

ORDINARY COUNCIL MEETING
Wednesday 26 April, 2017
6.30pm
Council Chamber
Level 1
Maribyrnong Council Offices
Corner Hyde and Napier Streets, Footscray



AGENDA

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GORDON & MEPHAN STREET FRAMEWORK PLAN (AMENDMENT C143)

Director: Nigel Higgins
Director Planning Services

Manager: Adrian Havryluk
Manager City Strategy

PURPOSE

To seek approval to request the authorisation of the Minister for Planning to prepare and exhibit Amendment C143 to the Maribyrnong Planning Scheme, to implement the Gordon and Mephan Precinct Framework Plan 2015.

ISSUES SUMMARY

- The Gordon and Mephan Precinct Framework Plan 2015 was endorsed at the 17 February 2015 Ordinary Council meeting.
- The Gordon and Mephan Precinct Framework Plan 2015 identified the precinct as a viable and important employment area contributing over \$22 million annually to the state economy (a Core Employment Area).
- It is proposed to now to implement the key recommendations of the Gordon and Mephan Precinct Framework Plan 2015 by designating the precinct as a Core Employment Area, discouraging residential rezoning, improving and protecting amenity and supporting the development of key sites.
- Specifically the Amendment proposes policy changes to the Maribyrnong Planning Scheme.
- Following Ministerial authorisation of Amendment C143, public exhibition will be undertaken to allow community and stakeholder consideration on the proposed changes to the planning scheme provisions.

ATTACHMENTS

1. Gordon and Mephan Precinct Framework Plan 2015
2. Proposed Amendment C143 documentation

OFFICER RECOMMENDATION:

That Council:

1. **Requests the Minister for Planning to authorise Maribyrnong City Council to prepare and exhibit C143 to the Maribyrnong Planning Scheme, generally in accordance with Attachment 1.**
2. **Notes the delegation and authorises the Chief Executive Officer to make any necessary changes to the relevant documentation in preparation to request the Minister for Planning to authorise the Maribyrnong City Council to prepare and exhibit Amendment C143 to the Maribyrnong Planning Scheme.**

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3. **Subject to authorisation being granted by the Minister for Planning, resolves to place Amendment C143 to the Maribyrnong Planning Scheme on exhibition, as prescribed under Section 19 of the *Planning and Environment Act 1987*.**
 4. **Notes the delegation of the Chief Executive Officer to consider any submissions received in relation to Amendment C143, in accordance with Section 22 of the *Planning and Environment Act 1987*, and in accordance with Section 23 of the *Planning and Environment Act 1987* refer any submissions that cannot be resolved, along with other submissions, to an independent panel appointed by the Minister for Planning.**
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BACKGROUND

Maribyrnong Economic and Industrial Development Strategy

The Maribyrnong Economic and Industrial Development Strategy 2011 (MEIDS) guides future sustainable economic development, and outlines the role and land uses of the municipality's key industrial and commercial precincts. MEIDS economic vision foresees the City of Maribyrnong as:

“a leader in urban economic transition and renewal, embracing its traditional industrial past whilst delivering vibrant and successful urban places and meaningful employment.”

MEIDS consists of two parts: an Economic Development Strategy (EDS) and an Industrial Land Strategy (ILS), adopted by Council on 18 October 2011 and 24 June 2014 respectively. MEIDS was implemented via Amendment C108 on 8 September 2016.

Precinct designation – Strategic Employment Investigation Area

The ILS seeks to balance the need for retention of employment areas with the increasing need to accommodate alternative uses such as housing.

The Gordon and Mephan Street Precinct was designated in the ILS as a Strategic Employment Investigation Area (SEIA).

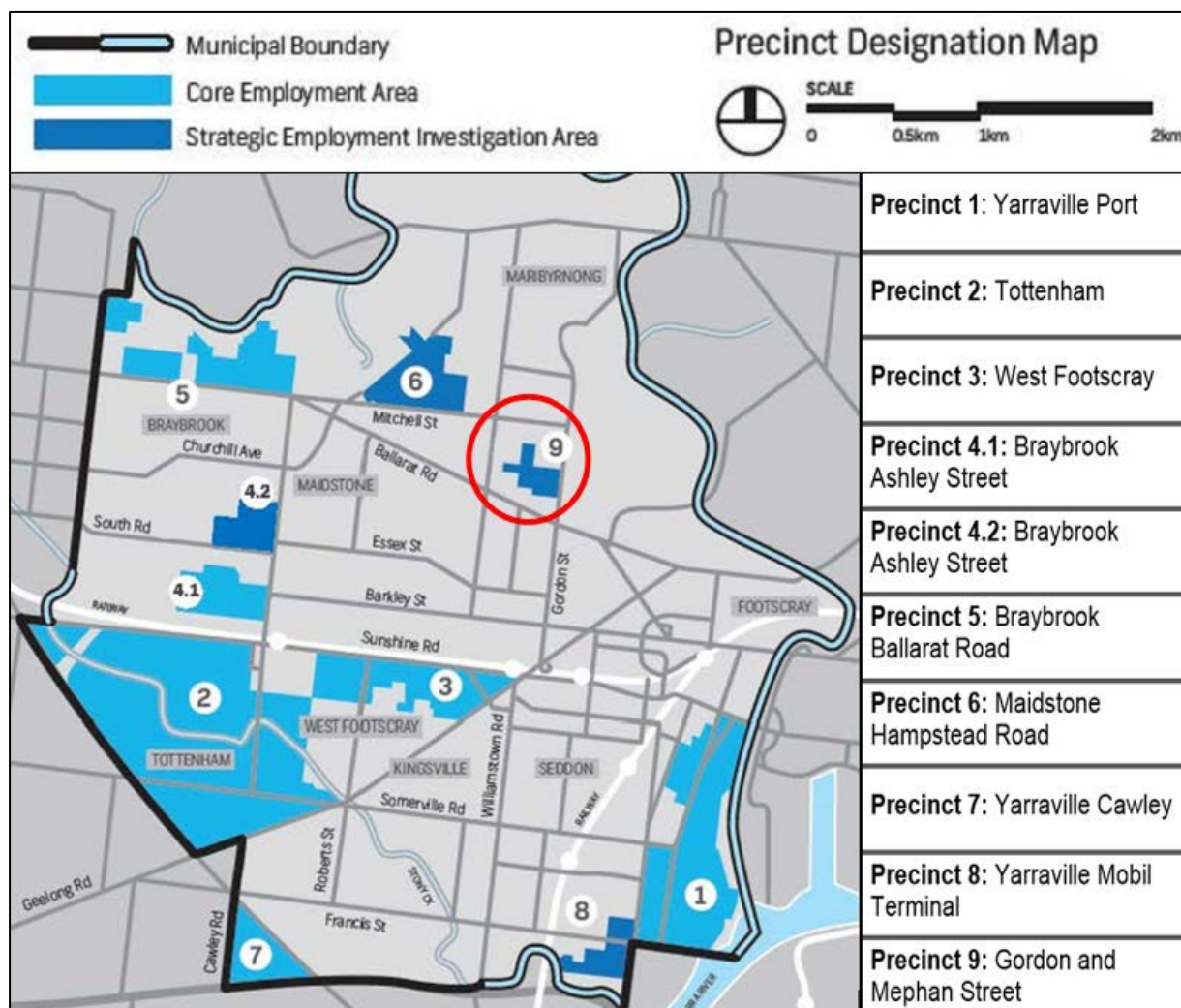


Figure 1: MEIDS – ILS Precinct Designation Map

The ILS defines a Strategic Employment Investigation Area (SEIA) as:

‘Areas which have more significant limitations or issues which require investigations to determine if they can be address in order for them to retain or increase their employment role. If these limitations cannot be addressed these areas are determined to be inherently/intrinsically unsuitable for an employment role. SEIA’S are considered to be employment areas until such time as further investigation clearly demonstrated this is not a viable option.’

If a SEIA is not found to possess significance limitations or issues which cannot be addressed in order for it to retain or increase its employment role it should continue to play an employment role.

Gordon and Mephan Precinct Framework Plan

In accordance with the SEIA designation, Council engaged SGS Economics and Planning to prepare the Gordon and Mephan Precinct Framework Plan (GMPFP).

The GMPFP covers the existing Industrial 3 Zone (INZ3) manufacturing and warehouse uses along Mephan Street and service uses along Gordon Street.

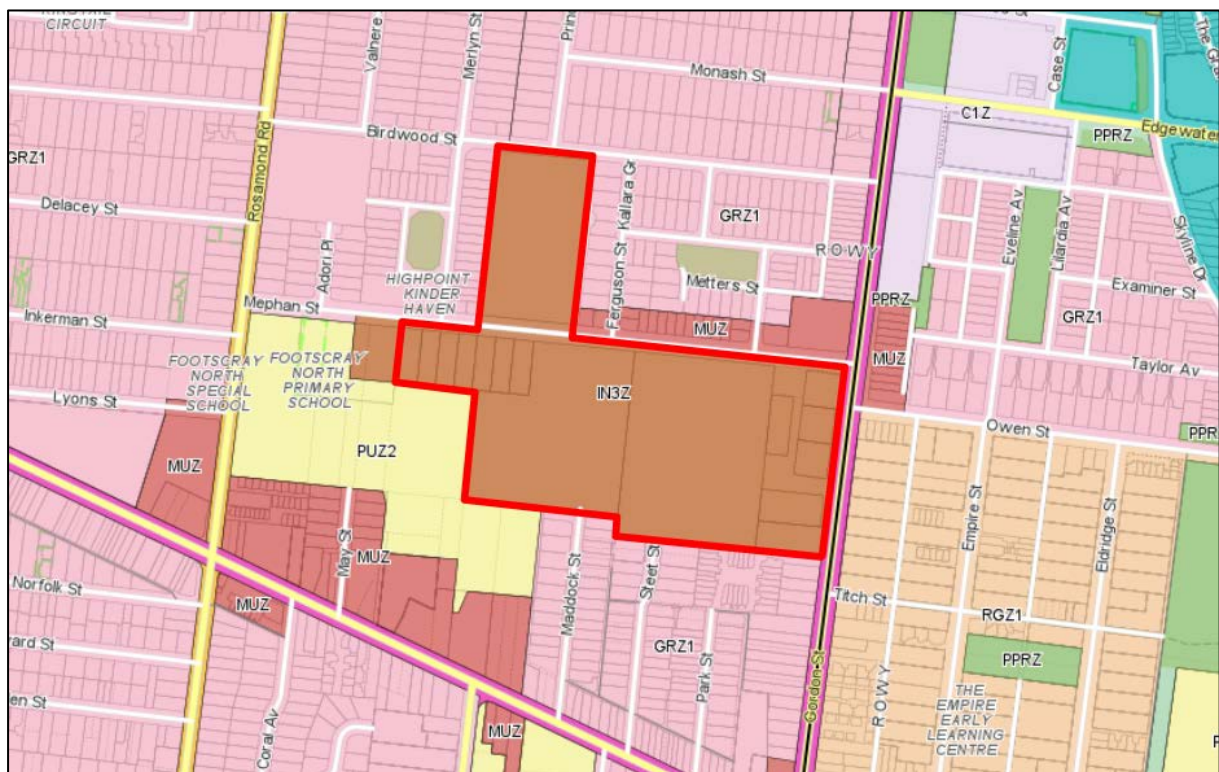


Figure 2: Gordon and Mephan Precinct Framework Plan boundary.

In preparing the GMPFP the following was considered:

- An examination of local and regional policy frameworks so that the relevance and contributions made by existing (and possible alternative uses) in the precinct can be viewed in light of existing policies.
- Analysis of local and regional employment data so that the economic conditions and drivers impacting on the subject site's use were considered. Importantly, how employment patterns in relevant industries and geographies have changed over time and how they are expected to evolve is discussed.
- A survey of businesses in the precinct to ascertain the value and sustainability of their operations to the local and regional economy. In conjunction with landowner

surveys, there is also consideration of site operating issues, preferences and future business outlook.

- A workshop process with Council staff from Strategic Planning, Economic Development, Urban Planning, Transport, Infrastructure and Community Wellbeing.

The analysis concluded that the area is well-functioning and suited for further employment growth and intensification, noting:

- The precinct supports a healthy and diverse economy
- Businesses in the precinct employ approximately 180 staff
- Total direct economic contribution of the precinct is \$22.6 million
- Employment within the precinct has increased over the past several years
- The precinct is a reasonable location for manufacturing and warehousing
- Given the health of the precinct for employment uses a change to residential use does not seem appropriate
- Adequate public transport coverage through existing bus and tram routes.
- Retention of the existing zoning and land use mix is not likely to exacerbate road congestion.

The Framework Plan recommended the Gordon and Mephan Street precinct should be designated as a Core Employment Area, as current employment activities are both viable and desirable in this location. The findings and recommendations of the GMPFP were endorsed by Council at the 17 February 2015 Ordinary Council meeting.

Implementing the GMPFP is included as item 1.1.4 in the 2016/2017 Council Priority Action Plan.

A copy of the GMPFP is provided at Attachment 1.

DISCUSSION/ KEY ISSUES

1. Key Issues

Ministerial authorisation

Under Sections 8A and 9 of the *Planning and Environment Act 1987*, the Council is required to seek authorisation from the Minister for Planning to prepare an amendment to the Maribyrnong Planning Scheme. Council is a planning authority when authorised by the Minister for Planning under this section of *the Act*.

Changes to the Municipal Strategic Statement

Amendment C143 proposes to make changes to the Municipal Strategic Statement (Clause 21) of the Maribyrnong Planning Scheme as follows:

- Amend Clause 21.01 (Municipal Strategic Statement), to reference Gordon and Mephan Precinct as a Local Area.
- Amend Clause 21.02 (Municipal Profile), to reference Gordon and Mephan Precinct as a Core Employment Area.
- Amend Clause 21.03 (Council Vision), to show the Gordon and Mephan Precinct as a Core Employment Area on the "Land Use Framework Plan".
- Amend Clause 21.04 (Settlement), to delete reference to Gordon and Mephan Precinct as a Strategic Employment Investigation Area.

- Amend Clause 21.05 (Environment and Landscape Values), to show the Gordon and Mephan Precinct as a Core Employment Area on the “Environmentally Sustainable Development Framework Plan”.
- Amend Clause 21.07 (Housing), to show the Gordon and Mephan Precinct as a Core Employment Area on the “Housing Framework Plan”.
- Amend Clause 21.08 (Economic Development), to reference Gordon and Mephan Precinct as a Core Employment Area, and show the Gordon and Mephan Precinct as a Core Employment Area on the “Industrial Related Employment Land Framework Plan”.
- Amend Clause 21.11 (Local Areas), to include Gordon and Mephan Precinct as a Local Area and provide precinct specific planning policy.
- Amend Clause 21.12 (Reference Documents) to incorporate the *Gordon and Mephan Precinct Framework Plan (February 2015)* as a reference document under the “Economic Development” subheading.

The majority of the proposed Clause 21 changes are minor updates to reference the Gordon and Mephan Precinct as a Core Employment Area in existing policy or Framework Plans.

Clause 21.11 (Local Areas) will be amended to provide new planning policy reflecting the recommendations and guidelines of the GMPFP.

The amended Clause 21.11 will contain four overarching objectives for the precinct, including:

- *To strengthen the economic role of the precinct as a Core Employment Area.*
- *To provide and maintain safe, convenient and efficient access to and within the precinct.*
- *To improve the overall amenity of the precinct.*
- *To support the development of key sites to provide sustainable, integrated and adaptable development that contributes to a contemporary and professional precinct identity.*

A range of specific strategies will sit under each objective.

A copy of the proposed Amendment is provided at Attachment 2.

Residential Amenity

While the GMPFP noted there were no apparent conflicts between the existing employment uses and surrounding residential area, Clause 21.11 will include requirements to address sensitive interfaces and ensure that building design, orientation and signage respects the neighbourhood context in which the precinct sits.

The following concept plan, which will be included within Clause 21.11, identifies sensitive interfaces, important streetscapes and key sites.

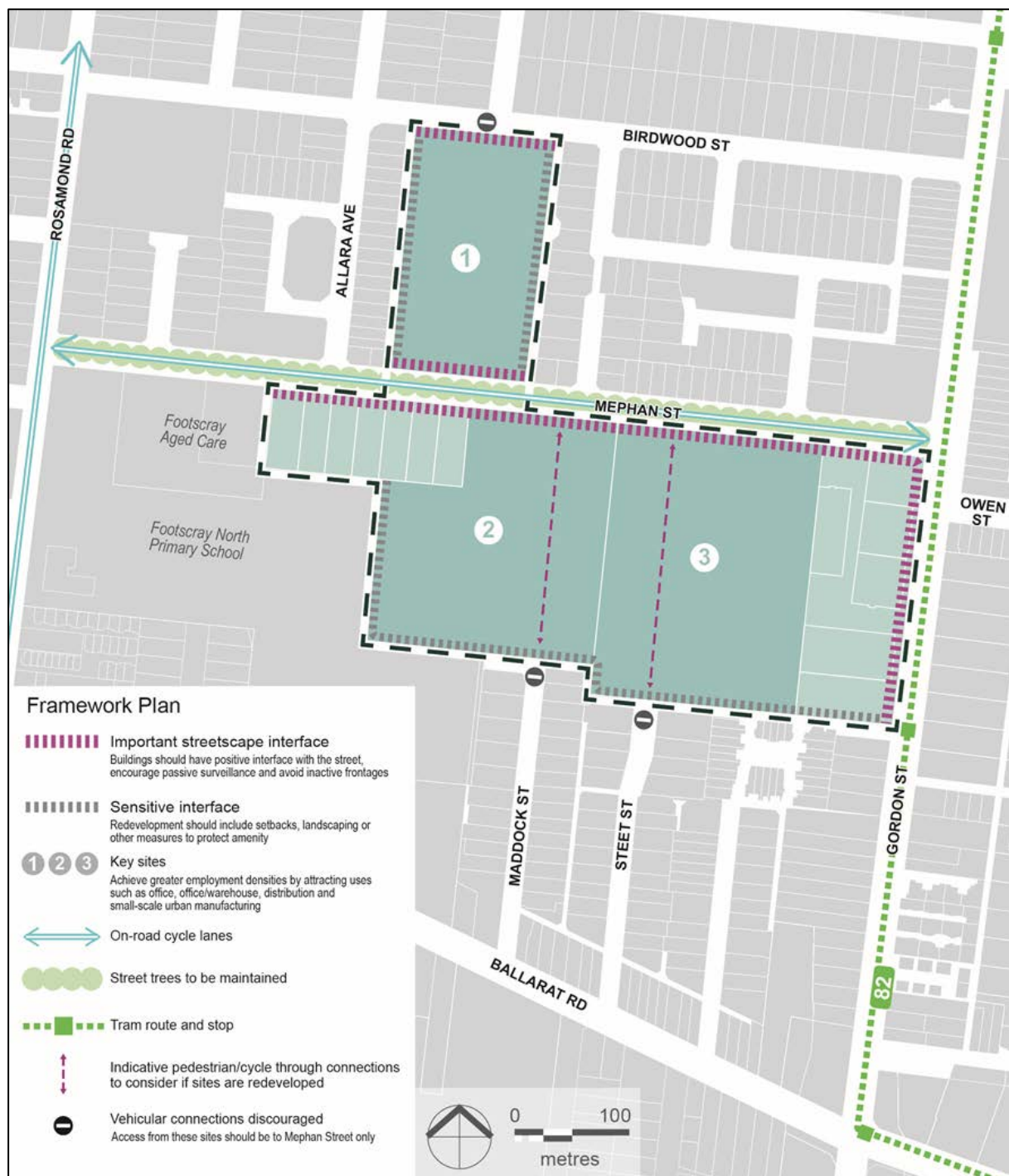


Figure 3: Precinct Concept Plan

Zoning

The GMPFP seeks to retain and intensify the current employment uses within the precinct, and attract new businesses relating to small scale urban manufacturing, office/warehouse, small office, distribution and a range of service uses. As these uses are permitted under the existing Industrial 3 Zone no zoning changes are proposed.

Clause 21.11 will discourage sensitive and non employment uses from locating within the precinct, and provide certainty that residential rezoning is not supported.

2. Strategic Assessment of the Amendment

Why is the Amendment required?

The amendment is required to implement the recommendations of the Gordon and Mephan Precinct Framework Plan (GMPFP).

The Gordon and Mephan Precinct is an existing light industrial area which includes a mix of manufacturing, service and wholesale/distribution uses. The GMPFP identified the precinct remained a viable and preferable location for industrial and employment uses, and recommended these uses be protected and enhanced.

The GMPFP provides a long term strategic framework for future use and development in the precinct and builds on the overarching vision and strategic directions of the Maribyrnong Economic and Industrial Development Strategy (MEIDS). Consistent with the terminology used in MEIDS and the Maribyrnong Planning Scheme the Amendment will designate the Gordon and Mephan Precinct as a Core Employment Area.

A new Local Area Policy at Clause 21.11 will provide specific guidance for the future development of the area. This will ensure the GMPFP recommendations to strengthen the precincts economic viability, improve and protect amenity, improve access and support the development of key sites are implemented.

How does the Amendment implement the objectives of planning in Victoria?

The Amendment implements the following objectives of planning in Victoria (as specified in Section 4(1) of the Planning and Environment Act 1987):

- To provide for the fair, orderly, economic and sustainable use, and development of land;
- To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;
- To facilitate development in accordance with the above objectives; and
- To balance the present and future interests of all Victorians.

The proposed policy will ensure an existing light industrial precinct continues to provide employment opportunities in a sustainable, efficient and coordinated manner.

How does the Amendment address any environmental, social and economic effects?

The Amendment will ensure the amenity of the area is retained and improved by requiring appropriate treatments to the surrounding residential and education interfaces, new landscaping and improvement of the public realm.

The amendment will have a positive social effect through retaining employment land within the municipality that is accessible to local residents and workers.

The amendment will have a positive economic impact by identifying and protecting an employment area important to the economic development and growth of Maribyrnong. The Amendment provides certainty for Council and the broader community as to which land will be retained for employment uses, and provides guidance on how individual sites may be developed to ensure they can adapt to future economic and employment needs.

Encouraging new industrial and commercial development to achieve high quality design and built form outcomes provides further economic benefit of making industrial premises in Maribyrnong more desirable for potential tenants.

Does the Amendment address relevant bushfire risk?

The Amendment does not impact on bushfire risk.

Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The Amendment complies with the following Ministerial Directions:

- Ministerial Direction – The Form and Content of Planning Schemes
- Ministerial Direction 9 – Metropolitan Strategy
- Ministerial Direction 11 – Strategic Assessment of Amendments
- Ministerial Direction 15 – The Planning Scheme Amendment Process

The requirements of the Ministerial Directions have been followed in the course of preparing the Amendment.

3. Legislation/Council Policy**State Planning Policy Framework**

The Amendment is consistent with, and gives effect to, the State Planning Policy Framework, in particular:

- Clause 10 – Operation of the State Planning Policy Framework
- Clause 11 – Settlement
- Clause 15 – Built Environment and Heritage
- Clause 17 – Economic Development
- Clause 18 – Transport
- Clause 19 – Infrastructure

The proposed Amendment achieves:

- The orderly development of an urban area by ensuring that a sufficient supply of land is available for industrial and employment uses.
- The promotion of a future urban environment that is safe, functional and of good quality.
- The protection of existing residential areas by minimising the potential for adverse amenity impacts.
- The support of the local and regional economy by ensuring existing employment generating uses have the ability to grow in a managed and coordinated manner.
- The creation of a safe and sustainable transport system that integrates land-use and transport and utilises existing infrastructure.

Local Planning Policy Framework

The Amendment is consistent with, and gives effect to, the Local Planning Policy Framework, in particular:

Clause 21.03 Land Use Vision

The Amendment supports Clause 21.03 by managing the growth of an existing industrial area which contributes to the local and regional economy.

Clause 21.06-1 Urban Design

The Amendment supports Clause 21.06-1 by providing policy guidance on the preferred design outcomes for an industrial and employment precinct and improving and protecting amenity at sensitive interfaces.

Clause 21.08-3 Industry

The Amendment supports Clause 21.08-3 by providing policy guidance to ensure high quality industrial development is delivered across the precinct, including site specific guidance on landscaping, amenity, waste management, access and vehicle parking.

Clause 21.09 Transport

The Amendment supports the use of sustainable transport, with the precinct in walking distance to bus and tram routes.

Human rights consideration

This report and its contents do not impede the human rights listed in the *Charter of Human Rights and Responsibilities Act 2006*.

4. Engagement

Consultation was undertaken with land owners and tenants during the preparation of the GMPFP, which has informed the preparation of the Amendment.

As part of the Amendment process, consultation will include a one month exhibition period with an opportunity for submissions in accordance with Section 19 of the *Planning and Environment Act 1987*. Exhibition of the Amendment will include letters to relevant land owners and occupiers, and advertisement on Council's website, the Government Gazette and Star Weekly newspaper. Council officers will be available to meet with community members and any interested stakeholders.

If submissions are received that cannot be resolved, the submissions will be referred to an independent Planning Panel appointed by the Minister for Planning, providing submitters an opportunity to be heard. Following the Panel hearing the Panel will prepare a report, including recommendations. An officer report will then be prepared for Council to consider the Panel Report and the Amendment.

5. Resources

Resource requirements are in accordance with existing budgetary allocation.

CONCLUSION

Amendment C143 proposes to protect and manage the existing Gordon and Mephan Street Precinct.

The Amendment will incorporate clear policy guidance into the Maribyrnong Planning Scheme that will strengthen the economic role of the precinct, improve and protect amenity, improve access, support the development of key sites and discourage piecemeal rezoning.

Gordon and Mephan Precinct Framework Plan



City of Maribyrnong
February 2015



Independent insight.



This report has been prepared for the City of Maribyrnong. SGS Economics and Planning has taken all due care in the preparation of this report. However, SGS and its associated consultants are not liable to any person or entity for any damage or loss that has occurred, or may occur, in relation to that person or entity taking or not taking action in respect of any representation, statement, opinion or advice referred to herein.

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1 INTRODUCTION

1.1 Purpose of this Framework Plan

The purpose of this framework plan is to guide the future use and development in the Gordon and Mephan Street Precinct.

1.2 Process

Gordon and Mephan Street Precinct was designated as a Strategic Employment Investigation Area (SEIA) in the Maribyrnong Economic and Industrial Development Strategy (MEIDS). As a result of this designation, further investigations are required to guide its future planning and development.

To complete these investigations, SGS Economics and Planning (SGSEP) has used a multi-layered approach to the analysis which includes:

- Examination of local and regional policy frameworks so that the relevance and contributions made by existing (and possible alternative uses) in the precinct can be viewed in light of existing policies.
- Analysis of local and regional employment data so that the economic conditions and drivers impacting on the subject site's use were considered. Importantly, how employment patterns in relevant industries and geographies have changed over time and how they are expected to evolve is discussed.
- A survey of businesses in the precinct to ascertain the value and sustainability of their operations to the local and regional economy. In conjunction with landowner surveys, there is also consideration of site operating issues, preferences and future business outlook.
- A workshop process with Council staff from Strategic Planning, Economic Development, Urban Planning, Transport, Infrastructure and Community Wellbeing.
- The framework plans draws on the findings of these various analyses, consultations and discussions.

1.3 Outline of this document

The structure of this document is as follows:

Section 2 provides an overview and analysis of the local and regional policy framework, and of relevant economics trends.

Section 3 contains an overview of the findings of the various local analysis and consultation tasks.

Section 4 is the Framework Plan itself.

Section 5 provides recommendations for how the Framework Plan might be implemented through local policy.

2 CONTEXT

This section initially provides an overview of existing planning and economic policy at the state and local level that is of relevance to the development of a Framework Plan for the Gordon and Mephan Street SEIA. The implications of the existing policy framework on future strategy for the site is also be assessed.

The section then provides some economic data and analysis on the key forces and trends impacting the broader region and municipality.

2.1 State planning policy

The *State Planning Policy Framework* (SPPF) outlines the key planning strategies that guide the planning and development of the greater metropolitan Melbourne region.

Housing

The SPPF identifies a need for an adequate supply of affordable and diverse housing at appropriate locations in metropolitan Melbourne. It asserts that new housing should have access to services and supporting infrastructure, including activity centres, public transport, schools and open spaces, and that an increase in housing supply needs to occur in existing urban areas on under-utilised land to alleviate the pressure for development in fringe areas. A key strategy to meet these objectives is to locate new housing in or within close proximity to activity centres and employment corridors that offer suitable access to services and transport.

Economic development

The need to promote the economic well-being of communities and the State is also identified in the SPPF. To achieve this the SPPF encourages commercial facilities to be located in existing or planned activity centres, and the promotion of development that suitably meets the needs of communities.

Industrial activity is also recognised as playing a significant role in the State's economy, and as such, the continued availability of land for industrial uses must be ensured. To this end, the need to both protect existing industrial areas and support further industrial development in identified areas are both highlighted. The encroachment of unplanned commercial, residential and other sensitive uses onto industrial land needs to be avoided in order to ensure the continued viability of industry in these areas. The document also asserts the importance of providing adequate buffers between sensitive land uses and offensive or dangerous industries, in order to ensure the protection of residents' safety and amenity.

2.2 Local planning context

The City of Maribyrnong's *Local Planning Policy Framework* (LPPF) and *Municipal Strategic Statement* (MSS) provide strategic planning direction at the local level.

Housing growth

The City of Maribyrnong's LPPF's housing policy directions are underpinned by dwelling forecasts. The forecasts show significant population growth is expected in the municipality over the next 20 years, with the City needing to accommodate between 14,000 and 16,000 additional households by 2031. There is an aspiration that this growth will be primarily directed towards substantial change areas, with incremental change areas also having some role to play in ensuring adequate dwelling supply. The LPPF

suggests an increase in the proportion of medium and higher density housing will be encouraged in the municipality, particularly in areas in close proximity to Activity Centres (ACs) and the Principal Public Transport Network (PPTN). In particular, significant densification is expected in around the key centres of Footscray and Highpoint.

Developing a diverse mix of housing types to suit varying community needs is recognised as vital. Where larger sites are to be developed, the provision of high amenity precincts with an identifiable sense of place will also be an important consideration.

Economic development and industry

Highpoint and Footscray are also identified as the principal centres for retailing within the municipality, with Highpoint also being an important location for bulky goods retailing. Retail development outside of identified Activity Centres is to be discouraged, with the development of restricted retail premises in particular to be confined to appropriate identified locations.

With the forecasted growth in population, as well as continued gentrification, the significance of the professional sector and the demand for offices in the municipality is also expected to increase. With its high-quality public transport links for office workers, new office development is to be directed to the Footscray Activity Centre.

High quality industrial development is also recognised as being vital. The City has three key core industrial precincts: Yarraville Port Industrial Precinct, Tottenham Precinct and West Footscray Sunshine Road Precinct. These locations are earmarked to accommodate the majority of ongoing industrial development, and to be a major source of local employment opportunities.

2.3 Maribyrnong Economic and Industrial Development Strategy

The *Maribyrnong Economic and Industrial Development Strategy* (MEIDS) aims to guide sustainable economic development, and outlines the role and land uses of the municipality's key industrial and commercial precincts. Its economic vision foresees the City of Maribyrnong as:

...a leader in urban economic transition and renewal, embracing its traditional industrial past whilst delivering vibrant and successful urban places and meaningful employment.

MEIDS consists of two parts: an Economics Development Strategy and an Industrial Land Strategy. MEIDS is being implemented via an amendment to the Maribyrnong Planning Scheme that will be made later this year. The following provides an overview of the key findings of this document.

MEIDS Part 1: Economic Development Strategy (EDS)

Part 1 of MEIDS was adopted by Council on 18 October 2011. It identifies several economic drivers shaping the City of Maribyrnong's economic opportunities and competitive advantages. These include:

- Population growth as a result of natural increase and migration. This is expected to increase labour supply, demand for housing, and retail expenditure.
- Population ageing that is likely to reduce workforce participation and increase the burden on fiscal budgets.
- Industry changes as a result of wider trends in the demand for goods and services, in particular transitions from manufacturing to greater levels of service, higher value-adding products and increased levels of knowledge and innovation. An expected increase in imports is also likely to increase demand for transport and logistics services.
- Redevelopment and renewal supported by federal, state and local government investment that will assist in the provision of denser, more liveable areas and accommodate for the City's forecast

population growth. Footscray Central in particular is expected to become a major economic driver for growth in the City.

- Retail trade, manufacturing, transport and logistics, education and wholesale trade are expected to be key economic sectors for the City in the future. Maribyrnong's industrial businesses are significant local employers.

Industry

Industrial land makes up 23% of total land supply in the City of Maribyrnong. While this is a relatively modest proportion when compared to some other industry-significant municipalities in Melbourne, industry still plays a key role in the economy of Maribyrnong.

In the years from 2004 and 2008, the municipality had a negative industrial land consumption with an average loss of 3.5 hectares per annum. Two key limiting factors in investment and growth in industry in Maribyrnong are the existing conditions of industrial areas, and a lack of greenfield land. In order to maintain the industrial and employment activities that are core components of the City's economy, the EDS proposes that Maribyrnong's industrial areas undergo appropriate planning and development. This will include the identification of those areas which are to remain industrial areas, so that these can be revitalised to accommodate future employment. To further promote revitalisation, it is also suggested that some industrial areas may need to be rezoned to allow for retail or other commercial use. While in some cases rezoning processes can also be used to meet forecasted housing needs, it is recommended that the planning of industrial areas retains a focus on supporting and generating jobs.

Conflicting land use, where development has occurred with insufficient separation between industrial and sensitive residential uses, is also a key concern. Future planning strategies will need to consider implementing buffer zones not only in existing sites, but also in the future allocation of industrial areas and residential development. In a similar vein, the EDS also advocates for a broader balance between population and industry, with sustainable levels of residential and industrial development.

Core economic development activities

Core activities for the promotion of economic development are also identified in the EDS. Key land-use strategies arising from these include: regulating development and assisting and retaining existing businesses. This will include taking a proactive and strategic role in the delivery of policy and planning, as well as ensuring the adequate provision of employment land, and engaging with the local employment sector to support the expansion and retention of existing businesses. Placemaking goals in Activity Centres and industrial areas are also to be achieved.

MEIDS Part 2: Industrial Land Strategy (ILS)

Part 2 of MEIDS was adopted by Council on 24 June 2014.

As an established municipality with few vacant sites, new development in Maribyrnong will predominantly involve the revitalisation or redevelopment of brownfield land, and in some cases, shifts from an established use to another use. The ILS seeks to balance the need for the retention of employment areas with the increasing need to redevelop land to accommodate alternative uses such as housing.

It has been estimated that the demand for Industry Related Employment Land (IREL) will reach approximately 391.5 hectares by 2030, which is a 5.2 hectare reduction of the land that was available in 2010. While it is thus likely that the City will require similar amounts of IREL for traditional uses in the medium-term, it is forecasted that the need for IREL will increase in the longer term. While the 2010 excess of IREL supply in terms of demand was at 16%, this has not been deemed excessive, and can serve as an attractor for new industries. The ILS therefore recommends that it is significant to the long-term economy of the City that the existing supply of IREL is, to a large extent, preserved into the future.

MEIDS (Part 2: ILS) classifies existing industrial land in the City into five categories of varying use and employment intensity for the purpose of guiding the future strategy for individual areas. These five categories are:

Category	Definition
Industry Related Employment Land (IREL)	Industrial precincts as identified in the study.
Core Employment Area (CEA)	Areas which are highly suitable for employment are functioning relatively efficiently and where the employment role is to be protected and enhanced.
Strategic Employment Investigation Area (SEIA)	Areas which have more significant limitations or issues which require investigation to determine if they can be addressed in order for them to retain or increase their employment role. If these limitations cannot be addressed these areas are determined to be inherently/intrinsically unsuitable for an employment role. SEIAs are considered to be employment areas until such time as further investigation clearly demonstrates that this is not a viable option.
Employment Intensification Area (EIA)	SEIAs that have limitations and issues that need to be addressed through an EIA framework plan for them to retain or increase their employment role.
Strategic Redevelopment Areas (SRA).	SEIAs that have limitations or issues that cannot be addressed to retain or increase their employment role and are more suited to mixed use or an alternative role, e.g. entirely residential.

Gordon and Mephan Street Precinct

The Gordon and Mephan Street Precinct is identified in the ILS as an SEIA, a classification which is given to areas that require further investigations to guide their future planning and development. The area largely comprises warehousing, but also some service industry on the lots that have a frontage to Gordon Street.

The ILS recognises that as an industrial area the sub-precinct is constrained by its close proximity to surrounding sensitive uses. Its parcels are quite large, making it attractive for redevelopment, and does not contain any vacant land. A truck ban on Mephan Street limits through-traffic but does not prevent trucks servicing sites in the precinct. The sub-precinct is served by a tram route on Gordon Street providing access to public transport and connections to both the Footscray and Highpoint Activity Centres.

Of particular significance is the policy guideline that if this precinct (as an SEIA) is not found to possess significant limitations or issues which cannot be addressed in order for it to retain or increase its employment role it should continue to play an employment role.

2.4 Traffic and transport policy

Transport Integration Act

The Transport Integration Act is Victoria's principal transport statute and came into effect on 1 July 2010. According to the Act, any decisions affecting the transport system must be made within the same integrated decision-making framework and support the same objectives.

The purpose of the Act is largely to guide the provision of an integrated and sustainable transport system in Victoria, but does include a clause on land use planning.

It states that the transport system should provide for the effective integration of transport and land use to improve accessibility and transport efficiency, such that access to residences, employment, markets, services and recreation is maximised.

It also stipulates that the transport system and land use should be aligned, complementary and supportive. Transport decisions are to be made with consideration for the current and future impact on land use, and land use decisions are to be made with consideration for the current and future development and operation of the transport system.

Maribyrnong Integrated Transport Strategy

The Maribyrnong Integrated Transport Strategy (MITS) was adopted by the City of Maribyrnong in April 2012 to help guide the development of their transport system over the next decade. The strategy provides a range of recommended actions across all transport modes to help deliver the vision for the MITS. Any development project that may influence the transport system within Maribyrnong should consider the MITS with respect to achieving alignment with its recommended actions and overall vision.

PTV Bus and Tram Network Plans

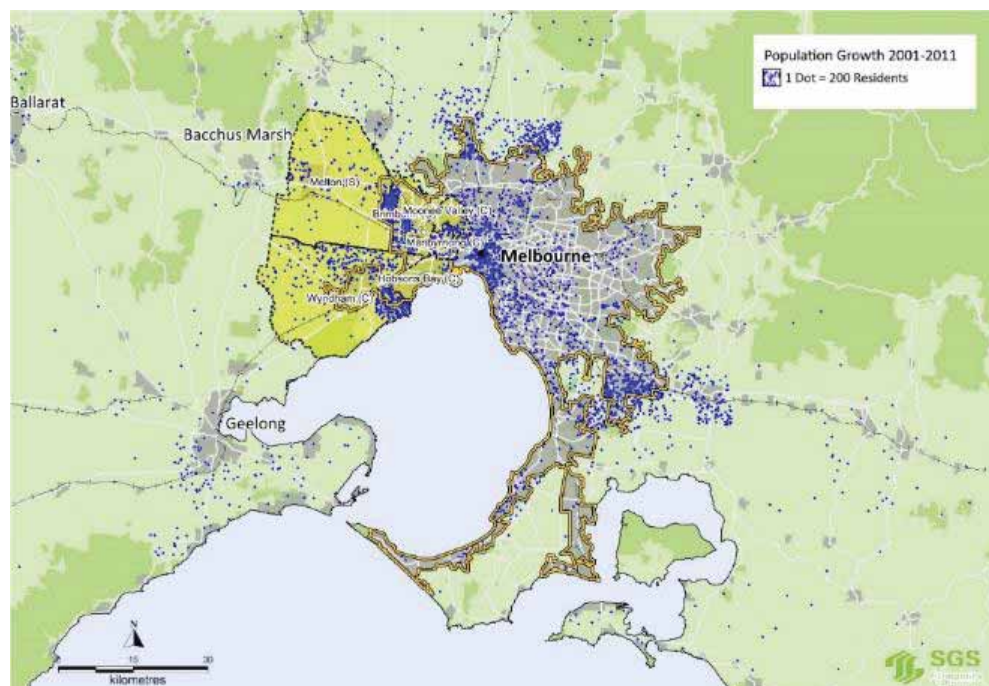
Public Transport Victoria (PTV) is also currently developing bus and tram network development plans to provide a guide to future tram and bus network and service improvements. Discussions with PTV in May 2014 revealed that the network development plans would not be released in time to inform the development of this framework plan.

2.5 Economic Trends

Western Melbourne

Melbourne's West is a region of opportunity for Victoria and Australia. Over the past decade all the communities of the West, whether they be suburbs established in the 19th century, middle ring districts or growth areas, have experienced strong growth. At the same time, environmental constraints and increasing distances from the CBD are slowing Melbourne's historic spread to the east (Figure 1).

FIGURE 1. POPULATION GROWTH – METROPOLITAN MELBOURNE 2001-2011



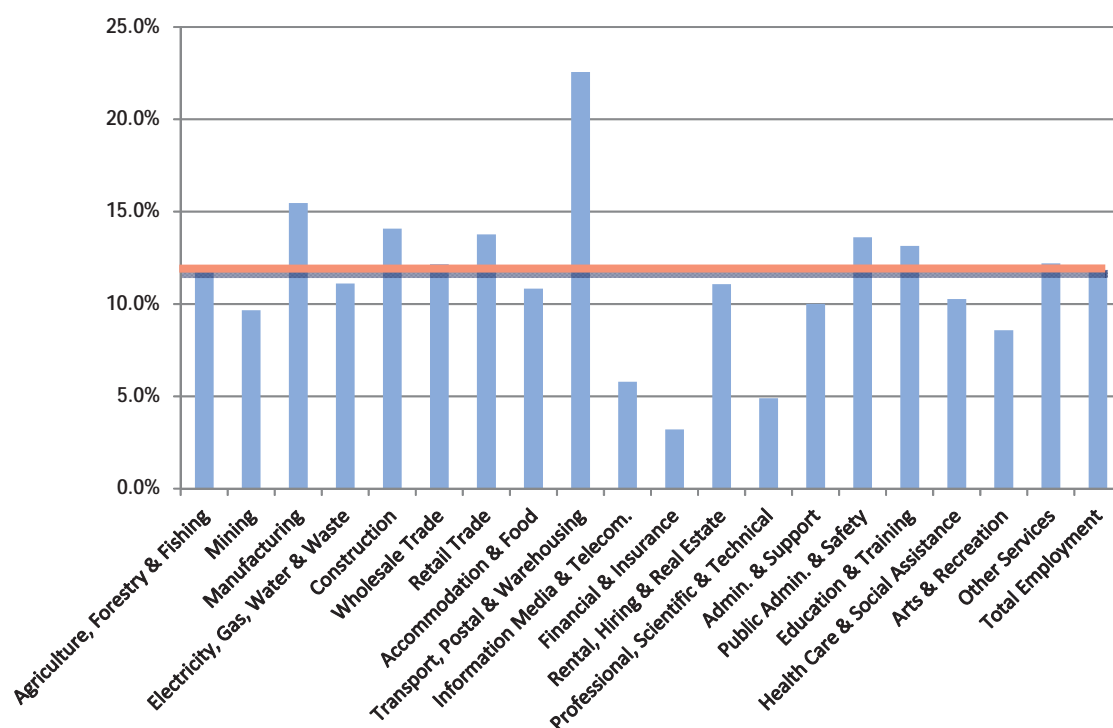
Source: SGS analysis, ABS data

The recent strong growth in employment in Melbourne's West is projected to continue and even accelerate in the medium term.

The West will account for nearly 12 per cent of employment growth in the metropolitan area from 2006 to 2026, while it started this period with around 11 per cent of all of Melbourne's jobs. In the years to 2046, this outsize share of growth will have picked up further still, with the West attracting over 13 per cent of Melbourne's new jobs. In other words, the West is set to command a disproportionate share of greater Melbourne's economic expansion over the next 3 decades.

The West is widely known for its concentration of heavy industries and, more recently, its leading role in the transport and distribution of products and materials across the metropolitan area, the State and the nation generally. The dominance of these functions is borne out in the aggregate numbers for employment share by industry (Figure 2).

FIGURE 2. WESTERN REGION SHARE OF MELBOURNE'S EMPLOYMENT BY INDUSTRY (2011)



It also clear that the modern economy of the West is not just about 'traditional' industries, notwithstanding the vital continuing importance of these sectors. For example, net export sales from Education and Training at \$289 million per year, are very similar in magnitude as those of the petrochemicals industry (being the combination of Petroleum and Coal Product Manufacturing and Basic Chemical Manufacturing) at \$300 million.

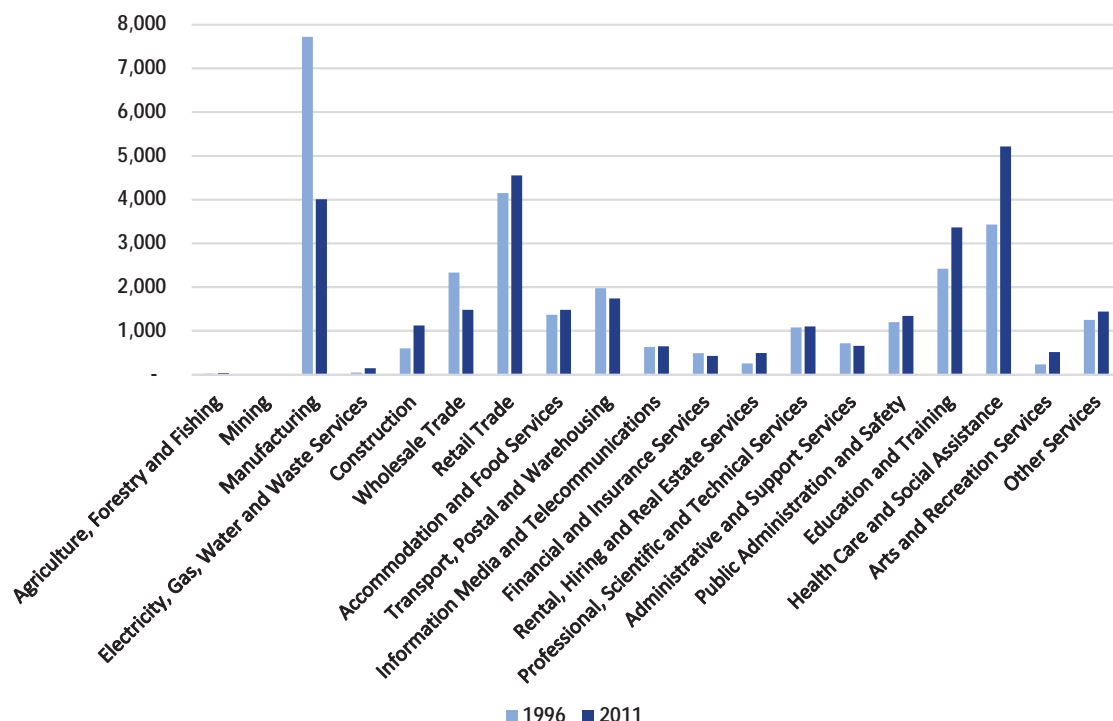
Variations in the composition of local economies is also evident. Manufacturing and transport/logistics related business clearly represent anchor activities for Brimbank, Hobsons Bay, Melton and Wyndham. But Moonee Valley and, to a lesser extent, Maribyrnong, reveal a different profile of net export earners, with an increasing orientation towards high value added services, for example, telecommunications medical services, engineers and other consults, software engineers, lawyers, accountants and so on.

Maribyrnong

The City of Maribyrnong is located directly west of the City of Melbourne and has a population of around 70,000 residents. Between 1996 and 2001, Maribyrnong experienced only a slight increase in population, however, between 2001 and 2006, the population increased by 5.3% to 63,137 residents. This growth can largely be attributed a demographic shift and to higher density housing developments. This trend is expected to continue with Maribyrnong forecast to accommodate a total population of around 103,000 residents by 2031.

Over the past 15 years there have been significant employment changes in selected industry sectors across the City of Maribyrnong. Manufacturing employment has almost halved between 1996 and 2011, whilst there has been growth in the number of jobs in both Education & Training and Health Care & Social Assistance (see Figure 3). Employment levels in wholesale trade have also fallen in the municipality. Overall employment levels have remained largely unchanged: there were 29,958 jobs in 1996 and 29,823 jobs in 2011.

FIGURE 3. CITY OF MARIBYRNONG EMPLOYMENT BY INDUSTRY 1996 – 2011



Residents of Maribyrnong predominantly work in the City of Melbourne (28.0%) and in Maribyrnong (18.5%), while workers in Maribyrnong generally come from Maribyrnong (17.5%), Brimbank (17.4%) or the surrounding western suburbs.

The employment offer in Maribyrnong is diverse within its activity centres and industrial areas. Within activity centres, most employment is limited to retail and local professional services. Industrial areas include light industry and larger manufacturing firms. Whilst industrial activity will remain a vital component of the economy, it is not expected to dominate employment share and there will likely be a transition to cleaner, greener technologies through a mixture of industrial/office business parks. It is also expected that some land designated exclusively to industry will decline and will include office/industrial parks.

The municipality also contains several regionally significant facilities, notably Victoria University, Western Hospital, Highpoint Shopping Centre, Footscray Community Arts Centre and Whitten Oval.

2.6 Implications

The need to provide infill residential development for a growing population while maintaining land for industry, employment and economic growth is a key theme in planning policy at both the state and local level policy.

Industry plays a significant role in the economic well-being of the City of Maribyrnong, and is expected to continue to do so into the future. While the provision of adequate and appropriate housing is a key policy objective, strategies to revitalise existing industrial land and limit the encroachment of other uses into such areas are fundamental to the City's economic development goals. The need for uses on industrial land to directly benefit the community, and moreover, not have negative implications for surrounding residents is also recognised.

The Gordon and Mephan Street precinct is identified in the *Maribyrnong Economic and Industrial Development Strategy (Part 2: ILS)* as an area needing further investigation to determine its employment potential and continued significance to Maribyrnong's economic development. While currently zoned industrial, the area is largely surrounded by residential or other sensitive uses, and is outside of the city's three key industrial precincts. With regard to relevant state and local planning policy, the area's contributions as an employment precinct must be assessed, along with the desirability and viability of alternative land uses (and commensurate zoning) for the precinct.

This chapter presents the regional and local economic context surrounding the activities on Gordon and Mephan Street. It draws from other relevant work and presents relevant data that forecasts the likely trends for the area's future.

3 ANALYSIS

This section provides a summary of research and analysis that was focused at the precinct level for the Gordon and Mephan Street SEIA. It includes datasets, site analysis, planning policy governing the precinct, as well as summary material of the consultation process and results.

3.1 Employment

The Gordon and Mephan Street SEIA Precinct is located at the heart of the City of Maribyrnong, within close proximity to the Footscray Activity Area and Highpoint Shopping Centre. A relevant statistical area has been identified to assist with the analysis of employment data. This area is shaded red in Figure 4 below, and the precinct boundary is highlighted by the blue line.

Note that the statistical area contains more than just the businesses of the study area precinct. There is also a school as well as many residential dwellings surrounding the employment activities in the area.

FIGURE 4. PRECINCT STUDY AREA (BLUE) AND PRECINCT STATISTICAL AREA (RED)

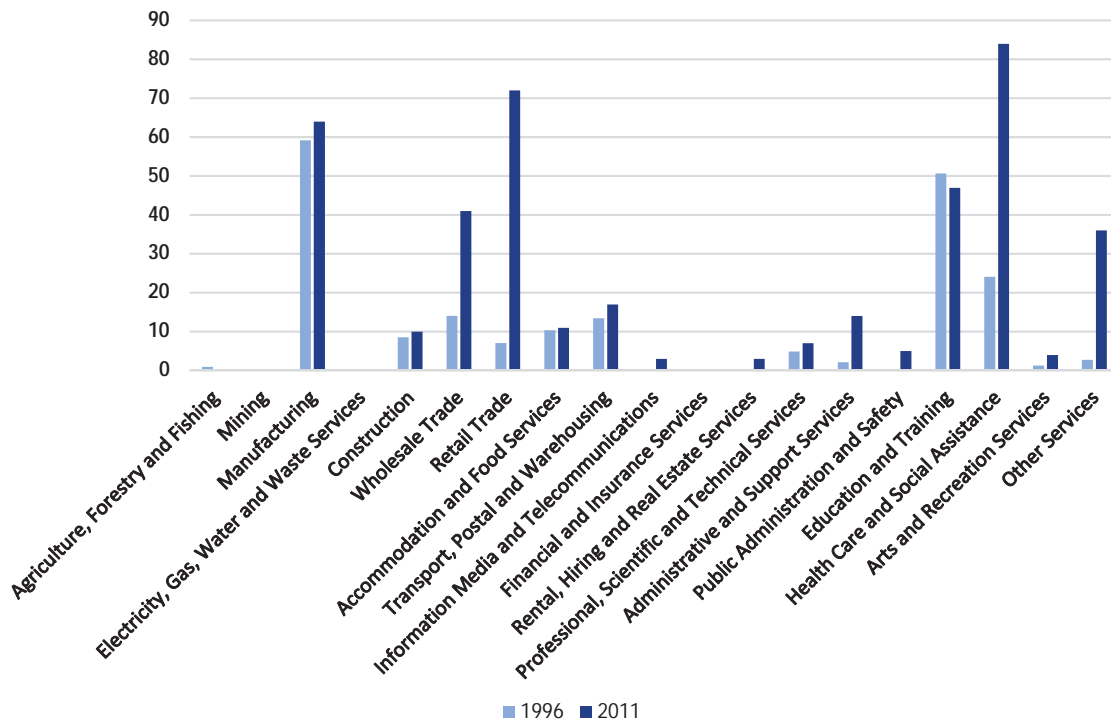


Although total employment across Maribyrnong remained somewhat unchanged between 1996 and 2011, the number of jobs in this precinct has increased substantially from 199 in 1996 to 418 by 2011. Figure 5 shows that most of this increase in employment can be attributed to increases in the industries of Wholesale Trade, Retail Trade and Health Care/Social Assistance.

No industry has recorded a decline in economic activity. Manufacturing employment in the precinct recorded a slight increase. The presence of 65 manufacturing jobs recorded in the 2011 ABS Census were largely confirmed through the consultation process which is discussed in further detail in Section 4.

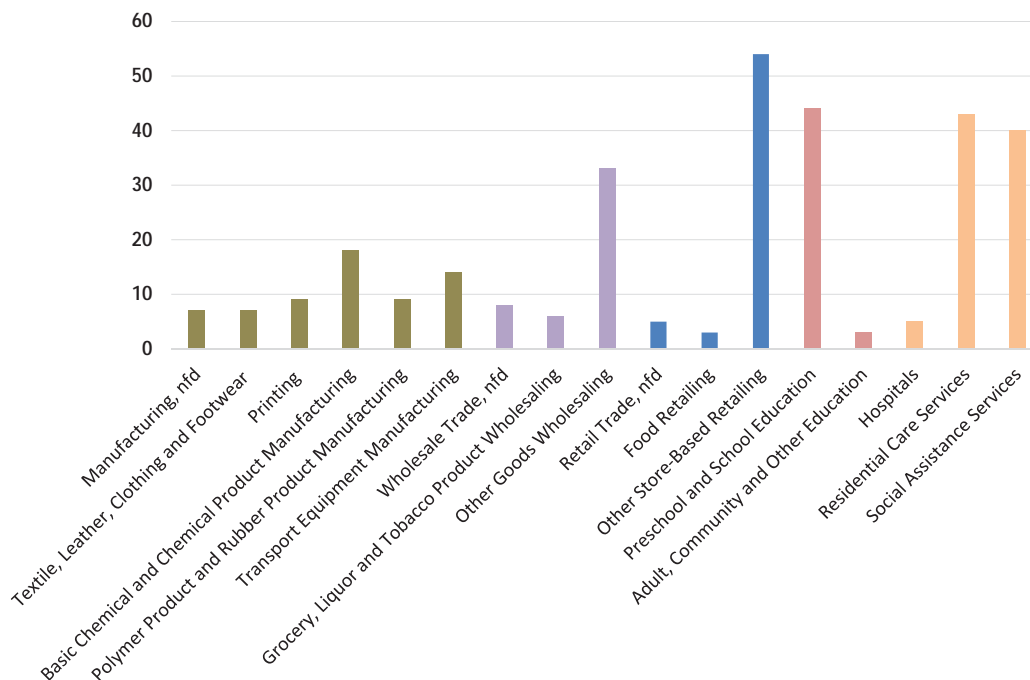
The constant Education and Training employment in these figures can largely be attributed to the presence of the local school in the statistical area.

FIGURE 5. PRECINCT EMPLOYMENT BY INDUSTRY 1996 – 2011



The employment figures at ANZSIC 2-digit categories for the five broad industries in the precinct are shown in Figure 6. (Note that there are other industry sub-categories at ANZSIC 2-digit level which are not shown as there were no persons employed in those sub-categories in the statistical area.) The data shows that there is a diverse range of manufacturing activity in this precinct, whilst wholesaling and retailing activity is largely unclassified. The analysis of the survey results in Chapter 4 provides for more detail on the nature of these jobs.

FIGURE 6. PRECINCT EMPLOYMENT LEVELS BY ANZSIC 2 DIGIT CATEGORIES 2011

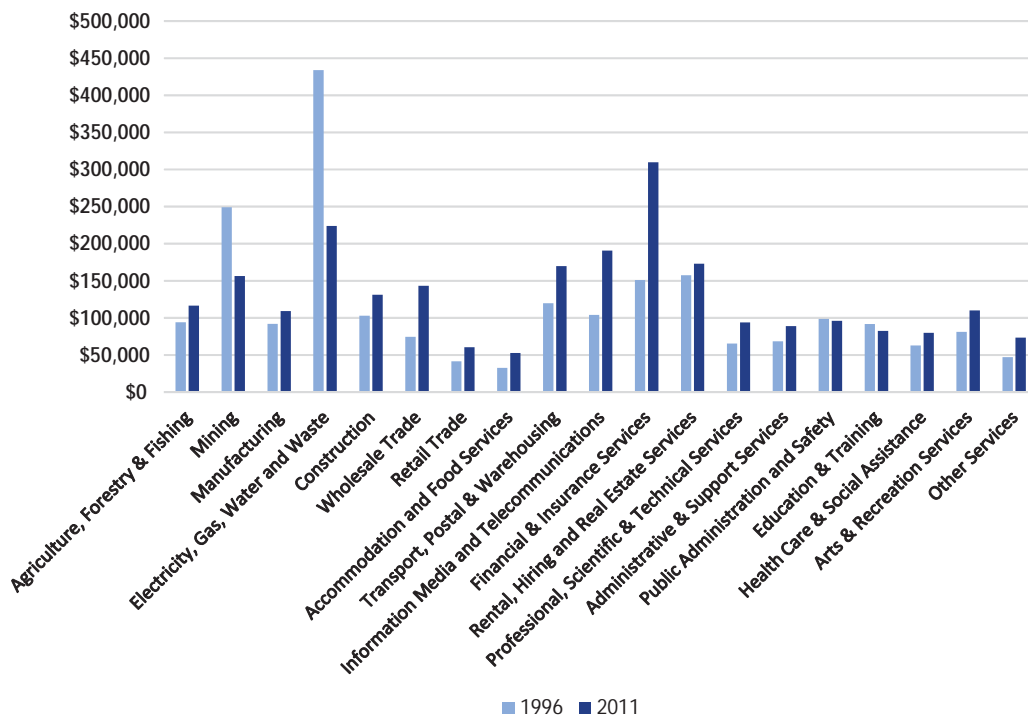


Maribyrnong Gross Value Add (GVA)

The economic value of these jobs to the local and regional economy can be expressed in terms of Gross Value Added (GVA). GVA is a measure of 'net output' and is akin to the 'profits and wages' of a company. It can also be considered as the net output (benefits minus costs; outputs minus inputs) that the stimulus has on the regional economy. When GVA per job is measured, it becomes an indicator of productivity.

Figure 7 shows the level of GVA generated per job for every industry in Maribyrnong in 2011, and how this has evolved since 1996. The data shows that GVA per job has improved significantly in Wholesale Trade and Retail Trade, with some minor improvements also visible for Manufacturing activity in the municipality. This data is expressed in 2011 dollars.

FIGURE 7. GROSS VALUE ADDED BY INDUSTRY PER JOB – CITY OF MARIBYRNONG 1996 - 2011

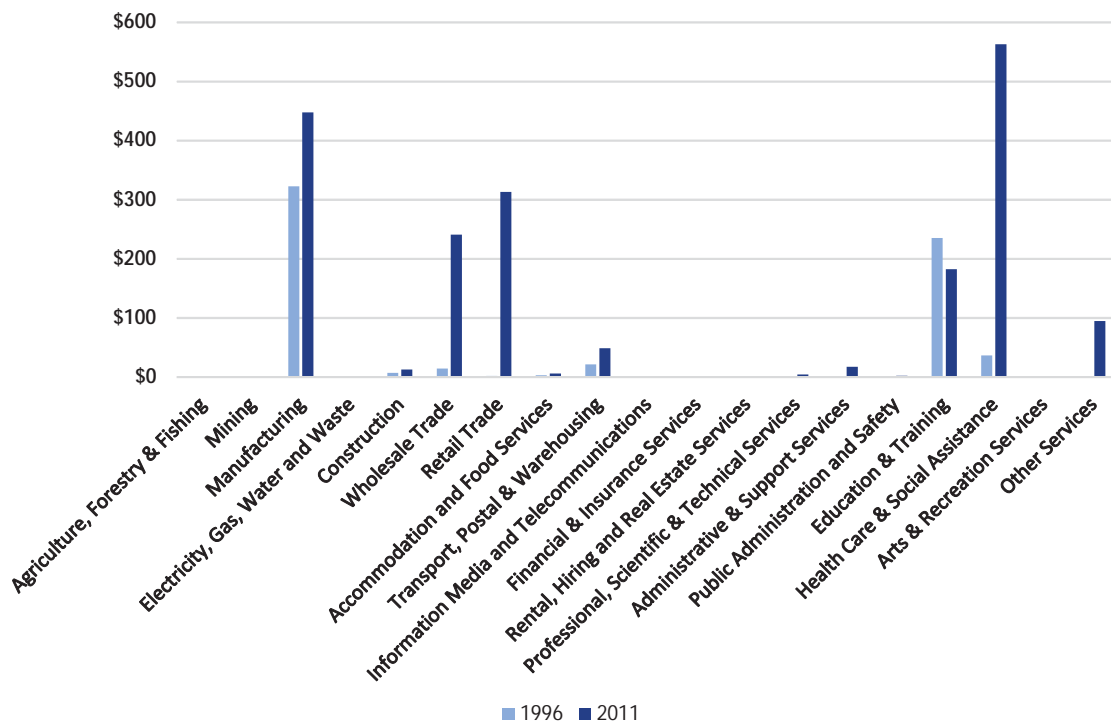


Precinct Gross Value Add

The GVA per job figures have been applied to activity in the Gordon and Mephan Street precinct. Figure 8 effectively measures the growth in economic value of employment activities in the precinct from 1996 to 2011. The data shows that there have been significant gains in GVA for many industries in this precinct – even for manufacturing activity.

Crucially, the total economic value of employment generating activities in this precinct has risen from \$16.6 million in 1996 to \$39.2 million in 2011. Note that this is a broad figure for the precinct based on ABS data – a more fine grain and accurate economic value for the businesses in this precinct is derived from the survey data in Sections 4 and 5 of this report.

FIGURE 8. PRECINCT GVA BY INDUSTRY (MILLIONS OF DOLLARS)



3.2 Existing zoning and planning overlays

Zoning

The study area is zoned Industrial 3 (IN3Z) and is adjoined by areas that are zoned Mixed Use, Public Use and Residential 1. It is understood that the Residential 1 zoned areas are proposed to be zoned General Residential (GRZ) under the new residential zones.

The key purposes of the Industrial 3 zone are to provide for industrial use in specific areas and ensure uses are suitable in terms of site surrounds. It allows limited retail opportunities, such as convenience shops and small scale supermarkets. Office use is also permitted, and no maximum leasable floor area is currently specified in the schedule to this zone.

FIGURE 9. CURRENT ZONING



Overlays

No overlays directly impact on the study area however some adjoining areas are subject to both Heritage and Environmental Audit overlays.

The Environmental Audit Overlay ensures that potentially contaminated land undergoes environmental assessment processes to ensure that any contamination from former uses does not adversely affect future sensitive uses. The Heritage Overlay that applies to the Mitchell Street site, adjoining the study area to the north, refers to the War Service Homes Heritage Area policy, which identifies the site as a historically significant example of a Residential War Service Estate, and ensures its preservation.

FIGURE 10. EXISTING OVERLAYS



3.3 Physical analysis

Lot size

Lots within the Gordon and Mephan Streets Precinct are generally mid to large lots. There are a number of sites in the order of 1,000 square metres – slightly larger or smaller - towards the western end of Mephan Street and fronting Gordon Street. In the middle of the precinct the sites are larger, in the order of 2 hectares or greater. Total land area of the precinct is approximately eight hectares.

Lots around the precinct are generally smaller – between 250 and 750 square metres – reflecting predominance of residential uses in adjoining areas.

FIGURE 11. EXISTING LOT SIZE



Existing uses and built form

Built form generally consists of warehouse type buildings, typically up to two storeys or around 8 metres in height. Most buildings feature both a large open warehousing space for storage and/or production and a component of office space, the latter which is usually adjacent to the street. Many premises feature large, flat areas for parking and loading at the front of the building.

The building at the corner of Gordon and Mephan Street – the Western General Body Works – provides a good precedent for a contemporary industrial building that makes a positive contribution to the streetscape. The building entry on Mephan Street is clearly identifiable with a small awning and signage.

The use of integrated signage and simple landscaping treatments soften the appearance of what might otherwise be relatively large and uninterrupted building facades on both streets.

Other buildings in the precinct, on both Gordon and Mephan Streets, generally make a positive contribution to the street by combining various elements such as clear building entries, windows (which provide opportunities for passive surveillance), soft landscaping and appropriate signage.

FIGURE 12. EXISTING BUILT FORM IN THE PRECINCT



Adjoining development

Land uses adjoining the precinct are generally residential, with typically older housing stock to the south of the precinct, older apartments to the east, and newer, small-lot detached and medium density development located on the northern side of Mephan Street, on land converted from former employment uses. The North Footscray Primary School is located to the immediate west of the precinct.

FIGURE 13. EXAMPLES OF RESIDENTIAL DEVELOPMENT ADJOINING THE PRECINCT



Public domain

The public domain quality of the precinct is reasonable, with continuous footpaths on both sides of the street facilitating easy pedestrian movement. New street trees have recently been planted on both sides of Mephan Street (part of Council's Tree Planting Strategy) which will improve the streetscape amenity over time. Although the buildings are older, their condition and the quality of interfaces with the public domain are reasonably good for an industrial area. The public domain looks run-down in some areas although generally serves its required functions.

FIGURE 14. PUBLIC DOMAIN ON GORDON (LEFT) AND MEPHAN STREETS (RIGHT)



Interface issues

Although the precinct is adjacent to residential development, the current land uses and built form appear to present no obvious issues with regard to land use conflicts at the interfaces of the industrial and residential zoned land. The typical interface treatments are relatively modest scale, blank walls, setback from property boundaries and, as such – with the exception of aesthetic considerations – these configurations do not present any issues to the residential development and school immediately adjacent the precinct.

FIGURE 15. EXAMPLES OF INTERFACES WITH ADJOINING AREAS



3.4 Existing uses

Business activity

Broadly speaking, three types of business activities operate in this precinct:

- Manufacturing (four businesses)
- Wholesale, Warehousing and Distribution (four businesses), and
- Services (five businesses).

The manufacturing and wholesale/distribution activities in this precinct are solely located along Mephan Street. Service based activities in this precinct are predominantly located along Gordon Street, where businesses identified the exposure and passing traffic as a significant advantage for their trading operations.

FIGURE 16. LAND USE SUB-PRECINCTS



Need for buffers

Most land uses identified in the land audit do not appear to trigger a buffer under Clause 52.10 of the Maribyrnong Planning Scheme. One exception would be motor vehicle services along Gordon Street, with panel beaters expected to have a 100 metre buffer distance from any residentially zoned land. This buffer requirement should not affect existing land uses (existing dwellings and existing businesses).

Contaminated land

The City of Maribyrnong's Municipal Strategic Statement (MSS) recognises the need to deal with Potentially Contaminated Land. Clause 22.03 of the City of Maribyrnong's Local Planning Policy Framework (LPPF) provides policy guidelines for dealing with land that is likely to be contaminated.

The business owner consultation process did not identify any sites that are known to have potentially contaminated land.

3.5 Civil infrastructure

In terms of existing infrastructure in and around the precinct, there is an established network of underground services including sewer, water, electricity, gas and telecommunications. To obtain further detail and clarify the extents of underground drainage, sewer and water assets, an existing services request was lodged with Dial Before You Dig to determine the coverage of these services adjacent to and within the site, and consultation has been initiated with Maribyrnong City Council's Infrastructure department as well as City West Water.

Drainage

Existing underground drainage data provided by Maribyrnong City Council's Infrastructure department indicates an extensive network in the area with drainage pipes of up to 750mm diameter running along Mephan Street. As the majority of the study area is impervious (rooftops/car parks/concrete hardstand areas), any changes in land use in this area would not likely have a significant impact on the existing drainage network. However, for any change in land use or proposed redevelopment, a drainage analysis would need to be undertaken to determine whether any upgrade or extension to existing assets is required.

It should also be noted that through our investigation a Melbourne Water drainage pipeline has been identified which runs from the intersection of Ballarat Road and Rosamond Road, to the south along Summerhill Road. For any changes in land use or development, we suggest liaison between Melbourne Water and Maribyrnong City Council to ensure that any changes to drainage strategy comply with Melbourne Water's current policies.

Sewer and water

City West Water is the responsible authority for the provision of water supply and sewer reticulation to the area. The site is well serviced in terms of existing sewer and water infrastructure. Changes to land use, for example a transition to residential or mixed use, would put a greater demand on the existing network and hence may require an upgrade. The number of additional dwellings will influence any required upgrades to sewer and water mains in terms of the size of the mains, whilst the layout of the dwellings will influence any extensions to mains that may be required to service a development. When a development plan has been progressed to preparation of a plan of subdivision, a Development Works Application can be submitted to City West Water, where liaison on a specific layout can be undertaken and City West Water will outline conditions on upgrade or extension works required to facilitate the new development.

Electricity, gas and telecommunications

The other significant infrastructure in the area consists of electricity, gas and telecommunications. Based on existing asset data, all three services appear to have good coverage across the greater area. Jemena is the responsible authority for provision of electricity to new development within this area, and SP Ausnet is the responsible authority for the provision of gas. In order to obtain further advice on future servicing strategies, electricity and gas providers typically require a formal application for supply to be made, which usually includes provision of a plan of subdivision, construction drawing cover sheets, general arrangement plans, etc. SP Ausnet, for example, offers a number of supply options, including full design and construction by SP Ausnet or preparation of design only by SP Ausnet (developer to construct).

Telstra is the responsible authority for the provision of telecommunication facilities in this area. Telstra states that, regardless of the conditions of the development, they are obliged under legislation to provide basic communication services. The developer is normally required to provide all civil works associated with Telstra cabling works. Telstra cables are able to be placed within the same trenches as electrical utilities which can significantly reduce costs of installation.

3.6 Traffic and transport

A high level discussion about the existing traffic and transport in the vicinity of the study area has been undertaken, with a focus on walking/cycling, public transport and roads. VicRoads and Public Transport Victoria were consulted with regard to any issues/opportunities in relation to the arterial road network and public transport in the vicinity of the study area.

Roads

Gordon Street is a 4 lane road with two travel lanes in each direction. The inside lanes are shared with a set of tram tracks, while the outside lanes allow on-street car parking. As an arterial road, Gordon Street is managed by VicRoads and has a 60 kilometre per hour speed limit.

Mephan Street is a Council owned road and is a 2 lane road with one travel lane in each direction. Each side of the road has marked kerbside car parking and a marked cycle lane. Mephan Street has a 40 kilometre per hour speed limit, as North Footscray Primary School backs onto Mephan Street.

VicRoads were contacted in relation to this project, however a response was not provided. In the absence of input from VicRoads, the following key issues relating to the existing operation of the arterial road network were noted from the surveys of the businesses operating in this area:

- Traffic congestion on Gordon Street, particularly on weekends with people travelling to/from Highpoint Shopping Centre
- Access issues turning out of Mephan Street onto Gordon Street, as there are no traffic signals at this intersection, and
- Car parking issues, including the lack of car parking in the area and also vehicles parking across driveways.

Further consultation is required with VicRoads in relation to site redevelopment that would increase traffic on the arterial road network, including the intersection of Gordon Street and Mephan Street. This consultation will also need to identify if VicRoads have any future plans for Gordon Street.

Walking and cycling

Gordon Street has no marked cycle lanes, however there is adequate road width between the travel lanes and the parked vehicles for cyclist use without riding in the travel lane. Mephan Street has line marked cycle lanes on both sides of the road. In May 2014 these line marking were updated with a view to making cycling safer on this route and also as a traffic calming measure (see Figure 17). Footpaths are provided on both sides of Mephan Street and Gordon Street.

The Maribyrnong Integrated Transport Strategy provides a range of walking and cycling actions for implementation over the next 10 years, however these recommendations are high level and therefore not specific to the Gordon Street and Mephan Street study area.

A review of the VicRoads Principal Bicycle Network map shows Gordon Street and Rosamond Road listed as north-south cycle routes.

FIGURE 17 RECENTLY UPDATED CYCLE LANE MARKING ON MEPHAN STREET



Public transport

The following public transport services operate in close proximity to the study area:

- Route 82 tram (Footscray Station to Moonee Ponds, via Gordon Street)
- Route 406 bus service (Keilor East to Footscray, via Gordon Street)
- Route 409 bus service (Yarraville to Highpoint Shopping Centre, via Edgewater Boulevard and Gordon Street), and
- Route 223 bus service (Yarraville to Highpoint Shopping Centre, via Ballarat Road and Rosamond Road).

See Figure 18 below.

These services provide bus-rail transfer opportunities at Footscray and Yarraville rail stations and also connect with key activity centres, including Highpoint Shopping Centre, Victoria University, Western Hospital, Moonee Ponds and Sunshine.

Discussions were held with PTV, the statutory authority responsible for managing Victoria's train, tram and bus services, which highlighted that there are no existing issues with any of the tram or bus services operating in the vicinity of the study area.

PTV were unable to provide specific information about what was going to be included in the bus and tram network plans that are currently being developed, however they did say that they are reviewing all services with a view to improving frequencies.

In summary, the study area is expected to have adequate coverage and improved service frequency in the future through the existing bus and tram routes. Further detail relating to the existing bus and tram routes operating near the study area will be provided in the bus and tram network plans.

FIGURE 18 PUBLIC TRANSPORT ROUTES



3.7 Stakeholder consultation

During the preparation of this framework plan, a survey of the precinct's business owners and land owners was undertaken. Collectively, the surveys identify the key employment trends and land use issues facing the area. These factors form the basis of an analysis that: (a) articulates the value of the precinct's businesses to the local economy; and, (b) provide the basis for assessing future land use options.

The survey of local businesses determined that major advantages of the precinct included the size of sites available for business operations and accessibility to customers/consumers, particularly for businesses on Gordon Street. Businesses highlighted that some issues affecting the precinct were crime, theft and vandalism, and inadequate car parking, an issue which might impact on the expansion plans of businesses.

The survey also highlighted that the precinct had been successful in attracting some new businesses over the past five years. Otherwise, businesses had been in operation within the precinct for an average of 8 years. All business owners within the precinct expected to grow their business or remain the same size. No businesses were considering contraction or relocation.

The landowners survey identified a major advantages of the precinct as being the size of sites, and accessibility to customers and the city. Most landowners indicated that they had no intention of changing the existing use of their site.

3.8 Implications

- Significant growth and development is occurring right across the Western Region of Melbourne. The City of Maribyrnong is no exception, as the municipality's proximity to the Melbourne CBD has increasingly become a significant source of demand for residential development and densification. Demand is increasing for a range of economic industries to service this population growth, namely health care, education and retail services.
- Employment patterns in the Gordon and Mephan Street precinct has reflected these trends. There has been significant growth in jobs for Wholesale Trade, Retail Trade and Health Care/Social Assistance. Intriguingly these new activities do not appear to have compromised the precinct's traditional role for manufacturing activities. The result is an area that has seen its overall employment numbers more than double between 1996 and 2011.
- Residential developments have also occurred in the area; there do not appear to be any significant interface issues or land use conflicts associated with the co-location of factories and dwellings in this area.
- The amenity of the area is also of a reasonable standard given its light industrial status. Recent initiatives by Council (street tree planting and marking of the cycle lanes on Mephan Street) have already improved the quality of the streetscape and encourage cycling through the precinct.
- Preliminary infrastructure analysis undertaken has identified a number of issues which would require further investigation including drainage, water and telecommunications as development intensifies within the precinct.
- Stakeholder consultation indicated that economic activity in this precinct is diverse for a small area, generally resilient, and sustains a reasonable level of employment. The business operations in this precinct are adjudged to be stable. There is no evidence to suggest that the precinct is an unviable employment area, and, in line with the guidance on Strategic Employment Investigation Areas in the MEIDS (Part 2: ILS), the precinct should be retained for employment uses

3.9 Planning strategy for the Gordon and Mephan Precinct

Options assessment process

To confirm the directions for the precinct three future land use options were described and presented at a workshop with key Council staff. The workshop included staff from Strategic Planning, Economic Development, Urban Planning, Transport, Infrastructure and Community Wellbeing. The three options presented were:

1. Protection and enhancement of the precinct's employment role
2. Facilitate the conversion of the precinct to residential uses
3. Facilitate the conversion of the precinct to a mix of residential and employment uses.

As a result of the analysis of current economic activity in the precinct and the workshop process, a decision was reached to protect and enhance the precinct's employment role (Option 1). The main reasons for this decision were:

- Significant employment numbers which appeared to only be increasing despite difficult macroeconomic conditions
- A number of promising start-up businesses had established in the precinct. The owners of the businesses had expressed the desire to remain in the precinct and expand their operations over time
- The fact that Maribyrnong is not presently under pressure to find additional housing capacity as strategic work identifies the long term supply of housing sites within Activity Areas and key sites as listed in Clause 21.07 of Council's MSS
- The precinct is currently under serviced by community infrastructure and so is not considered a priority area for new housing.

Employment

The City of Maribyrnong's LPPF and MSS, and the recently completed MEIDS, all identify the need to protect local employment. The Gordon and Mephan Street precinct had been categorised as a Strategic Employment Investigation Area (SEIA), the future of which was to be determined through further investigation.

The analysis summarised in this report¹ finds that presently the precinct supports a healthy and diverse economy. Most sites in the precinct are productively utilised by manufacturing, warehousing or service oriented businesses. Collectively, the businesses in the precinct employ approximately 180 staff. This amounts to a direct economic contribution (in terms of value add) of \$22.6 million to the Victorian economy.

Analysis also found that whilst Mephan Street is a reasonable location for manufacturing and warehousing activities, there is no reason to believe it is superior to other core industrial precincts in other parts of the municipality. The service industries on Gordon Street benefit from exposure and passing traffic, but are not significant generators of economic activity or jobs for the local community.

Housing needs

State and local planning policy identify the need for housing development in appropriate locations to accommodate population growth. The Gordon and Mephan Street precinct is close to Footscray, Highpoint, schools and services and therefore might be considered for potential residential development. Conversion of industrial land to housing has been a significant trend in the surrounding area.

¹ Full analysis is to be found in the Issues and Options Paper.

There are however significant opportunities for new housing in many other locations in Maribyrnong. These include the Footscray and Highpoint Activity Centres, and key redevelopment sites, such as the Maribyrnong Defence site in Maribyrnong, the Bradmills site in Yarraville, and the Kinnears site in Footscray. Council would prefer to see additional housing realised in these locations in the short to medium term and therefore identification of additional opportunities for future housing along Gordon and Mephan Street is not required. Given the health of the precinct for employment uses a change of use to residential does not seem appropriate.

Clause 21.07 (Housing) of the City of Maribyrnong's Municipal Strategic Statement (MSS) clearly defines a 'Housing growth area framework':

Designation	Description
Substantial change Areas:	Significant redevelopments are proposed for the Maribyrnong Defence Site (MDS), Kinnears site in Footscray, the former Defence site in Beachley Street, Braybrook and the Bradmill Precinct in Yarraville. Other smaller sites across the municipality will also contribute to the supply of new housing.
Substantial change Activity Centres:	In the future the Highpoint and Footscray will assume a stronger role and greater capacity for substantial medium and higher density housing developments.
Incremental change Areas:	All other residential areas without heritage significance or an identified residential character that warrants planning protection through specific overlays.
Incremental change activity centres:	The mixed use and residential developments occurring in activity centres will continue and increase.
Limited change areas:	Existing residential areas with heritage significance or an identified residential character that warrants planning protection through specific overlays, and areas with an identified constraint, such as inundation, that necessitate protection through an overlay. The majority of these areas have been identified in Council's Heritage Study (2001) and neighbourhood character studies.

Source: Maribyrnong Planning Scheme

Transport/Traffic

The site has adequate public transport coverage through the existing tram and bus routes, which are likely to be enhanced as part of the PTV's tram and bus network plans. Gordon Street currently experiences traffic congestion during peak periods, due to it being a key north-south arterial road that provides access to Highpoint Shopping Centre and also a connection between Ballarat Road, Geelong Road and Maribyrnong Road. Intensification of development in the precinct is likely to contribute further to peak period congestion.

Retaining the existing zoning and land use mix will likely avoid exacerbating road congestion, and is therefore the preferred strategy from a Transport/Traffic perspective.

Recommendation

On the basis of the findings outlined above this framework plan recommends the retention of the Gordon and Mephan Street precinct for employment uses, as current employment activities are both viable and desirable in this location, and therefore this employment role should be protected and enhanced. The precinct should be classified as a Core Employment Area.

A strategy of retaining the existing type and mix of employment uses – with the potential for intensification of employment in the future – is proposed. This approach achieves policy objectives to retain and encourage the growth of local employment in Maribyrnong. It also maintains the potential for a wide range of future uses, including more intensive and/or alternative land use, should the precinct be required to support such uses in the longer term.

4 FRAMEWORK PLAN

4.1 Introduction

The Precinct Framework Plan (PFP) for the Gordon and Mephan Street Core Employment Area (CEA) provides the long term strategic framework for future use and development in the precinct.

The PFP builds on the overarching vision and strategic directions of the Maribyrnong Economic and Industrial Development Strategy (MEIDS, Part 1). The preparation of a framework plan for this precinct is a key implementation outcome of the Industrial Land Strategy (MEIDS, Part 2).

MEIDS identified the Gordon and Mephan Street precinct as a Strategic Employment Investigation Area (SEIA), meaning it is to remain an employment area until a further investigation clearly demonstrates that employment uses are not a viable land use option. The analysis and consultation undertaken in the preparation of this framework plan concluded that the employment uses in this precinct are viable and should continue and be protected and enhanced through elevation to the status of a Core Employment Area.

This chapter sets out the key directions and the vision for the precinct, and a series of principles, objectives, guidelines and strategies under three themes: land use and economic development, character and urban structure, and movement and accessibility. An illustrated framework plan document highlights these key elements to the extent that they can be represented diagrammatically.

4.2 Key directions

The following are the key planning directions for the Gordon and Mephan Precinct:

- To protect and enhance the role of the precinct as a Core Employment Area (CEA)
- Improve the amenity within the precinct through streetscape improvements and positive relationships between buildings, the public domain and sensitive interfaces
- Ensure new development does not adversely impact on adjoining residential development or Footscray North Primary School
- Allow for subdivisions of larger lots should new or existing businesses require alternative lot configurations

4.3 Vision

The draft vision for the Gordon and Mephan Street Core Employment Area is as follows:

The Gordon and Mephan Street Precinct will continue to develop as a significant local Core Employment Area. The precinct's employment activities will incrementally intensify and approach an employment density of 50 jobs per hectare.

The precinct will continue to offer a range of lot sizes to accommodate new business investments. New business start-ups will be attracted to the precinct's smaller lots, whilst the larger sites provide significant opportunities for a range of potential employment generating activities.

The impact of freight movements on the nearby community will be minimised, whilst the parking requirements of businesses, residents and the local school will be carefully managed.

Land uses with potential amenity impacts will be directed away from boundaries with sensitive uses. In such cases redevelopment sites will be directed to accommodate setbacks for buildings.

Significant out-of-centre retailing is not encouraged as indicated by the retention of the precinct's industrial zoning.

4.4 Land use and economic development

Objectives

- Strengthen the economic role of the precinct as a local employment area
- Support the long term operations and upgrade of existing businesses
- Attract new businesses to the precinct
- Facilitate redevelopment opportunities that would increase employment densities in the precinct
- Capitalise on the advantages offered by exposure to Gordon Street
- Capitalise on the variety of lot sizes.

Guidelines and strategies

Category	Guideline/strategy	Area applicable	Responsibility
Business activities and uses	Encourage greater employment densities through attracting higher density uses such as office/warehouse and small office	Entire Precinct	Council
Business activities and uses	Consider potential contamination and impacts on new uses in accordance with Council's Potentially Contaminated Land Policy (Clause 22.03)	Entire Precinct	Council
Business activities and uses	Direct uses with potential adverse amenity impacts away from boundaries with sensitive uses	Mephan Street	Council
Business activities and uses	Carefully consider the individual merits of applications proposing community uses including child care, community facilities, and recreational facilities. These may be sensitive to existing industrial operations within the precinct	Entire Precinct	Council
Business activities and uses	Limit the extent of out-of-centre retailing and other activity centre related uses from developing in this precinct	Entire Precinct	Council
Subdivision and lot design	Redevelopment of sites that have an interface with residential areas should include suitable setbacks, landscaping or other measures to protect the amenity to established residential areas	Mephan Street	Council & Proponent
Business activities and uses	A wide range of employment uses should be supported in the precinct including office/warehousing/distribution, small-scale urban manufacturing, and a wide range of services that are appropriate to this out-of-centre location, while avoiding adverse amenity impacts to adjoining residential development and Footscray North Primary School	Entire Precinct	Council
Land Use	Protect the employment role of the precinct by prohibiting residential rezonings	Entire Precinct	Council

4.5 Movement and accessibility

Objectives

- Promote walking, cycling, and public transport as suitable transport options
- Provide safe and accessible pedestrian paths (including road crossings)
- Increase accessibility to, and capacity of, public transport to key destinations
- Provide acceptable levels of service for vehicles accessing the road network
- Balance the car parking requirements of businesses and residences within the precinct
- Minimise the exposure and impact of the nearby community to freight movements, and
- Consider any complaints from the community regarding freight movements in a consistent and expedient manner.

Guidelines and strategies

Sub-category	Guideline/strategy	Area applicable	Responsibility
Cycling and pedestrian movement	Maintain and improve pedestrian and cycle facilities as appropriate and direct cyclists to designated cycleways as safely and efficiently as possible	Gordon Street	VicRoads & Council
Cycling and pedestrian movement	Encourage the provision of end of trip facilities for cyclists in new developments, to help make cycling an attractive and viable mode of transport for journey to work, and reduce the need for on-site parking for employees and customers	Entire Precinct	Council
Parking	Monitor and analyse car parking demand, utilisation, turnover and complaints within the precinct to determine adequacy of existing parking controls and to identify improvements	Entire Precinct	Council
Vehicle access	Assess the impact of proposed redevelopment on the performance of the Gordon Street/Mephan Street intersection	Entire Precinct	VicRoads
Vehicle access	No vehicular connections from sites to Maddock, Steet or Birdwood Streets	Entire Precinct	Council
Road safety	Analyse road safety crash statistics within the precinct to identify any negative road safety trends that may be resulting from the activities within the precinct and explore options to address any issues	Entire Precinct	Council
Public transport	Maintain adequate public transport (bus and tram) service to the precinct and enhance service frequency to improve attractiveness	Entire Precinct	Public Transport Victoria
Infrastructure – Drainage	Maintain existing drainage system (such as kerb and channel, drainage pits and underground pipe network)	Entire Precinct	Council
Infrastructure – Sewer/Water	Assess the demand that any potential redevelopment or increase of employment densities places on sewer and water networks, and upgrade as required	Entire Precinct	Proponent in consultation with City West Water

4.6 Character and identity

Objectives

- Ensure buildings have a positive interface with the street
- Improve amenity through public domain interventions
- Encourage passive surveillance and avoid inactive building facades
- Manage interfaces between employment uses, residential areas and Footscray North Primary School.

Guidelines and strategies

Sub-category	Guideline/Strategy	Area Applicable	Responsibility
Future built form outcomes	New buildings should provide a positive address to the street, encourage passive surveillance and avoid large areas of blank building facades	Entire Precinct	Council and Proponent
Streetscape and amenity	New buildings and modifications to existing buildings, should make a positive contribution to the street through design elements such as clearly located building entries, window glass (which provides opportunities for passive surveillance), appropriate architectural elements and building materials, soft landscaping and appropriate signage	Entire Precinct	Council & Proponent
Streetscape and amenity	New buildings and modifications to existing buildings should avoid blank facades and provide variation in building materials or otherwise achieve facade articulation	Entire Precinct	Council & Proponent
Streetscape and amenity	Maintain street trees in Mephan Street to ensure they make a positive contribution to the streetscape over time.	Mephan Street	Council
Landscaping and vegetation	New development should provide appropriate landscaping and vegetation that provides a positive interface with the public domain. Consideration should be given to the types and species of plants so as to ensure they do not screen buildings from the street, and thereby prevent opportunities for passive surveillance. Low-water use and low maintenance species are better suited to this context	Entire Precinct	Council & Proponent
Signage	Where possible business signage should be integrated into the design of buildings to minimise visual clutter, and to acknowledge that the precinct is adjacent to residential uses	Entire Precinct	Council & Proponent
Interfaces	Redevelopment of sites that have a 'sensitive interface' should employ suitable setbacks, landscaping or other measures to ensure new development does not adversely impact on the amenity of adjoining residential areas and Footscray North Primary School	Mephan Street	Council & Proponent

4.7 Specific guidance for key sites

Guidance provided in the following section applies to three key sites in the precinct which are identified with the numbers 1, 2 and 3 in the Framework Plan diagram at 4.8 below.

The aim of this sections to provide further guidance for the redevelopment of these larger sites to ensure the precinct can accommodate a range of employment uses, support higher employment densities and adapt to changing employment trends over time. Future uses on these sites might include offices, smaller-scale warehousing/distribution and small-scale urban manufacturing.

Improving the precinct and surrounding area's structure, character and amenity should be a priority in any future redevelopment of these sites.

Objectives

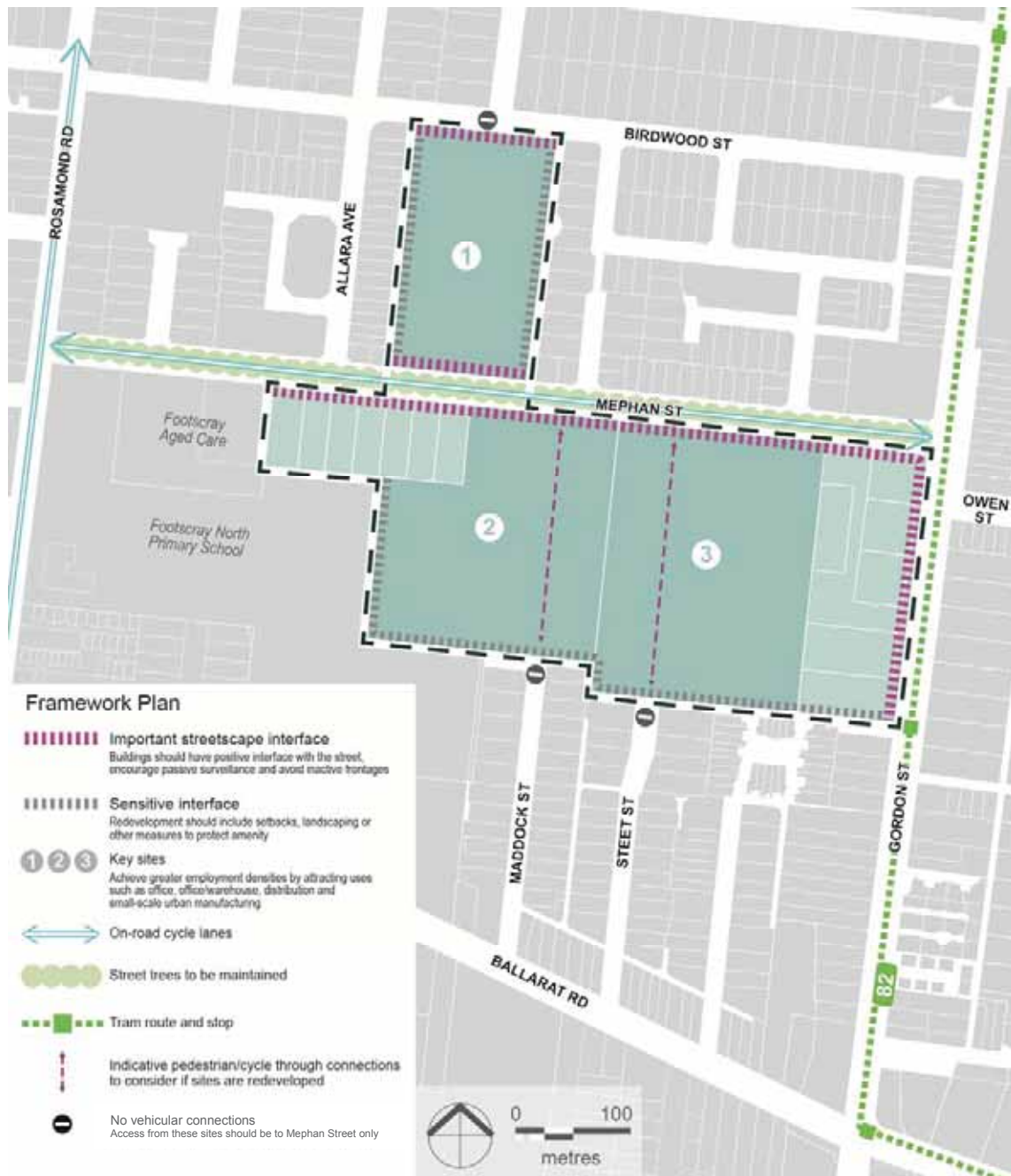
- Ensure the design and layout of subdivisions on key sites provides cost effective and attractive sites for employment generating uses and activities
- Demonstrate that development, landscaping and signage contribute to and enhance the amenity and character of the area
- Minimise impacts of new development on the adjoining residential areas and Footscray North Primary School
- Provide the potential for through site links (pedestrian/cycle connections or streets) that might be desirable to improve permeability and amenity for adjoining residential areas.

Guidelines and strategies

Sub-category	Guideline/strategy	Area applicable	Responsibility
Subdivision and lot design	<p>Sub-division of larger lots should be permitted to allow intensification of employment activities in the precinct. The design of such sub-division, and the resulting configuration of lots, must take into consideration the following:</p> <ul style="list-style-type: none"> - Lots should be regular in shape to provide for efficient use of land and enable a range of industrial and business uses to be accommodated on the lot - The orientation of new lots with regard to adjoining residential development and Footscray North Primary School - Loading and servicing should be undertaken internally to each site and be separated from visitor/staff car parking. Loading and servicing should be screened from the street - The need for new public streets to facilitate access. - Proposals for small-lot subdivisions (e.g. lots less than 1,000 sqm) should be discouraged. 	All key sites	Proponent and Council
Cycling and pedestrian movement	<p>Subdivision of larger sites should provide opportunities for future north-south through-site connections for pedestrians and cyclists from Maddock and/or Steet Streets through the Mephan Street.</p> <p><i>Note: The guideline does not conflict with the specific prohibitions on vehicular connections as outlined previously.</i></p>	All key sites	Proponent and Council
Future built form outcomes	<p>Development should provide end of trip facilities for cyclists.</p> <p>Services, storage areas, plant and roof-top equipment should be located to minimise its impact on the public domain and be designed as an integral part of the building.</p> <p>Lighting should be designed to minimise light spill onto surrounding residential areas.</p> <p>Where possible, sites should include outdoor amenity areas for workers that incorporate seating, tables, water supply and rubbish disposal and which are suitably located to provide shade and weather protection and a reasonable level of amenity (e.g. located away from noisy or unpleasant activities).</p>	All key sites	Proponent and Council
Interface treatments	<p>Redevelopment of key sites with identified sensitive interfaces must take into consideration the following:</p> <ul style="list-style-type: none"> - Buildings with long facades should be broken up with variation in wall articulation, building materials, colours and windows - Landscaping treatments should be used to screen the rear and side of industrial and business sites adjacent to Footscray North Primary School. 	All key sites	Proponent and Council
Signage	<p>The location and design of signage must not result in visual clutter.</p> <p>Freestanding signs may include multiple panels with one panel per occupancy. Multiple freestanding signs for a single property will be discouraged.</p> <p>All signage should complement the streetscape and contribute to the creation of an identifiable character and consistent theme for the Precinct.</p>	All key sites	Proponent and Council

4.8 Framework plan diagram

FIGURE 19. GORDON AND MEPHAN PRECINCT FRAMEWORK PLAN



5 IMPLEMENTATION

5.1 Draft Local Planning Policy Framework changes

This Framework Plan should be implemented via a Planning Scheme Amendment that:

- Introduces this Framework Plan for the Gordon and Mephan Core Employment Area as a reference document to the Maribyrnong Planning Scheme
- Changes the designation of the precinct from a SEIA to a CEA on the Industrial Related Employment Land Framework Plan in the MSS, and
- Introduces a Local Area Policy at Clause 21.11, based on the key elements of the Framework Plan.

5.2 Zones

The recent introduction of new industrial zones, which have in general made the IN3 more flexible are in keeping with the current land use mix found in the precinct.

The realisation of the vision, strategies and objectives describe in this framework plan should not require any changes to the Industrial 3 Zone for those sites which are currently occupied by businesses and for vacant sites. However, Council may consider rezoning Industrial 3 zoned land outside the precinct boundary which is currently occupied by an aged care facility.

5.3 Overlays

As the Issues and Options Paper did not (a) find any major impediments to the precinct's existing operations or its potential to develop a stronger mix of employment uses or (b) recommend any significant changes to land use in the precinct, it is assessed that there is no significant need to apply any overlays to the land within the precinct.

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21.01 MUNICIPAL STRATEGIC STATEMENT

DD/MM/YYYY
Proposed C143

This Municipal Strategic Statement (MSS) provides the key policy objectives and strategies for land use planning in the municipality. The MSS guides Council's land use planning decisions such as planning permit applications and amendments to the planning scheme.

Themes

The objectives and strategies are set out under seven themes which are broadly based on the themes in the State Planning Policy Framework:

- Settlement
- Environment and Landscape Values
- Built Environment and Heritage
- Housing
- Economic Development
- Transport
- Community and Development Infrastructure

Local areas

Detailed objectives and strategies for specific local areas of Maribyrnong are provided in Clause 21.11.

The local areas are:

- Footscray Central Activities District
- Highpoint Principal Activity Centre, Maribyrnong
- Central West Major Activity Centre, Braybrook
- Yarraville Neighbourhood Activity Centre
- Seddon Neighbourhood Activity Centre
- West Footscray Neighbourhood Activity Centre
- Edgewater Neighbourhood Activity Centre
- Maidstone Hampstead Road East Precinct
- Gordon and Mephan Street Precinct

21.02 MUNICIPAL PROFILE

DD/MM/YYYY
Proposed C143

General

The City of Maribyrnong is changing, as Melbourne's inner western suburbs become more popular and significant new residential developments occur. In the past, the defence industries and other manufacturing industries dominated the municipality, which was once Melbourne's industrial heartland. With the closure and redevelopment of many of these industrial sites and changing economic circumstances, the municipality has experienced considerable changes to its economy, pattern of land uses and population.

Location and Regional Context

The City of Maribyrnong (the City) is a relatively small municipality situated on the Maribyrnong River, 4km to the west of the Melbourne Central Business District (CBD). The municipality comprises the suburbs of Braybrook, Footscray, Kingsville, Maidstone, Maribyrnong, Seddon, West Footscray, Tottenham and Yarraville.

The City is a 'gateway' to Melbourne's western region; sitting between Melbourne's Docklands and port and the outer western industrial and residential areas. Melbourne's western region, with its land supply, major transport routes and accessibility to the port and airports, is a significant growth area in metropolitan Melbourne. The region's population will significantly increase by 2030, as more housing is developed in growth areas in the cities of Wyndham and Brimbank.

The Port of Melbourne, situated on the eastern boundary of the city, is Australia's largest container port and is an important driver in the state and national economies.

Significant regional facilities located within the city include the Western Hospital, Victoria University, Footscray Community Arts Centre and Whitten Oval. These facilities are important to Maribyrnong's economic and community wellbeing.

Background

Settlement

The city has a comprehensive network of activity centres varying in their size, functions and roles, ranging from boutique centres like Yarraville through to regional centres like Footscray and the Highpoint Shopping Centre. This network allows residents access to a very wide range of retail and business services all within the local municipality.

Activity centres are key locations for employment, transport, retailing, businesses, community services and increasingly are locations for higher density forms of housing. The larger activity centres such as Footscray and Highpoint have potential to broaden their range of uses, particularly increasing the extent of professional offices and residential development.

For more than a decade the city's population has been steadily increasing and in 2008 was estimated at nearly 70,000 people. Forecasts expect this to increase to 103,000 by 2030 as an increasing proportion of Melbourne's residential growth occurs within established suburbs. Over the next 20 years approximately 13,000 - 16,000 additional dwellings will be needed to accommodate this growth.

Changes in global market forces together with the closure of Commonwealth defence facilities and the attraction of more suitable alternative locations have resulted in a significant reduction in the manufacturing and defence industries and associated employment within the city. This has led to many redundant and underutilised industrial sites. Consequently, over the last decade, a significant proportion of Commonwealth and

industrial land has been redeveloped for residential and mixed use developments. Not all industry in the municipality will transition to residential and mixed use, with new and changing employment uses also revitalising industrial land.

Built Environment and Heritage

The changing pattern of land use and the extent of new development over the past 10 years has changed the appearance and form of the city significantly. The dominance of the industrial character and image has receded and the city's 'renewal' is bringing about a greater residential character and reputation.

The context for development varies from established residential neighbourhoods and commercial centres to large scale new estates. New development needs to be responsive to its context. The extent of new development provides opportunities to build on the qualities of the city's heritage and neighbourhood character and streetscapes whilst also introducing new forms of development that can enhance the city's role, design, image and liveability.

The City of Maribyrnong has a rich and diverse heritage. Places of Aboriginal cultural heritage, early European settlement and sites that reflect the various phases of the city's industrial, commercial and residential development can be found within the city.

Housing

Compared to the metropolitan area, the city has a culturally diverse population and has a lower proportion of younger and older age groups and a larger proportion of family age groups. The city has a higher proportion of lone person households and an increasing proportion of family households. Compared to the metropolitan area there is a relatively high proportion of public housing stock (6%) which is predominantly located in Braybrook, Maidstone and parts of Footscray.

Economic Development

Historically, Maribyrnong's industrial areas have provided a strong employment base for the city. Early industry was closely associated with shipping and primary industries. Later, the municipality's comparatively sparse settlement, large lots and established workforce proved highly suitable for the development of large manufacturing and defence industries.

Over the last few decades, the character of employment in Maribyrnong has been transitioning from a 'production focussed' economy to one more focused on services. This transition has seen many traditional 'production style' jobs disappear in the face of removal of tariffs, competition from lower cost producers from overseas and technological advances. At the same time, the proportion of service sector jobs has been steadily increasing, representing demand for a wide array of services.

Ongoing structural economic changes are likely to produce continued changes in manufacturing in Maribyrnong. A number of manufacturing sub-sectors located within the municipality will continue into the future, making a significant contribution to the City's economy. These sectors include food and beverage, publishing and other niche manufacturing sectors.

Many former industrial sites have recently been redeveloped for mixed-use and residential development. This land use trend has left a number of core employment areas: Yarraville Port; Tottenham; West Footscray; Braybrook-Ashley Street; Braybrook Ballarat Road; Yarraville Cawley, ~~and~~ Maidstone Hampstead Road and Gordon and Mephan Street.

These areas are key industrial and commercial areas with an employment role that will need to be protected and enhanced to ensure Maribyrnong's economic future.

The Yarraville Port core employment area provides an important buffer between the inner west residential areas and the Port of Melbourne.

Transport

The City's proximity to the Melbourne CBD allows for convenient access to employment, education, retail and business services. The transport network is dominated by the major east-west arterial roads and key passenger and freight rail lines that run through the municipality and provide essential links interstate. Currently north-south road connections are limited and need upgrading to improve links between the major east-west arterial roads.

The City is generally well served by public transport, although suburbs to the north and west are not well served by rail services and are more dependent upon bus services. Areas of Northern Maribyrnong and Highpoint are connected by tram routes to Moonee Ponds and Footscray. The impact of freight truck traffic on local residential areas and activity centres is an issue.

Community and Development Infrastructure

Council and other organisations provide a range of facilities catering for the needs of the existing and future population. Major redevelopment within the city will affect community needs and the type and location of facilities. At the same time as planning for the needs of new communities, council also needs to renew existing ageing community infrastructure and adapt to changing service delivery models.

The City has additional needs due to its social disadvantage, low incomes and as a location for new arrivals. Footscray has an established role as a regional centre for many health, employment, and training providers. The Western Hospital is a major health care facility within the city.

While much of the city's open space is located along the Maribyrnong River there is a network of spaces including large recreational areas such as Braybrook Park, McIvor Reserve, Footscray Park, Yarraville Gardens and many smaller local parks. However, there are large parts of the city lacking quality open space, parklands and playgrounds.

Key facilities include Maribyrnong Aquatic Centre, West Footscray Community Recreation Centre (YMCA), RecWest, McIvor Reserve, Medway Golf Course and Whitten Oval as well as various local club based facilities and settings for more informal activities.

In established areas local physical infrastructure (drainage, roads and paths) is ageing and requires renewal but can generally support infill development. Sites for major redevelopment will require significant new infrastructure as well as upgrading the capacity of existing infrastructure. New development must also meet more sustainable infrastructure design and operational requirements.

21.03 COUNCIL VISION

DD/MM/YYYY
Proposed C143

Council Plan

The Council Plan is the overarching strategic document for the city. The plan sets out Council's vision and objectives for the city, and details the strategies, actions and commitments that will achieve these. A primary objective of the Council Plan is to protect and promote the wellbeing of the community. This objective informs all Council policy, strategy and actions.

The vision for the city of Maribyrnong as stated in the Council Plan 2009-13 is:

A diverse, vibrant, and proud city focused on people-based places, environmentally sustainable practices, and opportunities to enhance community health and wellbeing through education, responsive services and participation in community life.

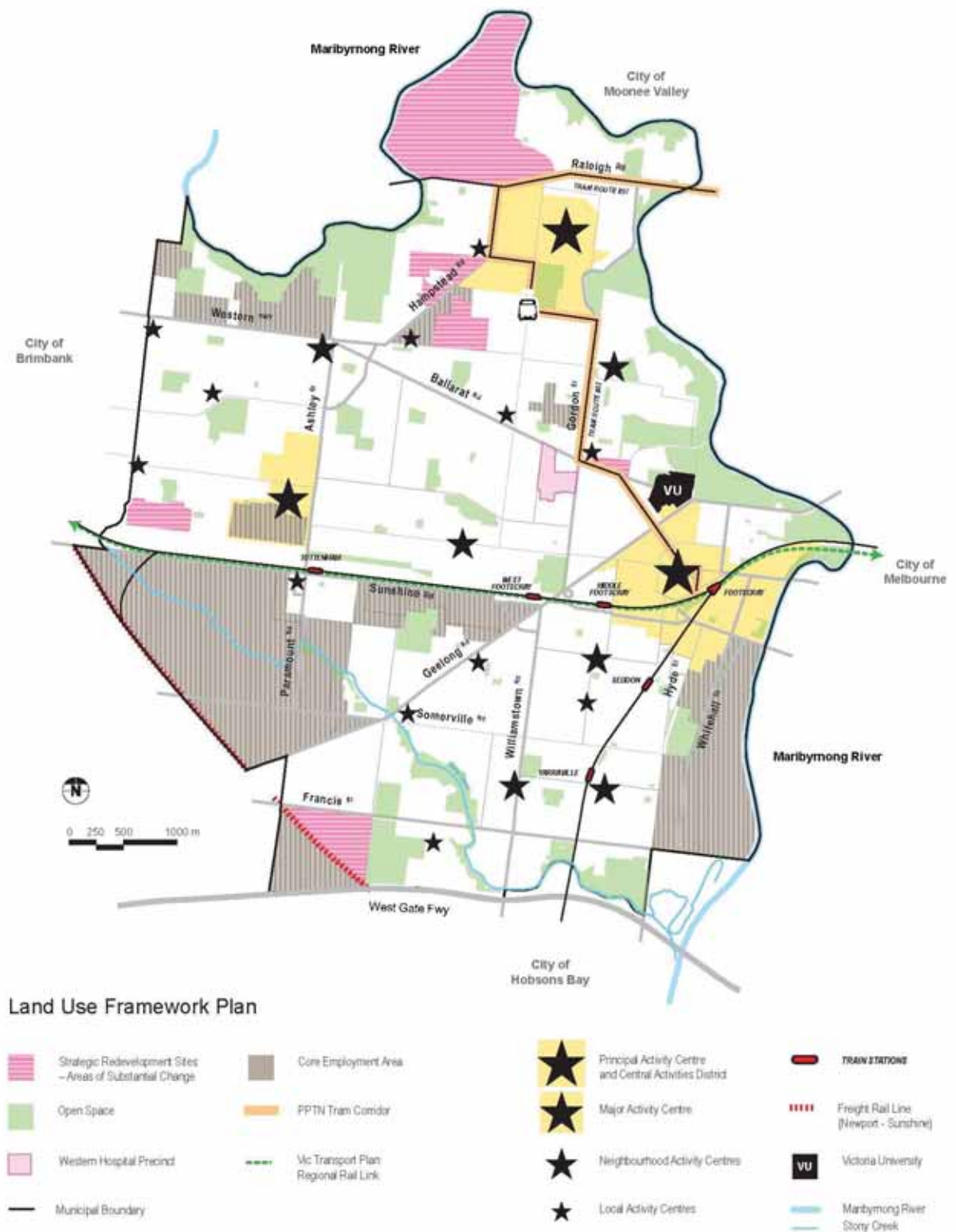
The six key commitment areas of the Council Plan are:

1. Building community spirit, engagement and places
2. Prosperity
3. Moving around the city
4. Amenity
5. Environmental sustainability
6. Organisational performance

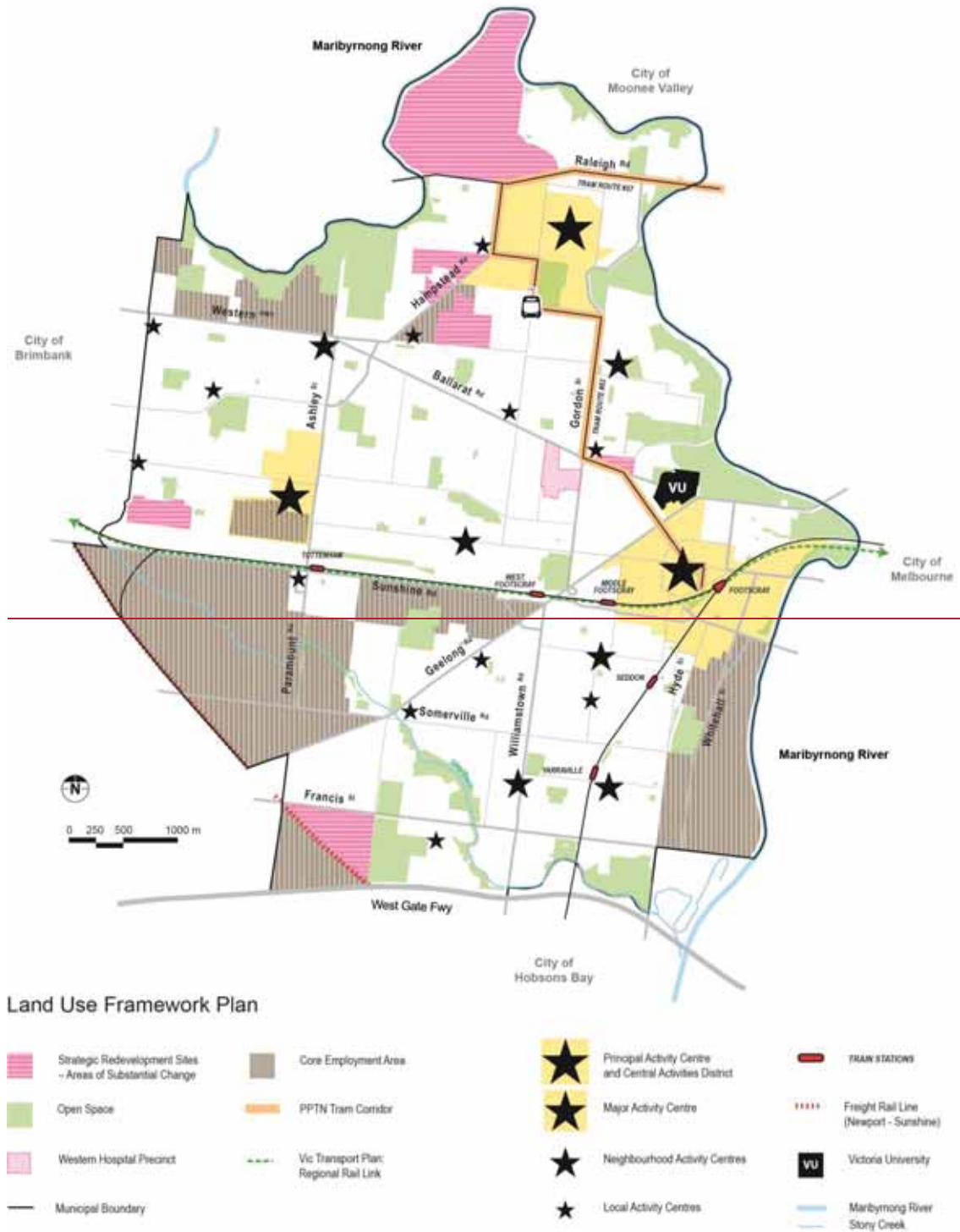
Many aspects of the Council Plan's vision and objectives will be realised through the city's land use planning and development approval. The Maribyrnong Planning Scheme implements the land use and development components of the Council Plan by setting policies and objectives that support Council's overall vision and the wellbeing of the community.

Land Use Vision

By 2030 the city of Maribyrnong will be a popular inner city municipality with a vibrant and diverse community, a strong identity and a prosperous modern economy. The city's adaptation to climate change will make it more environmentally sustainable and more resilient to future changes. Significant redevelopment will transform the city and give it a greater residential character. The city's valued heritage and neighbourhood character will be complemented by new development on key redevelopment sites and within activity centres. More people will be living and working in the city attracted by its choice of housing, accessibility and employment opportunities. A broad economic base will strengthen local employment through a strong retail sector, new offices and business services, a growing arts base and the renewal of the city's industrial areas. New facilities and infrastructure will meet the needs of the community. The network of open spaces and trails will be enhanced and offer an improved range of recreational facilities and activities for the community, while the Maribyrnong River will be more accessible and offer a range of recreational, cultural and tourism experiences.



MARIBYRNONG PLANNING SCHEME



21.0410/11/2016
C108**SETTLEMENT****21.04-1**15/09/2012
C82(Part 1)**Activity Centre Planning**

The overall retailing pattern in the City of Maribyrnong is consistent with the objectives of the State Planning Policy Framework as most retailing in the municipality is undertaken in activity centres. Retail activity outside the activity centres is generally marginal and in many cases declining.

The City of Maribyrnong's activity centre network comprises:

Activity Centres

Centre Type		Location
Central District (CAD)	Activities	Footscray
Principal Activity Centre (PAC)		Highpoint
Major Activity Centre (MAC)		Central West
Specialised Centre (SAC)	Activity	Victoria University
Existing Neighbourhood Centres (NAC)	Activity	Barkley Village West Footscray, Braybrook Shopping Centre, Edgewater, Seddon, Yarraville, and Yarraville Square.
Proposed Neighbourhood Centres	Activity	Maribyrnong Defence Site and at the Bradmill precinct in Yarraville. These centres, created as part of the overall planning for the redevelopment of the sites, will cater for local retail, services and business needs of those new communities.
Local Centres		<p>Ballarat and Duke, Ballarat and Summerhill, Ballart and Gordon, Braybrook Village, Gamon Street, Mitchell and Hampstead, Waterford Gardens, and Wembley Avenue.</p> <p>The centres listed below are expected to decline as local convenience-oriented centres for their local neighbourhoods because of their location on very busy roads or their proximity to other centres providing a better range of goods and services:</p> <p>Geelong Road and Wales Street, Kingsville – Somerville and Geelong Road, South Road and Duke Street, and Tottenham.</p>
Small Centres	Destination	Western Gateway (Cnr Williamstown Road and Thomas St), Williamstown Road at Francis Street, Somerville Road from Wales to Coronation Streets, Somerville Road at Williamstown Road, and Somerville Road at Gamon Street.

The activity centre network excludes various retail clusters of businesses and shops, mostly around major intersections, because they do not provide local convenience retailing and are not preferred locations for expansion of retailing.

Generally the city's activity centre network has limited transit orientation. Footscray and Yarraville are the only two centres with a train station in the heart of the centre. Buses serve most centres and are the main form of public transport. The majority of centres are on or immediately adjacent to busy roads and concentrate on exposure to passing car traffic rather than interaction with pedestrians. Planning for centres must focus on the role of activity centres as places that can encourage sustainable transport practices such as increased walking, cycling and use of public transport.

The preferred development and improvement of activity centres is being guided by the *Review of Retail Development and Activity Centre Policy 2009*, structure plans and urban design frameworks.

There are a number of local centres that provide convenience retailing and commercial services for local communities. The local centres with the most potential for growth and diversification are in the redeveloping and growing northern part of the municipality.

Objective 1

To create an activity centre network with a variety of easily accessible, pleasant and safe places where people can gather, socialise, shop, work, live, be entertained and make use of many kinds of community and leisure services without having to travel far.

Strategies

Encourage development that implements the relevant Urban Design Framework or Structure Plan.

Promote the complementary nature of Footscray and Highpoint activity centres.

Facilitate the development of new neighbourhood centres at the Bradmill Precinct site, Yarraville and Maribyrnong Defence Site, to cater for local retail, services and business needs of those new communities.

Ensure that development at the new neighbourhood centre at the Maribyrnong Defence Site is complementary to the nearby Highpoint Principal Activity Centre.

Maintain and enhance the viability of the network of centres by ensuring any expansion of retailing floorspace is appropriate for the centre's place in the hierarchy.

Protect areas adjacent to activity centres from negative impacts.

Limit the expansion of small destination centres with poor connections to public transport and a declining role to reduce their influence on the activity centre network.

Objective 2

To transform the Footscray CAD, Highpoint PAC and Central West MAC into mixed use retail, commercial, residential and community services centres with a sense of place.

Strategies

Increase housing intensification within and adjacent to the Footscray CAD, Highpoint PAC and Central West MAC in accordance with centre structure plans.

Develop the city's larger activity centres as regional arts, recreation and leisure nodes.

Objective 3

To develop centres in accordance with their place in the activity centre hierarchy.

Strategies

Encourage new buildings in activity centres to provide for a mix of uses.

Encourage residential uses above and to the rear of business uses.

Ensure new developments in activity centres respect the character, form and height of buildings within any adjoining Residential 1 zoned land on or within 10 metres of the site boundaries.

Discourage uses or new developments in activity centres which will be incompatible with a continued residential presence whether through scale, image or off-site environmental or amenity impacts.

Objective 4

To enhance the community focus of local activity centres.

Strategies

Encourage a wider business and land-use mix in local activity centres geared to servicing a wider range of local resident needs.

Increase employment opportunities in local activity centres.

Increase opportunities for social interaction in local activity centres.

Policy Guidelines

Support the implementation of the Activity Centre Zone in Footscray CAD and Highpoint PAC.

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C111

Housing Growth

The city's population is growing and is forecast to reach 104,000 by 2031, an increase of 30,800 from 2011. It is anticipated that about 14,000 - 16,000 new dwellings will be needed to support this increase. With an increasing proportion of Melbourne's growth expected to occur within established suburbs and at higher densities, this forecast may increase in the future.

The population structure of the municipality will change depending upon the form of development, the increase in population and through ageing.

Council has developed a Housing Growth Area Framework (included at Clause 21.07) that indicates the opportunities for residential development to cater for the forecast population and housing increase over the next 20 years.

Objective 5

To accommodate between 14,000 and 16,000 additional households by 2031.

Strategies

Direct most of the residential development to identified substantial change areas, and substantial change activity centres.

Support incremental change across residential areas.

Limit change in established residential areas with heritage significance or an identified residential character, and areas with an identified constraint, such as inundation, that necessitate protection through a specific overlay.

21.04-3

15/09/2012
C82(Part 1)

Social Impact

Despite increasing gentrification the municipality is one of the most disadvantaged in Victoria. The city continues to have high levels of unemployment, combined with higher levels of refugees and new arrivals, a highly mobile population and greater burden of preventable disease associated with poor socio-economic populations. The level of disadvantage is even higher in some locations, especially around public housing areas.

Objective 6

To minimise adverse social impacts from development and land uses.

Strategies

Require a social impact assessment for significant rezoning proposals, residential developments greater than 300 dwellings and major commercial developments.

Use social impact assessments to determine what new facilities are needed and the contributions required from developers.

21.04-4

10/11/2016
C108

Open Space network

The city has a network of just over 150 open spaces covering more than 307 hectares of land. A notable feature of the open space network is its diversity. This includes large historical gardens, major sporting reserves, open space corridors along the Maribyrnong River and Stony Creek, and the highly valued smaller neighbourhood and local parks and spaces. However, large parts of the city are without quality open space including areas where existing parks need improvement and additional facilities, while in other parts of the city there is no open space within safe and easy walking access of the community. Access to open space can be limited due to barriers, such as main road and rail lines, distance and the lack of appropriate facilities. While much of the open space is located along the Maribyrnong River with regional open space and biodiversity values, it is distant from the populated areas and is subject to flooding, which limits the extent of possible improvement and use.

The open space and recreational needs of the community are changing due to the city's significant redevelopment, the changing population structure, recreational trends and increasing expectations. Many recreational facilities are ageing and require significant renewal. Additional and improved open space and new or upgraded recreational facilities will be needed to broaden the range of recreational settings and opportunities available to the community.

The open space and recreational needs of the community will be influenced by higher density living and the forecast population growth. Significant medium and high density redevelopment will increase demands on public open space and facilities. An increasing proportion of single person households creates the need for more diverse recreational options that provide opportunities for social interaction.

In the central and southern parts of the city, a combination of seeking opportunities to provide new open space and improve the diversity, quality and accessibility of existing open space will create a better connected network of open spaces, activity centres and facilities. The northern part of the city includes significant redevelopment sites with opportunities for providing new open space to meet the sport and recreation needs of new communities. In particular, redevelopment of the former Maribyrnong Defence Site offers the opportunity to provide additional sporting facilities and passive open space, along with extending the linear open space system along the Maribyrnong River improving both the biodiversity and recreational values of this corridor.

Objective 7

To expand and improve the network of open space throughout the municipality.

Strategies

Provide new open space in areas identified as underserved.

Improve access to open space and recreational facilities for the increasing residential and worker population.

Upgrade existing public open space to meet changing community needs including the condition, accessibility, facilities and character/aesthetics.

Develop shared path linkages between existing and new open space, community recreation facilities and activity centres.

Promote shared path linkages along existing railway, transport linkages and waterways.

Ensure that new development contributes to the planned open space network.

Objective 8

To provide a continuous linear open space network along the Maribyrnong River and Stony Creek.

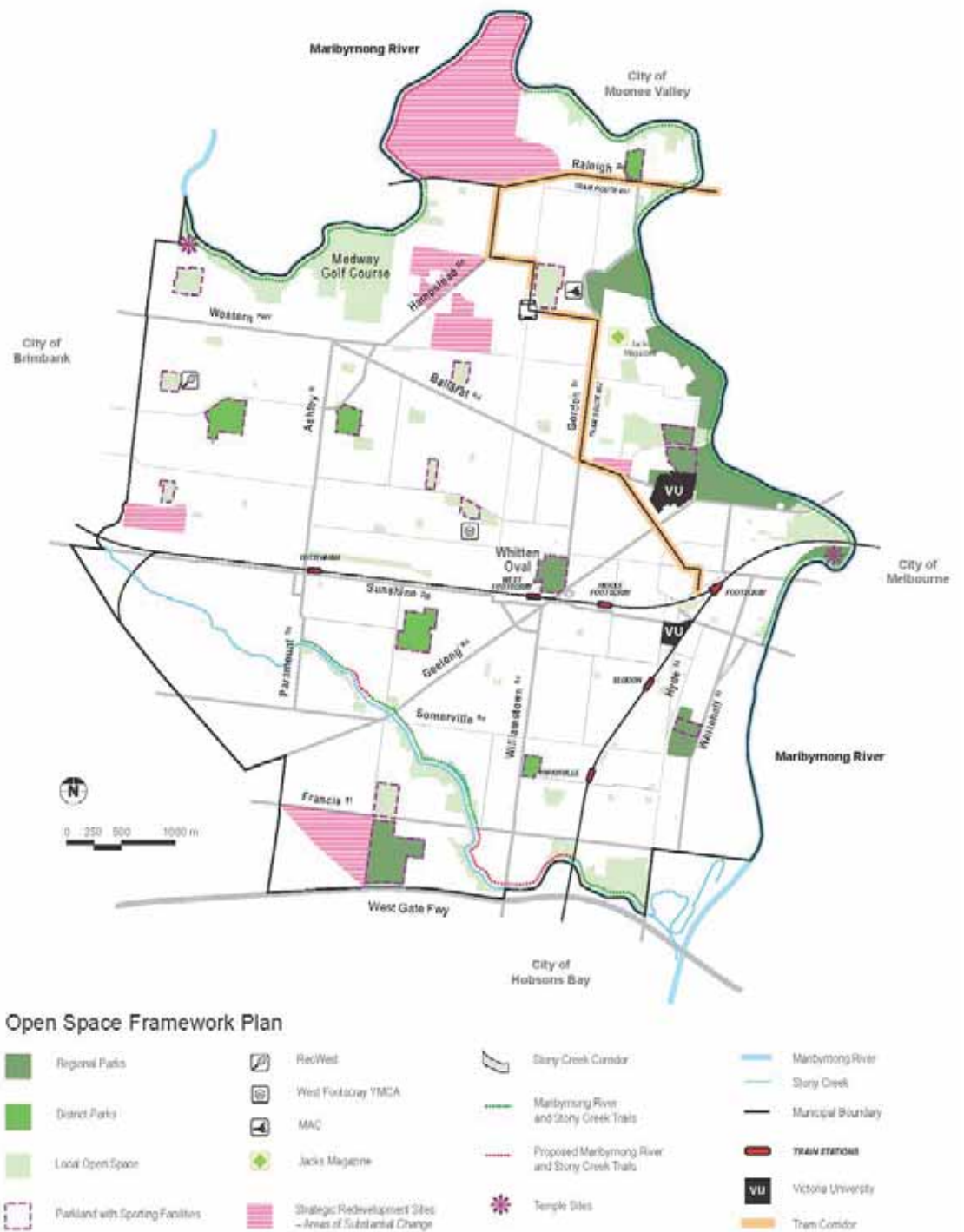
Strategies

Complete the gaps in the linear open space and trail network along the Maribyrnong River with connections to the adjoining urban areas, regional trail system, adjacent open space, community facilities and activity centres.

Develop a linear open space corridor and shared trail along Stony Creek with connections to surrounding urban areas.

Improve the biodiversity values along the Maribyrnong River and Stony Creek.

MARIBYRNONG PLANNING SCHEME



21.04-5 Strategic Employment Investigation Areas

DD/MM/YYYY
Proposed C143

Three areas have been identified for investigation due to having significant limitations or issues. Further investigation is required to determine if these uncertainties can be addressed in order for these areas to retain or increase their employment role. Strategic Employment Investigation Areas are considered to be employment areas until such time as further investigation clearly demonstrated that this is not a viable option. The areas are:

- Braybrook Ashley Street

~~■ Gordon & Mephan Street~~

- Yarraville Mobil Terminal

In addition to these three areas, the redevelopment of the Maribyrnong Defence Site provides an opportunity to potentially extend the tram route and further improve public transport access to this area.

Braybrook Ashley Street

The area is located west of Ashley Street, Braybrook, extending north from South Road to Hampden Street. The area also has direct residential street abuttal along Crothers, Joy and Melon Streets. The area is located north of the Central West Shopping Centre and 4.1 Ashley Street Braybrook Core Employment Area. The closure of the carpet manufacturing activities from the area has left a large portion of land with large purpose-built industrial buildings, which are not readily adaptable for other industrial uses.

~~**Gordon & Mephan Street**~~

~~The area is located east of Gordon Street and predominantly south of Mephan Street, but also includes one large parcel north of Mephan Street, between Mephan and Birdwood Streets. The close proximity of new residential development to existing industrial uses potentially gives rise to amenity issues at the interface, including heavy vehicle usage of partially residential streets, industry noise and visual impact.~~

~~**Yarraville Mobil Terminal**~~

The area is a small industrial pocket located in the south east corner of the municipality, straddling the intersection of Hyde and Francis Streets, and directly opposite the Mobil Yarraville Terminal, a recognized major hazard facility situated in the neighbouring City of Hobsons Bay. Existing residential use in the precinct is problematic given the close proximity to the Mobil Yarraville Terminal, while future land use is also influenced by Port Environs controls.

Tram routes

The city's two tram routes (57 and 82), link the Footscray CAD with the Highpoint PAC and provide access from northern Maribyrnong to Moonee Ponds and the Melbourne CBD. The tram routes have the potential to become more important transport and development corridors linking key development nodes with activity centres and transport interchanges. This is occurring between Footscray CAD and Highpoint PAC, with sites such as Victoria University, Kinnears, the Edgewater neighbourhood activity centre, and the Maribyrnong Defence Site. With service improvements, and appropriate land use planning and design, these routes can improve the access residents have to key activity centres and employment based in the Melbourne CBD, as well as increasing and further encouraging the use of sustainable public transport.

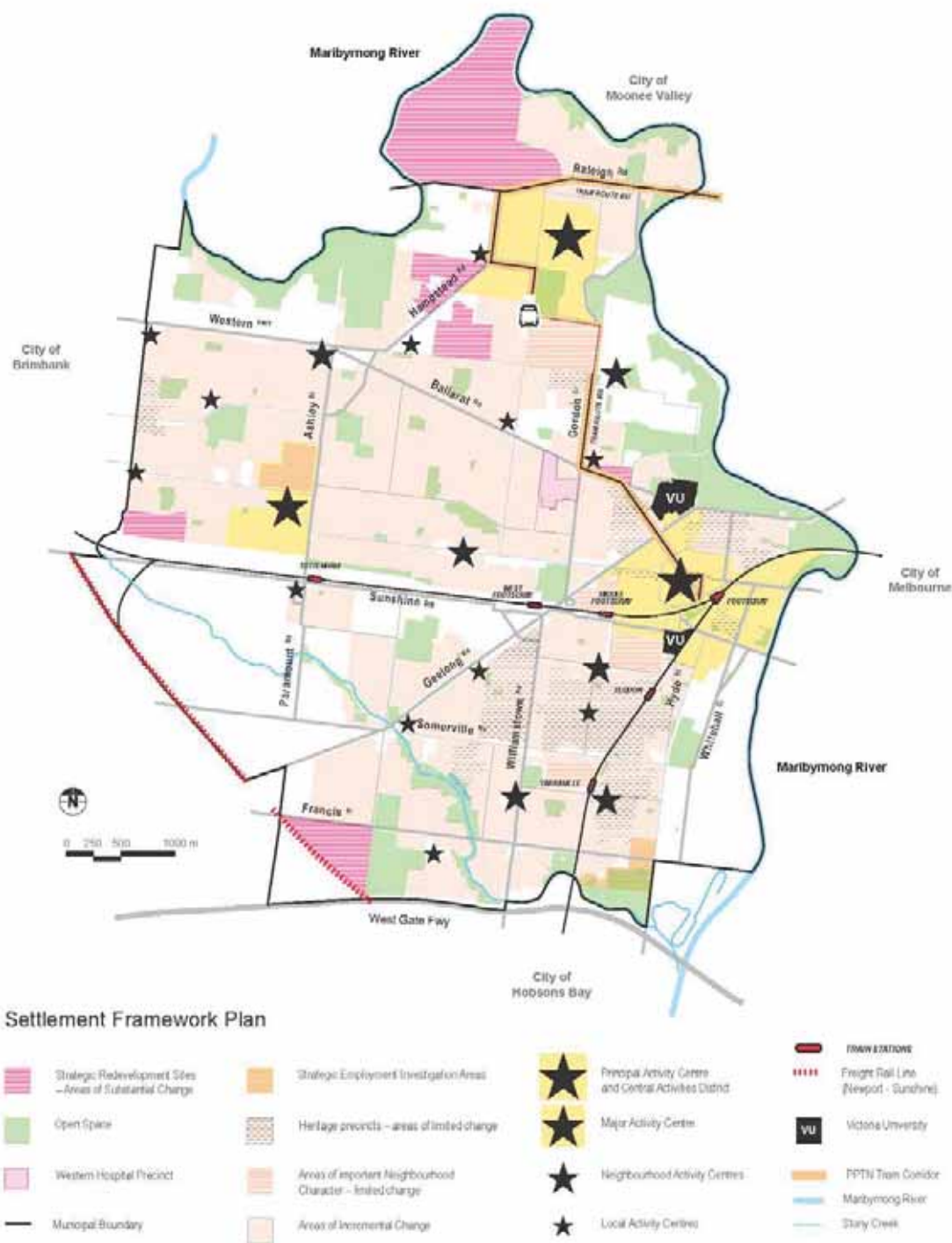
Potential residential development along the tram corridors needs to be further explored, however it is likely that it will take the form of 'development nodes' rather than continuous linear development. This type of link is envisaged by the *Western Region Employment and Industrial Development Strategy*.

Objective 9

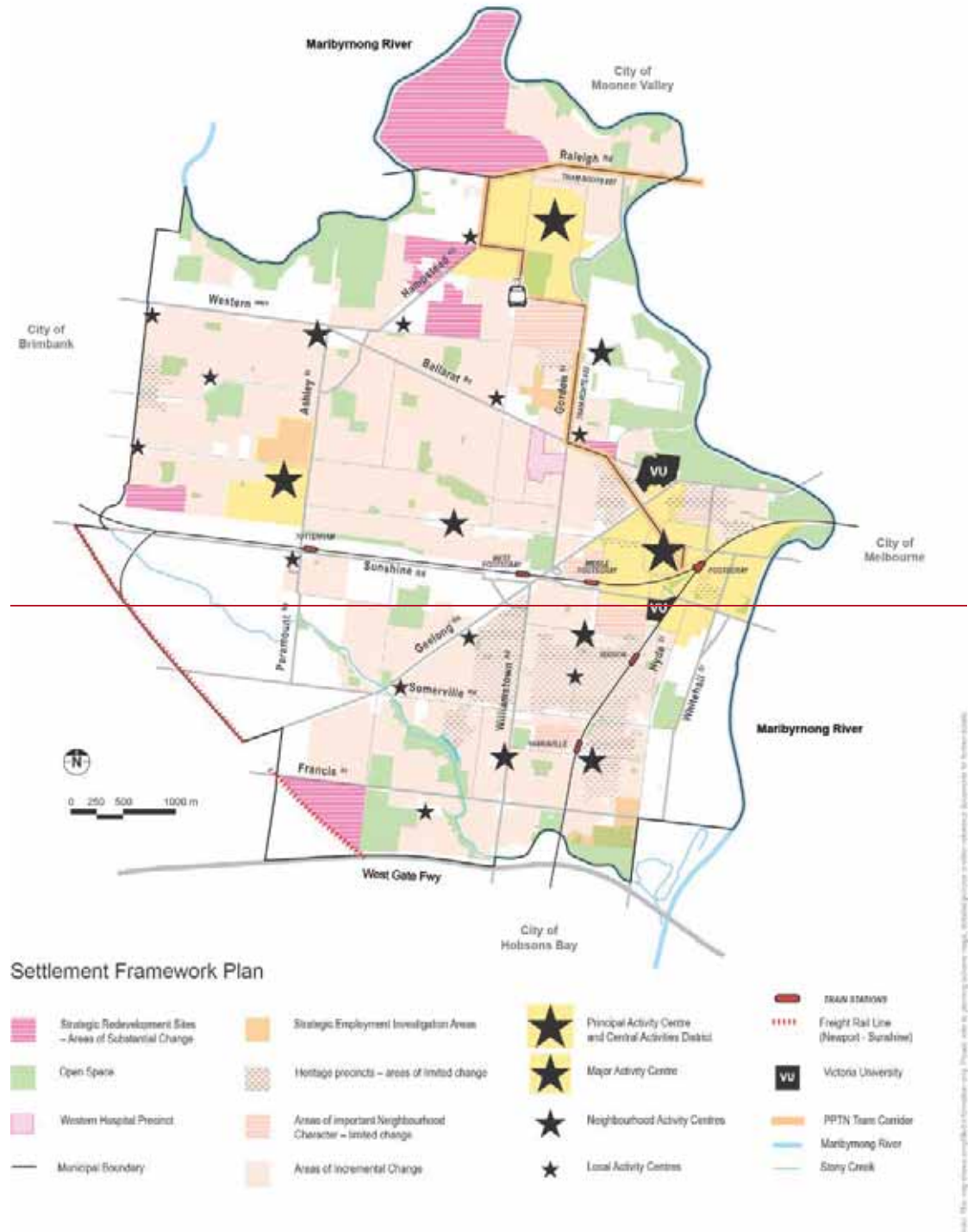
To manage the redevelopment of Strategic Employment Investigation Areas and land along tram corridors in an integrated manner.

Strategy

Ensure the Strategic Employment Investigation Areas and land along tram corridors are appropriately planned and developed.



MARIBYRNONG PLANNING SCHEME



21.05 ENVIRONMENT AND LANDSCAPE VALUES

10/11/2016
C108

21.05-1 Landscape values

15/09/2011
C82(Part 1)

The Maribyrnong River is a highly valued metropolitan waterway and its valley forms an important regional open space corridor. The river valley and escarpment are dominant landforms that provide an attractive setting. The character of the river varies within the city. The *Maribyrnong River Valley Design Guidelines (2010)* has identified six main character lengths along the river:

- Steele Creek – secluded river,
- Maribyrnong – a suburban river,
- Racecourse – river flats,
- Footscray – an urban river,
- Footscray Wharf – an urban river, and
- Port – a working river.

There are opportunities to enhance the landscape character along the river, in particular the steeply sided valley and escarpments in Braybrook and Maribyrnong. Development of the Maribyrnong Defence Site will open up the river front for public access, add open spaces and enable completion of the shared river trail.

There is significant potential to expand and enhance the open space corridor along Stony Creek and improve links as opportunities arise. However, the potential to extend the shared trail west of Paramount Road is limited due to private land ownership and physical barriers. Access to this section of the creek will be from local roads that will form key nodes along the creek.

Objective 1

To enhance the landscape character along the Maribyrnong River and Stony Creek.

Strategies

Create a diverse mix of environments within the Maribyrnong River valley from a natural indigenous vegetation corridor in the upper reaches to more hard-edged urban environments in the lower reaches.

Enhance the interpretation of the cultural heritage of the Maribyrnong River and Stony Creek environs.

Encourage development that enhances the environmental qualities of the Maribyrnong River Valley.

Encourage development that complements existing activities along the river.

Policy Guidelines

Assess development adjacent to Stony Creek against the following criteria:

- Development west of Roberts Street should protect and improve the Stony Creek open space corridor.
- Development should be setback from Stony Creek.
- Development should be designed to address the creek frontage.

21.05-2 Climate ChangeDD/MM/YYYY
Proposed C143

The City will need to adapt to the impacts of climate change and to meet targets for reducing greenhouse gas emissions. Council is committed to creating an environmentally sustainable city and has set a target for the city to become carbon neutral by 2020. A more sustainable city will strengthen the city's economy and its social well being.

The Maribyrnong City Council *Carbon Neutral Action Plan 2008* adopts a best practice carbon reduction hierarchy with regard to:

- Avoiding waste energy,
- Efficient use of energy,
- Purchase of green power, and
- Offset any remaining carbon emissions.

The city's inherent strengths, including its convenience, compact form, good public transport, range and network of activity centres, local employment and opportunities for new development provides resilience to potential climate change impacts and can form a foundation for improving the city's future sustainability. Encouraging more intensive development within key activity centres and close to public transport, reducing car dependency and encouraging uses that will provide local employment will produce a more sustainable city.

Local energy production using solar power and wind turbines could be provided in strategic redevelopment sites to help reduce greenhouse gas emissions. There is potential for a large wind turbine adjacent to the Westgate Freeway.

Objective 2

To ensure that the city adapts to the impacts of climate change.

Strategies

Plan and design according to the latest findings regarding the impacts of climate change such as rising sea levels, and weather events.

Encourage risk management strategies to address identified climate change probabilities.

Encourage development that reduces car dependency especially for short journeys and work trips.

Encourage uses that will provide local employment.

Promote landscaping that provides habitat, open spaces, food resilience and climate control.

Ensure planning scheme amendments and development applications consider and respond to the changing effects of climate change.

Objective 3

To ensure that the city is carbon neutral by 2020.

Strategies

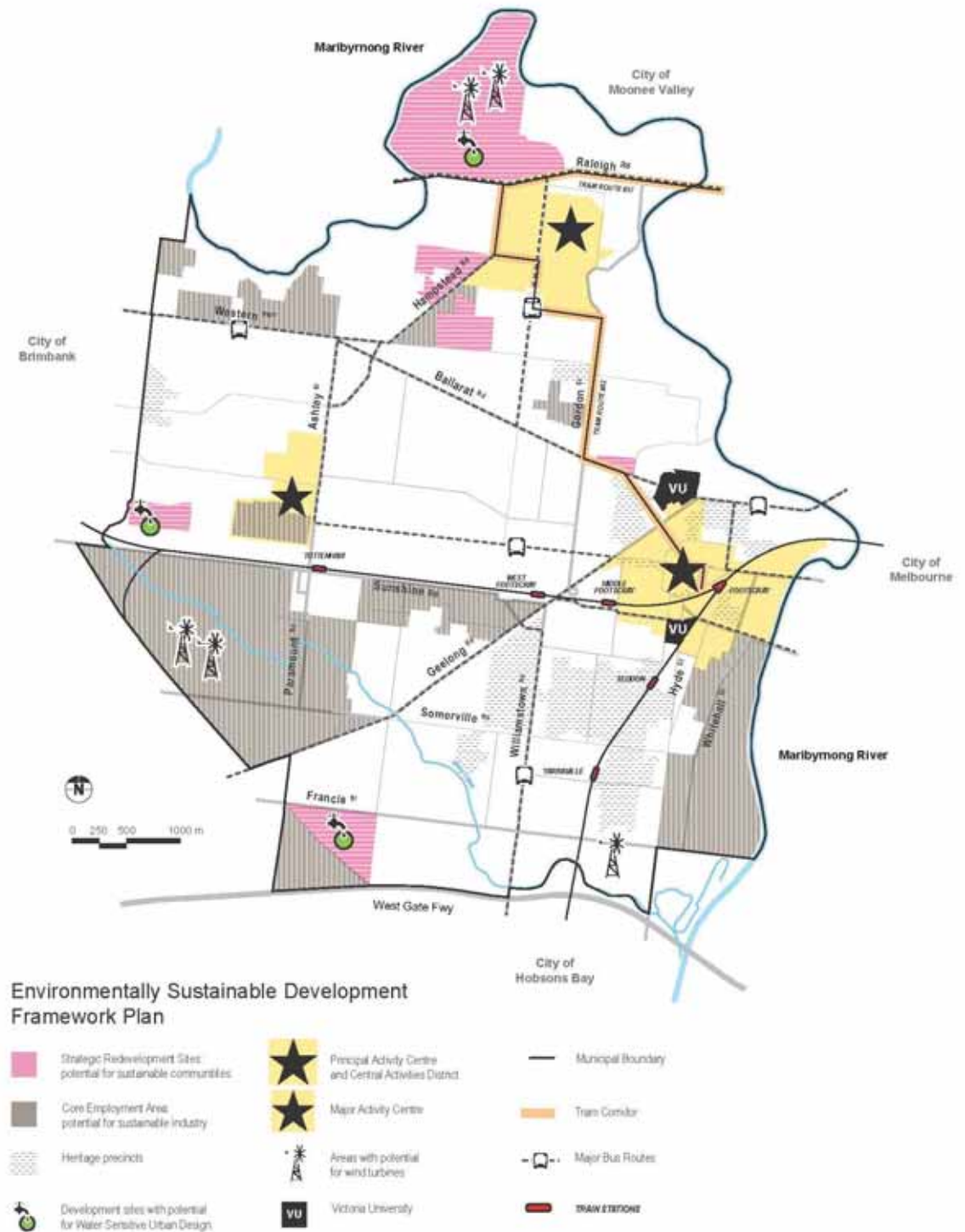
Encourage developments that reduce energy usage and greenhouse gas emissions.

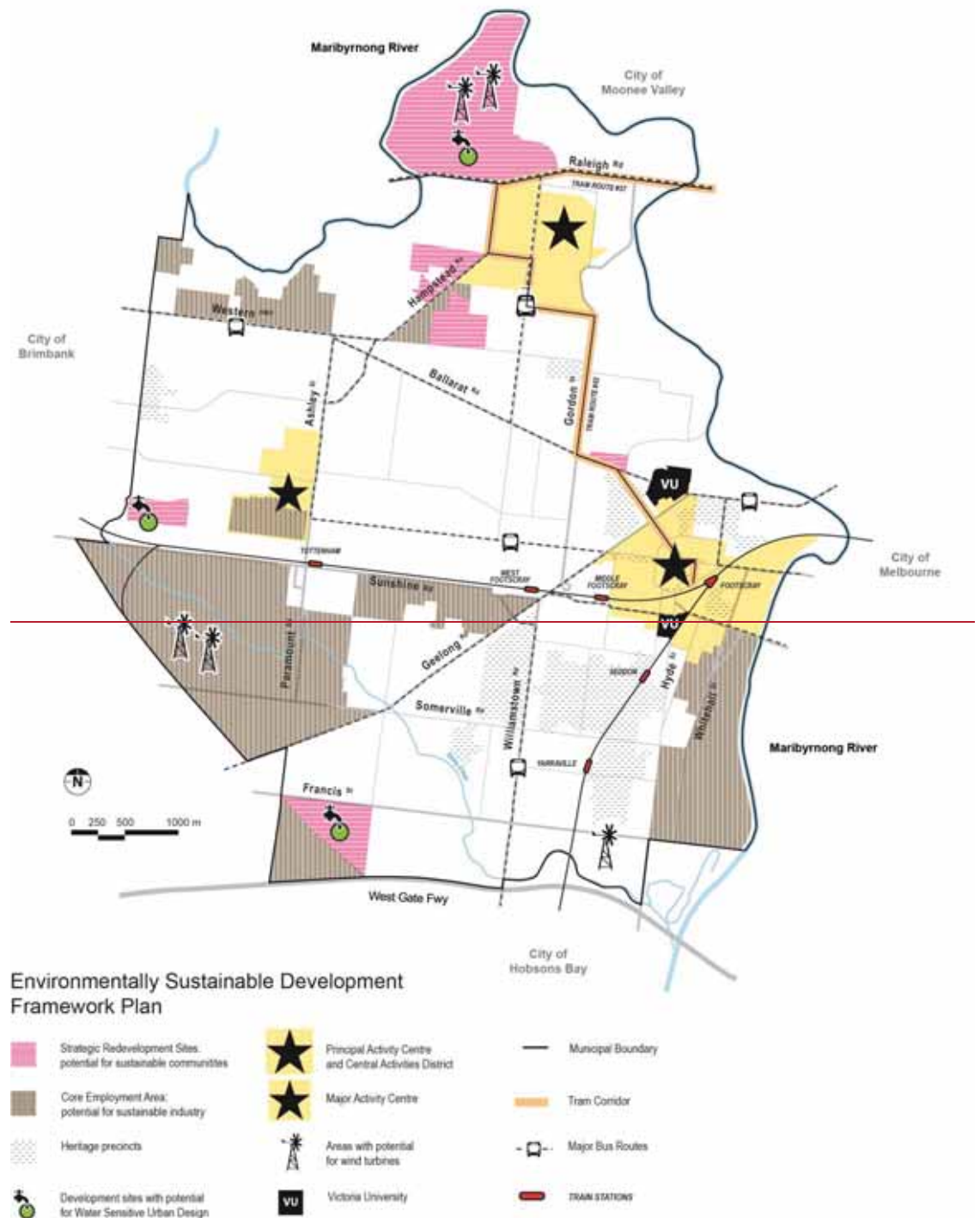
Encourage industry to develop on-site renewable energy and new emerging low carbon technologies.

MARIBYRNONG PLANNING SCHEME

Encourage renewable energy at household level and at strategic redevelopment sites.

Promote waste management that reduces waste and improves management of emissions from landfill.



**21.05-3**15/09/2011
C82(Part 1)**Flood Prone Areas**

There are flood prone areas in the city in the vicinity of the Maribyrnong River and Stony Creek. Residential development in flood prone areas, particularly along the Maribyrnong River and Stony Creek, needs to have regard to limitations caused by flooding and the requirements of Melbourne Water.

Objective 4

To protect flood prone areas from inappropriate development.

Strategy

Ensure appropriate development occurs in flood prone areas.

21.05-4

15/09/2011
C82(Part 1)

Potentially Contaminated Land

The potential contamination of a number of sites is a legacy of the municipality's long industrial history, and is an important matter to consider when proposing a use or development of a site, whether it is an existing building or vacant land.

Objective 5

To manage contaminated land to protect human health and the environment and optimise the future use of the land.

Strategies

Ensure that potentially contaminated land is identified, appropriately tested and remediated and managed to a standard suitable for the intended use or development.

Encourage best practice solutions to remediation and management of contaminated land.

Policy Guidelines

Apply the Potentially Contaminated Land Policy at Clause 22.03.

21.07 HOUSING10/11/2016
C108**21.07-1 Residential capacity and location**10/11/2016
C108

The City has opportunities for significant residential redevelopment for the next 20 years that will cater for the forecast population and housing increase.

Substantial, Incremental and Limited change areas are identified on the Framework Plan that forms part of this Clause.

Housing growth area framework

Substantial change areas	Significant redevelopments are proposed for the Maribyrnong Defence Site (MDS), Kinnears site in Footscray, the former Defence site in Beachley Street, Braybrook, the Bradmill Precinct in Yarraville and the Maidstone Hampstead Road East Strategic Redevelopment Sites. Other smaller sites across the municipality will also contribute to the supply of new housing.
Substantial change activity centres	In the future the Highpoint PAC and Footscray CAD will assume a stronger role and greater capacity for substantial medium and higher density housing developments.
Incremental change areas	All other residential areas without heritage significance or an identified residential character that warrants planning protection through specific overlays.
Incremental change activity centres	The mixed use and residential developments occurring in activity centres will continue and increase.
Limited change areas	Existing residential areas with heritage significance or an identified residential character that warrants planning protection through specific overlays, and areas with an identified constraint, such as inundation, that necessitate protection through an overlay. The majority of these areas have been identified in Council's Heritage Study (2001) and neighbourhood character studies.

The mixed use and residential developments occurring in key activity centres will continue and increase. This will extend housing choice, improve access to infrastructure, services and transport for residents and will help support and broaden the function of centres.

Core employment areas, key passenger and freight transport corridors and major hazard facilities need protection from residential encroachment to maintain their viability and prevent adverse risk and amenity impacts.

Objective 1

To provide significant opportunities for new residential development in substantial change areas and substantial change activity centres.

Strategies

Determine the form, amount and mix of housing of substantial change areas through site planning.

Ensure the site planning of larger sites facilitates the development of diverse, high amenity precincts which have an identifiable sense of place.

Encourage residential development in substantial change areas to predominantly comprise medium and higher density housing in the form of townhouses; units; apartments; and shop-top dwellings.

Encourage a range of dwelling types and sizes, including affordable housing, to be provided in larger developments.

Ensure new development integrates with existing areas and communities.

Ensure new larger scale developments establish a preferred urban design and architectural character that complements existing areas and creates safe and liveable communities.

Encourage new higher density development to provide space for planting, communal spaces and rooftop gardens to improve amenity and liveability of dwellings.

Ensure developments with sensitive interfaces have a scale and massing that respects the character and scale of their context.

Support developments located away from sensitive interfaces that create a new, higher density urban character.

Ensure development of sites greater than 60 dwellings are well served by public transport, the bike/shared path network, and cater for potential changes to the public transport network.

Encourage higher density residential and mixed use developments within activity centres that are well served by public transport.

Require larger scale residential land redevelopment to contribute to high quality, accessible open space for a range of activities.

Require provision of land for a formal sports reserve and parkland for unstructured recreational activities on the former Maribyrnong Defence Site.

When applying overlays or other planning tools to larger substantial change sites ensure the requirements include:

- provision of a diversity of dwelling types, sizes and tenures
- appropriate provision of community infrastructure and open space
- consideration of public realm improvements and amenity protection at residential interfaces
- preparation of an adverse amenity report
- incorporation of environmentally sustainable design principles.

Objective 2

To provide incremental opportunities for new residential development in incremental change areas and incremental change activity centres.

Strategies

Ensure development has regard to and clearly responds to preferred character statements and design guidelines for specific neighbourhood character precincts.

Ensure the siting and design of infill development respects the scale, form and siting of surrounding development.

Encourage residential development within incremental change areas to predominantly comprise of low and medium density housing in the form of separate and semi detached houses and in appropriate locations units, shop top dwellings and low scale apartments.

Support low scale apartment developments at locations within key Neighbourhood Activity Centres; they must reflect existing local character in terms of height, mass setbacks and building materials; and provide a sensitive and appropriate interface to adjoining streetscapes, buildings and residential areas.

Support gradual medium density 'infill' development, in the form of townhouses, units and shop-top dwellings, located close to transport, activity centres and community infrastructure.

Support smaller scale infill residential development in keeping with the streetscape and character of the centres and their adjacent residential in incremental change activity centres.

Encourage the retention of existing housing that positively contributes to preferred neighbourhood character.

Ensure development in activity centres follows relevant structure plans and urban design frameworks.

Protect areas that contribute to the range of housing choice especially for families and lifestyle choices.

Objective 3

In Limited change areas, limit development in residential areas with heritage significance; an identified residential character protected through a specific overlay; and identified constraints, such as inundation, that necessitate protection through an overlay.

Strategies

Maintain and enhance these areas and ensure that new development respects the existing heritage values and preferred neighbourhood character.

Ensure the scale, form and appearance of new housing is in keeping with the surrounding development and the heritage and preferred neighbourhood character values of the area.

Support the renovation and redevelopment of single houses as a means of ensuring diversity across the municipality, and providing accommodation for larger household types.

Support a diversity of dwelling types and sizes, including affordable housing, where appropriate.

Objective 4

To protect core employment areas, key passenger and freight transport corridors and major hazard facilities from residential encroachment.

Strategies

Ensure appropriate buffers are provided between new residential areas and core employment areas, key transport corridors and major hazard facilities.

Incorporate appropriate noise attenuation measures in residential developments adjacent to noise generating sources.

Protect and maintain existing buffers to the core employment areas.

Policy Guidelines

Apply the Preferred Neighbourhood Character Statements policy at Clause 22.05.

Request applications for residential development provide an assessment against the preferred character statements included in the local policy Preferred Neighbourhood Character Statements at Clause 22.05.

Request applications for key strategic redevelopment sites and for developments with more than 300 dwellings provide a social impact assessment.

Support the rezoning of strategic redevelopment sites to provide for higher density residential and mixed use development.

Support the Neighbourhood Character Overlay in appropriate areas.

21.07-213/12/2012
C111**Housing Diversity and Affordability**

The city has a range of housing comprising detached housing (67%), semi detached (13%), and apartment (20%); this varies across its suburbs. Recent significant developments indicate densities are increasing with more medium density housing forms and some high-rise developments, particularly within the Footscray CAD. In the future there will be an increasing proportion of medium and higher density housing in the municipality. However, detached housing will remain the predominant form of housing across the municipality.

The existing stock of detached 'family' housing (lots greater than 500 sqm) contributes to the diversity and choice of housing available within the municipality, as they can cater for family households and people preferring these forms of housing as part of their lifestyle. It is expected that this stock of housing will reduce as a proportion of overall housing.

The city has been an affordable area offering housing opportunities for a wide range of households and incomes. The increasing popularity of the area and rising housing prices is reducing affordability and housing opportunities for some lower and middle income households. Increasing the supply and diversity of housing opportunities can assist in meeting affordability objectives.

Objective 5

To encourage a mix of housing.

Strategies

Support increased housing choice by providing a diversity of dwelling types, sizes and tenures.

Ensure new residential developments provide a mix of housing that caters for a range of households, lifestyles, age, incomes and life stages appropriate to the scale and nature of the project.

Encourage larger developments to provide a range of dwelling types and sizes, including affordable housing.

Encourage forms of housing suitable for the needs of an ageing population.

Encourage forms of housing suitable for home based businesses.

Protect areas that contribute to the range of housing choice especially for families and lifestyle choices.

Support the renovation and redevelopment of single houses as a means of providing accommodation for larger household types.

Objective 6

To encourage housing affordability.

Strategies

Support the provision of social housing, in particular development that improves the distribution of social housing across the municipality.

Encourage public, social and affordable housing in activity centres, close to public transport and as part of developments on strategic redevelopment sites.

Encourage the use of dwellings above shops in activity centres for affordable housing.

Encourage new residential development to provide opportunities for public, social and community based affordable housing.

Increase the overall stock of housing within the municipality, particularly medium and higher density development to ensure greater diversity to meet changing household needs.

Implement social and affordable housing targets at the Bradmill Precinct, Maribyrnong Defence Site and Beachley Street, Braybrook redevelopment sites.

Policy Guidelines

Request applications for ten or more dwellings provide an assessment of their housing mix, projected household mix, affordability, and options for including public, social and community affordable housing.

21.07-3

15/09/2012
C82(Part 1)

Student Housing

Housing is needed for students, and to support the role of Victoria University. Increasingly housing is provided privately as well as directly by the university. The possible closure of the university's student village in Maidstone will result in the relocation of housing to other areas, such as Footscray CAD.

Many residential developments located within the Footscray CAD provide specialised student housing. However, not all of these developments provide a suitable design, or are speculative and don't respond to an identified need. Some have been converted to other forms of housing.

The most suitable locations for student housing are within the Footscray CAD and close to the university campuses where students have good access to transport, facilities and services and can contribute to the life of the activity centre.

Objective 7

To encourage a sustainable supply of student housing.

Strategies

Encourage appropriate student housing in Footscray CAD and close to the university campuses.

Integrate student housing and services into the role, function and life of the Footscray CAD.

Identify and monitor the long term demand and supply of student housing.

21.07-4

DD/MM/YYYY
Proposed C143

Caretaker's Houses

Industrial areas need to be protected from the intrusion of residential development in the form of inappropriate Caretaker's Houses.

Objective 8

To discourage Caretaker's houses in the Industrial 1, Industrial 3 and Business 3 zones.

Strategies

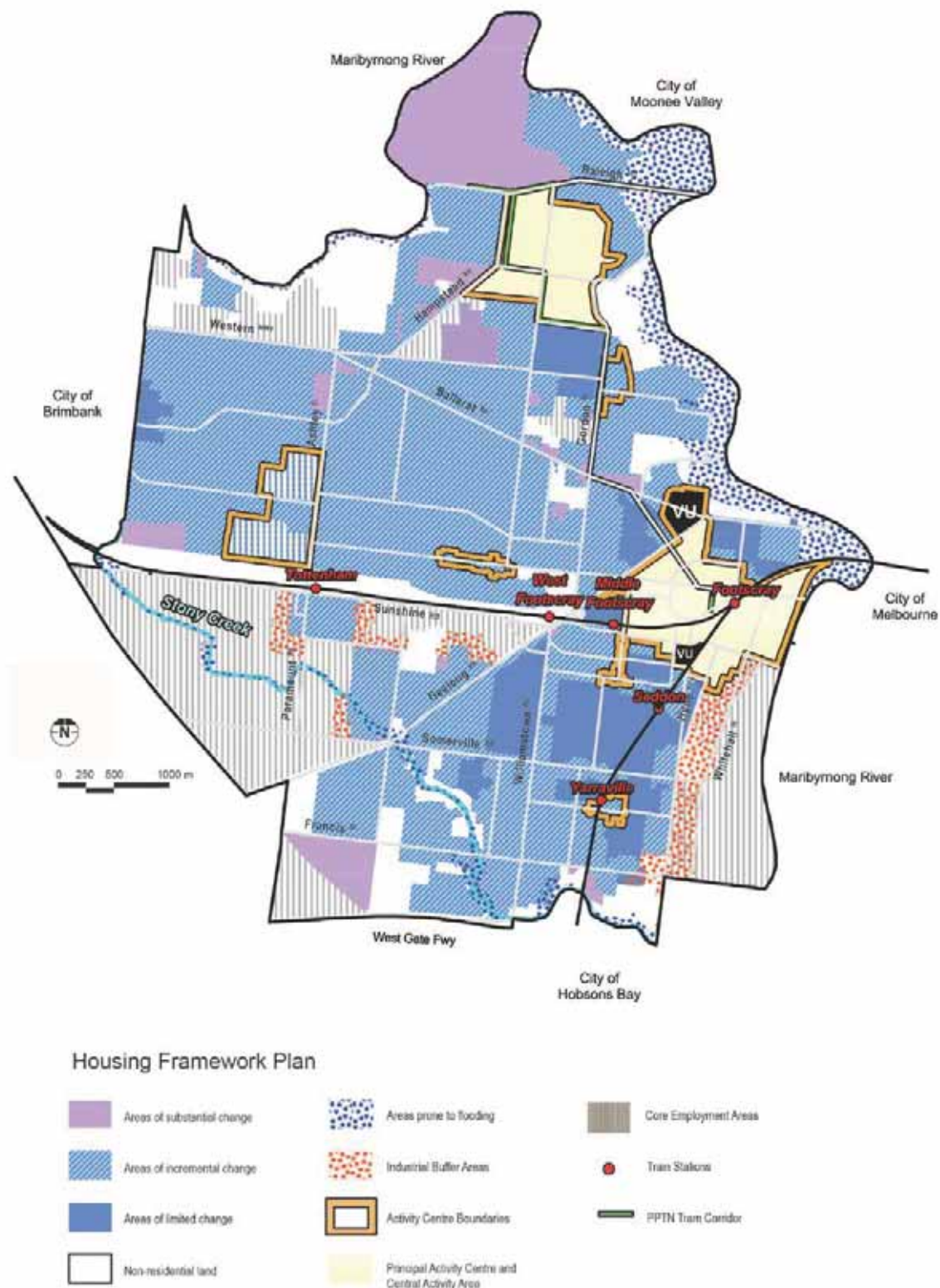
Discourage Caretaker's houses, unless it is demonstrated they are a necessary ancillary use to an existing or proposed building, operation or place.

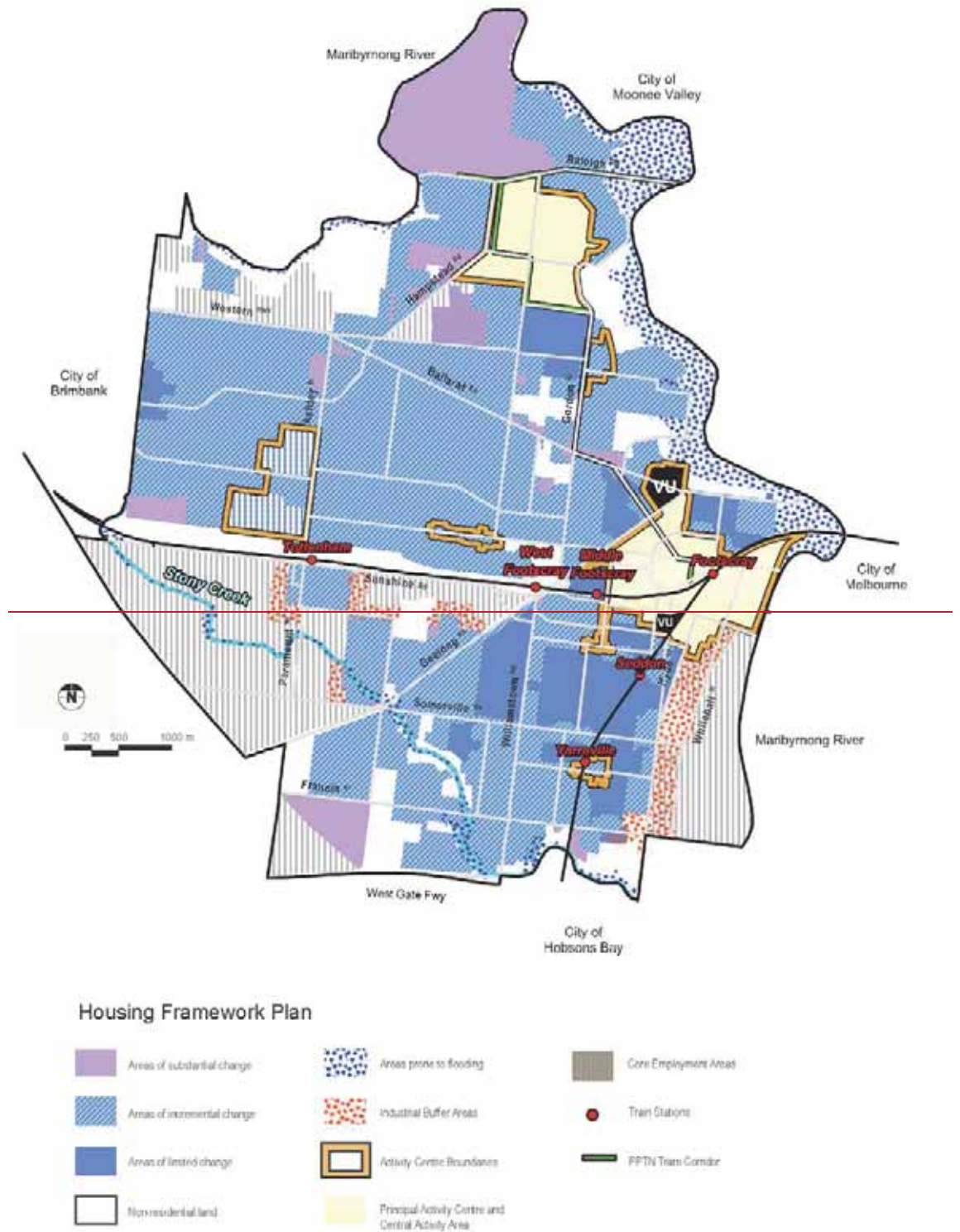
Discourage subdivision of Caretaker's houses from the use or development to which they are ancillary.

Policy Guidelines

Assess proposals for Caretaker's houses against the following criteria:

- The design of Caretaker's houses should minimise potential amenity conflicts.
- Caretaker's houses should not exceed 30% of the total gross floor area of the industrial or commercial building, or 100 sqm, whichever is the lesser.
- Parking at the rate specified in Clause 52.06 should be provided unless it can be demonstrated by a qualified professional that a variation is justified.





21.08 ECONOMIC DEVELOPMENT10/11/2016
C108**21.08-1 Retail**15/09/2011
C82(Part 1)

Retailing in the city is dominated by Highpoint PAC and Footscray CAD. The Highpoint PAC has capacity for expanded retail floorspace and will continue to operate as a regional comparison shopping centre and as the key focus in Maribyrnong for bulky goods (restricted retail) retailing. Footscray CAD is very important in providing a range of cosmopolitan shops, a variety of health and community services, excellent access to public transport and proximity to both Victoria University campuses.

Some of the neighbourhood and local centres are showing strengths in lifestyle retailing, ethnic retailing and entertainment/leisure niches in response to demographic changes. The supermarket offer is improving in neighbourhood and local centres and will be augmented by additional supermarkets in the planned neighbourhood activity centres at the Bradmills Precinct and Maribyrnong Defence Site.

Several former main road showroom and bulky goods areas have declined leaving Highpoint PAC as the key focus and preferred location in the City for bulky goods (restricted retail) retailing.

Objective 1

To ensure that retail premises are developed in appropriate locations.

Strategies

Discourage retail development outside of identified Activity Centres.

Support the Highpoint PAC as a regional comparison shopping centre and as the key focus in the City for bulky goods (restricted retail) retailing.

Provide for street-front retail and businesses within activity nodes along the Footscray to Northern Maribyrnong transport corridor.

Objective 2

To ensure restricted retail premises are developed in appropriate locations.

Strategies

Focus the municipality's restricted retail premises retailing at the Highpoint PAC.

Discourage new significant retailing proposals in marginal and declining bulky goods (Business 4 Zone) areas including:

- Geelong Road – north side between Somerville Road and Cromwell Parade;
- Ballarat Road – south side west of Melon Street; and
- Barkly Street – north side west of Geelong Road to Gordon Street.

Ensure restricted retail premises do not develop as stand alone centres, remote from activity centres.

Ensure restricted retail premises developments are designed to provide street frontage activation, pedestrian networks and appropriate car parking.

Policy Guidelines

Request development proposals that significantly increase retail floorspace, analyse the impact of the development on in-centre trade/turnover taking into account current and future consumer expenditure capacity.

21.08-210/11/2016
C108**Office**

The demand for offices is expected to increase as population growth and continued gentrification stimulate growth in the commercial services sector. Footscray CAD, Highpoint PAC and Central West MAC have capacity for new office development, but the preferred location is within the Footscray CAD which has excellent public transport links for office based workers.

The network of activity centres provides a good range of products from a retailing base but is poor in its range of commercial services. This sector will grow as an increase in resident population creates a demand for offices servicing the needs of those local residents.

Objective 3

To ensure that offices are developed in appropriate locations.

Strategies

Discourage offices outside of identified Activity Centres.

Encourage offices in the Footscray CAD, Highpoint PAC and Central West MAC in accordance with the centre structure plans, with the preferred location being Footscray CAD.

Encourage offices in areas with good access to public transport.

Encourage office-warehouse development in Core Employment Areas.

21.08-3DD/MM/YYYY
Proposed C143**Industrial Related Employment Land**

The identification of Industrial Related Employment Land (IREL) to be retained for current and future use will ensure enough land is available for economic development. The City must embrace a mixed-use and urbanisation perspective which supports and revitalises the City's exiting employment and economic activity strengths and ensures Maribyrnong does not transition to become a predominantly residential city. Achieving this balance between residential and employment outcomes contributes to the creation of a sustainable community and economy.

The City now and in the future will require similar amounts of IREL. Whilst demand for IREL in the medium term (5 to 10 years) may decline, projections indicate there will be an increase in demand in the longer term, requiring IREL to be protected now.

The Port of Melbourne has major facilities located at Swanson Dock (container storage and handling) and Coode Island (chemical storage), while Holden Docks and the Yarraville Wharves are actively used by industries located in the Yarraville port industrial precinct. The port's container trade is forecast to grow significantly by 2030. To cater for this the port will develop and integrate with the Dynon rail centre, which is intended to become an international freight centre. Significant road and rail freight routes traverse the city and are important to the effective operation of the port.

IREL precincts have been categorised as either a Core Employment Area (CEA) or a Strategic Employment Investigation Area (SEIA).

Core Employment Area (CEA)	<p>Areas which are highly suitable for employment that are functioning relatively efficiently and where the employment role is to be protected and enhanced.</p> <p>CEAs are identified from the stock of Industrial Related Employment Land (IREL) at the precinct level, or are identified in a framework/structure planning process following interim designation as a SEIA.</p> <p>Underutilised industrial premises in CEA's should not be considered obsolete, but be regarded as needing adaption or modification in any initial consideration.</p>
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Strategic Redevelopment Sites (SRS)	<p>Sites or areas determined after investigation not to have a future in which employment is the primary purpose.</p> <p>SRSs are identified from the stock of Industrial Related Employment Land (IREL) at the precinct level by means of a framework/structure planning process.</p>
Strategic Employment Investigation Area (SEIA)	<p>Areas which are considered to be suitable for employment until such time as further investigation clearly demonstrates that this is not a viable option.</p> <p>SEIAs are identified from the stock of Industrial Related Employment Land (IREL) determined to require investigation through a framework/structure planning process, because there are significant limitations or issues relating to their continued employment role.</p> <p>Areas in which these limitations are able to be addressed and the employment role retained or increased, are likely to be designated CEA.</p> <p>Areas determined to be inherently/intrinsically unsuitable for an employment role, are likely to be designated SRS.</p>

There are 87 Core Employment Areas:

- Precinct 1 Yarraville Port;
- Precinct 2 Tottenham;
- Precinct 3 West Footscray;
- Precinct 4.1 Braybrook Ashley Street;
- Precinct 5 Braybrook Ballarat Road;
- Precinct 6 Maidstone Hampstead Road; ~~and~~
- Precinct 7 Yarraville Cawley; and
- Precinct 9 Gordon and Mephan Street.

There are 32 Strategic Employment Investigation Areas:

- Precinct 4.2 Braybrook Ashley Street; and
- Precinct 8 Yarraville Mobil Terminal; ~~and~~
- ~~Precinct 9 Gordon and Mephan Street~~

The preferred development and improvement of the stock of IREL is being guided by the *Maribyrnong Economic and Industrial Development Strategy, 2011*, framework plans or structure plans prepared for each precinct. For instance, the whole of what was Precinct 6 – Maidstone Hampstead Road while initially identified as a SEIA, has, through the framework planning process, been designated to be part CEA and part SRS.

Objective 4

To protect and improve Core Employment Areas.

Strategies

Protect the Core Employment Areas from residential encroachment.

Maintain a stable supply of Industrial Related Employment Land to deliver jobs and economic prosperity.

Maintain the employment/ economic development role of Core Employment Areas by supporting a greater range of employment generating uses.

Ensure that the design and layout of new sites provides cost effective and attractive sites for employment generating uses and activities.

Maintain land buffers around and within the Core Employment Areas.

Objective 5

To ensure high quality industrial and commercial development in Core Employment Areas.

Strategies

Encourage industrial and office buildings to make a positive contribution to the amenity of adjoining streets and residential areas, enhance street activity and enhance the visual appeal of the area.

Avoid new interface and transition impacts through appropriate land use planning at a precinct level; and siting, building design, landscaping or other mitigation measures at individual site level.

Minimise the impact of car parking and loading areas on the streetscape through the appropriate orientation, siting of buildings, landscape design and shared services between sites.

Encourage the provision of wayfinding and directional signage to aid legibility and navigation to bus stops and other key destinations, and improve the overall cohesiveness of the area.

Encourage services, storage areas, plant and roof-top equipment to be located to minimise impacts on the public realm and be designed as an integral part of the building.

Provide adequate on-site provision of all off-street parking, turning circles, vehicular access and loading bays.

Reduce dust through improved building and site maintenance, landscaping and sealing of car parking, hard stand and outdoor storage areas.

Encourage the incorporation of Water Sensitive Urban Design for the treatment of stormwater.

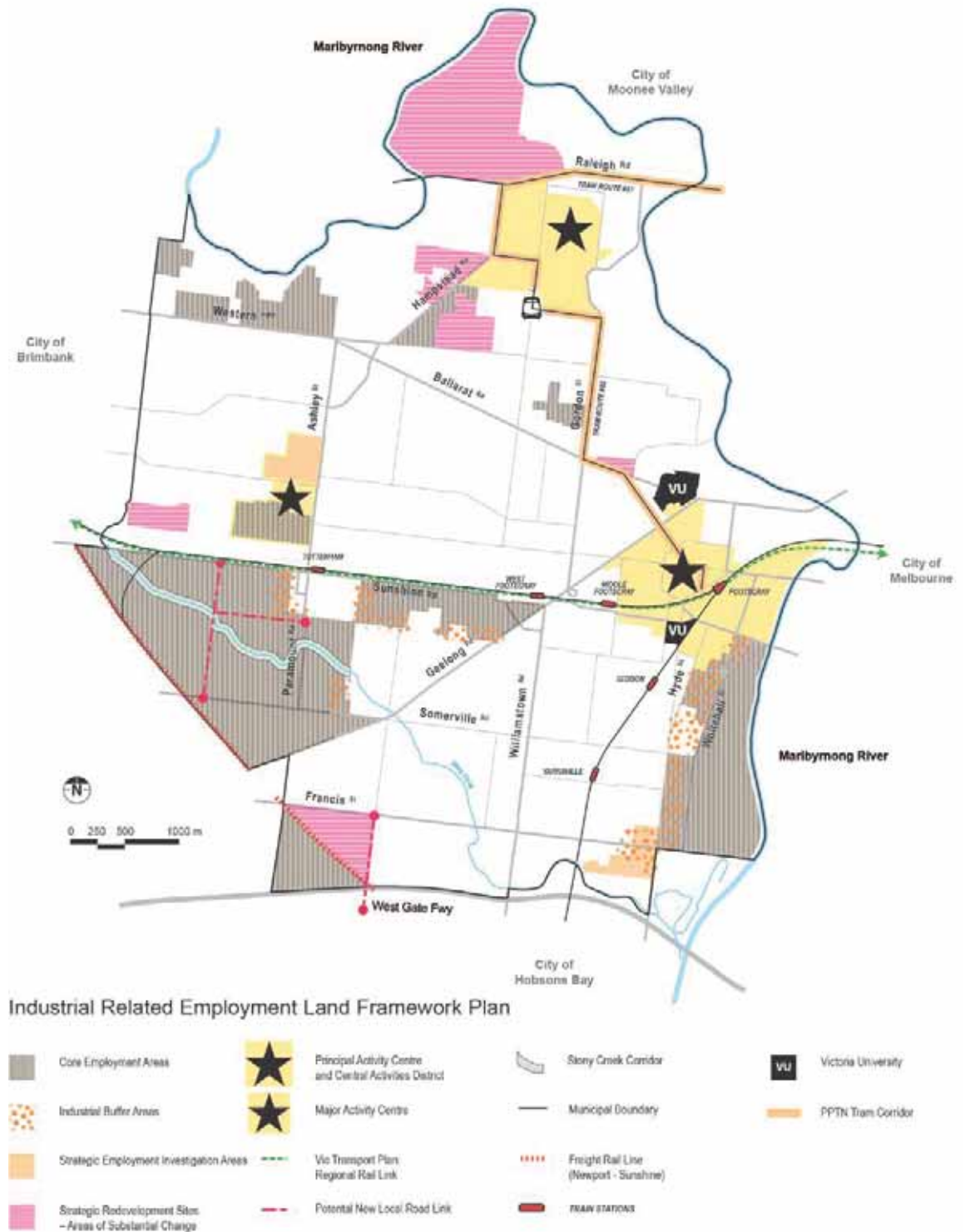
Support the rezoning of Strategic Redevelopment Sites (SRS) that are identified through a framework/structure planning process of Core Employment Areas and/or Strategic Employment Investigation Areas shown in the Industrial Related Employment Land Framework Plan.

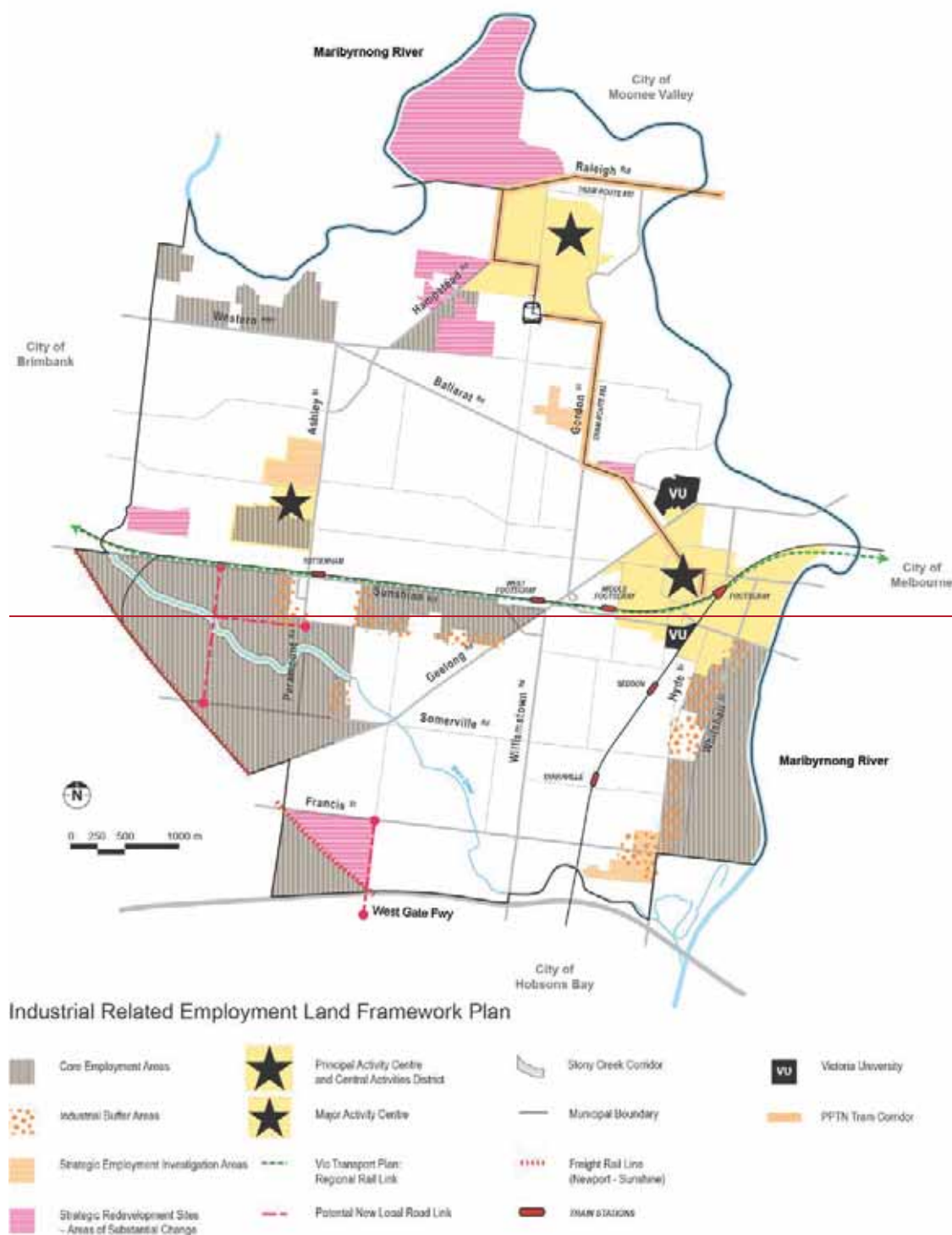
Policy Guidelines

Use and/or development in Core Employment Areas should be consistent with any relevant adopted framework plan or structure plan prepared for the precinct, including any associated urban design and development guidance.

Generally the supply of employment land contained in Core Employment Areas should not be diminished. In exceptional cases, it may be appropriate to consider redevelopment and if necessary a change in zoning if:

- A framework plan or a structure plan has been prepared for the precinct or sub-precinct in accordance with the framework planning principles of the Maribyrnong Industrial Land Strategy and the framework plan or the structure plan recommends the change in land use and the rezoning; and
- The new land uses will not adversely impact or restrict existing business/ employment uses or near the precinct (particularly existing business in the Core Employment Area to be retained).



**21.08-4**15/09/2011
C82(Part 1)**Tourism Facilities**

There is limited potential for tourism, cultural and water based recreational facilities and activities along the river corridor.

Identified opportunities for new facilities include the redevelopment of Footscray Wharf as a commercial marina, new tea house/café and moorings south of Dynon Road and a café at the former Dales Stables (Chifley Drive) in Maribyrnong. It is expected that the redevelopment of the Maribyrnong Defence Site will also present further opportunities for community, and limited commercial, facilities.

Objective 6

To support appropriate tourism development.

Strategy

Develop the recreation and tourism potential of the Maribyrnong River.

21.08-5

06/02/2014
C115

Licensed Premises and Gaming

Licensed premises can not only affect the amenity of locations but also the health and wellbeing of the community. Council wants to avoid a concentration of licensed premises which can disturb amenity and contribute to negative health and social impacts.

The city has one of the highest expenditure levels on gaming in Victoria and particularly high concentrations of gaming machines per head of population. The density of gaming machines and high levels of gaming expenditure have significant social and economic impacts on the community, which in turn places increasing pressure on community services and facilities. Council wants to reduce the impacts of gaming on the community.

Objective 7

To minimise adverse social impacts from electronic gaming machines.

Strategies

Ensure the establishment of new or additional gaming machines does not occur proximate to relatively disadvantaged or vulnerable communities.

Require a social impact assessment for electronic gaming machine applications. .

Reduce the number of gaming machines within the city and per head gaming expenditure to no greater than the Victorian average.

Implementation

Apply Clause 22.06 Gaming Policy in considering an application to install or use a gaming machine or use of land for gaming.

Objective 8

To minimise adverse social impacts from licensed premises.

Strategies

Assess the social and amenity impacts of licensed premises on the surrounding areas.

Discourage the concentration of late trading licensed venues.

21.11DD/MM/YYYY
Proposed C143**LOCAL AREAS**

[insert existing Clause 21.11-1 to 21.11-8 as per Maribyrnong Planning Scheme prior to submission to the Minister]

21.11-9DD/MM/YYYY
Proposed C143**Gordon and Mephan Street Core Employment Area**

The Gordon and Mephan Street Core Employment Area is an industrial precinct located within a largely residential neighbourhood.

The precinct functions well and supports a range of employment uses. A variety of lot sizes, good accessibility to customers and a projected increase in the municipality's population offer opportunities for further employment growth and intensification.

Precinct amenity is of a moderate standard, benefitting from street tree planting and marked cycle lanes. Sites generally have good access to several transport modes, with regular bus and tram services and good connection to the road network.

As a Core Employment Area, any change in land use or development should result in increased job density, or otherwise support the precinct's employment growth, attract new businesses or adapt the precinct to changing employment trends. Retail and sensitive uses within the precinct will generally not be appropriate.

In addition to supporting employment intensification, development should make a positive contribution to the amenity of the precinct. Building design, orientation and signage should contribute to the public realm and overall precinct character, and not adversely impact adjoining residential development or the Footscray North Primary School.

Objective 29

To strengthen the economic role of the precinct as a Core Employment Area.

Strategies

Support the upgrade and expansion of existing businesses.

Support development that increases employment densities.

Encourage small scale urban manufacturing, office/warehouse, small office, distribution and a range of service uses.

Encourage the design and layout of new development to be innovative and adaptable to a variety of future uses.

Discourage retail uses.

Discourage sensitive uses.

Objective 30

To provide and maintain safe, convenient and efficient access to and within the precinct.

Strategies

Retain existing pedestrian links, road crossings and cycle facilities.

Discourage vehicle access to Maddock Street, Steet Street and Birdwood Street.

Minimise the impact of freight and delivery movements on surrounding residential and education uses.

Objective 31

To improve the overall amenity of the precinct.

Strategies

Ensure development contributes to the streetscape through high quality urban design and appropriate landscaping.

Encourage development to improve passive surveillance.

Avoid blank, inactive building facades.

Ensure lighting is designed to minimise light spill onto surrounding residential areas.

Ensure the amenity of sensitive interfaces are protected through appropriate setbacks, articulation, landscaping and any other appropriate treatments.

Avoid the removal of street trees.

Objective 32

To support the redevelopment of key sites to provide sustainable, integrated and adaptable development that contributes to a contemporary and professional precinct identity.

Strategies

Discourage development creating lots less than 1,000 sqm.

Require the design and layout of key sites to:

- Minimise the amenity impacts of development on adjoining residential and education uses through appropriate setbacks, articulation, landscaping and any other appropriate treatments.
- Avoid creating irregular or battle-axe shaped lots.
- Provide vehicle access from Mephan Street.
- Ensure loading and servicing is undertaken internally to each site, is separated from visitor/staff car parking and is screened from the street.
- Demonstrate best practice environmental sustainability.

Require utility infrastructure to be upgraded if development places demand on utility infrastructure beyond existing capacity.






Encourage development to provide appropriate outdoor amenity areas for staff. Areas should be located away from noise and odours and incorporate seating, tables, water supply, rubbish disposal, shade and weather protection.

Encourage key sites 2 and 3 to provide north-south through-site connections for pedestrians and cyclists from Maddock and Steet Streets through to Mephan Street.

Consolidate signage to only one freestanding sign providing identification of all tenants on a single site.

Gordon and Mephan Core Employment Area Framework Plan



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Important streetscape interface
 Buildings should have positive interface with the street, encourage passive surveillance and avoid inactive frontages
- 
Sensitive interface
 Redevelopment should include setbacks, landscaping or other measures to protect amenity
- 
Key sites
 Achieve greater employment densities by attracting uses such as office, office/warehouse, distribution and small-scale urban manufacturing
- 
On-road cycle lanes
- 
Street trees to be maintained
- 
Tram route and stop
- 
Indicative pedestrian/cycle through connections to consider if sites are redeveloped
- 
Vehicular connections discouraged
 Access from these sites should be to Mephan Street only

21.12 REFERENCE DOCUMENTSDD/MM/YYYY
Proposed C143**Settlement**

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Yarraville Village Urban Design and Traffic Management Strategy (2006)

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City of Maribyrnong Open Space Strategy, Public Open Space Contributions Program Report, prepared by Environment & Land Management Pty Ltd in association with Thompson Berrill Landscape Design Pty Ltd, 2015

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Arts and Cultural Development Strategy 2007-2012

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