



Hobsons Bay Activity Centres Strategy

(2019-36)

**HOBSONS
BAY CITY
COUNCIL**



Acknowledgements

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This paper was compiled by the Hobsons Bay Strategy and Advocacy Department. For further information contact the Hobsons Bay City Council on 9932 1000 www.hobsonsbay.vic.gov.au

Council acknowledges all language groups of the Kulin nation as the traditional owners of these municipal lands. We recognise the first people's relationship to this land and offer our respects to their elders past and present.

Council acknowledges the legal responsibility to comply with the Charter of Human Rights and Responsibilities Act 2006 and the Equal Opportunity Act 2010. The Charter of Human Rights and Responsibilities is designed to protect the fundamental rights and freedoms of citizens. The Charter gives legal protection to 20 fundamental human rights under four key values that include freedom, respect, equality and dignity.

Executive Summary

The Hobsons Bay Activity Centres Strategy 2019-36 (Activity Centres Strategy) provides an over-arching framework to inform planning, economic development and decision-making about activity centres in Hobsons Bay, as well as to attract and direct public and private investment. It outlines a **vision** for Hobsons Bay activity centres, and sets out eleven **directions, supported by strategies, and place-based policies and actions**, to make this vision happen as population grows.

Vision for Hobsons Bay activity centres

By 2036, Hobsons Bay activity centres form a network of vibrant places at the heart of local communities. Each centre has a valued local identity and (as needed) provides:

- *administrative, civic and cultural facilities*
- *wellbeing services and retailing outlets to meet local needs*
- *an attractive, enjoyable and safe public realm*
- *places to meet and connect with others*
- *integrated, reliable high quality transport choices*
- *innovative well designed housing to meet the diverse needs of local people*

¹ Plan Melbourne 2014 was used for preparation of the Hobsons Bay Activity Centres Strategy: Technical Report 2016. This Activity Centre Strategy updates policy to reflect Plan Melbourne 2017-50.

What is an activity centre?

The Victorian Government's metropolitan planning strategy, **Plan Melbourne 2017-50**¹, describes **activity centres** as:

Areas that provide a focus for services, employment, housing, transport and social interaction. They range in size and intensity of use from smaller neighbourhood centres to major suburban centres and larger metropolitan centres.

Why have an activity centres strategy?

Overall, Melbourne is expected to reach a population upwards of eight million people by 2050 and the Victorian Government has prepared **Plan Melbourne** to manage this growth.

State planning policy directs that activity centres will play an increasingly significant role in accommodating Melbourne's urban growth and development.

Hobsons Bay's population is growing. It is forecast to increase from an estimated 95,395 people in 2018, to 112,642 by 2036.² A housing capacity assessment in the Hobsons Bay Housing Strategy 2019 identifies activity centres as one of the main opportunities for accommodating potential new residential infill development.

The Activity Centres Strategy translates Plan Melbourne to the local context through the development of a **Local Activity Centres Network** to provide an over-arching framework to inform planning, economic

² This is based on the 2016 ABS Census data and forecast.id (2018) data.

development and decision-making about activity centres in Hobsons Bay, while also being aspirational. The strategy will assist to attract, direct, advocate for, and guide investment (public and private) into local centres into the future.

The Activity Centres Strategy aligns with other work at the municipal level especially the Hobsons Bay Housing Strategy 2019, Neighbourhood Character Study 2019 and emerging structure plans for activity centres in Spotswood and Newport.

It ensures that Hobsons Bay celebrates and builds on a local sense of place by directing growth and renewal into activity centres, while supporting such centres to realise their potential and develop in sustainable and suitable ways that are responsive to local issues, centre function and local identity.

How to use this strategy

This activity centres strategy comprises the Hobsons Bay Local Activity Centres Network, a vision, and eleven directions supported by strategies, policies and actions. The document includes background information underpinning the preparation of the strategy and a high level implementation and monitoring plan.

Content is arranged as follows, so it can be read from cover to cover, or so readers can go straight to a particular area of interest:

Part 1 Background and context

Part 2 Hobsons Bay Local Activity Centres Network

Part 3 Directions, strategies, policies & actions

Part 4 Implementation and monitoring

Part 5 Centre-specific guidelines (brochures)

Towards a Hobsons Bay Local Activity Centres Network

What is an activity centres network?

An activity centres network is:

- **a group** or system of interconnected activity centres, each with a different role, function and scale (typology) that works collectively
- **dynamic:** continuously changing and evolving in response to many external factors such as new development, economics, population change, social change and alterations in retailing formats and service delivery platforms

Plan Melbourne uses a three tiered network of activity centres ranging from the larger **Metropolitan Activity Centres** to **Major Activity Centres** and then smaller **Neighbourhood Activity Centres**. Collectively these different types of centres interact with, influence and complement each other in a dynamic network.

While there are no **Metropolitan Activity Centres (Metro Centres)** in Hobsons Bay, **the nearest Metro Centres are close by in Footscray and Sunshine.**

Plan Melbourne identifies three **Major Activity Centres (MACs) in Hobsons Bay:**

- Altona (Altona Beach)
- Altona North (Altona Gate Shopping Centre)³
- Williamstown

Types of activity centres in Hobsons Bay

The Local Activity Centres Network in this strategy translates Plan Melbourne’s typologies to the Hobsons Bay context.

While reinforcing our three existing MACs **the Hobsons Bay Activity Centre Strategy:**

- refines the *Neighbourhood Activity Centre* typology to reflect local variations in size (*Large, Medium and Small*)
- identifies a new typology of *Micro Centres* which fall outside the scope of Plan Melbourne
- contains the additional typology of *Enterprise Area* which primarily comprises large format homemaker, bulky goods retail
- identifies one *Future Major Activity Centre* and three *Future Large Neighbourhood Activity Centres*.⁴

These are set out spatially in the **Hobsons Bay Local Activity Centres Network Map at Figure 1.**

Major Activity Centres provide a wide range of goods and services. They have different attributes and provide different functions, with some serving larger subregional catchments. The same three centres

³ Identified as Altona Gate (Altona North) Major Activity Centre in this strategy.

⁴ Structure plans will confirm the role of these centres in the Local Activity Centres Network.

identified in Plan Melbourne are identified in the Hobsons Bay network as Major Activity Centres i.e. Altona (Altona Beach), Altona Gate (Altona North) and Williamstown.

Future Major Activity Centres are existing Large Neighbourhood Activity Centres that are expected to develop into a Major Activity Centre over the period to 2036 (e.g. Central Square, Altona Meadows).⁵

Neighbourhood Activity Centres are local centres that provide access to local goods, services and employment opportunities and serve the needs of the surrounding community. Within this typology there are three sub-types:

Large Neighbourhood Centres provide a comprehensive range of retail, commercial and community services meeting virtually all of the basic grocery and convenience needs of the surrounding community (e.g. Newport).

Medium Neighbourhood Centres play an important role in meeting the basic needs of surrounding residents, but have a relatively limited range of services (e.g. Borrack Square, Altona North).

Small Neighbourhood Centres meet only the basic grocery and convenience needs of a localised population (e.g. Point Cook Road, Seabrook).

Future Large Neighbourhood Activity Centres are Medium Neighbourhood Activity Centres (Spotswood), or planned but yet to be established centres (Precinct 15, Altona North Strategic Site) that are expected to develop into a Large Neighbourhood Activity Centre over the period to 2036⁶.

⁵ A structure plan will confirm the role of the centre in the Local Activity Centres Network.

⁶ Structure plans will confirm the role of these centres in the Local Activity Centres Network.



Micro Centres typically comprise a few shops providing the simplest of convenience shopping and other needs. They can be important in providing basic goods and services within a comfortable walking distance (e.g. Brooklyn shops - Geelong Road/Millers Road, Brooklyn).

An Enterprise Area is a mixed business precinct that includes a range of large format homemaker, bulky goods retail, showroom and other commercial businesses relying on significant exposure to passing traffic via the regional road network (e.g. Millers Junction, Altona North).

The resulting **Hobsons Bay Local Activity Centres Network** comprises 40 centres:

- Major Activity Centre (x 3)
- Future Major Activity Centre (x 1)
- Large Neighbourhood Activity Centre (x 1)
- Future Large Neighbourhood Activity Centre (x 3)
- Medium Neighbourhood Activity Centre (x 5)
- Small Neighbourhood Activity Centre (x 9)
- Micro Centre (x 17)
- Enterprise Area (x 1)



Figure 1 Hobsons Bay Local Activity Centres Strategy

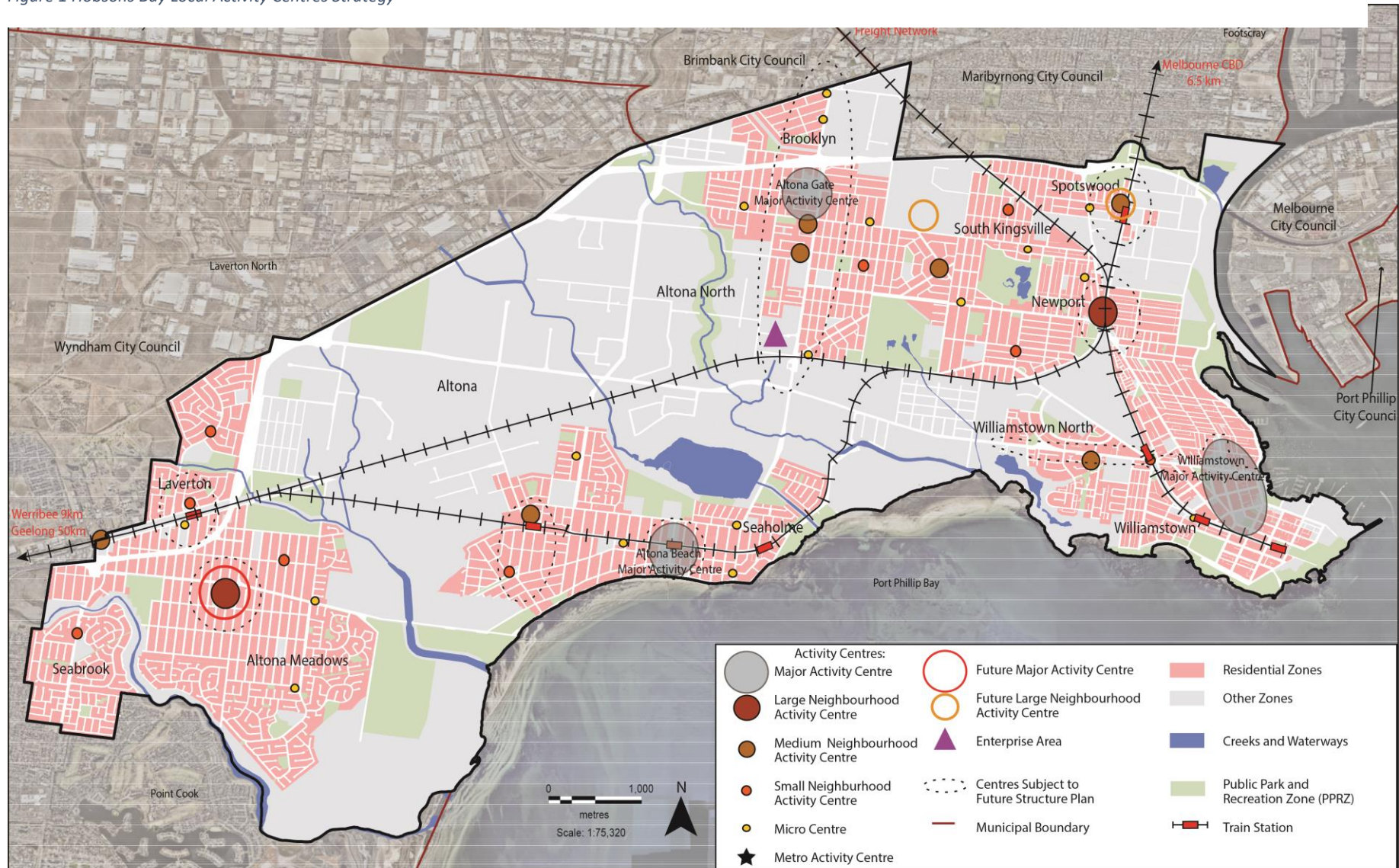




Table 1 List of local activity centres by type

Major Activity Centres			
Altona (Altona Beach)	Altona Gate (Altona North)	Williamstown	Central Square, Altona Meadows (future)
Large Neighbourhood Activity Centre			
Newport	Precinct 15: Altona North Strategic Site (future)	Spotswood (future), includes McLister Street development	Aviation Road, Laverton (future).
Medium Neighbourhood Activity Centres			
Borrack Square, Altona North	Blackshaws/Millers Road	Harrington Square, Altona	Rifle Range
The Circle, Altona North			
Small Neighbourhood Activity Centres			
Challis Street, Newport	Vernon Street, South Kingsville	Somers Parade, Altona	Laverton Village (Lohse and Woods Streets, Laverton)
Point Cook Road, Seabrook	Second Avenue, Altona North	Alma Avenue, Altona Meadows	Bladin Street, Laverton
Williamstown North ⁷			
Micro Centres			
Charlotte Street (Mason Street/ Charlotte Street, Newport)	Civic Parade (Civic Parade/ Millers Road, Altona)	Melbourne Road, Spotswood ⁸	Blackshaws Road shops, Altona North (310-314 Blackshaws Road)
Blackshaws Road shops, Newport (107-115 Blackshaws Road)	Brooklyn shops (Geelong Road/ Millers Road, Brooklyn)	Eames Avenue (Millers Road/ Eames Avenue, Brooklyn)	Misten Avenue (Misten Avenue / Blackshaws Road, Altona North)
Ross Road, Altona North	Ford Road, Altona	Queen Street/ Victoria Street, Altona Meadows	Railway Avenue, Laverton
Upton Street, Altona	Williamstown Beach station (Forster Street, Williamstown)	Altona Beach shops (Millers Road/ Esplanade, Altona)	South Avenue / Victoria Street, Altona Meadows
Melbourne Road Overpass (511-519 Melbourne Road, Newport)			
Enterprise Area			
Millers Junction, Altona North			

⁷ Williamstown North and Rifle Range have complementary commercial uses and future strategic planning will explore the combining of these centres to leverage the outcomes of the Level Crossing Removal Project. The centres were grouped together for the purposes of assessing the capacity for change/growth (section 2.2.2.).

⁸Potential to form part of Spotswood large neighbourhood activity centre subject to completion of Spotswood Structure Plan.



Creating this strategy

Research and engagement

The Activity Centres Strategy has been **informed by a comprehensive community and stakeholder engagement process and the Hobsons Bay Activity Centres Strategy: Technical Report 2016**. That report:

- explores planning, economic and demographic changes since the 2006 Activity Centres Strategy
- notes the importance of activity centres and an activity centres network in Hobsons Bay and
- looks in detail at anticipated population and retail and commercial floor-space growth over the next two decades

State and local context

State and local policy provide a framework within which the Activity Centres Strategy has been prepared.

Activity centres are a key urban settlement feature in state planning policy, which highlights their existing and future role as a focus of social, economic and service activity, and in efficiently accommodating population growth.

The Activity Centres Strategy aligns with state policy and local policies and strategies as well as the individual characteristics of the local activity centres network.

Activity centre strategy principles

The following **principles** underpin this strategy:

- an activity centres network assists effective planning for future community needs

- accessible, vibrant and high quality centres support investment, business, development and employment
- investment in activity centre infrastructure and facilities supports local and surrounding communities
- in successful activity centres, higher density residential development respects local heritage and built form values

Directions, strategies, policies and actions

Eleven directions drive this strategy:

- D1. use a networked approach to activity centre planning
- D2. encourage a diversity of uses that enable economic growth and sustainability
- D3. ensure activity centres are provided with appropriate community services and infrastructure
- D4. plan for the growth of existing centres and the development of new centres
- D5. improve accessibility to, within and between activity centres using sustainable transport options
- D6. provide housing diversity to accommodate population growth in appropriate activity centres
- D7. improve amenity and environmental sustainability through high-quality innovative urban design and development outcomes



- D8. provide attractive, accessible, functional and safe public spaces and streetscapes
- D9. facilitate appropriate car parking arrangements in activity centres
- D10. undertake detailed planning for specific activity centres
- D11. have regard to centre-specific actions

Place-based strategies, policies and actions

Each of the eleven directions is supported by a series of policies and actions which apply to whole of Council decision-making, advocacy and planning for activity centres across Hobsons Bay. These policies and actions form the ‘engine room’ of this strategy. Not only do they guide council priorities and decision making, but can be used to guide public and private investment to respond to both centre type and location.

Centre-specific guidelines

A set of 13 separate centre-specific summary guidelines are provided for individual activity centres within the local activity centres network. Published as brochures, they provide guidance to achieve a place-making vision for each centre to attract and direct needed public and private investment. They also address sustainability, heritage and accessibility and help to signpost relevant state and local policies and guidelines.

The 13 Brochures form Part 5 of this strategy, although they sit separately to this document for utility reasons.

Implementation and monitoring

Importantly, the strategy sets out an **implementation and monitoring** regime which allocates responsibility for implementation of specific parts of the strategy and sets out a monitoring and review process to assess its performance and effectiveness.

CONTENTS

Executive Summary	3	Plan Melbourne 2017-50	18
Part 1: Background and context.....	13	The 20-minute neighbourhood.....	19
1.1. Purpose	13	1.5. Local context	20
1.2. Creating this strategy	13	Local Planning Policy	20
Engagement	13	Relevant Council strategies and plans.....	21
Technical Report.....	13	1.6. Expected growth in Hobsons Bay	21
Activity centre strategy principles	14	Part 2: Hobsons Bay Local Activity Centres Network	23
1.3. Activity centres in context.....	15	2.1. Towards a Local Activity Centres Network	23
1.3.1. Types of activity centres.....	15	2.1.1. Hobsons Bay activity centre types.....	23
Metropolitan Activity Centres.....	15	2.2. Hobsons Bay Local Activity Centres Network	25
Major and Neighbourhood Activity Centres.....	15	2.2.1. Millers Road Spine	25
Major Activity Centres.....	15	2.2.2. Assessment of existing centres.....	26
Neighbourhood Activity Centres.....	15	Part 3: Directions, strategies, policies & actions	30
1.3.2. What makes a successful activity centre?	16	3.1. Vision	30
Activity centres and the local economy and employment	16	3.2. Directions	30
Activity centres and retailing	16	3.2.1. Direction 1: Use a networked approach to activity centre planning	31
Activity centres and community wellbeing	16	3.2.2. Direction 2: Encourage a diversity of uses that enable inclusive economic growth and sustainability.	31
Activity centres and housing.....	16	3.2.3. Direction 3: Ensure activity centres are supported by community services and infrastructure	31
1.4. State and local planning policy context.....	17	3.2.4. Direction 4: Plan for the growth of existing centres and the development of new centres.....	32
1.4.1. State Context	17	3.2.5. Direction 5: Improve accessibility to, within and between activity centres using sustainable transport options	32
State planning policy	17		
Urban Design Guidelines for Victoria 2017.....	18		
Better Apartment Design Standards for Victoria	18		



3.2.6. Direction 6: <i>Support housing diversity to accommodate population growth and change in suitable activity centres</i>	33
3.2.7. Direction 7: <i>Improve amenity and environmental sustainability through high-quality innovative urban design and development outcomes</i>	33
3.2.8. Direction 8: <i>Provide attractive, accessible, functional and safe public spaces and streetscapes</i>	34
3.2.9. Direction 9: <i>Facilitate appropriate car parking arrangements in activity centres</i>	34
3.2.10. Direction 10: <i>Undertake detailed place-based planning for activity centres</i>	34
3.2.11. Direction 11: <i>Have regard to place-based policies and actions</i>	35
Place-based policies and actions	35
Major Activity Centres (MACs)	35
Neighbourhood Activity Centres (Large, Medium and Small NACs) .	37
Micro-Centres	39
Millers Junction Enterprise Area	40
Part 4: Implementation and Monitoring	41
Part 5: Centre-specific guidelines (brochures)	43
APPENDICES	44
Appendix A - Activity Centres Strategy: Technical Report 2016 – forecast population growth by precinct	44
Appendix: Activity Centre Summary Guidelines	47

Part 1: Background and context

1.1. Purpose

Activity centres have been part of Melbourne’s pattern of development for decades. They fill diverse roles—including retail, commercial, civic services and housing and are a focus for services, employment and social interaction.

The purpose of this strategy is to provide an over-arching policy framework to inform planning, place making, economic development and decision-making about activity centres in Hobsons Bay, as well as to attract and direct public and private investment, for the greatest community benefit while also being aspirational.

The Hobsons Bay Activity Centres Strategy 2019-36 (Activity Centres Strategy) translates the Victorian Government’s metropolitan planning strategy, Plan Melbourne 2017-50 to the local context and complements other work at the municipal level. It ensures that Hobsons Bay directs growth and manages renewal in activity centres in a way that supports centres to realise their potential and develop in sustainable and suitable ways that are responsive to local issues, centre function and identity.

This strategy is founded on an understanding of Hobsons Bay’s current Local Activity Centres Network in the broader context of the Melbourne region, and will assist in attracting, directing, advocating for, and guiding investment, both public and private, into local centres.

1.2. Creating this strategy

Engagement

The Strategy has been informed by a comprehensive community and stakeholder engagement process including:

- three drop-in sessions including a community survey
- an online resident and business survey
- stakeholder interviews
- multiple workshops with Council staff
- face-to-face meetings with trader group representatives from Altona, Laverton, Newport and Williamstown
- discussions with private stakeholders including retailers, developers, and shopping centre owners

The consultation process explored current shopping and visitation patterns while inviting broader feedback from the community on issues relevant to activity centres in Hobsons Bay.

The consultation outcomes served as one input into the development of a Technical Report prepared by Essential Economics Pty Ltd in association with Hansen Partnership and Martyn Group.

Technical Report

The Technical Report also explored Victorian Government policy directions, transport and accessibility issues, demographic trends and the economic outlook relevant to activity centres.



Key findings of the Technical Report are:

- 1. Since the preparation of the 2006 Activity Centres Strategy, economic and social policy changes have occurred locally and beyond, including the introduction of zone reforms, Plan Melbourne metropolitan strategy, and changes to the State Planning Policy Framework. All have implications for activity centre planning.*
- 2. In Hobsons Bay, activity centres are important for their delivery of a range of retail, commercial, civic and other facilities and services to residents and visitors, and for economic activity and employment.*
- 3. Future planning should be based on a local network of activity centres.*
- 4. Significant population growth is expected to continue in Altona North, Spotswood/South Kingsville, Newport West and Williamstown. These areas will be increasingly important markets for centres such as Altona Gate (Altona North), Spotswood, Newport and Williamstown.*
- 5. Hobsons Bay residents spend nearly half of their retail spending outside the municipality. This is a high degree of escape spending and is above reasonable expectations for a metropolitan municipality.*
- 6. Retail floor-space is forecast to increase by between approximately 32 per cent and 45 per cent between 2014 and 2036 (currently 135,550 square meters). Commercial office space is forecast to increase by approximately 46 per cent over the same period (currently 19,060 square metres).*

These key findings, along with the consultation outcomes and current Victorian Government policy, provide the context upon which the strategy is framed.

Activity centre strategy principles

The following **principles** underpin this strategy:

- an activity centres network assists effective planning for future community needs
- accessible, vibrant and high quality centres support investment, business, development and employment
- investment in activity centre infrastructure and facilities supports local and surrounding communities
- in successful activity centres, higher density residential development respects local heritage and built form values

This strategy sets out a vision for activity centres in Hobsons Bay from which a series of whole of Council directions emerge. These directions and strategies are supported by general and activity centre specific strategies, policies and actions.



1.3. Activity centres in context

1.3.1. Types of activity centres

Plan Melbourne provides the following general description of activity centres:

Areas that provide a focus for services, employment, housing, transport and social interaction. They range in size and intensity of use from smaller neighbourhood centres to major suburban centres and larger metropolitan centres.

Activity centres vary significantly in terms of size, character and function.

Metropolitan Activity Centres

Plan Melbourne identifies nine existing and two future Metropolitan Activity Centres (Metro Centres); including nearby Footscray and Sunshine.

Metro Centres are to be the main focus for growth, especially in established urban areas, as they cater to the needs of a wider regional population and offer access to a broad range of goods and services. They will also be hubs for public transport services and play a major service delivery role, attracting broad investment in education, health and higher density housing.

While there are no Metro Centres in Hobsons Bay, it is important to recognise that nearby Footscray and Sunshine have a direct impact and influence on the municipality and the evolution of Hobsons Bay's Local Activity Centres Network.

⁹ DELWP, Plan Melbourne 2017-50 p.48.

¹⁰ DELWP, Plan Melbourne 2017 p. 139

Major and Neighbourhood Activity Centres

Plan Melbourne notes that:

While metropolitan activity centres will need to accommodate significant growth and infrastructure, they are supported by a network of major and neighbourhood activity centres of varying size, role and function. These can range in size and intensity of use from large shopping centres to small local strip-shopping centres.⁹

Accordingly, Plan Melbourne distinguishes between Metropolitan Activity Centres, Major Activity Centres and Neighbourhood Centres. Plan Melbourne describes Major Activity Centres and Neighbourhood Centres as follows:

Major Activity Centres

Major Activity Centres provide access to a wide range of goods and services. They have different attributes and provide different functions with some serving larger regional catchments.¹⁰

Neighbourhood Activity Centres

Neighbourhood Activity Centres are local centres that provide access to local goods, services and employment opportunities and serve the needs of the surrounding community.¹¹

¹¹ DELWP, Plan Melbourne 2017 p. 139

1.3.2. What makes a successful activity centre?

Plan Melbourne identifies three key ingredients which contribute to vibrant activity centres. These are as follows:

- well serviced transport options (including public transport)
- a wide mix of land uses
- a diversity of housing choice in a walkable area

Activity centres accommodate an increasingly wide range of uses in addition to traditional retail shopfronts, including commercial services, professional services, health care, community and cultural services, hospitality, entertainment, civic and open space.

Activity centres and the local economy and employment

Activity centres in Hobsons Bay are a major source of employment, investment and economic activity. They contribute to the provision of goods and services to residents and visitors and are a focus for interaction between individuals, businesses and the wider community. Importantly, activity centres shape perceptions about the wider locality and community in which they exist, meaning they play an important marketing role and help shape local economic confidence levels.

Activity centres are a provider of local employment opportunities. Sectors that tend to concentrate in activity centres are retail trade, accommodation and food services, government services and financial and insurance services. These sectors combined account for some 15 per cent or approximately one in seven jobs located in Hobsons Bay.

Accordingly, activity centres are an important part of the economy, both in terms of their direct contribution to employment and activity, and through indirect influences on a wide range of economic and social outcomes.

Activity centres and retailing

Retailing is the greatest generator of activity and visitation in most activity centres across Australia, typically accounting for over 50 per cent of businesses and over 75 per cent of shopfront floor-space.

Retail is a key determinant of how people use a centre and where people come from to visit that centre. Activity centres with a broad and successful range of retail traders will generate more visitation from a wider geographic area than activity centres with a non-retail commercial focus. The quality of an activity centre, therefore, will have implications for the success or otherwise of local retail outlets.

Activity centres and community wellbeing

As a focal point for civic and cultural institutions, health and support services and open space, activity centres encourage community wellbeing through structured and unstructured social interaction. Well designed, accessible and safe activity centres can provide opportunities for unstructured, ad hoc, passive recreation.

Activity centres are important for connecting people with community facilities and a range of services, and for connecting people with other people. They play an important role in creating a more cohesive and inclusive community.

Activity centres and housing

Activity centres are becoming increasingly important for new residential development. The ongoing decline in household sizes, changes in lifestyle and the community's strong desire to preserve the neighbourhood character of established residential areas means that activity centres will need to accommodate increasing demand for



diverse housing options through medium and higher-density apartment type living.

Thus, activity centres will comprise an increasing share of Hobsons Bay's additional housing supply, particularly through infill and mixed use development.

1.4. State and local planning policy context

1.4.1. State Context

State planning policy

State policy at Clause 11.03 *Activity Centres* applies to all planning schemes in Victoria. It emphasises the primacy of activity centres in managing growth and ensuring the positive future for current and future Victorians.

It has the objective:

To build up activity centres as a focus for high-quality development, activity and living for the whole community by developing a network of activity centres

Amongst other matters, it further encourages state and local government and their agencies to adopt the following strategies:

- *undertake strategic planning for the use and development of land in and around the activity centres*
- *give clear direction in relation to preferred locations for investment*
- *encourage a diversity of housing types at higher densities in and around activity centres*

- *reduce the number of private motorised trips by concentrating activities that generate high numbers of (non-freight) trips in highly accessible activity centres*
- *improve access by walking, cycling and public transport to services and facilities for local and regional populations*
- *broaden the mix of uses in activity centres to include a range of services over longer hours appropriate to the type of centre and needs of the population served*
- *provide a focus for business, shopping, working, leisure and community facilities*
- *encourage economic activity and business synergies*
- *locate significant new education, justice, community, administrative and health facilities that attract users from large geographic areas in or on the edge of Metropolitan Activity Centres or Major Activity Centres with good public transport*
- *locate new small scale education, health and community facilities that meet local needs in or next to Neighbourhood Activity Centres*
- *ensure Neighbourhood Activity Centres are located within convenient walking distance in the design of new subdivisions*
- *improve the social, economic and environmental performance and amenity of activity centres*

While these strategies are very broad, they show that preparation of an activity centres strategy is an important way of giving meaning to these policies at the local context.

Urban Design Guidelines for Victoria 2017

The *Urban Design Guidelines for Victoria 2017* were introduced by the Victorian Government in late 2017 to assist in creating places that are:

- *accessible, safe, diverse and provide choice*
- *enjoyable, engaging and comfortable to be in and move around*
- *conducive to people being more physically active*
- *accommodating of people of all abilities, ages and cultures*
- *distinctive and celebrate their social, cultural and natural heritage*

They provide important guidance for improving and developing liveable, attractive and functional public realm and are very relevant to activity centres.

They also help to demonstrate sound design responses to particular matters that are often encountered as Melbourne and other Victorian settlements grow. The guidelines provide best practice knowledge and advice and are structured around the following design elements:

1. urban structure
2. movement network
3. public spaces
4. public transport environs
5. buildings
6. objects in the public realm

These elements have been used to structure the centre-specific urban design directions set out in the centre-specific guidelines (Part 5).

The Urban Design Guidelines for Victoria 2017 are a reference document in all planning schemes through the State Planning Policy Framework. (Department of Environment, Land, Water and Planning, 2017)

Better Apartment Design Standards for Victoria

Better Apartment Design Standards were introduced to all planning schemes in 2017. They are intended to improve apartment design throughout the state by mandating design of apartment buildings that more suitably respond to context and successfully incorporate higher development standards.

The Apartment Design Guidelines for Victoria 2017 were published to provide guidance on meeting and assessing the apartment design standards, and are structured around:

1. siting and building arrangement
2. building performance
3. dwelling amenity

Apartment buildings can make a significant contribution to the provision of housing in activity centres, as well as strongly influence the public realm in centres.

The Apartment Guidelines for Victoria 2017 complement the Urban Design Guidelines for Victoria 2017, and is also a reference document in all planning schemes through the State Planning Policy Framework. (Department of Environment, Land, Water and Planning, 2017)

Plan Melbourne 2017-50

Plan Melbourne identifies nine existing and two future Metropolitan Activity Centres of particular strategic importance.

Within Hobsons Bay, three Major Activity Centres are identified - namely Altona (Altona Beach), Altona North (Altona Gate Shopping

Centre)¹² and Williamstown. Most remaining centres, although unnamed, are classified as Neighbourhood Activity Centres.

Plan Melbourne directs that Activity Centres will play an increasingly significant role in accommodating urban growth and development. It sets the following strategic directions for all activity centres:

All activity centres have the capacity to continue to grow and diversify the range of activities they offer. Opportunities to partner with the private sector to enable future diversification, investment and employment growth should be explored and, where appropriate, facilitated through planning provisions.

Diversification will give communities access to a wide range of goods and services, provide local employment and support local economies and the development of 20-minute neighbourhoods. In many activity centres, this growth will include housing, particularly at higher densities¹³.

The 20-minute neighbourhood

One of the key underpinning strategic directions of Plan Melbourne is the 20-minute neighbourhood, defined as ‘the ability to meet most everyday (non-work) needs locally, primarily within a 20-minute walk, cycle or local public transport trip of home’.¹⁴

Neighbourhood Activity Centres, specifically, are identified as fundamental to this concept:

Neighbourhood activity centres are an integral part of the city’s vibrant community life and critical to the creation of 20-minute

neighbourhoods. These high streets and specialised strips of shops, cafés, small supermarkets, service businesses, community services and public spaces serve the needs of the surrounding community and provide a focus not only for local jobs but also for social interaction and community participation¹⁵.

Plan Melbourne depicts the 20-minute neighbourhood in the following diagram.



Source: Department of Environment, Land, Water and Planning

Plan Melbourne states that neighbourhoods need to offer choice in housing so they can accommodate a more diverse population, create opportunities for local businesses and new jobs, and deliver better access to local services and facilities. It recognises that local government is best placed to understand and apply local solutions and will be

¹² Identified as Altona Gate (Altona North) Major Activity Centre in this strategy.

¹³ DELWP, Plan Melbourne 2017-2050, p.37

¹⁴ DELWP, Plan Melbourne 2017-2050 p.99

¹⁵ DELWP, Plan Melbourne 2017-2050, p.99

supported to prepare structure plans for their neighbourhood activity centres to help deliver 20-minute neighbourhoods.¹⁶

1.5. Local context

Local Planning Policy

Local activity centres are addressed in the *Hobsons Bay Planning Scheme* at Clause 21.02 and Clause 21.03.

Clause 21.02 identifies a broad land use framework for the municipality, showing the Major Activity Centres of Altona (Altona Beach), Altona Gate (Altona North) and Williamstown.

Clause 21.03 spatially sets out a wider network of activity centres in Hobsons Bay, and highlights local issues that affect how state policy is implemented, for example where heritage considerations influence growth and development in activity centres. The clause includes a number of objectives and strategies which can generally be summarised as follows:

- protect business uses from residential and industrial encroachment to maintain an appropriate mix of activity and support active frontages
- strengthen centres by discouraging out-of-centre retail investment and by investing in public art, cultural activities, signage and community facilities in the centres
- appropriately manage car parking and access in centres within the context of an integrated transport system (noting major centres have separate car parking policies)
- maintain and enhance Williamstown Activity Centre through protection of heritage places, support for tourism, links to other activities, and management of car parking
- maintain and enhance Altona Beach Activity Centre through developing a ‘sense of place’ and greater connections to the foreshore, broadening the mix of uses including residential and tourism uses, and improving visual amenity and access, as well as improving links to other related areas
- maintain and enhance Newport Activity Centre through a focus on culture and the arts, intensification of residential development, and improvements to visual amenity, access and connectivity
- improve the mix of uses at Central Square (Altona Meadows) to include community and health facilities and additional residential and retail uses
- improve the functionality and development of the Aviation Road Activity Centre to enhance integrated transport outcomes
- support coordinated and sustainable development of the former Cabot’s site on Millers Road and to protect the core industry from commercial encroachment.

¹⁶ DELWP, Plan Melbourne 2017-2050, p.101



Relevant Council strategies and plans

Other council strategies and plans relevant to local activity centre planning include:

- *Hobsons Bay 2030 Community Vision (2017)*
- *Council Plan 2017-21*
- *Hobsons Bay Housing Strategy (2019)*
- *Neighbourhood Character Study (2019)*
- *Hobsons Bay Heritage Study 2017 (as amended)*
- *Hobsons Bay Planning Scheme (as amended)*
- *Integrated Transport Plan, 2017*
- *Economic Development Strategy, 2015-20*
- *Hobsons Bay Open Space Strategy 2018*
- *Environmentally Sustainable Development Policy (expected 2018)*
- *Disability Access and Inclusion Strategy, 2013-17 (under review)*
- *Ageing Well Strategy 2007-17 (under review)*
- *Problem Gambling on Electronic Gaming Machines Policy, 2015*
- *Affordable Housing Policy Statement 2016*
- *Newport Vision: Activity Centre Structure Plan (expected 2019)*
- *Spotswood Structure Plan (expected 2019)*
- *Altona Beach Urban Design Framework 2008*
- *Laverton Together Urban Design Framework 2006*
- *Events and Festival Plan 2016-21*

1.6. Expected growth in Hobsons Bay

The resident population in Hobsons Bay is forecast to increase from an estimated 88,990 people in 2014, to 96,600 people by 2021, and 107,240 people by 2036¹⁷.

This growth is an overall increase of 18,250 people over the 22 year period, or an average of 830 people each year. These forecasts are broadly comparable to those released by the State Government (Victoria in Future, 2014) which estimated the municipality's population would increase by approximately 21,910 residents by 2036.

It is expected that along with suitable Strategic Redevelopment Areas, activity centres will accommodate the majority of growth/infill development over the period to 2036. It is important to understand the nature and location of anticipated growth and development pressure so as to effectively inform activity centre planning and prioritisation of works.

The Hobsons Bay Activity Centres Strategy: Technical Report 2016 examines anticipated population growth in four precincts across Hobsons Bay:

- north precinct
- south-east precinct
- central precinct
- west precinct

Please see Appendix A for the forecast change in each of these precincts as described in the 2016 technical report.

¹⁷ Source: Activity Centre Strategy Technical Report (December 2016). An addendum prepared to the Hobsons Bay Housing Strategy Background Report (updated 2017)

considered 2016 census data and found key demographic growth and trends in the municipality remain unchanged.

The Hobsons Bay Housing Strategy 2019 seeks, among other things, to identify the locations in which the additional population could and should be accommodated over the next twenty years.

As part of the Housing Strategy, a housing capacity assessment was undertaken¹⁸ which included a rating of key activity centres where there has been/is expected to be increased pressure for new residential development.

The rating was based on six criteria, or attributes, namely:

- access to public transport
- levels of services and retailing
- access to key institutions
- urban integration¹⁹
- proximity to foreshore/waterways
- residential development opportunity²⁰

Explanation about the six criteria can be found in the Housing Strategy²¹, while Section 2.2.2 of this strategy shows how each location rates against each criterion. Broadly, the extent to which the centres perform across the attributes can be seen below, in order from highest to lowest:

- Altona Beach (Altona)
- Williamstown (Douglas Parade and Ferguson Street)
- Laverton Village and Aviation Road, Laverton; Newport
- Williamstown (Nelson Place); Harrington Square, Altona
- Spotswood; Rifle Range and Williamstown North
- Borrack Square, Altona North; Central Square, Altona Meadows
- Altona Gate (Altona North); Somers Parade, Altona

¹⁸ By .id Consultants (updated 2019).

¹⁹ I.e. ease of movement through the centre

²⁰ Refers to the expected densities/propensity to housing change pending the implementation of the New Residential Zones.

- Challis Street, Newport; The Circle, Altona North; Vernon Street, South Kingsville

The Hobsons Bay Housing Strategy 2019 also identifies three ‘Housing Change Areas’ to manage future housing growth and guide the application of the new residential zones which were introduced by the Victorian Government in 2013 and further reformed in 2017. The housing change areas are:

- Limited Change Area
- Moderate Change Area
- Substantial Change Area

The Housing Strategy 2019 notes that any future structure plans/urban design frameworks for certain activity centres may alter the boundaries of the housing change areas.

²¹ *Housing Strategy Volume Two: Housing Framework Plan and Housing Capacity Assessment* (2019)

Part 2: Hobsons Bay Local Activity Centres Network

2.1. Towards a Local Activity Centres Network

The Local Activity Centres Network in this strategy translates the activity centre typologies designated in Plan Melbourne into the local level and context.

Activity centres vary significantly in terms of size, character and function. Therefore a tailored approach to local activity centre planning and decision-making is required at the municipal level. A network approach which groups comparable activity centre types based on a range of criteria, greatly improves the effectiveness of planning and decision-making, advocacy, attraction of investment as well as on the ground action.

Part 2 of this strategy provides a Hobsons Bay Local Activity Centres Network (the network) by designating local activity centre types that reflect the local context while being consistent with Plan Melbourne.

2.1.1. Hobsons Bay activity centre types

The approach to defining the activity centre network is to group comparable activity centres based on the following planning criteria:

- size, scale and diversity of retail, commercial, community, residential and other activities in a centre

- land use mix in a centre and in particular the type of traders and facilities available
- role and function served by a centre to the surrounding community
- presence or otherwise of major traders and ‘anchor’ uses such as supermarkets and substantial community facilities
- physical capacity, market demand and planning support for a centre to experience growth and change over time

In addition to considering these criteria detailed examination of local centres was undertaken against Plan Melbourne to translate the two types of centres it identified within Hobsons Bay (Major and Neighbourhood) to local conditions and nuances.

This analysis recognises and reinforces the three Major Activity Centres shown in Plan Melbourne and:

- refines the *Neighbourhood Activity Centre* typology to reflect local variations in size (*Large, Medium and Small*)
- identifies a new typology of *Micro Centres* which fall outside the scope of Plan Melbourne
- identifies the additional typology of *Enterprise Area* which is primarily comprised of large format homemaker and bulky goods retail
- identifies one *Future Major Activity Centre* and three *Future Neighbourhood Activity Centre* respectively²²

²²Structure plans will confirm the role of these centres in the Local Activity Centres Network

These typologies are explained here as follows:

Major Activity Centres (MACs)

MACs are defined as per Plan Melbourne:

Higher-order centres with diverse employment options, services and housing stock, supported by good transport connections...

...They can have different attributes and provide different functions, with some serving larger subregional catchments.

The three activity centres identified in Plan Melbourne as MACs are confirmed in the Hobsons Bay Local Activity Centres Network.

Future Major Activity Centre

Plan Melbourne only identifies Future MACs in designated growth areas, while all MACs in established urban areas are those that already exist²³.

The Activity Centres Strategy is anticipatory and detailed in its understanding of local need and opportunities to transform existing urban areas and smaller centres to the year 2036. This is in the context of anticipated local growth, capacity and expected need for an increase in size and complexity of function of smaller existing centres. Future MACs are Large NACs (see below) which will evolve to develop the attributes of a Major Activity Centre.

Neighbourhood Activity Centre (NACs)

NACs are defined as per Plan Melbourne:

...local centres that provide access to local goods, services and employment opportunities and serve the needs of the surrounding community.

²³ Plan Melbourne (DELWP 2017), p.52 Map 14

²⁴ See Part 1: 1.3.2.2. of this Report: *The 20 Minute Neighbourhood*

All NACs facilitate local social interaction and are particularly important for people who are mobility-impaired and form the basis for *20-minute neighbourhoods*, which is a fundamental tenet of Plan Melbourne.²⁴

For the purpose of this strategy, three sub-types of NACs have been identified in Hobsons Bay as *Large, Medium* and *Small*:

Large Neighbourhood Activity Centre (Large NAC)

Provide a comprehensive range of retail, commercial and community services meeting virtually all of the basic grocery and convenience needs of the surrounding community.

Medium Neighbourhood Activity Centre (Medium NAC)

Play an important role in meeting the basic needs of surrounding residents, but have a relatively limited range of services.

Small Neighbourhood Activity Centre (Small NAC)

Meet the very basic grocery and convenience needs of a localised population, but are important as a community focal point and location for business and investment. Some limited change and investment in these centres is expected over time. Small neighbourhood centres do not contain a major supermarket operator but often contain a convenience supermarket or large grocery store.

Future Large Neighbourhood Activity Centre (Future Large NAC)

Based on the same definition of a Large NAC, a *Future Large NAC* is identified as a centre where:

1. Council anticipates that a new NAC will be needed to meet the needs of new communities due to significant land use change (such

as through the residential development of the former Precinct 15, Altona North Strategic Site and Aviation Road).

2. A medium NAC is expected to grow to a large NAC due to expected future development (such as through the McLister Street mixed use development in Spotswood).

Micro Centre

These are local centres that typically comprise a few shops providing the simplest of convenience shopping and other needs. They can be important in providing basic goods and services within comfortable walking distance and a sense of local place and/or identity.

Enterprise Area

A mixed business precinct that includes a range of large format homemaker retail, bulky goods retail, showroom and other commercial businesses relying on significant exposure to passing traffic via the regional road network.

2.2. Hobsons Bay Local Activity Centres Network

The Local Activity Centres Network uses the types of centres identified in Section 2.1 and comprises 40 Centres:

- Major Activity Centre (x 3)
- Future Major Activity Centre (x 1)
- Large Neighbourhood Activity Centre (x 1)
- Future Large Neighbourhood Activity Centre (x 3)
- Medium Neighbourhood Activity Centre (x 5)
- Small Neighbourhood Activity Centre (x 9)
- Micro Centre (x 17)
- Enterprise Area (x 1)

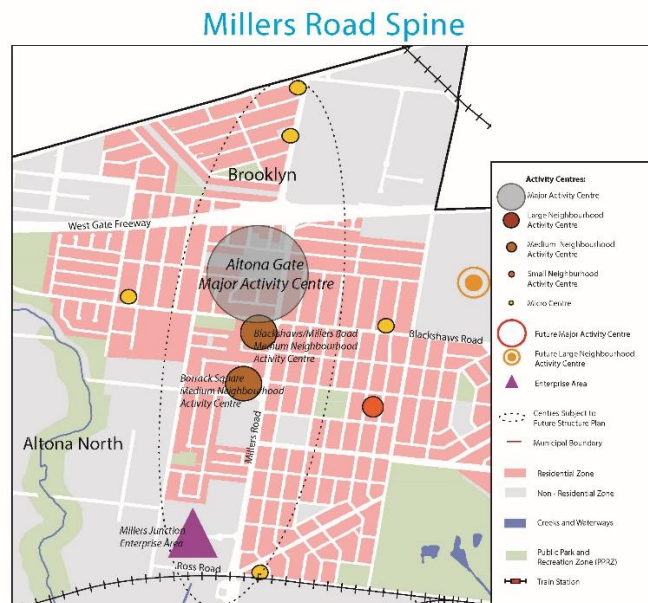
These are listed in detail in **Table 1 on page 29** and set out spatially in **Figure 2 on page 28**.

2.2.1. Millers Road Spine

A group of separate but closely related and complementary activity centres has been identified along Millers Road in Altona North. Moving from north to south the activity centres are:

- Altona Gate (Altona North) Major Activity Centre (the northern Anchor)
- Blackshaws/Millers Road Medium Neighbourhood Activity Centre
- Borrack Square Medium Neighbourhood Activity Centre
- Millers Junction Enterprise Area (the Southern anchor)

Each of these activity centres are distinct and separated by residential development, which means that they do not comprise a continuous linear activity centre (such as Sydney Road Brunswick). However, their close proximity and interdependent functioning cannot be ignored for the purposes of this strategy. That is why, although recognised and addressed individually, at times these centres are referred to as being part of the collective Millers Road Spine.



- access to key institutions
- urban integration
- proximity to foreshore/waterways
- residential zoning

Figure 1 shows the outcome of the analysis, which helps to guide an understanding of capacity and need for change in each centre.

The assessment is indicative only and provides a relative comparison of centres to each other. Icons are not included for centres where an attribute scored poorly. This should not be read as meaning it does not exist. For example, there are few ‘residential development opportunities’ in Williamstown due to protection of heritage and lot size constraints, but it is expected that new development will still occur.

2.2.2. Assessment of existing centres

In order to inform understanding of the market demand and opportunity for current Major Activity Centres, Large NACs and Medium NACs to experience growth and change over time, consideration was given to the assessment undertaken as part of the Housing Strategy (refer to Part 1 of this strategy for more details), which considered a rating of key activity centres where there has been/is expected to be increased pressure for new residential development. The rating considered the following key contextual indicators²⁵:

- access to public transport
- levels of services and retailing

²⁵ Assessments of Blackshaws/Millers Rd, and the future NAC at Precinct 15: Altona North Strategic Site, were not undertaken.



Figure 2 Assessment of centres

Legend



Major Activity Centres

Altona Beach

Altona Gate (Altona North)

Williamstown



Future Major Neighbourhood Activity Centres

Central Square, Altona Meadows



Large Newport Neighbourhood Activity Centre

Newport



Future Large Neighbourhood Activity Centre

Spotswood

Aviation Road, Laverton



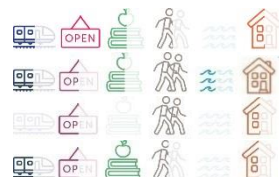
Medium Neighbourhood Activity Centres

Borrack Square, Altona North

Harrington Square, Altona

The Circle, Altona North

Rifle Range and Williamstown Nth²⁶



²⁶ These centres were grouped together for the purposes of this assessment



Figure 3 Hobsons Bay Local Activity Centres Network Map

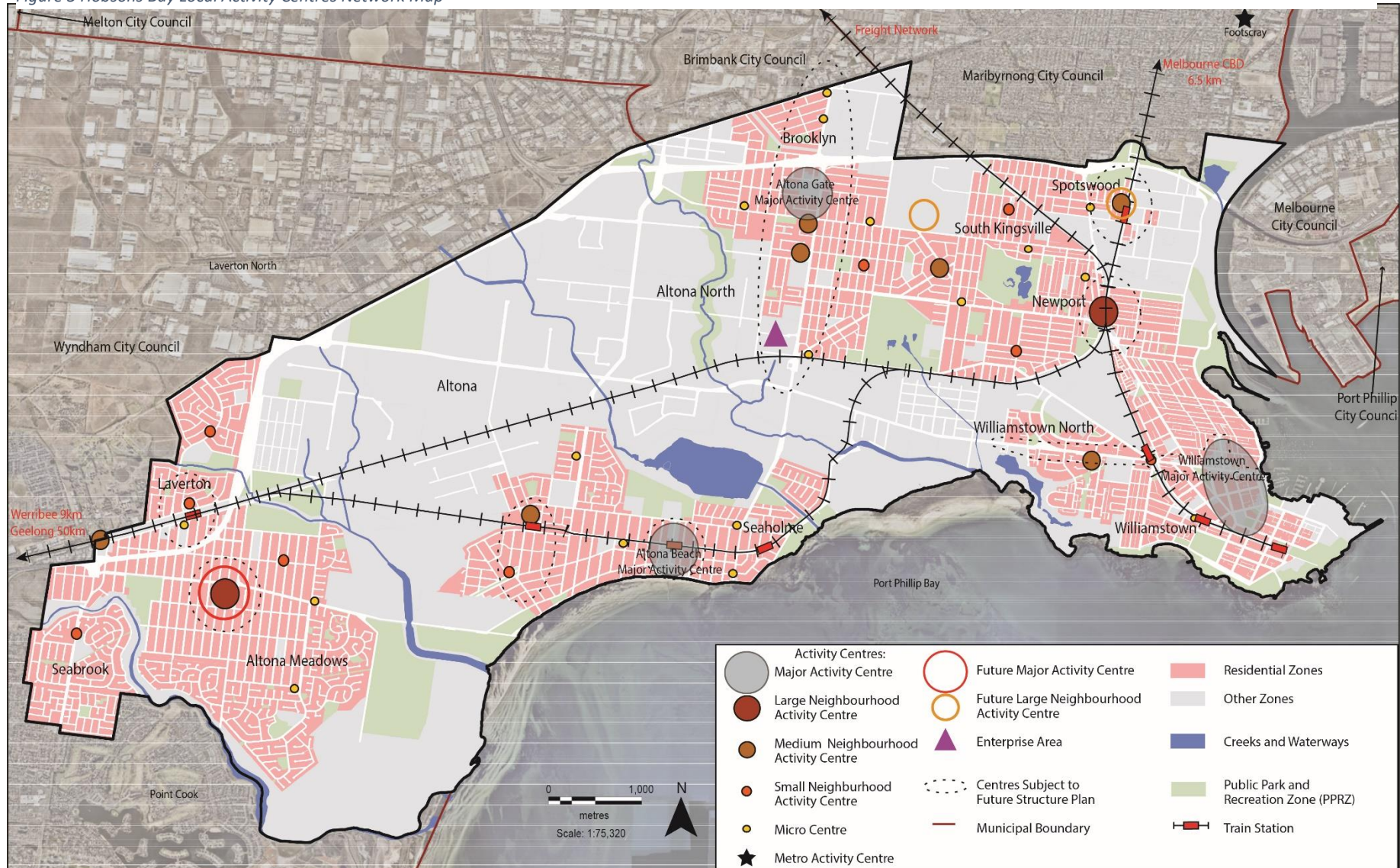




Table 2 List of local activity centres by type

Major Activity Centres			
Altona Beach (Altona)	Altona Gate (Altona North)	Williamstown	Central Square, Altona Meadows (future)
Large Neighbourhood Activity Centres			
Newport	Precinct 15: Altona North Strategic Site (future)	Spotswood (future), includes McLister Street development	Aviation Road, Laverton (future)
Medium Neighbourhood Activity Centres			
Borrack Square, Altona North	Blackshaws/Millers Road	Harrington Square, Altona	Rifle Range
The Circle, Altona North			
Small Neighbourhood Activity Centres			
Challis Street, Newport	Vernon Street, South Kingsville	Somers Parade, Altona	Laverton Village (Lohse and Woods Streets, Laverton)
Point Cook Road, Seabrook	Second Avenue, Altona North	Alma Avenue, Altona Meadows	Bladin Street, Laverton
Williamstown North ²⁷			
Micro Centres			
Charlotte Street (Mason Street/ Charlotte Street, Newport)	Civic Parade (Civic Parade/ Millers Road, Altona)	Melbourne Road, Spotswood ²⁸	Blackshaws Road shops, Altona North (310-314 Blackshaws Road)
Blackshaws Road shops, Newport (107-115 Blackshaws Road)	Brooklyn shops (Geelong Road/ Millers Road, Brooklyn)	Eames Avenue (Millers Road/ Eames Avenue, Brooklyn)	Misten Avenue (Misten Avenue / Blackshaws Road, Altona North)
Ross Road, Altona North	Ford Road, Altona	Queen Street/ Victoria Street, Altona Meadows	Railway Avenue, Laverton
Upton Street, Altona	Williamstown Beach station (Forster Street, Williamstown)	Altona Beach shops (Millers Road/ Esplanade, Altona)	South Avenue / Victoria Street, Altona Meadows
Melbourne Road Overpass (511-519 Melbourne Road, Newport)			
Enterprise Area			
Millers Junction, Altona North			

²⁷ Williamstown North and Rifle Range have complementary commercial uses and future strategic planning will explore the combining of these centres to leverage the outcomes of the Level Crossing Removal Project. The centres were grouped together for the purposes of assessing the capacity for change/growth (section 2.2.2.).

²⁸Potential to form part of Spotswood large neighbourhood activity centre subject to completion of Spotswood Structure Plan.



Part 3: Directions, strategies, policies & actions

The Activity Centres Strategy comprises the Hobsons Bay Local Activity Centres Network identified in Part 1 along with the vision, directions, strategies, policies and actions articulated here in Part 3.

3.1. Vision

By 2036, Hobsons Bay Activity Centres form a network of vibrant places at the heart of local communities. Each centre has a valued local identity and (as needed) provides:

- *administrative, civic and cultural facilities*
- *wellbeing services and retailing outlets to meet local needs*
- *an attractive, enjoyable and safe public realm*
- *places to meet and connect with others*
- *integrated, reliable high quality transport choices*
- *innovative well designed housing to meet the diverse needs of local people*

3.2. Directions

This vision drives eleven **Activity Centre Directions**, which in turn inform specific **Strategies and Actions**. The directions are:

- D1.** use a networked approach to activity centre planning
- D2.** encourage a diversity of uses that enable economic growth and sustainability
- D3.** ensure activity centres are provided with appropriate community services and infrastructure
- D4.** plan for the growth of existing centres and the development of new centres
- D5.** enhance accessibility to, within and between activity centres using sustainable transport options
- D6.** provide housing diversity to accommodate population growth in appropriate activity centres
- D7.** improve amenity and environmental sustainability through high quality innovative urban design and development outcomes
- D8.** provide attractive, accessible, functional and safe public spaces and streetscapes
- D9.** facilitate appropriate car parking arrangements in activity centres
- D10.** undertake detailed planning for specific activity centres
- D11.** have regard to place-based policies and actions

Each of these directions is supported by a series of strategies, policies and actions which apply generally to Council's planning, decision-making and advocacy for activity centres across Hobsons Bay. These are presented below within each direction.



3.2.1. *Direction 1: Use a networked approach to activity centre planning*

Strategy D1.1 Use the Hobsons Bay Local Activity Centres Network²⁹ to guide future strategic planning, advocacy and decision-making about proposed developments and investment attraction.

Strategy D1.2 Ensure that the Local Activity Centres Network is reflected in the Hobsons Bay Planning Scheme and updated as required.

3.2.2. *Direction 2: Encourage a diversity of uses that enable inclusive economic growth and sustainability.*

Strategy D2.1 Encourage and support new retail and commercial development in accordance with the Local Activity Centres Network.

Strategy D2.2 Consolidate retail, commercial and other business development in activity centres in accordance with the Local Activity Centres Network.

Strategy D2.3 Consolidate residential, government, community, cultural and recreational uses at activity centres in accordance with the Local Activity Centres Network to enhance the consumer base for local businesses.

Strategy D2.4 Discourage out-of-centre development unless suitable locations within the network are not available and a net community benefit can be demonstrated.

3.2.3. *Direction 3: Ensure activity centres are supported by community services and infrastructure*

Strategy D3.1 Apply a whole of council approach to activity centre planning, decision-making, and advocacy.

Strategy D3.2 Identify and prioritise infrastructure gaps having regard to the identity, role and function of activity centres.

Strategy D3.3 Seek support from other levels of government and the private sector to deliver required infrastructure.

Strategy D3.4 Identify opportunities to lever public land holdings to maximise private investment in the centre and deliver broader public benefit.

Strategy D3.5 Advocate for and consolidate government, community, cultural and recreational facilities and uses within activity centres to improve accessibility for local people.

²⁹ As outlined here in Part 2: Section 2.5



3.2.4. *Direction 4: Plan for the growth of existing centres and the development of new centres*

- Strategy D4.1 Support the transformation of Central Square, Altona Meadows, from a Large Neighbourhood Activity Centre to a Major Activity Centre.
- Strategy D4.2 Plan for the expected growth of the Spotswood Medium Neighbourhood Activity Centre to a Large Neighbourhood Activity Centre after incorporation and redevelopment of land in McLister Street for mixed use.
- Strategy D4.3 Include and plan for a new Large Neighbourhood Activity Centre within the Precinct 15, Altona North Strategic Site.
- Strategy D4.4 Support the transition of the Aviation Road Medium Neighbourhood Activity Centre to a Large Neighbourhood Activity Centre if the remainder of the RAAF base is developed for residential purposes.
- Strategy D4.5 Identify key development sites and potential edge-of-activity centre locations where additional development can be accommodated.
- Strategy D4.6 Require that any proposal for a new or expanded activity centre is supported by robust market analysis, evidence that the existing Local Activity Centres Network will not be compromised, and that a net community benefit will be generated and the Local Activity Centres Network will be reinforced.

Strategy D4.7 Ensure that activity centre planning and development balances economic and other development objectives with the need to protect heritage values and preferred built form outcomes.

Strategy D4.8 Consider innovative proposals to elevate the scale of investment opportunities that can expedite neighbourhood wide outcomes that deliver key community benefits.

3.2.5. *Direction 5: Improve accessibility to, within and between activity centres using sustainable transport options*

Strategy D5.1 Identify opportunities and advocate for improved public transport services and active transport networks to and within centres.

Strategy D5.2 Encourage the creation of high quality intermodal transport interchanges through improvements to linkages between bus, rail and active transport infrastructure and networking.

Strategy D5.3 Develop a high quality pedestrian priority network within 400 metres of all Major and Neighbourhood Activity Centres (Small, Medium and Large). Make sure such connections:

- are compliant with the Disability Discrimination Act (DDA)
- apply *Urban Design Guidelines for Victoria 2017*; and
- have effective way-finding information



Strategy D5.4 Support and advocate for the provision of end-of-trip facilities such as bicycle parking, lockers and change areas in activity centres and at public transport hubs to support walking and cycling.

Strategy D5.5 Ensure new developments in activity centres have linkages to public transport and other key sites.

3.2.6. *Direction 6: Support housing diversity to accommodate population growth and change in suitable activity centres*

Strategy D6.1 Encourage the consolidation of smaller sites into larger sites where this facilitates appropriate development outcomes.

Strategy D6.2 Encourage the development of a range of residential formats in activity centres including, where appropriate, commercial development with shop-top housing³⁰

Strategy D6.3 Use structure plans and other centre specific policies to guide appropriate levels of residential density and housing typologies.

Strategy D6.4 Consider opportunities to increase residential development as outlined in the Place Based Policies and Actions section of this strategy.

Strategy D6.5 Monitor activity centres in comparable municipalities to identify emerging trends in the provision of infill residential development.

3.2.7. *Direction 7: Improve amenity and environmental sustainability through high-quality innovative urban design and development outcomes*

Strategy D7.1 Support high-quality mixed-use development outcomes in activity centres that respect heritage values and are sensitive to the surrounding built-form and neighbourhood character context.

Strategy D7.2 Encourage the consolidation of under-utilised sites within activity centres to enable appropriate redevelopment and intensification.

Strategy D7.3 Encourage best-practice Environmentally Sustainable Development (ESD) in new development and redevelopments.

³⁰ The Hobsons Bay Housing Strategy 2019 provides direction on housing diversity, including affordable housing.



3.2.8. *Direction 8: Provide attractive, accessible, functional and safe public spaces and streetscapes*

- Strategy D8.1 Increase landscape canopy cover to enhance the presentation of the street and provide natural shade.
- Strategy D8.2 Ensure the provision of streetscape furniture (including wayfinding, lighting and signage) is appropriate in catering for the community needs.
- Strategy D8.3 Identify and reinforce the identity and distinctiveness of each activity centre through local branding, urban design and public realm improvements.
- Strategy D8.4 Encourage the activation of public spaces.
- Strategy D8.5 Apply *Urban Design Guidelines for Victoria 2017* to enable greater social inclusion and interaction in the public realm of centres.

3.2.9. *Direction 9: Facilitate appropriate car parking arrangements in activity centres*

- Strategy D9.1 Provide an appropriate mix of on-street and off-street parking having regard to local transport options and trends, the needs of all activity centre users and broader streetscape planning considerations.
- Strategy D9.2 Maximise the use of existing car parking facilities and minimise parking spillover into residential areas.

3.2.10. *Direction 10: Undertake detailed place-based planning for activity centres*

- Strategy D10.1 As an immediate and high priority, develop a detailed structure plan for Williamstown.
- Strategy D10.2 As an immediate and high priority, develop a detailed structure plan for the Millers Road Spine incorporating all relevant activity centres.
- Strategy D10.3 Use Table 2 to guide prioritisation of further detailed planning for activity centres.
- Strategy D10.4 Elevate as necessary the priority level of structure planning for activity centres affected by the Victorian Government's Level Crossing Removal Project.



Table 3 Structure plan/urban design framework priority

Activity Centre	Project Type	Priority
Major Activity Centres		
Altona Beach (Altona)	Structure plan	Medium
Altona Gate (Altona North)	Millers Road Spine Structure Plan	Highest
Williamstown	Structure plan	Highest
Future Major Activity Centre		
Central Square, Altona Meadows	Structure plan	Medium
Neighbourhood Activity Centres – Large		
Newport	Structure plan (underway)	High
Neighbourhood Activity Centres – Medium		
Aviation Road, Laverton	Structure plan update	Medium*
Borrack Square, Altona North	Millers Road Spine Structure Plan	Highest
Blackshaws/Millers Road	Millers Road Spine Structure Plan	Highest
Harrington Square, Altona	Urban design framework	Medium
Rifle Range and Williamstown North	Structure plan	High*
Spotswood	Structure plan (underway)	High
The Circle, Altona North	Urban design framework	Low
Neighbourhood Activity Centres – Small		
All	Built Form Guidelines	Medium
Enterprise Area		
Millers Road	Millers Road Spine Structure Plan	Highest

* Priority may change depending on removal of level crossing.

Note: Refer to Place –Based Policies and Actions for details and explanation

3.2.11. Direction 11: Have regard to place-based policies and actions

Place-based policies and actions

The policies and actions presented in this section are relevant to specific activity centres and/or types of activity centres within the Local Activity Centres Network.

Major Activity Centres (MACs)

- MAC 1. Reinforce the continuing role of MACs as providing higher-order retailing and commercial services.
- MAC 2. Support and reinforce the primacy of Altona (Altona Beach), Altona Gate (Altona North) and Williamstown as MACs through whole of council strategies and actions that encourage growth and enhancement of a wide range of activities, facilities and services and employment.
- MAC 3. Support measures that contribute to an attractive and convenient shopping environment and place-making.
- MAC 4. Encourage appropriate development that will increase residential densities in MACs.



MAC 5. Where required, advocate for improvements to public transport infrastructure and services to reflect the importance and role of MACs.

MAC 6. **Altona Gate (Altona North) MAC**

Prepare a structure plan for the Millers Road Spine, including Altona Gate (Altona North) MAC:

- include Borrack Square Medium NAC, Blackshaws/Millers Road Medium NAC and the Millers Junction Enterprise Area within its scope
- facilitate public realm upgrades that encourage walkability and pedestrian access to the Altona Gate (Altona North) MAC and along the spine
- investigate opportunities to increase residential development both within and adjacent to the Altona Gate shopping centre with guidance on diversity and densities in the structure plan

MAC 7. **Altona Beach (Altona) MAC**

Prepare a structure plan for the Altona Beach MAC following the completion of a Coastal Management Strategy:

- consider built form controls and opportunities for further intensification of activity consistent with it being a MAC

- investigate opportunities to increase infill housing identified in the Hobsons Bay Housing Strategy 2019

MAC 8. **Williamstown MAC**

Prepare a structure plan for the Williamstown MAC, that results in a clear land-use, design and built form framework and consider:

- the inclusion of the Rifle Range and Williamstown North Medium NAC within its scope
- appropriately-scaled and positively-integrated mixed-use and residential development within the activity centre
- infill housing in the context of heritage values, local identity and character: a structure plan should inform the location of the new residential zones
- the dual role of the centre in serving both locals and visitors
- the unique roles and functions served by the Douglas Parade, Ferguson Street and tourism precinct in Nelson Place
- way-finding and promotion of pedestrian priority and connectivity throughout the centre
- local heritage values and the high standard of streetscapes and public realm



- connections between the centre and the three nearby train stations
- relationships with and influence on the Williamstown North and the Rifle Range Medium NAC
- opportunities arising from proximity to Seaworks Maritime Museum
- the efficiency of existing car parking arrangements including paid parking

MAC 9. Investigate opportunities to increase housing within the three existing MACs as part of structure planning.

Neighbourhood Activity Centres (Large, Medium and Small NACs)

- NAC 1. • support and augment the role of NACs (Small, Medium and Large NACs) for local convenience shopping and, subject to size and identity, additional uses such as small offices, service businesses and community services
- NAC 2. • plan, provide and advocate for a high quality active travel (walking and cycling) network within:
 - at least 400 metres of Large NACs
 - an appropriate distance for relevant Medium and Small NACs

- at least an 800 metre radius of train stations in any centre

- NAC 3. • ensure that development in neighbourhood centres meets appropriately high standards of urban design and community amenity so that the visual and functional environment of centres is improved, and they become vibrant focal points for local communities

NAC 4. **Altona Meadows/Central Square (Large NAC)**

- encourage the long term evolution of Central Square, Altona Meadows from a Large NAC to a Major Activity Centre (MAC)
- prepare a structure plan for the Altona Meadows Large NAC and Queen Street/Central Avenue corridor between Victoria Street and Bruce Comben Reserve. This process should develop a visionary yet practical long-term framework for a modern and high quality mixed-use MAC that forms focal point for the western part of Hobsons Bay
- increase housing diversity as guided by the Hobsons Bay Housing Strategy 2019 and investigate the potential for residential development as part of any future redevelopment of the centre

NAC 5. **Newport**

- complete the structure plan for Newport Large NAC to provide guidance on built form and land use



outcomes and to build on Newport's access to public transport. Include consideration of complex land uses such as proximity to industrial land and protection of heritage where appropriate

- increase residential density and housing diversity where appropriate, guided by the structure plan process

NAC 6. **Aviation Road, Laverton**

- support the transition of the Aviation Road Medium Neighbourhood Activity Centre to a Large Neighbourhood Activity Centre if the remainder of the RAAF base is developed for residential purposes
- prepare a structure plan that reflects the opportunities created by the Level Crossing Removal Project, and enables the centre to leverage its unique locational advantages by accommodating appropriate intensification of commercial, residential and community activities
- increase residential density and diversify the housing stock through the application of the General Residential and Residential Growth Zones as guided by the Hobsons Bay Housing Strategy (2019)

NAC 7. **Spotswood**

complete the structure plan for Spotswood that:

- anticipates Spotswood transitioning from a Medium to Large Neighbourhood Activity Centre
- emphasises a high quality street-based retail and commercial environment that integrates Hudsons Road with the railway station and links to the McLister Street site and Strategic Redevelopment Area³¹ to realise complementary outcomes
- includes consideration of the Port Environs and opportunities associated with Scienceworks Museum
- increases infill housing as identified in the Hobsons Bay Housing Strategy (2019), noting expected local housing change associated with nearby proposed McLister Street activity centre development

NAC 8. **Rifle Range and Williamstown North**

Prepare a structure plan that includes:

- built-form guidelines for the Rifle Range activity centre which recognise future opportunities for intensification of activity on the existing shopping centre site, including additional retail/commercial facilities

³¹ Hobsons Bay Industrial Land Management Strategy 2008 p11.



- consideration of opportunities for higher-density residential development in the existing centre as part of any future redevelopment
- consideration of opportunities to leverage the outcomes of the Level Crossing Removal Project, including enhanced linkages between and integration of the Rifle Range and Williamstown North activity centres and nearby education and public transport facilities

NAC 9. Consider additional opportunities to increase housing within the following Neighbourhood Activity Centres:

- Borrack Square, Altona North (Medium NAC): Identify any future residential opportunities in the Millers Road Spine Structure Plan, informed by the Hobsons Bay Housing Strategy 2019.
- Blackshaws Road/Millers Road (Medium NAC): and increase the mix of uses.
- Challis Street, Newport (Small NAC): Diversify housing types as guided by the Hobsons Bay Housing Strategy 2019.
- Harrington Square, Altona (Medium NAC): Increase residential density and diversify housing types, guided by an urban design framework (UDF). The UDF should consider potential synergies with the

nearby Somers Parade centre and inform suitable levels of housing change in this area.

- Laverton Village (Small NAC): Increase residential density and diversify the housing stock as guided by the Hobsons Bay Housing Strategy 2019.
- The Circle, Altona North (Medium NAC): Diversify housing types as guided by the Hobsons Bay Housing Strategy 2019.
- Vernon Street, South Kingsville (Small NAC): Diversify housing types through the provision of shop top housing.

Micro-Centres

- MC 1. Consider new Micro Centres in association with new residential development where they can be supported by the new and surrounding community, can serve passing traffic and that, ideally, are located in areas of good walkability, near community facilities and at or near prominent intersections.
- MC 1. Develop general yet clear built-form guidelines for micro-centres that encourage appropriately scaled and integrated mixed-use and residential (including upper level) development to increase street based activity.
- MC 2. Make long-term investments in centres which have successfully retained their convenience retail function



and remain as vibrant and important focal points for local community activity, particularly:

- Blackshaws Road shops (310-314 Blackshaws Road, Altona North)
- Civic Parade (Civic Parade / Millers Road, Altona)
- Melbourne Road, Spotswood

MC 3. Implement ongoing improvements to the streetscape and public realm of Micro Centres.

MC 4. Discourage the rezoning of commercial land in activity centres however consider options to facilitate redevelopment and alternate activity and uses in failed/inactive micro-centres.

MC 5. Rezone Blackshaws Road shops (107-115 Blackshaws Road, Newport) to Commercial 1 Zone to reflect its function and status as a Micro Centre.

MC6. Provide ongoing general maintenance to centres which serve an important role but which require support to maintain their function into the future, namely:

- Brooklyn Shops (Geelong road / Millers Road, Brooklyn)
- Charlotte Street (Mason Street / Charlotte Street, Newport)
- Misten Avenue (Misten Avenue / Blackshaws Road, Altona North)
- Queen / Victoria Streets, Altona Meadows
- South Avenue / Victoria Street, Altona Meadows

Millers Junction Enterprise Area

EA 1. Support Millers Junction (Part Precinct 9 - land fronting Millers Road, 24-42 Cabot Drive and 290-298 Millers Road Altona North) as the focus for future bulky goods retailing in Hobsons Bay.

EA 2. Provide a range of restricted retail uses that do not compromise the operation of other activity centres.

EA 3. Ensure that development in the Enterprise Area is informed by the Millers Road Spine Structure Plan project.

EA 4. Ensure a comprehensive and integrated approach to development in accordance with the Design and Development Overlay.

EA 5. Ensure that use and development minimizes impact on the amenity of surrounding residential land.

EA 6. Encourage built form and development that focuses on public and community based transport systems that support the majority of customer and workforce travel needs.

EA 7. Ensure that redevelopment demonstrates Environmentally Sustainable Development principles, including Water Sensitive Urban Design, energy efficiency and water re-use.



Part 4: Implementation and Monitoring

This table allocates responsibility for implementation of specific parts of the Activity Centres Strategy and sets out a monitoring and review process to assess its performance and to indicate if changes are required as a result of emerging issues, trends and opportunities.

Direction	Initiating Responsibility	Implementing Responsibility	Performance Monitoring	Timeframe for Review / Reporting
1. Use a networked approach for activity centre planning.	Council	Whole of Council	Report to Council on how statutory and activity centre planning has recognised and supported the Local Activity Centres Network	Every four years
2. Encourage a diversity of uses which supports economic growth and sustainability.	Council	Economic Development/Strategic Planning Departments	Undertake, in cooperation with local Chambers of Commerce or Traders Associations, short in centre surveys of businesses and customers/visitors about centres including diversity of use, economic vitality, quality of infrastructure and services, accessibility, amenity, car parking, floor space by use type, retail and commercial vacancy rates and retail trading performance by centre.	Every four years
3. Ensure activity centres are supported by the provision of community services and infrastructure.	Council / State Govt	Whole of Council, State Govt, Private Sector	As per No. 2 above.	Every four years
4. Plan for the growth of existing centres and the development of new centres.	Council	Strategic Planning/Economic Development Departments	Report to Council on status of new and in progress structure plans, urban design frameworks etc. and review the priority for the detailed planning of activity centres.	Every four years
5. Enhance accessibility to, within and between activity centres to promote sustainable transport options.	Council / State Govt	Strategic Planning/ Sustainability/ Infrastructure and City Services Departments, State Govt	As per No. 2 above.	Every four years
6. Provide housing diversity to accommodate population growth in appropriate activity centres.	Council	Strategic Planning/Town Planning Departments	Report to Council on the type and number of new dwelling proposals approved for major activity centres and large and medium neighbourhood activity centres.	Refer to Housing Strategy
7. Enhance amenity and promote sustainability through high-quality innovative urban design and development outcomes.	Council	Strategic Planning/Sustainability/ Infrastructure City Services Departments	As per No. 2 above.	Every four years



Strategy / Action	Initiating Responsibility	Implementing Responsibility	Performance Monitoring	Timeframe for Review / Reporting
8. Provide attractive, accessible, functional and safe public spaces and streetscapes.	Council	Strategic Planning/Sustainability/ Infrastructure City Services Departments	As per No. 2 above.	Every four years
9. Facilitate appropriate car parking arrangements in activity centres.	Council	Strategic Planning/ Town Planning/ Infrastructure and City Services/ Corporate Services Departments	As per No. 2 above.	As required
10. Undertake detailed planning for specific activity centres.	Council	Strategic Planning Department	As per No 4. Above.	As required
11. Have regard to place based policies and actions	Council / State Govt	Town Planning/ Strategic Planning Departments	Report to Council on status of Centre-Specific Actions.	Ongoing



Part 5: Centre-specific guidelines (brochures)

A suite of centre specific guidelines (brochures) has been prepared for Major Activity Centres, Large NACs and Medium NACs identified as having an immediate need of specific guidance. These include activity centres currently experiencing, or expected to experience growth and change over time, or have been identified as having specific requirements. These include Micro-Centres and the Enterprise Area.

The brochures are a separate attachment to the strategy to make this document easy to use.



APPENDICES

Appendix A - Activity Centres Strategy: Technical Report 2016 – forecast population growth by precinct

The Hobsons Bay Activity Centres Strategy: Technical Report 2016 examines anticipated population growth in four precincts across Hobsons Bay:

- north precinct
- south-east precinct
- central precinct
- west precinct

Growth Precincts Map



Source: Produced by Essential Economics using MapInfo and StreetPro



North Precinct is generally bounded by the West Gate Freeway in the north, residential areas from Spotswood in the east to Kororoit Creek in the west, and by the railway line in the south. The eastern part of the precinct with its well-established residential areas is gentrifying, while the western areas retain their more traditional feel. This part of Hobsons Bay has a comprehensive network of large and small activity centres.

This precinct is forecast to grow from an estimated 26,720 residents in 2014, to 30,570 in 2021 and 39,390 by 2036. This is equivalent to two-thirds of the total forecast population growth in Hobsons Bay. Altona North and Spotswood/South Kingsville are expected to account for approximately 62 per cent of the total population growth in the municipality (due to the location of the large Strategic Redevelopment Areas in these suburbs).

The expected growth in suburbs in the north precinct 2014-2036 include:

- Altona North: + 7,830 persons
- Spotswood - South Kingsville: + 3,390
- Newport West: + 1,180
- Brooklyn: + 280

South-East Precinct is focussed around Williamstown and includes those areas generally located south of the Newport rail yards that tend to have a higher socio-economic profile than the municipal average.

This precinct is forecast to grow from an estimated 20,080 residents in 2014, to 22,550 by 2036. The expected locations for population change over the period 2014-36 include:

- Williamstown: + 2,070 persons
- Williamstown North: + 420
- Newport East: - 20

Central Precinct includes the urban area of Altona and Seaholme that is relatively self-contained and ringed by open space, the Western Industrial Precinct and Port Phillip Bay.

This precinct is forecast to grow from an estimated 13,100 people in 2014, to 15,320 by 2036.

The residential areas of Altona and Seaholme are forecast to achieve population growth to 2036, with the mainly non-residential northern parts of the precinct accommodating a range of key large-scale industrial uses.



West Precinct is a relatively self-contained area that integrates with urban areas in the adjoining City of Wyndham. This precinct is generally characterised by more recent urban development compared with the balance of Hobsons Bay.

Limited population growth is forecast for this precinct, with the resident population forecast to increase from an estimated 29,090 people in 2014 to 29,990 in 2036. The expected population change over the 2014-36 period includes:

- Laverton: + 1,040 persons
- Altona Meadows: + 260
- Seabrook: - 410