Moreland City Council

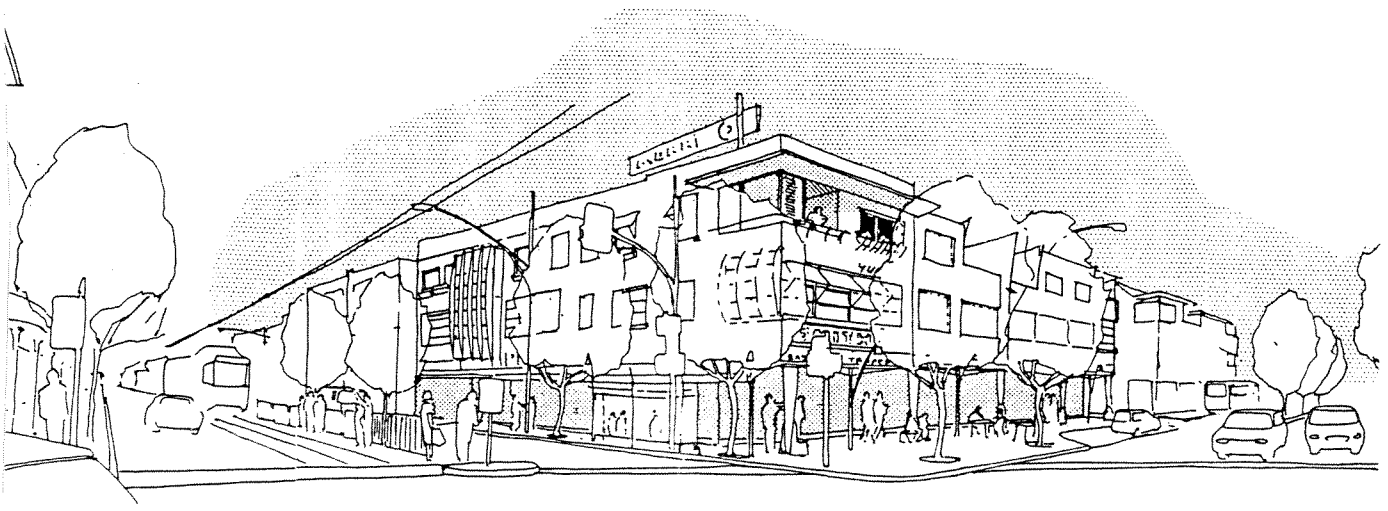
Adopted as Council Policy on 23 June 1997

Urban villages: a sustainable future for Moreland

Prepared for
City of Moreland

by

Lester Townsend
Integrated Urban Management
10 Aintree Street
Brunswick East 3057
Ph: 03 9387 5326
Fx: 03 9387 5265



Contents

1. Urban Villages — a sustainable future for Moreland **1**
1.1. Moreland's principles for managing urban development 1
1.2. Putting the principles into practice 3
1.3. What the Urban Villages Project found 3
1.4. The Moreland Planning Scheme 4
2. Where should urban villages be located? **6**
2.1. A two stage approach 6
3. General policies and principles **7**
3.1. Principles 7
3.2. Policy checklist 8
4. Detailed plans **9**
4.1. Approach to urban villages 9
4.1.1. Planning approach 9
4.1.2. Method 9
4.1.3. Outcomes 9
4.2. Use of indicators 10
4.3. Model approach to urban village plans 11
4.3.1. Select a site 11
4.3.2. Site audit 11
4.3.3. Stakeholders 11
4.3.4. Public workshop 11
4.3.5. Establish reference group 12
4.3.6. Define opportunities and set targets 12
4.3.7. Presentation of opportunities to community 12
4.3.8. Preparation of structure plan and action plan 13
4.3.9. Exhibition of structure and action plans 13
4.4. The structure plan in detail 13
5. Will urban villages work? **14**
5.1. Resources required 14
5.2. How quickly to proceed 14

Appendices
A Draft Local Policy for Planning Scheme **15**
B Point system for scoring villages **16**
C General principles checklist **18**
D Priority list of urban village sites **19**
E Costing of structure plan **20**
F Suggested controls under VPPs **21**
G Copy of Council report **23**

1. Urban Villages — a sustainable future for Moreland

Changes in the urban environment are inevitable. Communities which can agree on a direction for change that helps meet broader social, economic and environmental goals and actively pursue that change will be better placed to ensure their continued success as desirable places to live and work than communities which wait passively for change to happen.

This report sets out a policy for the strengthening of local centres in Moreland based around the 'urban villages' concept.

1.1. Moreland's principles for managing urban development

Moreland's draft Municipal Strategic Statement sets out a number of principles for managing urban development in the municipality. These principles are:

- Democracy
- Environmental sustainability
- Housing that meets people's needs
- Heritage and identity
- Encourage a vital street life
- Support for diversity
- Economic development
- Strong centres
- Integrated transport systems
- Removal of the ugly and intrusive
- Diversified and rich urban character
- Consultation

Each of these principles has a direct implication for physical development or 'urban structure' of Moreland

Democracy

Council supports people's rights to be involved in the shaping of their community.

Environmental sustainability

Environmental sustainability must underpin all planning, if future generations are to enjoy the same quality of life as current generations. Key elements of environmental sustainability as they relate to urban development include: water quality, waste management, building energy conservation, and transport energy conservation. Different urban structures have different impacts on the environment — and hence different degrees of sustainability.

Professor Ian Lowe, author of the State of the Environment report for Australia claimed recently[1] that there was one major factor effecting the sustainability of cities — transport energy— in particular the reliance on oil and the motor car. Oil, professor Lowe claimed, was a limited resource that is likely to become less available and more expensive sometime within the next 10 to 15 years.

---

1 Professor Lowe was speaking at the Australian Institute of Urban Studies national conference in Melbourne in April 1997.

Dependence on the motor car means high levels of urban pollution and, just as important, high greenhouse gas emissions.

The challenges facing Australian cities will be played out over a long period of time. The effects of reduced availability of oils, and the need to reduce greenhouse gas emissions are all relatively long term issues. But cities and suburbs can only change slowly — it is against this pattern of slow change that policies of urban development must be measured.

Housing that meets people's needs

Over half of Moreland's households have only one or two people. Higher density housing has always been in short supply in Melbourne[2]. With the aging of the population there is now an even greater demand for smaller houses, town houses and flats. Areas with a mix of housing types can cater for a range of households. As the housing needs of people change they do not have to move out of their local area to find a smaller house, or move from a flat to a detached house.

Heritage and identity

Heritage buildings and streets need to be preserved. New development should build upon, and strengthen the local identity of areas.

Encourage a vital street life

Development that supports and promotes opportunities for people to interact. This means creating the physical spaces for this to occur as well as arranging (or redesigning) streets and neighbourhoods to encourage social interaction. This is not to suggest that changing the shape of our cities will make us all more social, rather that some physical arrangements will support the exchange of friendship and social contacts and others will hinder that exchange.

Support for diversity

Moreland has a diverse culture — that diversity should be nurtured.

Economic development

Over eighty per cent of new jobs created in Australia over the past 10 years have been part time. Most of these have been female jobs. Part time work is increasing and a wider spread of work hours, is becoming the norm[3]. Cities structured around the long distance commute to distance full time work, will not suit many people. Part time work is best if it is local, thus reducing travel costs.

There has been a tendency among some urban commentators to see 'economic development' and 'quality of life' as competing interests. This is not the case. As Mike

---

2 See for example King's analysis of housing supply carried out in 1974

3 Kemp, D 1994, *Employment, work and social trends in Australia and their implications for urban form*, Queensland Department of Business, Industry and Regional Development.

Greenberg[4] observes these two terms equate to much the same thing — the ability of people to create things of value for one another.

Strong centres

Moreland supports local centres of commerce and activity. It has a number of programs aimed at strengthening local centres.

Integrated transport systems

Transport systems need to integrate with the land uses they serve, and different modes of transport need to connect together.

Removal of the ugly and intrusive

Overhead wires, traffic in residential streets, excessive advertising. All these are ugly and intrusive and Council will work to remove or relocate them.

Diversified and rich urban character

The quality and richness of the urban character of our cities effects the character and richness of our quality of life. Safe attractive and stimulating urban environments should be accessible to all members of the community.

Many of the cultures that help make up Moreland's rich cultural life have strong traditions of public life and use of the public spaces of the city for social and recreational pursuits.

The public realm of Moreland is more than just public parks or public facilities. At the most basic level the streets and roads of our neighbourhoods are the most essential parts of our public spaces. These need to be developed and cared for as safe and attractive parts of our municipality

Consultation

Council is committed to community consultation on planing and development issues.

1.2. Putting the principles into practice

There has been a long debate in recent years over what sort of city would best meet the challenges facing Australian cities and achieve the sought of objective that Moreland has adopted. One model that has emerged that seems to have particular relevance to Moreland is the concept of the urban village.

In simple terms an urban village is a suburban centre with a variety of housing types, offices, local employment opportunities, good public transport, safe and attractive streets and a range of community facilities within walking distance.

1.3. What the Urban Villages Project found

In 1995–96 a major research study was undertaken in Melbourne to test the feasibility of the urban villages concept. The Urban Villages Project was a joint venture between

---

4 Greenberg, M. (1995) *The poetics of Cities: designing neighbourhoods that work* Ohio State University Press

Energy Victoria, Environment Protection Authority, Department of Infrastructure and the Federal Energy Research and Development Corporation.

For most people the notion that we should be encouraging higher density and mixed use development around public transport will seem unremarkable. It would seem strange that a major piece of research was required to explore these issues. The urban villages project differs from earlier pieces of work as it takes them several steps closer to reality.

The urban village project was characterised by a rigorous and detailed analysis. There are four key points to the study.

First: a set of criteria that serve both as benchmarks for identifying existing urban villages and setting some real targets for restructuring and development projects.

Second: a comprehensive over-view of the whole of the metropolitan area which showed that there was plenty of scope for urban village developments.

Third: detailed transport and energy modelling which demonstrated that urban villages could deliver the environmental benefits that this sort of development had claimed. It demonstrated clearly that the subregion structure of cities does have a significant effect on travel patterns and hence greenhouse gas emissions. This finding, is backed up by recent research from California.[5] It clearly demonstrates that there are real environmental benefits to this sort of development.

Fourth: the links to metropolitan policy which supports the urban villages approach.

The other feature of the project is the way it integrated economic development, social, urban design and planning streams. Urban villages are not just about changing the density requirements for medium density housing.

Preliminary consultation in the East Brunswick urban village site (one of eight case studies used in the urban villages study) suggests that a narrow conception of urban development is likely to be resented by the community, but the wider concept of improving the public realm, providing jobs and local shopping as well as the higher density housing is likely to be supported, albeit with some scepticism of Council's ability to deliver.

1.4. The Moreland Planning Scheme

As part of the Local Policy Framework of the new Moreland Planning Scheme it is suggested that a specific policy on urban villages be developed. This policy would provide a reference to this report and highlight that Council's approach to urban villages is based on the:

1. use of objective criteria for the assessment of the potential of areas to function as urban villages
2. adoption of general principles of ensuring appropriate development in suitable sites, including ensuring:

---

5 Crane, R (1996) *Cars and drivers in the new suburbs* Journal American Planning Association Vol 62: No 1 Winter 1996.

a) robust and flexible design f development

b) only uses compatible with the mixed use nature of urban villages are permitted

c) protection of areas in urban villages where development should not take place

d) development faces and reinforces street frontages and the public realm

e) development does not compromise achievement of overall goals for a particular urban village

f) street block patterns are reinforced and new links provided where needed.

g) public transport, bike and pedestrian travel is supported

h) environmental sustainability is a key characteristic of development.

3. detailed design process for individual sites and use of planning scheme overlays to implement recommendations.

A draft policy is included in Appendix A.

2. Where should urban villages be located?

The urban villages study identified a method of identifying potential urban village sites. The method involves a series of point scores based on:

- types of public transport
- nature of street network
- land use mix
- potential land use opportunities
- potential development opportunities
- nature of public open space.

In pursuing the urban villages concept selection of sites should be based on their point score as suitable candidates for an urban village, and their strategic importance to Moreland.

All the potential urban village sites identified in the study were assessed using the suggested point system together with a weighting based on their strategic importance as set out as areas for higher density development in the draft Municipal Strategic Statement. Appendix B detail the point system used.

Three types of site were identified

1 Sites which are suitable for urban village development.

1(a) Priority sites for urban village development.

2 Sites where urban village development would be premature, or unlikely to succeed.

2.1. A two stage approach

Developing a systematic approach to urban villages will require a two staged approach:

1 Adoption of general principles and policies for sites identified as suitable for urban village development. This issues paper sets out suggestions for such a policy in Section 3.

2 Preparation of detailed plans for priority sites. A suggested process for preparing plans is set out in Section 4. It is envisaged that plans for two or three sites would be prepared each year for say three years.

Figure 1 shows the sites identified as suitable for urban village development together with the priority sites for Council action.

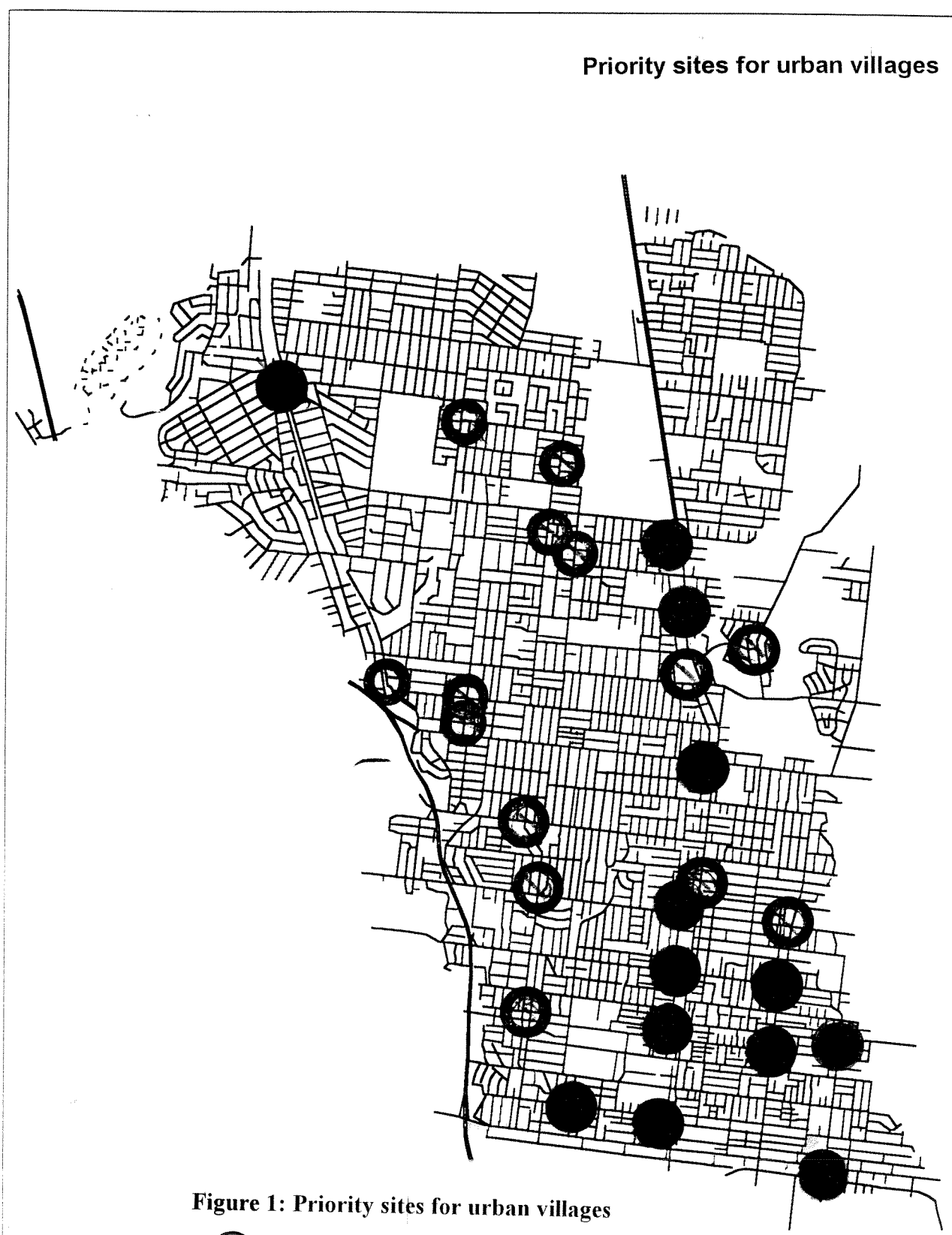


Figure 1: Priority sites for urban villages

Site ranked 1 to 10 in priority

Site ranked 11 to 25 in priority

Refer to Appendix for detailed location

3. General policies and principles

3.1. Principles

It is suggested that Moreland adopt the following policy principles for areas identified as suitable for urban villages

Moreland supports the development of higher density mixed use developments in the areas nominated in Figure 1 on the following basis[6]:

Robust and flexible design

Mixed use developments in urban village sites should be capable of adapting over time to a variety of uses with the minimum of retro-fitting. This can be achieved by:

- providing separate street entrances for maximum number of occupiers, including where possible first and second storey uses.
- avoiding detailed design for specific uses
- limiting body corporate areas

Compatible uses

Uses must support the local mixed use nature of the area and must not undermine or detract from the residential amenity of surrounding areas. This can be achieved by:

- avoiding noxious, hazardous, or offensive uses. It is estimated that 76 per cent of work activities can be accommodated in residential areas[6].
- strict control of noise emissions. Where there is a risk of noise intrusion into residential areas or buildings proponent should prepare a 'noise reduction plan' which will specify how noise is to be managed and contained.
- strict control of odour and smells.
- no significant increase in traffic or the creation of parking problems. Residential streets should not be expected to carry more than 1500 vehicles per day.
- traffic calming in local streets.
- good interface with residential areas. Problems often occur where different uses front each other across a street.
- no late night interruption by late night work activities or entertainment venues.

Safety and street frontage

Developments and activities must support a vital street life. This can be achieved by:

- improving the pedestrian amenity of the area

---

6 These criteria are taken from *Mixed Use Developments — New designs for new livelihoods* an Information Paper produced by Queensland Department of Small Business and Industry. Contact telephone (07) 3234 1640.

- increasing the safety and sense of safety of the public realm
- not having blank wall, garages or car spaces facing public areas

Urban structure

Not all development in urban village areas will help promote urban village development in the long run. Development must maintain, improve and create opportunities for urban village principles to be implemented over time. This can be achieved by:

- ensuring development doesn't compromise achievement of overall targets For example, development doesn't use up best residential redevelopment opportunity with low intensity warehousing
- development which reinforces and enhances street block patterns and provides opportunities for new links where needed.
- providing additional bike and pedestrian links where possible.
- supporting public transport. Car parking requirements could be reduced for some developments on the basis that support is provided for public transport, bicycles or pedestrian access. This support could take the form of new public transport shelters, bicycle path construction or lane markings or general improvements to the public realm.

Environmental sustainability

It is important that development contributes to overall environmental sustainability. This can be achieved by:

- residential development achieving an energy rating of at least four stars using Energy Victoria's House Energy Rating software or scoresheet.
- ensuring retention of storm water on site, use of wetlands, use of areas for percolation and reduction of paved surfaces to limit run-off rates and improve water quality.
- preserving existing vegetation and creating opportunities for innovative landscaping using local native species where.

It is important that development in urban villages are not required to meet more stringent environmental requirements that elsewhere in the municipality. This could undermine the practical achievement of urban villages and work against environmental sustainability goals.

3.2. Policy checklist

Appendix C provides the above principles in a checklist form for use in considering development applications.

4. Detailed plans

A preliminary list of thirty sites has been identified — for a list of these sites refer to Appendix D. It is suggested that two or three of these sites should be selected for development of detailed plans in the next financial year.

Council needs to set parameters around the approach used to develop urban villages plans, in particular, the planning approach and method adopted, and the outcomes it seeks.

4.1. Approach to urban villages

4.1.1. Planning approach

Integrated

The environmental, development and transport, social and economic and cultural aspects must be considered.

Community based

The community must be involved in the creation of plans, and in the realisation of urban villages.

4.1.2. Method

Strategic

The planning process must articulate a vision of the improvements in the area that Council wishes to see, and set achievable measures (or indicators) to track if these improvement are, in fact, being achieved.

Opportunity aware

Urban villages can only be achieved over a long period of time. It is neither possible nor desirable to specify the detailed outcomes of what will take place.[7] The plans put in place must be capable of adapting to change and realise opportunities as they arise.

Development facilitation

Achieving urban villages will require Council to encourage certain types of development (and discourage other types). The plans prepared must be financially realistic.

4.1.3. Outcomes

The urban village planning process should deliver some key outcomes for each site. For each site an action plan, and new planning controls would be prepared.

---

7 One of the criticisms of the case studies undertaken as part of the urban villages study was that they were too detailed and unrealistically precise over the nature of development that would take place

Action plan

An action plan would identify the opportunities for development (public and private) as well as the actions Council would undertake to realise those opportunities. It would include a physical structure plan and an action schedules

Planning Scheme controls

Planning controls should be refined to clearly define the type of development sought and to prevent opportunistic developments which are not in the long term interest of the urban village.

A Planning Scheme amendment to revise zoning and introduce an appropriate overly controls should be introduced.

4.2. Use of indicators

A key part of the urban villages approach is the setting of indicators or design targets to guide local area planning. Figure 2 shows the design targets developed for worker and resident densities.

	Design target				
Type of centre	Radius	Pedestrian catchment[1]	Residents per hectare	Workers per hectare	Premises[2] per hectare
Inner neighbourhood centre	400m	65%	50	12	25
Inner town centre	400m	65%	50	34	33
Inner regional centre	800m	65%	50	100	40
Middle neighbourhood centre	400m	60%	40	7	21
Middle town centre	400m	60%	47	23	26
Middle regional centre	800m	60%	40	80	30
Outer neighbourhood centre	400m	60%	40	5	17
Outer town centre	400m	60%	40	15	20
Outer regional centre	800m	60%	30	60	20

1 Percentage of properties within 400m (800m) radius that are actually within 5 minutes (10 minutes) walk

2 Number of dwelling and commercial premises

Figure 2: Urban village benchmarks

Figure 3 shows the general design targets.

Element	Design target
Public space — roads, squares, open space	20 % of area
Public parks and squares	5% of area
Area within 200 m of parks and squares	100%
Average house energy rating	4 stars
Pedestrian catchment (percentage of land within 400 m radius of centre of site that is within 400 m walk	65 %

Figure 3: General targets

4.3. Model approach to urban village plans

The following model approach to new urban villages proposal is based on the experience of the eight case studies carried out as part of the urban villages study.

4.3.1. Select a site

This should be based on the point system developed and a review of Council's broader strategic objectives. The point system is best treated as a preliminary sorting of candidate sites — and the actual decisions of which sites to proceed with based on more detailed assessments and local knowledge.

4.3.2. Site audit

A preliminary assessment should be made of the site. This should include:

1. Obtaining base maps
2. Obtaining aerial photographs
3. Assessment of current zoning
4. Assessment of heritage issues
5. Land use survey
6. Collation of information on traffic volumes, and public transport services and use.
7. Demographic analysis. Population estimate to be made by physically counting houses and units and applying average occupancy rates for the local area.
8. Assessment of worker numbers
9. Calculation of percentage of public space and public park space. This includes preparation of a of plan to identify land without buildings[8]
10. Preparation of plans showing actual area of site within 5 or 10 minutes walk of the centre[9]
11. Review of land ownership patterns
12. Review of land values and typical rents

4.3.3. Stakeholders

Identification of key stakeholders and community interests

4.3.4. Public workshop

A public workshop should be held prior to any design or planning work taking place — the purpose of the workshop is to establish community aspirations and concerns in the area.

The workshop should include an assessment of:

- the physical assets and deficiencies of the area,
- the capabilities and limitations of the local economy and community networks, particularly the community and Council's ability to affect change, and
- the opportunities and challenges presented.

---

8 These plans are called figure ground diagrams by urban designers.

9 These plans are known as 'ped-sheds'

This analysis of assets, deficiencies, strengths, limitation, opportunities and challenges (ACO) is based on the SWOT style analysis used in the management studies in organisations, but is adapted for urban areas by explicitly dealing with the physical environment, and recognising the sometimes limited abilities of Council and community to control the local environment. Figure 4 provides an overview of the analysis.

	Positive attributes	Negative attributes
Infrastructure **The way things are at the moment**	**Assets** The positives physical characteristics of the area. This could include buildings, landscape features, or location advantages.	**Deficiencies** Things an area lacks, or obvious problems in the way the area works.
Abilities to change **What can and can't be changed**	**Capabilities** Council's and the local communities ability to change the local environment.	**Limitations** What can't be altered or improved.
Trends	**Opportunities**	**Challenges** Problems or bad things to overcome

Figure 4: ACO analysis

4.3.5. Establish reference group

A reference group of local (and broader community) interests to provide feedback on the development of plans for the site.

4.3.6. Define opportunities and set targets

Based on the site audit and public workshop a number of detailed opportunities should be developed. These should cover:

- environmental initiatives
- physical improvements to the site
- ways to strengthen local social and economic networks
- development opportunities for private and public investment
- ways in which the local uniqueness of the site can be recognised and celebrated.

These should be detailed in a short report and series of plans.

Development of opportunities should involve working with local community interests an land holders.

Targets should be inter-related. For example achieving the target for residential density might depend on increasing public park space.

4.3.7. Presentation of opportunities to community

The opportunities presented should be presented to the community for community feedback. This should include a letter box drop of a summary of the opportunities report, followed by a public meeting.

4.3.8. Preparation of structure plan and action plan

Following community feedback a structure plan showing physical design concepts, and an action plan detail a program of community and Council actions should be developed.

4.3.9. Exhibition of structure and action plans

The final draft of the plans should be exhibited for public comment.

4.4. The structure plan in detail

Urban villages can't just be built. They need to grow and adapt over time — they need to be as much about the community and economy of an area as they are a building project.

Key to guiding this development is the structure and action plan for each urban village site.

The structure plan will set out:

- development opportunities
- areas for public infrastructure investment
- new pedestrian and bicycle links
- road closures or new roads
- building envelopes for key sites
- areas to be preserved more or less as they are currently
- areas which need to change
- new open space proposals or areas where open space is most needed
- public transport improvements
- key landscape improvements
- areas where further investigation is required

The action plan components will set out:

- capital and community development projects for Council
- actions for other authorities
- suggested private investment strategies and how Council might encourage this
- ongoing co-ordination and community involvement
- suggested actions for community groups and local businesses

As well as the structure and action plans proposals for planning scheme amendments should be developed. The new Victorian Planning Provisions provide a range of opportunities to better control development in Moreland. These can be used to help implement urban villages concepts.

5. Will urban villages work?

Urban villages will not work if they are viewed as just another set of planning policies. While setting appropriate development controls will be an important part of the urban village process, to be truly effective urban villages need to be a focus for the development of a sense of community.

Council's work in encouraging urban village type development must include actions on how to better strengthen local community networks. For example, at the East Brunswick site Council is working with the CERES environmental park on reviewing their site plan. Part of this review will consider how CERES can be better linked physically with the surrounding area. CERES itself is exploring ways that it can function as a local focus.

Different sites will present different opportunities to involve the community — these might include local schools, community facilities, or shopping centres.

Perhaps the real question facing Moreland is not 'can urban villages be established?' but 'if urban villages can't be established what sort of city will we be left with?'.

5.1. Resources required

A detailed cost estimate has been made of the process set out in this report for urban village plans. This costing is preliminary and is based on expectations of a reasonable smooth progression through the planning steps outlined. The costing indicates that each urban village plan should cost in the region of $10,000 to $15,000 to produce. There would be some advantage to preparing plans for a number of villages at once, or on a staged basis, an this should keep costs to the lower end of the estimate.

5.2. How quickly to proceed

It is suggested that plans for two or three urban villages should be prepared during the 1997–98 financial year. The program should then be reviewed before committing to further preparation of plans.

A Draft Local Policy for Planning Scheme

Draft local policy statement for inclusion in planning scheme as part of Local Planning Policy Framework.

Moreland supports the establishment and promotion of urban villages based on:

1. use of objective criteria for the assessment of the potential of areas to function as urban villages. Claims that a development meets urban village principles must demonstrate that the site is suitable for urban village development using the point system set out in Council's policy.
2. adoption of general principles of ensuring appropriate development in suitable sites, including ensuring:

- robust and flexible design f development
- only uses compatible with the mixed use nature of urban villages are permitted
- protection of areas in urban villages where development should not take place
- development faces and reinforces street frontages and the public realm
- development does not compromise achievement of overall goals for a particular urban village. Development which brings short term benefit but compromises longer term opportunities is generally not acceptable.
- street block patterns are reinforced and new links provided where needed. Development should provide the opportunity for links to be created or completed by adjoining development at a future date.
- public transport, bike and pedestrian travel is supported. Where car parking provision is reduced contribution should be made to works that provide facilities for or assist public transport, bike and pedestrian travel
- environmental sustainability is a key characteristic of development.

3. detailed design process for individual sites and use of planning scheme overlays to implement recommendations.

Detail on this policy is contained in the report 'Urban Villages: a sustainable future for Moreland', City of Moreland (1997).

B Point system for scoring villages

B.1 Point system

B.1.1 Public transport

Points are awarded as follows:

4 points for a train station
2 points for a tram route
1 point for a bus route,

with a maximum score of 6 points.

B.1.2 Street network

The connectivity of the local street network is ranked as follows:

Good – 6 points
Well connected street network which provides multiple choices and some access to more major roads but does not include arterial roads (marked in black in Melway street directories)

Fair – 4 points
More limited connectivity or the presence of major arterial roads

Poor – 2 points
Based around multiple main roads or with poor connectivity and long block lengths.

B.1.3 Land use mix

Existing land use mix or zoning which could support a range of employment opportunities.

Good – 6 points
A site which already incorporates a mix of land uses, and has a reasonable core of retail or employment activity.

Fair – 4 points
Sites which incorporate large amounts of single uses and have limited existing commercial uses.

Poor – 2 points
Sites which are predominantly single use (such as residential) and which would be difficult to change over a medium time frame.

B.1.4 Development intensity

The opportunities for more intensive development within the site.

Good – 5 points
A site with a range of lot sizes, and opportunities for development, such as vacant land areas, or areas currently undergoing development.

Fair – 3 points
A site with a mix of lot sizes and some opportunity for development.

Poor –1 points
Sites withe homogeneous lot sizes and little opportunity for development or large areas which can not be changed.

B.1.5 Open space

Good – 3 points
A site with easily accessible open space for all areas of the site

Fair – 2 points

Poor –1 points
Little or no open space and limited opportunities to gain more open space

B.2 Applying the point system

The point system was applied based on examination of street patterns in the Melway, planning scheme maps and local knowledge.

An improvement would be for the point system to be applied by a group discussion with a number of people who have local knowledge (for example, the Council's Statutory Planning Department).

C General principles checklist

Robust and flexible design

- ❑ provides separate street entrances for maximum number of occupiers, including where possible for fist and second floor uses.
- ❑ avoids design for specific uses — the development can be used for a range of uses
- ❑ limited body corporate areas

Compatible uses

- ❑ avoids noxious, hazardous, or offensive uses
- ❑ strict control of noise emissions — a 'noise reduction plan' prepared
- ❑ strict control of odour and smells.
- ❑ no significant increase in traffic or the creation of parking problems.
- ❑ local streets should not be expected to carry more than 1500 vehicles per day.
- ❑ traffic calming for local street maintained or extended
- ❑ good interface with residential areas — different uses do not face each other.
- ❑ no late night interruption by late night work activities or entertainment venues.

Safety and street frontage

- ❑ improves the pedestrian amenity of the area
- ❑ increases the safety and sense of safety of the public realm
- ❑ no blank wall, garages or car spaces facing public areas

Urban structure

- ❑ does not compromise achievement of overall targets for urban village
- ❑ reinforces and enhances street block patterns and provides opportunities for new links where needed.
- ❑ provides additional bike and pedestrian links where possible.
- ❑ supporting public transport
- ❑ new public transport shelters, bicycle path construction or lane markings provided.

Environmental sustainability

- ❑ residential development achieves an energy rating of at least four stars.
- ❑ measures to limit run-off rates and improve water quality.
- ❑ preserves existing vegetation and creates opportunities for new planting.

D Priority list of urban village sites

Rank[1]	Location	Melway	Score	Train?	Tram?	Bus?
1	Merlynston	17:G7	25	Yes	-	Yes
2	Anstey	29:G6	24	Yes	Yes	Yes
2	Brunswick	29:G7	24	Yes	Yes	Yes
2	Lygon Albert	29:K8	24	-	Yes	-
5	Jewel	29:G10	23	Yes	Yes	Yes
5	Nicholson Brunswick	30:A10	23	-	Yes	Yes
7	Granthan Union	29:E9	22	-	Yes	Yes
7	Moreland	29:G4	22	Yes	Yes	Yes
7	Nicholson Blyth	30:A6	22	-	Yes	Yes
10	Coburg	17:H12	21	Yes	Yes	Yes
10	Sydney Bakers	17:H8	21	-	Yes	Yes
10	Lygon Albion	29:K6	21	-	Yes	Yes
10	Glenroy	16:G2	21	Yes	-	Yes
14	Melville Victoria	29:C6	20	-	Yes	Yes
14	Holmes Moreland	29:K4	20	-	Yes	Yes
17	Pascoevale	16:K9	19	Yes	-	-
17	Derby Collins	17:D6	19	-	-	Yes
17	Sussex Rollo	17:E7	19	-	-	Yes
17	Melville Reynard	29: D2	19	-	Yes	Yes
21	Cumberland O'Hea	17:B10	18	-	-	Yes
21	Hadfield	17:B3	18	-	-	Yes
21	Batman	17:H10	18	Yes	Yes	-
21	Sydney The Grove	29:H3	18	-	Yes	-
25	Cumberland Gaffney	17:B9	17	-	-	Yes
25	East Fitzroy	17:E3	17	-	-	Yes
25	Newlands Carr	17:K9	17	-	-	Yes
25	Moreland Melville	29:D3	17	-	Yes	Yes

1 Where sires received the same score they have been given the same rank number

E Costing of structure plan

Stage	Estimated days	
	Researcher	Planner
Review site selection	0.5	
Site audit		
Obtaining base information aerial photographs current zoning Assessment of heritage issues	1	1
Land use survey Collation of information on traffic volumes, and public transport services and use	2	0.25
Demographic analysis. Population estimate to be made by physically counting houses and units and applying average occupancy rates for the local area.	1	
Assessment of worker numbers	0.5	
Calculation of percentage of public space and public park space. This includes preparation of a of plan to identify land without buildings		0.5
Preparation of plans showing actual area of site within 5 or 10 minutes walk of the centre		0.25
Review of land ownership patterns	0.5	
Review of land values and typical rents		0.25
Identify stakeholders		0.5
Write up information	1	1
Public workshop and ACO analysis		
Organise workshop	1	
Notice and invitations	1	
Attendance	1	1
Write up workshop		1
Reference group	1	1
Structure plan		
Opportunities and targets issues paper	1	5
Presentation of opportunities to community	2	1
Preparation of structure plan and action plan	2.5	3
Total	**16 days**	**16 days**

Notes

Hourly rates are estimated at $30 per hour for the researcher and $80 per hour for the town planner, giving costs of $3600 and $9600 or $13,200 in total. There would be some efficiencies in carrying out two or three plans together.

The time estimates do not provide for much 'spare' time.

F Suggested controls under VPPs

F.1 New planning controls

In December 1996 the Victorian Government introduced the Victorian Planning Provisions (VPPs) which form the basis of new planning schemes in Victoria. Consequently, any discussion of future planning controls must take place in the light of these new planning provisions.

The City of Moreland is required by the State Government to prepare and exhibit for public comment a new planning scheme based on the VPPs. The VPPs make certain changes to planning controls which will affect the level of control Council has use and development of land. (This process will be completed in the second half of 1997).

The new schemes have the possibility of applying overlays which provide for more specialised controls over certain areas.

F.2 New planning controls

The aim of new planning controls would be to:

1. implement the structure plan aims and policies,
2. encourage appropriate development and promote development opportunities,
3. provide clear expectations on future developments, including:
    - ensure high standards of urban design
    - set building envelopes and possible uses for key sites
    - new pedestrian and bicycle links
    - road closures or new roads
    - areas to be preserved more or less as they are currently
    - new open space proposals
    - key landscape improvements.

F.3 Incorporated plan overlay

It is suggested that the appropriate planning control would be to use the incorporated plan overlay. The provisions of this overlay are as follows.

43.03 Incorporated plan overlay

Shown on the planning scheme map as IPO with a number.

Purpose

To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.

To show areas which require:

- The form and conditions of future use and development to be shown on an incorporated plan before development can commence.
- A planning scheme amendment process before the incorporated plan can be changed.

43.03-1 Permit requirement

A permit must not be granted to use or subdivide land, construct a building or construct or carry out works until an incorporated plan has been incorporated into this scheme.

This does not apply to a use, the construction of a building, the construction or carrying out of works or a subdivision specifically exempted by a schedule to this overlay.

A permit granted must:

- Be generally consistent with the incorporated plan.
- Include any conditions or requirements in the schedule to this overlay.

43.03-2 Preparation of the incorporated plan

The incorporated plan may consist of plans or other documents and may, with the agreement of the planning authority, be prepared and implemented in stages.

The incorporated plan must describe:

- The land to which the plan applies.
- The proposed use and development of each part of the land.
- Any other requirements specified for the plan in a schedule to this overlay.

G Copy of Council report

Adopted 23 June 1997. City Development, Council Urgent Business, pages 93 & 94

DCS166 URBAN VILLAGES POLICY (10 611)

1. Purpose

Director City Strategy reporting on a proposed Urban Villages Policy for Moreland. This report proposes a general policy position and a program of staged implementation of urban village areas around Moreland.

2. Policy Implications

The Urban Villages Policy will form part of the local policy framework of the Municipal Strategic Statement. The policy accords with Moreland's established polices and corporate goals, in particular in the areas of environmental sustainability, urban design, housing and transport planning.

3. Background

In simple terms an urban village is a suburban centre with a variety of housing types, offices, local employment opportunities, good public transport, safe and attractive streets and a range of community facilities within walking distance. In 1995–96 a major research study was undertaken in Melbourne to test the feasibility of the urban villages concept. The Urban Villages Project was a joint venture between Energy Victoria, Environment Protection Authority, Department of Infrastructure, eight local councils and the Federal Energy Research and Development Corporation.

The study examined a number of case studies including a site in East Brunswick around the intersection of Blyth Street and Nicholson Street. A separate report will be put to Council on this project.

The metropolitan wide urban village project was characterised by a rigorous and detailed analysis. There are three key points to the study.

- a set of criteria that serve both as benchmarks and targets for development projects.
- a comprehensive over-view of the urban village potential of the metropolitan area
- detailed transport and energy modelling which demonstrated that urban villages could deliver substantial environmental benefits

A copy of the proposed policy is **attached** and was presented to a Council briefing at the Information and Discussion meeting of 16 June 1997.

4. Issues

Urban village type development could help achieve many of Moreland's policy goals including those related to local employment, improved energy efficiency and improving the public spaces of the City.

Urban Villages are an approach to detailed local area planning. Their effectiveness can only really be judged by the results they achieve on the ground. This requires a more detailed implementation program.

Preliminary consultation in the East Brunswick urban village site (one of eight case studies used in the urban villages study) suggests that a narrow conception of urban development is likely to be resented by the community, but the wider concept of improving the public realm, providing jobs and local shopping as well as the higher density housing is likely to be supported, albeit with some scepticism of Council's ability to deliver.

Urban villages principles follow significant research and analysis at a State Government level. The **attached** policy provides a mechanism for implementing that policy and providing some guidelines on how to assess development in potential urban villages areas.

This policy will also assist in the implementation of the Municipal Strategic Statement which refers to the urban villages concept and the need for a local policy on this issue.

5. Financial and Resources Implications

The policy recommends that two urban village plans are produced in the next financial year. Each plan would cost in the order of $10,000. Current budget estimates make provision for this work.

6. Internal/External Consultation

Significant local consultation has occurred with the East Brunswick case study. Detailed community consultation is required for individual projects, but no further consultation is considered necessary on the broader urban villages policy itself, given the consultation which has already taken place on the case studies and the research rigour of the metropolitan wide study.

The policy sets out the proposed consultation mechanisms for individual urban village projects at a local area level.

7. Conclusion

Council should adopt the **attached** policy and proceed with preparing structure plans for two sites. The policy should be reviewed in the light of the experience of working with the local community in developing the structure plans.

RECOMMENDATION

Council:

1. Adopt the **attached** report 'Urban Villages: a sustainable future for Moreland' as Council Policy
2. Note that a detailed implementation plan for East Brunswick will be presented as a separate report in August
3. Proceed with a program of developing two new Urban Village structure plans in the next financial year, and that the sites be selected based on the priority list established in the policy.