



# HOBSONS BAY OPEN SPACE STRATEGY

EXECUTIVE SUMMARY - DRAFT

DECEMBER 2017



## The purpose of the Open Space Strategy

The Open Space Strategy is Council's key strategic document that will guide the provision, protection, planning, design and management of open space in Hobsons Bay.

The Open Space Strategy provides a framework for Council to set priorities and make decisions on the maintenance, upgrade and development of both existing and new spaces or facilities, which will cater for the current and future needs of the Hobsons Bay Community.

The Open Space Strategy incorporates an assessment of the key open spaces across the municipality. This includes (but is not limited to) sport grounds (including fields, pitches, courts and associated infrastructure), sports club pavilions, indoor stadiums, parks for family and social recreation, playgrounds, shared trails, foreshore spaces, conservation and heritage parks.

The Open Space Strategy will guide the development of the 10 capital works program and the equitable, targeted use of the Council Open Space Reserve Fund (Public Resort and Recreation Fund) collected at the time of subdivision which will accommodate the open space requirements of new communities.

The principles and standards outlined in this strategy for open space provisions together with a costed assessment of projected open space capital works, are critical to the successful development of the Open Space Development Contributions Framework for Hobsons Bay and subsequent Planning Scheme amendment (see attached Developer Contributions Framework report).



## Open Space Vision, Principles and Hierarchy

The Hobsons Bay Open Space Strategy is underpinned by a vision and set of principles that will guide implementation over the next 10-20 years. The vision and principles have been prepared in close consultation with Council staff and are based on community priorities identified in Hobsons Bay 2030 Community Vision and the 2017-2021 Council Plan.

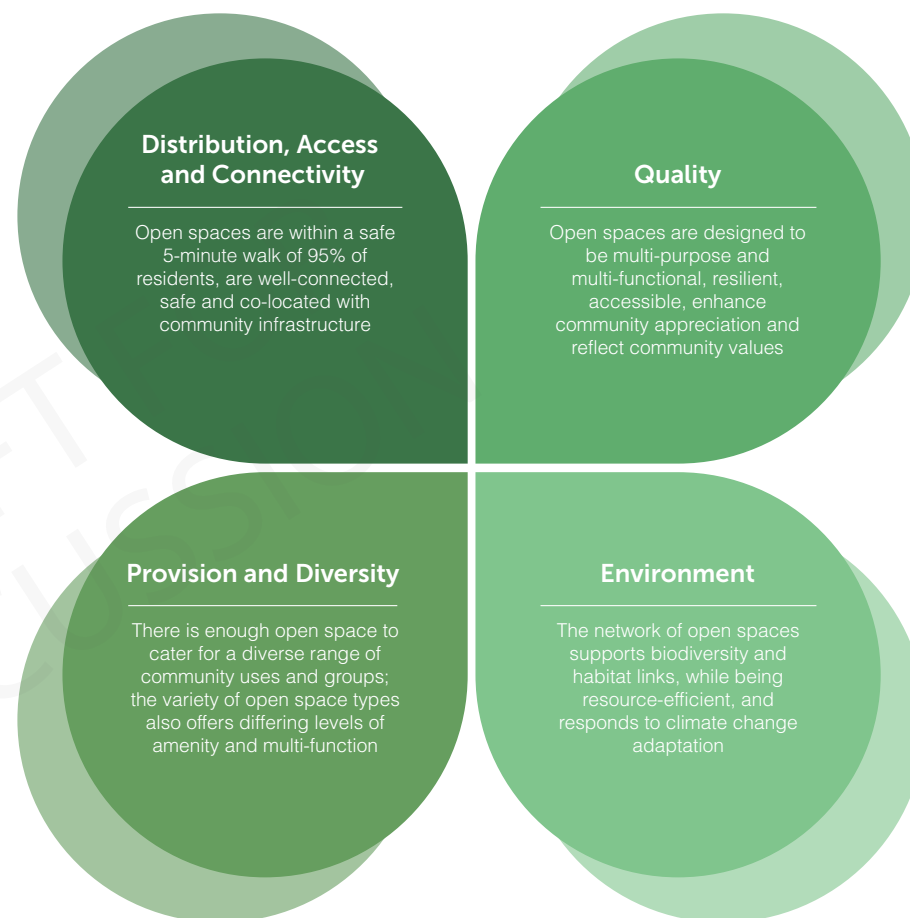
### Vision

Hobsons Bay open spaces are accessible, connected, safe and inviting places.

The network is well-maintained, well-designed and environmentally sustainable. It is recognised, protected and enhanced for its heritage and cultural importance, its contribution to human recreation and wellbeing, and its biodiversity and conservation values.

Equity and diversity underpin the design and location of open spaces at every scale across the municipality, enabling all Hobsons Bay residents, workers and visitors to delight in local open spaces.

## Principles of Open Space Planning



## Definition of open space for the Hobsons Bay Open Space Strategy

For the purpose of this strategy, open space is defined as publicly owned land that is readily available to the community, and is currently set aside (or has potential to be set aside) primarily for recreation, nature conservation and passive outdoor enjoyment.

## Hierarchy of Open Space in Hobsons Bay

The proposed hierarchy of open spaces in Hobsons Bay is generally reflective of the requirements of Clause 56.05-2 (Standard C13) of the Planning Scheme, and contains 5 key categories of open space for the Hobsons Bay network.

### Open Space Classification – Influencing Factors

The total area of open space land is only one of several key determining factors to establish an open space area's place in the hierarchy. The Victorian State Government planning practice note (PNN70) recommends classification based on:

**Catchment** – where people come from to use the park e.g. local walking or regional destination.


**Function** – important value or purpose of the park. E.g. a sports ground, a swimming beach, a conservation park or historic Botanic garden.

**Landscape setting type** – the experience and the character of the space e.g. indigenous vegetation and natural geomorphologic features or formal garden designs, manicured lawns etc.

The hierarchy for Hobsons Bay is largely based on catchment and function, however the length of time patrons are likely to spend within an open space, its landscape context (natural or constructed) and the range of facilities or infrastructure contained within it, are also influencing factors.


**Regional**

15 - 50+ hectares  
Within 5km of home or work  
5min drive, 15-20min bike ride  
Example: Cherry Lake Reserve



**District**

5 - 15 hectares  
2km safe walking distance  
10-15 min walk, 5 min bike ride  
Example: Paisley Park



**Neighbourhood**

1 - 5 hectares  
500-800m safe walking distance  
10 min walk  
Example: Edwards Reserve



**Local**

0.2 - 1 Hectares  
300-400m safe walking distance  
5 min walk  
Example: Rifle Range Reserve




**Linear/Link/Buffer**

Varied in size  
Located where appropriate  
Connectivity between streets & open space or amenity buffers  
Example: Bay Trail



**Conservation Function**

Whilst the entire open space network contributes to environment and biodiversity, some open spaces have a crucial conservation function which acts as another layer to their role in the hierarchy.





## Population forecast and available open space network

The current Hobsons Bay population is 95,046 and the forecast population is set to increase by 10% by 2030 (based on the 2011 Census).

Almost a third of Hobsons Bay's total area is open space – 27.4%. Compared to other middle ring municipalities, in Melbourne, this is double the average rate of 13.4%. Despite this impressive figure, a large proportion of this open space is encumbered (i.e. constrained in terms of use or development for recreational purposes). Here, the proportion of encumbered open space is 11.9%, while the metropolitan average is 5.9%. Although Hobsons Bay has a higher proportion of open space compared to elsewhere, many high quality, multifunctional open spaces such as Newport Park are located along the coastline. This means that those living in inland parts of the municipality have less access to open space than their coastal neighbours.

## The significance of indigenous land conservation

The Aboriginal people who lived in what we now know as the City of Hobsons Bay are known as the Yalukit-willam, a name meaning “river camp” or “river dwellers”. The Yalukit-willam are associated with the coastal land at the head of the Port Phillip Bay that extends from the Werribee River and includes Altona and Williamstown.

Prior to European settlement, the natural botanic environment of the Hobsons Bay municipality included coastal saltmarsh, heath land communities, riparian

wetlands and creek tributaries in addition to significant grassland and scattered woodland communities.

Despite the developments of today, Hobsons Bay continues to support significant marine areas. This includes wetlands and coastal parks such as the Truganina Swamp, and Explosives Reserve, Cherry Lake, the Altona Coastal Park, Jawbone Reserve, Newport Lakes and the internationally recognised Cheetham Wetlands which is Ramsar listed.

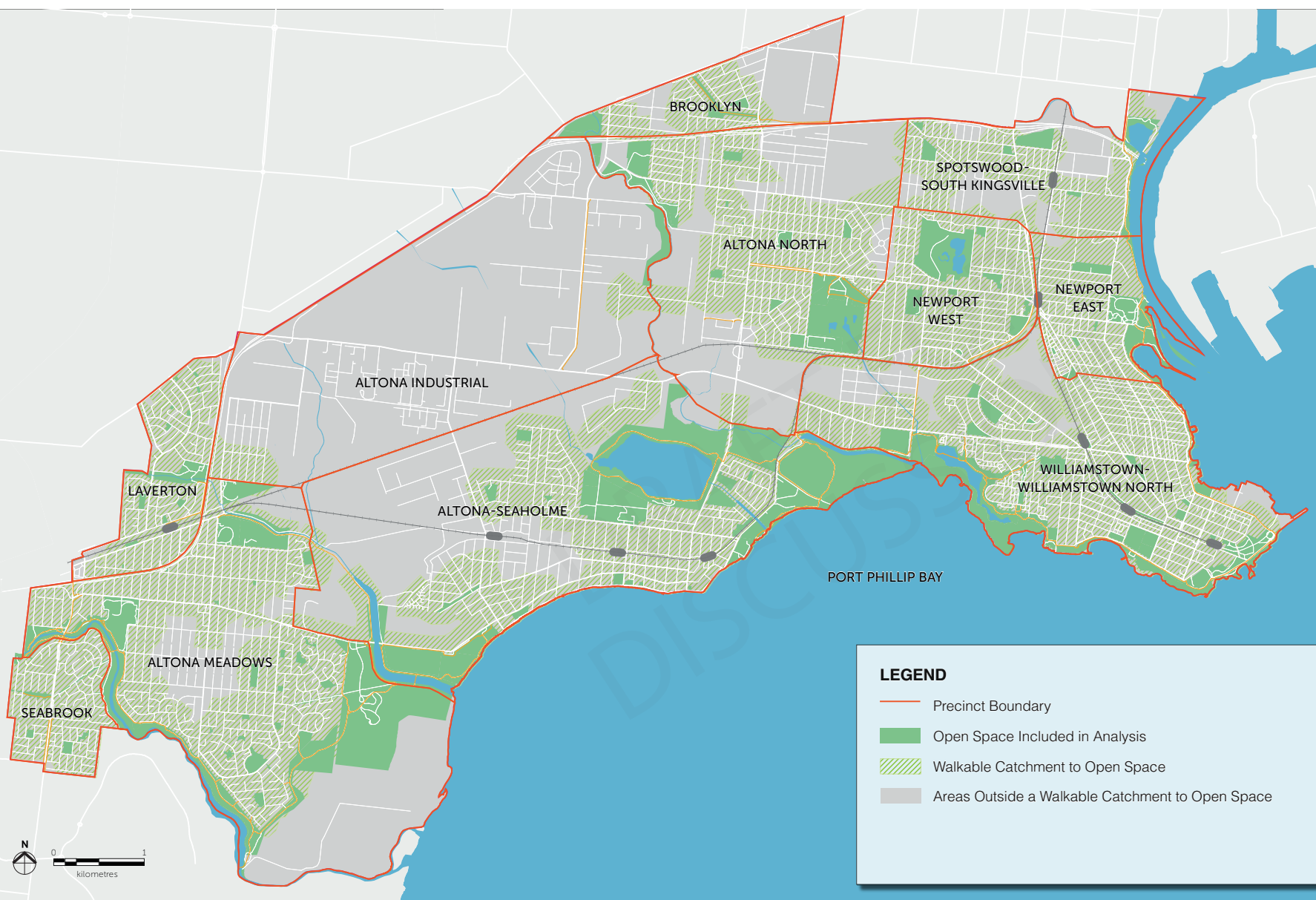
A total of five waterways run through the municipality including Skeleton Creek, Laverton Creek, Cherry Creek, Kororoit Creek and Stony Creek. Ironically the development of petro-chemical industries in the Altona and Altona North areas require the need for safe residential setbacks which has resulted in the preservation and protection of some significant remnant grassland and coastal conservation open spaces for the City.

## The significance of HBCC as a north-western metropolitan and regional, coastal recreation destination

Hobsons Bay City Council has 2 out of 3 swimming beaches in the western metropolitan area of Melbourne and 2 out of 3 recreational known fishing boat launches. It is also a popular tourist and regional destination, for its historic post-colonial architectural and land use in Williamstown.

The municipality is well served by an off road shared trail network including the Hobsons Bay Coastal (Bay) Trail that extends all the way from Spotswood to Seabrook, the Kororoit Creek shared trail, the Laverton Creek shared trail and the Skeleton Creek shared trail. This extensive shared trail network extends through significant coastal and creek conservation zones which is also a key reason for regional visitation and use.



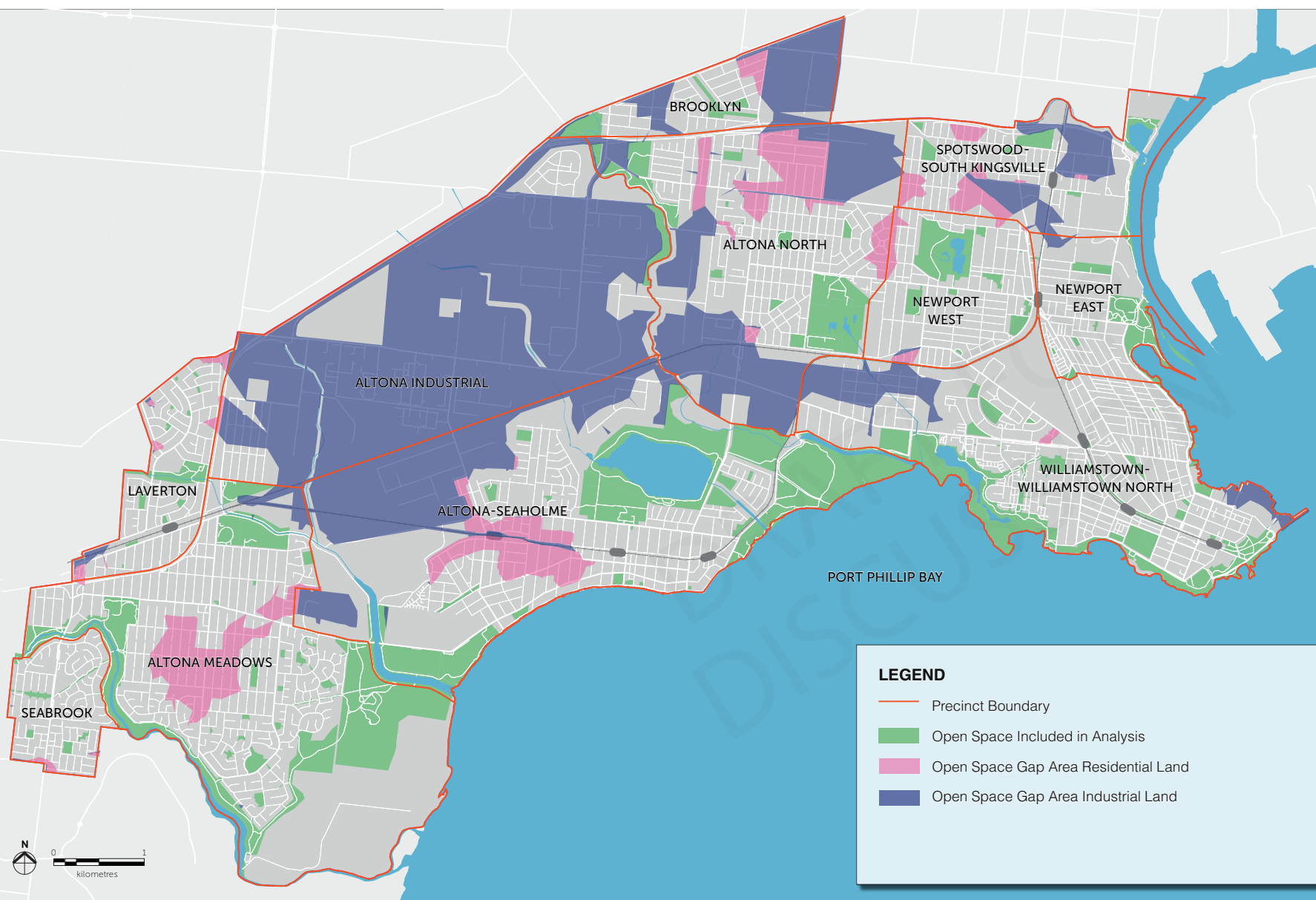


## 400m Walkability Map

The planning scheme specifies that 95% of all residents should be within a 400m walking distance to open space; this principle has been adopted as a target for the Hobsons Bay open space strategy.

There are 44,786 lots within Hobsons Bay, allowing for residential development. Of these lots, 87% are within a walkable catchment of public open space. The remaining 12% are not within a walkable catchment to open space. This is approximately 8% lower than the guidance set out by the public open space standards in the Planning Scheme.





## Gaps in the open space network

Residential areas with significant open space gaps include:

- Altona Meadows
- Altona (north and south of the railway)
- Altona North (west of Millers Road and surrounding The Circle Neighbourhood Centre)
- Spotswood-South Kingsville
- Brooklyn.

Non-residential areas with significant gaps in open space provision include the industrial areas in the following places:

- Altona
- Brooklyn
- Williamstown North



Table 1 - Open Space Gaps per Precinct

Precinct	Current Population	Population 2036	% Projected Growth	% Accessible Open Space in Precinct	Key Gap Areas
<b>Hobsons Bay Total</b>	<b>95,046</b>		<b>+10%</b>	<b>7.9%</b>	Altona North Brooklyn Spotswood-South Kingsville
<b>Metropolitan Average</b>				<b>6.6%</b>	
<b>Altona-Seaholme</b>	13,710	15,320	<b>+11.75%</b>	8.4%	19.1% residents outside a walkable catchment Physical gaps in northern part of precinct and towards the west
<b>Altona Industrial</b>	-	-	-	-	- Gaps profound across entire precinct (e.g. for working population)
<b>Altona North</b>	12,828	20,211	<b>+57.56%</b>	5.3%	25.1% residents outside a walkable catchment Physical gaps in north-east and south-west of precinct
<b>Altona Meadows</b>	19,256	19,516	+1.33%	11.5%	20.6% residents outside a walkable catchment Physical gaps in south and central areas
<b>Brooklyn</b>	1,838	2,056	<b>+11.85%</b>	4.3%	19.6% residents outside a walkable catchment Physical gaps in west and central areas
<b>Laverton</b>	5,024	5,823	<b>+15.91%</b>	6.1%	4.4% residents outside a walkable catchment Good overall coverage
<b>Newport East</b>	4,443	4,345	-2.2%	8.5%	0% residents outside a walkable catchment Excellent overall coverage
<b>Newport West</b>	8,478	9,287	+9.55%	10.3%	1.4% residents outside a walkable catchment Excellent overall coverage
<b>Seabrook</b>	4,927	4,652	+5.57%	5.3%	1.6% residents outside a walkable catchment Excellent overall coverage
<b>Spotswood-South Kingsville</b>	5,027	7,835	<b>+55.86%</b>	3.0%	20% residents outside a walkable catchment Physical gaps in northern and central areas
<b>Williamstown-Williamstown North</b>	16,470	18,200	<b>10.5%</b>	8.6%	1% residents outside a walkable catchment Excellent overall coverage

**Legend**

Lowest average cover Lowest walkability/access	<ul style="list-style-type: none"> <li>Altona North</li> <li>Brooklyn</li> <li>Spotswood-South Kingsville</li> </ul>
Reasonable total area, poor walkability/access; OR Poor total area, reasonable walkability/access	<ul style="list-style-type: none"> <li>Altona-Seaholme</li> <li>Altona Meadows</li> <li>Laverton</li> <li>Seabrook</li> </ul>
Higher than average cover (based on metropolitan average), good walkability/access	<ul style="list-style-type: none"> <li>Newport East</li> <li>Newport West</li> <li>Williamstown-Williamstown North</li> </ul>



## Meeting current and future demands

In the context of projected population growth and existing access to open space, the areas at most risk of competition for open space or ongoing challenges accessing open space are:

- Altona North
- Brooklyn
- Laverton
- Spotswood South-Kingsville.

A reclassification of parks (based on the recommended 5 tier Hierarchy) and subsequent upgrades to infrastructure and facilities may address the open space requirements for the current and projected Hobsons Bay community within particular suburbs. However, acquisition of new open space (either through shared use agreements or land purchase) may be the only way to address gaps in open space provision for some suburbs (based on the 400 metre walkability standard).

The Open Space Strategy identifies and costs known new and strategic land developments for public open space (e.g. Epsom Street Laverton, Precinct 15). There is a limited capacity for Council to acquire additional land for open space development due the high cost and (in many instances) the need for significant remediation due to land contamination. The acquisition and disposal of land owned by Council will be guided by the draft Hobsons Bay Property Strategy.

A set of priority criteria has been developed in the Open Space Strategy to assist Council in the determining whether any future strategic opportunities for new land acquisition will fill existing open space deficits and functions (i.e. demonstrated gap in provision, adequate space for sports field's development and/or social and family recreation space, cost, level of contamination and site constraints)

A projected 10 year cost for all open space requirements has been calculated with highlighted actions to address existing needs of the Hobsons Bay community and requirements due to population growth over the next 10 years. The program forecasts the expenditure needed to meet identified needs to passive open space (e.g. parks), formal outdoor recreation (i.e. sports fields) and indoor recreation (e.g. sports pavilions).

The total expenditure among the three categories is projected to be approximately \$145,000,000\*. This figure comprises implementation of extensive works needed to improve the open space network for existing Hobsons Bay residents, and to ensure that issues of equity are addressed. It also includes responding to extensive sport's needs, and addressing the impacts of forecast population growth for Hobsons Bay, which in some locations is more than 50% on existing population to 2036.

\*Estimate only


## The Developer Contributions Framework (DCF)

The DCF has been developed based on the projected demands for all types of open space provision for the current and future Hobsons Bay Community. An analysis of the level of funds Council has spent on the delivery of renewed, upgraded and new open space infrastructure and facilities over the 5 past years has been calculated at approximately \$7,000,000 per annum. The DCF applies the pervious and projected open space forecast expenditure, together with the Open Space Strategy service and amenity standards and recommended actions to address gaps in open space and future demand. The Framework model recommended is a variable rate based on need and projected demand for each suburb (refer to DCF report).

## Applying the open space planning principles to recommended actions


Applying the 4 key principles of Open Space Planning, the recommended actions from the Hobsons Bay Open Space Strategy include broader actions that relate to the entire open space network, and specific recommended actions by suburb. A number of the broader actions relate to further strategic planning, policy development and advocacy by Council to other statutory authorities. All actions are ranked as either High (1 to 2 years), medium (3 to 5 years) or Low (5 + years). The following tables provide an example of typical actions and priorities under each of the 4 planning principles. (Refer to the draft HBOSS for full list of broader actions under each principle)

### Distribution Access and Connectivity


Principle	Action	Lead Unit/Department	Partners
Open Spaces are within a safe five-minute walk of 95% of residents, are well connected, safe and collocated with community infrastructure 	Develop a 10 year local community park upgrade program based on condition of assets, level of amenity, function and accessibility ( H)	Active Communities	Open Space Operations. Asset Planning. Capital Works
	Implement Council's Footpath Policy and review Council's new and replacement footpath program to align with priority walking routes to public spaces (H)	Capital Works	Asset Planning. Roads Operations Active Communities
	Undertake an assessment of hazardous pedestrian crossing points to identify priorities for improvement. (H)	Capital Works ( Traffic Management)	Active Communities Asset Planning
	Investigate the viability of improving open space access to identified residential gap areas, including but not limited to; Spotswood, South Kingsville, Altona North, Altona Meadows ( M)	Active Communities	Property Services Strategic Planning Asset planning
	Increase open space access to identified industrial gap areas, including but not limited to Williamstown North and Brooklyn (M)	Active Communities	Property Services Strategic Planning Asset planning



## Environment


Principle	Action	Lead Unit/Department	Partners
<p>The network of open spaces supports biodiversity and habitat links, while being resource efficient, and responds to climate change adaptation</p> 	Support the implementation actions from Council's Biodiversity Strategy as they relate to the management and protection of significant conservation open spaces (H)	Open Space Operations ( Conservation Management team)	Sustainability Open Space & City Design Asset Planning Capital Works
	Continue to implement the priority capital works actions identified in the Foreshore Status report 2015. (H)	Active Communities ( Recreation Planner)	Asset Planning Capital Works Sustainability Open Space Operations.
	Develop a Street & Park Tree Strategy that guides the management and protection of trees and increases shade provision and habitat links (H)	City Operations ( Open Space) Open Space & City Design	City Operations Statutory Planning Sustainability Capital Works
	Develop a policy on water management in open spaces, detailing when open space and passive parkland is to be irrigated ( H)	City Operations ( Open Space) Open Space & City Design	City Operations Sustainability Capital Works
	Incorporate the priorities from Council's Integrated Water management plan to ensure water sensitive urban design principles are considered in the planning and design of open space (H)	Active Communities	City Operations ( Open Space) Sustainability Capital Works

## Provision and Diversity

Principle	Action	Lead Unit/Department	Partners
<p>There is enough open space to cater for a diverse range of community groups; the variety of open space types also offers differing levels of amenity and multi-function</p> 	Adopt the proposed hierarchy of open space to ensure a diverse mix of open spaces of varying sizes from regional through to local parks (H)	Open Space and City Design	City Operations ( open Space) Active Communities Strategic Planning Asset planning.
	Adopt the Service Standards linked to the Open Space Hierarchy, to guide the development of open space and ensure diversity between the open space park classifications (H)	Open Space and City Design	City Operations ( Open Space) Active Communities Strategic Planning Asset planning. Capital works
	Investigate the possibility of additional Joint User Agreements with local schools, to enable community use for sports purposes.(M)	Active Communities	Property Services. City Operations ( Open Space) Open Space and City Design
	Explore and identify suitable potential spaces for designated dog parks, review the off lead status of parks and amend the Local Law to strengthen the protection of vulnerable habitats and reduce conflicts in the use of space ( shared trails, play spaces and sports fields)(H – M)	Open Space & City Design Local Laws	Active Communities City Operations ( Open Space & Conservation) Local laws
	Identify suitable locations for urban agriculture/community gardens across the City and develop a policy and process for the establishment and resourcing of these spaces.(H-M)	Open Space and City Design	Active Communities City Operations ( Open Space) Sustainability

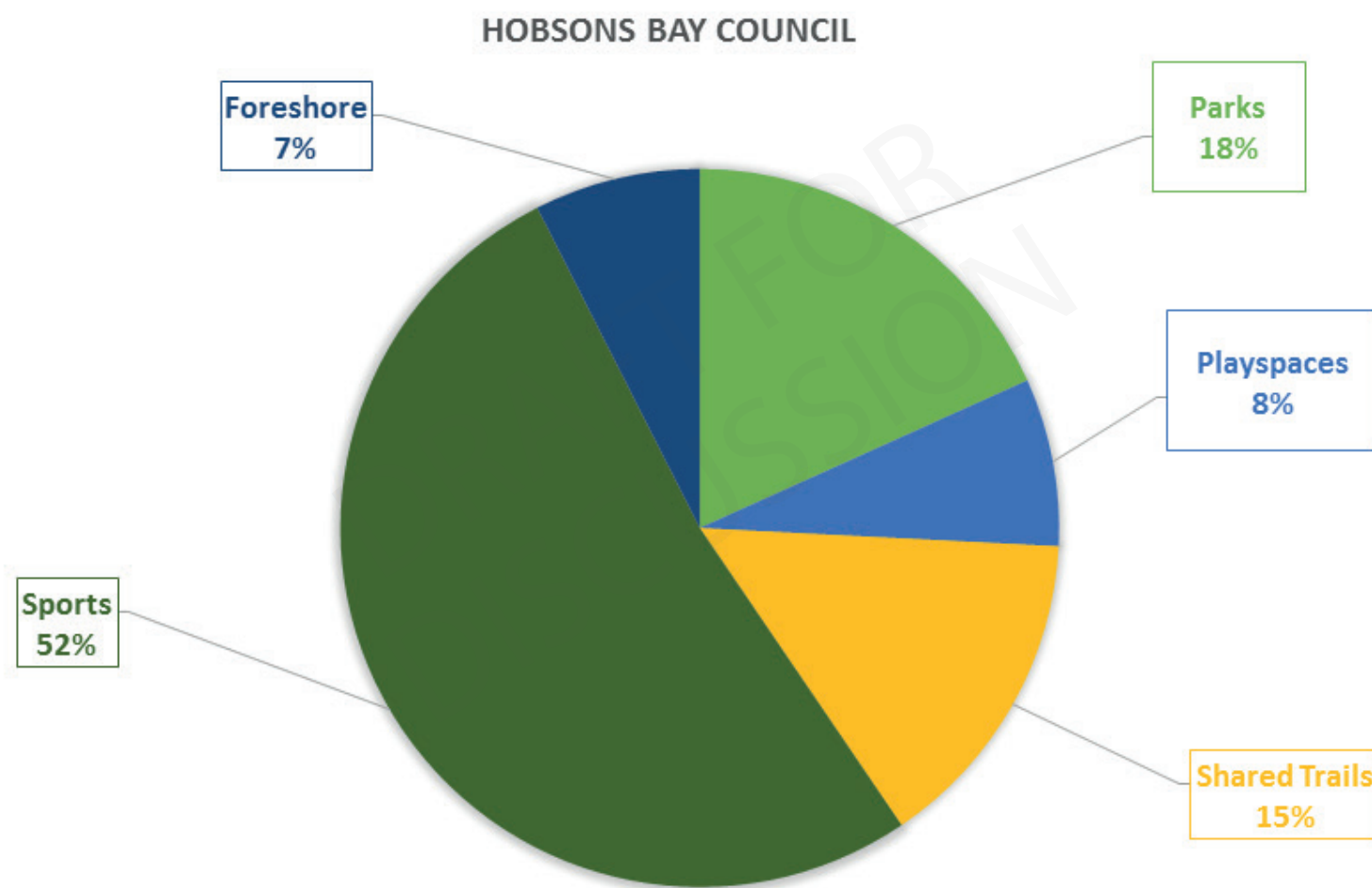


## Quality

Principle	Action	Lead Unit/Department	Partners
<p>Open spaces are designed to be multi-purpose and multi-functional, resilient, accessible, enhance community appreciation and reflect community values.</p> 	Adopt and incorporate the design principles for park and play spaces as outlined in Council's Universal Design Policy Statement (H)	Open Space and City Design	Active Communities. Active Communities City Operations ( Open Space) Capital Works
	Develop an integrated design manual for open space and Infrastructure (include a review of Council's current standard furniture & infrastructure technical notes). Incorporate standards for provision and Universal Design Principles.(H)	Open Space and City Design	Active Communities. City Operations ( Open Space) Capital Works Statutory Planning Sustainability
	Review the Public Toilet Strategy and incorporate actions for the next 10 year period. (H)	Open Space and City Design Capital Works	Active Communities Capital Works Asset Planning City Operations
	Incorporate the recommendations from The Sports Facilities Needs Analysis & the Tennis Needs Assessment reports to guide and priorities future investment in Sports Facilities. (H)	Active Communities	Capital Works Asset Planning City Operations
	Develop public realm master plans for the enhancement and revitalisation of Council's key Activity Centres as per the recommendations of the Structure Plans for Newport, Spotswood and Altona Beach (M)	Strategic Planning. Open Space & City Design	Asset Planning Capital Works City Operations Sustainability

## Recommended municipal Open Space renewal, upgrades and new open space development by type

\*Estimate only. To be confirmed





## Recommended municipal Open Space renewal, upgrades and new open space development

\*Estimate only. To be confirmed

