

Hume City Council

INDUSTRIAL DEVELOPMENT STRATEGY

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HUME CITY COUNCIL

INDUSTRIAL DEVELOPMENT STRATEGY

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INDUSTRIAL DEVELOPMENT STRATEGY:

1. PREAMBLE:

For much of the past decade, the Hume City Council has experienced rapid residential growth as the development of Melbourne continues to expand. A significant part of the City's agricultural land has, and will, be converted to urban uses, particularly residential development. As pressures for expansion increase in the Melbourne metropolitan area the existing urban settlements within the City will continue to experience similar pressures to grow and expand. The Council has implemented a number of planning policies aimed at ensuring that this continued growth occurs in a co-ordinated manner.

The City has recognised the need to continue to facilitate the location of employment generating industries into established areas (ie Hume Highway corridor, vicinity of airport, parts of Sunbury etc) and also into areas yet to be identified. The City recognises the need to, as far as possible, work towards the achievement of a jobs-housing balance which will in turn aid in reducing energy consumption levels by reducing work related travel on inter regional roads, resultant reduction in traffic congestion and improve the quality of life of residents. Planning for industry should not be a haphazard exercise and in recognition of this, the City has prepared this comprehensive Industrial Strategy. The Strategy, when implemented, will provide both a qualitative and quantitative framework on the following issues:

- the identification and pre-planning of future industrial areas within the Shire;
- principles to be adopted in determining a suitable layout for industrial subdivisions;
- minimum site specific development standards for industrial development applications.

The Strategy contains a series of overall goals and then more specific objectives reflecting the Shire's philosophical and practical approach to the provision of industrial development.

It should be noted that this Strategy is primarily directed at industrial development. It will not include office development, other than the administrative business offices associated with permitted industrial uses.

2. GOALS:

- To provide for the opportunity to establish a range of industrial activities including general, light and service industries as well as high quality business parks.
- To have a higher percentage of residents working in the City of Hume and provide for an expanding economic base for the City of Hume in pursuit of the adopted goal of achieving a jobs-housing balance.
- To ensure compatibility between industrial land uses and uses of lesser intensity.
- To maximise the potential of industrially zoned lands for the fostering of new and innovative industrial development.
- To establish design and development standards that will ensure a high quality, integrated development that will endure over time.
- To encourage the development of all types of industrial establishments in a manner that is consistent with sound standards of public health and safety.
- To provide that development takes place in an orderly and proper manner.
- To assure a high standard of appearance of industrial development.

3. PLANNING FOR INDUSTRIAL LAND:

As a Planning Authority, and in pursuance of the stated goals of this strategy, the Council undertakes the role of designating land as being suitable for industrial purposes. It is preferable that this planning be carried out in a 'greenfields' situation (ie in advance of substantial urban development) so that sites for industrial purposes can be properly integrated into a developing area. This particular section sets out the principles that the Council will employ in the selection of both large and small scale industrial areas and will also outline the procedures to be adopted in the event of a developer initiated re-zoning request.

3.1 Objectives:

- To ensure, where possible, that natural buffers ie railway lines, major streets or abrupt topographic changes are used to delineate industrial areas.

- To set aside appropriately located areas consistent with proper planning practices for a full range of industrial uses grouped in such a manner as to achieve maximum compatibility with respect to the characteristics of the various types of industrial activities and processes.
- To create a suitable environment for various types of industrial uses and protect them from adverse impacts incidental to other land uses.
- To ensure that future industrial areas are located in accordance with established locational criteria.
- To ensure that new industrial areas are located so as to minimise detriment to other land uses and to similarly ensure that the planning for other land uses takes account of existing or planned industrial sites.
- To designate land suitable for a range of manufacturing and associated industrial and service activities where essential services are or can be made available.
- To avoid creating, or perpetrating, areas which suffer from poor planning.

3.2 Procedures of Identifying Industrial Land:

(a) Council Initiated:

In most instances the Council, as part of an overall planning exercise, will identify land as being suitable for industrial purposes and then undertake re-zoning so as to formally identify same in the Planning Scheme. As part of the amendment process the Council is required to assess the environmental and social aspects of the re-zoning. It is the intention of Council, that as far as possible, such re-zoning for industrial purposes will occur in advance of encroaching development so that the existing and future community are aware of the intentions for the future use of the particular land.

(b) Developer Initiated:

In some instances the Council will receive requests from individuals for either large scale or 'site specific' industrial re-zonings. If the request does not comply with an adopted structure plan or policy the council will require a demand analysis report to be submitted as well as a report detailing

expected effects (and proposed mitigating measures) on the environment and the social well being of the nearby community. the Council may agree to place an amendment on exhibition however this does not imply subsequent adoption (ie depending on the outcomes of the exhibition and the response from public authorities).

3.3 Location of Industrial Zones:

Different types of industrial zones by their definition (ie General, Light and Service) imply differing locational criteria. For instance, it is possible to site a Service Industrial area closer to residential areas than say a General Industrial precinct. However when zoning for significant sized industrial areas the Council recognises that there are a number of factors which will induce an industry to locate. These factors (which exclude personal reasons for location such as the owner of the business resides in the area for instance) include;

- labour, both quality and quantity
- transport and communications, ie access to main markets, road, rail and air
- site and premises, ie readily serviced
- Government aid, ie carrot and stick, discounted factory lease, grants, etc
- environmental factors, ie simply climate or landscape or the wider concept of the total environment
- agency co-operation, ie local planning authority co operation.

The Council as a planning authority should, in its planning for industrial areas, take account of the employer locational criteria (above) as well as the other more traditional town planning criteria listed in the following section.

3.4 Criteria for Selection of Industrial Zones:

Acknowledging that certain variables exist (ie size and scale of industrial area required, type of industry planned etc) the following matters will be important in Council determining whether or not to identify land for industrial purposes;

- (a) 'Infill' sites are not favoured excepting those which can provide adequate buffering from less intensive land uses or zones.

- (b) It is desirable that natural buffers (ie railway lines, major streets or abrupt topographic changes) should be used to delineate industrial areas.
- (c) Availability of workforce and achievement of jobs-housing balance.
- (d) Proximity to noise sensitive locations.
- (e) Proximity to environmentally sensitive locations.
- (f) Proximity to necessary transportation corridor for regional circulation (ie significant roads, rail and air).
- (g) Proximity to established or planned public transport routes.
- (h) Availability (or possible provision) of services including:
 - water
 - waste water disposal
 - drainage
 - solid waste disposal
 - telephone
 - electricity
 - gas
 - fire protection

4. PRINCIPLES FOR INDUSTRIAL SUBDIVISION:

Following the identification and zoning of land for industrial purposes it is likely (excepting in circumstances where a site specific re-zoning occurs) that subdivision into multiple allotments will occur. It is the intention of Council that, depending on the size and scale of the subdivision, certain guidelines be taken into account when approving same. In particular the Council will be concerned to ensure that the allotment size and mix is adequate to meet localised demands as well as minimum development standards.

4.1 Objectives:

- To ensure that a range of lot sizes is provided to meet current and anticipated demand.
- To ensure the provision of land suitable for employee support facilities (including open space, commercial and childminding) within large scale industrial areas.

- To ensure the provision of adequate space, primarily through the regulation of lot size, to meet the needs of industrial development including off street parking and loading areas.
- To ensure that the planning for an industrial subdivision takes account of existing physical features, pedestrian circulation oriented towards community facilities, retention of nature vegetation and any site specific needs that may eventuate.
- To ensure that the subdivision design allows for the movement of public transport.

4.2 Procedures for Subdivision of Industrial Land:

It is not intended in this section to set out all of the relevant statutory provisions relating to small and large scale industrial subdivisions. Procedures for subdivision can be found in the Planning and Environment Act and Subdivision Act.

In the majority of instances a town planning permit will be required for an industrial subdivision. The purpose of this strategy, and more particularly this section, is to set out a number of principles to be taken into account at the planning stage.

4.3 Lot Size:

The Council expects that a subdivider will undertake a demand analysis study in order to determine the mix of lot sizes within a subdivision based on the type of industry or industries planned for. Particularly for larger scale subdivisions (ie greater than 15 lots) the Council may require the submission of such a report prior to consideration of a proposal. Despite the above, the absolute minimum lot size - and dimensions - will be as follows;

- area 800m²
- frontage 19.2m
- depth 30m

Where a subdivision abuts a main or secondary road the lots fronting such alignments shall be a minimum of 4,000m² in area.

4.4 Environmental Impacts:

An industrial subdivision, as with others, will have the potential to have an adverse effect on the environment. The Council has adopted procedures which may result in certain developments requiring the preparation of an Environmental Impact Report. If

such an analysis has not been carried out at the re-zoning stage then same may be required at the subdivision permit stage.

4.5 Employee Amenities:

The Council is concerned to ensure that adequate amenities are provided for employees within industrial areas. Employers are encouraged to provide specific on site amenities (see Section 7) however at the subdivision stage the following may be required (depending on the number of lots and location of subdivision);

- a public open space reserve acting as the focal point for the area. The Council may require landscaping and placement of active and passive recreational facilities on the reserve;
- a series of pedestrian walkways leading to the public open space and associated facilities together with adjacent land uses if necessary;
- land adjacent to the reserve - on separate title, set aside for a shop and (private) child care centre. The road reserve in front of both of these allotments shall be widened to allow indented on street parking;
- contribution toward the construction of roadside shelters in the event that public transport serves the area.

4.6 Subdivision and Lot Layout:

The following principles apply to lot configuration;

- avoid the clutter of small industrial allotments along main road frontages or adjacent to other zones. Rather, disperse amongst other lot sizes or concentrate within the estate, not on periphery;
- ensure that large, 'prestigious style' lots are located along main or secondary road frontages with access being via a service road;
- the layout, width and design of internal through roads should allow for the possibility of the provision of public transport and heavy vehicle traffic;
- allotments and public open space reserves (including walkways) should be arranged so as to maximise the retention of trees and other existing physical features seen as desirable to retain;

- should the subdivision about a zone of lesser intensity the Council may require the provision of a screen plantation at a width to be specified.

5. SITE SPECIFIC DEVELOPMENT STANDARDS:

The appearance and functionality of an industrial are often depends on the development of each individual allotment. The inconsistent and haphazard application of development standards in the past has resulted in poorly presented and functioning streetscapes. When such streetscapes comprise important, and highly visible, thoroughfares within a municipality they have the potential to impose a negative impact on the landscape. In this section of the strategy it is recognised that judicious pre-planning and subdivisional layout can be wasted if subsequent development fails to meet minimum standards.

5.1 Objectives:

- To ensure proper development and use of land.
- To prevent the erection upon land of structures built of improper design or materials.
- To encourage the development of attractive improvements at appropriate locations and prevent haphazard and in harmonious improvements from occurring.
- To secure and maintain proper setbacks from streets and adequate free spaces between structures.
- To ensure that adequate car parking and loading areas are provided on site.
- To ensure that advertising signs erected are neat and attractive in appearance, are uniform in area between premises and only identify the name of the business occupying the premises.
- To ensure that new development does not block existing views of hills or other features of the environment worthy of protection.
- To encourage developers to provide employee amenities and, where appropriate, implement transportation management programs.

- To ensure that the appearance of industrial buildings and uses is harmonious with the visual character of the area in which they are located.

5.2 Development Standards:

In this section certain standards are specified which can be applied on a consistent basis across the City of Hume. The Council is acting in a positive manner to ensure that development of individual lots occurs in a planned and coordinated manner. The statutory requirements contained in the Planning Scheme provide only a very basic framework for development. It is intended that these should be supplemented by a comprehensive set of development controls although it is recognised that there will exist certain site or locational specific instances where alternative requirements are appropriate.

5.2.1 Building Form and Appearance:

5.2.1.1 Architectural Theme or Character:

- Designs and colour schemes should be devoted to serenity and compatibility rather than to flash and drama.
- Architectural features, materials and colour should not dramatically contrast with those existing on adjacent allotments.
- On land immediately adjacent to significant areas of public open space, architectural form and character should blend with the character of the open space.

5.2.1.2 Structural Height and Viewlines:

- Structural heights shall generally be limited to 7m for buildings fronting local streets.
- Existing views of hills or other features of the environment should not be blocked by new development where it is possible to safeguard such views. Designers should take advantage of opportunities both to protect views and to create new ones.

5.2.1.3 Materials of Construction:

- One dominant material should be selected for the exterior walls of the building.
- The primary building materials to be used are brick, concrete, masonry or glass. Colourbond wall construction is not favoured although it may be used as roofing materials where appropriate.

5.2.2 Setbacks for Buildings:

- For allotments not fronting a main or secondary road, building and landscaping setbacks should be provided in accordance with the following:
 - frontage : 6m
 - side: nil (although a minimum separation for car parking areas from a side boundary is specified in a later section).
- For allotments in excess of 4,000m² the setbacks from the front boundary shall be increased at the rate of 0.5m per 1,000m² additional site area.
- The above requirements may not necessarily be applied in established industrial areas where precedents have created a uniform streetscape at a greater or lesser setback.
- Allotments abutting a main or secondary road shall have the following building setbacks;
 - front: 20m
 - side: 5m

5.2.3 Landscaping:

5.2.3.1 Principles for Landscape Design:

- Owners will be responsible for design, construction and maintenance of all landscaped areas on their site. The Council will levy a landscape bond to assure construction and maintenance.
- There should be a minimum 1.5m planting area between building and car parking to provide contrast and safe vehicular movements.
- Landscape design should be relatively simple and include the planting of some semi-advanced trees. Some lawn area is preferred.
- In instances where a larger than normal frontage setback is provided it is preferred that a mounding treatment - designed so as to screen car parking areas - be provided.
- There shall be no more than ten (10) continuous parking spaces without being interrupted by a 1.2m wide planting island containing a canopy tree and ground coves.
- The site and landscape plan should be developed to incorporate existing landscape materials, especially trees.
- For developments incorporating 50 or more on site car spaces at least 10% of the carparking area shall be landscaped.

5.2.3.2 Landscaped Maintenance:

- Landscaping shall be maintained in a healthy and growing condition or otherwise replaced with equal size and species material.
- A fully operational automatic underground irrigation system shall be provided in all landscaped areas.

- The landscape sprinkler irrigation system shall be designed and operated to prevent or minimise run-off and discharge of irrigation water onto roadways, driveways, adjacent properties and any area not under control of the user.
- Boundary and estate fencing are to be consistent and shall be approved by the Responsible Authority.
- All unused and non landscaped land area that is planned for future building expansion or other purpose should be maintained and kept free of weeds, other unsightly plant growth, rubbish and debris.

5.2.4 Car Parking:

- The amount of on site car parking to be provided on the site shall conform to the maximum rate prescribed in the Planning Scheme unless a particular use or form of development warrants a reduction in same. The incidence of on street car parking is strongly discouraged by Council.
- Each site shall provide a minimum of 10 bicycle parking bays/racks for every 100 car spaces.
- Handicapped car parking bays shall be provided on the following basis:

Total Car Spaces	No of Handicapped Spaces
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1-40	1
41-80	2
81-120	3
121-160	4
161-300	5
301-400	6
401-500	7

- A minimum separation of 1.5m shall be provided between side boundaries and car parking areas.

5.2.5 Storage and Loading:

- All trucks or other motor vehicles stored upon a site must be inside a closed building or screened portion of the site.
- Provisions shall be made on each site for any necessary vehicle loading and unloading (on-street vehicle loading or unloading shall not be permitted).
- Exterior storage shall be fully screened by walls that are connected to, of the same material, and generally integral to the main building. The height shall be adequate such that no materials will be visible above the wall.
- All outdoor refuse enclosures shall be constructed of a durable wall, 1.8m minimum height, with a non-combustible gate, so as to screen all refuse containers from adjacent lots or streets. No refuse collection or storage areas shall be located between a street and the front of a building.
- Refuse collection areas shall be designed to contain all refuse generated on-site between collections.
- Solid walls required for screening service and loading areas, exterior storage, refuse, and equipment shall be a minimum of 1.8m and a maximum of 3.6m in height.
- Walls located between building setback and parking setback shall be a maximum of 1m in height.
- Retaining walls and solid walls required for screening service and loading areas, exterior storage, refuse, and equipment, and not attached to buildings, shall be compatible with architecture, materials, and colour of the buildings.

5.2.6 Lighting:

The concept for on-site lighting is intended to be low key. Overall high levels of illumination are not required.

- General lighting shall not cast any glare onto adjacent lots and streets in such a manner as to decrease the ambience of adjacent areas or the safety of pedestrian and vehicular movement.
- All lighting visible from adjacent streets shall be indirect and shall incorporate full cut-off shield fixtures.
- Service area lighting shall be contained within service yard boundaries, with light sources concealed.
- Building illumination and architectural lighting shall be indirect in character (ie no light source visible).

5.2.7 Advertising Signs:

The amount and location of advertising displayed on each property should comply with the provisions of the Planning Scheme and Council's Outdoor Advertising Code.

Despite the above the following general principles apply:

- above roof and "off site" promotion signs are discouraged;
- signs permitted will be those which identify the name of the business occupying the premises and which, in the case of service industries, give limited information as to the service offered.
- Freestanding, low level, building identification signs may be permitted in the garden setback area.
- For integrated projects an identification or 'director' sign should be designed into the total project. Content of such signage will normally be limited to tenants names and/or logos.

5.2.8 Criteria for Development Adjacent to Main or Secondary Road Reservations:

Industrial development along significant road reservations play an important role in the appearance of the City of Hume. In general, the Council will encourage larger lots, greater setbacks and higher aesthetics for industry in these prominent locations. In attempting to ensure that development compliments important streetscapes the following general standards will apply;

- All buildings shall face the reservation.
- The size, height and number of signs shall be the minimum necessary for identification.
- All mechanical equipment shall be screened from public view.
- Loading and storage areas shall be placed facing away from the view of the road.
- In the design of a new subdivision only larger than average lot sizes should be abutting the reservation. This combined with increased frontage setbacks and the requirement for side setbacks should create the impression of a less dense development.
- Predominant material of construction for the building facade should be brick.

5.2.9 Information to be Provided with Application for Planning Permit:

5.2.9.1 Submission of Plans:

Plans submitted for Council approval should show the following:

- Proposed building outline with dimensions to property line.
- If the application seeks consent for a particular use then the internal layout of the building should be included on the plans.
- Parking areas - location and number of spaces.
- Pedestrian circulation.

- Elevations
- Building and parking setbacks
- Storage and service areas
- Landscaping

5.2.9.2 Statistical Summary:

The following statistical information should be included on the plan;

- Total lot area (m²)
- Total building area and floor area
- Site coverage ratio
- Number of car spaces
- Parking ratio
- % lot covered with car parking
- total landscape area (m²) and % of lot covered with landscaping

6. TRANSPORTATION MANAGEMENT PROGRAM:

The Council is keen to encourage developers, particularly of larger scale industrial projects, to provide on-site measures that will help reduce the use of the vehicle to and from the workplace thereby lessening congestion, air pollution, etc. The Council would be prepared to consider the deferral of the provision of a pre-determined number of car spaces if the developer enters into an Agreement to implement a transportation management program for employees. Should the program not prove successful the Council will require the outstanding car parking to be constructed on the development site.

Measures that could be included in a program may be the following:

- locate near public transport and if it is present, distribute information to employees about regional and local public transit facilities.
- Provide form transportation points including bus stops, passenger loading areas and shelters.
- Encourage employee van pools and car pools.
- Provide preferential parking for cars participating in car pools.
- Provide facilities for securing and storing small vehicles such as bicycles.
- Establish staggered and/or flexible work hours where possible.

Interested developers should discuss the matter with Council planning staff prior to lodging an application for development approval.

7. EMPLOYEE AMENITIES:

In so far as it is able to do so, the Council through the use of its planning powers, and in this strategy, has endeavoured to ensure that necessary and desirable employee amenities are provided in an industrial area. These amenities include public open space (incorporating recreation activities), child care sites and commercial facilities. The individual developer/employer, depending on the size, scale and particular characteristics of a project, is also encouraged by Council to provide employee amenities on site.

The opportunity may exist to provide some of the following amenities;

- Space for active recreational pursuits during breaks.
- An exercise equipment room.
- Changing rooms and showers for bicycle commuters and exercisers.
- Shaded outdoor eating and sitting areas.
- Employee areas for breaks and lunches that are designed to have what the workplace may lack, ie quiet, views, clean air, etc.
- Daycare at the workplace.
- Shade for preferential car pool parking.
- Bicycle parking that is safe, secure, clean and sheltered from the elements.

Development that incorporates some of these, or other employee amenities may attract a development bonus from Council. Interested applicants, particularly of larger scale projects, should discuss the matter with Council planning staff.

A further working paper will be developed and adopted by Council outlining the types of development bonuses - and under what circumstances they will be applied - that may be given.