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# ANALYSIS & DISCUSSION PAPER

OPEN SPACE STRATEGY &  
ACTION PLAN REVIEW

Issued 03 May 2019

**PREPARED FOR**  
City of Greater Dandenong

**PREPARED BY**  
SJB Urban  
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City of Greater Dandenong



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# 01

## INTRODUCTION

1.1 Project Purpose

1.2 Methodology and Process

1.3 Document Structure

## 1.1 PROJECT PURPOSE

SJB Urban in collaboration with Social Fabric Planning and Urban Enterprise have prepared this Analysis and Discussion Paper (the Paper) for the City of Greater Dandenong. This document will advise and frame the forthcoming Open Space Strategy.

Greater Dandenong is going through a period of significant population and employment growth. The municipality is home to a widely diverse population and as densities increase, further demand will be placed upon the existing open space provision. Utilising demographic, employment, population, and land use trends this Paper examines the existing open space provision and identifies options to ensure future provision meets the needs of existing and future communities.

This includes understanding the different ways open space is used by the community and the role of open space in the delivery of a healthy community and a healthy environment. The development of a clear hierarchy and typology of open space will assist a municipal and suburb-wide analysis of where the gaps in open space are, and what steps can be taken to improve open space provision.

The strategic framework of State Government policy, the Greater Dandenong Planning Scheme, and relevant open space research informs the policy context, strategic intentions, benefits and opportunities of the Open Space Strategy. Grounding the Open Space Strategy in best-practice policy, projects and implementation methods will help ensure the desired outcomes are deliverable, aspirational and appropriate for the specific context of Greater Dandenong.

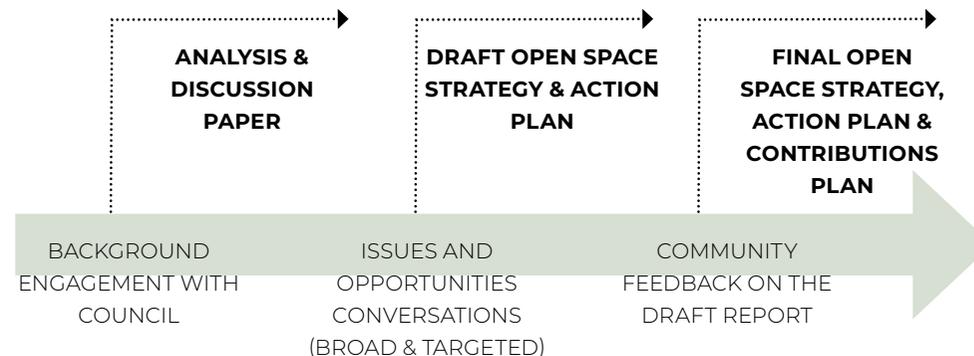
A key component of delivering open space for Councils is through open space contributions. The Paper examines these contributions including the implications for Council, residents, land owners and developers. The analysis includes benchmarking and guidance, delivery mechanisms, and statutory requirements, to establish the best course of action for the City of Greater Dandenong.

Informed by this Analysis and Discussion Paper, the upcoming Open Space Strategy will update the existing Open Space Strategy (2009) and Open Space Action Plan (2010), and provide strategic direction for the future provision, development and maintenance of open space.

## 1.2 METHODOLOGY & PROCESS

This process will produce the following documents:

- Consultation Strategy
- Consultation Summary Report
- Analysis and Discussion Paper
- Open Space Strategy and Action Plan
- Open Space Contributions Plan
- Internal Council Open Space Policy



This process is informed by the following stages:

## **STAGE 1**

### **ANALYSIS AND DISCUSSION PAPER AND CONSULTATION STRATEGY**

A concise discussion paper will build upon work completed by the Background Report, and determine key issues facing open space funding, provision and management. A consultation strategy will produce a flexible guide for interaction with key stakeholders, assisting the Open Space Strategy in capturing:

- ‘Who’ – Who is using open space?
- ‘What’ – What typologies of open space exist?
- ‘Where’ – Where is the existing open space located?
- ‘How many’ – Where is future demand and population likely to be?
- ‘How much’ – How does Council maintain and deliver open space and open space contributions?
- The social, environmental, economic and cultural demands of the City of Greater Dandenong.

## **STAGE 2**

### **DRAFT OPEN SPACE STRATEGY AND ACTION PLAN**

A strategically justified Draft Strategy will be produced, utilising data collected through the Analysis and Discussion Paper, and community consultation. Implementation for open space in the short, medium and long term will be supported by the appropriate mapping data, framed by the identification of open space gaps.

### **EXTERNAL CONSULTATION**

The external Consultation Plan will assist in capturing diverse community aspirations and objectives for open space, which are then summarised in a Consultation Summary Report. A series of diverse engagement techniques will inform any changes to the Draft Open Space Strategy.

## **STAGE 3**

### **CONTRIBUTIONS PLAN**

An updated Contributions Plan will incorporate the work from the previous stages and provide Council with a clear path towards implementing the Open Space Strategy.

## **STAGE 4**

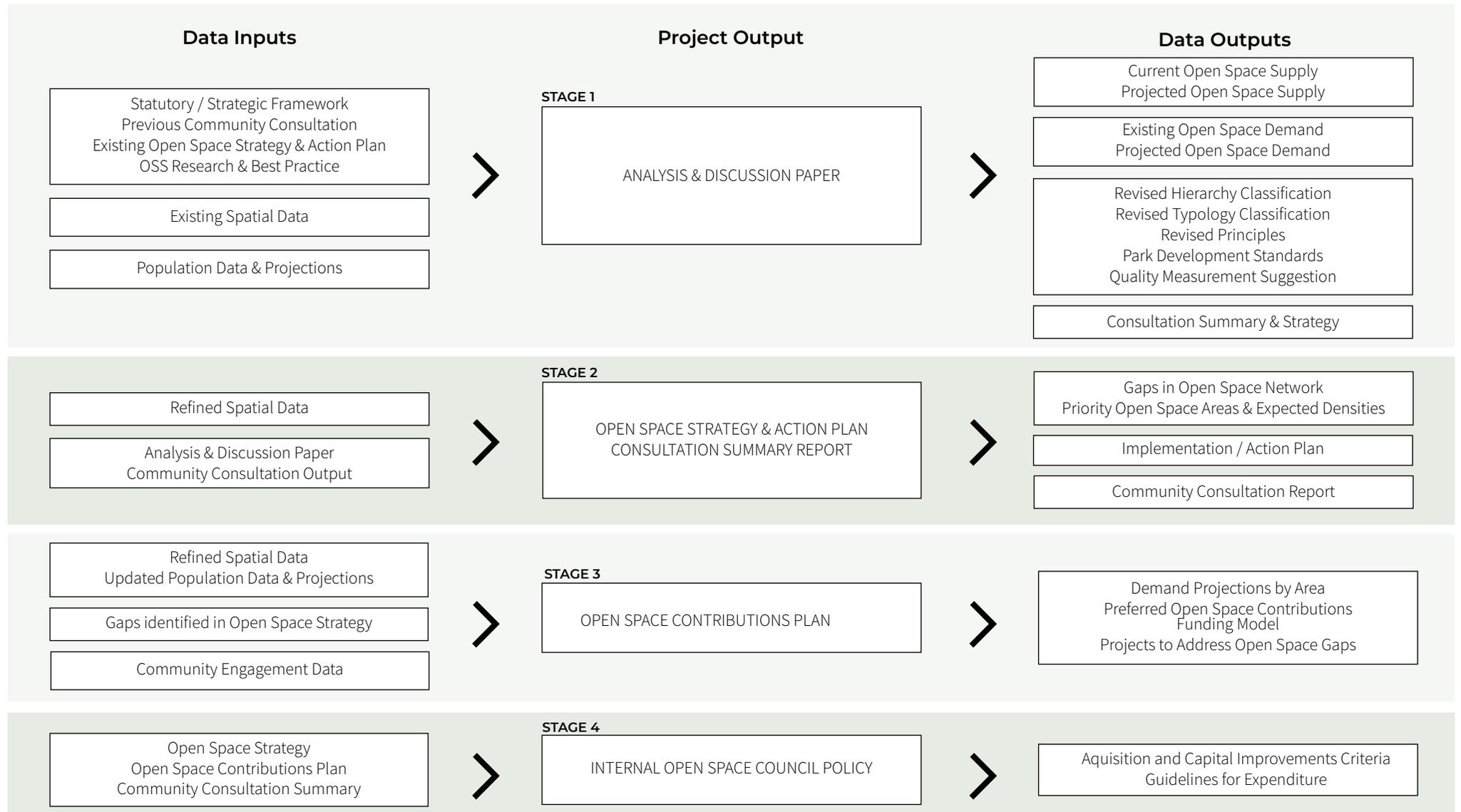
### **INTERNAL OPEN SPACE POLICY**

An internal document will assist in identifying land for acquisition and capital improvement. A preferred approach to open space contributions funding, selection criteria for land acquisition, and guidelines for expenditure will explore changes to the open space provision.

### **FINAL OPEN SPACE STRATEGY/ACTION PLAN AND CONTRIBUTIONS PLAN**

Consolidated data from all previous stages, including community and council consultation, will produce the completed document.

PROJECT INPUTS & OUTPUTS



# 1.3 DOCUMENT STRUCTURE

This Paper is structured in the following format:

## 01 INTRODUCTION

Introduces the purpose of the project, methodology, and structure of the document.

## 02 STRATEGIC CONTEXT

Establishes the varied benefits of open space. Reviews the existing strategic policy, projects and documents, including their hierarchy within Council, and summarises the existing Open Space Strategy (2009) and Action Plan (2010).

## 03 WHO?

Explores the community profile, data from previous consultation, and the consultation strategies used to help determine who is using open space, how they are using it, and who is missing out.

## 04 WHAT?

Identifies the existing definitions of open space including classifications, hierarchies and typologies and investigates precedents and best-practice examples to determine the most appropriate set of descriptors for Greater Dandenong. Open space quality and assessment criteria are interrogated along with the overarching Open Space Principles to ensure a transparent and cohesive set of data can be utilised across Council when identifying opportunities for new and/or potential upgrades for open spaces and connections.

## 05 WHERE?

A municipal-wide representation and suburb-specific analysis will establish where open space is.

## 06 HOW MANY?

Increasing population and demographic changes will have impacts on open space use. Understanding the demand, demographic trends, density and existing and potential significant development sites will help establish where, when and which population is likely to grow.

## 07 HOW MUCH?

Explores open space delivery mechanisms from relevant municipalities, the existing Greater Dandenong approach, State Government policy and other benchmarks to help determine the appropriate mechanisms and contribution rates, including where and how they should be allocated.

## 08 APPENDIX

Contains detailed contribution rates, spatial hierarchies from other Victorian municipalities, the overall strategic framework, glossary, and reference documents.

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# 02

## CONTEXT

- 2.1 Benefits of Open Space
- 2.2 Strategic Context
- 2.3 Planning Practice Note 70
- 2.4 Greater Dandenong Planning Scheme
- 2.5 Asset Management
- 2.6 Existing Open Space Policy
- 2.7 Action Plan Review
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## 2.1 BENEFITS OF OPEN SPACE

Open Space is an essential part of our urban environment with numerous benefits for our communities and our natural environment. Planning for open space within existing suburban areas as well as new developments and areas of environmental significance must acknowledge the importance of these places and networks to the future health of our people and our planet. Published in 2017, The World Health Organisations paper, *Urban Green Space and Health – A Review of Evidence*, provides a detailed analysis of research conducted over the previous 10 years on the benefits of open space to people’s health. Summarised below, the benefits cover physical, social, mental, environmental, and economic outcomes and provide a decisive argument for the provision of accessible open space.

### PHYSICAL

Open spaces provide the opportunity for people to engage in a range of physical activities. These activities include informal ones such as walking, jogging and playing as well as organised activities such as sports and community events. Open spaces also contribute to the networks of movement through our neighbourhoods, allowing people to walk and cycle through safe, green spaces. With physical *inactivity* identified by the World Health Organisation as the fourth leading risk factor for global mortality and physical *activity* being shown to improve cardiovascular health, mental health, neurocognitive development and to contribute to a reduction in obesity, cancer and osteoporosis (WHO 2017), the provision of open space for these activities is vital for improving health outcomes across all socioeconomic strata and genders.

### SOCIAL & COMMUNITY

Community interaction and cohesion are often enabled through the opportunities and facilities open spaces provide, including places to interact, relax, socialise, and feel comfortable away from the home or workplace. The provision of spaces for community events and performances can encourage an interactive and healthy community, helping to establish a sense of belonging and encouraging public displays of culture, ethnicity and diversity while social connections are regularly developed and strengthened within the context of team sporting activities and sporting clubs (Byrne et al 2010). The importance of cultural connections to open space is framed through landscape aesthetics, heritage, outdoor recreation, and spiritual significance (Daniel et al 2012) including Aboriginal and Torres Strait Islander cultural heritage values which are often embedded in our open spaces.

### MENTAL

Open spaces provide opportunities to unwind, relax, and connect with nature. As backyards become smaller and the opportunities to engage with the earth, plants and nature become

less frequent, our open spaces provide these vital experiences. A regular connection to the natural environment has been shown to help improve mental wellbeing, reduce levels of stress and anxiety, increase brain activity and promote a positive mindset (Townsend et al 2015). Green spaces have also been identified as particularly important for early childhood social development and play (Jacobi-Vessels 2013) and to decreasing social isolation in older adults. These positive impacts are independent of cultural and climatic context, with all members of the community benefiting from access to open spaces regardless of culture, ethnicity and socio-economic circumstance.

### ENVIRONMENTAL

Urban landscapes have a crucial role in the environmental sustainability and health of our neighbourhoods. Open spaces provide habitat for a range of flora and fauna, assist in creating habitat corridors and can include important areas of remnant indigenous vegetation. They provide opportunities to increase biodiversity through a range of plant species and landscape characters as well as assisting with climate change and urban heat island mitigation through increased tree canopy coverage and permeable surfaces helping to cool the environment and hold moisture in the ground. Contributing to the resilience of areas to extreme weather patterns including periods of drought and flooding.

Open spaces in urban environments are also important in the network of Water Sensitive Urban Design treatments and can help filter stormwater, improve waterway quality, reduce pollution, increase the amount of water absorbed by the ground, and encourage the efficient usage of rainwater (EPA Victoria 2005).

### AESTHETIC & CHARACTER

Open spaces provide attractive and engaging places within our urban environment. The different landscape characters, from remnant bush to formal gardens, can be major contributors to a neighbourhood character and help define a specific ‘sense of place’ for each area.

### ECONOMIC

Open space provision and quality can increase surrounding property values and generate tourism; however, the greater economic benefit is in the increased health and wellbeing of a community that has easy and safe access to well maintained and engaging open spaces, enhancing their community connectedness, sense of belonging and physical and mental wellbeing.

## 2.2 STRATEGIC CONTEXT

There are a number of key strategic policies in both State and Local planning policies that help inform Open Space Strategies. The figure adjacent shows the hierarchy of these policies and how the Greater Dandenong Open Space Strategy fits under them, as well as how it fits within Council's suite of Strategies, Plans and Frameworks. A summary of some of the key strategies is included in the following sections of Chapter 2 including the Council Plan, Imagine 2030 Community Plan, and Community Wellbeing Plan with a more detailed outline of the Local Policy Framework included in Appendix 8.1 Strategic Context Review.

STATE PLANNING FRAMEWORK				
	Plan Melbourne 2017-2050	State Planning Policy Framework (SPPF)	Urban Design Guidelines for Victoria (2017)	Planning Practice Note 70: Open Space Strategies (2015)
LOCAL PLANNING FRAMEWORK				
	Council Plan 2017-2021	Imagine 2030 Community Plan	Community Wellbeing Plan 2017-2021	Municipal Strategic Statement & Local Planning Policy (LPPF)
OPEN SPACE STRATEGY & ACTION PLAN				
	SPORT AND LEISURE	PLANNING AND DESIGN	ENVIRONMENT AND SUSTAINABILITY	COMMUNITY DEVELOPMENT
Strategies	Activate Sport and Active Recreation Strategy 2014-2019 (under review)	Housing Strategy 2014-2024	Sustainability Strategy 2016-2030	Positive Ageing Strategy and Action Plan 2012-2015
	Cycling Strategy 2017-2022	Neighbourhood Centre Planning Framework (2016)	Green Wedge Management Plan (2014)	Community Engagement Policy & Framework (2013)
	Walking Strategy 2015-2023	Asset Management Strategy 2015-2022	Greening Our City - Urban Tree Strategy 2018-2028	Youth Strategy 2016-2019
	Playground Strategy (2013)		Sustainable Stormwater Strategy 2017-2037	
	Dog off-Leash Strategy 2011 (under review)			
Plans	Sports Facilities Plan (2018)	Noble Park Activity Centre Structure Plan 2009 (under review)	Towards a Water Smart City - Council's Sustainable Water Use Plan 2008	Children's Plan 2015-2019
	Shared Path Network Plan (2016)	Springvale Activity Centre Structure Plan 2017 District Park Master Plans		Community Safety Plan 2015-2022
Reference	Sport and Active Recreation Participation Survey 2015 (under review)	Housing Analysis (2015) Placemaking Framework (2016)	Integrated Water Management Background Report (2014)	

## THE GREATER DANDENONG COUNCIL PLAN 2017-21

The Greater Dandenong Council Plan 2017-21 includes the vision:

*Greater Dandenong is a safe and vibrant city of opportunity for all – to visit, work, live and play.*

This vision is supported by six overarching objectives that will guide Council's direction, they are:

1. A vibrant, connected and safe community
2. A creative city that respects and embraces diversity
3. A healthy liveable and sustainable city
4. A city planned for the future
5. A diverse and growing economy
6. An open and effective Council.

Developed through extensive community consultation, the Plan also highlights the key priorities for the next four years. Of the fifteen priorities the following are considered relevant to the Open Space Strategy and highlight the importance of open space to the community and to the City of Greater Dandenong:

- Streetscapes and public places.
- Trees and our natural environment.
- Arts and cultural heritage
- Sustainability
- Physical activity
- Community participation
- Parks and reserves
- Urban Planning.

The actions contained within the Plan are categorised into People, Place and Opportunity. Actions identified in the Plan that are relevant to open space are outlined below.

### PEOPLE

- Promote gender equity, and support the right of women to engage and participate equally in all aspects of community life.
- Develop safe and well-designed public spaces which encourage public access.
- Increase community participation in physical activity through our leisure, recreation and sports services.
- Enhance the health and wellbeing of our community through key initiatives of the Community Wellbeing Plan.
- Improve public lighting at identified key areas to encourage greater use after dark and improve perceptions of safety.
- Provide community members of all abilities and backgrounds with access to community and council information, services and events.
- Support the role of public art, new installations and maintenance of existing public art assets.
- Provide opportunities for children and young people to participate in civic and community activities.

### PLACE

- Increase the length and coverage of the shared path network.
- Upgrade Council parks and reserves through the implementation of the Capital Improvement Program.
- Protect and enhance the ecological value of land within the municipality.
- Work regionally with the South East Councils Climate Change Alliance (SECCCA).
- Engage with the community to increase their awareness of the environment and sustainability.
- Amend the Greater Dandenong Planning Scheme (GDPS) by introducing a permanent Vegetation Protection Overlay (VPO) across the green wedge to afford permanent protection to its vegetation.

- Develop and complete a Climate Change Strategy.
- Increase supply of open space in areas currently deficient and achieve policy benchmark of 4.5ha per 1000 head of population for each of the areas outlined in the Greater Dandenong Open Space Strategy.

As evident by the number of objectives and actions listed above, the City of Greater Dandenong and its community value the role of open space in achieving a ‘safe and vibrant city of opportunity’. These actions should be considered as a starting point for actions within the new Open Space Strategy and its accompanying Implementation Plan providing strong policy support for enhancements to the open space network.

## COMMUNITY WELLBEING PLAN 2017-21

The Community Wellbeing Plan, supported by the Council Plan, outlines Council’s key priorities for the next four years to improve health and wellbeing outcomes for the community. Required by the Public Health and Wellbeing Act 2008, the Plan draws on evidence and research of social and health outcomes as well as community consultation to form its objectives and priorities.

The Plan recognises that sustainable improvements in health and wellbeing are best achieved when approaches are tailored to meet local and community need, taking a people-centred approach.

Of particular relevance to open space, the following are categorised under Community Infrastructure, Transport and the Environment; Mental and Physical Health; and Engagement, Social Cohesion and Safety.

Community Infrastructure, Transport and the Environment.

- Create places for people to enjoy and actively participate in their local community, including open spaces and recreational opportunities.
- Work to create a city of 20-minute neighbourhoods to enable access to local services.
- Prepare for climate change and its impact on the health and wellbeing of the community.

Mental and Physical Health

- Improve the health and wellbeing of all residents through collaborative planning and enhancing health promoting services and opportunities.
- Increase access to and understanding of health literacy.

Engagement, Social Cohesion and Safety

- Celebrate the diversity of the community through engaging events and activities.

Supporting the Council Plan, the Community Wellbeing Plan also highlights the importance of open space in achieving wellbeing outcomes. The Open Space Strategy should build on these objectives when developing the Strategy and Implementation Plan.

## IMAGINE 2030 COMMUNITY PLAN

The Imagine 2030 Community Plan outlines the communities vision for 2030. Published in 2010 it provides a summary of an extensive community consultation and research program about what the community wants for the City of Greater Dandenong in 2030.

Vision statements directly relevant to open space include:

- Our outdoor and neighbourhood places are beautiful, safe, and litter free, and people take responsibility for the look and cleanliness of their homes, properties and surroundings.
- People will be safe because there is effective policing, places of activity are designed to be safe, crime levels are lower in general, and people are just friendly, helpful and respectful.
- There will be green and open spaces close to everyone’s home.
- Sport and recreation opportunities will be affordable, diverse and accessible to all, especially for young people, families and those less well off than others. There will be opportunities for people of all backgrounds and ages to take part.
- Local sports and recreation clubs will be thriving centres of social activity and gathering across all cultures and generations.

- The Central Dandenong activity district will be a well connected pedestrian focussed expanse of business, shopping, dining and entertainment places; with lots of colour, movement and buzz; places to sit and gather; public and recreational facilities nearby.
- Everyone in Greater Dandenong will have access to parks and opens spaces in their localities to enjoy and recreate in.

The Community Plan also identified that along with many positive comments about open space, multicultural groups place special value on the opportunities that green spaces, parks and outdoor facilities provide for family and social activity. It is noted in the Plan that this links with the strong custom of gathering socially in public places, a characteristic of many migrant cultures.

The consultation already conducted and summarised in the Imagine 2030 Community Plan provides a strong starting point for further consultation in relation to the Open Space Strategy. The key themes investigated in the Plan will provide guidance to ongoing areas of community interest and engagement.

The Council Plan, Community Wellbeing Plan and Imagine 2030 Community Plan all sit above the Open Space Strategy. Plans and strategies that are informed by, and inform the Open Space Strategy that are below the Strategy in Council document hierarchy include the following. Summarised below, and in further detail within the Appendix, these are captured under Sport and Leisure, Planning and Design, Environment and Sustainability, Community Development.

## SPORT AND LEISURE

### **Activate Sport and Active Recreation Strategy 2014-2019 (under review)**

**Vision:** *Our vision is to build active, healthy and successful communities in the City of Greater Dandenong through increased participation in sport and recreation through the provision of well planned, accessible, affordable and sustainable facilities.*

Summarised as: *More people - more active - more often.*

According to the Strategy this would mean:

- More people taking part in sport and active recreation.
- More people becoming involved as volunteers in sport and active recreation.
- Increased satisfaction with facilities and opportunities for sport and active recreation in the City of Greater Dandenong.

Particular importance is given to;

- An increase year on year in participation in sport and active recreation in the City of Greater Dandenong.
- Support of existing and creation of new sporting clubs, coaches, officials and improved facilities to enable increased capacity.
- Engagement of CALD communities and other disadvantaged groups such as people with a disability, women, girls and older people.

The Strategy notes the age profile, cultural diversity, and demographic profile of Greater Dandenong as having particular implications to sport and recreation provision. These issues include:

- Population growth will place increased pressure on sport and recreation infrastructure and services.
- Increased focus needed on services for an ageing population.
- High cultural diversity requires consideration of cultural preferences for different activities, consideration of language barriers and religious beliefs and customs, the role of sport and recreation in engaging newly arrived immigrants and fostering connections.

As evident in the Sport and Active Recreation Strategy, the diverse cultures, increasing population and changing demographics will require the Open Space Strategy to respond to these changes in a way that allows for increased participation, particularly in informal activities. These activities, including walking and cycling are available to a wide range of the community and can help encourage social connections and strengthen communities.

## Cycling Strategy 2017-2022

**Vision:** *Greater Dandenong is a safe, lively, attractive city that has a culture of cycling for recreation, health and transport purposes.*

Relevant Objectives include;

- Promote the social, health, environmental and economic benefits of cycling
- Support a safe accessible and connected environment for cycling

The Strategy outlines some key benefits of cycling which include:

**Economic benefits** – investing in bicycle infrastructure relieves congestion on roads and has greater return on investment than many road construction projects. Purchasing and maintaining a bike is approximately one per cent of the cost of buying and maintaining a car. Riding a bike in the community enables a greater likelihood of engagement with local retail and shop fronts, thereby benefiting the local economy.

**Social benefits** – cycling enables people to become more involved with their community and have increased opportunities to participate in social interactions.

**Environmental benefits** – A pollution free mode of transport, cycling helps to reduce air pollution and improve the local environment.

**Health benefits** – cycling is one of the best ways to improve fitness and reduce obesity.

Barriers for cycling identified in the Strategy include missing network connections, peak hour traffic, congested school drop-off and pick-up zones, main roads and busy intersections.

The Council has a Proposed Active Transport Infrastructure Priority Program, designed to prioritise walking and cycling infrastructure projects and requests. Each infrastructure improvement request is based upon a variety of factors, including but not limited to: ‘connectivity to key destinations such as schools, reserves and community centres, links to existing infrastructure, anticipated rider usage and barriers to delivery.

The Level Crossing Removal projects (LXRA) have also had a positive impact on cycling routes and connections. The crossings removed include; Abbotts Road, Dandenong South, Chandler Road, Corrigan Road, Heatherton Road, and Noble Park. The rail corridor between Westall Station and Dandenong has been identified by Council as a Strategic Cycling Corridor. This route plays an important role in connecting local paths, activity centres and key destinations. The works are now scheduled to end at Eastlink near Yarraman Railway Station, and Council will continue to support construction of a shared path to Dandenong Railway Station.

The Dandenong Creek Trail is also identified as a strategic cycling corridor, and a Shared User Path on the northern side of the Dandenong Creek between Metro 3175 and Lonsdale Street has been identified by Council as a key project.

The Open Space Strategy can work in conjunction with the Cycle Strategy to improve connections, particularly through and to open spaces capitalising on the Proposed Active Transport Infrastructure Priority Program, LXRA works and park master plans.

The Cycle Strategy and Open Space Strategy also share an important synergy around providing connections to open spaces. These connections, if designed with safe and attractive cycle and pedestrian paths can help link open spaces throughout the Municipality allowing more people to access more places in a sustainable and equitable manner.

## Walking Strategy 2015-2023

The Walking Strategy prioritises sustainable transport and promotion of cycling and walking and has the following Vision and Aim.

**Vision:** *Greater Dandenong is a safe, lively, attractive city that has a culture of walking for both recreation and transport purposes.*

**Aim:** *Greater Dandenong will aim to increase the number of people walking by activating places, spaces and people through increased promotion, access and opportunity.*

Health guidelines promote 30 minutes of daily activity for adults; walking can easily help achieve these targets through recreational walking, walking to access jobs, shops or schools and walking to public transport.

The importance of increasing walking to Greater Dandenong is reflected in the number of Policies and Strategies that mention walking including those discussed previously as well as Greater Dandenong’s Green Wedge Management Plan 2015-2035, the Integrated Transport Strategy and Shared User Path Network Plan.

Community consultation was undertaken to inform the strategy and included the use of Crowd Spot Maps that allowed the community to identify ‘like spots’, ‘dislike spots’ and ‘idea spots’. The consultation also identified;

- The importance of creating places for people and activating places.
- The need to continually improve infrastructure.
- The value placed on having an aesthetically pleasing place to walk.

- The need to feel safe when walking and have safe places to walk.
- Having places to walk at all times of the day and night.
- The importance of wayfinding signage when walking.

The Walking Strategy, as with the Cycling Strategy, is an important contributor to the Open Space Strategy. The Strategy particularly addresses the need to create places for the community along walking tracks that contribute to improved amenity such as shade, drinking fountains, playgrounds and seating. These factors will be addressed in the Open Space Strategy when considering the connections between open spaces.

A summary of the relevant strategic actions is included in the Appendix, Chapter 8.

### **Playground Strategy (2013)**

The Playground Strategy seeks to *create a comprehensive playground network that meets the current and future recreational needs of Greater Dandenong residents over the next 20 years.*

The Strategy notes the importance of public parks and open spaces in the City, as they enable residents to engage in recreation and physical activity, and for the role they play as social hubs and gathering places.

The vision is underpinned by statements from the community consultation process of *Imagine 2030*, which include *sport and recreation opportunities will be affordable, diverse and accessible to all, especially for young people, families and those less well off than others. There will be opportunities for people of all backgrounds and ages to take part, and everyone in Greater Dandenong will have access to parks and open space in their localities to enjoy and recreate in.*

Playgrounds are noted as places for children to maintain a healthy lifestyle, and for families, community and social activity. They are places which contribute to children's physical, social, cognitive and emotional development and can prevent childhood obesity.

This strategy proposes a three-tiered hierarchy, **district, neighbourhood, and local.**

**District** playgrounds serve a catchment of 2 to 3 kilometres, can function as both local and neighbourhood playgrounds, and have the highest budget allocation.

**Neighbourhood** playgrounds serve a catchment of 800 metres, and can act as local playgrounds.

**Local** playgrounds are designed for walking distance and generally serve a 400m catchment.

Playgrounds share a strong relationship with open spaces, as places which provide play for younger people and foster community connection. The Open Space Strategy alignment with the Playground Strategy will promote the importance of the playground network, both as places for children to grow and connect and social hubs for a diverse community.

### **Sports Facilities Plan (2018)**

The Sports Facilities Plan provides guidance on the strategic delivery of new and improved sporting facilities throughout the City of Greater Dandenong. The purpose of the Plan is *to ensure a well-planned approach to the provision of quality sporting facilities in Greater Dandenong and thereby contribute to building active, healthy and successful communities.*

This Plan identifies aging infrastructure, condition of sports facilities, lack of synthetic playing fields, and competing club needs as some of the major issues facing sports facilities within the City of Greater Dandenong.

General trends include an increasing expectation of sporting facilities, growing demand for informal parkland, and a high diversity of population supporting the development of multi-use facilities.

The Plan proposes for future projects to be assessed with a 'Sports Facility Prioritisation Criteria', namely;

#### **1 Asset Management**

- Age and condition of infrastructure
- Design compliance
- Safety / risk management issues

**2 Participation** - demand for facilities based on participation / utilisation levels and trends

**3 Community benefit** – increasing capacity of facilities, provision of health / community benefits including multi-use, access for females, juniors people with a disability etc.

**4 Expressed demand** – based on current issues, usage requirements, site potential and / or strategic influences.

**5 Hierarchy** - facility classification (i.e. for premier, community and school sport facilities).

**6 Partnerships** - potential for partnerships and funding support

The connection between active recreation and health and wellbeing are well documented.

Given a growing population, the adaptability and development of sporting facilities is an important element of open space provision. The Open Space Strategy will take into consideration the demographic and facility trends provided by the Sports Facilities Plan and consider recommendations including the inclusion of school facilities and prioritised improvement of sporting infrastructure.

#### **Dog off-Leash Strategy 2011 (under review)**

The Dog Off Leash Strategy provides direction for the management of dogs in off leash areas throughout Greater Dandenong. These areas are noted to provide dogs with extensive and free exercise opportunities, safe areas for dog owners, and opportunities for community interaction.

This Strategy seeks to *provide a range of public parks and reserves within walking distance from most residents that are attractive, interesting, safe, readily accessible and comfortable places to be.*

Relevant objectives include;

- To minimise potential conflicts between off-leash areas and other park activities (such as playgrounds, sporting activities and conservation zones).
- To review the existing dog off-leash areas and supporting infrastructure requirements.
- To increase the use of under utilised parks / sections of parks.

Relevant policy approaches propose clear signage, clear designation of dog friendly areas, better fencing, and the development of clear Park Development Standards for off-leash areas.

Open space plays an important role in facilitating exercise requirements for dogs, and spaces for dog owners to meet each other and interact. Dog owners within Greater Dandenong have expressed a need to increase the number of off-leash areas within Greater Dandenong, and the Open Space Strategy will consider the objectives of the Dog Off Leash Strategy into planning open space provision.

## PLANNING AND DESIGN

### **Housing Strategy 2014-2024**

The Housing Strategy seeks to *foster a strong housing market that meets the community's diverse and changing needs, contributes to the revitalisation of the municipality, directs housing growth to appropriate locations and delivers housing that enables all residents to access a range of affordable, sustainable and well-designed housing products and services.*

The Strategy recognises that the significant purchase of land to add to public open space is not feasible, and creating sustainable and highly accessible housing which has proximity to a variety of services and amenities will ensure Greater Dandenong is well planned moving forward.

Given population growth, Noble Park, Noble Park North and Springvale are nominated as key priority suburbs for additional open space to serve existing and future residents, with new civic / open spaces already introduced in Springvale, Noble Park and Dandenong.

Development Contribution Plans are proposed for new developments, which will facilitate the requirement for housing and population growth to be accompanied by the provision of family services, parklands and other amenities, as well transport, drainage and community infrastructure.

Proximity to high quality open space is a primary principle of Open Space Strategies. The Housing Strategy provides a strong understanding of population growth within Greater Dandenong, and the appropriate provision of open space within the most critical areas will be of importance for the Open Space Strategy.

### **Neighbourhood Centre Planning Framework (2016)**

The Neighbourhood Centre Planning Framework assesses the performance of Greater Dandenong's local shopping areas and establishes a strategic framework in the form of a neighbourhood centre hierarchy that aligns with metropolitan and local planning strategy and responds to local social and economic conditions.

It is noted the location of each activity centre boundary, the location of existing areas of public open space was considered and whether it had a strong and functional inter-relationship with the Activity Centre.

This Framework proposes that funds obtained via Open Space Levy Contributions can be utilised for the delivery of urban public open space.

Civic and urban open spaces provide space for an interactive community, and alignment with the Neighbourhood Centre Planning Framework will be provided through consideration of these spaces within the Open Space Strategy.

### **Asset Management Strategy 2015-2022**

The Asset Management Strategy outlines a framework for asset management within Greater Dandenong. It seeks to *develop a structured set of actions aimed at enabling the City of Greater Dandenong (CGD) to improve its practices in asset management.*

Responsible for nearly \$63,657,000 in open space and related infrastructure, management and development of these assets in the future will underpin the successful provision of open space within Greater Dandenong.

Greater Dandenong is the most diverse municipality in Victoria, and there are large population and employment increases occurring. Delivering and improving assets is more achievable through a framework of defining, understanding, and then delivering assets.

The arrival of new residents and demographic changes including cultural and socio-economic differences are noted as challenges for managing the optimum level of infrastructure. The Open Space Strategy will promote maintenance and improvement to the open space provision in alignment with the Asset Management Strategy.

## ENVIRONMENT AND SUSTAINABILITY

### **Sustainability Strategy 2016-2030**

The Sustainability Strategy outlines goals, objectives and key priorities to promote a sustainable environment within Greater Dandenong.

**Vision:** *The City of Greater Dandenong is one of the most sustainable cities in Australia by 2030.*

To achieve this vision, *a cultural change will be required, both for the organisation and the community. This will require a change in our behaviours and practices that are resulting in the unsustainable use of the earth's resources.*

This Strategy seeks to create a City which greatly considers the natural environment and plans for sustainable future development. It notes that open space often greatly contributes to the viability and sustainability of the urban environment, by providing a range of environmental, social and economic benefits.

Goals to achieve by 2020 include an open space provision of 4.5 hectares per 1000 residents, greater numbers of residents within 500m of an open space, and an increased walking and cycling network.

Greater access to and provision of open space are both overarching goals the Open Space Strategy will seek to promote. Greater Dandenong's cultural diversity and both population and employment growth will see a focus upon sustainable outcomes within an urban context. The Open Space Strategy will seek to create synergy with the relevant priorities and objectives of the Sustainability Strategy.

### **Greening Our City - Urban Tree Strategy 2018-2028**

The Urban Tree Strategy promotes the retention, development and maintenance of the urban forest, through careful planning and ongoing management to create safe and amenable streetscapes.

It has a vision of a *healthy, green and resilient urban forest that is well managed, protected and provides benefits to the Community.*

The urban forest a highly valuable resource within Greater Dandenong which provides a wealth of benefits to the community. This Strategy considers the management of Council owned trees only. The 55, 000 street trees that council maintains are worth an estimated \$182 million.

Key objectives within the Strategy include the increase of canopy coverage within the entire municipality, particularly within areas which are poorly serviced, management of the interface between trees and infrastructure, and education regarding the importance of trees.

Trees often frame open spaces, and provide a multitude of benefits including temperature reduction, shade, a breakup of the built form, and spaces for children to play. The Open Space Strategy will assist in progressing Greater Dandenong toward being *one of the most sustainable cities in Australia by 2030*, by promoting the urban forest.

### **Sustainable Stormwater Strategy 2017-2037**

The Sustainable Stormwater Strategy outlines a strategic framework for Council and the community to work together to identify, protect and improve Greater Dandenong's waterways, reduce flood risk, and understand the sustainable use of water.

The vision of the strategy is to *develop and manage the drainage and waterways assets to create a clean, attractive, safe, resilient and environmentally sustainable City, where current and future generations enjoy a high quality of life.*

Relevant key objectives include:

- Understand, manage and reduce flood risks and pollution risks.
- Engage with residents and local businesses to improve our asset management.
- Manage and enhance our waterways and parks for the benefit of our community.

The Strategy proposes external collaboration with a variety of stakeholders including but not limited to Vicroads, Department of Environment Land, Water & Planning, the Environmental Protection Agency, Victorian State Emergency Services; and Melbourne Water.

Relevant strategic priorities for Parks, Reserves and Waterways across the City of Greater Dandenong include:

- Investigate and identify opportunities to recycle stormwater runoff for the irrigation of parks across the City of Greater Dandenong.
- Investigate and identify (collaboratively with Melbourne Water) opportunities to rehabilitate channelized section of waterways within the City of Greater Dandenong.
- Engage with adjacent Councils and other government stakeholders to promote a more integrated management of Dandenong Creek.

With the majority of water use by Council irrigating sporting facilities and open space, the proactive management of these facilities is crucial, particularly in times of drought.

The Sustainable Stormwater Strategy outlines the importance of successful water usage and management. Given the high importance of open space provision, a densifying municipality, and the benefits of natural waterways, the Open Space Strategy will work in conjunction with the goals and objectives of this Strategy to promote sustainable usage of water.

### **Sustainable Water Use Plan - Towards a Water Smart City 2008**

Towards a Water Smart City is a Plan for Council to better manage its water use.

The following key objectives are deemed relevant:

- To broaden accountability and ownership for water conservation and efficiency actions across Council.
- To respond to sound data, water audit outcomes and conservation strategies to facilitate improved costing and prioritisation of initiatives.
- To reduce water consumption through sustainable behaviour change.
- To facilitate a cultural change in the way Council manages its water use through integrating water conservation actions into council systems and processes.
- To increase rainwater harvesting, grey water reuse and recycled water use to replace potable water where appropriate.
- To assist Council in preparing for an uncertain future in terms of restricted water supply and increasing water prices.

Relevant Objectives relating to open space provision include:

- Reduce potable water used on Council's playing fields while still providing the level of service expected by the community.
- Reduce potable water used in the provision of garden beds / open space.
- Utilise alternatives to potable water – including increasing recycled water use where appropriate.
- Increase rainwater harvesting at Tatterson Park to irrigate ovals.

Sustainable water usage within open space can benefit from stormwater usage and technical improvements to reduce the consumption of potable water. The Open Space Strategy will encourage sustainable water usage through considerate water procedures to ensure alignment with the Sustainable Water Use Plan.

## COMMUNITY AND DEVELOPMENT

### **Children's Plan 2015-2019**

The Children's Plan provides a strategic framework to respond to the unique issues, challenges and opportunities identified for children and families

**Vision:** *A Child Friendly City, in which all children are valued, respected and celebrated.*

Relevant elements of a child friendly environment include:

- Providing a physical environment that supports healthy learning, development and wellbeing through footpaths and walkways, parks and playgrounds, sporting facilities, swimming pools and libraries, and neighbourhood facilities.
- Collaboration and partnership with Community, including parents, services providers and government bodies and agencies.
- Addressing safety and security concerns in parks, public facilities and transport.

The Plan identifies a need for: outdoor access and recreation, improved public transport, more walking and cycling, children and family friendly public spaces, and access to the natural environment.

Childhood engagement with open space can be limited due to cultural barriers and socio-economic disadvantage. The majority of children born within the City of Greater Dandenong have parents born overseas and speak English as a second language, therefore cross-cultural engagement is necessary to understand what children need.

The benefits of Open Space to children and childhood development are well founded. Promotion of access to green and open space can provide advantages for both children and their parents. Where possible, the Open Space Strategy will facilitate equitable access to open spaces for children, in alignment with the Children's Plan.

### **Community Engagement Policy & Framework (2013)**

The Community Engagement Policy outlines Council's role in providing activities which enhance opportunities for the community to express their expectations, aspirations and ideas. This Policy reflects the intentions of the 2017 Council Plan and applies to all Council staff, contract workers, consultants and all people who engage with the community on behalf of the Greater Dandenong City Council.

It is policy to:

- Ensure that the purpose of engagement is genuine and transparent.
- Employ various techniques and approaches to maximise community participation and provide respectful opportunities within reasonable timeframes.
- Provide information that is clear, easy to understand and accessible to all people.
- Value all participants' knowledge, expertise and experience and respect the different views and needs of participants.
- Undertake evaluation processes to ensure continuous improvement with consultation activities.
- Report back to the community in a timely manner and outline how feedback was considered and/or incorporated into the final outcomes.
- Ensure all activities undertaken are in accordance with Council's Privacy Policy.

Community engagement within the Open Space Strategy process will undertake consultation with a variety of stakeholders. The Community Engagement Policy will be considered when creating an Engagement Strategy and alignment will be ensured.

### **Youth Strategy 2016-2019**

The Youth Strategy provides a strategic framework to direct the work of Council Youth and Family Services.

The Strategy defines young people as those aged between 12-25 years who live, work, and study, socialise or are significantly attached to the municipality.

**Vision:** *Young people are valued, respected and supported to reach their full potential.*

Nearly half of the young people within the City of Greater Dandenong were born overseas and nearly two-thirds of young people in Greater Dandenong speak languages other than English at home.

The Strategy seeks to strengthen partnerships when it comes to the management of youth affairs, provide services across the continuum of care from early childhood through to adolescence, and engage with young people in meaningful discussion and decision making processes.

## 2.3 PLANNING PRACTICE NOTE 70

Youth are key users of open space facilities, and open spaces provide a space for young people to engage with their community and benefit from the variety of health and wellbeing benefits these spaces provide. The Open Space Strategy will consider youth and young people to ensure alignment with the Youth Strategy and the best interests of youth within the community.

### Community Safety Plan 2015-2022

The Community Safety Plan aims to *improve community perceptions of safety and reduce the risk of crime and anti-social behaviour*. The plan works toward these aims by:

- Enabling all residents to enjoy and contribute to well designed and accessible public spaces.
- Supporting respectful relationships and positive interactions between communities and individuals, so that all residents are safe in public and within their homes.
- Designing and maintaining public and private transport infrastructure for the safe movement of all residents.
- Addressing the causes and impacts of alcohol and other drugs through community education, regulation and designing harm minimising environments.
- Encouraging on-line safety while maximising the benefits of web based communications.

Relevant Principles include:

- Partnerships, cooperation and connections.
- Design and planning of public spaces to improve safety.
- Community development approach to community safety.

Safety of commuters, pedestrians, road users, youth, and the diverse community are all of concern for the Community Safety Plan, which seeks to provide access to *well designed and accessible public spaces*. The Open Space Strategy will consider the key objectives and actions of the Community Safety Plan to promote a community that feels safe, included and respected.

Planning Practice Note 70 is a Victorian State Government strategy which provides guidance to councils on preparing an Open Space Strategy and covers the reasons for preparing an Open Space Strategy and the possible inputs and outputs of the process. Key questions proposed by this Planning Practice Note for the overall Open Space Strategy process include:

- Who will be responsible for the implementation of the strategy?
- What is the budget of the strategy?
- How and where will the different types of open space be managed and improved?
- What is the existing use and demand?

It is suggested that this overall process should include:

- Identification of key stakeholders and a variety of ways to contribute to community consultation.
- Inclusion of internal stakeholders, including representatives from open space, strategic and statutory planning.
- Analysis of the strategic context and how the plan relates to other Council plans and strategies, to understand known issues that relate to open space across the municipality.
- Consideration of any previous plans, policy gaps and known issues that relate to open space across the municipality.
- A classification system that typically includes catchment, landscape character, and function.
- Development of key principles to underpin the overall process.
- Understanding of open space at a local and municipal level, including:
  - An inventory of open space including land ownership
  - Preparation of GIS mapping
  - Application of a classification system onto existing assets
  - Utilisation of PedShed's (pedestrian accessibility, in metres, from open space) to assess access.
- Analysis of possible population requirements from population projections, demographic profiles, and review of dwelling densities/development pressures.

- Gap analysis including:
  - Analysis and mapping of distribution, diversity, quantity, quality and location of open space.
  - Assessment of the implications on open space provision and design of participation projections, expressed/ latent demand and benefits sought as a result of demographic profiles, population growth and dwelling density.
  - Analysis of supply and demand from community consultation and stakeholder engagement.
- Regular review and monitoring to ensure the Open Space Strategy remains current and relevant. The review should consider, amongst other things, up-to-date ABS data, demographic analysis, VCAT decisions, panel reports and revisions to State policy.

Key outputs of the process include:

**The Discussion Paper**, which seeks to:

- Outline preliminary directions for future open space provision, policy and key issues.
- Offer the opportunity to identify innovative delivery options for new open space.
- Pose questions and seek specific feedback.
- Preliminary directions to generate more feedback ahead of the draft Open Space Strategy.

**The Draft Open Space Strategy**, which seeks to outline the overall open space approach.

The draft strategy:

- Should have a straightforward transition after community and stakeholder feedback.
- Often involves summarising key issues and identifying specific objectives, actions and policies to address each one.

**The Final Open Space Strategy:**

- Represents the culmination of the discussion paper, consultation and draft strategy.
- Should be adopted by Council and be linked to Council's corporate plan and annual budget to ensure a whole-of-Council approach to the implementation.
- Should be a concise representation of the open space issues and opportunities for the municipality.

- The Implementation Program / Plan which:
  - May form part of the main strategy or be a separate document.
  - Provides more detail on each of the implementation tasks, responsibilities, cost estimates and priorities.
  - Considers the statutory implementation of the Open Space Strategy through the planning scheme.

The Planning Practice Note also includes recommendations regarding the definition of open space as well as examples of classification systems to be tailored to the needs of the Open Space Strategy. The definitions of open space used in the Practice note are:

- Open space - land that provides recreation and leisure benefits
- Public open space – land in public ownership and/or under public management that provides recreation and leisure benefits
- Private open space - land that is privately owned and provides recreation and leisure benefits

The Practice Note acknowledges the importance of privately owned land, such as a private school or shopping centre, in contributing to the recreational and leisure benefit to the community. However, it is recommended that strategies and actions set out in the Open Space Strategy should generally relate to publically owned and/or managed open space.

## 2.4 GREATER DANDENONG PLANNING SCHEME

The Practice Note suggests that the classification system should generally cover:

- The catchment – who will use the open space
- The landscape character – what the open space looks like
- The function – the role of the open space

It may also include the settlement type, for instance; mixed use / medium high density, coastal village, low density / rural living, and rural. The classification system is particularly important in helping Council to achieve the nominated levels of service, a key requirement of the Asset Management Plan, discussed in more detail in Chapter 2.5. The suggestions and structure provided within the Practice Note have been considered through the process of preparing this Analysis and Discussion Paper to ensure alignment with State and Local government expectations. This Discussion Paper is the initial step in the delivery of the final Open Space Strategy and Implementation Plan.

The Planning Policy Framework (PPF) has numerous overarching clauses relating to open space that are applied to the whole State of Victoria; primarily Clause 11 Settlement, Clause 19.02-6R Open Space, Clause 12 Environmental and Landscape Values, and Clause 15 Built Environment and Heritage.

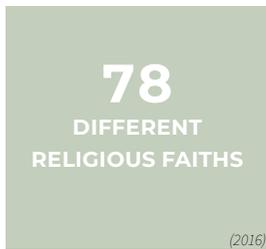
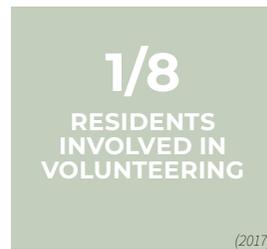
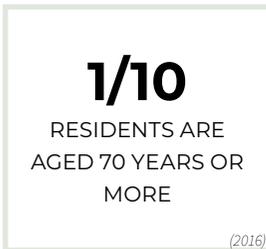
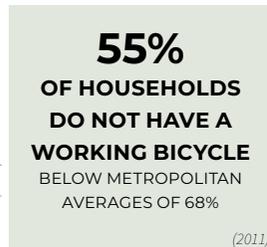
These policies seek to ensure the protection of the natural environment, heritage, the built environment, biodiversity and open space. They strive to ensure development of linkages between open spaces, provision of open space in areas that have an undersupply, and provision of open space for community uses and to promote neighbourhoods which provide community activity and wellbeing throughout Victoria.

The Local Planning Policy Framework, which is specific to the City of Greater Dandenong, has numerous clauses relating to open space. These include Clause 21.06 Open Space and the Natural Environment, Clause 22.01 Chain of Parks, Clause 53.01 Public Open Space Contributions and Subdivision, and Clause 56.05 Urban Landscape.

These policies seek to ensure open space provides a range of appropriate facilities which serve a diverse community, prioritise protection and regeneration of significant vegetation and biodiversity, foster connectivity within and between open spaces, utilise best practice approaches regarding water usage, and promote the appropriate actions regarding Public Open Space Contributions.

This broad guidance is explored further in 7.1 Statutory Framework, and 8.1 Strategic Context Review. State and local policy is responded to with consideration of the overall Open Space Strategy process. Relevant processes which will consider this legislation include but are not limited to:

- Promotion of connectivity within and between open spaces, in line with Clause 22.01 Chain of Parks and Clause 19.02-6R Open Space.
- Understanding and investigation of the diverse community voice, in line with 21.06-1 Open Space.
- Analysis of where provision of open space will be most important, in line with Clause 19.02-6R Open Space.
- Recognition of how to promote a healthy community, in line with 15.01-6 Healthy Neighbourhoods.
- Understanding and analysis of significant open space sites, in line with Clause 12 Environmental and Landscape Values.
- Demonstration of the appropriate process for open space contributions, in line with 53.01 Public Open Space Contributions.



## 2.5 ASSET MANAGEMENT

Greater Dandenong’s Open Space Strategy is a key component in ensuring the City of Greater Dandenong can achieve the vision and objectives set out in the Asset Management Plan 2015-2021. The open space assets within Greater Dandenong have been calculated within the Asset Management Plan as having a replacement value calculated at June 2014 of \$63,657,000, with a total value of all assets valued at more than \$2 billion.

The vision for the Asset Management Plan is:

*‘As custodians of community assets, the City of Greater Dandenong will provide assets that are accessible, safe, sustainable and responsive to the needs of the community and the contemporary environment.’*

The objectives are:

- To achieve Best Appropriate Practice in Asset Management as it applies to the different asset groups.
- To adopt a long term sustainable asset management approach, incorporating life cycle costing into capital investment decisions, including new, expansion or upgrade projects funded by external grants.
- To develop and review Asset Management Plans for each infrastructure asset group, that link to Long Term Financial Strategy and local government performance and financial reporting frameworks.
- To develop and review service targets and standards in consultation with the community, to ensure long term sustainability of the assets supporting service delivery.
- To give priority to asset renewal or refurbishment when making capital investment decisions thereby ensuring Council’s existing assets are properly maintained for ongoing provision of acceptable levels of service.
- To develop effective and affordable preventative maintenance programs aimed at minimising life cycle costs and maximising the service potential of assets.
- To apply appropriate risk management principles and practices for staff, contractors, property and the community.
- To implement and maintain an integrated Asset Management System to ensure a common asset data set is available for strategic, operational and financial reporting purposes.
- To be a progressive Council in Asset Management by incorporating cross collaboration and cultural change.

## 2.6 EXISTING OPEN SPACE POLICY

The Asset Management Plan, as it applies to open space will require the Open Space Strategy and accompanying Implementation Plan to assist Council in making decisions on the expenditure of the budget to meet designated 'levels of service' for the community under the following categories:

- Recurrent Operation Funding – Maintenance and operations
- Asset Management – Refurbishment and renewal, and
- Capital – New/upgrade.

The 'level of service' is determined by community needs and expectations balanced with industry best practice of asset management and the 'level of service'; for each individual category that is written into the Asset Management Plan.

This means that open space, as an asset, must have quantifiable, measurable attributes that are documented to allow Council to make informed decisions about issues such as the maintenance and / or, upgrading of existing open space, the delivery of new open space and the provision of new infrastructure to improve accessibility to open space.

Within this Discussion Paper, the need for these quantifiable, measurable attributes is addressed in the review of the hierarchy and typologies of open space and their accompanying Park Development Standards located in Chapter 4.2 as well as in the mapping of existing open spaces in Chapter 5. This will assist in identifying open space gaps, with analysis provided by PedSheds based upon the updated hierarchies at a later stage.

### OPEN SPACE STRATEGY 2009 & OPEN SPACE ACTION PLAN 2010

The City of Greater Dandenong Open Space Strategy 2009 provided a 20-year strategic plan for open space within the municipality. It is the supporting document for the Schedule to Clause 53.01 – Public Open Space Contribution and Subdivision.

The main types of open space identified were passive reserves – 60% of open space, sports reserves – 30% of open space, and bushland reserves – 10% of open space. The catchment (hierarchy) of open space was designated as:

- District Passive Parks – Large reserves that provide a large range of activities for active, passive and informal recreation, comprising approximately 38% or 216 hectares of total open space.
- Neighbourhood Passive Parks – Medium sized open spaces that provide opportunities for a range of activities - generally 0.5 - <1 hectare.
- Local Passive Parks – Smaller open spaces that primarily provide opportunities for passive recreation, relaxation or play - areas under 1000 sqm.
- Sports Reserves – Areas developed mainly for organised (club based) sporting purposes.
- Bushland/Nature Conservation Reserves – areas of remnant vegetation and indigenous flora/fauna.

Goals for the provision of open space in the 2009 Strategy are:

- A minimum average of 4.5 hectares of parks and reserves per 1,000 residents across the municipality (current provision level is 4.3 hectares).
- Included in the above, a minimum of 1.5 hectares of parks for sports, and 2 hectares for all other types of activities.
- An easily accessible park (generally 5,000 sqm minimum) within 500m of most houses.
- A minimum average size of 2,500 sqm for local parks, 5,000 – 10,000 sqm for neighbourhood parks, and 3 hectares for district parks.
- To provide parks with a good range of appropriate facilities and activities, with at least 50% of parks at a medium or higher quantity level.

Open Space Type and Function	Catchment	Provision Goals
Passive reserves Bushland/Natural conservation	Local Neighbourhood, and District	Minimum combined 2 hectares (inc. associated infrastructure) per 1,000 residents.
Urban and civic spaces	Local Neighbourhood, and District	
Play spaces	Local Neighbourhood, and District	In accordance with the Playground Strategy (2004)
Cultural heritage spaces	District	As significance is identified.
Dog off Leash areas	Local Neighbourhood, and District	In accordance with a dog off leash policy to be developed
Sports reserves	District	Minimum 1.5 hectares (inc. associated infrastructure) per 1,000 residents.
Linking and connecting spaces	Immediately adjoining and broader community for passive recreation and movement/connectivity.	No minimum provision. In accordance with the Bicycle/ Shared Path Network Plan (2008)
Open Space Hierarchy	Catchment	Provision Goals
Small Local Passive ('pocket park') space	Immediately adjoining area.	Provision: No additional facilities.  Area: No minimum area.
Local Passive space	400 - 500 m safe walking distance.	Area: Minimum 2,500 square metres.
Neighbourhood Passive space	500 m safe walking distance.	Area: Minimum 5,000 square metres.
District Passive space	500m + safe walking distance.  Also serves broader South-East region.	Area: Minimum 3 hectares.
District Sports reserve	500m + distance  Also serves broader South-East region.	Area: Minimum 3 hectares.
District Bushland reserve	500m + distance  Also serves broader South-East region.	Area: No minimum.

**FIGURE 2A**  
OPEN SPACE PROVISION GOALS (TABLE 1 - 2009 STRATEGY)

The adjacent Open Space Provision Goals (Figure 2A) identify the Open Space Type and Function and Open Space Hierarchy, where these spaces are likely to be, and the suggested provision goals of the 2009 Strategy. Examining the previous strategy will determine an appropriate method moving forward. The new Open Space Strategy will update the hierarchy, typology, catchment, and provision goals. This analysis is within Chapter 4 - What?

The 2009 Open Space Strategy was developed prior to the planning and delivery of the Keysborough South residential area. This area is identified in the population data in Chapter 6 as one that has undergone considerable growth as a result of broadhectare land. The proposed Open Space Strategy must incorporate this population growth in new recommendations.

## 2.7 ACTION PLAN REVIEW

Accompanying the 2009 Open Space Strategy was the Open Space Action Plan 2010. The plan identified actions to achieve improved access, management, and facilities within open space. It included priorities, timeframes, required resources and potential funding sources. The vast majority of actions from this Action Plan have been completed or are in progress.

The Action Plan identified four key priority suburbs; Noble Park, Noble Park North, Springvale and Springvale South, and three overall key priorities for future open space planning and management, comprising:

1. Improved access to open space.
2. More sports reserves.
3. Improved facilities.

The Action Plan Report Card of the Background Report identifies 28% of the Actions as In Progress, and 7% yet to be commenced. The following summary measures the achievements of the Action Plan regarding the above priorities.

Improved access to open space:

- Creation and improvement of bicycle / pedestrian links between significant reserves and community facilities. The LXRA shared walking and cycling path 'Djerring Way' connection between Springvale Reserve and Ross Reserve is to be completed by the end of 2018 and will enable a significant mobility improvement between the Noble Park and Springvale activity centres.
- The potential Sandown Racecourse redevelopment will potentially include access improvements to Mile Creek and additional open space.
- The development of the Walking Plan, Cycling Plan, and Activate Strategy have promoted increased awareness of accessibility to open spaces, promoting improved activity levels and health benefits throughout the community. These documents include the identification of improvements and principles to involve less able members of the community.
- Completion of the 2011 Dogs Off Leash Strategy encouraged increased open space utilisation by dogs and their owners.
- Improvement of the open space provision within the Dandenong South and Keysborough industrial areas.

More sports reserves:

- Agreements between the Department of Education, Council, and education facilities within Greater Dandenong have occurred, regarding the sharing of school campuses during out of school hours. This has improved open space provision particularly in Noble Park, Springvale, and Noble Park North.
- Based on the Actions identified within the Sports Facilities Plan 2015, additional sports open space has been identified and promoted.

Improved facilities:

- Improved reserve quality including more and better facilities, particularly within Springvale South.
- The implementation of a program of public open space maintenance.
- Preparation of the Playground Strategy, with a new strategy endorsed in 2013, to prioritise playground improvement throughout the municipality. Many new playgrounds have been developed since this Strategy was adopted in 2013.
- Investigation regarding the need for community gardens, including trials within Melbourne University on how to grow mainly tropical foods in colder climates.

Overarching achievements of the Action Plan which address multiple priorities include:

- Continuation of the development of park and reserve master plans.
- Completion of park master plans for significant district parks including Tatterson Park, Dandenong Park, Frederick Wachter Reserve, Warner Reserve, Burden Park, Parkfield Reserve and Ross Reserve.
- Improvements to the railway corridor including the Springvale grade separation and the level crossing removal project between Springvale and Noble Park.
- Identification of where native vegetation lies within the municipality, proposing protection and enhancement measures, through the Living Links Master Plan (2014) and other projects.
- Protection of cultural heritage, particularly the protection of Indigenous Heritage by means of historic narratives, Indigenous place names and references to the Indigenous landscape.

This Discussion and Analysis Paper and subsequent Open Space Strategy will enable the implementation of several incomplete Actions from the 2010 Action Plan, including:

- Preparation of a finance policy for the management of open space contributions.
- Suggestion and establishment of a purchasing priority for additional open space within key priority suburbs. Gap, contribution and acquisition analysis will determine where the lack of open space provision is most significant.

The following additional gaps from the 2010 Action Plan will be considered in the preparation of the Open Space Strategy and new Action Plan and incorporated where appropriate:

- Understanding the necessity of maintenance and upgrades, including the potential hierarchical priority of upgrades and maintenance work.
- Inclusion of open space provision and connection regarding the potential Sandown Racecourse development, including partnerships between Melbourne Racing Club and Council.
- Promotion of the implementation of the Chain of Parks, including communication with the City of Kingston.
- Identification of which park and reserve master plans should be prioritised.
- Preparation of park master plans or concept plans for remaining high priority parks and reserves.
- Creation of an official process for identifying culturally significant sites.

Implementation of the new Open Space Strategy and Action Plan, as with the previous plans, will rely upon a variety of resources, including capital works and operational budgets, cross-department communication, external communication with other agencies including the Department of Education and Training (DET) and Melbourne Water, related strategies, and park master plans. The new Action Plan will contain a range of implementation priorities, with cross-department communication and annual reportage essential elements. An adaptive implementation process will seek to enable actions that are flexible in the face of the changing needs of the community. These needs will be informed through community consultation as a part of this process and a continued commitment to ongoing consultation. Communication with external agencies including Melbourne Water and DET are part of an emphasis upon the formation of partnerships to achieve the goals of the Open Space Strategy.

Based on the success of the previous Action Plan and Open Space Strategy, it is considered that the success of future implementation and actions plan items will require:

- Internal and external communication and partnerships.
- Application of the overarching strategic context and alignment with Councils internal frameworks, strategies and plans.
- Alignment with best practice within Asset Management.
- Implementation of a Capital Improvement Program – as stated by the Council Plan.
- Deep understanding and analysis of the community voice.
- Promotion of non-traditional open space utilisation.
- Implementation of prioritisation procedures for improvement works.
- An overarching goal of the development of quality, flexible, multipurpose open spaces.

## 2.8 KEY OUTCOMES & NEXT STEPS

### KEY OUTCOMES

- The benefits of open space to the health and wellbeing of communities and the environmental sustainability of urban places is significant. These benefits are the subject of extensive research around the world; research which can be utilised to provide evidence based support for recommendations within the Open Space Strategy.
- The Open Space Strategy is a key document in setting the future aspirations and goals for the City of Greater Dandenong's provision of open space for its community. The numerous references to open space made within the strategic plans that sit above the Open Space Strategy including the Council Plan, Community Wellbeing Plan, and Imagine 2030 Community Plan. These documents support the importance of open space to the community of Greater Dandenong.
- The Open Space Strategy sits above some Council strategies, plans and frameworks in hierarchy and should be informed by and guide the open space related components of these other documents.
- The Planning Practice Note 70 provides clear guidance for the preparation of Open Space Strategies, Discussion Papers and Implementation Plans and should be used as a reference at all stages of preparation of this document and the Open Space Strategy. It also includes some suggestions regarding classification systems and open space definitions.
- The goals within the Open Space Strategy must be based on the existing community needs as well as the known and potential future needs of residents. These needs are, in part, captured by existing community consultation outputs, however further consultation will be required on the draft Open Space Strategy. Future needs are also considered through population and demographic data; where and how the City of Greater Dandenong may grow, which are discussed in Chapters 5, 6 and 7.
- The Open Space Strategy must provide a clear classification and typology matrix as well as informed recommendations to meet the requirements of the Asset Management Plan.

- The success of the previous Open Space Strategy and accompanying Action Plan has been documented in the Open Space Action Plan Report Card. This process of review and assessment should continue to be applied to the new Open Space Strategy and Implementation Plan/Action Plan. Where existing actions have not been undertaken or completed, these actions should be considered for inclusion into the new strategy if still relevant.
- The Open Space Strategy must provide Council with information suitable to make informed decisions in line with Best Appropriate Practice Asset Management.

### NEXT STEPS

- Assess remaining actions from the 2010 Action Plan to determine if they remain relevant, assessing difficulties these Actions may have encountered, and carry them into the new Implementation Plan/Action Plan
  - These will be considered in conjunction with new recommendations once further consultation and analysis is undertaken.
- Apply the strategic framework to the Discussion Paper and Open Space Strategy including any new strategies developed by Council.
  - This is being applied throughout the Discussion Paper as well as through further consultation with Council officers regarding new and underway strategies.
- Review the three overall priorities in the 2010 Action Plan in relation to existing provision and with the data from community consultation to determine if they remain the top three priorities.
  - Improved access, more sports reserves and improved facilities will be reviewed through further community consultation and analysis.
- Develop a clear classification matrix for the Open Space Strategy suitable for Asset Management practices
  - A draft classification matrix is proposed in Chapter 4.

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# 03

## WHO

3.1 Community Profile

3.2 Engagement Approach

3.3 Stage 1 Consultation Summary

3.4 Previous Consultation Summary

3.5 Suggest Engagement Activities

3.6 Key Outcomes & Next Steps

## 3.1 COMMUNITY PROFILE

The following data has been presented in the Community Wellbeing Plan (2017-2021) or the Health and Wellbeing Profile (2018). The City of Greater Dandenong has approximately 170,000 residents living within a 129 sq. km area of Melbourne's south-east. The Greater Dandenong community is comprised of residents from over 150 different birthplaces with nearly two thirds of the population born overseas. It is the most culturally diverse and second most linguistically diverse locality within Australia. Over half of the residents of this municipality are from nations where English is not the main spoken language, including Vietnam, Cambodia, Sri Lanka, India, China, Italy, Greece, Bosnia and Afghanistan. Of residents aged between 12 and 24, 70% speak languages other than English at home, and nearly 20% of residents have limited fluency in spoken English, four times the metropolitan level. Major increases of population since 2011 include Indian, Afghani, Vietnamese, and Cambodian migrants.

Over 80% of residents who gave birth in the municipality in 2015/16 were born overseas, and over 75% of families with children had two parents born overseas compared with less than 25% in Victoria as a whole. In 2017, 25% of Victorian asylum-seekers resided in Greater Dandenong.

In 2016, 97,000 people worked in Greater Dandenong, hosting 38,000 more jobs than the number of residents in paid employment. The major employment sectors include manufacturing, retail, health care, construction, transport/logistics, and education. Manufacturing represented 22% of employment within the City, nearly three times that of the State average. In 2016 the median individual weekly gross income was \$476, the lowest level in Victoria.

In 2016, there were 38,471 families in Greater Dandenong; 26% were couples, 55% couples with children, 18% one parent families, and the remainder other family types.

The 2015 VicHealth Indicators Survey recorded a wellbeing index of 75 for Greater Dandenong, the third lowest in Victoria. Greater Dandenong recorded the second lowest proportion of community organisation members, and the lowest rate of volunteering.

The Victorian Population Health Survey found that 27% of residents in Greater Dandenong perceived their health as 'fair' or 'poor', the second highest level of poor health reportage in metropolitan Melbourne. Within the Greater Dandenong municipality, the number of people diagnosed with diabetes is nearly double the Victorian average.

Public spaces, sport and recreation, physical activity, and parks and reserves are among the most prevalent concerns of Greater Dandenong residents. In 2014/15, over a third of residents had not exercised in the week prior to being surveyed, and a third generally did not do more than 30 minutes of physical activity per week. Participation rates of physical activity within the City of Greater Dandenong are lower than the Melbourne Metropolitan average within both organised and non-organised pursuits, and a significantly lower proportion of individuals visit a green space at least once a week.

In 2013, 35.8% of female and 31.9% of male residents did not meet physical activity guidelines. Males who speak a European language at home are more likely to engage in physical activity, while females who speak a non-European language at home are less likely to participate in exercise activities compared with other females.

In Australia, walking is by far the most popular physical activity, followed by fitness / gym, athletics, cycling, and swimming. In Greater Dandenong, compared with the Victorian and Australian populations, walking, swimming and cycling are far more popular activities than the less popular activities of basketball, football (soccer) and dance. Gym / fitness, golf and Australian Rules Football rank even lower compared with state and national averages. Walking is by far the most popular activity for older people, with basketball, tennis, swimming, soccer, walking, running and fitness more popular among younger residents. Significant diversity within the municipality is outlined by the recreation and sporting trends within the municipality.

## 3.2 ENGAGEMENT APPROACH

	Purpose of Engagement	Tentative Dates
STAGE 1	<b>COUNCIL BACKGROUND WORK</b> Engagement with existing staff. Engagement with Council officers to gain insights about existing works, strategies, aspirations and opportunities for the strategy.	2018
STAGE 2	<b>PREPARATION OF ISSUES PAPER</b> Undertake a desktop review of existing community feedback received through other community engagement activities. Test the proposed framework and open space definition with key staff including: <ul style="list-style-type: none"> <li>• Open Space &amp; Playgrounds</li> <li>• Sports &amp; Facilities</li> <li>• Asset Management</li> </ul>	2018
STAGE 3	<b>ENGAGEMENT PHASE 1</b> Provide feedback to the community on what we have heard so far. Prepare a newsletter outlining the project, including identified emerging issues to date, and links to ways the community can provide additional feedback. This may include Online Surveys and an Online Mapping Tool.	Early 2019
STAGE 4	PREPARATION OF DRAFT STRATEGY & ACTION PLAN	Early - Mid 2019
STAGE 5	<b>ENGAGEMENT PHASE 2</b> Gain feedback on the draft open space strategy including Broad and Targeted Engagement	TBC
STAGE 6	FINAL OPEN SPACE STRATEGY & ACTION PLAN	TBC

TABLE 3A SUGGESTED APPROACH AND TIMING

## 3.3 STAGE 1 CONSULTATION SUMMARY

The following provides a summary of the consultation undertaken with various Council departments covering a variety of topics and projects. This consultation is a key step in understanding the needs of the different units within Council that work collectively together to deliver, maintain and program open space throughout the municipality. The following provides a thematic summary of the key topics.

### BACKGROUND WORK

Additional research is necessary for the Open Space Strategy, and should be undertaken to measure existing space, set appropriate targets, and understand local demographics. The children's forum and the Harmony Square Survey, safety audits, Council policy and existing master plans should inform the new Open Space Strategy.

### STRATEGIC DIRECTION

The new Open Space Strategy should align with relevant local policy, connect to the larger municipal context, and consider relevant strategies from other municipalities while preserving the best elements of the existing open space strategy. A consistent open space hierarchy should be developed across all of Council.

### ACCESSIBILITY & INCLUSION

Open space should respond to cultural differences and demographic change, and should be accessible to all genders, abilities, and ages.

### OPEN SPACE USAGE

Open space should accommodate formal and informal uses, passive and active recreation, and community events, while

being functional and safe. Community awareness regarding the potential of activity centres and urban open space should be promoted.

### ENVIRONMENT

The strategy should not have an exclusively anthropogenic focus. It should consider environmental impacts and align with environmental policy, maximising tree canopy and utilising streets as open spaces, and consider wetlands and drainage.

### OPEN SPACE CREATION & UTILISATION

Significant support exists for the creation of quality open spaces, improvement of existing spaces, and the better utilisation of existing areas and spaces including streets and reserves. Open space creation should be appropriately located and accompany new development.

### STAKEHOLDER PARTNERSHIPS & CONTRIBUTIONS

Council should not be solely responsible for all open space provision. Consideration of open space opportunities through stakeholders should coincide with private development.

## 3.4 COMMUNITY CONSULTATION SUMMARY - PREVIOUS CONSULTATION

There is a considerable amount of existing community engagement/feedback about the needs, wants and experience of different open spaces across the municipality. A summary has been created of previous consultation, including the Springvale Boulevard Project, Imagine 2030 and Activate Sport and Recreation Strategy, Sport and Active Recreation Participation Survey, Children's Plan, Dog's off Leash Strategy, Budget Consultation Responses (2017), Future of Parks Community Consultation (2018), Shaping Your Greater Dandenong - Community Ideas and Comments, Council Plan (2017), Cycling Strategy, and Walking Strategy. The accompanying images are of a variety of spaces which provide diverse community benefits, spaces for people to unwind, exercise, explore and interact.

A detailed summary of the consultation outputs is included in the Appendix, the below captures the key outputs. These outputs have also generally been identified in Council Strategies and Plans summarised in Chapter 2.

Current issues:

- Open space usage is currently dominated by traditional sporting groups.
- Open spaces are being utilised at different rates and frequencies with some spaces more popular than others.
- There is a lack of respite areas within Activity Centres, particularly in Springvale.
- Linkages between parks can be difficult.
- Not all parks have the same offering and some participants think some parks are attracting more funding/investment than others.

Generally, current residents living within the municipality desire:

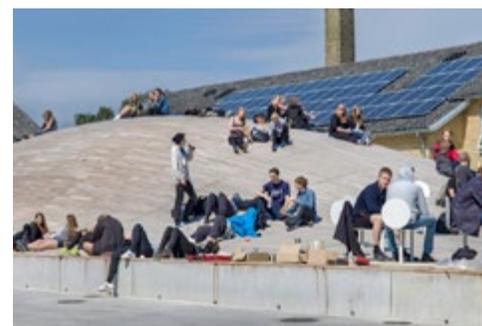
- More flexibility regarding how open spaces are used with less dominance of a particular use or group.
- More walking paths.
- More youth spaces.
- More exercise stations.
- More signage and wayfinding measures so they can navigate the local area.
- More space for cultural expression, performance, celebration and events.
- More outdoor spaces to provide opportunities to be with trees and nature.
- Improved access and car parking for all ages and abilities.
- More equity across the municipality so that all communities have the same level of access to the variety and quality of perceived spaces afforded to some of the newer communities such as Keysborough.



Packer Park - City of Glen Eira, VIC  
Images: City of Glen Eira - [gleneira.vic.gov.au](http://gleneira.vic.gov.au)



C-Square Plaza - The Marc Boutin Arch. Coll., Canada  
Images: The Marc Boutin Arch. Coll. - [the-mbac.ca](http://the-mbac.ca)



Gammel Hellerup Gymnasium - BIG, Denmark  
Images: Jens Lindhe - [archdaily.com](http://archdaily.com)



The future needs of residents within CGD include:

- Protection of parks and nature.
- Recognition of the importance of walking to and around parks.
- Open space which offers a good mix of formal and informal activity spaces.
- Bicycle pathing upgrades.
- Recognition of the increasing demand for:
  - Space for physical activity / non-organised activities.
  - Spaces for cultural expression.
  - Exercise equipment.
  - Basketball and social sport facilities.
  - Green spaces for walking.
  - Spaces for community events.
  - Non-traditional sports.
  - Bicycle and walking paths.
  - Meaningful open space for extended visits.
  - Access to technology (WIFI).

Existing feedback suggests that open space plays a range of different roles or functions for the community including, as a place to:

- Play and be active for all ages, cultures and abilities (an alternative backyard).
- Celebrate and create social connections (festivals, events, parties, celebrations).
- Play organised sport.
- Be physically active such as a walking and exercise opportunities.
- Access nature and biodiversity, wildlife and sunshine.
- A place for cultural expression.
- Meaningful open space for extended visits.



Valley Reserve Adventure Play - Playce, VIC  
Images: Playce - playce.com



Harmony Square - Dandenong, VIC  
Images: John Gollings - archdaily.com



Into the Wild - Openfabric + Dmau, Netherlands  
Images: Mulvihill, Gennari, Garofalo - openfabric.eu



## 3.5 SUGGESTED ENGAGEMENT ACTIVITIES

Community engagement approaches are most successful when a well-balanced cross-section of the community is represented within the process. The inclusion of a variety of engagement approaches will ensure that the great diversity within the City of Greater Dandenong community is represented as far as possible.

Proposed processes include online methods, one-one-one and small group discussions, surveys and questionnaires, and pop-up events for clubs and groups using open space. This variety of methods will ensure that an assortment of the community will be targeted, including but not limited to key stakeholders, the online community, those more inclined to physical surveys, those within the high traffic areas of sporting clubs, and anyone who wishes to explore open space usage within Greater Dandenong.

Table 3B provides a summary of potential engagement activities.

Approach	Purpose	Description
<b>Website Updates and Bulletins</b>	Project updates to keep the community and stakeholders up-to-date on project issues, timing and outcomes.	Both hard copy/ electronic and website updates to provide a range of ways to receive project updates, information and advertise upcoming consultation opportunities.
<b>One-on-one interviews or targeted Small Group Discussions</b>	Targeted conversations with key stakeholders.	Small group discussions are an effective way to engaged clubs and groups operating in the sport reserve and Council staff.
<b>Postcard (optional)</b>	Project postcard to publicise and promote the weblink to the online survey and promotion of the pop-up events.	Prepare an A5 project postcard with a link to the online survey and promotion of the pop-up event. Letter drop the postcard to various clubs and groups that use open space.
<b>Surveys and Questionnaires</b>	Detailed feedback from community and stakeholders.	Online and hard-copy surveys will be used to understand key aspirations, issues, ideas and opportunities for the strategy.
<b>Pop-up event on site for clubs and groups using open spaces</b>	It's important to take the engagement to popular or well trafficked areas to engage community members that may not be aware of the project. Having well branded and promoted locations can help break down barriers for participating for harder to reach community members.	Portable panels/ information sheets will be prepared and will moved between different open spaces. It's possible to partner with a community groups to host a sausage sizzle or children event to create a community atmosphere. Running these events while a sporting club is present on-site will help create interest and buzz about the project.

**TABLE 3B**  
POTENTIAL ENGAGEMENT ACTIVITIES

## 3.6 KEY OUTCOMES & NEXT STEPS

### KEY OUTCOMES

The outcome of previous community consultation has, in general, been captured in the Council Plans and Strategies with consistent themes appearing. These themes include:

- The City of Greater Dandenong has an incredibly diverse population.
- The culturally diverse community needs and use of open space is not fully understood or captured in the provision and development of open space.
- The recreational needs of the population are not fully understood and/or catered for in the existing open space provision and policy.
- The self-assessed health, documented level of physical activity, community organisation participation and volunteering within the municipality are very low compared to the Victorian average.
- The Open Space Strategy should consider environmental impacts as well as human ones.
- The Open Space Strategy should align with the existing strategic direction of the City of Greater Dandenong and consider relevant strategies from other municipalities.
- Open space should seek to understand and respond to cultural diversity within Greater Dandenong.
- A consistent open space hierarchy should be developed across all of Council.
- Open space should provide a variety of facilities within green and urban spaces.
- Open space development should coincide with population growth.
- Further engagement will help identify where the gaps lie.

### NEXT STEPS

Build on existing community feedback to identify the key issues, needs and wants identified through other open space projects.

Gather further feedback from stakeholders to inform the Open Space Strategy including:

- Council staff
- The broader community
- Target community members or groups

This process will identify:

- Who is using open space?
- What types of activities and spaces are important?
- What do residents access?
- What can't residents access?
- How are individuals motivated to utilise open space?
- What type of open spaces will motivate people?
- What quality or standard of open space do people expect?

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# 04

## WHAT?

4.1 Definition of Open Space

4.2 Open Space Provision Standards

4.3 Classifications

4.4 Principles

4.5 Defining Quality

4.6 Usage Patterns

4.7 Density & Open Space

4.8 Key Outcomes & Next Steps

## 4.1 DEFINITION OF OPEN SPACE

The definition of public open space utilised in the Open Space Strategy (2009) refers to *all land which is freely accessible that people can visit for recreation, relaxation and socialisation, including organised sporting activities and informal play*. The primary focus being on spaces that are freely accessible, fit for purpose, and largely free from constraints and encumbrances.

The definition does not explicitly refer to Council owned land, however the mapping data and Action Plan deal almost exclusively with this land as opposed to land owned by the State Government, private organisations or other agencies.

While the 2009 Strategy focuses on ‘freely accessible’ Council owned public open space, it is noted that other open spaces can provide value to the open space network through visual amenity, biodiversity, habitat links and differing levels of public use.

Introducing terminology and associated definitions for public open space, restricted or encumbered public land and private open space would contribute to the variety of open spaces considered within the strategy and help stimulate the discussion about the possibilities of these spaces within the community.

The Victorian Planning Authority (VPA) has developed a comprehensive data set through the Metropolitan Open Space Network in 2016. The proposed open space definition used for the data set is as follows:

Open Space: Land that provides outdoor recreation, leisure and/or environmental benefits and/or visual amenity		
Public Open Space	Restricted Public Land	Private Open Space
<ul style="list-style-type: none"> <li>Publicly owned</li> <li>Publicly accessible</li> <li>Primary purpose is outdoor recreation and leisure, conservation, waterways and/or heritage</li> <li>Provides one or more of outdoor recreation, leisure and environmental benefits and/or visual amenity</li> </ul>	<ul style="list-style-type: none"> <li>Publicly owned</li> <li>Publicly access and/or use restricted</li> <li>Primary purpose is outdoor recreation, conservation, heritage and/or services including transport, education, water, health or utilities</li> <li>Provides one or more of outdoor recreation, leisure and environmental benefits and/or visual amenity</li> </ul>	<ul style="list-style-type: none"> <li>Privately owned or leased on a long term basis to private operators</li> <li>Public access is prohibited or significantly restricted</li> <li>May still provide public benefits via environmental services and visual amenity</li> </ul>

These definitions are recommended to be included in the new Open Space Strategy allowing for synergies between Council data and VPA data.

This dataset is valuable in its classification of access levels to these open space assets. The dataset includes the network of spaces not primarily nominated for recreational needs, including:

- Government schools
- Non-government schools
- Tertiary institutions
- Cemeteries
- Services, utilities and transport reserves.

## 4.2 OPEN SPACE PROVISION STANDARDS

The adequate provision of open space for a given area is a difficult rate to determine. A variety of factors may play a role in justifying a specific rate of open space provision per head of population. In the early twentieth century government in Britain and the United States sought to understand the minimum park allocation desirable for urban residents. This was considered a means of understanding the acceptable level of access to natural spaces.

Early provisions in the United States advised that no resident should be further than a 1/4 mile (400 metres) from a park, and there should be a minimum of 1 playground per 20,000 residents. (Byrne & Sipe 2010) In Britain, a standard of six acres (2.43 hectares) of open space per 1000 population was proposed, and not long after a national standard of 4 acres per 1000 head of population emerged. In in the early 1970s the United States followed suit, and national standards were published, proposing a park allocation of 10 acres (4 ha) per 1,000 residents (Byrne & Sipe 2010). It is acknowledged that these standards from the United States may be outdated, and have often been criticised as aged and lacking deeper levels of analysis.

In Australia, the standard of 2.83 - 3 hectares per 1000 population has been widely used in New South Wales and elsewhere, and dates back to the 1940s (Byrne & Sipe 2010, Veal 2013). There is no evidence that identifies the original source or basis for open space standards used in Australia, but it is presumed that literature and standards that emerged in Britain and the United States played a role. In Greater Dandenong, the 2009 Open Space Strategy included a goal of achieving a minimum average of 4.5 hectares of parks and reserves per 1,000 residents, current provision is estimated at 4.2 ha per 1000 residents.

More contemporary examples see a standard of 4-5 hectares per 1000 head of population, but increased scrutiny has been occurring regarding the empirical analysis and basis of these standards. Some have criticised the standards for failing to account for changing demographic patterns, changes in leisure preferences and behaviours, and the respective capabilities of older and younger people. (Byrne & Sipe 2010) The New South Wales guidelines document (NSWDP 2010, 27) states that standards ‘should only be a starting reference point; over reliance on such standards in lieu of rigorous consultative research into the community’s requirements may produce unsatisfactory results’. (Veal 2013) Various provision rates exist within the Melbourne municipal network, and the Metropolitan Planning Authority (MPA) proposes a set proportion of net developable area to be provided as open space. Need or demand based assessment has been proposed as a more capable method of assessing open space provision. (Byrne & Sipe 2010, Veal 2013)

It must be acknowledged that within the City of Greater Dandenong, given the diversity of population and land use, and increasing densities, the use of a flat rate to determine the desired provision of open space may not be a satisfactory method.

## 4.3 CLASSIFICATIONS

A review of hierarchy and catchment definitions will ensure consistency with State Government level terminology and internal Council terminology. Formulating a consistent classification system provides the framework for analysis. Planning Practice Note 70 (PPN70) provides guidance on the various ways to decide on an open space classification system with the VPA data providing further guidance. To determine the appropriate system for Greater Dandenong, the classifications proposed within the Background Report are compared with the 2017 spatial data provided, other Council examples and the Practice Note and VPA recommendations. Detailed comparisons can be found in the Appendix.

### HIERARCHY / CATCHMENT

Generally, hierarchy is based on the intended catchment of users and size. The following classifications have been proposed within the Background Report: Regional, District, Neighbourhood, Local and Small Local. Existing spatial data provided has two additional hierarchy categories, Linear and Civic, which are discussed in more detail below.

**TABLE 4A**  
EXISTING AND PROPOSED HIERARCHY CLASSIFICATIONS

EXISTING	PROPOSED
	Regional
District	District
Neighbourhood	Neighbourhood
Local	Local
Small Local	Small Local
	Pocket Park
Linear	
Civic	

Definitions of the hierarchies included in the Background Report are generally supported with some minor amendments and are in line with state and local examples. It should be noted that the suggested catchments are considered for a walkable distance, and do not consider car travel. While Regional and District spaces will often feature carparking and cater for travel from larger distances, it is difficult to determine an appropriate catchment for drivable distance. Given the promotion of walking from Activate; Sport and Active Recreation Strategy and the Walking Strategy, walking to an open space is the primary concern for this Strategy. A 500m distance is the measure of just over 5 minutes of walking, while an 800m distance is used to measure approximately 10 minutes of walking. A 300m walkability catchment is considered for Small Local spaces, 500m for Local and Neighbourhood, and 800m for District and Regional spaces, and this is explored in more depth within the analysis of Chapter 5 – Where. The recommended hierarchy includes:

#### Regional Open Space

These are areas that serve regional catchments. Regional open space often spreads over more than one municipality, providing protection and enhancement of biodiversity values on a regional scale, with an unlimited size and within 500 metres for neighbourhood use. For example, Dandenong Creek Reserve, the Melbourne Water Recreation Area, and the Tirhatuan Wetlands.

**TABLE 4B**  
EXISTING HIERARCHY 2017 SPATIAL DATA

EXISTING	TOTAL AREA (HA)	%	NO.
Regional	57.78	8.67	2
District	459.76	68.99	43
Neighbourhood	76.83	11.53	28
Local	71.71	9.76	141
Small Local	3.63	0.55	49
Linear	1.35	0.20	6
Civic	2.01	0.30	6
<b>Total</b>	<b>666.39</b>		<b>275</b>

Source: ResBdy Planning 2017 - City of Greater Dandenong (2017)

**TABLE 4C**  
HIERARCHY SIZE AND CATCHMENTS

	SIZE	CATCHMENT
Regional	No minimum	> 500m
District	Minimum 3 ha	> 500m
Neighbourhood	0.5 – 3 ha	< 500m
Local	0.25 – 0.5 ha	< 500m
Small Local	0.1-0.25 ha	< 300m
Pocket Park	< 0.1 ha	< 300m

#### District Open Space

These spaces provide facilities for a neighbourhood or group of suburbs, for example Dandenong, Dandenong North, Dandenong South. They are a minimum of 3 hectares in size, within a 500 metre walking distance for neighbourhood use and also provides open space for the south east region with a 500 metre walking distance for the neighbourhood, These spaces must be located within 2km to 95 percent of dwellings in the municipality.

#### Neighbourhood Open Space (the word 'passive' has been removed from the descriptor)

These parks are medium sized, between half a hectare to 1 hectare or greater. They are primarily provided for passive recreation and may include amenities and facilities such as a playground, landscaped garden, park, casual sports. Their catchment is 500 metres and less. It is recommended that the word 'passive' be removed from the naming of this hierarchy of open space to ensure the intent of open space is not considered 'sedentary' or 'non-active'. While it is appreciated that the term 'passive' may be understood by officers within Council, this Open Space Strategy should be easily understood by all members of the community.

#### Local Open Space

These parks range between 1000 square metres and under half a hectare and are within a 500 metre walking distance of at least 95 percent of all dwellings. These open spaces serve an immediate local catchment of surrounding dwellings for local residents to have access within a 500 metre walk. These parks generally provide enough space for at least two activities or groups. For instance, a playground with an open grassy area and seating.

### Small Local Open Space

These spaces are generally less than 1000 square metres and cater for dwellings that are within close proximity to the park, with a catchment of 300m or less. Small Local spaces include ‘pocket parks’. These small local parks are located in a variety of locations, from high density areas around activity centres, to standard residential density areas with limited facilities.

The existing additional hierarchy descriptors are Civic and Linear. Civic Spaces are currently designated as located within Greater Dandenong’s Activity Centres; Dandenong - Halpin Way and Settlers Square, Harmony Square, Langhorne Street, Palm Plaza, Springvale - Multicultural Place and Noble Park – Civic Square. These spaces are discussed in more detail below under ‘typology’ and it is recommended that they are removed as a stand-alone item in the hierarchy category, including amending their classification in the spatial data. This is, in part, due to the changing use patterns of open spaces where a civic space may be a large, significant space such as Harmony Square and alternatively may be a small urban plaza in a neighbourhood activity centre, both of which provide areas for social gathering and activity in increasingly dense neighbourhoods.

Linear Open Spaces are also currently contained within the ‘hierarchy’ data set. They are spaces that link open spaces within the network and places of activity. The supported recommendation in the Background Report is that they are removed from the hierarchy spatial data set and included under ‘typology’. This removal will allow them to be categorised under a more complex system and is in-line with Council policy of encouraging better connections between places. Further consultation with Council will be needed to understand how the different levels of responsibility will be managed, in particular where some links are under the care of State Government in some sections and Council in others. The inclusion of ‘Linear’ under typology will allow them to be associated with Regional, District, Neighbourhood, Local and Small Local links.

### Size

The size provision goals proposed for the hierarchy of public open space within the Background Report are generally consistent with other Local Government Area definitions and standard size requirements, as iterated in Table 4C.

While these descriptions of the hierarchy are supported, it is apparent, based on the community feedback, population data and changing open space use trends that size alone is not the only determiner of whom the open space may serve and what facilities may be expected to be found in the open space. As discussed previously, highlighted in the Background Report and examined in more detail in Chapter 6 – ‘How Many’, increasing densities and changing land use put different and increasing demands on open space.

An example of this would be a neighbourhood park in a low density suburban location compared with a neighbourhood park in a medium-high density activity centre. The park in the low density suburb may service a residential population density of less than 17 dwellings per hectare, while the park in the high density activity centre may service a residential population greater than 50 dwellings per hectare as well as a population of workers and visitors.

The demands on these two parks would vary considerably from:

- Intensity of use – how many people use the space.
- Expectations of amenity and infrastructure - what things are expected in the park such as equipment, drinking fountains and toilets, and the potential for temporary or seasonal elements such as ‘pop-up’ activities.
- Hours of use which may impact lighting requirements and other safety issues.

**TABLE 4D**  
EXISTING AND PROPOSED TYPOLOGY CLASSIFICATIONS

EXISTING	PROPOSED	EXISTING	PROPOSED
Bushland	Conservation Reserves	Sports	Sports Reserves
District			Parks and Gardens
Linear	Linear Parks, Links and Trails: <ul style="list-style-type: none"> <li>• Regional links</li> <li>• District Links</li> <li>• Neighbourhood Links</li> <li>• Local Links</li> </ul>		Urban and Civic Spaces/ Streetscapes
Passive	Passive		Ancillary Open Space

Based on the GIS data, the analysis of suburbs within Greater Dandenong and the outputs from initial Council and Community consultation, the recommendation is to provide an additional layer of classification. This layer titled ‘Land Use’ will allow Council to make more informed decisions regarding the level of service required for specific spaces, based upon their location and surrounds. As this layer would sit below ‘Typology’, it is discussed following the analysis of Typologies.

## TYOLOGY

Typology of open space will sit on a layer below the hierarchy and will define the function or type of open space. It is important to use a typology as the function and character of spaces will differ greatly depending upon their location, facilities, and environment. It is important to note that the typology of an open space will be determined where the type of space is greater than 50% of the total area. The following typology classifications have been suggested within the Background Report: Sports; Bushland/Nature; Linear Parks, Links and Trails; Ancillary, and Urban/Civic. In contrast, current spatial data provided is currently categorised with the definitions outlined in Table 4D.

Definitions of the typologies/functions included in the Background Report are generally supported, however some amendments have been made based on the background research and community consultation outcomes that show open spaces are being used in increasingly varied ways, including new informal sports, differing social activities and gatherings based on cultural norms, and the needs of a changing demographic. Public open spaces can meet some of these needs, however other spaces, including privately owned - publicly accessible spaces and land owned by other State Government agencies can have an important contribution. These spaces may include:

- After-hours school grounds / joint-use playgrounds – schools which facilitate shared sporting fields for after-hours use, or playgrounds and play spaces open to public use.

**TABLE 4E**

EXISTING HIERARCHY 2017 SPATIAL DATA

EXISTING	TOTAL AREA (HA)	%	NO.
Bushland	79.78	11.97	3
District	58.18	8.73	3
Linear	21.90	3.29	61
Passive	238.95	35.86	185
Sports	267.58	40.15	23
<b>Total</b>	<b>666.39</b>		<b>275</b>

Source: ResBdy Planning 2017 - City of Greater Dandenong (2017)

- Shared / walkable streets / pop-up parks – pedestrian prioritised streets and temporary parks within an urban setting.
- Street / road verges – those spaces between roads, transport corridors, and footpaths.
- Community gardens.
- Civic / urban plazas – spaces not traditionally considered open space, which are being highly valued for their community and interactive qualities.
- Privately owned land – defined by PPN 70 as *land that is privately owned and provides recreation and leisure benefits*, which can include car parks, schools, and shopping centres.

Where these spaces fall outside of Council owned land, the ability for Council to influence the amenity of the spaces lessens, however the recommendation is that they form part of the Open Space Strategy discussion.

The typologies recommended are as follows.

### Sports Reserves

Sports reserves are considered to be ‘District Parks’ owing to their broad range of catchment users. Many users will drive to these locations, and they may be used late at night. This open space provides various sporting facilities and infrastructure generally used for formal, organised and club based sports. Formal sports catered for by the municipality’s sports reserves include cricket, basketball, netball, softball, baseball, soccer, rugby, hockey, bowling and football.

### Conservation Reserves (the term Bushland and Nature have been removed)

These areas are set aside for the conservation and protection of natural ecosystems, landscape character, remnant vegetation and indigenous flora and/or historical and scenic features at a district level. These reserves are used for predominantly passive activities and amenity. These reserves are considered to be of high cultural heritage value for the municipality.

### Passive

This type of open space has facilities that encourage informal and passive recreation and can include elements such as BBQ's, picnic tables, playgrounds, public toilets, shelters, half courts and bounce walls.

- NOTE: This typology has been included in the recommendations to encompass parks and reserves that are outside of the other typologies. These types of open spaces may make up the majority of Neighbourhood and Local Open Spaces and are sometimes referred to as 'Parks and Gardens'. Consultation with Council officers is required to determine if Parks and Gardens is a more appropriate title.
- NOTE: An additional typology of Natural and Semi-Natural Open Space may be required to differentiate between more structured parks and gardens and less unstructured open spaces that do not fit into the Conservation category. The recommendation is to investigate the need for this additional typology with Council officers, and potentially the overall community in the following round of consultation.

### Linear Parks, Links and Trails

This type of open space includes green, hard surface or shared pathways located within the public realm that link to other parks within the open space network and to places of activity including shops, schools and indoor recreation facilities.

- NOTE: It is recommended that the description includes reference to connection to places of activity to help promote walking as a mode-of-choice to these locations in line with Council's Walking Strategy and Sport and Active Recreation Strategy.

Regional links: more than 5 km in length and links regional open space, and will typically have a formal pathway including provision for a bicycle or shared path, for instance, the Eastlink shared pathway and Caulfield – Dandenong shared pathway along the Cranbourne / Pakenham rail corridor.

- NOTE: The Background Report suggested a title of 'Metropolitan links'. Given their synergies with the spatial hierarchies, the recommendation is to call them Regional Links to avoid confusion and to better align with the classification system. The provision of a bicycle or shared path has also been introduced in keeping with the Council's Cycle Strategy to further enhance the cycle network.

District Links: between 1 and 5 km in length being formal or informal network linkages through neighbourhood and local areas including provision for a bicycle or shared path.

- NOTE: The Background Report suggested 'Regional links'. Given their synergies with the spatial hierarchies, the recommendation is to call them District Links to avoid confusion and to better align with the classification system. The provision of a bicycle or shared path has also been introduced in keeping with the Council's Cycle Strategy to further enhance the cycle network

Neighbourhood links: links typically between 100m and 1 km in length, which contain a pathway.

- NOTE: The Background Report suggests wording 'which may or may not contain a pathway'. Given that walking is the most popular form of activity in Greater Dandenong and there is a desire for safe and equitable walking, it is recommended that these links should contain, at a minimum, a designated pedestrian path.

Local links: Areas typically less than 100 metres in length, which may or may not contain a pathway. Local links may also include some tree reserves which provide a link between open spaces or other key facilities.

### Urban and Civic Spaces/Streetscapes

These spaces include paths and civic spaces consisting of squares or plazas, urban parks, marketplaces/market forecourt and other paved or hard landscaped areas with a civic function (public realm). This may include streets that can be closed either permanently or temporarily and occupied by the public for recreation.

These spaces may be attached to linear pathways and shared paths, however it is recommended that they are generally restricted to spaces that have a greater recreation purpose than that of a 'link' and allow for a mix of uses.

### Ancillary Open Space

Public land that is sometimes also referred to as open space, but is not included in the definition of public open space. Ancillary open space includes streets, tree reserves, school grounds, railway reserves, easements, retarding basins, road reserves and some wetlands. Ancillary open space contributes to the sense of overall open space for the community.

Ancillary spaces are often adaptable and may only be in use within specific times of day. A coordinated design approach which enables communication between multiple agencies, for example Melbourne Water and their management of drainage reserves, should occur in a holistic and collaborative manner, to ensure integration of these spaces within the overall open space network. This can be done by integrating landscape design into the overall open space network within Ancillary Spaces. These spaces can play a major role in the maintenance of a quality open space provision, and can improve Water Sensitive Urban Design outcomes, foster connectivity, and improve visual amenity.

In all cases ancillary open space is primarily reserved for other purposes and those purposes will likely take precedence over its value and use as open space. For example, schools can decide to construct new classrooms over existing multi-use courts. Similarly, railway lines can be duplicated, or stations expanded and the incidental recreational use the railway reserve may have had for walking or presence of trees and contribution of green character is not a priority or reason to prevent an infrastructure upgrade.

### LAND USE

The Planning Practice Note 70 suggests an additional layer of classification could be applied to assist Council in determining levels of service. Discussed briefly above, this additional level would be applied in the decision matrix to determine where, within Greater Dandenong, the open space is located and what land use and residential density it sits within. Clause 22.09 – Residential Development and Neighbourhood Character Policy of the Greater Dandenong Planning Scheme provides guidance to manage the evolution of residential neighbourhood character throughout Greater Dandenong. The Clause is based upon the Greater Dandenong Neighbourhood Character Study (2007), and breaks the City up into three ‘Future Change Areas’; Substantial – primarily Residential Growth Zone, Incremental – primarily General Residential Zone, and Limited – primarily Neighbourhood Residential Zone. Regarding Clause 22.09 and the Planning Practice Note, the following land use types are recommended for Greater Dandenong.

- High - Mixed use, medium/high density areas, which are often multistorey, these areas are usually in and around Activity Centres, in which residential dwellings may have limited access to private open space.
- Medium – Suburban areas which feature a mix of housing types, dominated by residential typologies.
- Low – Low density and rural living areas, generally in outer suburban, fringe or Green Wedge areas with large blocks, and areas dominated by industrial and light industrial uses. Incorporating industrial uses allows for the provision of useable open space for the recreational needs of workers within the area.

The boundaries of the Land Use classification will require further consultation with Council however the adjacent table outlines a possible system. The following zones are suggested for each land use type. Table 4F summarises how these proposed Land Use classifications relate to the Greater Dandenong Planning Scheme.

- High - All land zoned; Mixed Use Zone (MUZ), Commercial 1 Zone (C1Z), Comprehensive Development Zone (CDZ) & Residential Growth Zone (RGZ).
- Medium - All land zoned; General Residential Zone (GRZ), Neighbourhood Residential Zone (NRZ).
- Low - All land zoned; Green Wedge Zone (GWZ), Industrial Zone (INZ), Commercial 2 Zone (C2Z).

**TABLE 4F**  
PROPOSED LAND USE CLASSIFICATIONS AND RELEVANT ZONES

PROPOSED LAND USE TYPES	ZONES	CLAUSE 22.09
High	Comprehensive Development Zone, Mixed Use Zone, Residential Growth Zone, Commercial 1 Zone	Substantial
Medium	General Residential Zone, Neighbourhood Residential Zone	Incremental / Limited
Low	Green Wedge Zone, Industrial Zone, Commercial 2 Zone	

The SGS Housing Analysis of 2015 reviewed capacity within the City of Greater Dandenong to accommodate additional dwellings. The suburbs of Dandenong, Noble Park and Springvale were identified as the major locations of additional housing capacity, with 30,989, 18,510 and 14,917 respectively. These areas in particular will likely see changes to their land use, and a flexible response to land use changes will be required within open space planning to maintain an appropriate provision of open space in the foreseeable future.

The Planning Practice Note 70 also suggests including a 'Character' classification that addresses what the open space looks like. At this stage, the recommendation is that Greater Dandenong does not require this level of classification as features such as waterways, topography and vegetation can be addressed on a site-by site basis in detailed park master plans. This assumption however will be tested through further consultation of Council and the community. Typical descriptors from other local Councils include:

- Open Grassy Area
- Formal / Cultivated landscaped
- Specialised Sport
- Native Grassland
- Waterway / Creek / River Corridor

## ASSETS

The recording and sorting of assets for each open space is essential to the ongoing planning and maintenance of open spaces. The existing spatial data set reviewed contains detailed information on sporting facilities under the following hierarchy: Premier Reserve, Community Competition Reserve, School Sports Reserve and Informal Reserves. These classifications reflect the standard of competition and supporting infrastructure. It does not contain data on other infrastructure in sports reserves or other parks such as toilets, drinking fountains, signage, shade shelters, playgrounds and paths.

The ability to easily sort and refine the spaces by hierarchy, typology, and land use will allow for an efficient and logical audit of assets against an approved park development standard. A proposed decision flowchart and their application is at Table 4H and 4I, and the proposed park development standards are located at Table 4J for further consultation.

## 4.4 PRINCIPLES

The overarching Principles of the 2009 Open Space Strategy include:

- Accessibility
- Diversity
- Functionality and Amenity
- Design
- Sustainability

Principles from more recent Greater Dandenong strategies and plans including Activate Sport and Active Recreation Strategy 2014-2019 (under review) and the Sports Facilities Plan (2018), are generally consistent with other local government strategies and the VPA Open Space Network Principles. They include:

- Affordability
- Quality
- Sustainability
- Strategic Provision
- Diverse Opportunities
- Maximum and Multi Use
- Partnerships
- Community Engagement
- Communication

More recent strategic documents including the Cycling Strategy 2017-2022 and the Walking Strategy 2015-2023 use a similar set of Principles, that respond to the Social Model of Health. This model recognises that a number of factors contribute to creating healthy environments including broader determinants of health (social, economic and environmental), the involvement and empowerment of the community, the reduction of social inequalities and equitable access to health care. In the below instance the descriptor wording used in the walking and cycling strategies has been altered to remove explicit reference to walking and/or cycling and to emphasise open space.

- Health & Community Benefit - Projects that improve the health and wellbeing of our community by supporting and encouraging physical activity.
- Community Support - Projects in open spaces that attract support from the community and/or are identified by the community as a priority.
- Safety & Attractiveness - Projects that will make it safer, easier and more attractive for people to use open spaces.

- Transport & Networks - Projects that strengthen networks, create better links to public transport and open spaces and that improve connections between destinations.
- Equitable & Culturally Appropriate - Projects that are appropriate for all members of the community including, but not limited to age, gender, disability, religion, culturally and linguistically diverse and vulnerable groups.
- Policy & Sustainability - Projects that link to local, state and federal policies and that improve both the economic and environmental sustainability of the municipality.

It is recommended that these Principles are adopted ensuring the Open Space Strategy is aligned with other Council strategies and plans, including the Council Plan's adopted vision of 'Greater Dandenong is a safe and vibrant city of opportunity for all – to visit, work, live and play'. It should also align with state government policy including Plan Melbourne Action - 93 to enhance the role, function and overall community value of underutilised public land assets (e.g. utility easements, school grounds) in contributing to the open space network, and Planning Practice Note 70 – Open Space Strategies, which seeks the development of key principles to underpin the overall Open Space Strategy process as well as with industry best practice models of addressing public health outcomes.



## 4.5 DEFINING QUALITY

### ASSET QUALITY ASSESSMENT

The Asset Management Strategy 2015-2022 is a framework for determining the scale and quality of Council owned infrastructure. It provides a structured set of actions aimed at improving infrastructure. Open spaces within the City of Greater Dandenong are graded utilising asset management principles on a scale of:

- Basic
- Low
- Medium
- High
- Premium

Upgrades, maintenance and development of new facilities and infrastructure within open spaces are currently outlined by the Asset Management Strategy 2015-2022, Playground Strategy (2013), and Sports Facilities Plan (2018).

The 2009 Open Space Strategy notes that each type of open space will have a different range of facilities and activities, which relate to the catchment or community the park serves. Park development standards assess the minimum level of facilities each typology of park is expected to have, in which parks serving larger communities will generally have more activities and facilities present. These standards are useful for creating a minimum standard of open space, however the maintenance of facilities, useability of areas, and access to parks is not considered.

The Sports Facilities Plan (2018) assesses and prioritises requests for sports facility improvements in accordance with the 'Sports Facility Prioritisation Criteria'. Criteria for prioritisation includes:

- Asset Management
  - Age and condition of infrastructure
  - Design compliance
  - Safety / risk management issues
- Participation - demand for facilities based on participation / utilisation levels and trends

- Partnerships - potential for partnerships and funding support.
- Expressed demand – based on current issues, usage requirements, site potential and / or strategic influences
- Community benefit – increasing capacity of facilities, provision of health / community benefits including multi-use, access for females, juniors, people with a disability
- Hierarchy - facility classification (i.e. for premier and community and school sport facilities)

TABLE 4C

2009 STRATEGY PARK DEVELOPMENT STANDARDS

Description	District Passive	Nihood Passive	Local Passive	Sports Reserves	Bushland
Park seats in picnic area and along path network	✓	✓	✓	✓	✓
Pedestrian circulation paths (wheelchair accessible)	✓	✓	✓	✓	✓
Bollards and fencing	✓	✓	✓	✓	✓
BBQ	✓	✓	×	✓	✓
Granitic gravel picnic area	✓	✓	may have	✓	×
Rubbish bins	✓	✓	may have	✓	✓
Picnic tables / benches	✓	✓	may have	✓	✓
Park shelter	✓	✓	may have	✓	✓
Signage	✓	✓	may have	✓	✓
Advanced tree planting	✓	✓	✓	✓	×
Warm season grasses	✓	✓	✓	✓	×
Public toilets	✓	may have	×	✓	✓
Drinking fountain	✓	may have	may have	✓	✓
Bike racks	✓	✓	×	✓	×
Garden beds	✓	may have	✓	✓	×
Mulched revegetation areas	✓	may have	may have	✓	✓
Recreation exercise equipment	✓	may have	may have	✓	×
Power outlets	✓	may have	×	✓	×
Water taps	✓	may have	may have	✓	×
Carparking and lighting	✓	may have	×	✓	×
Lighting along paths	✓	may have	may have	✓	may have
Public Art	✓	may have	×	may have	×
Sports courts and playing fields & associated facilities	×	×	×	✓	×
Change rooms/Club rooms	×	×	×	✓	×
Wildlife viewing areas	×	×	×	×	may have
Water sensitive design elements, such as wetlands	may have	may have	may have	may have	may have
Security fencing for fauna management	×	×	×	×	may have
Playgrounds	may have	may have	may have	may have	×

The facilities listed within the Park Development Standards of the 2009 Open Space Strategy require adjustment to apply them to the recommended hierarchy and take into consideration new facilities. These changes have been made considering external municipal Open Space Strategies and best practice asset management. Significant changes include:

- Separation of playgrounds into:
  - District
  - Neighbourhood
  - Local
- Separation of carparking and lighting into:
  - Car parking
  - Lighting – key paths and sporting facilities
- Separation of paths into:
  - Paths - pedestrian / informal
  - Paths - shared (cycle and pedestrian)
- Separation of garden beds into:
  - Garden bed – feature / decorative
  - Garden bed – to mitigate urban heat
- Separation of sports courts and playing fields into:
  - Informal recreation
  - Sports fields
- The removal of the following facilities:
  - Granitic gravel picnic area
  - Warm season grasses
  - Mulched vegetation areas
  - Power outlets

- Security fencing for fauna management
- Wildlife viewing area.
- The addition of the following facilities:
  - Community gardens
  - Dog off leash area
  - Exercise equipment / outdoor gym
  - Festival and events / performance space - major
  - Festival and events / performance space – minor
  - Multipurpose area
  - Shade sail / Structure
  - Skate park / BMX facilities
  - Water features
  - WSUD infrastructure including sustainable water supply.

The Background Report proposes the need for greater clarity on whether quality is determined by the number of facilities, state of the facilities, number of uses, or size of the facilities. This definition and measurement of quality should be based on a municipal-wide assessment matrix that provides clear, quantifiable evidence based assessments to guide future decisions on maintenance spend, capital works programming and potential facility upgrades.

It is suggested that there are two aspects to the measurement of ‘quality’ as it applies to open space. The first could be described as an asset-based measurement. This would include a quantifiable record of what is in the space such as public toilets and drinking fountains, playgrounds and exercise equipment, shared paths and seats. This type of assessment is useful for the asset management team as it can be coordinated with the open space data base and can keep a record of what is there. The recommended Park Development Standard in this report is an example of this and can help categorise what facilities an open space should have, may have, should not have and must not have.

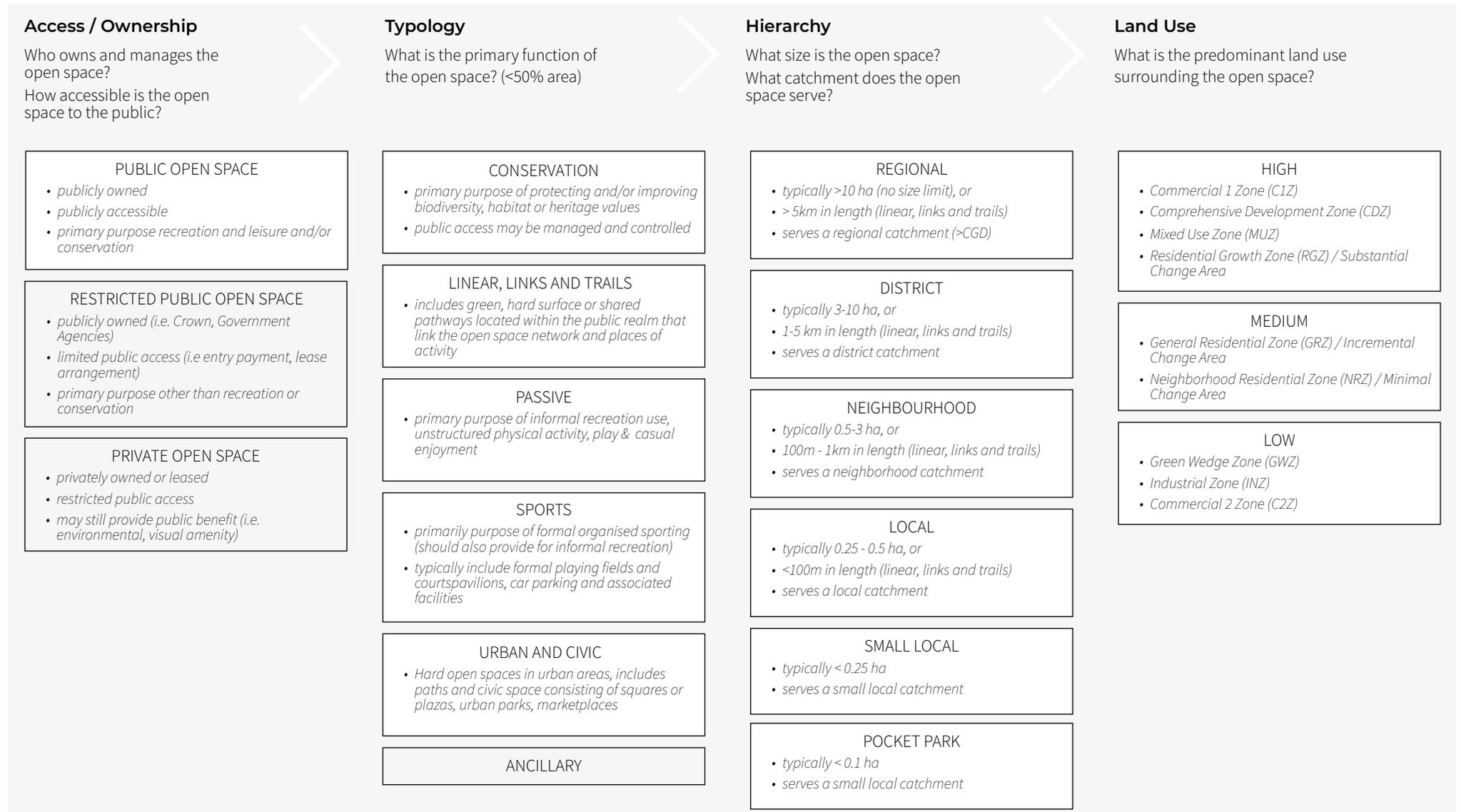
Table 4J Proposed Park Strategy Development Standards explores open space assets based upon the recommended typology and hierarchy. It is noted that these Development Standards are proposed and will require further scrutiny and assessment before being approved. Additionally, the Standards provide an indicative guide only, and the level of provision is to be assessed on a case by case basis, considering factors such as location and context.

The Proposed Open Space Classification Decision Flowchart at Table 4I outlines the overall classifications process. These Standards use a decision flow chart which first considers the access/ownership of the space, followed by the function of the space, followed by the hierarchy, and lastly the land use the space is within. Typology within this flowchart is placed before hierarchy, due to the function of open space having precedence over hierarchy. Some spaces, including Urban and Civic; Ancillary; and Linear, Links and Trails will not have a specific catchment or size, and will be defined by their function, therefore typology precedes hierarchy in this instance. To consider where these classifications may be appropriate, Table 4H defines the application of the proposed open space classifications, where the hierarchy of some spaces will not be appropriate within specific land uses. These standards will assist in determining what facilities an open space should have, may have, should not or must not have.

HIERARCHY	LAND USE	SPORTS	CONSERVATION	LINEAR	PASSIVE	URBAN AND CIVIC
REGIONAL	NA	✓	✓	✓	✓	✓
DISTRICT	NA	✓	✓	✓	✓	✓
NEIGHBOURHOOD	HIGH					✓
	MEDIUM	✓	✓	✓	✓	✓
	LOW					x
LOCAL	HIGH					✓
	MEDIUM	x	✓	✓	✓	✓
	LOW					x
SMALL LOCAL	HIGH					✓
	MEDIUM	x	✓	✓	✓	✓
	LOW					x
POCKET PARK	HIGH					✓
	MEDIUM	x	✓	✓	✓	✓
	LOW					x

**TABLE 4H**  
APPLICATION OF PROPOSED OPEN SPACE CLASSIFICATIONS

**TABLE 4I**  
PROPOSED OPEN SPACE CLASSIFICATIONS DECISION FLOWCHART







## OPEN SPACE QUALITY MEASUREMENT

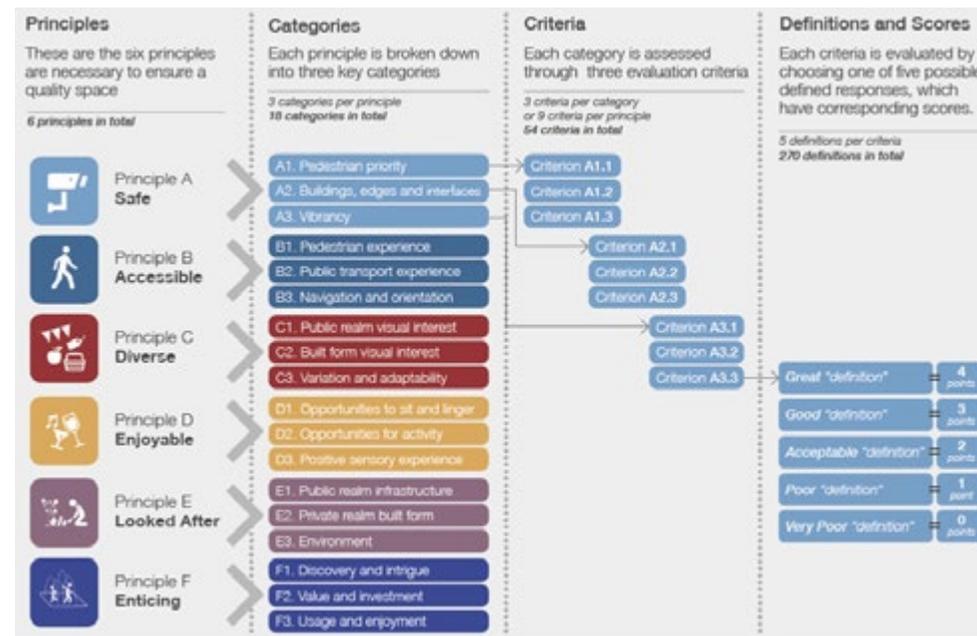
The gap in this type of assessment tool is around assessing the quality of the open space. The quality of open space is more than an assessment on the functionality of the assets within it; if the drinking fountain works or the seats are useable or the garden beds are flourishing is also important. The quality of open space should be considered in holistic and human-centric way, establishing how good, useable and enjoyable the space is. People are highly sensitive to the conditions of urban environments and constantly make judgements on a place's value by where and how they choose to walk, spend time, interact, or recreate outside in public spaces.

With an obvious focus on designing for people in the Council's strategic visions and documents it is logical that the assessment of places should also be undertaken with a focus on the human experience. As an example, the Place Quality Assessment Tool uses a methodology that seeks to communicate how the various elements of the place contribute to or detract from the quality of the place. This can help to measure the quality of a space from a multi-modal perspective, without exclusively relying upon a facilities audit.

One example of such Tool, shown in Figure 4K, is structured around principles which are seen to encompass the essential aspects of place quality. The six Principles for a quality place identified in the tool are: Safe, Accessible, Diverse, Enjoyable, Looked After, and Enticing.

The tool allows the assessment of a place to advise the investment and development of open spaces, and can be conducted repeatedly over time, in order to make recommendations and to measure and track the progress of improvements in a place's quality. It can be used in unison with a facilities audit, recommended through the Park Development Standards, to understand how a space caters for the residents using it, and what improvements are required.

Council are currently developing a similar tool to be applied across Council's Open Spaces to help inform expenditure and development based upon space quality from a holistic perspective. Parts of this tool will be able to be used by the general public ensuring the community can inform the process while other parts will be used by trained Council officers and include empirical measurements and more subjective measurements.



**FIGURE 4K**  
PLACE QUALITY ASSESSMENT TOOL

Proposed principles include:

Safe – Perceptions of safety, reality of safety

Accessible – Ease of access for use

Enjoyable – Passive, sports, linear, urban & civic, conservation, Natural environment/ greenness

Looked After – Maintained

This tool will be tailored to the needs of Greater Dandenong and will provide additional rigor to the assessment process.

## 4.6 USAGE PATTERNS

The City of Greater Dandenong has a distinctly diverse population, and increasing population, changing demographics and an increase in female participation in active sports is putting pressure on the management of sports related open spaces as well as pressure on the ground facilities including change rooms and pavilions.

Sports grounds have a peak capacity to ensure ongoing maintenance and quality can be achieved. Overuse can adversely impact the condition of these facilities, leading to poor playing surfaces, greater chance of injury and unsustainable maintenance regimes. Grounds are often needed for a variety of sports over different playing seasons and diverse line-marking and goal structures can place extra stress on maintenance works.

The Council consultation process identified the increasing incidence of new sporting teams seeking grounds and fixture placements in existing club catchment areas. While increased participation is encouraged, there can be a lack of coordination between the new teams and existing clubs in diversifying the club offer, and accommodating new players and teams particularly those of women and junior sports has become difficult.

These additional pressures are evident in the facilities as well as the fixtures and team structures. Some pavilions are inadequate in their provision of female change rooms and there are some instances where cultural needs are not being met.

A less obvious impact is being seen in the 'between times'. Owing to the tight turn over times between games and clubs, many teams must delay entering the club rooms prior to their game. In addition, there has been an identified lack of casual activities such as half basketball courts, playgrounds, and unstructured areas for teams to occupy while waiting for the facilities. This opportunity will be further explored during the community consultation.

To assist in dealing with the overuse of grounds, particularly for training, Council has recently introduced a mechanism to encourage teams to use alternative open spaces for training, allowing more formal ground to be used by others or for crucial maintenance works. Providing for these spaces within park master plans will help Council achieve this alternative use. These kind of incentive programs and alternative ways of structuring sporting activities will help ensure Greater Dandenong can provide a wide range of high quality facilities for the wider community.

Alongside the increased pressure applied by formal sports, previous community consultation (summarised in Chapter 3) identifies that there is a growing need for open space to be able to cater for a range of different activities and non-traditional sports such as jianzi/sipa/dacau (a sport where a weighted shuttlecock is kept in the air using the foot on a court similar to a shuttlecock court). The consultation also recognised a demand for exercise equipment, basketball facilities, spaces for walking, spaces for community events and cultural activities and bicycle paths amongst others.



South Melbourne Primary School - Hayball, VIC  
Images: Diana Snape & Chris Matterson - foreground.com.au



Goods Line - ASPECT Studios, NSW  
Images: Florian Groehn - aspect-studios.com



Return to Royal Park - City of Melbourne, VIC  
Images: David Hannah - aila.org.au



Providing for a range of activities in a flexible manner is especially important in the development of the Open Space Strategy and any future master plans. Flexibility allows for a change in use during:

- the day;
  - Catering for morning use such as before work activities,
  - During the day, particularly for parents and young children, youths and older generations who may not be in traditional work.
  - After hours, for after work activities and family and social gatherings.
- the week;
  - Allowing for weekend activities which may involve a larger number of people.
- the year;
  - Considered seasonal changes in the environment and in sporting code dominance.
  - Considering special festival and celebratory events.
- over generations;
  - ensuring that as the demographic changes, parks can adapt to the different types of activities desired which in turn maximises the benefits of investment in open space.

The distinct population of Greater Dandenong is expected to remain culturally diverse and with immigration being one of the major population streams (discussed in Chapter 6), this diversity can only be expected to grow. Open Space provision must take this into account and seek to deliver adaptable, resilient spaces for all members of the community.



Dandenong Park Regional Playground - ASPECT Studios, VIC  
Images: ASPECT Studios - aspect-studios.com



Darling Quarter - ASPECT Studios, NSW  
Images: Florian Grohn - archdaily.com



Garden Wall - Retallack Thompson and Other Architects, VIC  
Images: Peter Bennetts - landscapeaustralia.com



## 4.7 DENSITY & OPEN SPACE

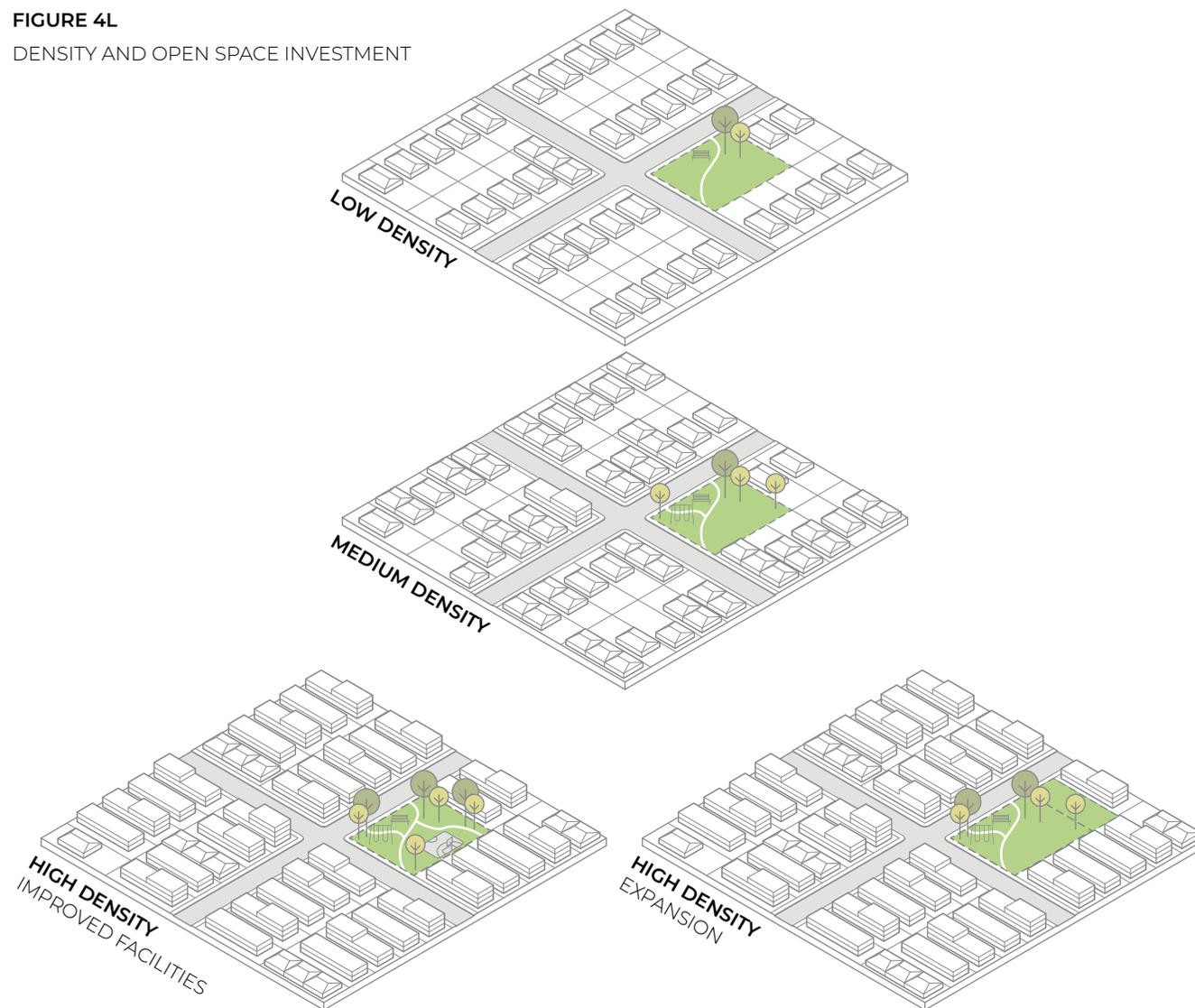
A critical component of this project is to appreciate and respond to the changes the City of Greater Dandenong is experiencing through increased residential and employment density. These densities result in different pressures being placed on existing open spaces and will demand innovative, responsive and appropriate methods of ensuring open spaces are provided that meet the demands of today and into the future.

Open space should respond to the surrounding environment. A significant increase in density is projected in suburbs across Greater Dandenong, with an increasing number of new dwellings in and surrounding Activity Centres. Decreasing private open space and the absence of traditional backyards has a number of implications for residents. To be used as an effective solution or alternative to private open space, public open spaces need to provide opportunities for connection to nature and formal and incidental uses. Spaces in high density areas should be high quality, resilient, multi-purpose and accessible to a variety of users.

Spaces within higher density context both serve a larger population catchment and act as a substitute for the private space available to residents of lower density housing. These spaces become critical in providing places for all people to be active, socialise and relax. The needs of children in relation to higher density is particularly important, for health, play and social and physical development.

Generally, demand for public open space increases for residents in high density housing. As this demand increases with population density it is important to ensure open spaces are high quality and not overburdened. Figure 4L demonstrates the need for investment in open space as density increases and illustrates two investment alternatives. Alternative 1 - improving/increasing facilities within existing spaces and Alternative 2 - expansion through the acquisition of adjacent land. Increased demand for useable open space can additionally be addressed through the provision of high quality connections to existing open space and the repurposing of underutilised spaces (including roads).

**FIGURE 4L**  
DENSITY AND OPEN SPACE INVESTMENT



## 4.8 KEY OUTCOMES & NEXT STEPS

### KEY OUTCOMES

- There are existing data clarity and consistency issues with classification methods and captured data.
- There is a lack of a consistent, quantifiable, quality assessment tool to measure open space quality.
- Combination of a facilities audit and place quality assessment may be required.
- There is increasing pressure on the scheduling of Active Open Spaces owing to increased demand, particularly from junior sports and increased female participation.

The following recommendations are made to ensure the Open Space Strategy conforms to State and Local best practice standards as well as providing a solution that is specific to the context of Greater Dandenong.

- Utilise the VPA definitions of open space - Public Space, Restricted Public Space and Private Open Space.
- Adopt the following hierarchy of open space (small adjustments made to those recommended in the Background report); Regional Open Space, District Open Space, Neighbourhood Parks, Local Open Space, Small Local Open Space.
- Adopt the following typologies (amended from those suggested in the Background Report); Sports Reserves, Conservation Reserves, Passive, Linear Parks, Links and Trails, Urban and Civic Spaces/Streetscapes, Ancillary Open Space.
- Adopt Land Use as a classification tool to help define the level of service in open spaces. Land Use classification suggested is High, Medium and Low. These are proposed to be delineated through existing Planning Scheme Zones.

- Change the overarching Principles to align with other Council Strategies and best practice health approaches to: Health and Community Benefit, Community Support, Safety and Attractiveness, Transport and Networks, Equitable and Culturally Appropriate, and Policy and Sustainability.
- Review the Park Development Standards in line with the above changes to the classification system, to allow for a comprehensive, logical set of Park Development Standards and level of service expectation.
- Consider employing a Place Quality Assessment tool to measure the quality of open spaces overtime, from a human centred perspective.

### NEXT STEPS

- Consult on the proposed changes to the classification system and consider the value in applying a Character / Landscape classification.
- Undertake work to refine and collate the spatial data classifications based on an agreed final hierarchy, typology and land use definitions.
- Consult on the proposed changes to the overarching Principles and the development of an overarching Vision (if different from the Council Plan).
- Ensure sufficient understanding and emphasis is placed on the variety of organised and casual activities including 'new' sports.
- Consult and refine the proposed Park Development Standards tool.
- Consult on the need / usefulness of adopting a Place Quality Assessment Tool.
- Explore what function and purpose each open space type requires.

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# 05

## WHERE

5.1 Greater Dandenong

5.2 Suburb Analysis

5.3 Key Outcomes & Next Steps

## 5.1 GREATER DANDENONG

Greater Dandenong is a municipality with a large variety of land uses and has been identified as an area for both employment and residential growth. Population growth has been notable in Dandenong, Keysborough, Springvale, and Noble Park East, and is likely to continue in these areas, while the southern industrial areas are key employment zones. Open space is spread throughout the municipality, with significant provision also located in adjacent municipalities including the Police Paddocks, Braeside Park, Tirhatuan Wetlands, and Edithvale Wetlands. The southern section of the municipality contains approximately 3,740 hectares of Green Wedge Land (29% of the total area of the municipality).

Recent significant changes and impacts to the current provision of open space include the Level Crossing Removal Project (LXRA) and potential Sandown Racecourse redevelopment.

### Level Crossing Removal Project

The Level Crossing Removal Project from Caulfield to Dandenong has removed nine level crossings along the Pakenham / Cranbourne Corridor, created three elevated rail sections, and freed up space within the busiest rail corridor in Metropolitan Melbourne. Removal of crossings at Chandler Road, Corrigan Road and Heatherton Road, Noble Park, and a redesigned Station at Noble Park are now enabling better connectivity and amenity within the City of Greater Dandenong, reducing barriers and connecting the two sides of the tracks. This process will add 22.5 hectares to the regional open space network within the municipalities of Greater Dandenong, Monash, Kingston, and Glen Eira. Including 12km of shared use path for cyclists and pedestrians, joining existing paths to create a continuous 17km route – Djerring Trail. The City of Greater Dandenong will receive approximately 8.8 hectares of additional Open Space along the rail corridor, greatly improving the open space provision. This new open space will connect Caulfield to the EastLink trail and greatly strengthen sustainable transportation networks. In addition, the removal of the level crossing at Abbots Road, Dandenong South will free up transport to the Dandenong South industrial precinct. Plans for the open space include a variety of landscaped parks, paths and recreation facilities, a \$15 million maintenance fund, and the planting of more than 4,000 trees. Key aspects of the elevated design include:

- An overall reduction in noise throughout the rail corridor and surrounding area
- Slim line piers to minimise the impact on visual amenity and overshadowing
- Dual independent elevated track to allow sunlight and rain to reach trees, gardens, playgrounds, and community facilities underneath
- Barriers along the length of the elevated rail structure to protect against derailment and reduce noise generated from train wheels.

- Maximised space between the piers to reduce the visible bulk of the structure, and reduce visual impacts. Spans will be around 40 metres in length along the corridor and 27 metres at the stations.

The open space provision within the City of Greater Dandenong consists of:

- Ross Reserve Community Precinct and surrounding area development including:
  - Fenced dog off leash area
  - Fitness station
  - Additional car parking
  - Multiple rest and seating areas
  - Shared path as part of the Djerring Trail.
  - Heatherton Road Community Space including:
    - Table Tennis tables
    - Picnic tables and benches
    - Fitness station
    - Nature play area
    - Parkour and bouldering structures
    - Bike repair station.
- Noble Park Station Precinct including:
  - Socialisation spaces
  - Improved connection to green space
  - Bike hoops.
- Chandler Road Community Space including:
  - Picnic Tables
  - Nature play area
  - Bike hoops.
- Multiple rest areas along the route.

It is noted that understanding and analysing the open space provision this key infrastructure project has created will require additional spatial data.

#### Potential Sandown Racecourse Redevelopment

A site of 112ha including the existing Sandown Racecourse in Springvale is located between Warner Reserve and Ross Reserve and is currently undergoing a master planning process. The Melbourne Racing Club has commissioned a master plan for the site which will produce residential, commercial, retail and open space land. It is understood that the potential open space will improve provision within and around the site.

#### Cycling Strategy

In consideration of the LXRA works, the 2017 Cycling Strategy has identified the rail corridor between Westall Station and Dandenong Station as a strategic cycling corridor, and as such, will continue to support construction of a shared path for the remaining section to Dandenong Station. The LXRA redevelopment does not intend to extend the path all the way to Dandenong Station. The connectivity along the rail corridor from this linkage would increase access to Ross Reserve and greatly improve the open space provision within Noble Park, and as such it is suggested that this linkage remain a priority.

#### 2009 Open Space Strategy

Key suburbs identified as deficient in open space in the 2009 Open Space Strategy include:

- Noble Park
- Noble Park North
- Springvale
- Springvale South

Through the works of the LXRA, both the suburbs of Springvale and Noble Park will have increased access to open space, and have the potential for an even better provision considering the potential redevelopment of the Sandown Racecourse. It should also be noted that the 2009 Strategy used a 'crows fly analysis' rather than a more detailed ped-shed analysis.

The following mapping analysis has been done utilising existing Council data sets and VPA data sets. The Council set will require updating to the proposed hierarchy once the hierarchy, typology and land use categories are approved through consultation with Council.

#### City of Greater Dandenong

The following mapping data examines the City of Greater Dandenong from a municipal-wide perspective.

Figure 5.1A illustrates the existing distribution of open space within the Regional, District, Neighbourhood, Local, Small Local, Linear and Civic classifications, and the Urban Growth Boundary to the south and south-west of the CGD. It utilises the current spatial data set to define the existing Open Space Hierarchy. Significant spaces bordering the municipality include the Police Paddocks Reserve (City of Casey), Dandenong Creek Wetlands (City of Knox) and Braeside Park (Kingston City Council).

Figure 5.1B illustrates the Victorian Planning Authority classifications from the Metropolitan Open Space Network Portal. Open space is categorised within four different access levels; Open Access, space that is freely accessible by the public all of the time; Limited Access, space in which access is free of charge but may be managed in some way, such as designated opening days / hours; Highly Limited Access, space in which access is more significantly restricted by fees and charges and/ or barrier fencing; and Closed Access, space in which access is not possible by the public most of the time.

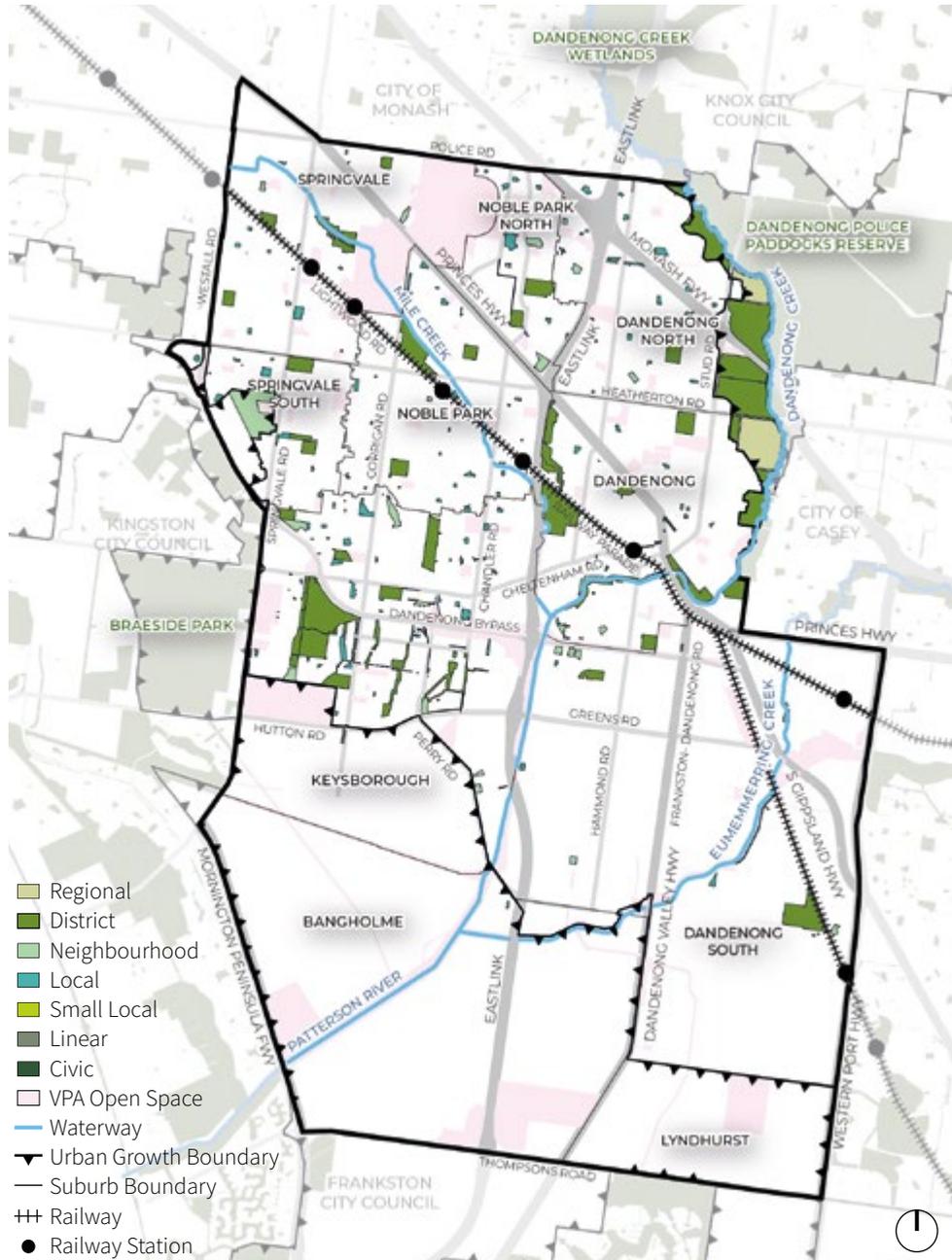
Figure 5.1C illustrates strategic cycling corridors, including the Dandenong Bypass Extension, the LXRA shared path along the Cranbourne / Pakenham railway corridor, and the proposed routes along the Princess Highway and the Dandenong Creek Trail.

Figure 5.1D illustrates major land uses including activity centres, green wedge land, industrial uses, and educational facilities. The sole metropolitan activity centre within the municipality is located within Dandenong, with major activity centres including those within Springvale and Noble Park and the Parkmore shopping centre. Industrial land is primarily within Dandenong and Dandenong South, with the Green Wedge to the south and south-west. Educational facilities are scattered throughout residential areas, which are primarily to the centre and north.

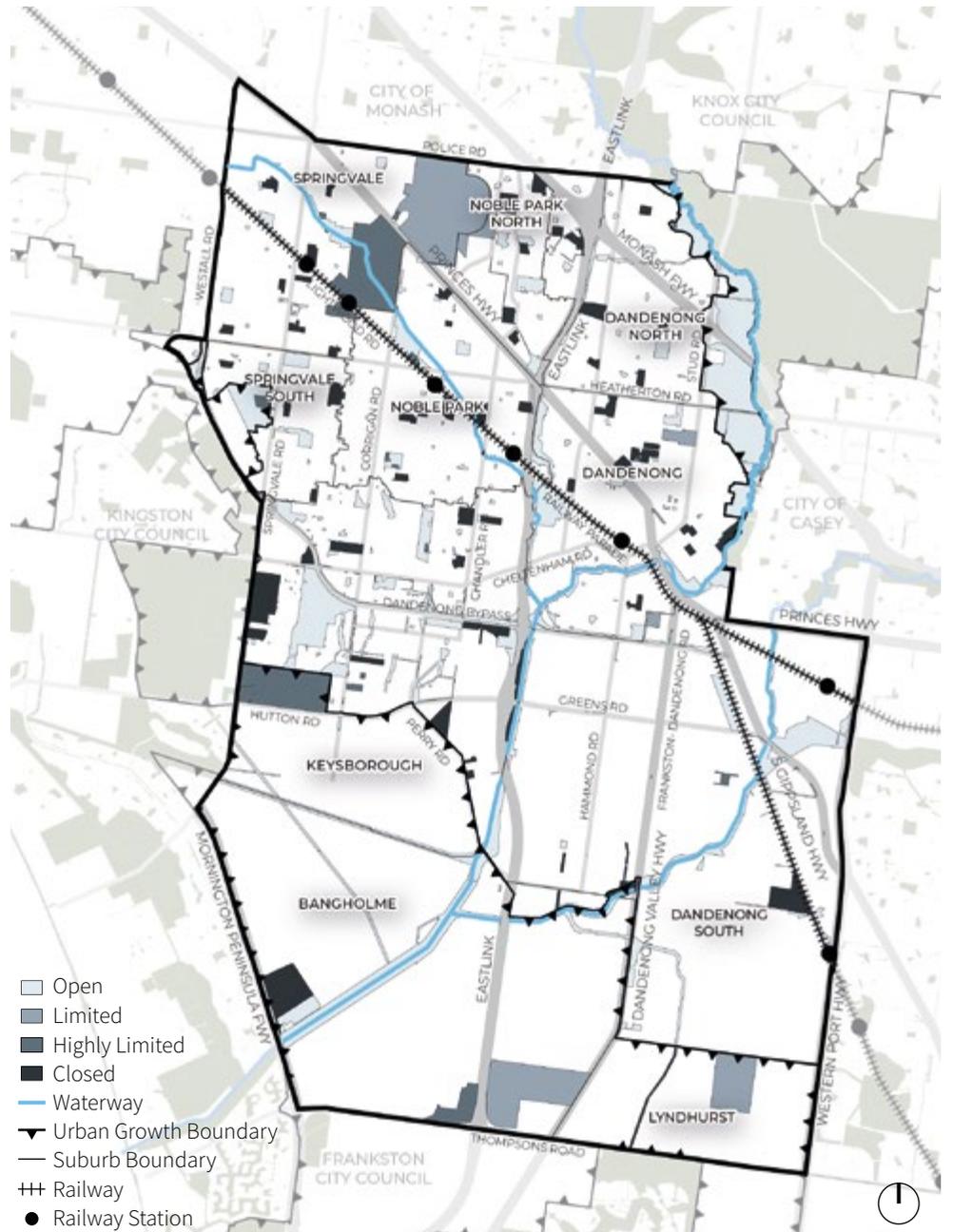
Figure 5.1E illustrates topography and significant waterways, including the Eumerring Creek, Dandenong Creek, Mile Creek, and the Patterson River. A more diverse topography is within the north of the municipality, and a flatter grain to the south, though it is acknowledged that the municipality is primarily of flat terrain.

Figure 5.1F illustrates linear open spaces and significant connectivity. These include the LXRA shared path, which has created new connectivity between Springvale and Ross Reserve, the Eastlink Trail to the north and the Dandenong Creek Trail.

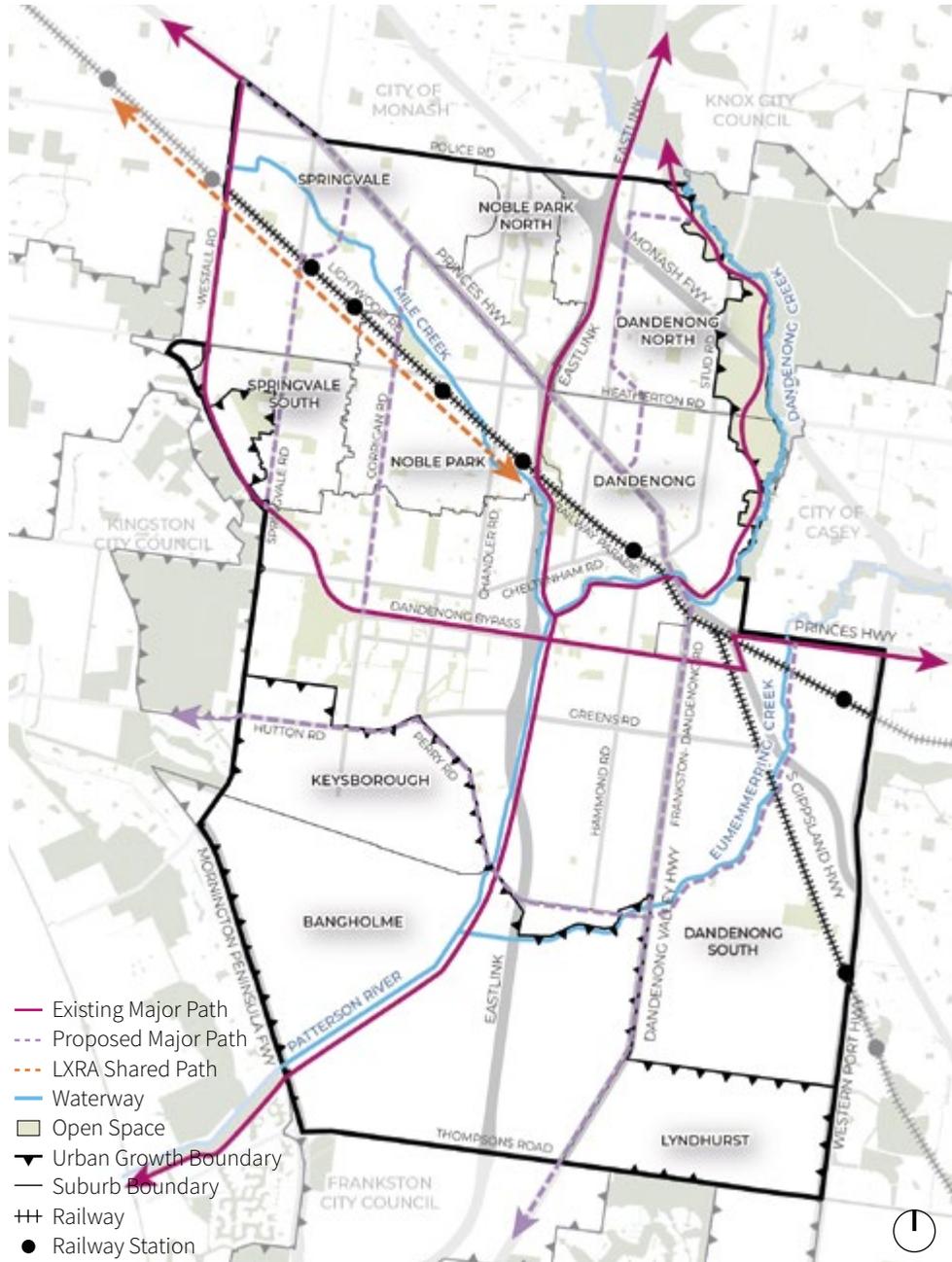
**FIGURE 5.1A**  
OPEN SPACE HIERARCHY



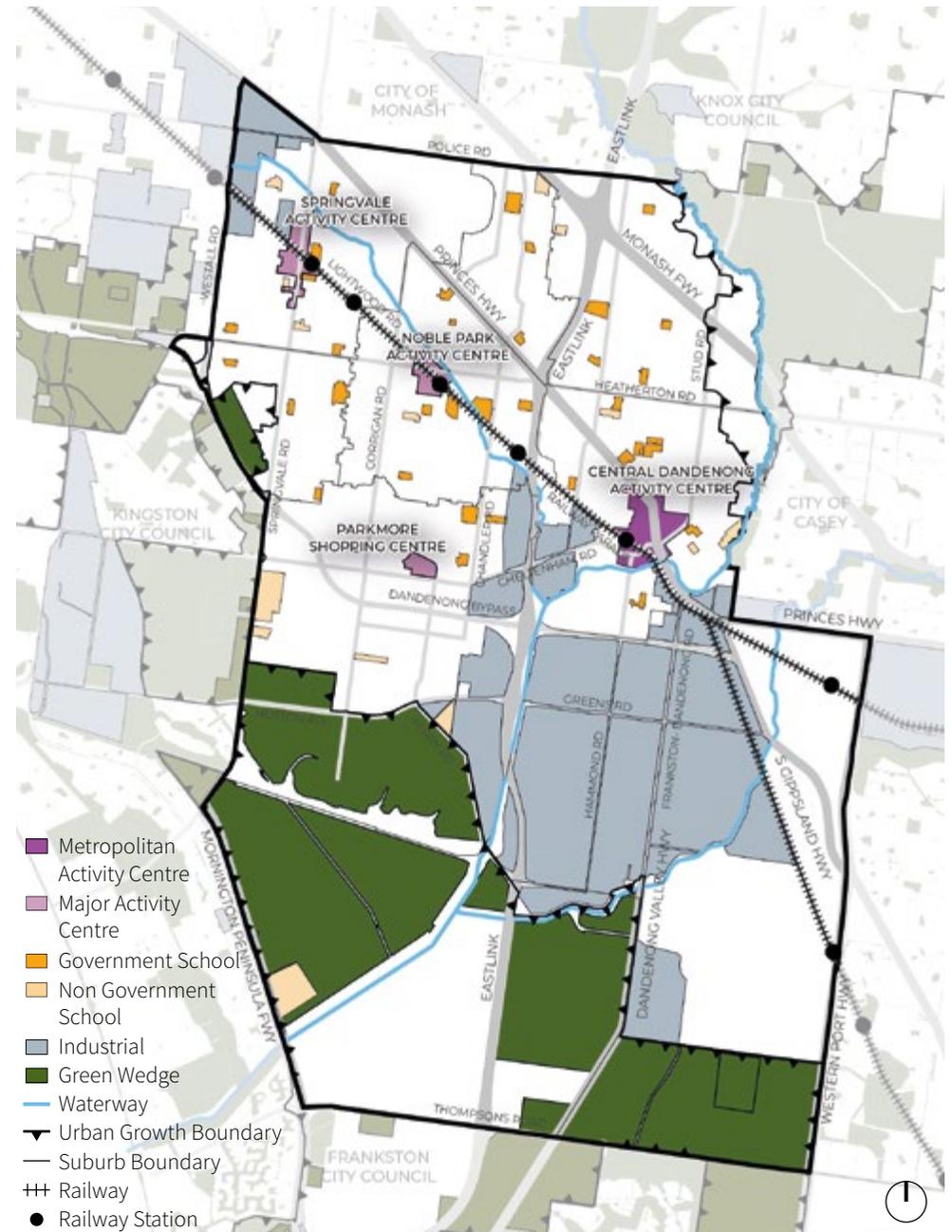
**FIGURE 5.1B**  
VPA ACCESS CLASSIFICATION



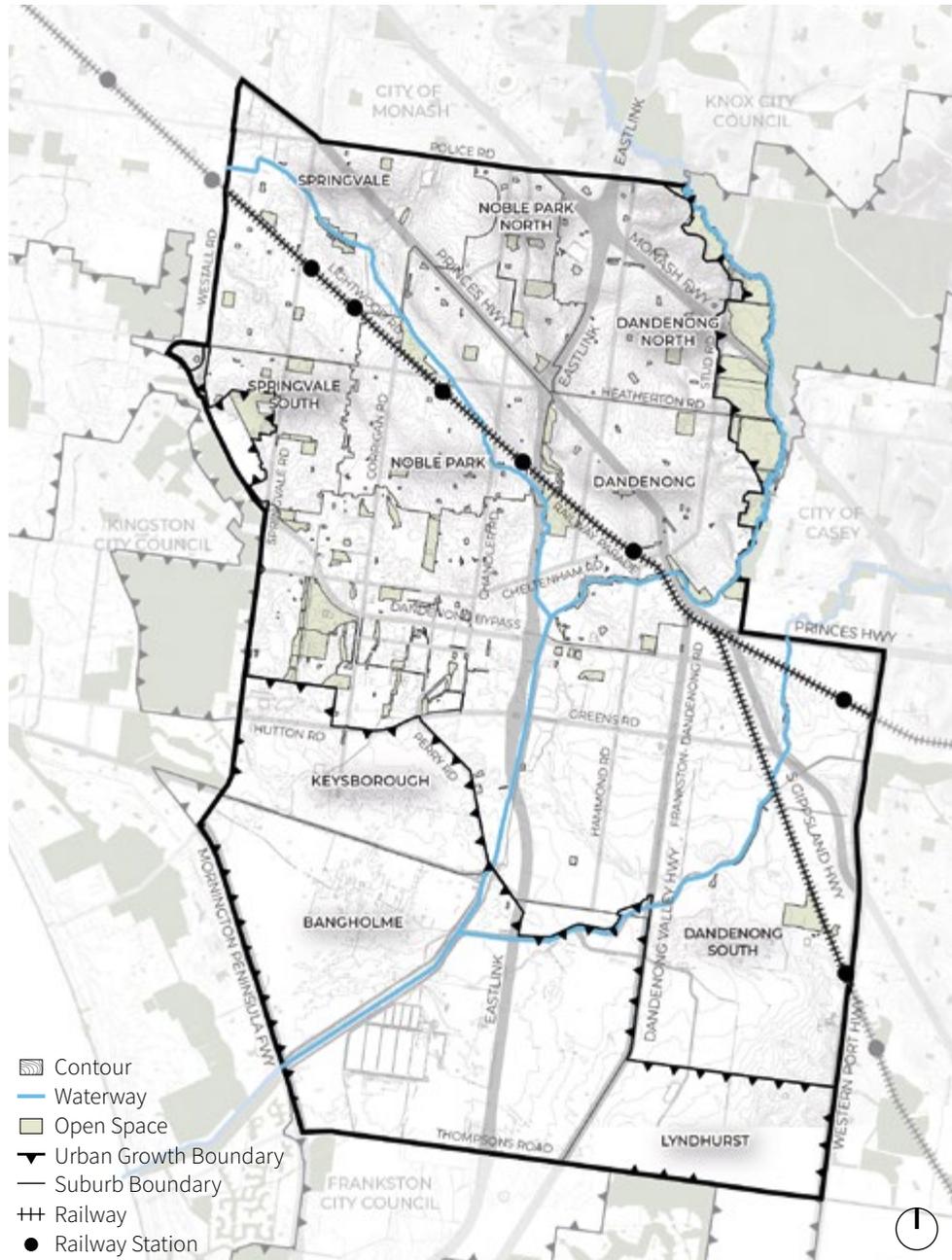
**FIGURE 5.1C**  
STRATEGIC CYCLING CORRIDORS



**FIGURE 5.1D**  
ACTIVITY CENTRES, INDUSTRIAL LAND & EDUCATION

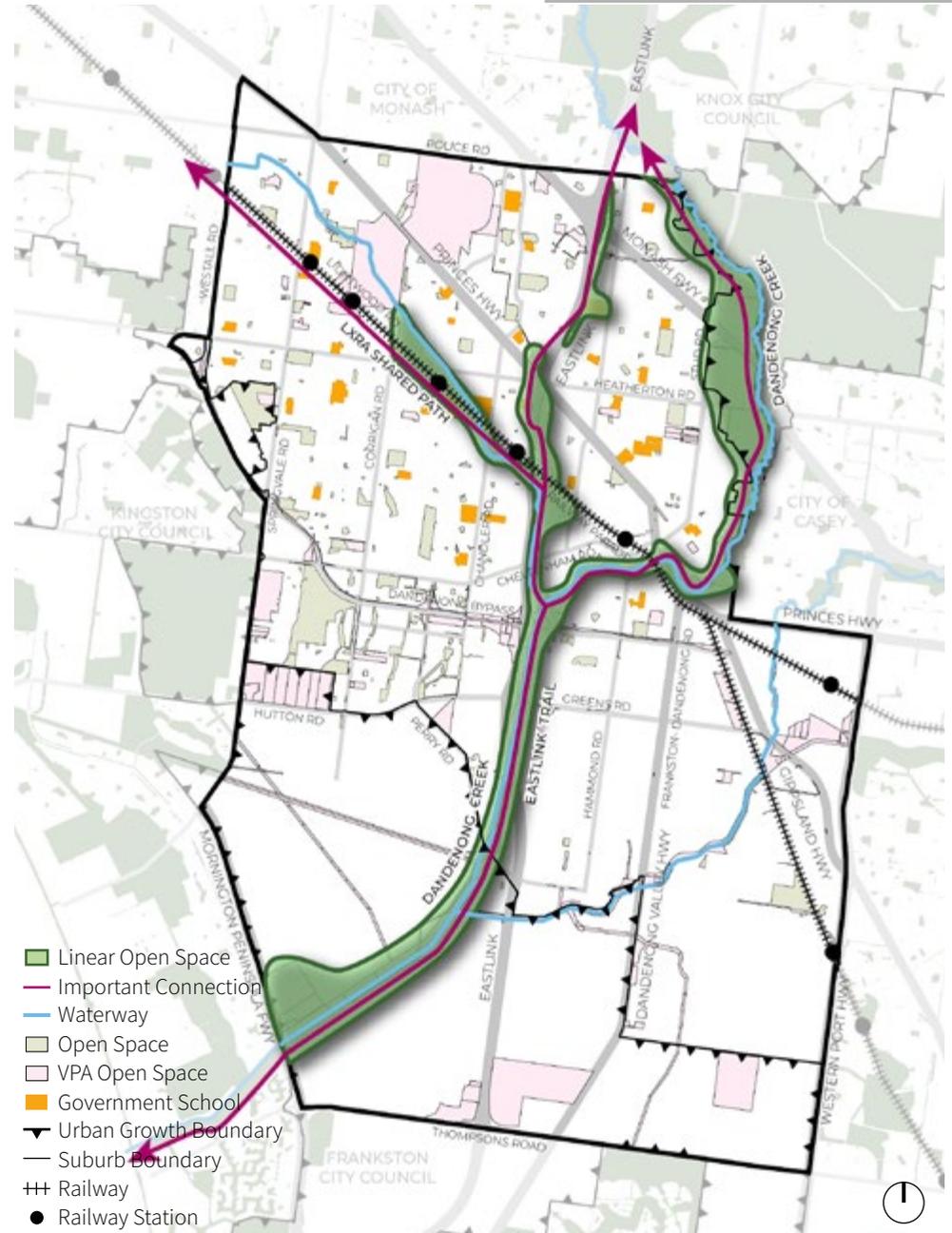


**FIGURE 5.1E**  
TOPOGRAPHY AND WATERWAYS



**FIGURE 5.1F**  
LINEAR OPEN SPACE ANALYSIS

**DRAFT**



## 5.2 SUBURB ANALYSIS

Mapping has been undertaken at a suburb level for Dandenong, Dandenong North, Dandenong South, Keysborough, Noble Park, Noble Park North, Springvale and Springvale South to allow for a clear representation of the current distribution of public open space. Lyndhurst and Bangholme are largely outside the urban growth boundary with limited Council owned open space and minimal residential development and have therefore not been mapped at a suburb specific level.

### PEDSHED ASSESSMENT

A 'PedShed' measures the actual walking distance along pathways rather than assume an 'as the crow flies' radius. This allows for greater accuracy when drawing conclusions about the accessibility of open space and the impact infrastructure barriers such as rail lines, large roads and natural barriers like rivers may have on open space accessibility. The 2009 Open Space Strategy used an 'as the crow flies' analysis, the use of PedShed analysis in this Open Space Strategy will greatly improve the accuracy of analysing the walkable distances and accessibility to open spaces. This analysis will be undertaken once an updated open space classification system is approved (refer to 4.3 Classifications).

A computer program 'Grasshopper script' will help to undertake this analysis. The following steps will be programmed to run at variable distances from the hierarchy of open spaces:

- Multiple points are located at the street frontages of the open space.
- From that point paths are drawn along the street network outwards until they reach the defined distance to open space
- Land parcels adjacent to the path are selected as being within the catchment.

It is noted that PedShed analysis utilises the available spatial data, and may not be completely accurate with regard to all present conditions. Furthermore, a range of factors affect walkability that are not considered within the assessment, which can include:

- Amenity and safety of the street network (presence of footpaths and infrastructure such as benches, shade, speed of adjacent vehicular traffic).
- General topography and the grade of footpaths.
- Intensity of activity and grain of the streetscape.

### GAP ANALYSIS

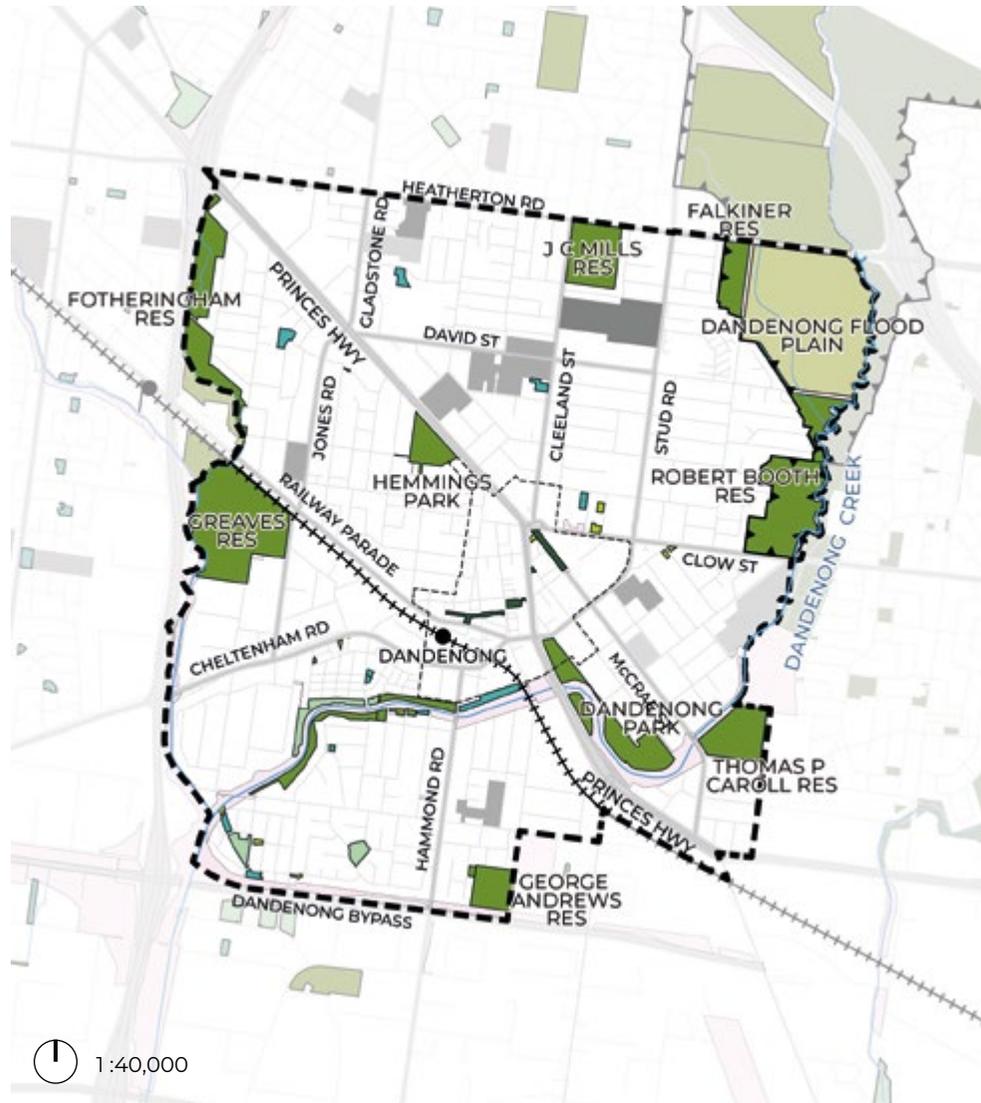
Once the open space hierarchy is approved, a gap analysis will be undertaken using the PedShed method allowing Council to determine the quantity of properties that are both within and outside of the recommended walkable catchments of the various hierarchies of open space. Gaps in provision will be addressed through the Open Space Strategy. There are several avenues that can be explored to address these gaps in provision, and these will be assessed on a case by case basis in the Open Space Strategy, solutions may include:

- Utilisation of restricted public open spaces and ancillary spaces (eg school grounds).
- Increased connectivity (walkability and cyclability) to existing open spaces.
- Purchase of land for new open space.
- Upgrades to existing open spaces to meet increased demand.

### DENSITY

Further analysis based on population projections and development (discussed further at 5.2) will be crucial to understand which areas will undergo increased demand and greater pressure on open space usage due to increased densities, both residential and employment.

## 5.2.1 DANDENONG



## DANDENONG

Dandenong has a Metropolitan Activity Centre in its core which is reflected in the zoning of Comprehensive Development Zone surrounded by Residential Growth Zone and further by the General Residential Zone. A variety of sports and education uses are prevalent.

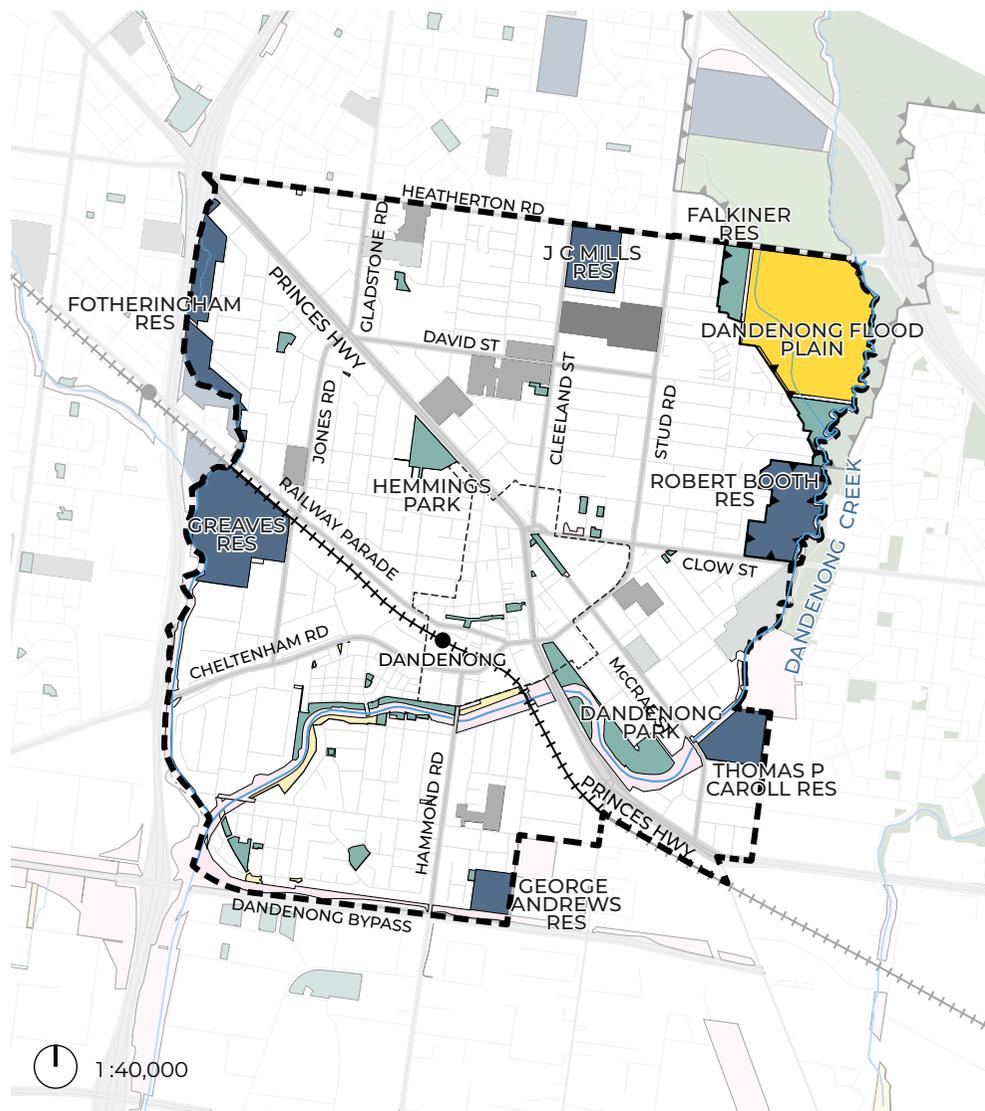
There are a fair number of cycle links with the proposed off-road and on-road links along the railway and Princes Highway providing valuable links through the suburb.

**FIGURE 5.2.1A**

DANDENONG - OPEN SPACE HIERARCHY

- Regional
- District
- Neighbourhood
- Local
- Small Local
- Civic
- VPA Open Space
- Tertiary Institution
- Government School
- Non Government School
- Waterway
- Railway
- Railway Station
- Activity Centre Boundary
- Suburb Boundary
- Urban Growth Boundary

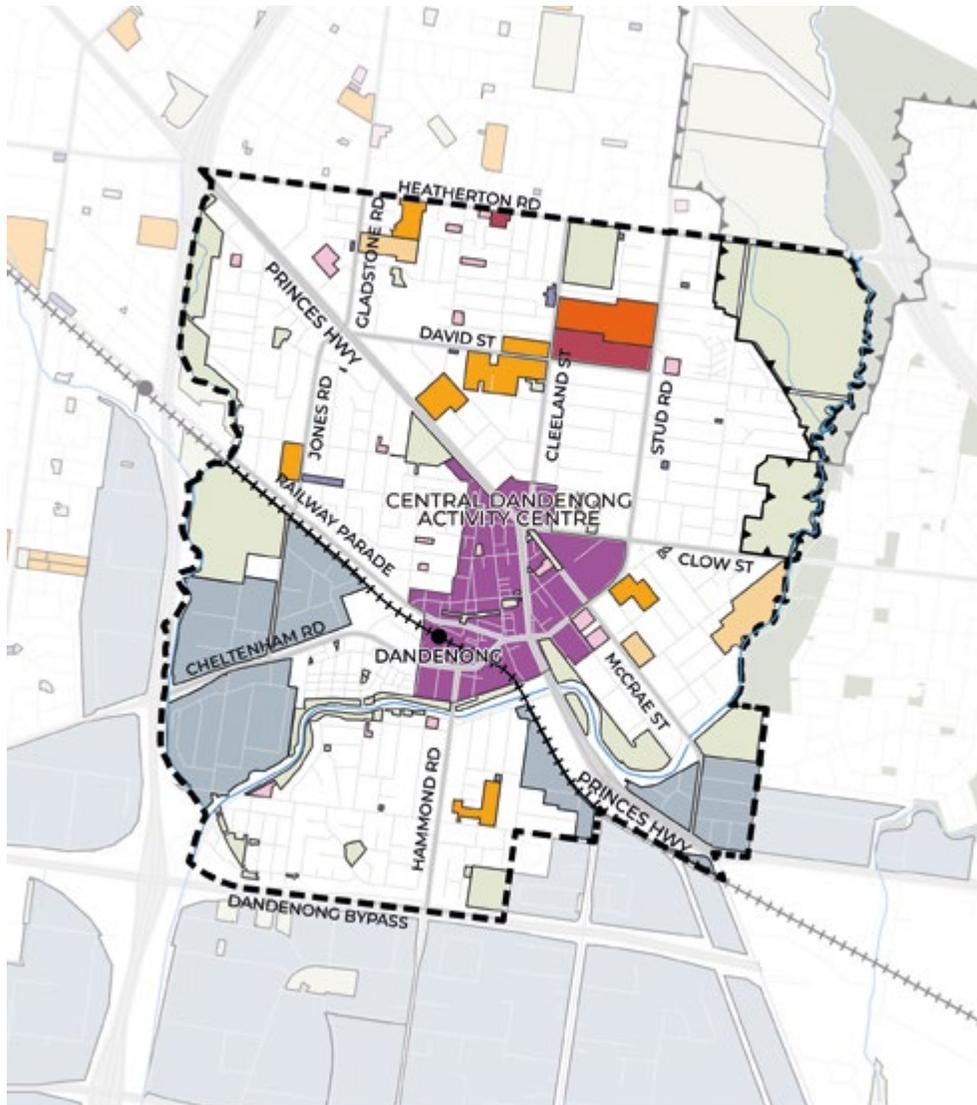




**FIGURE 5.2.1B**  
DANDENONG - OPEN SPACE TYPE

- District
- Linear
- Sports
- Passive
- VPA Open Space
- Tertiary Institution
- Government School
- Non Government School
- Waterway
- Railway
- Railway Station
- Activity Centre Boundary
- Suburb Boundary
- Urban Growth Boundary

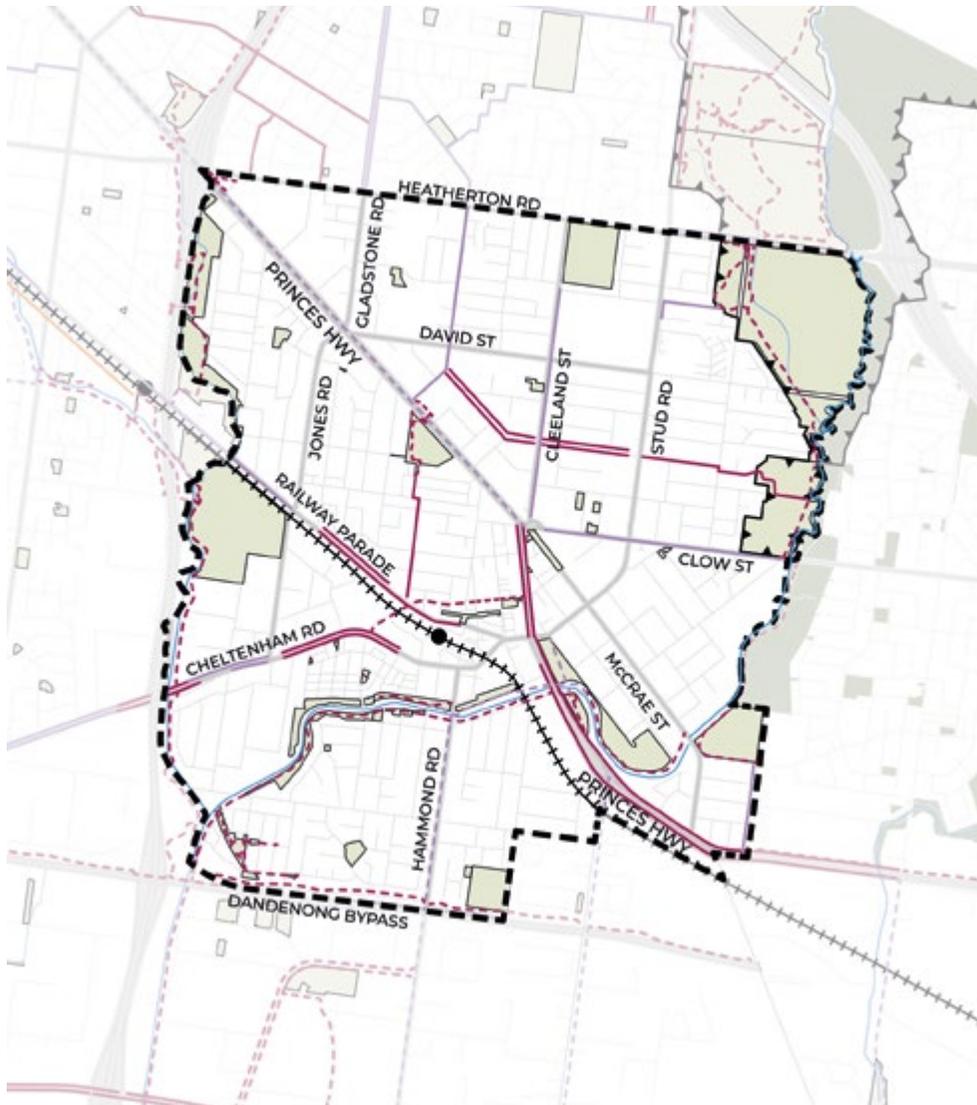




**FIGURE 5.2.1C**  
DANDENONG - MAJOR LAND USES

- Metropolitan Activity Centre
- Neighbourhood Activity Centre
- Church
- Hospital
- Tertiary/ Further Education
- Government School
- Non Government School
- Industrial
- Open Space
- ++ Railway
- Waterway
- Railway Station
- - - Suburb Boundary
- ▲ Urban Growth Boundary

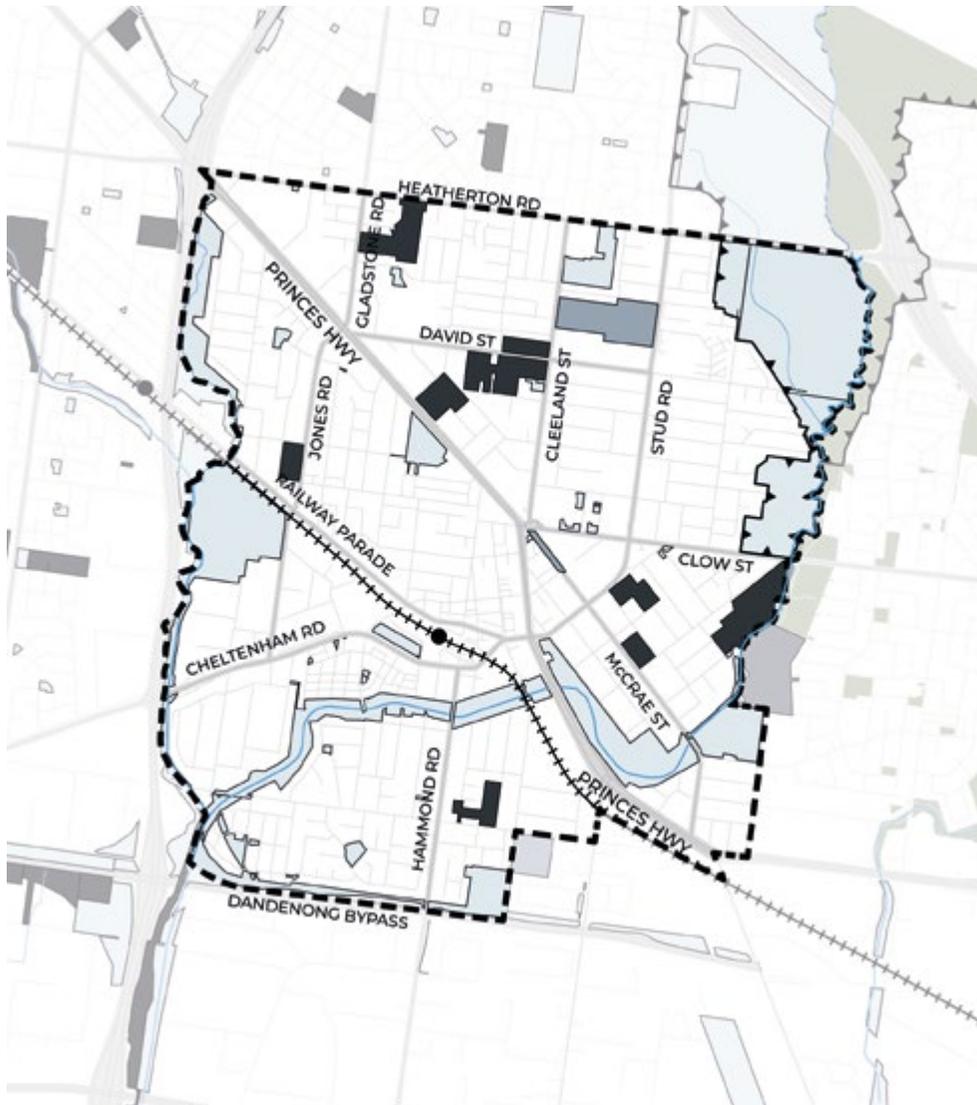




**FIGURE 5.2.1D**  
DANDENONG - CYCLING CORRIDORS

- On-road Path
- - - Off-road Path
- Proposed On-road Path
- - - Proposed Off-road Path
- LXRA Shared Path
- Waterway
- Railway Station
- Open Space
- - - Railway
- - - Suburb Boundary
- Urban Growth Boundary

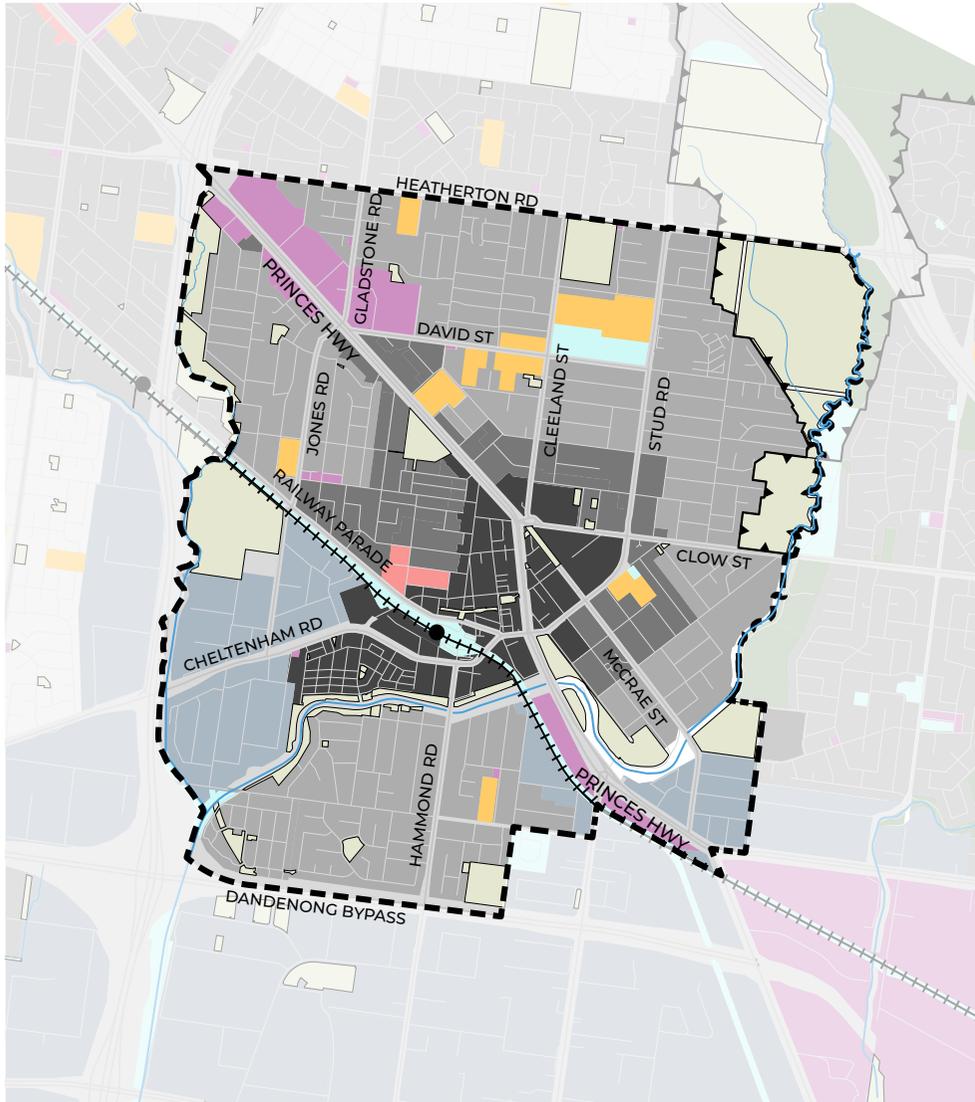




**FIGURE 5.2.1E**  
DANDENONG - VPA ACCESSIBILITY

- Open
- Limited
- Highly Limited
- Closed
- Waterway
- Railway Station
- ++ Railway
- - - Suburb Boundary
- ▲ Urban Growth Boundary





**FIGURE 5.2.1F**  
DANDENONG - PLANNING ZONE

- Comprehensive Development Zone
- Residential Growth Zone
- General Residential Zone
- Commercial Zone
- Mixed Use Zone
- Public Use Zone
- Public Use Zone -- Education
- Industrial
- Open Space
- ++ Railway
- Suburb Boundary
- Waterway
- Railway Station
- Urban Growth Boundary



## 5.2.2 DANDENONG NORTH



### DANDENONG NORTH

Dandenong North has several small Neighbourhood Centres and is predominately zoned Neighbourhood Residential with a band of General Residential along Heatherton Road. Green space is primarily along the north-eastern boundary.

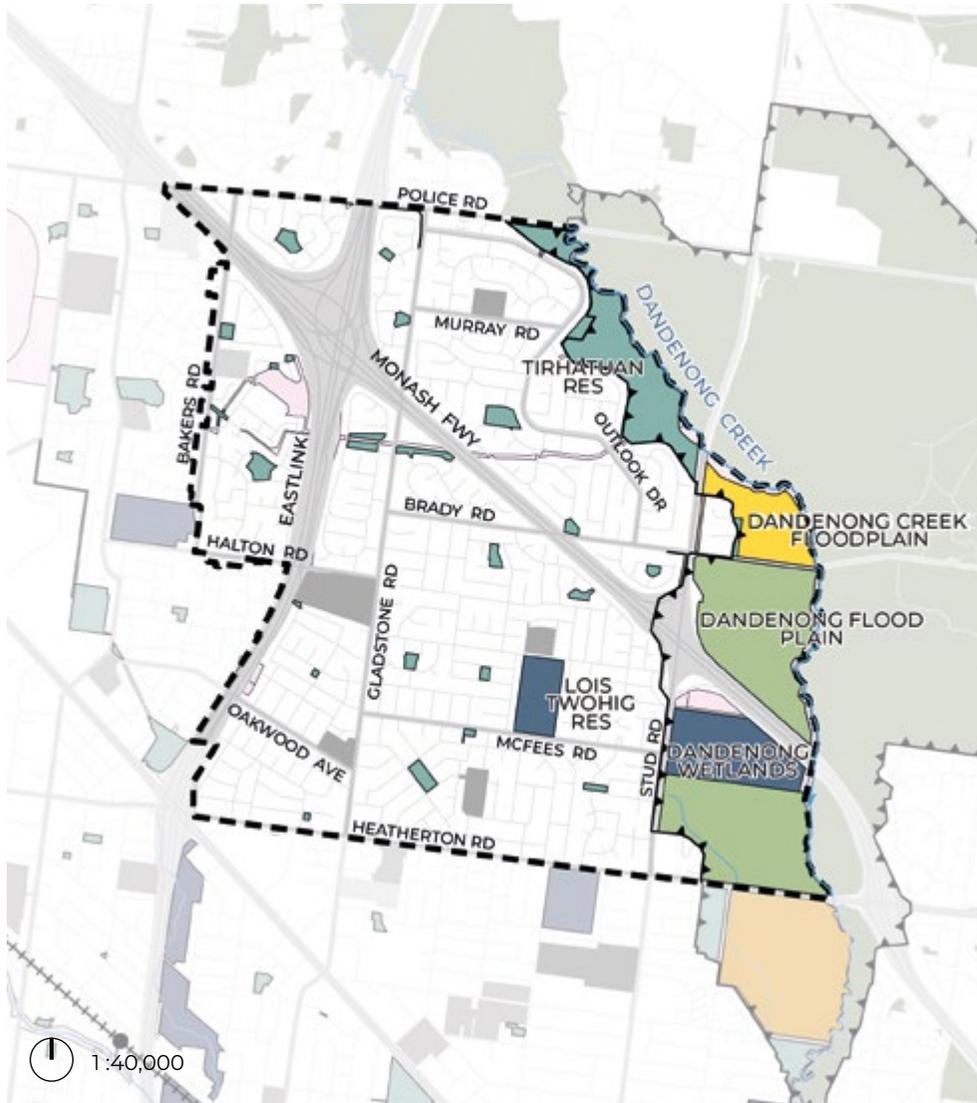
There are a reasonable number of cycle paths with the proposed Gladstone Road on-road path providing a key north-south connection. Azalea Crescent Reserve forms a linear connection to Lyndale Secondary College.

**FIGURE 5.2.A**

DANDENONG NORTH - OPEN SPACE HIERARCHY

- Regional
- District
- Neighbourhood
- Local
- Small Local
- VPA Open Space
- Government School
- Non Government School
- Waterway
- Railway
- Railway Station
- Suburb Boundary
- Urban Growth Boundary



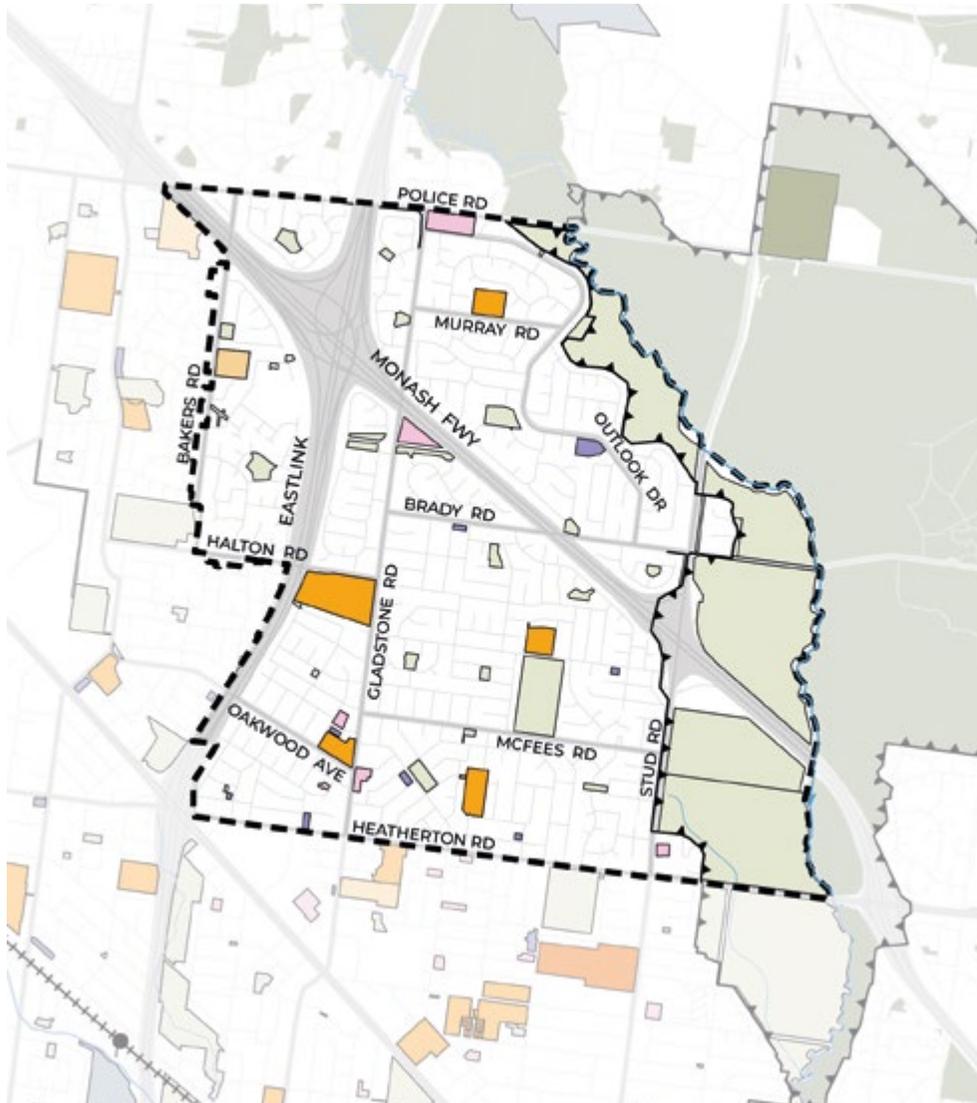


**FIGURE 5.2.2B**  
DANDENONG NORTH - OPEN SPACE TYPE

- District
- Linear
- Sports
- Passive
- Bushland
- VPA Open Space
- Government School
- Non Government School
- Waterway
- Railway
- Railway Station
- Urban Growth Boundary
- Suburb Boundary



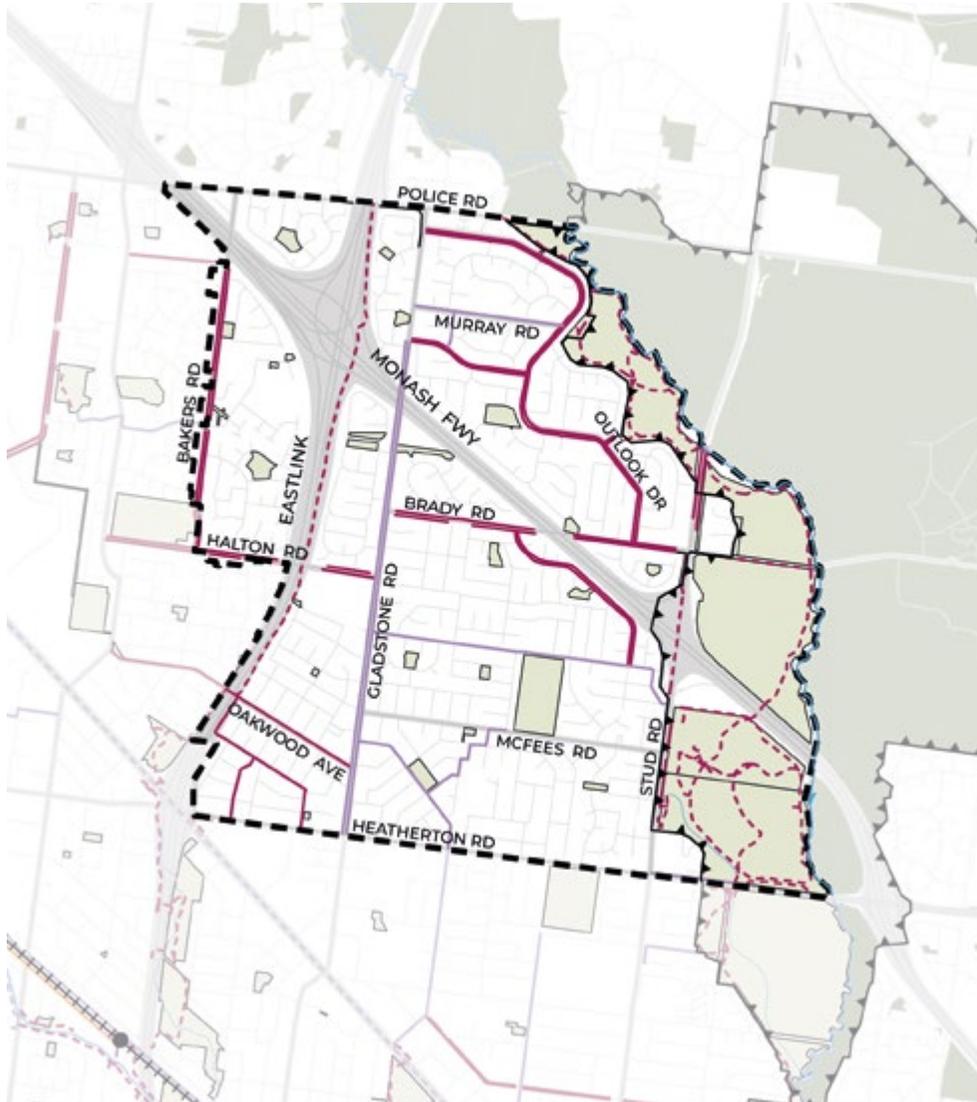
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**FIGURE 5.2.2C**  
DANDENONG NORTH - MAJOR LAND USES

- Neighbourhood Activity Centre
- Church
- Government School
- Non Government School
- Open Space
- ++ Railway
- Waterway
- Railway Station
- - - Suburb Boundary
- Urban Growth Boundary

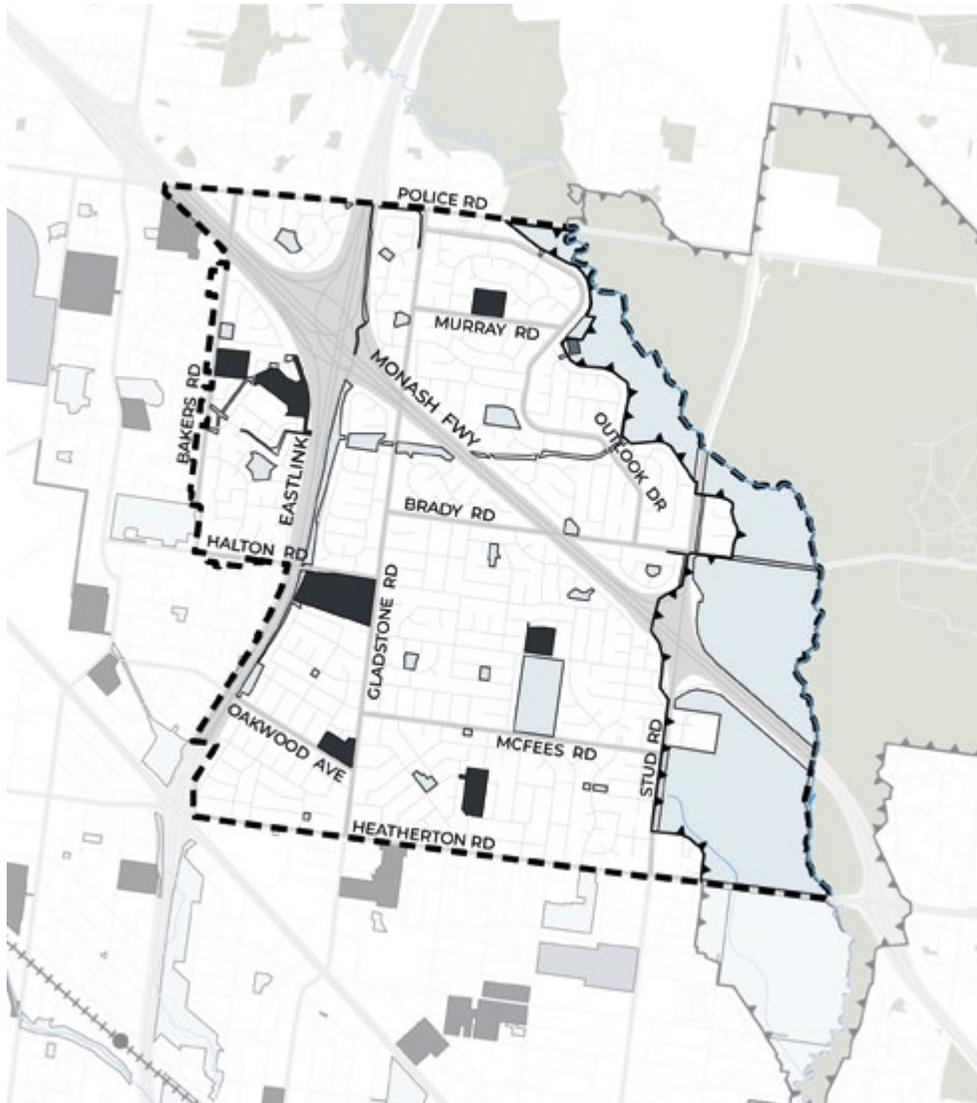




**FIGURE 5.2.2D**  
DANDENONG NORTH - CYCLING  
CORRIDORS

- On-road Path
- - - Off-road Path
- Proposed On-road Path
- - - Proposed Off-road Path
- LXRA Shared Path
- Waterway
- Railway Station
- Open Space
- ++ Railway
- - - Suburb Boundary
- ▲ Urban Growth Boundary

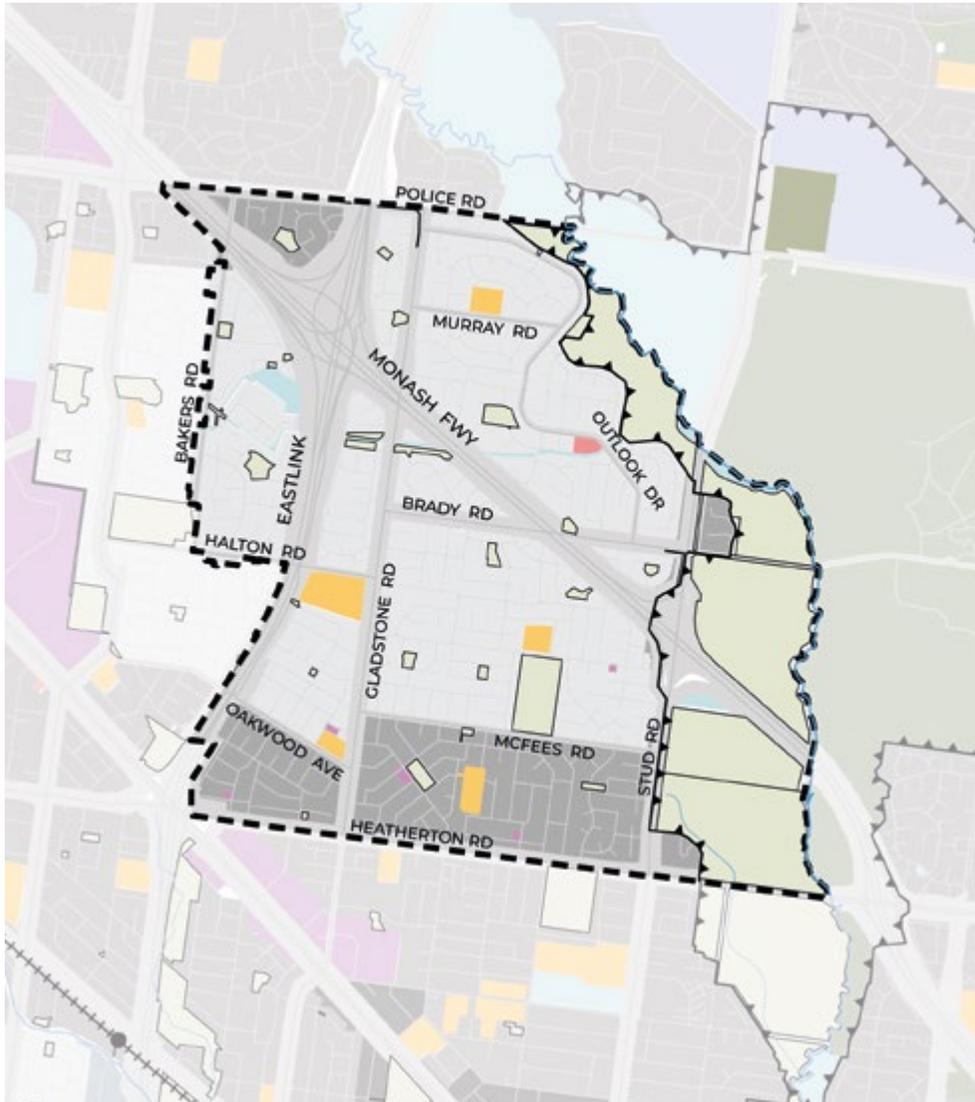




**FIGURE 5.2.2E**  
DANDENONG NORTH- VPA ACCESSIBILITY

- Open
- Limited
- Highly Limited
- Closed
- Waterway
- Railway Station
- ++ Railway
- - - Suburb Boundary
- ▲ Urban Growth Boundary





**FIGURE 5.2.2F**  
DANDENONG NORTH - PLANNING ZONE

- General Residential Zone
- Neighbourhood Residential Zone
- Commercial Zone
- Mixed Use Zone
- Public Use Zone
- Public Use Zone -- Education
- Open Space
- ++ Railway
- Suburb Boundary
- Waterway
- Railway Station
- ▲ Urban Growth Boundary



### 5.2.3 DANDENONG SOUTH

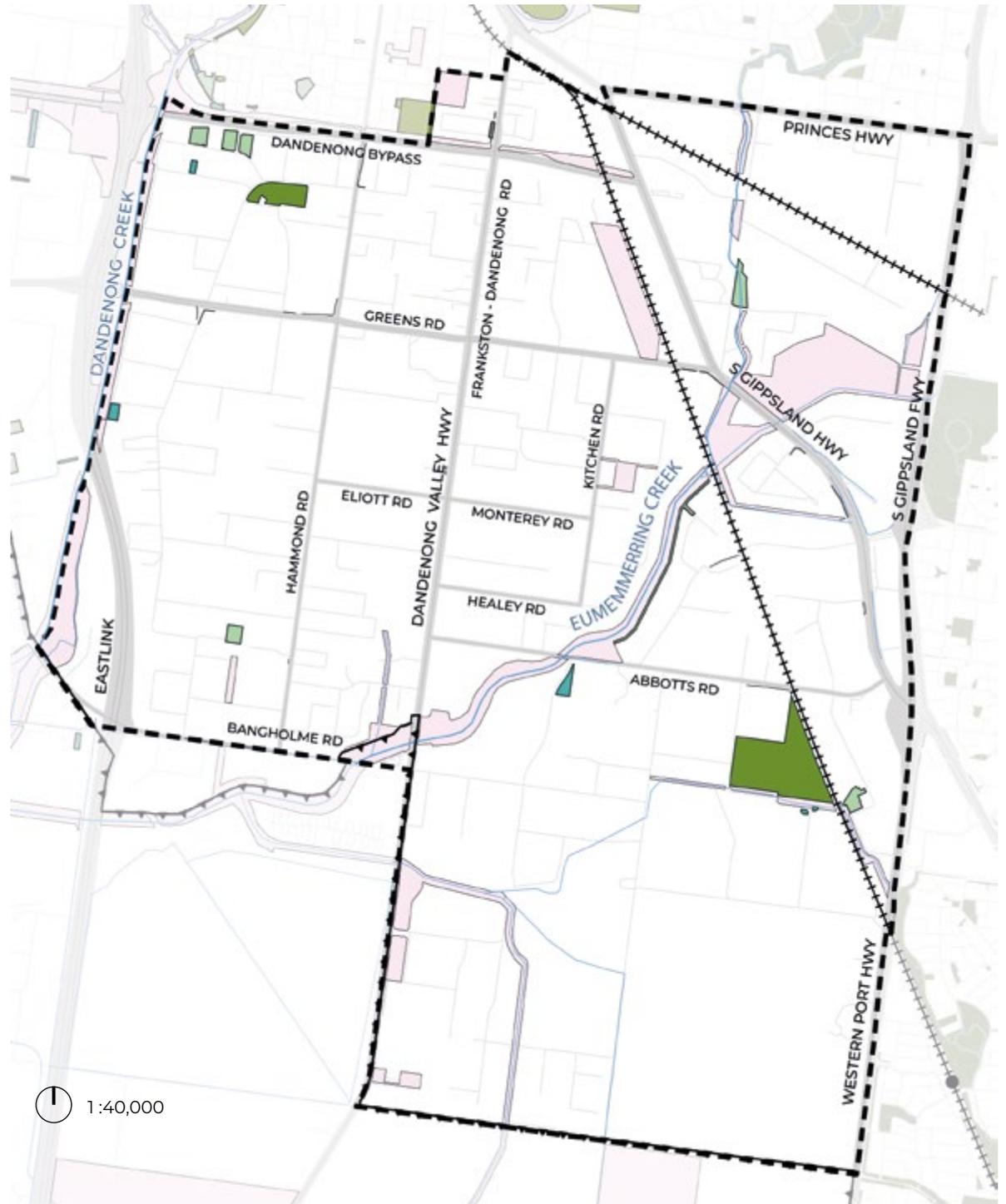
#### DANDENONG SOUTH

Dandenong South has no Neighbourhood Activity Centres and is almost entirely covered by Industrial and Commercial zoning. The number of open spaces is extremely small with the largest being National Reserve in the south east followed by Logis Reserve in the north west. While the land zoning shows that it is primarily an employment zone, the need to cater for the recreational needs of workers may not be met through the current limited open space provision.

**FIGURE 5.2.3A**

DANDENONG SOUTH- OPEN SPACE HIERARCHY

-  District
-  Neighbourhood
-  Local
-  Linear
-  VPA Open Space
-  Waterway
-  Railway
-  Railway Station
-  Suburb Boundary
-  Urban Growth Boundary

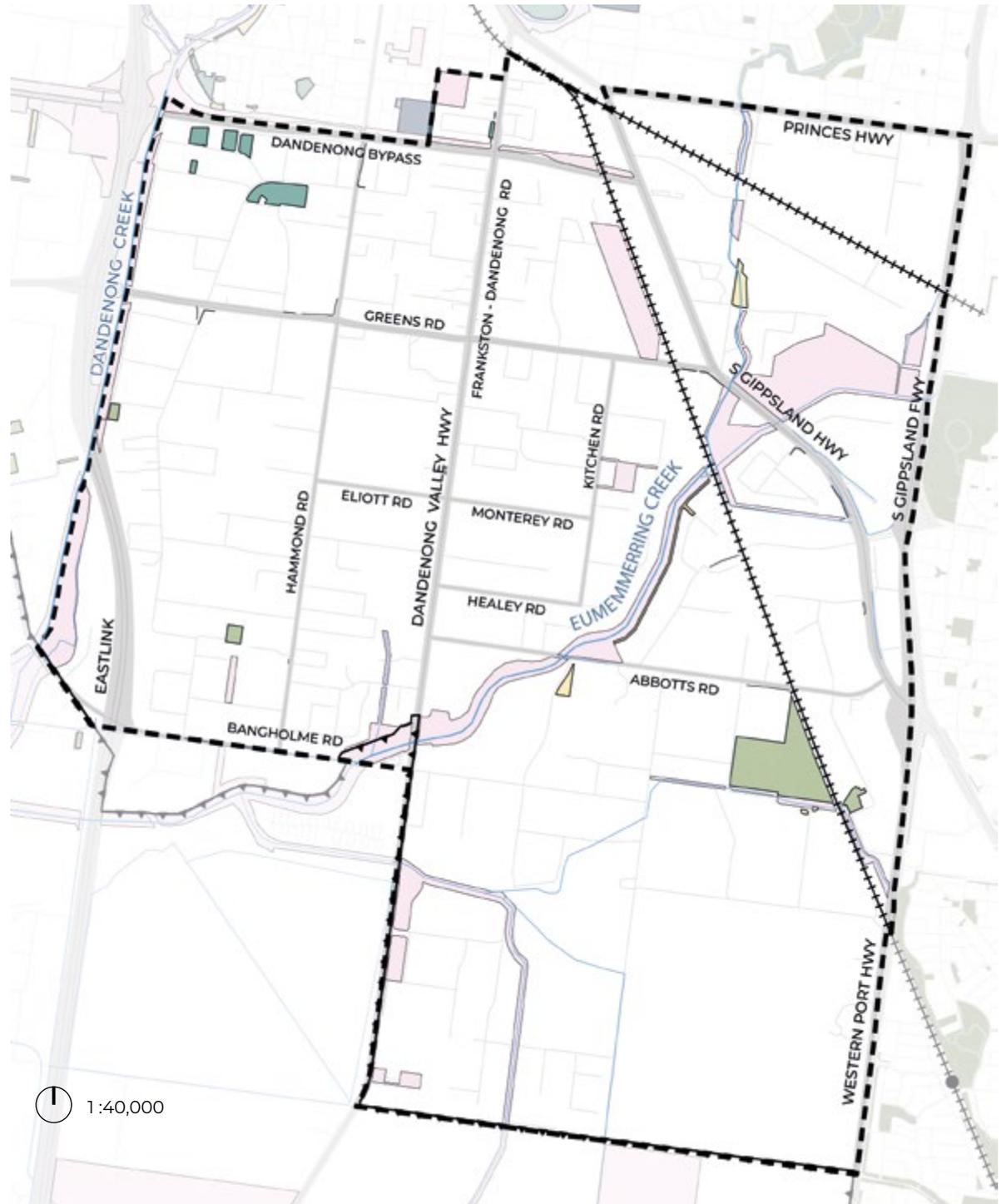


**FIGURE 5.2.3B**  
DANDENONG SOUTH - OPEN SPACE  
TYPE

-  Linear
-  Passive
-  VPA Open Space
-  Waterway
-  Railway
-  Railway Station
-  Urban Growth Boundary
-  Suburb Boundary

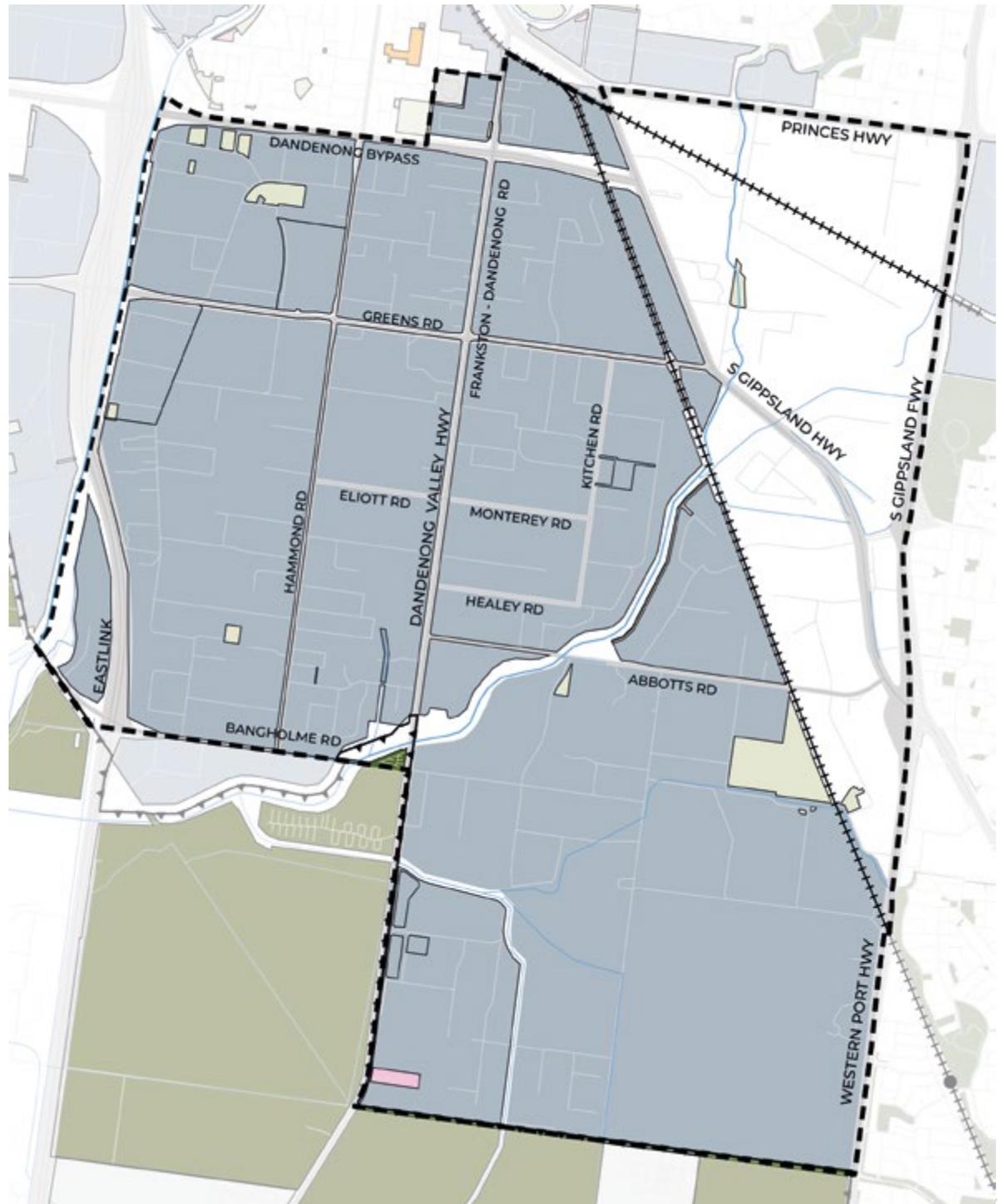


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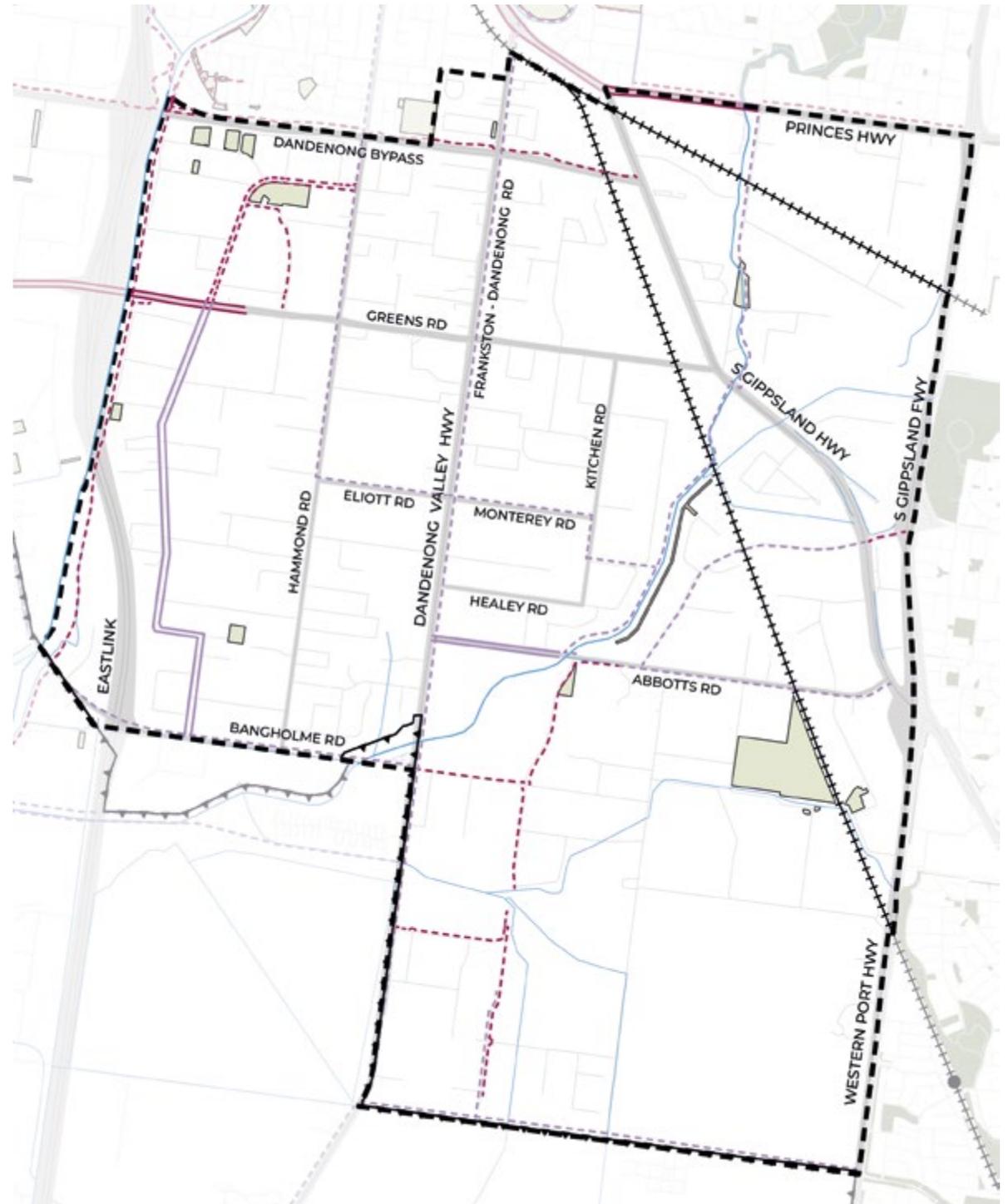
**FIGURE 5.2.3C**  
DANDENONG SOUTH - MAJOR LAND USES

- Church
- Cemetery
- Industrial
- Green Wedge
- Open Space
- Railway
- Waterway
- Railway Station
- Suburb Boundary
- Urban Growth Boundary



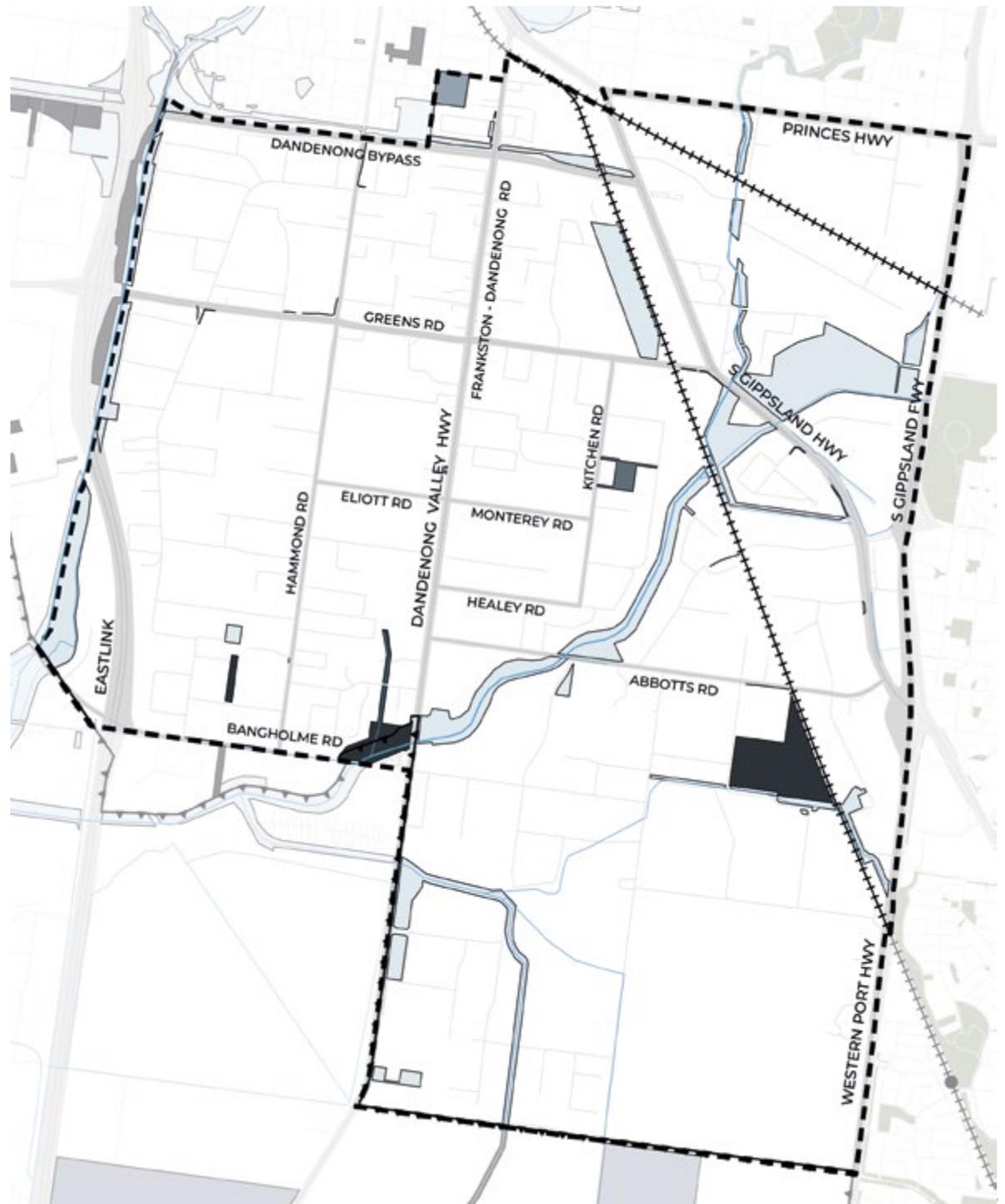
**FIGURE 5.2.3D**  
DANDENONG SOUTH - CYCLING  
CORRIDORS

- On-road Path
- - - Off-road Path
- - - Proposed On-road Path
- - - Proposed Off-road Path
- - - LXRA Shared Path
- Waterway
- Railway Station
- Open Space
- ⊕⊕ Railway
- - - Suburb Boundary
- ▼ Urban Growth Boundary



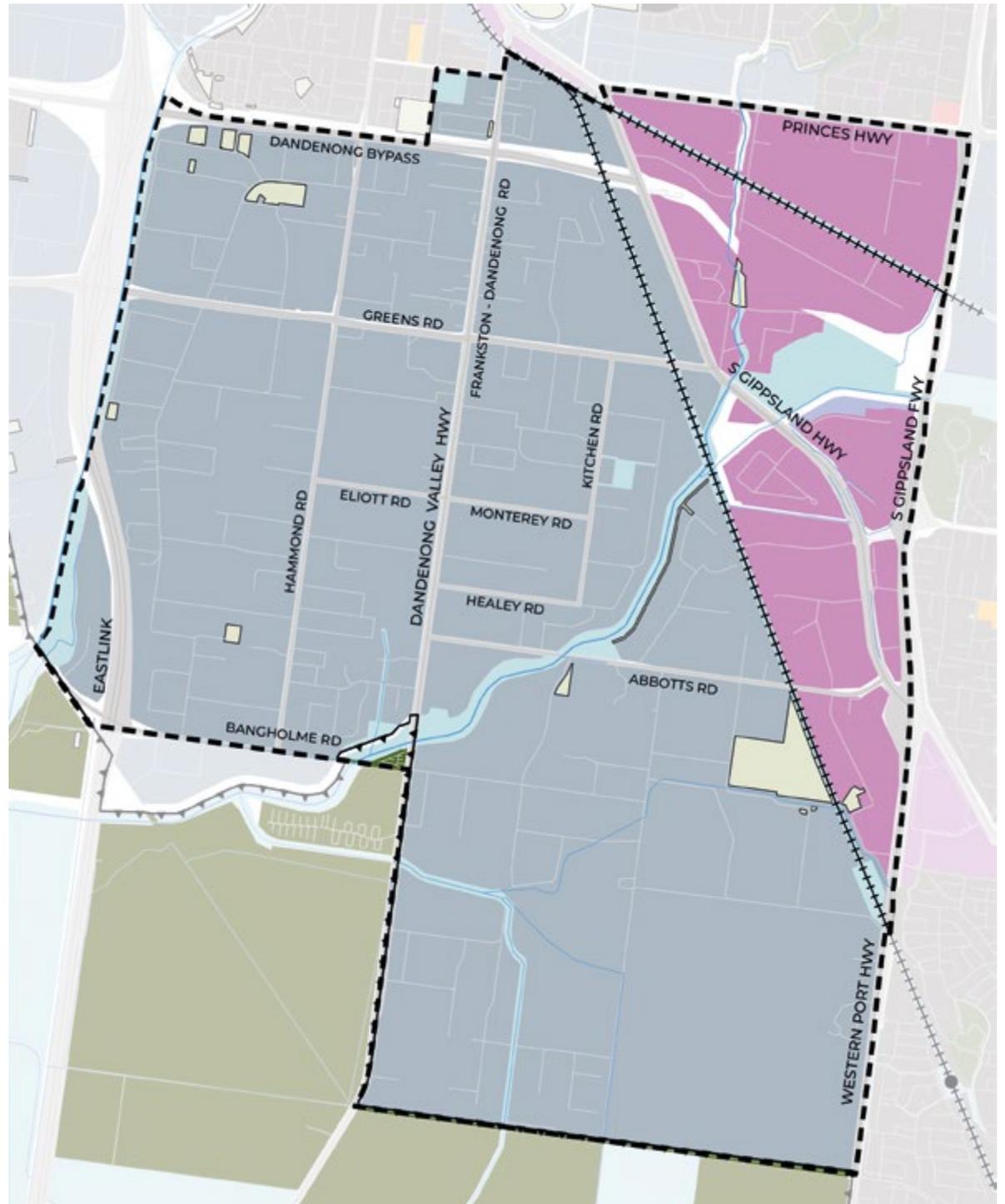
**FIGURE 5.2.3E**  
DANDENONG SOUTH - VPA ACCESSIBILITY

- Open
- Limited
- Highly Limited
- Closed
- Waterway
- Railway Station
- ⊕⊕ Railway
- - - Suburb Boundary
- ▾ Urban Growth Boundary



**FIGURE 5.2.3F**  
DANDENONG SOUTH - PLANNING ZONE

- Commercial Zone
- Public Use Zone
- Industrial
- Green Wedge
- Special Use Zone
- Open Space
- Railway
- Suburb Boundary
- Waterway
- Railway Station
- Urban Growth Boundary



## 5.2.4 KEYSBOROUGH



### KEYSBOROUGH

Keysborough has a Major Activity Centre and several Neighbourhood Activity Centres. The Major Activity Centre is zoned Commercial and Mixed Use and is surrounded by General Residential Zone with the area to the north being predominately Neighbourhood Residential and the area to the south being General Residential.

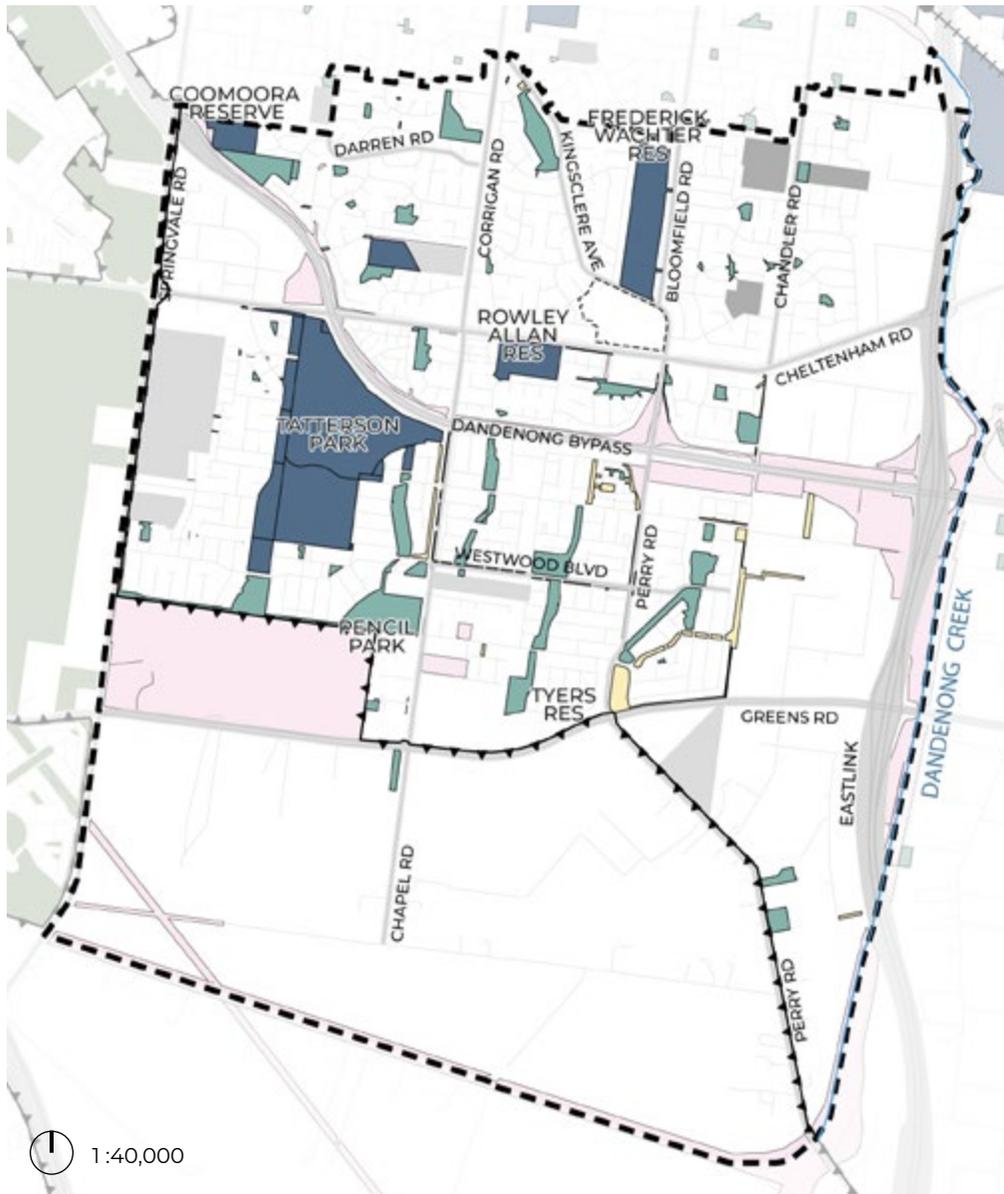
The Green Wedge Zone that occupies the bottom third of the suburb is predominately used for rural uses with a golf course in the south. Cycle paths are generally east-west on-road paths with some north-south connectors through the newer housing estates.

**FIGURE 5.2.4A**

KEYSBOROUGH - OPEN SPACE HIERARCHY

- District
- Neighbourhood
- Local
- Small Local
- Linear
- VPA Open Space
- Government School
- Non Government School
- Waterway
- ++ Railway
- Railway Station
- Activity Centre Boundary
- Suburb Boundary
- ▲ Urban Growth Boundary





**FIGURE 5.2.4B**  
KEYSBOROUGH - OPEN SPACE TYPE

- Linear
- Sports
- Passive
- VPA Open Space
- Government School
- Non Government School
- Waterway
- ++ Railway
- Railway Station
- Activity Centre Boundary
- Suburb Boundary
- ▲ Urban Growth Boundary





**FIGURE 5.2.4C**  
KEYSBOROUGH - MAJOR LAND USES

- Major Activity Centre
- Neighbourhood Activity Centre
- Church
- Government School
- Non Government School
- Industrial
- Green Wedge
- Open Space
- ++ Railway
- Waterway
- Railway Station
- - - Suburb Boundary
- ▲ Urban Growth Boundary

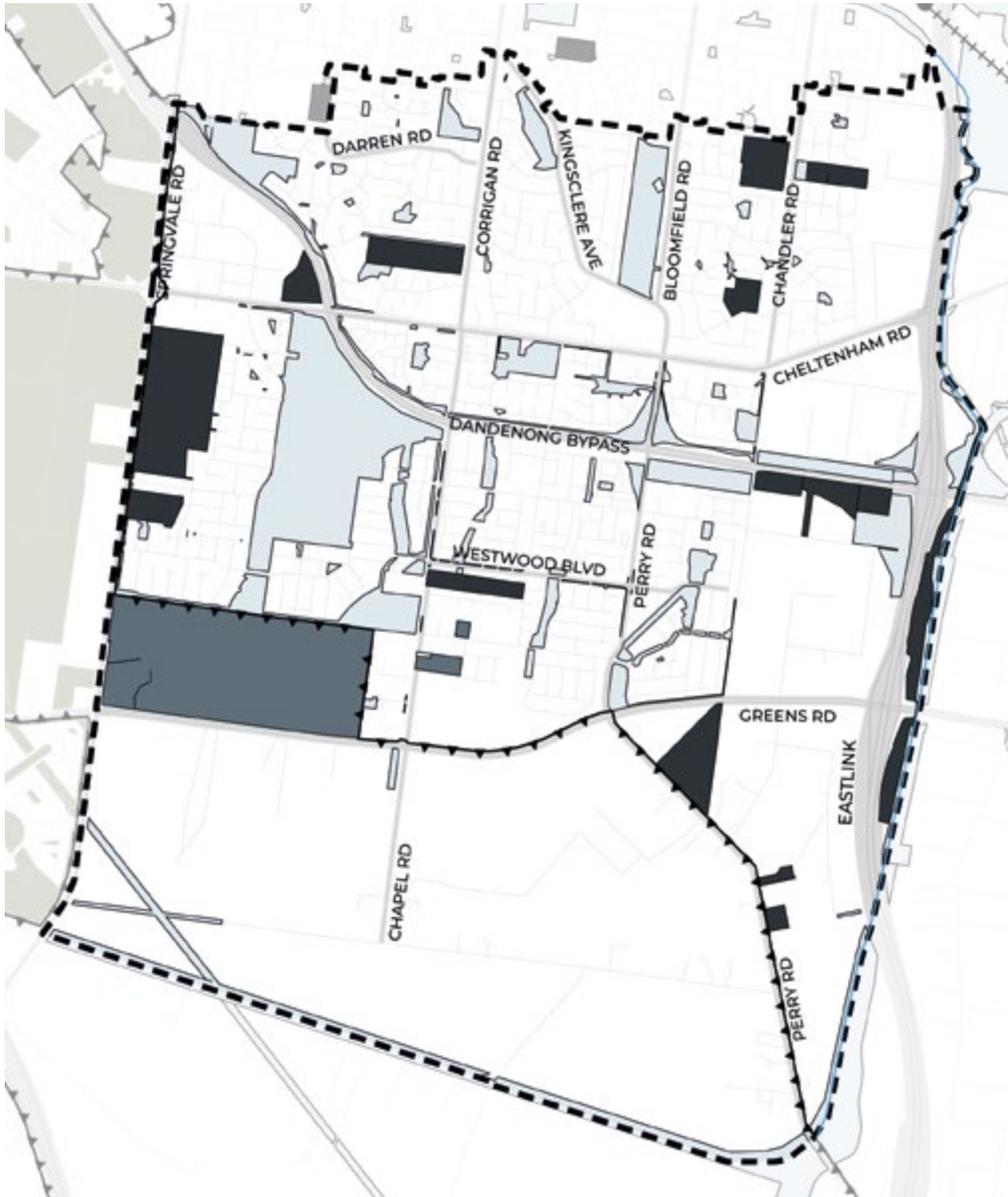




**FIGURE 5.2.4D**  
KEYSBOROUGH - CYCLING CORRIDORS

- On-road Path
- - - Off-road Path
- Proposed On-road Path
- - - Proposed Off-road Path
- LXRA Shared Path
- Waterway
- Railway Station
- Open Space
- ++ Railway
- - - Suburb Boundary
- Urban Growth Boundary





**FIGURE 5.2.4E**  
KEYSBOROUGH - VPA ACCESSIBILITY

- Open
- Limited
- Highly Limited
- Closed
- Waterway
- Railway Station
- ⊕ Railway
- - - Suburb Boundary
- ▲ Urban Growth Boundary





**FIGURE 5.2.4F**  
KEYSBOROUGH - PLANNING ZONE

- General Residential Zone
- Neighbourhood Residential Zone
- Commercial Zone
- Mixed Use Zone
- Public Use Zone
- Public Use Zone -- Education
- Industrial
- Green Wedge
- Special Use Zone
- Open Space
- ⊕⊕ Railway
- Suburb Boundary
- Waterway
- Railway Station
- ▼ Urban Growth Boundary



## 5.2.5 NOBLE PARK



## NOBLE PARK

Noble Park has a Major Activity Centre and Sports Park located around and near the Noble Park Train Station. The land is dominated by General Residential Zone with a pocket of Commercial and Residential Growth around the Activity Centre. Recent LXRA works has allowed for additional pedestrian permeability under the elevated rail line, opening up the north side of the track with the sports park to those south of the rail line.

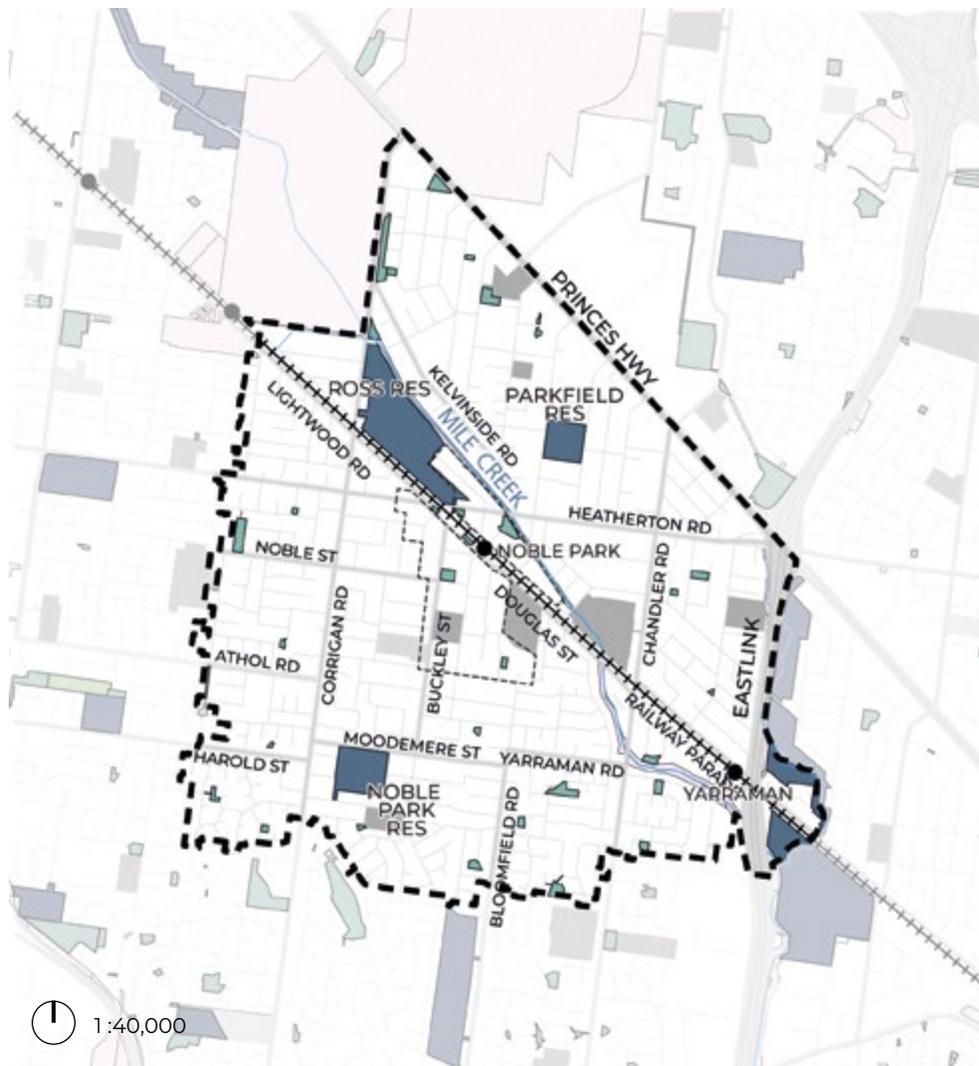
Apart from the shared path along the rail track and Eastlink, cycling infrastructure is poor however the proposed on and off road paths will provide much needed connectivity.

**FIGURE 5.2.5A**

NOBLE PARK - OPEN SPACE HIERARCHY

- District
- Neighbourhood
- Local
- Small Local
- Civic
- VPA Open Space
- Government School
- Non Government School
- Waterway
- Railway
- Railway Station
- Activity Centre Boundary
- Suburb Boundary
- Urban Growth Boundary

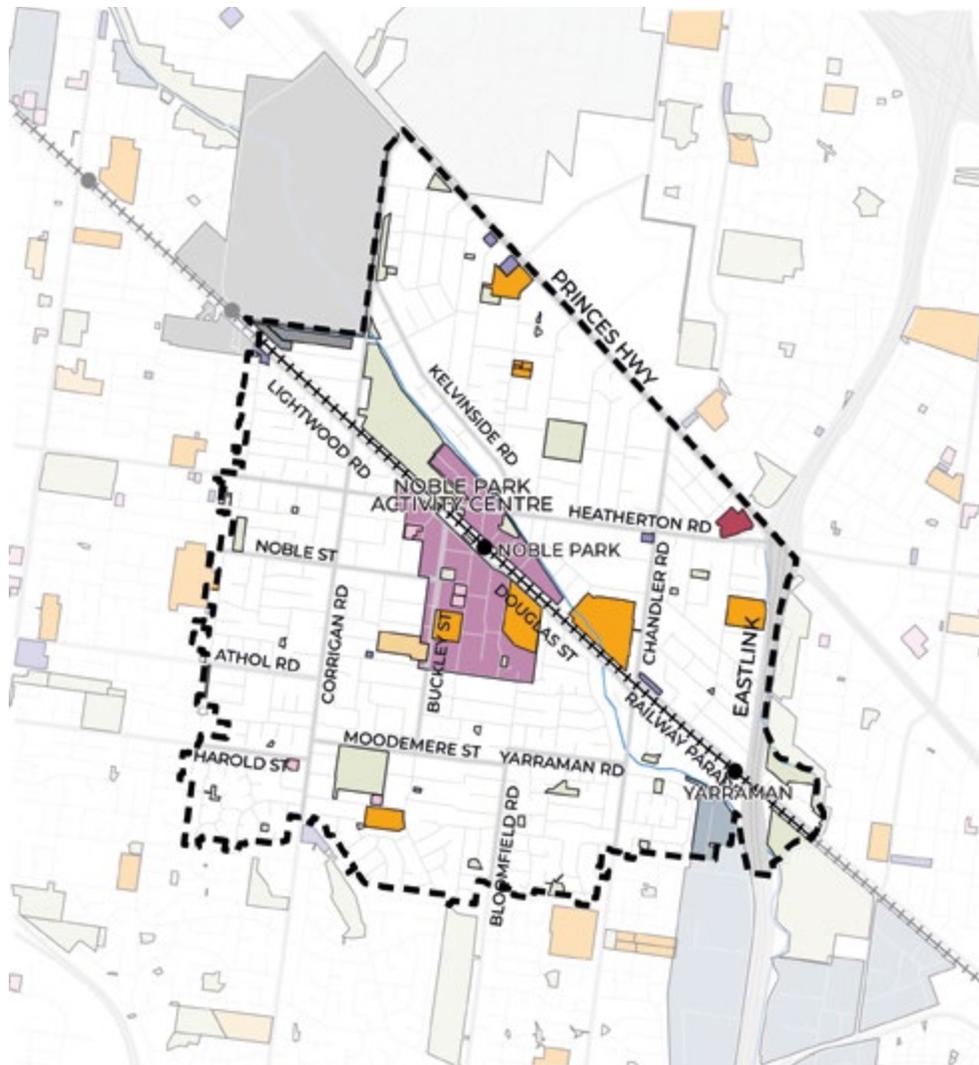




**FIGURE 5.2.5B**  
NOBLE PARK - OPEN SPACE TYPE

- Linear
- Sports
- Passive
- VPA Open Space
- Government School
- Non Government School
- Waterway
- Railway
- Railway Station
- Activity Centre Boundary
- Suburb Boundary
- Urban Growth Boundary

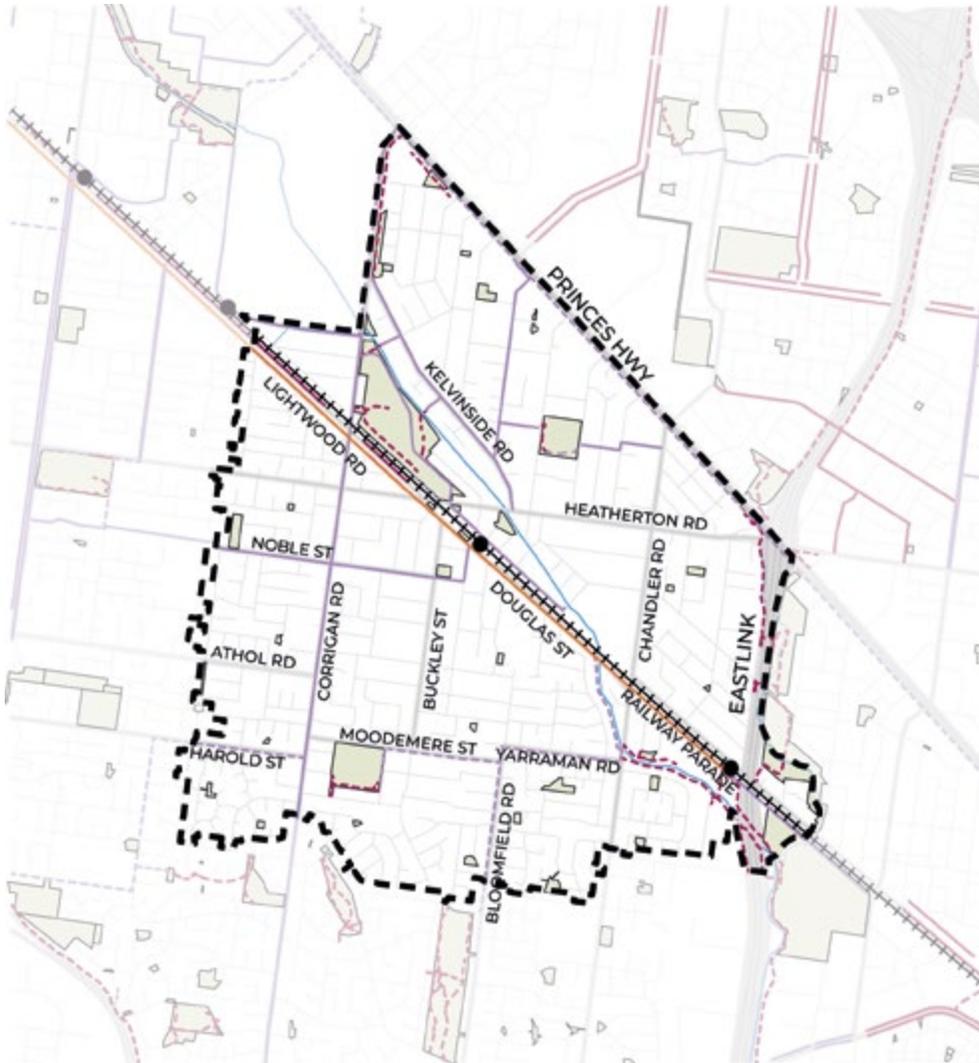




**FIGURE 5.2.5C**  
NOBLE PARK - MAJOR LAND USES

- Major Activity Centre
- Neighbourhood Activity Centre
- Church
- Hospital
- Government School
- Non Government School
- Racecourse
- Industrial
- Open Space
- ++ Railway
- Waterway
- Railway Station
- - - Suburb Boundary
- ▴ Urban Growth Boundary

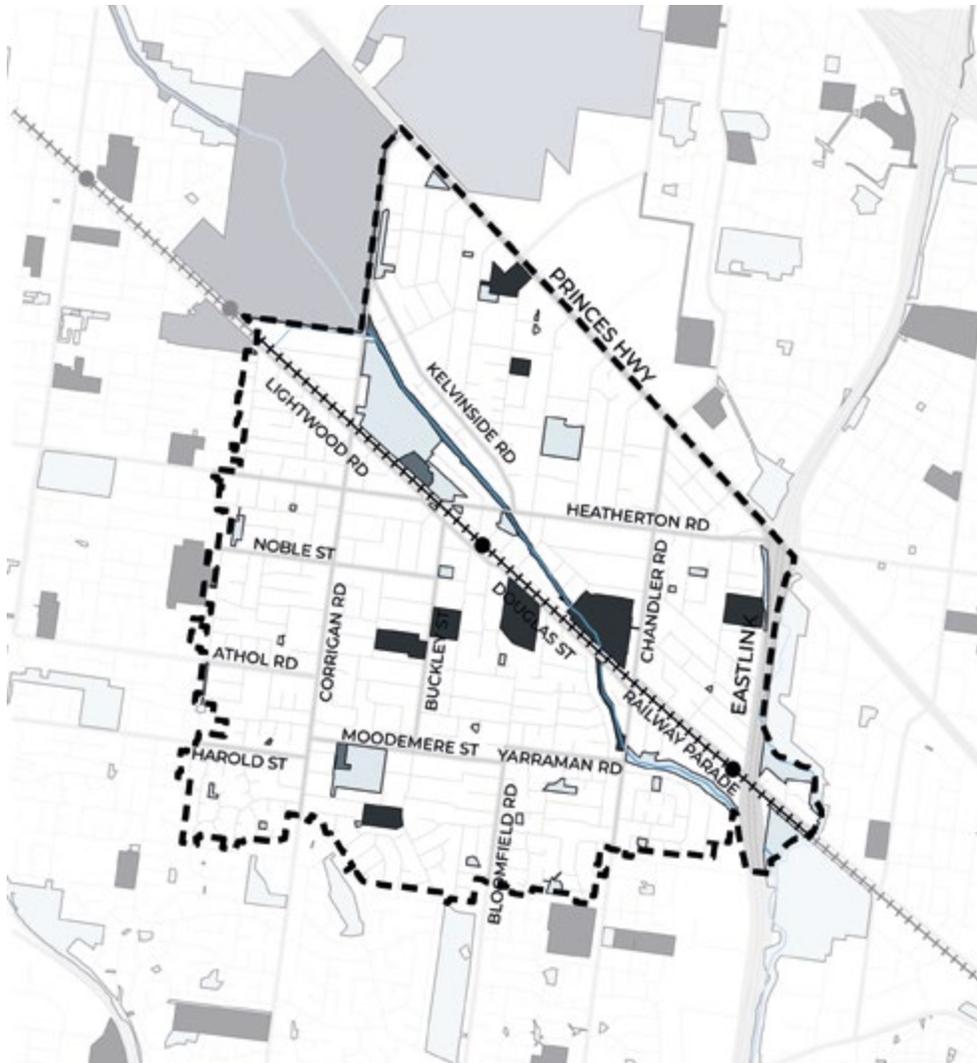




**FIGURE 5.2.5D**  
NOBLE PARK - CYCLING  
CORRIDORS

- On-road Path
- - - Off-road Path
- Proposed On-road Path
- - - Proposed Off-road Path
- LXRA Shared Path
- Waterway
- Railway Station
- Open Space
- +++ Railway
- - - Suburb Boundary
- Urban Growth Boundary

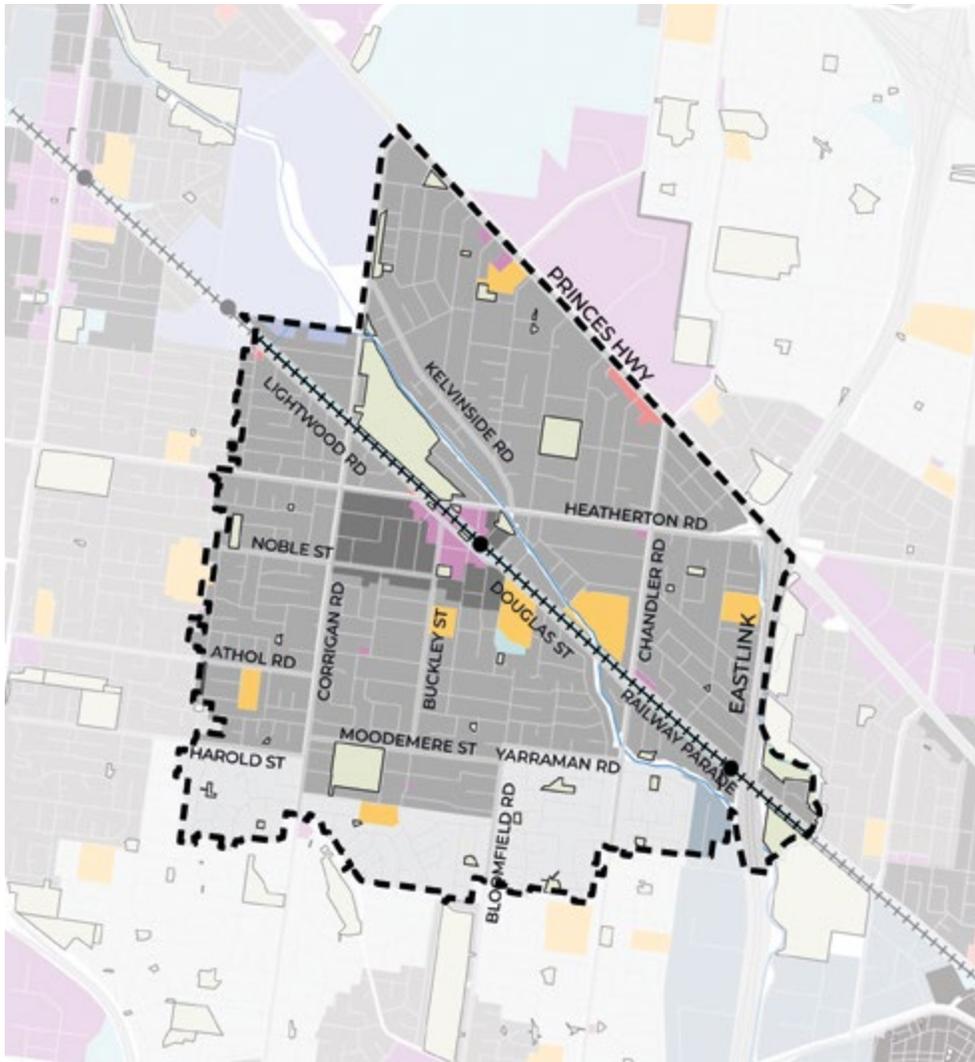




**FIGURE 5.2.5E**  
NOBLE PARK - VPA ACCESSIBILITY

- Open
- Limited
- Highly Limited
- Closed
- Waterway
- Railway Station
- ⊕⊕ Railway
- - - Suburb Boundary
- ▲ Urban Growth Boundary





**FIGURE 5.2.5F**  
NOBLE PARK - PLANNING ZONE

- Residential Growth Zone
- General Residential Zone
- Neighbourhood Residential Zone
- Commercial Zone
- Mixed Use Zone
- Public Use Zone
- Public Use Zone -- Education
- Industrial
- Special Use Zone
- Open Space
- ++ Railway
- Suburb Boundary
- Waterway
- Railway Station
- ▲ Urban Growth Boundary



## 5.2.6 NOBLE PARK NORTH



## NOBLE PARK NORTH

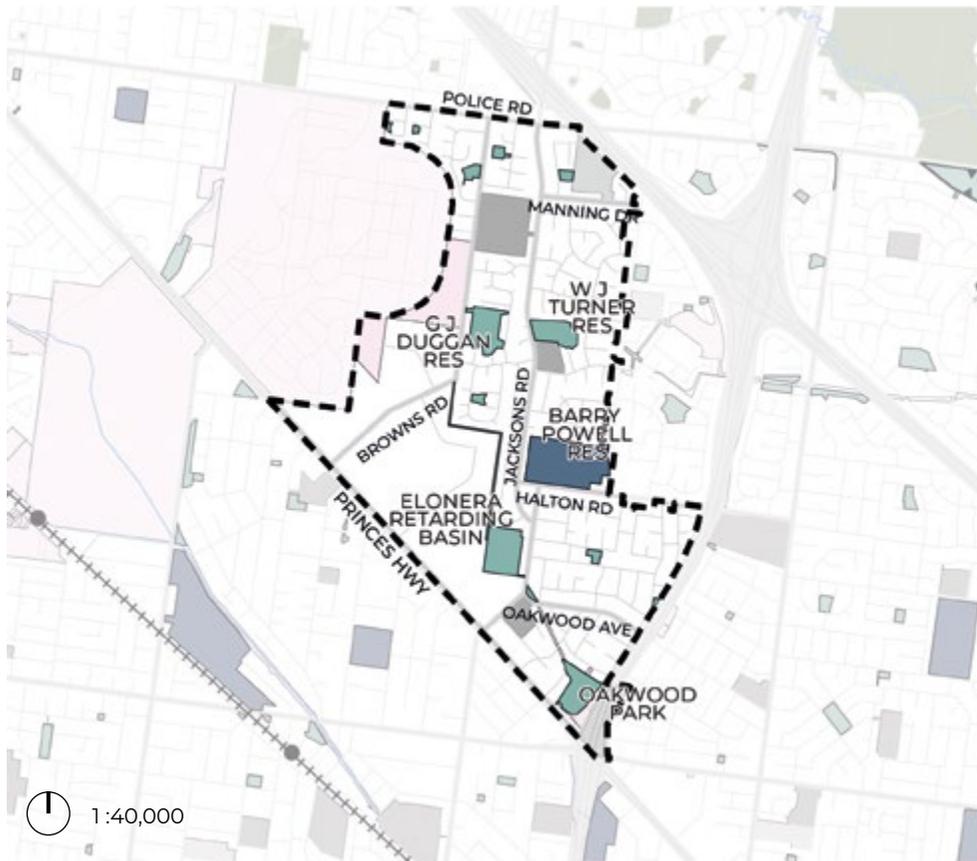
Noble Park North has two small Activity Centres with Neighbourhood Residential Zone in the core of the suburb and General Residential in the north and south with an area of Commercial Zone along Princes Highway.

A variety of green spaces are centrally located. Cycle paths are generally on-road and provide good north-south access and reasonable east-west access.

**FIGURE 5.2.6A**  
NOBLE PARK NORTH - OPEN SPACE HIERARCHY

- District
- Neighbourhood
- Local
- VPA Open Space
- Government School
- Non Government School
- Waterway
- ++ Railway
- Railway Station
- - - Suburb Boundary
- Urban Growth Boundary





**FIGURE 5.2.6B**  
NOBLE PARK NORTH - OPEN SPACE TYPE

- Sports
- Passive
- VPA Open Space
- Government School
- Non Government School
- Waterway
- ⊕⊕ Railway
- Railway Station
- ▲ Urban Growth Boundary
- Suburb Boundary





**FIGURE 5.2.6C**  
NOBLE PARK NORTH - MAJOR LAND USES

- Neighbourhood Activity Centre
- Government School
- Non Government School
- Cemetery
- Open Space
- Railway
- Waterway
- Railway Station
- Suburb Boundary
- Urban Growth Boundary





**FIGURE 5.2.6D**  
NOBLE PARK NORTH - CYCLING  
CORRIDORS

- On-road Path
- - - Off-road Path
- Proposed On-road Path
- - - Proposed Off-road Path
- LXRA Shared Path
- Waterway
- Railway Station
- Open Space
- ++ Railway
- - - Suburb Boundary
- ▼ Urban Growth Boundary





**FIGURE 5.2.6E**  
NOBLE PARK NORTH - VPA ACCESSIBILITY

- Open
- Limited
- Highly Limited
- Closed
- Waterway
- Railway Station
- ++ Railway
- - - Suburb Boundary
- ▴ Urban Growth Boundary



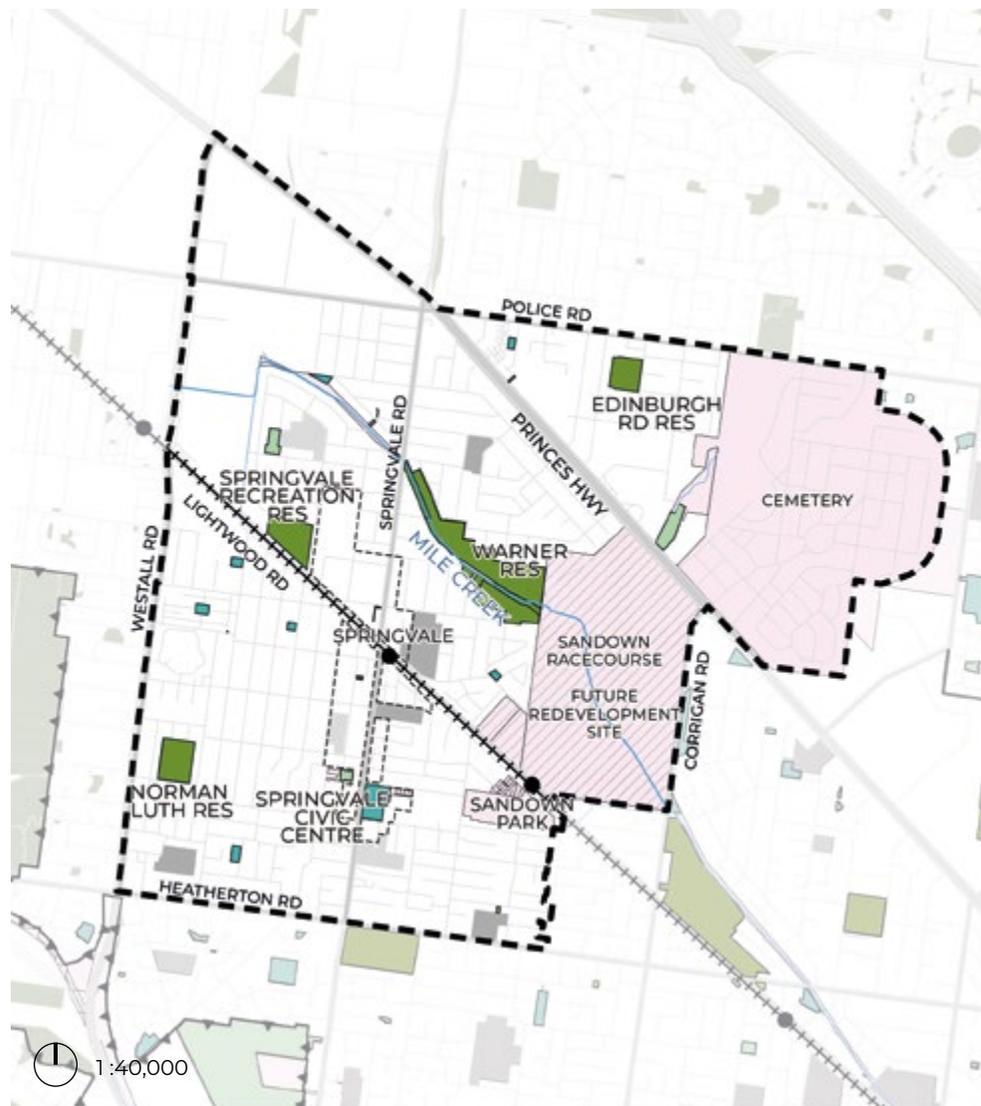


**FIGURE 5.2.6F**  
NOBLE PARK NORTH - PLANNING ZONE

- General Residential Zone
- Neighbourhood Residential Zone
- Commercial Zone
- Public Use Zone
- Public Use Zone -- Education
- Open Space
- ++ Railway
- Suburb Boundary
- Waterway
- Railway Station
- ▼ Urban Growth Boundary



## 5.2.7 SPRINGVALE



## SPRINGVALE

Springvale has a Major Activity Centre in its centre around the train station. Land use to the north east is dominated by the Springvale Botanical Cemetery which is open to public use during the day, however it is not recorded in this analysis as public open space.

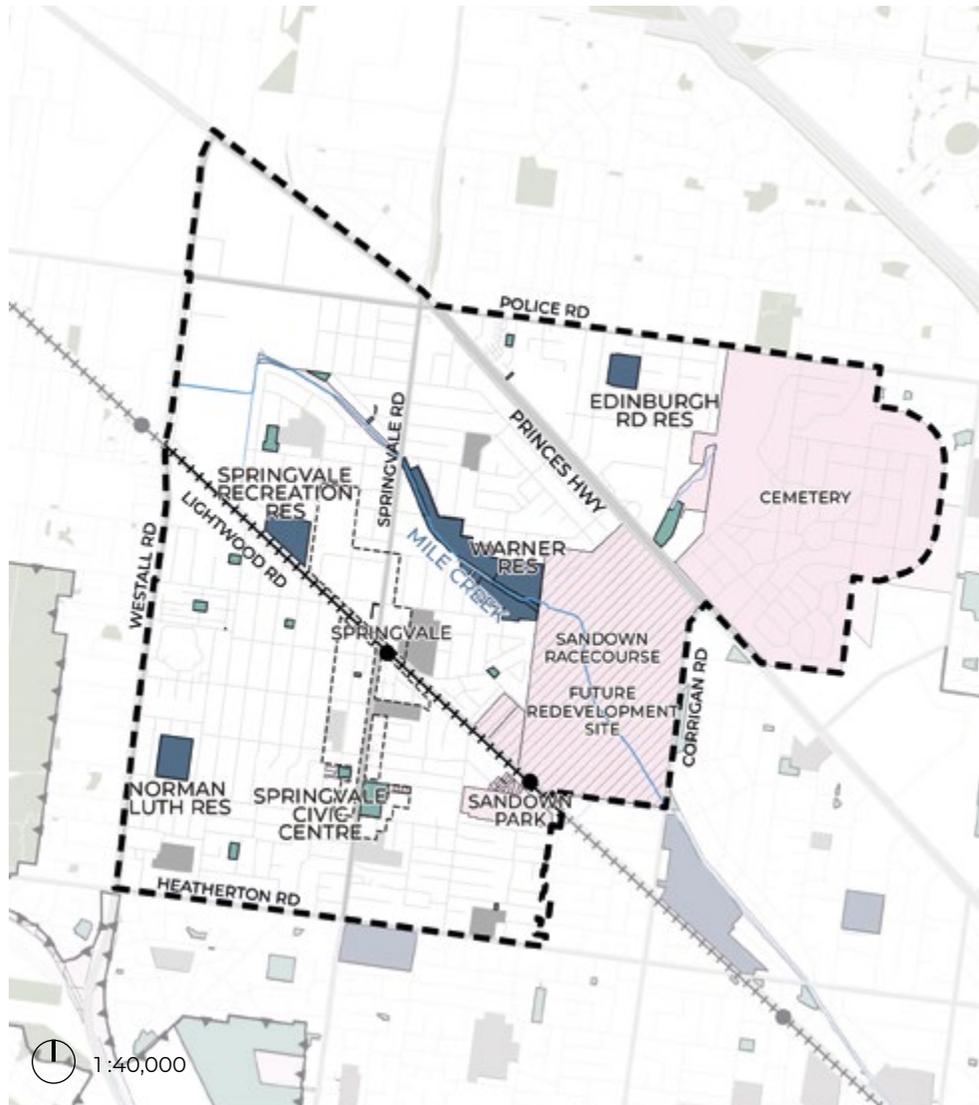
The future development of the Melbourne Racing Club site containing the Sandown Racecourse will likely change the land classification to a mainly residential use where it is currently the Special Use Zone. Land around the Activity Centre is zoned Industrial and Commercial which is then surrounded by the Residential Growth Zone and the General Residential Zone.

The LXRA shared path will provide good cycling links with a number of proposed on-road paths improving north south connections. This analysis will change with the potential redevelopment of the Sandown Racecourse.

**FIGURE 5.2.7A**  
SPRINGVALE - OPEN SPACE HIERARCHY

- District
- Neighbourhood
- Local
- Small Local
- Linear
- Civic
- VPA Open Space
- Government School
- Non Government School
- Waterway
- ++ Railway
- Railway Station
- Activity Centre Boundary
- Suburb Boundary
- ▲ Urban Growth Boundary



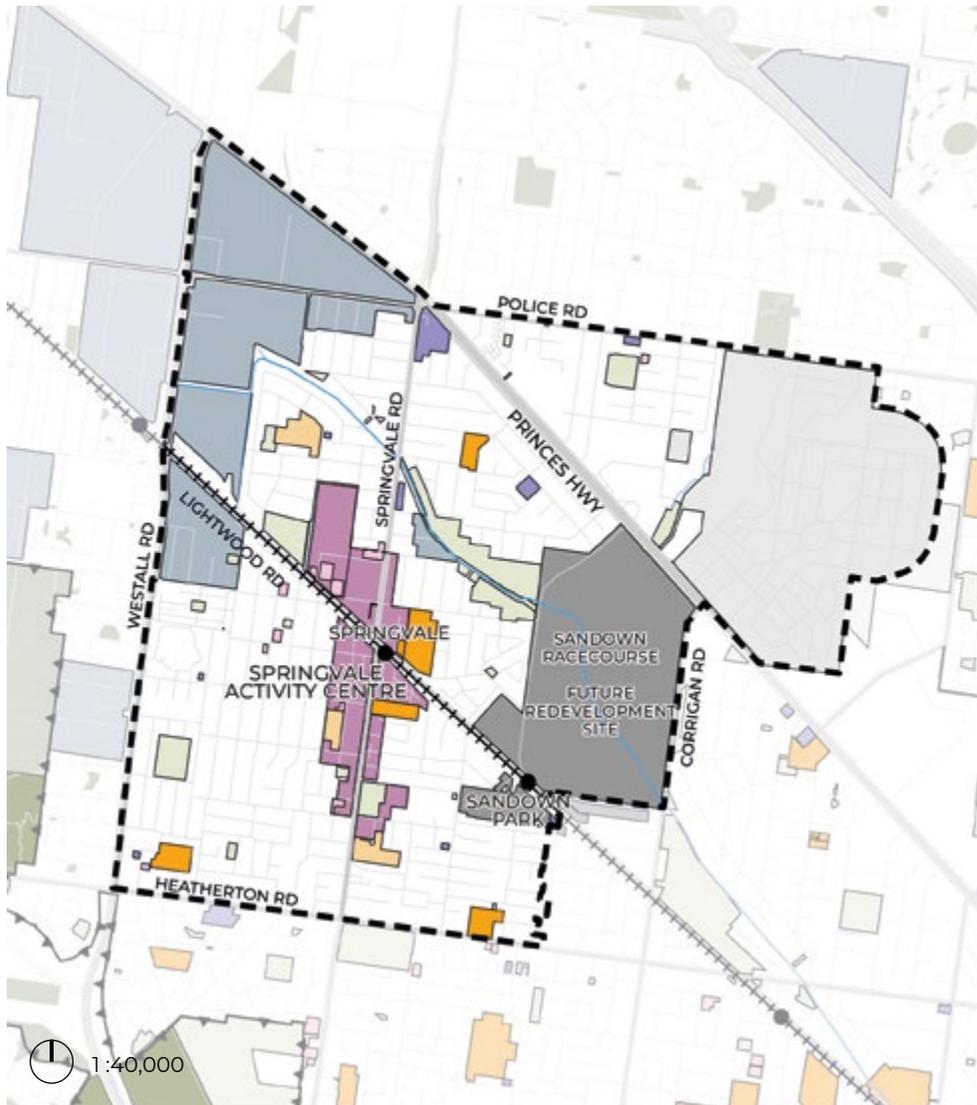


**FIGURE 5.2.7B**  
 SPRINGVALE - OPEN SPACE TYPE

- Linear
- Sports
- Passive
- VPA Open Space
- Government School
- Non Government School
- Waterway
- ++ Railway
- Railway Station
- Activity Centre Boundary
- - - Suburb Boundary
- ▲ Urban Growth Boundary



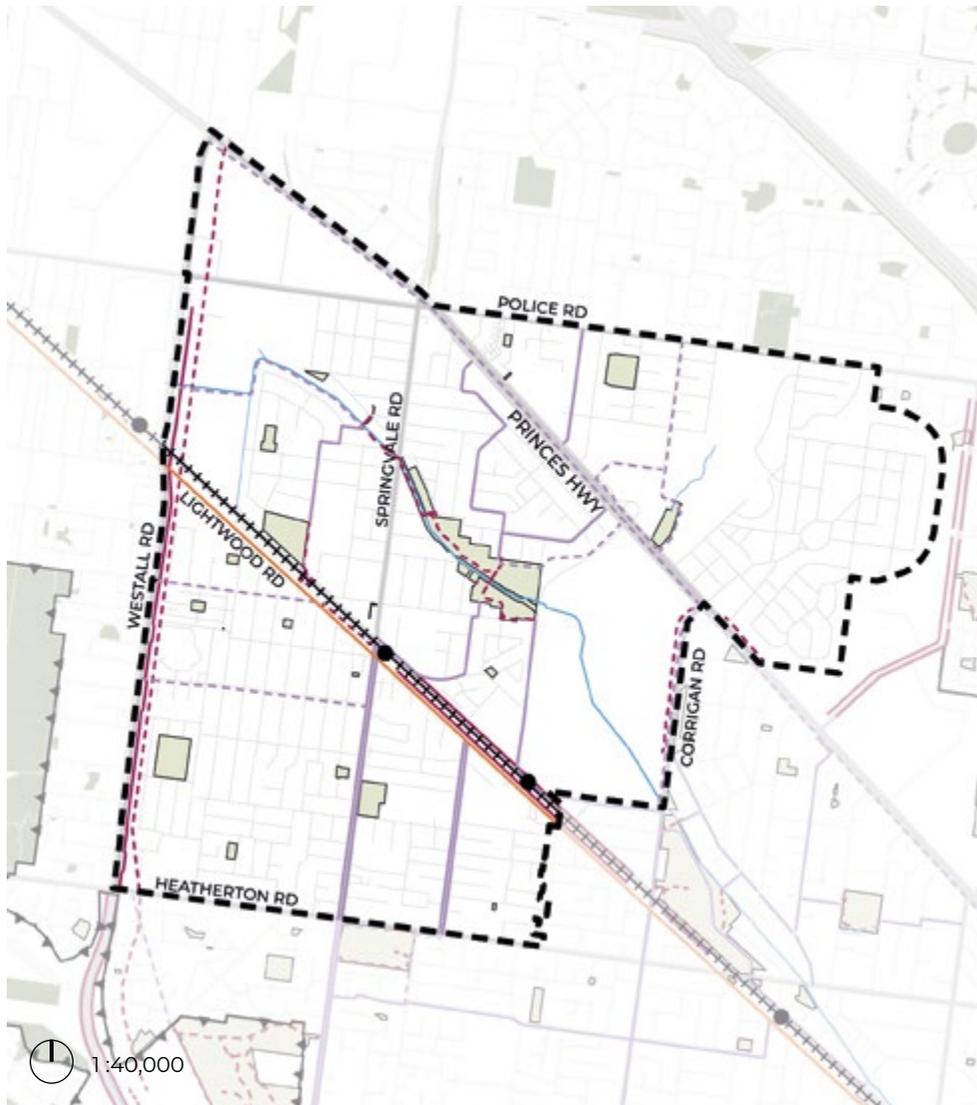
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**FIGURE 5.2.7C**  
 SPRINGVALE - MAJOR LAND USES

- Major Activity Centre
- Neighbourhood Activity Centre
- Church
- Government School
- Non Government School
- Cemetery
- Racecourse
- Industrial
- Open Space
- ++ Railway
- Waterway
- Railway Station
- - - Suburb Boundary
- ▲ Urban Growth Boundary





**FIGURE 5.2.7D**  
SPRINGVALE - CYCLING CORRIDORS

- On-road Path
- - - Off-road Path
- Proposed On-road Path
- - - Proposed Off-road Path
- LXRA Shared Path
- Waterway
- Railway Station
- Open Space
- ++ Railway
- - - Suburb Boundary
- ▲ Urban Growth Boundary

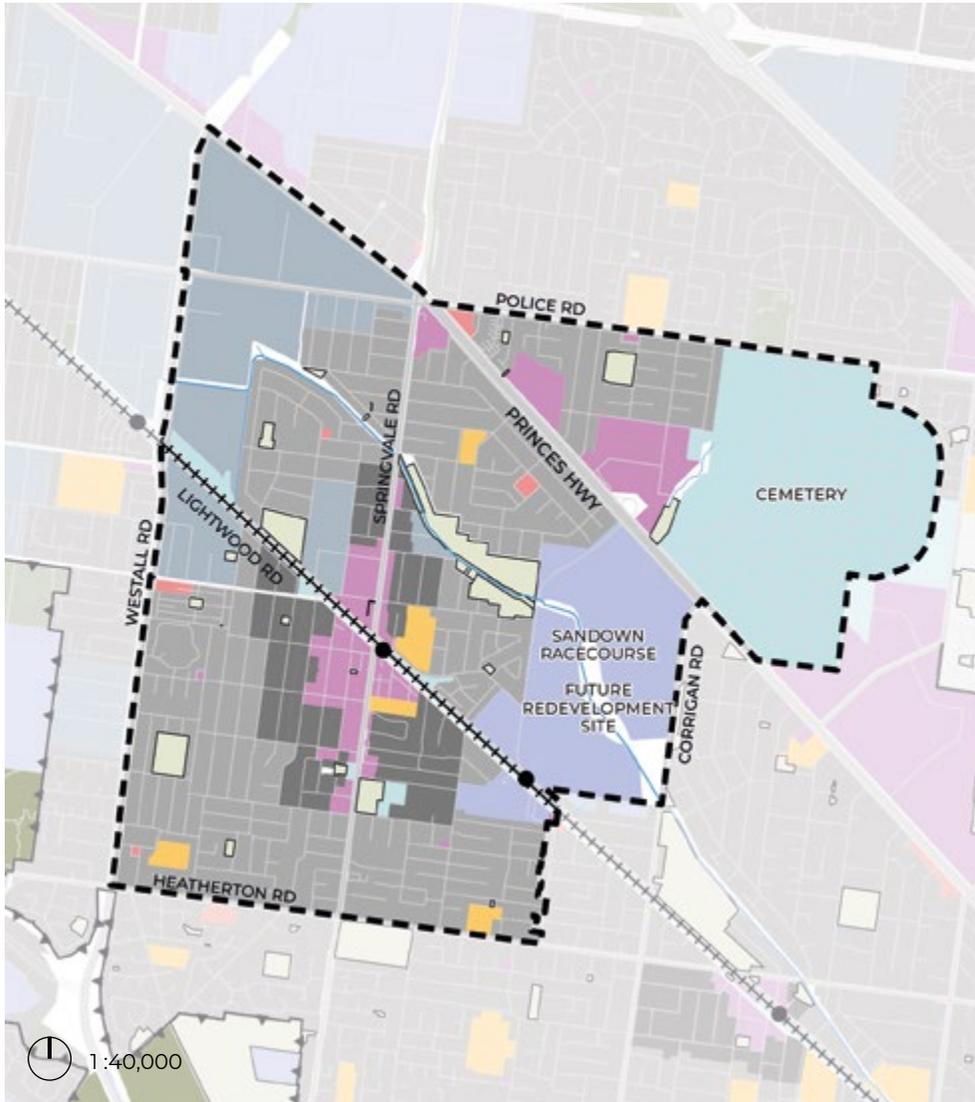




**FIGURE 5.2.7E**  
 SPRINGVALE - VPA ACCESSIBILITY

- Open
- Limited
- Highly Limited
- Closed
- Waterway
- Railway Station
- ++ Railway
- - - Suburb Boundary
- ▲ Urban Growth Boundary





**FIGURE 5.2.7F**  
 SPRINGVALE - PLANNING ZONE

- Residential Growth Zone
- General Residential Zone
- Commercial Zone
- Mixed Use Zone
- Public Use Zone
- Public Use Zone -- Education
- Industrial
- Special Use Zone
- Open Space
- ++ Railway
- Suburb Boundary
- Waterway
- Railway Station
- ▲ Urban Growth Boundary



## 5.2.8 SPRINGVALE SOUTH



## SPRINGVALE SOUTH

Springvale South has several small Neighbourhood Centres and is intersected by the Urban Growth Boundary in the south east. The District Park in the north, Burden Park must serve the function of a neighbourhood park and there is opportunity for Keysborough Secondary College to provide neighbourhood park facilities providing further amenity to surrounding properties and filling a potential gap.

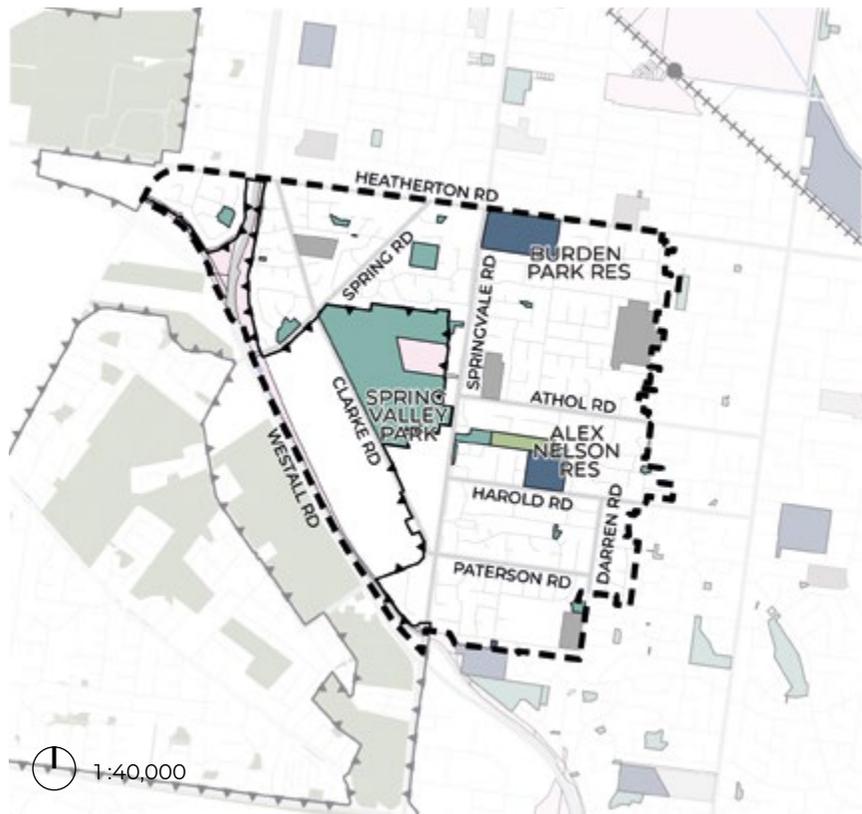
North south cycling paths are provided, including those along Clarke and Westall Roads, however east west connections are limited.

**FIGURE 5.2.8A**

SPRINGVALE SOUTH - OPEN SPACE HIERARCHY

- District
- Neighbourhood
- Local
- Small Local
- VPA Open Space
- Government School
- Waterway
- ⊕⊕ Railway
- Railway Station
- - - Suburb Boundary
- ▼ Urban Growth Boundary





**FIGURE 5.2.8B**  
 SPRINGVALE SOUTH - OPEN SPACE TYPE

- Linear
- Sports
- Passive
- Bushland
- VPA Open Space
- Government School
- Waterway
- Railway
- Railway Station
- Urban Growth Boundary
- Suburb Boundary

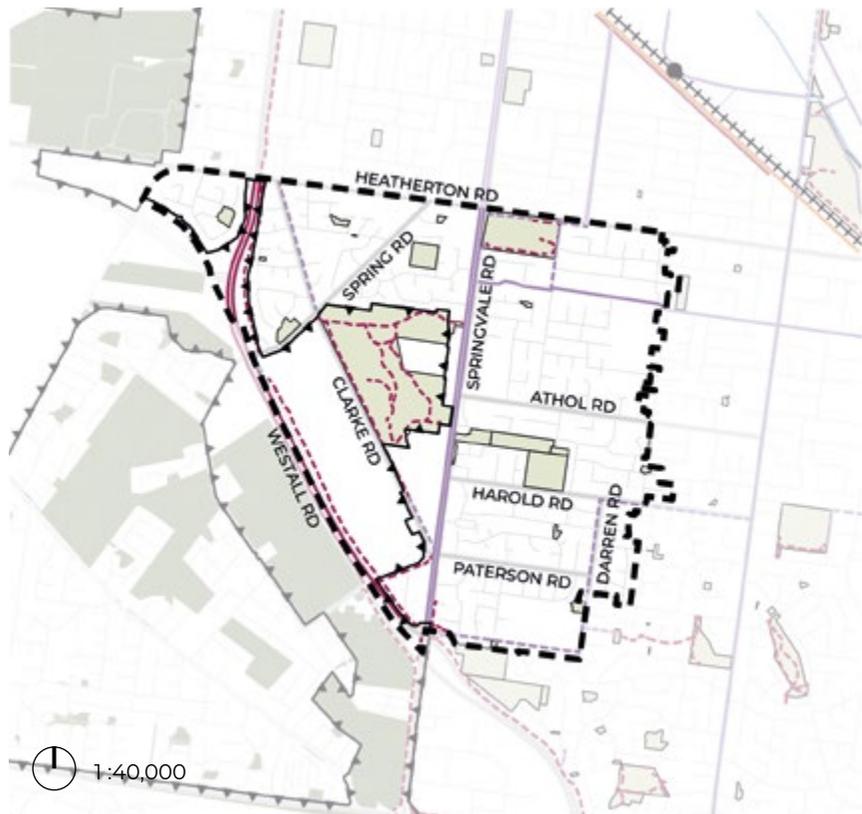




**FIGURE 5.2.8C**  
 SPRINGVALE SOUTH - MAJOR LAND USES

- Neighbourhood Activity Centre
- Church
- Government School
- Green Wedge
- Open Space
- Railway
- Waterway
- Railway Station
- Suburb Boundary
- Urban Growth Boundary





**FIGURE 5.2.8D**  
 SPRINGVALE SOUTH- CYCLING CORRIDORS

- On-road Path
- - - Off-road Path
- Proposed On-road Path
- - - Proposed Off-road Path
- LXRA Shared Path
- Waterway
- Railway Station
- Open Space
- ++ Railway
- - - Suburb Boundary
- ▼ Urban Growth Boundary





**FIGURE 5.2.8E**  
 SPRINGVALE SOUTH - VPA ACCESSIBILITY

- Open
- Limited
- Highly Limited
- Closed
- Waterway
- Railway Station
- ⊕⊕ Railway
- - - Suburb Boundary
- ▾ Urban Growth Boundary





**FIGURE 5.2.8F**  
 SPRINGVALE SOUTH - PLANNING ZONE

- General Residential Zone
- Neighbourhood Residential Zone
- Commercial Zone
- Mixed Use Zone
- Public Use Zone -- Education
- Green Wedge
- Special Use Zone
- Open Space
- ++ Railway
- Suburb Boundary
- Waterway
- Railway Station
- ▼ Urban Growth Boundary



## 5.3 KEY OUTCOMES & NEXT STEPS

### KEY POINTS

- There are existing conflicts and double-ups of spatial definitions.
- There is no existing acknowledgement of ancillary spaces and their potential in contributing to open space provision.
- The demographic and population data will contribute to the open space provision targets.
- Infrastructure projects and large development projects will influence open space provision and access.

### NEXT STEPS

- Once the recommended hierarchies, typologies and land use classifications are adopted or amended through consultation with Council, these changes must be incorporated into the GIS data.
- Once the recommended hierarchies, typologies and land use classifications are adopted or amended through consultation with Council, the suburb descriptions and open space summaries must be based on the new, agreed classifications.
- Confirm the role of 'Character' in spatial definitions.
- Based on the existing mapping and the approved classifications, confirm where the gaps are in the provision of spatial hierarchies and typologies, and undertake the PedShed analysis.

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# 06

## HOW MANY?

6.1 Open Space Demand

6.2 Density and Development

6.3 Key Outcomes & Next Steps

## 6.1 OPEN SPACE DEMAND

This section reviews the existing development settings and the main drivers of open space demand and public open space contributions revenue, being population growth and development activity. Data is analysed in respect of the scale and trends of recent population growth, dwelling approvals and subdivision activity.

The analysis is presented in terms of quantity of demand (i.e. number of residents and workers), demographics, and development and density, all of which impact overall demand for open space.

### QUANTITY OF DEMAND

The City of Greater Dandenong had an Estimated Resident Population (ERP) of 164,148 persons in June 2017. The population has increased at an average rate of 2.12% per annum since 2009 (expressed as -Average Annual Growth (AAG)), an average growth of 3,176 new residents each year as shown in Table 6A. The AAG is calculated by applying a formula to derive the average annual rate of change in compound terms. AGG is the standard way of showing, comparing and analysing the rate of population growth, as well as a range of other growth rates such as demographic changes and development trends.

Many areas within the municipality have experienced strong population growth over the past 8 years, particularly Keysborough (4.28% per annum) and Dandenong (3.24%). Other areas such as Noble Park North (0.23%), Dandenong North (0.45%), and Springvale South (0.70%) have experienced only limited growth, as shown in Table 6B and Figure 6A.

Figure 6A also shows the location and scale of approved residential subdivisions over the past 5 years, showing the significant number of greenfield subdivisions that took place in Keysborough over this period, along with substantial residential intensification in the suburbs of Dandenong and Springvale.

**TABLE 6A**

GREATER DANDENONG POPULATION 2009 - 2017

YEAR	2009	2010	2011	2012	2013	2014	2015	2016	2017	AAG%
Population	138,740	140,212	142,167	145,295	148,817	152,667	156,800	160,952	164,148	2.12%

Source: ABS Estimated Residential Population, 2017

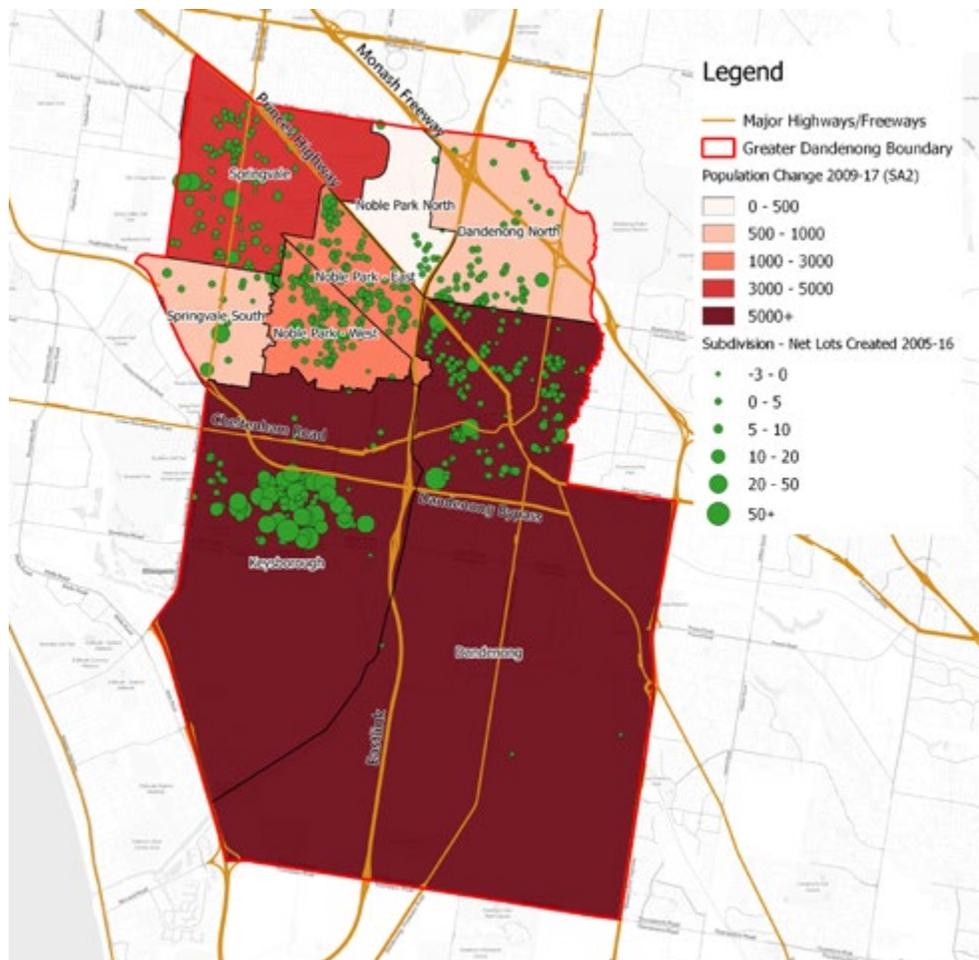
**TABLE 6B**

POPULATION BY SA2 2009 - 2017

SA2	2009	2017	GROWTH 2009 TO 2017	AAG 2009 TO 2017	AAG %
Population	138,740	140,212	142,167	145,295	
Dandenong	25,915	33,453	7,538	942	3.24%
Dandenong North	23,010	23,854	844	105.5	0.45%
Keysborough	20,489	28,649	8,160	1020	4.28%
Noble Park North	7,802	7,946	144	18	0.23%
Springvale	19,969	23,428	3,459	432	2.02%
Springvale South	12,650	13,374	724	90.5	0.70%
Noble Park - East	11,381	13,405	2,024	253	2.07%
Noble Park - West	17,524	20,039	2,515	314	1.69%
<b>Total</b>	<b>138,740</b>	<b>164,148</b>	<b>25,408</b>	<b>3176</b>	<b>2.12%</b>

Source: ABS Regional Population Growth

**FIGURE 6A**  
RECENT POPULATION GROWTH AND SUBDIVISION ACTIVITY



Source: ABS Regional Population Growth (population), Housing Development Data (subdivisions), mapped by Urban Enterprise

## POPULATION PROJECTIONS

The official State Government population projections are from “Victoria in Future”. These projections are updated periodically. The latest projections, Victoria in Future 2016 (VIF), project the municipal population to increase at an average rate of 1.46% per annum over period 2016 – 2031 to reach 193,592 persons by 2031. This would equate to an average increase of approximately 2,500 new residents each year.

Both the eastern (Dandenong District) and western (Keysborough-Springvale District) sections of the municipality are projected to experience substantial population growth over this period as shown in Table 6C. Data areas are shown in Appendix 8.5.

In 2031, the new population added between 2016 and 2031 (37,816 residents) is projected to comprise approximately 20% of the total population (193,592).

**TABLE 6C**  
PROJECTED ESTIMATED RESIDENT POPULATION, VIFSAS 2016-2031

VIF STATISTICAL AREA		2016	2021	2026	2031	GROWTH 2016-31	AAG 2016-31	AAG%
Dandenong District	Population	63,191	68,794	74,280	80,308	17,117	1,141	1.61%
	Occupied Dwellings	22,816	24,709	26,513	28,588	5,772	385	1.51%
Keysborough - Springvale District	Population	92,585	100,862	106,980	113,284	20,699	1,380	1.35%
	Occupied Dwellings	31,987	34,794	36,876	39,117	7,131	475	1.35%
<b>Total</b>	<b>Population</b>	<b>155,776</b>	<b>169,656</b>	<b>181,260</b>	<b>193,592</b>	<b>37,816</b>	<b>2,521</b>	<b>1.46%</b>
	<b>Occupied Dwellings</b>	<b>54,803</b>	<b>59,503</b>	<b>63,389</b>	<b>67,706</b>	<b>12,903</b>	<b>860</b>	<b>1.42%</b>

Source: Victoria in the Future, 2016

It is important to note that VIF relies on a ‘base’ population estimate of 155,776 which was prepared prior to and is substantially lower than the Estimated Resident Population (ERP) of the municipality in 2016 of 160,952. It is therefore considered likely that the next revision of VIF will adjust the base and subsequently future population upwards, resulting in a 2031 population estimate closer to 200,000 residents.

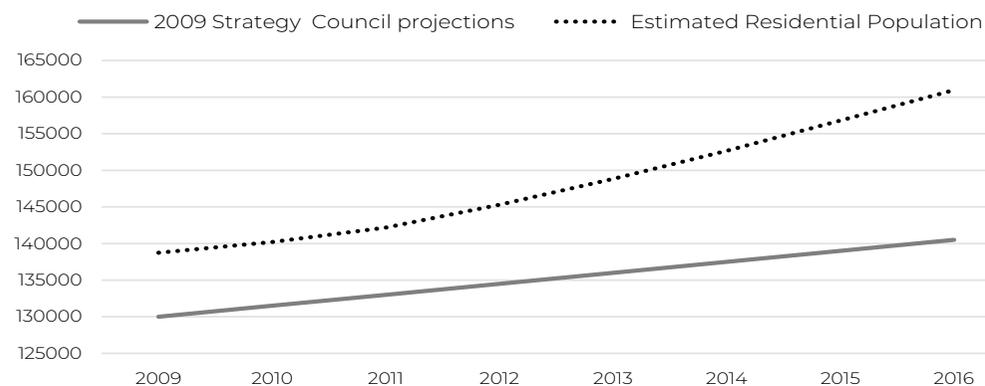
It is also noted that the 2009 Open Space Strategy relied on a projection that the municipal population would increase from 130,000 in 2009 to 157,000 in 2029, equating to an average increase of 1,350 residents per annum.

**TABLE 6D**  
COMPARISON OF PREVIOUS STRATEGY POPULATION PROJECTIONS WITH ACTUAL

Year	PREVIOUS STRATEGY PROJECTIONS		CURRENT AND PROJECTED	
	2009	2029	2016 (Actual)	2031 (Projected)
Greater Dandenong	130,000	157,000	160,952	193,592

Source: Greater Dandenong Open Space Strategy 2009, ABS Estimated Resident Population 2016, and Victoria In Future 2016

**FIGURE 6B**  
FORECAST AND ACTUAL POPULATION 2009 TO 2016



Source: City of Greater Dandenong Open Space Strategy (2009) ABS Estimated Resident Population (2017)

Actual population growth recorded over the period 2009 to 2017 was 3,176 per annum, more than double the previous projections, resulting in the current (2016) population already exceeding the previous projection for 2029 as shown in Table 6D.

Council has prepared internal population projections which forecast a higher rate of growth (1.99% per annum) than that projected by Victoria in Future (1.46% p.a.). Overall projections are shown in Table 6E. Council projects that there will be an additional 54,360 residents and 17,355 households over the 15 year period to 2031.

Council projects that the suburb of Dandenong will experience the greatest population increase (21,810 additional residents), followed by Noble Park (12,155 additional residents) and Springvale (7540 additional residents).

Figure 6B shows population projections by suburb, overlaid with the location and scale of major redevelopment sites identified in the Urban Development Program (UDP) as at 2017. The greatest population growth is projected for the suburb of Dandenong, followed by Noble Park and major development sites are concentrated in Dandenong, Springvale and Noble Park.

**TABLE 6E**  
COUNCIL POPULATION PROJECTIONS GREATER DANDENONG

	2016	2018	2028	2031	GROWTH 2016 TO 2031	AAG 2016 TO 2031	AAG %
Total	157,733	167,487	200,876	212,093	54,360	3,624	1.99%
Households	56,545	59,100	70,173	73,900	17,355	1,157	1.80%

Source: City of Greater Dandenong 2018

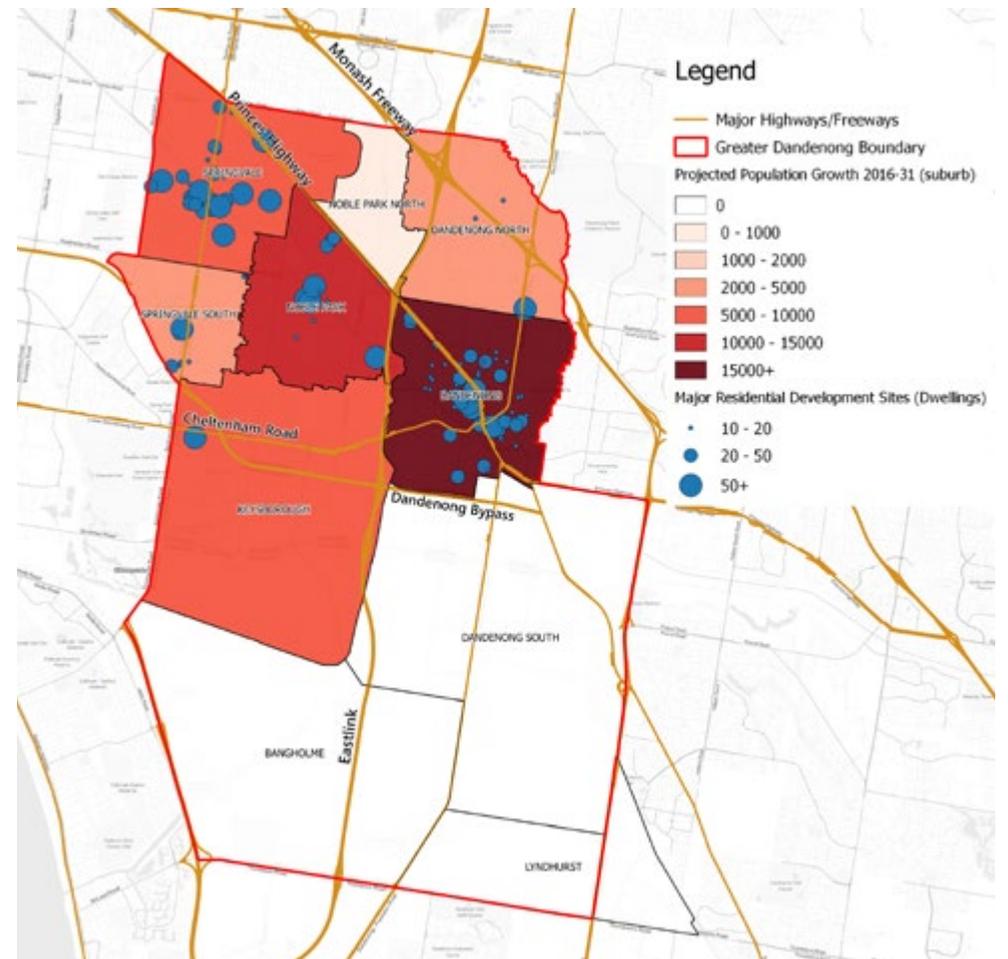
Figure 6D shows Council and Victoria in Future (VIF) projections from 2016 to 2031, as well as an “adjusted” VIF projection which takes into account the actual 2016 ERP as the new baseline for the VIF projections. The projected scale of population growth ranges from 37,816 to 54,360 additional residents and 12,903 to 17,355 households over the 15 year period.

**TABLE 6F**  
COUNCIL POPULATION AND HOUSEHOLD PROJECTIONS BY SUBURB

SUBURB		2016	2018	2028	2031	CHANGE 2016-31	AAG CHANGE	AAG%
Dandenong	Population	30,932	33,931	47,791	52,742	21,810	1454	3.62%
	Households	11,413	12,147	16,546	18,136	6,723	448	3.14%
Dandenong North	Population	23,216	23,686	25,700	26,447	3,231	215	0.87%
	Households	8,528	8,690	9,518	9,769	1,241	83	0.91%
Keysborough	Population	26,689	29,392	31,784	32,692	6,003	400	1.36%
	Households	8,738	9,478	10,368	10,635	1,897	126	1.32%
Noble Park	Population	32,053	34,067	41,854	44,208	12,155	810	2.17%
	Households	12,368	12,856	15,548	16,441	4,073	271	1.92%
Noble Park North	Population	7,709	7,796	8,295	8,513	804	54	0.66%
	Households	2,958	3,010	3,272	3,350	392	26	0.83%
Springvale	Population	22,464	23,517	28,562	30,004	7,540	503	1.95%
	Households	7,760	8,027	9,472	9,943	2,183	146	1.67%
Springvale South	Population	13,210	13,546	15,030	15,524	2,314	154	1.08%
	Households	4,256	4,345	4,801	4,941	685	46	1.00%

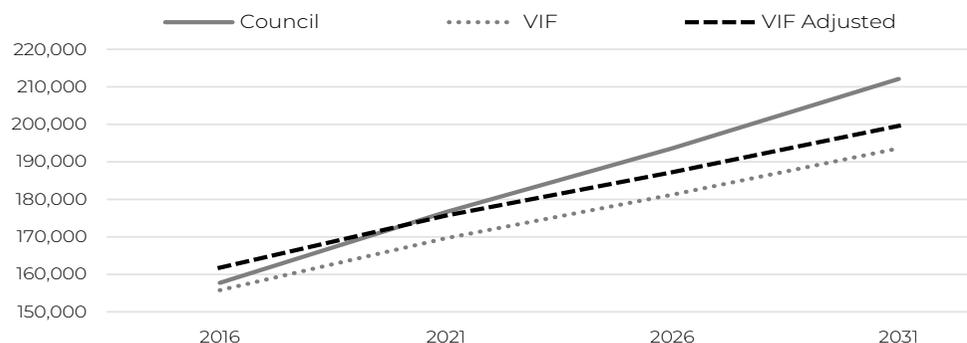
Source: City of Greater Dandenong (2018). Note: Council projections exclude existing population in the suburbs of Bangholme, Lyndhurst and Dandenong South. These areas are primarily used for industrial and non-urban purposes and are not projected to experience any residential or population growth.

**FIGURE 6C**  
COUNCIL POPULATION PROJECTIONS BY SUBURB 2016-2031



Source: City of Greater Dandenong, Urban Development Program

**FIGURE 6D**  
POPULATION FORECASTS 2016 TO 2031



Source: City of Greater Dandenong 2018 and Victoria In Future 2016

## EMPLOYMENT

### Current Employment

Workers contribute to demand for open space, particularly during weekdays. The City of Greater Dandenong contains major employment areas and accommodated a total of 96,653 jobs in 2016. The greatest concentrations of employment are in Dandenong, Keysborough and Springvale as shown in Table 6G.

### Employment Projections

Council’s Industrial and Commercial Change and Demand Study (2015) projected that the municipality would experience demand for an additional 60,000 employees over the period 2011 to 2041, an average increase of 2,000 additional workers each year.

This projected increase in employment will have an impact on demand for open space, as noted above, particularly during the day. This demand may include active uses such as games of five-a-side soccer or touch football competitions between workers and companies. It is also expected to include an increased demand for places to go during lunch time to get away from the workplace, to sit, eat lunch, be outdoors and surrounded by nature.

**TABLE 6G**  
NUMBER OF JOBS BY SA2 IN GREATER DANDENONG 2016

SA2	EMPLOYMENT (2016)	POPULATION (2016)	TOTAL EMPLOYMENT AND RESIDENTS (2016)
Dandenong	65,654	32,801	98,455
Keysborough	10,233	27,377	37,610
Springvale	9,704	22,953	32,657
Noble Park North	4,099	7,912	12,011
Noble Park West	2,116	19,712	21,828
Dandenong North	2,081	23,728	25,809
Noble Park East	1,640	13,184	14,824
Springvale South	1,126	13,285	14,411
<b>Total</b>	<b>96,653</b>	<b>160,952</b>	<b>257,605</b>

Source: City of Greater Dandenong, 2018

While no hard data is available at this time, logical assumptions can be drawn that as residential densities increase and access to green private open space decreases (in the City of Greater Dandenong as well as the other municipalities across Greater Melbourne) open spaces will be increasingly valued in the working environment as well as the residential one.

Assumptions may also be made regarding the increase in mixed-use precincts, where employment and residential uses are co-located. Open spaces within these precincts must be able to withstand and thrive under '24-7' use as well as be designed to provide a 'sense of place' and community for the locals that live there without excluding the workers and visitors throughout the day.

## DEMOGRAPHY

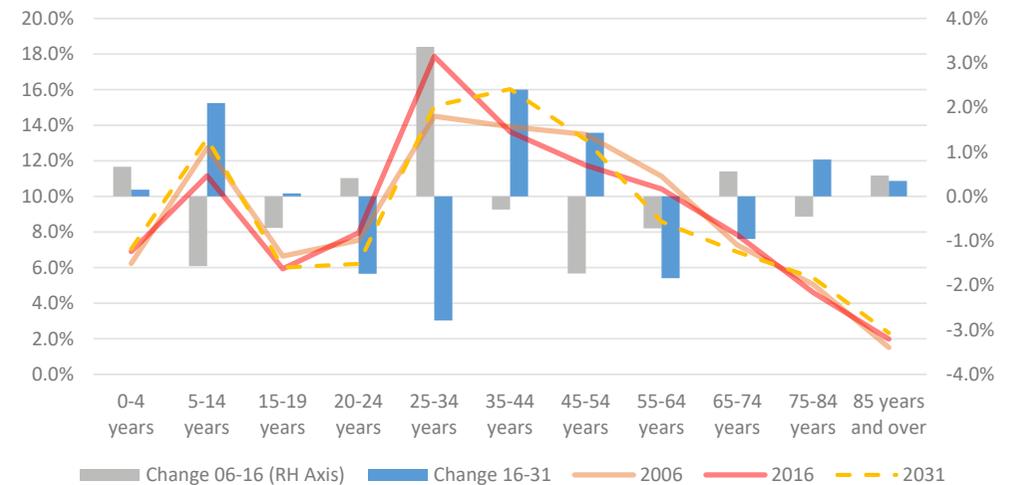
### Age

The largest age cohort in Greater Dandenong in 2016 was young adults aged 25-34 years (18% of the population). The change in age profile over the last 10 years has been pronounced, with strong increases in young adults and decreases in children aged 5-14 years and adults aged 45-64 years. This trend is projected to change over the next 15 years, with projected proportional increases in residents aged 35-54 years, young children 5-14 years, and elderly residents aged 75 years and over.

These trends will have implications for open space needs over time and makes it particularly clear that the Open Space Plan should not provide a static solution for Greater Dandenong. Instead, open space planning must allow for adaptability and should maximise the provision of open spaces that cater to a variety of demographics and uses. As an example, this 'adaptability' can be the result of considered planning where spaces are designed to be used by different cohorts at different times of the day, or where equipment may be just as suited to young children exploring as it is to teenagers socialising.

This is also expected to lead to a growing importance on infrastructure that may be considered 'demographic neutral'; that is, things within open spaces that are valued by all or the majority. This notion will be explored further in the ongoing community consultation but it is expected that shelter, trees, places to sit, good access paths, safe lighting, reasonable access to drinking fountains and public toilets may be among these elements.

**FIGURE 6E**  
AGE PROFILE



Source: ABS Census, Victoria in Future, Urban Enterprise.

## Migration

Greater Dandenong remains a popular location for overseas migrants. Between June 2016 and June 2017, the ABS estimates that more than 4,000 overseas migrants settled in Greater Dandenong, the 5th highest migrant increase of any Melbourne municipality over this period.

Overseas migration comprised 127% of net population increase over this period (i.e. other components of population actually decreased), the second highest percentage of any Melbourne municipality behind Monash.

Over the period 2006 to 2016, there has been a significant and sustained increase in the number of Greater Dandenong residents not born in Australia. 86% of additional residents over this period were born outside Australia, with the most common countries of birth India (32%), Sri Lanka (10%), Vietnam (10%), China (7%) and Pakistan (6%). There were more new residents born in India, Sri Lanka and Pakistan (+12,834 residents) than in all other countries combined except Australia (+9,921 residents). 56% of new residents were male and 44% were female.

**TABLE 6H**  
GREATEST INCREASE IN NET OVERSEAS MIGRATION BY MUNICIPALITY 2016-2017

RANK	MUNICIPALITY	NET OVERSEAS MIGRATION 2016-2017
1	Melbourne	9,316
2	Monash	6,734
3	Wyndham	4,741
4	Whitehorse	4,360
5	Greater Dandenong	4,048

Source: ABS Regional Population Growth, 2017

The impact of changing demography on open space provision has been partially recorded during previous community consultation. These include an increase in the desire for open spaces that cater for a range of cultural and social activities including large family gatherings and the need to cater for informal sports popular in resident's country of origin. The data also shows that migration patterns change over time with different countries of origin being more dominant at different times. Again, the underlying fact of a changing population, points to the need to provide adaptable and flexible spaces in order to maximise amenity and investment outcomes for open spaces.

**TABLE 6I**  
COUNTRY OF BIRTH RANKED BY GROWTH FROM 2006 TO 2016

RANK	COUNTRY OF BIRTH	2006%	2016%	% of 06-16 GROWTH	06-16 GROWTH	MALE %	FEMALE %
1	India	3%	8%	32%	8,590	56%	44%
2	Born elsewhere	17%	17%	18%	4,901	61%	39%
3	Australia	40%	36%	14%	3,777	67%	33%
4	Vietnam	8%	9%	10%	2,676	35%	65%
5	Sri Lanka	3%	4%	10%	2,534	61%	39%
6	China	2%	3%	7%	1,913	44%	56%
7	Pakistan	0.3%	1%	6%	1,710	65%	35%
8	Philippines	1%	1%	4%	945	44%	56%
9	Malaysia	0.5%	1%	3%	839	58%	42%
10	Iran	0.1%	1%	3%	766	57%	43%
	<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>26,532</b>	<b>56%</b>	<b>44%</b>

Source: ABS Census, Urban Enterprise.

## 6.2 DENSITY & DEVELOPMENT

Residential densities, dwelling types and lot sizes have an impact on the number of people who may seek to access open spaces close to their homes. As discussed in Chapter 4, density and land use will have an impact on the pressures put on public open spaces.

The City has a range of development settings which will need to be considered during open space planning, including:

- Opportunities for land or cash contributions, including established areas experiencing incremental residential infill development.
- Major residential redevelopment sites.
- Activity centres.
- Greenfield residential growth areas.
- Industrial and commercial areas.

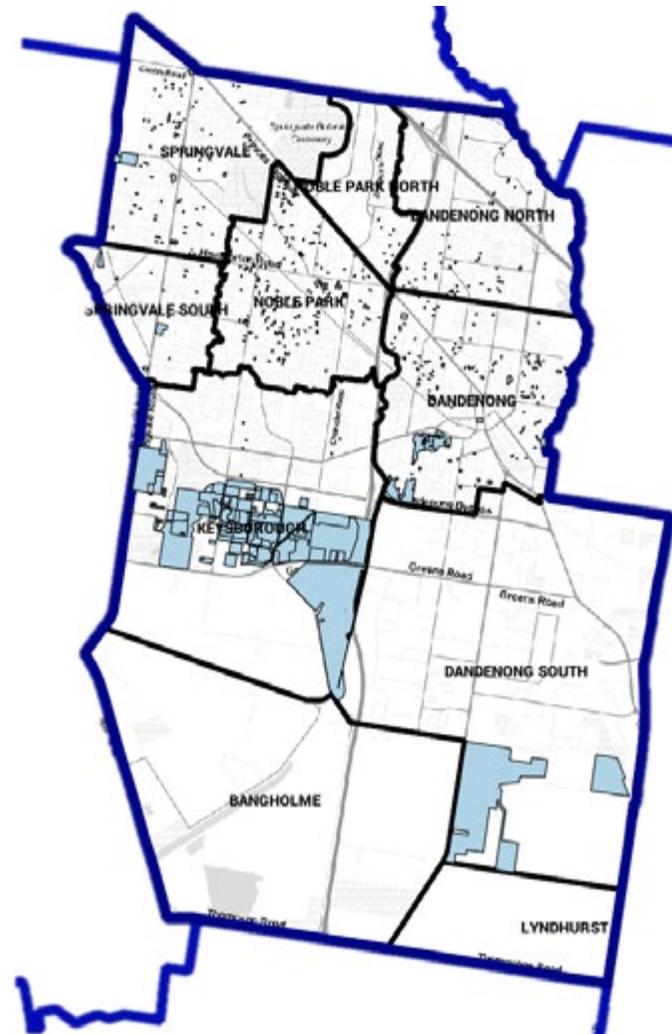
This section provides an analysis of the types of development currently and proposed to occur which has implications for open space needs and opportunities across the municipality.

**TABLE 6J**  
PROPORTION OF DWELLINGS BY TYPE SUBURBS 2006-2016

Suburb	SEPARATE HOUSE		SEMI-DETACHED		APARTMENT / UNITS		OTHER	
	2006	2016	2006	2016	2006	2016	2006	2016
Dandenong	41%	40%	16%	37%	42%	22%	0%	1%
Dandenong North	86%	82%	3%	11%	11%	4%	0%	3%
Noble Park	61%	66%	8%	15%	31%	19%	0%	0%
Noble Park North	90%	89%	8%	2%	2%	8%	0%	0%
Keysborough	87%	89%	11%	8%	2%	2%	0%	0%
Springvale	71%	69%	3%	19%	24%	10%	2%	2%
Springvale South	78%	86%	7%	10%	14%	3%	1%	1%

Source: 2006 & 2016 Census, Usual Resident Population. \*Note: realignment of suburb boundaries impacted results for some areas.

**FIGURE 6F**  
LOCATION OF RESIDENTIAL SUBDIVISIONS 2005-2016



Source: Data Victoria, Housing Development Data 2005 to 2016, Urban Enterprise, 2018.

## HOUSING TYPE

One indicator of residential density is dwelling type. Smaller dwelling types such as semi-detached dwellings, apartments and units generally having less private open space than separate dwellings. This is also exacerbated by Planning Provisions where there is generally less private open space required for higher density dwellings over detached housing.

Table 6J shows that many suburbs experienced a decrease in the proportion of separate dwellings from 2006 to 2016 (such as Dandenong, Dandenong North and Springvale), while other suburbs experienced an increase, such as Keysborough, Noble Park and Springvale South.

**TABLE 6K**  
TOTAL RESIDENTIAL SUBDIVISIONS, 2005 TO 2016

SUBURB	SUBDIVISIONS		LOTS CREATED	
	Number	Average per year	Number	Average per year
Dandenong	134	11	912	76
Dandenong North	58	5	179	15
Dandenong South	2	0	19	2
Keysborough	82	7	3,085	257
Noble Park	187	16	758	63
Noble Park North	13	1	39	3
Springvale	88	7	566	47
Springvale South	15	1	152	13
<b>TOTAL</b>	<b>579</b>	<b>48</b>	<b>5,710</b>	<b>476</b>

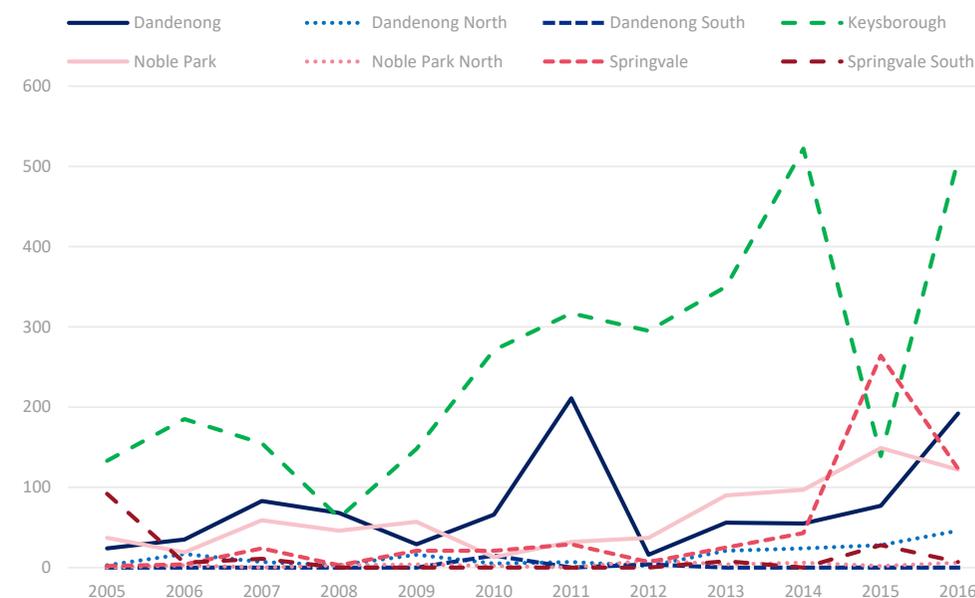
Source: Data Victoria, Housing Development Data 2005 to 2016

## SUBDIVISION

Housing Development Data (HDD) identifies all sites of housing development across Melbourne, including the construction of new dwellings and new subdivisions. Between 2005 and 2016, 579 residential subdivisions occurred within the municipality, creating 5,710 lots.

The greatest proportion of subdivisions occurred within Noble Park 32%, followed by 23% within Dandenong and 15% in Springvale as shown in Figure 8. While only 14% of subdivisions occurred in Keysborough, over half (54%) of all lots created in the municipality were located in that suburb (Table 6K). The subdivisions occurring in Keysborough have been primarily greenfield subdivisions, while in the suburbs of Springvale, Dandenong and Noble Park smaller scale subdivisions are occurring primarily as dispersed infill development (Table 6K).

**FIGURE 6G**  
NUMBER OF LOTS CREATED BY SUBDIVISION, SUBURB, 2005 TO 2016



Source: Data Victoria, Housing Development Data 2005 to 2016.

**TABLE 6L**

RESIDENTIAL SUBDIVISIONS IN GREATER DANDENONG, 2005 TO 2016

SUBURB	SUBDIVISIONS				LOTS CREATED IN SUBDIVISIONS			
	Exempt	Non-Exempt	Exempt %	Non-Exempt %	Exempt	Non-Exempt	Exempt %	Non-Exempt %
Dandenong	30	104	22%	78%	60	852	7%	93%
Dandenong North	33	25	57%	43%	64	115	36%	64%
Dandenong South	0	2	0%	100%	0	19	0%	100%
Keysborough	9	73	11%	89%	18	3,067	1%	99%
Noble Park	44	143	24%	76%	88	670	12%	88%
Noble Park North	9	4	69%	31%	18	21	46%	54%
Springvale	26	62	30%	70%	52	514	9%	91%
Springvale South	4	11	27%	73%	8	144	5%	95%
Total	156	428	26%	74%	308	5402	5%	95%
<b>Total (all types)</b>	<b>579</b>				<b>5,710</b>			

Source: Data Victoria, Housing Development Data 2005 to 2016

The number of subdivisions and lots created per year are generally increasing. This increase has been particularly prominent in the last 3 years in the suburbs of Dandenong, Noble Park and Springvale (along the train corridor) as shown in Figure 6F.

Between 2005 and 2016, 26% of all subdivisions and 5% of lots created in Greater Dandenong were 2 lot subdivisions that would be exempt from open space contributions, while 74% of subdivisions and 95% of lots created through subdivision would not be exempt, as shown in Table 6L. These percentages may decrease over time as less greenfield subdivisions are possible and more urban infill takes place. This has an impact on the funding available from developments, to Council, to provide increased open space provision within these increasingly densifying suburbs.

#### Residential Lot Size

The median residential lot size created by subdivisions in each suburb between 2005 and 2016 is shown in Table 6M. In Keysborough the median lot size was 807sqm while in Dandenong the average lot size was 244sqm. This reflects the fact that Keysborough is the only location in which greenfield subdivision has been taking place, creating larger lot parcels, while all other suburbs are infill locations.

**TABLE 6M**

RESIDENTIAL SUBDIVISION MEDIAN LOT SIZE, 2005 TO 2016

SUBURB	MEDIAN LOT SIZE (SQM)
Dandenong	244
Dandenong North	290
Keysborough	807
Noble Park	251
Noble Park North	291
Springvale	258
Springvale South	311

Source: Data Victoria, Housing Development Data 2005 to 2016.

## FUTURE DEVELOPMENT TYPES AND LOCATIONS

### Broadhectare Residential Land

In 2016 in Greater Dandenong there was a total of 76.53ha of greenfield land available for future residential development according to the Urban Development Program. Capacity of ‘development ready’ lots was estimated at 1132, however in late 2017 the total lots estimated has been reduced to 643.

The average rate of subdivision of broadhectare land in Keysborough, 2014/15 to November 2017, was 482 lots per year, indicating that there is now less than 2 years supply of broadhectare land available in Greater Dandenong.

Based on the current rate of subdivision and development in Keysborough, it is anticipated the current supply of broadhectare land will be fully developed by 2020. No further broadhectare land, either within the Urban Growth Zone or ‘potential residential’ land, is identified in the Urban Development Program across the municipality.

**TABLE 6N**

LOCATION OF URBAN REDEVELOPMENT SITES – GREATER DANDENONG 2017

	DANDENONG	DANDENONG NORTH	KEYSBOROUGH	NOBLE PARK	SPRINGVALE	SPRINGVALE SOUTH	TOTAL
Number of Sites	54	3	1	14	29	8	109
Total Dwellings	1353	97	72	576	1257	177	3532

Source: Urban Development Program 2017, Department of Environment, Land, Water and Planning.

## MAJOR RESIDENTIAL REDEVELOPMENT

The Urban Development Program identifies “major residential redevelopment projects” (residential development projects that include 10 or more dwellings currently under construction, or ‘in the pipeline’ (Department of Environment, Land, Water and Planning, 2017)). Projects identified to be in the pipeline include strategic sites which have been identified for development and projects currently in the planning process.

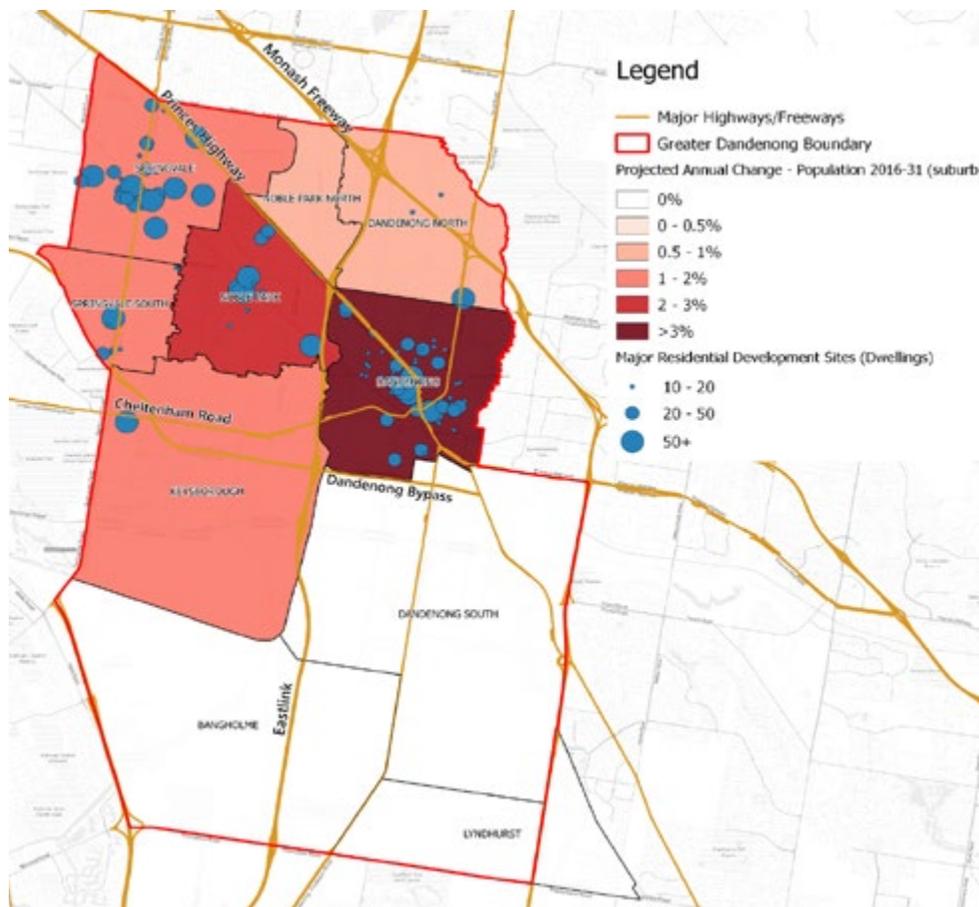
Table 6N and Figure 6H identify the location of major urban redevelopment sites in Greater Dandenong (109) and the number of dwellings which have been or are to be constructed (3,532). The figure shows that most major developments (76%) are proposed for the suburbs of Dandenong (1353 dwellings) and Springvale (1257 dwellings). This data excludes the potential dwelling yield as part of the potential Sandown Racecourse redevelopment.

### Potential Sandown Racecourse redevelopment

As discussed previously, the Sandown Racecourse in Springvale has been identified as a site for potential future residential development. The site is 112 hectares in size and is projected to have a future population of approximately 16,000 people. It is projected that a large number of these residents will be young families and young people (20 to 34 years), particularly in comparison to nearby suburbs including Noble Park, Noble Park North, Springvale and Springvale South.

On completion, it is estimated that 7,500 dwellings will be located at the Sandown site with an average household size of 2.8 people. No further details are available as to the timing of the development. As mentioned previously, it is understood that open space is proposed to be provided within the site to meet the needs of the new residential population only, not fill in any gaps in existing provision.

**FIGURE 6H**  
 MAJOR RESIDENTIAL REDEVELOPMENT SITES GREATER DANDENONG, 2017



Source: Urban Development Program 2017, Department of Environment, Land, Water and Planning.

## DWELLING PROJECTIONS PREPARED FOR AMENDMENT C182

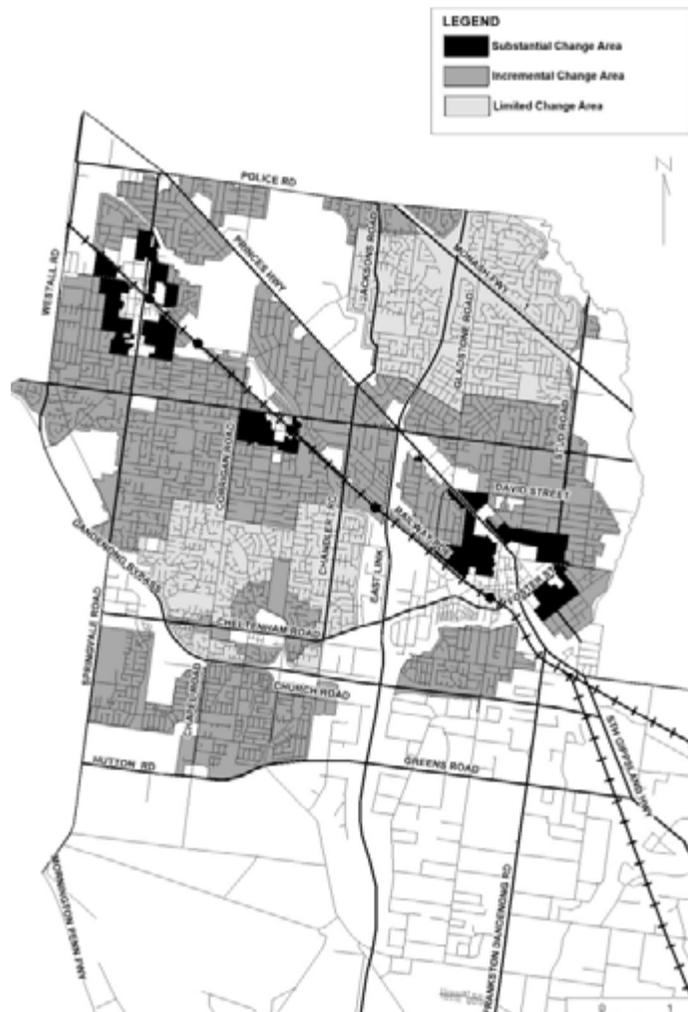
Amendment C182 (Part 1) to the Greater Dandenong Planning Scheme was approved in December 2017. The Amendment responded to findings of the Greater Dandenong Residential Planning Policy and Controls Project 2015 and resulted in revised residential policy and zones, particularly for areas around the Dandenong, Springvale and Noble Park activity centres.

The Future Change Areas (Figure 6I) show that Council policy is for Substantial Change Areas are to be located to the immediate east and west of the Springvale Activity Centre, south of the Noble Park Activity Centre and north, east and west of the Dandenong Activity Centre.

Economic analysis prepared to support the Residential Planning Policy and Controls Project found that:

- Over the period 2012 to 2026, an additional 14,137 dwellings were projected to be provided at an average of approximately 1,000 new dwellings per annum.
- 44% of additional dwellings were projected to be in Dandenong, followed by 19% in Keysborough, 18% in Noble Park and 14% in Springvale.
- Dandenong is expected to experience particularly high dwelling change, with a 61% increase in dwellings projected over the period.
- Although there are limited development opportunities to provide separate houses, there is a growing preference for higher density housing.
- 42% of housing demand over the period 2011 to 2026 was projected to be for separate dwellings, with a further 42% for flats units and apartments.
- In terms of annual growth, demand was projected to be highest for higher density dwellings, including flat/unit/apartment dwellings (2.8%) and semi-detached/townhouse dwellings (2.6%), supported by state and local policy which promotes higher density development in locations in close proximity to employment, public transport and services, specifically within and throughout the periphery of Activity Centres.

**FIGURE 6I**  
FUTURE CHANGE AREAS



Source: Greater Dandenong Planning Scheme, Clause 22.09

**TABLE 6O**  
PROJECTED DWELLING GROWTH BY SUBURB, 2012 – 2026

SUBURB	2012	2026	CHANGE	% OF COGD	% CHANGE
Bangholme	112	112	0	0%	0%
Dandenong South	203	211	8	0%	4%
Dandenong	10099	16290	6191	44%	61%
Dandenong North	8071	8417	346	2%	4%
Keysborough	7200	9869	2669	19%	37%
Noble Park	11506	13990	2484	18%	22%
Noble Park North	2844	2910	66	0%	2%
Springvale	7006	8961	1955	14%	28%
Springvale South	3966	4384	418	3%	11%
<b>Total</b>	<b>51007</b>	<b>65144</b>	<b>14137</b>	<b>100%</b>	<b>28%</b>

Source: Housing Analysis, 2015, SGS Economics and Planning

**TABLE 6P**  
PROJECTED DWELLING DEMAND BY DWELLING TYPE, 2011 – 2026

DWELLING TYPES	2011	2026	CHANGE	% OF GROWTH
Separate house	35472	41103	5631	42%
Semi-detached	4369	6385	2016	15%
Flat, unit, apartment	11025	16687	5662	42%
Other	773	973	200	1%
<b>Total</b>	<b>51639</b>	<b>65148</b>	<b>13509</b>	<b>100%</b>

Source: Housing Analysis, 2015, SGS Economics and Planning.

Tables 6O and 6P show the projected change in dwellings for each suburb and by dwelling type. The proposed residential land use pattern and dwelling projections highlight that the majority of future dwelling and population growth in the municipality is proposed to occur through infill and higher density residential development of existing urban areas near activity centres, resulting in increases in population densities and a concentration of additional demand for open space in those areas. This is likely to result in significant pressure on existing open space assets in areas of high change, particularly within and near the Activity Centres at Dandenong, Springvale and Noble Park.

### DEVELOPMENT SETTING

The analysis shown in this section indicates that the majority of new dwellings over the planning period will be accommodated through infill development, resulting in increasing residential densities and smaller lot and dwelling sizes across the municipality.

The main exception is the potential urban redevelopment of Sandown Racecourse which could yield approximately 7,500 dwellings. Other major residential redevelopment is expected to yield 3,500 dwellings. The balance of housing growth will need to be accommodated in minor infill (i.e. small subdivisions of existing dwelling creating less than 10 lots). Table 6R summarises the recent and future development types expected to occur within the municipality.

**TABLE 6Q**  
DEVELOPMENT SETTINGS SUMMARY

SETTING	RECENT	FUTURE
Broadhectare/ Greenfield	Extensive development in Keysborough. Between 2013 and 2016 an average of 380 lots were consumed each year	Almost all land is consumed (1 to 2 years remaining). No further land available.
Urban Renewal	Limited	Sandown Racecourse (timing unknown), expected to include 7,500 dwellings.
Major Residential Redevelopment	Moderate development activity.	High activity in the pipeline, 3,500 dwellings proposed.
Minor Infill	Ongoing subdivision activity, particularly in the suburbs of Dandenong, Noble Park and Springvale.	Expected to continue and potentially increase in the absence of new greenfield land supply.

Source: Urban Enterprise, 2018.

### IMPLICATIONS ON GROWTH PROJECTIONS FOR OPEN SPACE PROVISION

The proposed residential land use pattern and dwelling projections highlight that the majority of future dwelling and population growth in the municipality is proposed to occur through infill and higher density residential development of existing urban areas near activity centres, resulting in increases in population densities and a concentration of additional demand for open space in those areas.

This is likely to result in significant pressure on existing open space assets in areas of high change, particularly within and near the activity centres at Dandenong, Springvale and Noble Park.

Although population and dwelling projections vary, it is clear that if no changes are made to the open space network then open space provision levels (quantity) will decrease over time on a per capita basis. Table 6R shows the projected changes in open space provision over time, based on:

- Council's population projections by suburb from 2016 to 2031; and
- Open space provision data provided to Urban Enterprise by SJB Urban.

The overall open space provision per resident is projected to decrease from 42 sqm per resident (4.2ha per 1,000 residents) in 2016 to 31 sqm per resident (3.1ha per 1,000 residents) in 2031, a 26% reduction.

Suburbs with the most significant projected decrease are Dandenong (-41%), Noble Park (-27%) and Springvale (-25%). In 2031, the suburbs of Springvale (10sqm per capita) and Noble Park (17sqm per capita) are projected to have the lowest quantity of open space per resident of all suburbs in Greater Dandenong.

This compares to Council's existing strategy of providing a minimum open space provision of 4.5ha per 1000 residents (45 sqm per resident).

**TABLE 6R**

PROJECTED OPEN SPACE PROVISION PER CAPITA BY SUBURB, 2016-2031

SUBURB	OPEN SPACE		POPULATION		OPEN SPACE PER CAPITA		
	SQM	HA	2016	2031	2016	2031	% CHANGE
Bangholme	3,470	0	0	0	0	0	0
Dandenong	1,570,369	157	30,932	52,742	50.77	29.77	-41%
Dandenong North	1,654,059	165.4	23,216	26,447	71.25	62.54	-12%
Dandenong South	418,387	41.8	0	0	0	0	0
Keysborough	979,775	98	26,689	32,692	36.71	29.97	-18%
Lyndhurst	0	0	0	0	0	0	0
Noble Park	785,497	78.5	32,053	44,208	24.51	17.77	-27%
Noble Park North	273,086	27.3	7,709	8,513	35.42	32.08	-9%
Springvale	309,970	31	22,464	30,004	13.8	10.33	-25%
Springvale South	571,965	57.2	13,210	15,524	43.3	36.84	-15%
<b>Total</b>	<b>6,566,578</b>	<b>656</b>	<b>156,273</b>	<b>210,130</b>	<b>42</b>	<b>31</b>	<b>-26%</b>

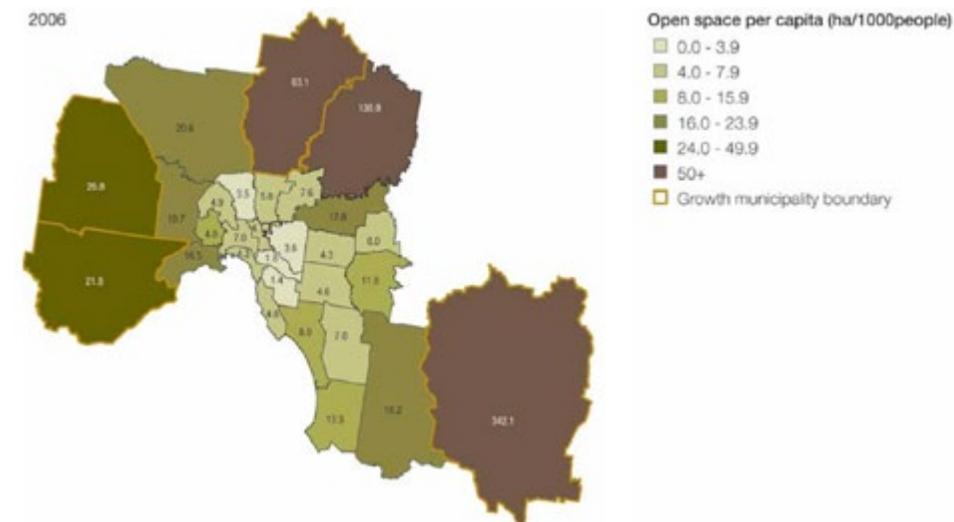
Source: City of Greater Dandenong, ratios derived and depicted by Urban Enterprise

Per capita open space provision across Melbourne

Figure 6J shows the estimated open space provision ratios across metropolitan Melbourne municipalities in 2006. Provision ratios in established municipalities (i.e. non-growth areas) varied widely, with inner areas ranging from 1.4 to 7 hectares per 1,000 people, and middle ring municipalities ranging from 3.5 to 17.6ha per 1,000 people. These provision ratios include all open space types, including those managed by the State government.

**FIGURE 6J**

PER CAPITA OPEN SPACE PROVISION ACROSS MELBOURNE



Source: Metropolitan Melbourne Investigation Discussion Paper (VEAC, 2011)

### Density, access and safety

While there is a predicted increased demand on open space as a result of increased density, there is also a related positive impact of increased density. This is directly related to walkability and ‘eyes on the street’. As more people live close to the places they need to go including shops, schools, places of employment and recreation, and as the road network continues to get busier, the attractiveness of walking and cycling to these places increases (as opposed to travelling by private motor vehicle). As more people walk and cycle using the public spaces for transport, safety increases as a result of increased passive surveillance; that is being in places where other people can observe what is going on.

It may also result in streets undergoing a subtle change in perceived and actual use. Typically, streets are often considered as primarily places for cars to travel. They are however, one of the major assets controlled by local governments and in some instances can be the dominant publically accessible space within an area. As demand increases, the use of these spaces for public recreation should be considered. This may include:

- Increasing footpath amenity including greater widths, introducing rest stops, increased tree canopy and wayfinding signage.
- Considering temporary and permanent road closures to allow for public uses such as markets, play areas, festivals and pop-up parks.
- Redesigning streets to allow for equitable use by all, often called shared-zones. These spaces provide for the movement of cars, bikes and people on the one surface at greatly reduced speeds.

## 6.3

### KEY OUTCOMES & NEXT STEPS

#### KEY POINTS – OPEN SPACE DEMAND

- The population of Greater Dandenong in June 2017 was approximately 164,000 residents. This is projected to increase to more than 193,000 by 2031.
- In 2031, the new population added between 2016 and 2031 is projected to comprise approximately 20% of the total population.
- The population has increased strongly in recent years at an average of in excess of 3,000 additional residents per year. Actual growth has far exceeded the projections which informed the 2009 Open Space Strategy of an additional 1,350 residents per year.
- Population growth has been strongest in the suburbs of Dandenong, Keysborough, Springvale and Noble Park East.
- The current open space provision is estimated at 4.2ha per 1,000 residents, this is projected to decrease by 26% by 2031 to 3.1ha per 1,000 residents with the most significant projected decreases in Dandenong, Noble Park and Springvale.
- Greater Dandenong also has a significant employment base which should be taken into account in open space planning. There were almost 97,000 workers based in the municipality in 2016. Employment is projected to increase at approximately 2,000 additional workers per year.
- Only 36% of residents were born in Australia and the proportion is decreasing over time.
- There has been a recent increase in population in the young adult age groups and of those born in India, Pakistan and Sri Lanka weighted towards males. There has also been an increase in residents born in China and south-east Asia, weighted towards females.
- Recent population growth in the municipality has been driven primarily by overseas migration and natural increase (births exceeding deaths).

#### KEY POINTS – DENSITY AND DEVELOPMENT

- The number of residential subdivisions and lots created has generally been increasing per year since 2005.
- Approximately a quarter of all residential subdivisions in Greater Dandenong in 2005 to 2016 were 2 lot subdivisions and therefore exempt from open space contribution requirements.
- Over half all lots created by residential subdivision in Greater Dandenong has occurred in Keysborough, the only suburb in which broadhectare development has been occurring. There is only limited remaining broadhectare land remaining in Keysborough and no other broadhectare land is available in the municipality.
- Other residential development has primarily been infill development particularly in the suburbs of Dandenong, Noble Park and Springvale which has increased in recent years.
- Overall, future development within Greater Dandenong is expected to be primarily infill development. Identified major redevelopment sites are expected to yield 3,500 dwellings. Infill development may intensify once all broadhectare land supply is exhausted.
- Smaller lot sizes and greater densities will have implications for open space. Generally, in higher density areas open spaces carry a more important function to compensate for smaller private open space. Open spaces in higher density areas generally need to be of a higher quality with more intensive and flexible infrastructure to function as a effective substitute for private open spaces.
- Public open spaces will need to cater for a large range of uses over time including different demographics, ages, cultures as well as uses throughout the day from residents to workers.
- Streets as open spaces should be encouraged to increase walkability and to provide valuable open space amenity in places where traditional open spaces are in high demand or are lacking.
- The design of open spaces in high density, mixed use locations should consider if there is a need to create a local 'sense-of-place' as well as serve larger civic functions.

## NEXT STEPS

- Continue the ongoing review of population data to proactively plan for an appropriate open space provision, particularly in areas of increasing densities.
- Plan for population growth around Activity Centres and within the suburbs projected for major population increases, primarily those of Dandenong, Noble Park, Springvale and Keysborough, while considering median lot size and projected density, in which Noble Park, Springvale and Dandenong will likely have the highest density, and greatest need for additional open space.
- Consider the demand for open space within heavy employment areas and industrial zones, primarily within Bangholme and Dandenong South.
- Plan for an adaptable Open Space Strategy and Implementation Plan that caters for a diverse cultural background and diverse age range, where the major population is projected to be between the ages of 25-44, and where open space infrastructure is designed to be considered 'demographic neutral' and is valued by a majority of the population.
- Consider the use of better data collection methods to gather suburb specific population projections.
- Consider both infill and greenfield development throughout CGD in creating strain upon the Open Space provision, with the acknowledgement that different types of development will need different types of space.
- Consider the use of flexible non-traditional open space projects including increased footpaths, road verges, and pop-up-parks, among others.

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# 07

## HOW MUCH?

7.1 Statutory Framework

7.2 Current Approach

7.3 Benchmarks & Guidance

7.4 Key Outcomes & Next Steps

## 7.1 STATUTORY FRAMEWORK

This section provides information and analysis relating to open space contributions in Greater Dandenong having regard to the available mechanisms to collect contributions, existing policies and strategies and approaches to calculating an appropriate rate based on this information, and the demographic, housing and employment profile discussed in Chapter 6.

Open space contributions are payments in dollars, land (or a contribution of land or works in lieu instead of payment) made by a proponent of a subdivision (e.g. the developer of a new housing estate) to a Council for the purpose of improving the open space network. Contributions are designed to enable Councils to deliver new and improved open spaces to meet the additional demand for open space resulting from development. In this way, open space contributions are a form of ‘user payment’ for public infrastructure.

Open space contributions are commonly expressed as a percentage. For example, a 5% contribution requires a subdivision proponent to set aside 5% of all land to be subdivided as public open space, or alternatively requires a monetary payment to be made to Council equivalent to 5% of the value of the land to be subdivided.

Open space contributions rates can vary for each Council, development setting, or suburb depending on a range of factors, primarily the estimated quantum of future demand (usually due to population growth) compared with the demand generated by existing residents at the time a rate is applied or introduced.

Council is currently collecting open space contributions through Clause 53.01 of the Greater Dandenong Planning Scheme. This mechanism is the most relevant and suitable for the collection of open space contributions across the City of Greater Dandenong, however the appropriateness of the contributions rate should be reviewed following preparation of the revised open space strategy to ensure that it accurately reflects the need for open space in the municipality and the equitable apportionment of the cost of delivering the strategy. The Strategy should also ensure that there is no overlap between Clause 53.01 and other mechanisms in place to fund open space, including Development Contributions Plans and Infrastructure Recovery Charges.

Although open space contributions are an important source of funding for Local Governments to implement an Open Space Strategy, they are not the only source of funding and need to be considered in conjunction with a range of other sources such as general rates revenue, government grants and community / user contributions. This report primarily relates to open space contributions as opposed to alternative funding sources.

### PLANNING POLICY FRAMEWORK (PPF) & LOCAL PLANNING POLICY FRAMEWORK (LPPF)

Local open space is funded from a range of sources drawn from the public and private sectors. Three main mechanisms are available to Council to levy contributions from the private sector towards the cost of providing open space as follows:

- Open space contributions collected through a Schedule to Clause 53.01 of the Planning Scheme.
- Open space contributions collected under the Subdivision Act 1988, or
- Development and infrastructure contributions collected through a Development Contributions Plan (**DCP**) or Infrastructure Contributions Plan (**ICP**) incorporated in a Planning Scheme.

The current statutory framework and policy provisions that are relevant to determining open space contributions in Victoria includes clauses of the Planning Policy Framework (**PPF**) and the Local Planning Policy Framework (**LPPF**), the provisions of the Subdivision Act 1988 (**Subdivision Act**) and the principles that guide the levying of development contributions and infrastructure contributions under the Planning and Environment Act 1987 (**Planning and Environment Act**).

The Planning Policy Framework refers to open space planning in Clause 19.02-6R Open Space – Metropolitan Melbourne. The Clause seeks to ‘assist in the creation of a diverse and integrated network of public open space commensurate with the needs of the community’.

The reference to creating open space ‘commensurate with the needs of the community’ is considered to be a guiding principle when assessing public open space contributions proposals. A more detailed overview of the SPPF is contained within 8.1 Strategic Context Review however the following strategies are considered particularly relevant to the open space contributions.

- Protect the overall network of open space by ensuring that where there is a change in land use or in the nature of occupation resulting in a reduction of open space, the overall network of open space is protected by the addition of replacement parkland of equal or greater size and quality.
- Ensure that land is set aside and developed in residential areas for local recreational use and to create pedestrian and bicycle links to commercial and community facilities.
- Provide new parkland in growth areas and in areas that have an undersupply of parkland

The Local Planning Policy Framework (LPPF) includes a local policy regarding Open Space at Clause 21.06-1. The policy identifies environmental, economic and social issues relating to the open space and natural environment within the municipality and outlines the need for high quality public open space. A more detailed overview of the LPPF is contained within 8.1 Strategic Context however the following objectives and strategies are considered particularly relevant to open space contributions:

- Require major urban development projects to incorporate landscaped pedestrian and bicycle paths as links to open space and the broader path and open space network
- Encourage infill developments to provide for access to open space.

#### CLAUSE 53.01 & 52.06

Clause 53.01 Public Open Space Contributions and Subdivision, of the Victorian Planning Provisions (VPP) allows a Council to impose a public open space contribution as follows:

- A person who proposes to subdivide land must make a contribution to the council for public open space in an amount specified in the schedule to this clause (being a percentage of the land intended to be used for residential, industrial or commercial purposes, or a percentage of the site value of such land, or a combination of both). If no amount is specified, a contribution for public open space may still be required under section 18 of the Subdivision Act 1988.

The trigger for a public open space contribution under Clause 53.01 is subdivision, not development. Two-lot subdivisions are exempt from public open space contributions under Clause 53.01 if Council considers that it is unlikely that the lots will be further subdivided.

Clause 56.05 – Urban Landscape, as part of Clause 56 – Residential Subdivision, outlines the public open space provision objectives for residential subdivisions which apply across the State. These objectives are supported by Standard C13, which states that ‘the provision of public open space should provide a network of well-distributed neighbourhood public open space that includes:

- Local parks (generally 1 hectare in area) within 400m safe walking distance of at least 95% of all dwellings
- Additional small local parks or public squares in activity centres and higher density residential areas
- Active open space of at least 8 hectares within 1 kilometre of 95% of all dwellings
- Linear parks and trails along waterways, vegetation corridors and road reserves within 1 kilometre of 95% of all dwellings.

The objectives and standards of Clause 56.05 reflect the Standards included in the Precinct

Structure Planning Guidelines (**PSP Guidelines**), which were prepared by the (former) Growth Areas Authority in 2009 and are often referenced in terms of open space quantity and quality for new residential areas.

The PSP Guidelines also include Standards (S2 and S3) that are not translated into the planning scheme but require Precinct Structure Plans to allow for “approximately 10% of the net developable area as total public open space, of which 6% is active open space”, and “approximately 2% of net developable area as public open space, usually with a passive recreation function” in major employment areas.

Although Council already has a local policy on open space provision, this could be expanded and adapted to reflect the ultimate findings of the open space strategy, particularly in terms of where land contributions are preferred and quality and quantity conditions that must be met for such land.

#### SUBDIVISION ACT

Section 18 of the Subdivision Act provides for the collection of public open space contributions by Council as follows:

- If a requirement for public open space is not specified in the planning scheme, a Council, acting as a responsible authority or a referral authority under the Planning and Environment Act 1987, may require the applicant who proposes to create any additional separately disposable parcel of land by a plan of subdivision to:
  - a) Set aside on the plan, for public open space, in a location satisfactory to the Council, a percentage of all of the land in the subdivision intended to be used for residential, industrial or commercial purposes, being a percentage set by the Council not exceeding 5 per cent; or
  - b) Pay or agree to pay to the Council a percentage of the site value of all of the land in the subdivision intended to be used for residential, industrial or commercial purposes, being a percentage set by the Council not exceeding 5 per cent; or
- Do a combination of (a) and (b) so that the total of the percentages required under (a) and (b) does not exceed 5 per cent of the site value of all the land in the subdivision.

Part 1A of Section 18 of the Act states that the Council may only make a public open space requirement if it considers that, as a result of the subdivision, there will be a need for more open space, having regard to:

- The existing and proposed use or development of the land.

- Any likelihood that existing open space will be more intensively used after than before the subdivision
- Any existing or likely population density in the area of the subdivision and the effect of the subdivision on this
- Whether there are existing places of public resort or recreation in the neighbourhood of the subdivision, and the adequacy of these
- How much of the land in the subdivision is likely to be used for places of resort and recreation for lot owners
- Any policies of the Council concerning the provision of places of public resort and recreation.

The maximum allowable public open space contribution under the Subdivision Act is set at 5% of land to be subdivided, or 5% of the value of the land to be subdivided (or a combination of both). The Subdivision Act requires Councils to demonstrate the need for more open space on a case by case basis, and acknowledges that the level of need may vary depending on various factors, including the proposed land use and the location and adequacy of existing places of public resort or recreation.

The provisions of Clause 53.01 (under the Planning and Environment Act) and Section 18 of the Subdivision Act are linked, in that the Subdivision Act generally acts as a ‘default’ mechanism to collect public open space contributions if no contributions amount is specified in a Schedule to Clause 53.01. Section 18 of the Subdivision Act does not apply where there is a contribution amount specified in Clause 53.01.

Section 20 of the Subdivision Act provides guidance as to **how open space contributions are to be spent** as follows:

- A Council must set aside for public open space any land which is vested in the Council for that purpose.
- The Council must use any payment towards public open space it receives to:
  - (a) Buy land for use for public recreation or public resort, as parklands or for similar purposes; or
  - (b) Improve land already set aside, zoned or reserved (by the Council, the Crown, a Planning Scheme or otherwise) for use for public recreation or public resort, as parklands or for similar purposes; or
  - (c) With the approval of the Minister administering the Local Government Act 1989, improve land (whether set aside on a plan or not) used for public recreation or public resort, as parklands or for similar purposes.

## OTHER INFRASTRUCTURE FUNDING MECHANISMS

In addition to Clause 53.01 and the Subdivision Act discussed previously, public open space can also be acquired and improved as part of a Development Contributions Plan (DCP) under the Part 3B of the Planning and Environment Act, an Infrastructure Contributions Plan (ICP) under Part 3AB of the Act, or an Infrastructure Recovery Charge (IRC) under the Development Victoria Act 2003.

### Development Contributions Plan

The *Ministerial Direction on the preparation and Content of Development Contributions Plans* (11 October 2016) defines infrastructure which can be the subject of a Development Infrastructure Levy under a DCP. In respect of public open space this includes:

- Acquisition of land for public open space
- Basic improvements to public open space, including earthworks, landscaping, fencing, seating and playground equipment.

In urban growth and urban renewal areas that are subject to a DCP, public open space is often collected through a combination of the relevant Planning Scheme (Clause 53.01 is typically used to acquire land for passive open space) and the DCP (typically used to acquire land for active open space).

How Development Contribution Plans are currently applied in Greater Dandenong is discussed in more detail in the following section, 7.2 Current Approach.

### Infrastructure Contributions Plan

The Planning and Environment Act was amended in 2016 to include Part 3AB which provides for the collection of ‘Infrastructure Contributions’ by Councils for defined development settings through preparation of an ICP.

The ICP system operates concurrently with the existing DCP system and currently applies to ‘greenfield growth areas’ only, which does not impact any land within the City of Greater Dandenong. The State government intends to add a second ‘Strategic Development Area’ development setting in the near future which is proposed to apply to “*locations within existing urban areas that are planned or become available for significant growth and change. Generally, these areas will be identified in a strategic plan such as Plan Melbourne (for example National Employment and Innovation Clusters), a Municipal Strategic Statement or a regional growth plan*” (Infrastructure Contributions Plan Guidelines, DELWP).

## 7.2 CURRENT APPROACH

In Plan Melbourne, Dandenong is recognised as a National Employment and Innovation Cluster (NEIC), a Metropolitan Activity Centre and a Health and Education Precinct. These areas may qualify for the application of an ICP. The Guidelines for ICPs in Strategic Development Areas are yet to be released, so the extent to which an ICP may be used to fund open space infrastructure in these areas is not yet known. However, in Strategic Development Areas it is expected that Councils will retain flexibility to levy open space contributions through either the Subdivision Act, Clause 53.01 or an ICP.

How Infrastructure Recovery Charges are currently applied in Greater Dandenong is discussed in more detail in the following section, 7.2 Current Approach.

### Infrastructure Recovery Charge

Under the Development Victoria Act (2003), an Infrastructure Recovery Charge can be levied in designated Urban Renewal Areas. This charge cannot exceed 10% of the value of a development (the sum of construction cost and land value). The Act does not specify the types of infrastructure that can be funded, however in practice certain types of urban open space infrastructure have been funded through this charge, such as the construction of new plazas.

At present, open space in Greater Dandenong is funded through a mix of open space contributions, development contributions, general rates revenue and contributions from user groups. This section summarises the way in which private sector contributions are obtained.

### CLAUSE 53.01 – PUBLIC OPEN SPACE CONTRIBUTIONS

#### Current Rates

Council currently collects public open space contributions through the Schedule to Clause 53.01 of the Planning Scheme. The current contribution rates are summarised in Table 7A – full details are provided in Appendix 8.1.

#### Open Space Contributions Revenue

Council collects contributions from residential subdivisions creating 3 or more lots at a rate of 5%. Since September 2016, the contributions are paid into the ‘Open Space Planning, Development and Improvement’ account within Council’s Open Space Reserve Fund.

The Open Space Fund also contains an ‘Acquisitions’ account. In 2016, \$6 million was transferred into the ‘Acquisitions’ account by Council.

The current open space reserve balance is shown in Table 7B. The current overall balance is approximately \$14m.

Open Space Contributions collected by Greater Dandenong have been growing steadily since 2011, when \$1.5 million was collected, followed by \$3.5 million in both the 2015-16 and 2016-17 financial years. In the 2017-18 financial year, OSC collected from July to March a total of \$1.95 million.

**TABLE 7A**

## CLAUSE 53.01 - OPEN SPACE CONTRIBUTIONS

TYPE OR LOCATION OF SUBDIVISION	OPEN SPACE CONTRIBUTION
Any residential or commercial subdivision in the Keysborough south area* (except for lots below)	20%
Lot 2, PS 524033N Volume 10804 Folio 885 (within Keysborough South area)	10% Cash in Lieu
Lot 1, PS 524033N Volume 10804 Folio 884 (within Keysborough South area)	10% Cash in Lieu
All other residential zoned land except land within DCPO1, the Logis Residential Site and Dandenong Central.	5%
Residential land within the Central Dandenong Project Area after the cessation of the Infrastructure Recovery Charge (until such time, contribution will be 0%).	5%
All other Industrial and Commercial 2 zoned land except for the Logis Industrial site and land covered by DCPO2 and DCPO3.	
Industrial land within the Central Dandenong Project Area after the cessation of the Infrastructure Recovery Charge (until such time, contribution will be 0%).	2%

Source: City of Greater Dandenong Planning Scheme (March 2018) summaries by Urban Enterprise (full definition in Appendix 8.1).

Open Space Expenditure

The Open Space Reserve is used to fund approximately \$1 million worth of open space projects per year. Other open space projects including new sporting grounds/pavilions, reserves, roads and maintenance are funded as part of the Council's Infrastructure Department's and Sports and Recreation Team's budget funding.

The open space expenditure on improvements in 2017-18 (July to March) was \$717,767 including:

- \$6,200 for the Keysborough South Industrial Buffer
- \$116,703 for Sarah Lands Keysborough South and
- \$594,864 for Dandenong Park.

It is apparent that in recent years, open space contributions revenue has significantly exceeded expenditure from the open space reserve, resulting in an increasing reserve balance. Although open space funds are sometimes accumulated with the intention of delivering particular major projects, the accumulation of funds presents the opportunity for greater open space capital expenditure to be made on an annual basis from the open space reserve account.

The sustained increase in annual revenue could support an increase to the current 'allowance' of \$1m per annum for open space reserve expenditure, however the most transparent and equitable approach will be to apply open space contributions received to delivery of an agreed program of works set out in the implementation plan of the revised Open Space Strategy, supported by a policy which guides prioritisation of projects and expenditure.

**TABLE 7B**

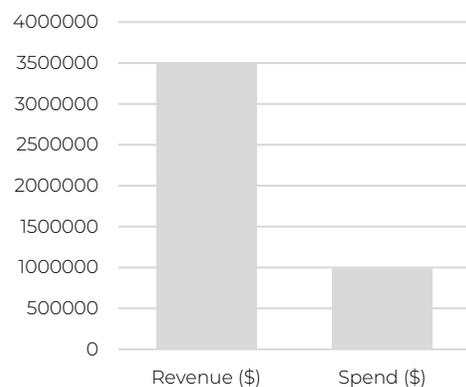
## CGD OPEN SPACE RESERVE BALANCES

OPEN SPACE RESERVE	BALANCE 30 JUNE 2016	BALANCE 31 MARCH 2017	BALANCE 31 MARCH 2018
Open space reserve	\$9,754,170	\$0	\$0
Open space – planning, development and improvements reserve	\$0	\$6,902,973	\$7,878,480
Open space – acquisitions	\$0	\$6,000,000	\$6,000,000
<b>Total</b>	<b>\$9,754,170</b>	<b>\$12,902,973</b>	<b>\$13,878,480</b>

Source: City of Greater Dandenong (2018)

**FIGURE 7A**

## CGD OPEN SPACE FUND SPEND AND REVENUE 2016 TO 2017



Source: City of Greater Dandenong 2018

## APPLICATION OF OTHER OPEN SPACE FUNDING MECHANISMS

Development Contribution Plans

The Greater Dandenong Planning Scheme currently contains three Development Contribution Plans (DCPs):

- Keysborough South Development Contribution Plan (DCPO1)
- Dandenong South Industrial Area Development Contributions Plan – Keysborough (DCPO2) and
- Dandenong South Industrial Area Development Contributions Plan – Lyndhurst (DCPO3).

Each DCP collects levies towards open space infrastructure items, and each area is exempt from public open space contributions under Clause 53.01.

Calculation of an open space contributions rate should have regard to existing and potential future infrastructure funding mechanisms in areas likely to undergo major redevelopment, such as DCPs and ICPs. This will ensure that ‘double-dipping’ (i.e. using multiple funding mechanisms to levy a subdivision proponent for a particular open space item or items) is avoided, and that sufficient new open space is provided in areas that will experience significant increases in open space demand. In this respect, the current Clause 53.01 exemption of areas subject to a DCP should be retained.

Infrastructure Recovery Charge

An Infrastructure Recovery Charge (IRC) applies to development in Central Dandenong as a means of funding initial costs of infrastructure in that area. In 2006, the Victorian Government commenced the investment of \$290 million in Revitalising Central Dandenong, with this initiative continuing over the following 15-20 years. A portion of this investment is recovered through an IRC which applies to all commercial scale developments within Central Dandenong at a rate of 5% of development value (including both construction and land value).

Some of the projects completed in Central Dandenong have an open space role, including:

- Halpin Way and Settlers Square – new public spaces creating a link between Dandenong Train Station and Central Dandenong.
- Pop-Up Park – a temporary outdoor recreational facility to encourage structured and positive group activity near Dandenong Train Station.

No public open space contributions are currently collected within the Central Dandenong area. Clause 53.01 of the Greater Dandenong Planning Scheme states that on the cessation of the IRC an open space contribution rate of 5% will be collected from residential development and 2% from industrial development. No contribution is proposed for commercial/retail development.

#### Major Development Sites

Major development sites, whether urban renewal or greenfield setting, are often planned to have site specific contributions to open space that reflect the specific needs and opportunities associated with areas of significant land use change and population growth. These can take the form of a DCP, section 173 agreement or a specific rate in Clause 53.01 of the Planning Scheme.

As discussed in Chapter 4 and 6, Sandown Racecourse is a potential site for major urban renewal. The way in which open space contributions are collected from this development should be taken into account when establishing a funding mechanism and open space contributions rate for the balance of the municipality.

Council has also advised there are no other major development sites or future DCPs proposed at this stage.

## CURRENT AND PROPOSED COUNCIL POLICIES

Greater Dandenong has several current and proposed policies and strategies relevant to open space contributions including:

- Places for People: Open Space in Greater Dandenong Open Space Strategy 2009 (Existing Strategy)
- Open Space in Greater Dandenong Action Plan 2010 (Action Plan)
- Public Open Space Contributions Plan 2010 (Contributions Plan)

- Draft Greater Dandenong Public Open Space Acquisition and Development Guidelines (Acquisition and Development Policy)
- Open Space Contributions Scoping Paper, SGS Economics and Planning May 2017 (SGS Scoping Paper)
- Open Space Strategy and Action Plan Review Background Report, 2017 (Background Report).

Relevant components of each policy and strategy are outlined as follows and are discussed in further detail in Chapter 2 and 4.

#### Existing Strategy

Discussed in Chapter 2, the Greater Dandenong Open Space Strategy (2009) has the following aims that are particularly relevant to open space provision:

*“a) A minimum average of 4.5 hectares of parks and reserves per 1,000 residents across the municipality (current provision level is 4.3 hectares)*

*b) Included in the above, a minimum of 1.5 hectares of parks for sports, and 2 hectares for all other types of activities*

*c) An easily accessible park (generally 5,000 square metres minimum) within 500m of most houses*

*d) A minimum average of 2,500 square metres for local parks, 5,000 – 10,000 square metres for neighbourhood parks, and 3 hectares for district parks*

*In the context of activity centres and areas designated for high change, industrial and commercial areas, it may be appropriate to consider alternate provision of parks, such as more compact spaces within lesser walking distances.*

*e) To provide parks with a good range of appropriate facilities and activities, with at least 50% of parks at a medium or higher quantity level.”*

The Strategy noted that the above aims are not applicable to commercial and industrial areas.

## Action Plan

To achieve the aims of the 2009 Strategy, 17 'Broad Strategies' incorporating 35 actions were developed through the 2010 Action Plan. Actions relating to open space funding and contributions include:

*"Action 1.1 – Prepare a planning scheme amendment to: review open space policies, make the open space strategy a reference document, and include an open space contribution rate into the schedule to Clause 53.01 to the Greater Dandenong Planning Scheme.*

*Action 2.1 – Prepare a costing and funding programme for budget and CIP purposes.*

*Action 2.2 – Prepare a finance policy with regards to the management of open space contributions and for use of funds obtained from the sale of open space (all funds are to be directed into the purchase and improvement of open space)."*

Amendment C114 to the Greater Dandenong Planning Scheme implemented Action 1.1 of the Plan. The Amendment was gazetted on 14 April 2011 and the following changes were made:

- *In Clause 21.08 the list of reference documents was updated to include the 'Open Space Strategy – Action Plan 2010' and 'Open Space Strategy – Public Open Space Contributions Plan 2010'.*
- *A Schedule 1 to Clause 53.01 was introduced which applied a public open space contribution rate of 2% to Industrial, Business 3 Zone and Business 4 Zone land and a rate of 5% to Residential Zoned land except for where exempted.*

The Schedule to Clause 53.01 was subsequently amended through Amendment C192 (13 August 2015) to replace references to B3Z and B4Z with Commercial 2 Zone

## Contributions Plan

The Greater Dandenong Contribution Plan (2010), a reference document to the Greater Dandenong Planning Scheme, provides the methodology and process to collect open space contributions within the municipality. The Plan outlines that it is Council Policy that:

*"Contributions will be payable on the subdivision of land, including residential, commercial and industrial land, and must be to Council prior to the issue of a statement of compliance.*

*Payment of development contributions is to be made in cash. Council may consider land contributions where:*

- *This will enlarge an existing public open space, or will enable the establishment of a sizeable open space in an area identified as a gap in open space provision by the Open Space Strategy; and*
- *Council considers that the land is generally suitable for open space.*

*Open space contributions will be held in Council's trust account (public open space fund). All monies held will be used for the provision of improvements to public open space as outlined above.*

*The City of Greater Dandenong will provide for regular monitoring, reporting and review of the monies received and expended through a separate set of audited financial statements."*

The contribution rate identified by the plan is 5% for residential development and 2% for industrial development. This rate was calculated by dividing the cost of public open space improvements for new population by the estimated value of land to be developed and calculations are shown in Table 7C.

No contributions were recommended to apply to land in the Commercial 1 Zone. It is not known whether contributions are intended to be collected from subdivisions in the Mixed Use Zone.

**TABLE 7C**

CGD OPEN SPACE RESERVE BALANCES

LAND USE	A. COST OF PUBLIC OPEN SPACE IMPROVEMENTS FOR NEW POPULATION	B. AREA ESTIMATED TO BE DEVELOPED (HA)	C. ESTIMATED VALUE OF LAND TO BE DEVELOPED	D. OPEN SPACE CONTRIBUTION RATE
Residential	\$ 34,522,139	246	\$ 682,139,859	5%
Industrial/ B3Z/B4Z	\$ 11,233,188	187	\$ 519,757,500	2%

Source: Public Open Space Contributions Plan, City of Greater Dandenong (2010)

### Public Open Space Acquisition and Development Policy

The draft Public Open Space Acquisition and Development Policy is currently under development and proposes to guide Council's implementation of the Open Space Strategy 2009 and Action Plan 2010. The draft policy seeks to:

- Ensure Council is compliant with the Subdivision Act;
- Provide guidance on the acquisition, funding and improvement of a comprehensive, multi-functional public open space network; and
- Provide guidance regarding situations where it's not possible to acquire land, such as spending open space funds on the capital improvement of current open space or the conversion of other Council land.

The draft policy states that it is Council policy to adhere to the processes outlined at Appendix 1 and 2 to the Policy. Together, the draft policy and its appendices propose that the following will be Council policy:

- The Public Open Space Selection Guidelines in Appendix 1 are to be considered where a land contribution is preferred over a cash contribution, or when assessing if current Council land should be converted to public open space, or when purchasing or acquiring land to address open space gaps. Appendix 1 sets out a range of criteria, such as accessibility, connectivity, shape and size and others.
- If the purchase/acquisition of land is not appropriate or attainable, Council will follow the Public Open Space Capital Improvements Guidelines in Appendix 1 when considering the improvement of existing public open space;
- An assessment will be developed for all potential open space acquisitions, purchase of capital improvement to guide decision making. Considerations will include whether the land is on the market, whether the land can be developed and maintained within Council resources and the requirements of the Subdivision Act and the Planning Scheme;
- Council can undertake the following steps when a developer offers an open space parcel or link that does not meet the minimum land area criteria:
  - Add to developer's land to create a viable open space parcel or link; or
  - Request or negotiate a larger land area as part of the project approval where the minimum contribution rate applies.

- Council cannot use Open Space Contribution Funds on maintenance or capital expenditure that is not directly related to the improvement or acquisition of public open space in order to comply with the Subdivision Act; and
- Public Open Space Projects are linked to asset management principles, asset management policy and asset management planning for optimal lifecycle planning and management.

### Scoping Paper

An "Open Space Contributions Scoping Paper" was prepared by SGS Economics and Planning for Council in 2017 to identify options for the future collection of open space contributions. The Scoping Paper identifies four development contribution frames and recommends Council undertake an 'Inclusionary' approach (i.e. use open space contributions to fund open space needs).

The paper then identifies varying approaches to open space contributions, advantages and disadvantages of each approach and recommends Council investigate the relative suitability of a one tier approach and a two tier approach to open space contribution rates. The benefits and risks of these approaches, as identified within the scoping paper, are identified in Table 7D.

It is noted that although the scoping paper makes reference to an OSC rate of 8% for Greater Dandenong, no supporting analysis was undertaken to arrive at or justify this rate other than indicative open space provision analysis for high density areas.

**TABLE 7D**

**BENEFITS AND RISKS OF A ONE TIER AND TWO TIER APPROACH**

APPROACH AND RATE	BENEFITS	RISKS
<p><b>One Tier</b> 8% across all areas</p>	<p>It will ensure open space provision rates do not decline significantly.</p> <p>Treats all development in the same way.</p> <p>Provides simplicity and transparency in the operation of the open space contributions.</p> <p>Provides council with flexibility to respond to land purchasing opportunities as they arise and to respond to the pace and distribution of development.</p>	<p>Requires a strong evidence base that the level of open space access is insufficient to justify a high contribution rate across all developments.</p> <p>There is an expectation that Council to have sufficient open space projects planned to ensure that collected funds are expended.</p> <p>There are no precedents in Victoria for the widespread application of an 8 per cent open space contribution rate.</p> <p>May compromise perceived development feasibility, particularly for small developments outside of activity centres.</p>
<p><b>Two Tiers</b></p> <p>5% in areas experiencing incremental growth</p> <p>8% in areas of high/transformative growth</p>	<p>It provides simplicity and transparency in the operation of the open space contributions.</p> <p>Provides council with flexibility to respond to land purchasing opportunities as they arise and to respond to the pace and distribution of development.</p> <p>Clear logical underpinning exists to determine the two distinct contribution rates. w</p> <p>It has been successfully applied in the City of Stonnington as a precedent which reduces risk during the amendment process.</p> <p>The Cities of Kingston and Manningham are currently seeking a planning scheme amendment using this approach and if successful will provide a stronger precedent basis for the City of Dandenong .</p>	<p>It requires a strong evidence base that the projected level of growth occurring in substantial/transformative change areas warrants a higher contribution rate.</p> <p>It requires costs of planned open space projects and land acquisitions to be at minimum commensurate with a 5 per cent contribution rate in areas of incremental change.</p> <p>There is lower potential cost recovery than alternative methods.</p>

Source: SGS Economics and Planning, Open Space Contributions Scoping Paper (2017)

2017 Background Report

The 2017 Background Report was prepared by Council in November 2017 as part of Council’s review of the 2009 Strategy 2009 and 2010 Action Plan. The report identifies strategic issues and gaps needing to be addressed during the review process and to assist in the preparation of the new strategy.

In relation to open space contributions, the background report identifies the need to update policy and contributions due to changing requirements of the municipality and refers to the methodology of calculating open space contributions as outlined in the Scoping Paper. The methodology is repeated as follows:

*“1. Provide comparative analysis of the Contribution Frame ‘Inclusionary Provisions’ which outlines the standards driven inclusionary open space requirements for:*

*1.1 Areas of transformation*

*1.2 Areas of incremental change.*

*2. Provide funding modelling for an 8 percent increase in open space contributions for the following approaches:*

- *A two tier approach*
- *A scaled approach based on level of growth*
- *A scale which exceeds 8 percent in areas of high growth*
- *A one tier approach.*

*3. The consultant will need to provide substantiated recommendation for Greater Dandenong’s Contribution rates approach.”*

In relation of OSC, the Background Report identifies the following specific challenges:

- *“Provision goals do not align with Clause 56.05 which was changed in October 2009. If the goals are changed the distribution/provision could be much worse than currently understood.”*
- *“Limited land acquisition opportunities and competing Council priorities to use land for developments rather public open space, i.e. affordable housing, community facilities, etc.”; and*
- *“A long term capital works program is required to support the asset management program as well as increased contributions and action plans implementation.”*

## 7.3 BENCHMARKS & GUIDANCE

The way in which open space contributions are applied across metropolitan Melbourne varies. This section provides an overview of the various approaches in established areas of Melbourne and guidance on introducing a new rate.

### CONTRIBUTION RATES AND METHODS

Given the wide range of mechanisms available to councils and the lack of a clear and consistent model for calculating an appropriate contributions rate, a range of rates are applied through Clause 53.01 across metropolitan Melbourne.

Appendix 8.4 shows that open space contributions rates in inner and middle areas of Melbourne range from 2.5% (for the suburb of Brunswick, Moreland) to 8% (Fishermans Bend Urban Renewal Area and high growth areas within the City of Stonnington).

There is also significant variation in the way in which the rates are applied, including:

- Whether a different rate (or any contribution at all) applies to non-residential land;
- Whether a sliding scale or a flat rate is applied; and
- Whether a different rate applies to growth area development settings as opposed to established areas.

The City of Moreland is the only Melbourne municipality to adopt contributions rates which vary for each suburb, and the City of Darebin and City of Monash are the only municipalities to apply a sliding scale of rates depending on the number of additional lots that are created by a subdivision.

Of the 22 established Melbourne municipalities shown in Appendix 8.4, only three do not currently collect contributions through Clause 53.01: Boroondara, Frankston and Kingston. Kingston currently has a Planning Scheme Amendment on exhibition to introduce a flat differential rate of 5% or 8%.

### GUIDANCE ON INTRODUCING A NEW OPEN SPACE CONTRIBUTIONS RATE

#### Guidelines for setting a rate

There is a lack of guidance specific to the introduction of a new Schedule to Clause 53.01 in the Victorian Planning Scheme. The only Practice Note of relevance is Planning Practice Note 70 (PPN70): Open Space Strategies. Although PPN70 does not include any specific direction, the following commentary is relevant to open space contributions:

Planning Practice Note 70 is the main guidance for applying a new contribution rate. It states that:

- As part of the strategy development process, gaps in the open space network will be identified, along with an understanding of the type of open space required. There is an opportunity to rectify gaps through public open space contributions but it is important to:
  - Specify the locations where a land contribution is sought (this could be shown as a map in the strategy); and
  - Provide criteria that define the types of land sought as land contributions.
- An OSS must have an implementation plan. This may form part of the main strategy or be a separate document that provides more detail on each of the implementation tasks, responsibilities, cost estimates and priorities.
- An OSS should consider which open space contribution tool is best for its municipality.

Given the lack of direction for the introduction of a new schedule to Clause 53.01, it is important to have regard to the test of need which is required by the Subdivision Act, as well as the findings of recent Planning Panel processes.

### Relevant Panel Reports

In the absence of specific guidelines, the principles underpinning development contributions in Victoria (those of need, nexus, equity and accountability) provide a basis to establish methods designed to calculate an equitable contributions rate or rates.

The Panel for Glen Eira Amendment C20 found that the following principles should apply to determining open space contributions:

- *Establish a framework for increasing and/or improving open space to satisfy the community's expectations.*
- *Develop a formula for improving/increasing open space based on increased densities or changing demography.*
- *Understand the open space requirements of new dwellings in a more comprehensive and rigorous manner. For example, how much more demand for open space is likely to be generated by certain types of developments? Will a three-unit development on a 1000 square metre site place different demands on municipal open space than a ten-unit multi-storey apartment block? If so, what are these demands?*
- *Develop an open space contribution based on the need to bring existing open space to a reasonable level based on an anticipated population density on a precinct by precinct basis.*

Other recent Planning Panels have considered the merits of introducing new open space contributions rates to the Stonnington and Melbourne Planning Schemes.

In the City of Melbourne, Council proposed to introduce new contributions rates through Amendment C209, including a rate of 8% in Urban Renewal Areas and a rate of 5% in established areas. The Panel agreed with submitters to the hearing that the principles of need, nexus and equity should apply, and that population growth was driving the need for more open space in the municipality. The Panel supported the introduction of a 5% flat rate to parts of the City that were expected to experience incremental residential growth, and endorsed the application of a higher rate for Urban Renewal Areas (although at a lower rate than exhibited of 7.06%). There is no differential rate for commercial or industrial development in the City of Melbourne - all development types are subject to the same contributions rate.

In the City of Stonnington, Council proposed to introduce higher public open space contributions through Amendment C186, including 8% in some suburbs expected to experience high growth, and 5% in other suburbs. The Panel supported the approach in general, but recommended narrowing the application of the higher rate of 8% to include only those areas that are expected to experience significant growth (Armadale, Prahran and Windsor).

In the City of Banyule, Council recently introduced a flat OSC rate of 5% across all subdivisions in the municipality through Amendment C111. No Panel Hearing was conducted. The rate was introduced on the basis that the cost of delivering the open space strategy would exceed revenue expected to be collected from a 5% flat rate.

In the City of Kingston, Council recently introduced two flat OSC rates of 5% (incremental growth areas) and 8% (areas projected to experience transformative change in population and development) through Amendment C153. The Planning Panel supported the approach to open space contributions, which primarily relied upon an assessment which found that an OSC rate of 18% would be required from new development to create an average of 10sqm of new open space per resident in areas with a density of 125 dwellings per ha. The rate was reduced to 8% in substantial change areas on the basis that other Councils apply this rate, the rate would have less impact on development feasibility than a rate of 18%, and the amount likely to be collected would be comparable to the expected cost of delivering council's open space strategy in those areas. There is, however, a lack of nexus between the OSC rate and the open space strategy works under this method, in that the rate is not derived from the open space costs and there is no clear apportionment of costs between existing and future residents.

In the City of Manningham, Council has recently introduced new OSC rates of 5% (incremental change areas) and 8% (substantial change areas) through Amendment C123. No Panel Hearing was conducted. The supporting analysis notes that "the 8% provision requirement in substantial change areas is not determined by Council's currently planned program of open space acquisition and embellishment. Rather, it is derived from ideal provision ratios per capita." (SGS, p.32).

## IMPLICATIONS

The lack of clear guidance on how a rate should be calculated has resulted in panel hearings and challenges to proposed new rates in many cases, and in a variety of approaches being applied to calculating OSC rates and applying rates to different development settings over time.

Recent approaches to introducing open space contributions rates have diverted somewhat from the previous guiding principles of need, nexus and equity to more of a target-based approach. This approach has not been thoroughly tested in recent Panel hearings.

Urban Enterprise's final input will consider the funding requirements to implement the open space strategy, which could include calculation of a new contributions rate to be included in a Schedule to Clause 53.01 of the Planning Scheme. It is considered important that the OSS is underpinned by sound research and analysis which:

- Quantifies the current and projected level of need for open space, including demand from residents and workers, and having regard to development settings, residential densities and trends;
- Identifies gaps in the current network;
- Costs and prioritises works required to ensure a suitable standard of provision over the Strategy period; and
- Equitably apportions those costs to existing and new residents and workers.

The selection of an appropriate method for levying open space contributions and the calculation of an equitable open space contributions rate (or rates) should have regard to a range of considerations and calculations that will draw on the findings of the OSS, including:

- The total cost of open space improvements and land acquisition required to implement the Strategy.
- The broad catchment areas for proposed open space works and acquisitions and the scale of population growth and open space demand in each area.
- The extent to which proposed open space works and acquisitions are required to meet the needs of future residents as opposed to addressing existing backlogs relating to demand by existing residents and other users.
- The need to exclude any specific areas or precincts from open space contributions due to pre-existing arrangements or opportunities for future DCPs or ICPs.
- The need to differentiate between areas of high growth and areas of incremental growth.
- The likely open space contributions revenue that would be collected under alternative contributions rate options, based on current and projected land values and the number and location of subdivisions expected over the OSS planning period.
- A reasonable apportionment of the cost of delivering the OSS between existing and new residents.

## 7.4 KEY OUTCOMES & NEXT STEPS

Moving forward it will be imperative to proactively plan for large scale development, and utilise additional funding models and data to identify the appropriate rate of contributions. Additional information providing a breakdown of previous annual expenditure on open space items from general sources, not related to contributions, will assist in framing the final contribution rate.

Establish a contributions rate that:

- Quantifies the current and projected level of need for open space, including demand from residents and workers, and having regard to development settings, residential densities and trends.
- Acknowledges gaps in the current network.
- Costs and prioritises works required to ensure a suitable standard of provision over the Strategy period.
- Equitably apportions those costs to existing and new residents and workers.

The selection of an appropriate method for levying open space contributions and the calculation of an equitable open space contributions rate (or rates) should have regard to a range of considerations and calculations that will draw on the findings of the Open Space Strategy, including:

- The total cost of open space improvements and land acquisition required to implement the Strategy.
- The catchment areas for proposed open space works and acquisitions and the scale of population growth and open space demand in each area.
- The extent to which proposed open space works and acquisitions are required to meet the needs of future residents as opposed to addressing existing backlogs relating to demand by existing residents and other users.
- The need to exclude any specific areas or precincts from open space contributions due to pre-existing arrangements or opportunities for future DCPs or ICPs.

- The likely open space contributions revenue that would be collected under alternative contributions rate options, based on current and projected land values and the number and location of subdivisions expected over the Open Space Strategy planning period.
- A reasonable apportionment of the cost of delivering the Open Space Strategy between existing and new residents.

### KEY OUTCOMES – STATUTORY FRAMEWORK

- Local open space is funded from a range of sources drawn from the public and private sectors.
- Three main mechanisms are available to Council to levy contributions from the private sector: open space contributions collected through Clause 53.01 of the Planning Scheme; open space contributions collected under the Subdivision Act 1988; or development and infrastructure contributions collected through a DCP or ICP.
- Clause 53.01 of the Planning Scheme allows a Council to levy a public open space contribution payable by subdivision proponents by including a contributions rate in the relevant Schedule.
- Open Space contributions can be levied through the Subdivision Act based on a case by case assessment of open space need up to a maximum rate of 5%.
- Development contributions, infrastructure contributions and Infrastructure Recovery Charges can also be used to levy contributions to open space, particularly for areas expected to undergo major change and development, however it is important to ensure that there is no overlap with other contributions mechanisms.

## KEY OUTCOMES – CURRENT GREATER DANDENONG APPROACH

- Council currently collects open space contributions through Clause 53.01 of the Planning Scheme, generally at a rate of 5% for residential subdivisions and 2% for industrial subdivisions.
- Open space contributions are not currently collected from commercial or retail development.
- Council collects approximately \$3.5m per annum from open space contributions and has a current reserve balance of approximately \$13m.
- Council spends approximately \$1m per year from the open space contributions received, with the balance of expenditure derived from the overall Council Capital Works Program.
- Three existing DCPs collect levies which fund local open space infrastructure. These areas are exempt from open space contributions under clause 53
- .01. This continuation of this exemption is supported.
- An Infrastructure Recovery Charge applies in Central Dandenong which has funded some open space projects.
- Redevelopment of the Sandown Racecourse has been identified as a potential major urban renewal project and is likely to require a site-specific approach to open space contributions.
- Existing policies and strategies need to be reviewed in terms of open space demand, the approach to contributions and policy on expenditure.
- In order for the existing contributions rate to be increased, a new calculation of open space need and costs would be required to demonstrate that the existing rate is insufficient to meet needs of the new community.

## KEY OUTCOMES – BENCHMARKS AND GUIDANCE FOR A NEW RATE

- Public open space provision rates vary widely by municipality. Greater Dandenong's average of 4.3ha per 1,000 residents (2009) is comparable to many other middle to outer (non-growth area) Melbourne municipalities.
- A range of open space contributions rates are applied through Clause 53.01 across metropolitan Melbourne, generally ranging from 2.5% to 8%.
- There is limited guidance on how an open space contributions rate should be calculated. However, it is important that the rate is derived from a costed open space implementation strategy and results in an equitable apportionment of the cost of delivering the strategy to existing and new residents.

## NEXT STEPS

The analysis undertaken in this report clearly demonstrates that some areas of the municipality will experience significant population growth and development activity in established urban areas, resulting in increases in residential densities and a decrease in open space per resident. These circumstances present the need to consider the role of open space contributions in supporting the provision of new and expanded open spaces in those areas based on an assessment of the required quantity and quality of open space needed to support the existing and new communities.

Ultimately, the open space contributions rate should have close regard to the specific projects and actions that are identified to meet these needs, the cost of implementing these actions, and the reasonable and equitable apportionment of these costs to existing and future residents. The key inputs to the selection of a rate are only available once the Open Space Strategy and implementation plan is drafted. Urban Enterprise will prepare further work at that time to recommend an appropriate approach to open space contributions in Greater Dandenong, which will include an assessment of costs and revenues derived from land values, projected subdivision activity and open space delivery costs and locations.

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## APPENDIX

8.1 Strategic Context

8.2 LGA OSS Comparison

8.3 Clause 53.01

8.4 LGA Contribution Rate Comparison

8.5 Map of Data Areas

8.6 Consultation Report in Full

8.7 References

8.8 Glossary

## 8.1 STRATEGIC CONTEXT

### PLANNING POLICY FRAMEWORK (PPF)

With respect to open space allocation and delivery, relevant clauses include:

Clause 11 Settlement concerns the provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure.

Clause 12 Environmental and Landscape Values seeks to protect sites and features of nature conservation, biodiversity, geological or landscape value, and conserve areas with identified environmental and landscape values. Clause 12.01-1S Biodiversity seeks to use strategic planning for the protection and conservation of Victoria's biodiversity.

Clause 15 Built Environment and Heritage seeks to create quality built environments that support social, cultural, economic and environmental wellbeing. Clause 15.01-4R Healthy Neighbourhoods seeks to achieve neighbourhoods that foster healthy and active living and community wellbeing.

Clause 19.02-6S Open Space seeks to establish, manage and improve a diverse and integrated network of public open space that meets the needs of the community. Relevant strategies include:

- Plan for regional and local open space networks for both recreation and conservation of natural and cultural environments.
- Ensure that land is set aside and developed in residential areas for local recreational use and to create pedestrian and bicycle links to commercial and community facilities.
- Improve the quality and distribution of open space and ensure long-term protection.
- Ensure land identified as critical to the completion of open space links is transferred for open space purposes.
- Protect the overall network of open space by ensuring that where there is a change in land use or in the nature of occupation resulting in a reduction of open space, the overall network of open space is protected by the addition of replacement parkland of equal or greater size and quality.
- Provide new parkland in growth areas and in areas that have an undersupply of parkland.

- Ensure open space networks:
  - Are linked through the provision of walking and cycle trails and rights of way.
  - Are integrated with open space from abutting subdivisions.
  - Incorporate, where possible, links between major parks and activity areas, along waterways and natural drainage corridors, connecting places of natural and cultural interest, as well as maintaining public accessibility on public land immediately adjoining waterways and coasts.

### PLAN MELBOURNE

This document is the metropolitan strategic plan for Melbourne. It aims to integrate long-term land use, infrastructure and transport planning, and meet the city's future environmental, population, housing and employment needs. Adopted in 2014, it was refreshed in 2017, slimming down the number of initiatives, directions, and actions from the previous plan. With the 32 metropolitan municipalities split into 6 regions, the City of Greater Dandenong is part of the Southern Region, notable as the location of 2 National Employment and Innovation Clusters (NEIC), Monash, and Dandenong. This plan identifies that the City needs to make better use of existing public land. An emphasis upon local cycling links, pedestrian access, recreation, sustainable transport, green space, healthy and active lifestyles, and strong local communities is relevant regarding open space. Relevant outcomes, directions and policies include:

Outcome 4 aims for Melbourne to be a distinct and liveable city with quality design and amenity.

- Direction 4.1 - Create more great public places across Melbourne, by focusing upon the relationship between private development and the public realm.
- Direction 4.5 - Plan for Melbourne's green wedges and peri-urban areas, by planning for a range of open space functions to meet community needs for active and passive recreation and environmental protection.

Outcome 5 aims for Melbourne to be a city of inclusive, vibrant and healthy neighbourhoods.

- Direction 5.1 - Create a city of 20-minute neighbourhoods, by allowing people to live locally, and being within a 20 minute walking/cycling/public transport trip to cater for their everyday needs. This can be achieved by offering high-quality public realms and open spaces. Relevant policies include:
  - Policy 5.1.2 - Support a network of vibrant neighbourhood activity centres.

- Direction 5.3 - Deliver social infrastructure to support strong communities, by enabling an early provision of active open space and sports fields, and recognising gaps in the provision of sporting facilities.
- Direction 5.4 - Deliver local parks and green neighbourhoods in collaboration with communities, by supporting community gardens and productive streetscapes and developing accessible high-quality open spaces. Relevant policy includes:
  - Policy 5.4.1 - Develop a network of accessible, high-quality, local open spaces.
  - Policy 5.4.2 - Support community gardens and productive streetscapes.

Outcome 6 aims for Melbourne to be a sustainable and resilient city.

- Direction 6.4 - Make Melbourne cooler and greener. Relevant policies include:
  - Policy 6.4.1 - Support a cooler Melbourne by greening urban areas, buildings, transport corridors and open spaces to create an urban forest
  - Policy 6.4.2 - Strengthen the integrated metropolitan open space network

## NATIONAL EMPLOYMENT AND INNOVATION CLUSTERS

Plan Melbourne defines seven National Employment and Innovation Clusters. These areas are employment and business concentrations within the Melbourne metropolitan area which facilitate a diversity of employment opportunities, including knowledge-based jobs, away from the Melbourne CBD.

The City of Greater Dandenong is particularly significant, as it contains an ancillary section of the Monash Cluster, and the entirety of the Dandenong Cluster. The Monash Cluster extends to the Springvale Activity Centre and the Sandown Racecourse, and is serviced by key arterial roads and the Cranbourne-Pakenham railway line. The Dandenong Cluster includes multiple commercial and industrial precincts, and has strong links to the other nearby employment areas of Braeside, Carrum Downs, Pakenham and Knox/Bayswater, a network that supports around 148,000 jobs. Businesses including Kraft Foods, Cadbury, Ascent Pharmaceuticals, Mercury Marine, Moondara Cheese, Terex Australia and Cabrini Health have based their businesses out of the Dandenong and Monash Clusters. More than 55,000 people work in the Dandenong Cluster, and Monash supported approximately 75,000 jobs in 2017.

## SOUTH-EAST GREEN WEDGE

Planning Victoria has identified twelve Green Wedge Zones around metropolitan Melbourne which indicate land outside of the urban growth zone, often of significant vegetation and environmental status. Green Wedge areas contain a mix of agriculture, conservation, and low-density activities.

The Greater Dandenong Green Wedge sits within the 'South-East Green Wedge', which encompasses land within the City of Greater Dandenong, the City of Frankston, the City of Kingston and the City of Casey. It encompasses 3,741.3 hectares. It remains one of the primary wedges within close proximity to the Melbourne CBD. The green wedge takes up 29% of City of Greater Dandenong total land. All land outside of the Urban Growth Boundary within Greater Dandenong sits within the Green Wedge.

## PLANNING PRACTICE NOTE 70 – OPEN SPACE STRATEGIES (2015)

This Victorian Planning Practice Note provides guidance to Councils on preparing an Open Space Strategy (OSS), which is a strategic approach for planning the current and future uses of open space within a municipality. An Open Space Strategy should:

- Provide an overview of existing open space resources and future needs.
- Provide a basis for decision making about future open space provision and development.
- Assist financial and resource planning and asset management.
- Identify areas of under-provision of open space and articulate strategies for how land could be acquired or disposed of for open space.
- Facilitate a co-ordinated approach to open space planning.
- Articulate community and local government aspirations in relation to open space provision and development.

Regarding land contributions. It is important to:

- Specify the locations where a land contribution is sought (this could be shown as a map in the strategy).
- Provide criteria that define the types of land sought as land contributions.

Open space should be defined considering all types of open space, including both publicly and privately owned land. The PPN provides the following definitions:

- Open space – land that provides recreation and leisure benefits
- Public open space – land in public ownership and/or under public management that provides recreation and leisure benefits
- Private open space – land that is privately owned and provides recreation and leisure benefits.

#### LOCAL PLANNING POLICY FRAMEWORK (LPPF)

Local policy of the City of Greater Dandenong responds to the principles outlined above by providing an underlying focus upon suitable and sustainable land usage, through appropriate zoning, overlays and local policy. Relevant Clauses include:

Clause 21.06 Open Space and Natural Environment concerns open space, watercourses/wetlands, and green wedge land.

Clause 21.06-1 Open Space seeks to provide quality open spaces and recreation facilities, and ensure equitable provision and access to open space. Relevant strategies include;

- Require as appropriate open spaces that:
  - Provide appropriate facilities that meet the needs of the diverse community.
  - Provide for a range of passive, active and structured recreational pursuits.
  - Maximise passive surveillance from surrounding residential, commercial and/or industrial areas to promote community safety.
  - Ensure that private open space areas are well-designed and are of a sufficient size, shape and configuration to best meet private and communal open space needs.
- Assess the need for additional open space facilities when considering changes to use, development and subdivision proposals.
- Encourage the protection and enhancement of significant vegetation on properties abutting public open spaces.
- Encourage the provision of open space in business and industrial areas.
- Ensure that open space networks are within acceptable walking distance of urban residential areas.
- Require major urban development projects to incorporate landscaped pedestrian and bicycle paths as links to open space and the broader path and open space network.
- Encourage infill developments to provide for access to open space.

Clause 21.06-2 Watercourses, wetlands/billabongs and habitats seeks to protect and improve the habitat, vegetation, soil, water and visual qualities of waterways and wetlands/billabongs. Relevant strategies include:

- Ensure residential, commercial and industrial development adopts best practice approach to stormwater treatment and management.
- Ensure that development adjacent to open space and along watercourses, addresses but does not dominate, the waterway or open space.
- Encourage major land uses to contribute towards improvement of watercourses and open spaces in their areas and to integrate landscaping within their properties with adjoining public open spaces.

Clause 21.06-3 Green Wedge seeks to protect and enhance the ecological values of the Green Wedge and improve connectivity. Relevant strategies include:

- Encourage the regeneration, repair or creation of wetlands/billabongs and flora and fauna habitats.
- Encourage use and development that creates and/or enhances habitat links to increase connectivity in the Greater Dandenong Green Wedge, particularly for aquatic species and mobile canopy-dwelling native fauna.

Relevant other actions include:

- Undertake detailed flood inundation mapping for the Greater Dandenong Green Wedge.
- Encourage open space in areas identified as having a deficiency, through shared use of school facilities, enlarging existing parks and providing links to other open space.
- Ensure accessibility to all open spaces and waterways to all residents and visitors to the municipality.
- Design and develop open spaces in a co-ordinated fashion by developing master plans and concept plans in accordance with the City of Greater Dandenong Open Space Strategy (2009).
- Improve the quality of the overall open space system by:
  - Ensuring provision of facilities for the comfort and enjoyment of all age groups particularly the elderly.
  - Ensuring the provision of meeting places.
  - Ensuring easy and safe access from the surrounding areas.

Clause 22.01 Chain of Parks concerns land within the Sandbelt Open Space Project, stretching across the Heatherton and Dingley areas, and encompassing areas within the City of Kingston and City of Greater Dandenong. This policy aims for open space areas to be planned within a regional context.

Relevant objectives seek to:

- Promote the development of a series of connected parks providing for a wide range of regional and local recreation opportunities in a quality environment.
- Promote the conversion of rehabilitated extractive industry and landfill sites to open space or other productive uses which are compatible with the Chain of Parks concept.
- Recognise different concepts of leisure and recreation and provide for equitable access to both passive and active recreational pursuits not widely accessible elsewhere.

Clause 53.01 – Public Open Space Contributions and Subdivision is discussed in 7.01 – Statutory Framework.

Clause 56.05 – Urban Landscape is discussed in 7.01 – Statutory Framework.

## SPORT AND LEISURE

The following is assessed in Chapter 2; however it is reproduced here for completeness in the review of Council background documents.

### **Activate Sport and Active Recreation Strategy 2014-2019 (under review)**

**Vision:** *Our vision is to build active, healthy and successful communities in the City of Greater Dandenong through increased participation in sport and recreation through the provision of well planned, accessible, affordable and sustainable facilities.*

Summarised as: *More people - more active - more often.*

According to the Strategy this would mean:

- More people taking part in sport and active recreation.
- More people becoming involved as volunteers in sport and active recreation.
- Increased satisfaction with facilities and opportunities for sport and active recreation in the City of Greater Dandenong.

Particular importance is given to;

- An increase year on year in participation in sport and active recreation in the City of Greater Dandenong.
- Support of existing and creation of new sporting clubs, coaches, officials and improved facilities to enable increased capacity.

- Engagement of CALD communities and other disadvantaged groups such as people with a disability, women, girls and older people.

The Strategy notes the age profile, cultural diversity, and demographic profile of Greater Dandenong as having particular implications to sport and recreation provision. These issues include:

- Population growth will place increased pressure on sport and recreation infrastructure and services.
- Increased focus needed on services for an ageing population.
- High cultural diversity requires consideration of cultural preferences for different activities, consideration of language barriers and religious beliefs and customs, the role of sport and recreation in engaging newly arrived immigrants and fostering connections.

Strategic actions to achieve the vision are organised under the following key themes:

1. Creating active and engaged communities – Creating engaged, connected and active communities by increasing participation in sport and active recreation.
2. Providing improved access to indoor recreation facilities – Providing improved access to quality indoor sport and recreation facilities.
3. Maintaining access to outdoor sporting facilities – Maintain the distribution and access to quality outdoor structured sporting facilities.
4. Providing informal recreation opportunities – Provide informal recreation opportunities for all.
5. Supporting structured sporting opportunities and club viability – Supporting the provision of structured sporting opportunities by improving the sustainability and financial viability of clubs.

It is noted that a large majority of the associated key issues and opportunities and strategic actions are, in some way, associated with the provision of open space, however only those that are most relevant to the Open Space Strategy are included below.

### 1. Creating active and engaged communities

Key Issues and opportunities

- Understanding cultural differences, needs and interests
- Understanding and catering for general leisure trends impacting on sport and

recreation participation and facilities

- Increasing awareness of benefits of participation and opportunities to be involved in sport and recreation activities

#### Strategic Actions

- 1.5 Work in collaboration with the Community Care Department to develop innovative opportunities to engage older people in recreation activities.
- 1.9 Conduct ‘sport activation events’ in the civic square that are linked to major events.
- 1.13 Investigate opportunities for privately owned facilities to address the needs of community sport and recreation

## 2. Outdoor sporting facilities

#### Key Issues and opportunities

- Increasing residential development in the southern part of the municipality will place significant pressure on Council to provide more facilities.
- The purchase of agricultural land in this area should be investigated to ‘future proof’ provision

#### Strategic Actions

- 3.2: Develop design standards for all ovals and pavilions, and review lighting requirements in accordance with the Sports Facilities Plan review.
- 3.4 Work with relevant stakeholders to explore opportunities and demand for the establishment of sports currently not represented in Great Dandenong.
- 3.31 Develop partnerships with local schools to pen up new grounds for community access and the establishment of community use agreements with existing schools.

## 4. Informal recreation opportunities

#### Key Issues and opportunities

- Access to unstructured recreation and sporting facilities is a priority for the community. A key reason for this is directly related to people being time poor and unable to commit to an activity or club on a regular basis.
- Walking is the most popular physical activity in Greater Dandenong and ongoing efforts should be made to increase walking opportunities

- Cycling is the third most popular activity and strategies are required to increase awareness and improve pathways and links.
- Park master plans should consider unstructured opportunities for activity including multi-use games areas, half courts, hit-up walls, running tracks, outdoor gyms, four square courts and outdoor table tennis tables.
- Pop-up parks that allow use by informal groups for a casual game should be investigated.

#### Strategic Actions

- 4.5: Continue to support and promote walking groups, women’s groups and buddy systems in Greater Dandenong that facilitate greater participation in walking.
- 4.6: ensure walking oaths are incorporated into master plans for key sites throughout the municipality.
- 4.7: Develop a Cycling Strategy that identifies opportunities to increase recreational cycling to key destination and hubs and opportunities to link existing or new trails to regional trails.
- 4.12: Continue to provide opportunities and programs for skating and BMX riding at skate parks throughout the municipality.
- 4.13: Incorporate unstructured recreation infrastructure into the planning and development of key open space areas to encourage increased levels of physical activity (i.e. outdoor gyms, basketball half courts, rebound walls etc.).
- 4.15: Explore opportunities for the development of informal multi use games areas (MUGAs) across CGD especially in high density areas.
- 4.16: Support the promotion of the ‘Pop Up Park’ for use by community groups and corporate organisations

### Cycling Strategy 2017

**Vision:** *Greater Dandenong is a safe, lively, attractive city that has a culture of cycling for recreation, health and transport purposes.*

Relevant Objectives include;

- Promote the social, health, environmental and economic benefits of cycling
- Support a safe accessible and connected environment for cycling

The Strategy outlines some key benefits of cycling which include:

**Economic benefits** – investing in bicycle infrastructure relieves congestion on roads and has greater return on investment than many road construction projects. Purchasing and maintaining a bike is approximately one per cent of the cost of buying and maintaining a car. Riding a bike in the community enables a greater likelihood of engagement with local retail and shop fronts, thereby benefiting the local economy.

**Social benefits** – cycling enables people to become more involved with their community and have increased opportunities to participate in social interactions.

**Environmental benefits** – A pollution free mode of transport, cycling helps to reduce air pollution and improve the local environment.

**Health benefits** – cycling is one of the best ways to improve fitness and reduce obesity.

Barriers for cycling identified in the Strategy include missing network connections, peak hour traffic, congested school drop-off and pick-up zones, main roads and busy intersections.

The Council has a Proposed Active Transport Infrastructure Priority Program, designed to prioritise walking and cycling infrastructure projects and requests. Each infrastructure improvement request is based upon a variety of factors, including but not limited to: ‘connectivity to key destinations such as schools, reserves and community centres, links to existing infrastructure, anticipated rider usage and barriers to delivery.

The Level Crossing Removal projects (LXRA) have also had a positive impact on cycling routes and connections. The crossings removed include; Abbotts Road, Dandenong South, Chandler Road, Corrigan Road, Heatherton Road, and Noble Park. The rail corridor between Westall Station and Dandenong has been identified by Council as a Strategic Cycling Corridor. This route plays an important role in connecting local paths, activity centres and key destinations. The works are now scheduled to end at Eastlink near Yarraman Railway Station, and Council will continue to support construction of a shared path to Dandenong Railway Station.

The Dandenong Creek Trail is also identified as a strategic cycling corridor, and a Shared User Path on the northern side of the Dandenong Creek between Metro 3175 and Lonsdale Street has been identified by Council as a key project.

## Walking Strategy 2015

The Walking Strategy prioritises sustainable transport and promotion of cycling and walking and has the following Vision and Aim.

**Vision:** *Greater Dandenong is a safe, lively, attractive city that has a culture of walking for both recreation and transport purposes.*

**Aim:** *Greater Dandenong will aim to increase the number of people walking by activating places, spaces and people through increased promotion, access and opportunity.*

Health guidelines promote 30 minutes of daily activity for adults; walking can easily help achieve these targets through recreational walking, walking to access jobs, shops or schools and walking to public transport.

The importance of increasing walking to Greater Dandenong is reflected in the number of Policies and Strategies that mention walking including those discussed previously as well as Greater Dandenong’s Green Wedge Management Plan 2015-2035, the Integrated Transport Strategy and Shared User Path Network Plan.

Community consultation was undertaken to inform the strategy and included the use of Crowd Spot Maps that allowed the community to identify ‘like spots’, ‘dislike spots’ and ‘idea spots’. The consultation also identified:

- The importance of creating places for people and activating places.
- The need to continually improve infrastructure.
- The value placed on having an aesthetically pleasing place to walk.
- The need to feel safe when walking and have safe places to walk.
- Having places to walk at all times of the day and night.
- The importance of wayfinding signage when walking.

Action were arranged under the themes of People, Place and Opportunity. The following are those most relevant to the Open Space Strategy.

People

1.1.5 Create opportunities to expand recreation activities/activities for children

1.1.10 Promote responsible pet ownership for social and leisure walking

1.2.2 Promote walking routes that have accessible facilities and amenities suitable for use by children’s, youth, elderly people, those with disability and families whilst walking (eg. Shade, toilets, playgrounds, recharge points for electronic scooters, free wifi spots)

## Place

2.1.2 Develop a wayfinding signage strategy for Noble Park Activity Centre

2.1.4 Analyse the success of existing ‘shared streets’ projects and investigate opportunities to implement these principles in further pilot projects and streetscape designs.

2.1.5 Upgrades and future district playground designs and amenities will promote walking in accordance with the adopted Playground Strategy to achieve family friendly facilities.

2.1.6 Upgrades and future streetscape projects will be implemented using best practice principles and guidelines to promote active travel

2.1.7 Identify key locations where safety/perceived security risk prevents residents from walking.

2.2.1 Install new footpaths and shared user paths at identified gaps in the network in accordance with health design principles.

2.2.3 Extend and upgrade Council’s path network, investigate opportunities to take a regional approach working with neighbouring Councils to improve connectivity.

2.2.6 Provide supporting facilities and infrastructure that enhance the walking environment, address safety/perceived safety risks and meet community demands.

2.2.7 Create more dog off-leash parks consistent with the Greater Dandenong Dog off-Leash Strategy.

2.2.10 Ensure asset management plans, inclusive of service standards and maintenance programs, are in place for all paths and walking tracks.

3.1.4 Foster and enable a culture of community ownership of public open space through activation (eg. events, clean-up days, tree planting).

### Playground Strategy 2013

The Playground Strategy sets out a long term plan to achieve a comprehensive playground network that meets the current and future recreational needs of Greater Dandenong residents over the next 20 years. The Strategy views the City’s playgrounds as *opportunities for unstructured play, which is essential for children’s physical, cognitive, social and emotional development.*

**Vision:** The vision within this Strategy utilises statements from the community consultation process of *Imagine 2030*, including: *sport and recreation opportunities will be affordable, diverse and accessible to all, especially for young people, families and those less well off than others. There will be opportunities for people of all backgrounds and ages to take part, and everyone in Greater Dandenong will have access to parks and open space in their localities to enjoy and recreate in.*

Relevant key principles include:

- Provide opportunities for children to engage in physical, cognitive, and social play, regardless of a child’s age, capability or developmental stage and offer a diverse number of play activities, stimulating and challenging to the mind and body.
- Be distributed equitably throughout the city, within walking distance of most households.
- Be utilised and accessible to all members of the community including children and carers with physical, social and emotional disabilities.
- Contribute to the safety of each reserve and be located in accessible and inviting settings.
- Encourage “flow on” or complimentary uses in the City’s parks and reserves.
- Be inclusive of supporting amenities such as seating, paths, shade trees, garden beds and drinking fountains.
- Be environmentally sustainable where suitably durable and cost effective materials and processes are available.

The Strategy recognises the *right of the child to rest and leisure, to engage in play and recreational activities appropriate to the age of the child and to participate freely in cultural life and the arts* of the Convention of the Rights of the Child (1989) and the National Physical Activity Guidelines for Australians which recommends that *children aged 5 to 12 should undertake a combination of moderate and vigorous activities for at least 60 minutes a day.*

Playgrounds are recognised as places which provide an active environment for children to engage in safe, unstructured and stimulating outdoor play and physical activity, and which can positively contribute to children’s (and carers) health and wellbeing. Playgrounds are not simply spaces for children to socialise and play; they can become community gathering places. These “community melting pots” provide opportunities for children, parents and carers of all ages and backgrounds to interact, socialise and form neighbourhood friendships.

This strategy proposes a three-tiered hierarchy, **district**, **neighbourhood**, and **local**.

**District** playgrounds are premium and large scale, serving a catchment of 2 to 3 kilometres, can function as both local and neighbourhood playgrounds, and have the highest budget allocation. They should incorporate custom designed equipment to facilitate unique play experiences and environments.

**Neighbourhood** playgrounds are middle-tier and intermediate, serving a catchment of 800 metres, and can act as local playgrounds. They should incorporate custom designed equipment to facilitate unique play experiences and environments.

**Local** playgrounds are designed for walking distance and generally serve a 400m catchment. It is proposed that these playgrounds respond to the hierarchy within the 2009 Open Space Strategy, and any gaps realised will be addressed where practical and affordable.

Design and management guidelines include:

- Standards and Risk Management Guidelines.
- Play Value
- Community Safety
- Accessibility – All Abilities Play
- Play Setting Whole Park Design
- Community consultation
- Solar radiation
- Integrated Artwork
- Playgrounds Directly Provided by Developers
- Environmental Considerations
- Urban Playgrounds
- Teenage Activities
- Playground Facilities that aren't Council owned or managed

Assessment of playgrounds have been made using the following criteria:

- Physical condition (including its age, condition, structural integrity and visual appearance);
- The play value and accessibility it offers;

- Its classification within the hierarchy (district, neighbourhood or local), and
- Its location in the City and in relation to other playgrounds.

### **Sports Facilities Plan 2018**

The Sports Facilities Plan provides guidance on the strategic delivery of new and improved sporting facilities throughout the City of Greater Dandenong. The purpose of the Plan is *to ensure a well-planned approach to the provision of quality sporting facilities in Greater Dandenong and thereby contribute to building active, healthy and successful communities.*

Key issues and opportunities outlined within the Plan include:

- Aging infrastructure, particularly pavilions lacking suitable unisex changing facilities, facilities for umpires / referees, kitchen and canteen facilities, and disability access.
- Condition / capacity of sports grounds. Managing high levels of use while sustaining quality is an ongoing challenge.
- Lack of synthetic playing fields, due to high capital and replacement costs.
- Facility allocations due to changing needs associated with increasing team numbers, changing competition levels / requirements and competing club needs.
- School sporting facilities. Recommends the development of formal agreements to ensure community access can be maintained into the future.

Objectives relevant to the Open Space Strategy include:

- Identify and plan for changing trends in sports participation and facility provision;
- Address issues and challenges identified at existing sporting reserves;
- Provide a clear framework for the prioritisation of future sports facility improvements;
- Identify and prioritise sporting facility improvements across the municipality in accordance with community demand and with the aim to maximise opportunities for participation;
- Provide accurate and realistic cost estimates and budget forecasts for identified facility improvements;
- Support and encourage sports participation by all, but particularly women, juniors and people with a disability.

The Plan proposes a facility hierarchy to enable Council to provide a coordinated network of sporting facilities to cater for varying standards of participation and competition. This includes:

- Premier Reserve: Large sites, high usage, regional catchment, ‘premier’ / high level facilities for specific sports.
- Community Competition Reserve: Sites of varying sizes with good quality multi-use facilities and supporting infrastructure.
- School Sports Reserve: School sites with at least one playing field and may have some supporting infrastructure. Accessible for community use at agreed times.
- Informal Reserves: Community open space that may have some provision for informal sport. Primarily for informal recreation activities.

The Plan proposes that future projects be assessed with the ‘Sports Facility Prioritisation Criteria’, namely:

1. Asset Management
  - Age and condition of infrastructure
  - Design compliance
  - Safety / risk management issues
2. Participation - demand for facilities based on participation / utilisation levels and trends
3. Community benefit – increasing capacity of facilities, provision of health / community benefits including multi-use, access for females, juniors people with a disability etc.
4. Expressed demand – based on current issues, usage requirements, site potential and / or strategic influences.
5. Hierarchy - facility classification (i.e. for premier, community and school sport facilities).
6. Partnerships - potential for partnerships and funding support

General trends relevant to open space within the City of Greater Dandenong include:

- Increased community expectations for high quality facilities and services, and the associated impact on public resources.

- High and growing demand for informal, unstructured and non-competitive activities.
- High demand for a variety of sport and recreation activities, reinforced by high levels of population diversity, which supports the trend towards multi-use facilities.
- Changing demographics associated with an aging and growing multicultural population which will impact upon the types of sports that are played, and how sports are played.

The Plan contains Facility Development Guidelines, which have been prepared in accordance with the facility hierarchy and aim to ensure development and upgrade of facilities are completed to an appropriate standard. Pavilion and floodlighting infrastructure are the two major sections of facilities, with appropriate guidelines proposed. Open space infrastructure including seating, picnic facilities, drinking fountains, bike racks, gym and play equipment are considered to greatly enhance the amenity of sporting reserves and encourage participation in informal sport and recreation activities

Broad recommendations include:

- Progressively improve sports facilities and supporting infrastructure.
- Assess and prioritise requests for sports facility improvements in accordance with the ‘Sports Facility Prioritisation Criteria’.
- Continue to design pavilions and the layout of sporting reserves to create flexible spaces for diverse sporting and community needs.
- Review and update service level agreements for the community use of identified school sporting reserves.
- Proactively seek project partners and external funding support for sporting facility improvements.

The Plan notes that the upcoming Open Space Strategy is likely to contain more detailed direction regarding the provision of sporting open space

#### **Dog off-Leash Strategy 2011 (under review)**

The Dog off-Leash Strategy seeks to:

- Inform and educate the community about the needs of companion animals and promote responsible pet ownership;

- Provide a range of public parks and reserves within walking distance from most residents that are attractive, interesting, safe, readily accessible and comfortable places to be; and
- Provide a comprehensive open space network that delivers environmental, social, health and wellbeing, and economic benefits to the community.

It is noted that Council must take a balanced approach to meeting the diverse (and at times conflicting) needs and expectations of a diverse range of park users, and that the municipality has a relatively low provision of off-leash areas in comparison to adjoining municipalities.

Relevant objectives include:

- To balance the needs and wishes of dog owners with the needs of the community for accessible and safe parks.
- To expand the number of dog off-leash areas and ensure a more equitable distribution across the City.
- To review the existing dog off-leash areas and supporting infrastructure requirements.
- To clearly delineate dog off-leash areas within each park.
- To minimise potential conflicts between off-leash areas and other park activities (such as playgrounds, sporting activities and conservation zones).
- To increase the use of under utilised parks / sections of parks.

Community consultation revealed:

- A need to increase the number of off-leash areas in Greater Dandenong, particularly in parks that can be accessed by older residents and people with disabilities.
- That Council should reassess ancillary infrastructure requirements to support the dog off-leash areas (such as signage, doggy bags and bins).
- Support for further community education around responsible pet ownership and an increased enforcement presence to increase compliance with the Council's local laws and Orders.

Relevant policy approaches include:

- Improvement of signage.
- Designation of off-leash areas.
- Better fencing and delineation of off-leash sites.
- Development of clear Park Development Standards for off-leash areas that provide a priority weighting for the provision of ancillary infrastructure.
- Restriction of 20m within a cycling path to an off-leash area.

## PLANNING AND DESIGN

### **Housing Strategy 2014-2024**

The Housing Strategy provides the policy framework and direction to plan for the sustainable supply of housing. It represents a whole-of-Council response to housing issues within Greater Dandenong, recognising that all areas of Council play a role in influencing housing outcomes or managing the effects of housing

Council's housing vision is one where the City of Greater Dandenong will *foster a strong housing market that meets the community's diverse and changing needs, contributes to the revitalisation of the municipality, directs housing growth to appropriate locations and delivers housing that enables all residents to access a range of affordable, sustainable and well-designed housing products and services.*

This Strategy recognises that the significant purchase of land to add to public open space is not feasible, and key trends in transport within the municipality are seeing a growing number of cyclists using shared paths and bicycle facilities and a push to increase resourcing for the implementation of Councils shared path network plan.

Open space is said to *positively contribute(s) to urban amenity as well as the environmental, social, health and wellbeing, and economic sustainability of the community.* Given population growth, Noble Park, Noble Park North and Springvale are nominated as key priority suburbs for additional open space to serve existing and future residents. New civic and open spaces have also been introduced throughout the municipality, including Multicultural Place in Springvale; the Noble Park Civic Space in Noble Park, and, in Dandenong, Settlers Square, Halpin Way, the Pop-Up Park, the Dandenong Civic Centre and the transformation of Lonsdale Street into an award-winning pedestrian-friendly boulevard.

As residential and commercial development in and around the activity centres intensify, these streetscapes and civic spaces may take on a greater role in providing important bicycle and pedestrian linkages, amenity value and open space for nearby residents.

The continual improvements to the open space network are required to support the anticipated population and housing growth. This can be done through increasing connectivity, and the open space contribution and development planning process, as seen in new residential estates in Somerfield (Keysborough), Metro 3175 and Meridian (Dandenong) and Davis Way and Osborne Avenue (Springvale).

Relevant objectives include:

- Understand the current and future housing needs and preferences of Greater Dandenong residents.
- Plan for adequate supply of appropriate land for residential development to address population growth.
- Ensure that future housing growth is effectively managed to maintain and enhance Greater Dandenong's liveability.

It is stipulated that housing and population growth will need to be accompanied by the provision of family services, parklands and other amenities, as well transport, drainage and community infrastructure, to ensure a safe and liveable environment for all our residents.

Council has successfully introduced the Development Contributions Plan for the provision of physical and community infrastructure in some newly-emerging residential and industrial areas, and has also introduced a public open space levy (which covers most of the municipality). Where applicable, DCPs will be considered in new development areas.

#### **Neighbourhood Centre Planning Framework 2016**

The Neighbourhood Centre Planning Framework assesses the performance of Greater Dandenong's local shopping areas and establishes a strategic framework in the form of a neighbourhood centre hierarchy that aligns with metropolitan and local planning strategy and responds to local social and economic conditions.

This Framework proposes usage of the funds obtained through development contributions to be used for the delivery of urban public open space in specific prioritised neighbourhood centres.

It is noted that generally, public space in most neighbourhood centres is provided within the street space along widened footpaths, and in many cases at the intersection of two roads where additional pedestrian space is created. In some instances, these areas have already been utilised for some small passive public open space opportunities (for example Windsor Avenue, Springvale). As part of a strategic revitalisation program, this can continue to be realised in other neighbourhood centres.

It is proposed that funds obtained via Open Space Levy Contributions could be allocated to the delivery of urban public open space in selected neighbourhood centres and the delivery of infrastructure such as streetscape works and provision of new 'urban' public open space in the centres will require a significant and co-ordinated budget allocation plan.

#### **Asset Management Strategy 2015**

The Asset Management Strategy establishes a framework for asset management within Greater Dandenong. It seeks *to develop a structured set of actions aimed at enabling the City of Greater Dandenong (CGD) to improve its practices in asset management.*

**Vision:** *Greater Dandenong is a safe, vibrant city of opportunity for all – to visit, work, live and play.*

Council is responsible for more than \$2 Billion of assets, and as custodians of community assets, the City of Greater Dandenong will provide assets that are accessible, safe, sustainable and responsive to the needs of the community and the contemporary environment. The cost of replacement for Open Space Land Improvements, Street Furniture and Playgrounds was valued at \$63,657,000 in 2014.

The strategy proposes an Asset Management Framework consistent with the MAV STEP Program, which focuses upon the following three main areas:

- Assets: achieving a 'Core' then 'Advanced' level of asset management maturity.
- Services: delivering services within a financially sustainable context.
- Financial Sustainability: ensuring expectations do not exceed funding capacity.

Key challenges of asset management within Greater Dandenong include:

- The influx of new residents and management of diverse demographic changes.
- Being the most culturally diverse community in Victoria.
- Continuing to attract business, industry and tourism to the region.

The budget process for asset management is split into two sections; discretionary and non-discretionary capital funding. These include:

- Recurrent Operational Funding / Maintenance & Operations – Non-discretionary.
- Asset Management / Refurbishment and Renewal – Non-discretionary.
- Capital / New or Upgrade – Discretionary.

3.8 Capital Works Budget Definitions are defined by the Local Government (Reporting and Planning Regulations)

- Discretionary: Asset Expansion, Asset Upgrade, New Assets.
- Non-discretionary: Asset Renewal.

It is noted that an Asset Management Plan for Open Space assets is currently being developed after completion of the required asset data capture activities.

## ENVIRONMENT AND SUSTAINABILITY

### Sustainability Strategy 2016

The Sustainability Strategy is an overarching strategy which outlines goals, objectives and key priorities to promote a sustainable environment within Greater Dandenong.

**Vision:** *The City of Greater Dandenong is one of the most sustainable cities in Australia by 2030.*

The following key themes and goals underpin the Strategy:

Themes	Our Goals
Biodiversity and Open Space (BO)	A Greener City
Water and Stormwater	A Water Sensitive City
Waste and Resources	A Waste Wise City
Transport and Movement (TM)	A Well Connected City
Climate and Energy	A Low Carbon City
Buildings and Places	A City Planned for the Future
Environmental Pollution	A Clean and Healthy City
Local and Sustainable Food	A City Connected by Food
Local Community and Culture	A Liveable City
Local Business and Economy	A City of Opportunity

The Strategy notes that *open space provides a significant contribution towards the liveability and sustainability of the urban environment, both at the local and regional scale, by providing a range of environmental, social and economic benefits. High quality public realm has been demonstrated to be important for both mental and physical health. Access to such public open spaces not only increase walking rates, but are said to be restorative, reduce mental fatigue and help improve overall well-being.*

The strategy seeks to improve upon the quality, quantity and connectivity of open space owned by Council.

The following key objectives are deemed relevant:

Objective	Metric	Baseline	Source	By 2020
BO 1.2 Open Space - Increase the quality, quantity and connectivity of open space owned by Council.	Hectares of open space per 1000 residents	4.4 Ha per 1000 residents (2009)	Open Space Strategy	4.5 Ha per 1000 residents
BO 2.2 Open Space - Support the increase in community access to open space through the Open Space Provision Goals.	% of residents within 500m	Establish Baseline	Open Space Strategy	Increase % of residents within 500m
BO 2.4 Planning - New development within Greater Dandenong to address open space and biodiversity issues, where appropriate.	No. of Sustainability / Environmental Referrals	30% of Applications (2014)	Planning Application Data	50% of Applications
TM 1.4 Walking and Cycling networks - Improve connectivity and accessibility of the walking and cycling networks throughout the municipality.	Infrastructure provided	136 km shared path 1200 km footpath 61 km on road cycle route 50 bicycle parking facilities (2010)	Geographic Information System	Increase size of network

WS 1.1 Mains Water - Where appropriate, reduce Council's corporate mains water consumption.	Megalitres (ML)	394 ML 1999-2000**	Utility Tracker	Reduce Mains Water use by 50%
WS 1.2 Stormwater - Where possible, minimise the impact of stormwater runoff and pollution.	No. of Projects = Best Practice	Establish Baseline*	Various Council Reports	Increase No. of Best Practice Projects

\*Establish Baseline -Where there is no baseline or limited data a baseline will be established.

\*\*WS-1.1 - Baseline established prior to drought conditions and is based on ICLEI water campaign framework.

### Greening our City - Urban Tree Strategy 2018-2028

The Urban Tree Strategy promotes the retention, development and maintenance of the urban forest, through careful planning and ongoing management to create safe and amenable streetscapes.

**Vision:** *A healthy, green and resilient urban forest that is well managed, protected and provides benefits to the Community.*

The urban forest provides for an interconnected environment, and social and economic benefits to the community including shade, streetscape amenity, air pollution reduction and a habitat for wildlife. Within the City of Greater Dandenong the urban forest of Council owned trees is worth an estimated \$182 million.

Benefits of the urban tree stock include:

- Environmental, through filtering air pollutants and providing shade, wildlife habitats and improving water quality.
- Economic, through increasing business income, saving money on daytime air conditioning, promoting higher job satisfaction and fewer rates of illness.
- Amenity, through creating attractive communities, providing varieties of landscape, shape, texture and colour, providing scale to the built environment and absorbing urban noise.
- Social, through increasing mental and physical health, providing for children's play, protecting against skin cancer, reducing temperatures and promoting better air quality.

Key objectives include:

- Greening our City – Council will aim to increase existing tree canopy cover by filling all of the vacant street tree sites and renewing old or unsuitable trees across the Municipality.
- Demonstrate best practice in urban tree management - Utilising the detailed tree inventory, Council will make evidence based decisions to ensure a proactive tree planting and maintenance program utilising the new set of technical guidelines.
- Manage the interface between trees and infrastructure - Council will proactively manage unsuitable tree species within streetscapes and transition towards more suitable species.
- Engage and educate the community about the importance of trees – Council will aim to engage with a diverse array of the community in consultations, tree planting days and engagement.

Relevant Actions include:

- Ensure that sufficient space is maintained for existing trees and for new tree planting. Providing appropriate space (rooting volume) for trees.
- Investigate opportunities for establishing wildlife corridor links where appropriate.
- Collect full park tree inventory.
- Systematically assess all street and park trees to mitigate tree risk for residents and visitors to the City.
- Continue to build relationships with utility service providers and other landholders, such as LXRA, United Energy and VicRoads to minimise the impacts of works on the urban tree population.

Greater Dandenong has approximately 55,000 street trees, and approximately 10% canopy coverage. There were over 10,000 vacant street tree sites across the municipality and 60% of the existing tree population were juvenile or semi mature at the time of recording.

Noble Park and Springvale had the highest canopy coverage at over 15 per cent, whilst to the South, Bangholme and Lyndhurst had the lowest recording only 4.5 per cent and 6.4 per cent respectively.

## Sustainable Stormwater Strategy

The Sustainable Stormwater Strategy outlines a strategic framework for Council and the community to work together to identify, protect and improve Greater Dandenong's waterways, reduce flood risk, and understand the sustainable use of water.

**Vision:** *To develop and manage the drainage and waterways assets to create a clean, attractive, safe, resilient and environmentally sustainable City, where current and future generations enjoy a high quality of life.*

Key objectives include:

- Understand, manage and reduce flood risks.
- Understand, manage and mitigate pollution risks.
- Understand community's need and expectations in respects to stormwater management.
- Engage with residents and local businesses to improve our asset management.
- Manage and enhance our waterways and parks for the benefit of our community.

The Strategy proposes that Council will require upgrading its drainage infrastructure (using available resources), stronger planning rules and to advocate for additional investment from Melbourne Water, if it wishes to successfully tackle urban development strain.

Development Contributions Plans are proposed to generate the funding for capital works, including drainage infrastructure.

The Strategy proposes external collaboration with a variety of stakeholders including but not limited to Vicroads; Department of Environment Land, Water & Planning; the Environmental Protection Agency; Victorian State Emergency Services; and Melbourne Water.

Of particular relevance is Chapter 10 Parks, Reserves and Waterways. It is noted that is Council's role to provide community spaces, such as parks, sporting facilities and green open-spaces. Waterways within the municipalities occasionally form part of these community spaces.

Key challenges for the management of these facilities include:

- Maintaining high quality parks and facilities for residents and visitors to enjoy during droughts, when water restrictions are in place;

- Managing waterway with other stakeholders to reduce flood risk to our community; and
- Managing waterway assets to provide additional amenity benefits.

The majority of water used by Council irrigated sporting facilities, and these spaces are generally reliant upon irrigation. Being vulnerable to drought and water restrictions, utilising appropriate stormwater can reduce reliance upon irrigation.

Drought is of significant concern for most open spaces, as water irrigation would not be permitted for 75% of Council's playing fields during level 3A restrictions, as was the case between April 2007 and August 2010.

Most of the waterways within Greater Dandenong have been heavily engineered in the past and are often concrete channels, used for rapid conveyance of stormwater. River rehabilitation consists of removing these concrete channels and replacing them with more natural and vegetated river infrastructure. These more natural spaces can provide a number of benefits to the community, including:

- High value community open space.
- Improved local amenity.
- Enhanced ecological values.
- Improved flood protection.

Relevant strategic priorities for Parks, Reserves and Waterways across the City of Greater Dandenong include:

- Investigate and identify opportunities to recycle stormwater runoff for the irrigation of parks across the City of Greater Dandenong.
- Investigate and identify (collaboratively with Melbourne Water) opportunities to rehabilitate channelized section of waterways within the City of Greater Dandenong.
- Engage with adjacent Councils and other government stakeholders to promote a more integrated management of Dandenong Creek.

### Towards a Water Smart City – Council’s Sustainable Water Use Plan 2008

Towards a Water Smart City is a plan for Council to better manage its water use.

The following key objectives are deemed relevant:

- To broaden accountability and ownership for water conservation and efficiency actions across Council.
- To respond to sound data, water audit outcomes and conservation strategies to facilitate improved costing and prioritisation of initiatives.
- To reduce water consumption through sustainable behaviour change.
- To facilitate a cultural change in the way Council manages its water use through integrating water conservation actions into council systems and processes.
- To increase rainwater harvesting, grey water reuse and recycled water use to replace potable water where appropriate.
- To assist Council to prepare for an uncertain future in terms of restricted water supply and increasing water prices.

Relevant Objectives relating to open space provision include:

- Reduce potable water used on Council’s playing fields while still providing the level of service expected by the community.
- Reduce potable water used in the provision of garden beds / open space.
- Utilise alternatives to potable water – including increasing recycled water use where appropriate.
- Increase rainwater harvesting at Tatterson Park to irrigate ovals.

Water conservation Principles deemed relevant include:

- Avoid Water Use
- Reduce Water Use
- Use Alternative Water Sources

Playing fields in 2006/07 consumed nearly 50% of Council’s water use, a significant reduction from previous years which was driven by the continuing conversion of playing fields to warm season grasses and the introduction of significant water restrictions.

Within open space, apart from Dandenong Park, none of Council’s main passive park lawn areas would be irrigated under normal condition (i.e. no water restrictions). Instead, irrigated garden beds usually account for the bulk of the water used in these reserves.

Relevant Actions within Open Space include:

- 4.1.2 Monitor and investigate, where appropriate, the feasibility of using alternative sources of water to irrigate ovals and open space areas.
- 4.1.3 Undertake investigation of possible termination or reduction of irrigation services to parks.
- 4.1.6 Develop improved technical standards for the design, construction and management of Councils open spaces, garden beds and amenity trees to minimise the need for artificial irrigation.

### COMMUNITY DEVELOPMENT

#### Positive Aging Strategy and Action Plan 2017-2025 (Under Review)

The Positive Aging Strategy is currently under review. It seeks to ensure that older people are supported, valued and encouraged to remain active members of the community.

The overarching goal of the strategy is ensure that older people continue to contribute actively to the City of Greater Dandenong and that their skills and knowledge are used for the greater good of the entire community.

Key themes are based on the World Health Organisation age friendly principles.

Council Plan 2013-17 Theme	Council Plan Priority	Community Wellbeing	Priority Positive Ageing Strategy Themes
PEOPLE	A healthy, active and safe community A city that celebrates its diversity with pride	Collaborative health and wellbeing planning Physical activity, leisure and recreation	<ul style="list-style-type: none"> <li>▪ Respect and social inclusion</li> <li>▪ Social participation</li> <li>▪ Community support and health services</li> </ul>

PLACE	An environmentally sustainable city A city planned for the future	Safer communities	<ul style="list-style-type: none"> <li>▪ Outdoor spaces and buildings</li> <li>▪ Transportation</li> <li>▪ Housing</li> </ul>
OPPORTUNITY	A thriving and resilient economy A proactive council that listens and leads	Education, employment and lifelong learning Building healthy and sustainable communities	<ul style="list-style-type: none"> <li>▪ Transportation</li> <li>▪ Housing</li> </ul>

Relevant Objectives include:

- Older people have access to well-maintained outdoor spaces and facilities that take into account their needs.
- Older people have access to a range of transport options that are appropriate to their needs and support their access to the community
- Older people are respected and included in our community
- Older people have access to a range of social participation opportunities that recognise diverse interests and needs
- Older people have access to appropriate information
- Older people have access to appropriate services focused on healthy ageing

### Children’s Plan 2015

The Children’s Plan provides a strategic framework to respond to the unique issues, challenges and opportunities identified for children and families

**Vision:** *A Child Friendly City, in which all children are valued, respected and celebrated.*

It is noted that Council has the unique ability in the community to bring together all four environments that underpin a healthy and sustainable community: social, economic, environmental and cultural.

Relevant elements of a child friendly environment include:

- Providing a physical environment that supports healthy learning, development and wellbeing through footpaths and walkways, parks and playgrounds, sporting facilities, swimming pools and libraries, and neighbourhood facilities.

- Collaboration and partnership with Community, including parents, services providers and government bodies and agencies.
- Addressing safety and security concerns in parks, public facilities and transport.

Relevant key directions, goals and actions include:

Key Direction 1 – Improved Learning for Children.

Goal: To improve learning, development and educational outcomes for children in the City of Greater Dandenong. Actions include:

- 1.14 Creativity and play - Deliver and support recreation, arts and cultural events that foster children’s creativity in play and physical activity.

Key Direction 2 – Safe & Accessible Communities for Children.

Goal: To improve safety and accessibility for children to participate in the city. Relevant Actions include:

- 2.6 Access and participation - Review facilities and services to ensure they are accessible for children of all ages and abilities.
- 2.8 Walking and cycling city - Develop a walking and cycling strategy in which people feel able and safe to move through the city on foot and bicycle.
- 2.9 Children and family friendly public spaces - Engage children and families in the process of identifying opportunities to make public spaces and facilities more friendly and accessible.

Key Direction 3 – Improved Health and Wellbeing of Children.

Goal: To create an environment that supports children’s health and wellbeing. Actions include:

- 3.1 Health & wellbeing - Support campaigns focussed on improving children’s nutrition, physical activity and dental health.
- 3.4 Physical activity - Promote the importance of children and young people participating in a minimum of 60 minutes of moderate to intense physical activity each day.
- 3.6 Outdoor access and recreation - Encourage increased recreational and open space uses through the implementation of the Green Wedge Plan.

Key Direction 4 – Connections for Children.

Goal - To create opportunities for children to connect with family, friends and the wider

community and to the environment they live. Actions include:

- 4.7 Access to natural environment – Facilitate children’s input in reviewing the open space and playground strategies to ensure the benefits of natural play are encouraged and accessible to all children.

Key Direction 5 – Voices of Children

Goal: To provide children with the right to freedom of expression, to seek and receive information and influence decisions that affect them.

- 5.4 Children input to community assets - Consult children in the planning and design of community assets.

**Community Engagement Policy**

The Community Engagement Policy outlines Council’s role in providing activities which enhance opportunities for the community to express their expectations, aspirations and ideas.

This Policy reflects the intentions of the 2017 Council Plan and applies to all Council staff, contract workers, consultants and all people who engage with the community on behalf of the Greater Dandenong City Council.

It is policy to:

- Ensure that the purpose of engagement is genuine and transparent.
- Employ various techniques and approaches to maximise community participation and provide respectful opportunities within reasonable timeframes.
- Provide information that is clear, easy to understand and accessible to all people.
- Value all participants’ knowledge, expertise and experience and respect the different views and needs of participants.
- Undertake evaluation processes to ensure continuous improvement with consultation activities.
- Report back to the community in a timely manner and outline how feedback was considered and/or incorporated into the final outcomes.
- Ensure all activities undertaken are in accordance with Council’s Privacy Policy.

Council utilises the IAP2 framework in it’s community consultation which includes the following levels:

<b>Inform</b>	To provide the public with balanced and objective information to assist them in understanding Council’s decisions and/or intentions.
<b>Consult</b>	To obtain public feedback on ideas, alternatives and/or proposals to inform decision making
<b>Involve</b>	To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered.
<b>Collaborate</b>	To partner with the public in each aspect of the decision including development of alternatives and the identification of preferred solutions.
<b>Empower</b>	To place final decision making in the hands of the public and build capacity in the community to lead change.

**Youth Strategy 2016**

The Youth Strategy provides a strategic framework to direct the work of Council Youth and Family Services.

The Strategy defines young people as those aged between 12-25 years who live, work, and study, socialise or are significantly attached to the municipality.

**Vision:** *Young people are valued, respected and supported to reach their full potential.*

Nearly half of the young people within the City of Greater Dandenong were born overseas and nearly two-thirds of young people in Greater Dandenong speak languages other than English at home.

The following Principles are deemed relevant:

Strengthening Community - Council will continue to strengthen partnerships with the State and Commonwealth Governments, community stakeholders and young people in addressing youth issues, closing service gaps and delivering responsive services.

Health and Wellbeing - Using a strengths-based approach and underpinned by a resilience framework, Council will continue to provide services across the continuum of care from early childhood through to adolescence.

Youth Participation - Council is committed to engaging young people in meaningful discussion and decision making processes, and as active participants in economic and community life.

### **Community Safety Plan 2015**

The Community Safety Plan aims to *improve community perceptions of safety and reduce the risk of crime and anti-social behaviour*. The plan seeks to achieve these aims by:

- Enabling all residents to enjoy and contribute to well designed and accessible public spaces.
- Supporting respectful relationships and positive interactions between communities and individuals, so that all residents are safe in public and within their homes.
- Designing and maintaining public and private transport infrastructure for the safe movement of all residents.
- Addressing the causes and impacts of alcohol and other drugs through community education, regulation and designing harm minimising environments.
- Encouraging on-line safety while maximising the benefits of web based communications.

**Vision:** *The City of Greater Dandenong is a diverse, safe and harmonious community where all people feel included and respected.*

Relevant Principles include:

- Partnerships, cooperation and connections.
- Design and planning of public spaces to improve safety.
- Community development approach to community safety.

Relevant priority areas include:

Priority area one – Supporting diversity and promoting harmony. Cultural diversity in Greater Dandenong is an opportunity and a strength of the community.

Priority area three - Creating safer public places. The design and maintenance of public places can affect how individuals feel about their surroundings, their sense of involvement in community life and the degree to which they feel safe. Public places can be public or privately owned and include streets, parks, reserves, shopping centres, car parks and squares. Initiatives to maintain safe public spaces include CCTV and Graffiti Management.

Relevant objectives to create safer public spaces include:

- Objective 1 – Design, maintain and activate public spaces to improve safety and perceptions of safety. Relevant actions include:
  - Design and develop high-quality open spaces and recreational facilities across the City that improve passive surveillance and promote community safety.
  - Develop the Activity Centre’s Place Making Framework for Dandenong, Noble Park and Springvale to contribute to lively and comfortable public spaces.
  - Implement initiatives that influence infrastructure to enhance community safety for children in line with the ‘Child Friendly Cities’ Principles.
  - Conduct community engagement initiatives to support the activation of public places for local residents.
- Objective 2 - Strategically respond to safety concerns and identified hot-spots in a planned and collaborative manner.

Priority area four - Safety for road users, pedestrians and commuters. Safety for residents while they are commuting within and out of the city is an essential community safety consideration. Walking is an extremely popular activity within Greater Dandenong, and 40% of people who die in road accidents within the municipality are pedestrians.

Relevant objectives to work toward a safe environment for road users, pedestrians and commuters include:

- Objective 1 - Improve safety for all road users through development and endorsement of Council’s Road Safety Strategy.
- Objective 2 - Address safety concerns at public transport nodes through partnerships, appropriate design and location. Relevant actions include:
  - Improve safety in and around railway stations through the appropriate placement and hours of duty of Protective Services Officers.
- Objective 3 - Improve safety for pedestrians and cyclists through the promotion of accessible infrastructure. Relevant actions include:
  - Promote safe environments for walking and cycling.

## 8.2 SELECTED LGA OPEN SPACE STRATEGY COMPARISON

COUNCIL	STRATEGY	YEAR	HIERARCHY	TYOLOGY	CHARACTER	TYPE	PRINCIPLES
Metropolitan Planning Authority (MPA)	Planning Practice Note 70 (PPN70)	2013	Regional District Local	Accessway / Trail Flora / Flora Conservation Social Family Recreation Sport	Open Grassy Area Specialised Sport Native Grassland/Bushland Waterway / Creek River Corridor	Conservation Reserves Natural and Semi-Natural Open Space Parks and Gardens Sports Fields and Organised Recreation Recreation Corridor Civic Squares and Promenades	
Victorian Planning Authority (VPA)	Metropolitan Open Space Network	2016	Metropolitan Municipal District Community Neighbourhood Pocket	Conservation Reserves Natural and Semi-Natural Open Space Parks and Gardens Sports Fields and Organised Recreation Recreation Corridor Civic Squares and Promenades Transport Reservations Services and Utilities Reserves Public Housing Reserves Government Schools Non-Government Schools Tertiary Institutions Cemeteries		Private Open Space Public Open Space Restricted Public Land	Equitable distribution Access and connectivity Quality Quantity Diversity Sustainability
Banyule	Public Open Space Plan	2016	Metropolitan Regional Neighbourhood Local Pocket	Formal Sporting Informal and Passive Recreation Environmental Recreation Play		Green Public Open Space Urban Public Open Space	Quantity Quality Accessibility & Connection Equitable Distribution Diversity Sustainability
Casey	Open Space Strategy	2015	Regional District Local	Nature Trails and Waterways Social Family Recreation Sport			Quality Equity Accessibility Diversity Connectivity

COUNCIL	STRATEGY	YEAR	HIERARCHY	TYOLOGY	CHARACTER	TYPE	PRINCIPLES
Hume	Open Space strategy	2009	Regional Sub Regional Neighbourhood	Informal Parkland Formal Parkland Natural Areas Minor Linkages and Corridors Minor Linkages and Corridors Sporting Area Civic Spaces Community Gardens	Bushland Creek / River Corridor Formal Ornamental Garden Lake Lawn or Managed Turf Narrow Grass or Paved Corridor Native Grassland Open Grassy Area Open Parkland Outdoor Sports Facilities Road Side Plantation / Tree Reserve Rough Unmanicured Area Vegetable Garden / Pasture / Agriculture Wetland		Sustainability Networks and Linkages Natural and Cultural Features Local Character Safety Diversity of Opportunities Accessibility and Usability Water Management Innovation and Creativity Community Involvement
Kingston	Open Space Strategy	2012	Regional District Local Area Neighbourhood	Play Social Family / Recreation Community Horticulture Cemetery / Memorial / Remembrance Ornamental / Botanic Design Access Way / Trail Corridor Sport Flora / Fauna Conservation No Identified Function Conservation of Cultural Heritage Drainage Visual Amenity Relaxation / Contemplation / Escape Buffer Water Based Recreation Forecourt / Plaza			

Source: Various Open Space Strategies

## 8.3 GREATER DANDENONG CLAUSE 53.01 FULL SCHEDULE

TYPE OR LOCATION OF SUBDIVISION	OPEN SPACE CONTRIBUTION
Any residential or commercial subdivision in the area bounded by Springvale Road to the west, Cheltenham Road, Dingley Freeway Reservation, Dandenong Southern Bypass to the north, EastLink to the east and Hutton/Greens Roads to the south (except for Lot 2, PS 524033N Volume 10804 Folio 885 and Lot1, PS 524033N Volume 10804 Folio 884).	20%
Lot 2, PS 524033N Volume 10804 Folio 885	10% Cash in Lieu Contribution
Lot 1, PS 524033N Volume 10804 Folio 884	10% Cash in Lieu Contribution
All Residential zoned land, except for land in the covered by DCPO1, land generally bounded by Kirkham Road, Eastlink, the Dandenong Southern Bypass and in the order of 500 metres east of the Dandenong Creek (Logis Residential site), and other residential land included in this schedule.	5%
All Residential zoned land within the area identified in the Schedule to Clause 61.01 as the Declared Project Area –Central Dandenong will be subject to a public open space contribution of nil until the cessation of the Infrastructure Recovery Charge under the Victorian Urban Development Act 2003, after which time the amount of contribution for public open space will be 5%.	5%
All INZ1, INZ2, INZ3, C2Z zoned land, except for land generally bounded by Ordish Road, Greens Road, Eastlink, Union Road, Hammond Road and the Dandenong Bypass (Logis Industrial site), and land covered by DCPO2 and DCPO3. All Industrial land within the area identified in the Schedule to Clause 61.01 as the Declared Project Area – Revitalizing Central Dandenong will be subject to a public open space contribution of nil until the cessation of the Infrastructure Recovery Charge under the Victorian Urban Development Act 2003, after which time the amount of contribution for public open space will be 2%	2%

Source: City of Greater Dandenong Planning Scheme (March 2018)

## 8.4 LGA CONTRIBUTION RATES COMPARISON

COUNCIL	CLAUSE 53.01 SCHEDULE	METHOD	APPLIES TO	RATE(S)	INTRODUCED BY
Banyule	Yes	Flat rate	Subdivision that creates more than one additional separately disposable parcel of land	5%	C111 (2017)
Bayside	Yes	Flat rates – development setting	Strategic Redevelopment Sites All other land	5% or greater subject to the negotiation of a development plan 5%	C110 (2014)
Boroondara	No				N/A
Brimbank	Yes	Flat rates – differential	Commercial and residential land Industrial land	5% 2.5%	C142 (2014)
Darebin	Yes	Sliding scale – number of lots created	2 additional lots created 3 additional lots created 4 additional lots created 5 or more additional lots created	2% 3% 4% 5%	VC37 (2006)
Frankston	No				N/A
Glen Eira	Yes	Flat rate - municipal	All land except Caulfield Village	5.7%	C120 (2015)
Hobsons Bay	Yes	Specific area	Land covered by DCPO1	5%	C110 (2016)
Kingston	No (Amendment C153 proposed)	Flat rates – development setting (proposed)	Mordialloc and Highett Activity Centres Moorabin, Cheltenham and Menton Activity Centres (defined by Activity Centre Zone) Strategic redevelopment sites (where rezoning of land from non-residential to intense residential and rezoning would create 200+ dwellings) All other land	8% (proposed) 8% (proposed) At least 8% (proposed) 5% (proposed)	C153 (proposed)

COUNCIL	CLAUSE 53.01 SCHEDULE	METHOD	APPLIES TO	RATE(S)	INTRODUCED BY
Knox	Yes	Rates vary by size of lot created	Lots created with an area of 725sqm or greater in a RGZ, GRZ or NRZ.	Minimum 5% of total land to be subdivided	C131 (2016)
			Lots created less than 725sqm or greater in a RGZ, GRZ or NRZ.	Minimum 8.5% of total land to be subdivided	
Manningham	Yes	Flat rate	All subdivision of land within the DCPO1	5%	VC37 (2006)
Maribyrnong	Yes	Flat rates – number of lots created	Subdivisions of 10 lots or more	5.7% in cash, 5.7% or greater where provided as land	C137 (2016)
			All other land	5.7%	
Maroondah	Yes	Flat rate – development setting	All subdivisions	5%	VC37 (2006)
			Land at south west corner of Canterbury Road and Dorset Road, Bayswater North	8%	
Melbourne	Yes	Flat rate – development setting	Fishermans Bend Urban Renewal Area	8%	C209 (2016)
			Other Urban Renewal Areas	7.06%	
			Established areas	5%	
Moonee Valley	Yes	Flat rates – number of lots created	Subdivisions of 10 lots or more	5% in cash, 5% or greater where provided as land	C98 (2012)
			All other land	5%	
Monash	Yes	Sliding scale – number of lots created	Dwellings 3 lots	2%	VC37 (2006)
			Dwellings 4 lots	3%	
			Dwellings 5 lots	4%	
			Dwellings: 6 or more lots	5%	
			Other	5%	
Moreland	Yes	Rates vary by suburb	All land (rates range depending on suburb)	2.5% - 6.8%	C122 (2013)
Port Phillip	Yes	Flat rates – development setting	Fishermans Bend Urban Renewal Area	8%	GC7 (2014)
			All other land	5%	

COUNCIL	CLAUSE 53.01 SCHEDULE	METHOD	APPLIES TO	RATE(S)	INTRODUCED BY
Stonnington	Yes	Rates vary by development setting	High growth suburbs Other suburbs	8% 5%	C186 (2015)
Whitehorse	Yes	Flat rate – development setting	Strategic Site All other land	4% or greater subject to negotiation of a development plan 4%	C99 (2010)
Yarra	Yes	Flat rate	Residential land and buildings	4.5%	C87 (2008)
Yarra Ranges	Yes	Flat rate	All land within Charge Area B of the Chirnside Park Major Activity Centre Development Contributions Plan	5%	C103 – Part 2 (2013)

Source: Various Planning Schemes (Schedule to Clause 53.01)

# 8.5 MAP OF DATA AREAS

## GREATER DANDENONG



Source: Remplan 2018

## RELEVANT VIFSAS



Source: Victoria in the Future

## SUBRUBS IN GREATER DANDENONG



Source: Remplan 2018

## SAZS IN GREATER DANDENONG



Source: Remplan 2018

## 8.6 CONSULTATION REPORT IN FULL

### BACKGROUND REVIEW

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
<p><i>Springvale Boulevard Project - Community Consultation Report and Design Framework FINAL 3</i></p>	<ul style="list-style-type: none"> <li>• Respond to the increasing need and demand for public and green open space with increasing apartment living</li> <li>• Investigate the provision for green roofs (Developers)</li> <li>• Encourage life after 5pm</li> <li>• Springvale needs more open space, more open areas, (healthy) grass areas; Somewhere to hang out; Public open space like Federation Square; More palm trees</li> <li>• Provide Wi Fi and phone charging stations (seen as a safety measure); Cameras; Kid friendly</li> <li>• Springvale Road needs to provide valued and usable public open space, offering places for daily activity such as Chinese Chess, as well as larger organised events</li> <li>• To provide a pedestrian friendly and usable public environment with a distinct ‘Australian’ design theme presenting Springvale’s historic and contemporary settlement history; and continue south to connect with a significant green public open space at the future Community Hub.</li> <li>• Develop Springvale Road as a usable public open space environment</li> <li>• The needs that cannot be accommodated by the Springvale Road Boulevard can be incorporated into the community hub, reinforcing Springvale Road as a spine that not only better connects east and west, but establishes a stronger connection between the north and south, through two green open space anchors</li> <li>• The importance of the future community hub site was crystallised during the Community Leaders workshop, identifying it as the only practical location for significant green open space and the need for it to be connect to the heart of the Activity Centre by extending the Boulevard project. Furthermore a ‘gateway/threshold treatment adjacent to the existing library would identify the community hub as the Boulevards southern extent</li> <li>• Springvale needs more open space, more open areas, (healthy) grass areas; Somewhere to hang out; Public open space like Federation Square; More palm trees</li> </ul>	<ul style="list-style-type: none"> <li>• Council Officers</li> <li>• Springvale Asian Business Association (SABA) and business stakeholders</li> <li>• Councillors</li> <li>• Student leaders from St Joseph’s Primary School</li> <li>• Youth</li> <li>• Community Leaders</li> </ul>
<p><i>Imagine 2030 Community Plan</i></p>	<p>An extensive stakeholder and community engagement process informed the development of Council’s 20-year vision for the municipality – Imagine 2030. One of the key community priorities noted in the study for this document was ‘open space’:</p> <ul style="list-style-type: none"> <li>• “There will be green and open spaces close to everyone’s home”</li> </ul>	<p>Broad community</p>

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
	<ul style="list-style-type: none"> <li>“Sport and recreation opportunities will be affordable, diverse and accessible to all, especially for young people, families and those less well off than others”</li> </ul> <p>There will be opportunities for people of all backgrounds and ages to take part. Everyone in Greater Dandenong will have access to parks and open space in their localities to enjoy and recreate in.” The Plan highlights the strong demand from residents for open space that is accessible and located in close proximity to residential areas.</p> <p>The consultation found that many multicultural groups placed special value on the opportunities which parks, outdoor facilities and green spaces give for family and social activity. The Plan highlights the importance of good and usable open spaces, with a range of recreational activities for walking, gathering and space, including streets and plazas. Sport is also seen as a pathway to city pride, respect and connection. The Community Plan is an important report to inform the requirements of the planning controls in terms of strategic direction for open space in the municipality.</p>	
<p><i>Sport and Active Recreation Participation Survey 2015 (under review)</i></p>	<p>The Study provides a comprehensive understanding of participation trends in Greater Dandenong, to help Council and key stakeholders develop strategies to minimise barriers and increase participation in sport and recreation activities. The Sport and Active Recreation Participation Survey was developed in three different formats in order to engage a broad cross section of the community. This survey was open to residents aged 15 years and over and involved a combination of telephone, on-line and written (hard copy) surveys. A total of 669 completed surveys were received.</p> <p>Key findings include:</p> <ul style="list-style-type: none"> <li>Half of Greater Dandenong residents do not engage in the recommended levels of physical activity (being 30 minutes of moderate intensity activity on most, preferably all days of the week)</li> <li>Over half (54%) of residents spend less than 2.5 hours participating in physical activity per week</li> <li>Males have higher levels of physical activity than females, whilst lower levels of physical activity were noted amongst people with a disability and people aged 25 to 34 and 45 to 54 years</li> <li>45% of respondents participate in sport and recreation activities in the suburb in which they reside, highlighting the importance of local facilities and services</li> <li>Residents from Springvale and Springvale South are the most likely to travel outside of Greater Dandenong, whilst Keysborough residents are more likely to participate in activities both inside and outside of Greater Dandenong (p4)</li> </ul>	<p>This survey was open to residents aged 15 years and over and involved a combination of telephone, on-line and written (hard copy) surveys.</p> <p>NB: 2019 Survey currently underway.</p>

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
	Implications of “where people participate” is a key element of the Open Space Strategy as it confirms the importance of sufficient open space in each suburb and that the areas of Springvale & Springvale South do not have sufficient public open space as residents are most likely to travel out of the municipality.	
<i>Children’s Plan 2015-2019</i>	<p>Issues raised through consultation included the “lack of sufficient quality open space easily accessible from high rise developments”. The Children’s Forum identified that “things children liked best about living in Greater Dandenong included community events; parks and open spaces; health including play, sport and recreation; community facilities and services; and cultural diversity” Children said “they love to walk and ride and felt there could be more bike paths and shared footpaths to help them feel safe when riding and many children spoke about using scooters.”</p> <p>When asked how can Greater Dandenong be more active and healthy, some responses included:</p> <ul style="list-style-type: none"> <li>• More playgrounds with exciting equipment at local parks</li> <li>• Exercise equipment in public spaces for families</li> <li>• Pathways connecting schools with parks</li> <li>• Bike paths/tracks around Springvale</li> <li>• More equipment for exercise parks</li> <li>• More bike paths</li> <li>• Outdoor exercise equipment for children</li> <li>• Dog friendly parks</li> <li>• More variety in outdoor spaces including natural spaces</li> </ul>	Children
<i>Dog off-Leash Strategy 2011 (under review)</i>	<p>The City of Greater Dandenong Open Space Strategy (2009) states Council owns or manages approximately 580 hectares of land for public open space. Victoria in Future (2009), the current population projections of the Victorian State Government, indicates that by 2026 Greater Dandenong will accommodate an additional 20,771 people.</p> <p>This will have significant implications on the demand for and availability of public open space in the future. Accordingly, Council must take a balanced approach in meeting the diverse (and at times conflicting) needs and expectations of a diverse range of park users. As a significant proportion of park users, the needs of dog owners must be properly planned for and accommodated within the public open space network. (p5).</p>	Broad community

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
	<p>As part of its preparation of the Domestic Animal Management Plan (2007) and Open Space Strategy (2009), Council undertook extensive community consultation. Community feedback revealed:</p> <ul style="list-style-type: none"> <li>• A need to increase the number of off-leash areas in Greater Dandenong, particularly in parks that can be accessed by older residents and people with disabilities</li> <li>• That Council should reassess ancillary infrastructure requirements to support the dog off-leash areas (such as signage, doggy bags and bins)</li> <li>• Support for further community education around responsible pet ownership and an increased enforcement presence to increase compliance with the Council’s local laws and Orders</li> </ul>	
<i>Housing Strategy 2014-2024</i>	<ul style="list-style-type: none"> <li>• Greater emphasis needed for open space provision and the link more open space near higher density areas</li> </ul>	15 public submissions
<i>Residential Planning Policy &amp; Controls Project 2015</i>	<ul style="list-style-type: none"> <li>• Community concerned that existing facilities are not sufficient to meet demand from new medium density development</li> <li>• Greater emphasis needed for open space provision</li> </ul>	
<i>Green Wedge Management Draft Plan Consultation Report 2014</i>	<ul style="list-style-type: none"> <li>• Many community members specifically expressed that the Green Wedge should be preserved or improved</li> <li>• Preserve parks and nature, no loss of parklands</li> <li>• Support for open space and environmental protection</li> <li>• Potential for Spring Valley Reserve to become a multicultural recreation park, a park similar to Tirhatuan Park in Dandenong North; more urgency needed in developing this reserve, potentially starting with tree planting</li> <li>• Improved walking and cycling, and horse riding infrastructure</li> <li>• Support for both public and private parklands</li> <li>• Review natural features and existing habitats to create a generous network of open spaces for the area</li> </ul>	<ul style="list-style-type: none"> <li>• individuals</li> <li>• businesses</li> <li>• community groups</li> <li>• public authorities</li> <li>• planning consultants</li> </ul>
<i>Walking Strategy 2015-2023</i>	<p>Walking is the most popular activity in CGD. Opportunities to improve pedestrian safety:</p> <ul style="list-style-type: none"> <li>• Underpass to access Springers and the Playground from the bike trail without having to travel along busy Cheltenham Rd and at end of Snow Gum Ct.</li> </ul>	Participation from 350+ community members

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
	<ul style="list-style-type: none"> <li>• To create a walkover the Dandenong By-pass at Stanley Rd, giving easier access by walking to the footy reserve, the Elderly Citizens and the lawn bowls, bus stop along Cheltenham Rd, plus easier to reach Parkmore shopping centre</li> <li>• Liverpool Drive - Sealed walking track to Access Dandenong South Trail. Currently have to access the trail via the grassed areas/open stormwater drains. The only safe way to cross Cheltenham Rd with young kids to get to kinder, springers or bus stop is near the overpass at the pedestrian lights on the trail and proper access this trail would be fantastic</li> <li>• Villers Rd - Improved walking path to Springers Leisure Centre from new estates north of Church Road. There is a new footpath gap between the sound barrier (Cnr Chapel Rd &amp; Dandenong Bypass) however no clear footpath to walk to Springers</li> <li>• Walking spots appropriate for conservative communities, what about indoor tracks and activities for ladies. Also proper marked outdoor and defined walking tracks make people feel safer</li> </ul> <p>Opportunities for promotion:</p> <ul style="list-style-type: none"> <li>• Would be good to promote Dandenong Creek Trail spot and other areas with dog off leash areas</li> <li>• Dog walking groups--details could be made available on council website, and signs put up in local plaza</li> <li>• Provide (and advertise) Free All Day Car Parking a short walk outside of central Dandenong to encourage people to walk to their workplaces or shops - also reduces parking and traffic congestion</li> </ul> <p>Signage:</p> <ul style="list-style-type: none"> <li>• Park around Dandenong Stadium - Add signs or maps or directions which tell people distances e.g. 1km loop, 3km loop, path connects to other walking tracks etc. as an activity loop for families while waiting for others using the stadium</li> </ul> <p>Links with bike paths:</p> <ul style="list-style-type: none"> <li>• Perry Rd footpath is perhaps too narrow to be shared</li> <li>• Dandenong Bypass Trail connect to the shared trail near KM Reedy Reserve in Hampton Park</li> </ul> <p>Concerns:</p> <ul style="list-style-type: none"> <li>• facilities and infrastructure for all abilities</li> </ul>	

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
	<ul style="list-style-type: none"> <li>• opportunities for children and young people</li> <li>• quality of parks in Springvale</li> <li>• safety and perceived safety</li> <li>• education and behaviour change</li> </ul>	
<i>Cycling Strategy 2017-2022</i>	<p>Major reason for cycling in CGD is to commute to work. Areas for improvement:</p> <ul style="list-style-type: none"> <li>• Extended trail at Gladstone Rd between Fillmore Rd and Outlook Dr to connect with Eastlink and the Dandenong Creek Trail</li> <li>• Bike bath to connect two sections along the traffic lights continuing the Dandenong Creek Trail at Hammond Rd/Webster St intersection</li> <li>• Gravel path needs updating to connect with Police Road at Tirhatuan Park near Royal Oak Court</li> </ul>	500+ community members
<i>Activate Strategy: Sport and Recreation Participation Survey 2015</i>	<p>Top sport and recreation activities:</p> <ol style="list-style-type: none"> <li>1. Walking / Walking the Dog</li> <li>2. Swimming – pool</li> <li>3. Cycling</li> <li>4. Running/ Jogging</li> <li>5. Basketball</li> <li>6. Football – Soccer</li> <li>7. Tennis</li> <li>8. Ballet / Dance</li> <li>9. Gym / Fitness</li> </ol> <p>Greater infrastructure needed to support walking, cycling, running/jogging, including improved network, safe crossings, and access. Continued support needed for sport infrastructure, especially those that rely on specialised facilities and services. Facilities may need to become more flexible to accommodate different sports and changing trends.</p>	Community survey: 4,000 households, 700 additional surveys distributed at local facilities. Focus groups to capture more diverse groups

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
<i>Youth Needs Analysis</i>	<p>Young people want:</p> <ul style="list-style-type: none"> <li>• More sport and recreation programs</li> <li>• Outdoor gym equipment in parks</li> <li>• Organised activities at open spaces, including skate parks</li> </ul> <p>Young people like:</p> <ul style="list-style-type: none"> <li>• Playing organised sport</li> <li>• Hemmings Park State Park</li> </ul>	Young people aged 12-25 years old
<i>DRAFT Wachter Reserve Engagement Findings Report</i>	<p>Online survey and drop-in session to support park redevelopment.</p> <p>Ideas for potential improvements to the park:</p> <ul style="list-style-type: none"> <li>• Lack of spaces that target youth</li> <li>• Upgrades needed for children’s playground</li> <li>• Regeneration of wetlands to attract wildlife and park visitors</li> <li>• More facilities, including <ul style="list-style-type: none"> <li>- shelter</li> <li>- seating</li> <li>- BBQs</li> <li>- play areas</li> <li>- drinking fountains</li> <li>- rubbish bins</li> <li>- toilets</li> <li>- lighting</li> </ul> </li> <li>• Strong support for additional shaded community spaces</li> <li>• Pedestrian/bike footpaths improvements</li> <li>• More cultural and social programs and activities</li> <li>• Installation of outdoor gym equipment</li> </ul>	Broad community engagement with nearby resident and park users

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
<i>DRAFT Warner Reserve Engagement Findings Report</i>	<p>Online survey and drop-in session to support park redevelopment. Park-users enjoy the park and wish to retain its natural, open spaces. Ideas for improvements:</p> <ul style="list-style-type: none"> <li>• Tree planting along park edges and pathways</li> <li>• Playground could be updated</li> <li>• Diversified sport and non-sport areas, potentially a mixed-use hard court and outdoor gym equipment</li> <li>• Upgrades to creek overpasses</li> <li>• Park amenities: <ul style="list-style-type: none"> <li>- lighting</li> <li>- drinking fountains</li> <li>- seating</li> </ul> </li> <li>• Youth-oriented space</li> <li>• Social/cultural programs in the park</li> </ul> <p>Top priority for this park is to enhance existing environmental parkland area with planning for habitat, walking, and shady areas.</p>	Broad community engagement with nearby resident and park users
<i>Future of Parks Consultation</i>	<p>Development of masterplans for four parks in CGD. Consultation undertaken via an online survey. Key ideas for each of the four parks (in order of popularity):</p> <p>Burden Park</p> <ul style="list-style-type: none"> <li>• Development of a music hub to form a centralised point for music development in the City</li> <li>• Fortnightly/monthly food truck festival</li> <li>• Bicycle path for young learners</li> <li>• Preserve existing park space</li> <li>• Spaces for young and older children</li> <li>• Exercise equipment</li> <li>• Off-leash dog area</li> <li>• Increased shade</li> </ul>	Broad community engagement with nearby resident and park users

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
	<p>Parkfield Reserve</p> <ul style="list-style-type: none"> <li>• Preserve open spaces</li> <li>• Rebuild as a modern space</li> <li>• Family/community spaces needed</li> </ul> <p>Wachter Reserve</p> <ul style="list-style-type: none"> <li>• Ovals need better lighting, fencing, upgraded change rooms</li> <li>• More tree planting</li> <li>• Basketball court</li> <li>• Larger shaded playground</li> <li>• Outdoor gym equipment</li> </ul> <p>Warner Reserve</p> <ul style="list-style-type: none"> <li>• Preserve the parkland</li> <li>• Expanded leash-free area</li> <li>• Upgraded sport facilities</li> <li>• More community spaces with seating, BBQ</li> </ul>	
<p><i>Greaves Reserve Community Engagement Support</i></p>	<p>Greaves Reserve is a major event space, currently experiencing pressure to balance the needs of sport clubs with the needs of event groups.</p> <p>Comments from event organisers:</p> <ul style="list-style-type: none"> <li>• need access restored across the Culvert (Yarraman Creek) from Hanna Street into the main showground area</li> <li>• modified speed bumps--currently too aggressive</li> <li>• Reinstall sign posts at Bennet Street/Cheltenham Rd intersection that denote “Greaves Reserve”</li> <li>• Lighting in the southern area of the reserve for security</li> <li>• Expand the PA system to ovals and carparks</li> <li>• Water fountains outside all pavilions</li> <li>• New roofing on pavilions</li> </ul>	<ul style="list-style-type: none"> <li>• Event organisers</li> <li>• Existing event goers</li> <li>• Sporting clubs and the Dandenong Show</li> <li>• Council staff</li> </ul>

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
	<p>Comments from event goers:</p> <ul style="list-style-type: none"> <li>• Signage needed at main entrance directing to different sport areas</li> <li>• Improve bike and pedestrian access from Dandenong central/Station</li> <li>• water tap on oval 4</li> <li>• Portable staging and seating for greater flexibility</li> <li>• Internet access poor during showtime</li> </ul> <p>Comments from clubs:</p> <ul style="list-style-type: none"> <li>• Improvements to signage, shelter, drinking water, public toilets, and lighting</li> <li>• Existing pavilions are outdated</li> <li>• Larger events have parking volumes beyond site capacity</li> <li>• Promotion of pedestrian access from Yarraman Station to reduce parking demand at large events</li> </ul> <p>Comments from staff workshop:</p> <ul style="list-style-type: none"> <li>• Council considering fewer events, same number of events, or more events for future of reserve</li> <li>• Need to limit activities on oval</li> <li>• Parking overflow management/shuttle bus service</li> <li>• Demand for community market</li> </ul>	
<p><i>Ross Reserve, Noble Park Masterplan</i></p>	<p>Community engagement for development of park masterplan. The present use of the Reserve is significantly compromised by significant shape constraints, access barriers, ageing infrastructure, poos standards of maintenance, limited provision for non-sporting uses, and lack of active promotion and programming of the Reserve.</p> <p>Key comments:</p> <ul style="list-style-type: none"> <li>• Provision of bins and drinking fountains in the Reserve</li> <li>• Wider variety of trees and weed eradication</li> <li>• Support for initiatives to increase use and visual appearance</li> </ul>	<ul style="list-style-type: none"> <li>• Council</li> <li>• Groups, Organisations, Clubs</li> <li>• Local Community</li> </ul>

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
	<ul style="list-style-type: none"> <li>• Synthetic multi-sport field and protection/enhancement of sport facilities, larger oval</li> <li>• Support for upgraded facilities</li> <li>• Potential for integrated trail network</li> </ul> <p>Key themes:</p> <ul style="list-style-type: none"> <li>• Asset improvement</li> <li>• Sports development</li> <li>• Informal use development</li> <li>• Environmental management</li> <li>• Community development</li> </ul>	
<p><i>Indian Cultural Precinct Framework</i></p>	<p>Vision to create a vibrant cultural hub that promotes and inclusive and representative place for cultural interests dispersed across the Activity centre and Melbourne.</p> <p>Key objectives related to open space:</p> <ul style="list-style-type: none"> <li>• Murals, paintings, signage to serve as identity markers</li> <li>• Laneways can be utilised for outdoor events and activities, festivals</li> <li>• Activate underutilised areas through street food stalls during events and festivals</li> <li>• Chart opportunities for use of streets and public spaces in and around the Precinct</li> </ul>	<p>Representatives from different groups:</p> <ul style="list-style-type: none"> <li>• local traders</li> <li>• festival and event organisers</li> <li>• Indian Film Festival Melbourne</li> <li>• media and tourism</li> <li>• youth</li> <li>• community and cultural associations</li> <li>• Federation of Indian Associations in Victoria</li> <li>• Faith leaders</li> <li>• Sporting representatives</li> <li>• General community members</li> </ul>

Name of policy	Relevant findings to help inform the CGD OSS	Who has provided feedback into this process?
<i>Springvale Community Precinct Project</i>	Precinct to be redeveloped as community centre with facilities and large multipurpose green spaces. Springvale City Hall redevelopment, construction of Springvale Community Hub with outdoor landscaped green spaces: <ul style="list-style-type: none"> <li>• No loss to open space</li> <li>• Increased open space with play area, plaza, and active sport area</li> </ul>	
<i>Stanley Road Reserve Keysborough Park Project</i>	Proposed local reserve to service residents of Somerfield Estate utilizing developer contributions Design principles: <ul style="list-style-type: none"> <li>• Rest and respite</li> <li>• Connections to nature</li> <li>• Movement and circulation</li> <li>• Exercise and play</li> <li>• Park amenities</li> </ul>	

## EMERGING KEY ISSUES

There is a considerable amount of existing community engagement/feedback about the needs wants and experience of different open spaces across the municipality. A review background engagement reports and community feedback received through other open space processes such as master planning processes, structure planning, activities centre reviews, have highlighted a range of needs and wants.

### Current Issues:

- Open space usage is currently dominated by traditional sporting groups.
- Open spaces are being utilised at different rates and frequencies with some spaces more popular than others.
- There is a lack of respite areas within Activity Centres, particularly in Springvale.
- Linkages between parks can be difficult.
- Not all parks have the same offering and some participants think some park are attracting more funding/investment than others.
- Management of Personal Training groups in passive open spaces.

Generally, current residents living within the municipality want:

- More flexibility regarding how open spaces are used with less dominance of a participate use or group.
- More walking paths.
- More youth spaces.
- More exercise stations.
- More signage and wayfinding measures so they can navigate the local area.
- More space for cultural expressions, performance, celebration and events.
- More outdoor spaces to be with trees and nature.
- Improved access and car parking for all ages and abilities.
- More equity across the municipality so that all communities have the same level of access to the variety of perceived spaces afforded to some of the newer communities- e.g. Keysborough.

### Future Needs:

- Protection of parks and nature is of high priority.
- Walking to and around parks is important.
- Open space needs to offer a good mix of formal and informal activity spaces.
- Bicycle paths need upgrading.
- Opportunities for sporting clubs to use informal activity spaces for training.
- Increasing demand for what is included in playgrounds and how they cater for a wide range of age groups.
- There is increasing demand for:
  - Space for physical activity / non-organised activities
  - Spaces for cultural expression
  - Exercise equipment.
  - Basketball and social sport facilities.
  - Green spaces for walking.
  - Spaces for community events.
  - Non-traditional sports.
  - Bicycle and walking paths.
  - Meaningful open space for extended visits
  - Access to technology (WIFI)

### Key role/functions for open space:

Existing feedback suggests that open space plays a range of different role or functions for the community including, as a place to:

1. Play and be active for all ages, cultures and abilities (an alternative backyard)
2. Celebrate and create social connections (festivals, events, parties, celebrations)
3. Play organised sport
4. Be physically active such as a walking and exercise opportunities
5. Access nature and biodiversity, wildlife and sunshine
6. A place for cultural expression

## APPENDIX 1 - Suggested engagement process

	Purpose of Engagement	Engagement Activity	Tentative Dates
<b>STAGE 1</b>	<p><b>COUNCIL BACKGROUND WORK</b> Engagement with existing staff. Engagement with Council officers to gain insights about existing works, strategies, aspirations and opportunities for the strategy.</p>	Internal Workshops	2018
STAGE 2	<p><b>PREPARATION OF ISSUES PAPER</b> Undertake a desktop review of existing community feedback received through other community engagement activities, to determine:</p> <ul style="list-style-type: none"> <li>• What do we know about residents and workers current experience of open space?</li> <li>• What is working well? What is missing?</li> <li>• Suggested improvements to open space in the City of Greater Dandenong</li> </ul> <p>Test the proposed framework and open space definition with key staff including:</p> <ul style="list-style-type: none"> <li>• Open Space &amp; Playgrounds (Michael Smith and Jane Brodie)</li> <li>• Sports &amp; Facilities (Tom Cullen)</li> <li>• Asset Management (Alison Saunders)</li> </ul>	Workshops & Interviews	2018
<b>STAGE 3</b>	<p><b>ENGAGEMENT PHASE 1</b> Provide feedback to the community on what we have heard so far. Prepare a newsletter outlining the project, including identified emerging issues to date, and links to ways the community can provide additional feedback. This may include:</p> <ul style="list-style-type: none"> <li>• Online Survey</li> <li>• Online Mapping Tool</li> </ul>	<p>Day visiting and promoting the project in major open spaces / sports facilities (top 5) Embed link within Council website (to be confirmed later in the project) Circulate weblink and online mapping tool to existing Council stakeholder database (to be confirmed later in the project) Small group discussions with school children</p>	Early 2019
STAGE 4	PREPARATION OF DRAFT STRATEGY & ACTION PLAN		Early - Mid 2019
<b>STAGE 5</b>	<p><b>ENGAGEMENT PHASE 2</b> Gain feedback on the draft open space strategy including:</p> <ul style="list-style-type: none"> <li>• Broad engagement</li> <li>• Targeted engagement</li> </ul>	<p>Pop-up activities visiting and promoting the draft report in major open spaces / sports facilities (top 5) Embed link within Council website (to be confirmed later in the project)</p>	TBC
STAGE 6	FINAL OPEN SPACE STRATEGY & ACTION PLAN		TBC

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## 8.8 GLOSSARY

**CGD** – City of Greater Dandenong

**DCP** – Development Contributions Plan

**ICP** – Infrastructure Contributions Plan

**IRC** – Infrastructure Recovery Charge

**LPPF** – Local Planning Policy Framework

**OSC** – Open Space Contributions

**OSS** – Open Space Contributions

**PSP** – Precinct Structure Plan

**PPF** – Planning Policy Framework

**UGB** – Urban Growth Boundary

**VPA** – Victorian Planning Authority

**VPP** – Victorian Planning Provisions

