

# Cranbourne Major Activity Centre: Open Space Paper

June 2020



*This document was endorsed by Council in December 2020. This report has been prepared to inform the development of policies for the Cranbourne Major Activity Centre, including Amendment C275case to the Casey Planning Scheme.*

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## Purpose

The purpose of this paper to review the findings of the *Cranbourne Town Centre Open Space Assessment 2018*<sup>1</sup> prepared by Thompson Beryl Landscape Design (the TBLD assessment) and provide recommendations for an appropriate planning policy implementation response to inform the preparation of Amendment C275 to the Casey Planning Scheme.

This paper was prepared by the Placemaking and Revitalisation Team in consultation with Recreation and Open Space Planning Team.

## Executive Summary

The Cranbourne Major Activity Centre (Cranbourne MAC) is located approximately 50km south east of the Melbourne CBD and is positioned centrally within the South-East Growth Corridor towards the south of the City of Casey. The Cranbourne MAC is a key strategic centre within one of the fastest growing regions in Australia and plays a significant role as an established activity centre within a rapidly growing and changing surrounding context. With extensive population growth in the catchment area commercial and retail floorspace demand is projected to increase, as is residential development within the activity centre. A larger resident and worker population places increased demand on existing and creates demand for new public open spaces.

In 2017 the City of Casey commissioned Thompson Beryl Landscape Design to conduct an open space assessment for the Cranbourne MAC and surrounding catchment areas in the suburb of Cranbourne. The assessment was informed by other technical reports supporting a review of the strategic framework for the Cranbourne MAC, including the Economic Assessment and Residential Demand Assessment prepared by SGS consultants in 2017. The TBLD assessment recommended that there is demand for six new public open spaces, seven major upgrades to existing public open spaces and ongoing maintenance, expansions and minor upgrades to 12 other public open spaces.

Amendment C157, which originally applied schedule 1 to clause 37.08 Activity Centre Zone (ACZ1) to the Cranbourne MAC, inadvertently *turned-off* the 8% public open space contribution rate at clause 53.01 Public Open Space Development Contributions and Subdivision because of an existing exemption in the Casey Planning Scheme.

While a comprehensive review of Council's Open Space Strategy (and in turn the rates in schedule 1 to Clause 53.01) is expected to commence in the coming years it is recommended in the interim that the previous 8% rate is *turned-on* so it applies within mapped areas of the Cranbourne MAC. Contributions should be collected through the Subdivisions Act 1988 where they cannot be collected through mechanisms in the Casey Planning Scheme.

It is recommended that the findings of the TBLD assessment are incorporated into Council's capital works program.

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<sup>1</sup> The Cranbourne Major Activity Centre was formally referred to as the "Cranbourne Town Centre". At the request of the Department of Environment, Land, Water and Planning (DELWP) strategic documents are being updated to use the official naming reference from Plan Melbourne. Any reference to the "Cranbourne Town Centre" in technical reports and supporting documents should be taken as referring to the Cranbourne Major Activity Centre.

# The TBLD Report

## Study Area

The study area generally comprised a 400-500m safe walkable catchment from the Cranbourne MAC or extents as defined by any significant pedestrian barriers, such as arterial or major roads or railway corridors.



Figure 1: Existing Open Space

## Methodology

The TBLD Assessment comprised:

- » a review of existing Council strategies, policies and documents, including technical reports which were being prepared to inform the review of the Cranbourne MAC strategic framework.

- The study area was broken down into sub-precincts for localised analysis as part of the TBLD Assessment.



## Findings

Four open space gap areas were identified in the study area in the TBLD Assessment. A description of them is provided below.

Table 1: Extract from TBLD Assessment – Table 3-4 Open Space Gap Area Descriptions

Gap area	Description
G1	Located at the northern entry to the Cranbourne Town Centre in open space sub-precinct CTC2, there is potential for this existing open space gap area to be addressed as part of the future redevelopment of this precinct. A new Local open space will be required and designed and positioned so that it is a useable, social meeting place for people working and visiting this area. This may be combined with the future gateway marker, however the open space is not to be encumbered by traffic noise.
G2	Located in the open space sub-precinct CTC5, the street layout in this gap area is predominantly east west alignment, and includes a combination of single storey multi unit developments. Fronting High Street, the properties are a combination of commercial uses consistent with the Activity Centre Zone. There is forecast to be an increase in urban densities in the vicinity of this gap area, and therefore a new Local open space will be required to address this gap area for the existing and predominantly for the forecast population.
G3	This gap area is located south of the railway in the vicinity of Clarendon Street in sub-precinct CTC7 (refer to Figure D). Ray Perry Park and the Lyall Street Reserve are existing Local open spaces that are further than 400 metres however are still accessible via the local street network. There is also some ancillary open space available with the Cranbourne Secondary College located within the gap area. Improving the streetscape amenity and upgrading both open spaces may adequately address this gap area, without the need for additional open space.
G4	Located south of Sladen Street in sub-precinct CTC9 (refer to Figure D) and between the South Gippsland Highway and Cameron Street there is no useable open space within safe and easy walking distance of the workers and residents in this sub-precinct. The South Gippsland Highway Avenue of Honour is within the precinct, however this open space is not suitable a recreational and destination open space in itself. A new Local open space will be required in this sub-precinct for the existing and forecast population



Figure 3: Open Space Gap Areas

The recommendations of the TBLD assessment for open space provision and individual open spaces are provided below. Shaded rows identify recommendations within the Cranbourne MAC.

Table 2: TBLD Assessment recommendation and deliverability assessment					
TBLD Recommendation number	Recommendation	Priority (TBLD Assessment)	New, significant renewal, maintenance	In Capital Works Program?	Deliverability
4.2a	New local open space in CTC2 to address gap area 1. At least 0.8ha in size	Medium	New	No  No land has been identified for acquisition and therefore no capital works project can be created.	New open space will be considered if a suitable property is for sale, not high enough priority for PAO. Large parcels of undeveloped land provide opportunities for land or combined land/cash contributions to add to open space quantity and accessibility.
4.2b	New local open space in CTC3 to meet future demand generated by adjoining site. At least 0.8ha in size	Low	New	No  No land has been identified for acquisition and therefore no capital works project can be created.	New open space will be considered if a suitable property is for sale, not high enough priority for PAO. Large parcels of undeveloped land provide opportunities for land or combined land/cash contributions to add to open space quantity and accessibility
4.2c	New local open space in CTC4 to address gap area 2	Low	New	No  No land has been identified for acquisition and therefore no capital works project can be created.	New open space will be considered if a suitable property is for sale, not high enough priority for PAO.
4.2d	New local open space in CTC9 to address gap area 9. At least 1ha	High	New	No  No land has been identified for acquisition and therefore no capital works project can be created.	New open space will be considered if a suitable property is for sale, not high enough priority for PAO. Large parcels of employment land provide opportunities for land or combined land/cash contributions to add to open space quantity and accessibility.
4.2e	New district open space in CTC10 - to be integrated into layout as determined by Casey Complex UDF. To address existing and forecast	High	New	No  No land has been identified for acquisition and therefore no capital works project can be created.	Majority of the land is in Council ownership. New open space will be considered as part of the delivery of new and renewed community facilities taking into consideration the implementation priorities of the Casey Complex Urban Design

	resident and worker population 1-3ha.				Framework.
4.2.1	Ainsleigh Court walkway	Ongoing	Continue to maintain	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.2	Arleon Crescent Reserve	low	Retain and maintain, minor upgrades in long term	Yes – (Project 135)	Captured through Councils Playground Renewal Program
4.2.3	Bourke Road and Hovell Court walkway	Ongoing	Continue to maintain	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.4	Bowen Street Reserve - major upgrade to cater for forecast resident and employment population. Design facilities to complement those provided in nearby Hotham Street and Latrobe Street reserve.	Medium	Major upgrade	No	Capital Works nomination required
4.2.5	Bunurong Court and Marnebek Place walkway	Ongoing	Continue to maintain	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.6	Camms Road drainage reserve - liaise with management authority to discuss feasibility of north-south SUP	Low	Addition/upgrade	No	Capital Works nomination required
4.2.7	Casey Complex surrounds	Low	New	No  This forms part of the Casey Complex Urban Design Framework.	Majority of the land is in Council ownership. New open space will be considered as part of the delivery of new and renewed community facilities taking into consideration the implementation priorities of the Casey Complex Urban Design Framework.

4.2.8	Greg Clydesdale Square	Very High	Major upgrade	Yes (Project 983 – minor upgrade design)	Major upgrade is subject to ongoing discussions and grant opportunities currently being pursued.
4.2.9	Cranbourne Place reserve	High	Major upgrade	Yes but needs review and update (Project 287 and 985)	Capital Works nomination update required
4.2.10	Cranbourne soccer club	Medium	Review unstructured recreational use opportunities i.e. circuit walking path	No	Crown Land – Council is in discussions with a range of relevant stakeholders about the future of this site.
4.2.11/4.2.12	Duff Street and Hovell Court walkway	Ongoing	Continue to maintain	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.13	Harry Street reserve - review whether expansion is possible to 0.6ha (currently off-lead dog park and drainage function) to cater to growing resident population in higher density area	High/ongoing	Major upgrade	Yes – Minor upgrade a flood mitigation (Project 1317)  No – project for expansion in Capital Works program	Expansion will be considered if an adjoining suitable property is for sale, not high enough priority for PAO.
4.2.14	Hotham Street reserve - Major upgrade to cater for forecast resident and employment population. Design facilities to complement those provided in nearby Bowen Street and Latrobe Street reserve.	Medium	Major upgrade	No	Capital Works nomination required.
4.2.15	Hovell Court and Mayune Court walkway	Ongoing	Continue to maintain	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.16	Ingamells Street - provide pedestrian path link in the short term, longer term a new open space would be required	High/ongoing	New/major upgrade - note this reserve is currently	No	CW nomination required  Privately owned, acquisition will be considered, however not high enough priority for PAO. Large

	here to cater for growing resident population. Camms Road too much of a barrier to cross to reach Cranbourne Place reserve.		privately owned, further investigation required to determine if there is any status of it as a road or a reserve		parcels of undeveloped land provide opportunities for land or combined land/cash contributions to add to open space quantity and accessibility
4.2.17	J&P Cam Reserve - provide for unstructured recreation and other facilities	Medium	Major upgrade	No	Capital Works nomination required
4.2.18	Jennings Park - additional path link to play facility, more trees and seating	High	Minor upgrade	No	Capital Works nomination required and to consider improved CTPED for playground.
4.2.19	Kalypton Walkway	Ongoing	Continue to maintain	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.20	Kara Walk Walkway	Ongoing	Continue to maintain	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.21	Ketnor Street and Rimfire Crescent Reserve - path link to play facility,	Very High	Minor upgrades	No	Capital Works nomination required
4.2.22	Latrobe Street Reserve – path link, upgrade seating and picnic facilities.	Medium	Minor upgrades	Yes – Project 290	Captured through Councils Playground Renewal Program
4.2.23	Leanne Court and Circle Drive North walkway	Ongoing	Continue to maintain	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.24	Lurline Street and Campbell Parade walkway	Ongoing	Continue to maintain	No Maintenance to occur as per Councils	N/A

				regular Parks Maintenance Program.	
4.2.25	Lyall Street Reserve – investigate increase in size and accessibility to support more diverse facilities, add trees. Will assist to address gap area 3.	High	Ongoing	Yes - Project 108	Captured through Councils Playground Renewal Program
4.2.26	Normanby Street Reserve – review need to retain in current form. If retained add Review the need to retain this reserve in its current form. If retained add path connections and trees.	High	Review needed	Potential disposal	Requires further investigation
4.2.27	Ray Perry Park – investigate expansion into Public Hall site to improve visual prominence, upgrade park infrastructure. Will assist to address gap area 3..	Medium	Major upgrade	Yes - Project 123	Captured through Councils Playground Renewal Program. Public Hall land is Crown Land managed by a committee of management. Further discussions to be had regarding expansion of park.
4.2.28	Ruffy Drive and Mayune Court walkway	Ongoing	Continue maintain to	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.29	Ruffy Drive Reserve	Ongoing	Continue maintain to	No Maintenance to occur as per Councils regular Parks Maintenance Program.	N/A
4.2.30	South Gippsland Highway Avenue of Honour – improve connection with the High Street and Greg Clydesdale Square to strengthen character.	Ongoing	Continue maintain to	No Maintenance to occur as per Councils regular Parks Maintenance Program. Planning underway for significant streetscape renewals.	N/A
4.2.31	Stanley Street and Lamont Crescent walkway	Ongoing	Continue maintain to	No Maintenance to occur as per Councils	N/A

				regular Parks Maintenance Program.	
4.2.32	Station Street End Undeveloped – path link between Station Street and Cameron Street.	Medium	Minor upgrade	No Maintenance to occur as per Councils regular Parks Maintenance Program – not in Council ownership, connection should be improved through the Narre Warren-Cranbourne Road duplication.	N/A
4.2.33	Tongala Court Reserve – Construct a pedestrian path between Tongala Court and Cranbourne Station/Camms Road to improve connectivity..	Medium	Minor upgrade	No Maintenance to occur as per Councils regular Parks Maintenance Program.	CW nomination required

## Analysis

The TBLD assessment recommended that there is demand for:

- six new public open spaces
- seven major upgrades and/or expansions to existing public open spaces
- ongoing maintenance of existing open spaces
- minor upgrades to a number of other public open spaces and links.

Together with the recommendations of the *Cranbourne Town Centre Community Facilities Assessment* the TBLD Assessment provides options for Council to explore the expansion of public open spaces and consolidation of community facilities in a coordinated manner. This is particularly relevant for open spaces and facilities around Camms Road, Bowen Street and Clarendon Street where further investigation about asset renewal and service delivery is required to gauge whether any rationalisation, collocation and integration of community facilities can be achieved.

The recommendations from the TBLD Assessment have largely been included in Council's capital works program where required or will be captured through the regular Parks Maintenance Program. Further consideration is to be given to the funding and acquisition of land for new or expanded public open space. Officers do not consider the Public Acquisition Overlay to be an appropriate mechanism in this instance, and instead recommend working together with Council's Property Services team to identify opportunities to purchase suitable land when it becomes available.

Contribution rates specified in the schedule to Clause 53.01 apply to residential development (except where a rate is specified for another development type). Land surrounding the Cranbourne MAC identified as a "substantial change area" in the Housing Strategy (City of Casey, 2019) and zoned Residential Growth Zone (RGZ) attracts an 8% public open space development contribution through the schedule to Clause 53.01, while land located within the residential intensification precinct of the Cranbourne MAC (which seeks to achieve similar outcomes to the RGZ) can only attract a maximum 5% contribution through the *Subdivision Act 1988*.

There is an exemption in the schedule to Clause 53.01 which specifies that the public open space contribution rates do not apply to the subdivision of land which is not in a residential zone, urban growth zone or Precinct Structure Plan area. As the Activity Centre Zone is a "Special Purpose Zone" when Amendment C157 originally applied the ACZ1 to the Cranbourne MAC in 2015 it had the affect of *turning off* the existing 8% public open space contribution rate for land within the activity centre.

As land within the Cranbourne MAC is expected to develop at a higher density than other areas it is pertinent that the previous 8% public open space development contribution specified in the schedule to clause 53.01 is reinstated. This will support the financing of significant renewals and acquisitions in the Gap Areas identified in the TBLD Assessment and provides greater consistency with surrounding land. Contributions of 5% through the *Subdivision Act 1988* can and should still be required for all non-residential development throughout the entire Cranbourne MAC.

Council has limited resources to address all the Gap Areas identified in the TBLD Assessment so they have been ordered in terms of delivery priority in the table below. Gap Areas have been classified based on their dominant land use with greater priority placed on areas with a predominantly residential component to address the recreation and health and wellbeing needs of current and future residents. Employment areas with large undeveloped land parcels (such as gap area 1) present opportunities to

negotiate public open space outcomes at the time of development and lower density employment areas (such as gap area 4) which are relatively fragmented can address the recreation needs of the future employment population through shared private or semi-private open spaces, such as landscaped front setbacks.

Order of Priority	Dominant land use	Justification
<b>G3</b>	Residential growth	Gap Area 3 is located within an area identified for residential intensification. This area is already comprised of relatively higher density housing than surrounding or conventional suburban areas. It is expected that local population growth will induce demand for open space demand. There are opportunities for Council to purchase suitable land when it becomes available.
<b>G2</b>	Mixed use	Gap Area 2 is located within an area identified for residential intensification. The area is already comprised of relatively higher density housing than surrounding or conventional suburban areas. Part of the area is also comprised of commercial and non-residential development. It is expected that open space demand will be induced directly by local population growth. Retail and non-retail commercial floorspace growth is expected to increase the local employment population, which will induce open space demand though it is understood this will be at a lower rate or for different types of space compared to resident population growth. There are opportunities for Council to purchase suitable land when it becomes available.
<b>G4</b>	Employment	Gap Area 4 is predominantly a light industrial employment area transitioning to a more commercial-based employment precinct. Floorspace growth is expected to increase the local employment population which will induce open space demand of a different type and at a lower rate when compared to a predominantly residential area. Existing strata titles and subdivision patterns reduce the viability of acquisitions or purchases in this area. There are opportunities for future commercial developments to incorporate outdoor private or semi-private (i.e. useable landscaped front setbacks) open spaces to cater for and improve the amenity of the local employment population.
<b>G1</b>	Employment	Gap area 1 is predominantly a light industrial employment area transitioning to a more commercial-based employment precinct. Floorspace growth is expected to increase the local employment population which will induce open space demand of a different type and at a lower rate when compared to a predominantly residential area. Large undeveloped lots offer opportunities to contribute to public open space in the form of land as well as providing opportunities for integrated private or semi-private open space to cater for and improve the amenity of the local employment population.

## Recommendations

The following is recommended to give effect to the review and further analysis of the recommendations in the TBLD Assessment:

- » undertake regular maintenance, upgrades and renewal to public open spaces as identified in this paper; and

- » In preparing a Planning Scheme Amendment (PSA) to review the strategic framework for the Cranbourne MAC:
  - » Make minor updates for clarity and consistency to the *Cranbourne Town Centre Structure Plan 2018* to give policy support to the analysis undertaken in this paper and exhibit it concurrently with the PSA;
  - » *turn-on* the 8% public open space development contribution rate specified in the schedule to Clause 53.01 of the Casey Planning Scheme for residential development in the Cranbourne MAC by amending the existing exemption; and
  - » Consider general and specific open space objectives and guidelines for the Cranbourne MAC in the drafting of local policy content in the Casey Planning Scheme.