

**21.03 STRATEGIC FRAMEWORK**

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This clause provides the MSS objectives and strategies to implement the vision and strategic directions set out in Clause 21.02. It is to be read in conjunction with the *Strategic Framework Plan (Map 1A and 1B)*.

**21.03-1 Activity Centres**

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Moreland’s activity centres are identified on the *Strategic Framework Plan (Maps 1A and 1B)*.

**Objective 1**

To support a network of activity centres across Moreland to provide residents with walkable access to their daily and weekly shopping and service needs.

**Strategies**

- 1.1 Encourage a mix of retail, office, commercial, entertainment and community uses to be located within activity centres.
- 1.2 Discourage large scale retail uses from locating out of the defined boundaries of activity centres.
- 1.3 Encourage the Coburg, Brunswick and Glenroy Activity Centres to provide a broad mix of retail uses, commercial and cultural activity, employment options, administrative and civic centre functions, government investment and regional facilities, in accordance with the relevant zones and overlays, and the *Glenroy Structure Plan 2008*.
- 1.4 Encourage Neighbourhood Centres to serve the daily and weekly shopping and service needs of the local community.
- 1.5 Encourage Local Centres to serve the daily convenience needs of the local community, in accordance with the *Moreland Neighbourhood Centres Strategy 2017*.
- 1.6 Facilitate housing growth and change in activity centres in accordance with the objectives and strategies under Clause 21.03-3 Housing and Clause 22.01 Neighbourhood Character.

**Objective 2**

To facilitate change to the scale of the built form within activity centres in accordance with their size and role in the activity centre network.

**Strategies**

- 2.1 Encourage the Coburg, Brunswick and Glenroy Activity Centres to accommodate substantial growth and change.
- 2.2 Encourage more modest change in Neighbourhood, in accordance Schedule 24 to the Design and Development Overlay (DDO24).

**Objective 3**

To support activity centres as important commercial and employment clusters.

**Strategies**

- 3.1 Ensure retail uses located out of the defined boundaries of activity centres do not undermine the economic viability of activity centres.
- 3.2 Ensure residential uses do not undermine the viability of businesses operating in activity centres. Residential amenity expectations should be consistent with activity centres’ role to accommodate a mix of uses with day and night time activity.
- 3.3 Implement the ‘agent of change’ principle as follows:

- Support the continued operation of existing noise generating uses, including live music venues.
- Require new residential developments and mixed use (incorporating residential) developments to be designed to minimise the potential negative amenity impacts of existing non-residential uses in the vicinity. For example, incorporate design and noise attenuation measures to protect residents from noise and locate bedrooms away from noise sources such as adjoining live music venues, late night entertainment venues, industrial uses, garbage collections areas, vehicle accessways, rail lines and busy roads.
- Encourage new noise generating uses, including live music venues, to integrate noise attenuation measures as appropriate.

### 21.03-1.1 Implementation

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- Translate the Glenroy Structure Plan/Place Frameworks into planning scheme provisions.
- Apply the Local Policy at Clause 22.01 when an assessment against neighbourhood character is required.
- Apply the Schedule 24 to the Design and Development Overlay (DDO24) to development in Neighbourhood Centres (based on the Moreland Neighbourhood Centres Strategy 2017).
- Apply the Commercial 1 and 2 Zones, Mixed Use Zone and Design and Development Overlay planning tools to ensure an appropriate built form, public realm and improved amenity outcomes are achieved within the Brunswick Activity Centre.
- Apply Clause 22.09 when assessing any new or expanded Entertainment Venues or Licensed Premises.

### 21.03-2 Land for Industry and Economic Regeneration

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Moreland's industrial land categories are identified on the *Strategic Framework Plan (Maps 1A and 1B)*.

#### Objective 4 – Core Industry and Employment Areas (Category 1)

To reinforce and enhance *Core Industry and Employment Areas* as places for industry and complementary employment uses.

#### Strategies

- 4.1 Support the continued operation of existing industry and encourage new industry and complementary employment uses to locate within *Core Industry and Employment Areas*.
- 4.2 Support the transition to a broader range of employment generating uses in *Core Industry and Employment Areas*, including a mix of industry and office-based uses and other compatible employment uses, as permitted within the relevant zone.
- 4.3 Discourage large scale retail (e.g. supermarkets greater than 1800 square metres) uses, other than restricted retail uses, from locating in *Core Industry and Employment Areas* and encourage these uses to locate within Activity Centres.
- 4.4 Encourage development in *Core Industry and Employment Areas* to be of a high quality to contribute to an overall improvement in the amenity of the area, including low maintenance landscaping and upgrades to adjoining streetscapes.
- 4.5 Encourage non-conforming uses, particularly residential uses, to convert to suitable industrial or business uses.

- 4.6 Encourage the re-use of heritage buildings in the Heritage Overlay for suitable industrial or business uses rather than residential uses (which would otherwise be prohibited but can be considered under the Heritage Overlay).
- 4.7 Support the continued presence of the RMIT College of Textiles and Brunswick Business Incubator within the *Brunswick Core Industry and Employment Area*.
- 4.8 Support the development of education and training facilities with a link to businesses within the *Core Industry and Employment Areas*, including RMIT and the Plumbing Industry Association in the *Brunswick Core Industry and Employment Area*.
- 4.9 Support showrooms, restricted retailing and wholesaling activities on main roads within *Core Industry and Employment Areas*, including:
- The Hume Highway Corridor north of Gaffney Street;
  - Gaffney Street in the North Coburg Core Industry and Employment Area; and
  - Victoria, Albert and Dawson Streets in the *Brunswick Core Industry and Employment Area*.
- 4.10 Encourage the amenity expectations for residential or other sensitive uses within or adjacent to *Core Industry and Employment Areas* to be reflective of the industrial nature of the precincts.
- 4.11 Prohibit the encroachment of new residential uses into *Core Industry and Employment Areas*.

#### **Objective 5 – Employment Areas (Category 2)**

To support the transition from traditional industrial uses to a broader range of employment uses and prioritise employment uses over residential uses within *Employment Areas* (Category 2).

#### **Strategies**

- 5.1 Protect the continued operation of existing viable industries in *Employment Areas*.
- 5.2 Facilitate the transition of *Employment Areas* to accommodate a broader range of employment generating uses, including a mix of industry and office based uses and other compatible employment uses.
- 5.3 Employment uses are considered to be prioritised over residential uses if either of the following are met:
- Where multi-use development including a residential component is proposed, the amount of employment floor space should be at least equivalent to the amount of all proposed ground and first floor building floor space (inclusive of car parking, other services and circulation space, or
  - Where rezoning of a large site is proposed, a proportion of the site should be allocated to employment uses. The area allocated to employment uses should be to Council's satisfaction, and included in a zone that prohibits residential use.
- 5.4 Encourage flexible floor plate layouts and increased floor to ceiling heights at ground and first floor to facilitate a variety of employment uses over time.
- 5.5 Require new residential and multi-use development in *Employment Areas* to adopt the agent of change principle, by incorporating design and noise attenuation measures to protect residents from noise from nearby businesses, such as locating bedrooms away from noise sources and using appropriate acoustic measures.
- 5.6 Encourage building design and site layouts of industrial and commercial uses in *Employment Areas* to minimise the potential for adverse amenity and environmental impacts on nearby residential uses.

- 5.7 Encourage redevelopment in *Employment Areas* to be of a high quality to contribute to an overall improvement in the amenity of the area, including low maintenance landscaping and upgrades to adjoining streetscapes.
- 5.8 Encourage the amenity expectations for residential or other sensitive uses within or adjacent to *Employment Areas* to be reflective of the multi use nature of the areas and the priority given to employment uses.
- 5.9 Consider the impacts on the viability of existing businesses in deciding whether a site specific or precinct wide rezoning is appropriate.

**Objective 6 – Transition Residential Areas (Category 3)**

To support change in *Transition Residential Areas* (Category 3) to facilitate quality residential development and contribute to housing supply.

**Strategies**

- 6.1 Support the rezoning and redevelopment of *Transition-Residential Areas* to allow quality residential development.
- 6.2 Discourage new industry and businesses from locating in *Transition-Residential Areas*.
- 6.3 Discourage existing businesses from expanding in *Transition-Residential Areas*. However where an existing business wishes to expand on their current site, manage the expansion having regard to the impacts on residential uses.
- 6.4 Encourage redevelopment to be of a high quality to contribute to an overall improvement in the amenity of the area and maximise the contribution to the public realm.

**21.03-2.1 Implementation**

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Core Industry and Employment Areas (Category 1)

Retain the Industrial 1 and 3 Zones to the majority of land in in *Core Industry and Employment Areas (Category 1)* to support industry and complementary businesses and prohibit residential uses.

Apply the Commercial 2 Zone in *Core Industry and Employment Areas* to facilitate restricted retail uses and prohibit residential uses.

Employment Areas (Category 2)

Apply the Industrial 3 Zone or Commercial 2 Zone to *Employment Areas (Category 2)* to prioritise employment.

Where residential uses are to be permitted in *Employment Areas*, apply one of the following zoning and overlay configurations to achieve Strategy 5.3 of Clause 21.03-2:

- The Commercial 1 Zone and prioritise employment uses as per Strategy 5.3;
- The Special Use Zone or Comprehensive Development Zone and use the schedule to the zone to tailor use provisions to establish permit triggers for residential and other uses, as necessary;
- A mix of zones over larger sites as per Strategy 5.3, with zones applied to ensure employment uses are prioritised.

Consider applying the Incorporated Plan Overlay or Development Plan Overlay in conjunction with any rezoning where confirmation of the location of employment uses is required.

Transition Residential Areas (Category 3)

Apply the Mixed Use Zone, Residential Growth Zone or General Residential Zone to *Transition Residential Areas* (Category 3). Zone selection will be informed by the size and location of the site and the ability to manage off site impacts and integrate with the scale of the surrounding neighbourhood at site or precinct boundaries. Given the objective for Transition Residential Areas to make a contribution to overall housing supply, the

Neighbourhood Residential Zone should only be considered in specific circumstances, such as very small and isolated sites.

All Areas

Consider applying the Design and Development Overlay in conjunction with any rezoning where confirmation of design and site layout detail is required.

Apply Clause 22.05 Caretaker's Houses.

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**Housing**

**Objective 7**

To provide housing diversity to meet community needs.

**Strategies**

- 7.1 Facilitate a range of different housing types in different locations, as follows:
- Encourage increased density housing to be located in the Coburg, Brunswick and Glenroy Activity Centre boundaries, in accordance with the relevant zones and overlays or a Council adopted Place Framework Strategy or Structure Plan.
  - Encourage increased density housing to be located within the Commercial, Mixed Use and Residential Growth Zones within the following Neighbourhood Centres:
    - Grantham/Union Streets, West Brunswick
    - Melville Road/Albion Street/Victoria Street, West Brunswick
    - Nicholson Street/Holmes Street/Moreland Road Coburg/Brunswick
    - Bell Street/Melville Road, Pascoe Vale South
    - Gaffney Street/Pascoe Vale Station, Pascoe Vale
    - Gaffney/Sussex Streets, Coburg North
    - Elizabeth Street, Coburg North
    - West Street, Hadfield
    - Bonwick Street, Fawkner
    - Snell Grove, Oak Park
    - Merlynston Station, Merlynston
    - Moreland/Melville Roads, West Brunswick
    - Encourage increased density housing to be located on former industrial sites designated as Transition Residential Areas (Category 3) in the Moreland Industrial Land Strategy 2015-2030 that have been rezoned to the Mixed Use Zone (MUZ) or Residential Growth Zone (RGZ).
    - Ensure that higher density development on public housing sites in the Mixed Use Zone is designed to meet the relevant built form provisions as set out in the applicable zone and overlay controls.
    - Encourage incremental housing growth designed to respect existing neighbourhood character and enhance landscape character, in the General Residential Zone (GRZ).
    - Encourage minimal housing growth in the Neighbourhood Residential Zone (NRZ), designed to create an enhanced low density, open and landscaped character.
- 7.2 Encourage developments of 10 or more dwellings to provide a balance of 1, 2 and 3+ bedroom dwellings.

### Objective 8

To contribute to housing affordability.

#### Strategies

- 8.1 Reduce the ongoing living costs associated with housing, by ensuring development is designed to maximise energy efficiency in accordance with the relevant objectives and strategies included in Clause 21.03-5 Environmentally Sustainable Design.
- 8.2 Encourage developments to include a proportion of affordable rental housing to be owned and managed by a registered Housing Association, Housing Provider or similar not for profit organisation.

### Objective 9

To increase the supply of housing that is visitable and adaptable to meet the needs of different sectors of the community.

#### Strategies

- 9.1 Encourage all dwellings to be visitable by a person with limited mobility by providing:
  - An accessible path from the street and car park areas to a level entry
  - Minimum width of 850mm for doors and 1000mm for hallways at entry level
  - A clear path of travel from the accessible entry to a living area and toilet suitable for people with limited mobility.
- 9.2 Encourage the provision of liveable housing that can be lived in by people with limited mobility (or easily adapted to be lived in) by incorporating the following design features:
  - An accessible path from the street and car park areas to a level entry
  - A bedroom, living area, kitchen, private open space, bathroom and toilet which can be efficiently adapted for people with limited mobility on entry level
  - Minimum width of 850mm for doors and 1000mm for hallways at entry level.

#### 21.03-3.1 Implementation

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- Apply the Residential Growth Zone, General Residential Zone and Neighbourhood Residential Zone in accordance with Strategy 7.1 above and Strategic Direction 3: Housing in Clause 21.02-3.
- Apply Clause 22.01 Neighbourhood Character Policy.
- Apply Clause 22.07 Apartment Developments of Five or More Storeys
- Apply the *Moreland Tree Planting Manual for Residential Zones, 2014* in accordance with the requirements of the schedules to the residential zones.
- Consider the *Livable Housing Design Guidelines* produced by Livable Housing Australia for guidance on design details in the assessment of proposals against Objective 9.
- Apply clause 22.11 Student Accommodation for guidance in the assessment of proposals against Objective 7.

#### 21.03-4 Urban Design, Built Form and Landscape Design

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### Objective 10

To ensure development responds and contributes to its context and any relevant heritage significance.

### Strategies

- 10.1 Ensure the overall siting and building envelope is based on a considered analysis of the site's context and features, including site size, shape and orientation.
- 10.2 Ensure site design, building frontages, design articulation and internal layout achieve a good interface with and surveillance of the public realm.
- 10.3 Ensure development is designed to contribute to a fine grain urban structure.
- 10.4 Ensure large sites provide a network of public streets, footpaths and lanes connecting through the site into the surrounding street and pedestrian network, as appropriate.
- 10.5 Ensure development contributes to the upgrade of existing streets adjoining the site and undergrounding of powerlines and other utilities, as appropriate.
- 10.6 Ensure service infrastructure such as substations are well concealed or integrated into building design.
- 10.7 Where car stackers are proposed, ensure they are designed to suitable buffer adjoining dwellings from all impacts.
- 10.8 Ensure the conservation and enhancement of heritage places.
- 10.9 Ensure signage is sensitive to the style, scale and character of host buildings, nearby buildings, and streetscapes.

### Objective 11

To ensure development maximises passive energy efficiency and creates quality living and working environments.

### Strategies

- 11.1 Ensure site layout and building design maximises the efficient use of energy through the following measures:
  - Building orientation and design should maximise solar access and passive design opportunities
  - Building separation, building depth and orientation of internal living spaces should maximise access to daylight and natural ventilation.
- 11.2 Ensure the location of primary outlooks and building separation distances and heights have regard to the ability of adjoining sites to gain adequate access to daylight and outlook (including if redevelopment was to occur).

### Objective 12

To ensure development is integrated with landscape design to improve aesthetic quality and amenity for occupants and the public domain.

### Strategies

- 12.1 Encourage development to maximise retention of existing vegetation and large trees.
- 12.2 Ensure development provides sufficient space and conditions for planting of new canopy and screening trees.
- 12.3 Ensure landscape design:
  - Integrates development with the surrounding environment
  - Provides for summer shading of buildings and private open spaces and allows for access to winter sun
  - Contributes to reduction of the urban heat island effect
  - Incorporates water sensitive urban design.

### 21.03-4.1 Implementation

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- Apply the Heritage Overlay to places of recognised State or Local heritage significance.
- Apply Clause 22.01 Neighbourhood Character.
- Apply Clause 22.04 Advertising Signs.
- Apply Clause 22.06 Heritage.
- Apply Clause 22.07 Apartment Developments of Five or More Storeys.
- Apply the *Moreland Landscape Guidelines 2009* in the assessment of Landscape Plans.
- Apply the Design and Development Overlay 18 – Sydney Road/Upfield Corridor, Design and Development Overlay 19 – Lygon Street Local Area and Design and Development Overlay 20 – Nicholson Street Local Area to ensure development is appropriately designed and best practice environmental sustainable design is achieved.

### 21.03-5 Environmentally Sustainable Development

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#### Objective 13

To encourage development to contribute to environmental sustainability.

#### Strategies

- 13.1 Encourage development to incorporate environmentally sustainable design in the following areas: energy efficiency, water resources, indoor environment quality, stormwater management, transport, waste management and urban ecology in accordance with Clause 22.08 Environmentally Sustainable Development.
- 13.2 Encourage precinct scale water management and recycling systems.
- 13.3 Encourage precinct scale energy supply that can be shared between developments, including low emission technologies such as co-generation and tri-generation.

### 21.03-5.1 Implementation

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- Apply Clause 22.08 Environmentally Sustainable Development.
- Apply Clause 22.07 Apartment Developments of Five or More Storeys
- Apply the CSIRO Urban Stormwater Best Practice Environmental Management Guidelines, as appropriate.

### 21.03-6 Open Space Network

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#### Objective 16

To protect the biodiversity, amenity and recreational values of the open space network, identified on Map 1.

#### Strategies

- 16.1 Ensure development does not unreasonably overshadow public open space.
- 16.2 Ensure development does not reduce public access to open space.
- 16.3 Ensure development enhances a sense of safety by maximising interaction, passive surveillance and incidental lighting of open space.
- 16.4 Ensure development adjacent to public open space provides clear separation between public and private land.
- 16.5 Ensure development protects and enhances areas of remnant vegetation and indigenous revegetation as identified in the Moreland Open Space Strategy 2012-2022.

- 16.6 Ensure development does not compromise the ecological integrity of the Merri, Moonee Ponds, Edgars, Westbreen and Merlynston Creek corridors.
- 16.7 Create a continuous public open space corridor with a minimum of 50 metres on each side along the Moonee Ponds, Merri and Edgars Creeks. A minimum of 30 metres from the edge of the embankment on each side should be a vegetated buffer.
- 16.8 Ensure large sites include provision of new public open space on site, if located in a priority area for park provision as identified in the Moreland Open Space Strategy 2012-2022.

### 21.03-6.1 Implementation

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- Apply the Environmental Significance Overlay (ESO) to the Moonee Ponds, Merri, Edgars and Merlynston Creek corridors.
- Apply the *Development Guidelines for Merri Creek, MCMC 2004* to development within the Merri Creek ESO.
- Implement the Moreland Open Space Strategy 2012-2022.
- Have regard to the *Edgars Creek Conservation and Development Plan, Edwardes Lake to Merri Creek June 2013* in the consideration of applications adjacent to the Edgars Creek corridor.

### 21.03-7 Community Infrastructure

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#### Objective 17

To optimise access to community infrastructure (e.g. health, education, social, leisure and cultural facilities), suited to the local community's needs in different locations.

#### Strategies

- 17.1 Encourage the concentration of State Government services within the Coburg, Brunswick and Glenroy Activity Centres.
- 17.2 Encourage the development of a major health facility and associated infrastructure in the Coburg Activity Centre.
- 17.3 Reinforce the existing cultural, entertainment and educational focus of the 'Brunswick Civic & Cultural Precinct' centred on the Brunswick Town Hall.
- 17.4 Support the location of community infrastructure within the Coburg, Brunswick and Glenroy Activity Centres and within Neighbourhood Centres.
- 17.5 Ensure the design of community facilities allows for multi-purpose use by different groups with the flexibility to adapt to changing needs over time.
- 17.6 Encourage the development of master plans for major community facilities, such as hospitals, schools and large community facilities, to provide for planned expansion and management of impacts on adjoining areas.
- 17.7 Ensure the design and location of community infrastructure contributes to a local sense of place and opportunities for social connections.
- 17.8 Ensure the provision of community infrastructure is based on sound supporting evidence of community need and benefit.
- 17.9 Consider the community benefit of retaining land in a public use zone for community use prior to supporting any rezoning proposal.

### 21.03-7.1 Implementation

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- Integrate community infrastructure planning with activity centre planning.
- Apply the Development Contribution Plan Overlay to collect development contributions towards community infrastructure, as appropriate.

- Apply the Development Plan Overlay or Incorporated Plan Overlay to implement adopted master plans.