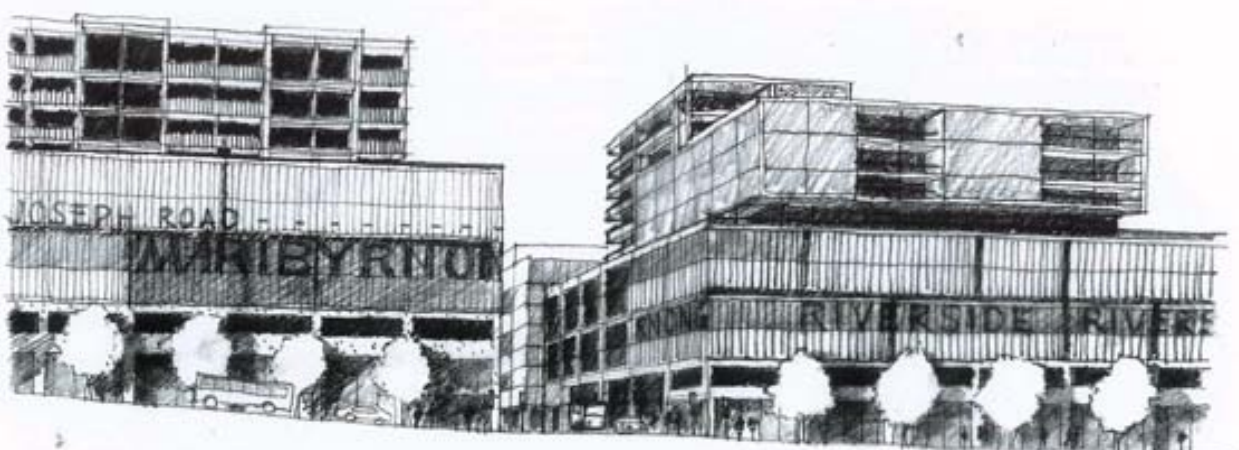
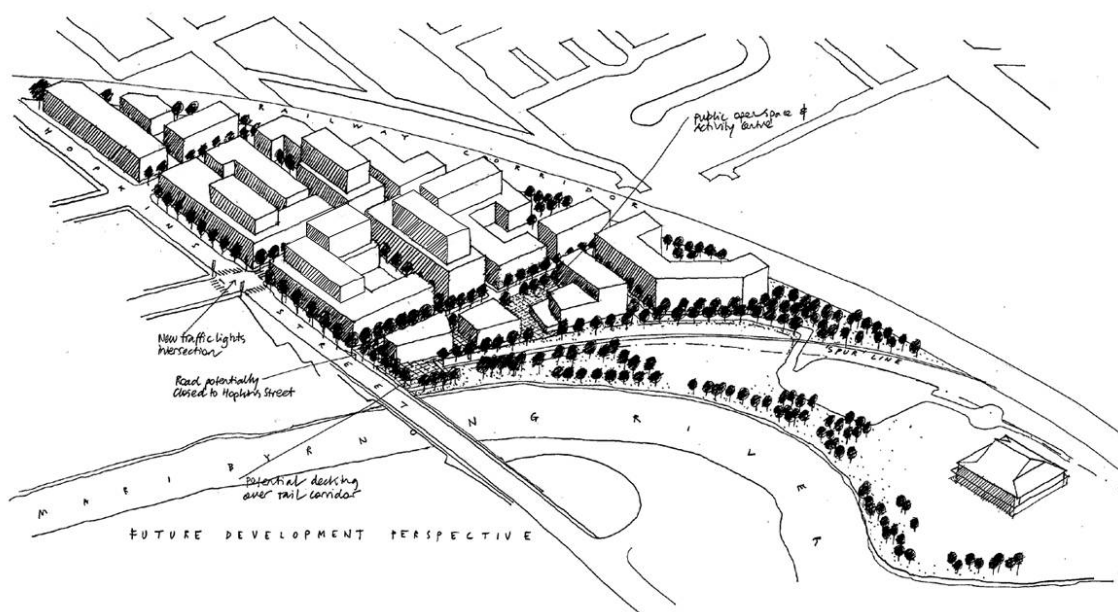


# JOSEPH ROAD PRECINCT, FOOTSCRAY STRUCTURE PLAN

December 2007



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December 2007	5	Hamton, SJB, City of Maribyrnong, PVH
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## 1.0 INTRODUCTION & CONTEXT

The Joseph Road Precinct Structure Plan has been prepared at the request of Adelaide Banner Pty Ltd by, and in association with the following consultant team:

- peckvonhartel (Architecture/Urban Design)
- SJB Planning (Town Planning)
- Grogan Richards (Traffic)
- Deep End Services (Economic)
- Tract (Landscape)
- HLA Envrioscience (Environment)
- Urbis JHD (Social)

In accordance with the Department of Planning Community and Development's (DPCD) Practice Note, *Structure Planning for Activity Centres*, this structure plan seeks to define the vision for the future use and development of the Joseph Road Precinct, through the practical application of the key principles and strategic objectives outlined below.

The preparation of the structure plan has been informed primarily by the Joseph Road Precinct Issues Paper (March 2006), which comprised a review of the existing strategic work for the area and a physical, environmental, social, and cultural analysis of the precinct, examining the precinct's use and development opportunities and constraints. This Issues paper identified the key strategic direction for the precinct as a combination of residential, open space, mixed use and set the process for the preparation of a structure plan for the precinct. The key issues identified within the Issues paper and which have provided the impetus for the preparation of this structure plan can be summarised as:

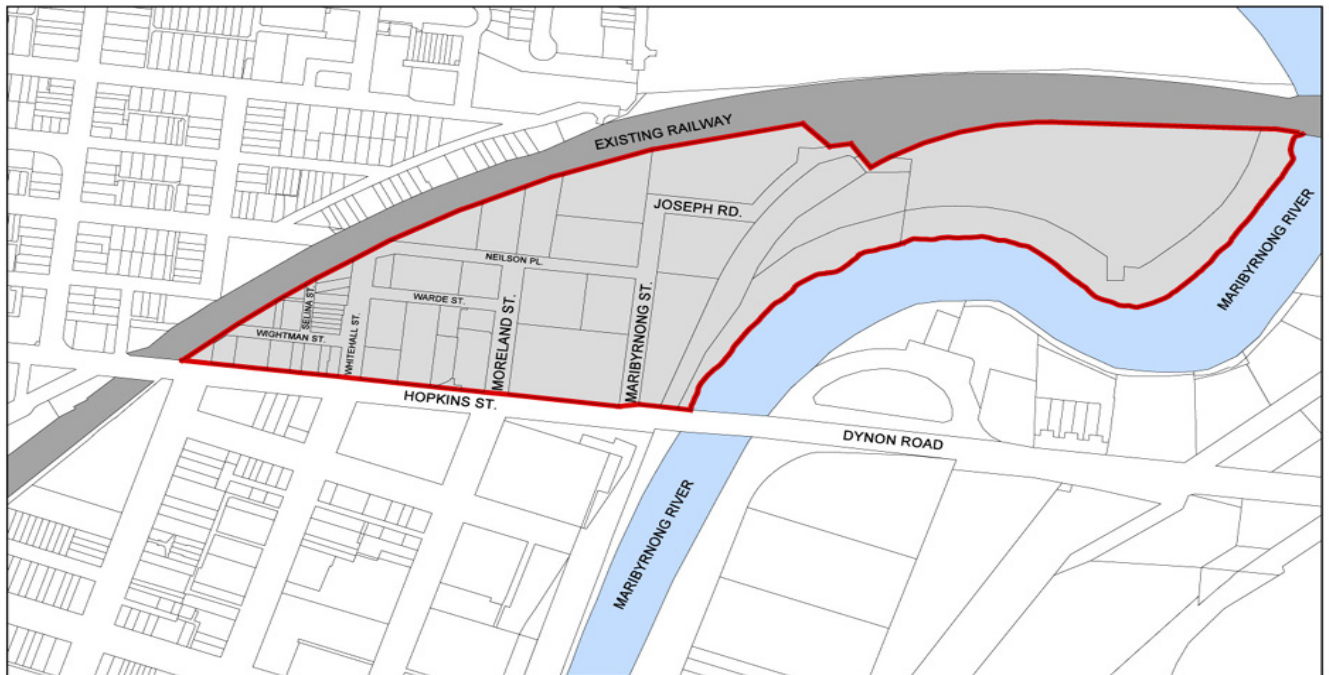
- Transport;
- Connectivity;
- Land Use;
- Economic Development;
- Maribyrnong River Environment;
- Site;
- Built Form;
- Social Planning;
- Economic Assessment; and
- Landscape.

This Structure Plan has been prepared in consultation with Council, stakeholders, and the community over an extended period and builds on the key issues identified by the Joseph Road Issues Paper and the draft Urban Design Framework prepared for the Precinct. The purpose of this structure plan is:

*To outline a vision for the precinct to entertain a combination of residential, mixed use and public open space development over the next 20-30 years. The plan will outline a suite of land uses, capital works and advocacy strategies over the short, medium, and long term to achieve this vision for the Joseph Road Precinct.*

## 1.1 The Joseph Road Precinct

The Joseph Road Precinct is a significant area of largely redundant industrial land located on the northwest periphery of the Footscray town centre. The area is bounded by the Maribyrnong River to the west, Hopkins Street and Dynon Road to the south, and the Spur railway line to the west and north. It comprises an area of approximately 15 hectares.

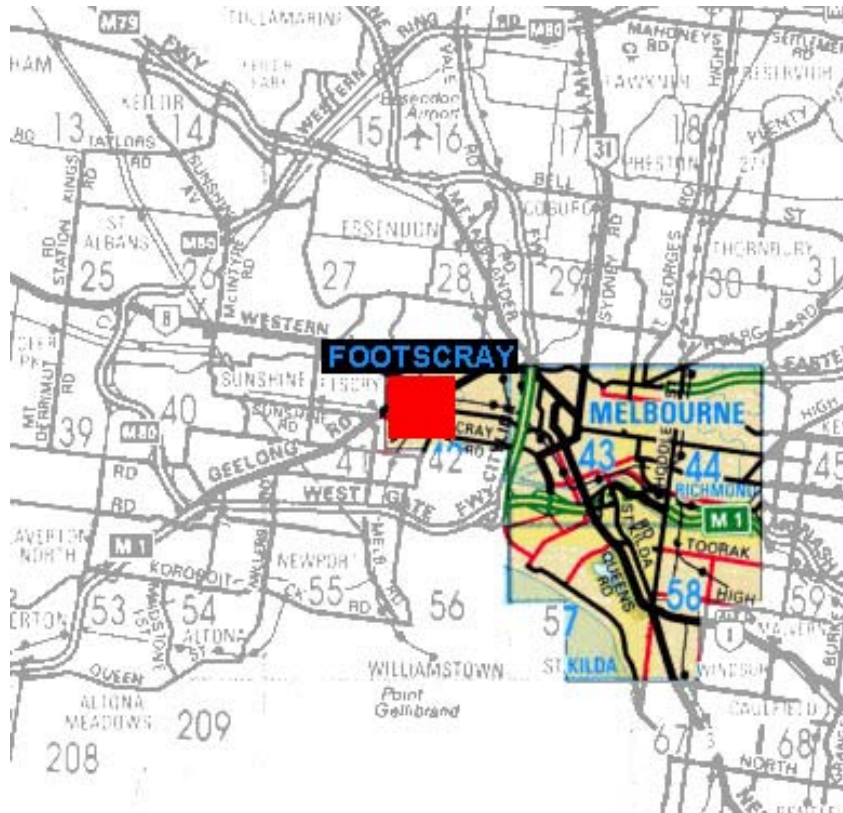


The precinct has a history of use, predominately for industrial (principally automotive workshops and dealerships) purposes. A proportion of the precinct is presently vacant and covered in overgrown grass and/or shrubs, or with the remnants of demolished buildings. The areas surrounding the site have undergone significant redevelopment with increased residential densities, a recognition of the proximity of the area to Melbourne's CBD and of Footscray as a "Transit City".

## 1.2 Strategic Context

The Joseph Road Precinct is strategically located in close proximity to the Melbourne CBD and, importantly, on the periphery of the Footscray Principle Activity Centre and the Footscray Railway Station.

Under the State Governments blueprint for the development of Melbourne over the next 30 years, Melbourne 2030, Footscray is identified as a Principle Activity Centre (PAC) and Transit City capable of accommodating high density, mixed-use redevelopment that takes advantage its close proximity to integrated transport opportunities and existing services and infrastructure. The Footscray Activity Centre provides a regional focus for shopping, office, employment, entertainment, health and education and, together with its immediate surrounds are identified as an important opportunity to implement the policy objectives contained within Melbourne 2030.



Whilst the Joseph Road Precinct is considered to be strategically important from a State perspective, the precinct is also strategically important in a local context, having regard to its size and in particular, proximity to the Footscray Transit City.

Council has long recognised the need for the Joseph Road Precinct to be transformed into a mixed-use residential area that compliments and supports the future vision of the Footscray Transit City. As discussed in the Joseph Road Issues Paper (March 2006), Council's vision from range of strategies and policies earmark Joseph Road as a residential-mixed use precinct that links into the nearby Footscray Principal Public Transport Network (PPTN) is currently prevented by the Precinct's present zoning (which is predominately Business 3). This current Zone encourages the integrated development of offices, manufacturing industries and associated commercial and industrial uses and prohibits residential use and developments within the precinct.

To prepare a planning scheme amendment and rezone the precinct, 'strategic work' needs to be undertaken to justify why the area should be rezoned. In this instance, preparing this structure plan for the Joseph Road Precinct would sets the 'strategic framework' for rezoning the area from Business 3 to an appropriate zone that can accommodate a range of residential and mixed uses, in accordance with the broader community's vision.

### 1.3 Activity Centres and Structure Plans

One of the key directions to achieving the objectives of Melbourne 2030 is a commitment to consolidating urban areas, through, among other things, concentrating higher density development around existing activity centres.

Policies established to implement these Directions include:

- **Policy 1.1:** Build up Activity Centres as a focus for high-quality development, activity and living for the whole community.
- **Policy 1.2:** Broaden the base of Activity Centres that are currently dominated by retail to include a wider range of services over longer hours, and restrict out-of-centre development.
- **Policy 1.3:** Locate a substantial proportion of new housing in or close to Activity Centres and other strategic redevelopment sites that offer good access to services and transport.

Under this direction, activity centres across metropolitan Melbourne have been classified into five types according to their size and envisaged role. Behind the Central Activities District (or CBD) Principal Activity Centres are the largest and most important in the context of Melbourne 2030 – Footscray is identified as a Principle Activity Centre, in which the Joseph Road Precinct is situated.

Principal Activity Centres are expected to encourage a mix of activities that generate a high number of trips, which is well serviced by the Principle Public Transport System, have large catchments covering a number of suburbs, and have potential for expansion and consolidation, particularly in terms of accommodating intensive housing development. These features are representative of the Footscray Activity Centre and Transit City, on the fringe of which the Joseph Road Precinct is located. Thus, its future redevelopment is considered central to meeting the future strategic development objectives for the Footscray Principle Activity Centre.

#### Structure Plans

The Department of Planning Community and Development (DPCD) has prepared a practice note for structure planning of Activity Centres. The practice note defines structure planning as:

*‘Structure planning is the process of developing a framework for the integrated development of an Activity Centre. Structure plans will guide the major changes to land use, built form and public spaces that together can achieve economic, social and environmental objectives for the centre.*

*The aim of structure planning for Activity Centres is to give effect to the policies and objectives set out for Activity Centres in Melbourne 2030: Planning for Sustainable Growth and to provide effectively for changing community needs.’ (Planning Practice Note: Structure Planning for Activity Centres)*

As directed by the DPCD, structure planning for Activity Centres is to occur via a three tiered process (as identified in the opposite diagram) that includes:

- A statement of the vision and objectives.
- A framework plan.
- The implementation program.

The structure planning process for the Joseph Road Precinct has followed this approach to deliver an integrated and comprehensive plan for the area. Consultation with the community, landowners, and stakeholders has been central to this process and is a necessary and important part of the model.

The structure plan is an overall strategic document that will provide guidance on particular elements and opportunities for future redevelopment. It will not provide detailed master planning for particular sites within the precinct. An Urban Design Framework provides master planning and built form guidance for the future development of the precinct.



## 2.0 VISION AND STRATEGIC OBJECTIVES

### 2.1 Introduction

Having regard to the preliminary work undertaken and presented in a draft issues paper and draft Urban Design Framework, an overall vision for the future use and development of the area has been developed and refined commensurate with the expectations of the community, Council and stakeholders.

### 2.2 Vision for the Joseph Road Precinct

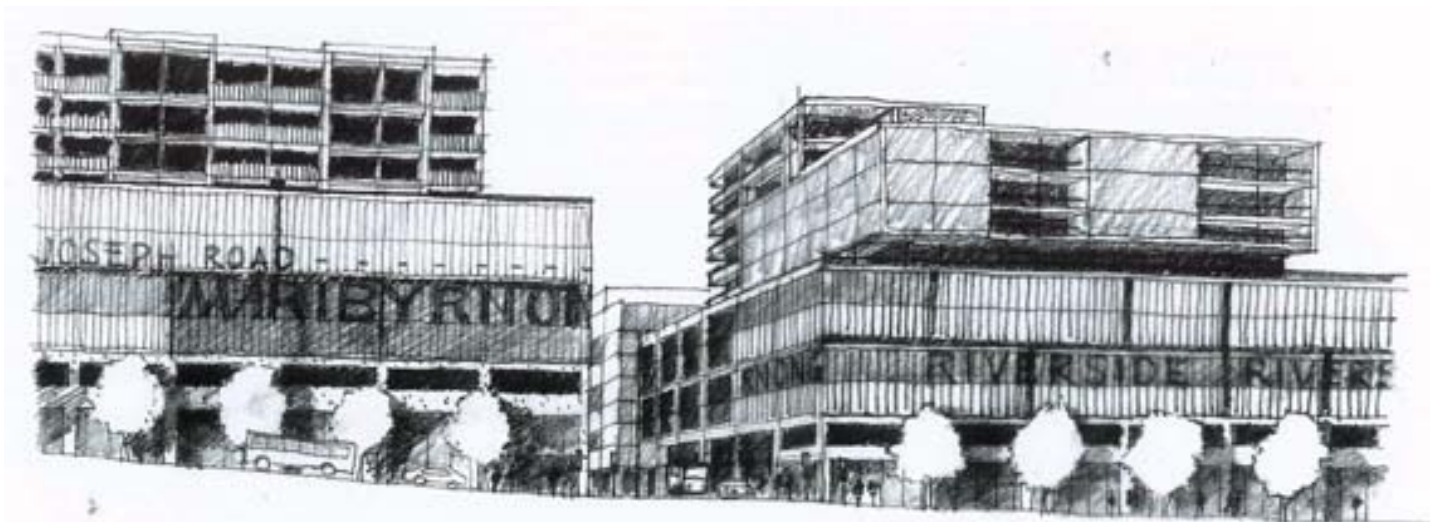
The vision for the area is as follows:

*The Joseph Road Precinct will evolve as vibrant and thriving, residential, mixed use and public open space precinct, that compliments and reinforces the role and function of the Footscray Principle Activity Centre and will establish itself as having a strong urban setting along this section of the Maribyrnong River.*

*Physical and notional integration with surrounding and adjoining precincts will be improved, while the streets and pedestrian realm will be well defined and designed to ensure easy and safe passage for all forms of transport.*

*The frontage to Dynon Road / Hopkins Street, and particularly the intersection of Moreland Street and Hopkins Street, will be redefined as a gateway to Footscray via the provision of showrooms and peripheral sales premises, supplementary office and commercial uses not suited to the Footscray PAC, and a signalised intersection.*

*The future development of the precinct will successfully integrate residential, mixed use and open space to make a positive contribution to the physical environment, creating usable open spaces that respect and enhance the identity and landscape qualities of the Maribyrnong River.*



## 2.3 Key Principles & Strategic Objectives

To achieve the vision, a number of key principles and strategic objectives have been identified for the Joseph Road Precinct, having regard to the expectations of relevant State and local planning policy and the key issues identified by the Joseph Road Issues Paper (March 2006).

The key principles for the redevelopment of the Joseph Road Precinct are:

### *Equity:*

- Ensuring all the community has fair access to the benefits of growth and change provided by the physical, social, economic and environmental infrastructure in the precinct.

### *Ecological Sustainable Development:*

- Ensuring use and development safeguards the welfare of future generations through incorporation of best practice sustainability principles.

### *Adaptability*

- Ensuring existing uses and past trends are acknowledged whilst indications of future trends and requirements are planned for. The community, government and the private sector are determined to plan for change and be adaptable when faced with the unexpected.

### *Partnership*

- Ensuring no one level of government or organisation has dominance in decision making. A collaborative approach is to be encouraged between the community, government, and the private sector.

### *Inclusiveness*

- Ensuring consideration is given to the needs, values, and aspirations of all individuals, and groups, both existing and future, whilst managing the growth and change within and surrounding the precinct.

The strategic objectives to achieve the principles for the future use and development of the Joseph Road Precinct are:

- Land Use
- Built Form
- Transport and Movement
- Economic Development
- Social Development and Identity
- Environment and Landscape
- Heritage
- Infrastructure

Each strategic objective is outlined below:



### Land Use

- To facilitate a mix of land uses that generates high numbers of trips within proximity of a fixed Principle Public Transport Network including business, residential, retail, services and entertainment uses across the precinct.
- To buffer sensitive residential uses from noise and traffic generated by Hopkins Road and the Spur line through the provision of complementary commercial and retail premises.
- To recognise areas for public recreation and open space across the Joseph Road Precinct and the Maribyrnong River valley.
- To encourage the development of offices which compliment the mixture of public and private uses found in Footscray and its surrounding areas.
- To foster natural surveillance of the Maribyrnong River by providing uses and buildings with active ground floors that orientate to adjoining streets, public open spaces and the River.

### Built Form

- To encourage increased density of development and consequential building heights where appropriate that does not unreasonably affect solar access to the public realm.
- To optimise the topography of the land and maximise available views to the river and city, while respecting the character and amenity of adjoining areas.
- To promote an internal focus for views and orientation to complement the external views.
- For both the public and private realm, encourage a high level of urban design that creates a unique urban fabric.
- To create a precinct that is visually subservient to the primary role of the core Footscray Principle Activity Centre.
- To provide a built form that has a scale that is respectful to the river edge.

### Transport and Movement

- To provide for safe and easy, passage and access for all forms of transport into and around the precinct.
- To investigate the spur line as public open space that provides additional open space along the Maribyrnong River Corridor and provides multiple connections between the precinct and the River.
- To improve permeability and connectivity to adjoining precincts, particularly, the effect of the rail line as a barrier to integration with residential properties to the northwest.
- To provide pedestrian paths and promenades that improves links between: the Footscray Principle Activity Centre; surrounding residential areas; and the Maribyrnong River.
- To identify and reserve land for rail purposes along the northern edge of the precinct and to ensure that changes to the use and development of land in the precinct do not prejudice the purpose for which the land is to be acquired.
- To provide for walking, cycling, public transport, light and heavy motor vehicles in an integrated manner.
- To provide for direct and easy movement through and between neighbourhoods for pedestrians, cyclists, public transport, commercial and freight vehicles using the Precinct's street network.
- To encourage owners and occupiers of the Joseph Road Precinct to entertain use and development in accordance with the proposed vision for the area.
- To phase out trucks and heavy vehicles using and accessing the Joseph Road Precinct in the long term.

### Economic Development

- To provide peripheral sales floor space complementing the existing role and function of the Footscray Principle Activity Centre.
- To provide commercial and retail uses, which compliment the major commercial and retail activity found immediately adjacent to, or within the core of the Footscray Principle Activity Centre.
- To provide convenience shopping facilities to provide for the needs of the local population.
- For the Joseph Road precinct to meet the demand for high density residential development in close proximity to essential services, transport and the CBD
- To increase the consumer base within the Footscray Principle Activity Centre Catchment area.
- To encourage employment opportunities that strengthen Footscray's functions and its role as the primary business, office, civic and commercial heart for Melbourne's western suburbs.
- To encourage tourism and recreation related activity along the Maribyrnong River.

### Social Development and Identity

- To ensure use and development responds and contributes to Footscray's existing sense of place and cultural identity.
- To elevate the precincts redevelopment as an iconic gateway to Footscray and the City of Maribyrnong.
- To encourage State government agencies, the private sector and non-government service providers and Council to provide social and cultural infrastructure which supports the needs of the Joseph Road Precinct, the Footscray Principle Activity Centre and adjoining areas.
- To provide a mix of housing stock to respond to changing demographic demands and household mixes, and promote affordability.
- To acknowledge and respect the precincts relationship with the Maribyrnong River and recognise it's potential for connections with the community.

### Environment and Landscape

- To encourage future development of the precinct to respect and enhance its environmental attributes.
- To improve the landscape quality of the precinct, complementing the scale, form, and siting of development envisaged.
- To ensure that potentially contaminated land is suitable for sensitive uses which could be significantly adversely affected by contamination.

### Heritage

- To conserve and enhance heritage places identified to be of natural and/or cultural significance.

### Infrastructure

- To provide public utilities to the proposed lots in a timely, efficient and cost effective manner.
- To identify areas in the Joseph Road Precinct which require the preparation of a development contributions plan and infrastructure for the provisions of works, services and facilities before development can commence.

### 3.0 KEY ELEMENTS OF THE STRUCTURE PLAN

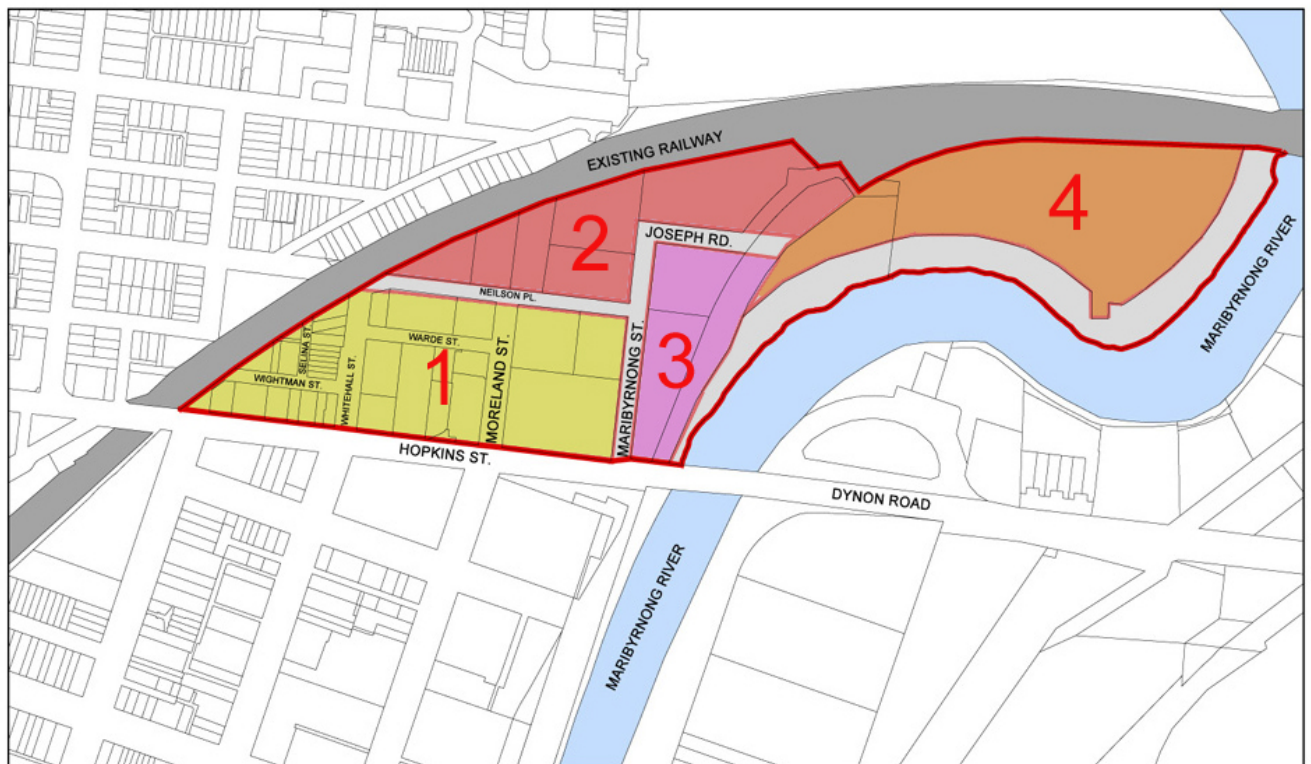
The structure plan contains 7 key elements that seek to achieve the principles and key strategic objectives for the future use and development of the Joseph Road Precinct. Each of the key elements of the plan is described below.

#### 3.1 Land Use Precincts

Existing land use within the Joseph Road precinct is predominately industrial (automotive workshops and dealerships). A proportion of the precinct is presently vacant and covered in overgrown grass and/or shrubs, or with the remnants of demolished buildings.

The development vision for the site has been identified as, principally, a combination of:

- Residential;
- Open Space; and
- Mixed Use.



LAND USE PRECINCT PLAN

##### *Precinct 1 - Hopkins Street Mixed Use Precinct*

Hopkins Street represents the gateway to the Joseph Road Precinct and, more broadly, to the Footscray Principle Activity Centre as a whole. As a result, future land use must reflect its importance in terms of creating a memorable and inviting aesthetic.

In order to re-vitalise this important road frontage, a mix of uses is needed to activate the precinct's interface with Hopkins Street. At present Hopkins Street carries a large volume of truck traffic from the adjoining industrial areas to the east. The result is a somewhat compromised amenity in terms of the provision of sensitive land uses at the ground floor level. As a result, the type of retail

premises envisaged for the precinct's Hopkins Street frontage will be captured under the definition of restricted retail premises, retail premises (including Trade supplies, Landscape garden supplies, garden supplies, plant nursery's) and restricted recreation facilities (e.g. Ten Pin Bowling). Importantly, these uses are considered appropriate along Hopkins Street and within the Joseph Road Precinct as they will complement but not compete with the core retail function of the Footscray Principle Activity Centre.

Provision will be made within Precinct 1 for convenience shop uses, located along the south side of Neilson Place, and the west side of Maribyrnong Street. Convenience shop uses in this location are to be of scale that caters for the Joseph Road Precinct, at a neighbourhood level, without competing with the role and function of the Footscray Principle Activity Centre. Importantly, the location of these uses is to be concentrated along these two main pedestrian and traffic thoroughfares through the precinct, where the public realm is to be engaged and enhanced through a direct pedestrian scale interface at ground floor level.

At the upper podium levels, offices and residential land uses will be encouraged across the Hopkins Street Mixed Use Precinct. Office development is to be a key component of future land use and development. As is the usual practice in the evolution of office land uses, these are to be located above ground floor, where the retail and recreation uses detailed above are located to maintain continuous active street frontages.

Given the comprehensive redevelopment of the Joseph Road Precinct envisaged, an appreciable demand will exist for an environment that adequately supports, maintains and enhances its future population. In order to facilitate this desired outcome, Precinct 1 will contain essential services and facilities for future residents and existing residents in the surrounding areas such as private day surgery's and complementary facilities including dentists, GP's, pharmacies and pathology collection centres which are envisaged to be located at the ground and lower levels of development along the west side of Maribyrnong Street and east side of Moreland Street. Closely allied with the provision of health services, restricted recreation facilities (gymnasiums) are to be provided in a similar location and arrangement.

A key component of the re-development of the Joseph Road Precinct is the increased provision of higher density residential development. Within the Hopkins Street Mixed Use Precinct, residential development is to be encouraged at the upper levels, generally contained within the tower elements above podium levels, maximising outlook and views to the east and west. In addition, residential development at the upper levels seeks to maintain continuous active uses at the lower levels, preserving an engaging public realm. Scope does exist within the Hopkins Street Mixed Use precinct for the provision of entry points and foyers to residential land uses at ground floor to provide safe and convenient access to the residential uses above. Possible locations for these ground floor residential uses within Precinct 1 include Warde Street, Wightman Street, and Selma Street, whilst along Hopkins Street these entries to residential uses at the upper levels are to be avoided.



**Map of Precinct 1**

*Precinct 2 - Neilson Place Mixed Use Precinct*

The Neilson Place Mixed Use Precinct will adopt a similar land use mix as that envisaged for Precinct 1, with the exception of the larger format retail premises. Neilson Place is intended to be developed as the core east-west spine of the Joseph Road Precinct.

To achieve this outcome, uses at the ground floor are to include:

- Convenience shops (and supplementary take away food premises)
- Child care centres
- Indoor recreation facilities
- Restricted recreation facilities
- Community centre/halls
- Accommodation (Dwellings, Group accommodation, residential buildings, residential and retirement villages)
- Offices (except banks, real estate and travel agencies)

At the podium levels, offices will also be encouraged. Office development (including medical centres) is to be a key component of future land use and development, complementing the ground floor uses. Consistent with the Joseph Road Precinct as a whole, Precinct 2 will encourage the provision of residential uses at the upper levels, within the tower elements and podium levels. Residential land use at the upper levels will maintain continuous active uses at the lower levels, preserving an engaging public realm.



**Map of Precinct 2**

### *Precinct 3 - Riverside Precinct*

Land use within the Riverside Precinct adopts a different mix, with a stronger focus on the provision of uses that engage with the public setting and recreational uses complemented by residential uses at the upper levels.

This precinct is bordered by the Maribyrnong River bank to the east and Moreland Street to the west. The following uses are envisaged at the ground floor of this Precinct:

- Food and drink premises
- Public open space
- Place of assembly (reception centre, conference/function centre, galleries, museums)

The provision of these uses in this location will enhance the precinct's role as the central public meeting point within the broader Joseph Road Precinct. In addition, these uses will respect and enhance the potential vibrancy and usability of this key interface with the riverbank. Active uses along the western boundary will assist in linking the riverbank with the mix of uses along Neilson Place. Many of these uses will have a strong entertainment focus that seek to utilise the precincts proximity to the Riverbank and associated recreation facilities and open space.

Residential land uses are to be located at the upper levels. The concentration of a strong residential population base above the active uses to be encouraged at ground floor level will complement and enhance the vibrancy of the Joseph Road Precincts' most important public space.



**Map of Precinct 3**

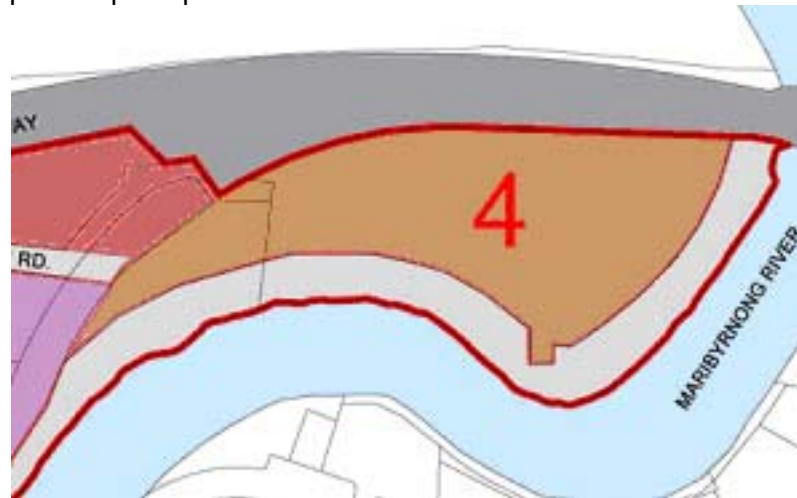
### *Precinct 4 - Heavenly Temple Precinct*

The Heavenly Temple Precinct is located at the eastern extremity of the Joseph Road Precinct. The temple and associated outbuildings and car park are under construction and it is anticipated that construction will be completed short term.

The precinct is privately owned and its facilities will be restricted to the use of parishioners. Nonetheless, the riverbank along its eastern boundary is unrestricted for public access and will remain an important element of the broader Joseph Road Precincts' recreational uses and public open space.



In the event that construction of the Heavenly Temple is not completed in the future, this precinct is to be set aside for public open space.

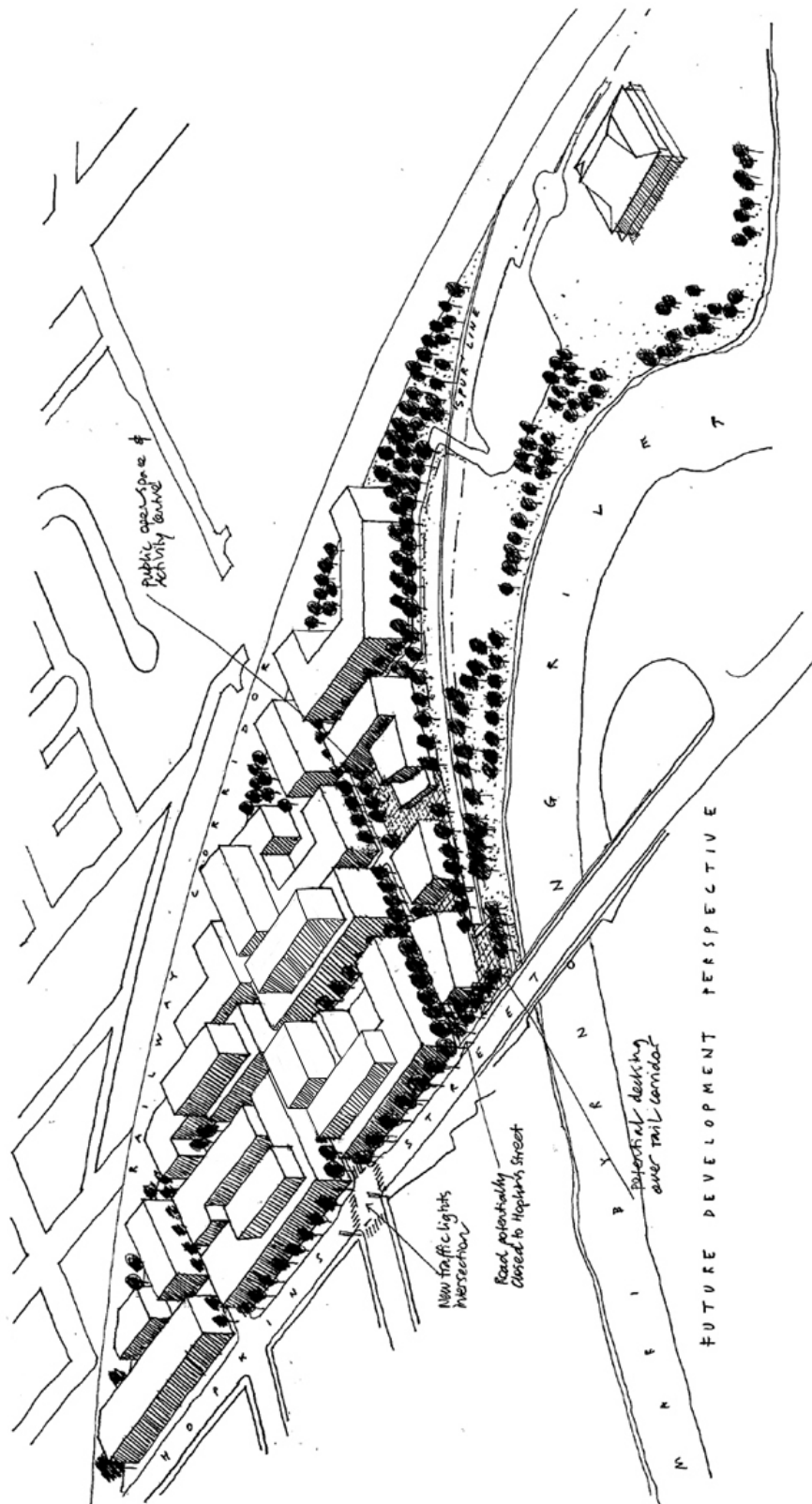


**Map of Precinct 4**

### **3.2 Height and Built Form**

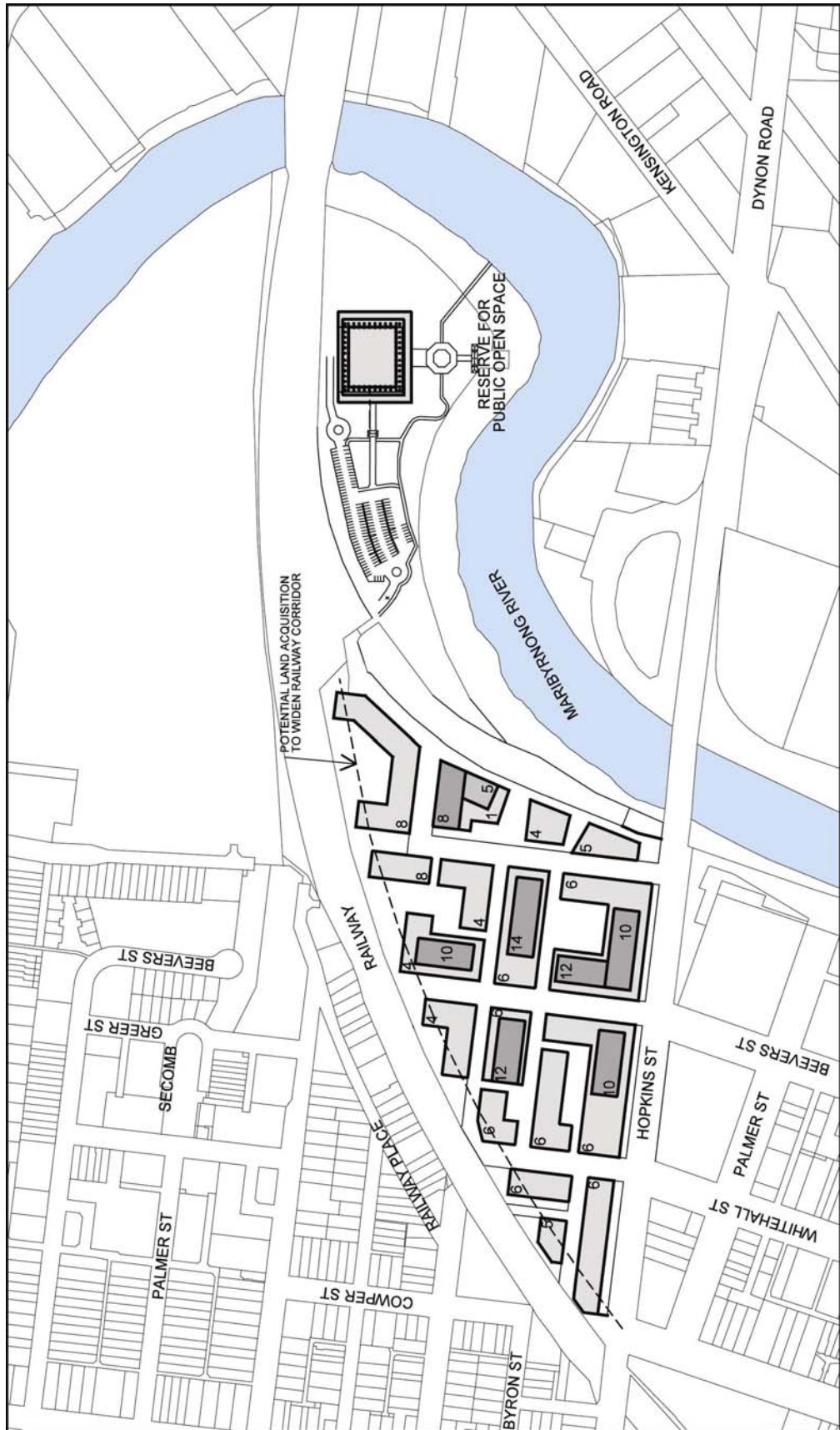
The Joseph Road Precinct provides excellent unrestricted views of the Maribyrnong River, the CBD Skyline and the Docklands precinct. However, views to the north and west of the precinct are generally limited by virtue of the slope of the land.

Joseph Road Precinct is identified as a suitable and high potential for change that can allow greater height with minimal impact on existing heritage assets or established residential areas. The precinct is well separated from these residential areas, consequentially, a taller built form can be accommodated within the precinct, with minimal impacts on the amenity of adjoining land uses. The draft UDF prepared for the site demonstrates that a preferred maximum building height of 14 storeys would not have an unreasonable impact upon adjoining residential properties in terms of overshadowing. The significant separation of the precinct from these areas means that any potential for unreasonable overlooking in accordance with Clause 19.03 of the planning scheme and DPCD's *Guidelines for Higher Density Residential Development 2004*.



**Future Development Perspective**

The Massing studies prepared as part of the UDF, demonstrate that an increase in the preferred building heights can be accommodated within the precinct without disproportionately affecting the visual prominence of the Footscray. Namely, the gradient of the precinct sloping down from the railway corridor at the west to the river at the east, justifies increased building heights that take advantage of the slope of the land and consequential views over the river back toward the city skyline and Port area. At the same time, the increased heights will not, on a count of the slope of the land, compete with the Footscray in terms of its place within the area's visual hierarchy. The *Skyline Study* acknowledges, "subject to design, taller buildings could easily be considered" in the Joseph Street Precinct. In this respect, the careful allocation of building envelopes is encouraged to provide greater capacity for views out of the site as opposed to just those buildings at the periphery enjoying a view. It is also noted that the increased building heights, the gradient and view toward the east is positive in the sense that dwellings that are oriented for the view will be able to maintain good solar orientation aspect.



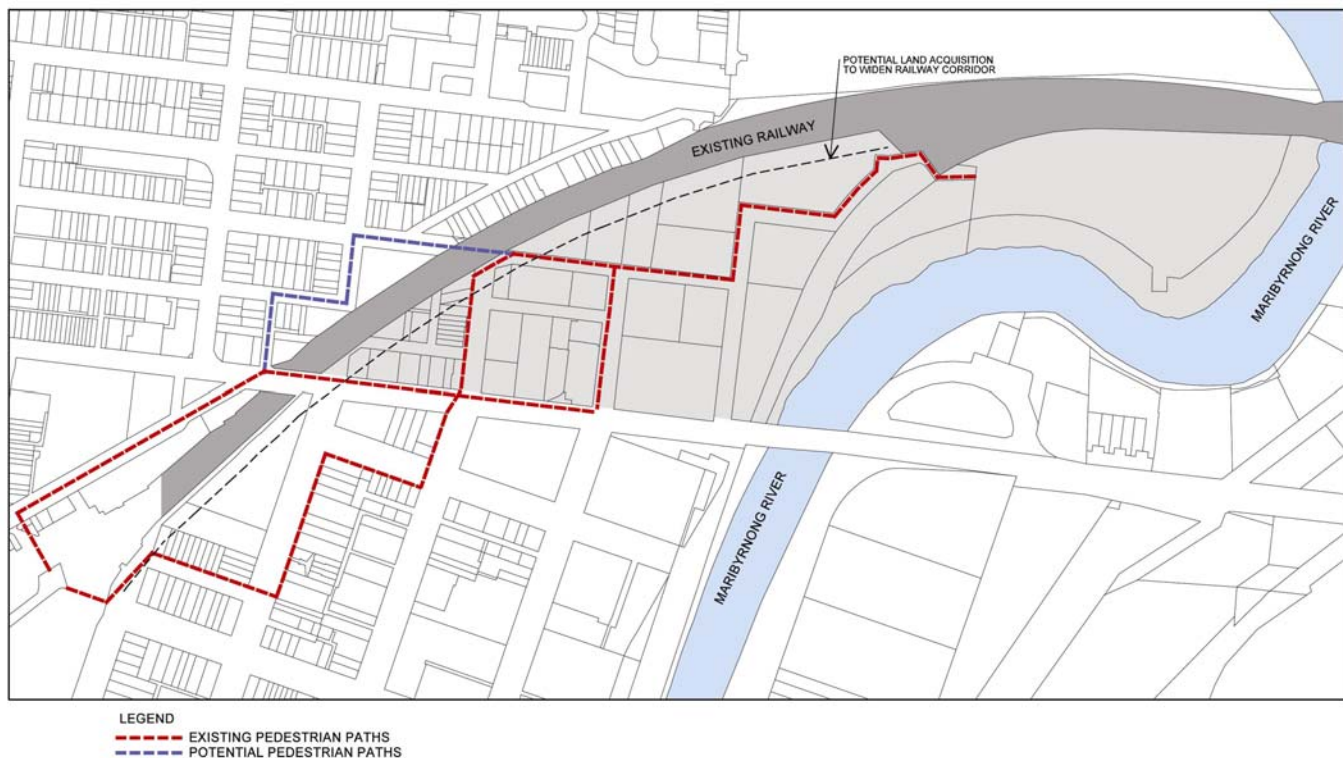
**Proposed Building Footprint**

As importantly, the increase in height of the buildings from that identified in the Skyline Study does not affect the entire precinct. Rather, increases are restricted to areas within the precinct that are considered appropriate for accommodating taller elements, generally in the form of towers above clearly defined podium levels. The height of the buildings along Hopkins Street and the Spur Line do increase, however this is intended to provide a modulated transition in height from the taller elements in the centre of the precinct to the adjoining residential areas identified for future intensive development to the north and south.

### 3.3 Traffic and Transport

Melbourne 2030 identifies Footscray as a Principal Activity Centre, thus requiring a fixed, integrated public transport system. The site has a high level of accessibility to public transport, with an upgrade of pedestrian facilities between the precinct and the station. The existing and proposed signals in Hopkins Street will provide adequate pedestrian crossing facilities.

Connectivity of public transport nodes in the area, with a focus on the Footscray Station and relevant railway lines, are to be improved. The number of trains utilizing the line to the northwest of the site may increase in the future, and would subsequently have an impact upon the amenity of the Precinct.

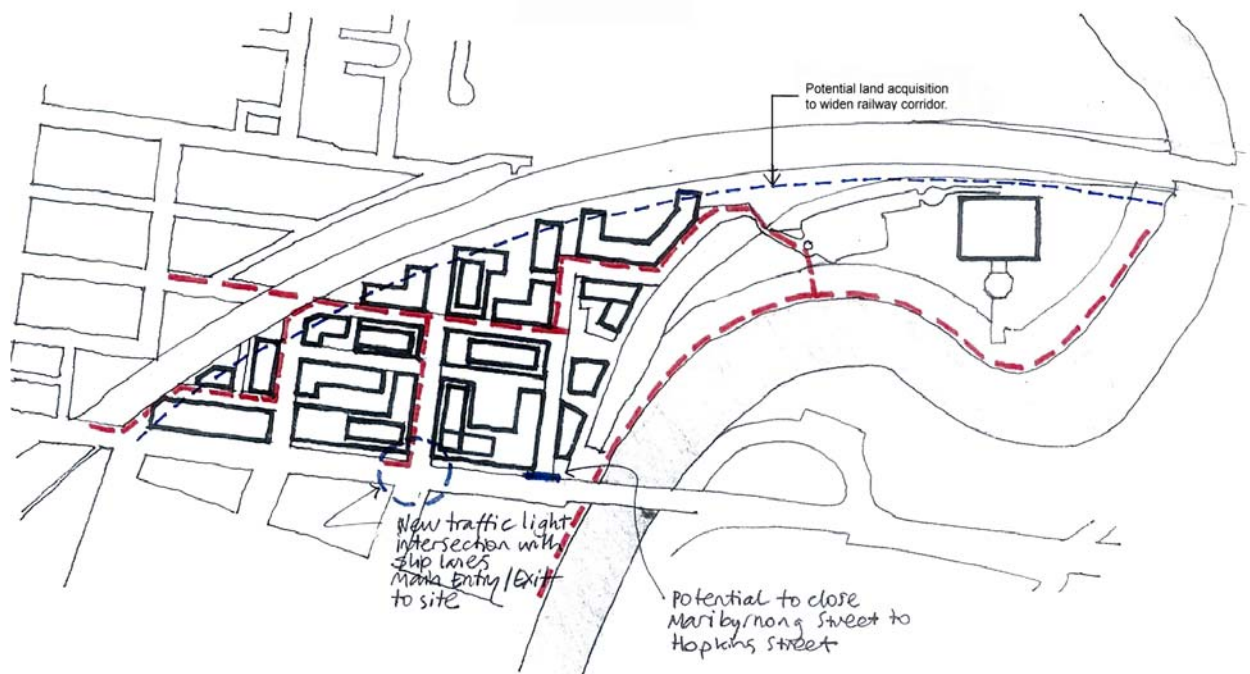


**Pedestrian Paths to Footscray Station**



Three points of vehicular access are available to the Precinct via Hopkins Street – Whitehall Street, Moreland Street and Maribyrnong Street. Due to the location of the river and railway lines, it is unlikely that access to the precinct will extend beyond Hopkins Street. It is therefore necessary to maximize the efficiency of the three Hopkins Street access points, and ensure that the level of development of the Precinct does not exceed what is practical for these access points.

The intersection of Whitehall Street and Hopkins Street has a limited potential to cater for additional traffic into and out of the Precinct. Due to the spacing of the signalised intersections along Hopkins Street, there is only one opportunity for a further set of signals to increase the traffic capacity of the Precinct and that is at Moreland Street. Moreland Street south of Hopkins Street was widened with the future signalisation of the intersection in mind. The three existing Hopkins Street access points to the Precinct will be maintained in the future redevelopment.



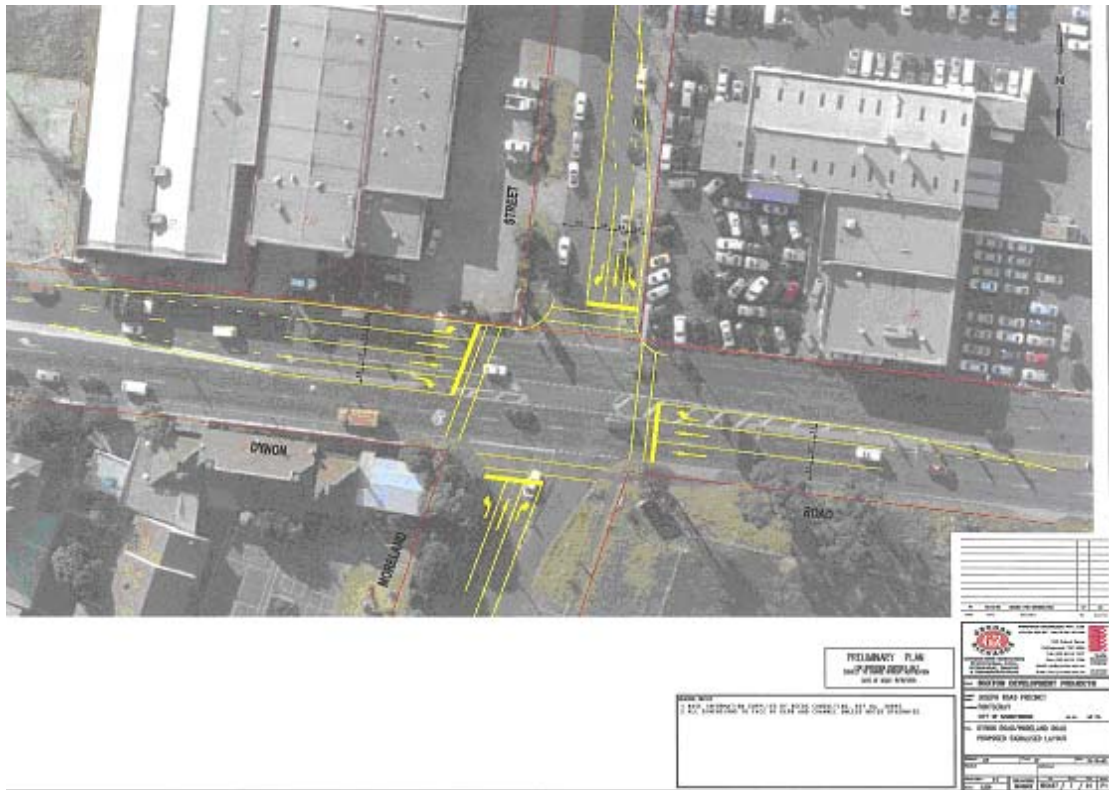
### **Bicycle Paths and Main Vehicular Entry Point**

With the railway line along the northern boundary and the Maribyrnong River along the eastern boundary access to the precinct will be limited to the intersections along Hopkins Street.

Hopkins Street is a declared main road, connecting Barkly Street in the west to Dynon Road in the east. In the vicinity of the Joseph Road Precinct, Hopkins Street operates with two traffic lanes in each direction with a speed limit of 60kph in each direction. It carries a large amount of industrial truck traffic and accordingly any alterations to access to the precinct will require at least one signalised intersection. Specifically the operation of the intersections of Hopkins Street with Whitehall Street and Moreland Street were analysed by traffic Engineering Consultants Grogan Richards on behalf of Adelaide Banner Pty Ltd, the findings show that the existing intersection of Hopkins and Whitehall Street are operating at capacity at peak periods at present and has little capacity to serve additional traffic generated by a revitalized Joseph Road Precinct. This



intersection of Hopkins and Moreland Street in its current un-signalised state and indicate that the north and south approaches to the intersection have little or no capacity and would be unable to cater for increased traffic in their current form. Accordingly, traffic signals are to be provided at this intersection, including road widening.



**Proposed Signalised Intersection at Moreland Street**

The redevelopment of the Precinct will involve a combination of residential, and a mix of retail commercial and service facilities, with associated car parking provided. This will include appropriate resident and staff parking provisions, as well as visitor parking which is easily accessible and conveniently located for both residential visitors and patrons of businesses located within the Precinct.

The precinct is located approximately 500 metres from Footscray Station providing access to the city via the Principle Public Transport Network (PPTN). It is anticipated that many of the future inhabitants and visitors to the precinct will make use of this important element of the public transport infrastructure in terms of providing convenient access to the variety of uses and opportunities within the precinct, as well as the Footscray CAD.

Bicycle routes are available in the vicinity of the Joseph Road Precinct. To the north of the precinct a shared bicycle pedestrian path extends along the western bank of the Maribyrnong river and connects the site to on road facilities including shared parking/bicycle lanes. There are also a number of proposed bicycle ways proposed for the general area of Footscray. The Joseph Street Precinct will be linked to these existing and future tails to provide access to and through the area.

The effect of all vehicular, cycle and pedestrian movement to, from and within the precinct, will not be fully understood until likely development yields and land amalgamation/site assembly occurs,

when development starts to evolve in the precinct. Therefore, the requirement to prepare an Integrated Transport Plan (ITP) for the precinct is premature.

Notwithstanding, the following are matters that will need to be taken into consideration at the development approvals stage, when the form and content of use and development starts to evolve:

- Funding traffic signals (VicRoads has a Blackspot program which could be investigated for funding).
- Street closures (if required)
- The scope, staging and timing of works.
- Transport layers integrated into one plan – cycling, walking, bus, trains, roads
- Details of traffic management, traffic control works and road works necessary in the zone when the development or any stage is completed, including the vehicular, bicycle and pedestrian requirements necessary to the use of buildings and works in the zone.
- Details of traffic management, traffic control works and road works considered necessary in adjoining and nearby roads when the development or any stage is completed, including intersection treatment and signalisation of declared roads in conjunction with the relevant roads authority, and traffic management procedures and strategies to discourage non-local traffic from passing into or through local street networks.
- The contribution by the owner and any other parties or relevant authorities to the cost of works made necessary by the development.
- The additional contribution by the owner and any other parties or relevant authorities to the cost of works and other traffic management or control measures in the road network, having regard to the overall development of the site and other major development in the area.
- Integration of public transport opportunities
- Requirements for the preparation of 'Green Travel Plans'
- The timing, method and security for payment of any contributions.

An Integrated Transport Plan will form the framework for achieving a sustainable transport network across the precinct as the market begins to determine the form content and density of development that can be accommodated within the precinct. Until this is determined, understanding the full impacts of the land use and development on all forms of transport and movement within the precinct is too early to determine.

An internally focussed centre for the precinct, whether it be in the form of a park, retail hub, civic square or rivers edge (or combination of these) will be necessary to create public space that encourages continuous usage throughout different periods of the day and night, creating a safe memorable focus for pedestrians.



### **Potential Public Open Space, Footpaths and Internal Pedestrian Ways**

The Joseph Road Precinct has an inherent focus towards the river. Creation of an internal focus in the form as described above will need to recognise and respect this focus and address it in terms of its location and orientation. The draft UDF recognises this, directing the provision of landscaped open space be located on the eastern side of Maribyrnong Street, at the end of Neilson Street, to accommodate public gatherings, community markets, and associated café/restaurant facilities at street level. The retail and small office component of the precinct has been specifically located adjacent to this area to supplement and reinforce the importance of the space as the central internal element of the precinct.

In order to provide an appropriate level of public open space for future development, the Joseph Road Precinct will be subject to the existing regulatory provisions of the planning scheme. Specifically, the requirements of Clause 52.02 (Public Open Space Contributions) ensure an appropriate amount of public open space is provided, where land is to be subdivided. In addition, Clause 56 (Rescode) captures residential subdivisions and will be applied as required.

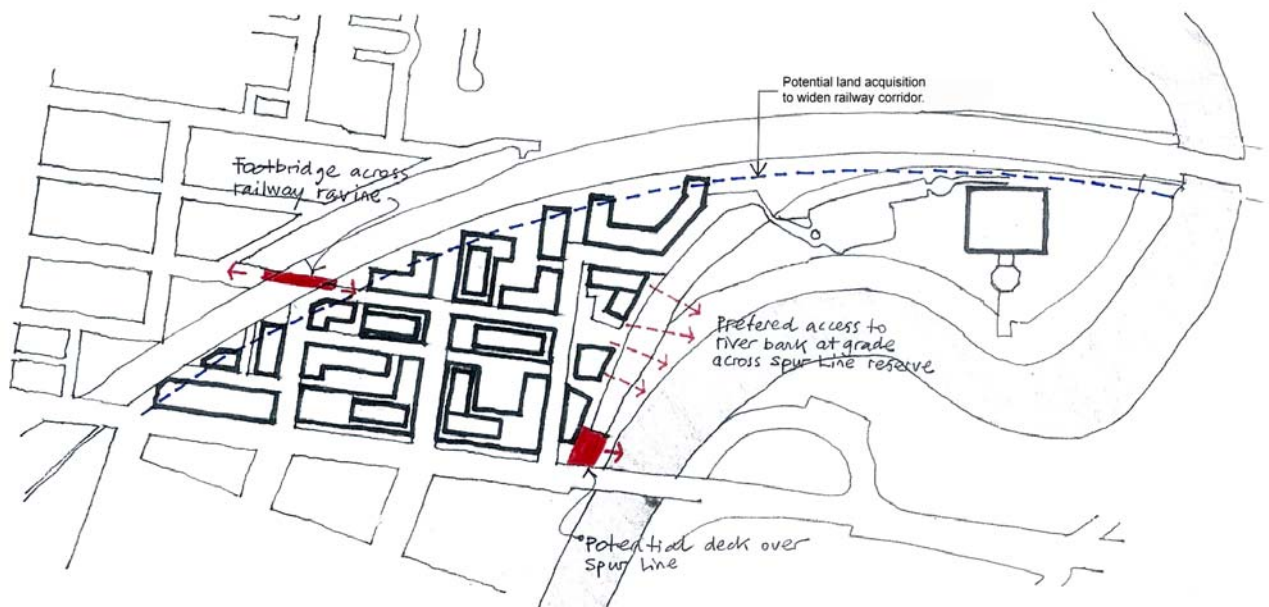
Aside from these existing planning scheme requirements, a Development Contributions Plan will be prepared as part of the planning scheme amendment process, which identifies the extent of public open space and infrastructure provision required to facilitate the redevelopment of the precinct. This plan will be largely informed by the Social Impact Assessment prepared for the precinct, which will comprise an analysis of existing open space in the area and the amount of open space required in the future. Likewise, the preparation of the Integrated Transport Plan will inform the contributions required to facilitate the capital works required to improve the precincts physical connections and transport links.

### 3.4 Connectivity

Both Maribyrnong Street and the connections between the business centres and riverside area, other than Hopkins Street, are relatively segregated routes, discouraging movement to the riverside. This is to be improved as a result of the development.

Hopetoun Bridge connecting Dynon Road and Hopkins Street is identified as a major gateway into Footscray from Central Melbourne and will be more prominent through landscape features. Development of the precinct will involve a connection of bicycle networks, vital to making bicycling a serious alternative to car use, and promoting the concept of a 'walkable' city.

The railway cutting and the frequent rail services that serve the northwest corridor of Metropolitan Melbourne, cause the natural separation of the Joseph Road Precinct from residential areas to the west. Whilst the rail cutting assists noise control from the railway service; the cutting is a physical constraint to neighbourhood planning.



#### Potential Connections to Adjoining Precincts

Much of the land designated as local public open space is flood prone and is poorly or under-developed. Access to the River's edge and the public facilities such as the bicycle path, is difficult due to the physical limitation of crossing the spur line at grade, passage over privately owned land (The Heavenly Temple site) and access through unmade roads and the unsigned road network.

Pedestrian access to/from the Maribyrnong River area and the bicycle/pedestrian path will be improved. The spur line running along the eastern side of the site is currently not used for rail traffic, but may be used in the future. Subsequently, appropriate crossing points will be determined and implemented with a view for the potential future rail traffic. The design and location of these points will be undertaken in conjunction with Council and VicTrack authorities.

Additionally, a pedestrian bridge across the rail line to the residential area to the north of the site is encouraged. This will improve connectivity to Newells Paddock Wetland Park and Footscray Park.

Equally, the importance of bridges in the immediate vicinity is understood and will be accommodated in the transport strategies used in the re-development of the precinct. This connectivity will require translation into permeability across the precinct. This permeability may manifest itself in pedestrian and vehicular routes that allow simple and safe access and egress from the precinct or, it may manifest in transporting the elements, uses and features that surround the site into the precinct itself. Consideration should be given to this in siting new development.

### **3.5 Identity and Social Development**

The opportunity to completely redevelop the entire area of the precinct is a unique feature of the Joseph Road Precinct.

Future use and development within the Joseph Road Precinct will need to have regard to the likely negative and positive social effects of such substantial redevelopment opportunities. Relevant effects include:

- The provision of affordable housing;
- Demographic and economic characteristics of the surrounding neighbourhood;
- The Precinct's access to existing services
- Public transport opportunities;
- Consideration of Safer Design Principles;
- Effect of redevelopment on existing cultural or religious values;
- Provision of open space;
- Noise and emissions generated from Hopkins Road and two rail lines
- Effect of use and development on the economy; and
- Community Consultation arrangements.

Whilst there is a clear desire to have regard to these considerations, the need for preparation of a full Social Impact Assessment is at this stage considered premature. Notwithstanding, the SIA is an integral element of the development approvals process, as development within the Precinct and broader Footscray centre evolves. In this respect, any future SIA prepared for the precinct will also be required to take into account the recommendations from a full SIA prepared for the entire, wider Footscray area in the near future.

### **3.6 Vegetation and Landscaping**

The precinct has been modified by wholesale clearing of vegetation, intensive development of buildings and large paved areas as forecourts or external service areas for industrial buildings. Accordingly, issues relating to the care and retention of rare and threatened indigenous flora highly are minimised for the Precinct. Existing landscape is of poor form and of ad hoc nature which suggests removal and replanting as part of a holistically considered redevelopment will provide a good outcome.

The mature Moreton Bay Fig at the corner of Hopkins Street and Joseph Road is identified as an historic element to be retained. The tree is located on public land and will be retained, and promoted as a landscape feature.





The interface between the Maribyrnong River and the precinct has undergone various upgrades over time including bike and pedestrian paths, stone beaching to the tidal zone of the river bank and massed native plantings of trees and shrubs within the grassed areas. This interface planting has the effect of providing a dense canopy of foliage, which has the unfortunate potential to largely negate vista opportunities from the precinct adjacent to the water.

Whilst the precinct's existing vegetation is considered to be of minimal or low value, future landscaping should respond to the remnant landscaping along the Maribyrnong River Valley and the Basaltic Plains soil structure.

Landscape works within the precinct should not:

- Include environmental weed species; and
- Increase flood levels by impeding flood flows.

Landscape works along the River corridor should:

- Use local native plants;
- Maintain non-indigenous vegetation only where relevant to site's of cultural heritage value;
- Reflect local native plant communities appropriate to location and site conditions;
- Provide shade and in-stream food sources for native fauna; and
- Provide habitat for local fauna.



The above directives provide an important guide for the preparation of any landscape concept plans prepared for the precinct.

### 3.7 Infrastructure

The future use and development of the Joseph Road Precinct raises important questions in relation to the provision of civil services and infrastructure.

The Issues Paper (March 2006) identifies a number of shortcomings in the current infrastructure provision for the Joseph Road Precinct, should future use and development be contemplated. As a result, this structure plan includes specific objectives geared to addressing the provision of necessary infrastructure, including public utilities and major capital works projects, including:

- The signalisation of the intersection of Hopkins Street, and Moreland Street;
- Public transport destinations along Hopkins Street and within the precinct;
- Revitalisation of public realm along Hopkins Street;
- Connections to the regional bicycle network;
- Pedestrian link over the Spur Line to adjoining residential areas;
- Pedestrian links to Footscray Central and Station;
- Provision of social, public, physical and civic infrastructure to meet the needs of an increased density of development; and
- Upgrading of the interface between the precinct and the Maribyrnong including the provision of recreation facilities including toilets, picnic tables, and revegetation.

The Integrated Transport Plan to be prepared for the Joseph Road Precinct will include further details of these capital works projects, their cost, staging, timing and consultative process required for their approval.

### 3.8 Staging

In terms of staging the redevelopment of the Joseph Road Precinct, current land ownership will largely determine the timing of any new use and development within the precinct. The private sector is encouraged to purchase land within the precinct with a view to consolidating land parcels into developable sizes. This will provide a naturally evolving staging of development within the precinct, commensurate with the role of the market in determining which areas within the precinct are developed first.

As raised in the Issues Paper, there will be some issues incurred with the staging of development, in particular introducing 'sensitive' uses (such as residential uses and public open space) in an area that has been used mainly as for service business and industry. These issues include:

- Land Contamination. Ensuring that potentially contaminated land is suitable for sensitive uses which could be significantly adversely affected by contamination. Therefore, and planning scheme amendment prepared and/or subsequent planning permits issued for any sensitive uses will need to satisfy the requirements of *Ministerial Direction #1: Potentially Contaminated Land*.
- Infrastructure. New residents and members to this community having full access to public, social and physical infrastructure. This will require contributions from both the public and

private sector for the provisions of works, infrastructure, services and facilities before development can commence.

- Traffic. Existing industrial uses will co-exist with the introduction of mixed use and residential development in the precinct. Consequently, trucks and heavy vehicles will be sharing the same roads, which could pose material detriment upon newly established open space, commercial and residential use and developments in the precinct.
- Expansion of the freight corridor along the northern railway cutting of the Joseph Road precinct. The Department of Infrastructure has advised that the rail corridor along the northern railway cutting is likely to expand in future to provide for patronage growth and improved services. A total of 8 tracks (42 m) being the maximum likely corridor and additional land will be required to provide for the additional tracks. This translates into over 21 metres of land (check figure) This advice follows recent investigation of the potential likely scenarios for expansion of the rail corridor in future.

## **4.0 IMPLEMENTATION PROGRAMME**

### **4.1 Introduction**

This section of the Structure Plan addresses the implementation of the Structure Plan and Urban Design Framework development principles for the Joseph Road Precinct, Footscray.

It deals with the following matters:

- Management and Coordination
- Amendments to the Maribyrnong Planning Scheme
- Realising Development Opportunities
- Land Assembly
- Infrastructure Improvements

### **4.2 Management and Coordination**

There will be a need for strong management and coordination of the implementation of the Structure Plan from Council, the State Government, and private landowners. Council has, to date, been heavily involved in the preparation of the Plan, involvement that will be equally as important during the implementation process.

Private landowners within the precinct area also have an important role in managing and coordinating the implementation of the Structure Plan. A significant feature of the area is the amount of fragmented, private land in differing ownership. To some extent this will result in the piecemeal development of the area. However, it is noted that the implementation of this Structure Plan has involved ongoing consultation with the precincts landowners who have been generally receptive to the format and implications of the Structure Plan. Assuming the ongoing involvement of the landowners in the finalisation and implementation of the Structure Plan, development will achieve and reflect the desired outcome for the area.

Also consulted as part of the UDF process have been key stakeholders, including VicUrban, Melbourne Water, VicRoads, DPCD, and DOI. Given the scale of the precinct and the Structure Plan vision for development of intensity far greater than the existing conditions, the existing infrastructure may require upgrading. These agencies provided feedback on the issues paper on the basis of which the Structure Plan and Urban Design Framework have been drafted. The ongoing involvement of these stakeholders will be achieved during translating the vision for the Precinct into a proposed planning scheme amendment to the Maribyrnong Planning Scheme.

#### 4.2-1 Implementation Strategy for Key Elements of the Structure Plan

No.	Action	Priority	Implementer	Key Parties Involved
<b>General</b>				
1	Prepare an amendment to the Maribyrnong Planning Scheme, rezoning the Precinct to a Priority Development Zone (PDZ) and including the land in an Environmental Audit Overlay (EAO) and Design and Development Overlay (DDO). Inclusion of the Structure Plan as a reference document within the schedule to the PDZ.	High	Maribyrnong CC	DPCD, the community, other statutory authorities, and major landholders.
2	Review and identify mechanisms for development contributions to facilitate a range of social, physical and civic services and infrastructure where required for the precinct.	Medium	Maribyrnong CC	Hamton, Victrack, VicRoads, DOI and other infrastructure providers
3	Monitor progress and review the structure plan in line with its monitoring and review requirements.	Low	Maribyrnong CC	Community, landowners, statutory authorities, and key stakeholders.
<b>Land Use</b>				
4	Prepare an amendment to the Maribyrnong Planning Scheme, rezoning the Precinct to a Priority Development Zone (PDZ) and including the land in an Environmental Audit Overlay (EAO)	High	Maribyrnong CC	DPCD, the community, other statutory authorities, and major landholders.
<b>Height and Form</b>				
5	Prepare an Urban Design Framework for	High	Maribyrnong CC and Hamton Pty	DPCD, community, landowners, statutory

	the Precinct that identifies opportunities for higher density development, interface with the street and location of a taller built form.		Ltd	authorities, and key stakeholders.
6	Introduction of the Priority Development Zone (and schedule that will incorporate a Development Plan for the Precinct) and a Design and Development Overlay (DDO) setting out specific built form guidelines for development	High	Maribyrnong CC	DPCD, community, landowners, statutory authorities, and key stakeholders
<b>Traffic and Transport</b>				
7	Promote mechanisms towards a sustainable transport network for the Joseph Road Precinct (e.g. Green Travel Plans)	High	Maribyrnong City Council and Landowners	Landowners, Maribyrnong City Council
8	Investigate the upgrading of the bus stop along Hopkins Street.	Medium	Maribyrnong CC	Department of Infrastructure, public transport providers and Maribyrnong City Council
9	Advocate for improved and additional local bus services to discourage unnecessary car trips	Low	Maribyrnong CC	Public Transport providers, DPCD, landowners, and the community
10	Discuss with VicRoads the parameters for the signalisation of the intersection of Hopkins and Moreland Streets.	High	Maribyrnong CC	VicRoads, DOI and landowners
<b>Connectivity</b>				
11	Discuss with VicTrack and DOI the feasibility of constructing a bridge linking the Precinct with the areas to the north and west	Medium	Maribyrnong CC	VicTrack, DOI, and the community
12	Explore opportunities with VicTrack about	Medium	Maribyrnong CC	VicTrack, Council, Hamton, Parks Victoria and landowners

	improving connections between the Joseph Road Precinct and the Maribyrnong River.			
13	Improvement of directional signage to Footscray Central and the riverfront	Low	Maribyrnong CC	Parks Victoria, landowners, and community
<b>Identity and Social Development</b>				
14	Implement the recommendations of the Social Impact Assessment to be prepared for the wider Footscray area, to better understand and plan for the affect of the precinct's redevelopment and likely future occupants	High	Maribyrnong CC and DPCD	State Government Maribyrnong C.C
15	Commission an Urban Art and Culture competition for the provision of local artwork within the Precinct's civic square.	High	Maribyrnong C.C and Hamton	Maribyrnong City Council, Western Region Artists Network (WRAN), Arts Victoria the community and landowners
<b>Vegetation and Landscaping</b>				
16	Rationalisation of recreation facilities along the river bank to allow for meaningful planting and landscaping	Medium	Maribyrnong CC	Parks Victoria, Sport and Recreation Victoria, community, and landowners
17	Preparation of a landscaping scheme for new planting along the banks of the Maribyrnong River and open spaces across the Joseph Road Precinct	Medium	Maribyrnong CC, Hamton	Parks Victoria, community, and landowner
<b>Infrastructure</b>				
18	Prepare and Integrated Transport Plan, detailing the capital works program for the precinct	High	Maribyrnong CC, DPCD and DOI	VicRoads, DOI, landowners and the community
19	Investigate measures to encourage the private	Medium	Maribyrnong CC,	Community, landowners, and



	sector to purchase and consolidate land within the precinct, to facilitate the staged redevelopment of the precinct		DPCD, Hamton	local agents
20	Coordinate the provision of physical and community infrastructure and services to development once approved	Low	Maribyrnong CC, Hamton	Relevant service authorities

### 4.3 Amendment to the Maribyrnong Planning Scheme

In implementing and eventually achieving the objectives of the UDF and Structure Plan, the planning controls and policies affecting the Joseph Road Precinct will require re-evaluation.

The current Business 3 zoning of the land represents an obvious impediment to the fundamental redevelopment of the area, particularly for higher density residential development. Accordingly, the entire precinct is to be proposed to be rezoned to the Priority Development Zone (PDZ) in order to implement the objectives of both the UDF and Structure Plan. The PDZ approach is considered to be the most appropriate option in guiding and managing the future use of the Joseph Road Precinct for the following reasons:

- The zoning requires the preparation of a UDF and Structure Plan. This will ensure that potential issues are identified and planned for at a broader precinct level, before any new use and development is permitted.
- The precinct is considered to be of regional/State significance, is situated within both a Principle Activity Centre and a Transit City, consistent with the purposes of the PDZ.
- The PDZ specifically caters for master planning large, strategically significant areas and can be directly tailored to the needs and requirements of the area's context. It negates to some extent the need for an additional Local Planning policy. Rather, it will incorporate the Structure Plan and UDF prepared for the precinct as the principle driver for use and development.
- The PDZ will provide landowners within the precinct and adjoining it with a high degree of certainty as its envisaged built form outcome. In combination with the UDF and Structure Plan, the zoning provisions would provide clear objectives and requirements applicable to applications for use and development within the precinct.
- The PDZ has been successfully implemented both across Melbourne and in Footscray, where large portions of land are located in or in close proximity to principle activity centres.

Having regard to the above, the draft UDF and this Structure Plan will require the rezoning of the Joseph Road Precinct to a Priority Development Zone, to facilitate holistically its future use and development. This will be achieved by the preparation of a planning scheme amendment,

incorporating both documents into the planning scheme, and the drafting of a schedule to the Priority Development Zone for the Joseph Road Precinct.

In addition to reviewing the Precincts land use zoning, an amendment will introduce formal built form controls (in the form of an overlay). At the direction of Council, this is to be implemented in the form of a Design and Development Overlay (DDO) that provides specific built form guidelines, the basis for which will be drawn from the Joseph Road Precinct Urban Design Framework, which builds upon the findings of the *Footscray Skyline Study 2005*.

The precincts' history of use for industrial purposes, raises potential for land contamination issues. The likelihood of contamination, and consequential remediation works is relatively high. Accordingly, in seeking an Amendment for the re-zoning of the precinct, it will be required that an Environmental Audit Overlay (EAO) be applied to the entire precinct. This overlay will require the detailed consideration of land contamination issues, in accordance with the Ministers Direction No. 1 (Potentially Contaminated Land).

The planning scheme amendment will not seek the introduction of a new policy for the precinct. Rather, the rezoning of the land to the PDZ and implementation of requisite overlay controls, will facilitate the incorporation and/or referencing of this Structure Plan and the Urban Design Framework within the planning scheme. This is considered to provide a sufficient level of direction and guidance in terms of the future use and development of the precinct in terms of considering planning permit applications.

## **5.0 MONITORING AND REVIEW**

### **5.1 Monitoring**

The Maribyrnong City Council should play the chief role in monitoring the implementation of the Joseph Road Precinct Structure Plan. It will prove a useful tool in planning for the annual budget allocations for implementing strategic planning projects.

In addition, the precinct's relationship to the ongoing improvement of the Footscray Principle Activity Centre will require monitoring by the Department of Sustainability and Environment (DPCD) to ensure that the objectives of *Melbourne 2030* can be achieved for the region.

DPCD, Council and landholders will be required to liaise directly with other State Government agencies, in relation to the ongoing implementation and monitoring of the Structure plan.

### **5.2 Review of the Implementation Programme**

It is anticipated that the Joseph Street Precinct Structure Plan will be reviewed as part of the future planning scheme amendment required to implement the plan. At that point in time any changes to existing conditions or trends can be accommodated into a revision of this structure plan or UDF. Following the amendment process, it is envisaged that the structure plan will require review inline with the requirement to review the Planning Scheme every three years. However, a dedicated review of the structure plan and UDF will be of greater benefit in term of identify changes and improvements, and should occur five years after its incorporation into the planning scheme.