

OPEN SPACE Expert witness Statement



PRECINCT 15 - Altona North
CITY OF HOBSONS BAY



About this document

This document is an expert witness statement concerning the proposed public open space in the areas known as Precinct 15 in Altona North.

1. Name and Address

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2. Qualifications and Experience

Grad Dip Recreation Planning, Canberra CAE.

Bachelor of Arts (Geography), University of New England.

Experience

I have over 30 years' experience in sport, recreation and open space planning, including:

- as a recreation, open space, and environmental planner working for State and Local Governments.
- as an employee of a private planning practice.
- as principal planner and Director of an open space, sport, and leisure consultancy firm (since 1994).

I have prepared a large number of open space planning reports and strategies for Councils in five states in Australia, including those that have had major brownfield redevelopments, including the Cities of Kingston, Monash, Port Phillip and the City of Melbourne.

I have undertaken a large number of master plans, management plans, and feasibility assessments related to the development of public open space; undertaken significant survey work of residents about open space preferences, current use of open space and different facility types, and the qualities and benefits of open space. I have also prepared a large number of sports needs and demand assessments relevant to this development.

3. Areas of expertise

My area of expertise is open space, recreation and sports planning.

I am qualified to prepare estimates of demand for leisure and sports activities, assess the provision and supply of open space and leisure, sport and play facilities, prepare open space and sports strategic plans, and to evaluate the social and other benefits and impacts of open space, leisure, and sports provision.

I am the author of the Hobsons Bay Open Space Plan 2005, and the Practice Note 70 Open Space Strategies.

4. Relationship between expert witness and the party for whom the report is prepared

Maddocks Lawyers have contracted me to prepare this expert evidence.

5. Contributors to this report

No other persons have contributed to this statement.

6. Scope of the report

This statement relates to my opinion on the proposed provision of open space in the development of Precinct 15 in Altona North and the distribution and size and amounts of public open space.

7. The facts, matters and all assumptions upon which the report proceeds

I have relied on the following documents:

Hobsons Bay Council Report Amendment C88 Precinct 15 Former Dons Site and Surrounds, Altona North Report February 2017, and Hobsons Bay Altona North Comprehensive Development Plan VPA June 2017 for particulars of the proposed public open space provision.

Other documents relied on in this statement include:

- Hobsons Bay Open Space Plan Volume 1 Plan Issues and Actions @leisure February 2005.
- VPA Review of Active Open Space and Community Facilities Assessment ASR Research Pty Ltd November 2016
- Hobsons Bay Planning Scheme November 2017

Other documents referenced and reviewed in the preparation of this statement are provided in Appendix 1.

8. A summary of the opinions of the expert

2. It is my opinion that guidance for the nature and distribution and amount of public open space in this instance should be drawn primarily from best practice, experience, Council's Open Space Plan, Practice Note 70, and the Hobsons Bay Planning Scheme.
3. The PSP Guidelines are not considered relevant in this inner City, higher density and brownfield context, whereas due to the eventual need for subdivision the guidance provided by Clause 56. of Hobsons Bay Planning Scheme, concerning public open space in a residential setting, is considered directly relevant.
4. The total amount of open space required in the Precinct should reflect the sizes of open space required to meet the range of public open space functions by new residents, and the characteristics of those to ensure they are fit-for-purpose.
5. The priority open space functions required in this instance are social family recreation¹ (SFR), a network of off-road trails and a sports park. Due to the proposed density, space for relaxation, visual amenity and restorative values will also be important for health and wellbeing.
6. Larger sites than that shown in the CDP would provide more diversity, better solar access, space for canopy trees and social family recreation opportunities, and a functional and more sustainable area for sport, as well as allow for likely demand for physical and social activities from immediate residents.
7. The north east-west dimension of the sports park is currently inadequate to provide for its intended use.
8. Given the nature of encumbrances and the small size of parks, as well as the proximity to relatively high-density apartments, it is my opinion that the size of the four local parks should be increased to .5ha each. The dimensions of those are critically important to functionality, design, and management of these spaces and desirably no edge should be less than 50m in length.
9. The location of the proposed southern parks is some distance to the commercial area/ activity centre that would enable access by employees at times before, after, and during breaks from work. There is evidence to suggest that the provision of green space, especially the ability to view this space, is essential for productivity and the mental health and well-being of employees. The location of these may warrant review.
10. If the sizes of the parks could be increased as proposed in this statement, the current distribution of open space within 200m of residences however would be acceptable.

¹ *This means a park that includes play social recreation and physical activity for people of all ages and abilities.*

11. The provision of one centralised sports park is a key element of the proposed open space scheme -because of its size. However, the size and configuration as shown in map 32 are not adequate for the practical conduct of sports competitions as well as recreation activities that the immediate residents will wish to undertake there. This park should include two soccer-football pitches side by side with a full sized cricket pitch and wicket between the fields, sports lights, shared pavilion and support facilities, car parking, adequate buffers, social, family recreation area and perimeter exercise trail.
12. Four hectares of land is necessary to provide the minimum number of playing fields desirable and sustainable in the sports park, in addition to support facilities to service the fields and activities required in a central park.
13. Also, a more resolved off-road trail network will need to be articulated to serve public open space and the residents of the Precinct.
14. The nature of the interface treatments between public open space and residences should be reviewed to include the separation by a road where possible, and any transitional space should include, as a minimum, a shared off-road trail.
15. All public parks should be served by road and a shared off-road trail, and the scheme for shared paths through the Precinct should be revised to provide interconnected circuits of off-road trails for exercise.
16. The need for public open space equates to more than 10ha based on a sustainable sports park of 8 hectares and at least two local parks of 1 hectare each. As an open space contribution, however, it is reasonable (if necessary) that the sports park be reduced to a minimum of 4ha; commensurate with the demand from the Precinct. Two hectares for four local parks of half a hectare each, plus off-road trails and additional space in higher density/activity centres is needed. This reasonable open space contribution reflects the desired 10% of land area recommended in Council's Open Space Plan. This is well below that acquired previously in some other Melbourne brownfield sites.
17. The degree of encumbrances that are likely to impact on the sustainability of spaces for sports, recreation activities, and vigorous tree growth, is a concern.
18. Further information is necessary to ascertain the suitability of the central sports park site due to encumbrances. The soil conditions will need to be specified for the provision and management of high-quality sports turf and support facilities. Further advice is needed as to whether as encumbered land this and the park proposed on the northeast quarry site, would qualify as credited public open space.
19. Two large parcels of land included in the proposes public open space scheme adjacent to the West Gate Freeway and The Brooklyn Terminal Station as uncredited open space have no logical open space function given their location and size, other than as a buffer, and they are not central to the residential area.

20. In conclusion, I recommend that all relevant documentation associated with amendment C88 be altered to include the following;
- a site plan that shows:
 - four local parks of a minimum of .5ha, and located on a roadway, in similar locations as previously shown
 - a central sports park of a minimum of 4 ha suitably dimensioned to provide two full sized soccer- football pitches, side by side and oriented north south, overlaid with a senior cricket ground with a wicket between the pitches, and including all adequate buffers, car parking, support and social family recreation facilities, perimeter exercise trail and tree planting
 - a network of off road trails around the Precinct, connecting all public open spaces and destinations outside the precinct
 - additional public open space in the town centre
 - a table showing the revised areas for each public open space as above
 - a refinement of costs of the sports park to reflect the revised size and characteristics of the open space as above.
 - A 10% open space contribution

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



Signature

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1. Introduction

1.1 The brief

The brief was to “review the proposed open space provision and prepare an expert witness statement in relation to the open space provision in Amendment C88 for the land that is known as Precinct 15 in Altona North”.

The subject of this report is open space provision. It does not cover the provision of indoor sport and recreation facilities, or gym and fitness facilities as may be included in the definition of community infrastructure.

In preparation of this report the following tasks have been conducted:

- A review of relevant documentation. Documentation reviewed is listed in Appendix 1.
- A site inspection has been undertaken.
- Inception meeting held with the project team of Maddocks Lawyers and two meetings with staff of the City of Hobsons Bay.

1.2 How this document is laid out

This report follows the information provided from other reports such as the Comprehensive Development Plan and comments made in the Council report “The Amendment C88 Former Dons Site And Surrounds, Altona North February 2017”.

Where text from Council's report is included, the paragraph number is provided at the end (for example (225)). Comments and @leisure's opinion follows each.

Following this commentary, some key issues are summarised under further key issue headings.

1.3 Constraints in reviewing this documentation

A scaled drawing indicating the sizes and dimensions of open space - as shown in the land budget - has not been provided for the areas proposed as open space, along with contours and existing conditions, such as the exact location of the quarry sites and any existing trees.

No indication of private open space to be provided in dwellings in this precinct has been provided.

Geotechnical and contamination information has not been supplied for the sites proposed as open space.

No solar access diagrams have been provided for the proposed areas of open space to illustrate the impact of the heights of buildings adjacent to the open spaces, etc.

No dimensions of the open spaces proposed have been supplied.

Council's MSS states “Ensure effective open space assessments are undertaken in the process of changing uses, assessing development and subdivision proposals, and the potential rationalisation of open space in the municipality”.

No detailed open space assessment has been provided to support the open space proposed.

Council's Open Space Plan 2005 will provide the most logical and substantiated pieces of work to support the nature and distribution of open space in the Precinct.

1.3.1 Relevant Public Open Space Policy

State planning guidance related to the planning of public open space in residential areas is provided by Clause 11.04, Clause 52., and 56 (especially 56.05) of the Planning Scheme, in addition to Linking People and Spaces 2002, as set out in Clause 11. of the Planning Scheme.

The objective of Clause 11.04-1 (Open space planning) of the Planning Scheme's is:

"To assist creation of a diverse and integrated network of public open space commensurate with the needs of the community."

This clause lists strategies that include:

- "Ensure that land is set aside and developed in residential areas for local recreational use and to create pedestrian and bicycle links to commercial and community facilities.
- Ensure that urban open space provides for nature conservation, recreation and play, formal and informal sport, social interaction and peace and solitude.
- Improve the quality and distribution of open space and ensure long-term protection.
- Provide new parkland in growth areas and in areas that have an undersupply of parkland."

Policy guidelines states "Planning must consider as relevant:

- Any relevant Growth Area Framework Plans (Department of Sustainability and Environment, 2006).
- Precinct Structure Planning Guidelines (Growth Areas Authority, 2009).
- Linking People and Spaces: A Strategy for Melbourne's Open Space Network (Parks Victoria, 2002)."

In this particular context I do not believe Precinct Structure Planning Guidelines (Growth Areas Authority, 2009) apply due to the site not being a greenfield or growth area. The site is a brownfield site in an established highly urbanised area and a former industrial site that will have medium/high density residential and mixed-use development.

Policy contained in Linking People and Spaces however does apply– as the "Parklands Code: Urban Open Space Principles" are incorporated into the State Policy Framework Strategies at Clause 11 11.04 Open Space Planning.

The Linking People and Spaces vision relates to a residential context as it states "the (open space) network will continue to be built and improved, so that open space becomes an integral part of our everyday life".

Clause 56 of the Planning Scheme also applies here as a subdivision will ultimately be required on the site and the objectives are appropriate to the inner city, and the higher density context.

The Practice Note 70 on Public Open Space Strategies provides some guidance on local open space planning, and the content of Public Open Space Strategies.

The Urban Design Guidelines 2017 provide some design guidance around local parks. The Apartment Design Guidelines 2017 gives directions on only private and communal open spaces for apartments.

The most relevant local policy guidance is Council's endorsed Open Space Plan 2005. This conforms to the Practice Note 70 on Public Open Space Strategies.

Council Open Space Plan has not yet been introduced into Clause 52.01: Public Open

Space Contribution and Subdivision, of the
Hobsons Bay Planning Scheme.

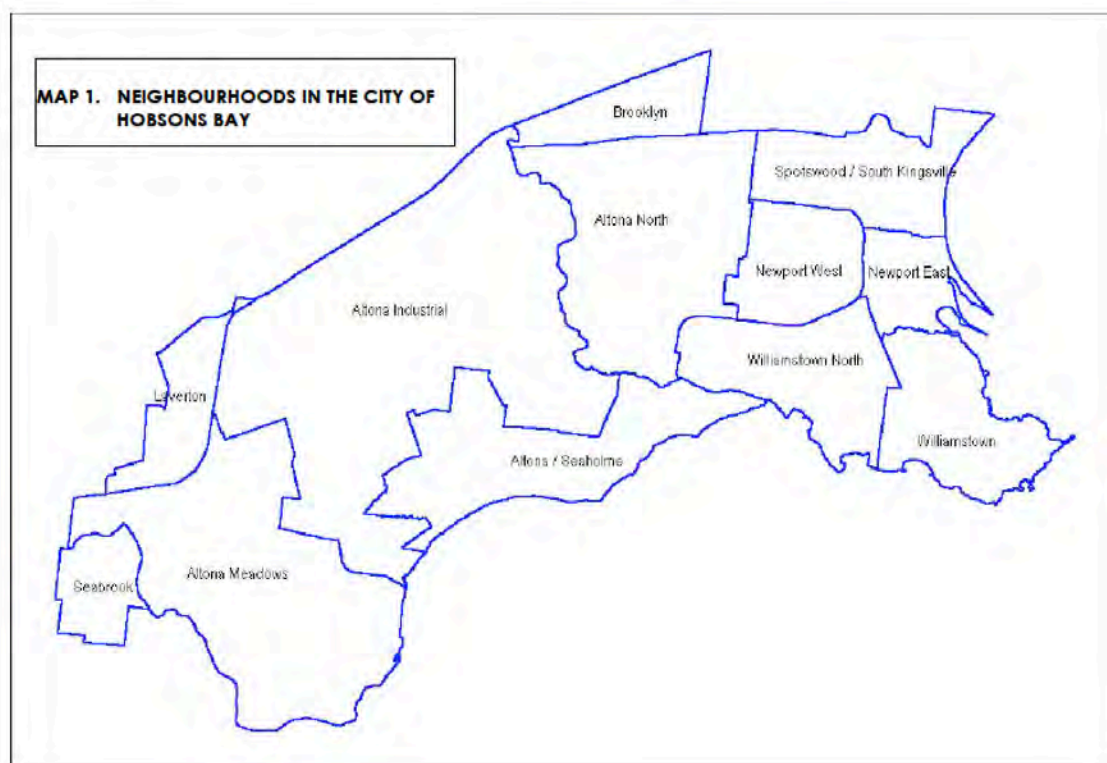
Strategic work is being completed at present on
a Sports Needs Analysis, which will be relevant
to the provision of a sporting park in Precinct 15
(389).

2. The Site

Context

The City of Hobsons Bay is divided into neighbourhoods for planning purposes.

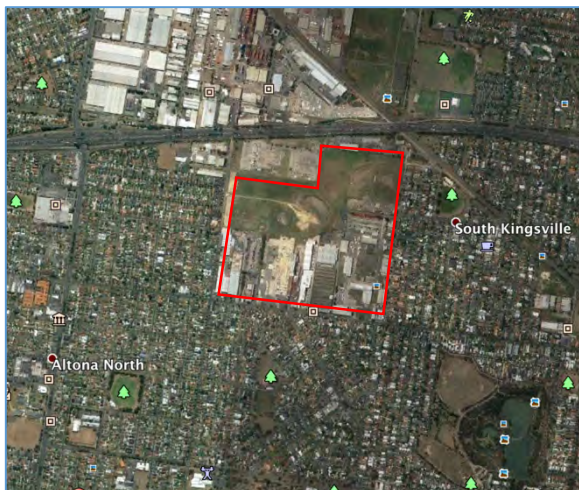
The site is located in the Altona North Neighbourhood. (See map one below).



The site is known as Precinct 15. It is bounded by Blackshaws Road to the south, New Street to the east, Kyle Road to the west, and the West Gate Freeway to the north.

The whole precinct is some 66.9 ha. It is approximately 850m from street to street, east to west. It is around 880m from street to street, north-south mid-block.

Figure 1. The site and surrounds



2.1 Housing density and population

The proposed mixed-use and residential development will provide for up to 3,000 dwellings across the Precinct.

The demographic assessments provided suggest a population of between 5,800 and 7,000 people are likely to live there. These figures have been used to provide a high-level indication of the numbers of people expected to use different types of open space.

The proposed residential area includes dwellings with the maximum heights:

- Up to three storeys along the interfaces of New Street and Kyle Road
- Up to six storeys in the remainder of the precinct
- Three to four storeys along the majority of Blackshaws Road
- A maximum of five storeys around open space areas and the Neighbourhood Activity Centre.²

² Councils report Amendment C88 Precinct 15. Former Dons Site And Surrounds Altona North

3. Proposed open space

Open space proposed as part of the development includes:

- One central sports park/open space area (3.15 ha)
- Four local parks serving each quadrant of the development (.3-.4 ha)
- A very small town square (.1 ha) also described as a “civic space”.



Map 32: Proposed Open Space Areas

Two large encumbered parcels of land, one associated with the Western Distributor and the other a drainage easement) across the site in the north are described in the CDP as “uncredited open space”.

The sizes of the proposed open spaces (excluding the proposed buffer and easement) are shown in the following table.

Table 1. Proposed public open space

Residential local open space	Local Parks Area (Hectares)	Type
LP01	0.3	Local Park
LP02	0.4	Local Park
LP03	3.15	Local Park
LP04	0.4	Local Park
LP05	0.4	Local Park
UP01	0.1	Civic Space
Subtotal “credited open space”	4.75	

3.1 Comparison of the proposal with current policy and plans

3.1.1 Council’s vision for the precinct

Council’s vision for open space provision in the Precinct is “Open space ... should be integrated throughout Precinct 15 by creating and protecting view lines into the spaces enabling passive surveillance and designing the movement network in a way that encourages integration with the open space network.” (384).

“A distributed open space network is required in Precinct 15 that caters for formal sporting activities and passive informal recreation”. (383).

Comment

The entry boulevard will provide view lines to the main central open space, however it is not clear how this vision (above) can be achieved in the other open spaces. Off-road shared paths or streets are not currently shown as providing access to all open spaces that will enable clear vision and access to these local parks.

The central space is not large enough in its current form to meet the requirements for “formal sporting activities” cited above.

See chapter “There is a clear need established for a sports park”.

The provision of an integrated circuit of off-road trails for recreation and active transport, that connects to all proposed open spaces is not evident in the proposed open space provision.

Council’s Amendment C88 Precinct 15 Former Dons Site and Surrounds, Altona North report February 2017 says “the open space network in Precinct 15 needs to respond to and support the intended density of development and limited private open space.

The size and location of the open space has been designed to meet the following, concepts and purposes:

- a. To ensure that all future residents are located within 200m of open space
- b. To offset the increased density of development
- c. To provide amenity to encourage opportunities for higher densities and diverse housing typologies
- d. To deliver a range of high-quality spaces that will meet the needs of the future community
- e. Allows for a range of experiences.”

(385)

The proposed CDP aims to address the above. (386).

Each of these matters raised is commented on below.

a) Public open spaces within 200m of all residences

This statement is consistent with Council's Open Space Plan 2005 that states:

“Places and open space that may be used for ball play, outdoor exercise, and pets, should be closer than that 400m - 500m in higher density developments.”

The current proposal meets this requirement.

b) To offset the increased density of development, and

c) To provide amenity to encourage opportunities for higher densities and diverse housing typologies

Newer high-density developments (apart from affordable or public high-rise dwellings) appear to attract a population with a slightly different age structure to those in other densities of dwelling. This profile includes a lower number of middle and older children for example, and fewer older adults.

It is not possible to determine generic standards for open space in high-density areas that will meet all the complexities of both the housing type and the specific physical environment of the site and its location, as well as the social context, that is a product of who lives in the dwellings and ensure that all needs of occupants for open space can be met.

Instead, it is possible to identify specific issues and impacts on open space associated with high-density dwellings, and Council's priorities to maximise the benefits that open space typically provides in other dwelling densities and types. These issues concern provision, design, and responsibilities.

The implications for public open space in high-density housing relate to four main things:

- The lack of private open space and a traditional “backyard” especially for gardening, children's play, pet exercise and socialisation, fixing and making things, and for social activity.
- The impact of the building bulk and height on the microclimate, access to sun and use of private, communal, or public open space

and neighbourhood character in the immediate vicinity.

- The inability to provide for a diversity of leisure opportunities, canopy trees and a range of environmental qualities on site or nearby for the number of dwellings in a building.
- The difficulty in providing, or the need to increase carrying capacity of existing facilities such as sports reserves and off road-trails, to accommodate additional residents living within a short walk.

Clause 56 of the Planning Scheme requires 'Additional small local parks or public squares in activity centres and higher density residential areas' in addition to the local parks and sports reserves identified as being required. This acknowledges the importance of providing restorative values to people living in higher density dwellings without private space for trees and other plantings.

Having public open spaces within 200m walking distance of residences seeks to provide these "additional open spaces" to offset the higher density of the area, as typically 400m metre distance thresholds are applied to public open space for social, family recreation in low-density areas. This also meets Council's Open Space Plan requirement that "places and open space that may be used for ball play, outdoor exercise, and pets, should be closer than that 400m - 500m in higher density developments."

Given the proposed density, the size of the central park will be crucial to manage high use, not only for sport but for outdoor fitness, dog exercise and socialisation, children's play, jogging and walking, and as the only wide open space with access to full sun in winter.

To meet these requirements, a park of some 4ha in size, minimum, is required in this instance.

This size is considered reasonable for the demand identified in addition to a good distribution of smaller parks and a network of off-road trails.

The importance of view lines to open space to enhance restorative values for people without private green space is emphasised due to the proposed densities. A network of off-road trails connecting to all open spaces will provide additional opportunities for view lines to green space and restorative values. A discussion of interface issues is provided later in this document.

If size, solar access, and soil conditions can be managed to provide an acceptable level of canopy trees and landscape design in streetscapes as well as open space, then the requirements c) of Council's vision can also be met.

**d) Deliver a range of high-quality spaces that will meet the needs of the future community, and
e) A range of experiences**

Best practice open space planning indicates the need to identify a range of functions of open space to be able to specify the characteristics of the space and then to compare this with future community needs and current demand and supply.

Council's 2005 Open Space Plan sets out the requirement to have a range of open space functions and landscape setting types in a neighbourhood, to provide a diversity of opportunities, as well as experiences.

This Plan includes the core functions of social, family recreation, off-road trails, sport, play, relaxation, visual amenity and community horticulture, for example.

In this Precinct open spaces with the functions of social, family recreation, off-road trail, sport and relaxation are required as a minimum.

Quality means fit-for-purpose, and this can only be analysed by knowing the intended use or function of the open space and its likely embellishment.

Not enough information is provided on the proposed open space areas to determine if the proposed open space can practically deliver a range of high-quality spaces that will meet the needs of the future community and the functions above, due to issues raised in this report, namely size of open spaces, the design of interfaces, and encumbrances. However, with the number and distribution of open spaces as proposed, a range or diversity of open space types should be possible, as required by Council's vision, Council's Open Space Plan, as well as the Planning Scheme Standards.

The proposed open space areas could achieve a diversity of open space with at least five different open spaces. If large enough, one large park could provide for running, physical activity, social activities, pet exercise and sports competition as required by the public policy identified above.

With refinements, the additional small local parks could be embellished to meet different open space functions, for example, relaxation, play, visual amenity, and community horticulture. The limiting factors will be size, encumbrances (such as lack of deep soil for tree growth, solar

access for gardening and amenity value), and treatment of the interface to minimise conflict with adjacent residences and appropriation of these spaces by immediate residences. These issues are dealt with elsewhere in this report.

Five smaller parks serving different functions could also deliver different landscape setting types, from those with a high degree of tree cover to more manicured horticultural settings, and open lawn areas, hence different experiences.

Additional space may be required to provide a satisfactory network off-road trail circuits. However, Standard C18 of the Planning scheme indicates "shared paths,... should be designed to be part of a comprehensive design of the road or street reservation" and hence don't need a separate open space reservation.

I have projected the potential number of people who may use different types of recreation facilities. This is shown the following table.

Table 2. Potential number of people in Precinct who may use different types of recreation and sports facilities

Facility Type	Approx. projected no. of residents	
	5,800	7,000
Facilities that are likely to be able to be provided on site		
Off-road trail	3,000	4,000
Outdoor playing field*	1,600	1,900
Outdoor court	453	539
Play space	660	790
Facilities that are unlikely to be able to be provided on site		
Swimming pool	820	980
Skate, roller sport facility	341	406
Indoor gym, fitness, dance centre	1,800	2,100

Facility Type	Approx. projected no. of residents	
	5,800	7,000
Outdoor water-based sports facility	280	330
Indoor sports court	680	800

Note: These projections are based on AUSPLAY, state participation rates in sport and physical activity in 2017 and the projected total number of residents of between 5,800 and 7,000 people (see Appendix 5.)

3.1.2 Council's Open Space Plan Directions

Council's Open Space Plan states "Specific open space sites will be selected in new subdivisions based on:

- the presence of any significant site, any existing open space corridor, and existing SFR space
- the need for specific qualities and opportunities
- the inherent potential of the site to contribute to an overall diversity of setting types, functions and recreation opportunities within the neighbourhood and municipality
- the likelihood of being able to take land as an open space contribution, as distinct from a cash contribution
- the potential to add to or embellish existing open space in the neighbourhood."

Each of these items is discussed briefly below.

a) The presence of any significant site, any existing open space corridor, and existing SFR space

No site of significance - such as a site of cultural or biological significance that needs to remain as open space - has been identified on the site.

Based on Council's 2005 Open Space Plan, the priority for open space in any new development is for a social, family recreation park. (This is defined as a 1 ha park within 400m of all households for a range of age groups, and typically catering for play, social gatherings, picnics, casual ball games, dog exercising, trail activities, kick about space, and possibly environmental activities).

There is no sizeable area of Precinct 15 that is within 400m walkable distance of the development (See following Map 2).

The following image (yellow oval and blue line) shows that there will only be a few individual dwellings that could have access to a social, family recreation area within a 400m walkable distance.

The red lines show 400m walkable to other open spaces but this distance doesn't provide access to activities (just the edge of the space) or social family recreation areas.

The green line shows a walkable distance of approximately 1km from nearby open space including those with sporting opportunities, and how far this extends into the Precinct.

Also to note - there is no current plan to create access to McIvor Reserve in the City of Maribyrnong from Precinct 15 shown within 1km.



Map 2. Open spaces in walkable distance

See above for explanation of lines

b) The need for specific qualities and opportunities

See previous discussion on this issue under d) in 3.1.1.

c) The inherent potential of the site to contribute to an overall diversity of setting types, functions, and recreation opportunities within the neighbourhood and municipality

The lack of inherent features of significance in the Precinct 15 land that could contribute additional recreation and open space facilities and setting types such as forested areas in short supply in the municipality means that the open space in the Precinct needs to focus first and foremost on the demand generated from within the proposed development.

An indication of the demand for outdoor recreation facility types is shown in the table above.

The Hobsons Bay Open Space Plan indicates “In the siting and design of open space, Council will aim to add to recreation opportunities available to ensure there is a range: from those dominated by natural elements and dependent upon peace and quiet, with little or no facilities or management presence, to those dominated by social activity and complex built facilities.” This can and should be implemented in the precinct. Discussion concerning the presence of the open space in the vicinity of the precinct is provided in the following chapter.

d) The likelihood of being able to take land as an open space contribution, as distinct from a cash contribution

In a precinct of this size and proposed residential density, it is considered essential that public open space is taken on site to serve new residents within the desirable distance thresholds identified in Council’s Open Space Plan and the Planning Scheme.

There is no apparent reason why, across the whole precinct that will not be possible to take a public open space contribution as “land”. Whereas in some small precincts the footprint prevents taking a sustainable quantity of land in the development.

e) The potential to add to or embellish existing open space in the neighbourhood

The size of Precinct 15 and the limited availability of open space in the vicinity limit options for future residents to access existing open space.

There is little open space within walkable distance that can serve the precinct, and therefore there is no potential to add to or embellish existing open space in the neighbourhood to cater to the new residents.

There is no sizeable area of Precinct 15 that is within 400m walkable distance of the development for social, family recreation (See following Map 2).

While some of the precinct has access to sport within 1km in Hobsons Bay, these sports facilities are not full-sized fields and are single grounds, which are not sustainable for club use and offer limited options for sport or changing use.

Council's Open Space Plan suggests "Transforming single oval sports facilities into a minimum of two playing fields/ovals with one associated shared pavilion and possibly a social hard court space" is a priority.

Due to the limitations of the existing sporting open space in Altona North, Council has plans to redevelop some sporting space (within 1km of the Precinct) to provide a better range of sporting facilities. One sports ground is proposed to be redeveloped to providing sports hardcourt/ specialised sports surfaces that will complement the provision of soccer-football facilities at Edwards Reserve and facilities proposed in Precinct 15.

Catchments shown in the Map 32 Proposed Open Space Areas are misleading as they are "as the crow flies" and not walkable distances. They do not take into account the barriers created by major roads, especially the West Gate Freeway and Blackshaws Road, and the railway line. The distances shown are to the edge of the open space, not inside facilities, which would be required to conduct an activity.

Therefore, the open spaces external to the Precinct are less accessible to the development than shown.

In addition, it is not likely that the local parks will be overly sought after by existing residents to walk to other than the sportsground, due to their limited size and hence limited likely offer; and

given the constraints and proximity to medium density housing are likely to mean reduced levels of amenity, and solar access for example.

4. The amount of open space required

4.1 Size of individual parks

The total amount of open space required should reflect the size of individual open spaces that meet the range of community functions new residents will need.

The size of local parks proposed range from .10ha in the town centre to .3 and .4ha for local parks and 3.15ha for the central sports park (as outlined previously in Table 1.).

In the CDP G20 states: Local parks should be designed to cater for a broad range of users by providing a mix of spaces and planting to support both structured and unstructured recreational activities and play opportunities for people of all ages and abilities.

Comments

Council's Open Space Plan identifies the need to ensure parks can provide opportunities for physical activity. "Councils can make a major contribution to lessening the burden of disease by providing appealing open space close to where people live, as well as the facilities and services that motivate people to exercise, and undertake regular physical activity that can provide health benefits".

The desirable size of local parks outlined in the Hobsons Bay Planning Scheme relates to the ability of a park to include landscape amenity, as well as physical activity for multiple people of all age groups. For example, this may include: an area for kick to kick, a free access basketball or tennis/sports court, an area for skating, practice goals or nets, an area for dog exercise, fitness

or personal training activities, paths for wheeled toys, a perimeter path for jogging or walking, and play elements for children.

Given the size of the small local parks in this Precinct, this objective to cater to all users and a range of activities may be unrealistic.

Not only will the size of parks affect the ability to provide multiple activities in the one place, the size of open space also affects user's opportunities and Council's ability to:

- Provide for physical activity as well as relaxation, visual amenity, and social activities in a space
- Provide facilities that have a considerable sphere of attraction
- Provide a variety of opportunities for a range of different age groups, without conflict
- Provide a diversity of activities and leisure experiences across the network
- Provide park perimeter paths for exercise
- Provide solar access to open space in high-density housing and mix-use areas
- Protect the desired amenity and uses in a space
- Provide social and noisy places, as well as those for reflection, peace, and quiet
- Deliver sufficient buffers around sports fields
- Be able to manage wear on playing fields and support sports club viability
- Manage spaces cost effectively
- Protect the integrity of vegetation by minimizing the invasion of weed, storm damage, and overuse
- Adapt to changes in demand over time
- Insulate a park user from traffic noise and other visual intrusions which may affect the recreation experience sought

The smaller the park, the more likely they will need to be fenced.

Limited physical activities will be possible in the smaller parks at the current size.

The size of the sports park

The size of the sports reserve (shown as a 3.1 ha site) is a concern in order to provide two full-sized soccer pitches without potential cricket wickets between them (which is a standard format expected as a minimum for club competition), and at the same time providing for the basic number of cars, small shared pavilion, sports lighting, machine path around the perimeter of the reserve, in addition to shade trees and some provisional play opportunities, some element of free access facilities (i.e. practice cricket nets, free access hard court). It is difficult to see how all these features could be accommodated.

Whilst three soccer -football field or two Australian rules football fields field would be the most sustainable size for a community sports park, it is acknowledged that this size may not be practical within a reasonable land budget- in addition to four other local parks, and the demand likely to be generated from within the projected population is more likely to be equivalent to a two full sized pitch facility.

If the central sports park was to be increased to 4ha, it could adequately provide for two full-sized soccer-football fields, a cricket pitch and associated support facilities, and social family recreation facilities. This is half of what is recommended in the planning scheme.

The size of small local parks

The increase of the small local parks to .5 ha – (which is also half of the desirable size for a social family recreation space and local park in the Planning Scheme) – is more likely to be able to provide a range of social and physical opportunities and experiences for people of all ages and abilities in the Precinct population; to minimise conflict with adjacent land use, provide a good level of landscape amenity and restorative values, and provide a reasonable amount of sun.

The size of the town square

The size of the town square (proposed as .10 ha) is a concern as to how it can meet the expectations listed (below) in the CDP.

DG1 States; “A centralised town square to act as a focal point for surrounding retail and commercial uses and to provide public space for community activities such as a local market.”

DG8 States: “Development surrounding the town square must not be overshadowed by surrounding buildings.” If the surrounding buildings are mid-rise (4 to 6 stories) this may not be achievable).

DG12 Indicates: “The town square should be designed in such a way to enable a variety of community activities to be held within it, including consideration of appropriate paving, utility services, lighting, landscaping, street furniture and weather protection including awnings.”

R21 indicates “Pedestrian activities including outdoor dining is encouraged ...within the civic square”. This means that there will be limited space for any public recreation activity, landscape, and physical activity.

R36 indicates:” Development must be designed to avoid casting shadows on 2/3 of the public open space areas between 11:00 am and 2:00 pm on 22 September”.

The report prepared for VPA Altona North Commercial Office Floor Space Analysis by Essential Economics states that “centres will become places that move beyond being locations for retail and business activity, to being locations where communities come to meet and interact safely and comfortably outside normal business hours. This will be built on a high-quality food and dining offer, supported by a range of leisure activities, including those that relate to passive and active sport and recreation opportunities. ‘

4.2 The total amount of public open space required

Council’s Open Space Plan indicates that “Leisure demand cannot be met purely by a specified quantity of open space. There is a direct relationship between social, physical and managerial conditions that give value to a place or provide qualities of open space for specific activities and experiences”. Hence the arguments for a number of metres per person are not valid – unless they relate to specific types of open space that can accommodate a specific number of people.

Council’s Open Space Plan 2005 highlights “the character of the local residential neighbourhoods has a considerable bearing on the sense of wellbeing and quality of life of its residents, and given the high degree of industrial development and urbanisation in the City, there is a need to compensate for these by providing more open space than would be required in a fringe or rural municipality.”

The State Planning Framework of the planning scheme (Clause 11.04-1 Open space planning), states the objective is the “creation of a diverse and integrated network of public open space commensurate with the needs of the community”. This implies multiple public open space function types to meet demand, a range of opportunities and experiences at suitable locations and sizes.

Council's vision includes: "A distributed open space network is required in Precinct 15 that caters for formal sporting activities and passive informal recreation" (383). This, and in a number of instances - such as Clause 56.05 of the planning scheme - the requirement to provide multiple types of open space is identified, including those for sport.

Clause 56.05 open space objectives include: "To provide a network of quality, well-distributed, multi-functional and cost-effective public open space that includes local parks, active open space, linear parks and trails, and links to regional open space."

Clause 56.05-Standard C13 indicates some basic sizes for parks required in new developments where a subdivision is proposed. These include:

"Active open space of at least 8 hectares in area within 1 kilometre of 95 per cent of all dwellings."

"Where not designed to include active open space, local parks should be generally 1 hectare in area and suitably dimensioned and designed to provide for their intended use and to allow easy adaptation in response to changing community preferences. "

"Additional small local parks or public squares in activity centres and higher density residential areas."

Clause 56 of the Planning Scheme and Council's Open Space Plan reinforce the need for public open space for social, family recreation, off-road trails, sport and "additional small local parks or public squares in activity centres and higher density residential areas", or a range of other functions and landscape setting for relaxation, visual amenity, community horticulture, etc.

Comment

Councils' Open Space Plan identifies the priority provision of having social, family recreation spaces within 400m of all dwellings, and a network of trail corridors. Similar to Clause 56.05 requirements, these parks are to be 1ha each in size. This would equate to a minimum of two 1ha parks, and adequate space for an off-road trail network. This may require a grid of 2 east-west trails and two north-south trails across the precinct. These trails need to be in a 10m open space corridor if not in a road reserve or existing open space, as per the Open Space Plan, and the Planning Scheme Standard C18.

Considering the distribution of public open space proposed within 200m walkable distance, it is reasonable that the size of the four local parks is reduced to ½ the desirable size- to .5 ha each. This is equivalent in size to the desired 2 ha of open space for social, family recreation in the Planning Scheme and the Open Space Plan (a).

Whilst the preferred minimum of 8 ha for a sports facility is desirable and most sustainable – which can accommodate the requirements of two Australian Rules football and cricket ovals or three soccer -football grounds, in this context the demand from within the Precinct 15 is likely to be equivalent to two soccer fields and one cricket, which equates to a minimum of 4 ha (b).

This amount of open space required from the above calculations (abs) equates to a minimum of 6ha of public open space excluding off-road trails, and the additional space to provide a diversity of functions and landscape setting types in open space as required by the Plan.

This amount of public open space is supported by the likely number of people who may use different type of facilities. See Table 2.

Net developable or total area

VPA have calculated the percentage of open space based on that used in growth areas.

The percent of public open space identified is based on net developable area, which in this instance is less relevant than the total percentage of land area.

It is argued here that Precinct 15 is neither a growth area nor a greenfield location. Typically, the basis of the contribution is Clause 52.01 of the planning scheme. This does not specify percentage of developable area.

PSP Guidelines

The VPA's Precinct Structure Plan Guidelines used in the growth areas require a ten per cent open space contribution that is split between six per cent (3.96 hectares of Precinct 15) active open space and four per cent (2.64 hectares of Precinct 15) passive open space. (390).

As noted early in this document, I don't believe these apply to a brownfield inner urban context.

Percentage of area reasonable to provide for public open space needs

Council's Open Space Plan requires the provision of 10% open space in new developments. As common in areas other than growth areas, this amounts to 10% of total land area, not net developable area.

This equates to 6.6 hectares of Precinct 15.

This ten per cent does not make any special compensation for the density of development, i.e. medium-density (midrise development) of the dwellings proposed in Precinct 15, and excludes any contribution for indoor sport or aquatic infrastructure.

The rationale of the ten per cent required in the 2005 Open Space Plan is based on the provision of a core range of open space functions in each neighbourhood. These functions of open space are based on the acknowledged benefits to humans of open space (as outlined in that Plan), and quantifiable demand. They include the same assumptions about key functions (social, family recreation, off-road trails and sporting open space needed within walkable distance in addition to a diversity of other function and landscape setting types).

These are reflected in the policy to select specific open space sites in new subdivisions based on policies outlined previously in this document.

To meet these requirements of Clause 56.05 alone, a minimum of 10 hectares of open space would be required, in addition to an unspecified amount of land for off-road trail corridors, and the small local parks or public squares in activity centres and higher density residential areas.

The provision of one sports park alone to the size specified in Clause 56.05 (8ha) would require greater than the 10% of land area in Precinct 15.

“Clause 52.01 of the Planning Scheme states “being a percentage of the land intended to be used for residential, industrial, or commercial purposes, or a percentage of the site value of such land, or a combination of both).”

Comment

Based on the above, the need established for public open space, the amount required equates to more than 10 ha, plus any space required for off-road trails and additional spaces in higher density/activity centres.

The quantity of open space reasonable to request as a contribution is 6 hectares, plus any addition required to provide an integrated network of off-road trails around the precinct and additional public open space in higher density/activity centres.

This reasonable open space contribution reflects approximately 10% of land area recommended in Council’s Open Space Plan.

Other open space contributions in brownfield locations

Council’s report on Amendment C88 indicates, “a review of other brownfield sites in Metropolitan Melbourne has shown that no other site has been able to achieve such a large open space contribution. (389)

Comment

The statement above about contributions in other brownfield sites in metropolitan Melbourne is not correct.

Lynches Bridge was developed between 1994 and 2004 into the residential estate Kensington Banks. This development delivered 25% open space. There are other examples, including Waverley Park (approximately 20%), Beacon Cove and The Heath (approximately 18%). Other Golf Courses for example in Maroondah that have achieved similar amounts. In recently proposed developments of the Pentridge Prison site my understanding is that it is proposed to provide more than 10% public open space.

Use of encumbered land and including encumbered land in open space contributions

Council’s Amendment C88 report identifies Precinct 15 is contaminated and by its very nature carries liability. An SoEA with conditions is required prior to dwellings or open space being developed, however these statements set out conditions and require clean fill soil layers be maintained to a certain depth.

Council must carefully consider whether it is willing to accept a large amount of such land as a future asset. As the VPA and landowners have advised that Council will not be given

contaminated land with onerous conditions, this should not be an issue. (402).

The Council report also indicates that Council will (and rightly so) specify, “that encumbered open space will not be considered part of the open space contribution”.

The VPA include encumbered open space in their calculations. Encumbered open space is constrained in some way from being developed for the purpose of passive or formal recreation. (390).

Council’s Existing Open Space Plan 2005 says: “Land encumbered by flooding, major easements, or buffers will not be taken as a public open space contribution to satisfy the demand for the following categories of open space: sport, play or social, family recreation functions. However, it may add area to land taken for this purpose over and above the minimum land requirement.”

Comment

Encumbered open space is not suitable for all functions of open space, for example social, family recreation, or sport. The implications of some encumbrances for sport, for example, may be alleviated at a considerable expense through construction techniques such as capping or piling, or design and the replacement of deep soil for example. However other encumbrances, such subsidence from filled land, or inundation, or the location of electric supply transmission lines that impact on sports lights, may not be able to be overcome.

Also, it is commonly suggested that synthetic playing surfaces may be laid on capped sites or those with poor soils. However, these surfaces are expensive to provide and maintain, and

while they enable additional hours of use of a soccer football pitch for example, synthetic playing surfaces are not suitable or sought after for all sports competitions, and the same surface cannot be used by all sports.

Requirements for open space set out in the CDP indicates a high expectation in relation to trees and conditions to ensure practical maintenance. For example: “R29 All parks must be designed and developed to enable practical maintenance”. “R32 Parks and open spaces must contain extensive planting of large-canopy trees that are suitable to the urban environment, local climate, and soil conditions”.

These requirements may be difficult to achieve given the encumbered nature of the land.

The proposed CDP includes a guideline that specifies the BTS easement should be gifted to Council as an open space area. However, there is no need for this space or particular benefit of securing this as open space that is apparent apart from as a buffer, or any intended use, when additional public space would be desirable for recreation in other parks.

As noted previously, any open space transferred to Council must be remediated and rehabilitated for its intended use. (394)

Council’s Open Space Plan clearly states that it will not accept encumbered land as part of the 10% open space contribution sought, and the sites shown as “uncredited open space” are not in a location that would provide a logical open space function, other than for a buffer.

Also, there is a concern that two of the proposed parks are located on quarry sites; however, these are not shown as uncredited open space.

4.3 Nature and function of spaces

It is best practice to identify the function of open spaces required based on demand, and the existing supply of spaces at the planning stage. The function determines the size, location, and distribution and other characteristics that ensure they are fit-for-purpose.

An objective of the proposed open space scheme from the Comprehensive Development Plan is “To facilitate a network of diverse and highly accessible open spaces capable of accommodating a wide range of social and recreational activities.”

No open space function or landscape setting type has been nominated for each space, that will enable a diversity of experiences sought in accordance with Hobsons Bay Open Space Plan and the CDP. This makes it difficult to comment on the adequacy of size and the appropriateness of these spaces without an intended purpose.

However, the CDP R35 says: “Each of the local parks should act as a focal point for the neighbourhood, and each must demonstrate its distinct function and character.”

The nature and function of the sites determine the size necessary to ensure they are fit-for-purpose. The sizes of the proposed open spaces are shown in the following table.

Table 3. Sizes of all proposed public open spaces in the Precinct

Residential local open space	Local Parks Area (Hectares)	Type
LP01	0.3	Local Park
LP02	0.4	Local Park
LP03	3.15	Local Park
LP04	0.4	Local Park
LP05	0.4	Local Park
UP01	0.1	Civic Space
Subtotal credited open space	4.75	
LP06	1.11	Linear Reserve
LP07	0.17	Linear Reserve
Subtotal uncredited open space	1.28	
Total	6.03	

Comment

Whilst it is desirable that there are two social, family recreation spaces to comply with the intent of the Hobsons Bay Open Space Plan and Standard C13 Clause 56 of the Planning Scheme, if there is one large central space that can provide a fit-for-purpose sports park, a social family recreation space could be colocated with limited additional space, and the smaller reserves as shown could provide for play, relaxation, and visual amenity, or even community horticulture functions.

The functions of the Local Parks shown as LP 06-and 07 are buffer and/or utility. There is no guarantee that they will be suitable or capable of being public open space in the future and they should not be described as Local Parks.

5. The need for a sports park in the Precinct

The VPA commissioned ASR to consider the open space needs of Precinct 15. This report concludes that Precinct 15 is well serviced by active open space facilities, and makes a number of suggestions to improve the capacity of existing spaces, such as installing additional floodlights and synthetic surfaces. (396).

Comment

This VPA report makes some assumptions about the size, condition, and additional carrying capacity of existing sports facilities reserves in Hobsons Bay and Maribyrnong Council, which can be shown to be incorrect.

The VPA report does not drill down comprehensively to sports needs assessment as Council is currently doing in its Sports Needs Analysis that is yet to be finalised.

The VP report uses 2012 participation data, and may not account for the growth outside the area and demand for community non State sporting association demand, and hence the capacity of existing facilities will change. Additional potential growth in female participation and social or community is likely to be considerable.

The City of Maribyrnong Sports Field Asset Condition Plan audit in 2016 found that most sportsgrounds in the City of Maribyrnong are currently poor quality and at, or over capacity. They are being used longer than the turf can withstand, resulting in wear patches, possible unsafe playing surfaces, higher maintenance costs through returfing, and fields being unavailable for use. Mclvor Reserve was found

to have one field of the poorest condition of all of Council reserves.

Projected increases in population will exacerbate this trend.

This is an important issue for both soccer and cricket where the demand for social and community competitions -not conducted under the auspice of the peak bodies is in increasing. The State Football Plan 2017 acknowledges this participation is growing.

The majority of the population use and value sportsgrounds as green space, for casual play and exercise, for events and community celebrations, and for dog exercise and socialisation, for example.

In their current condition, existing sports ovals can only withstand a limited amount of use. They are not enabling an increase in participation in sport or physical activity, nor the growth and enhanced sustainability of sports clubs.

The VPA report found: "The most significant organised participation sports appear likely to be Tennis, Basketball, Australian Rules Football, Netball, Soccer, and Cricket. Golf is generally not included in discussions associated with active open space provision because of its disproportionately large land area requirements."

The requirements of Clause 56 don't suggest separating organised and other forms of "active" open space. Nor do they suggest the disregard for the demand for some sports if they cannot be provided on site. This would exclude between 200-300 new residents who may wish to play golf, for example. It is desirable that these people be accommodated elsewhere.

Contrary to the findings of the VPA report, there is likely high demand for a range of open space activities, including sport.

Council is conducting Sports Needs Analysis that will identify the current membership of state sporting association by players in the City, and this data will be available in the near future.

Based on current state participation rates in sport and physical activities and the projected number of people in the population of the Precinct (based on 5,800 and an upper limit of 7,000) the potential use sports facilities has been estimated and is shown in the following table.

These sum all the likely participants in outdoor sports, as an indication of those who would need to find a facility in the vicinity of Precinct 15.

In applying not just the club membership figures, but the likely state average participation in a range of sports (played socially and competitively), these indicate the likely number of people who may seek to play the game. This is an objective of the state government.

The participation rates used are based on 2017 Victoria participation rates for sport and physical activity.

Based on 2016 registered player numbers the likely number of registered players of the state sporting association competitions for cricket and soccer-football and the likely population of Precinct 15, is projected at between 200-260.

Based on likely carrying capacity of a field of 20-30 hours a week maximum, there is unlikely to be any spare capacity of the fields used by this number of people, plus any away side. See Table 4. following.

Table 4. Potential projected number of registered players for soccer football and cricket in the precinct population

Facility Type	Potential registered players	
	5,800 residents	7,000 residents
Cricket	224	266
Soccer	200	238

The Football Federation of Victoria's State Facilities Plan 2016 has identified the possible short fall of 6 soccer – football pitches in Hobsons Bay at the present time.

Table 5. Potential projected number of sports participants in the precinct population

Facility Type	Likely number of users**		Likely club members***	
	5,800 residents	7,000 residents	5,800 residents	7,000 residents
Outdoor playing field*	1678	1997	465	547
Indoor sports court	688	819	333	397
Outdoor sport court	453	539	230	275
Outdoor water-based sports facility	282	336	104	125

³ Excludes outdoor bowling and mallet sports

*** Not all sports membership data is available

** Based on state participation rates including social, everything being equal and at least once a year

* This includes participation in 13 different sports socially or competitively.

In addition to the above, there are likely to be as many as 1,100 dogs living in the precinct that will need to be exercised.

Size, configuration, and quality of the land to sustain a sports park

Clause 56.05-2 Public open space provision objectives, Standard C13 states:

“Active open space of a least 8 hectares in an area within 1 kilometre of 95 per cent of all dwellings that is:

- Suitably dimensioned and designed to provide for the intended use, buffer areas around sporting fields and passive open space
- Sufficient to incorporate two football/cricket ovals
- Appropriate for the intended use in terms of quality and orientation
- Located on flat land (which can be cost-effectively graded)
- Located with access to, or making provision for, a recycled or sustainable water supply
- Adjoin schools and other community facilities where practical
- Designed to achieve sharing of space between sports.

Comment

The central sports park will need to be larger than the 3.1 ha proposed, to enable “suitably dimensioned (and oriented fields) and designed to provide for the intended use, buffer areas around sporting fields and passive open space”, or space for associated social, family recreation activities, dog walking, outdoor fitness and a pedestrian path around the park perimeter for walkers and joggers⁴; the demand for which will be generated by the immediate surrounding residents.

It is noted that previous sketches of the sports park provided, do not show full-sized fields, car parking, pavilion, adequate buffers, or space for “passive recreation” or a perimeter path as recommended by previously identified state policy documents and Council’s Open Space Plan.

The proposed configuration of the sports reserve shown in Map 32 (with the north-east corner not being a right angle) is also not adequate to allow two full-sized soccer-football pitches side by side with a cricket wicket in between and a pavilion on the north/northwest.

Therefore, it does not meet the requirement of Clause 56. As being “adequately dimensioned”.

4 3.31 Urban Design Guidelines Victoria 2017

The proposed 3.15 hectares of land for this park will only provide for two small soccer-football pitches without car parking, sports lighting, a full-sized cricket pitch, buffers, suitable landscaping, passive recreation (play space) perimeter path, or a pavilion.

The recommended size for a social, family recreation park to comply with Clause 56 of the Planning scheme the Hobson Bay Open Space Plan is one hectare. This type of function cannot be accommodated in the other local parks as proposed, as they are less than half a hectare in size. When this social family recreation function is provided in conjunction with a sports reserve, only a small additional area is required.

Whilst 3 full sized and lit fields for football – soccer are the most sustainable number and configuration required for a community sports park, the demand for football -soccer and cricket from the likely residents of Precinct 15 development, is likely to equate to two full sized lit fields.

Two soccer-football pitches over one cricket field plus car parking, small shared pavilion, public toilets, and adequate buffers and an area for social family recreation would be a minimum level sports facility required for this development and the projected population. This facility will require a minimum of 4 ha in order to meet all code requirements.

Ensuring the sports park is fit-for-purpose

Precinct 15 is contaminated due to its previous industrial use, which included an abattoir, landfills, below-ground storage and supply of petrol and solvents, manufacturing of compressed gases, titanium dioxide pigments, aluminium sulphate, imported fill material, and timber treatment and storage. The amendment proposes to apply an EAO to Precinct 15 to ensure that land is remediated to an appropriate standard, as per Ministerial Direction 1: Potentially Contaminated Land, with either a certificate or SoEA issued. (228).

There are two former quarries and two former landfills in Precinct 15. No geotechnical information has been provided that indicates these sites can cater for their intended uses or not. These areas must also be fit-for-purpose (whether it be active open space, pavilions, playgrounds or a community facility) from a geotechnical aspect. (242)

As noted previously, public open space areas and land for the community facility are expected to be vested with Council in the future. Council's report notes, "an SoEA must be issued for these areas that allows for the provision of open space and community facility use. These areas must be fit for purpose (whether it be active open space, pavilions, playgrounds, or a community facility) from a remediation aspect. (239)

Council's Open Space Plan indicates that: "The landscape design and standard of embellishment of new open space provided by developers will be at a level able to be sustained by Council after the developer has left the site."

Council will not accept any liability or responsibility for monitoring and management

requirements associated with these sites. The applicants for Amendment C88 have advised (through their consultant) that they will ensure Council does not take on liability and ongoing management and monitoring requirements.

Council can enter into agreements pursuant to s173 of the Act to formalise this. It is expected that discussions will take place with the landowners when appropriate to progress this matter.

Comment

The location of the sports park and the north-east local park appear in part to be over a former quarry. As these will be filled sites, significant investment will be required:

- to ensure that the sports park will not experience any subsidence
- has a suitable soil profile for growing high-quality turf grass suitable for sports competition, year round
- that the turf surface will remain with less than 1% grade across the site, it will be well drained and able to be irrigated; and
- a building and floodlights can be located on it
- to ensure soil conditions support trees growth
- to ensure children, for example, will be able to play with soil without harmful effects.

The location of the trunk sewer and electric supply infrastructure will need to be away from locations where sports fields lighting is required, and community buildings are to be located.

From the location of these two proposed parks, it is implied that these sites are encumbered, and therefore that this area of the park would not qualify as an open space contribution in accordance with Council's Open Space Plan.

Contrary to the suggestion that "conditions cannot be determined to guide exactly what soil depths are acceptable on these sites and what monitoring and management requirements are appropriate. (240)" for a sport facility, these can be clearly articulated. In the case of sports parks, suitable conditions will be determined by the ability to retain a level site without movement or subsidence, adequate depth and makeup of the root zone soil to allow suitable turf to thrive, the ability to irrigate and drain the site in accordance with the playing conditions required by the nature and level of competition of the sports played, and the ability to site suitable sports lighting in the appropriate locations with proper footings - away from transmission lines.

5.1 Relationship of open space to density

“The Comprehensive Development Plan” proposes the following guidelines:

G9 Where houses and other buildings directly abut open spaces, easements or other public realms, they should have a positive address to the space,” and

“Public open space areas should be a focal point for the surrounding residential uses.”

DG8 Development surrounding the town square must not be overshadowed by surrounding buildings.

R36 Development must be designed to avoid casting shadows on 2/3 of the public open space areas between 11:00 am and 2:00 pm on 22 September.

To achieve Council’s vision, the development of Precinct 15 needs to ensure that:

- a. the development yield is not exceeded
- b. the density and built form interface to New Street and Kyle Road respects the existing patterns of development
- c. higher density (mid-rise) development is located in the core of Precinct 15 and in proximity to open space and the NAC
- d. the development interface to the north addresses potential amenity issues. (255)

Council’s vision includes “Open space provides great value to the community and should be integrated throughout Precinct 15 by creating and protecting view lines into the spaces, enabling passive surveillance and designing the movement network in a way that encourages integration with the open space network. (384)

The proposed CDP includes provisions that provide guidance about the density and built form acceptable around open space. Within the majority of Precinct 15, a six-storey height limit

applies with apartments suitable in locations to the south, east or west of open space areas. (404).

Active interfaces that encourage passive surveillance, such as the location and interface with the NAC and public open space, are important and noted in the proposed CDP. (283)

The CDP specifies, “R34 Open spaces must have a road frontage to all edges except where housing fronts open space with a paper road, to the satisfaction of the responsible authority.”

The CDP includes a requirement that specifies that areas suitable for mid-rise development are: “adjacent to the south, east or west of open spaces.” 19 Altona North Comprehensive Development Plan, December 2016, requirement 12.

Amendment C88 documentation includes “a maximum of five storeys around open space areas and the Neighbourhood Activity Centre”.

Council’s Open Space Plan provides guidance on the interface between residential development and parks: “Where houses abut a reserve of a sufficient size, of SFR or SPORT function, they should face the reserve, desirably from over a roadway.

Houses should address the open space.

Public open space should present to transitional space, not a private rear or side yard.”

Comment

There are three interrelated issues associated with the interface between parks and public open space. These are a) the height and form of buildings immediately adjacent to the park, b) where these are located in relation to sun and wind, and c) whether the boundary of the park is a road, and if not what the suitable form of transitional space is.

Whether the boundary of the park is a road, and if not what the suitable form of transitional space is.

Not all open space meet Council's open space guideline "should face the reserve, desirably from over a roadway" and "not a private rear or side yard".

Not all open spaces, such as that proposed in the town centre, meet requirement 12, "adjacent to the south, east or west of open spaces."

The Town Square appears to have residences/buildings immediately on the north side.

It appears that the local park proposed in the north-west does not have any road access. This is undesirable because the small size of the open space and the potential heights of adjacent buildings mean it may not be read as public space and it is unlikely to meet the vision "creating and protecting view lines into the spaces", as well as "designing the movement network in a way that encourages integration with the open space network". It would seem unlikely that this space could meet solar access guidelines or those related to the need for open spaces to address the street.

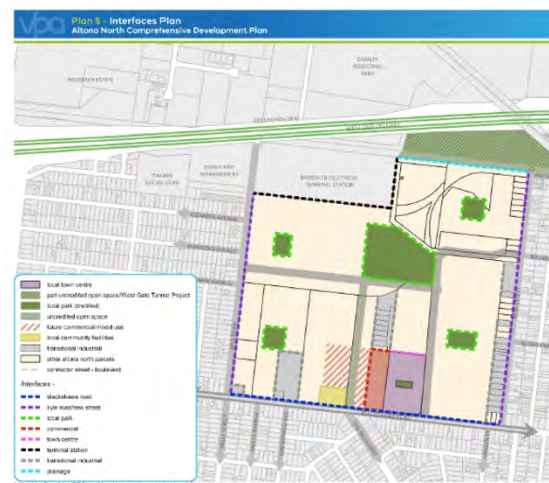
Due to the size and function of the central sport park, it is desirable that a street forms the boundary on each side of the park, and that it has a perimeter shared path for exercise around the outside. This maximises the value of the park for all residents of the precinct, limits over appropriation, and ensures some buffer between housing and playing fields from lights, ball escape, and the noise of competitions. The lack of a local street on the west side of the sports park is a concern, which may mean no buffer is provided from ball escape, etc. and entry to a pavilion by car may be more difficult.

Plan 5. Interface Plan in The Comprehensive Development Plan, suggests the treatment of the sports park would be as per other local parks. Cross sections of these are shown in Figure 4. Local Park interface, and Figure 4 Local Park Interface (road). See following.

The preferred treatment of the separation between housing and the sports park is a road (as per Council's Open Space Plan) and with the park including a shared off-road trail for exercise around its perimeter (similar to the trail around Princes Park Carlton), and recommended in 3.31 of the Urban Design Guidelines 2017.

Best practice suggests that all local parks larger than approximately .75 ha should have a road boundary on all sides and small reserves should have a road on a minimum of two sides, and preferably three.

Map Interface Plan 5



The Local Park Interface (road) version should show an off-road trail around the perimeter of the park, to ensure adequate buffer from recreation activity and encourage physical activity from immediate residents. For other local parks the "Paper Road" with a footpath meets the Open Space Plan's objective of having some transitional space. However, the paper road is not of an adequate width to provide a shared trail. An off-road shared trail is required in preference to the footpath (as shown).

Not all parks are served by a shared trail or a bike path, as shown in Map 27. All parks should have direct access from an off-road trail that contributes to an integrated off-road trails network for the precinct as a whole, and provides the required view lines.

The height of buildings immediately adjacent to the park

As noted previously in this report, it is not desirable for public open spaces to be encircled by higher density housing. This will prevent Council's vision of creating view lines into public spaces and in particular, restrict the views of the green space from residences behind the highest building (in accordance with Council's vision above).

Buildings may shade the open space, and hence impact on the amenity and attractiveness of the space to users, as well as plant growth, and overall use of the park, as well as the potential appropriation by residents in multiple level dwelling developments overlooking the space.

A key decision about overshadowing is the appropriate time of the year to measure when additional overshadowing might occur. Choices are equinox (22 September) or winter solstice (22 June). It could be argued that to make an attractive and well-used public open space that the appropriate measure should be time at the winter solstice. This should be further investigated.

It is not clear what the following guideline related to the interface between buildings and the town square means and how it can be fulfilled. "DG8 Development surrounding the town square must not be overshadowed by surrounding buildings".

Figure 4 shows a maximum of 2-storey dwellings abutting a park whereas the Plan 4 sub precincts shows three storeys + set back from the road frontages adjacent to parks. Council's report on Amendment C88 indicates midrise development (3-5 storeys) "in proximity to open space and the NAC".

A podium with significantly set back upper levels are provided elsewhere in high-density developments to mitigate the wind downdraft, and specialist engineering advice is sought for taller developments to verify the impact of the proposed design.

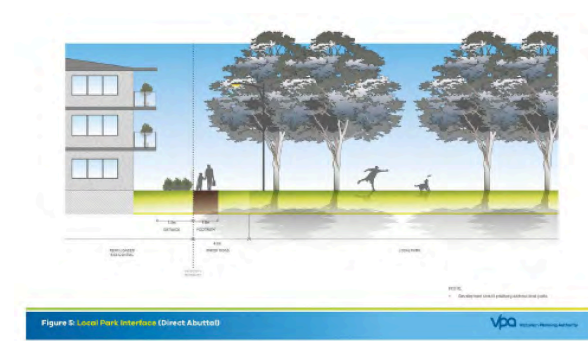
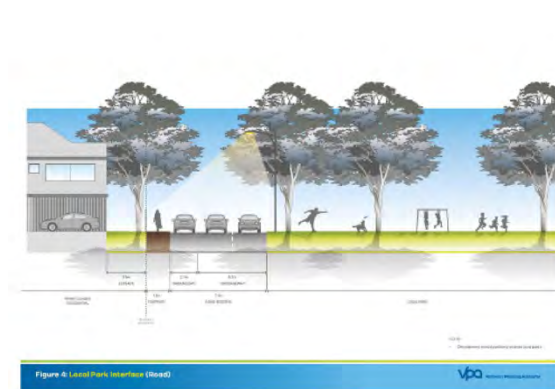
Where possible two- or three-storey residential buildings at the highest should abut parks without a step back to a higher no. of storeys. This provides a better scale for pedestrians in the space, but also, in conjunction with transitional space such as a road, prevents over appropriation.

Some clarity on an exact number of storeys and their arrangement should be sought where adjacent to public open space.

Council's C88 Amendment report indicates that the NAC is not just a retail centre but rather should be purposely configured to: "incorporate high-quality public spaces" (370)

The illustration shows four-storey buildings with one storey set back, including on the north of the NAC public open space – this may reduce the viability and usability of the open space.

It is not clear how an area as small as .10ha could be designed to address potential overshadowing.



6. Off-road trail routes

The State Planning Framework of the planning scheme Clause 11.04-1 Open space planning, requires that "Open space network are linked through the provision of walking and cycle trails and rights of way. Clause 56.06-2 Standard C15 in the Planning Scheme requires: 'Provide an interconnected and continuous network of safe, efficient, and convenient footpaths, shared paths, cycle paths, and cycle lanes based primarily on the network of arterial roads, neighbourhood streets, and regional public open spaces.'"

Clause 56.06.5 of the Planning Scheme, Standard C18 indicates "shared paths, cycle paths, and cycle lanes should be designed to be part of a comprehensive design of the road or street reservation." And hence don't need a separate open space reservation.

The Urban Design Guidelines DELWP 2017 Chapter: Local parks 3.3.1 states "Provide a pedestrian path around the park perimeter for walkers and joggers. This is consistent with the recommendations of Council's Open Space Plan.

Council's Open Space Plan suggests, "The location of new neighbourhood parks and accessible play areas should be on major circulation routes and at prominent and logical nodes that encourage people, especially children, to find their own way there."

The CDP: R44 states "Walking and cycling path networks must provide permeability throughout the precinct and link key destinations throughout the precinct and beyond, including the Federation Trail and to

key public transport links such as Spotswood and Newport Railway Station.

Comment

The planning scheme requires off-road trails to provide links between open spaces. The current scheme does not serve the small parks within this development and the only loop circuit provided is along the south of the main sports reserve and then the parallel road east of the town centre and south along Blackshaws Road. Shared paths are shown as continuous and not in a circuit to facilitate running and cycling.

The circuit system could be improved by using more minor routes and connecting one of the smaller reserves to the central sports park, in addition to providing a shared trail on the north side of the sports reserve to complete the circuit around the park.

North of Precinct 15, beyond the freight line and the West Gate Freeway, is a connection to the Federation Trail, which is a shared path route east to the central business district (CBD) and west to the East Werribee Employment Cluster. Access to the Federation Trail is north of the rail line and West Gate Freeway, with no direct formal route between Precinct 15 and the access point.

The amendment provides an emphasis on cycling and walking to help facilitate a mode shift away from vehicle use. While this is justified, there is also a major need for off-road trails for physical activity and recreation. The design of shared paths in this scheme seems to focus on transport rather than exercise and recreation.

Walkers and cyclists typically wish to do a circuit, for example before or after work, or with children on the weekend. Unless off-road paths are provided in circuits and between the parks and the sports reserves, and around the sports park, it is unlikely walking and cycling will be encouraged.

The small local parks are not all connected to an off road trail.

7. Other relevant matters to consider

7.1 Dog walking and socialisation

Submissions made indicate the desire for public open space for dog walking.

Clause 56.05-1 Integrated urban landscape objectives States “Develop appropriate landscapes for the intended use of public open space including areas for passive and active recreation, the exercising of pets, playgrounds and shaded areas. “

The Hobson Bay Open Space Plan recommends for the provision of new open space:

“As a basic minimum, walking, dog walking (on and off leash), cycling, and social, family play will be provided as the priority in newly developed residential developments of any density.”

Comment

Precinct 15 could accommodate dog walking if the central sports park is of an adequate size (minimum of 4 ha) and if a network of shared off-road shared trails is provided around the Precinct and connecting to existing or proposed trails outside the precinct.

8. Appendices

Appendix 1. Documents relied on and reviewed

Documents relied on

Hobsons Bay Council Report Amendment C88 Precinct 15 Former Dons Site and Surrounds, Altona North Report February 2017

Hobsons Bay Open Space Plan Volume 1 Plan Issues and Actions @leisure February 2005

Population projections as provided in Copy of Support Tables Business Case Precinct 15 Community Infrastructure Needs v3 (supplied as a spread sheet).

Hobsons Bay Altona North Comprehensive Development Plan VPA June 2017

Hobsons Bay Planning Scheme November 2017

Other documents referenced in this statement

Linking People and Spaces: A Strategy for Melbourne's Open Space Network (Parks Victoria, 2002).

VPA Review of Active Open Space and Community Facilities Assessment ASR Research Pty Ltd November 2016

VPA Altona North Commercial Office Floorspace Analysis Final Report Essential Economics Pty Ltd July 2017

Maribyrnong Sustainable Sports Field Asset Management Plan City of Maribyrnong 2015

VPA Altona North Commercial Office Floorspace Analysis Final Report Essential Economics Pty Ltd July 2017

Precinct 15 Landowners Social Impact Assessment ASR Research Pty Ltd November 2012

Precinct 15 Landowners Development Plan Tract Consultants March 2015

Hobsons Bay Open Space Plan Volume 2 (Appendices) @leisure February 2005

Urban Design Guidelines DEWLP 2017

Hobsons Bay Precinct 15 Amendment C88 Submissions Made Appendix 10 to the Council Report October 2017

Other documents reviewed

Hobsons Bay Precinct 15 Landowners Submissions October 2017

VPA PT 1 Construction of Community Centre Infrastructure Costs (Pavilion) DCE March 2017

Appendix 2. Hobsons Bay Planning Scheme – excerpts relevant to public open space

State Policy Framework

11.04-1 Open space planning

Objective

To assist the creation of a diverse and integrated network of public open space commensurate with the needs of the community.

Strategies

Plan for regional and local open space networks for both recreation and conservation of natural and cultural environments.

Ensure that open space networks:

- Are linked through the provision of walking and cycle trails and rights of way.
- Are integrated with open space from abutting subdivisions.
- Incorporate, where possible, links between major parks and activity areas, along waterways and natural drainage corridors, connecting places of natural and cultural interest, as well as maintaining public accessibility on public land immediately adjoining waterways and coasts.
- Ensure that land is set aside and developed in residential areas for local recreational use and to create pedestrian and bicycle links to commercial and community facilities.
- Ensure that land use and development adjoining regional open space networks, national parks, and conservation reserves complements the open space in terms of visual and noise impacts, treatment of wastewater to reduce turbidity or pollution and preservation of vegetation.
- Improve the quality and distribution of open space and ensure long-term protection.
- Protect large regional parks and significant conservation areas.
- Ensure land identified as critical to the completion of open space links is transferred for open space purposes.
- Protect the overall network of open space by ensuring that where there is a change in land use or in the nature of occupation resulting in a reduction of open space, the overall network of open space is protected by the addition of replacement parkland of equal or greater size and quality.
- Ensure that urban open space provides for nature conservation, recreation and play, formal and informal sport, social interaction and peace and solitude. Community sports facilities should be accommodated in a way that is not detrimental to other park activities.
- Ensure open space is designed to accommodate people of all abilities, ages, and cultures.
- Develop open space to maintain wildlife corridors and greenhouse sinks.

- Provide new parkland in growth areas and in areas that have an undersupply of parkland

Local Policy Planning Framework

Clause 21.04 OPEN SPACE

Overview

Open space contributes significantly to the character of Hobsons Bay. It is a key contributor to the City's character and plays a significant role in distinguishing and defining its image.

Open space can also play an important role in easing the impact of urbanisation. It enhances quality of life and encourages physical activity.

As the population grows and housing density increases, private backyards are diminishing in size, leading to a more important role for public open spaces in community life. Having regard to the combination of typical physical barriers to pedestrian movement, the distances people are prepared to walk, and what open space is nearby, some areas of the municipality are under supplied with local open space to meet residential leisure needs. People need parks to be accessible and offer a variety of quality experiences.

Objective 1

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.

Strategies

- Provide open space generally in accordance with the following:
 - Local parks.
 - Sportsgrounds.
 - Regional parks.
- Protect and enhance the Hobsons Bay Coastal Park as the main park in the municipality, which contains the

Hobsons Bay Coastal Trail and provides the primary connections to waterways running to the coast.

- Protect and enhance the waterways parks, which are the next most significant element of the open space system in terms of area and function to provide connections from northern areas in the municipality and from the Federation Trail to the coast.
- Protect and enhance the remaining 200 large and small parks dotted throughout residential areas including the five major non-coastal parks used mainly for sport, being Comben Reserve (on Skeleton Creek), Laverton Park (on Laverton Creek), Grant Reserve (on Cherry Creek and Lake), Paisley Park (on Paisley Drain) and Newport Lakes.
- Establish linear parks along Skeleton, Stony, Kororoit and Laverton Creeks, as well as drainage and other corridors to provide opportunities for cycling and walking and to enhance the environmental appeal of the municipality.
- Provide appropriate open space in each neighbourhood to serve a range of age and interest groups and provide a diversity of opportunities.
- Ensure effective open space assessments are undertaken in the process of changing uses, assessing development and subdivision proposals and the potential rationalisation of open space in the municipality.
- Allocate and spend the open space funds collected under the Subdivision Act in accordance with the open space needs of incoming residents.
- Opportunities for new facilities in existing adjacent or nearby open space.
- Opportunities to link with existing open space.
- Improving the usability and quality of open space.

- Provide open space in areas identified as having a deficiency, through shared use of facilities, identifying opportunities for new parks, enlarging existing parks and providing linkages to other open space areas.
- Enhance accessibility and usability of the trail network through development, safety, and linkages to other public uses and residential areas.
- Encourage landowners to set aside privately owned land along watercourses for public open space.
- Ensure the provision of appropriate open space to support new communities.
- Protect the cultural features of open space and where appropriate provide interpretation.

Objective 2

To enhance the quality of diverse leisure opportunities available in the open space system throughout the municipality.

Strategies

- Develop a range of active and passive open space throughout the municipality based on needs.
- Provide facilities to encourage greater usage by people of all age groups and abilities.
- Provide playground equipment in highly accessible locations for people with disabilities.

Objective 3

To develop the Kororoit Creek corridor as a major focus for recreation and community activities.

Strategies

- Create a continuous shared trail along the creek by completing gaps in the Kororoit Creek Trail.

- Improve connections between existing open spaces, community facilities, and the creek.
- Protect landscapes that are representative of the Kororoit Creek corridor.
- Facilitate the provision of boardwalks to manage pedestrian and bicycle access to protect the salt marsh areas of the Altona Coastal Park.
- Discourage visible car parks within sight from the Altona Coastal Park and locate new infrastructure to the edges of the creek corridor or on adjacent access roads to maintain the landscape character of the Altona Coastal Park.

Implementation

These strategies will be implemented by:

Policy Guidance (criteria for the exercise of discretion)

- Use local policy at Clause 22.01 to ensure new development in heritage areas responds positively to special features such as views, vistas, significant vegetation and landmarks and enhances the historic cultural landscape character found in a street or precinct.
- Use local policy at Clause 22.11 to ensure that signs do not detract from the character of a locality or site.

Application of zones and overlays

- Apply the Public Park and Recreation Zone to public recreation facilities and areas of public open space.
- Apply a Heritage Overlay over places and precincts of identified heritage significance.
- Apply the Land Subject to Inundation Overlay and the Special Building Overlay to land identified as being flood prone.
- Apply the Environmental Significance Overlay along the Kororoit Creek corridor to facilitate recreational use and access,

and to enhance its environmental and landscape values.

Further Work

- Provide co-ordinated development of facilities by preparing master plans for significant open space areas.
- Review the Open Space Plan 2005.
- Develop a Play Space Strategy for the municipality.
- Undertake a Sports and Recreation Strategy to provide Council with a sound basis and direction from which it can plan, co-ordinate and make future decisions with regard to recreation and open space in a manner which best meets the community's needs.

Reference Documents

Kororoit Creek Regional Strategy 2005-2030
Hobsons Bay City Council Kororoit Creek Masterplan 2006
Point Gellibrand Park Coastal Heritage Park Master Plan (Revised 2003)

Williamstown Foreshore Strategic Plan 2010
Sustainable Tourism Strategy 2006-2012

Rehabilitation and Management Plan Sandy Point and Greenwich Bay Foreshore Newport 1998

Hobsons Bay Landscape Design Guidelines, 1999

Hobsons Bay Industrial Development Design Guidelines June 2008

56.05 URBAN LANDSCAPE

56.05-1 Integrated urban landscape objectives

- To provide attractive and continuous landscaping in streets and public open spaces that contribute to the character and identity of new neighbourhoods and urban places or to existing or preferred neighbourhood character in existing urban areas.
- To incorporate natural and cultural features in the design of streets and public open space where appropriate.
- To protect and enhance native habitat and discourage the planting and spread of noxious weeds.
- To provide for integrated water management systems and contribute to drinking water conservation.

Objectives

To provide attractive and continuous landscaping in streets and public open spaces that contributes to the character and identity of new neighbourhoods and urban places or to existing or preferred neighbourhood character in existing urban areas.

Develop appropriate landscapes for the intended use of public open space including areas for passive and active recreation, the exercising of pets, playgrounds and shaded areas.

Standard C12 includes

“Develop appropriate landscapes for the intended use of public open space including areas for passive and active recreation, the exercising of pets, playgrounds, and shaded areas. “

“Provide for walking and cycling networks that link with community facilities”.

56.05-2 Public open space provision objectives

- To provide a network of quality, well-distributed, multi-functional, and cost-effective public open space that includes local parks, active open space, linear parks and trails, and links to regional open space.
- The proposed plan provides a well-distributed network of open space.
- To provide a network of public open space that caters for a broad range of users. To encourage healthy and active communities.
- To provide adequate unencumbered land for public open space and integrate any encumbered land with the open space network.
- To ensure land provided for public open space can be managed in an environmentally sustainable way and contributes to the development of sustainable neighbourhoods.

Standard C13

The provision of public open space should:

- Implement any relevant objective, policy, strategy, or plan (including any growth area precinct structure plan) for open space set out in this scheme.
- Provide a network of well-distributed neighbourhood public open space that includes:

Local parks within 400 metres safe walking distance of at least 95 per cent of all dwellings. Where not designed to include active open space, local parks should be generally 1 hectare in area and suitably dimensioned and designed to provide for their intended use and to allow easy adaptation in response to changing community preferences.

Additional small local parks or public squares in activity centres and higher density residential areas.

Active open space of at least 8 hectares in area within 1 kilometre of 95 per cent of all dwellings that is:

- Suitably dimensioned and designed to provide for the intended use, buffer areas around sporting fields and passive open space
- Sufficient to incorporate two football/cricket ovals
- Appropriate for the intended use in terms of quality and orientation and located on flat land (which can be cost-effectively graded)
- Located with access to, or making provision for, a recycled or sustainable water supply
- Adjoin schools and other community facilities where practical
- Designed to achieve sharing of space between sports.
- Linear parks and trails along waterways, vegetation corridors, and road reserves within 1 kilometre of 95 per cent of all dwellings.

Public open space should:

- Be provided along foreshores, streams, and permanent water bodies.
- Be linked to existing or proposed future public open spaces where appropriate.
- Be integrated with floodways and encumbered land that is accessible for public recreation.
- Be suitable for the intended use.
- Be of an area and dimensions to allow easy adaptation to different uses in response to changing community active and passive recreational preferences.
- Maximise passive surveillance.
- Be integrated with urban water management systems, waterways, and other water bodies.
- Incorporate natural and cultural features where appropriate.

Appendix 3. Hobsons Bay Open Space Plan 2005

Requirements relevant to Precinct 15: excepts only

Open Space Functions. Map 4. shows the distribution of sporting open space would be strengthened by the provision of a sporting open space in this vicinity.

There are few trees in this neighbourhood, with the exception of boundary plantings in most parks and at Paisley Park. Where possible, at least one reserve in this neighbourhood should be densely planted with trees with clean trunks and good shade canopies, or alternatively olive or fruit trees.

It is proposed to increase the number of SFR reserves by reducing the number of parks solely providing a PLAY function, adding SFR facilities to some smaller SPORT reserves and downgrading some of the PLAY reserves to Relaxation/ Contemplation/ Escape (RCE) to add diversity. In order to change these functions some reserves will need to be expanded and redesigned.

The majority of open spaces across the City have either Open Parkland (OPRK) or Open Grassy Area (OG) as their landscape setting types. Whilst this is not unusual, it provides considerable scope to change and diversify open space to meet a greater range of needs and experiences, in particular to create landscapes that are able to provide a sense of tranquillity, relief from roles and surroundings and contribute to a reduction in tension and therefore a higher sense of wellbeing.

There are no reserves offering a Horticultural (HOR) function. There is potential to change the function of several reserves to introduce

this function - common in most other metropolitan municipalities.

Transforming single oval sports facilities into a minimum of two playing fields/ovals with one associated shared pavilion and possibly a social hard court space.

Diversity could be introduced by developing Kororoit Creek differently in its different reaches: for example, one reserve planted as forest, another with a horticultural theme, using sites such as Harris Reserve. Clement, or RJ Cooper.

Reserves could also be considered for horticultural use.

Future developments should include the following:

- clear definitions of what is open space, and what is acceptable in medium-high density housing
- the importance of open space to children and how this will be catered for in future developments
- addressing noise attenuation as a major source of conflict in mixed-use zones
- maintaining a sense of openness in the landscape
- the impact of urban elements on open space and positive experiences, since a main benefit of open space is “relief from roles and surroundings”
- ensuring access to space for play, exercise, and pets
- ensuring access to sunlight in open space
- positioning private open space in a development so that it is functional open space
- clarity about who owns/can use a communal space
- awareness of the impact of streetscape design and scale

- utilising cash contributions (when taken instead of land) to meet open space demand

Places and open space that may be used for ball play, outdoor exercise and pets, should be closer than that 400m - 500m in higher density developments.

Open space that is to be counted as part of a developer's open space contribution will exclude:

- roadways
- the area of the pavement of any shared footway or cycle-way (as these are considered a road by Vic roads)
- traffic islands and roundabouts
- wide grassed road verges
- plantation reserves or boulevards
- estate entryways and features, such as ponds and fountains
- any space that has no inherent leisure function because of size, slope, drainage, encumbrances, configuration, or site capacity
- water bodies for ornamental purposes (unless agreed by Council that they can be used for primary contact recreation activity)
- major easements, pipe tracks or buffers, unless they can adequately serve a required function (e.g. trail corridor)
- wetlands (unless they add to the range of setting types and functions available and are designed specifically to encourage recreational activities, such as viewing wildlife, interpretation, or play)
- parcels smaller than .75 hectares and 70 metres in any one direction for low-density development, where SFR space is required and no existing land can be added to

Land encumbered by flooding, major easements or buffers will not be taken as a public open space contribution to satisfy the

demand for the following categories of open space: SPORT, PLAY or SFR functions.

However, it may add area to land taken for this purpose over and above the minimum requirement.

What should be in the new neighbourhood

Characteristics of open space

Core features that should be available in at least one park within each neighbourhood should include:

- green lawn to sit on (dependant on future state water use policy)
- shelter from the weather
- large shady trees
- toilets
- BBQ/picnic area
- play equipment
- facilities designed to include people with a disability
- shade

Where possible, public open space for SFR or SPORT should be located so as not to abut rear yards.

Arterial roads and major distributor roads should have plantation reservations along them, but this should not be considered public open space as far as open space contributions are concerned.

The most important factor in reserve usage is close proximity to home:

- therefore a diversity of open space opportunities is needed within each residential area. However, there are pockets of open space in residential areas that are not well designed or sufficiently developed to meet the range of leisure experiences desired by a diverse population.

Overall there is a lack of mature trees in parks, and a lack of inducement to exercise (e.g. circuit paths around parks). The absence of footpaths in some newer neighbourhoods, such as Altona Meadows, Laverton and Seabrook, will be major disincentives for people to walk and will also discourage others who rely on wheelchairs and scooters to get out and about.

Council will, as a priority, design and upgrade one SFR space in each neighbourhood specifically to serve people with a disability, which includes the provision of accessible play equipment.

All new open spaces will have accessible entry paths and furniture, and opportunities for people with a disability to interact with other users.

Sport

Landscaping and beautification works and shade (both trees and structures) are required at sports grounds across the municipality.

Open space planning needs to target groups who have traditionally been disadvantaged in terms of access and equity of use of sports grounds and ancillary facilities. Catering for females and participants with a disability needs to be a greater priority in open space planning.

The growth in participation in some sports (including those new to the municipality), particularly at junior levels, needs to be planned for well in advance to ensure demand can be met. Council has a key role in positively influencing the growth of sport in Hobsons Bay. Additional playing fields are required, as there has been growth in the last 3-5 years and use of many grounds is at

capacity. There is also a lack of facilities to cater for the sustained growth of soccer.

There are a number of single field sports grounds in the municipality that may not be viable in the long term. Some of these appear to be in substandard condition and require upgrading if they are to continue as sports club facilities. Council should investigate the potential to phase some out and relocate the users to multiple sports grounds and facility complexes that have been specifically developed for this purpose. There are a number of such fields that should be redeveloped to serve sporting codes that have rectangular playing fields (and therefore can provide for two grounds rather than one oval), or they could be downgraded to play lower grade, more social matches while competition sport is provided in multi-field complexes. There are a number of sites that could be developed in significant sporting complexes, such as Graham Reserve, JT Gray Reserve, Bruce Comben Reserve and Paisley Park.

Council will encourage the development of large playing areas without fencing or changes of levels that can be marked for a range of codes. Council will place a greater emphasis on the importance of landscape improvements, tree planting and establishment in sports reserves, especially through the master planning processes.

Trails

New reserves will have as a minimum access for maintenance/emergency vehicles, and wheelchair access from a formed path or road into the reserve.

Neighbourhood trail corridors will generally provide a path surface with a minimum width of 2.5 metres, and unsealed circuit paths around parks should be a minimum of 2m.

Trails through open space corridors will where possible be supported by a right of way, then a broader buffer or protection zone on either side (to insulate the user/ from activities detrimental to the experience, and to protect any fragile environmental areas from trampling).

Council will attempt to create a number of trail circuits serving each neighbourhood to facilitate cycling, walking and skating. These should anticipate the desire to reach specific destinations (such as schools, the beach, existing parks and shops and return home without using the same route).

Council will develop shared pathways in its large parks and open space corridors and develop perimeter pathway circuits around the larger parks.

New corridors in residential developments providing an Accessway/Trails function will be a minimum of 10 metres wide.

In new developments, and after social, family recreation areas, Council Open Space Plan suggests the second priority for provision in residential developments is to provide access to an off-road trail system for walking, cycling and, where possible, skating and walking dogs.

The Plan also notes: “The location of new neighbourhood parks and accessible play areas should be on major circulation routes and at prominent and logical nodes that encourage people, especially children, to find their own way there.

Appendix 4. Definitions

Definitions and comments related to those

Public Open Space

There is no definition of “public open space” within the Victorian Planning Provisions.

Practice Note 70 2013 - Public Open Space strategies provide the only state-planning document with a definition of public open space: “Public open space is land in public ownership and/or under public management that provides recreation and leisure benefits.”

In Council’s Open Space Plan 2005 the term “open space” is public land that is open to the sky, and used or reserved for leisure, sport, landscape values, habitat conservation, environment, or visual amenity purposes.

VPA’s Comprehensive Development Plan 2017 indicates that “Public Open Space is Land that is set-aside in the precinct structure plan for public recreation or public resort, as parklands, or for similar purposes. This incorporates active and passive open space.”

Community infrastructure

The definition of community infrastructure provided in the VPA Comprehensive Development Plan 2017, includes “sport, recreation, and leisure (e.g., swimming pools)”.

Community facilities are defined in the planning scheme (clause 56.03-3 Planning for community facilities objective as” including recreation and sports facilities.)

Community infrastructure provision in new residential developments typically includes the provision of facilities for indoor recreation, gym and fitness and sports infrastructure. However, these facilities (other than public

open space) are outside the scope of this report.

The 2003 direction by the Minister of Planning includes in its definition of community infrastructure: “high standard non-basic sports facilities, special playing surfaces, pavilions and club rooms for sports grounds and ... more intensive recreation ...”

Comment

When considering the amount of open space proposed and the contribution sought from the land developers, it should be noted that no contribution for indoor court sports, aquatic or fitness infrastructure - typically included in “community infrastructure” - is being sought in this instance.

Other definitions from the VPA Comprehensive Development Plan 2017

Medium Density Housing

This is housing with an average density of around 50 dwellings per net developable hectare.

The term “midrise” used in the CDP, refers to “(three to six-storey dwellings” as defined in the Council report on the C88 Amendment.

Sporting Reserves

Land set aside for the specific purpose of formal/organised club based sports.

Paper Roads

“Paper roads” are narrow road reservations, generally located between public open space and residential dwellings. Paper roads are created on the Plan of Subdivision and are nominally 4.0 metres in width. Paper roads must be illuminated and landscaped to ensure an attractive park interface.

Additionally, paper roads must be designed to prohibit unauthorised vehicular access.

Comment

Where a Paper Road is shown as the preferred interface treatment, this transitional space shown between housing and public open space should include a shared path, not a footpath as shown.

Uncredited Open Space

Land constrained for development purposes. This includes easements for power/transmission lines, sewers, gas, waterways, drainage, retarding basins/wetlands, landfill, conservation, and heritage areas.

This land may be used for a range of activities (e.g., walking paths, sports fields).

Comment

The statement “may be used for a range of activities (e.g., walking paths, sports fields)” is not correct. This encumbered land is usually not suitable for sports fields. Sports fields require specific soil and drainage conditions to grow quality turf. Sports lights and support facilities need suitable footings and buffers from services - such as electric supply transmission lines - to sustain sporting activities at sports code competition requirements, and for the personal safety of users and nearby residents. Poor soil, drainage and subsidence are common reasons why sports facilities are not fit-for-purpose, or they may be very costly to maintain, have low carrying capacity or are not well used. Similarly, retarding basins cannot be utilised for a range of open space functions that are the priority for provision in new residential developments, such as social, family recreation spaces, sports reserves, etc.

If other open spaces proposed are found to have encumbrances which may impact on the capability and suitability of the open space for its intended use – such as the quarry sites in the proposed sports park and the north-eastern local park, these should also be deemed to be “uncredited open space.”

Social, family recreation park

This is defined in Council's Open Space Plan 2005 as a 1 ha park within 400m of all households, for a range of age groups and typically catering for: play, social gatherings, picnics, casual ball games, dog exercising, trail activities, kick about space, and possibly environmental activities.

Appendix 5. Potential Population Precinct 15.

Table 6. Age break down of the projected- as supplied by the City of Hobsons Bay

Age	Median	Age	Median	Age	Median
0	1.4%	31	1.6%	65	1.0%
1	1.4%	32	1.6%	66	0.9%
2	1.4%	33	1.6%	67	0.9%
3	1.4%	34	1.6%	68	0.9%
4	1.3%	35	1.5%	69	0.8%
5	1.3%	36	1.6%	70	0.8%
6	1.2%	37	1.5%	71	0.8%
7	1.2%	38	1.5%	72	0.7%
8	1.2%	39	1.5%	73	0.7%
9	1.2%	40	1.5%	74	0.7%
10	1.1%	41	1.5%	75	0.6%
11	1.1%	42	1.5%	76	0.6%
12	1.1%	43	1.5%	77	0.6%
13	1.1%	44	1.5%	78	0.6%
14	1.1%	45	1.4%	79	0.6%
Sub Total	18.5%	46	1.4%	80	0.5%
Age	Median	47	1.4%	81	0.5%
15	1.0%	48	1.4%	82	0.4%
16	1.0%	49	1.4%	83	0.4%
17	1.0%	50	1.3%	84	0.4%
18	1.0%	51	1.3%	85+	2%
19	1.1%	52	1.3%	Sub Total	15.5%
20	1.1%	53	1.3%		
21	1.1%	54	1.2%		
22	1.2%	55	1.2%		
23	1.2%	56	1.2%		
24	1.3%	57	1.2%		
25	1.3%	58	1.1%		
26	1.4%	59	1.1%		
27	1.4%	60	1.1%		
28	1.5%	61	1.0%		
29	1.5%	62	1.0%		
30	1.5%	63	1.0%		
		64	1.0%		
		Sub Total	65.7%		

Table 7. Projected number of residents of Precinct 15., used, by age group and based on two scenarios: Total 5800 people and 7000

Age Group	Projected population of 5800	Projected population of 7000
0-4 years	353	420
5-9 years	311	370
10-14 years	278	331
15-19 years	301	358
20-24 years	339	404
25-29 years	308	367
30-34 years	444	528
35-39 years	438	522
40-44 years	506	602
45-49 years	401	477
50-54 years	371	442
55-59 years	339	403
60-64 years	293	348
65-69 years	308	367
70-74 years	337	401
75-79 years	223	265
80-84 years	294	350