for open spaces). Importantly, and in response to the surrounding urban fabric, the arrangement of streets and urban precincts is framed on a highly permeable grid basis to reinforce local patterns of connection and the creation of a new 'piece of town'. The proposal demonstrates an appropriate response in accordance with the Urban Design Guidelines, particularly in relation to street block widths (Objective 1.3.2c).



Highly permeable street grid network

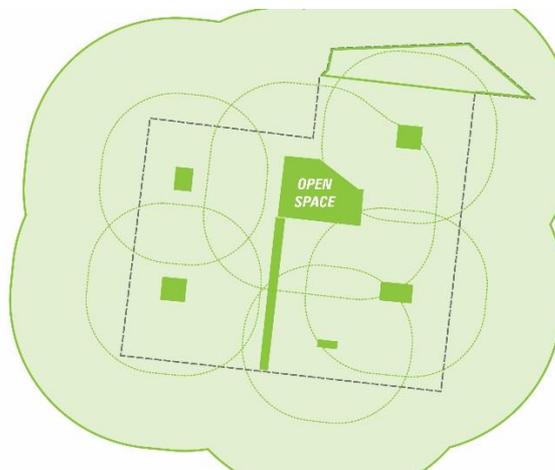


Appropriate location for Town Centre and Mixed Use area



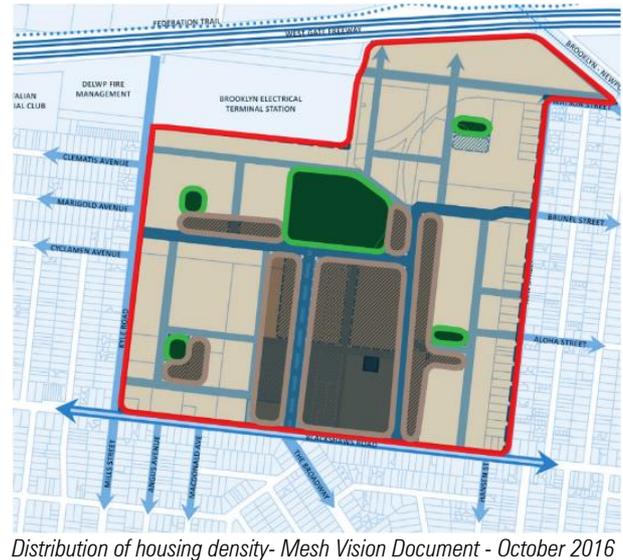
Highly exposed Community Facility

- The identification of a proposed local **Town Centre and associated Commercial/Mixed Use area** towards the Blackshaws Road frontage is in my opinion appropriate. It is sized and located across an area of around 5ha so that it can service both the existing community and the notable new resident population (of approximately 7000 people over time) to its north. Given the context of the land and its spatial separation from other retail and community destinations, I do not believe that there is a more appropriate location for such a node.
- **A local Community Facility** is proposed to be positioned on Blackshaws Road at its junction with The Broadway, which is a key physical and visual connector between the site and The Circle node to the south. While there has been some debate as to a preferred location of such a facility (i.e. between a Main Road frontage compared to an Open Space interface), I am satisfied that the highly 'exposed' position on the diagonal junction and at the gateway to the precinct is appropriate. I also assert that the role and function of the facility has a symbiotic relationship with the neighbouring proposed Mixed-Use and Town Centre areas. This creates a critical mass of commercial, retail and community provisions in a location that is well serviced by public and private transport, while also being visually exposed to the public edges of the site.
- The proposed CDP identifies **a hierarchy of open spaces equitably distributed** across the site. This includes a central park of more than 3ha in area, positioned (on presently degraded land) at the end of 2 connector roads- making it both accessible and inviting as a destination for both active and passive recreation. This is supported by a network of 4 smaller local parks (between 0.3 and 0.4ha in area) positioned radially across the quadrants of the parcel to maximize convenient walkability and a legitimate neighbourhood structure. Finally, the network is supported by a linear boulevard as an extension of The Broadway to the south. This important Connector Street serves as a visual link (based on cross section Figure 11) which allows for generous pedestrian and cycle movement with a strong overhead canopy between the entry junction and the northern park.



Accessible open space (200m/400m distances)

- **'Mixed density residential'** is designated across much of the site. While this is identified uniformly across the land, the CDP identifies Sub Precincts (Plan 4 and Table 2) which set out different development outcomes spatially across the land. These identify a fringe of townhouse or terrace style housing to the east and west at the interface with existing neighbourhoods, with more robust residential form to Blackshaws Road (either side of the Activity node) to the south and a large area of housing centrally within the site. While I support this approach, I believe that more detail is needed to illustrate the distribution of housing density across residential land, including the distribution of low and medium rise forms, relative to key road and open space assets. This would represent a response that is more consistent with that identified by DLA in 2015 and subsequent investigations by Mesh in Council's 'Vision Document' in 2016.
- In broad terms, I consider that the **proposed 'grid based' arrangement** of development, including the configuration of movement and open space network and the associated land use functions is supportable in the context of relevant urban design directions found in the Hobsons Bay Planning Scheme. In particular, I note the relevant provisions of the Urban Design Guidelines for Victoria – Element 1 (refer Preselect Group: Urban Development Design). This approach is also generally consistent with Planning Scheme Clause 56 which is applicable to conventional subdivision design.

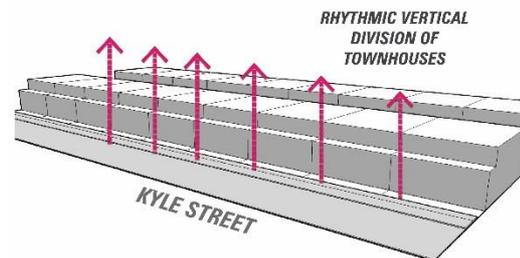


Components within the CDP

17. There are important distinctions to be drawn between the broad overarching 'gestures' of the CDP and the detail found within the CDP provisions (Requirements and Guidelines) and the associated CDZ2. The latter is where greater attention must now be drawn to ensure satisfactory implementation and orderly design and development. While I support the overarching position and designated functions, I believe that the detailed design and integration between proposed Town Centre, Business Area and Community Facility entities require some attention. Similarly, the manner in which development at the site's edges 'stitches in' with existing streets and the definition of different neighbourhoods within the precinct's core demands careful examination, so as to ensure a diverse progressive 'placemaking' response. In this light, I make the following comments:

- While the overarching vision for redevelopment of the renewal precinct is clear, there are notable gaps in the information provided within the CDP to enable further appraisal at the application stage. The CDP's urban form is portrayed in Plan 4– Sub Precincts and the associated Table 2 (and associated cross sections) identifying 'preferred land use and built form outcomes'. While these are helpful, they do not in my opinion provide the **necessary degree of detail to enable fulsome assessment**, nor do they communicate a clear appreciation of urban form outcomes as found in some earlier Amendment C88 background documentation or other approved development plans for ILMS precincts (Bradmill Precinct – directly opposite West Gate Freeway to the north). To this end, I would suggest more detail is required, in particular in relation to 'street block layout' (not subdivision) and residential outcomes across the core of the site.

- Local Road frontages** are identified to both Kyle Road to the west and New Street to the east. I support the transitional approach of 2 and 3 storey townhouse and terrace stock to this edge setback 4m behind the frontage.



Lack of information for rhythmic vertical division along Kyle St

- Importantly, this format of development is rear loaded (via an accessway or lane). While these parameters are a useful starting framework for this typology, more information is in my view required to guide the presentation of front setbacks (i.e. avoid hardstand or casual parking), rhythmic vertical division of townhouses fronting streets and important relationships with lot depths. In this regard, I note that the identified 'interface' to Kyle Road is much deeper than that illustrated to the east to New Street. I believe that a unified or common interface depth and condition should be applied to permit a generous transition from the site's interior to its edges.
- Blackshaws Road frontage** is identified to the south to either side of the Town Centre and Business Area. This accommodates development of up to 4 storeys with a 3 storey street wall, setback 4m from its frontage. I consider this to be an appropriate format for the main road (north side) which supports a strong 'definition' and street proportion as well as retaining solar access to the south side of the street. Consistent with the advice above, more detail would however be helpful to ensure an appropriate division of form along the street frontage and the allocation of vehicular access uniformly to the rear, so as to avoid regular crossover interruptions of the street to ground or basement level car parking.

- Much of the parcel is defined for **'internal residential'** identified notionally as 6 storey form (3 storey street wall with 3 storeys above behind a 3m front setback) and a mix of townhouses and apartments. While the preferred development outcomes identified in Table 2 recognise the different distribution of typology by location (ie *'occasional medium rise apartments located away from existing neighbourhoods and focused along connector roads, open spaces, near to the activity node and business area'*), this is not reflected in Plan. Consistent with earlier advice above seeking 'street block layout', I believe that a more 'granular' mapping of low, medium and high density residential formats would be apt in relevant CPD Plans as illustrated in both earlier the DLA and Mesh work. An identification of such assists in an orderly distribution of the 3,000 dwellings across the land over time (therefore avoiding the potential for over or under development of particular precincts within the parcel). Such approach also assists in better management of block 'fronts' and 'backs' within the development area, especially between the site's core and along residential interface areas.
- A further distinction should in my opinion be drawn in the CDP between land designated for medium rise townhouse/terrace stock (which is conventionally of 2 and 3 storeys) and land which is designated for apartment development of up to 6 storeys (possibly through designation of different internal residential areas type A and B). While a flexible site plan is no doubt favourable, I believe that it is also critical to **realise higher density outcomes** around public open spaces and along the main connector roads (as identified in the Vision Document) to ensure appropriate activation, surveillance and 'definition' of key public infrastructure. The presentation of underwhelming 2 storey townhouses arrangement around such key public assets would in my opinion undermine the opportunity presented on such a notable urban renewal precinct.

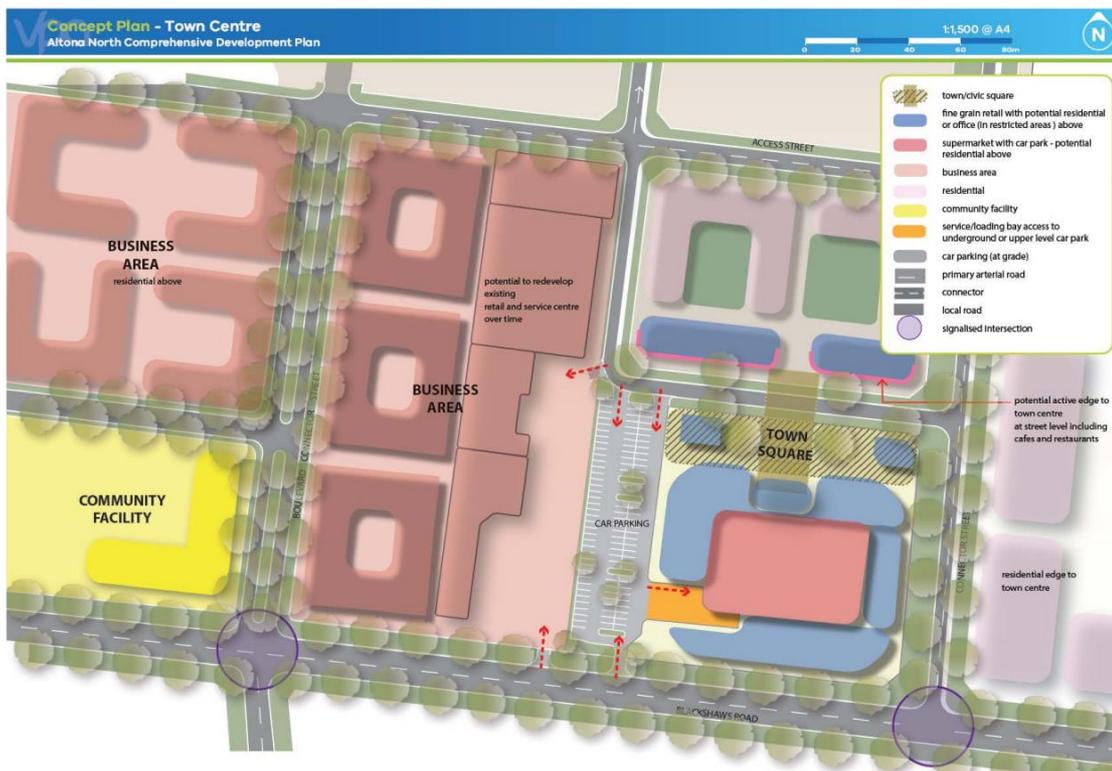


Example of 2- 3 storey townhouse



Example of 6 storey apartment

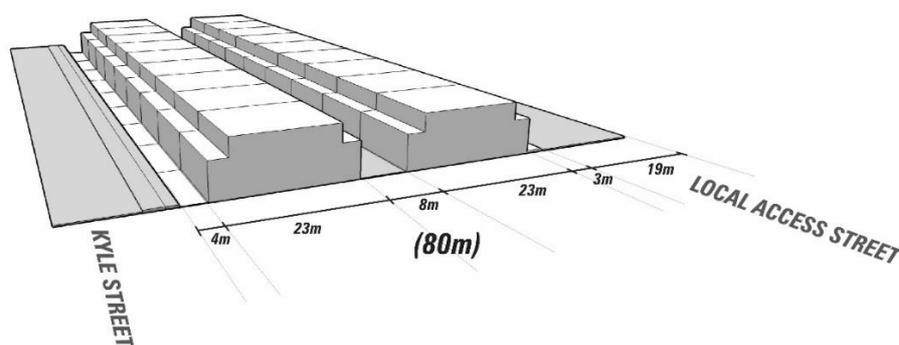
- In contrast to the residential proposition, greater clarity is provided within the CDP for Town Centre, Business Area and Community Facilities on Blackshaws Road as set out in Figure 10 – Altona North Local Town Centre Concept Plan (I note the portrayal of 'block configuration'). This is important given the **integration of proposed development** with the existing Shaws Business Park development which is to be retained insitu. In broad terms, I am satisfied that a 5 storey profile of Town Centre and like development is appropriate, noting the importance of realising an 'intense' urban condition through development that is built to the street frontage with activated ground level and upper level residential form. This is also an apt response for the proposed Community Facility, which can be complemented by walkable linkages and street connections to other activity node destinations along the north side of Blackshaws Road.
- While the internal configuration of the proposed activity node is helpful, **interface management** between remnant functions (the Business Park) and surrounding new residential areas remains ambiguous. I note the rather awkward arrangement between the Shaws Business Park (refer Figure 6- Transitional Commercial Interface) is inconsistent with the Town Centre Concept Plan. I also question the validity of supporting broadscale 6 storey residential forms around the entirety of the Town Centre , whilst limiting the profile of the Centre itself to 5 storeys. These are matters that would be usefully resolved as part of the planning and design process.



Town Centre Plan – VPA 2017

Particular Measures Raised in Submissions

18. Further to my appraisal of the CDP's basis and content, I have also inspected a summary (provided by Council) of the 103 submissions to the exhibited Amendment, which refer to both the CDP and proposed CDZ controls. While I will not comment on detailed statutory translation matters, there are a series of common urban design themes found in Submissions which warrant examination, which I highlight below:
- A large proportion of the submissions received by Council during the exhibition period expressed concern in relation to the **degree of change** promoted by the Plan. Submitter 79 in particular identified development density, traffic and related offsite implications of change. While these are legitimate concerns, they stem in part from the ambiguity of the CDP density proposition. A simplistic reading of the document would suggest that 6 storey apartment form is possible across the majority of the parcel (namely in the area designated as Internal Residential), however more detailed investigations of the CDZ Schedule 2 identifies a 3,000 dwelling cap. This reinforces the need to prescribe a more detailed housing density configuration within the CDP (such as might be applied to the Development Contributions) to demonstrate the nexus between location and density to meet the designated targets. This would in my opinion go some way to moderating the perceived impact (or the degree) of change within the precinct.
 - Some submitters articulated concerns in relation to the location and alignment of **precinct boundaries**, notably Submitter 40 in relation to New Street and Blackshaws Road and Submitter 86 in relation to Kyle Road. I agree that more detailed investigation of property boundary conditions and related precinct alignments are required to ensure a viable development proposition, particularly at the interface. The designated depth of interfaces (to each side) should be commensurate with conventional development envelopes (or a layered arrangement of such) and permit the opportunity for a rear loading via accessway/lane defining a rear boundary. To this end, I would support a common interface depth of 80m to support 2 layers of townhouse stock to the east and west with a single footprint layer of form to Blackshaws Road. I also support a varied interface condition to the Brooklyn Electricity Terminal Station (refer Figure 8) that may offer an alternative landscape buffer with a 'back to back' built response.



Indicative cross-sectional diagram to a depth of 80m to support 2 layers of townhouse stock along Kyle Street

- One of the most contentious submitter issues relates to the **location and area of the proposed Business Precinct** and alignment of the Boulevard Connector Road through the land (Submitters 82, 83 and 87). The proposed Business Area emerged in the latest iteration of the CDP: Sub-Precinct Plan 4 and its justification is to be addressed by other expert evidence. However, I believe that there is merit in framing the Town Centre and Community Facility with an integrated mixed-use precinct that supports employment and residential uses. This is best located abutting the recently developed Shaws Business Park, leading to a critical services mass around The Broadway intersection. While the CDP identifies this area as a Business Area, Table 2 details that sites can support ground level employment (in part only) with opportunity for residential or other uses above. I believe this is an acceptable approach.
- The alignment of the proposed **north-south Connector Boulevard** is in my opinion appropriately located at the intersection of Blackshaws Road and The Boulevard. This important spine was identified in early Development Plans as open space. Its transformation into a Boulevard addressed by the proposed Community Facility and integrated Business and Residential development to either side is in my view apt in reinforcing the permeable nature of development. While the size and configuration of the future Community Node is to be determined, I believe that it is appropriate to position the Facility at the designated corner to maximize exposure with 2 main street frontages at the Parcel's primary gateway. I reassert the importance of successful integration between this proposed footprint and the adjoining Business and Town Centre location. This approach is consistent with the traditional model of Activity 'clusters', where like facilities are amalgamated to achieve stronger presence and activity.
- The proposed layout of the **retail forms within the Town Centre** as illustrated in Figure 10 is addressed by submitter 96, who seeks greater flexibility in relation to supermarket size and configuration. While I broadly support the layout articulated in the CDP, I believe a more accurate depiction of a sleeved supermarket arrangement with associated Town Square and parking is required. This should ensure north oriented public open space, maximum activation (by either the retail anchor or speciality stores) that is outward facing and a substantial concealment of surface car parking. A design format consistent with that sought in the Urban Design Guidelines for Victoria: Element 5.3 would in my view suffice.
- I have also been instructed by Maddocks (on behalf of Council) of particular issues pertaining to the **provision of acoustic walling** along the existing (and future possibly expanded) West Gate Freeway reserve. Consistent with the design approach indicated in Figure 7 for the West Gate interface, I believe that the delivery of acoustic mitigation should be principally addressed close to the source (namely VicRoads or related construction consortia) as an integrated part of the Freeway design and associated buffer parkland. It is not in my opinion adequate to rely on mitigation within proposed development alone.

- Submissions were also received in relation to the use of particular **terminology and definitions** within the CDP. Submitters 83 and 86 raised concerns in relation to the calling for a 'universal design' and necessary references to 'industrial character and gateways'. In this context, the calling for universal design seeks development that 'can be accessed, understood and used to the greatest extent possible by all people regardless of their age, size, ability or disability'. I support this principle; however, I accept that other statutory mechanisms found in the planning scheme (or in law – such as DDA compliance) are suitable alternatives. I also note that the identification for industrial design references are in my view acceptable, given it is not an ambition for industrial mimicry, rather a new design language which makes contemporary 'reference' to the former use and function of the land. I agree that clarification of the site's 'gateways' is appropriately referenced in the CDP text, but not successfully illustrated in plan for diagrams. This should be updated accordingly in the relevant Plans.

conclusion

19. Given the above assessment, I believe that Amendment C88 to the Hobsons Bay Planning Scheme and the associated Comprehensive Development Plan generated by the VPA represents an acceptable urban planning and design tool for realisation of development of the key Precinct 15 Urban Renewal Precinct. While I have highlighted a series of related improvements to the CDP that would assist in its ultimate legibility and interpretation, I believe that the general format and arrangement of proposed development as set out in the CDP is well founded. It is also in my view clear that further information is required in relation to 'street block layout' details within the development area in order to ascertain the important nexus between proposed development in stages and related dwelling yield and density. Further, I believe that the proposal for an integrated Town Centre, Business Area and Community Facility at the important Blackshaws Road frontage is warranted in urban form and design terms, with a strong visible presence at the existing entry to the evolving precinct. Subject to the clarifications and further detail set out in this report, I support the proposed Comprehensive Development Plan for approval.



Craig Czarny
MLArch BTRP AAILA RLA FPIA
Director
Hansen Partnership Pty Ltd:
10th November 2017

Appendix A

Craig Czarny: Curriculum Vitae

Craig Czarny: BTRP MLArch AILA RLA

Qualifications

Master of Landscape Architecture,
University of Melbourne 1991.
Bachelor of Town & Regional Planning,
University of Melbourne 1986.

Position:

Director, Urban Designer & Landscape Architect
Hansen Pty Ltd, Melbourne

Professional affiliations:

Associate, Institute of Landscape Architects, AILA
Fellow, Planning Institute of Australian, FPIA
Registered Landscape Architect, RLA

Awards:

Melbourne University, Postgraduate Scholarship 1990
RAPI Award for Planning Excellence (NSW) 1996
PIA Project Awards & Commendations (VIC) 03/4/5/6
Victoria Medal for Landscape Architecture 2008

Special competence:

Master planning, Design Development & Documentation of Public
Domain projects.
Townscape and Streetscape Design Assessment.
Urban Design & Landscape Project Management.
Urban Design Education and Training.

Craig Czarny is a Director of Hansen and an Urban Designer and
Landscape Architect with over 29 years' experience in local and
international practice. He has worked on a variety of urban planning
and design projects, from broad urban character analysis to local area
site planning, design and documentation. He has also served as a
sessional lecturer in urban design and landscape planning at the
University of Melbourne.

Professional experience

2016: Secondment to World Bank
2002- present:
Hansen Partnership Pty Ltd
Sydney & Melbourne, Australia.
Director: Urban Designer/ Landscape Architect

1995-2002:
Context Conybeare Morrison Pty Ltd
Sydney & Melbourne, Australia.
Ass Director: Urban Designer/ Landscape Architect

1993-1995:
James Cunning Young & Partners,
Glasgow & Edinburgh, Scotland.
Senior Urban Designer/ Landscape Architect

1988-1993:
Wilson Sayer Core,
Melbourne, Australia
Urban Designer & Planner.

1989:
Design Workshop,
Colorado, USA
Urban Design/ Landscape Intern

Project experience:

Craig Czarny:

Site Redevelopment Projects

Mordialloc Built Form Review
Bonbeach TAFE Site Redevelopment Framework
Queenscliff High School Site Development Study
Knox Strategic Sites: Urban Design Review
ADI Development Footscray & Maribyrnong,
Cape Cabarita Residential Development
Essendon Airport Redevelopment Study
Dandenong Treatment Plant Site development
Marolt Ranch Community Village Project
Horsham Tech Park: Urban Design Guidelines
Victoria Park Housing Urban Design Masterplan

Retail & Commercial Town Centre Design

Rosebud Activity Centre Structure Plan
Moonee Valley Activity Centres Structure Plans
Geelong Western Wedge: Design Framework
Knox Central Urban Design Framework
Forrest Hill Retail Centre Planning & Design.
Sydenham Town Centre Urban Design Plan.
Ringwood Town Centre Design Masterplan
Melton Regional Centre.
Oakleigh Urban Design Framework.
Carrum Urban Design Framework.

Townscape & Streetscape Projects

Ocean Beach Road, Sorrento
Saigon Riverfront Masterplan, Vietnam
Mersey Bluff Masterplan, Devonport
Hastings Urban Design Framework
Victoria St, Richmond Framework Plan
Bayside Height Control/ Urban Design Study
Punt Road Hoddle Street Urban Design Vision
CBD Lanes Built Form Review.
Manly Corso Streetscape Masterplan.
St Kilda Foreshore Urban Design Study.
Tunstall Square, Doncaster.
Glasgow's Townhead Improvements.
Ballarat Streetscape Study.
Paddington Townscape Study.
Liverpool Street Spanish Quarter.
Petersham Streetscape Study.
Queenscliffe Urban Character Study.
Orchard Road Streetscape Upgrade, Singapore.
Point Lonsdale Urban Design Framework

Community Planning & Design

Viengxay Town Masterplan, Viengxay, Laos
RedCliffs Residential Development Plan
Jackass Flat New Development Area
Riverwood Housing Improvement Masterplan.
MacQuarie Fields Improvement Masterplan.
Ferguslie Park Common.
Sydney Olympics 'Look of the Games'.
Niddrie Mains Urban Design & Housing Project.

Urban/Landscape Design Documentation

Wollongong Foreshore Plaza
Western Sydney Park Masterplan/ Entries.
Rouse Hill Regional Park.
Bass Hill Plaza Memorial Parkland.

Appendix B

Relevant state & local policies

Relevant State and Local Planning Policy**Clause 9.01: Plan Melbourne****Clause 11: Settlement**

- To anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure.

Clause 11.06: Metropolitan Melbourne

- To create a city structure that drives productivity, attracts investment, supports innovation and creates jobs.
- To provide housing choice close to jobs and services.
- To provide an integrated transport system connecting people to jobs and services, and goods to market.
- To create a distinctive and liveable city with quality design and amenity.
- To create a city of inclusive, vibrant and healthy neighbourhoods that promote strong communities, healthy lifestyles and good access to local services and jobs.
- To create a more sustainable and resilient city that manages its land, biodiversity, water, energy and waste resources in a more integrated way.
- To protect the green wedges of Metropolitan Melbourne from inappropriate development.
- To strengthen the integrated metropolitan open space network.

Clause 15: Built Environment and Heritage

- Land use and development planning must support the development and maintenance of communities with adequate and safe physical and social environments for their residents, through the appropriate location of uses and development and quality of urban design.

Clause 16: Housing

- To promote a housing market that meets community needs.
- To locate new housing in or close to activity centres and employment corridors and at other strategic redevelopment sites that offer good access to services and transport.
- To identify strategic redevelopment sites for large residential development in Metropolitan Melbourne.
- To provide for a range of housing types to meet increasingly diverse needs.
- To deliver more affordable housing closer to jobs, transport and services.

Clause 17: Economic

- To encourage development which meet the communities' needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.
- To manage out-of-centre development.
- To ensure availability of land for industry.
- To facilitate the sustainable development and operation of industry and research and development activity.
- To protect industrial land of State significance
- To create opportunities for innovation and the knowledge economy within existing and emerging industries, research and education.
- To encourage tourism development to maximise the employment and long-term economic, social and cultural benefits of developing the State as a competitive domestic and international tourist destination.
- To maintain and develop Metropolitan Melbourne as a desirable tourist destination.
- To develop a network of maritime precincts around Port Phillip and Western Port that serve both local communities and visitors.

Clause 21.02 Hobsons Bay Key Issues and Strategic Vision

The key influences in relation to the municipality are:

- Accommodating residential growth for future generations to facilitate urban consolidation.
- Increasing residential development pressure on heritage areas and coastal areas.
- Protection of environmentally significant areas for future generations.
- Operation of the municipality's national and state significant industries.
- Expansion of the Port of Melbourne.
- Increasing freight and traffic movement associated with the expansion of the Port of Melbourne and residential growth to the west of Melbourne.
- Protecting the local economy to ensure long term economic development and employment opportunities.
- The impacts of climate change, particularly the threat of sea level rise.
- Supporting healthy and sustainable activity centres.
- Managing the impacts associated with increasing tourism

Clause 21.03: Settlement

The relevant objectives include:

- To successfully manage the transition and strategic redevelopment of redundant industrial areas identified as Strategic Redevelopment Areas through the development of Outline Development Plans (i.e. a master plan) or other appropriate planning controls to achieve net community benefit.

Clause 21.04: Open Space

The relevant objectives include:

- To provide adequate open space and continue to develop a variety of open spaces to provide for a range of experiences and leisure opportunities that are accessible for all people.
- To enhance the quality of diverse leisure opportunities available in the open space system throughout the municipality. To develop the Kororoit Creek corridor as a major focus for recreation and community activities.

Clause 21.06: Built Environment and Heritage

The relevant objectives include:

- To ensure that new development respects and enhances the preferred neighbourhood character of the existing residential areas of Hobsons Bay.
- To protect and enhance the amenity of residential areas.
- To protect the amenity of residential areas adjacent to land uses with off-site amenity impacts and protect industry and sensitive open space from constraints and adverse impacts caused by the encroachment of residential development.
- To provide landscaping that enhances open space areas and surrounding amenity.
- To protect and conserve places and precincts of heritage significance in Hobsons Bay.
- To ensure that new development responds positively and enhances the unique and valued character of heritage places and precincts within Hobsons Bay.
- To improve awareness, understanding and appreciation of the value of heritage places and the significance of twentieth century heritage, including significant industrial places.

Clause 21.07: Housing

The relevant objective includes:

- To encourage and facilitate the provision of a range of dwelling types to suit the varying needs of the community in a high quality living environment.

Clause 21.08: Economic Development

The relevant objectives include:

- To stimulate and facilitate appropriate industrial activity and employment opportunities.
- To achieve high quality amenity outcomes to industrial land throughout the municipality.
- To promote and encourage best practice philosophy by industry.

Clause 22.02: Industry

The relevant objectives include:

- To facilitate appropriate industrial activity and employment opportunities within the municipality.
- To encourage quality landscaping and site design within industrial areas.
- To protect sensitive environmental areas from encroachment of inappropriate industrial activities.
- To encourage water sensitive and energy efficient urban design within industrial developments.
- To ensure that land use and development in the vicinity of core and secondary industrial areas does not adversely affect the viability of established industry within the area.

Relevant Documents**Hobsons Bay Industrial Land Management Strategy 2008**

The relevant study objectives include:

- To provide clear direction in relation to the future use and development of industrial land in Hobsons Bay over the next 15 years and to set the foundation for continued development beyond that point.
- To better understand the likely demands on the City's industrial land resources.
- To audit and assess the suitability and desirability of the City's industrial land resources (supply) to meet future industrial market demands, provide employment, and achieve State and Local Planning objectives.
- To identify current issues and potential future pressures, needs and opportunities.
- To decide whether any land currently zoned industrial is better suited to achieve urban consolidation and provide for additional housing or commercial growth.
- To decide how to best support the growth, and manage the impacts of industrial development, and provide employment opportunities.
- To ensure industrial development makes a positive impact on the amenity and environment in Hobsons Bay.

Urban Design Guidelines for Victoria 2017

The Victorian State Government developed the Urban Design Guidelines for Victoria to support state agencies, local government and the urban development sector to deliver, functional and enjoyable places for people to live, work, and spend leisure time. The guidelines aim to create neighbourhoods that foster community interaction and make it easy for people of all ages and abilities to live healthy lifestyles and engage in regular physical activity. These places may be urban areas in metropolitan Melbourne and in regional cities and towns.

The guidelines are ordered within urban elements:

1. Urban structure – the overall topography and land division pattern
2. The movement network – the roads, streets, and paths
3. Public spaces – areas for public recreation
4. Public transport environs – the spaces and buildings around stations, bus and tram interchanges
5. Buildings – and their contribution to their setting
6. Objects in the public realm – facilities located in streets and public spaces.

Victorian Government, Urban Design Charter (2010)

- Structure: organise places so their parts relate well to each other
- Accessibility: provide ease, safety and choice of access for all people
- Legibility: help people to understand how places work and to find their way around
- Animation: stimulate activity and a sense of vitality in public places
- Fit and function: support the intended uses of spaces while also allowing for their adaptability
- Complementary mixed uses: integrate complementary activities to promote synergies between them
- Sense of place: recognise and enhance the qualities that give places a valued identity
- Consistency and variety: balance order and diversity in the interests of appreciating both
- Continuity and change: maintain a sense of place and time by embracing change yet respecting heritage values
- Safety: design spaces that minimise risks of personal harm and support safe behaviour
- Sensory pleasure: create spaces that engage the senses and delight the mind
- Inclusiveness and interaction: create places where all people are free to encounter each other as equals