

COBURG ACTIVITY CENTRE STRUCTURE PLAN REFERENCE DOCUMENT (2018)

A reference document to the Moreland Planning Scheme

Prepared by Moreland City Council

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1. INTRODUCTION

1.2 WHAT IS THIS DOCUMENT?

Moreland City Council has prepared the *Coburg Activity Centre Reference Document 2018* as a consolidated reference of the background work and structure planning exercises that preceded the introduction of the Coburg Activity Centre Zone (ACZ1) in the Moreland Planning Scheme.

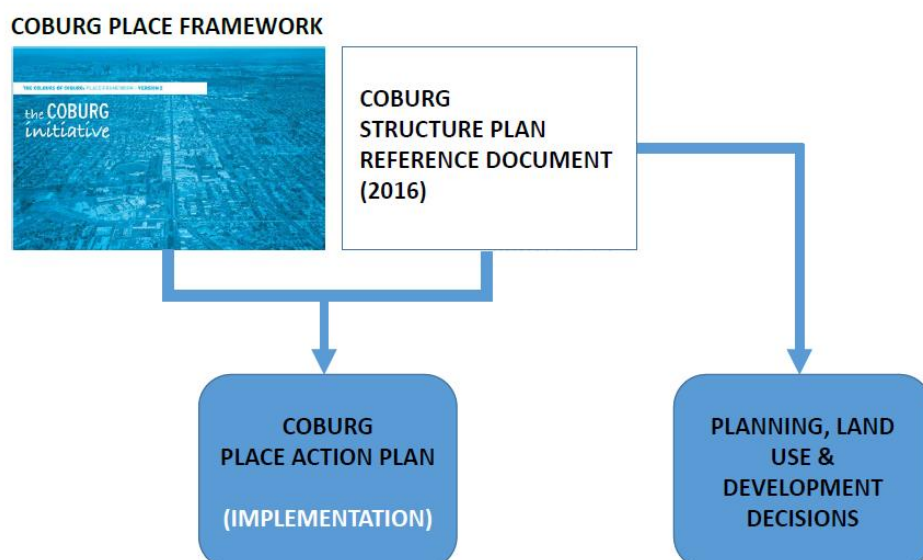
This document will be a Reference Document to the Moreland Planning Scheme. The substantive planning elements of the document have been translated into planning provisions in schedule 1 to the Activity Centre Zone (clause 37.08), which is the basis for planning permit decision making.

The *Coburg Activity Centre Reference Document 2018* also responds to a recommendation of Planning Panels Victoria in its October 2014 report on Amendment C123 to the Moreland Planning Scheme, to prepare an updated, consolidated reference document to ensure consistency with the content of the approved amendment.

This document comprises:

- An overview of the strategic and policy context of the Coburg Activity Centre
- A review of the land use and development issues and opportunities
- The Vision and guiding principles underpinning future planning for the centre, and
- A strategic planning framework to implement the Vision for the Coburg Activity Centre Zone.

This reference document has been prepared to inform development applications and guide land use outcomes as per the diagram below:



1.2 WHAT CAME BEFORE THIS DOCUMENT?

Structure planning

Council developed a strategic framework for the renewal and future growth of the Coburg Activity Centre through extensive structure planning exercises over a 10+ year period. The key outputs of were:

- *Central Coburg 2020 Structure Plan* (2006) volume 1 and 2, referred to as the Coburg Structure Plan.
- The *Colours of Coburg 2010* suite of documents (version 2, where applicable), otherwise known as *The Coburg Initiative (TCI)*, as follows:
 - *The Coburg Initiative: Place Framework*
 - *The Coburg Initiative: Economic Development Strategy*
 - *The Coburg Initiative: Land Use and Built Form Strategy*
 - *The Coburg Initiative: Public Realm and Infrastructure Strategy*
- *The Coburg Principal Activity Built Form Rationale and Building Envelopes 2014.*

Meanwhile, owners of the former Pentridge prison land, now known as two distinct land holdings of Pentridge Coburg and Coburg Quarter (formerly Pentridge Village), developed the following masterplans for their respective land holdings that are now identified as Precincts 9 and 10 in the Activity Centre Zone:

- *Pentridge Coburg Design Guidelines and Masterplan, February 2014*
- *Pentridge Village Design Guidelines and Masterplan, August 2009*

Planning scheme changes

Schedule 1 to the Activity Centre Zone (ACZ1) was applied to the Coburg Activity Centre on 15 October 2015 via Amendment C123 to the Moreland Planning Scheme.

The ACZ1 uses planning scheme provisions to implement the strategic framework for land use and built form that was developed through the structure planning exercises listed above.

A chronology of the strategic planning for Coburg and full list of background and supporting documents is found at Appendix 1.

1.3 WHERE IS THE COBURG ACTIVITY CENTRE?



Figure 1 – Coburg Activity Centre – Looking south

Central Coburg sits astride Sydney Road and Bell Street, just 8 kilometres north of the Melbourne CBD. Central Coburg enjoys views to the city skyline, excellent access to public transport, and is less than 30 minutes drive from Melbourne International Airport at Tullamarine. Coburg is home to a famously diverse population and rates very highly in terms of long-term retention of residents - many second, third and fourth generation families continue to call Coburg home, contributing to the community's strong sense of historical connection with place.

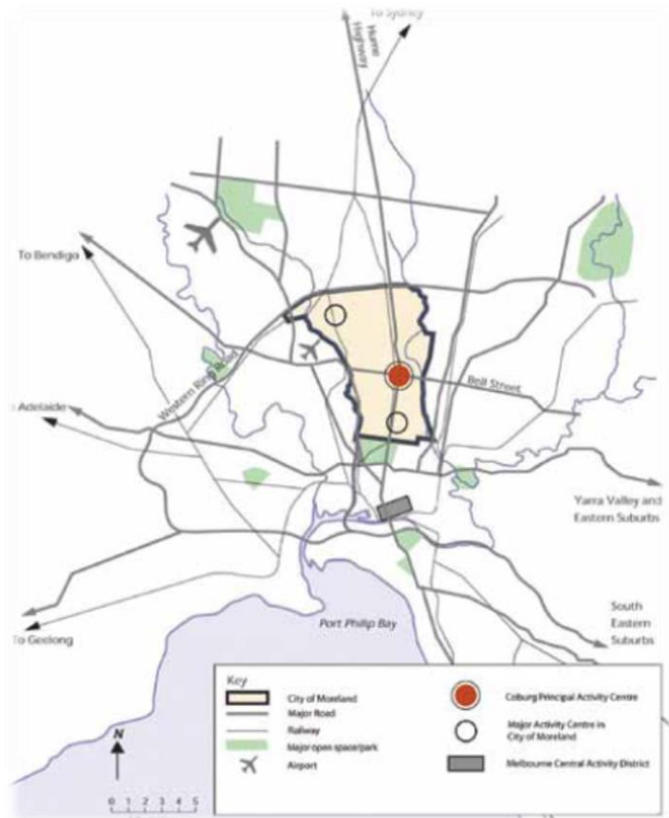


Figure 2 – Coburg Activity Centre – Regional context

1.3.1 STRATEGIC CONTEXT

The Coburg Activity Centre:

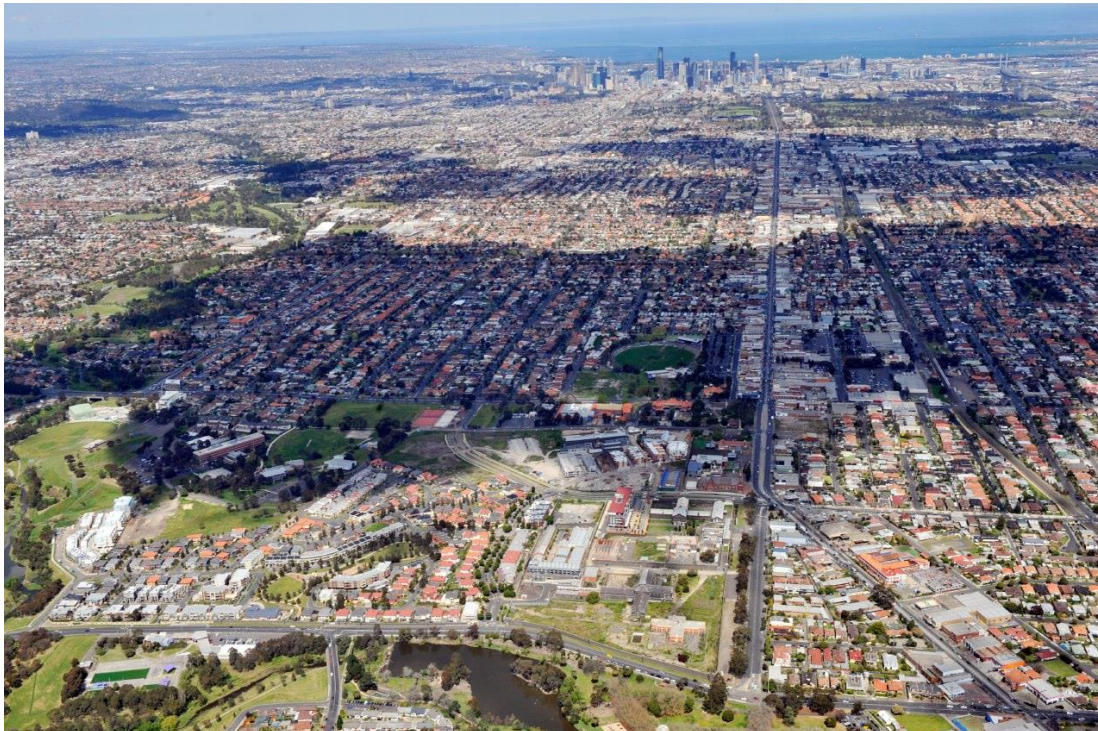
- Is well located in municipal and regional terms – a ‘middle ring’ municipality 8 kilometres north of the Melbourne CBD with immediate access to the Tullamarine Freeway and Western Ring Road.
- Enjoys excellent access to public transport including:
 - the Upfield Railway Line via Coburg Station;
 - the Route 19 tram travelling along Sydney Road through Brunswick and Parkville to the CBD; and
 - SMART Bus service (Route 903 Altona – Mordialloc) along Bell Street, plus numerous local bus services to/from La Trobe University, Northland shopping centre, and suburban areas to Coburg’s north-east and –west.
- Contains a number of civic, cultural and community facilities including:
 - Coburg Primary School and St Paul’s Catholic Primary School
 - Municipal offices of Moreland City Council
 - Coburg Library
 - Coburg Leisure Centre and Coburg City Oval
 - Moreland Maternal and Child Health Service and Coburg Children’s Centre (child care service)
 - Moreland Community Health Service (Merri Health)
 - Churches, representing multiple denominations.

The Coburg Activity Centre is a 42.5 hectare area in central Coburg comprising the Coburg ‘town centre’ including Victoria Mall, Coburg Railway Station and City Oval, the Sydney Road corridor of tram route no 19, and land formerly occupied by Pentridge Prison.

Council adopted a defined area and boundary of the Coburg Activity Centre in 2006 as part of the Central Coburg 2020 structure plan. The Coburg Activity Centre boundary was the subject of a 2009 State government Advisory Committee review of activity centre boundaries and was upheld with very minor changes.

- Is in near proximity to regional open space, including Coburg Lake and Merri Creek parklands.
- Is well known and celebrated for its culturally diverse food and drink hospitality and retail offer.
- Has a negligible amount of housing compared with commercial and other land uses.
- Contains several significant Council-owned land parcels, including expansive open air car parks.

1.3.2 POLICY CONTEXT



Structure planning for Coburg has been informed by the State and local planning policy frameworks and other high order strategic plans, as follows:

- The State Planning Policy Framework (SPPF) establishes that activity centres will be a focus for major retail, residential, commercial, administrative, entertainment and cultural developments, which provide a variety of land uses and are highly accessible to the community (Clause 11).
- Metropolitan planning strategy has established an expectation for sustainable urban growth and the development of activity centres to provide communities with convenient access to a wide range of goods and services and to facilitate vibrant local economies.
 - *Melbourne 2030: Planning for Sustainable Growth* (2002) identified Coburg as a Principal Activity Centre (high-order regional centre) in the hierarchy of metropolitan Melbourne's activity centres, recognising Coburg's key characteristics and potential for increasing residential housing and commercial activity.
 - *Plan Melbourne* (2014) retained Coburg's activity centre status but under an amended model of activity centre designation - for 'places of local significance' in

place of Melbourne 2030's hierarchical model. Segments of the Coburg Activity Centre are also included in the 'Brunswick to Batman Station corridor', which Plan Melbourne identifies as an Urban Renewal Opportunity.

- Moreland Planning Scheme Clause 21.02-3 Municipal Strategic Statement (MSS), updated in 2015 as follows:

Council is committed to creating sustainable neighbourhoods where people can walk to shops and services, employment, schools, public transport, parks and community services.

The Moreland Activity Centre Framework 2014 contributes to Council's vision for sustainable neighbourhoods by identifying a series of different sized activity centres across the municipality. The framework ensures the majority of households in Moreland are within walking distance (i.e. approximately 400 metres) of an activity centre and have local access (i.e. approximately one kilometre) to a centre that meets their weekly convenience needs (i.e. Coburg, Brunswick or Glenroy Activity Centres or a Neighbourhood Activity Centre).

Coburg, Brunswick and Glenroy Activity Centres are the larger centres in the framework ... These three centres are identified to accommodate the most significant change of all the activity centres. Change and intensification should be consistent with the directions set out in the relevant zones and overlays and the following strategic plans – the Coburg Place Framework 2010 and Central Coburg 2020 Structure Plan 2006.

2. VISION

2.1 VISION FOR COBURG ACTIVITY CENTRE

The vision for the Coburg Activity Centre was developed with the community and stakeholders of Coburg as part of the *Central Coburg 2020 Structure Plan* and originally adopted by Council in June 2003. The Vision has been revisited and maintained through subsequent strategic planning exercises.

Central Coburg develops as the prime shopping, living, employment and activity precinct in Moreland. The Activity Centre is transformed into an attractive system of streets and spaces. Central Coburg becomes a sought-after living environment, offering a range of housing choices, including high-density housing. Most people arrive at the Activity Centre on foot, by bike or by public transport. The provision of a range of services enables people to conduct a number of different activities based on the one trip. Central Coburg is linked with networks of green space.

This vision aligns with the Moreland Health and Wellbeing Plan 2017, specifically that: *Moreland is a healthy, liveable and sustainable city*; and also with the Moreland 2025 Community Vision:

Diverse, healthy and connected people live and flourish in our neighbourhoods, which are attractive, safe, clean and accessible.

People are able to live, learn, work and play locally. We live sustainably in well-designed neighbourhoods where access to transport, shops, services and community facilities is within 20 minutes walking distance. Our parks, open spaces and community facilities are nearby; they are attractive, well maintained and help to keep us healthy and physically active.

Our local economy is strong and innovative businesses flourish. Sustainable economic growth throughout the city offers employment opportunities for residents. We move around and through the city using a variety of transport modes that are integrated and accessible.

2.2 GUIDING PRINCIPLES

A set of guiding principles to underpin the Vision was developed after listening to the community in the development of the *Colours of Coburg Place Framework*. The twelve key principles are as follows:

Central Coburg will revive and capitalise on its sense of place by:

1. Recognising its history while building a strong economic future.
2. Connecting all its people and generating visible local pride and ownership of place.
3. Developing its cultural vitality and embracing entrepreneurship, creativity and innovation.

Central Coburg will support a vibrant, safe, diverse, connected and harmonious community by providing:

4. A place that is economically and environmentally efficient, economically and socially equitable, and socially and environmentally healthy.
5. A pedestrian oriented environment, with streets, laneways and other public spaces that are attractive, safe, inviting and lively and by maintaining a human scale, flavour and feel to Sydney Road.
6. Streets that serve emergency vehicle access, walking, cycling, public transport, delivery vehicles and private vehicles, in that order of priority, and easy access to regular and reliable public transport services of all types.
7. In one accessible location, mixed use development throughout that includes a range of services, and community and cultural facilities that reflect a growing and diverse community.
8. Residential development that is higher density, diverse, accessible and adaptable, includes affordable and social housing, and gives housing opportunities to all people.
9. Both public and private developments and public spaces that are accessible and allow participation by people of all abilities and ages.
10. A feature of high quality open spaces with more street trees and off-street plantings, landscape features and improved links between places to allow social interaction for all ages and circumstances.

Central Coburg will be an exemplar eco-city of the 21st century by:

11. Harnessing the benefits of its close proximity to the Melbourne CBD and using its significant public transport links to strengthen Coburg's role within the northern region as a principal activity centre and increasing opportunities for people to work, study and play close to home.
12. Contributing to an excellent built environment through quality, sustainable design, development and stewardship and developing a reputation as a smart city.

3. BACKGROUND AND ANALYSIS

The Central Coburg 2020 Structure Plan and Coburg Place Framework gathered background information and articulated issues to inform the planning response required from a strategic framework. That work is consolidated and updated here.

3.1 DEMOGRAPHIC TRENDS

Coburg's cultural diversity is evident in its streets – in the selection of shops, eateries, community organisations and businesses – and the community has told us, loudly, that this is a highly valued characteristic of the area. Coburg is, however, changing. Over the past 15 years Coburg has reversed a former downward population trend and significant population increase is forecast over the next 20 years. Markers of gentrification are evident. The following data tells us a story of the Coburg community, based on the most recent (2016) enumerated Census data.

Population

- Population is increasing in Coburg but as not as fast as other parts of Moreland. In 2016 the population of Coburg was 26,183, an increase of 4.5% and 1,182 people, which is slower than the Moreland rate of 10% over the same period.

- The age structure of Coburg residents is also changing. In 2006, Coburg had a different age structure to Moreland- it had larger proportions of babies, school age children and smaller proportion of older people (70 years plus) than the whole of the municipality.
- In 2016 the age structure of the Coburg population was very similar to the Moreland, indicating that there has been small increases or decreases in age group under 19 years over the previous ten years. The age group with the largest increase between 2006 and 2016 was 25 to 34 years, (1,108 people), which is in line with the population trends for the municipality for the same period.

Households and housing

- Like population, households in Coburg are changing at a slower rate than Moreland. In 2016 the number of households in Coburg was 10,030 – this is an increase of 1,082 and 12.1% since 2006, which is less than the Moreland rate of increase of 17.7% for the same period.
- There are more households with children in Coburg (41%) than Moreland (37.9%) and the proportion has decreased since 2006, where it was 44.2%. Single parent families has seen the biggest drop in that period (-80 households).
- Group households (adults living together) have had the largest increase over the last ten years, from 6.3% to 9.7% (+412 households) and is higher than the Moreland proportion.
- The second largest increase has been couples without children (+355 households). In 2016 they make up 23% of all households, which is roughly in line with the municipal figure.
- Households renting privately is increasing. In 2016 30.2% of households rent privately, a sharp increase from 23.4% in 2006. The rate of increase is in line with Moreland but the overall percentage is lower (33.2% for Moreland). Home ownership proportion is higher in Coburg than Moreland although own fully outright has decreased since 2006 (36.0% to 30.9%).

Population and Household Forecasts

- Although population and household change has been slower in Coburg than Moreland over the previous ten years, Coburg is forecast to undergo significant increases in population and households up to 2036. Population is forecast to increase by 35% to around 37,400 and households by 40% to just over 15,000 and the rate of increase is higher than that for Moreland (33% for both population and households over the same period).
- Household size is forecast to decrease from 2.56 to 2.47 people per household but still higher than Moreland in 2036 (2.44 people per household).

Cultural Diversity

- The cultural make up of Coburg is changing. In 2016 30.4% of Coburg residents were born outside of Australia, which has dropped since 2006 (where it was 33.8%) and was lower than the Moreland overall (33.6%) in 2016.
- The top overseas countries of birth for Coburg residents are Italy, Greece, UK, Lebanon and Nepal. Since 2006, Italy (-415), Greece (-223) and Lebanon (-179) have seen the largest decreases in population. The largest increases have been from Nepal (+465), UK (+210) and New Zealand (+189).

Education and Employment

- Coburg residents are more qualified than they were ten years ago. There has been a sharp increase in the number and proportion of Coburg residents with a bachelor or higher degree, 22.9% in 2006 to 35.6% in 2016, which is an increase of 3,339 people. Moreland has seen a similar rate of increase over the last ten years but Coburg still has a higher proportion in 2016 (35.6% compared to 33.6%).
- Education and training (12.7%), health care and social assistance (12.3%), professional, scientific and technical services (10.5%) are the largest industries of employment for Coburg residents. All three industries have seen the largest increases since 2006 in terms of residents employed in these industries
- Residents employed in manufacturing (-317 people), wholesale trade (-142) and agriculture, forestry and fishing (-23) has declined between 2006 and 2016.

Transport

- A larger proportion (26.4%) of employed Coburg residents travelled to work using public transport than Moreland residents (25.3%) in 2016. The number increased by 1,126 workers from 2006 to 2016.
- The number of people travelling to work by car increased by 647 people but as a proportion of people who travelled to work it decreased from 51.8% to 45.4% from 2011 to 2016.

Income

- In 2016 the median household income for Coburg households was \$1,605 per week, which is higher than Moreland \$1,501 per week. This has increased by \$284 and 21% since 2011, which is lower than the Moreland increase of \$290 and 24%.
- The Coburg SEIFA Index of Relative Socio-Economic Disadvantage score was 1024 in 2016 and is higher than the Moreland score of 1014, which indicates that on average Coburg residents are less disadvantaged than Moreland residents.

3.2 EXISTING CONDITIONS

Land use

The Coburg Activity Centre area encompasses a broad range of retail and commercial activity, restaurants and eateries, and community services and facilities. Its use is heavily skewed toward daytime activity, and the lack of a residential population contributes to the 'ghost town' come nightfall.

Victoria Mall is the literal and figurative heart of the centre, the primary public space and community focal point.

The Sydney Road shopping centre contains over 300 shops including major supermarket chains and all major banks. Retail activity is focused on Sydney Road between Bell and Munro Streets, having developed traditionally along this Sydney Road spine, and extends west along Bell Street. Large format retailing/supermarkets locating on the west side of the centre has shifted the focus of food

shopping west of Sydney Road. The north and south corridor segments of Sydney Road beyond the central core contain a mix of commercial uses including office and business services, commercial showrooms and restaurants.

Housing

The bulk of housing in the activity centre is located in the Pentridge Prison redevelopment. Beyond that, the centre has a small amount of housing stock, mostly shop top dwellings and some larger new mixed use apartment developments on Sydney Road and Bell Street. Planning permits exist for redevelopment of several large sites that will contribute significant dwelling numbers but are not yet constructed; these include the former Coburg High School site (on Bell Street east, within ACZ Precinct 4), the former CDA industrial site (on Sydney Road north, within ACZ Precinct 2), and several Pentridge Village lots (within ACZ Precinct 10). An approximately 100 dwelling development on Bell Street west of the railway line (within ACZ precinct 2) is currently under construction.

Housing in the suburb of Coburg is predominantly detached single dwellings, with increasing numbers of townhouses and some apartments on redeveloped sites. Social housing and housing affordable to low income earners is in short supply.

Transport

The centre is public transport rich with excellent access to train, tram, bus and taxi services. The Upfield Shared Path provides excellent cycling access to the centre from the north and south, and connects to the Capital City Trail. Access, amenity and safety for pedestrians and cyclists are otherwise varied and require improvement in many areas including signage, on- and off-road network development and enhanced connections.

Built form

Sydney Road (central Coburg)

The existing built form of Coburg results from the interaction of social, economic and architectural development with the topography and landscape over the last 150 years.

A two-storey scale was established on Sydney Road from Brunswick Road in Brunswick to Bell Street in the second half of the 19th century. This scale is maintained more strongly in Brunswick but has been retained in Coburg by a number of remnant boom period buildings, such as the Bates Building at 400 Sydney Road, and the groups of shops at 148-62 and 436-42 Sydney Road. Between these, the infill development is of a varied scale, and in some cases of low quality – making a poor contribution to the streetscape.

Behind Sydney Road, the environment and streetscapes are poorly defined and uncoordinated due to the ad hoc disposition of car parks and single storey retail premises. This circumstance results from the removal of the single-storey detached dwellings, and consolidation of land by Council and private owners and presents a clear opportunity to ensure that future development achieves a high quality, sustainable built form.

Sydney Road North

Sydney Road north of Bell Street features a strong contrast between the solid two-storey development on the west, and the freestanding church buildings with spires in an open landscape on the east.

Sydney Road South

Sydney Road between Bell Street and Harding/Munro Streets has an overall character and scale set by the relationship between the two-storey scale of older buildings and the width of the street, although the quality of the street as a public space is compromised by the jumble of overhead infrastructure, signage that lacks integration with the built form and create visual clutter, a number of poor quality single-storey buildings, and traffic.

Bell Street East

The built form character of Bell Street east of Sydney Road is of a number of freestanding buildings and complexes within an open landscape.

Bell Street West

The section of Bell Street between Sydney Road and the railway line features an overall framework of two-storey development to the street frontage, with a number of breaks where the scale changes, and the buildings are set back from the street. West of the railway line, a ten storey mixed use development under construction represents the contrast of existing built form with that envisioned for central Coburg and demonstrates the need to create a transition to the low density suburban form to the west.

Former Pentridge Prison land

The former Pentridge Prison is an extremely important complex of structures that demonstrate the development of the penal system in Victoria, and form a significant landmark in Melbourne's north. The substantial bluestone buildings on the edge of the Merri Creek escarpment are a highly visible feature of Coburg.

The significant northeast portion of the former Pentridge land (generally bound by Murray Road, the Merri Creek, Pentridge Boulevard and Stockade Avenue) has undergone redevelopment and now comprises extensive low-density estates of attached townhouses and detached dwellings. This area lies outside of the Coburg Activity Centre.

The remaining former Pentridge land lies within the Coburg Activity Centre. This land is understood in terms of two distinct areas along land holding lines. Developer Future Estate currently controls 'Pentridge Quarter' (previously 'Pentridge Village'), the southernmost portion of the former prison bound by Urquhart Street, Champ Street and Pentridge Boulevard. 'Pentridge Coburg', currently under control of Shayher Group, lies north of Pentridge Quarter and is bound by Murray Road, Stockade Avenue, Pentridge Boulevard and Champ Street.

Housing comprises the dominant land use of the Pentridge precincts at present; with some cafes/eateries and a childcare centre currently under construction providing some land use mix.

Redevelopment to date mostly comprises low to medium rise townhouse and apartment buildings. In broad terms, planning approvals exist for much of the Coburg Quarter land, compared to Pentridge Coburg where few planning approvals have been lodged. Overall, more than two thirds of land in the Pentridge precincts is yet to be redeveloped.

3.3 CONSULTATION

Council has listened to the community through extensive consultation undertaken as part of developing the Central Coburg 2020 Structure Plan and The Coburg Initiative Coburg. Most recently, an extensive public notice and consultation program formed part of Amendment C123 to consider the proposed schedule to the Activity Centre Zone, also. A summary of consultation undertaken can be found in Appendix C.



Figure 3 – Community consultation – individual comments

3.4 ANALYSIS

The existing conditions of the Coburg Activity Centre together with the views of the local community have been carefully considered to develop an understanding of the key issues and opportunities present. This understanding is the basis for developing a strategic planning framework to achieve the vision for Central Coburg's future.

3.4.1 KEY ISSUES

- Land use mix does not accord with expectations and/or potential of an activity centre, in particular provision of housing and activity beyond standard daytime hours.
- Limited employment opportunities, in particular a lack of diversity in employment opportunities that is increasingly disconnected from the employment characteristics of the Coburg resident population.
- Lack of good quality medium to large sized office space, and little recognition of Coburg as location for such development.
- Limited night time activity in the centre, which has a negative effect on perceptions of public safety and attractiveness of the public realm after dark.
- Retail offer largely limited to food/grocery shops and services.
- Lack of quality public space and places for the community to gather.
- Limited housing supply in the centre and a lack of diversity of housing type in Coburg more broadly, presenting a disconnect between housing needs as understood from demographic profile and housing supply by type.
- Low supply of affordable and adaptable housing that risk some sectors of the community being excluded from the centre.
- Lack of built environment responsiveness to the needs to people with physical and sensory disabilities.
- Underutilised public transport network and infrastructure due to:
 - low resident numbers, and
 - Poor integration of public transport, between transport modes and with the centre itself.
- Reliance of car travel to the centre and therefore reliance on car parking.
- Poor pedestrian connectivity from west of Upfield railway line into central Coburg.
- Traffic flow and safety issues at the Bell Street railway level crossing.

3.4.2 KEY OPPORTUNITIES

In imagining a future central Coburg, opportunities can be understood in terms of broad areas of potential as well as specific built form and land use responses to issues.

Broadly:

- Leadership - planning for the future use and development of the Coburg Activity Centre provides Council with the opportunity to take a leadership role, by:
 - guiding the future planning of the area
 - setting new standards for design
 - setting new benchmarks for sustainable design
 - providing certainty to all stakeholders
 - implementing demonstration and catalyst projects
 - being a proactive partner in the renewal of the centre
 - facilitating development.
- Enhance and strengthen community – through additions and improvements to public and community facilities and spaces that enable the community to come together, day and night, and also attract visitors to the centre.

- Level of change threshold – the centre includes substantial ‘clean slate’ opportunities such as the open air car parks that allow for substantial development that can self-mitigate off site impacts.
- Population growth – increasing population numbers provides opportunities to capitalise on and expand many of Coburg’s assets, including:
 - a walkable neighbourhood made ‘safe’ with the increased presence of community surveillance
 - increased public transport demand, which drives State agency response to service improvements
 - reinvigoration of the type and mix of retail offer, reflective of Coburg’s heyday.
- Identity and sense of place – create a ‘heart’ for Moreland with a distinct identity of which the Moreland community is proud and to which people and activity are attracted.

Specifically:

- Increase housing supply, particularly townhouse/units and apartments to increase choice in housing type.
- Increase office and commercial space to provide for job creation, increasing opportunity for Moreland residents to live and work locally.
- Increase and diversify the land use mix to establish central Coburg as a vibrant place in which to live, work and play.
- Increase transit oriented development - mixed use housing/commercial developments, particularly in the vicinity of Coburg Station.
- Explore new forms of housing type and tenure to suit all life stages and enable people to age in their community.
- Facilitate the inclusion of affordable housing, particularly on Council owned land, for example through working with social housing providers.
- Create a walkable, interconnected and permeable street network of varying scale and character
- Develop a market square with capacity for informal social activity, community events, and day/night markets.
- Activate Coburg Station and better integrate the station with the town centre.
- Provide a community focal point in the eastern precinct of the activity centre.
- Provide open space that is accessible, welcoming and flexible for use by all members of the community.
- Enhance the comfort and attractiveness of Coburg by moderating the climatic environment through reducing the heat island effect.

4. STRATEGIC FRAMEWORK

The strategic planning framework sets out the objectives and strategies that must be achieved in planning redevelopment and improvements for the Coburg Activity Centre to realise the Vision. It responds to the issues and opportunities identified in part 2 and consolidates the land use, built form, public realm and other strategic planning directions from:

- the Central Coburg 2020 Structure Plan (2006)
- the Colours of Coburg Place Framework and Strategies (2010)
- the Coburg Principal Activity Centre Built Form Rationale and Building Envelopes (2014); and
- the Pentridge Coburg Design Guidelines and Masterplan February 2014 and Pentridge Village Design Guidelines and Masterplan August 2009.

The Activity Centre Zone (ACZ) was applied to the centre in the Moreland Planning Scheme in October 2015 to implement the land use and built form directions of the strategic planning framework.

5. STRUCTURE

This framework is ordered under planning themes that generally accord with the structure of the implemented Activity Centre Zone. Each theme attends to the objectives and strategies of the centre, firstly in its entirety and then by geographic precinct. Council's structure planning exercises segmented the centre into precincts, which were refined over time to result in the ten precincts adopted in ACZ1. The structure of the forthcoming framework is as follows:

Coburg Activity Centre

- General (includes Activity Centre Framework Plan)
- Land Use (includes Land Use Framework Plan) objectives and strategies
- Built Form objectives and strategies
- Public Realm objectives and strategies
- Circulation, Transport and Parking objectives and strategies
- Open Space and Landscaping objectives and strategies

Coburg Activity Centre Precincts 1 – 10*

- Precinct map
- Precinct objectives
- Precinct strategies (includes Precinct Requirement Plans)

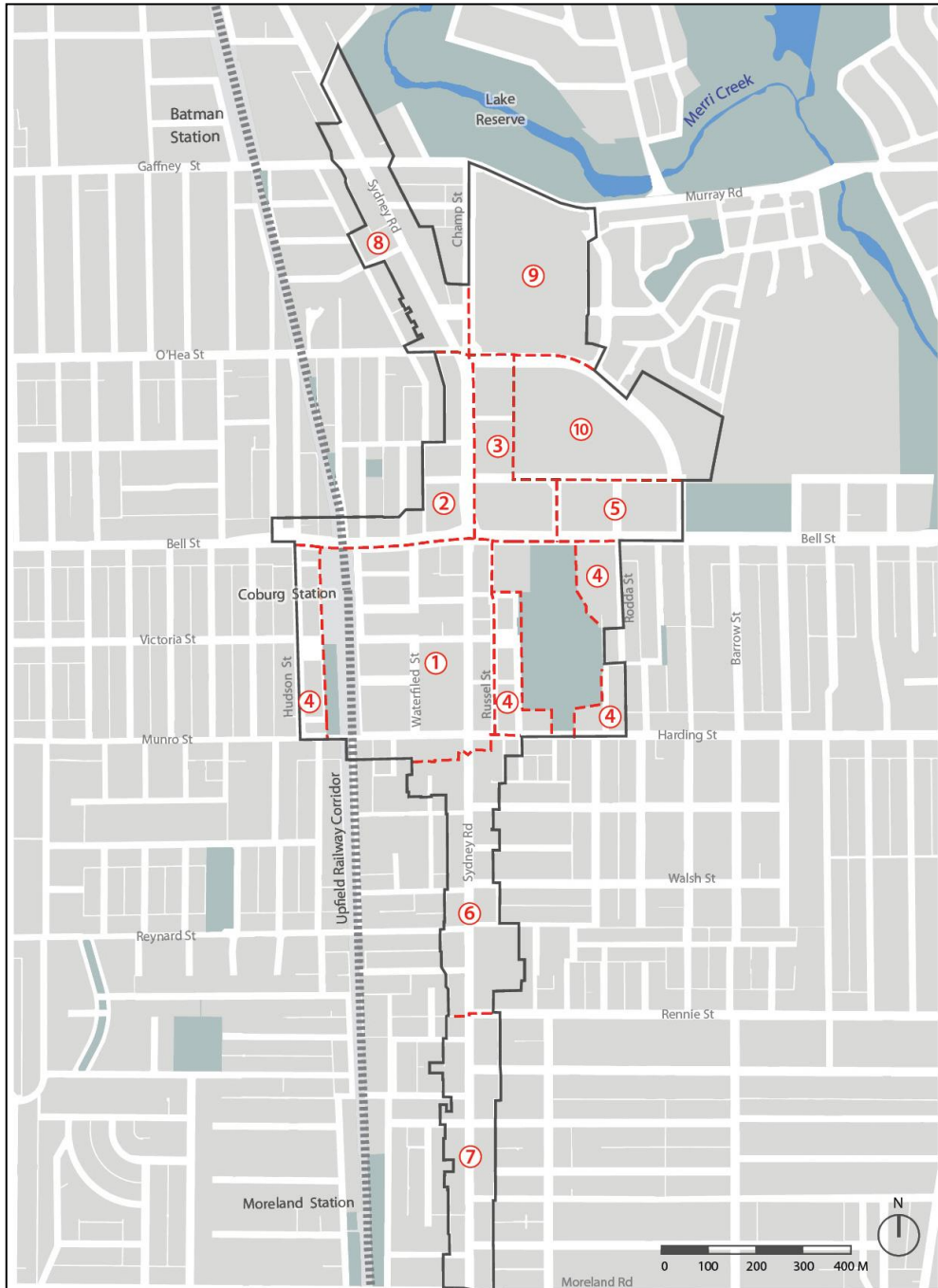


Figure 4 - Coburg Activity Centre precincts

- | | |
|---|--|
| 1. Coburg Station and Sydney Road | 6. Sydney Road Southern Commercial Gateway |
| 2. Bell Street North | 7. Sydney Road – Moreland Road |
| 3. Church, Community and Facilities | 8. Sydney Road – Northern Commercial Gateway |
| 4. Hudson Street, Russell Street and Environs | 9. Pentridge Coburg |
| 5. Civic and Community | 10. Pentridge Village |

6. COBURG ACTIVITY CENTRE

6.1 General objectives for Coburg Activity Centre

- To develop the Coburg Principal Activity Centre into a vibrant and diverse pedestrian oriented higher density mixed use centre.
- For the Activity Centre to function as the prime shopping, living, employment and activity precinct in Moreland.
- To encourage environmentally sustainable development outcomes in the design, construction and operation of the urban form, buildings and places.
- To achieve a high quality of public realm throughout the centre.
- To develop Precincts 9 and 10 in accordance with the *Pentridge Coburg Masterplan February 2014* and *Pentridge Village Design Guidelines and Masterplan 2009*.

Coburg Activity Centre Framework Plan

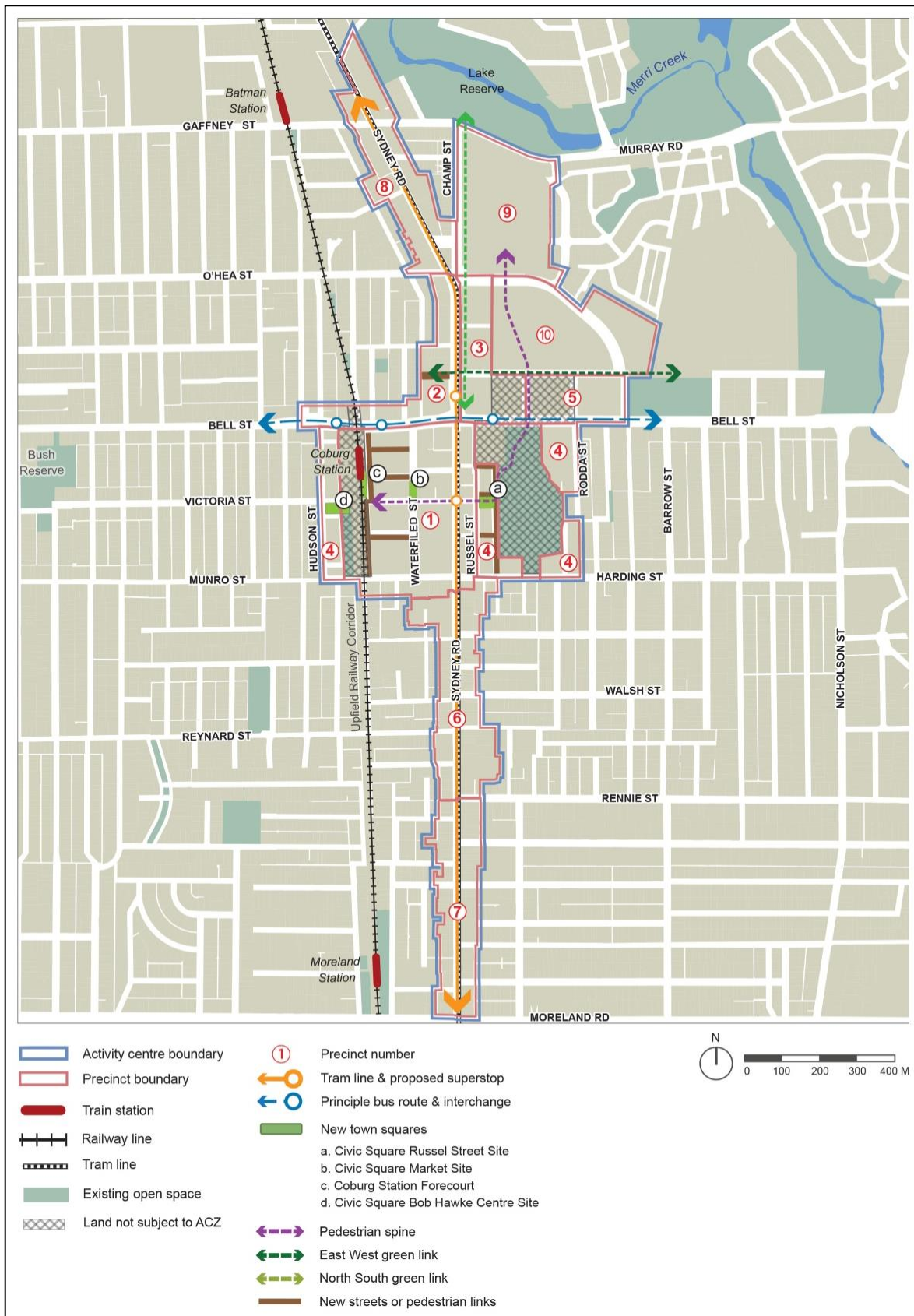


Figure 5 - Coburg Activity Centre Framework Plan

6.2 Objectives - Land Use

- 6.2.1 To develop the core of the Activity Centre (Precincts 1, 2, 3, 4) as the focus for retail, office, civic and entertainment uses, with restricted retail and neighbourhood scale retail uses outside the core.
- 6.2.2 To reinforce Precinct 5: Civic and Community as a local government and institutional hub providing complementary services to the Activity Centre.
- 6.2.3 To develop Precincts 9: Pentridge Coburg and Precinct 10: Pentridge Village as mixed-use and tourism-focused precincts that complement the core retail function of Precincts 1, 2, 3, 4, Coburg Station and Sydney Road.
- 6.2.4 To encourage commercial and other employment generating uses in Precincts 6, 7, 8 which complement the core of the Activity Centre, with residential and office uses above ground floor provided the retail uses do not impact on the viability of employment generating uses in the core of the Activity Centre.
- 6.2.5 To encourage and facilitate the provision of affordable housing choices for people in the lowest 40% of income groups.
- 6.2.6 To redevelop land, including existing open lot car park sites with integrated mixed use developments.

6.3 Strategies – Land Use

- 6.3.1 Develop a precinct-based Land Use Table for an Activity Centre Zone to implement the strategic land use framework in the Moreland Planning Scheme, having regard for appropriate land use terms and land use hierarchy in accordance with Clauses 74 and 75.

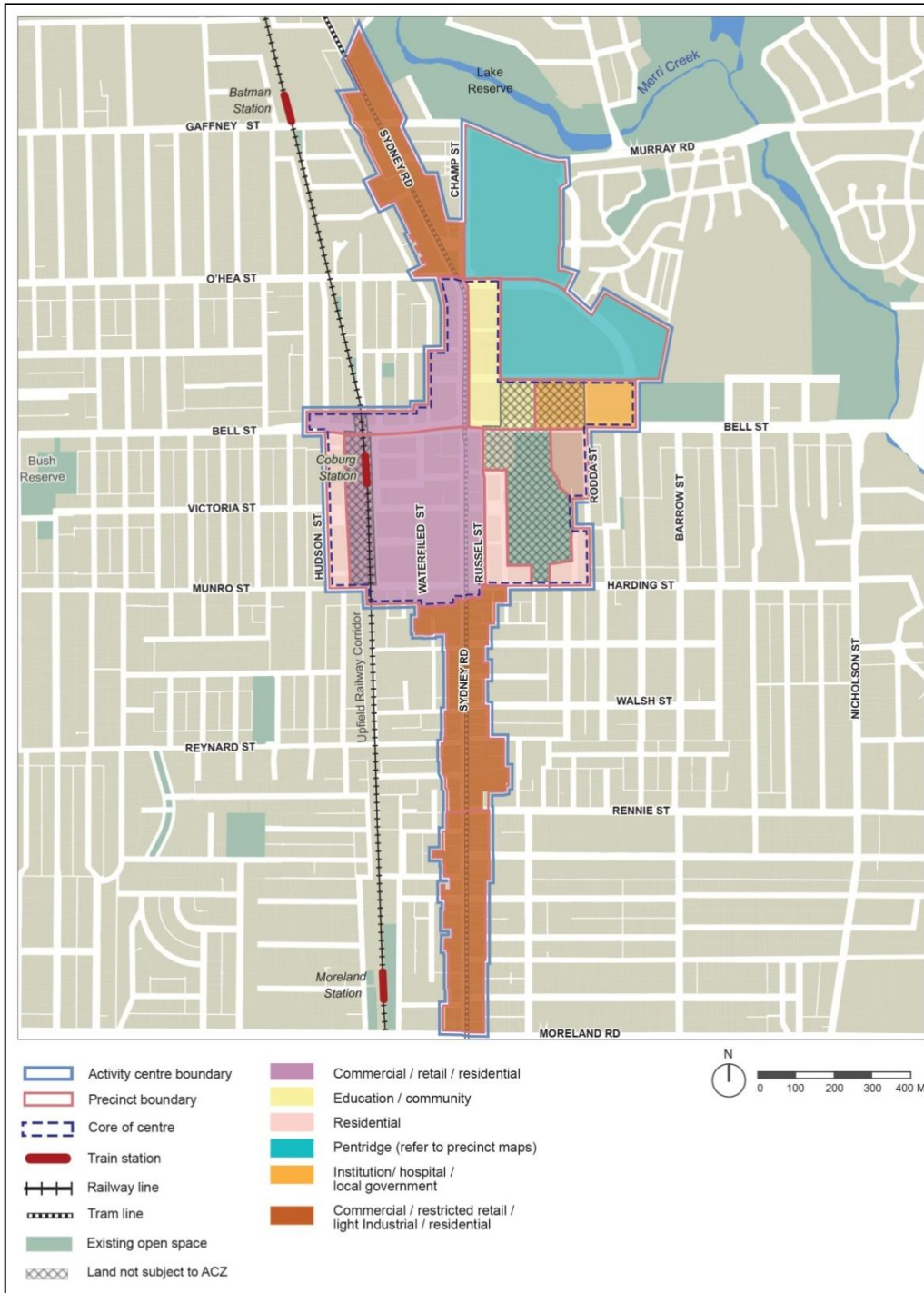


Figure 6 - Land Use Framework Plan

6.4 Objectives - Built Form

- 6.4.1 To redevelop central Coburg as a mid-rise centre, with lower built form at interfaces with the established suburban hinterland.
- 1.4.2 To ensure buildings enhance public spaces, provide high quality internal environments, limit off-site impacts and provide open space and landscaping (both communal and private).
- 1.4.3 To create streetscapes that feature defined street edges and visually prominent corners.

- 1.4.4 To avoid tiered 'wedding cake' built form outcomes.
- 1.4.5 To ensure retail frontages abutting public space provide visual engagement with the public space.
- 1.4.6 To ensure that development:
 - i. fosters passive surveillance of public spaces, particularly at ground and first floor;
 - ii. provides visual interest and design articulation at ground and upper levels;
 - iii. facilitates visual interaction between people on streets and users of the building at ground level.
- 1.4.7 To ensure built form creates and enhances visual and physical links to new and existing adjoining streets, public transport and community facilities.
- 1.4.8 To ensure development responds to the character of significant heritage buildings.
- 1.4.9 To retain and activate heritage buildings and to complement the retained existing fabric with contemporary architecture.
- 1.4.10 To create a pedestrian oriented environment that provides an attractive and safe system of streets, laneways and other public spaces.
- 1.4.11 To ensure new development considers future grade separation of the Upfield Railway Line and Coburg Train Station at design development stage.
- 1.4.12 To encourage provision of housing that is visitable and adaptable to meet the needs of different life stages of the population and sectors of the community.
- 1.4.13 To maximise solar access to public spaces and key pedestrian links and spines, relative to the role and function of the space.
- 1.4.14 To ensure all buildings are designed to meet best practice standards for Environmentally Sustainable Design (ESD)¹.
- 1.4.15 To ensure a high quality of internal amenity in new buildings in terms of access to daylight and natural ventilation.
- 1.4.16 To provide an appropriate level of acoustic protection for occupants of new and existing development.
- 1.4.17 To protect the amenity of residential dwellings adjoining the centre, including from the impacts of overshadowing and overlooking.

1.5 Strategies – Built Form

- 6.5.1 Determine preferred building heights, street wall heights and upper level setbacks in accordance with the Coburg Principal Activity Centre Built Form Rationale and Building Envelopes (Appendix C).

¹ For the purposes of this plan, ESD best practice is:

'A combination of commercially proven techniques, methodologies and systems, appropriate to the scale of development and site specific opportunities and constraints, which are demonstrated and locally available and have already led to optimum ESD outcomes. Best practice in the built environment encompasses the full life of the build.'

- 1.5.2 Ensure an appropriate level of acoustic protection for both the occupants of new and existing development through building design and construction methods.
- 1.5.3 Encourage provision of visitable and adaptable housing in accordance with the requirements of AS4299.

6.6 Public Realm

The Public Realm is all the publicly owned space, between built structures, to which people have access. It includes roads and footpaths, laneways, malls and public squares, parks and gardens, playing fields, ovals and other open space.

The Public Realm system shares a number of similarities with the other systems. There is a strong link with the Access and Movement system, including footpaths, shared zones and interfaces with public transport. Water in the Public Realm also needs to be acknowledged, including water sensitive urban design and landscaping. Another relationship is with waste and how infrastructure to reduce, capture and remove waste will be dealt with in the Public Realm. Meeting the challenges will require projects that integrate with other systems to achieve the principle objective of a *high quality Public Realm*.

Objectives

- 6.6.1 To provide a diverse range of high quality open space types that supports the activities of the centre and are within 200m of all dwellings in the centre.
- 6.6.2 To design public spaces in a way that encourages informal leisure, social interaction and a sense of community.
- 6.6.3 To provide public spaces that are abundant in plant life, through their high quality landscaping and tree planting in accordance with the street landscape guidelines.
- 6.6.4 To ensure Public Realm design and service provision decisions are inclusive of all population groups, including people with physical or intellectual disabilities.
- 6.6.5 To support economic growth and after-hours activity in the centre.
- 6.6.6 To enhance and reinforce the character of the Sydney Road corridor.
- 6.6.7 To support sustainable transport outcomes by linking the open space network with an attractive pedestrian spine of thoroughfares, widened footpaths, shade and resting places.
- 6.6.8 To minimise the negative impact of cars on the public realm, through provision of off-street parking at the edges of the centre, minimising the need for cars to travel within the centre and allowing storage of cars to occur out of sight.
- 6.6.9 To ensure the interface between public transport nodes and the Public Realm is accessible, well designed and encouraging of sustainable transport options.
- 6.6.10 To express and celebrate our diverse cultural heritage and identity, incorporating public art within public and private development.
- 6.6.11 To practice the principles of water sensitive urban design in the streetscape and landscape.

- 6.6.12 To ensure private developments contribute to the safety, visual interest and vitality of the public spaces, through appropriate interface design and landscaping.
- 6.6.13 To ensure signage is co-ordinated, well designed with respect to the character of buildings and public spaces and visually uncluttered.

Strategies

- 6.6.14 Ensure that streets throughout the centre are designed and maintained in accordance with the *Coburg Streetscape Masterplan*.
- 6.6.15 Create the following new public spaces:
 - I. **Civic Square Market Site** – the main meeting and gathering place in central Coburg for the community. This square will be flanked by the Library and Cultural Centre on the east and the Market on the west, making it the heart and hub of activity in Coburg and fostering a sense of community. The square will be designed and constructed with high quality finishes and interfaces to the surrounds.
 - II. **Civic Square Russell Street Site** - a community gathering point to the east of Sydney Road, operating as a priority link between an **extended Victoria Mall** across Sydney Road and City Oval, the Leisure Centre and new residential development in that precinct. The square will be a high grade public space and aims to provide an interface with adjacent development and stimulate economic growth in that area.
 - III. **Civic Square Bob Hawke Centre Site** - located on a primary east-west route connecting the residential hinterland to the activity centre. It will create an urban park serving both new and existing residents, businesses and visitors, enhance the connection between the pedestrian railway underpass and Hudson Street, and will include a children's playground.
- 6.6.16 Create a Coburg Station Forecourt to create an address for the Station and to further develop rail transport as an attractive and accessible option.
- 6.6.17 Create a new public circulation space at the intersection of Sydney Road and Champ Street, to link the pedestrian piazza entry and the enhanced tram stop at Sydney Road
- 6.6.18 Create open community access to City Oval and improve integration with Bridges Reserve to the north and Harding Reserve to the south.

6.7 CIRCULATION, TRANSPORT AND PARKING

The Access and Movement System shares a number of parallels with the Public Realm System. There is critical interplay between the way the transport infrastructure connects with and activates the public realm and built form of the centre.

Creating a vibrant, transport-oriented neighbourhood requires a pedestrian realm that maximises pedestrian access for local trips, using a network that links buildings, public transport and public spaces. The pedestrian realm consists of footpaths, pedestrian crossings, dedicated paths, green spaces and public squares.

Objectives

- 6.7.1 To create an access and movement hierarchy that prioritises emergency vehicles, pedestrians, cyclists, public transport, delivery vehicles and private vehicles, in that order.
- 6.7.2 To provide a wide range of transport alternatives, with priority given to sustainable transport modes, particularly walking, that enables residents, workers and visitors to easily and safely access the centre and undertake a range of visits on their visit.
- 6.7.3 To create a legible centre, comprising an easily navigated network of laneways, streets and public spaces that are publicly accessible at all times.
- 6.7.4 To ensure the transport and movement networks of Central Coburg are integrated, equitable, efficient and sustainable.
- 6.7.5 To work with public transport service providers to renew and upgrade their infrastructure, including the development of the public transport interchange.
- 6.7.6 To facilitate the flow of private vehicle traffic around the centre rather than through the centre.
- 6.7.7 To minimise user conflict between routes of pedestrians and other modes of transport.
- 6.7.8 To reduce traffic speeds in the shopping centre areas along Bell Street and Sydney Road, while ensuring through traffic on Bell Street (a principal transport route) is moved through efficiently and safely.
- 6.7.9 To improve links to Open Space within the centre and to the surrounding parklands (particularly Coburg Lake and Merri Creek) through the creation of a pedestrian spine and bicycle links.
- 6.7.10 To improve circulation throughout the centre by creating new streets and public links.
- 6.7.11 To reduce demand for car parking.
- 6.7.12 To increase the attractiveness of walking and cycling as mode of transport to/from and within the centre through enhancing the user experience.
- 6.7.13 To facilitate flexible use of car parking spaces, particularly after normal business hours and on weekends.
- 6.7.14 To provide attractive thoroughfares, widened footpaths, shade and resting places, in accordance with the street landscape guidelines.

Strategies

- 6.7.15 Ensure street are constructed or improved consistent with the adopted Coburg Streetscape Masterplan.
- 6.7.16 Prioritise pedestrians, bicycles and trams ahead of motor vehicles on Sydney Road.
- 6.7.17 Widen and improve the existing pedestrian railway underpass to provide better pedestrian access from west of the railway line to the town centre.
- 6.7.18 Determine the infrastructure requirements for a bus interchange in Bell Street.
- 6.7.19 Create a tram 'Super Stop' on Sydney Road at Victoria Street Mall.
- 6.7.20 Improve pedestrian pathways to create unhindered access between the centre and Bridges Reserve/City Oval.
- 6.7.21 Create a pedestrian spine from Precinct 1 (core of the Centre) to Precincts 9 and 10 (Pentridge) via Bridges Reserve.
- 6.7.22 Create a north-south green pedestrian link from the core of the Centre to Coburg Lake Reserve.
- 6.7.23 Create an east-west green pedestrian link from the core of the centre to McDonald Reserve and Merri Creek Regional Linear Park.
- 6.7.24 Design a street network on the principle of balancing optimal access and movement to/from and throughout the centre with creating high quality spaces.
- 6.7.25 Determine the access, traffic flow and connection requirements for the road network, in and around the activity centre.
- 6.7.26 To provide adequate end-of-trip bicycle facilities.
- 6.7.27 To provide adequate bicycle parking, considered to be at least one bike park per bedroom.
- 6.7.28 Develop a parking strategy to determine the quantum and best locations for car parking in the centre.
- 6.7.29 Locate secure car parking in basements. If located at or above ground, conceal car parking from street view – 'sleeve' - via occupied tenancies.
- 6.7.30 Apply the lower Column B car parking rates in accordance with Clause 45.09 of the Moreland Planning Scheme.
- 6.7.31 Consider reducing car parking requirements for individual developments under Clause 52.06 having regard to the accessibility of public transport, the provision of on-site bicycle facilities and the availability of car share schemes.

6.8 OPEN SPACE AND LANDSCAPING

Objectives

- 6.8.1 To increase and improve landscaping throughout the Activity Centre.

- 6.8.2 To create tree lined streets and boulevards with high quality and appropriate long-term planting.
- 6.8.3 To utilise landscaping to improve stormwater quality, reduce the urban heat island effect and improve microclimatic conditions and contribute to biodiversity.
- 6.8.4 To encourage innovative landscaping techniques as part of new development including vertical green walls, balcony planting and roof top gardens.
- 6.8.5 To incorporate landscaping during early planning and design stages of development.

Strategies

- 6.8.6 Implement the Coburg Streetscape Master Plan.

6.9 ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT

Objectives

- 6.9.1 Ensure buildings achieve best practice environmentally sustainable design.

Strategies

- 6.9.2 Implement Moreland's local planning policy for Environmentally Sustainable Development at Clause 22.08 and part and 4.4 of Schedule 1 to the Activity Centre Zone in the Moreland Planning Scheme, in:
 - I. Liaising and negotiating with applicants at pre-application stage for planning permits.
 - II. Assessing and determining planning permit applications for developments in the centre.

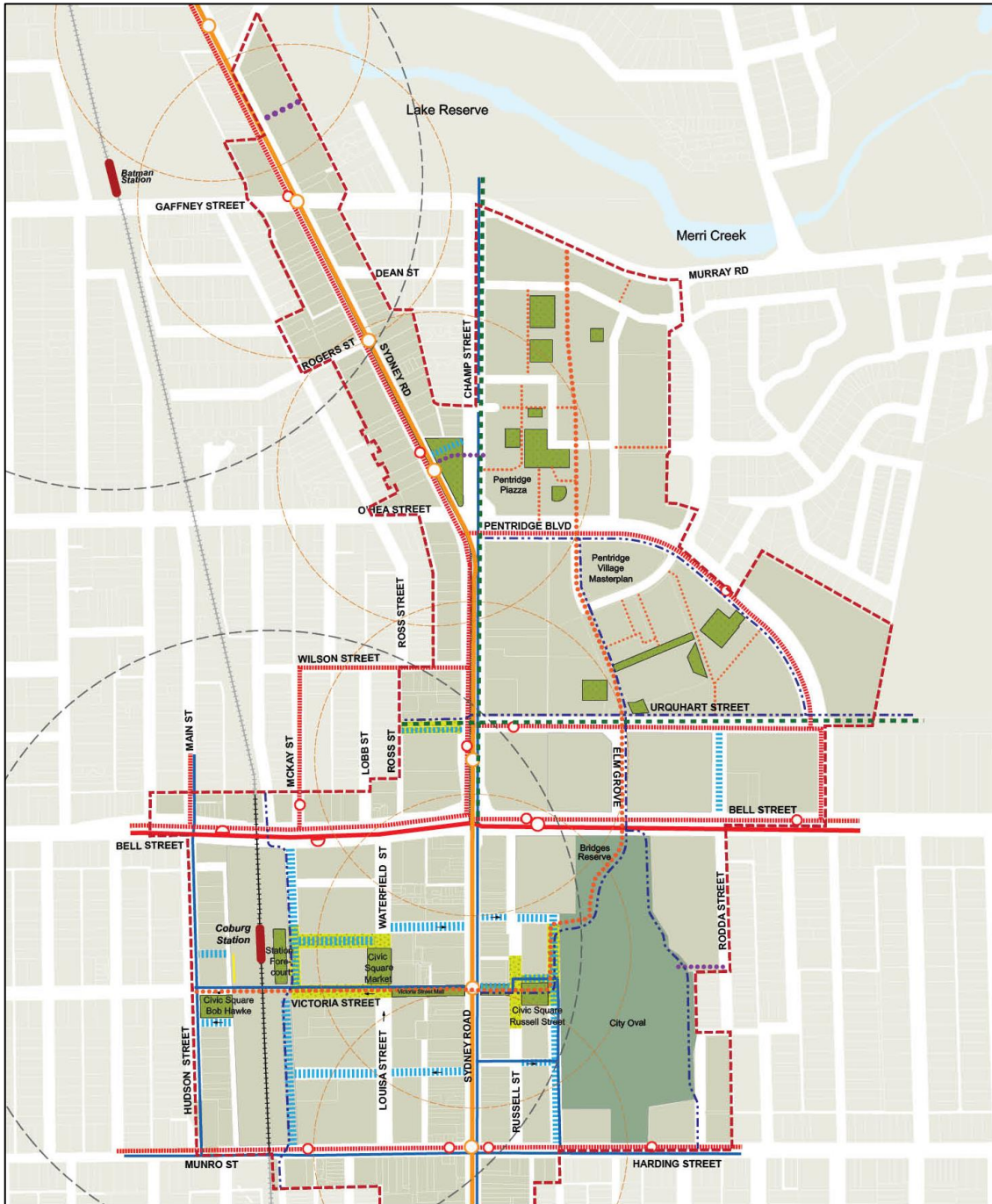
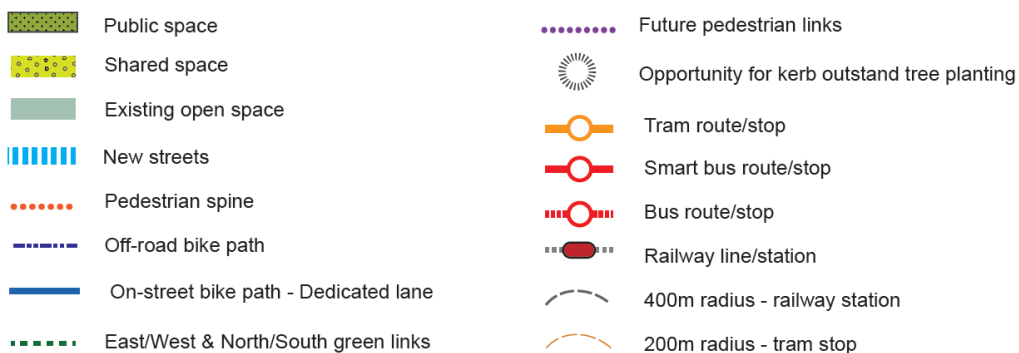


Figure 7 - Public Realm Map 1 of 2



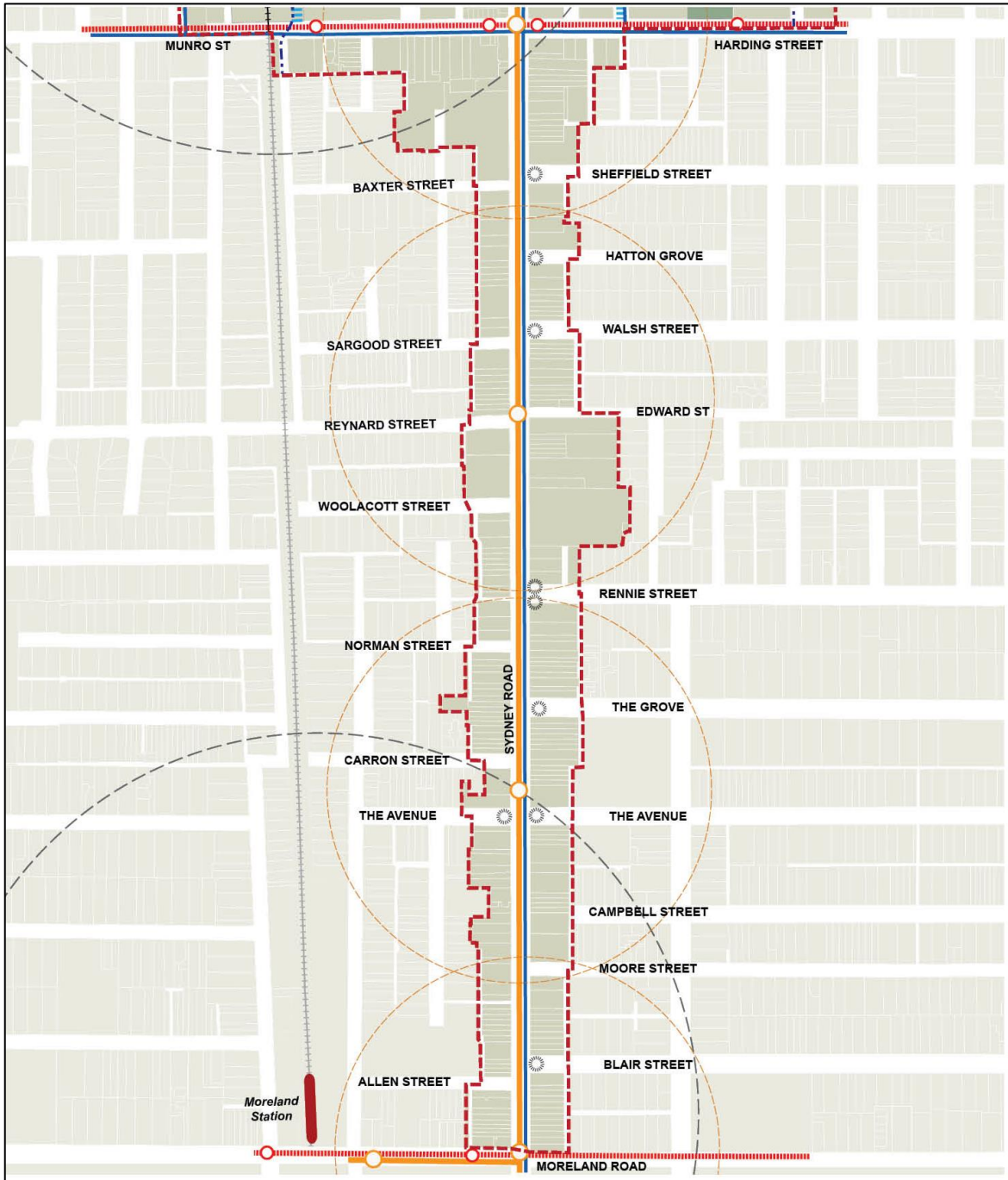















Figure 8 - Public Realm Map 2 of 2

	Public space		Future pedestrian links
	Shared space		Opportunity for kerb outstand tree planting
	Existing open space		Tram route/stop
	New streets		Smart bus route/stop
	Pedestrian spine		Bus route/stop
	Off-road bike path		Railway line/station
	On-street bike path - Dedicated lane		400m radius - railway station
	East/West & North/South green links		200m radius - tram stop

7. PRECINCT PROVISIONS

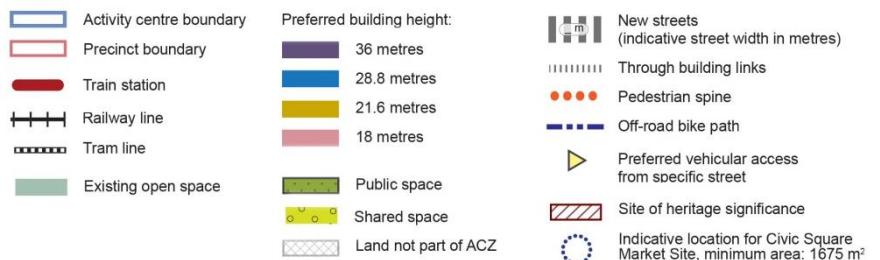
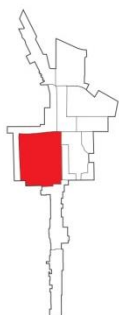
7.1 Precinct 1: Coburg Station and Sydney Road

Key Locations: Victoria Street Mall, Coburg Library, Coburg Uniting Church, Coburg Station, Louisa and Waterfield Streets

Precinct map



Precinct 1



Precinct 1 objectives

- 7.1.1. To establish Precinct 1 as the primary location in the Activity Centre for office, retail and entertainment uses that support an 18 hour economy and provide for daily and weekly shopping needs.
- 7.1.2. To encourage retail uses to locate at ground floor, with entertainment, office, community and residential uses above.
- 7.1.3. To maintain existing retail anchors (e.g. supermarkets, Coburg Market) and encourage new anchors to locate within the precinct (e.g. discount department store, cinema).
- 7.1.4. To enhance the presence of community facilities, including the redevelopment of the library as an information and learning hub.
- 7.1.5. To develop a corridor of up to 8-10 storey buildings along Bell Street, creating a sense of a built form entrance to the Activity Centre.
- 7.1.6. To enhance and reinforce the character of the Sydney Road corridor (predominantly individual shop fronts of 2-3 storey Victorian-era scale) by establishing strong street wall forms and setbacks to upper levels.
- 7.1.7. To establish the Civic Square Market Site as the main meeting and gathering place for the community.
- 7.1.8. To ensure built form emphasises the importance of the Victoria Street Mall and pedestrian spine as the key east west pedestrian link.
- 7.1.9. To acknowledge Coburg Station as a key gateway and an attractive entrance to the Activity Centre for train patrons.

Precinct 1 strategies

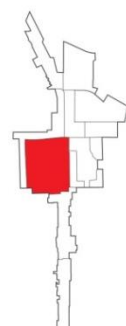
- 7.1.10. Avoid “half” basement car parks that project above ground level and diminish opportunities for street level activity or pedestrian access into buildings.
- 7.1.11. Redevelop existing open lot car park sites with integrated mixed use developments and community gathering places.
- 7.1.12. Locate retail and hospitality uses (e.g. cafes, restaurants, bars) adjacent to public squares.
- 7.1.13. Encourage all retail space with abuttal to public squares and spaces to provide active frontages and engagement with those spaces.
- 7.1.14. Retain and enhance the existing east/west pedestrian links from Sydney Road, and encourage new links by the introduction of arcades or malls if sites are redeveloped.
- 7.1.15. Integrate new public links into the design of new development.

- 7.1.16. Avoid vehicle access to private property where an alternative frontage is available for vehicle access on Victoria Street, Waterfield Street, Louisa Street, Sydney Road, Bell Street, Harding Street and Munro Street
- 7.1.17. Establish the landscaped station forecourt as an important gateway and connection to the Activity Centre through the redevelopment of the Waterfield Street carpark and supermarket (Coles) adjacent to the Station.

Precinct 1 requirements



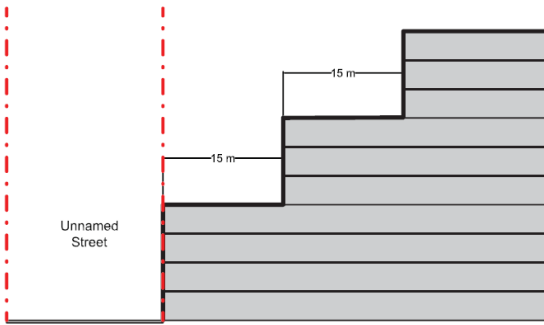
Precinct 1



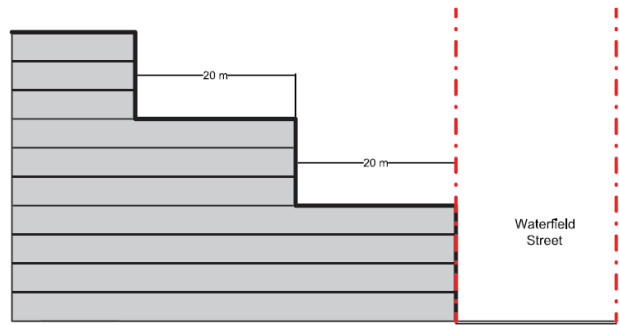
- Activity centre boundary
- Precinct boundary
- Train station
- Railway line
- Tram line
- Existing open space
- Public space

- Streetwall height:
- 7.5 metres
 - 11 metres
 - 14.5 metres
 - Interface with adjoining residential zone

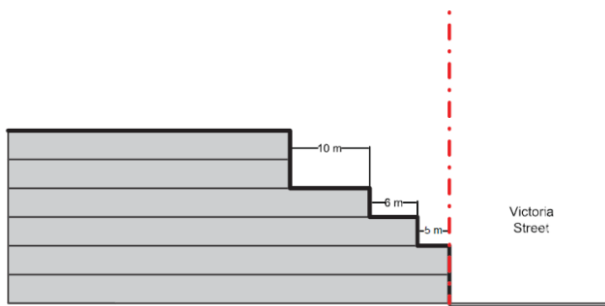
- Upper level setback:
- 3 metres
 - 5 metres
 - 7 metres
 - 10 metres
 - 15 metres
 - 20 metres



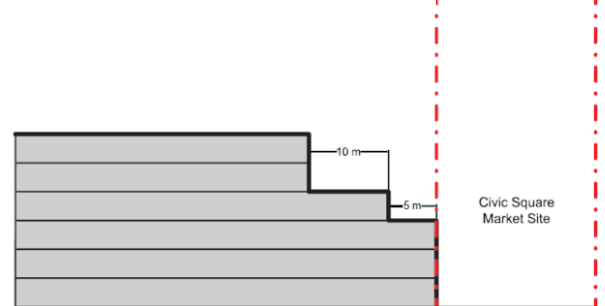
Section A



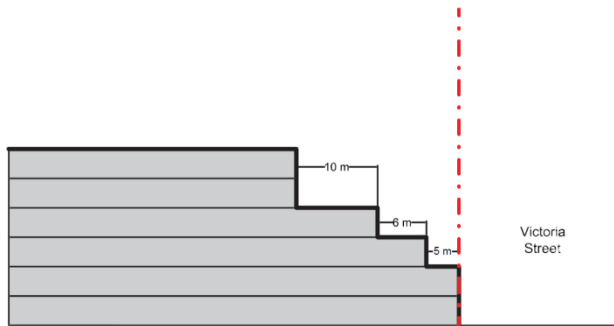
Section B



Section C



Section D

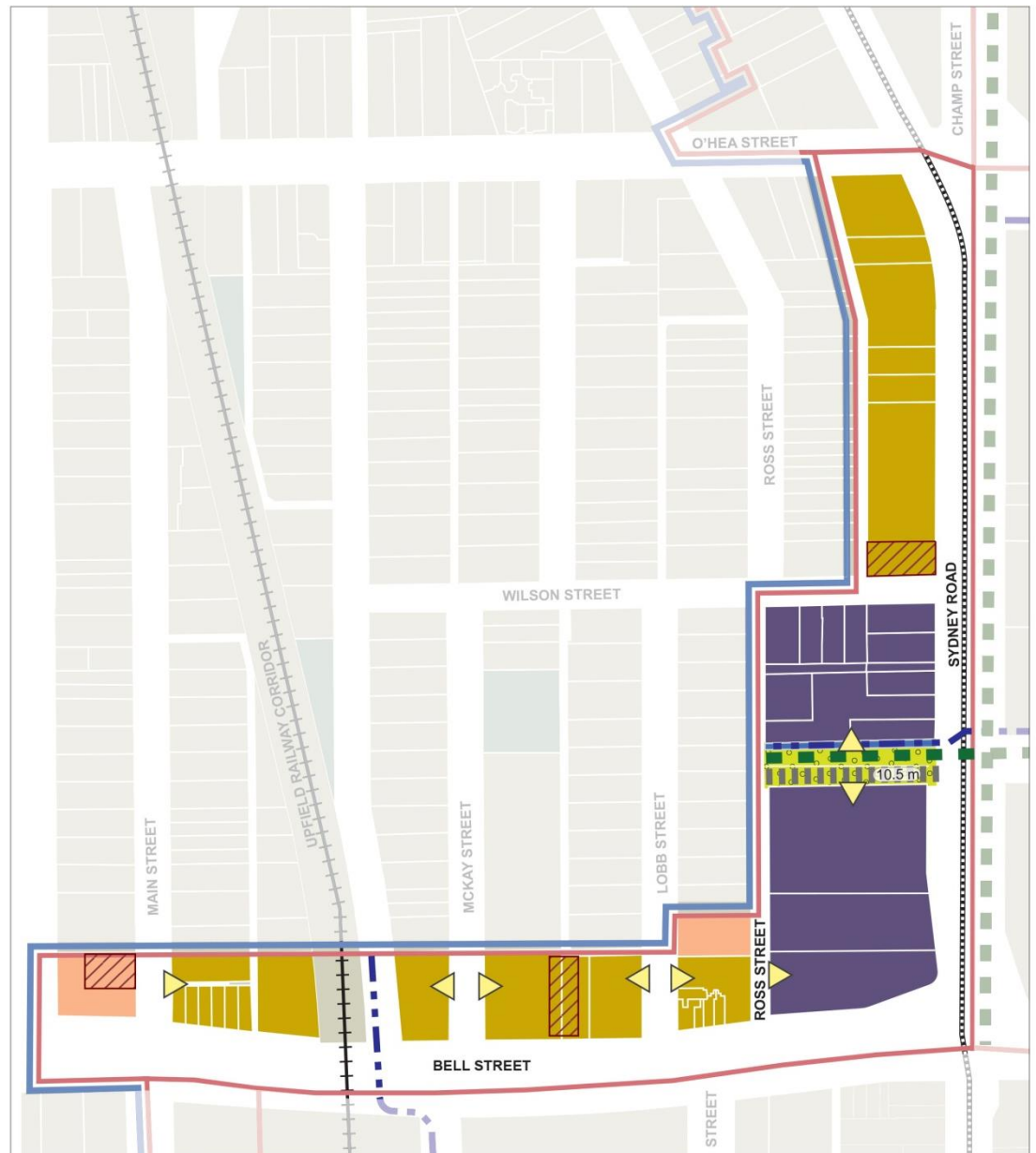


Section E

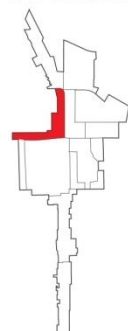
7.2 Precinct 2: Bell Street North

Key locations: Upfield train line, Coburg Station, Old Coburg Police Station.

Precinct 2 map



Precinct 2



- Activity centre boundary
- Precinct boundary
- Train station
- Railway line
- Tram line
- Existing open space

Preferred building height:

- 36 metres
- 21.6 metres
- 14.4 metres

- Shared space

- Land not part of ACZ

- New streets
(indicative street width in metres)

- Off-road bike path
- East/West & North/South green links
- Preferred vehicular access from specific street
- Site of heritage significance



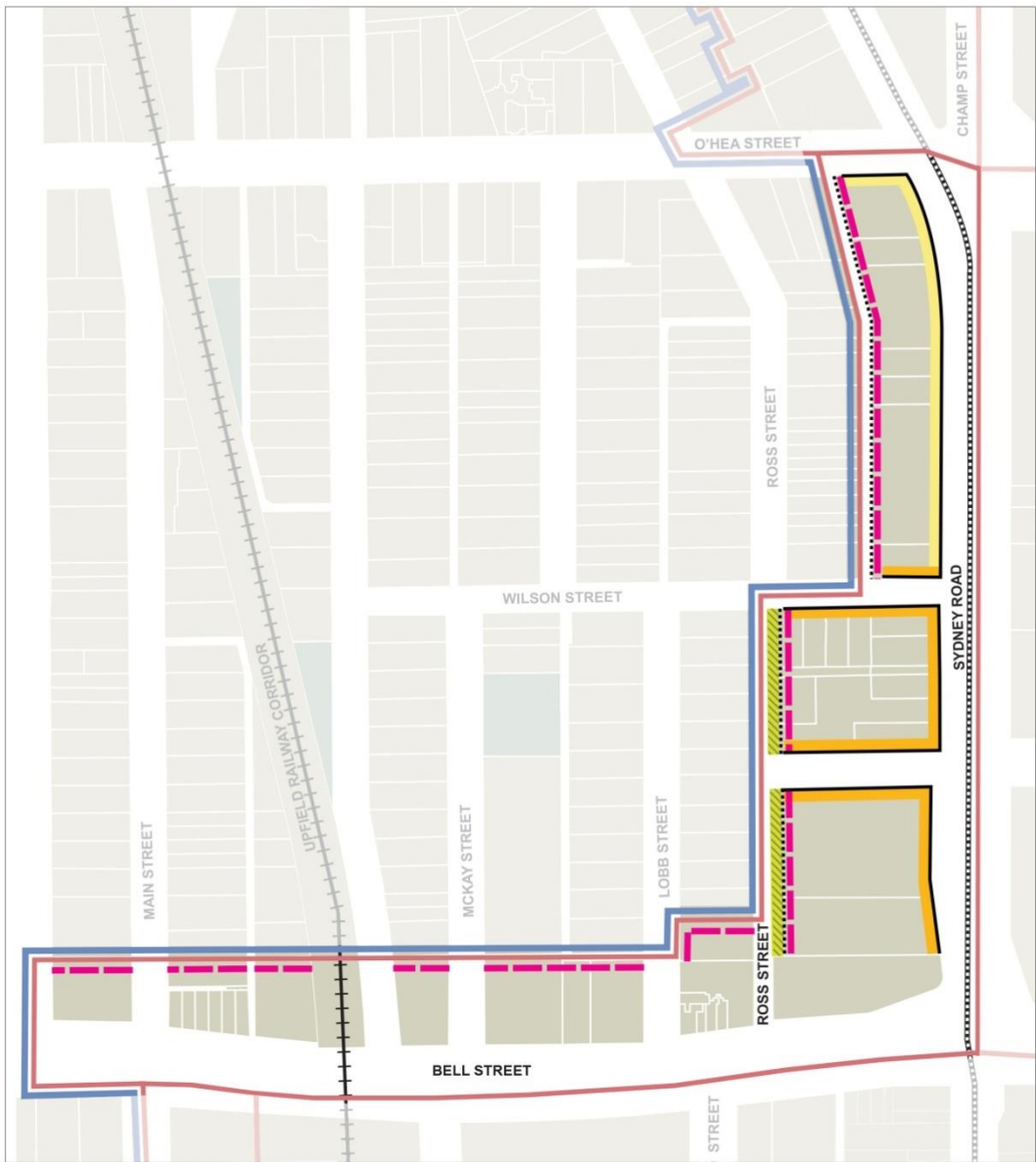
Precinct 2 objectives

- 7.2.1 To establish as the preferred location for retailing that is 'destination' or single purpose trip in nature, utilising the main road exposure of Bell Street and Sydney Road.
- 7.2.2 To encourage a range of commercial uses that complement the adjacent Activity Centre core, including medical centres, business services, offices and restricted retail uses with residential at upper levels.
- 7.2.3 To improve permeability and safety for pedestrians and cyclists at designated locations.
- 7.2.4 To ensure development contributes to the improvement of the streetscape, pedestrian environment and safety of Ross Street.
- 7.2.5 To create a corridor of 8-10 storey buildings along Bell Street, creating a sense of a mid-rise Activity Centre.
- 7.2.6 To protect the amenity of residential uses in the adjoining residential zone.

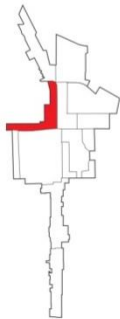
Precinct 2 strategies

- 7.2.7 Locate showroom and office uses at ground floor, with office and residential uses above.
- 7.2.8 The design and siting of any development within the precinct should make provision for the following:
 - I. Vehicle access and pedestrian and bicycle permeability south of Wilson Street. Two way access from Sydney Road through to Ross Street is not required.
 - II. A 3 metre ground level setback of buildings abutting Ross Street to provide for landscaping to enhance the quality of that streetscape.
- 7.2.9 Provide public pedestrian links on sites larger than 5000 square metres to create a more permeable pedestrian environment.
- 7.2.10 Avoid vehicle access from Bell Street and Sydney Road where an alternative frontage is available for vehicle access.
- 7.2.11 In Ross Street, vehicle ingress and egress, loading facilities and building services should be designed to ensure good quality pedestrian amenity in the street and limit potential conflicts between vehicle movements and pedestrian activity.

7.2.12 Precinct 2 requirements



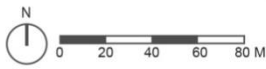
Precinct 2



- Activity centre boundary
- Precinct boundary
- Train station
- Railway line
- Tram line
- Existing open space

- Streetwall height:
- 7.5 metres
 - 14.5 metres
- Upper level setback:
- 3 metres
 - 5 metres

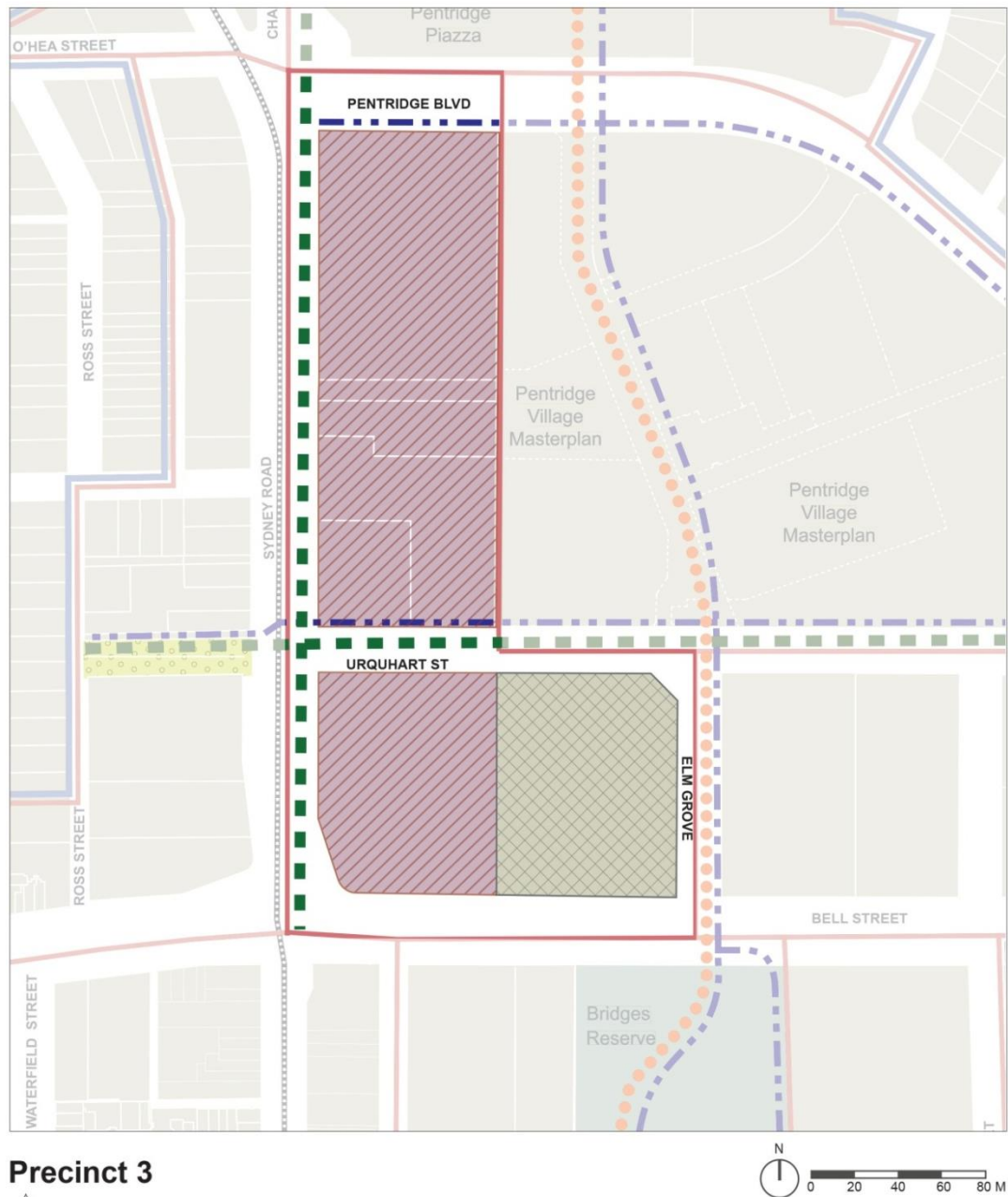
- Landscape setback of 3 metres
- Interface with adjoining residential zone



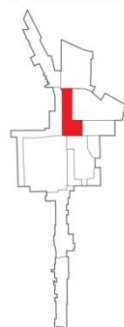
7.3 Precinct 3: Church, Community and Education

Key locations: Peppertree Place, Coburg Primry School, Kildonan Uniting Church.

Precinct 3 map



Precinct 3



- | | |
|--------------------------|--|
| Activity centre boundary | Height preference based on use, heritage and landscaping character |
| Precinct boundary | Land not part of ACZ |
| Train station | Off-road bike path |
| Railway line | East/West & North/South green links |
| Tram line | Site of heritage significance |
| Existing open space | |

Precinct 3 objectives

- 7.3.1. To encourage and maintain place of worship, civic, community and education uses.
- 7.3.2. To maintain and enhance the historical pattern of free-standing buildings in open, landscaped grounds.

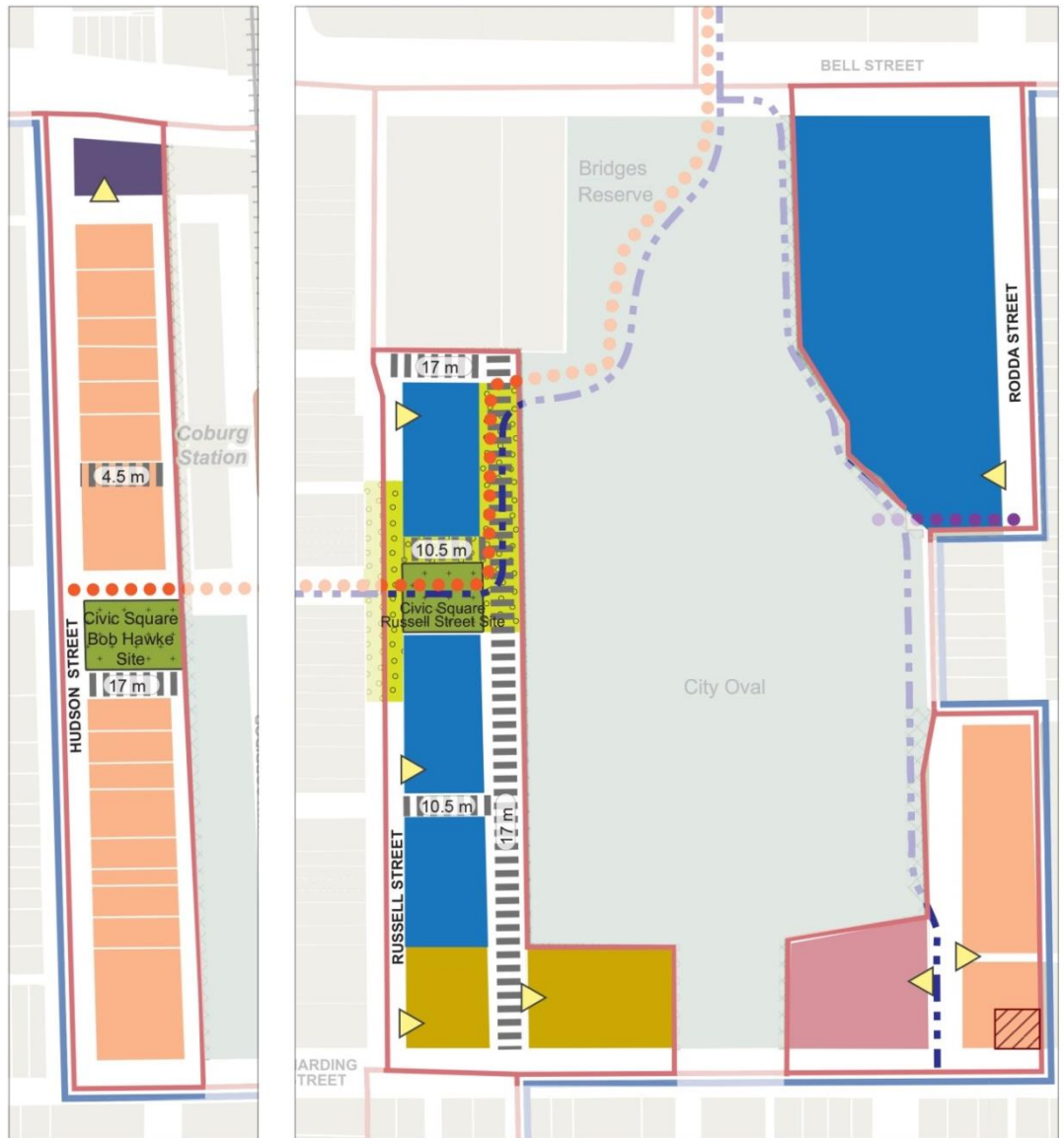
Precinct 3 strategies

- 7.3.3. Avoid vehicle access from Sydney Road where an alternative frontage is available for vehicle access.
- 7.3.4. The height and form of development should be appropriate to the existing use, heritage, and landscape character of the precinct and in keeping with the pattern of free-standing buildings and open landscaped grounds.
- 7.3.5. Uses should contribute to the community and education role of the precinct.

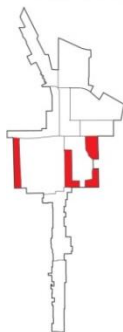
7.4 Precinct 4: Hudson Street, Russell Street and Environs

Key locations: City Oval, Bridge Reserve, Coburg Leisure Centre, Coburg Lions Football Club, West Coburg Football Club, Coburg Cricket Club, Bob Hawke Centre

Precinct map



Precinct 4



- Activity centre boundary
- Precinct boundary
- Train station
- Railway line
- Tram line
- Existing open space

- Preferred building height:
- 36 metres
 - 28.8 metres
 - 21.6 metres
 - 18 metres
 - 14.4 metres
 - Public space
 - Shared space

- Land not part of ACZ
- New streets (indicative street width in metres)
- Future pedestrian links
- Pedestrian spine
- Off-road bike path
- Preferred vehicular access from specific street
- Site of heritage significance



Precinct 4 objectives

- 7.4.1. To encourage residential uses, to accommodate a diversity of households and home occupation activity.
- 7.4.2. To allow retail and office uses that support residential activity.
- 7.4.3. To ensure development responds to the transitional nature of the precinct from large scale development closer to the core of the Activity Centre to the residential development adjoining the Activity Centre, particularly to the south and east.
- 7.4.4. To use streets and pedestrian paths to provide a clear separation between development sites and Bridges Reserve and City Oval.
- 7.4.5. To encourage passive surveillance and increase activity and safety around Bridges Reserve and City Oval.
- 7.4.6. To reinforce the existing east-west link between Bridges Reserve and Rodda Street.
- 7.4.7. To improve the amenity and safety of the existing pedestrian link around the eastern side of City Oval.
- 7.4.8. To redevelop existing open lot car park sites with integrated mixed use developments and a community gathering place.
- 7.4.9. To create a new north-south street, with central median to the west of the City Oval.
- 7.4.10. To encourage development close to the Leisure Centre to utilise opportunities for on-site low emission energy generation.

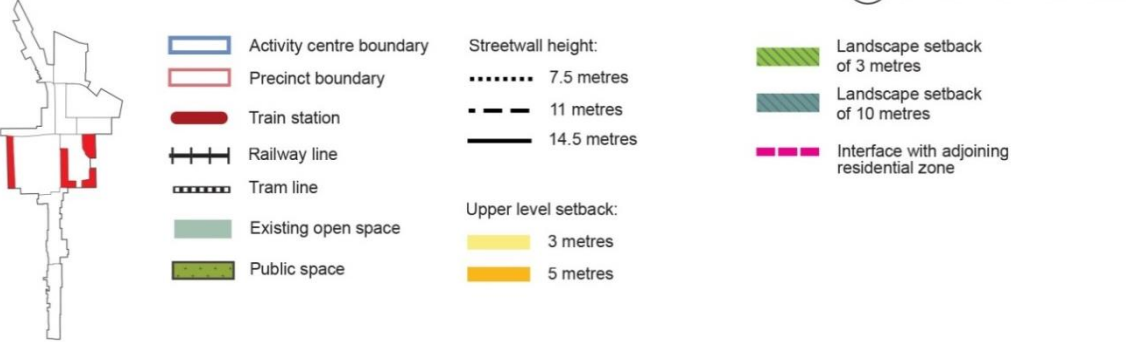
Precinct 4 strategies

- 7.4.11. Establish a built form transition of between 2-4 storeys to properties on the west side of Rodda Street.
- 7.4.12. Locate office and retail uses at ground floor that service the needs of residents.
- 7.4.13. Locate food and drink premises adjacent to public squares.
- 7.4.14. Fences oriented to Bridges Reserve and City Oval should be low and transparent.
- 7.4.15. Development should provide multiple building entries along frontages to Bridges Reserve and City Oval.
- 7.4.16. Establish the Civic Square Russell Street as a high grade public space extension of the Victoria Street Mall that provides a focal point for residents and workers on the eastern side of the Activity Centre.
- 7.4.17. Include a 4 metre central median on the new street adjacent to City Oval.

Precinct 4 requirements



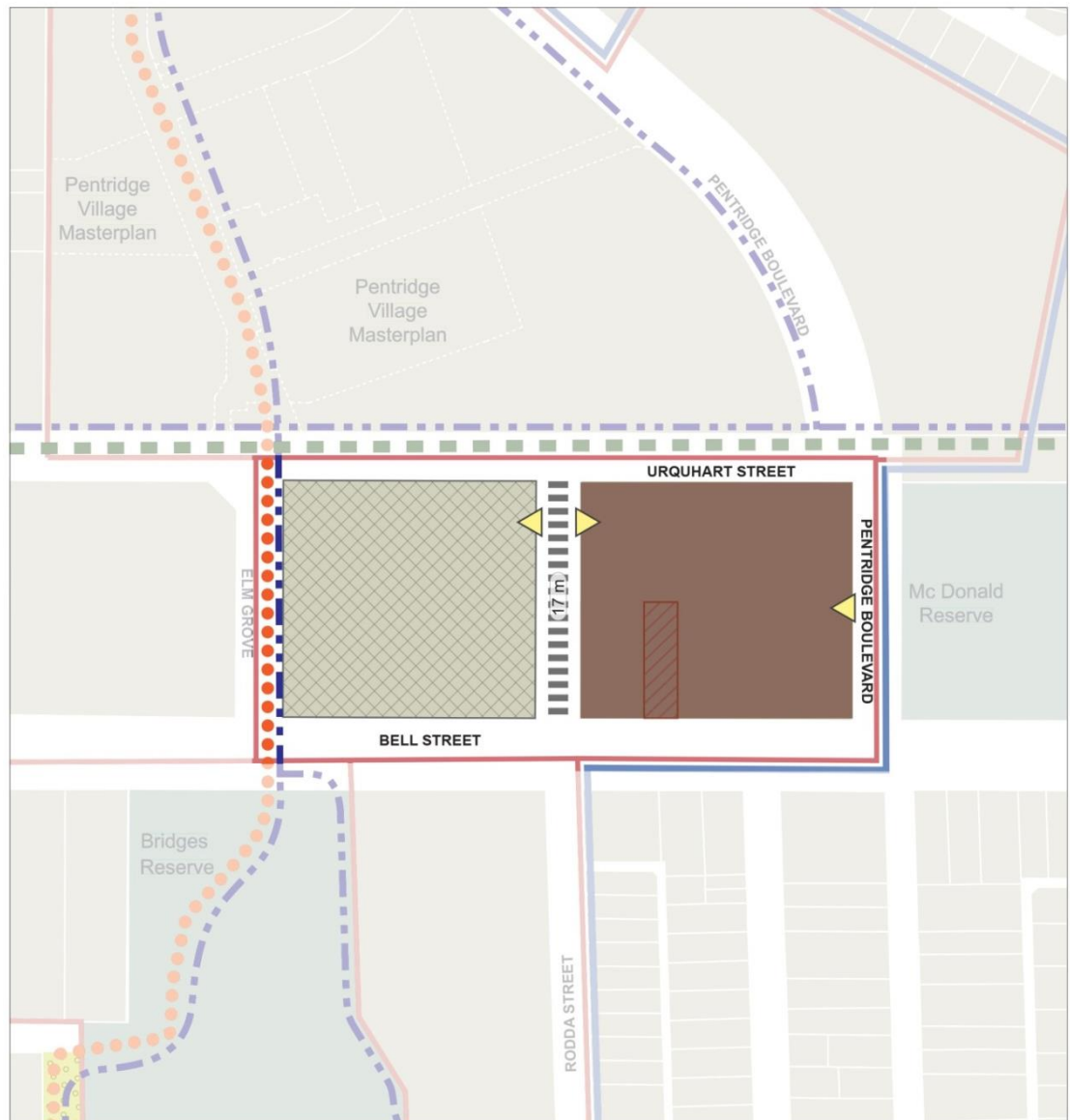
Precinct 4



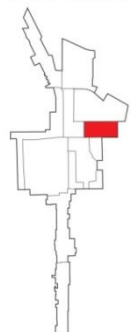
7.5 Precinct 5: Civic and Community

Key locations: Moreland City Council Municipal Offices, Coburg Town Hall, Urquhart Street and Pentridge Boulevard

Precinct map



Precinct 5



- Activity centre boundary
- Precinct boundary
- Train station
- Railway line
- Tram line
- Existing open space

Preferred building height:

38.6 metres

 New streets
(indicative street width in metres)

 Preferred vehicular access
from specific street

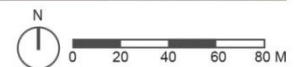
 Land not part of ACZ

●●● Pedestrian spine

Off-road bike path

East/West & North/South green links

Site of heritage significance



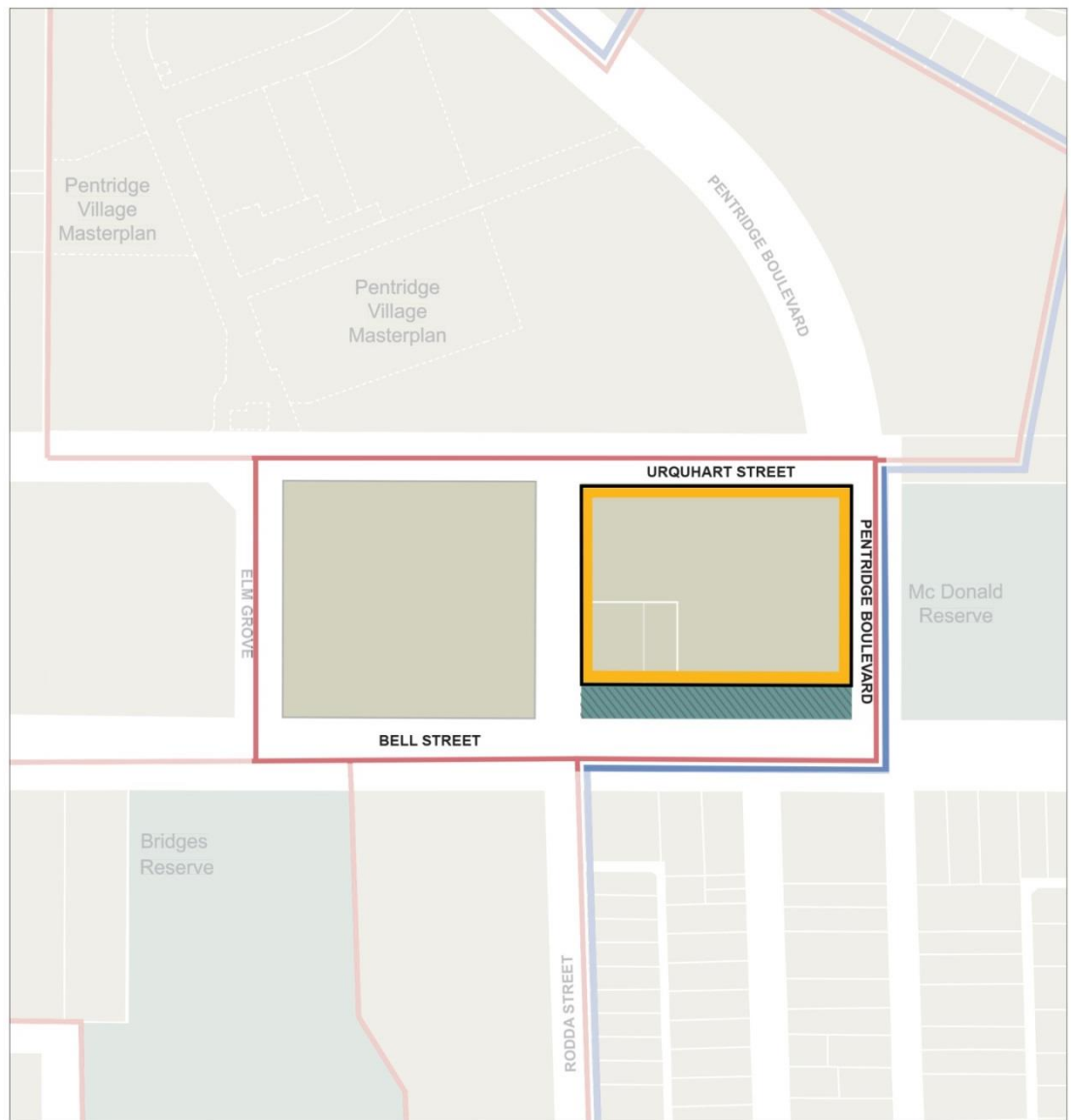
Precinct 5 objectives

- 7.5.1. To encourage the establishment of institutional uses including hospital or major medical facilities.
- 7.5.2. To maintain the existing local government and community facilities with complementary uses.
- 7.5.3. To develop the town hall complex and civic precinct as an intensively used community facility.
- 7.5.4. To create a sense of arrival to the Activity Centre from the east.
- 7.5.5. To encourage active street frontages through a combination of active uses and architectural treatments to avoid blank walls, where possible.
- 7.5.6. To allow for hospital or medical facility to develop across Urquhart Street, and into Precinct 10.

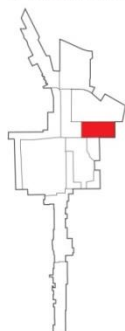
Precinct 5 strategies

- 7.5.7. Provide a permeable public pedestrian environment around and through established and new buildings.
- 7.5.8. Create a new north-south road connection between Urquhart Street and Bell Street as the extension of Rodda Street.
- 7.5.9. Improve the relationship of uses and buildings in the precinct with the redevelopment of Pentridge Prison to the north and Bell Street to the south through active frontages, pedestrian links and a series of public spaces.
- 7.5.10. Locate a contemporary landmark building on land bounded by Bell Street, Urquhart Street and Pentridge Boulevard.
- 7.5.11. Development should contribute to public realm improvements along Bell Street, Urquhart Street and Pentridge Boulevard including, but not limited to, improved pedestrian paths, tree planting and street furniture.

Precinct 5 requirements



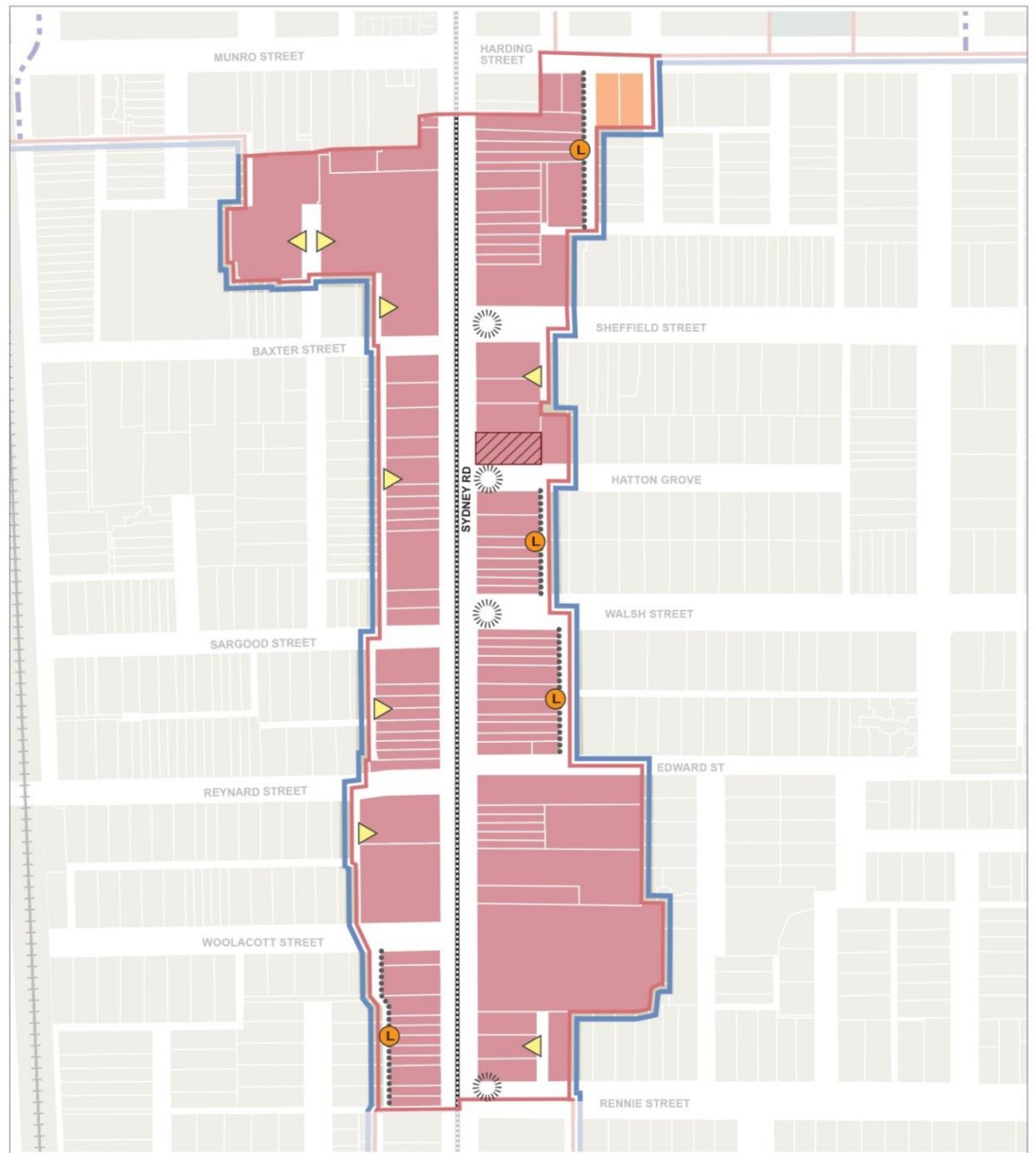
Precinct 5



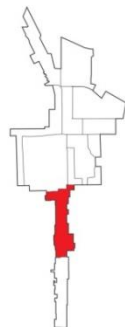
- | | |
|--------------------------|--------------------------------|
| Activity centre boundary | Streetwall height: |
| Precinct boundary | 14.5 metres |
| Train station | Upper level setback: |
| Railway line | 5 metres |
| Tram line | Landscape setback of 10 metres |
| Existing open space | |

7.6 Precinct 6: Sydney Road Southern Commercial Gateway Key locations: Coburg RSL

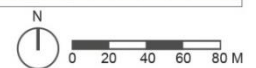
Precinct map



Precinct 6



- | | |
|--------------------------|---|
| Activity centre boundary | Preferred building height: |
| Precinct boundary | 18 metres |
| Train station | 14.4 metres |
| Railway line | Preferred vehicular access from specific street |
| Tram line | Laneways suitable for residential address |
| Existing open space | Opportunity for kerb outstand tree planting |
| | Site of heritage significance |



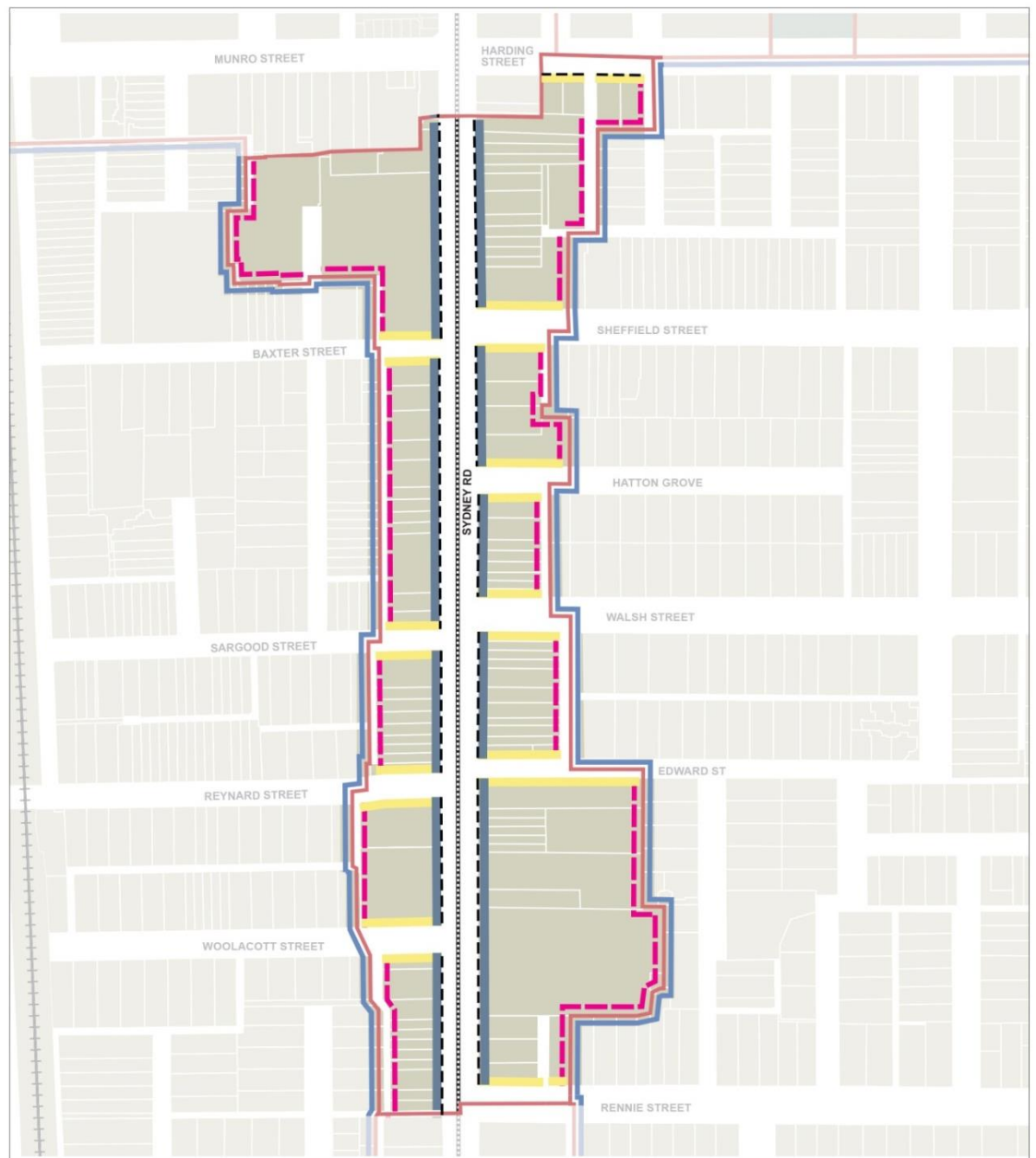
Precinct 6 objectives

- 7.6.1. To encourage restricted retailing activity and other commercial activities, including light industrial uses that complement the core of the Activity Centre.
- 7.6.2. To encourage office and residential uses above ground floor provided they do not impact on the viability of employment generating uses.
- 7.6.3. To enhance and reinforce the character of the Sydney Road corridor (horizontal, 2-3 storey Victorian-era scale) by establishing strong street wall forms and setbacks to upper levels.

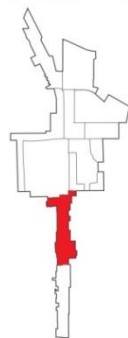
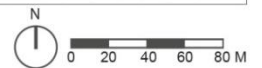
Precinct 6 strategies

- 7.6.4. Locate pedestrian active and/or pedestrian-generating uses at ground level, and offices, residential or other complementary uses above.
- 7.6.5. Buildings should be designed as part of the streetscape rather than as stand-alone buildings to create a cohesive character and consistent built form.
- 7.6.6. Residential development should address rear laneways and provide active frontages to laneways where appropriate.

Precinct 6 requirements



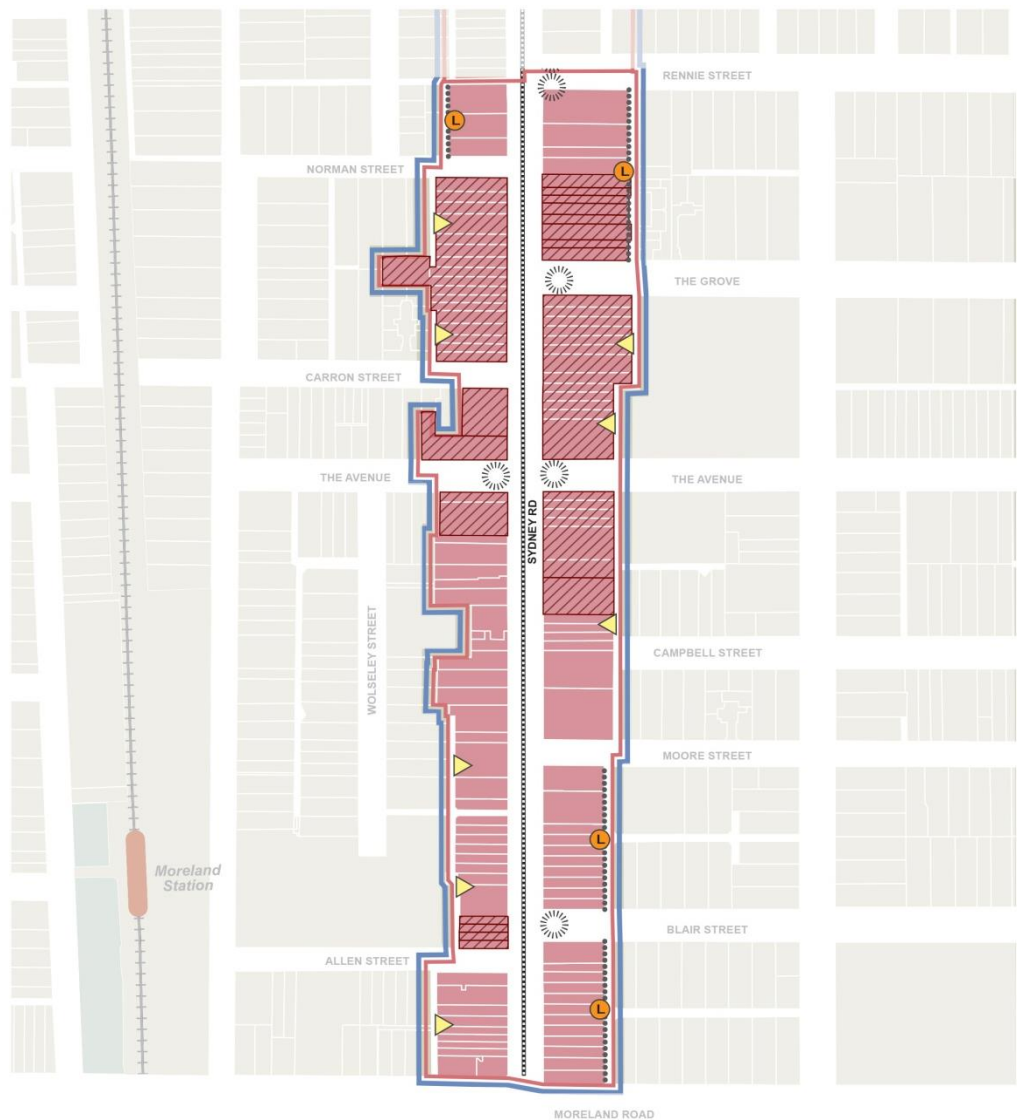
Precinct 6



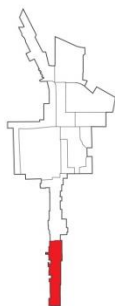
- | | | | |
|--|--------------------------|--|---|
| | Activity centre boundary | | Streetwall height: |
| | Precinct boundary | | 11 metres |
| | Train station | | Upper level setback: |
| | Railway line | | 3 metres |
| | Tram line | | 7 metres |
| | Existing open space | | Interface with adjoining residential zone |

7.7 Precinct 7: Sydney Road – Moreland Road

Key locations: Moreland Station Precinct map



Precinct 7



- Activity centre boundary
- Precinct boundary
- Train station
- Railway line
- Tram line
- Existing open space

Preferred building height:

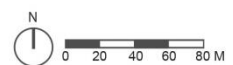
- 18 metres

- ▶ Preferred vehicular access from specific street

- Laneways suitable for residential address

- ☼ Opportunity for kerb outstand tree planting

- Site of heritage significance



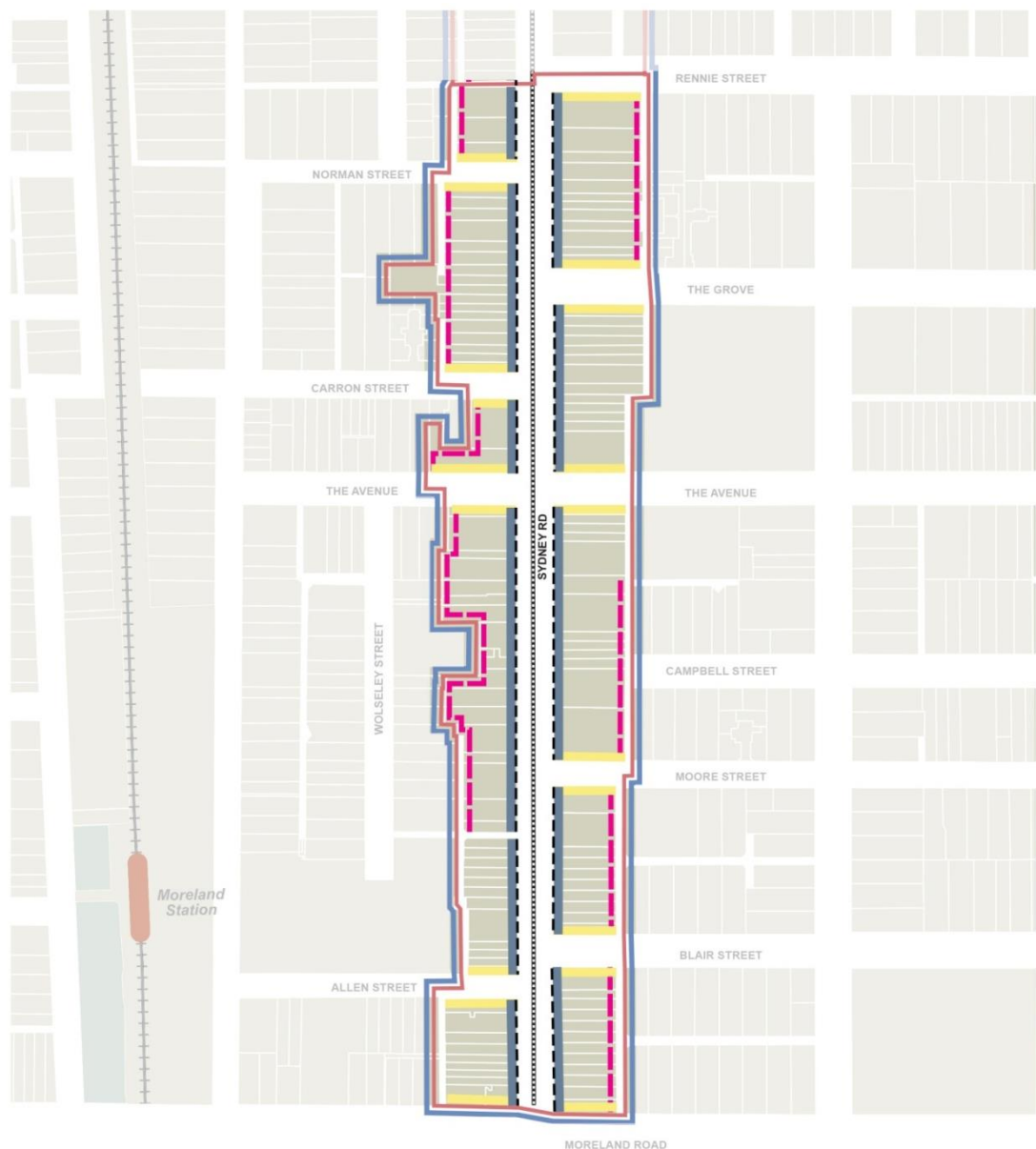
Precinct 7 objectives

- 7.7.1. To retain and expand the existing mix of light industrial and commercial uses to support and complement the core of the Activity Centre.
- 7.7.2. To encourage restricted retailing activity and other commercial activities that complement the core of the Activity Centre.
- 7.7.3. To provide shop and retailing uses that serve a local convenience role.
- 7.7.4. To support residential uses in the precinct at upper levels provided they do not impact on the viability of employment generating uses.
- 7.7.5. To ensure new development improves the character of the Sydney Road streetscape, with buildings built to the frontage.

Precinct 7 strategies

- 7.7.6. Buildings should be designed as part of the streetscape rather than as stand-alone buildings to create a cohesive character and consistent built form.
- 7.7.7. Residential development should address rear laneways and provide active frontages to laneways where appropriate.

Precinct 7 requirements



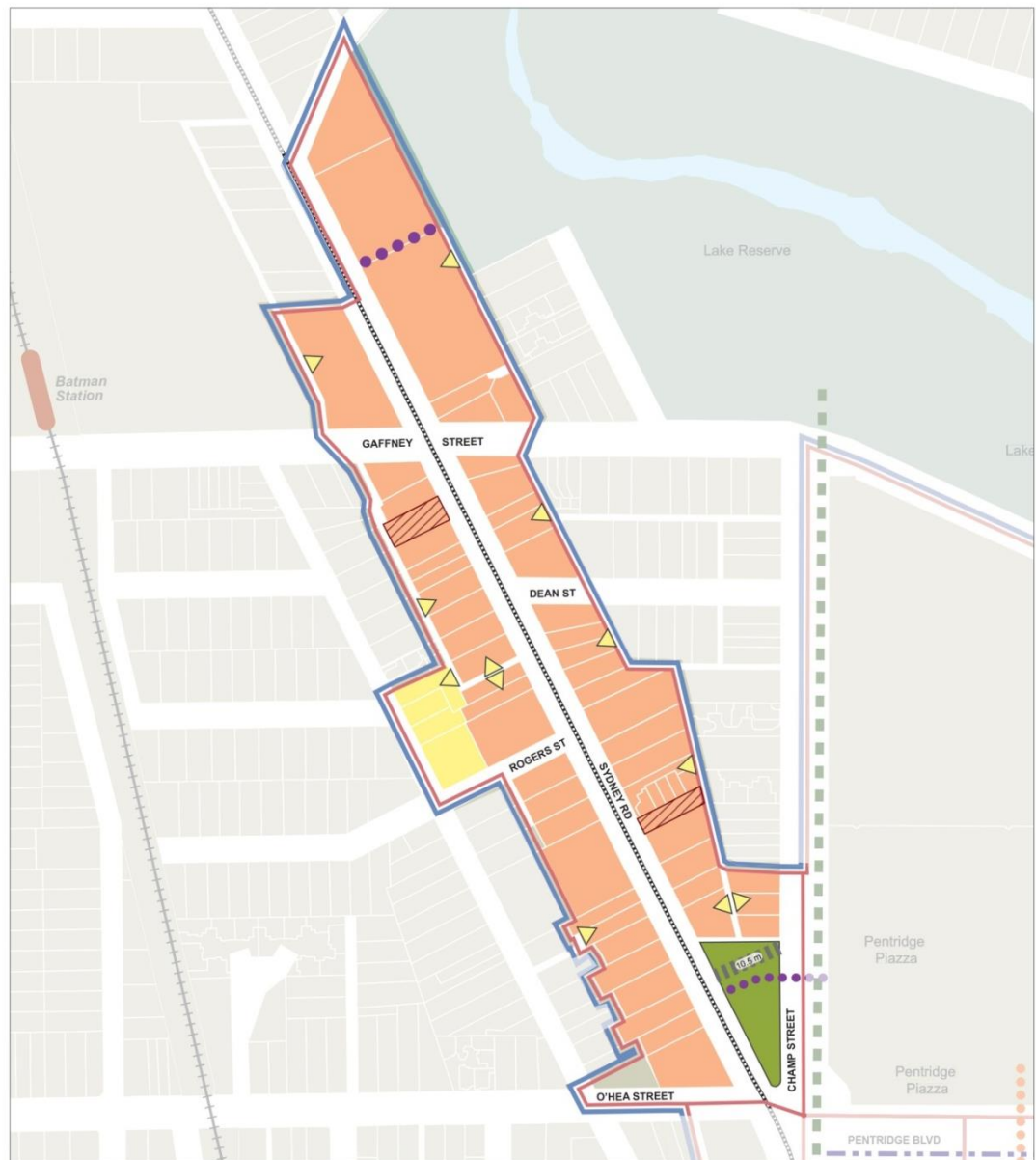
Precinct 7



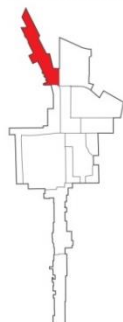
7.8 Precinct 8: Sydney Road Northern Commercial Gateway

Key locations: St Paul's Catholic Church, St Paul's Primary School, O'Hea and Champ Street / Sydney Road Intersection, Gaffney Street

Precinct map



Precinct 8



- Activity centre boundary
- Precinct boundary
- Train station
- Railway line
- Tram line
- Existing open space

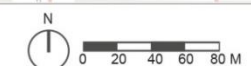
Preferred building height:

- 14.4 metres
- 11 metres

- ▶ Preferred vehicular access from specific street

- Public space

- Site of heritage significance



- New streets (indicative street width in metres)

- Future pedestrian links

- East/West & North/South green links

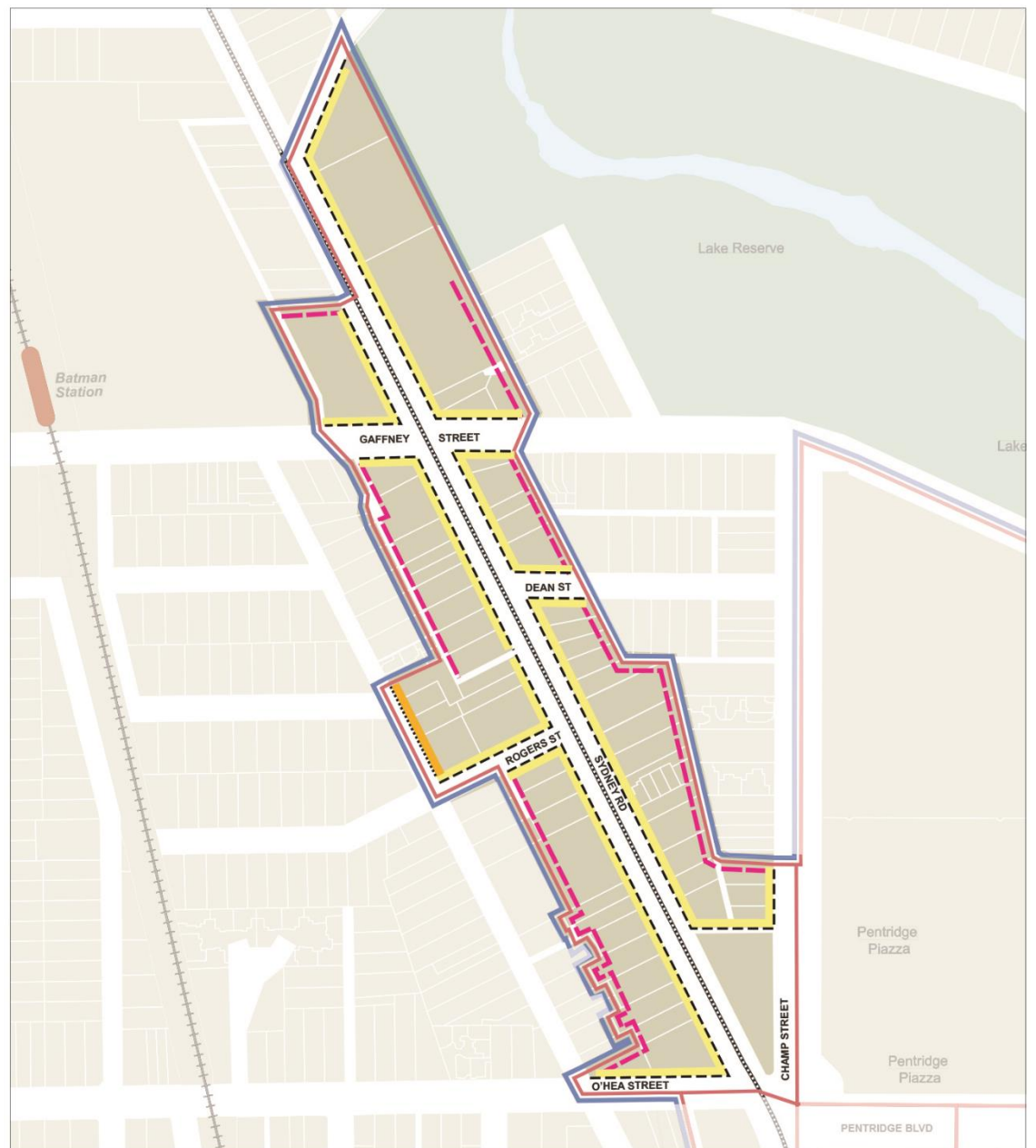
Precinct 8 objectives

- 7.8.1. To strengthen the mixed-use nature of the precinct and encourage restricted retail premises, commercial or complementary light industrial uses and limited office and residential uses.
- 7.8.2. To ensure that proposed residential uses do not impact on the viability of existing or encouraged employment uses.
- 7.8.3. To improve the contribution of buildings to the streetscape and amenity of Sydney Road.
- 7.8.4. To ensure building design responds to the transitional nature of the precinct from large scale development to the south and lower-scale buildings to the north, west and east.
- 7.8.5. To retain and capitalise on views and vistas to the former Pentridge Prison complex.
- 7.8.6. To encourage the creation of a new public circulation space at the intersection of Sydney Road and Champ Street, to link the pedestrian piazza entry and the enhanced tram stop at Sydney Road.

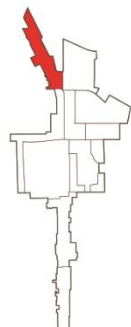
Precinct 8 strategies















- 7.8.7. Locate restricted retail, light industrial and employment generating uses at ground floor with offices or residential uses above.
- 7.8.8. Residential uses must demonstrate that the use will not impact on the viability of existing or encouraged employment generating uses.
- 7.8.9. Buildings should be designed as part of the streetscape rather than as stand-alone buildings to create a cohesive character and consistent built form.
- 7.8.10. Development should maintain existing view lines to the bluestone walls and guard towers of the former Pentridge Prison.
- 7.8.11. Development should facilitate the creation of direct vistas from Sydney Road to the main entry gate of the former Pentridge Prison (Piazza) aligned with the centre-line of the gate.
- 7.8.12. The design and siting of any development within the precinct should make provision for the following:
 - i. a pedestrian link through the site between Sydney Road and Coburg Lake Reserve;
 - ii. a road and pedestrian link between Sydney Road and Champ Street;
 - iii. the creation of a new pedestrian circulation space at the intersection of Sydney Road and Champ Street (connecting the former Pentridge Prison and the Sydney Road Corridor).

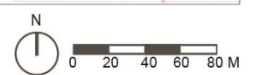
Precinct 8 requirements



Precinct 8



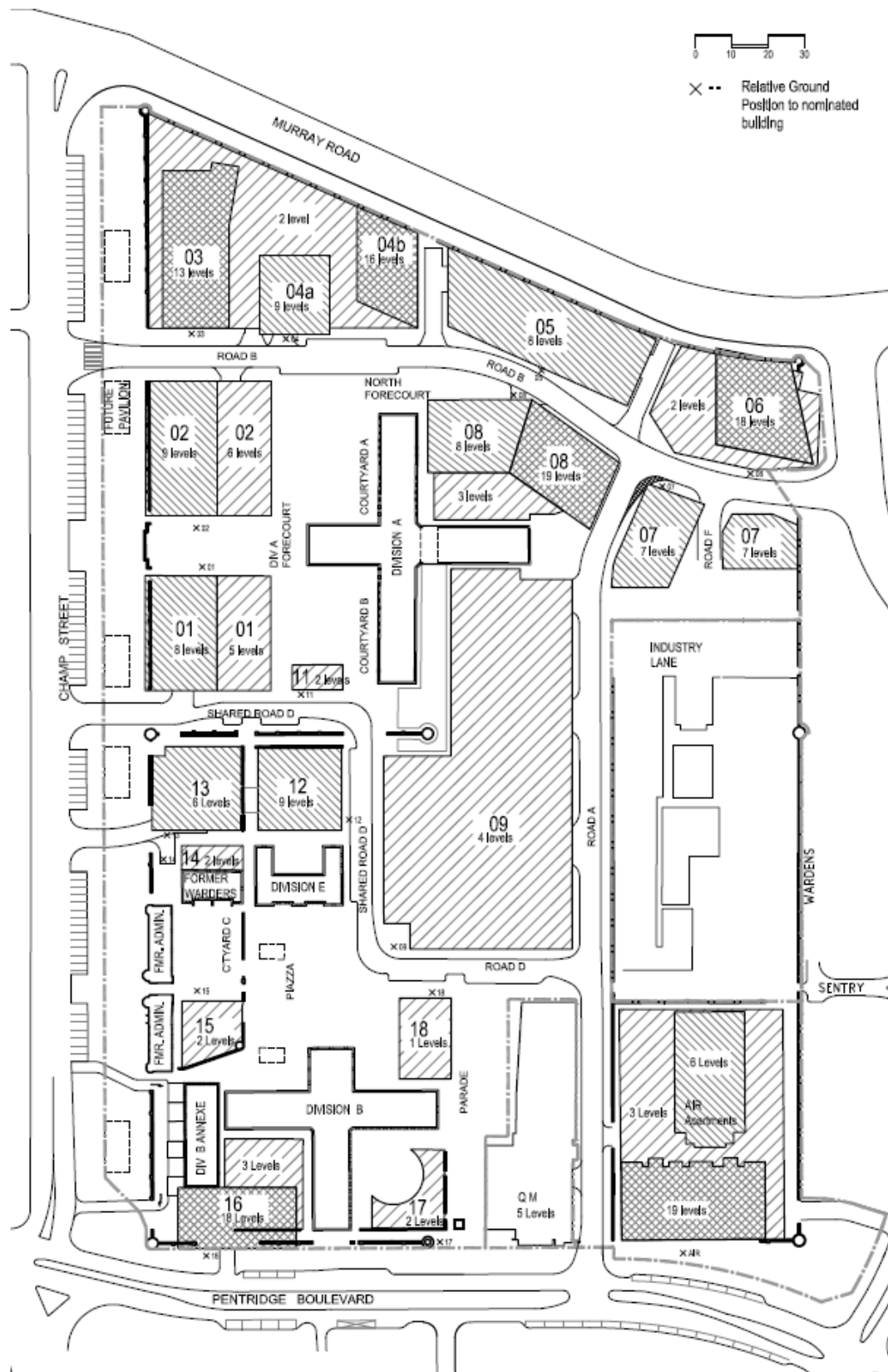
- | | | | |
|---|--------------------------|---|---|
|  | Activity centre boundary |  | Streetwall height: |
|  | Precinct boundary |  | 7.5 metres |
|  | Train station |  | 11 metres |
|  | Railway line |  | Upper level setback: |
|  | Tram line |  | 3 metres |
|  | Existing open space |  | 5 metres |
|  | Existing cadastre |  | Interface with adjoining residential zone |



7.9 Precinct 9: Pentridge Coburg

Key locations: Pentridge Piazza, Champ Street, Murray Road (adjoining Coburg Lake).

Precinct map



Precinct 9 objectives

- 7.9.1. To promote a higher density, residential and mixed use district, that encourages both day and evening activity, through the provision of convenience and leisure retail services, together with offices and service uses.
- 7.9.2. To create a sustainable, vibrant and integrated mixed use precinct comprising residential, retail, tourist and other commercial activities, within a development composition that complements the heritage significance of the site.
- 7.9.3. To promote the former prison parade ground as the public focus of the precinct, and for this space to be supplemented by a range of complementary public realm experiences.
- 7.9.4. To provide for a series of key marker buildings within the built form composition that achieves a layered architectural composition when viewed from internally and externally.
- 7.9.5. To ensure new building design references the datum of existing bluestone former prison buildings and the bluestone boundary walls.
- 7.9.6. To protect and enhance the cultural heritage significance and assist the conservation and enhancement of heritage buildings in Pentridge.

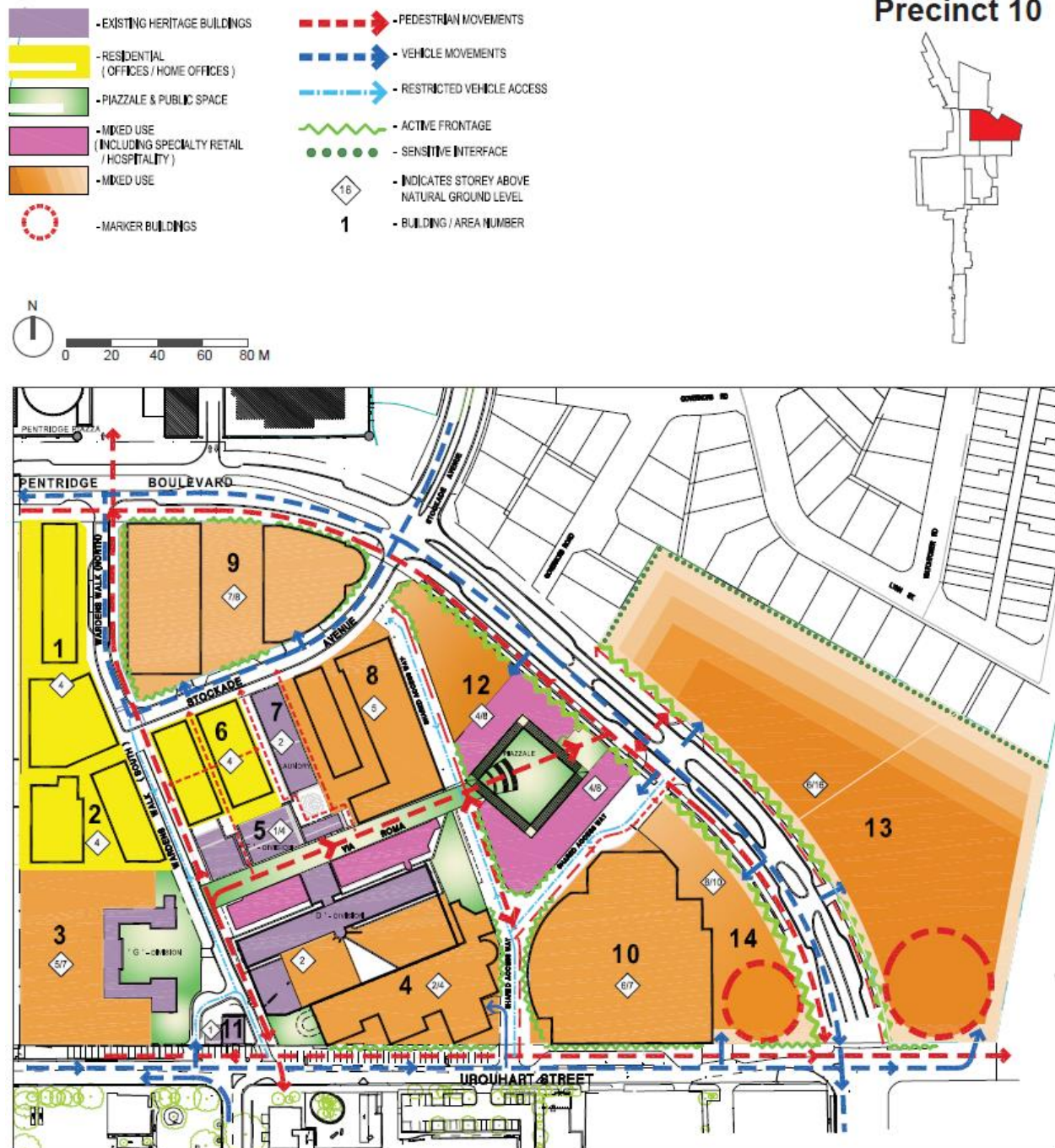
Precinct 9 strategies

- 7.9.7. Built form within or adjacent to the former prison parade ground should be of a scale and design that complements the public realm and ground plane activation.
- 7.9.8. Establish a network of streets and laneways that produce an urban condition in terms of layout and building placement with active frontages where practical.
- 7.9.9. Create a varied alignment of building heights along the north interface (Murray Road) in contrast to the consistent datum of the existing bluestone wall and allow views into the precinct.
- 7.9.10. Establish a scale of development on the northwest interface (Champ Street) that does not overwhelm the character of existing development opposite.
- 7.9.11. Retain and activate the historically significant bluestone former prison buildings.
- 7.9.12. Ensure that building heights and placements do not compromise reasonable environmental conditions in key public places.
- 7.9.13. Integrate the landscape architecture with the built form and public realm to enhance experiences throughout the site and define the character of the precinct.

7.10 Precinct 10: Pentridge Village

Key locations: Coburg Early Years Centre, Wardens Walk, Urquhart Street, Pentridge Boulevard (also adjoins Coburg High School)

Precinct map



8.

Precinct 10 objectives

To promote a precinct with residential, leisure and entertainment focus, community and health care facilities, and with ancillary retail facilities; utilising existing heritage buildings where and how appropriate; and in other locations providing for increased densities and larger format buildings, to accommodate restricted retail, entertainment, and commercial uses.

Precinct 10 strategies

- 7.10.1. Establish Wardens Walk and Central Walk (Via Roma) as a key node of public space and reinforce its connection with the core of the Piazza as a specialty retail node.
- 7.10.2. Future building form should align with street frontages that are clearly defined and articulated to create a pedestrian scale at street level.
- 7.10.3. Develop tower buildings along Pentridge Boulevard and Urquhart Street that are well spaced and articulated on street walls to equitably distribute access to an outlook and sunlight.
- 7.10.4. Taller built form should provide a clear transition to the lower built form of established residential areas to the north and west of Pentridge Boulevard.
- 7.10.5. Strengthen the public realm by providing active frontages where possible, definable entries/sense of address and passive surveillance.
- 7.10.6. Provide clearly defined shared access ways through the use of varied paving, street lighting, bollards and landscaping treatments.

8. IMPLEMENTATION

The built form and land use directions of the Coburg Activity Centre Structure Plan Reference Document 2018 were implemented through the introduction of the Activity Centre Zone (ACZ1) in the Moreland Planning Scheme in October 2015.

In December 2017 Council adopted a Place Action Plan for Coburg that sets out an implementation framework for public realm and infrastructure, local transport and investment priorities. The Coburg Place Action Plan is reviewed and updated annually and is considered a working document.

9. APPENDICES

Appendix A. Chronology of strategic planning for central Coburg

Appendix B. Consultation summary report

Appendix C. Background documents

APPENDIX A – CHRONOLOGY OF CENTRAL COBURG STRUCTURE PLANNING

Date	Event / Project	Description
2002	Coburg Principal Activity Centre	Coburg identified as a Principal Activity Centre in State government planning blueprint <i>Melbourne 2030</i> .
June 2003	Vision for Coburg adopted	Council adopts the Vision for Central Coburg 2020.
August 2006	Central Coburg 2020 Structure Plan adopted	Council adopts the Central Coburg 2020 Structure Plan at its August 2006 meeting.
2007	The Coburg Initiative (TCI) commenced	The Coburg Initiative is Moreland City Council's vehicle for the implementation of the Central Coburg 2020 Structure Plan.
2010 / 2012	TCI 'Colours of Coburg' Place Framework plus Economic Development, Land Use and Built Form, Public Realm and Infrastructure and Governance Strategies adopted.	The suite of TCI documents was initially adopted in 2010 and a revised version of the Place Framework, the Economic Development Strategy and the Public Realm and Infrastructure Strategy were adopted in 2012. The 2012 versions only removed reference to specific private sector partnerships.
11 July 2012	Council resolution to prepare Amendment to Moreland Planning Scheme	Council resolves to seek authorisation from the Minister for Planning to prepare and exhibit Amendment C123 to apply the Activity Centre Zone (ACZ1) to the Coburg Activity Centre.
30 August 2012	Amendment C123 - Authorisation	Council received Authorisation from the Minister for Planning to prepare Amendment C123.
31 October 2012 – 1 March 2013	Amendment C123 – Exhibition	Amendment C123 exhibited. 274 submissions received.
11 December 2013	Amendment C123 – Council Consideration of Submissions	Council resolved to refer the submissions to an Independent Planning Panel. Council also resolved

Date	Event / Project	Description
		to support changes to the exhibited Amendment documentation.
11 March 2014	Amendment C123 – Re-Exhibition with proposed changes supported by Council	27 submissions were received in response to the re-exhibition of Amendment C123, the majority of which were repeat submissions.
26 May 2014	Directions Hearing	The Directions Hearing for Amendment C123 was held on 26 May 2014.
2014	Plan Melbourne	Coburg identified as an Activity Centre and located within the ‘Brunswick to Batman Station Corridor and Jewell Station Urban Renewal Precinct.
15 October 2015	Amendment C123 Gazetted	Amendment C123 gazetted by the Minister for Planning and formally incorporated into the Moreland Planning Scheme.
March 2017	Plan Melbourne 2017 - 2050	Coburg identified as a Major Activity Centre.

APPENDIX B – CONSULTATION

Central Coburg 2020 Structure Plan

Community consultation was a fundamental element in the development of the Central Coburg 2020 Vision. The consultation program was designed to ensure that the community and key stakeholders played a meaningful role in the development and implementation of the vision.

A range of tools were developed to assist in raising awareness of the project and the key projects and initiatives proposed. The range of consultation activities included:

- Newspaper wrap around delivered to every household in Moreland including a feedback sheet
- Central Coburg 2020 website including a feedback form
- Project display at the Coburg Library with feedback forms
- Community meetings at the Coburg Library
- Community Sausage Sizzle in the Victoria Mall

A number of 'hard to reach' communities who do not respond to traditional consultation techniques were also targeted in this project to ensure their views were considered. Specific focus groups were held during May and June 2006, with young people; older people; culturally and linguistically diverse people, and people with disabilities. These focus groups were facilitated by an external facilitator, supported by council officers. A discussion paper was prepared as background information to the groups.

The community and stakeholder comments formed a critical part of the broader background research undertaking to inform the structure planning process for central Coburg.

The Coburg Initiative – Colours of Coburg Place Framework

Council was determined to take the time to listen to its community in planning for the urban renewal of central Coburg. In 2009 Council spoke with over 1000 community members and 40 organisations. Consultation events included weekly listening posts in Victoria Street Mall, an all-day SpeakOut event, community workshops, structured interviews and focus groups. The consultation focused on understanding the community's values and aspirations. The outcomes were recorded and informed the goals and performance standards to be delivered by the project.

Amendment C123 (applying Activity Centre Zone to Coburg Activity Centre)

Amendment C123 was subject to formal Public Exhibition from 31 October 2012 to 1 March 2013. As a result 253 submissions were received. Public Exhibition included:

- Public Notice in the Moreland Leader newspaper on 29 October 2012 and the Victoria Government gazette on 1 November 2012.
- Information uploaded on Council and DPCD websites and social media.
- Amendment documentation available for inspection at the Coburg Civic Centre, Coburg Library, Brunswick Town Hall and Glenroy Citizens Services Centre.
- 3,216 letters were mailed to owners and occupiers in the affected area, community groups and associations and prescribed Ministers and government organisations.

- A drop in information forum was undertaken and individual stakeholder meetings were conducted throughout the exhibition period.

Amendment C123 and Council's proposed changes in response to considering submissions was subject to further public notice from 10 March to 18 June 2014. As a result 28 additional submissions were received, 24 of which had already made a previous submission. These submissions were provided directly to the Panel. This notice period included:

- Public Notice in the Moreland Leader newspaper on 10 March 2014 and the Victoria Government gazette on 15 May 2014.
- Information uploaded on Council and DPCD websites and social media.
- Amendment documentation available for inspection at the Coburg Civic Centre.
- Mail out to owners and occupiers in the affected area, community groups and associations and prescribed Ministers and government organisations, as per public exhibition mail out.
- Individual meetings were conducted throughout the notice period.

APPENDIX C – BACKGROUND DOCUMENTS

Central Coburg 2020 Structure Plan (2006)

Central Coburg 20/20 Structure Plan - Integrated Transport Strategy 2006

Coburg Principal Activity Centre Built Form Rationale and Building Envelopes (2014)

Pentridge Coburg Design Guidelines and Masterplan (2014)

Pentridge Village Design Guidelines and Masterplan (2009)

Pentridge Conservation Management Plan (1996)

The Coburg Initiative: The Colours of Coburg - Place Framework (2010)

The Coburg Initiative: Economic Development Strategy (2010)

The Coburg Initiative: Land Use and Built Form Strategy (2010)

The Coburg Initiative: Public Realm and Infrastructure Strategy (2010)