

# COBURG PRINCIPAL ACTIVITY CENTRE

## BUILT FORM RATIONALE & BUILDING ENVELOPES

FEBRUARY 2014



Moreland City Council



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# PART A

## BUILT FORM RATIONALE



# 1. INTRODUCTION

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## 1.1 Purpose of the Report

This report is intended to be read in conjunction with Schedule 1 to the Coburg Principal Activity Centre Zone (ACZ) at Clause 37.08 of the Moreland Planning Scheme. The information contained in this report relates specifically to the Coburg Principal Activity Centre.

Part A of this report presents the rationale for the built form identified for the Coburg Principal Activity Centre (PAC), as defined in the Colours of Coburg Place Framework and Strategies (8 December 2010). Specifically, the report expands upon Attachment 1 to the Land Use and Built Form Strategy in the Colours of Coburg Place Framework, by compiling information from across all the Place Framework Strategies and background work. The Colours of Coburg is the community framework of Moreland City Council's urban redevelopment project – The Coburg Initiative (TCI).

This report also brings together the built form requirements identified throughout various structure plans, strategies and guidelines which apply to the Coburg Principal Activity Centre. The report will provide a clear and consolidated reference document to be used in conjunction with the Coburg ACZ to inform planning permit assessments as they apply to heights and setbacks. The relevant documents used to inform this report and the Coburg Principal Activity Centre Zone include:

- The Colours of Coburg Place Framework and Strategies (December 2010).
- Pentridge Coburg Design Guidelines and Masterplan (August 2009).
- Pentridge Village Design Guidelines and Masterplan (August 2009).
- Central Coburg 2020 Structure Plan (August 2006).

## 1.2 Background

The boundaries of the Coburg PAC and the precincts defined by the applicable policies, strategies and plans are identified at Figure 1.

This report has been produced to accompany the planning scheme amendment to introduce the ACZ for Coburg and provide the strategic justification required to include specific height controls in the planning scheme. The ACZ proposes mandatory maximum building heights, mandatory podium heights and mandatory overshadowing standards for key public spaces.

In establishing the mandatory height controls and preferred setback requirements for the Coburg PAC, regard has been given to:

- DPCD Practice Note 59: The role of mandatory provisions in planning schemes (Sept 2010);
- DPCD Practice Note 60: Height and setback controls for activity centres (April 2010); and
- Various Planning Panel Victoria Reports, in particular, Manningham Amendment C33 Doncaster Hill Activity Centre Panel Report (Sept 2003).

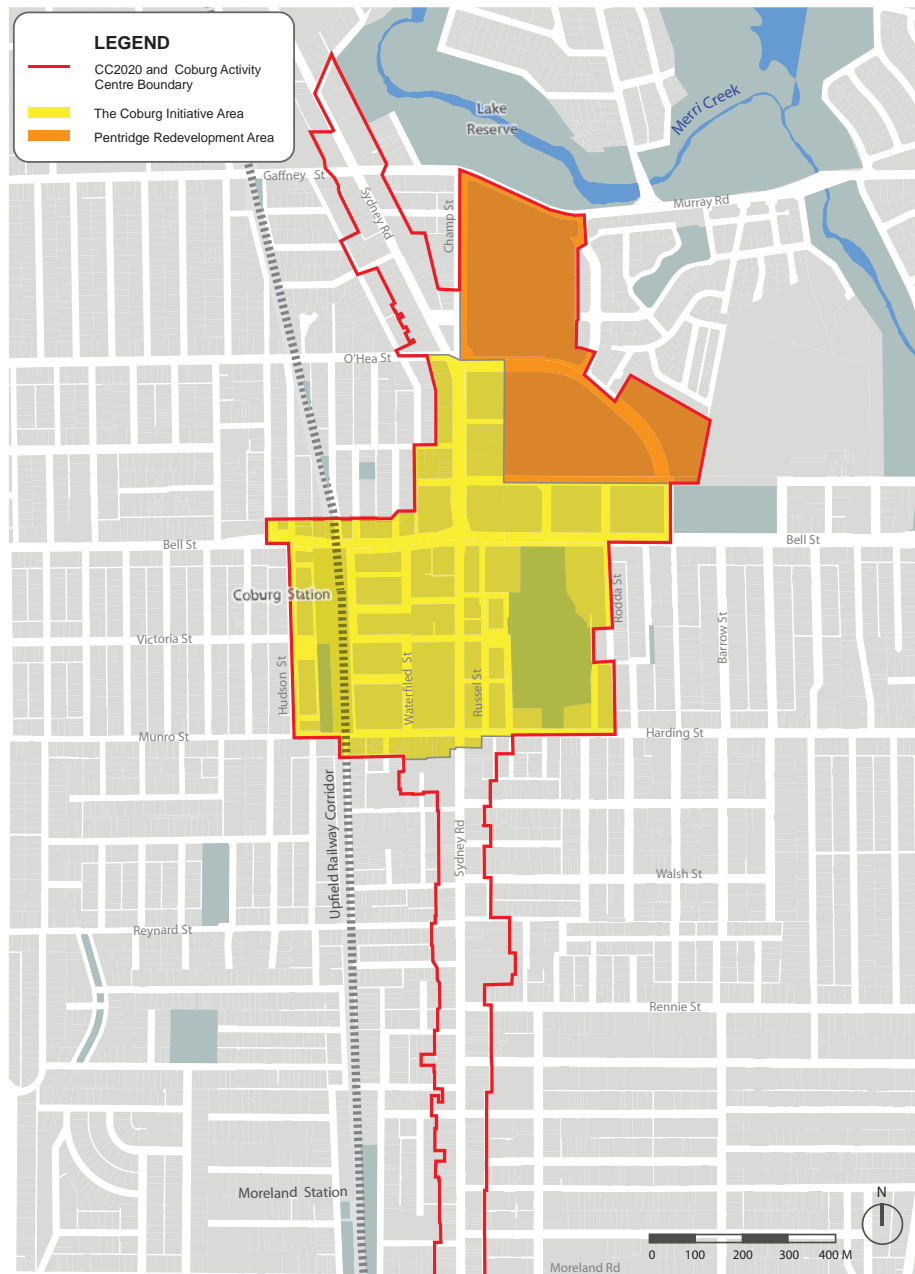


Figure 1: Coburg Principal Activity Centre – Policy Boundaries

Further details on the built form rationale can be found in the Colours of Coburg Place Framework and Strategies (8 December 2010). Specific references are included throughout this report.

The built form identified for the Coburg PAC is illustrated in Part B using computer generated three-dimensional building envelopes. These 3D envelopes have been prepared in Google Sketch Up and provide accurate testing of overshadowing standards.

## 2. BUILT FORM RATIONALE

### 2.1. Methodology

The following methodology was applied to identify an appropriate built form for the Coburg PAC. The methodology is summarised in Figure 2.

1. Identification of development scenarios to establish preferred development density through:
  - Structure Plan (Central Coburg 2020 Structure Plan, 2006).
  - Concept Plan Low (The Colours of Coburg Place Framework, 2010).
  - Concept Plan Medium (The Colours of Coburg Place Framework, 2010).
  - Concept Plan High (The Colours of Coburg Place Framework, 2010).
2. Evaluation of scenarios:
  - Economic analysis (development yields/floor space required to achieve PAC status).
  - Environmental analysis (resource consumption modelling).
3. Identification of preferred scenario: Concept Plan High.
4. Refinement of preferred scenario in accordance with following built form principles:
  - Locate highest density in core (large land parcels, minimal interface issues, close to public transport).
  - Creation of rational building envelopes (to maximise solar access, create quality internal layouts, accommodate realistic car parking configurations, create appropriate separation between buildings, create a viable movement network).
  - Manage overshadowing of key public spaces.
  - Create a defined streetscape character.
5. Determine final heights and setbacks for the Coburg Principal Activity Centre.

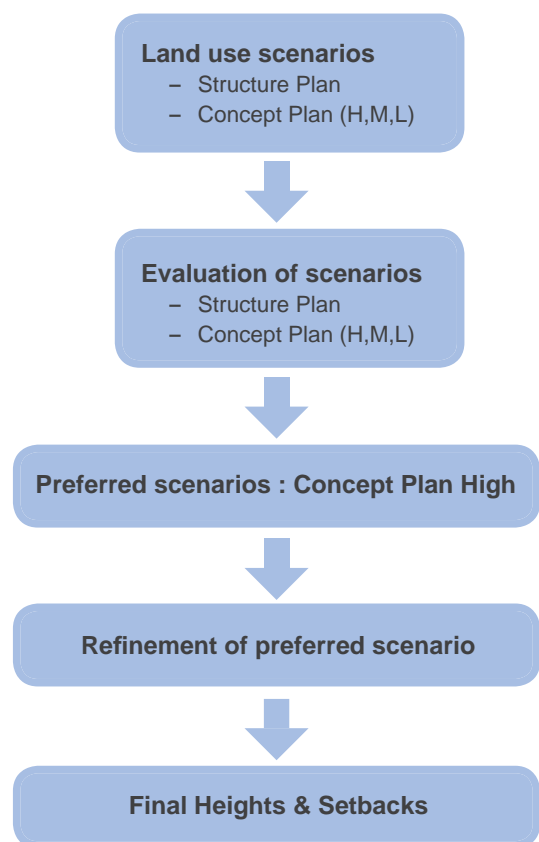


Figure 2: Built Form Methodology

Note: The built form requirements of the former Pentridge Prison precincts was previously defined by a Comprehensive Development Zone – Schedule 1 (CDZ1). A neutral translation of CDZ1 has occurred to the Coburg ACZ.

## 2.2. Development Scenarios

Three concept plan scenarios were prepared as part of The Coburg Initiative (TCI) master planning process. These concept plans are based on various density scenarios and are labelled Concept Plan Low, Concept Plan Medium and Concept Plan High. The three concept plan scenarios along with the CC2020 Structure Plan were evaluated to choose a preferred development density for the Coburg PAC.

For further information on the development scenarios, refer to the Economic Development Strategy (section 2.3.2 Gap Analysis, pgs 26-34) and Appendix 1 and 2 of the Public Realm and Infrastructure Strategy in the Colours of Coburg Place Framework (2010).

The main factors in the decision making process were the amount of development needed in central Coburg for it to function efficiently as a Principal Activity Centre and the resource consumption of the various development scenarios. A summary of this evaluation is outlined in Section 2.3 below.

## 2.3. Evaluation of Scenarios

The three concept plan scenarios were analysed based on economic and environmental outcomes.

### Economic Analysis

The Economic Development Strategy (part of the Colours of Coburg Place Framework and Strategies) was prepared to test whether the economic imperatives sought for Coburg could be delivered by the Central Coburg 2020 Structure Plan (the Structure Plan).

A key question from the outset was whether the Structure Plan could deliver a centre that would fulfil its role as a Principal Activity Centre - a role which is strongly aligned with the Structure Plan's vision that it be the primary place of employment, shopping, living and activity in Moreland.

The original Structure Plan building heights were based on the residential, retail and office demands identified in the Central Coburg Development Options Appraisal, SGS Economics (2005) and the capacity within central Coburg to accommodate these uses based on available land and infrastructure.

The Economic Development Strategy highlighted that to achieve a Principal Activity Centre offer, central Coburg has to provide 4 key things:

- A mix of activities that generate high numbers of trips, including business, retail, services and entertainment;
  - Be generally well served by multiple public transport routes and on the Principal Public Transport Network or capable of being linked to that network;
  - A very large catchment covering several suburbs, and attracting activities that meet regional needs; and
  - The potential to grow and support intensive housing developments without conflicting with surrounding land uses.
- (source: Melbourne 2030, October 2002)

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The Economic Development Strategy identifies that because the centre poorly performs in the first element, it is unable to achieve element three. Consequently the housing, retail, commercial and service targets established under the Central Coburg 2020 Structure Plan fall significantly short from those that are necessary for the centre to become a Principal Activity Centre or perform meaningfully within the Moreland economy.

Through analysing and benchmarking central Coburg against two highly successful Principal Activity Centres as part of the Economic Development Strategy – Box Hill and Subiaco, it has been possible to identify both the quantum of change (total jobs and investment required) and the diversity of uses that could be appropriately located in Coburg to achieve the expectations of a Principal Activity Centre. This has resulted in a need for taller buildings than that identified by the Structure Plan to ensure the area can accommodate the development densities required to adequately provide for the quantum of change and diversity of uses identified as necessary for a Principal Activity Centre. The economic analysis concluded that the Concept Plan High scenario was the preferred scenario to achieve the benchmarks of a Principal Activity Centre for Coburg.

For more information on this analysis, refer to the Economic Development Strategy in the Colours of Coburg Place Framework (2010).

## **Environmental Analysis**

Integrated Resource Modelling (IRM) is a tool that provides performance indicators linking design objectives to sustainability objectives in a common data model. This in turn integrates resource flow parameters with different technical disciplines. It can be applied to the design and development of a plan whether for a region, city or locality to rapidly test different development scenarios and options. IRM uses performance outputs to inform the design process in order to optimise and mitigate the design (design continuous improvement through an iterative process of define, evaluate, refine and optimise).

Within the Public Realm and Infrastructure Strategy (part of the Colours of Coburg Place Framework) the IRM tool has been used to assist in the determining the preferred development density scenario. Aligning the systems of water, energy, waste, transport and carbon, the resource implications of a number of land use scenarios can be explored and the impact of various infrastructure projects on the supply and demand outputs of each resource can be understood at a high level.

The key findings of the IRM model for Coburg include:

- Concept Plan High scenario is the most efficient resource consumer and generator of the options evaluated and is approximately 20-30% more efficient than the Structure Plan.
- Without the introduction of any of the proposed infrastructure projects (business as usual) the total resources consumed and generated increase by approximately 40-60%.
- Introducing a number of the infrastructure projects to the Concept Plan High scenario reduced the total consumption and generation of water and electricity to a lower quantity than that projected under the Structure Plan Scenario.

These results are illustrated in Figure 3.

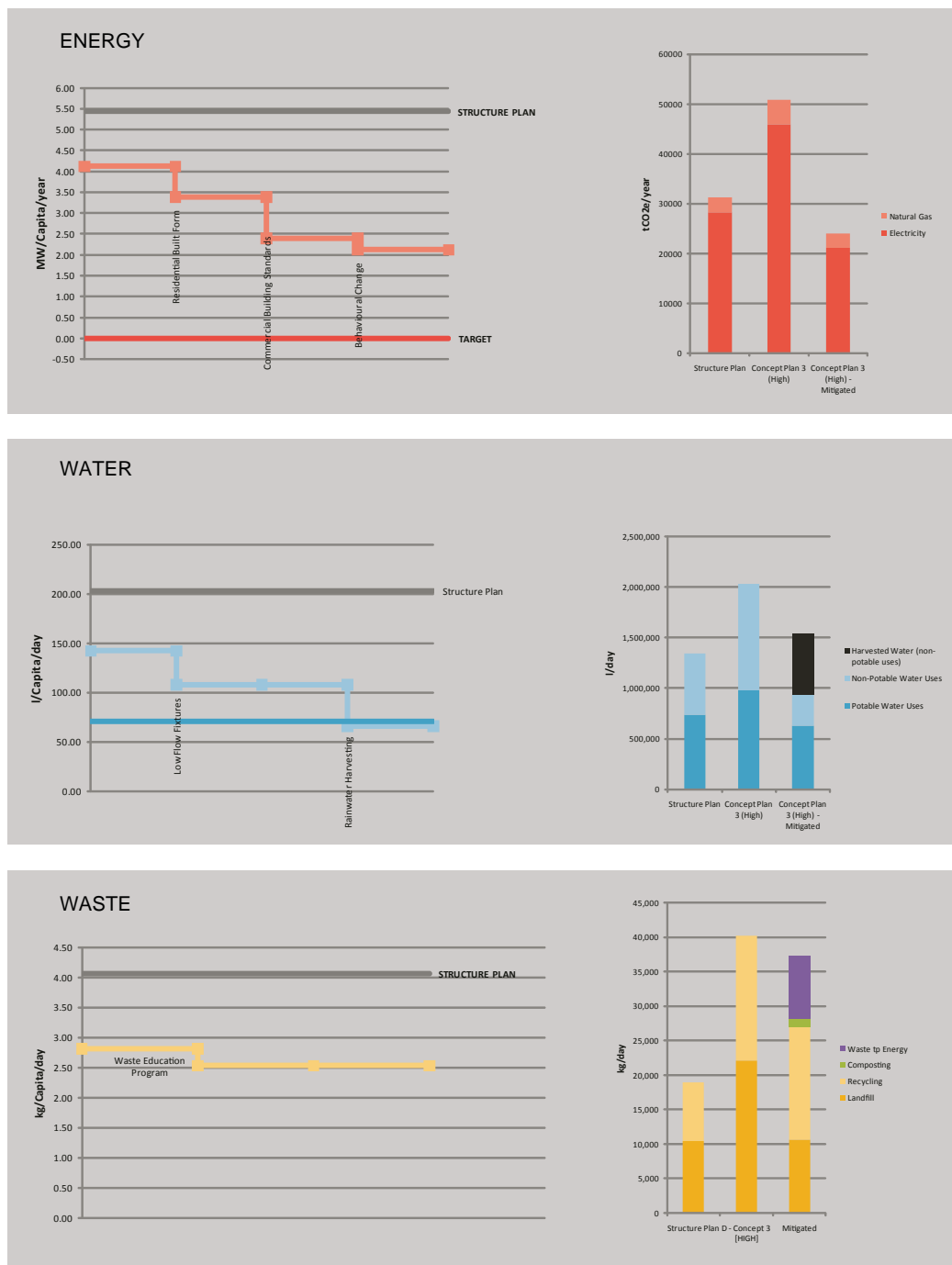


Figure 3: IRM Analysis for Energy, Water and Waste

For more information and detail on the IRM model outputs, refer to the Public Realm and Infrastructure Strategy (Section 6 - Density and the IRM Modelling Results, pg 11 and Appendix 3) in the Colours of Coburg Place Framework (2010).



## 2.4. Preferred Scenario

Based on the output of the IRM model and the analysis included in the Economic Development Strategy, Concept Plan High scenario was selected as the preferred development scenario for Coburg. The Concept Plan High scenario was selected on the criteria of:

- Increasing land use density in a location that is well served by public transport.
- Stimulating economic growth that will, in turn, support diverse social and cultural benefits for the community.
- Reducing the overall environmental impact of the TCI area and the projected increase in population.

## 2.5. Refinement of Preferred Scenario

The Concept Plan High scenario was further refined by applying a range of built form principles to achieve a good urban design outcome. This process provided confirmation of building heights and setbacks that were then included in the Land Use and Built Form Strategy (part of the Colours of Coburg Place Framework).



Figure 4: TCI Preferred Scenario - Concept Plan High

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The building heights and setbacks were refined on the basis of the following built form principles:

- Locate highest density mixed use development in the core (large land parcels, minimal interface issues and land close to all public transport options).
- Creation of rational building envelopes (to maximise solar access, create quality internal layouts, provide for adequate car parking configuration, create reasonable separation between buildings, create a viable movement network with new links and improved circulation).
- Manage overshadowing of key public spaces.
- Create a defined streetscape character.

## Building Heights and Setbacks

The building heights and setbacks for Coburg are best illustrated by the Coburg Built Form 3D computer model diagrams at Part B of this report. Building height is provided in metres and storeys with 3.6m considered to be an average floor to ceiling height allowing a flexibility of uses within the building (inclusive of ceiling/floor cavities). Maximum building heights are identified in Figure 5.

The building height in the core of the centre is generally 10 storeys with a 6–8 storeys height limit for properties adjacent to the core.

The TCI boundary has a residential interface along Hudson Street, Rodda Street, Ross Street and along residential properties located north of Bell Street. The interface with these adjacent low scale residential areas has been resolved by nominating 2-4 storey building heights. The Structure Plan (CC2020) defined spines along Sydney Road to the north and south, beyond the TCI area, nominate the same 2-4 storey transitional scale where there is a residential interface to the rear.

As discussed earlier, the building heights were established to accommodate the development yields necessary to provide for the quantum of change and diversity of uses required to realise the Principal Activity Centre status of Coburg.

The maximum heights are generally about 4 storeys greater (at the highest points) than what was originally identified by the Structure Plan. The heights on the edge of the centre are generally consistent with the Structure Plan. The Structure Plan also identified locations for taller buildings on gateway sites. This approach has not been brought forward by the Colours of Coburg Place Framework, given that buildings are significantly taller overall.

In summary, amongst other things, the built form objectives trying to be achieved for the Coburg PAC include:

- To encourage high quality innovative contemporary architecture.
- To establish an overall built form pattern of tallest buildings in proximity to Coburg Train Station and fronting Bell Street, transitioning down to more modest scale buildings at the fringes of the centre, ensuring a transition in scale of 1-2 storeys to the suburban hinterland.
- To develop the core of the Centre as the focus for retail, office, civic and entertainment uses, with restricted retail and neighbourhood scale retail uses on the periphery.

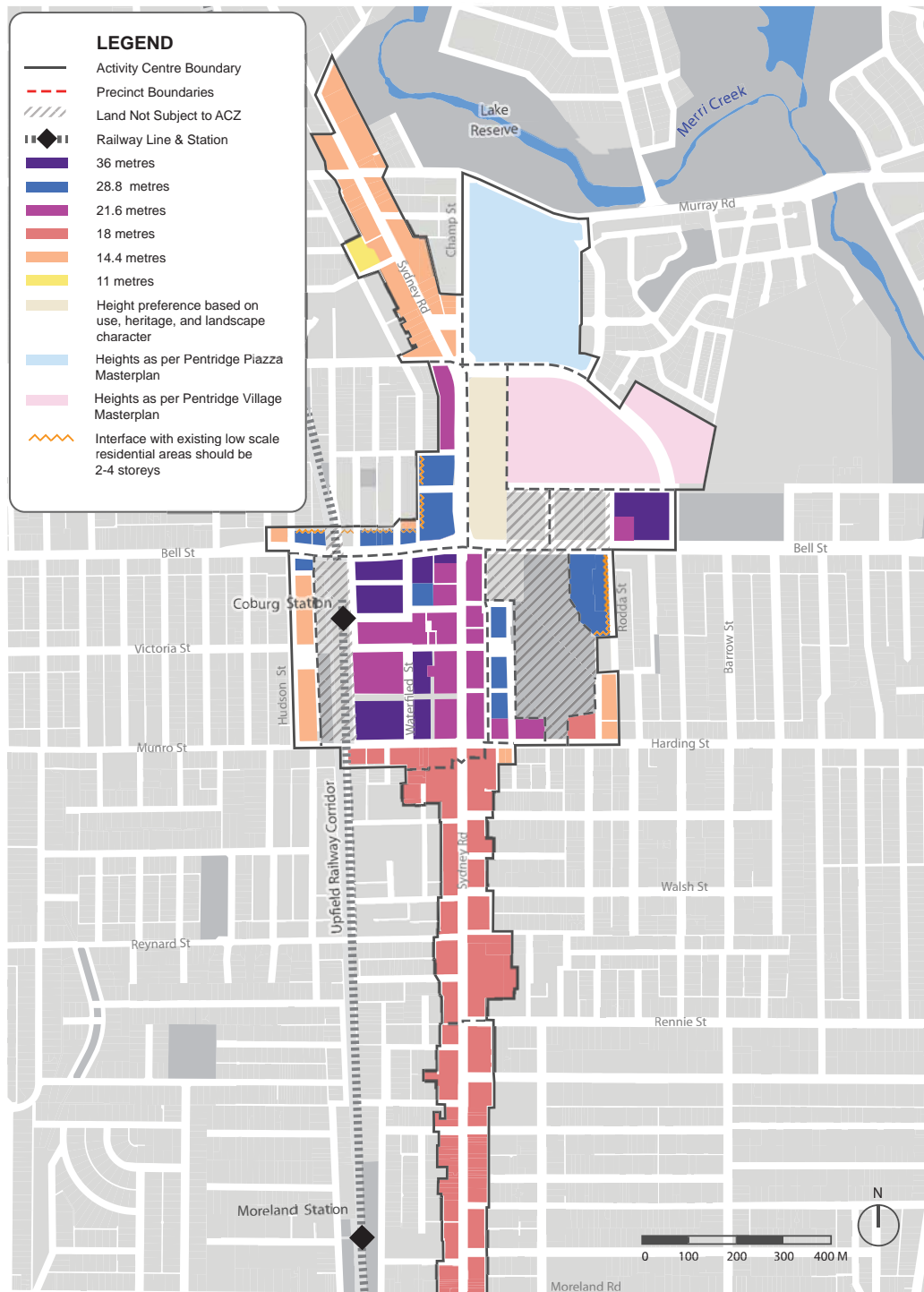


Figure 5: Maximum Building Heights

- To improve the existing Sydney Road streetscape and create a new vibrant character for the Centre with well proportioned and active building edges throughout.
- To provide a pedestrian oriented environment with improved links and an attractive and safe system of streets, laneways and other public spaces.
- To ensure the height and setback of built form maximises solar access to public spaces and key pedestrian links, relative to the role and function of the space.
- To ensure a high quality internal amenity of buildings, with particular emphasis on daylight access and natural ventilation.
- To provide a range of transport options to access and travel around the Centre.

## Overshadowing

A set of overshadowing criteria were developed for the key public open spaces within the activity centre as indicated in Table 1. These criteria have been designed to maximise solar access to key public spaces, even with an increased development density. The building heights and setbacks were then modified to meet the overshadowing criteria and allow adequate solar access in the public spaces.

Table 1 outlines the overshadowing criteria for all the key public spaces. After Council adopted the Colours of Coburg Place Framework in December 2011, further testing and refinement was carried out for the overshadowing criteria. This has resulted in some minor modification for the overshadowing criteria for Category 1 and Category 2 public spaces, which is also indicated in Table 1.

The Overshadowing of Public Space 3D diagrams at Appendix 1 of this report best illustrates how the overshadowing standards are met by the defined heights and setbacks.

Central Coburg has a grid based street network with streets running north-south and east-west. The north-south streets generally have good solar access at midday whereas the east-west streets have good solar access early in the morning and late afternoon. Due to the fine grain street network there is generally good solar access throughout the day. This is illustrated in the Overshadowing of Streets 3D diagrams at Appendix 2.

Munro Street, Harding Street and Bell Street are the key east-west streets connecting to the centre. In testing the 3D model, there was an emphasis on building heights and setbacks to be designed so not to overshadow the southern footpath on Equinox.

On the whole, the Coburg Activity Centre 3D Building Envelope computer model as detailed in Part B of this report provides the opportunity for planning permit applications to be superimposed onto this system to determine compliance with built form requirements as translated into the ACZ for Coburg, as well as, appropriateness of development in the context of adjoining sites and anticipated building envelopes to inform discretion in the decision-making process where mandatory height and setback requirements are not otherwise specified.

Public Space	Existing Criteria	Proposed Criteria
<b>Category – 1</b> Civic Square Market site	No more than ½ the space is shadow at any time between 10:30am and 2:30pm (4hrs) on Winter Solstice	No more than ½ the space is shadow at any time between 10:30am and 2:00pm (3.5hrs) on Winter Solstice
<b>Category – 1A</b> Bridges Reserve	No more than 1/3 the space is shadow at any time between 10:30am and 2:30pm (4hrs) on Winter Solstice	No change.
<b>Category – 2</b> Victoria Street Mall	No overshadowing of the southern footpath (within 3m of property boundary) between 11:00am and 2:00pm (3hrs) on Winter Solstice	No overshadowing of the southern footpath (within 2m of property boundary) between 12:00am and 2:00pm (2hrs) on Winter Solstice
<b>Category – 3</b> Civic Square Russell Street site Civic Square Bob Hawke Centre site Coburg Station Forecourt	No more than 1/3 the space is shadow at any time between 10:30am and 2:30pm (4hrs) on Equinox	No change.

Table 1: Existing and Proposed overshadowing criteria for public spaces

## Podium heights

Generally 4 storeys is identified as an appropriate maximum podium height for the Coburg PAC for the following reasons:

- up to 4 storeys maintains a visual connection with the street.
- 4 storeys provides an appropriate scale/proportion to the average street width.

In some locations the podium height drops down to 2 and 3 storeys, depending on the following specific issues:

- To integrate with existing low scale residential development on the fringes of the centre;
- To achieve the overshadowing standards set for specific public spaces; and
- To conform to the existing character and scale of buildings fronting Sydney Rd

Where podiums have not been prescribed, it is for the following reasons:

- To ensure viable building footprints suitable to the desired uses (e.g. office and restricted retail).
- Due to the wider nature of adjacent main roads and therefore an increased capacity to accommodate tall buildings with no podiums.

- To create a 'gateway corridor' at major intersections, marking the 'passing through' of a Principal Activity Centre.

Setbacks from podium level have been established, based on the following criteria:

- To maintain the existing character and scale of buildings fronting Sydney Rd;
- To achieve the overshadowing standards set for specific public spaces;
- To allow for reasonable development opportunities and support the desired floorspace targets established by the Economic Development Strategy to achieve Principal Activity Centre status; and
- To achieve appropriate separation between buildings.

## Heritage

A number of Heritage Overlays exist in the Coburg PAC. These places have been identified at Figure 5 and on mapping in the ACZ so there is a clear understanding of their existence. This report and in particular, the 3D building envelope diagrams at Part B, are not intended to supersede the individual assessment of planning permit applications where the land is affected by a Heritage Overlay.

The 3D diagrams have been prepared on the basis of providing preferred building envelopes for a precinct, sub-precinct or streetscape. Assessment into the significance of heritage places or their surrounds has not been undertaken or factored into the preparation of 3D diagram. It is not intended that the diagrams be used as a default to the type of development that should automatically occur on land affected by the Heritage Overlay.

Moreland City Council values its cultural heritage as expressed through its Municipal Strategic Statement, identifying the importance of heritage with regard to its aesthetic, environmental, economic and social values for the community through its. Further, the Moreland Planning Scheme has a local planning policy at Clause 22.13 which assists in the protection, conservation and enhancement of all heritage places. It is considered that this and other relevant heritage policies must continue to be used in the assessment of planning permit applications in order to find a balance between preferred development outcomes as encouraged by the Coburg ACZ whilst ensuring the value of a heritage place is protected.



### 3. MANDATORY PLANNING CONTROL RATIONALE

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Reasons for the various analysis undertaken in the preparation of the Colours of Coburg Place Framework and Strategies, and Central Coburg 2020 Structure Plan (as detailed above) is to provide clarity and certainty to the community, developers and Council in consideration of planning permit applications and subsequent development within the Coburg Principal Activity Centre. However, for certainty around built form outcomes to be properly communicated and utilised in the planning system, mandatory height controls are utilised to underpin the Activity Centre Zone for Coburg.

The use of mandatory height controls brings with it emotive differences in professional opinion on whether it is a valid planning tool in Victoria, with the underlying debate being prescription vs. discretion. The argument against mandatory height controls is generally summarised as one that it stifles development and eradicates the potential for creative design outcomes.

Various Planning Panels have tested this theory and determined that, although not in every instance, where it can be demonstrated appropriate background analysis has been undertaken to warrant the need for specific urban design and/or amenity outcomes, mandatory height controls are a justifiable approach to ensure appropriate development. In many instances, the background analysis and subsequent mandatory controls provide for development scenarios far greater in scale or flexibility than what may have been contemplated by a developer if the strategic work and associated controls didn't otherwise exist. Subsequently, creativity is addressed in the design response specific to the height and setback parameters afforded to the site or broader area.

The extensive strategic background work which supports the Coburg Activity Centre Zone, notably the Colours of Coburg and CC2020, serve to legitimise the use of mandatory height controls. Principles for their appropriate use are best demonstrated in the following Planning Panel Victoria discussions.

In Bayside City Council Amendment C46 panel report, the Panel considered Council's approach for mandatory height controls as an acceptable principle to inform planning controls noting:

*The advantage of mandatory controls is the certainty they provide to all parties: the intending developer, the adjoining property owners, the community and council. These are not inconsiderable advantages. Mandatory controls are therefore worth pursuing, provided planning has been undertaken in sufficient detail to take account of all the strategic objectives at both the local and metropolitan levels and develop an urban form that most satisfactorily meets these objectives.*

*The Panel believes a central part of the structure planning process for activity centres is to demonstrate in physical form how potentially conflicting objectives should be resolved. This is where the objectives of urban consolidation and particularly the need to focus development in and around activity centres will be considered in the local context and an urban form developed to provide the best fit. If this has been at a level of detail that can justifiably specify building heights and setbacks, then mandatory controls would be appropriate. (p.32)*

The comments of the Bayside C46 panel are not isolated. Justification for mandatory height controls in the Panel's consideration of Melbourne City Council Amendment C20:

*... In the Panel's view, a mandatory control will be appropriate where it can be established that, in the vast majority of cases, an application not in accordance with the building requirements would be contrary to the design objectives set out in the schedule....*

*The Panel considers that a mandatory control is appropriate in circumstances where:*

- A strategic assessment or study has identified that in the vast majority of cases buildings not in accordance with the building height or other requirements would detract from the essential character of the area or other built form outcome the design objectives are seeking to achieve; and*
- In the vast majority of cases such buildings would not be supported by Council after application of its design objectives and any relevant guidelines.*

*In such circumstances the Panel considers that to allow discretion for all applications, merely to accommodate the opportunity of granting a permit in 'exceptional' circumstances, serves no useful purpose, particularly where the demand for development exceeding the building requirements is great. In this situation, if there really is an exceptional circumstance that would justify a departure from the specified building requirement, it is appropriate that it be considered by means of a site specific amendment. (p.30-31)*

The principle of when it may be appropriate to apply mandatory controls was also considered by the Manningham City Council Amendment C33 Panel with reference to the Doncaster Hill Strategy:

*It was suggested by some submitters that the mandatory nature of the controls (especially height) was unduly restrictive, and that individual proposals which are otherwise consistent with the Doncaster Hill Strategy should be judged on their merits.*

*It is recognised that the Victorian Planning Provisions were designed as a broadly performance-based planning system with a minimum of mandatory controls. However, it is also a strategically-based system in which the controls must be justified by a sound and clearly expressed planning strategy. Within this system, it is reasonable to suggest that the sounder the strategy, the greater the justification for mandatory controls.*

*In this case, the controls are based not just on a comprehensive planning strategy, but also on a detailed analysis of alternative urban forms. The analysis examined both visual and amenity impacts, leading to development of building envelopes designed to maximise achievement of the strategy's objectives. The Panel considers that the thoroughness of the strategic and analytical work in this case justifies the use of mandatory controls for the key elements of building height, interface with the boulevards and the height of design elements. This question of mandatory controls was also addressed by the Panel assessing Amendment C20 to the Melbourne Planning Scheme. That Panel reached a similar conclusion in its report.*

*...*

*At Doncaster Hill, the controls that may be varied by permit include front setbacks for properties not abutting the boulevards, and side and rear setbacks. Side and rear setbacks are generally specified between 4m and 5m. However, Council agreed that on smaller sites these setbacks may be neither practicable nor economically feasible, and that applications on such sites would take these constraints into account when discretion to vary the setbacks by permit is exercised.*

*The Panel's overall conclusion is that the mandatory and discretionary aspects of controls in DDO6 are appropriate. (p.65-66)*

It should be noted that Manningham's Design and Development Overlay – Schedule 6 (DDO6) mentioned above was translated into the first Activity Centre Zone to be introduced into the Victoria Planning Provisions on 17 September 2009 (Amendment VC59). The Doncaster Hill ACZ was largely a neutral translation of DDO6, and included the same mandatory controls as DDO6 under the Manningham Planning Scheme.

These Planning Panel examples were reiterated in advice received from Maddocks Lawyers on 25 October 2011 in response to Council officer queries as to whether mandatory height controls would be appropriate for the Coburg



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Principal Activity Centre Zone. The legal advice was quite clear that there are a range of panel reports and findings on the issue and in the scenarios most analogous to the Coburg Activity Centre, (namely Doncaster Hill) it was not apparent that exceptional circumstances were shown to exist. Rather, the analysis which underpinned the amendment was rigorous and that of itself justified the application of mandatory controls.

According to Practice Note No. 60 - Height and setback controls for activity centres (April 2010), while the preference is not to use mandatory controls, where they are to be used, rigorous strategic justification has to be provided. The Practice Note advises that the level of strategic work required is:

- *A Housing Strategy which examines the city's future housing needs and the role of activity centres (including Neighbourhood Activity Centres) in accommodating these needs.*
- *An activity centre/economic strategy which examines the role of the centre as part of a network of centres an analysis of the capacity and constraints of each centre where planning controls are proposed.*
- *An analysis of the capacity and constraints of each centre where planning controls are proposed.*
- *A comprehensive built form analysis of each centre where planning controls are proposed*
- *Identification and analysis of key sites within each centre which can accommodate more intense development when compared with the remainder of the centre.*

These guidelines are notable in terms of the extensive work carried out by Moreland City Council in the preparation of the strategies and structure plans underpinning the amendment. With reference to the Coburg PAC, Council's legal advice from Maddocks concluded that given the level of analysis and built form rationale prepared for the Centre, there is a convincing argument to support mandatory height controls for the Coburg ACZ.

*Having regard to the type of considerations referred to in the cited panel reports, the following observations are made concerning Coburg PAC which arguably justify the use of mandatory controls:*

- *It is an area in which Council has championed on the basis of a firm vision for the area.*
- *It is an area that will continue to experience significant developmental pressures;*
- *It is an area in respect of which there has been considerable investigation through the various studies and reports referred to in your Built Form Rationale document;*
- *It is an area that is partly affected by heritage controls.*

*. . . In my view, properly argued, there are compelling reasons to suggest that a higher level of prescription to what is commonly found in planning schemes is appropriate provided the appropriate strategic background work and analysis is carried out.*

It should be noted that underdevelopment creates similar risks of compromising the planned vision for a particular area by potentially establishing inadequate building scales and associated yields, existing for long periods of time on sites which could otherwise be used to further the objectives of the centre. This is particularly important for Principal Activity Centres such as Coburg whereby there is an optimistic challenge to stimulate growth and substantially improve future economic, social and environmental experiences into the future. Hence, it is expected that any significant variation to the mandatory heights prescribed in the Coburg ACZ, i.e. maximum building height that is 3 storeys or less than prescribed, should be accompanied by information demonstrating how this variation may still achieve the objectives of the zone, and/or how future intensification measures can be included into the development to achieve these objectives, e.g. additional storeys.

## 4. CONCLUSION

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The rigorous analysis undertaken through the preparation of the Colours of Coburg Place Framework and Strategies, complimented by the previous work under the Central Coburg 2020 Structure Plan, established a built form rationale which has led to the identification of definitive building envelopes for the Coburg PAC.

Through analysis and benchmarking, a “High” development scenario has been chosen as the most suitable approach for the redevelopment of the Coburg PAC. Through the development of TCI, a number of key targets have been established for the Centre, which directly relate back to the need for preferred building envelopes, and specifically mandatory height controls. These targets include:

- 9,805 new jobs;
- 275,639sqm increased retail and office floor area;
- 81,197sqm health, education and government floor area;
- 5,800 new dwellings; and
- Enhanced local facilities and services including City Oval, Coburg Leisure and Aquatic Centre, Coburg Library and Coburg Town Hall and Civic Centre.

These ambitions are intrinsically linked to the built form rationale for the Coburg PAC. Overdevelopment or underdevelopment will effectively compromise the targets and ambitions established by the extensive analysis and testing that has been undertaken for the Centre to date. This report compliments the need to be as clear as possible to all stakeholders that the consistency of future development proposals with the prescribed building envelopes is paramount to the successful regeneration of central Coburg, and the economic and social flow on effects to Moreland as a whole.

## PART B

# BUILDING ENVELOPES



# 1. BUILDING ENVELOPES

The building envelopes section is a 3-dimensional representation of the built form controls defined in the Coburg Activity Centre Zone. These diagrams are to be used as supplementary information to the zone.

Figure 6 provides an overall map of precincts within the Coburg Principal Activity Centre, followed by a map for each precinct and associated 3D built form envelopes.

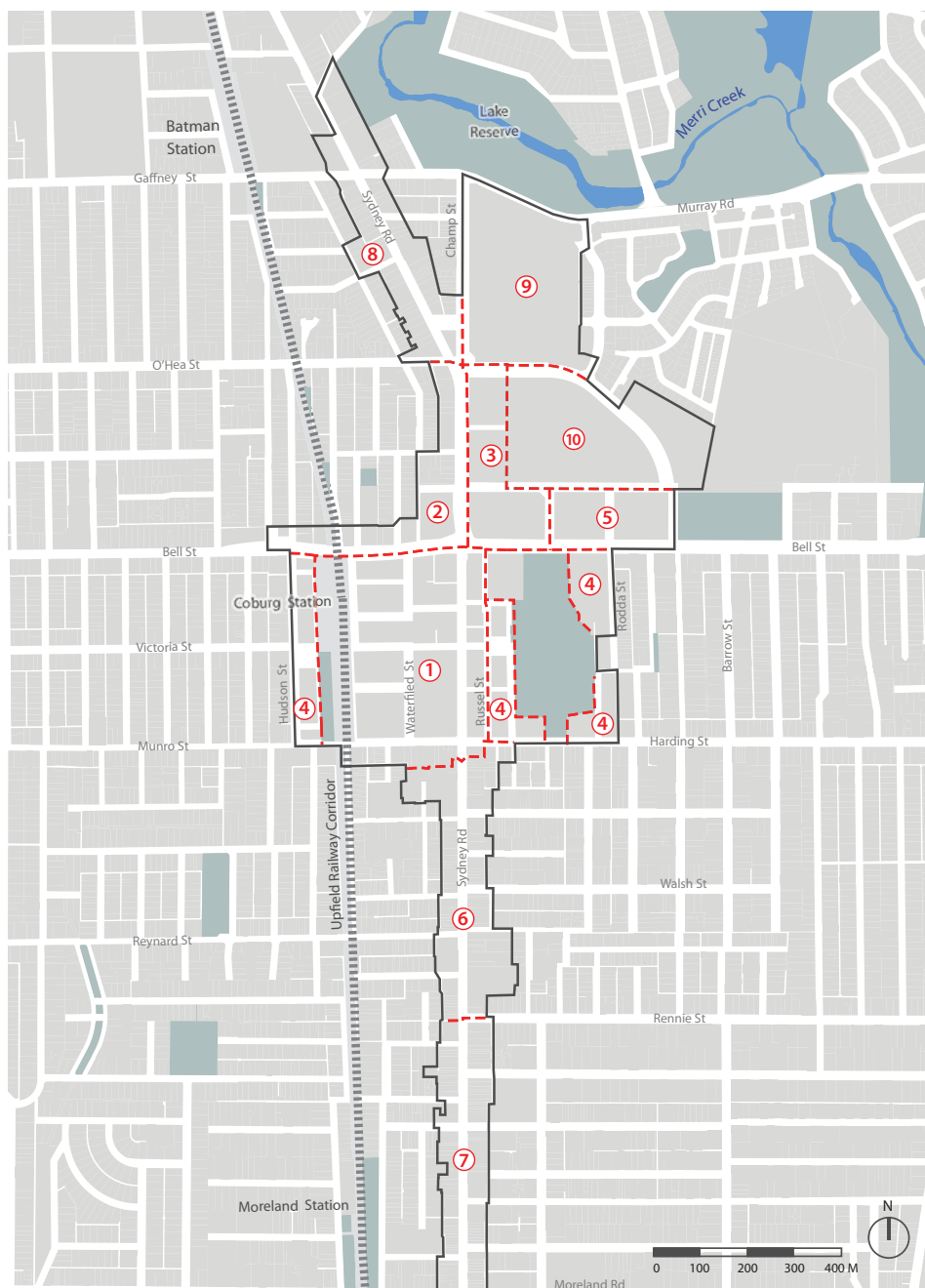
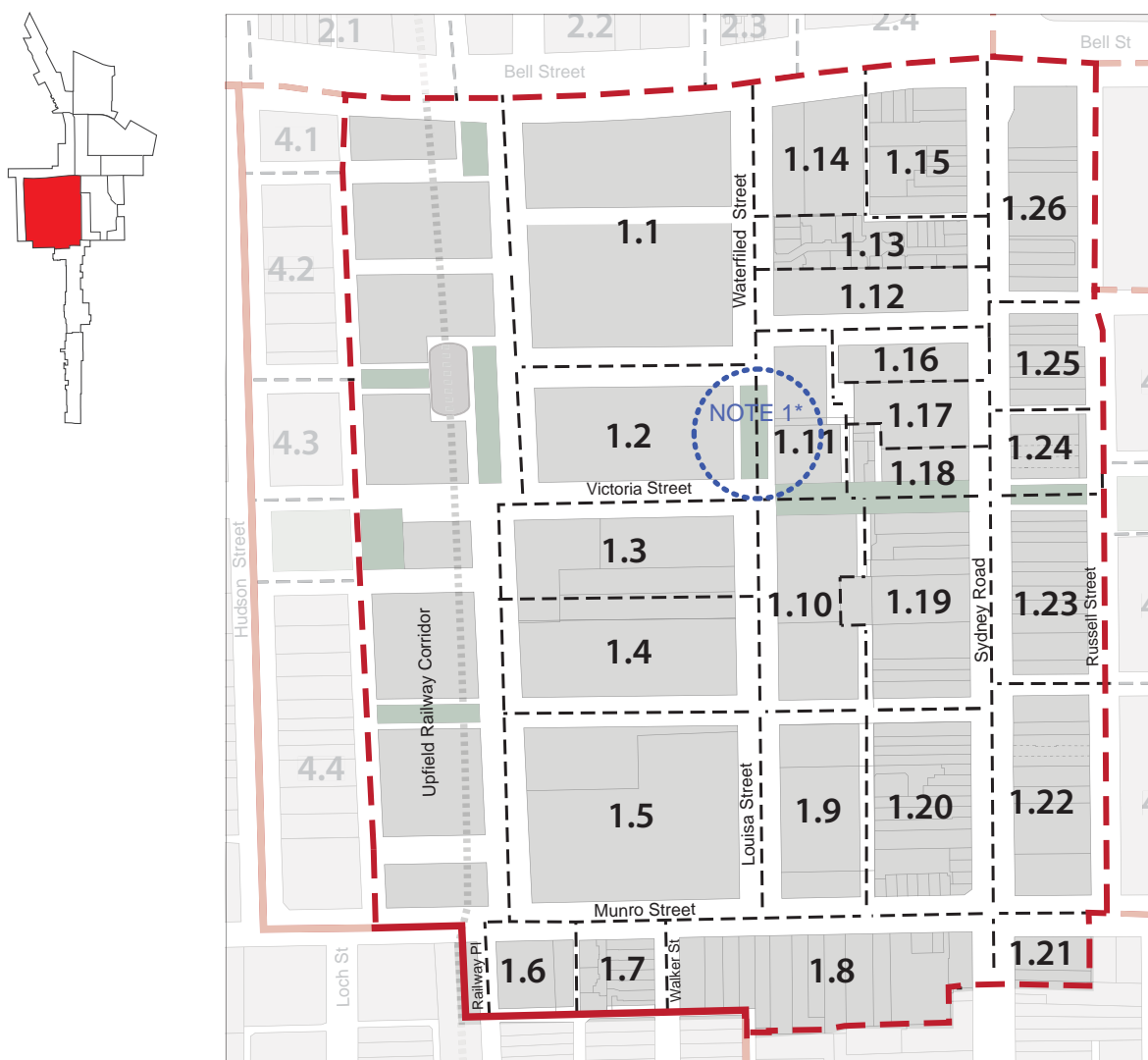
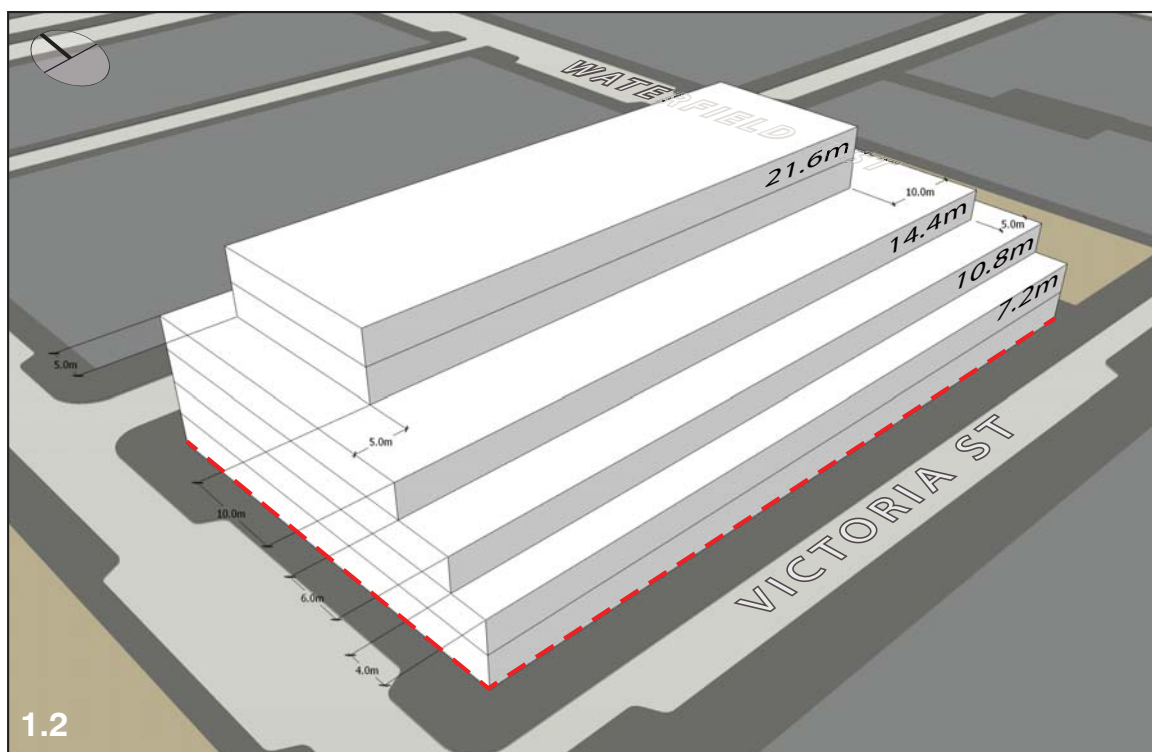
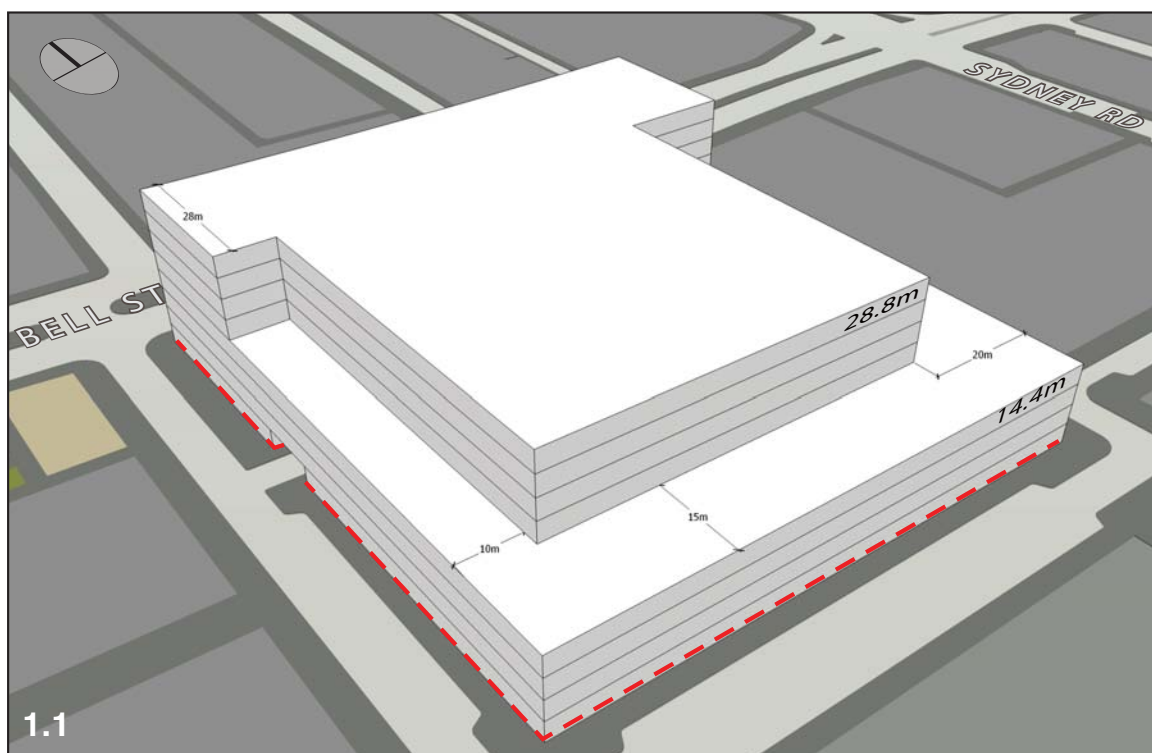


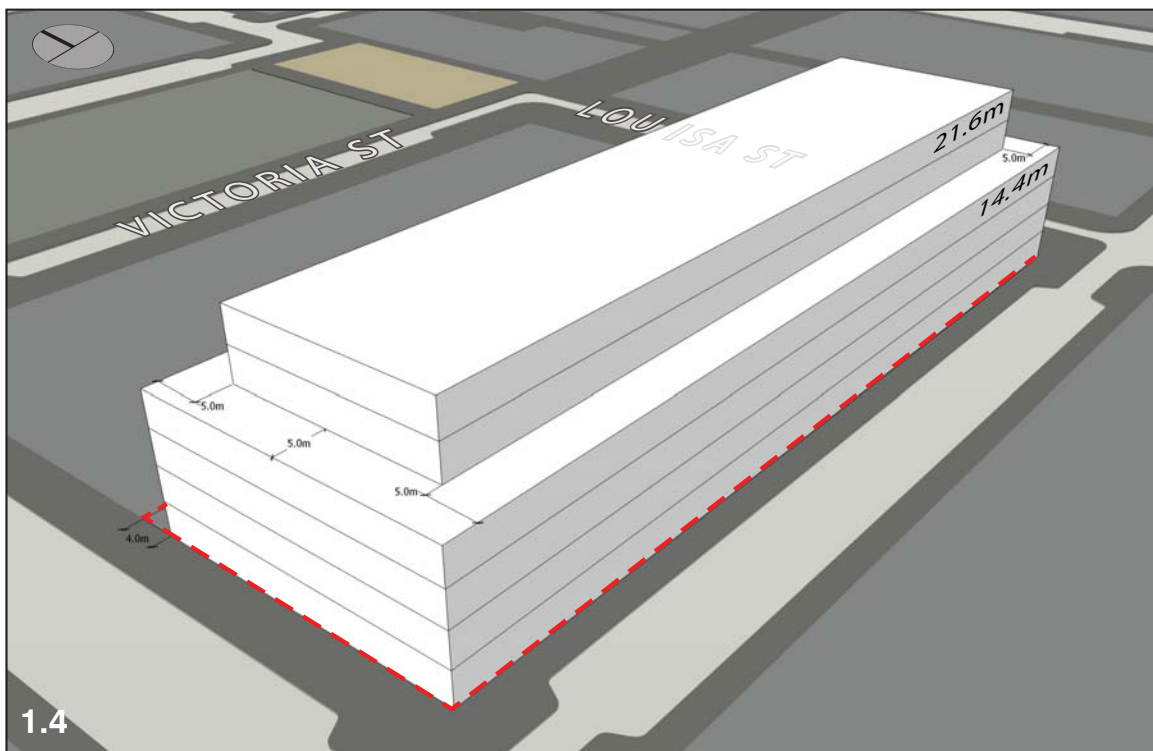
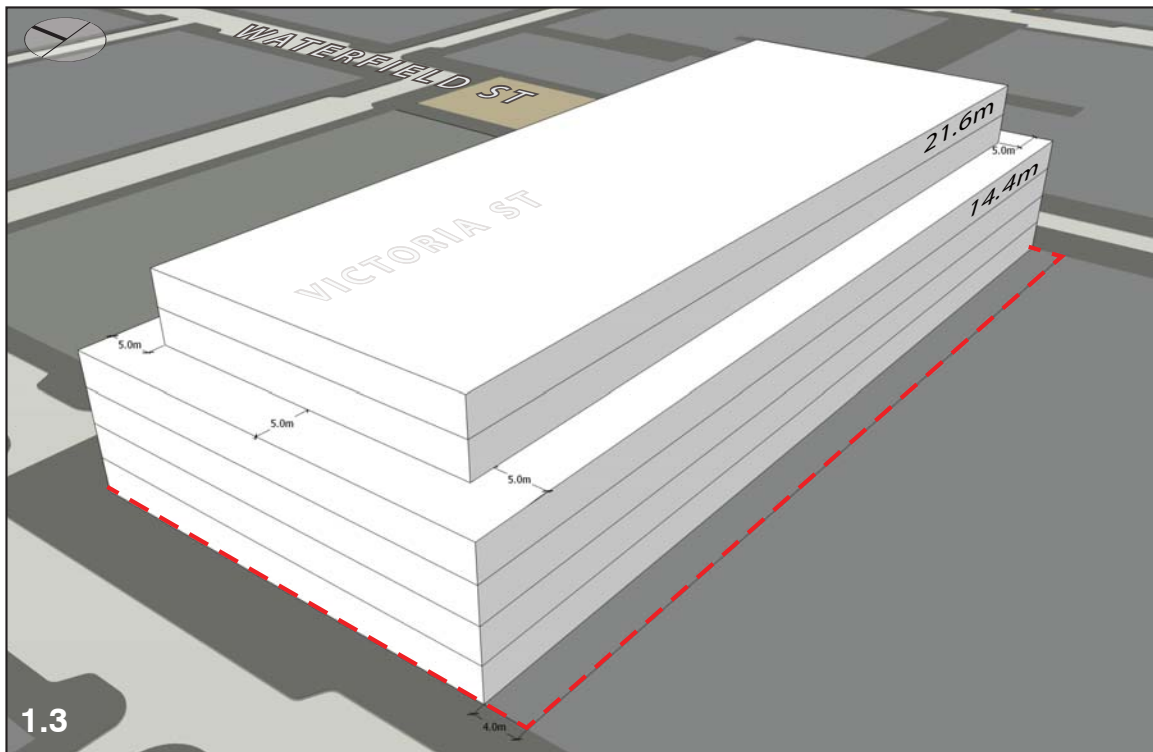
Figure 6: Precinct Map

## 1.1. Precinct 1 - Coburg Station and Sydney Road

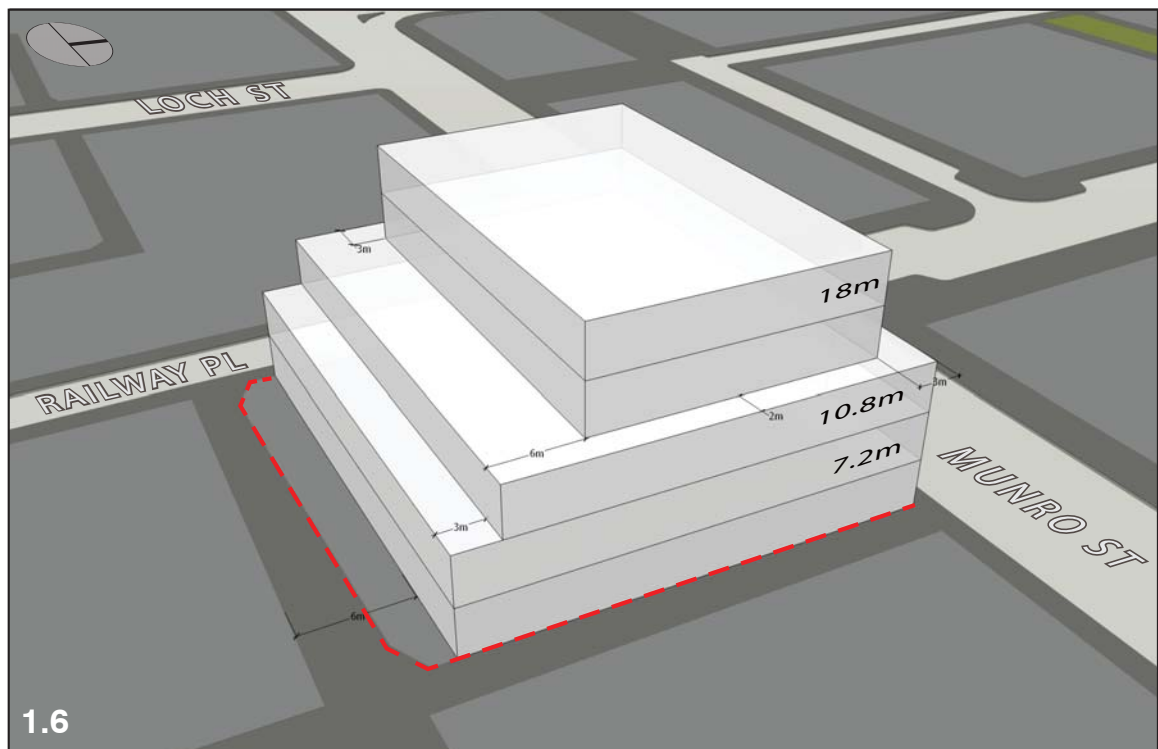


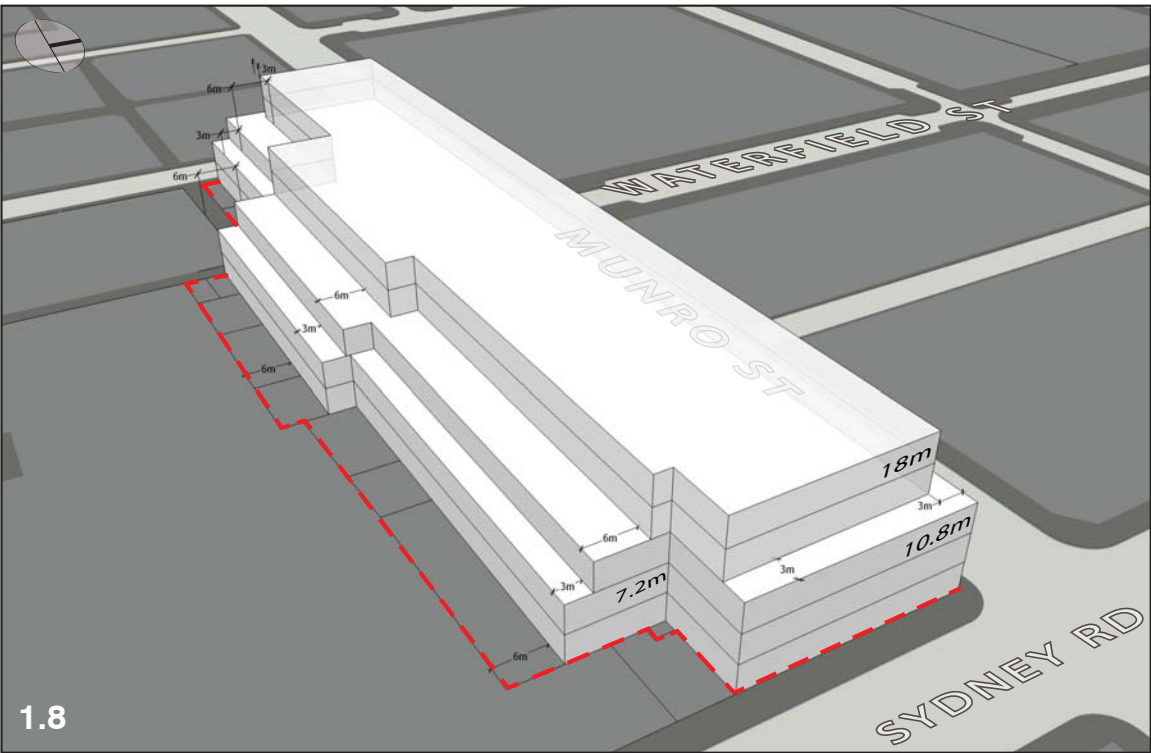
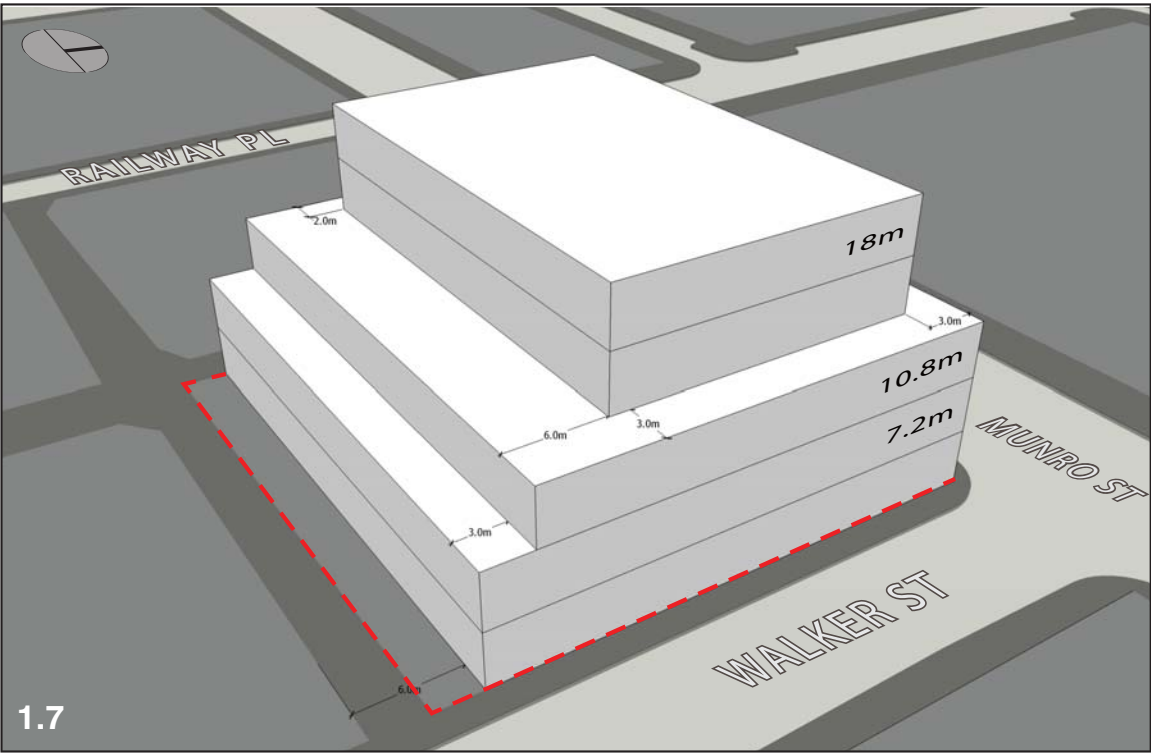
NOTE 1\* : Indicative location for Civic Square Market Site, minimum area: 1450 m<sup>2</sup>

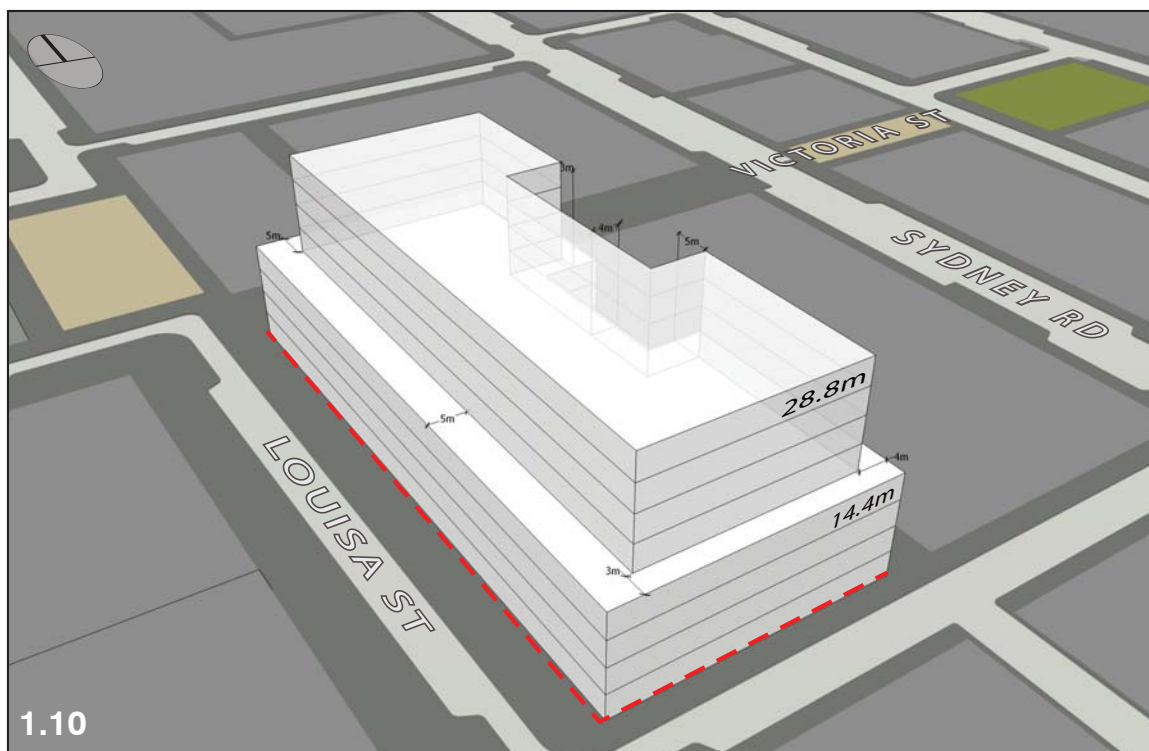


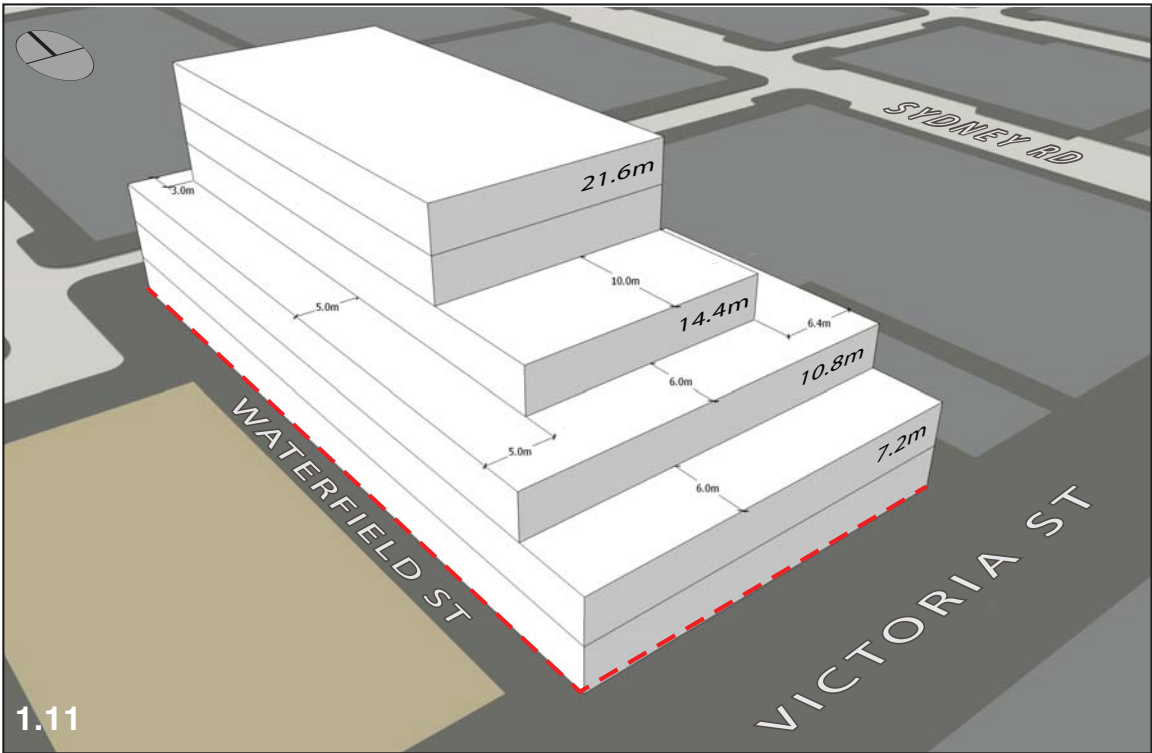




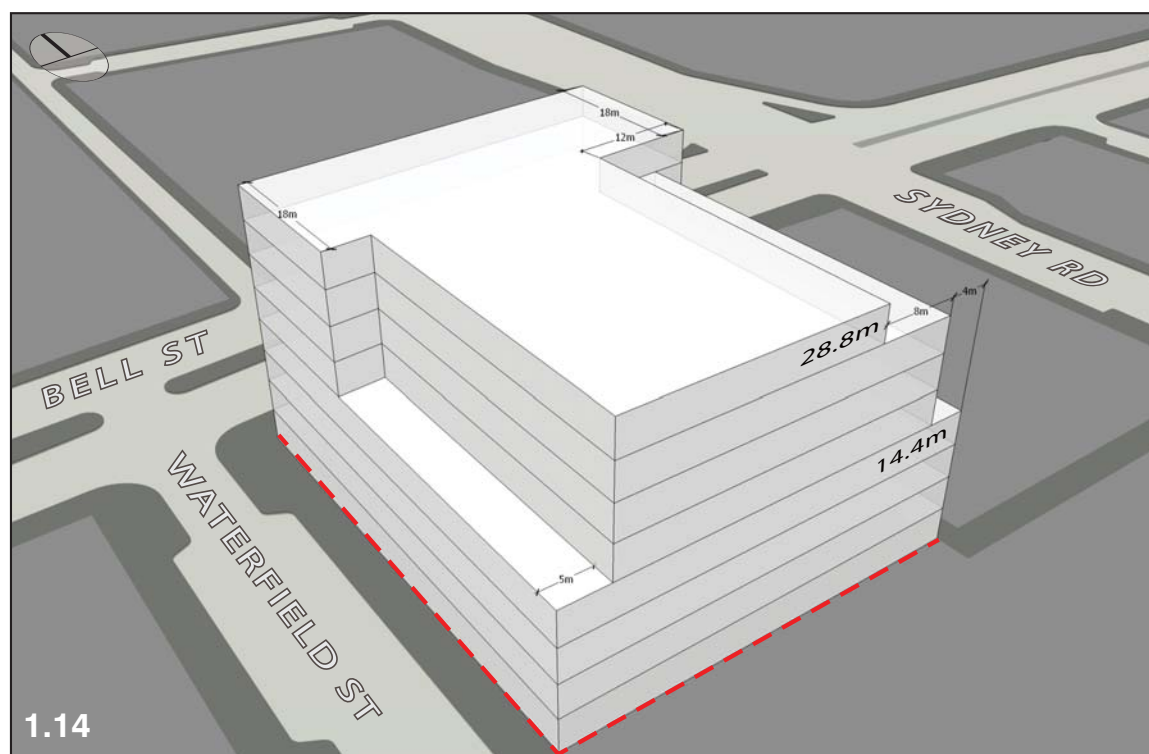


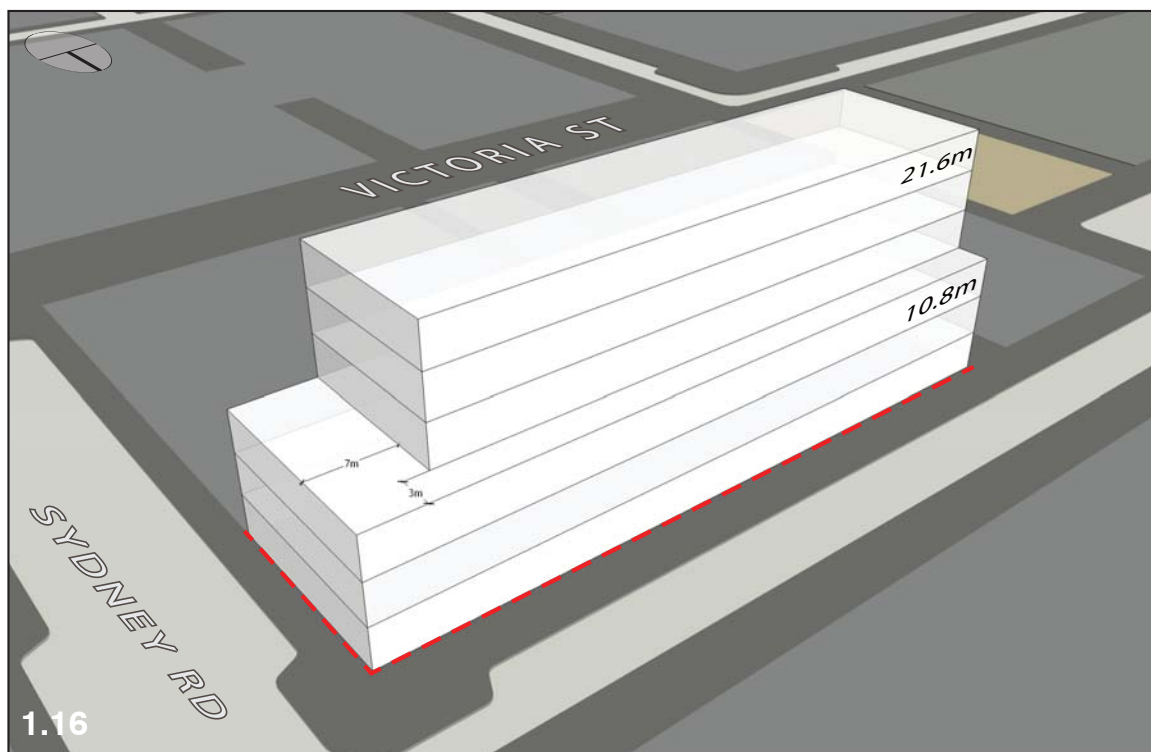
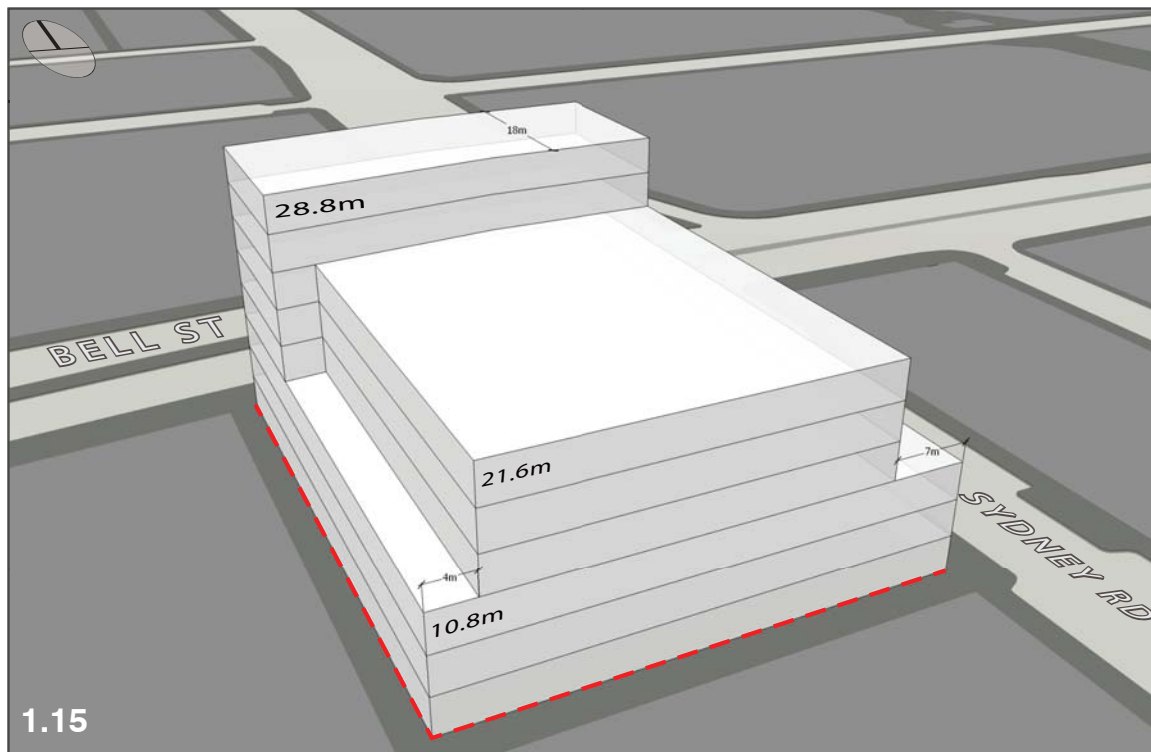


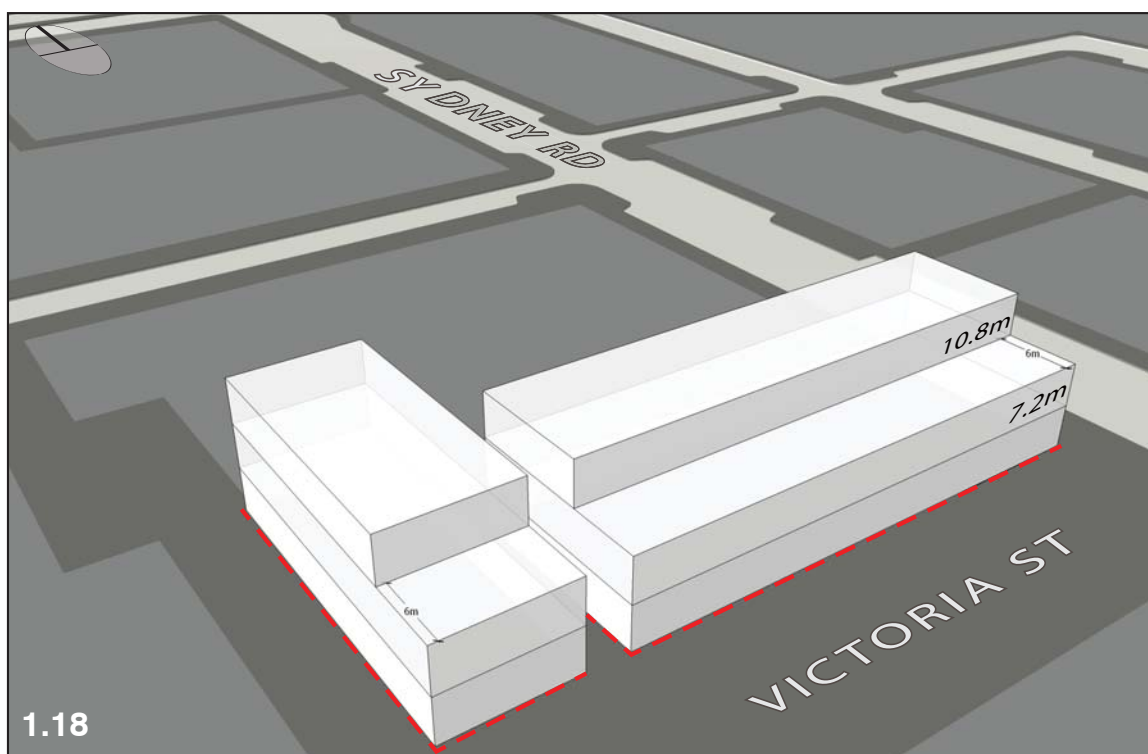
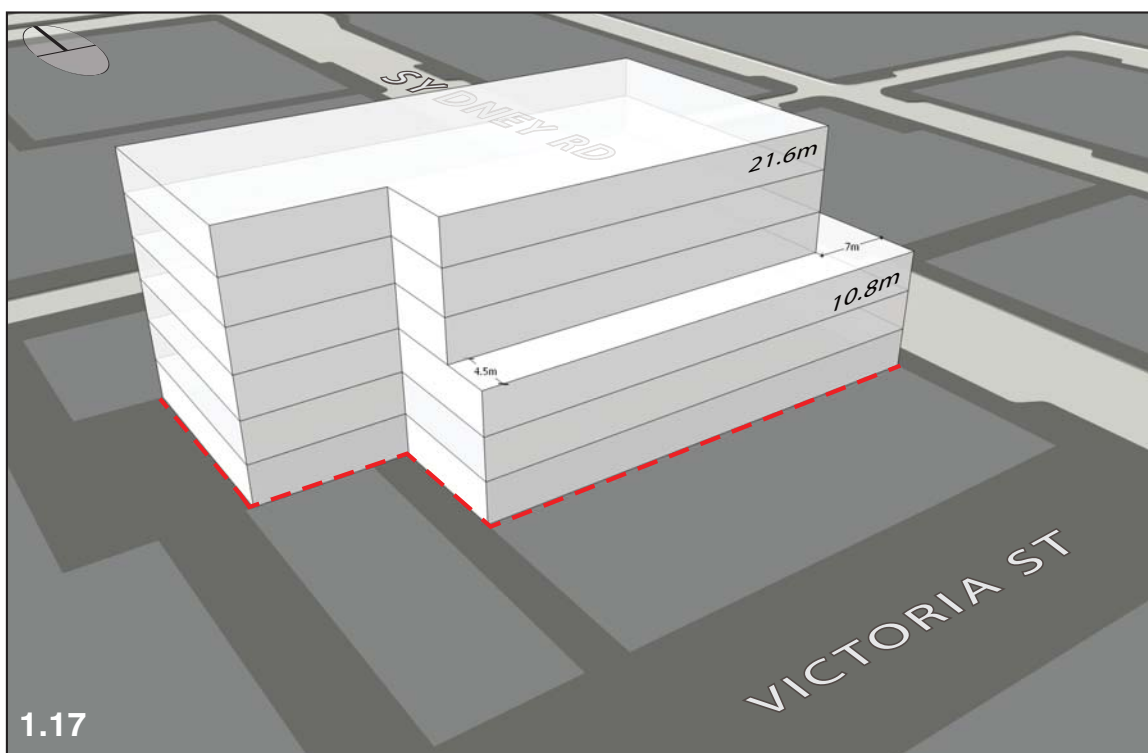


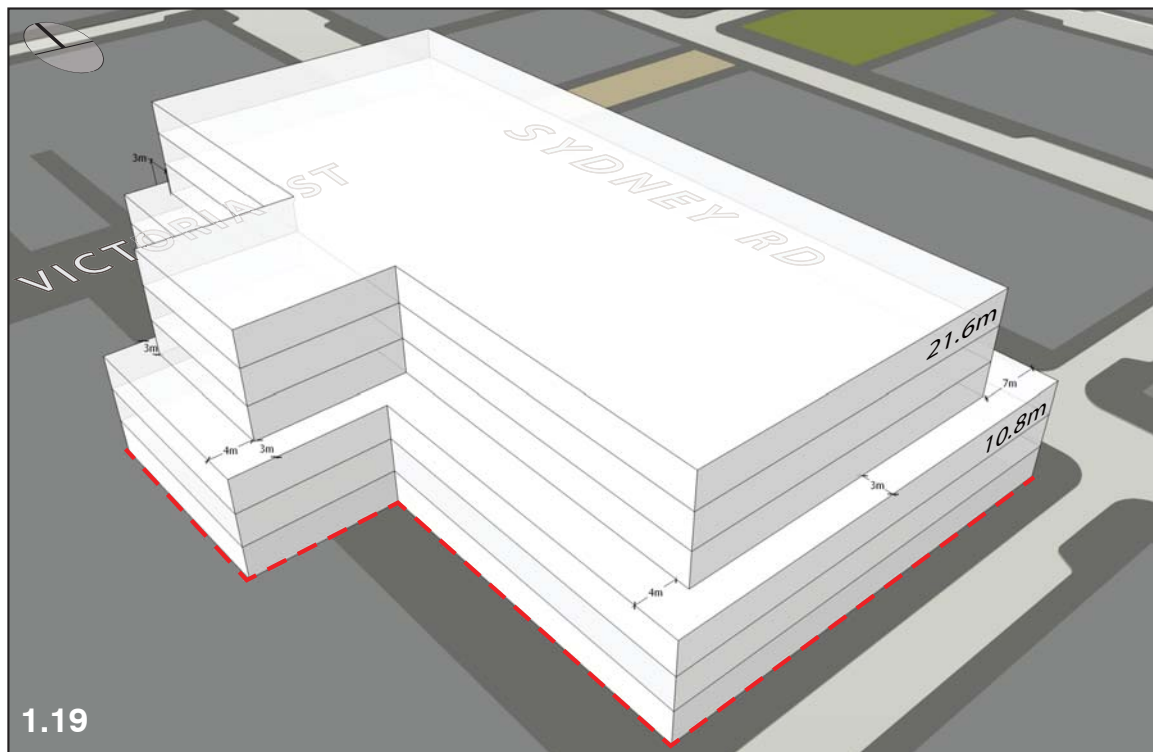




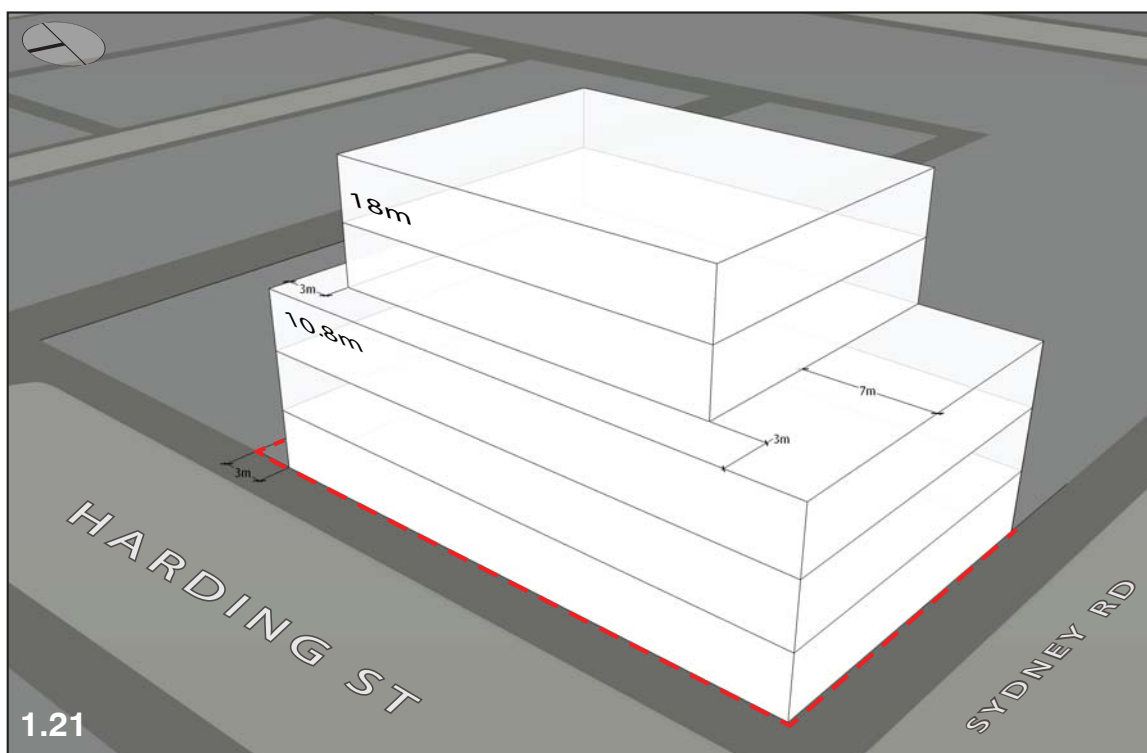


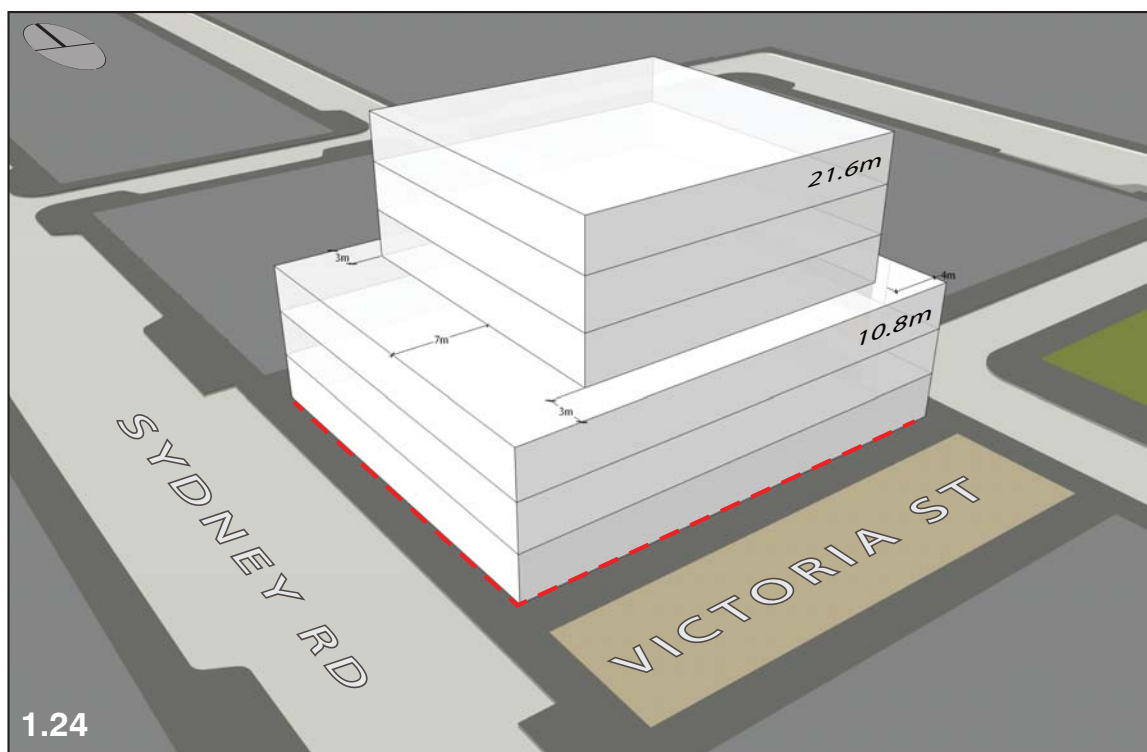


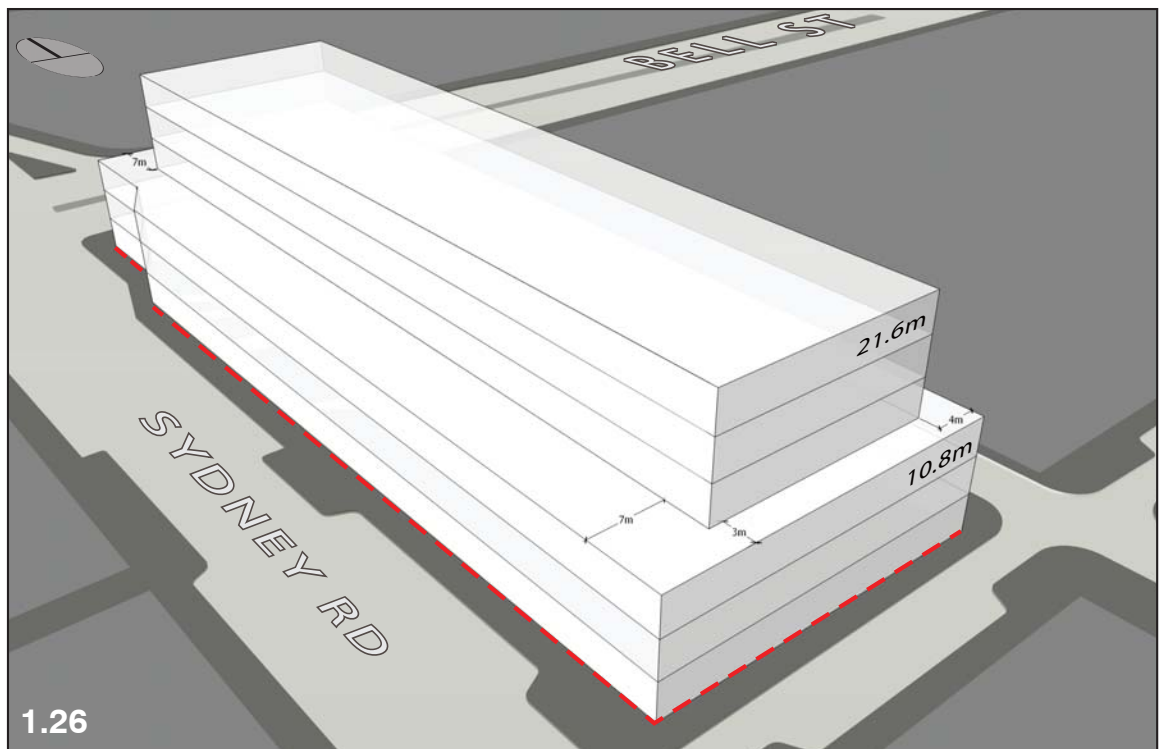
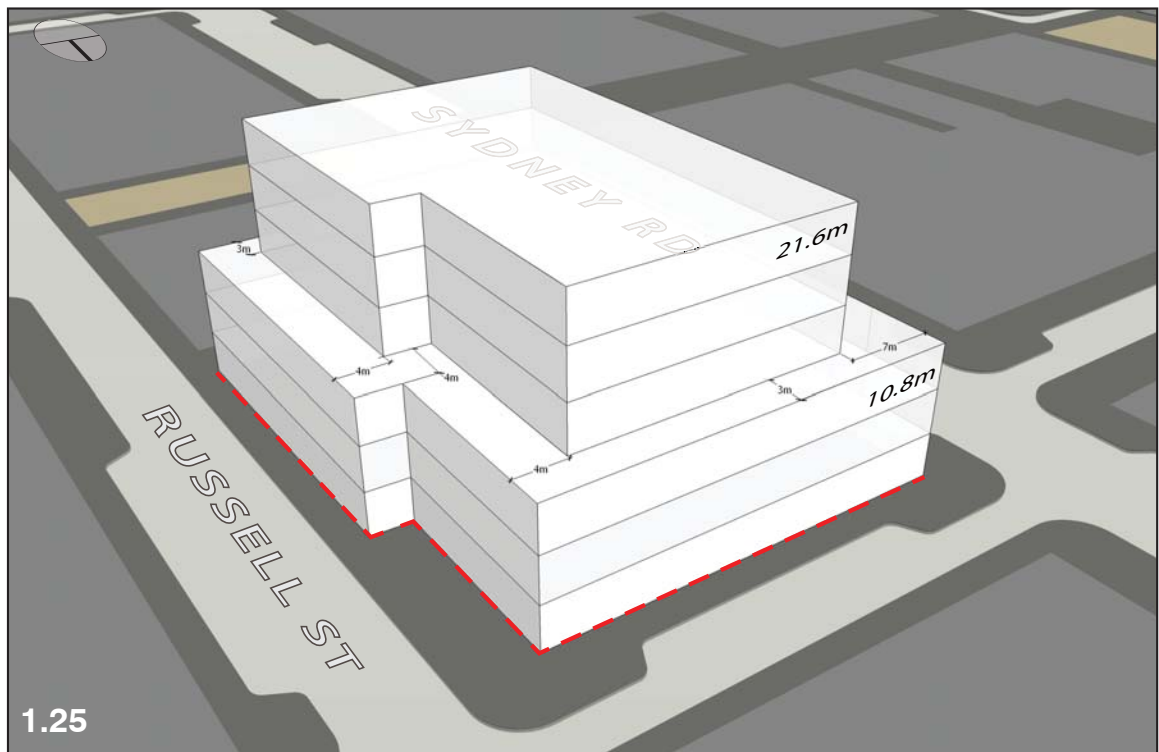






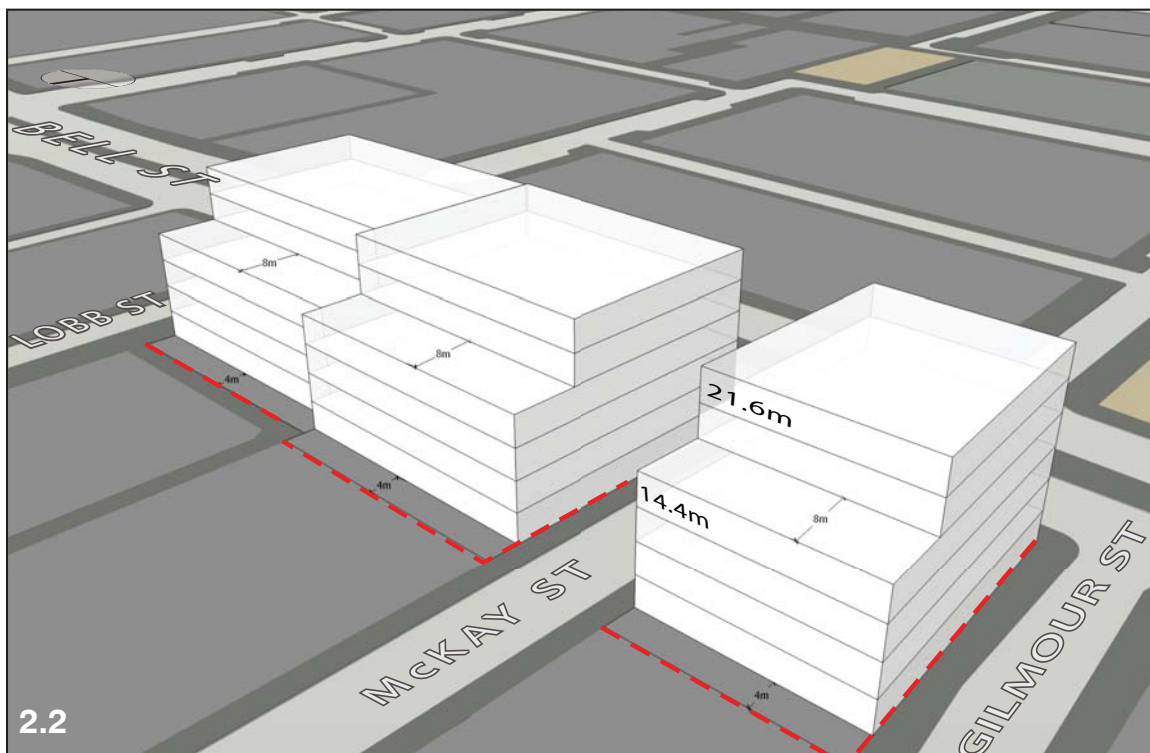
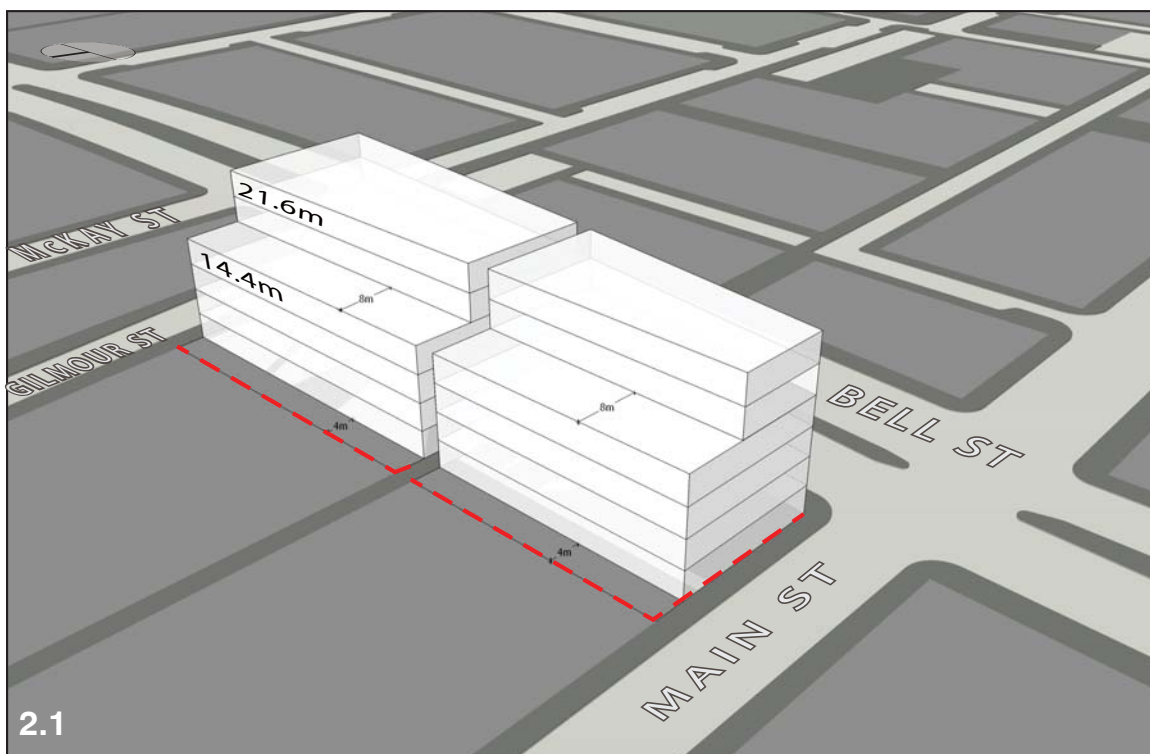




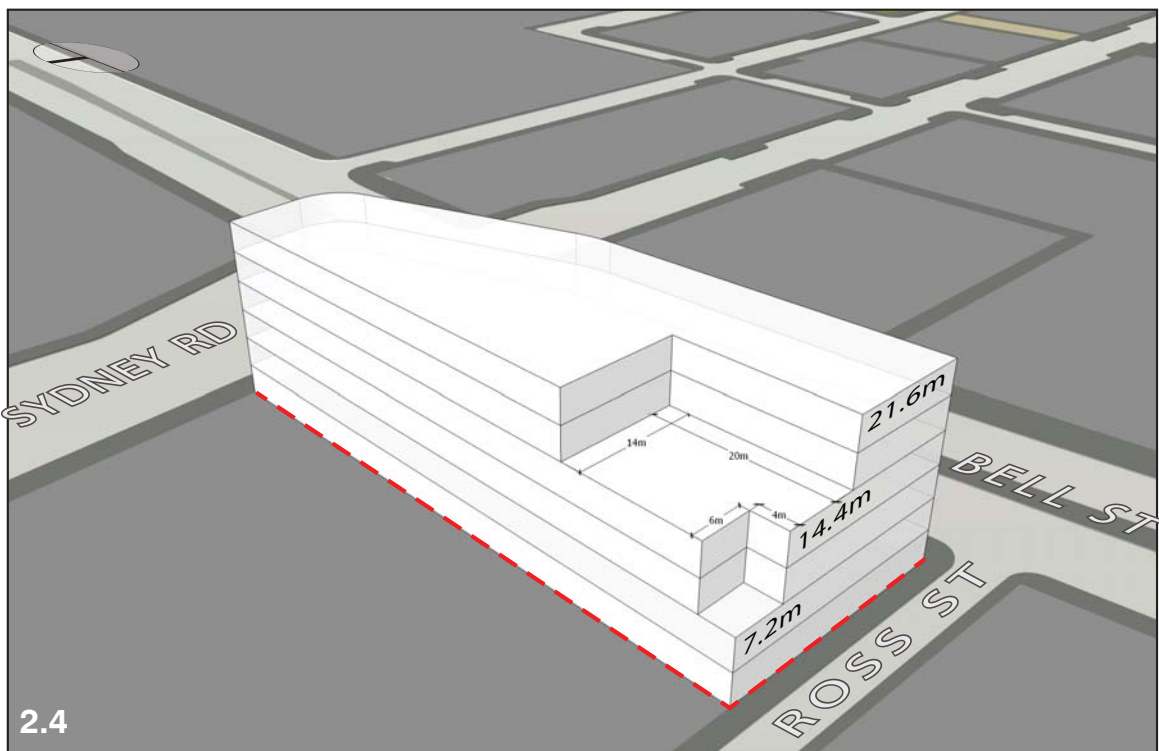
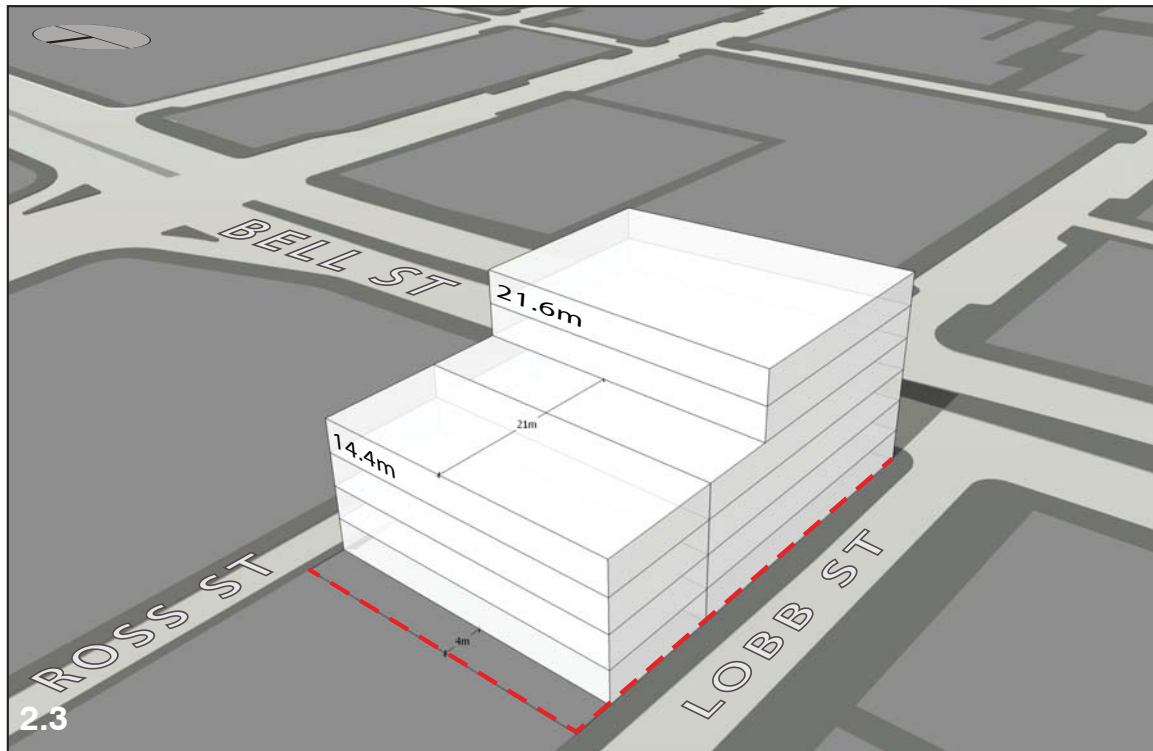


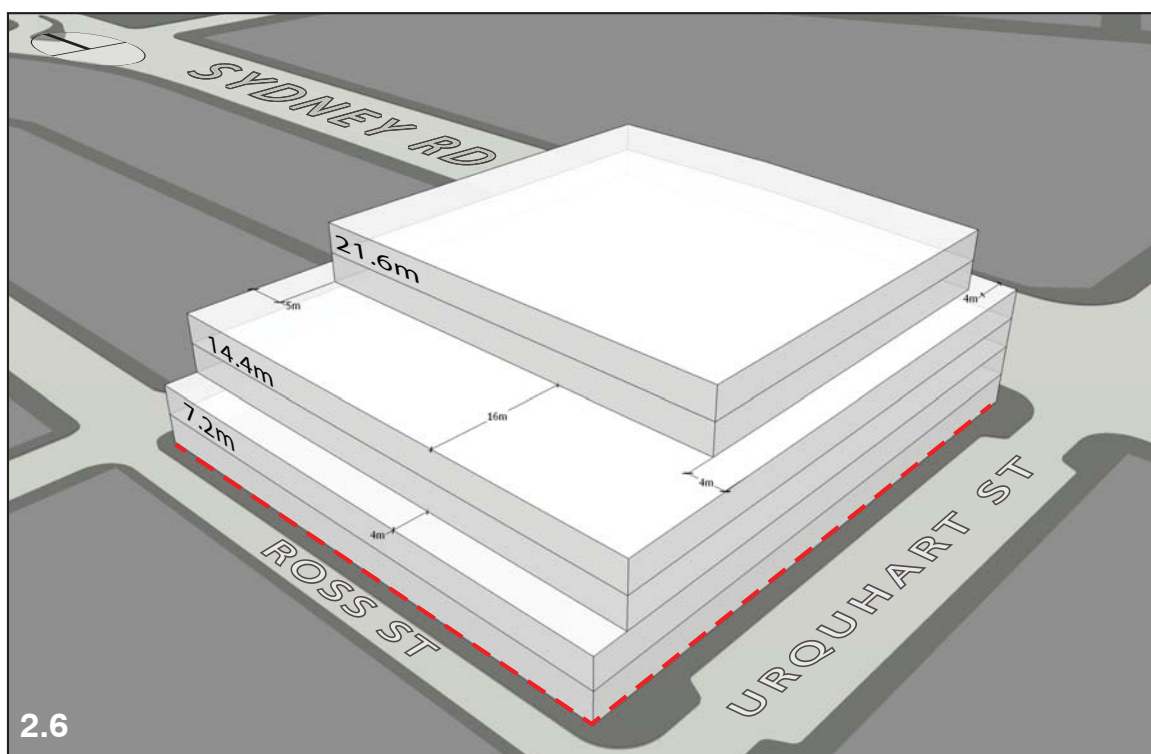
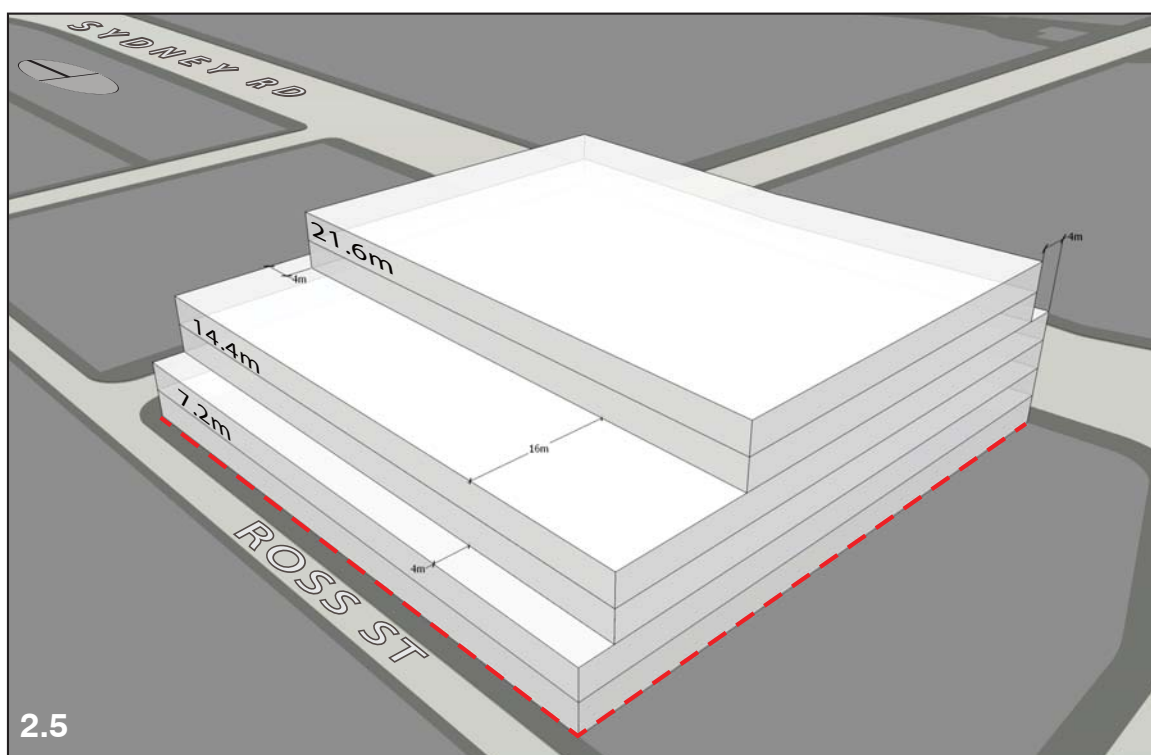
## 1.2. Precinct 2 - Bell Street North

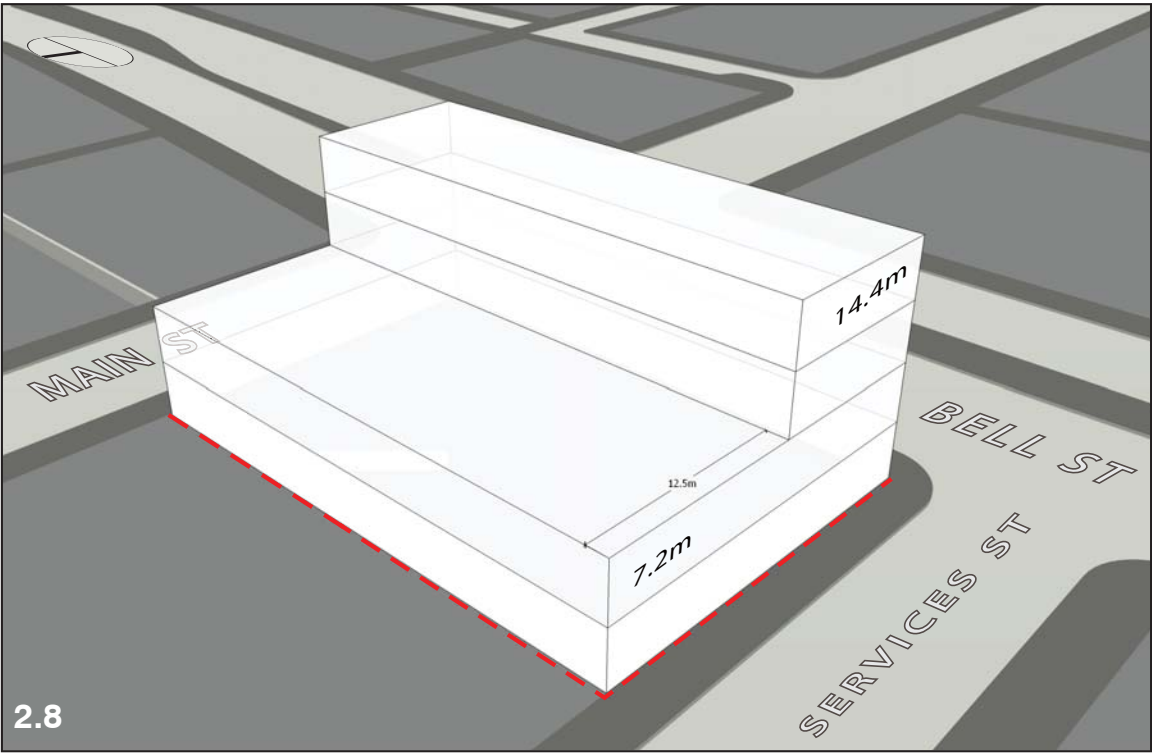
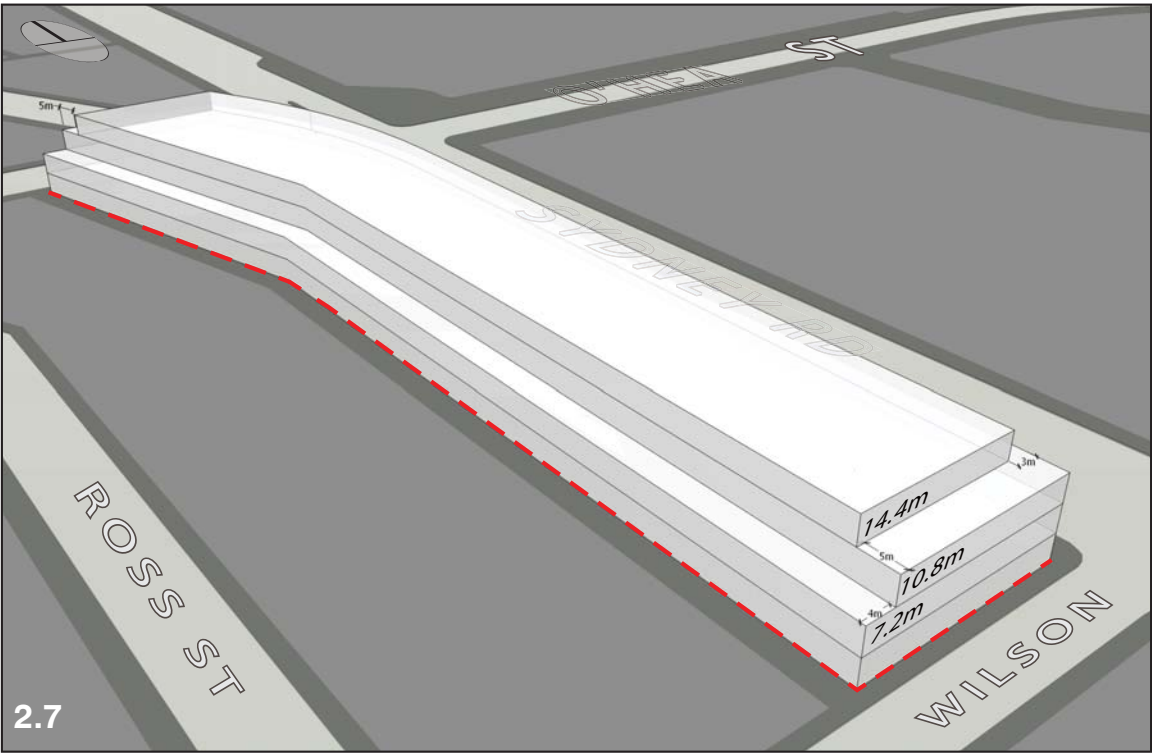






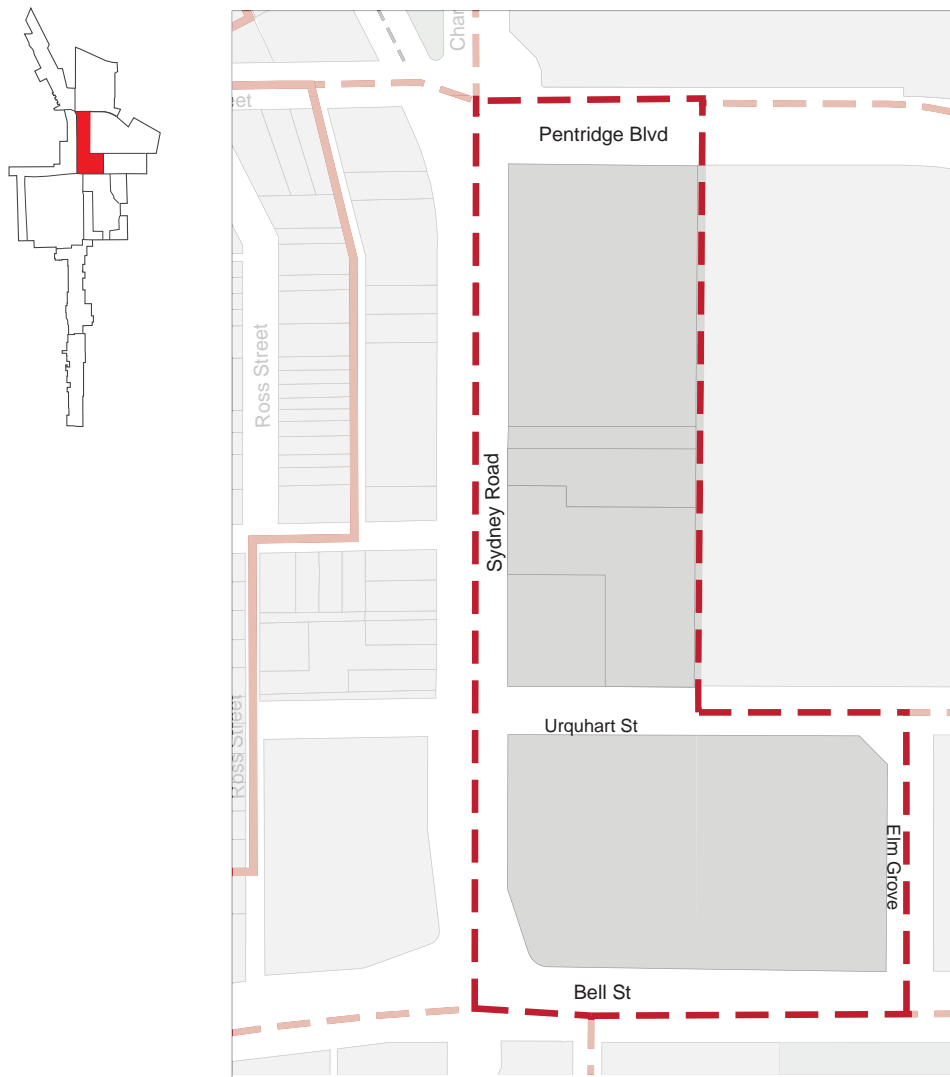






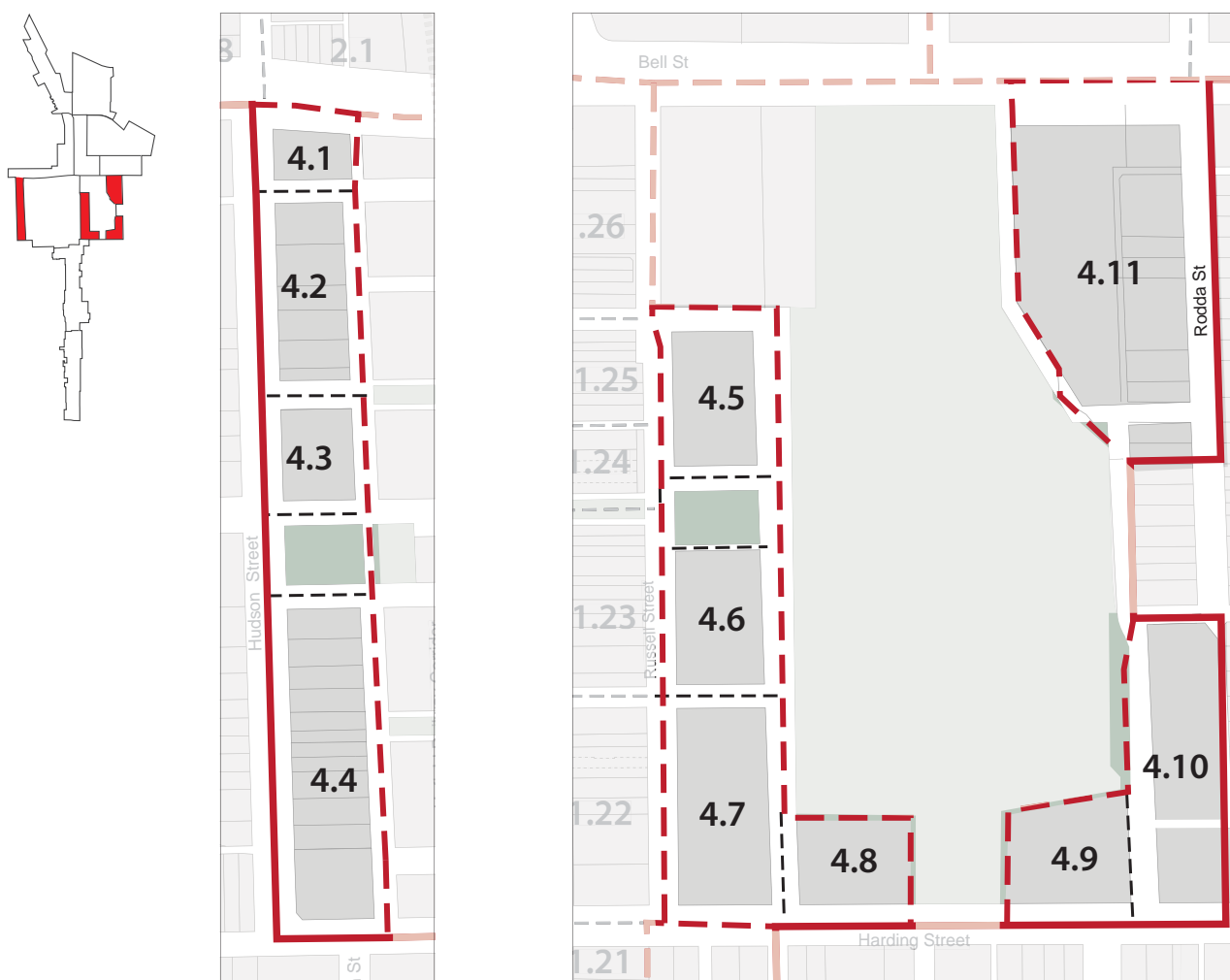


### 1.3. Precinct 3 - Church, Community and Education



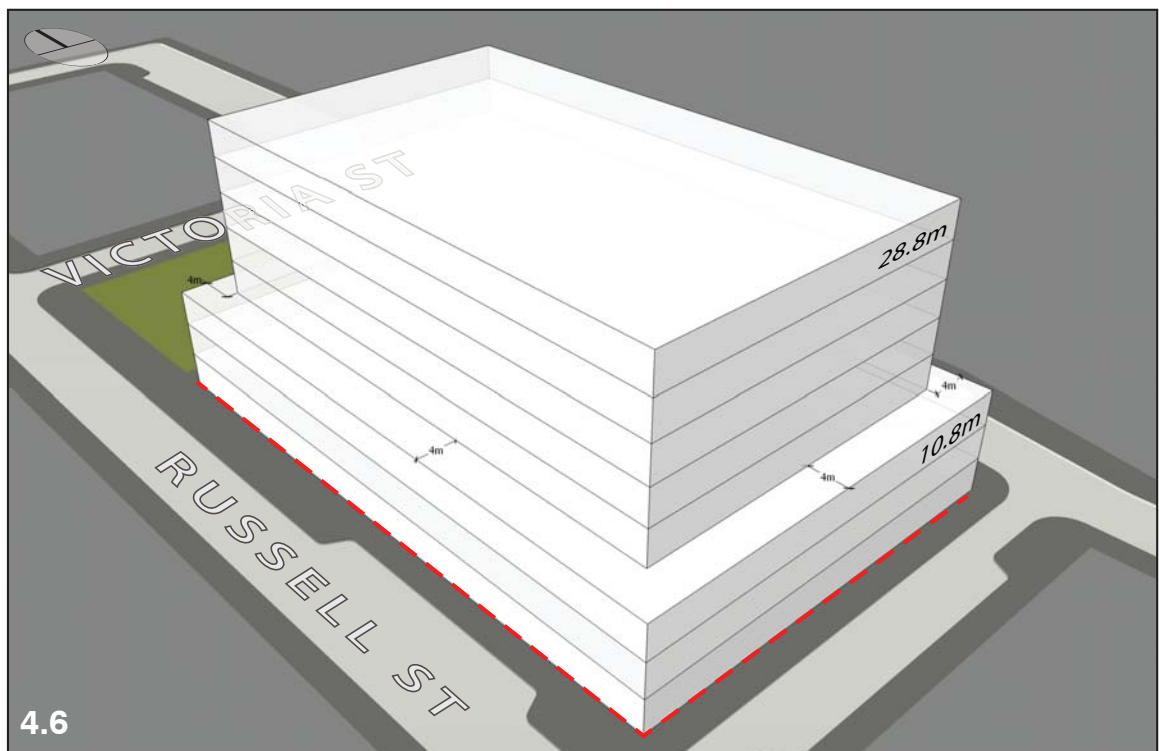
Built form for Precinct 3 to be derived from proposed use, existing heritage and landscaping character for the precinct.

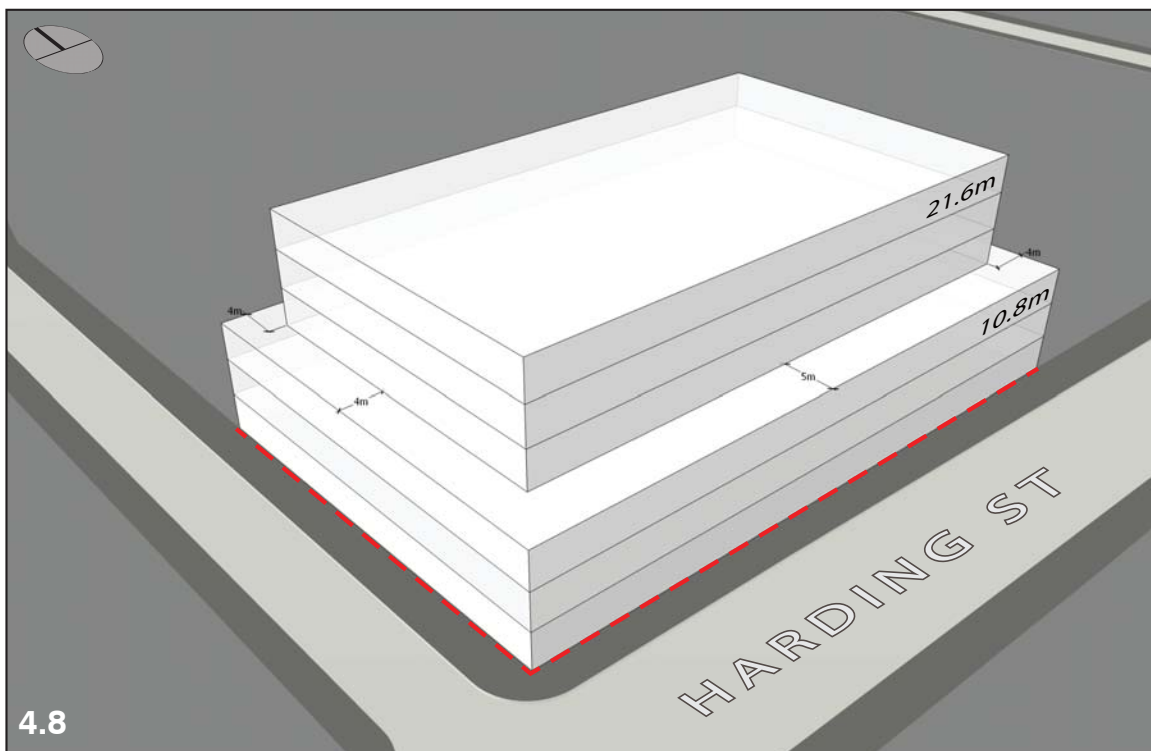
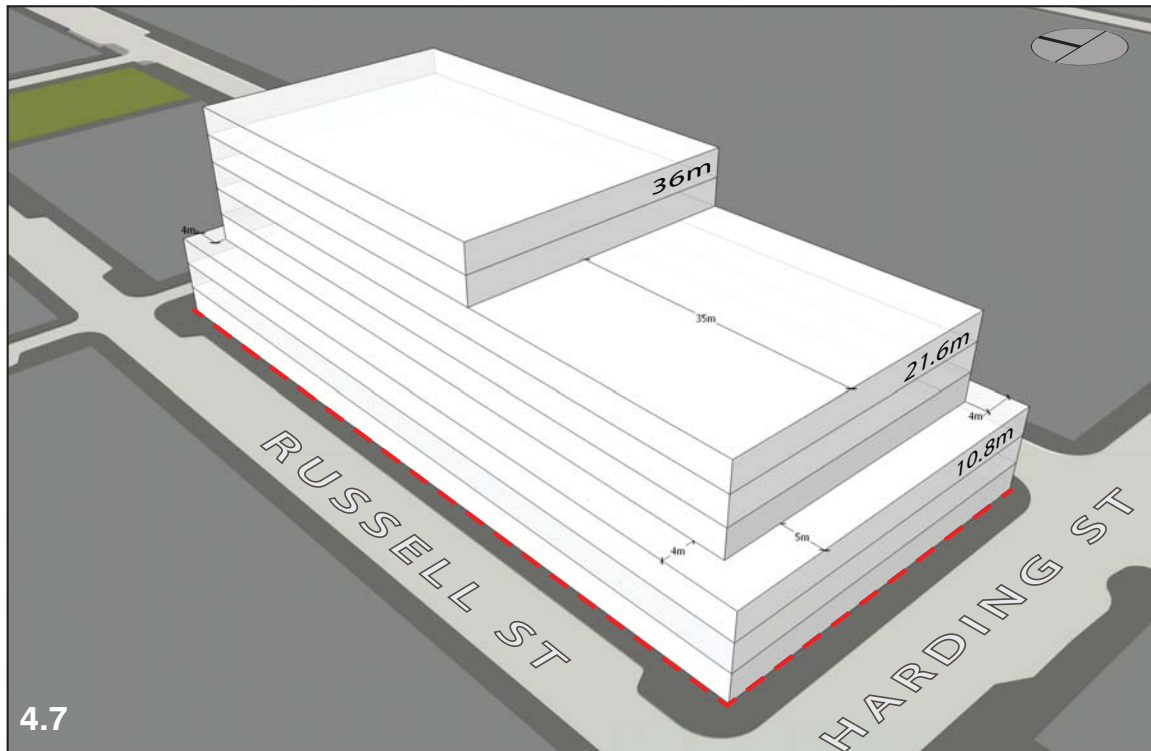
## 1.4. Precinct 4 - Hudson Street, Russell Street and Environs



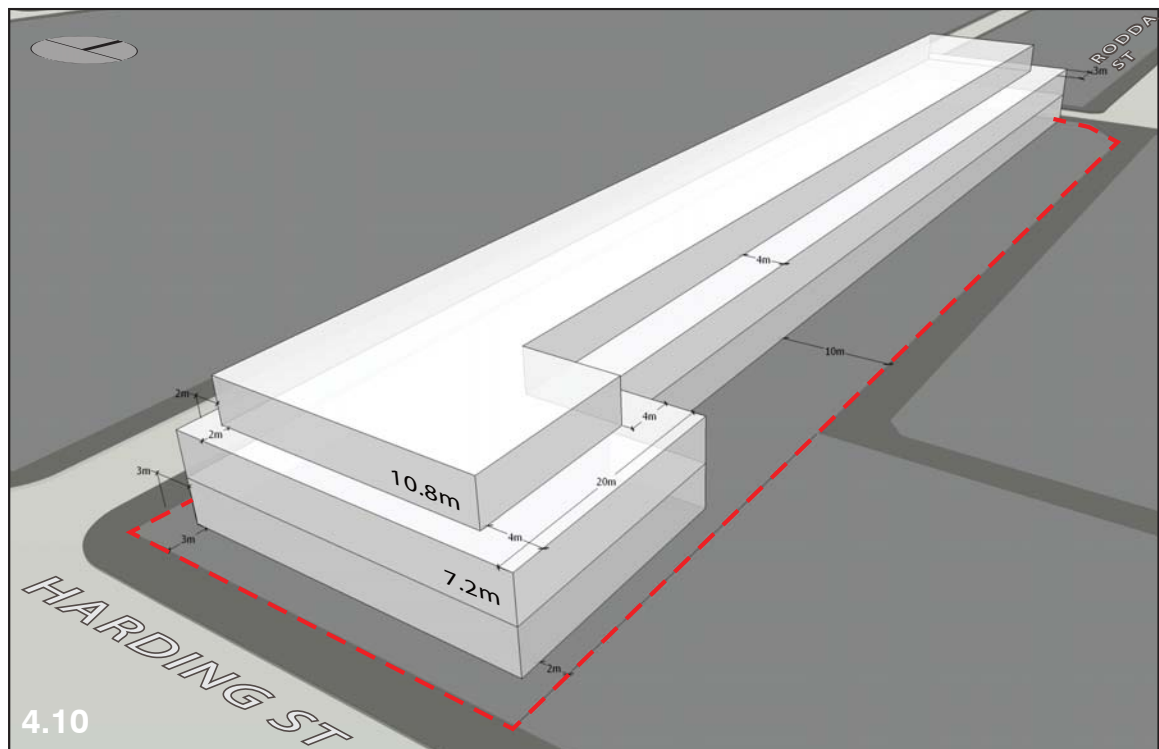
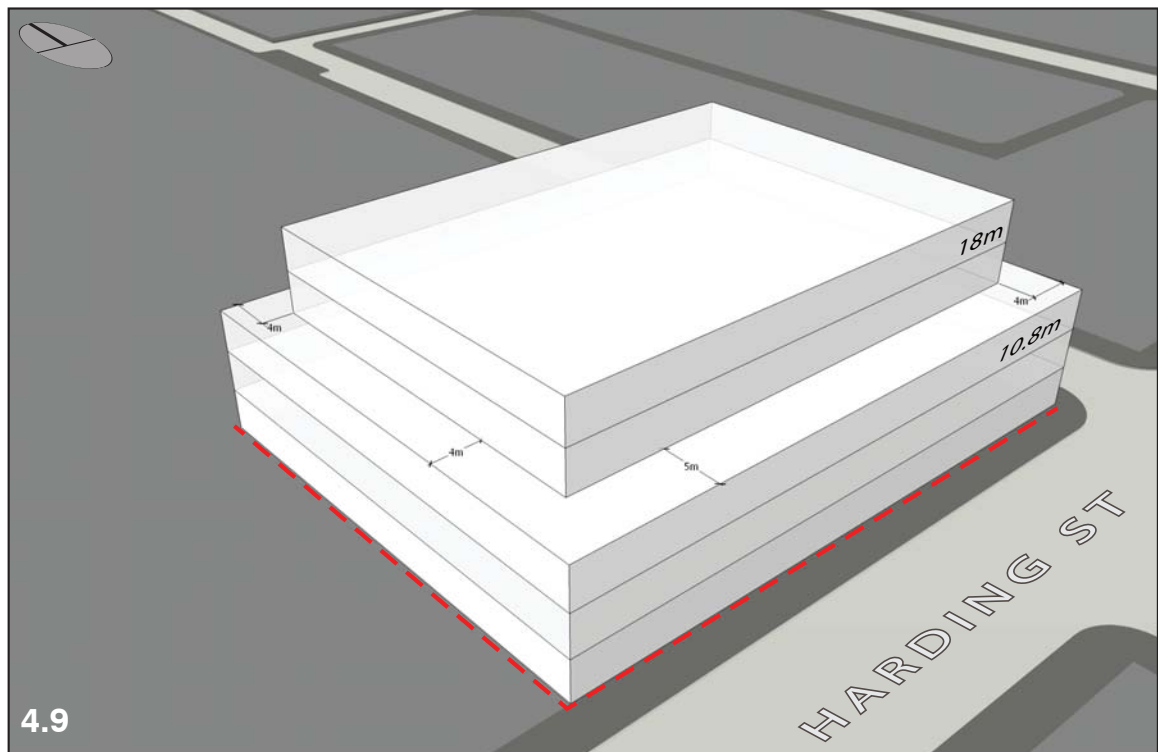


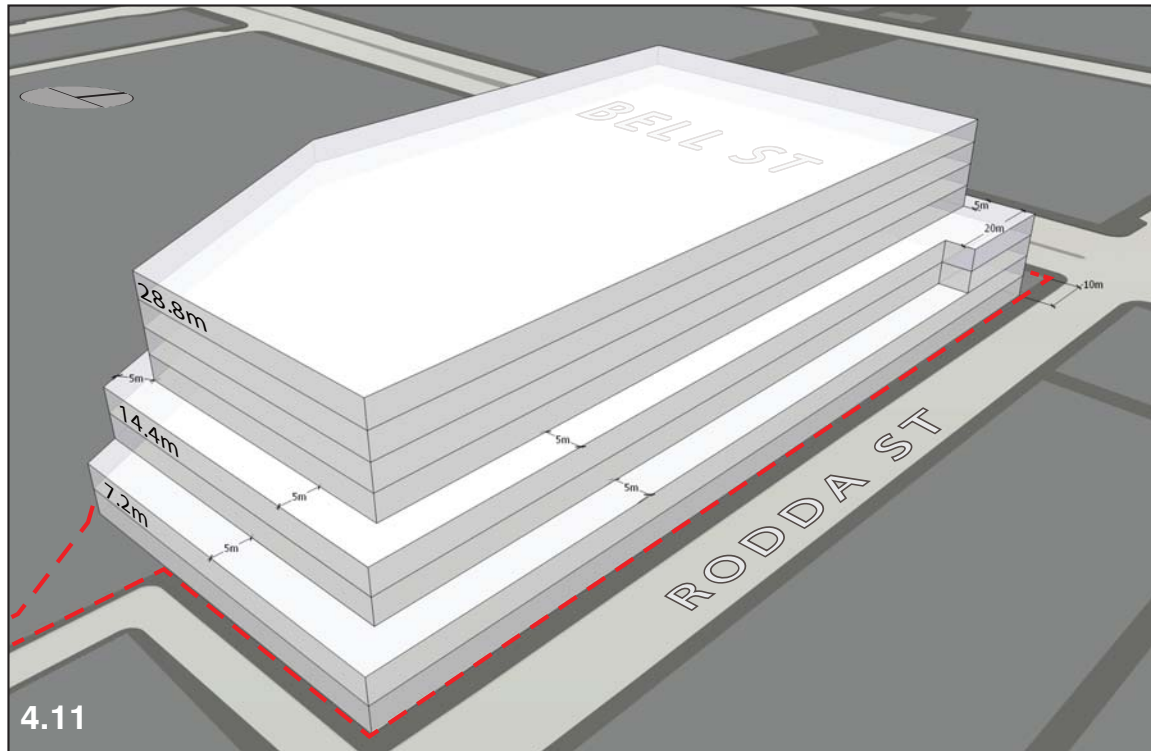






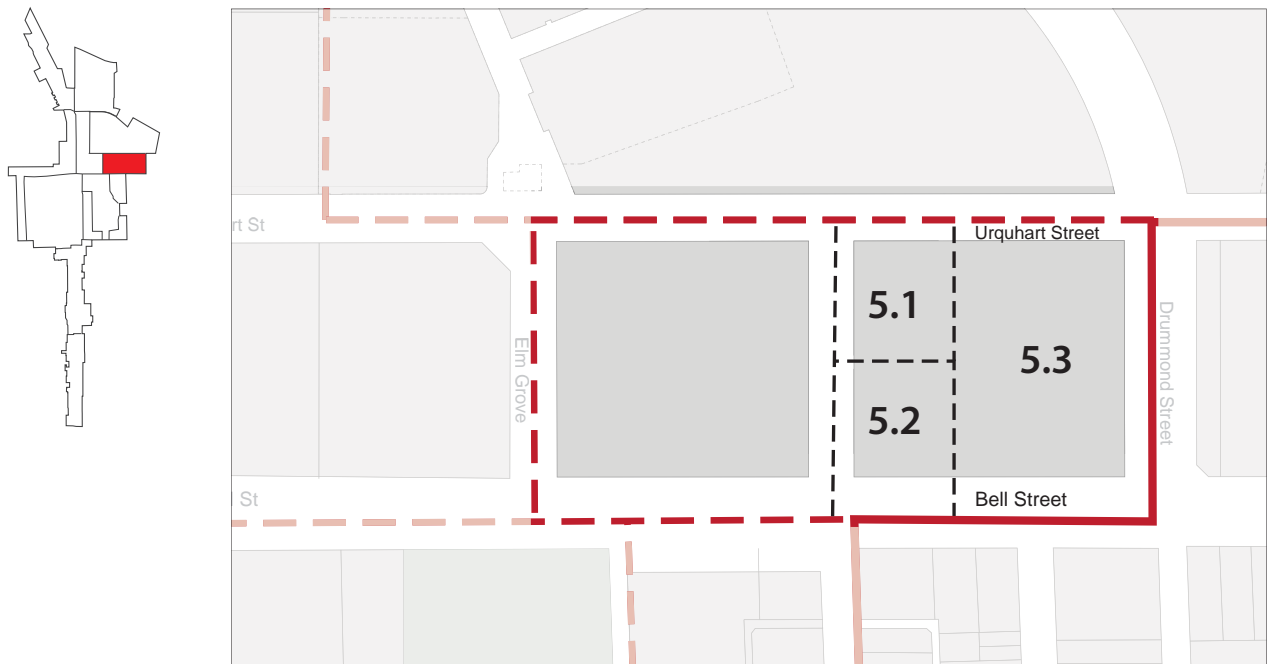


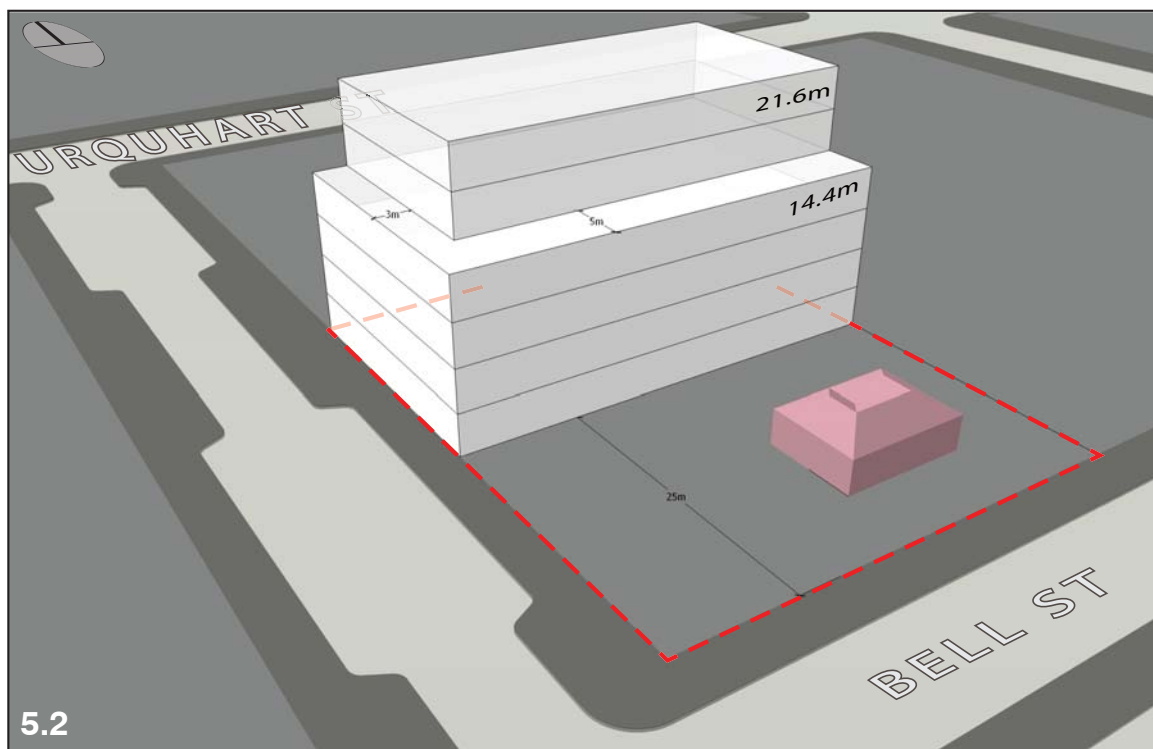
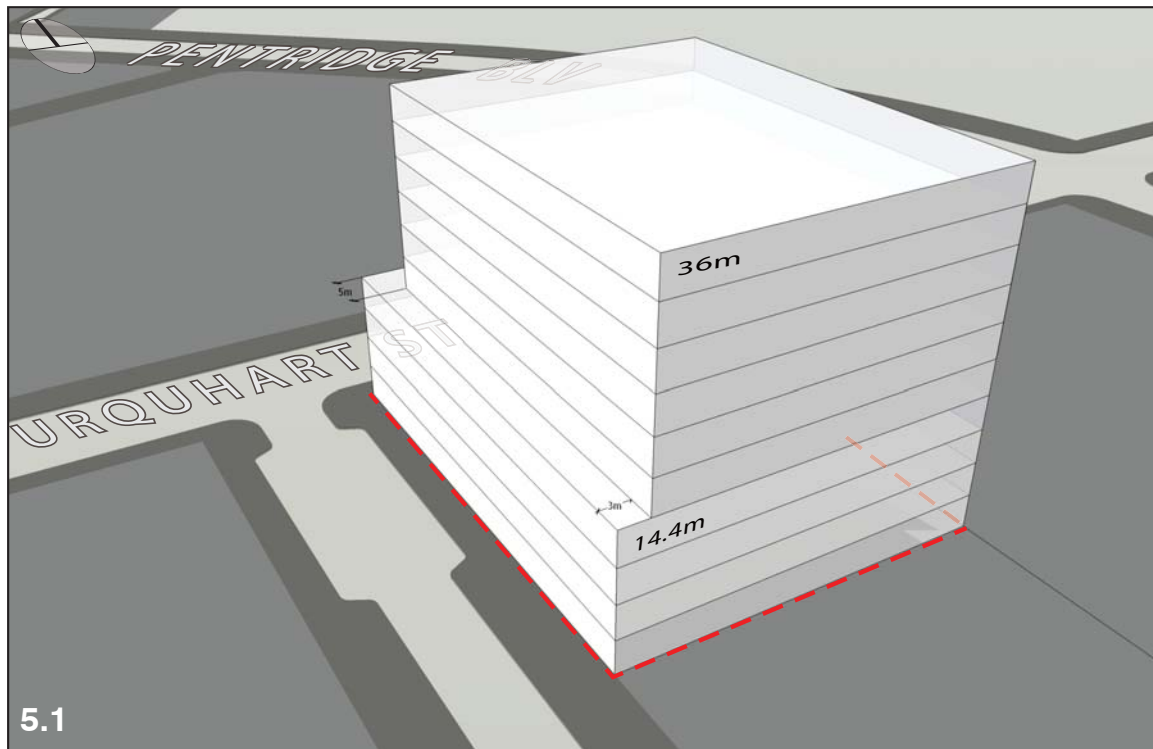


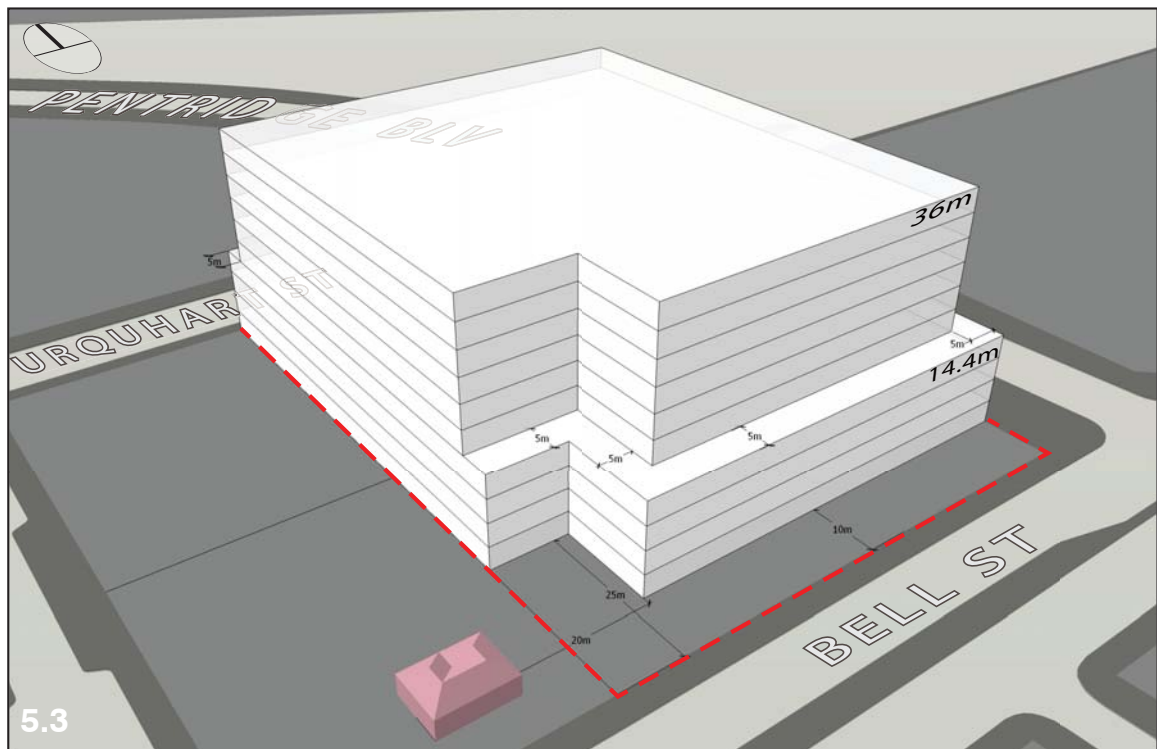




## 1.5. Precinct 5 - Civic and Community

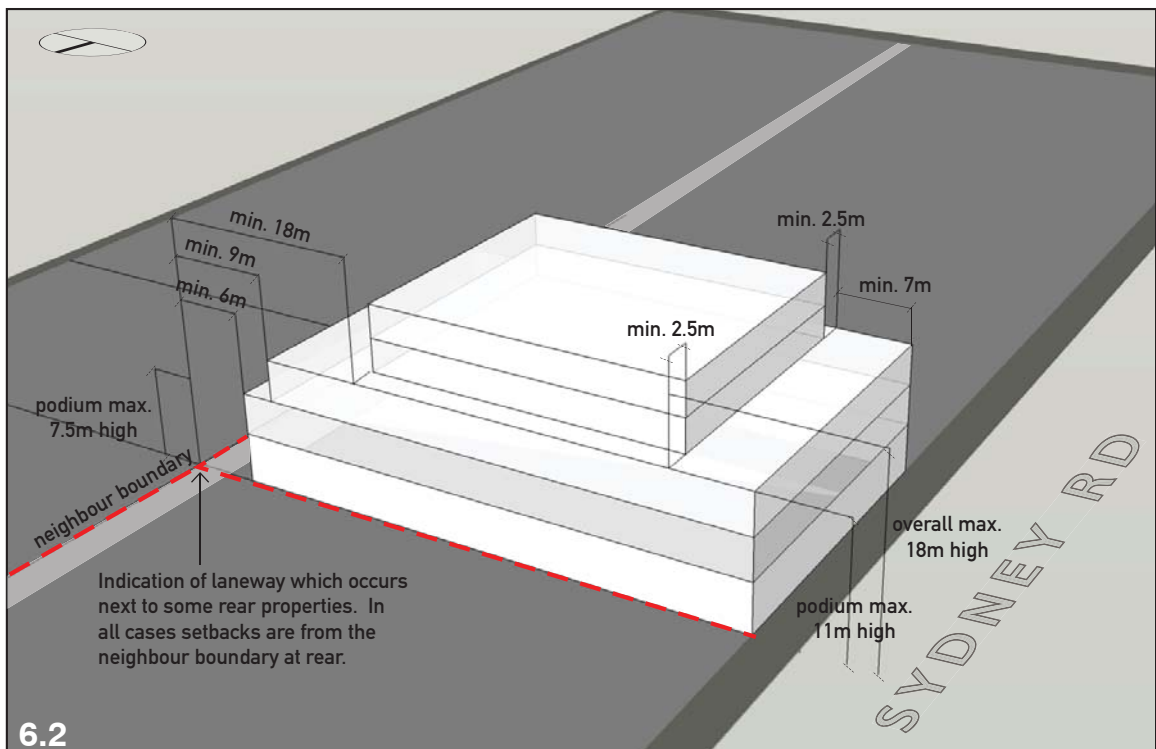
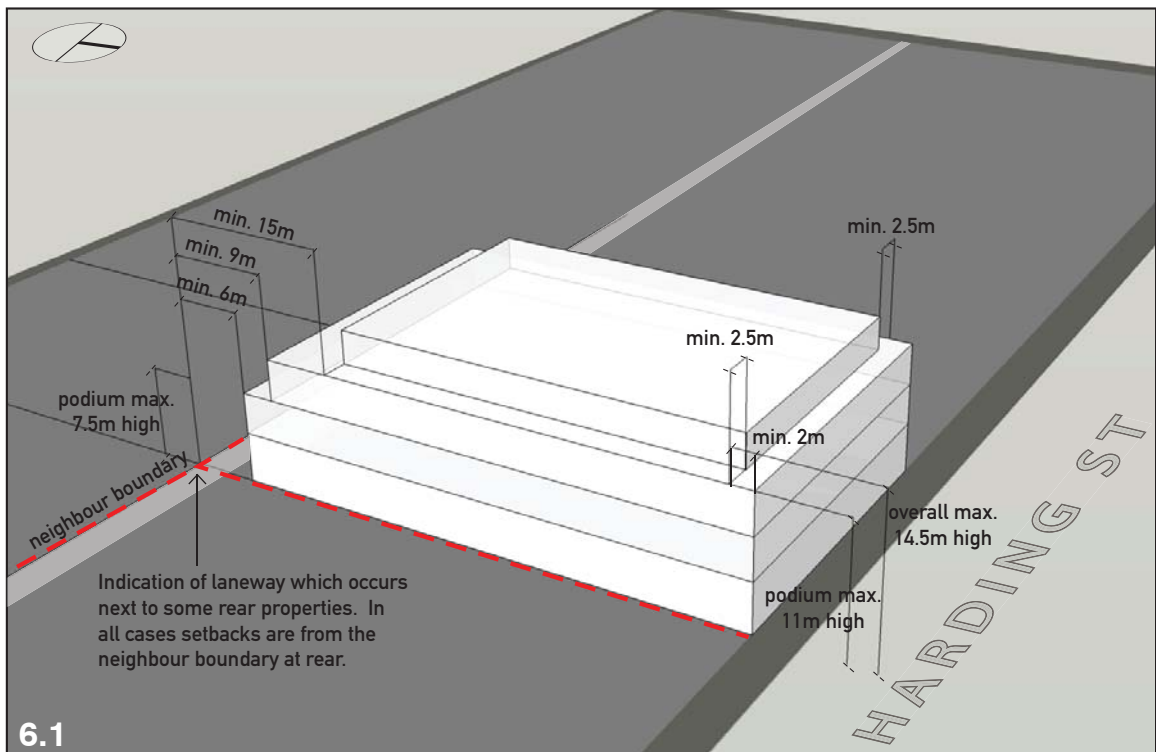


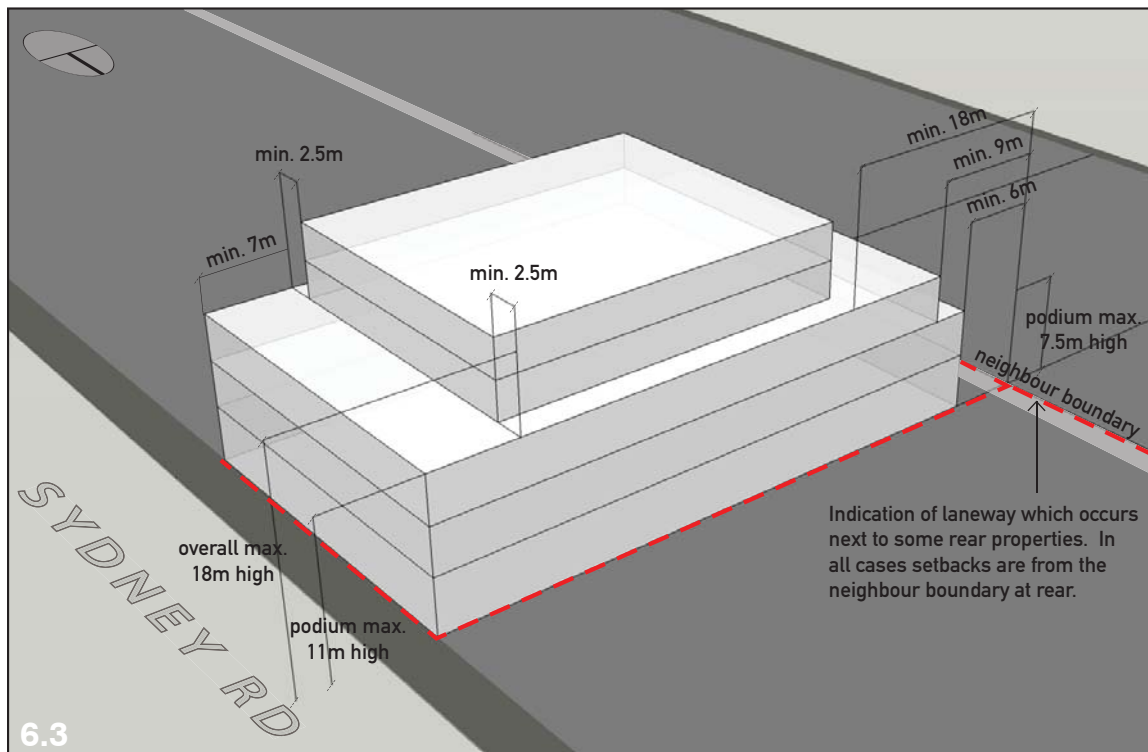




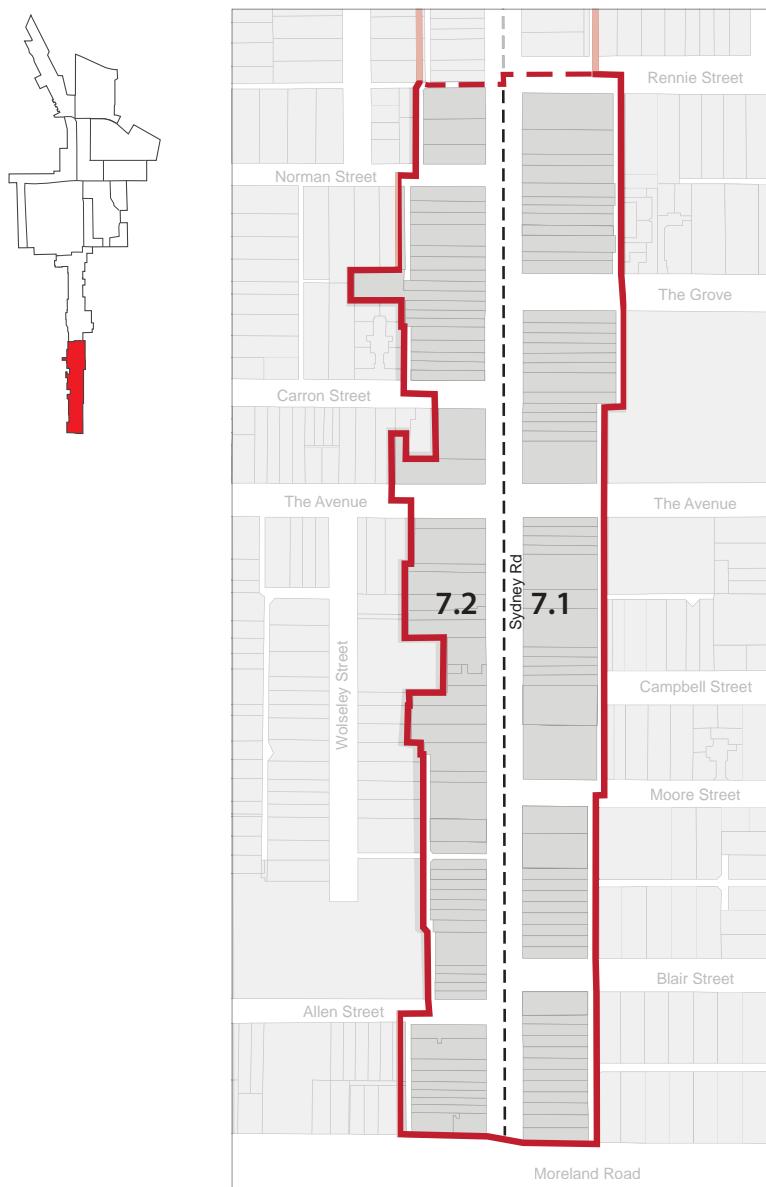
## 1.6. Precinct 6- Sydney Road Southern Commercial Gateway

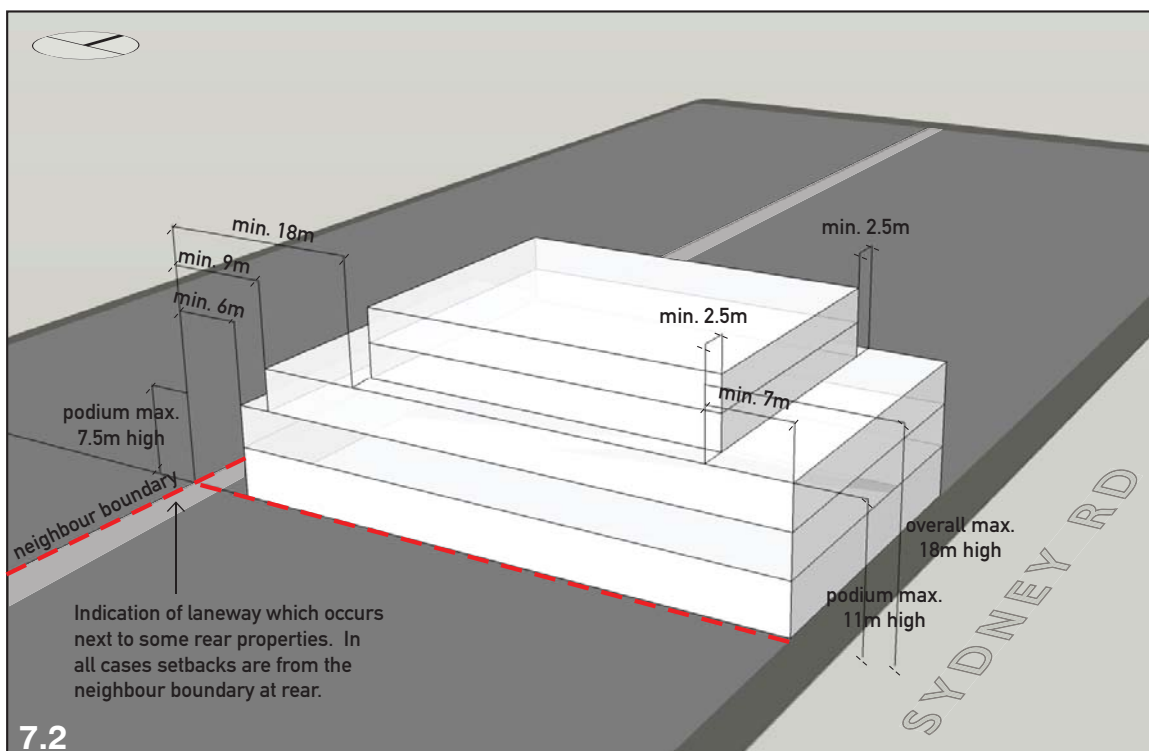
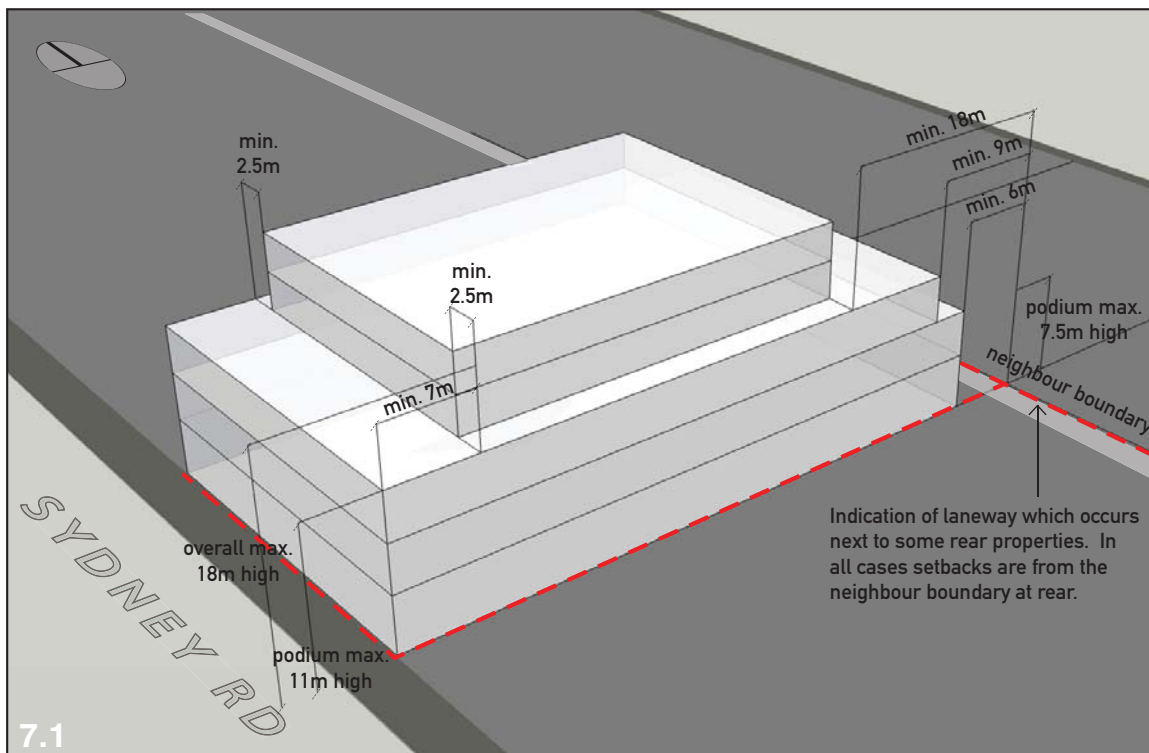






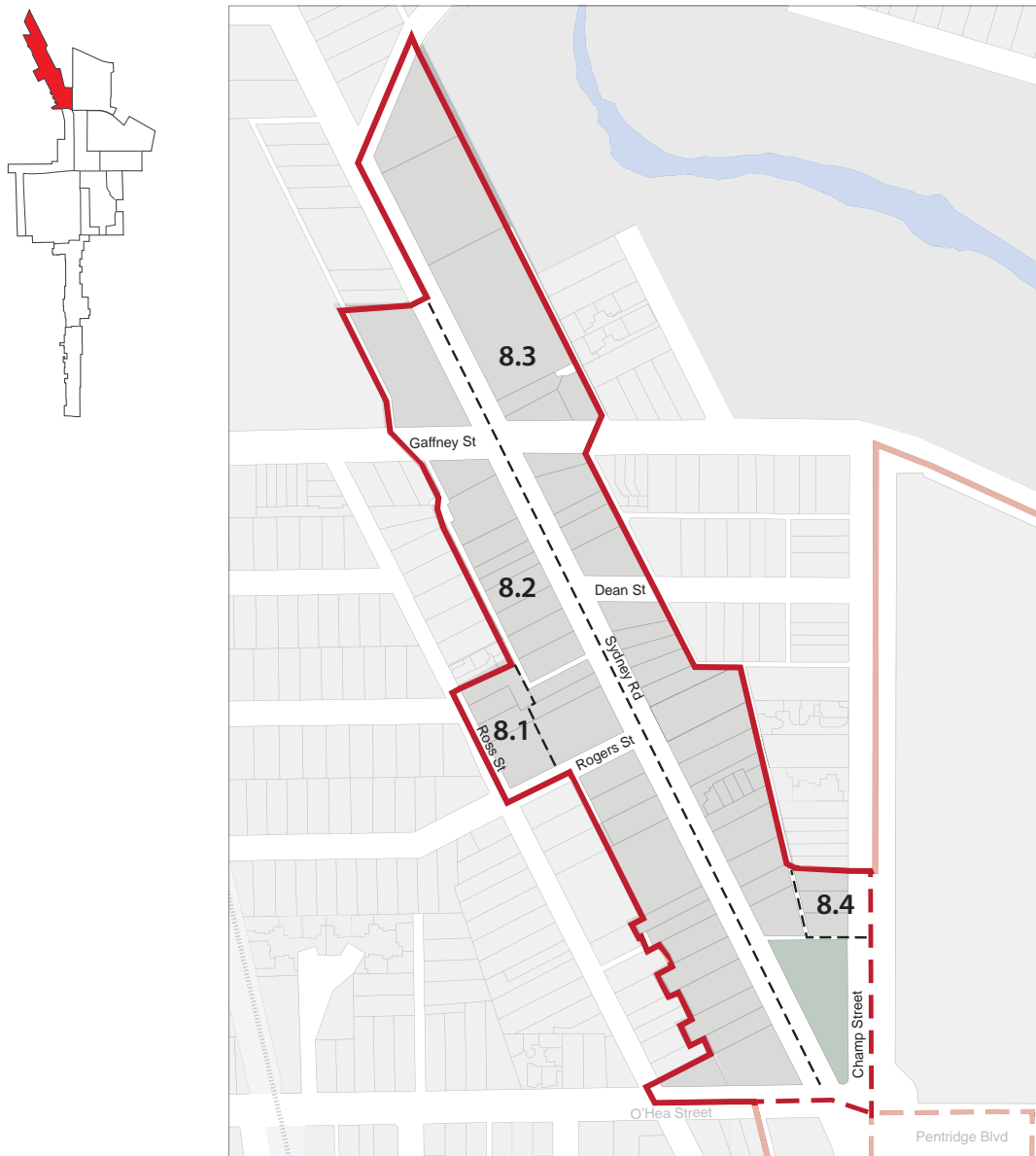
## 1.7. Precinct 7 - Sydney Road – Moreland Road

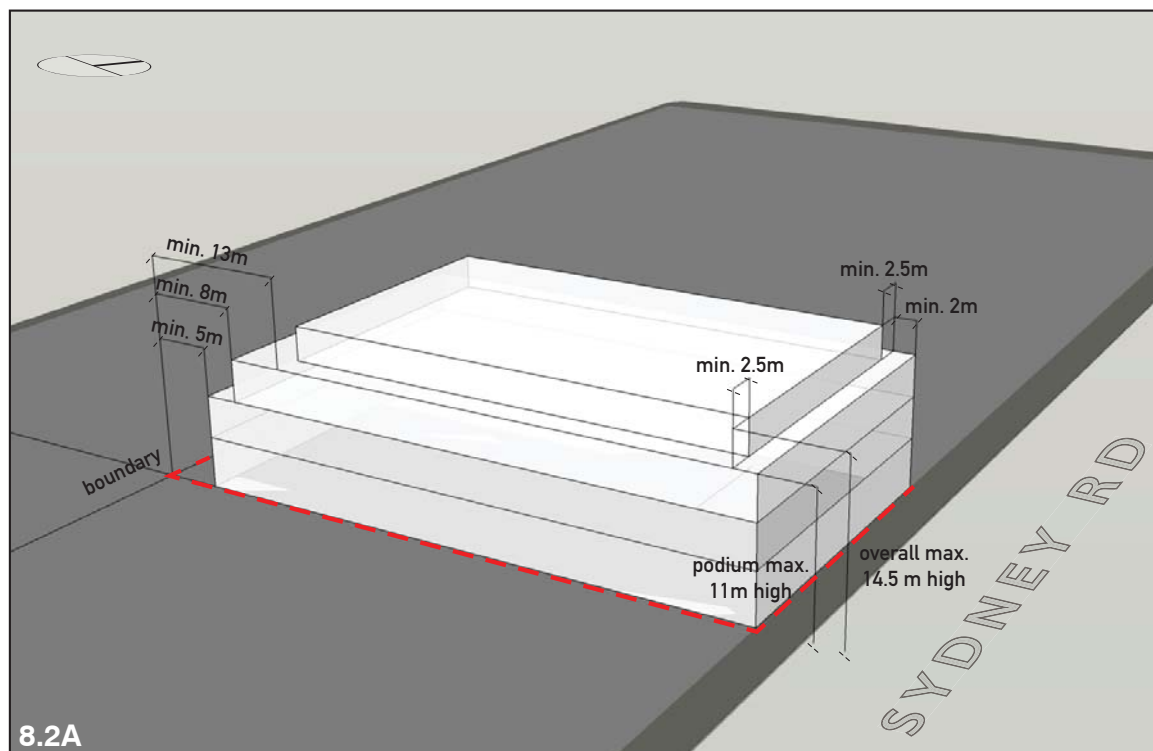
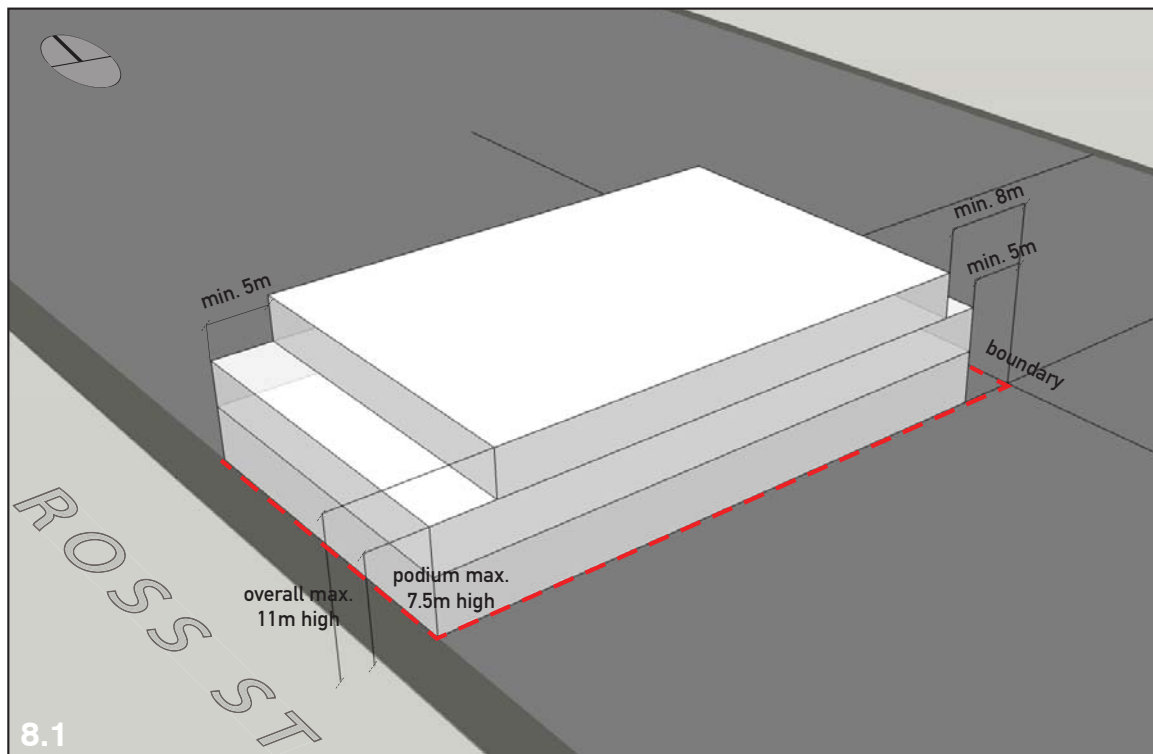


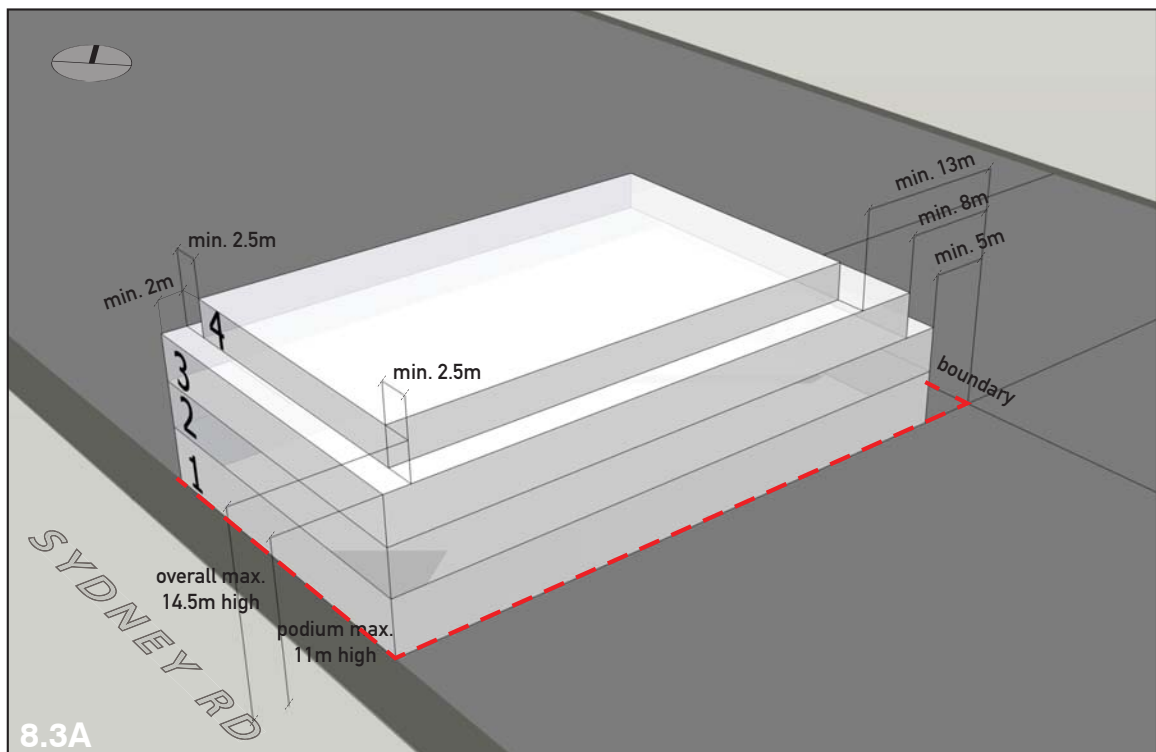
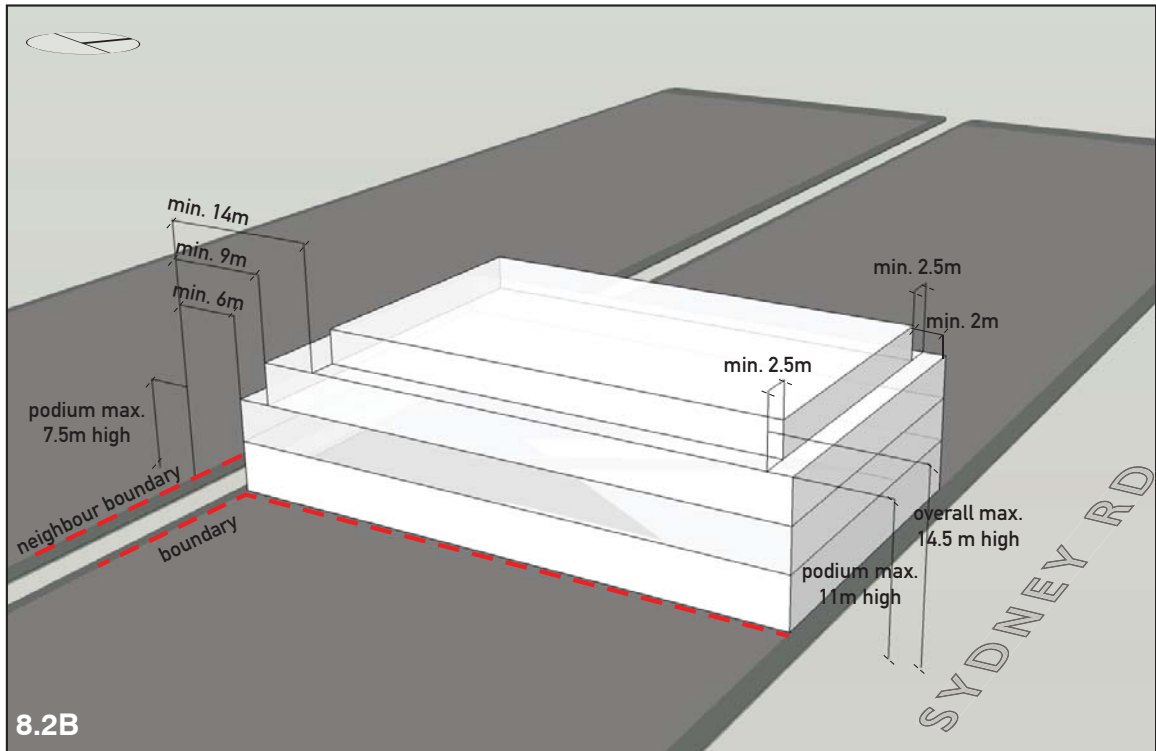


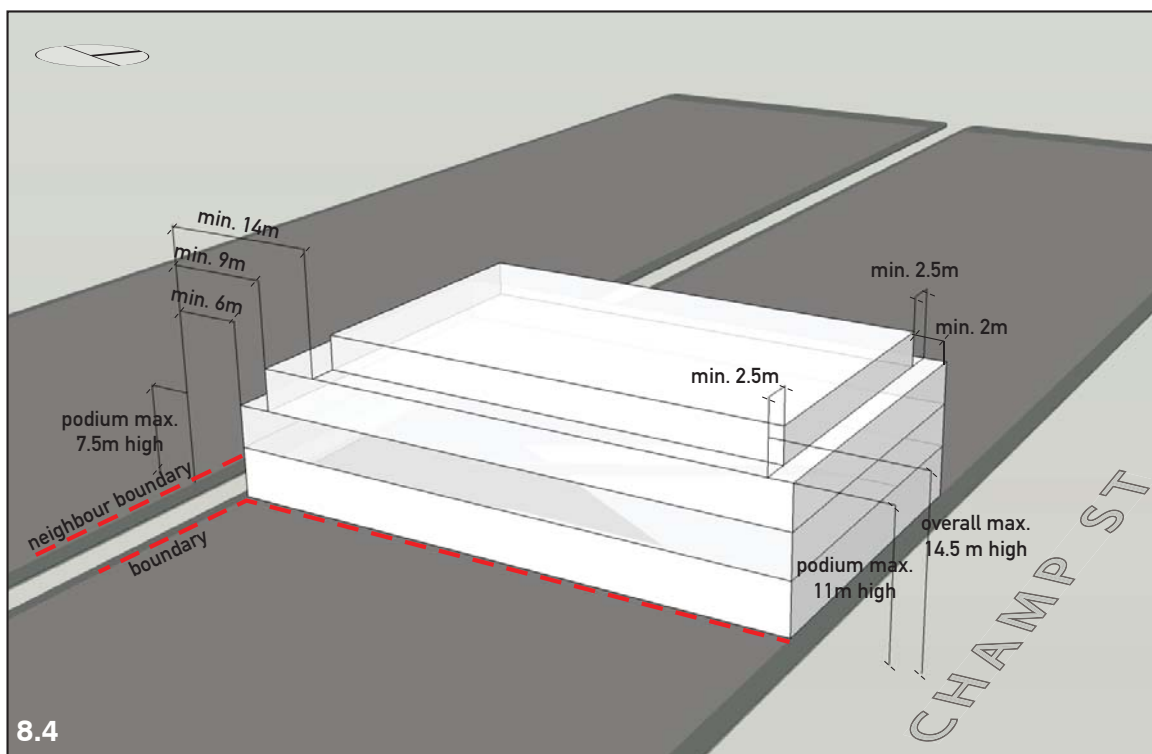
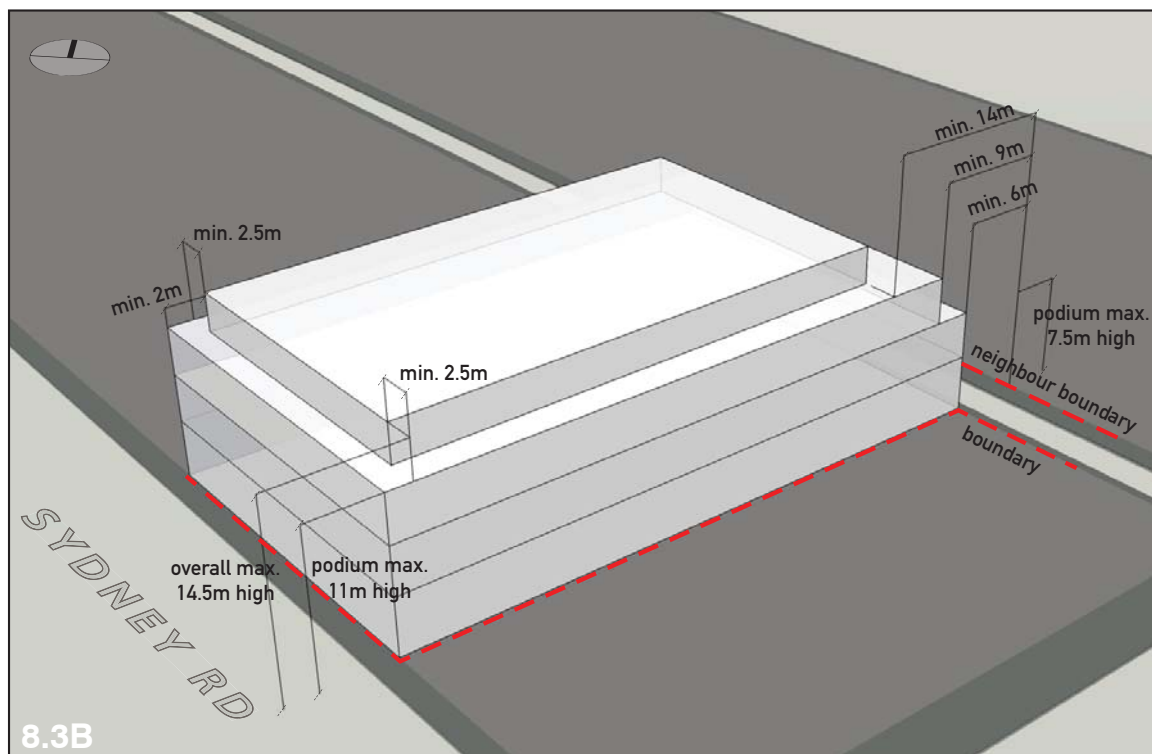


## 1.8. Precinct 8 - Sydney Road Northern Commercial Gateway









## 1.9. Precinct 9 - Pentridge Coburg



For the built form requirements of Precinct 9 refer to the Pentridge Coburg Design Guidelines and Masterplan (Aug 2009).

## 1.10. Precinct 10 - Pentridge Village



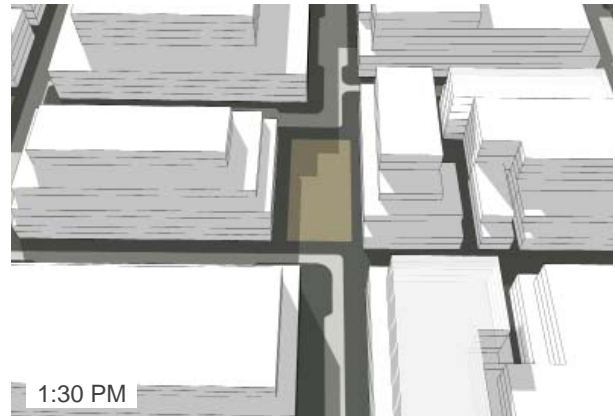
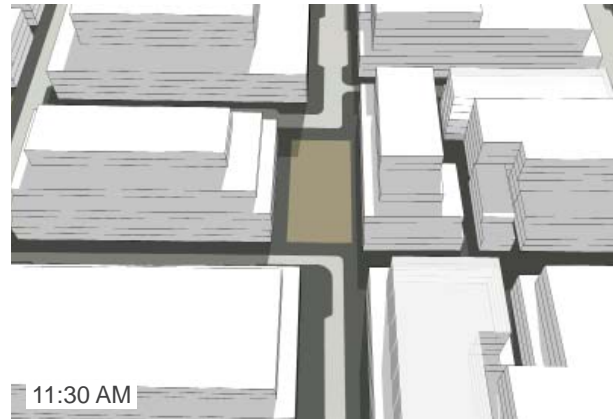
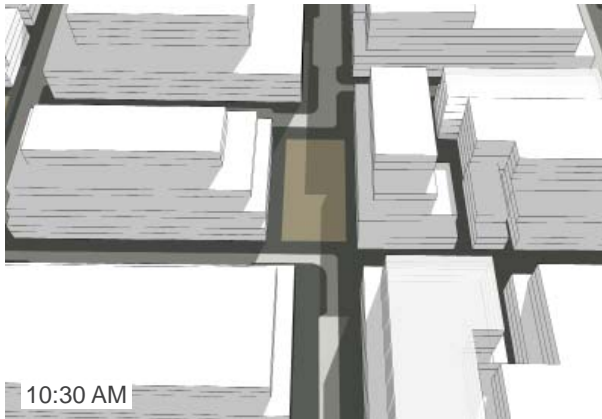
For the built form requirements of Precinct 10 refer to the Pentridge Village Design Guidelines and Masterplan (Aug 2009).



## APPENDIX 1 – OVERSHADOWING OF PUBLIC SPACES

### Category – 1 Civic Square Market site

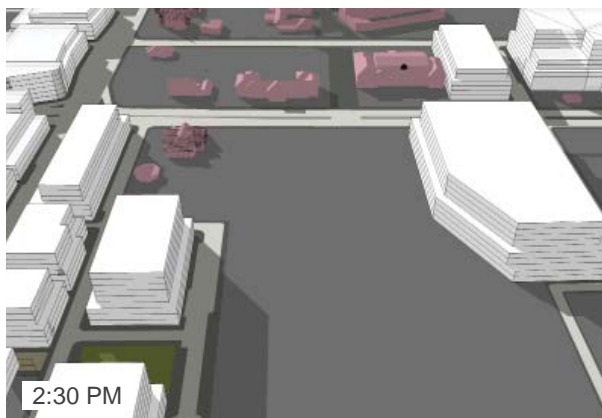
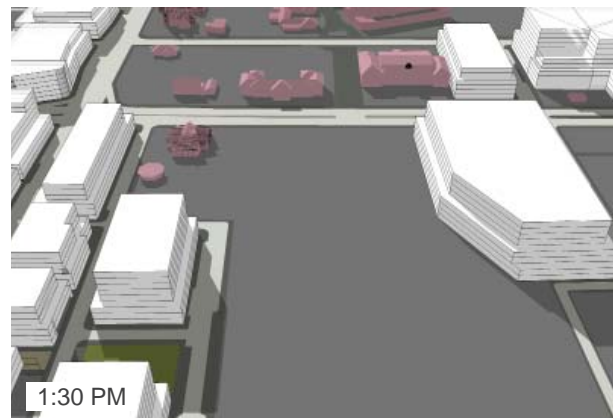
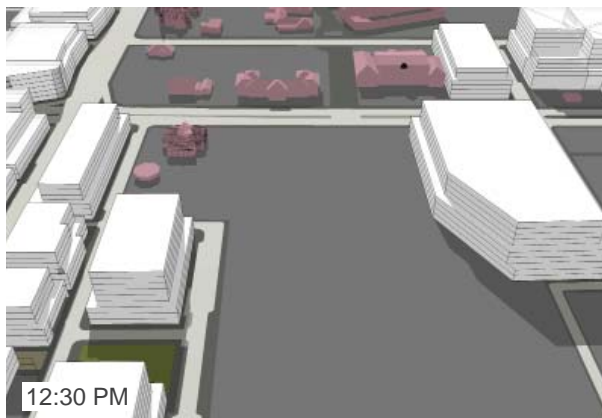
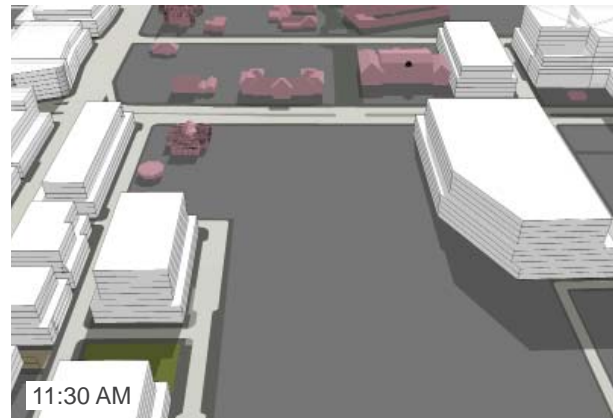
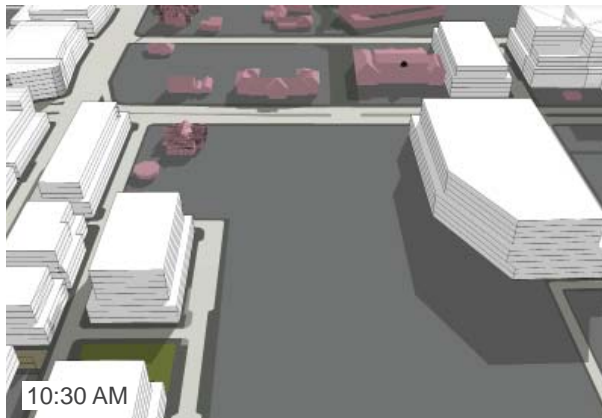
No more than ½ the space is shadow at any time between 10:30am and 2:00pm (3.5hrs) on 21 June (Winter Solstice)





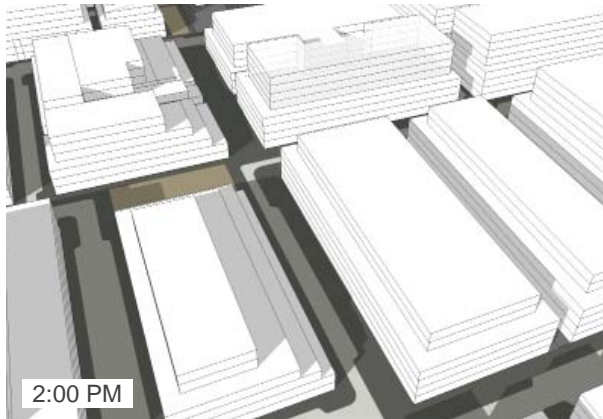
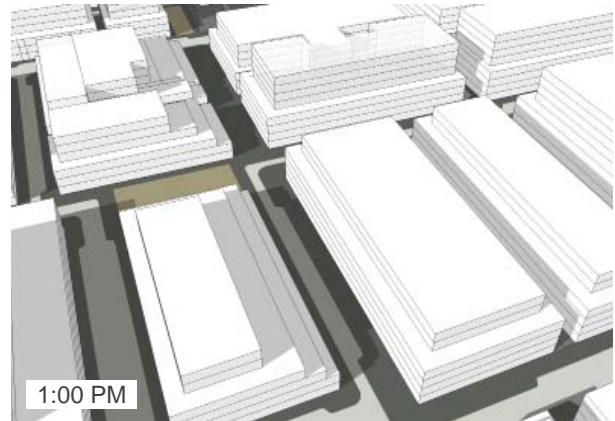
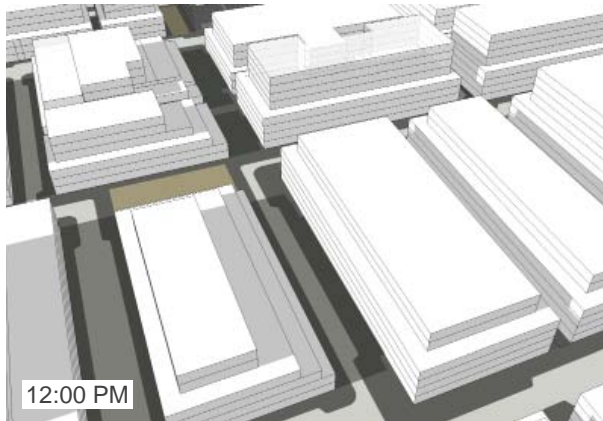
## Category – 1A Bridges Reserve

No more than 1/3 the space is shadow at any time between 10:30am and 2:30pm (4hrs) on 21 June Winter Solstice



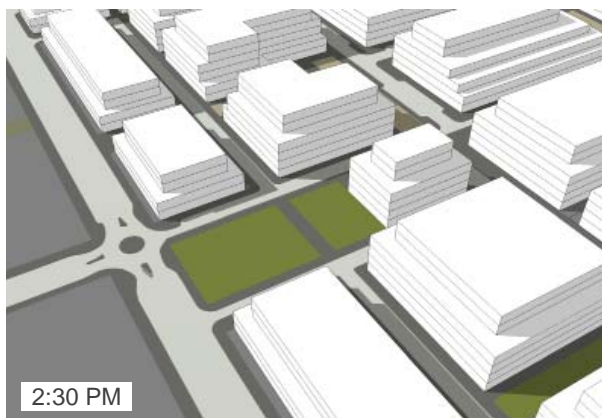
## Category – 2 Victoria Street Mall

No overshadowing of the southern footpath (within 2m of property boundary) between 12:00pm and 2:00pm (2hrs) on 21 June (Winter Solstice)



### Category – 3 Civic Square Russell Street site

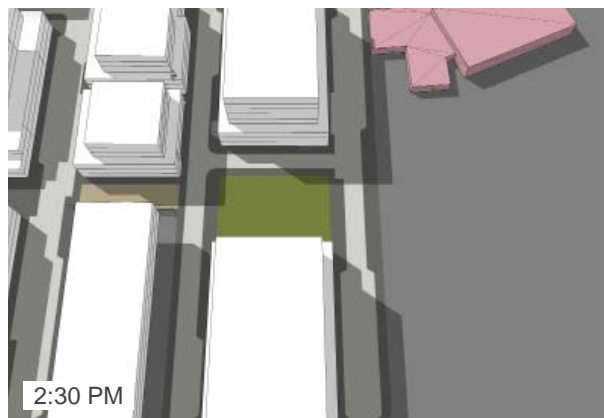
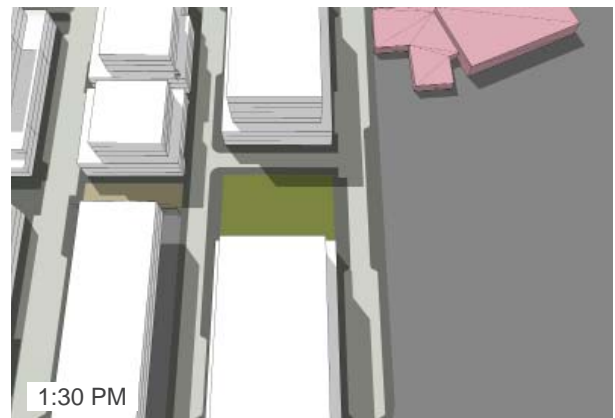
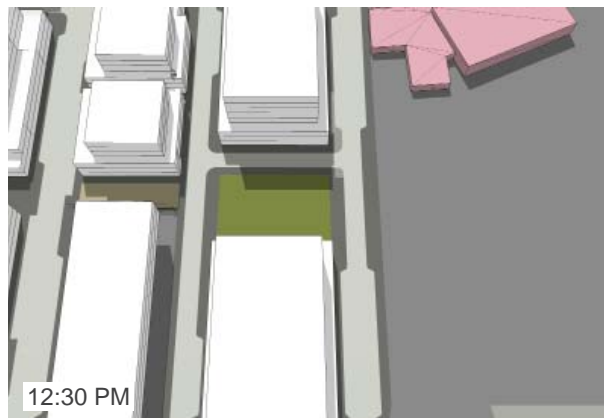
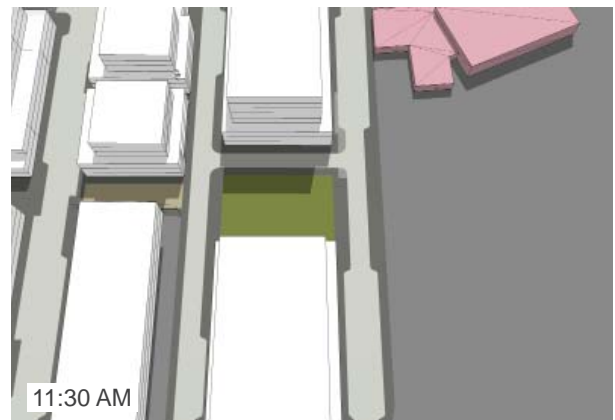
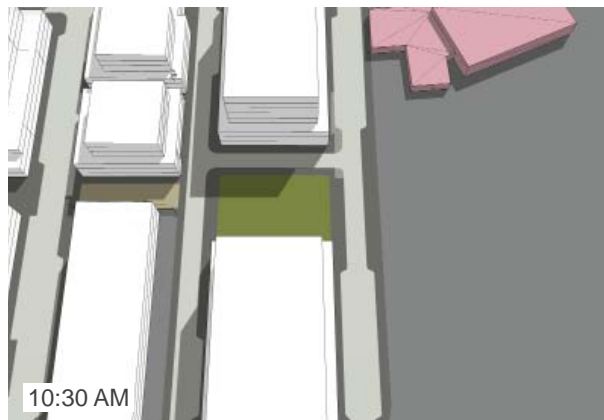
No more than 1/3 the space is shadow at any time between 10:30am and 2:30pm (4hrs) on 21 Sep (Equinox)



### Category – 3

#### Civic Square Bob Hawke Centre site

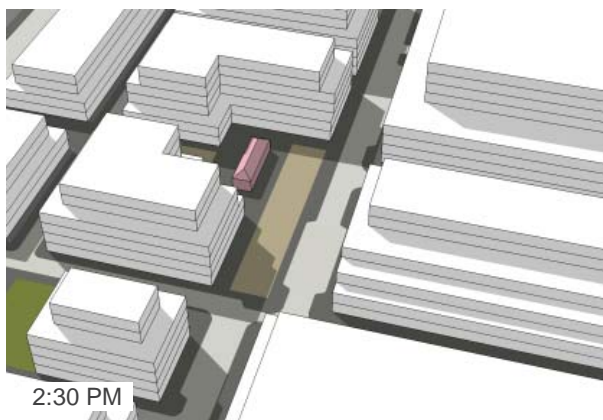
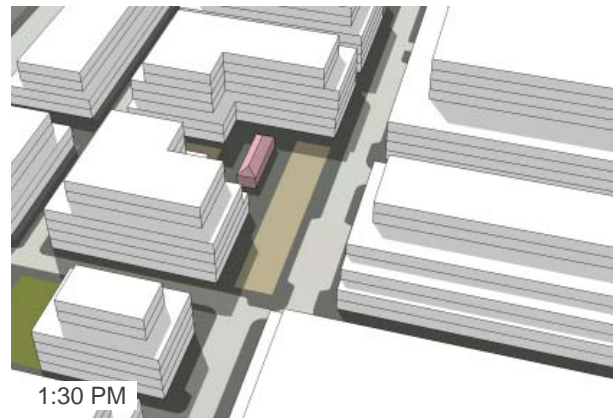
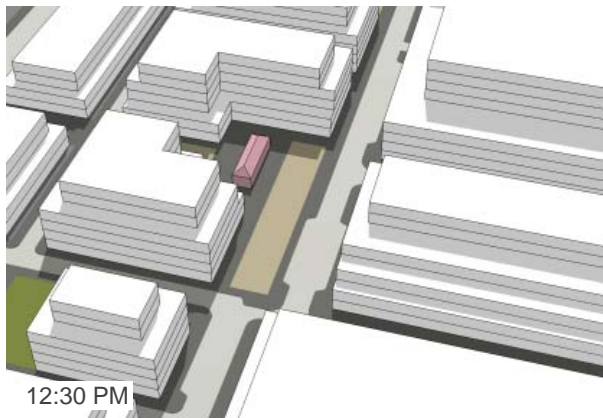
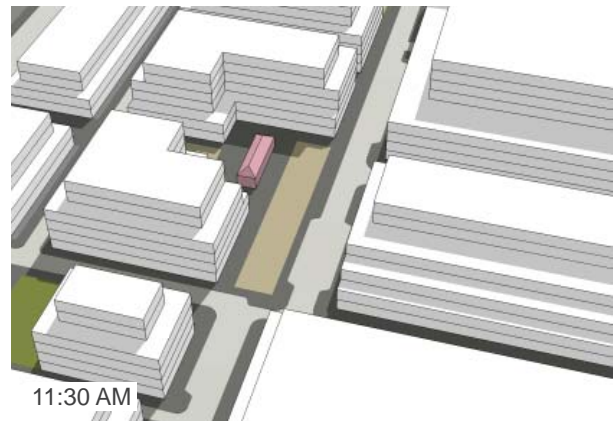
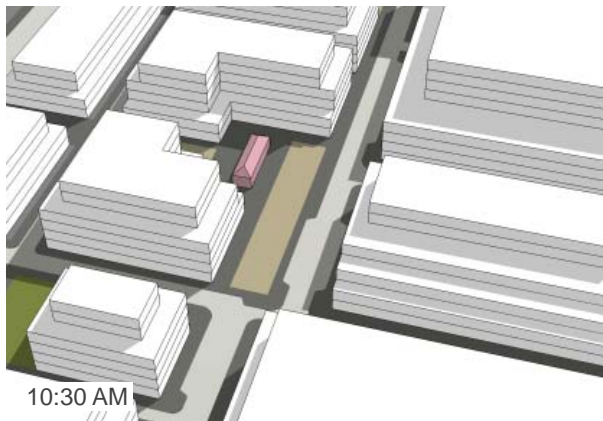
No more than 1/3 the space is shadow at any time between 10:30am and 2:30pm (4hrs) on 21 Sep (Equinox)





### Category – 3 Coburg Station Forecourt

No more than 1/3 the space is shadow at any time between 10:30am and 2:30pm (4hrs) on 21 Sep (Equinox)



## APPENDIX 2 – OVERSHADOWING OF STREETS AT EQUINOX











## REFERENCES

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- The Colours of Coburg Place Framework and Strategies (December 2010)
  - Land Use and Built Form Strategy (2010)
  - Economic Development Strategy (2010)
  - Public Realm and Infrastructure Strategy (2010)
  - Delivering the Community's Goals: An innovative Governance Model (2010)
- Pentridge Coburg Design Guidelines and Masterplan (August 2009)
- Pentridge Village Design Guidelines and Masterplan (August 2009)
- Central Coburg 2020 Structure Plan (August 2006)



Moreland City Council