

AMENDMENT C108 - PLANNING FOR MARIBYRNONG'S INDUSTRIAL LAND

Director: **Nigel Higgins**
Director Sustainable Development

Manager: **Adrian Havryluk**
Manager City Strategy

PURPOSE

To seek endorsement of the Industrial Land Strategy (ILS) and three associated Industrial Precinct Framework Plans, and to request the Minister for Planning to authorise Council to prepare and exhibit Amendment C108 to implement MEIDS and the Maidstone Hampstead Road East Framework Plan into the Maribyrnong Planning Scheme.

ISSUES SUMMARY

- The economic development vision for Maribyrnong City Council is to be a leader in urban economic transition and renewal, embracing its industrial past whilst creating vibrant and successful urban places with excellent business opportunities and meaningful employment.
- Amendment C108 will implement the Maribyrnong Economic and Industrial Development Strategy and the Maidstone Hampstead Road East Framework Plan into the Maribyrnong Planning Scheme.
- Amendment C108 proposes to make changes to the Local Planning Policy Framework including the Municipal Strategic Statement (clause 21), and the local planning policies (clause 22), no land within the city will be rezoned as part of this amendment.
- The Framework Plans will provide strategic direction for Maribyrnong's Industrial land use areas to support future economic development opportunities for the City.

ATTACHMENTS

1. Industrial Land Strategy
2. Tottenham and West Footscray Precinct Framework Plans, and Maidstone Hampstead Road East Framework Plan (includes Key Direction Sheets)
3. Amendment C108 Documentation and List of Changes (includes Explanatory Report, Planning Scheme Clauses and other amendment documents).

OFFICER RECOMMENDATION:

That Council:

1. **Adopts the Maribyrnong Industrial Land Strategy for the purpose of public consultation, and to form part of Amendment C108.**
2. **Adopts the Maidstone Hampstead Road East Framework Plan for the purpose of public consultation, and to form part of Amendment C108.**

3. **Endorse the findings and recommendations of the Tottenham and West Footscray Framework Plan 2014 to make it publicly available to assist with future discussions about planning for the precinct with Hobsons Bay City Council, Brimbank City Council and the Metropolitan Planning Authority.**
 4. **Request the Minister of Planning to authorise Maribyrnong City Council to prepare and exhibit Amendment C108 to the Maribyrnong Planning Scheme, generally as detailed in the attachments to this report.**
 5. **Notes the delegation of the Chief Executive Officer to make any necessary changes to the relevant documentation, in preparation to request the Minister for Planning to authorise the Maribyrnong City Council to prepare and exhibit Amendment C108 to the Maribyrnong Planning Scheme.**
 6. **Subject to authorisation being granted by the Minister for Planning, generally as detailed in the attachments to this report or any subsequent changes approved under delegation, resolves to place Amendment C108 to the Maribyrnong Planning Scheme on exhibition, as prescribed under Section 19 of the *Planning and Environment Act 1987*.**
 7. **Notes the delegation of the Chief Executive Officer to consider any submissions received in relation to Amendment C108, in accordance with Section 22 of the *Planning and Environment Act 1987*, and in accordance with Section 23 of the *Planning and Environment Act 1987*, refer any submissions received that cannot be resolved, along with other submissions, to an independent panel appointed by the Minister for Planning.**
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BACKGROUND

Maribyrnong Economic and Industrial Development Strategy

Given the changing social and economic nature of Maribyrnong and the external influences acting upon it, the *Maribyrnong Economic and Industrial Development Strategy (2011)* was developed to guide future sustainable economic development. The Maribyrnong Economic and Industrial Development Strategy (MEIDS) comprises two documents, the Maribyrnong Industrial Land Strategy and the Maribyrnong Economic Development Strategy.

Economic Development Strategy

The Economic Development Strategy (EDS) was adopted by Council on 18 October 2011. The EDS sets a direction for the City, building on local strengths to create a dynamic economy for the benefit of the community. The EDS has informed the Industrial Land Strategy, by providing understanding of the current and future economic conditions facing the municipality that affect employment and industrial development.

The Industrial Land Strategy

The Industrial Land Strategy (ILS), completed in 2011, guides the retention and development of Industry Related Employment Land in Maribyrnong, and balances the need for continued employment areas with strong pressure for redevelopment to accommodate alternative uses such as residential. The ILS recommended further work (Precinct Framework plans) which have now mostly been prepared (refer to Attachment 1).

The vision for the future of Maribyrnong's industrial land was formulated after considerable consultation with local business, Local Government, State Government and other stakeholders.

The Industrial Land Vision is as follows:

The City of Maribyrnong has protected and improved the amenity and accessibility and attractiveness for business of core employment areas, as a means to delivering the City's economic vision.

Research undertaken for the ILS found that in 2011 Maribyrnong had approximately 532 hectares of industrial zoned land, with only 5.5 per cent of land undeveloped (unimproved). The nine precincts in the study total approximately 496 hectares of land, including 472 hectares of industrial purpose land. The remaining land is contained in residential, retail or commercial uses. Building footprints cover 48.1 per cent of the land area. More than 10,000 people, with an employment density of 16.8 employees per hectare occupied, were employed in the 9 precincts.

The retention of industrial land is important to ensure the City maintains a strong employment base. The study asserts that the City's industrial land is used for activities that would be best described as "Industrial Related Employment" activities, as Maribyrnong's industrial economy has shifted from predominantly manufacturing to value adding manufacturing, warehousing and service industries.

Initial stakeholder consultation and survey work as part of the ILS found a number of constraints to development in Maribyrnong including:

- Limited undeveloped sites
- General amenity and poor infrastructure, parking issues, and underutilised building stock
- Development complexity, with proximity to residential areas, contaminated land and heritage considerations
- Operational issues, including access and environmental considerations
- Economic feasibility, with inflated land prices and holding costs.

The ILS aims to provide policy that supports stable employment land supply, reduced vacancy rates, improved sale values and rents, increased investment, increased employment per hectare, reduced complaints about the condition of industrial areas, and increased public transport usage to and from work.

DISCUSSION/ KEY ISSUES

1. Key Issues

A new approach to classifying Industrial Land

Currently in the Maribyrnong Planning Scheme, continuous areas of industrial land are classified as being part of either Core Industrial Areas/ Precincts or being part of Strategic Investigation Areas.

Performance Criteria were developed in the ILS to help inform the categorisation of Industrial related employment land as a Core Employment Area. These criteria summarised as:

- *Use/ Purpose* – Current use is predominantly employment based, including industrial and/or commercial.
- *Transition Buffer Role* - Currently forms a transition buffer between heavier industrial and sensitive uses or high amenity areas.
- *Statutory Buffer* – Land is located within a statutory, legislated or recommended buffer of a nearby use.
- *Co-Location* – Within an area of similar, related or dependent industrial/ commercial activities.
- *Capital Investment* – There is significant sunk capital in the precinct, or recent levels of reinvestment.
- *Employment* – Precinct has a significant number of employees.
- *Access* – Existing or planned direct (i.e. not through residential areas) access to key transport networks.
- *Legislative/ Policy Framework* – The precinct is recognised for its economic and/or employment role in the planning scheme or other policy/legislative/ strategic frameworks.

The ILS introduces new terminology to categorise both industrial and commercial land within the municipality, (highlighting the employment role of the land, without restricting the definition to purely 'industry'), being:

Core Employment Area (CEA):

Areas which are highly suitable for employment, are functioning relatively efficiently and where the employment role is to be protected and enhanced.

The ILS recommends that precincts classified as Core Employment Areas undergo a framework planning process.

Strategic Employment Investigation Area (SEIA):

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

The ILS recommended that these precincts undergo a Framework Planning process with categorisation criteria to be applied to sub-precincts in each area. Sub-precincts will be then designated as either *Employment Intensification Areas* (where issues and limitations are to be addressed for these sub-precincts to retain or increase their employment role) or *Strategic Redevelopment Areas* (where limitations and issues cannot be addressed and where these sub-precincts are more suited to a mixed-use or an alternative role eg: entirely residential)

Using the above terminology, the nine precincts assessed in the ILS were classified as:

Core Employment Areas (CEA):

Yarraville Port, Tottenham, West Footscray, Braybrook Ashley Street (part of Central West Activity Centre), Braybrook Ballarat Road, and Yarraville Cawley. (6)

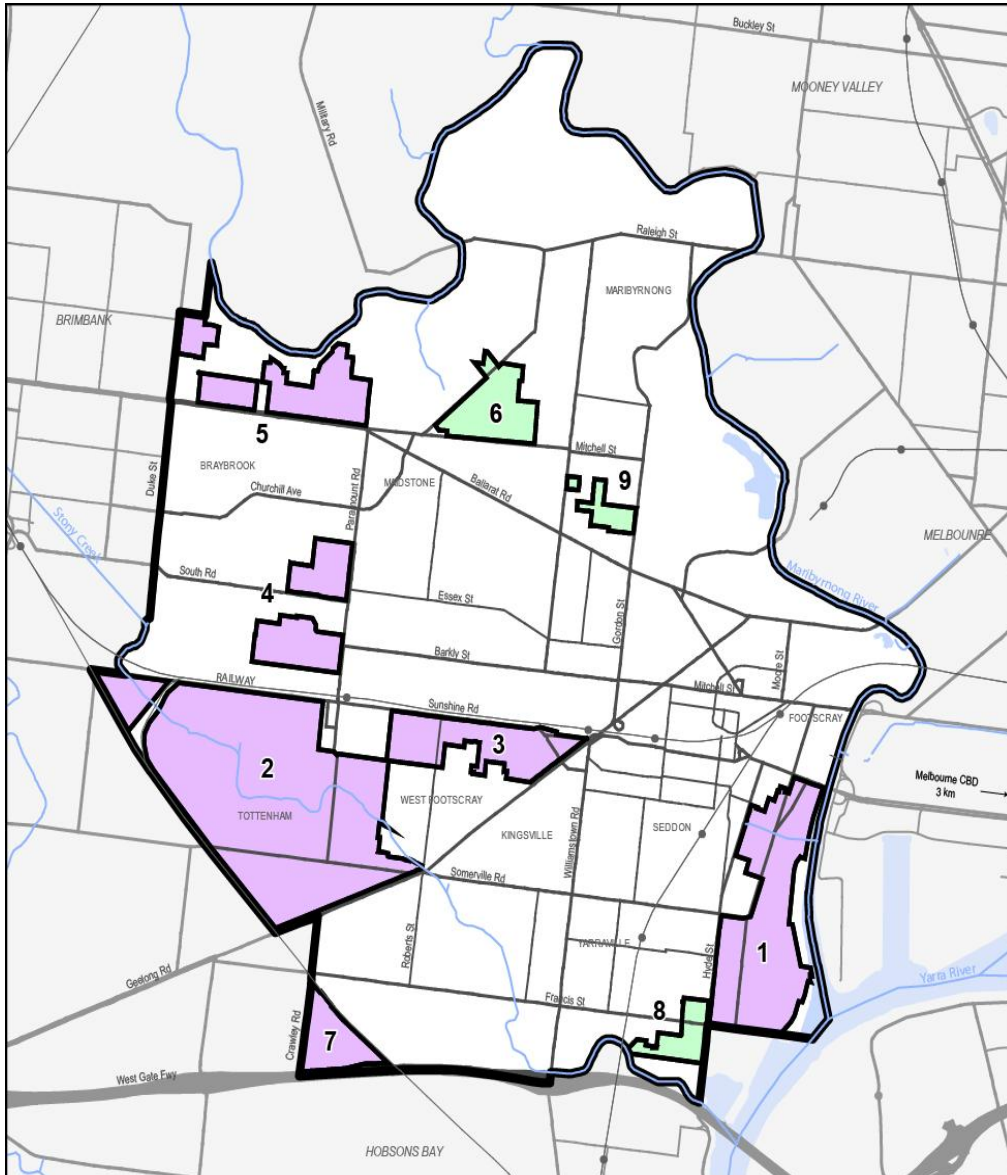
Strategic Employment Investigation Areas (SEIA):

Maidstone Hampstead Road, Yarraville Mobil Terminal, and Gordon & Mephan Street. (3)

A number of small isolated industrial parcels were not contained within the ILS, due to their remote location from the main nine precincts. These areas are not considered consequential to the strategy as a whole, but their future should be considered in relation to the extent of their surrounds. Issues including amenity, appropriate access, contamination, heritage, surrounding uses, reuse of the site and buffer issues must be assessed before Council should consider any spot rezoning request.

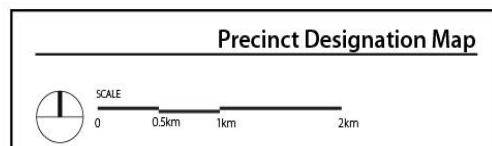
An isolated section of land (30 Rosamond Road, Maribyrnong) that formed part of Precinct 9 in the ILS, has since been rezoned to residential use via Amendment C95. Precinct 9 will now be referred to as the "Gordon and Mephan Street" precinct.

Land Designation in the Industrial Land Strategy



Legend

-  Municipal Boundary
-  Precinct Boundary
-  Core Employment Area
-  Strategic Employment Investigation Area



- Precinct 1:** *Yarraville Port*
- Precinct 2:** *Tottenham*
- Precinct 3:** *West Footscray*
- Precinct 4:** *Braybrook Ashley Street*
- Precinct 5:** *Braybrook Ballarat Road*
- Precinct 6:** *Maidstone Hampstead Road*
- Precinct 7:** *Yarraville Cawley*
- Precinct 8:** *Yarraville Mobil Terminal*
- Precinct 9:** *Gordon & Mephan Street**

* (Referred to in the ILS as Gordon & Mephan Street & Rosamond Road)

Figure 1: MEIDS – ILS Precinct Designation Map

Precinct Framework Planning Progress

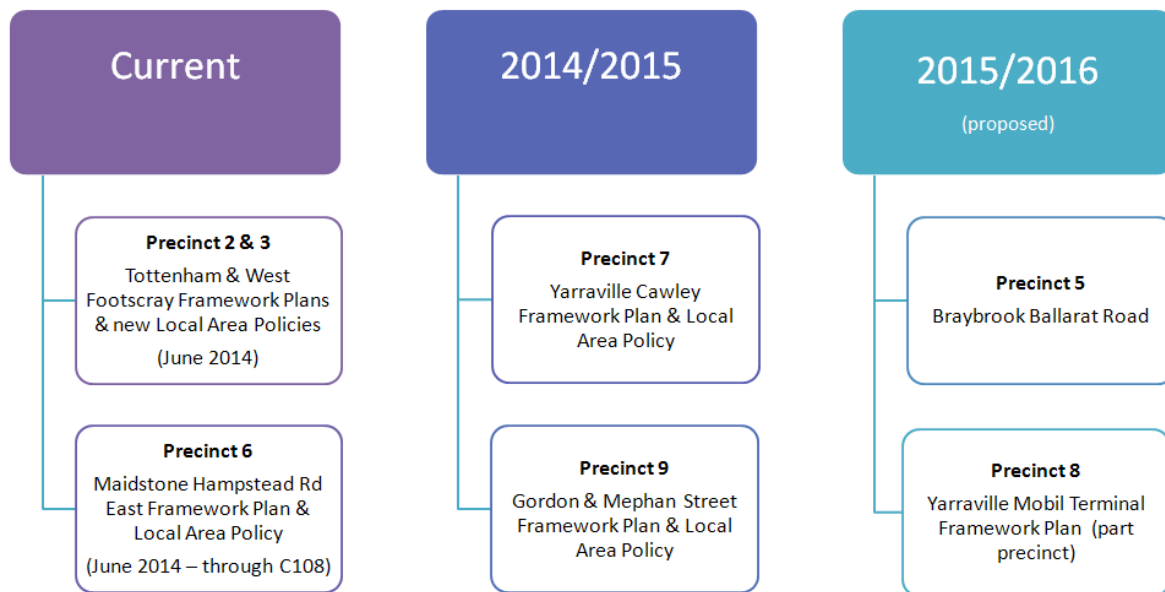


Figure 2: Framework Plan progress diagram

MEIDS identified the need for seven Framework Plans to be developed, three have been completed, two are currently underway and the remaining two are scheduled for 2015/16.

Framework Plans have been completed for three precincts: Maidstone Hampstead Road East (Precinct 6), Tottenham (Precinct 2) and West Footscray (Precinct 3). Amendment C108 (Precinct 6) implements the Maidstone Hampstead Road East Framework Plan into the Planning Scheme.

The Gordon and Mephan Street and Yarraville Cawley Framework Plans have commenced and will be completed by June 2015.

The Braybrook Ballarat Road and Yarraville Mobil Terminal (part precinct) Framework Plans are planned to be completed by June 2016.

The Braybrook Ashley Street and Yarraville Port precincts do not require Framework Plans due to adequate existing policy guidance (see local area policy at Clause 21.11-3 *Central West Major Activity Centre* and local planning policy at Clause 22.04 *Yarraville Port Industrial Precinct Policy* – to be renamed *Yarraville Port Core Employment Area Policy*).

Maidstone Hampstead Road – Precinct 6

To encourage a more viable mix of land uses by protecting and enhancing the Core Employment Area whilst supporting the appropriate transition in the Strategic Redevelopment Area



Figure 3: Maidstone Hampstead Road East Framework Plan (see attachment 3 for full copy)

The Maidstone Hampstead Road East Framework Plan (2012) was endorsed by Council's City Development Special Committee at the meeting of 17 September 2013 to assist with future planning direction for the precinct and to make the document publicly available for discussion purposes with land owners. The Plan was updated in May 2014 with minor amendments to ensure consistency with the overall implementation of MEIDS. The Framework Plan provides analysis and planning to determine the direction of the precinct which was initially designated as a Strategic Employment Investigation Area in the Industrial Land Strategy.

The framework Plan has found that part of the precinct is suited to be classified as a Core Employment Area. This area known as Maidstone Hampstead Road Core Employment Area will continue to support a mix of small service industries and warehousing. The remaining sites are considered more suited to transition to mixed-use development to provide a mix of employment generating uses and residential. This area is to be known as the Maidstone Hampstead Road Strategic Redevelopment Area. The Council property at 94-96 Mitchell Street is identified in the plan as having potential to transition to mixed use.

A summary of the key directions for the Maidstone Hampstead Road East Framework Plan is provided at Attachment 2 together with a full copy of the Framework Plan.

Tottenham Core Employment Area (CEA) – Precinct 2

To strengthen its role as a Core Employment Area by protecting existing major employers and delivering improved amenity and opportunities to attract new businesses.

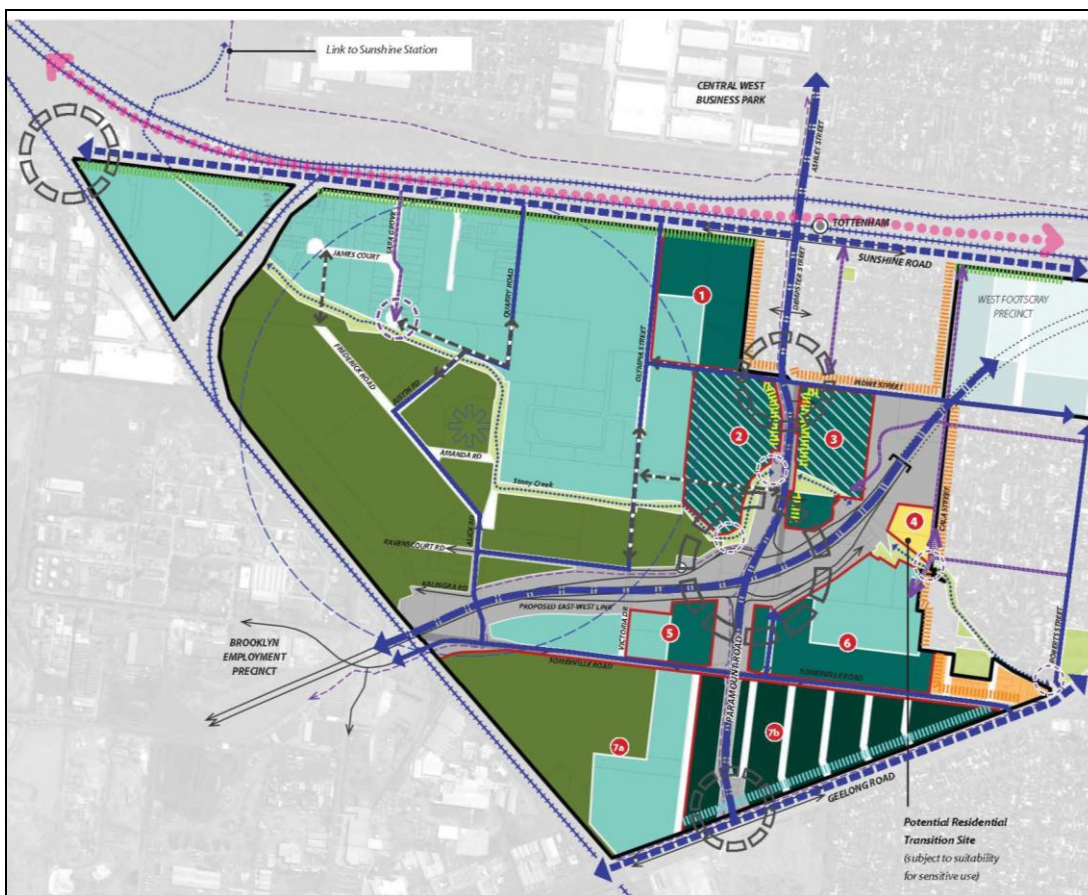


Figure 4: Tottenham Framework Plan (see attachment 3 for full copy)

The Tottenham Precinct is the largest industrial Core Employment Area (CEA) within the municipality and is well located for industrial and large-format commercial uses with opportunities for its employment role to be revitalised and strengthened. Close proximity to the CBD and port provides opportunities for logistical uses. The precinct is bound by a railway line to the north, a freight railway line to the west, Geelong Road to the south and an established residential area to the east.

Amenity issues including odour, pollution, unattractive development and heavy truck traffic need to be managed effectively to create opportunities for more intensive employment activities. The Major Hazard Facility in Amanda Road (hazardous product storage and handling) imposes a constraint on the type of use and development that can be safely accommodated in its vicinity.

Stony Creek runs through the precinct, comprising both public and private land, and forms a barrier to movement within the precinct. There is an opportunity to utilise the creek for pedestrian and cycling connections.

The Precinct has excellent access to existing and future local freight networks. Major planned infrastructure will improve access to the Precinct, in particular the future East-West Link and Paramount Road Upgrade which will provide a catalyst to attract new industrial and commercial uses. The Tottenham train station is located to the north-east of the precinct. There are several bus routes along Geelong Road but no routes within the precinct. Few safe pedestrian connections exist between the train station and employment clusters, discouraging public transport use. The cycling network lacks a number of key links and there are no on-road bicycle priority routes, other than on Geelong Road.

The planned future East-West Link has significant implications for the future of the Tottenham Precinct. Planning for the Precinct has considered all available information on the East-West Link project and proposed a land use pattern that responds to the opportunities created by East-West Link while allowing flexibility for development in the short and medium term to occur on land not affected by the proposed project. Any rezoning within the indicative alignment of East-West Link or its immediate vicinity would be inappropriate until plans for the final alignment have been confirmed and made available to ensure an appropriate use and development response is achieved

A summary of the key directions for the Tottenham Core Employment Area is provided at Attachment 2 together with a full copy of the Framework Plan.

West Footscray Core Employment Area – Precinct 3

To strengthen its role as a Core Employment Area by protecting existing major employers and delivering improved amenity and opportunities to attract new businesses.



Figure 5: West Footscray Framework Plan (see attachment 3 for full copy)

The West Footscray Precinct is a well functioning Core Employment Area (CEA) that is expected to maintain its traditional manufacturing role, which has allowed it to deliver employment opportunities consistent with that of more contemporary industrial precincts. The precinct is linear and benefits from frontages to Sunshine Road and Geelong Road. Some properties within the precinct have a direct interface with Hansen Reserve to the south. There are two significant Heritage buildings fronting Sunshine Road (former wool stores) providing opportunities for adaptive reuse for employment use.

Amenity issues including odour, pollution, unattractive development and heavy truck traffic need to be managed effectively to create opportunities for more intensive employment activities. Some businesses have the potential to give rise to adverse amenity impacts to surrounding residential uses and restrict new uses within their buffer areas.

The role of the West Footscray Precinct as a Core Employment Area should be strengthened by protecting existing major employers and delivering improved amenity and connectivity. There is opportunity to attract new businesses to the precinct to capitalise on its key strategic location near the City and Port and utilise major transport infrastructure connections. New development should make the most of the Sunshine Road interface, and address Hansen Reserve, improving interfaces with adjoining public and residential areas.

A summary of the key directions for the West Footscray Core Employment Area is provided at Attachment 2 together with a full copy of the Framework Plan.

Amendment C108 Precinct Designation

Figure 6 below shows the revised precinct designation and the updates to be undertaken to the Municipal Strategic Statement Industry Framework plan.

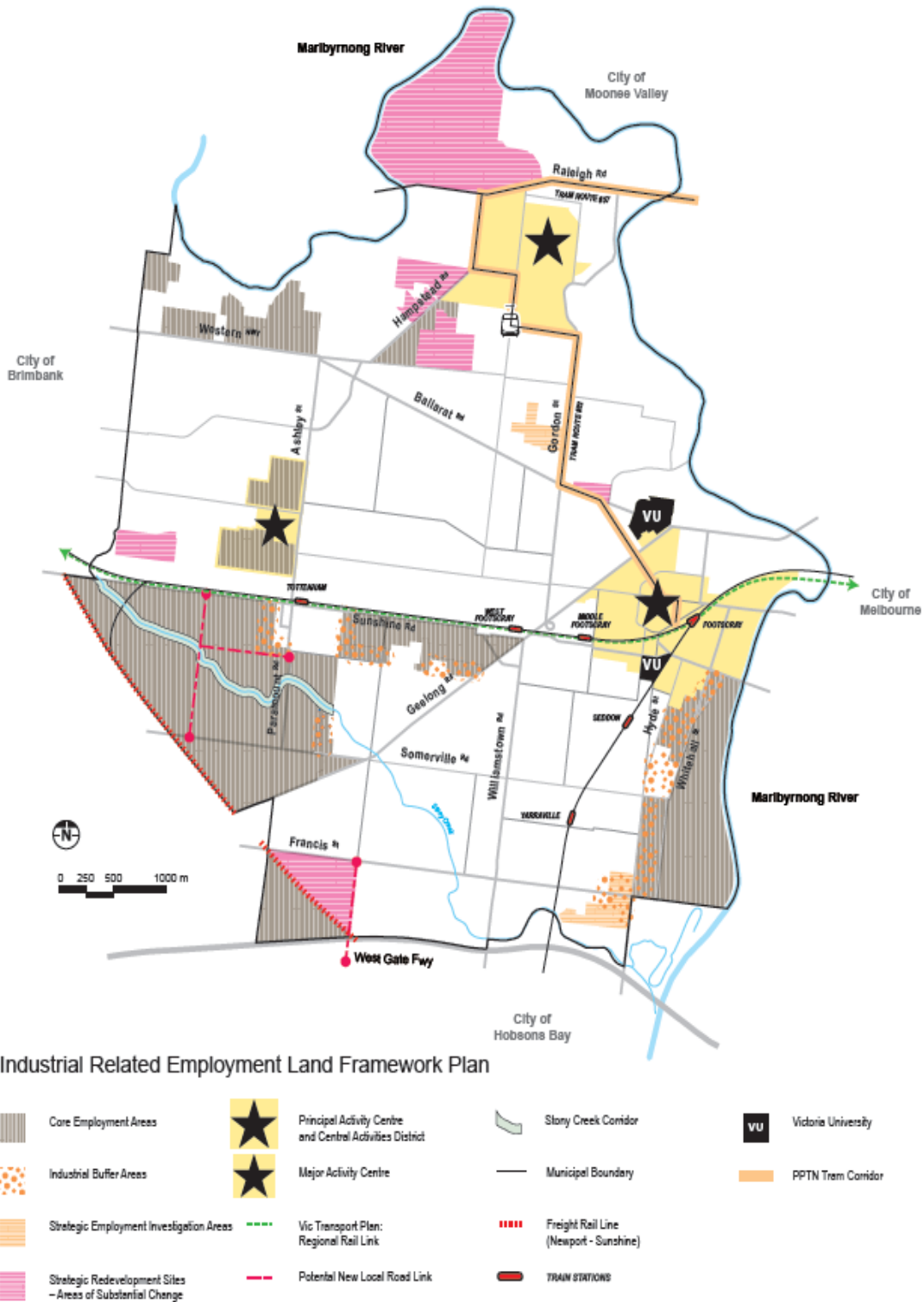


Figure 6: Industrial Related Employment Land Framework Plan

The Industrial Land Strategy – Council’s new Industrial Land Policy

The ILS provides direction for Council decision making and will help support local businesses and industry. The strategy provides a framework for Council and the broader community as to which land will be retained for employment uses into the future.

The categorisation of land as a core employment area rather than an industrial precinct recognises the need for flexibility in planning and land-use policy in responding to the changing nature of industry.

Retention of Industrial Related Employment Land

The ILS projects that whilst the demand for Industry Related Employment Land may decline in the medium term (5 to 10 years), there will be an increase in the longer term.

The ILS also found that there is a need to provide Industry related employment land for a wider range of employment generating activities than just industrial. Given the changing profile of the population for example, an increasing need will exist for a wider range of employment generating uses in the future.

In an attempt to respond to the changing nature of employment, the ILS doesn’t seek to target/ or attract specific industries to each precinct. Rather the ILS allows market forces to direct employment generating uses within the parameters of the preferred uses outlined by the ILS and the precinct Framework plans.

Proposed Changes to Planning Scheme through Amendment C108

Amendment C108 will implement the Maribyrnong Economic and Industrial Development Strategy (including the EDS and ILS) and the Maidstone Hampstead Road East Framework Plan into the planning scheme.

No land within the municipality will be rezoned as part of this amendment.

Amendment C108 proposes to make changes to the Municipal Strategic Statement (MSS clause 21) and the local planning policies (clause 22).

Explanation of the changes proposed through Amendment C108 are outlined in more detail in Attachment 3 (Amendment Documentation) to this report.

To summarise, the key changes proposed include:

- Update the Economic Development section in the Municipal Profile to provide greater detail on Maribyrnong’s economic history and industrial land use context. The list of the core employment areas identified by the ILS is added.
- Amend the Land use, Open Space, Settlement, Environmentally Sustainable Development, Housing and Industrial Framework Plans in the MSS to reflect the findings of the ILS and subsequently completed precinct framework plans.

- Amend the terminology used throughout the MSS to reflect the new ILS terminology of; 'Core Employment Area' and Strategic Employment Investigation Area'.
- Update policy on well-designed industrial and commercial development.
- Revise sub-clause 21.08-3 in Economic Development to reflect the findings of the ILS and Framework Plans.
- Introduce new reference documents, the EDS, ILS and Maidstone Hampstead Road East Framework Plan into the planning scheme.
- Remove the Maribyrnong Local Industrial Land Use Policy and Development Framework (2003) from the list of referenced documents in the planning scheme (as now superseded by ILS)
- Introduce a new local area policy at Clause 21.11; the Maidstone Hampstead Road Core Employment Area Policy.
- Update the Yarraville Port Industrial Precinct Policy at Clause 22.04
- Amend the terminology used in the Francis Street Mixed-Use Policy at Clause 22.02.

2. Legislation/Council Policy

State

Clause 17 Economic Development, in particular Clause 17.02-1 provides state-level policy direction (State Planning Policy Framework) on Industrial Land Development.

The State Government's draft Metropolitan Strategy "*Plan Melbourne*" identified the Tottenham, West Footscray areas as part of the state significant "Western Industrial Precinct". If this designation is confirmed in the final version of Plan Melbourne, the importance of these precincts will be elevated.

The new approach to employment land and change in terminology proposed by the ILS is a shift that complements the new commercial and industrial zones introduced by the State Government in 2013. The new commercial and industrial zones provide greater flexibility in regard to allowable uses, reflecting changing trends in commercial and industrial development.

Council

In the Local Planning Policy Framework (LPPF) in the Maribyrnong Planning Scheme, *Clause 21.08-3 Industry* and the Industrial Framework Plan (Clause 21.08) currently provides direction on industrial land use in the municipality.

Clause 22.04 Yarraville Port Industrial Precinct Policy currently provides land use guidance for land in the municipality within the Port Environs area.

The Maribyrnong Local Industrial Land Use Policy and Development Framework (2003) is currently a reference document at Clause 21.12 in the Maribyrnong Planning Scheme.

Clause 21.14 of the LPPF directs Council to '*Prepare the Maribyrnong Economic and Industrial Development Strategy*' and '*Prepare strategic plans for core industrial precincts*'.

Amendment C108 comprehensively amends the LPPF and the clauses relevant to economic and industrial development in the municipality, introducing new policy drawn from MEIDS and the Maidstone Hampstead Road East Framework Plan. MEIDS (2011) will replace the Maribyrnong Local Industrial Land Use Policy and Development Framework (2003) as Council's new Industrial Land policy.

Human rights consideration

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

3. Engagement

Consultation to inform the preparation of MEIDS (both the EDS and ILS) was focused on a broad spectrum of stakeholders with an interest in Maribyrnong's industrial precincts and local economy. Opinions were sought from a range of groups including Government agencies (DSDBI, DTPLI, DEPI), Referral Authorities (EPA, WorkSafe, Port of Melbourne), surrounding Councils (Brimbank, Hobsons Bay, Moonee Valley, Melbourne) major local business owners, land owners, tenants, significant land developers, real estate agents, and infrastructure/ utility providers.

In formulating the Tottenham and West Footscray precinct framework plans, targeted consultation was undertaken with key stakeholders with direct interests in the future use and development of the precincts. Responses from the consultation were considered in the preparation of the framework plans. A transport workshop was held between Maribyrnong City Council Officers, DTPLI, Public Transport Victoria and VicRoads. Interviews with key landowners and business operators in the two precincts were also undertaken.

Consultation for the Maidstone Hampstead Road East Framework Plan also targeted a range of stakeholders with an interest within the precinct. The consultation included major local business owners, land owners and tenants, significant land developers, real estate agents, infrastructure and utility providers and service providers. It involved face-to-face meetings and telephone interviews.

Consultation for Amendment C108 will provide the opportunity for various agencies and the public to comment on the changes to the planning scheme and the Maidstone Hampstead Road East Framework Plan.

Consultation will include a one month exhibition period with an opportunity for submissions, and information sessions alongside the required statutory engagement measures, in accordance with Section 19 of the *Planning and Environment Act*.

Exhibition of the amendment will be advertised on Council's website and in the Government Gazette and Local paper. Council Officers will be able to meet with any interested stakeholders.

If submissions are received that cannot be resolved, a Planning Panel will be appointed providing submitters an opportunity to be heard by Independent Planning experts who then make recommendations to Council.

4. Resources

Resource requirements are in accordance with existing budgetary allocation.

CONCLUSION

The Industrial Land Strategy provides direction for Council decision making and will help support local businesses and industry. The strategy provides a framework for the City to guide future Industrial land use and employment opportunities and ensure land will be retained for employment uses into the future.

Amendment C108 will implement the Maribyrnong Economic and Industrial Development Strategy (including the EDS and ILS), and the Maidstone Hampstead Road East Framework Plan into the planning scheme.