

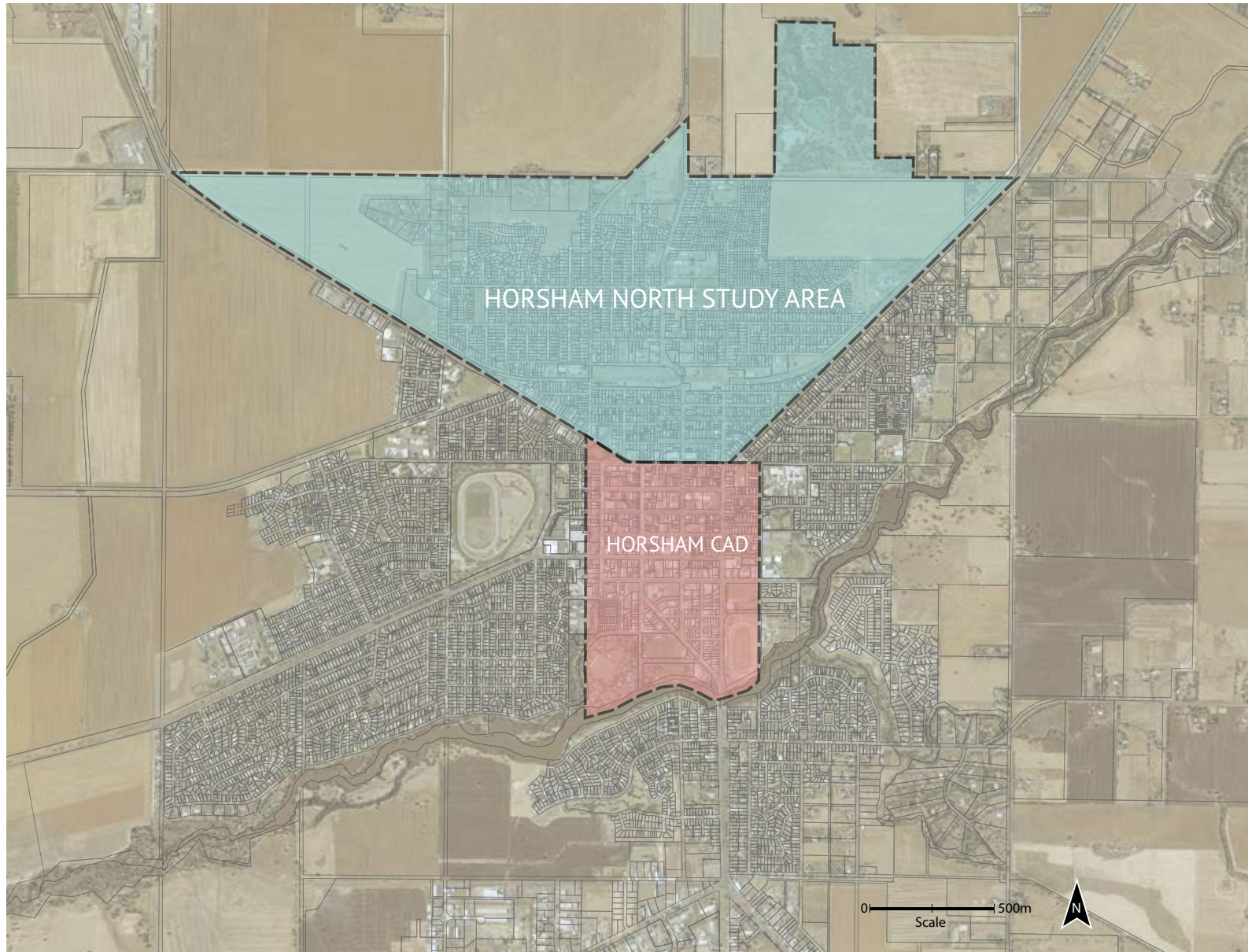
HORSHAM NORTH

DRAFT ISSUES & OPPORTUNITIES PAPER

March 2022



Horsham Rural City
Council urban rural balance



Plan 1: Horsham Urban Area

Table of Contents

Part 1: Introduction	5	Part 3: Access + Connections	37	Part 4: Public Spaces	61
1.1 Introduction	6	3.1 Access + Connectivity	38	4.1 Public open space	64
1.2 Purpose	6	3.2 What are the Key Issues?	40	4.2 Current Provision of Open Space	66
1.3 Background + Context	8	3.3 The Movement Network	42	4.3 Horsham Open Space Strategy	68
1.4 Horsham North UDF	10	3.4 Public Transport Connections	44	4.4 Analysis of Parks and Reserves	70
1.5 Previous Community Engagement	12	3.5 Regional Connectivity	45	4.5 Increase the Provision of Open Space	76
1.6 The Achievements	12	3.6 Pedestrian Connectivity	46	4.6 Improve the Design / Quality of New Open Space	78
1.7 The Challenges	12	3.7 Pedestrian / Cyclist Crossing Points	47	4.7 Subdivision Design	78
1.8 Population Summary	14	3.8 Subdivision Pattern	48	4.8 Re-Design / Improve Existing Parks	79
1.9 Demographic Profile	15	3.9 Connections to/through Parks	51	4.9 Apply the Urban Design Guidelines for Victoria (Subdivisions)	80
1.10 Council's Strategic Framework	16	3.10 Promote + Facilitate Walkability	52	4.10 Case Studies (Subdivisions in Melbourne's Growth Areas)	81
1.11 Horsham Planning Scheme	20	3.11 Improve the Cycling + Shared Path Network	53	4.11 Public Realm Activation	82
1.12 Urban Design Guidelines for Victoria	22	3.12 Activate the Rail Corridor + Improve Connectivity	54	4.12 Silo Art Project	83
Part 2: Planning + Land Use	25	3.13 Provide Stronger Connectivity in Future Subdivisions	56	4.13 Activate the Rail Corridor	84
2.1 Land Use + Planning	26	3.14 Plan for Future Subdivisions	58	4.14 Issues Summary	86
2.2 What are the Key Issues?	26	3.15 Issues Summary	60	4.15 Opportunities Summary	87
2.3 Current Zoning	26	3.16 Opportunities Summary	61	Next Steps	89
2.4 Residential Areas (Housing)	28				
2.5 Household Types	28				
2.6 Housing Affordability	28				
2.7 Social Housing	28				
2.8 Commercial + Industrial Land	30				
2.9 Under-utilised Land	30				
2.10 Urban + Neighbourhood Character	32				
2.11 Local Heritage	32				
2.12 Community / Social Infrastructure	33				
2.13 Sporting Infrastructure (Facilities)	34				
2.14 Issues Summary	36				
2.15 Opportunities Summary	37				



Part 1: Introduction

1.1 Introduction

Horsham North (the study area) is the area immediately north of Baillie Street (the Western Highway) extending north to Rasmussen Road and also bounded by Dimboola Road (the Western Highway) and Dooen Road, which run parallel with the railway line, which divides Horsham North.

The area currently accommodates approximately 4,131 residents (estimated resident population in 2020) and has the potential to accommodate future dwelling and population growth. The area has a number of parks and reserves that service the local community, which are of varying size and quality. There is a primary school at the northern edge of the study area and the child and maternal health centre, including a kindergarten on Kalkee Road (The Children's and Community Hub).

The Horsham town centre (or Central Activities District) is within a 1km walk from a large part of Horsham North. However, the pedestrian and cyclist connections are heavily constrained by the presence of the railway line and rail corridor, creating a physical barrier between most of Horsham North and the town centre to the south.

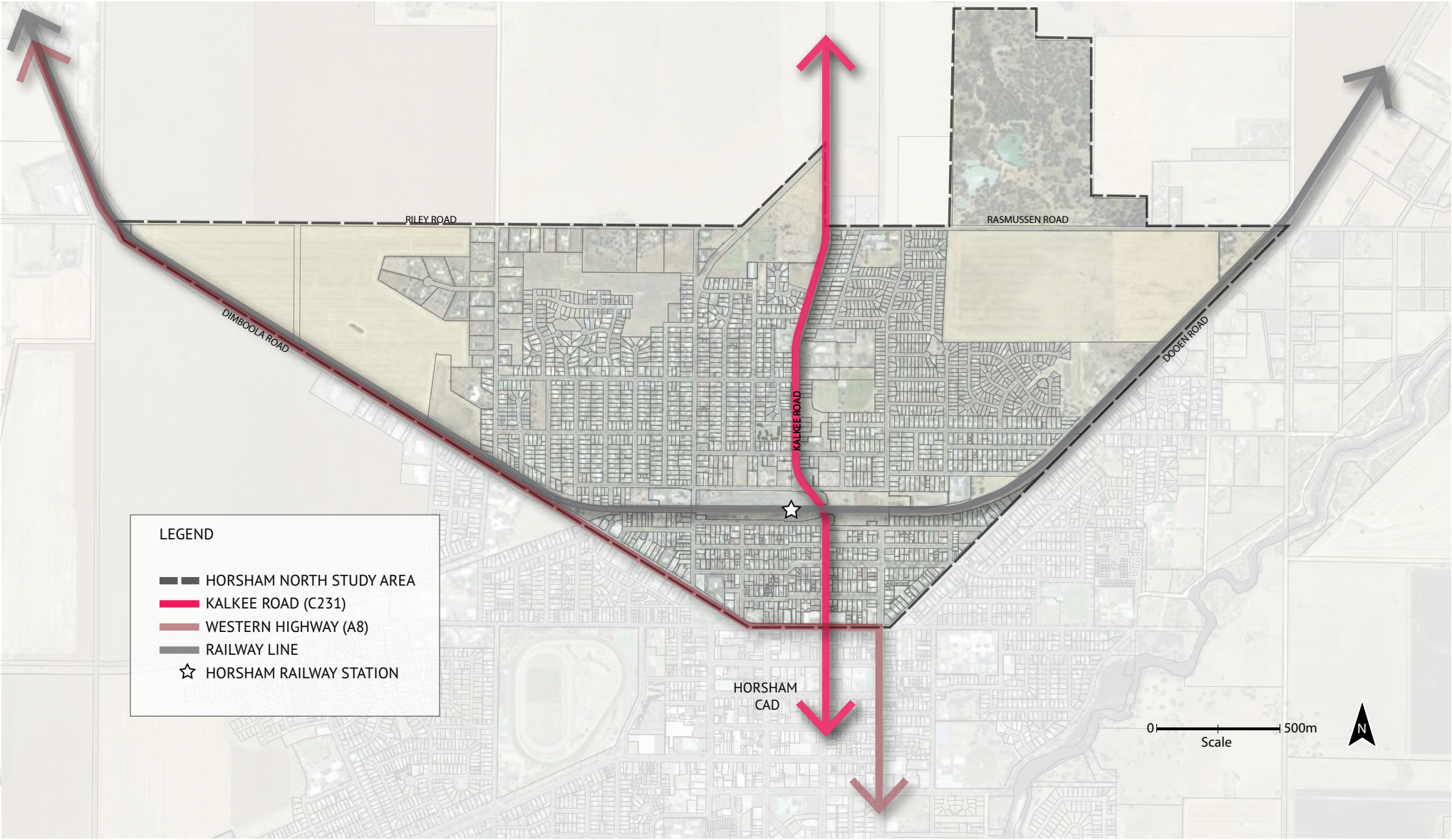
1.2 Purpose

This Issues and Opportunities Paper for Horsham North is based on a review of the issues, opportunities, strategies and actions that were identified in the Horsham North Urban Design Framework (UDF), adopted by Council in 2013.

The purpose of this document is to bring forward the issues and opportunities set out in the Horsham North Urban Design Framework (2013) and to reinterpret the Directions and Actions set out under a set of new themes, and an expanded study area, and to also identify new opportunities that would improve the urban environment in the local area.

The issues and opportunities will then be presented to the community and feedback will inform the Local Area Plan for Horsham North, which will provide an implementation plan for the actions identified. The Horsham North Local Area Plan will align with current Council strategies and projects, and will also support future changes to the Horsham Planning Scheme.





Plan 2: Horsham North Study Area

1.3 Background + Context (Horsham North Urban Design Framework - 2013)

UDF Overview

The Horsham North Urban Design Framework (UDF) provides an analysis of Horsham North, predominantly from an urban design perspective.

Since the adoption of the UDF in 2013, Council has been actively engaging with VicTrack and other state government agencies to explore options to improve the rail corridor and improve access and connectivity. Soil contamination has been one of the biggest constraints in progressing with plans for converting the rail corridor land for community use.

The UDF identifies opportunities to convert strategic sites such as those located in close proximity to the Dudley Cornell Reserve as well as the Horsham Rail Corridor and other former industrial sites, to enable urban renewal and place-making opportunities such as the Children's & Community Hub (completed), and the potential for a small neighbourhood activity centre, which would include residential and convenience retail (and other potential uses) through the redevelopment of under-utilised sites north of the Dudley Cornell Reserve.

The Kalkee Road Children's (and Community) Hub was constructed in 2017, which serves as a child and maternal health centre and kindergarten.

Based on the recommendations of the Horsham Social Infrastructure Framework (discuss later in this section) it may be appropriate to explore options for expanded use of the current facility or the development of a new community facility that serves a wide range of users, particularly in Horsham North.

Key Issues Identified

The key issues identified within the UDF included:

- Access and connectivity, which is heavily influenced by the presence of the Horsham rail corridor and lack of safe and accessible pedestrian connections across or under the railway line;
- Poorly designed / located areas of open space; and
- Large areas of under-utilised land (in addition to the rail corridor) contributing to the "negative image" that was identified in the UDF.

One of the key issues identified in the UDF is that overall, Horsham North has a lower socio-economic profile than other parts of Horsham and is significantly disadvantaged by the physical constraints of the area, which in addition to the rail corridor, is suffering from a legacy of past planning decisions leading to poorly planned subdivisions and subsequently, poorly planned areas of open space.

Council is well aware of these issues and there are ongoing efforts to improve the public realm and streetscapes of Horsham North. There has been an active campaign of street tree planting and this Local Area Plan will further identify the issues and opportunities that need to be addressed to improve the urban environment of Horsham North, which can become a more liveable, vibrant, accessible and attractive place to live.

Page 13 of the Horsham North UDF states:

Opportunities

- *Changing the negative image / perception of Horsham North*
- *Re-integrating Horsham North with the rest of Horsham*
- *Improving the urban environment*
- *Improving accessibility*
- *Creating a community focus or 'heart'*
- *Improving safety in the public realm*
- *Facilitating economic development in Horsham North*
- *Improving health through services, facilities and recreation opportunities*

Threats

Continued poor planning outcomes
It is vital that capital works and urban interventions in Horsham North are implemented through careful, considered and high-quality planning and design, to ensure high quality outcomes. Rushed and ill-considered planning decisions must be avoided.

Poor design quality

Individual development outcomes (private or public sector initiatives) should avoid bad design, and should deliver the best possible outcomes to maximise benefit for the local area. Any development project must be conscious of the implications for the area.

Lack of funding to implement change

Urban interventions are expensive, and lack of funding can cause long or ongoing delays to progress. In areas of high need such as Horsham North, it will be important to instigate an ongoing program of delivery of outcomes, starting immediately, even if small or modest.



View of the rail corridor from the Kalkee Road Bridge



Kalkee Road Bridge viewed from Railway Ave

1.4 Key Objectives from the Horsham North Urban Design Framework (2013) - Page 17

The following objectives are found in the Horsham North Urban Design Framework (2013) and have been reviewed as part of this project. Not all of the objectives are still relevant and the Horsham North Local Area Plan (when developed) will set the direction for how Horsham North will become more liveable and attractive for its residents into the future.

Changing the negative image and perception of Horsham North

- *Horsham North suffers from a serious image problem. It is perceived within Horsham as a 'different', 'poor', 'separate' and 'unsafe' part of the town, to be avoided or shunned, and this affects perceptions of the Horsham North community, which in turn affects their opportunities and potentials.*
- *Physical and programmatic interventions can help to address or change this perception, by creating a new image, role or place-based purpose for Horsham North. This shift is pivotal for achieving successful regeneration of the area.*

Re-integrating Horsham North with the rest of Horsham

- *Horsham North is physically separated from the remainder of Horsham, and the town centre, by the railway corridor and adjoining industrial land uses, which form a physical barrier and constraint to movement and access. Horsham North is also perceived as separate or outside from the rest of Horsham.*
- *Developing initiatives to help re-integrate the urban areas on each side of the railway is a key requirement for this project.*

Improving the urban environment

- *The urban environment in Horsham North is generally of low quality, with damaged footpaths and street furniture, inadequate landscaping, poor edge conditions/ frontages to open spaces, and mixed housing quality.*
- *This project seeks to provide a framework of modest, achievable interventions to improve the quality, amenity and appearance of the public realm environment.*

Improving accessibility

- *Relatively high levels of non-car ownership, and lack of retail or community facilities in Horsham North, as well as the significant numbers of children attending other schools outside Horsham North, make accessibility a high priority in the area.*
- *Public transport services and facilities are currently inadequate, and pedestrian conditions are poor, especially at the railway crossing points.*
- *Therefore making substantial improvements to accessibility, especially for pedestrians, is a key objective for this project.*

Creating a community focus or 'heart'

- *Horsham north currently lacks a centre or 'heart', a defined focal point for the urban area. An urban centre, perhaps comprising public space, community facilities shops, play area, seating and café, provides a recognisable place for meeting, social interaction and civic life (events, gatherings and meetings).*
- *There is value in concentrating various mixed facilities in one centre or place, to encourage a range of activities for different age groups and interests, throughout the day and evening.*
- *A sustainable neighbourhood centre can provide 'spin-off' benefits for the surrounding urban area, generating foot traffic, increasing safety and activity levels, providing employment opportunities, and enhancing access to health and social opportunities.*
- *Further, a well-designed and carefully located centre or "hub" can play an important strategic role, in connecting places, signifying positive change and improvement, and enhancing local identity and 'pride of place'.*

Improving safety in the public realm

- *Issues of personal safety in the public realm are common in areas of lower socio-economic circumstances or disadvantage. The perceived and actual lack of safety, particularly in certain locations and in the evenings, has various lifestyle impacts for residents of Horsham North.*
- *Safety issues limit accessibility and social opportunities, restrict exercise opportunities, constrain independence for young people, and cause anxiety and fear.*
- *An Urban Design Framework is limited in its capacity to address social problems, but urban design can have a significant effect on perceived and actual safety in streets and public spaces.*

Facilitating economic development in Horsham North

- *Horsham north accommodates limited business activity in the southern areas close to the railway line, and has a small number of corner store/milk bars within the residential areas. However there is no defined activity centre or significant shopping provision (supermarket or other retail) in the area, forcing residents to travel to other parts of Horsham for this purpose. There is also plentiful available land in the urban area for expansion of business activity.*

- *Economic development can bring multiple benefits to an urban area, including improved access to shopping for food and other goods, employment opportunities, meeting and social interaction, and enjoyment. Increased business activity will make the area more active, vibrant and busy, creating a better 'feel' in the area.*
- *Facilitating and encouraging economic development is also beyond the reach of an Urban Design Framework, but this study seeks to guide the implementation of this process, which should be supported by other processes.*
- *Improving health through services, facilities and recreation opportunities*
- *Personal health issues (physical and mental) can also be concentrated in areas of lower socio-economic circumstances or disadvantage, and can be related to inadequate service provision, lack of access to recreation opportunities, dietary habits and personal capacity, and access to healthy food, among other factors.*
- *This UDF seeks to propose urban design initiatives that can support physical exercise, social interaction and a safer, more amenable public realm. These outcomes can then provide improved personal health levels.*



Wawunna Road, next to the silos



Bus stop on Edith Street

1.5 Previous Community Engagement

It is acknowledged that the Horsham North community was actively involved in the development of the Urban Design Framework (2013) and then the Horsham Rail Corridor Masterplan (2016).

Since the completion of those plans, Council has undertaken a number of projects and has been actively pursuing options for re-activating the rail corridor, and has investigated (and will continue to investigate through discussion with the relevant authority) options for removing the current sub-standard underpasses that negatively impact accessibility within the area, and exploring alternative solutions.

The Horsham North Local Area Plan will continue to explore a number of those unresolved issues that were identified in previous work.

1.6 The Achievements

Since the adoption of the UDF, the following projects have been undertaken:

- Construction of the Kalkee Road Children's Hub.
- Improvements to the public realm leading into the underpasses.
- New barbecue and changeroom facilities at Dudley Cornell Reserve.
- An active and ongoing street tree planting program that has most streets planted with trees that will increase the tree canopy cover over the coming years.

Current Projects

- Planning is underway for the Silo Art project.
- Parking and amenity upgrades are being planned for Mill Street and Wawunna Road next to the silos.
- Community engagement will be undertaken on a masterplan for the Dudley Cornell Reserve.
- Planning is underway for a landscaped section of the rail corridor.

All projects will involve input from the community.

1.7 The Challenges

The UDF and Rail Corridor Masterplan documents have been described as “highly aspirational” and indeed they were.

The rail corridor itself is a highly constrained piece of land with varying levels of soil contamination across the site and the railway line itself services both interstate freight and passenger services. Regional train services do not currently service Horsham.

Council has been actively engaging with VicTrack and the Department of Transport in trying to resolve the issues relating to the corridor in order to be able to convert the corridor into a landscaped public space. It's a complex process but progress has been made.

The connections across and under the rail corridor are sub-standard from an urban design and DDA compliance perspective.



Kalkee Road Children's & Community Hub



Planning underway for Silo Art project



Street tree planting (providing for increased tree canopy)

1.8 Population Summary

Population

Horsham North had an Estimated Resident Population of 4,131 people in 2020, within an overall area of 5.04km² (504Ha), and overall population density of 819.9 people per square km (8.19 persons/Ha).

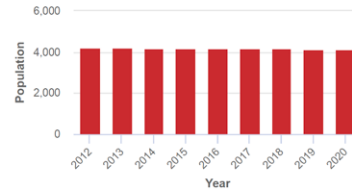
Population

4,131

ERP, 2020

▼ Declined by 10 from the previous year.

Estimated Resident Population
Horsham North Planning area



Year (ending June 30)	Number	Change in number	Change in percent	Regional Victoria change in percent
2012	4,230	--	--	--
2013	4,217	-14	-0.32	+1.18
2014	4,178	-39	-0.92	+1.14
2015	4,170	-8	-0.18	+1.20
2016	4,169	-1	-0.03	+1.74
2017	4,178	+9	+0.22	+1.30
2018	4,170	-9	-0.21	+1.33
2019	4,141	-29	-0.70	+1.37
2020	4,131	-10	-0.23	+1.30

Dwellings

From 2011 to 2020, the population has remained relatively stable with a small decline of approximately 100 people since 2011. However, there has been a slight increase in the number of dwellings growing by 57 from 2011 to 2016, indicating that household sizes have decreased over the same period, given the marginal increase in population.

Dwellings

Horsham North Planning area - Households (Enumerated)	2016			2011			Change
	Number	%	Regional Victoria %	Number	%	Regional Victoria %	2011 to 2016
Dwellings							
Total dwellings	2,045	100.0	100.0	1,988	100.0	100.0	+57
Occupied private dwellings	1,801	88.1	83.6	1,807	90.9	83.3	-6
Population in non-private dwellings	100	--	--	69	--	--	+31
Average household size (persons per dwelling)	2.19	--	2.36	2.27	--	2.40	-0.07

Household type

Horsham North Planning area - Total households (Enumerated)	2016			2011			Change
	Number	%	Regional Victoria %	Number	%	Regional Victoria %	2011 to 2016
Households by type							
Couples with children	352	19.7	25.3	379	20.9	26.9	-26
Couples without children	386	21.6	27.1	460	25.4	27.8	-75
One parent families	267	15.0	10.1	271	15.0	10.5	-4
Other families	27	1.5	0.8	19	1.1	0.8	+7
Group household	50	2.8	2.9	64	3.6	2.9	-14
Lone person	625	34.9	27.0	572	31.6	26.8	+53
Other not classifiable household	74	4.1	5.2	24	1.3	2.6	+50
Visitor only households	7	0.4	1.6	19	1.0	1.6	-12
Total households	1,790	100.0	100.0	1,811	100.0	100.0	-20

Age Groups

The population of Horsham North is comprised of various household types and age groups, as well as people from various cultural backgrounds. There is a good mix across the age groups with the highest proportion of people aged between 35-49.

Age structure - Service age groups

Horsham North Planning area - Total persons (Usual residence)	2016			2011			Change
	Number	%	Regional Victoria %	Number	%	Regional Victoria %	2011 to 2016
Service age group (years)							
Babies and pre-schoolers (0 to 4)	284	6.9	5.8	326	7.8	6.3	-43
Primary schoolers (5 to 11)	396	9.6	8.7	385	9.2	8.8	+12
Secondary schoolers (12 to 17)	309	7.5	7.4	311	7.4	8.4	-3
Tertiary education and independence (18 to 24)	374	9.1	7.9	466	11.1	8.1	-92
Young workforce (25 to 34)	587	14.2	10.9	558	13.3	10.5	+29
Parents and homebuilders (35 to 49)	629	15.2	18.1	726	17.3	19.8	-97
Older workers and pre-retirees (50 to 59)	550	13.3	13.9	552	13.2	14.0	-3
Empty nesters and retirees (60 to 69)	519	12.5	13.4	378	9.0	11.9	+141
Seniors (70 to 84)	398	9.6	11.1	424	10.1	10.0	-26
Elderly aged (85 and over)	91	2.2	2.7	62	1.5	2.3	+30
Total	4,140	100.0	100.0	4,192	100.0	100.0	-52

1.9 Demographic Profile

Horsham North has the following characteristics:

- A relatively high number of lone person households (35% compared with 30% for Horsham Rural City);
- Lower than average household incomes;
- Higher than average number of people renting;
- Rates low on the SEIFA (Socio-Economic Index for Areas), meaning that the area has lower than average socio-economic conditions;
- Higher than average unemployment; and
- Lower than average university education but higher than average trade education.

What does this mean?

Whilst there has been a slight increase in the number of dwellings, smaller household sizes account for relatively stagnant population growth. Providing for housing diversity will be an important consideration for future planning and issues such as social and affordable housing will need to be addressed (through further work).

In future, the Horsham North community would benefit from:

- Greater access to education, community and health services;
- Improved provision of public open space and community facilities including access to education and information (including access to internet/wi-fi); and
- Improved physical connections to the rest of Horsham and the region.

Couples with children 20% ▼ (-1.3%) Horsham Rural City Council 25% ▼ Regional Victoria 25% ▼ Victoria 31% ↔	Older couples without children 9% ↔ (0.1%) Horsham Rural City Council 12% ▲ Regional Victoria 12% ▲ Victoria 9% ↔	Households with a mortgage 29% ▼ (-1%) Horsham Rural City Council 32% ↔ Regional Victoria 31% ▼ Victoria 33% ▼	Overseas born 5% ▲ (0.5%) Horsham Rural City Council 6% ↔ Regional Victoria 11% ↔ Victoria 28% ▲
Lone person households 35% ▲ (3.3%) Horsham Rural City Council 30% ▲ Regional Victoria 27% ↔ Victoria 23% ↔	Medium and high density Housing 14% ▲ (0.5%) Horsham Rural City Council 12% ↔ Regional Victoria 10% ↔ Victoria 27% ▲	Language at home other than English 3% ↔ (0.3%) Horsham Rural City Council 4% ▲ Regional Victoria 6% ▲ Victoria 28% ▲	University attendance 1% ↔ (-0.3%) Horsham Rural City Council 2% ↔ Regional Victoria 3% ↔ Victoria 5% ▲
Median weekly household income \$880 ▲ (\$107) Horsham Rural City Council \$1,110 ▲ Regional Victoria \$1,124 ▲ Victoria \$1,418 ▲	Median weekly mortgage repayment \$212 Horsham Rural City Council \$275 ▲ Regional Victoria \$309 ▲ Victoria \$391 ▲	University qualification 7% ▲ (1%) Horsham Rural City Council 13% ▲ Regional Victoria 15% ▲ Victoria 24% ▲	Trade qualification (certificate) 24% ▲ (2.5%) Horsham Rural City Council 22% ▲ Regional Victoria 22% ▲ Victoria 17% ▲
Median weekly rent \$191 Horsham Rural City Council \$207 ▲ Regional Victoria \$238 ▲ Victoria \$330 ▲	Households renting 35% ↔ (0.1%) Horsham Rural City Council 25% ▼ Regional Victoria 24% ↔ Victoria 28% ▲	Unemployment rate 10.3% ▲ (3%) Horsham Rural City Council 5.0% ▲ Regional Victoria 6.0% ▲ Victoria 6.6% ▲	Participation rate (population in labour force) 54% ▼ (-3.6%) Horsham Rural City Council 60% ▼ Regional Victoria 56% ▼ Victoria 60% ▼
		Public transport (to work) 0% ▼ (-0.8%) Horsham Rural City Council 1% ↔ Regional Victoria 2% ↔ Victoria 12% ▲	SEIFA index of disadvantage 2016 859 Horsham Rural City Council 980 ▲ Regional Victoria 977 ▲ Victoria 1010 ▲

1.10 Council's Strategic Framework

Council Plan 2021-25

The Council Plan sets the municipality's priorities for the next four years and aligns with the themes of the Community Vision 2040: Sustainability, Liveability, Accessibility, Community plus an additional theme of Leadership.

The recently adopted Community Vision 2040 has been used to inform the Council Plan for 2021-2025, along with the accompanying Financial Plan and Asset Plan.

The Council Plan has been developed in accordance with the Strategic Planning Principles of the Local Government Act 2020, and details strategies, initiatives and priorities for delivery over the next 4 years.

Council's Municipal Public Health and Wellbeing Plan has been incorporated into the Council Plan 2021-2025 and reflects the important role Council has in supporting the health and wellbeing of all people living in the municipality.

The health and wellbeing priorities listed in the Council Plan are as follows:

- Increasing healthy eating and active living
- Reducing harmful alcohol and drug use
- Preventing family violence
- Improving mental health/social connection
- Improving sexual and reproductive health
- Improving early years and education outcomes
- Strengthening economic development
- Tackling climate change
- Improving Aboriginal health and wellbeing

The five long-term Strategic Objectives for Horsham Rural City are:

- Theme 1 – Community**
- Theme 2 – Liveability**
- Theme 3 – Sustainability**
- Theme 4 – Accessibility**
- Theme 5 – Leadership**

The Council Plan 2021-25 has been prepared to meet the requirements of the new Local Government Act 2020.



Horsham Urban Transport Plan (2020)

The Urban Transport Plan sets out a number of objectives to improve connectivity and access across the urban area of Horsham.

Connectivity, accessibility and DDA compliance are identified as key issues to address in the HNUDF and requiring further action to address the issues identified.

Horsham North is identified as an area that is unsafe at night and the public realm close to the underpasses should be a priority for improvement, including street lighting.

Key Strategies / Actions:

1.1 Improve footpaths for pedestrians and the mobility impaired

1.1.1 Conduct an audit of existing footpaths to assess useable width, condition and type of surfacing and kerb ramps for compliance with Australian Standards and DDA requirements

1.1.2 Develop a hierarchy of footpaths and prepare a plan to progressively upgrade footpaths and connections throughout the urban area

1.1.4 Conduct a lighting audit of existing paths to identify areas with inadequate lighting and plan for progressive upgrade

1.1.5 Progressively upgrade existing kerb ramps to meet DDA requirements (& suitability for mobility scooters)

Horsham Social Infrastructure Framework (2020)

The Horsham Social Infrastructure Framework provides an overview of current infrastructure provision, including community feedback on current and future needs. It is a high-level plan requiring further investigations to understand community needs and appropriate locations for new social infrastructure.

There is a need for provision of new spaces that are purpose built with accessibility, flexibility and adaptability in mind. In order to meet future needs, additional multi-purpose hubs may provide modern flexible multi-use facilities with greater accessibility.

This is a Horsham-wide issue that requires further investigation as to the needs of the population as a whole and some location-specific investigations can further identify opportunities to provide appropriate community facilities and services.

Horsham North has a number of vacant and under-utilised sites that could serve other purposes. The location of the Children's Hub on Kalkee Road with the group of under-utilised (but currently occupied) sites, does seem an obvious starting point for investigations, with access to the Dudley Cornell Reserve immediately to the east.

Social Needs Assessment - Overarching Findings (Page 27: Horsham Social Infrastructure Framework)

There were a large number of facilities included in the social infrastructure assessment. Some council owned facilities were identified as being outdated, ageing and no longer fit for purpose. They require ongoing maintenance that can be cost prohibitive especially given the requirement for upgrades to meet universal access standards.

There is a need for provision of new spaces that are purpose built with accessibility, flexibility and adaptability in mind... In order to meet future needs, additional multi-purpose hubs may provide modern flexible multi-use facilities with greater accessibility.

Some of the facilities that Council provides are utilised by a single group, and there are no agreements in place to encourage groups to share spaces or to outline how the facility should be managed by groups. More formal agreements need to be put in place with existing and future user groups in order to ensure equitable access to Council facilities for a variety of groups and encourage investment (including investment from community groups in facilities).

The delivery of two general community hubs may be an efficient and effective way of delivering the required social infrastructure facilities and can be partially funded by sale of surplus facilities serving the same catchments.

Horsham Open Space Strategy (2019)

The Open Space Strategy identifies a number of issues previously highlighted in the Urban Design Framework. It is clear that these issues have remained unresolved over a number of years, despite being identified for action in the UDF, which include:

- *There is poor connectivity to the centre of the town with no formalised bike or pedestrian routes. This poses a safety risk for residents & limits accessibility.*
- *Improve connectivity between Horsham CAD, existing and new residential developments, community services and key open spaces.*
- *Undertake a pedestrian and cycle network analysis to determine gaps in provision and quality to guide future improvements and connections.*

Whilst connectivity is highlighted as a key issue, the provision, design and overall quality of open space in Horsham North is an equally critical issue.

The issue of poor connectivity has been repeatedly identified in various strategy documents, as has the need to identify gaps in the open space network and to identify key walking and cycling routes.

The subdivision application process and further assessment and delivery of open space by Council requires critical attention, as much of the open space throughout Horsham is delivered through this process. Most open space throughout Horsham's urban area is currently sub-standard, and not planned or delivered in accord the guidance set out in the Urban Design Guidelines for Victoria (which were not created at the time

Health & Wellbeing Plan (2017-21)

The Health and Wellbeing Plan and its objectives can be delivered through strategies such as The Urban Transport Plan and Open Space Strategy, as many of the overarching objectives align.

The issue of connectivity and participation spans several strategies – the next step (as highlighted in the Urban Transport Plan and the UDF) is to identify key routes for planned improvement.

Objective 2: To increase opportunities for participation in physical activity.

Develop and maintain footpaths and walking and bike trails with particular focus on key precinct linkages to promote active living options and supporting infrastructure such as seats, signage, water, lighting and shade.

Economic Development Strategy (2017-21)

The EDS sets out the broad objectives for strengthening Horsham's economy and there are many relevant objectives and actions for Horsham North:

- *Strategy 12 Ensure existing education institutions are meeting the needs of the resident and business community*
- *Strategy 13 Ensure Health Care and Medical Services are servicing the needs of Horsham and the broader region*
- *Strategy 14 Promote Horsham as a destination to live, work, invest and visit*

As an example, the Silo Art project provides the opportunity to promote visitation to Horsham and particularly, Horsham North. This opportunity is acknowledged later in this Plan. There are also opportunities to strengthen community and healthcare facilities and services throughout Horsham, and potentially in Horsham North.

Horsham Heritage Study (2014)

The Horsham Heritage Study was undertaken in 2014 and is yet to be implemented. It identifies potential heritage precincts in Horsham North that require heritage protection in the Horsham Planning Scheme.

The Heritage Study will be peer reviewed before an amendment is undertaken seeking to implement the Heritage Overlay to identified properties. This will be undertaken in close consultation with the community and property owners.

Community Inclusion Plan (2019-22)

Promotes and advocates for community inclusion as an essential component of Council planning for services and facilities.

Council will develop, deliver and partner with services and projects that maximise community participation.

Early Years Plan (2019-23)

The purpose of the Municipal Early Years Plan is to provide children and their families with the best possible foundation for life success.

The Kalkee Road Children's & Community Hub is the focal point for services in Horsham North and the provision of services and accessibility of facilities should be further explored through the development of the Local Area Plan.

Public Arts Implementation Plan (2014-18)

The 2014-2018 HRCC Arts and Cultural Plan has a particular focus on promoting arts activity as a tool to reflect, celebrate, express and inform the values, priorities and cultural awareness of the community and through this, increase the liveability of the municipality.

Public Art will play an important role in elevating the image and identity of Horsham North. The Silo Art project, for example, will be a high profile public art work that is likely to attract additional visitors to Horsham (and Horsham North). The conversion of the rail corridor for public use will further consolidate public realm opportunities and the potential for stronger activation and connectivity.

Strategies Being Developed (Future Work)

Housing Strategy

The Housing Strategy will be developed over the next two years and will provide analysis of Horsham in terms of demography/population and issues relating to housing supply and demand, including affordability and diversity of housing.

The Housing Strategy will have particular relevance for Horsham North in setting the direction for land use and the types of housing that will be suitable for the future population. The provision of social and affordable housing is a key issue to be addressed.

Creative Horsham

Council is currently developing its Creative Horsham Plan that will prioritise our arts and cultural resources toward responding to the Community's vision for Horsham to be a vibrant, liveable hub that thrives on strong economic growth and social connectedness.

Creative Horsham will be a high level, goal driven, outcome focussed strategic planning document that is deeply connected to other areas of Council's Plans and work while empowering community to live, work and access opportunities for arts and culture, now and into the future.

Council have engaged Regional Arts Victoria (RAV) as consultant to the project and will be working in partnership with Barengi Gadjin Land Council as Cultural Consultants to the Project.

Greening Greater Horsham (Municipal Tree Strategy)

The development of the Draft Greening Greater Horsham will assist Council in the management of urban and rural road-side trees to ensure the preservation and expansion of tree population and tree canopy coverage.

Increased tree canopy cover over urban areas helps to reduce the urban heat island effect and provides increased comfort and amenity for the urban areas of Horsham.

Bicycle Strategy

The project will develop a Bicycle and Shared Paths Plan for the municipality, with a primary focus on the Horsham township.

The Plan, when implemented, will result in a functional and safe cycling and movement network providing efficient access to key facilities within Horsham (schools, parks and playgrounds, sporting reserves and retail areas). The Plan will identify minimum standards and consistent treatments for cycling and shared path infrastructure. The Plan will include an implementation/action table with indicative costings, timeframe for delivery and team responsibility.

A number of opportunities have already been identified through the UDF and key connections such as the Rail Corridor and through Foundry Park, and yet to be developed land extending north to Rasmussen Road present key connection opportunities.

1.11 Horsham Planning Scheme (Planning Policy Context)

Summary	02.03-1 Settlement	02.03-8 Transport
<p>The Horsham Planning Scheme provides some guidance for Horsham North, identifying the socio-economic and physical constraints experienced by the local community.</p> <p>The rail corridor is identified as a significant barrier to movement and a dividing line between “Horsham North” and everything else to the south.</p> <p>The Western Highway adds an additional physical barrier, however is less so than the railway line in terms of pedestrian access and safety, as there are pedestrian crossings at Wawunna Road and Kalkee Road. An alternative truck route is currently being investigated which would reduce the amount of through traffic, particularly heavy vehicle traffic through the main streets of Horsham.</p> <p>In terms of a Settlement Strategy within the Planning Scheme, it is clearly set out (at Clause 11.01-L) to:</p> <p><i>Support development, including subdivision, that delivers:</i></p> <ul style="list-style-type: none"> • Improved sight lines. • Local legibility. • Connection to and extension of the city’s established grid-based road network. <p>This statement is important to the future development of Horsham North to ensure a well-design street network, pedestrian (and vehicle) connectivity and the provision of well-designed open space within the overall subdivision design, with frontages onto local streets, allowing for passive surveillance and improved safety.</p>	<p><i>Horsham North is a significantly disadvantaged area of the city with a pronounced shortage of community services, economic activity and educational opportunities. Horsham North is physically separated from the town centre by the railway corridor and adjoining industrial land uses.</i></p> <p><i>A significant urban regeneration opportunity within Horsham includes facilitating improved connections between areas bisected by the railway corridor. A key limitation of developing Horsham rail corridor land for urban uses is potential land contamination resulting from prolonged industrial land uses in the area.</i></p> <p>02.03-6 Housing</p> <p><i>Approximately one quarter of Horsham Rural City’s population reside outside of the Horsham urban area in townships and settlements. Horsham’s population is projected to grow, although is likely to see a significant increase in population of older residents, and decline of younger residents.</i></p> <p><i>Growth estimates indicate there will be a demand for additional dwellings, much of which could be accommodated through the existing supply of residential land and infill opportunities.</i></p> <p><i>A substantial proportion of recent medium density development has involved the redevelopment of sites with good access to the CAD. Medium density housing in a central location is particularly attractive to older members of the community.</i></p>	<p><i>Areas currently bisected by the current railway corridor within Horsham are in need of improved transport connections for road, bicycle and pedestrian movements. Council aims to make Horsham and the surrounding communities more pedestrian and cycling friendly. The main road transport corridor in the region is the Western Highway. Other important road corridors include the Henty Highway, which provides access to the Port of Portland and the Wimmera Highway. Department of Transport’s proposed Western Highway Bypass for Horsham will help improve the amenity and function of the regional centre’s commercial area and improve opportunities for industrial activity in Horsham.</i></p> <p>02.03-9 Infrastructure: Community infrastructure</p> <p><i>Community and cultural infrastructure is important to support community connections and health, wellbeing and vitality. Several early years centres are proposed in Horsham to respond to children’s health, wellbeing and intellectual needs. A medical services precinct around the Horsham Base Hospital will reinforce its role as the regional health provider. The expected increase in the aged population of the region is likely to result in a demand for more health services. Council’s strategic directions for community infrastructure are to:</i></p> <ul style="list-style-type: none"> • Locate community facilities in places that are easily accessible to members of the community. • Provide health facilities that meet the needs of the local and regional community. Facilitate the establishment of early years centres throughout Horsham. • Facilitate the development of sporting facilities throughout the municipality.

Clause 11.01-L Settlement

Strategies

Support long term urban growth opportunities to the north and west of Horsham regional city's existing urban area. Create open spaces to Horsham's north and west sequential with future growth opportunities. Support development, including subdivision, that delivers: Improved sight lines. Local legibility. Connection to and extension of the city's established grid based road network.

Horsham North

Facilitate the relocation of industrial uses away from the rail corridor in Horsham North. Provide a social, cultural and recreational focus for the rail corridor by: Facilitating the establishment of multiple uses in the current rail corridor. Facilitating delivery of an off-road pedestrian and cycle path through the rail corridor.

Supporting redevelopment of vacant and underutilised land in the rail corridor for a range of social, cultural, and recreational uses. Supporting development in the rail corridor that complements the re-integration and urban renewal of Horsham North.

Re-integrate Horsham North with wider Horsham urban area by improving road, pedestrian and cycle connections across the railway line. Improve safety in the public realm and encourage increased activity on local streets by supporting the provision of active street edges and open spaces in Horsham North.

Facilitate infill development on prominent, underutilised sites. Improve movement networks and accessibility throughout Horsham North by: Enhancing the amenity, safety and appearance of key routes for pedestrian and bicycle movement. Promoting integration of public transport upgrades to support access to Horsham town centre and community facilities. Support development of a Children's/Community Hub close to Dudley Cornell Reserve, comprising primary school, care services, Municipal Child Health and associated uses.

Clause 15.01-S Urban Design

Objective

To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.

Strategies

Require development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate.

Ensure development contributes to community and cultural life by improving the quality of living and working environments, facilitating accessibility and providing for inclusiveness.

Ensure the interface between the private and public realm protects and enhances personal safety.

Ensure development supports public realm amenity and safe access to walking and cycling environments and public transport.

Ensure that the design and location of publicly accessible private spaces, including car parking areas, forecourts and walkways, is of a high standard, creates a safe environment for users and enables easy and efficient use.

Ensure that development provides landscaping that supports the amenity, attractiveness and safety of the public realm.

Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.

Promote good urban design along and abutting transport corridors.

Policy documents

Consider as relevant:

Urban Design Guidelines for Victoria (Department of Environment, Land, Water and Planning, 2017)

1.12 Urban Design Guidelines for Victoria

The *Urban Design Guidelines for Victoria* provide advice about creating functional and enjoyable public places for people in our cities and towns.

The guidelines provide advice on:

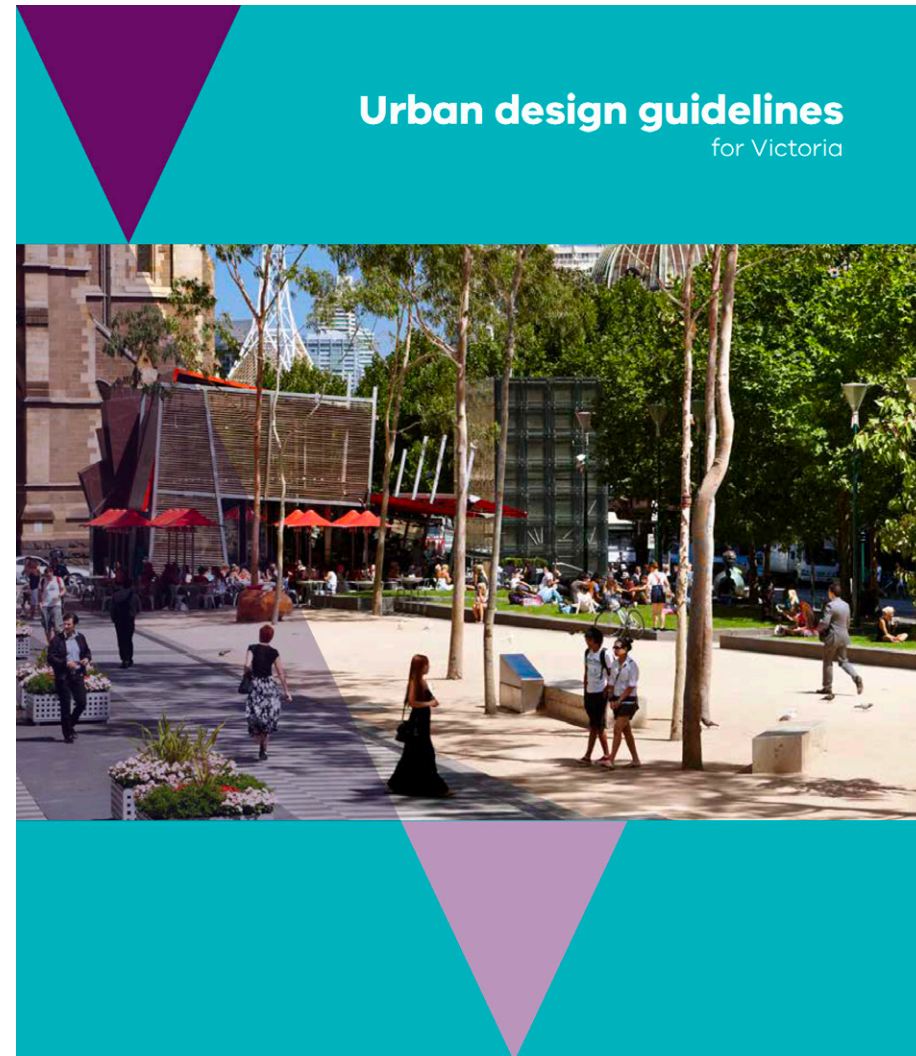
- the design of public spaces
- building design in relation to a building's interface with public spaces, and
- the layout of cities, towns and neighbourhoods.

The Urban Design Guidelines for Victoria are a reference document in all planning schemes through the State Planning Policy Framework. They support state agencies, local councils, and the development sector to deliver liveable, safe places.

The guidelines are particularly relevant in addressing the legacy of poor planning and urban design that has resulted in some of the disappointing outcomes in terms of subdivision design and open space provision, evident across Horsham today, including Horsham North.

In applying the guidelines more directly, as part of the planning process, Council can achieve higher standards of subdivision design and open space provision. Elements 1 and 3 have been identified as having the most relevance for future planning processes for Horsham North.

(Information sourced from the state government:
www.urban-design-guidelines.planning.vic.gov.au/)



Element 1 - Urban Structure

Element 1 (Urban Structure) is relevant to the design of new subdivisions and emphasises the importance of connecting with existing movement networks and ensuring that all modes of transport are well connected. Cul-de-sacs are strongly discouraged in subdivision design.

Element 1 Urban structure



1.3 Large development site structure

Large parcels of land within cities and towns sometimes become available for development and new uses. Often in prime locations, these sites can be publicly owned (such as railway corridors, surplus government land or dockyards) or they can be former commercial, industrial or institutional sites that are no longer needed for their original purpose. They may be located in activity centres or are accessible to transport connections, services and jobs.

Large development sites need to integrate with the existing urban structure of a city or neighbourhood. This often involves creating new residential or commercial areas and movement networks, as well as infrastructure, public spaces and community facilities.

Why is it important?

Large development sites that become available contribute to the growth and evolution of cities and towns. The way a parcel of redeveloped land is connected to the surrounding area and divided into blocks, lots and streets will influence the area's accessibility and potential future use patterns.

Large development sites can provide an opportunity to repair and enhance the existing urban infrastructure in the area, and there may be too few dwellings to sustain local business activity, insufficient public space or recreation opportunities. The development of the site may also enable new connections to be made between adjacent established areas.

Related guidance

Element 1.1 Urban structure principles

Element 1.5 Public realm structure

Element 2 Movement network

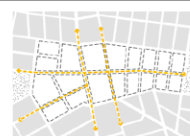
1.3 Large development site structure

Objective 1.3.1 To integrate a large development site into its surrounding area

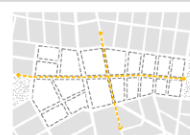
- 1.3.1a** Connect the development site's movement network to the movement network of the surrounding area.
- **TIP** The movement network includes pedestrian and bicycle paths, public transport services, streets and roads.



- 1.3.1b** Create new links across the development site to connect the new neighbourhood with the surrounding area.



- 1.3.1c** Provide at least two 'through' streets across a new neighbourhood in a development site, linking 'centre to edge'.
- **TIP** Very large development sites may require additional through routes.



1.5 Public realm structure

Objective 1.5.1 To ensure a public realm structure where the movement network and the land uses support each other

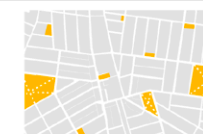
- 1.5.1a** Locate local walking destinations and activities along main pedestrian streets and paths.
- **TIP** Local walking destinations can include railway stations, bus and tram stops and interchanges, shops, schools parks, recreation and community facilities.
- 1.5.1b** Provide for a level of active frontage and lot access appropriate to the street function and building use patterns.
- **TIP** Level of active frontage is reduced where vehicle access to narrow lots is via its street frontage. Driveways and crossovers reduce street activation and compromise pedestrian safety. See Element 5 Buildings.
- 1.5.1c** Co-locate public transport nodes with active uses and busy public spaces.
- **TIP** Active uses and public spaces can attract other people to use the public transport node. This helps increase the numbers of people using the area and improves security, particularly at night.
- 1.5.1d** Locate active, non-residential uses at ground level at the interface with major public transport nodes.
- **TIP** Railway stations and major bus and tram interchanges generate many vehicle movements and operate from early morning to late night. Active commercial uses can benefit from the passing pedestrians and this contributes to safety in the area.
- 1.5.1e** Where a railway station or a public transport interchange interfaces with a public space, provide active uses at ground level at the station or interchange interface with the public space.

1.5 Public realm structure

Objective 1.5.2 To ensure the public realm structure provides for accessible, safe and conveniently located public spaces.

Public spaces provide opportunities for active and informal recreation. The location and context of public spaces within the urban structure is critical to a space's success. Public space that has poor access, or is located away from the community it serves, will not be well used.

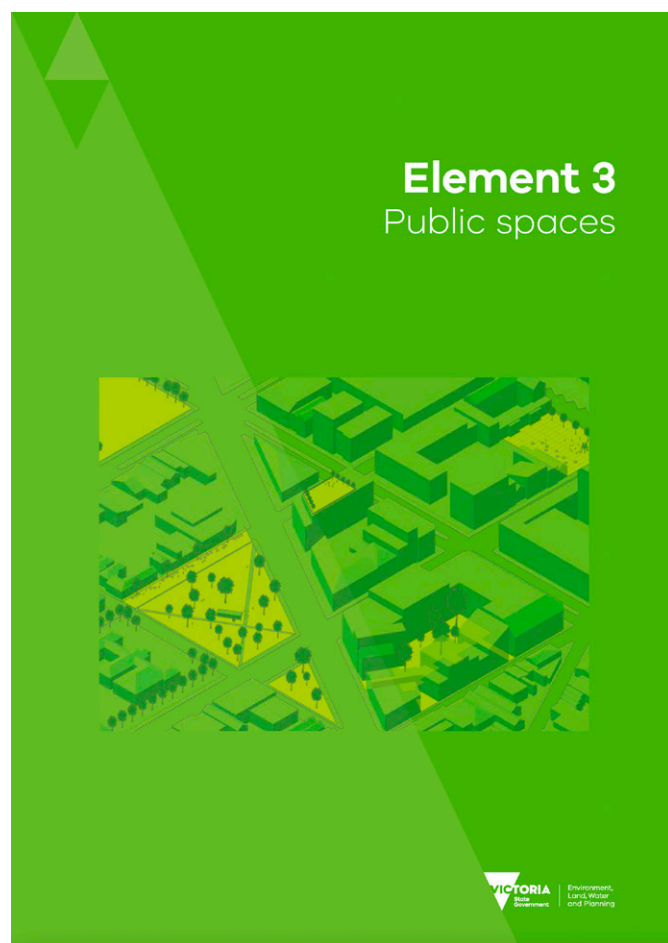
- 1.5.2a** Create public spaces where the local catchment has sufficient potential users to activate the space.
- **TIP** A walkable catchment to a public space varies with the public space type and the user. A local park catchment distance is shorter for a child or older person than for other users. A plaza lunch place may need to be within five minutes' walk of a workplace to be attractive.
- 1.5.2b** Provide for a variety of parks and public spaces, for informal and active recreation, located within a 400m walking distance from dwellings, workplaces, schools and shops.
- **TIP** 400m is a five minute walk.



- 1.5.2c** Locate public spaces where they can be connected to their surrounding area via pedestrian priority streets and paths.
- **TIP** Public spaces are used if they are convenient and safe to access.

Element 3 - Public Spaces

Element 3 (Public Spaces) reinforces the guidance provided in Element 1 in terms of the design of subdivisions and the provision of open space within new neighbourhoods, incorporating connectivity, passive surveillance and street frontages to open space, rather than rear fences.



3.1 Public spaces principles

Public spaces are those areas in the public realm that provide a public use or recreation function, such as parks, plazas and street spaces. Public spaces are generally located on publicly held land, are accessible to everyone and are managed and maintained by councils or other public agencies. Some privately held land provides for controlled public access and use as a public space, such as a building forecourt, a walk-through, a shopping mall or a communal open space. Public spaces are created as part of a land subdivision or by reallocation of land uses in existing urban areas.

Public spaces accommodate a diversity of activities, and provide interest and amenity for people. Critical factors for successful public spaces are their location, size, dimensions and the interfaces with adjacent properties, the paths and arrangement of activities within the space. The area surrounding public spaces also influences how they are used and perceived. A functional system of public spaces offers direct connections to the surrounding pedestrian network and includes through-paths.

Why is it important?

Public spaces are essential for the wellbeing of everyone in a community. They provide opportunity for relaxation, recreation and socialising, and contribute to a neighbourhood's local character and sense of place. Active, safe and enjoyable public spaces draw people to them.

More than a third of the urban land area is public space, mostly streets. Green spaces such as parks make up the second largest component of public space. Street spaces, plazas, forecourts and squares provide for regular and chance social encounters. Parks and green spaces provide opportunities to relax, participate in active recreation and experience nature. Semi-public and communal open spaces, such as courtyards in apartment buildings, hospitals and education facilities, provide for casual interaction and recreation.

3.3 Local parks

Local parks are green public spaces up to one hectare in size and may include trees, grass, gardens and playgrounds. Some local parks also include water features, cafes or sports facilities. The location of a park in the movement network often influences its useability. Parks must connect directly to the pedestrian network and be located within easy reach of users.

The most valued parks will be those used by a range of people for a variety of reasons throughout the day. Parks with active uses adjacent to and fronting them are usually more popular than those surrounded by fences and blank walls. Parks can also support natural systems and habitat.

Why is it important?

Parks provide open space for relaxation, recreation and socialising. They also provide a space to be closer to nature, with relief from the noise, activity and hard surfaces of an urban environment. Parks also play an important role in enabling people to be more physically active and healthy. People prefer to use parks that are easy to reach and that feel safe and comfortable. Parks feel and become safer as more people use them. The success of parks is not just a question of scale or quantity, but where the park is located and how it is arranged.

Related guidance

Element 3.1 Public spaces principles

Element 6 Objects in the public realm

3.1 Public spaces principles

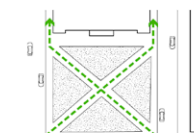
Objective 3.1.1 To ensure all users have convenient and safe access to and through public spaces

- 3.1.1a** Connect the public space to the surrounding pedestrian network.
→ **TIP** See Element 1 Urban Structure: guidelines 1.1.5 and 1.1.6
- 3.1.1b** Locate entry paths with clear views to other exits from the public space.
- 3.1.1c** Continue pedestrian paths through the public space with direct, logical routes.
→ **TIP** Pedestrians feel safer when a public space has an obvious through-path, with frequent escape routes linking to surrounding streets.



Objective 3.3.1 To ensure convenient and safe access to and through local parks

- 3.3.1a** Locate park entrances on pedestrian desire-lines.
- 3.3.1b** Provide at least two main pedestrian through-paths across a local park, linked directly to the surrounding pedestrian network.
- 3.3.1c** Where a principal bicycle route passes through a park, provide separated pedestrian and bicycle paths.
- 3.3.1d** Locate bicycle paths away from children's play areas.
- 3.3.1e** Provide a pedestrian path around the park perimeter for walkers and joggers.



Objective 3.3.2 To encourage use of local parks at different times of the day by a wide range of users

- 3.3.2a** Provide areas and facilities suitable for active pursuits.
→ **TIP** Circuit training, ball games, skate boarding or kite flying may need designated areas.
- 3.3.2b** Provide areas and comfortable seating for quiet pursuits.
→ **TIP** Seating areas are important for encouraging people, particularly the elderly, to use and enjoy local parks and open spaces.



Part 2: Future Land Use + Planning

2.1 Land Use + Planning

Planning for future land use will be based on the existing land use pattern within the area and understanding the future needs of the Horsham North community in terms of housing, community facilities and services, convenience retail and commercial use, and also the need to facilitate urban renewal as a catalyst for positive change within the area.

The area has experienced a transition away from previous industrial activity which had a close relationship with the railway line and the area now has many opportunities to facilitate change that will improve the character and amenity of the area, whilst reinforcing some of the existing neighbourhood character.

2.2 What are the Key Issues?

Clause 02.03-1 (Settlement) of the Horsham Planning Scheme provides the following description of Horsham North, identifying a number of issues that need to be addressed:

- *Horsham North is a significantly disadvantaged area of the city with a pronounced shortage of community services, economic activity and educational opportunities.*
- *Horsham North is physically separated from the town centre by the railway corridor and adjoining industrial land uses.*
- *A significant urban regeneration opportunity within Horsham includes facilitating improved connections between areas bisected by the railway corridor.*
- *A key limitation of developing Horsham rail corridor land for urban uses is potential land contamination resulting from prolonged industrial land uses in the area.*

The rail corridor, which is still in use, has also had an industrial past that is now being investigated for public use in order to activate parts of the rail corridor that are currently inactive, and that significantly detract from the amenity of the area.

2.3 Current Zoning

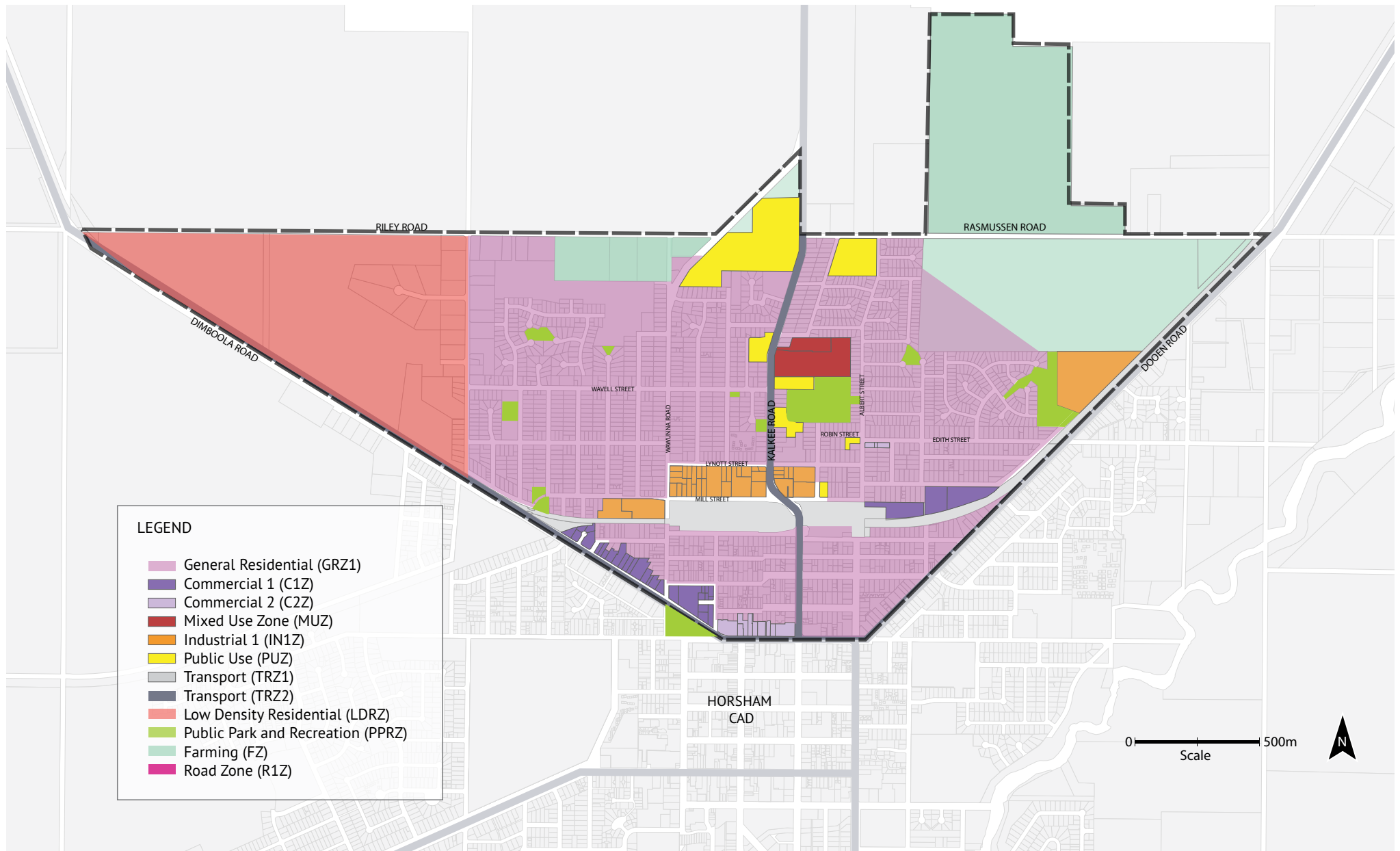
Horsham North is a predominantly residential area, and in large part governed by the General Residential Zone (GRZ), which states as its purpose:

- *To encourage development that respects the neighbourhood character of the area.*
- *To encourage a diversity of housing types and housing growth particularly in locations offering good access to service and transport.*
- *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*

There are pockets of former industrial land and some remaining commercial and industrial uses within the area, which have been “transitioning” out of the area over recent years, freeing up land for other activities, subject to the remediation of land that is subject to soil contamination (potentially contaminated land).

Land zoned for farming exists at the northern edge of the area which may be suitable for residential and other uses, including open space and community facilities.

The Commercial 2 Zone provides opportunities for commercial use fronting Dimboola Road and also to the east of the rail corridor.



Plan 3: Current Land Use Zones (Horsham Planning Scheme)

2.4 Residential Areas (Housing)

In terms of housing, the current planning scheme offers minimal guidance in terms of the future form of housing in Horsham North. However, there have been recent planning approvals that provide some indication of the future direction (and type) that housing might deliver in the area in terms of diversity, with a number of multi-unit developments being approved and constructed, rather than the predominant single dwelling on a lot.

Council has recently resolved to undertake a Housing Strategy (Housing Diversity and Affordability Strategy) that is intended to provide a strategic direction for housing across the municipality. As this Local Area Plan project precedes the development of the Housing Strategy, some general guidance will be provided based on current demographic data and emerging development trends.

Based on the 2016 ABS census data, the proportion of medium to high density housing was 14% - it is hard to determine if the percentage has increased, but there has been an overall increase in this type of housing based on recent approvals. The proximity of the area to the Horsham town centres suggests that a variety of housing types are appropriate and smaller household sizes suggest that medium density housing could be encouraged and facilitated, in addition to other housing types.

2.5 Household Types

The statistical breakdown of how people are living in dwellings in Horsham North can be summarised as follows (based on the 2016 census data):

- Couples with Children – 20%
- One Parent Families - 15%
- Lone person Households – 35%
- Older Couples without Children – 9%
- Other households – 21%

This suggests that the predominant household type is “Lone Person Households” which has implications for the future supply of housing to meet future needs, across a range of age groups.

In future, the provision of smaller dwellings may be more suitable to accommodate the various household needs within the area.

This also suggests that as the population ages, and to cater for people with physical disabilities, adaptable/accessible housing should be a consideration for all future development.

2.6 Housing Affordability

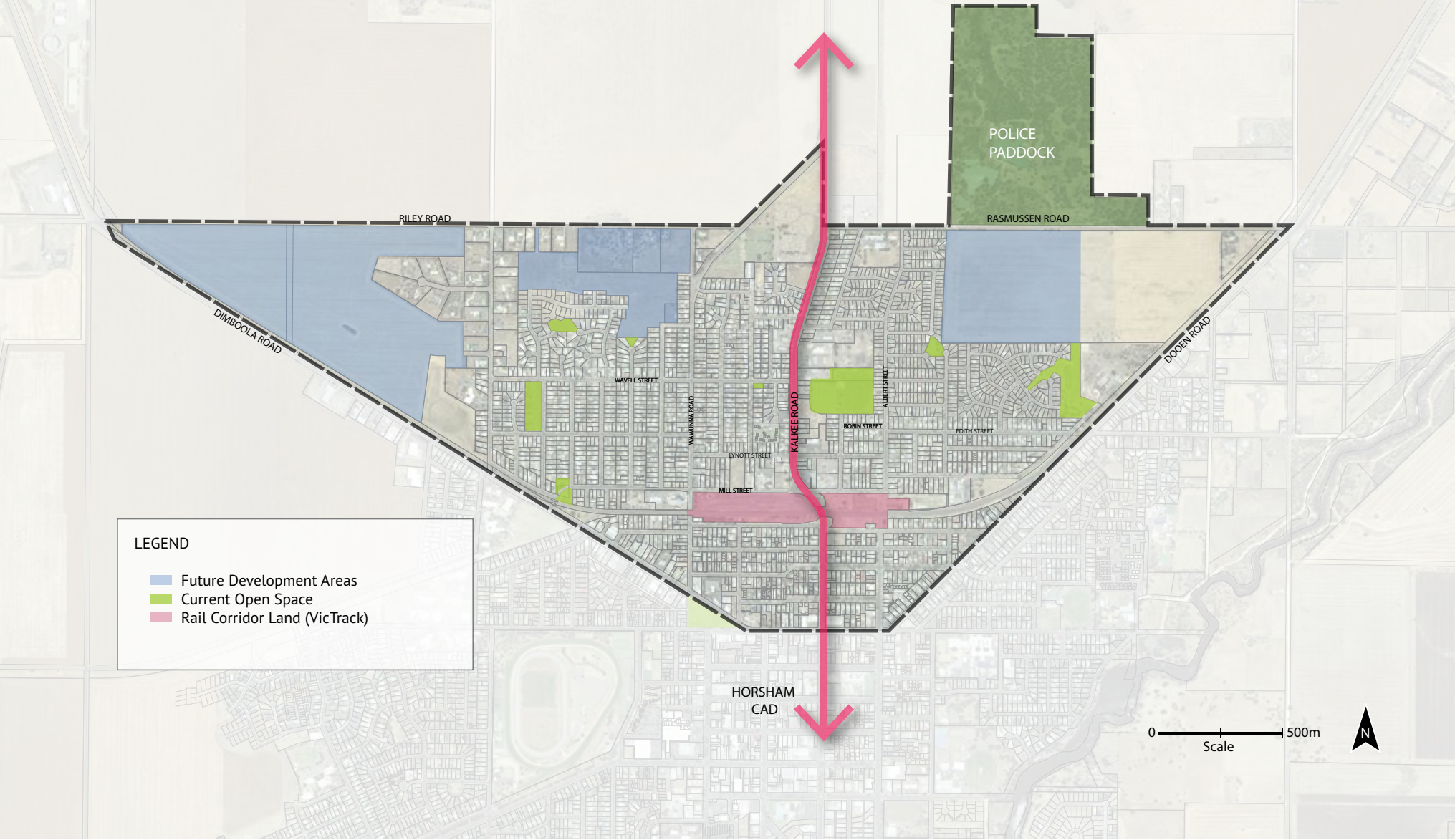
Home Ownership and housing affordability is currently a nation-wide issue which affects every region of Australia. Although Horsham North is not an official suburb, for the purpose of this plan, the study area appears to have lower property prices than other parts of Horsham, based on a superficial analysis of current prices (sourced from RealEstate.com). This is reinforced by the 2016 census data that provides data on mortgage repayments and rental payments.

- Households with a Mortgage – 29% (compared to Horsham average: 32%)
- Median weekly mortgage payment - \$212 (compared to Horsham average: \$275)
- Households Renting – 35% (compared to Horsham average: 25%)
- Median weekly rent – \$191 (compared to Horsham average: \$207)

These figures also reflect the fact that unemployment is approximately double (at 10.3%) in Horsham North, compared with the rest of Horsham Rural City and therefore, housing affordability and access to housing is a significant issue to consider and address.

2.7 Social Housing

Horsham North has a relatively high percentage of people renting and living in Social Housing (state government owned housing) at 7.8% of the population. However, this figure correlates with other demographic characteristics of Horsham North including high levels of unemployment, lower median incomes and a low SEIFA score of 859.1 for the study area and 848.2 for the area north of the railway line, compared to 980 for the Horsham Council area.



Plan 4: Future Development Areas

2.8 Commercial + Industrial Land

There are a number of commercial and light industrial activities that still occur in Horsham North, but most industrial activity has ceased or re-located and the Horsham North community has a strong desire to improve the amenity and character of the area through a continued transition away from industrial and commercial activity that is suited to other parts of Horsham that are the preferred locations for these types of activities.

Due to past industrial activity, there are a number of land parcels that appear as vacant and under-utilised. Under-utilised land is land that is either used for a current activity, or was used for a past activity, which due its size and location could be used for another purpose.

These sites/areas offer significant opportunities for changes in land use that could trigger urban renewal opportunities within the area.

One of the biggest constraints for future development will be the extent of soil contamination that has occurred due to these past activities. Planning controls may need to be introduced (such as the Environmental Audit Overlay) if rezoning of former industrial areas were to occur.

2.9 Under-utilised Land

Urban Renewal Opportunities

Given the issues identified across Horsham North, the opportunities for urban renewal through the redevelopment and transformation of land are widespread.

Rail Corridor Land

Owned and managed by the Department of Transport and VicTrack, the rail corridor is just one of a number of large areas of land that could be investigated further for an alternative use.

The *Rail Corridor Masterplan* provides some guidance and insight in terms of the potential to convert the rail corridor into a landscaped (open space) corridor with shared paths to promote east-west pedestrian and cyclist movement through the corridor, connecting with the current underpasses and providing viewing points for the silo art project at Wawunna Road.

Former Industrial Land

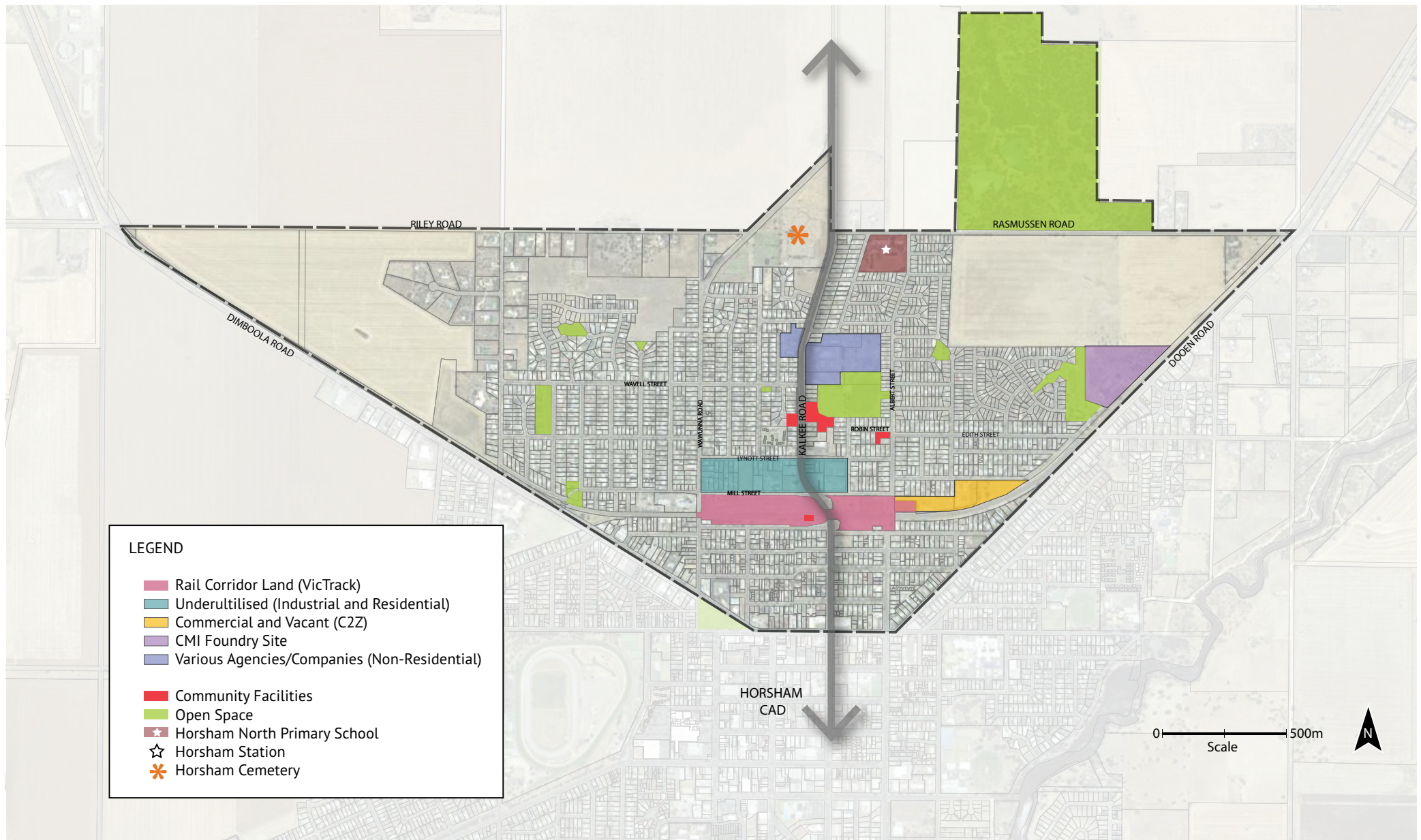
The industrial zoned land immediately north of the rail corridor (Mill Street) is heavily constrained due its current zoning and soil contamination issues. Any future changes in land use would need to address the likely contamination issues across the entire area. An environmental audit would be required before any sensitive use of the land could be considered.

Sites fronting Kalkee Road

The land immediately north of Dudley Cornell Reserve is currently occupied by GWM, VicRoads and the Asphalt Works.

The Horsham North UDF identifies these land parcels in terms of the opportunities to create a focal point for activity, or indeed a Neighbourhood Activity Centre that adds to the existing community infrastructure at this location – the reserve and the Children's Hub.

Importantly, the UDF provides an indicative masterplan that show higher density residential development that activates the park edge, and retail/commercial/community activities that activate the Kalkee Road interface – this is still a highly valid aspiration for these land parcels. There is an opportunity to undertake a mixed-use development that incorporates social/community housing, affordable housing that contributes to and addresses the housing affordability issue.



Plan 5: Commercial and Industrial Areas / Sites

2.10 Urban + Neighbourhood Character

Horsham North has a mixed urban/neighbourhood character with some streets demonstrating a coherent and appealing character, whilst the former industrial and under-utilised character significantly detracts from some parts of Horsham North.

It is expected that future housing types will be more diverse, catering for different household types including lone person households, single parent families and aged care. The traditional single dwelling on a lot with a big back yard is not necessarily the appropriate type of housing to accommodate these different household types and we should expect to see a more mixed character as a result.

Good urban design principles should continue to apply with some consistent standards in terms of building design, orientation, setbacks and landscaping.

2.11 Local Heritage

Some streets of Horsham North have intact heritage streetscapes that were identified in the Horsham Heritage Study (2014) and these should be celebrated and preserved as they are part of the history and evolution of Horsham.

The study also included the following prominent landmarks and buildings:

- Horsham Railway Station
- The Silos
- Water Tower

A review of the Horsham Heritage Study is part of future strategic work to be undertaken by Council.



Historical Image of Horsham Railway Station

Heritage Citation for Horsham North Residential Areas

The following citation from the Horsham Heritage Study (2014) is subject to further review and implementation:

History and Historical Context

The residential streets of Railway Avenue, Bowden Street, Albert Street and Edward Street were largely developed in the late 1890s to 1930s, during a period of expansion in greater Horsham. The suburban area between Baillie Street and the railway reserve was subdivided and developed after the establishment of the railway in 1879 - generally known at the time as 'Church Hill'; subdivided 1883[1]. Housing stock was a mix of railway cottages and larger speculative and purpose-built villas of the 1890-1920 period. A reasonable number of larger scale Federation era villa style dwellings remain in the residential areas south of the railway reserve. Of note is the misalignment of streets behind the prestigious Baillie Street - evidence of separate Church Hill area subdivisions by Gillies (1883) and Bowden (1880).

There is a predominance of inter-war period housing in suburban streets north of the railway reserve. Most are modest, timber clad interpretations of 'Californian Bungalow' or 'villa' style dwellings of two-bedrooms, sometimes with the addition of a lean-to or detached sleep-out providing an extra bedroom. Some dwellings were potentially built with the assistance of building societies, or the State Bank of Victoria, which was established in Horsham by the early 1900s and helped to finance new home buyers.

The streets north of the railway line would have been considered the outskirts of Horsham when they were first developed, with the intention of creating a pleasant suburban area of detached dwellings and gardens situated at a distance away from the central 'City' of Horsham. Many had garages, indicating the car ownership was becoming common during the period.

2.12 Community Facilities + Infrastructure

In terms of the issues facing Horsham North, the Horsham Social Infrastructure Plan undertook a process of community engagement and sets out a range of issues identified by stakeholders, and most importantly, the Horsham community.

The following issues are discussed in more detail in the Social Infrastructure Plan. This Local Area Plan aims to take the identified issues and opportunities a step further by identifying the key opportunity sites and areas that Council, and other stakeholders, should be “targeting” for the future delivery on community infrastructure:

- *Need for newer purpose built, multi-purpose, flexible community meeting spaces*
- *May be more community meeting spaces than needed overall, but existing stock needs upgrading*
- *Many facilities not meeting accessibility / universal design standards*
- *Need to extend utilisation of spaces, and activate surroundings*
- *Legacy ownership issues make change difficult*
- *Access to facilities is an important consideration*
- *Perception of some geographic areas missing out on facilities, and rural areas feeling neglected*

Concentrated areas of socio-economic disadvantage:

There were particular areas of socio-economic disadvantage in North Horsham in 2016. There were some 1,500 residents living in neighbourhoods in North Horsham that were considered within the bottom five per cent of most disadvantaged neighbourhoods in the whole of Australia. These areas should have good access to the social infrastructure facilities that they need.



Kalkee Road Children's Hub



Hamilton Lamb Memorial Hall, Kalkee Road

2.13 Sporting Infrastructure (Facilities)

The Dudley Cornell Reserve is the main (only) sporting reserve in Horsham North and serves a range of sporting activities. The facilities on site include recently constructed changeroom facilities and a sheletered bar-becue area.

Recently, Council has engaged consultants to undertake a feasibility study on the provision of a new sports facility in Horsham. The Wimmera Regional Multi-Sport Precinct Feasibility Study will investigate the feasibility of a regional multi-sport facility (inclusive of indoor and outdoor sports).

The study will consider all previous work undertaken with the community and other stakeholders (State Sporting Associations) and will provide the following recommendations:

- The functional requirements of a multi-sport precinct (what facilities are required to meet State Sporting Association facility guidelines and community needs)
- The feasibility of a multi-sport precinct that meets the needs of a regional facility and also the needs of the local community
- The most suitable location for a multi-sports precinct. This includes a review of two sites identified by Council in November 2019: Showgrounds and Jenkinson's Estate and if necessary, considers the possibility of a distributed model of facility provision.



Changerooms and Barbecue Facilities at Dudley Cornell Reserve



2.14 Key Issues Summary

Housing

- *To support the viability of the local area and Horsham more broadly, accommodating population growth is an issue and opportunity to be embraced and future housing opportunities should be encouraged and facilitated.*
- *Future housing should cater to the needs of a diverse community and be designed with environmental sustainability and accessibility in mind.*

Affordable Housing

- *Horsham North is a lower socio-economic area of Horsham and Regional Victoria and providing affordable housing for people on lower incomes, unemployed, retired and elderly citizens is a fundamental issue affecting regional areas of Australia.*

Social Housing

- *The provision of Social Housing in a dispersed (non-concentrated) housing model should be explored with the Department of Human Services.*

Aged Care

- *As the population across Horsham ages, aged care is becoming a more significant issue to address.*
- *There is a lack of aged care facilities within the local area.*

Future Subdivisions

- *A legacy of poor planning outcomes in which subdivisions are poorly designed, incorporating cul-de-sacs and disconnected street networks, and poor provision of open space needs to be addressed.*
- *The Urban Design Guidelines for Victoria provide the relevant guidance for the design of subdivisions and open space which were lacking in past subdivisions.*

Current Industrial + Commercial Activity

- *Current industrial and commercial activities are becoming incompatible with the aspirations for a more liveable area with higher levels of amenity and improved neighbourhood character.*

Under-utilised Land

- *Under-utilised sites detract from the image and amenity of Horsham North and future planning and urban design should provide guidance for these areas and sites.*
- *Current and former industrial sites are present across the study area with the main concentration between Mill and Lynott Streets, in addition to the rail corridor land (owned by VicTrack).*

Urban Character + Heritage

- *Previous subdivisions and site orientation have negatively affected the character of some streetscapes.*
- *There are areas with a consistent streetscape character while former industrial areas and the rail corridor significantly detract from the character of Horsham North*
- *Identified heritage precincts and individual buildings require protection in the Horsham Planning Scheme.*

Potentially Contaminated Land

- *Potentially contaminated land is likely present across the rail corridor and any site previously used for an industrial or commercial purpose.*
- *Soil contamination is often not confined to the site where it originated due to the nature of ground water movement.*

Social Infrastructure

- *The social infrastructure needs for Horsham North need to be understood through a Social Needs Assessment specific to the area and planning for the area needs to be evidence based starting with the upcoming census data to get a clear picture of the current demographic profile of the area.*
- *Key land holders need to be engaged and opportunities identified and planned for.*
- *Linking under-utilised land with both housing and social infrastructure opportunities and needs is a fundamental aspiration of the Local Area Plan.*

Sporting Facilities

- *Dudley Cornell Reserve provides a focus for recreational and sporting activities with limited facilities on site*
- *Despite it's population, Horsham North lacks a diversity of sporting facilities.*

2.15 Key Opportunities Summary

Housing

- *Encourage a diversity of residential development throughout Horsham North that responds to a diverse and changing community.*
- *Set the direction for future housing through a Housing Strategy that identifies the needs of the current and future population.*
- *New housing should be accessible and adaptable for the elderly and people with a disability.*
- *Housing should be designed and respond to Environmentally Sustainable Design principles (which should be specified within the Horsham Planning Scheme).*
- *Work with the Department for Family Services (DFFS) to understand and address the social housing needs of Horsham North.*

Urban Renewal through Infill Development

- *Facilitate new residential development opportunities that regenerate existing residential areas.*
- *Encourage infill development and the redevelopment of housing stock that is no longer fit for purpose.*
- *Promote Horsham North as an area that is attractive to live for future residents.*
- *Engage with land owners to improve the appearance of under-utilised sites.*
- *Engage with land holders and communicate the desired outcomes in terms of open space and connectivity opportunities.*

Urban Character + Heritage

- *Reinforce local urban character and heritage values through urban renewal opportunities and appropriate planning scheme changes.*

New Subdivisions

- *Incorporate Urban Design Principles (Urban Design Guidelines for Victoria) to Deliver quality open space and a well-connected street network, incorporating pedestrian connectivity and passive surveillance of public areas.*
- *Apply the Sustainable Subdivisions principles and collaborate/participate with CASBE (Council Alliance for a Sustainable Built Environment).*
- *The land currently zoned for farming at the north-western edge of the study area (fronting Rasmussen Rd.) presents an opportunity to establish new areas of open space and a north-south connection for pedestrians and cyclists, continuing through the current Foundry Park and to a broader network.*

Planning for the Rail Corridor & Other Key Sites

- *The rail corridor provides an exciting opportunity to improve the image and amenity of the area by establishing a landscaped, east-west movement corridor (shared path) that connects Wawunna Road (silo art location) to the areas west of the Kalkee Road bridge. This would significantly improve access and connectivity through the area, providing another option for pedestrians and cyclists.*
- *The CMI Foundry site, whilst still operational, provides an opportunity for Council to expand the open space network and to potentially re-configure the Foundry and Palm Ave. reserves.*
- *Sites located north of Dudley Cornell Reserve (east and west side of Kalkee Road) present opportunities for alternate uses which could include community facilities, sporting facilities, and extended public open space.*

Commercial and Industrial Land Use

- *Engage with land owners, businesses and agencies to understand their future plans.*
- *Explore the opportunities that Council has in terms of re-locating industrial activities to other locations that are identified as the preferred locations for industrial and commercial activity in Horsham.*
- *Undertake a Commercial and Industrial Land Strategy that sets the strategic direction for future industrial and commercial land use.*
- *Manage site contamination and remediation through collaboration with the EPA and land owners, and through appropriate planning controls.*

Social/Community Infrastructure

- *Undertake a social needs assessment for Horsham North and clearly identify the needs and opportunities.*
- *Co-locate new community infrastructure in locations with existing community facilities (such as the Children's Hub / Dudley Cornell Reserve.)*
- *Establish an accessible, multi-purpose community hub with access to computers and wi-fi for a wide range of users.*

Sporting Facilities

- *Investigate options for a sporting facility through the Wimmera Regional Multi-Sport Precinct Feasibility Study to understand the opportunities for Horsham North.*
- *Engage with land holders who may be willing to provide sporting infrastructure as part of future subdivision proposal(s).*
- *Ensure that sporting facilities are well connected and accessible to the whole community.*





Part 3: Access + Connectivity

3.1 Access + Connectivity

Access and Connectivity relates to reducing physical and psychological barriers in order to maximise, and enhance people's ability and desire to travel (or move) from place to place, or to simply travel and explore via active modes of transport. This includes how the public realm facilitates and encourages movement, particularly through walking, cycling and the public transport network.

The Horsham North UDF identifies a number of current issues that influence and affect walkability, cycling and the overall movement network including public transport and vehicle movement. The socio-economic context of Horsham North highlights the need to improve and enhance access and connectivity across the area, particularly across the rail corridor but also to areas of public open space, community facilities and to promote physical activity and community well-being.



Bus stop on Wavell Street

3.2 What are the key issues?

Some parts of Horsham North present as neglected and lacking in public realm quality, whereas other parts have a more unified and attractive streetscape character, due to the presence of consistent footpaths, street trees and landscaping.

Identifying the issues and addressing the gaps is a fundamental part of improving access and connectivity for the residents of Horsham North. This section will include “the public realm” because public spaces mainly serve to provide connections, but can also serve as meeting or “pause” points, and there is often overlap with the theme of Public Open Space.

There are currently a number of key issues that exist throughout Horsham North in terms of access and connectivity:

- A high number of missing footpaths
- Discontinuous/disconnected footpaths
- Poorly maintained footpaths
- Poor connections over/under the rail corridor
- Low quality public realm and lack of street lighting at key crossing points
- Lack of bicycle lanes on key routes
- Inadequate pedestrian crossing on Kalkee Road
- A poorly designed street network and lack of “visual permeability”
- The use of cul-de-sacs (dead end streets)
- Inaccessible or unsafe areas of public open space - lack of passive surveillance
- Lack of formalised / direct paths through parks
- Lack of DDA compliance
- Public transport and regional connectivity
- The future role of Horsham Railway Station and the rail corridor



Footpaths conditions on Wavell Street



Entrance to open space



Public realm and footpath leading to underpass



Pedestrian underpass, east of Kalkee Rd.

3.3 The Movement Network

There are a number of locations within Horsham North that were identified in the UDF, and through this current analysis, that present challenges to pedestrian and cyclist movement, particularly people with a disability and the elderly.

Some of these key locations include:

- The Rail Corridor
- The Underpasses
- The Streets
- Public / Open Spaces
- New Neighbourhoods (Subdivisions)
- Community Facilities
- Horsham North Primary School
- Police Paddock
- The Horsham town centre (CAD) to the south

Horsham North connects to the Horsham town centre (the CAD) and other areas via Kalkee Road which becomes Urquhart Street, south of Baillie Street (the Western Highway A8). The bridge over the railway corridor provides reasonable access for vehicles but poor access for pedestrians and cyclists, with a narrow footpath only on the eastern side of the bridge.

The alternative crossing points are the pedestrian underpasses which have a low level of public realm amenity and are not DDA compliant. Poor sight lines increase perceptions, and actual levels of safety for users of the underpasses.

Dudley Cornell Reserve and the Children's Hub provide a central location within Horsham North that could be further consolidated and the connections and access reinforced through a series of streetscape improvement measures throughout the local area.

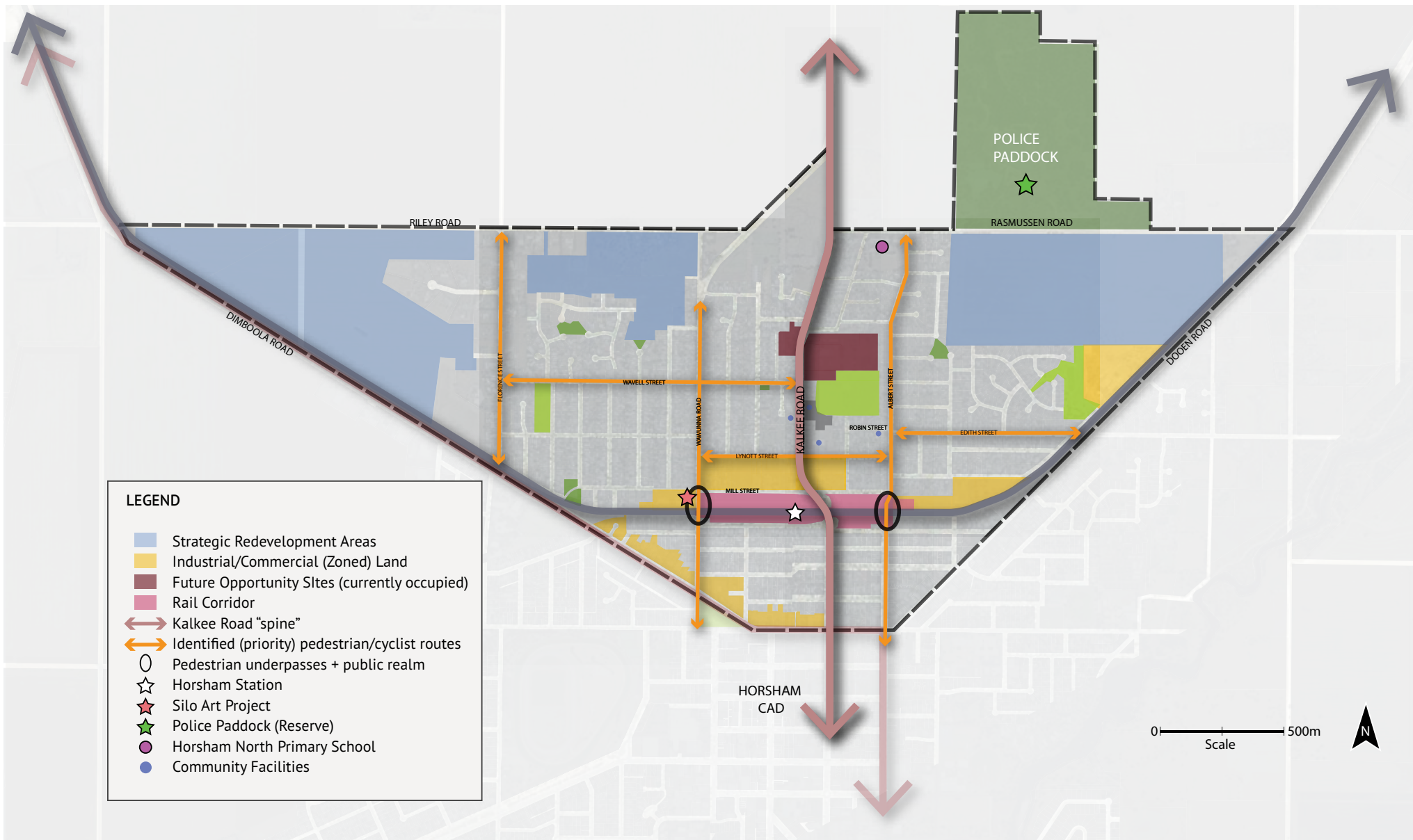
Strategic redevelopment areas to the north-west and north-east of the area provide opportunities for enhanced pedestrian and cyclist connectivity during the subdivision design stage of the development process.



Kalkee Road overpass



Pedestrian underpass under Kalkee Road



Plan 6: Existing Movement Network

3.4 Public Transport Connections

Route

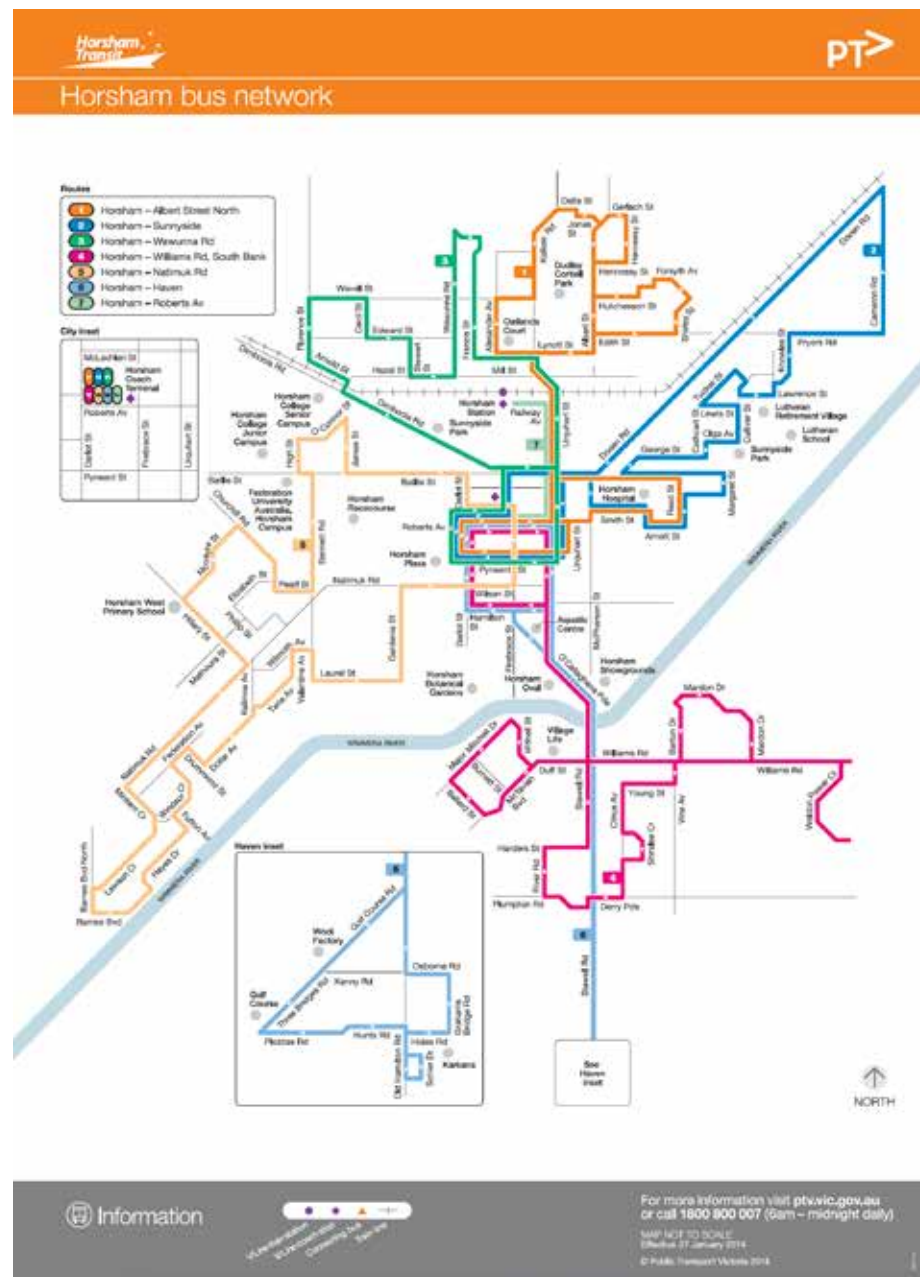
Horsham North is serviced by the 1 and 3 bus routes that feed into the town centre. Bus route 7 connects Horsham Station to the town centre, however there are currently no train services to connect to, with U3A being located at the station. The bus routes were revised recently and it is unlikely that further revisions will be considered at this point in time.

Frequency of Services

The frequency of bus services reflects the demand for services and hence is relatively low. As the population grows steadily over time, the demand is likely to increase and a further review of routes and services should be undertaken in the near future.

Pedestrian Connectivity

Generally, there are shelters at many of the bus stops. However, as explored in this section, pedestrian connectivity throughout the area should be improved and footpaths should be upgraded or installed, as appropriate, conforming to the relevant DDA standards.

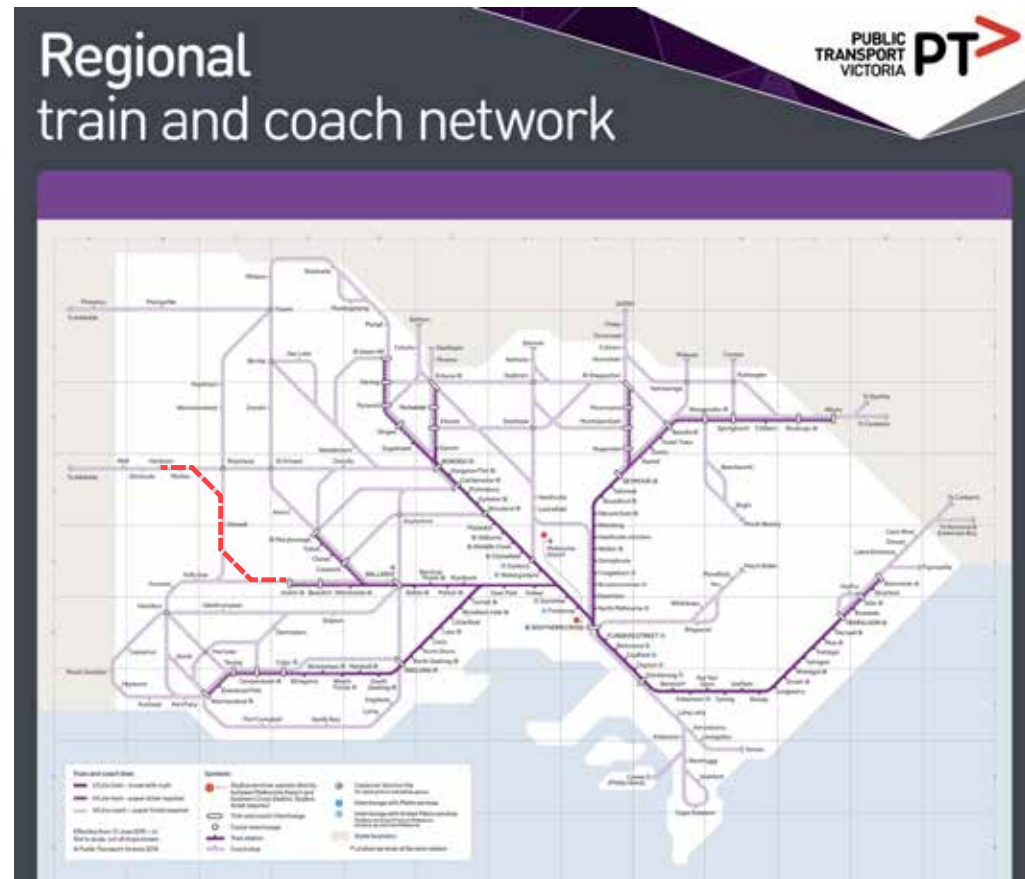


3.5 Regional Connectivity and Horsham Station

In terms of regional connectivity (V-Line) trains currently run between Ararat and Melbourne. This illustrates the connectivity issue at a regional level, whereby travellers must contemplate two modes of travel (train and coach) with waiting times and a potentially long-winded journey which discourages public transport use altogether.

The location of the Horsham Railway Station in Horsham North presents an opportunity to connect Horsham with regional cities such as Ararat and Ballarat, as well with metropolitan Melbourne. It also provides an opportunity to re-position Horsham North as a more integrated part of the Horsham urban area, which was an objective of the Horsham North UDF.

Further lobbying by Council, supported by evidence of demand for a rail service to Horsham would be the logical next steps in this campaign.

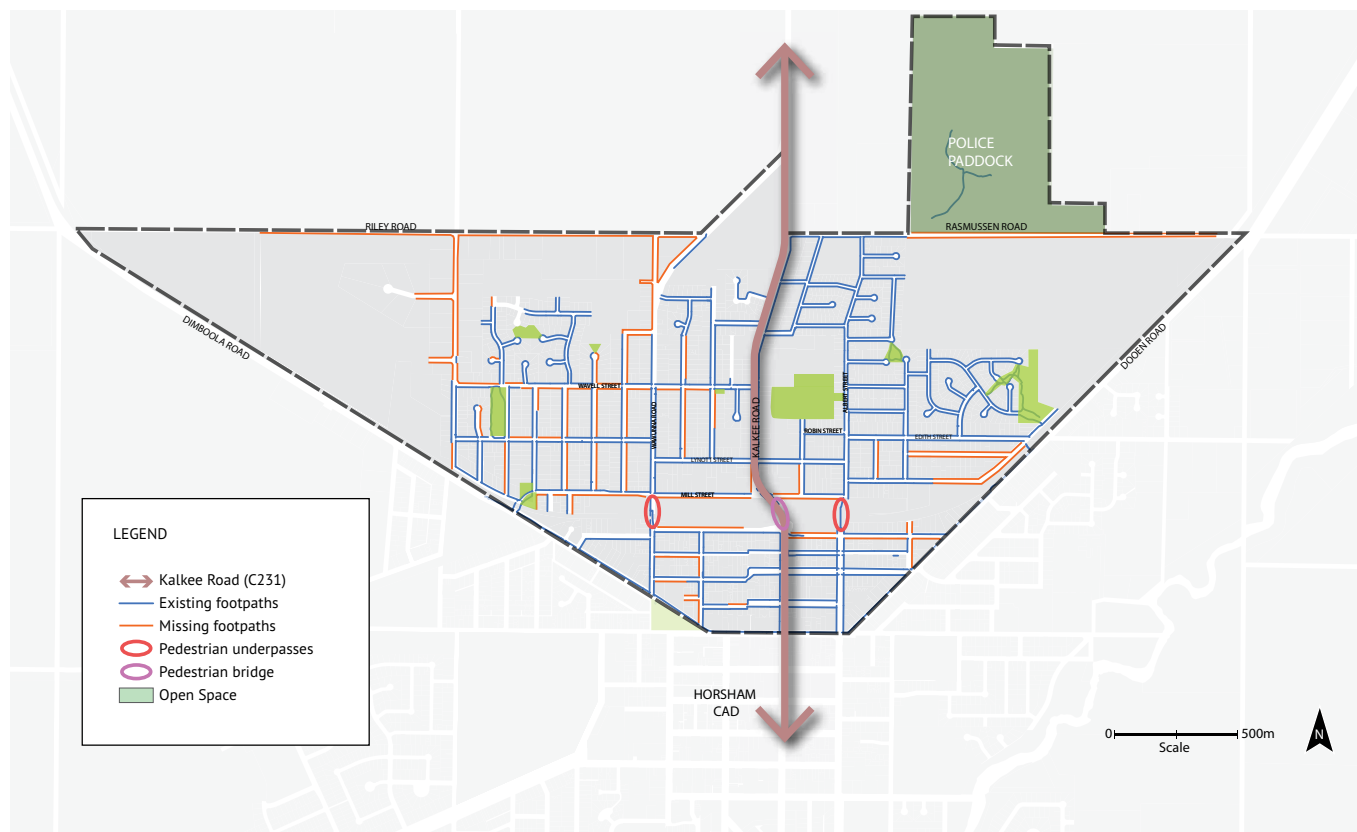


3.6 Pedestrian Connectivity / Footpath Conditions

A high proportion of streets throughout Horsham North do not have footpaths, at least on one side of the street, while some do not have footpaths at all. The lack of consistent footpaths decreases walkability and pedestrian connectivity throughout the area and discourages physical activity. It also disadvantages some sections of the community who may be physically impaired or the elderly.

In particular, streets such as Wavell Street are key “connector” streets for pedestrians as it links with the Dudley Cornell Reserve and the Kalkee Road Children’s Hub and potentially, future community facilities.

Public transport should also have high levels of accessibility and DDA compliance to ensure that principles of access and inclusion are integrated into streetscape design.



Plan 7: Footpaths + Connectivity Plan

3.7 Pedestrian + Cyclist Crossings

The greatest barriers to pedestrian and cyclist movement are found at the rail corridor and the Western Highway, at the edge of the study area to the south. The rail corridor in particular, was identified in the Horsham North UDF and replacing the underpasses was highlighted as a key opportunity for connecting Horsham North to the rest of Horsham.

Whilst that has not yet occurred due to the financial and also (government) constraints in providing at-grade crossings, this remains a key aspiration for the development of the Local Area Plan. Alternative solutions will be explored, particularly in relation to any future development of the Horsham Railway Station in conjunction with the potential re-instatement of regional rail services to Horsham, connecting with Ararat and beyond.



Plan 8: Key Pedestrian Crossing Points

3.8 Subdivision Pattern

The subdivision pattern across parts of Horsham North influences and determines the levels of connectivity and the quality of open space.

Horsham North was originally planned and developed along a traditional grid-based network, as an extension of the original town centre. In contrast, newer subdivisions have broken this established pattern with a winding, curved street network with a number of “dead-end” streets, or cul-de-sacs which are characteristic of many growth/fringe suburbs in metropolitan Melbourne and other regional cities. This has occurred as different periods of development have occurred in Horsham North.

Pedestrian, cyclist and vehicle connectivity throughout Horsham North is influenced by the design of the street network. From an urban design perspective, and with future planning in mind, these types of street networks should be avoided as they significantly reduce the connectivity and legibility of an area.

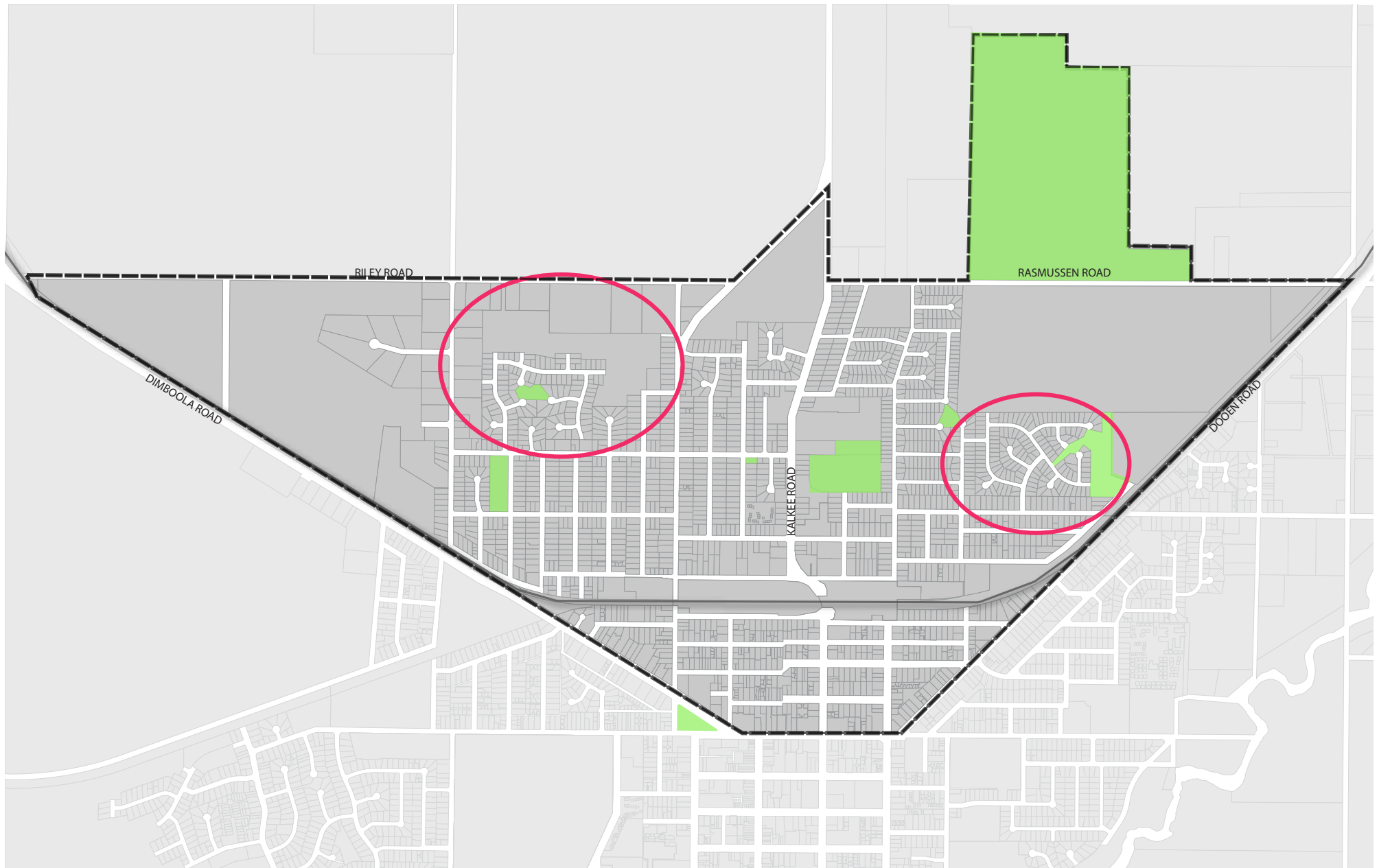
Other modes of transport including cycling, public transport and private vehicles are also subject to a loss of connectivity and legibility/permeability (which are urban design terms for describing how well a person can find their way through an area).



Land provided for open space at Perkins Court



Footpath conditions on Wavell Street



Plan 9: Street Network (Subdivision Pattern)

Access + Connectivity Opportunities



3.9 Connections to & through Parks

Parks in Horsham North generally have the following characteristics:

- Poor interfaces / lack of passive surveillance
- Low quality and indirect paths
- Poor sight lines
- Poorly located and low quality seating
- Lack of shade (from either trees or structures)
- Low grade play equipment
- A lack of “structured space”
- Poor entries into and out of the open space
- Not located or connected within a legible pedestrian/street network

The Urban Design Guidelines for Victoria provide a clear set of objectives that all future open space provision should have regard to through the subdivision process and park design.

In future, all parks should have:

- Clear entry and exit points
- Street frontages on all sides (positioned within the street network and easily accessible)
- Passive surveillance from nearby houses
- Connecting paths that form part of the broader movement network of the area



Pedestrian Path through Foundry Park



3.1 Public spaces principles

Objective 3.1.1 To ensure all users have convenient and safe access to and through public spaces

3.1.1a Connect the public space to the surrounding pedestrian network.

→ **TIP** See Element 1 Urban Structure: guidelines 115 and 116

3.1.1b Locate entry paths with clear views to other exits from the public space.

3.1.1c Continue pedestrian paths through the public space with direct, logical routes.

→ **TIP** Pedestrians feel safer when a public space has an obvious through-path, with frequent escape routes linking to surrounding streets



3.10 Promote + Facilitate Walkability (Improved Footpaths + Pedestrian Crossings)

Improving the footpath conditions along key pedestrian routes should be an immediate priority. Most parts of Horsham North are within a 10-15 minute walk to the Horsham town centre.

The barriers to pedestrian movement include the lack of footpaths along key walking routes, and footpaths should be established along all streets to ensure access and connectivity for all residents of Horsham North.

Pedestrian (and cyclist) crossing points should be established and improved where existing, to slow traffic and ensure safer pedestrian/cyclist conditions.

The pedestrian underpasses must be improved in order to improve pedestrian and cyclist connections to the Horsham town centre. The redevelopment of the rail corridor as a landscaped movement corridor for pedestrians and cyclists presents another opportunity that should consider pedestrian and cyclist movement in a north-south, as well as east-west direction, to finally realise the vision and opportunities presented in the Horsham North UDF.

3.11 Improved the Cycling + Shared Path Network

The Horsham North UDF identifies a network of primary and secondary cycling routes which were recommended to be upgraded. However, identifying a more limited number of key (potential) cycling routes would allow for targeted interventions.

The rail corridor, Palm Ave. and Foundry Parks, through to, and along Rasmussen Road, also present a significant shared path opportunity that supplements the road network and provides connectivity and infrastructure that currently does not exist. This would not only facilitate cyclist movement but encourage it, linking key local attractions such as the Police Paddock and the Silo Art location at Wawunna Road.

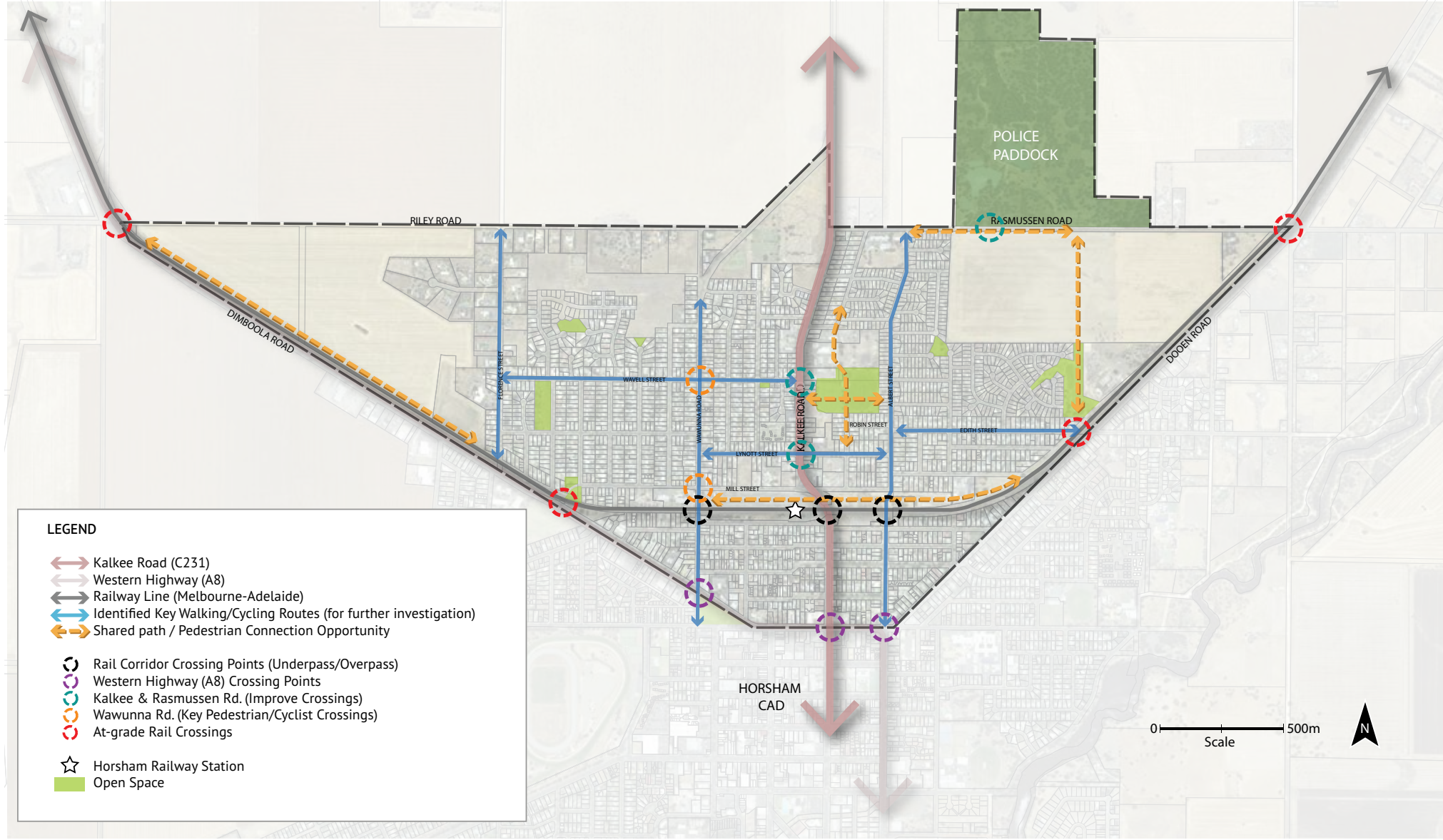
The Urban Transport Plan sets out the following actions:

5.4.1 Work with Regional Roads Victoria to finalise the best alignments for Strategic Cycling Corridors

5.4.2 Implement key east-west and north-south corridors once preferred routes are established)

5.4.3 Upgrade signalised intersections to provide bicycle traffic signal lanterns to continue shared paths across major roads

5.4.4 Provide crossing facilities at all collector and arterial road intersections with a priority along cycling priority routes



Plan 10: Pedestrian Connectivity (Key Walking Routes)

3.12 Activate the Rail Corridor + Facilitate Connectivity

The rail corridor, north of the railway line offers opportunities in terms of providing a new publicly accessible space that provides for enhanced pedestrian and cyclist connectivity (as part of a broad shared path network).

There is then the potential to extend a shared path further east, beyond the Kalkee Road bridge and connecting with Mill Street and also (potentially) with the eastern end of Anderson Street. This opportunity would require negotiations with land holders where the path extends through current privately owned land that fronts onto Anderson Street (as identified on Plan 12).

There is also the potential to connect with Palm Ave/ Foundry Park and the identified north-south (shared path) connection extending north through to Rasmussen Road (as identified on Plan 14).

The south side of the railway line, west of Horsham Railway Station also provides an opportunity for new open space and improved connectivity.

Any future use and conversion of the railway corridor for public use will be subject to an assessment of soil conditions potential contamination.



The rail corridor looking west towards the silos



Public interface at northern edge of rail corridor



Land south of the rail corridor, Railway Terrace



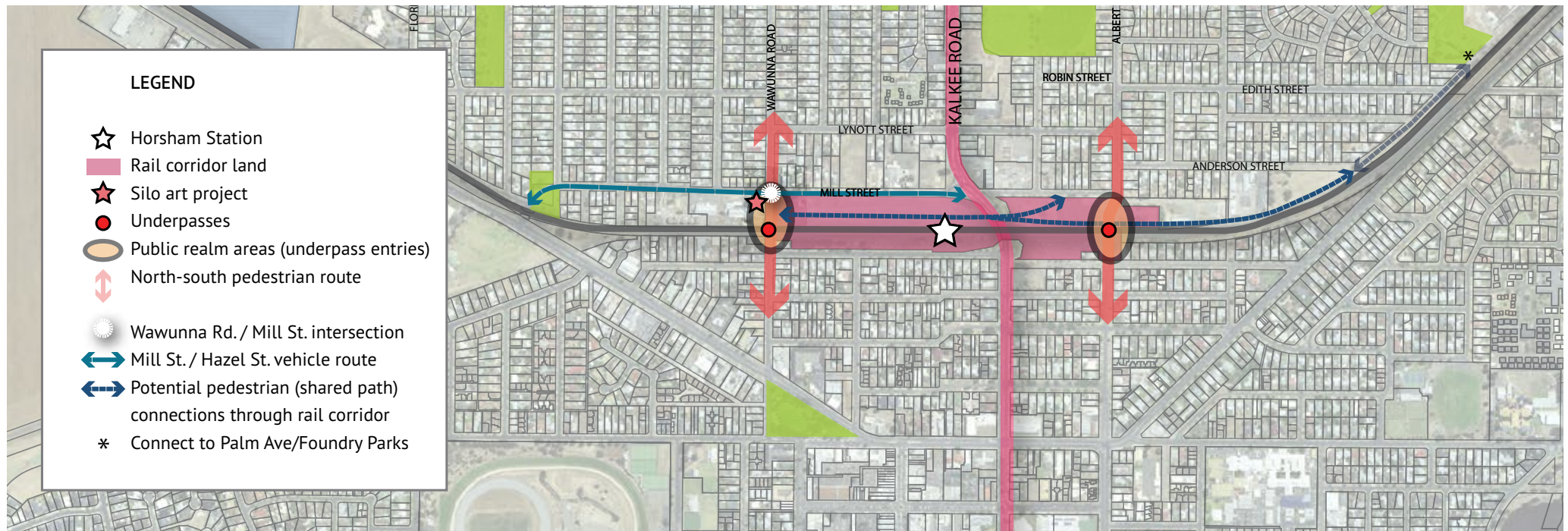
View from the Horsham Station platform towards the silos

Key Issues - Current Conditions

- North-south pedestrian connections
- Public realm leading into underpasses
- The underpasses are narrow, potentially unsafe and not DDA compliant
- Existing traffic conditions on Mill/Hazel Streets
- Lack of amenity along Mill Street (no footpaths and poor interface condition)
- Barrier effect of rail corridor
- Potential soil contamination (and ongoing remediation)

Key Opportunities

- Managing increased traffic flow along Hazel/Mill Streets through effective traffic management
- Facilitate safe north-south pedestrian/cyclist movement across Hazel/Mill Streets
- Improve the public realm leading into the underpasses (improved lighting, footpaths, landscaping)
- Address the underpasses - advocate for at-grade pedestrian crossings or an alternative solution
- Improve the interface conditions and provide footpaths, street lights, trees and landscaping on the north side of the rail corridor land (south side of Mill Street)
- Monitor traffic and pedestrian conditions after the silo art project and traffic and amenity works have been completed



Plan 11: Connectivity Across and through the Rail Corridor

3.13 Provide Stronger Connectivity in Future Subdivisions

Future subdivision applications should be assessed against Elements 1 and 3 of the Urban Design Guidelines for Victoria to ensure improved outcomes in the design of subdivisions and provision of quality open space within new subdivisions, and to ensure stronger pedestrian and cyclist connectivity (as well as vehicles).

The Horsham Planning Scheme currently provides the following guidance:

Clause 11.01 - Settlement

Support development, including subdivision, that delivers:

- **Improved sight lines.**
- **Local legibility.**
- **Connection to and extension of the city's established grid-based road network.**

Further to this guidance, it is recommended to develop and implement a new Subdivision Design Policy into the Horsham Planning Scheme that further specifies the requirements for all future subdivisions. This will provide guidance in terms of:

- Overall subdivision design
- The orientation of lots and street layouts
- Pedestrian and cyclist connectivity
- The provision of quality open space in appropriate locations, with street frontages and passive surveillance.

Plan 13 is an indicative plan that illustrates the direct and uninterrupted connections that future subdivisions should incorporate into their design (acknowledging the presence of the railway line).

1.3 Large development site structure

Objective 1.3.1 To integrate a large development site into its surrounding area

1.3.1a Connect the development site's movement network to the movement network of the surrounding area.

→ **TIP** The movement network includes pedestrian and bicycle paths, public transport services, streets and roads.



1.3.1b Create new links across the development site to connect the new neighbourhood with the surrounding area.

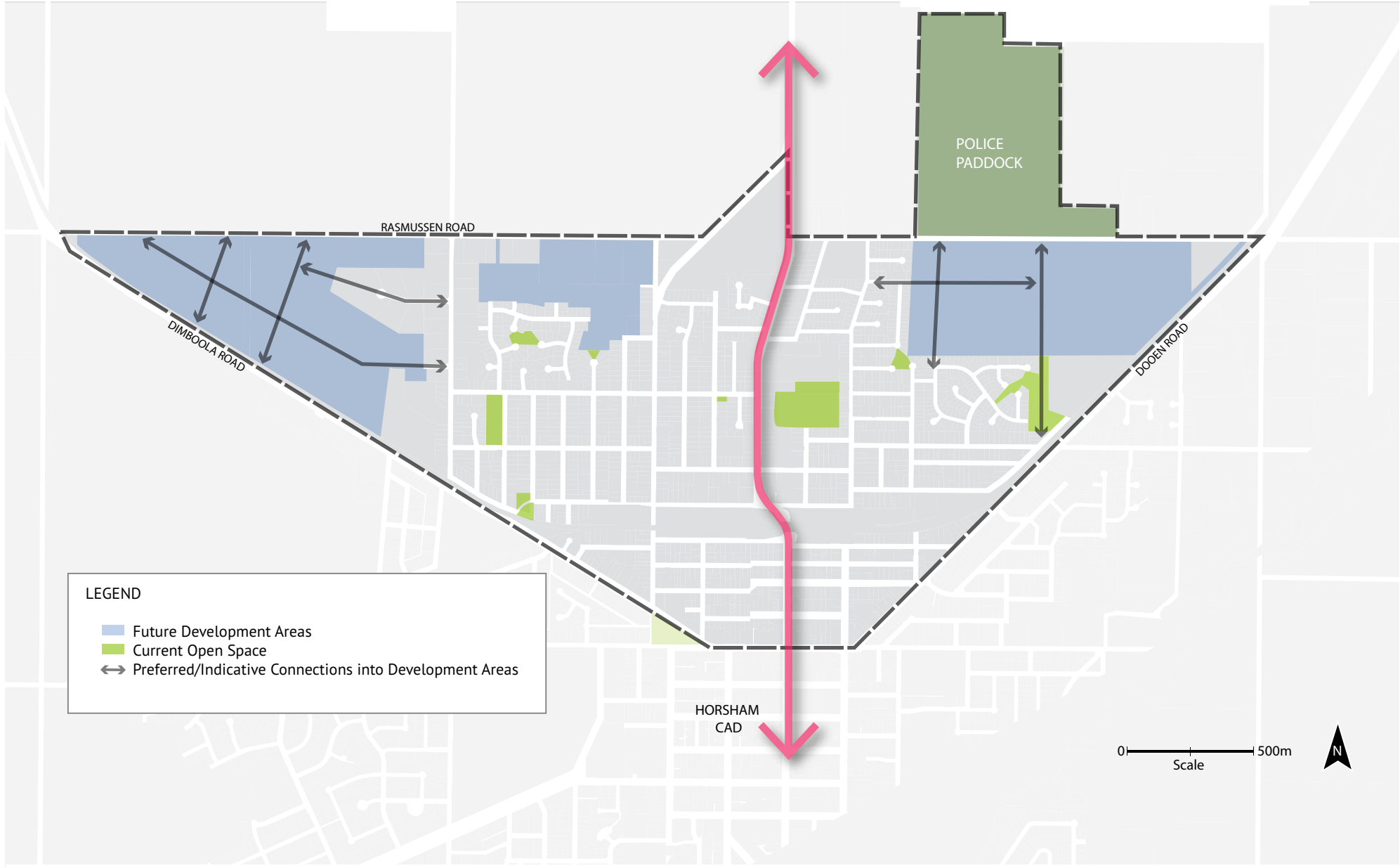


1.3.1c Provide at least two 'through' streets across a new neighbourhood in a development site, linking 'centre to edge'.

→ **TIP** Very large development sites may require additional through routes.



Extract from the Urban Design Guidelines for Victoria



Plan 12: Preferred (Direct) Connections

3.14 Plan for Future Development Areas (Rasmussen Road)







The site at Rasmussen Road is currently a large area of farming land, with a zoning anomaly at the south-western corner that has it zoned as General Residential Zone (GRZ).

In future this zoning anomaly should be corrected to allow for the logical extension of the residential area to the south. However, planning for the future development of larger sites needs to have regard to the issues and opportunities identified in the Horsham North UDF and through the development of this Local Area Plan.

Preferred Outcomes for the Site

- A high quality residential development with a mix of housing that caters to various household types including aged care, family and lone person households
- The provision of quality open space, recreational and community facilities is a strongly desired outcome for the site
- Identifying the needs of the local (and future) community is a key consideration in the future planning for the site.
- Enhancing connectivity is a strongly desired outcome that will be achieved by extending the current street network and establishing a connected grid-based networks of streets with strong pedestrian and cyclist connectivity.
- The open space to the south is currently under-utilised and requires a significant upgrade in terms of landscape design and facilities, and provides an opportunity to establish a linear north-south connection by establishing a shared path from Rasmussen Road through to Palm Ave.
- Plan for broader connectivity including shared paths back to the Rail Corridor, and along Rasmussen Road (including access to Police Paddock)

LEGEND

-  Indicative grid-based street network
-  Shared pedestrian/cycle paths
-  Existing Key Connection (Albert Street)
-  Open space provision (indicative location)
-  Recreational/community facilities & open space
-  Non-residential on eastern portion of site
-  Existing Primary School
-  Police Paddock (Regional Open Space Reserve)



URBAN DESIGN PRINCIPLES

- > Connect to and extend the grid-based street network (Clause 11.01L / Horsham Planning Scheme)
- > Provide for strong pedestrian connectivity to public open space and the public transport network
- > Provide shared paths for pedestrians and cyclists (as identified on plan)
- > Locate new areas of public open space along connecting streets (with street frontages on all sides)
- > Provide passive surveillance of open space through the orientation of new residential development
- > Avoid the use of disconnected streets or cul-de-sacs
- > Incorporate DDA compliant footpaths and streets trees (landscaping) along all streets

Plan 13: Rasmussen Road (Future Development Site)

3.15 Issues Summary

Public Transport

- *Access and DDA compliance to bus stops and train station.*
- *Public transport services – uncertainty about future of Horsham Station.*
- *Inactive station environment.*
- *Future development areas will require access to public transport services (altered bus services and bus stops with shelter).*

Pedestrian Movement Network

- *Poor quality footpaths (in some but not all locations)*
- *Lack of footpaths along a number of streets across the area.*
- *The railway line is a significant barrier to pedestrian movement.*
- *Kalkee Road bridge has low pedestrian amenity and poor connection - footpath on eastern side only.*
- *Lack of tree canopy (street trees) along many streets.*

Accessibility for All Users

- *Lack of DDA compliance limits accessibility across the area (footpaths and rail crossing).*
- *Public realm lacking appropriate surfaces and lighting in many locations.*

Cycling Network

- *Lack of an established cycling network*
- *Lack of bike lanes on most roads*
- *Lack of formalised shared paths (bikes and pedestrians)*

Rail Corridor & Underpasses

- *Rail corridor poses significant barrier to pedestrian/cyclist movement.*
- *Poor public realm at rail corridor crossings.*
- *Underpasses are uninviting for users, with poor sight lines as a result of the narrow underpass and non-DDA compliant ramps.*
- *People avoid using the underpasses if possible, instead crossing the rail line at other (more hazardous) locations.*
- *Public realm leading to underpasses sub-standard.*
- *The rail corridor land must be assessed and remediated to address on site soil contamination, prior to any future change in land use or building/landscaping works - this process has begun.*

Parks / Reserves

- *Connections to parks are poor.*
- *Many parks are located at the end of cul-de-sacs.*
- *Connections through parks are poor.*
- *Interface conditions are very poor.*
- *Lack of street frontage.*
- *Lack of passive surveillance.*
- *Some parks have not been planned for or developed for public use (as yet).*

Public Safety

- *Traffic volumes along Mill Street / Hazel Street need to be assessed.*
- *North-south pedestrian movement along Wawuna Road (potential conflicts need to be managed/addressed in conjunction with Silo Art and rail corridor activation projects).*
- *Kalkee Road children's Hub – poor crossing on Kalkee Rd.*
- *Lack of footpaths/shared path on Rasmussen Rd.*
- *Lack of pedestrian crossing to the Police Paddock.*

Horsham Railway Station

- *Due to the lack of train services, Horsham Railway Station is currently used as community facility for the U3A (University of the Third Age)*
- *Coach services and the number 7 bus route stop at Horsham Railway Station - it is an odd location for a bus stop as the main Coach (V-Line) stop is located in Roberts Ave.*

3.16 Opportunities Summary

Improved Connections to and through Open Space

- *The access and connectivity of the open space network needs to be considered and enhanced so that open space has a more active function that serves to facilitate movement through the area. A strategic approach to acquiring land for open space and also the re-configuration of some of the parks and reserves would serve to make the spaces more accessible and activated, with higher levels of passive surveillance.*
- *The Foundry and Palm Ave. Reserves (suggest consolidating and calling it one name) should be a priority for improvement, and in conjunction with the development of land to the north.*

Promote + Facilitate Walkability (Improve Footpaths and Crossings)

- *Auditing the existing network of footpaths, identifying gaps and prioritising the roll-out of footpath construction along key walking routes should form the beginning of an ongoing program of footpath provision and maintenance. Ensure that DDA compliance is achieved in all new footpaths.*
- *Provide street lights along key walking routes and in areas that lacking passive surveillance from residential properties*
- *Undertaking a safety audit and improving the pedestrian safety at key crossing points as discussed further at Opportunity 6.*

Improved the Cycling + Shared Path Network

- *A number of opportunities have been identified to establish a network of shared paths through identified key sites including the rail corridor. Removing barriers and enhancing connectivity for all users is a key aspiration of this project.*
- *Incorporate links (shared paths) as part of future redevelopment/subdivisions*

Activate the Rail Corridor & Facilitate Connectivity

- *The Horsham Rail Corridor has already been identified as both a major obstacle/barrier and opportunity to improving access and the visual amenity of Horsham North.*
- *Create a landscaped corridor that facilitates walking and cycling and capitalises on the opportunity to provide viewing points towards the silo art project at Wawunna Road*
- *Providing improved access and visual amenity for various users of the space would make a significant improvement to the area and contribute to the experience of the silo art project, soon to be undertaken.*
- *Advocate strongly for at-grade pedestrian crossing points across the railway line to enhance accessibility*

Improve the Design & Connectivity of New Subdivisions

- *By simply applying current urban design principles, the provision of quality open space and improved movement networks can be achieved. New subdivisions should be assessed against the Urban Design Guidelines for Victoria and brought into policy through changes to the Horsham Planning Scheme.*
- *Reinforce the UDGv through a local policy in the Horsham Planning Scheme*
- *Apply the Development Plan Overlay to the Rasmussen Road site and work with the land owner/developer to ensure quality connections and open space are provided.*

Plan for Future Redevelopment Areas (Subdivisions)

- *Engage with land owners/developers early to communicate Council's requirements for subdivision design and open space provision, with reference to the Urban Design Guidelines for Victoria*
- *Apply appropriate planning controls, in collaboration with land owners, to achieve positive development outcomes*





Part 4: Public Spaces

4.1 Public Open Space

Public Open Space in Horsham North suffers from a range of issues that vary from park to park, which significantly affect the useability and perception of each space.

Relatively poor passive surveillance of some of these spaces is the result of past subdivision designs that place parks at the back of, or in between, the rear fences of residential properties and without appropriate street frontages, or along logical pedestrian routes. Parks are often connected by cul-de-sacs and, therefore, are not part a well-connected pedestrian network.

Historically, open space has been acquired from developers as Horsham North (and other parts of Horsham) have developed with new subdivisions over a period of many years.

The design of past subdivisions have (unfortunately) contributed to, and exacerbated, issues of connectivity and pedestrian/public safety by not applying good design principles which are now set out clearly in the Urban Design Guidelines of Victoria (a policy reference in the “state section” of the Horsham Planning Scheme).

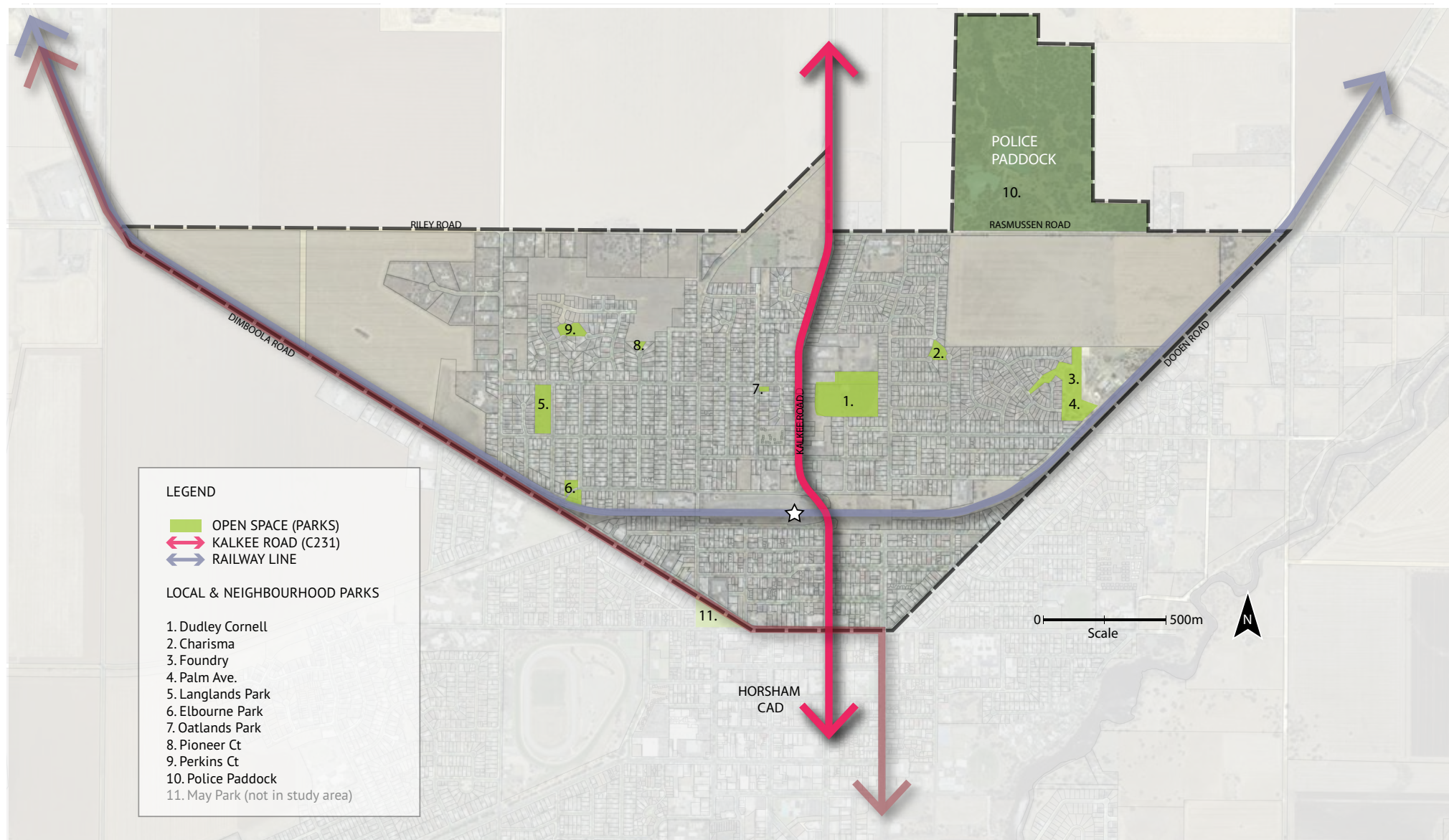
For these past applications, subdivision design and approval has occurred without regard to some of the provisions contained in the current Horsham Planning Scheme (such as continuing the grid based street network and avoiding cul-de-sacs unless absolutely essential due to the physical context or constraints of a particular location).

More recently, Council’s planning team have identified these outcomes and have been working towards raising awareness with developers and identifying potential changes to the Horsham Planning Scheme to improve upon past planning outcomes.

There are some examples in other parts of Horsham where open space outcomes have already improved significantly by orientating open space to a street frontage and providing passive surveillance through transparent fencing. Ideally open space should have a broad frontage to at least two local streets.

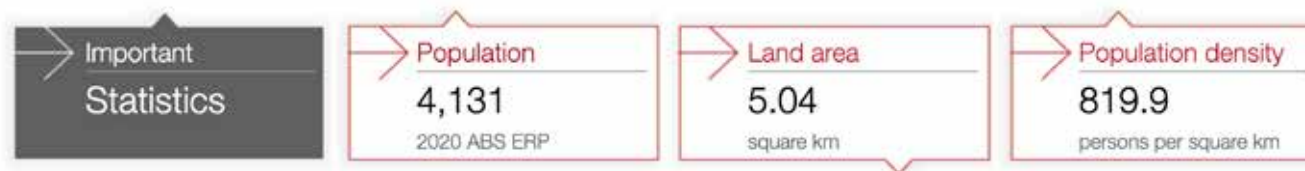


Path through Foundry Reserve



Plan 14: Current Open Space

4.2 Current Provision of Open Space



Open space provision can be a difficult thing to quantify exactly but grouping parks and reserves into appropriate categories helps to understand how much open space there is, in terms of hectares per person. The measurement used in the Horsham Open Space Strategy is hectares per 1,000 people.

Horsham North has approximately 2.53Ha per 1,000 people and according to the strategy, that is close to the acceptable minimum level of open space. Ideally, the provision of (quality) open space should be double that at 5Ha/1,000 people.

However, the quality of open space in Horsham North is exceptionally poor and it is difficult to quantify the actual provision of open when much of the open space is of such a poor standard.

For example, the Foundry and Palm Ave. park/reserve is a larger piece of "open space" but its poor interface conditions, lack of passive surveillance or connectivity to surrounding areas leaves it as an isolated area with little community benefit.

Similarly poor conditions are found at Perkins Court which is currently not much more than a paddock sitting in between back-yard fences, located at the end of three cul-de-sacs.

Police Paddock is located at the northern edge of Horsham North and is classified as "Regional Open Space". Whilst this is a highly valued asset and contributes to the overall provision of open space (51Ha), it is not classed as a park/reserve for the purposes of this assessment of provision for Horsham North (as it also wasn't in the Open Space Strategy).

Similarly, the river corridor to the south of the Horsham town centre should also be discounted from the open space provision numbers.

The provision of open space in Horsham North has increased slightly since the adoption of the Open Space Strategy, hence the difference in the figures.

OPEN SPACE STATISTICS:

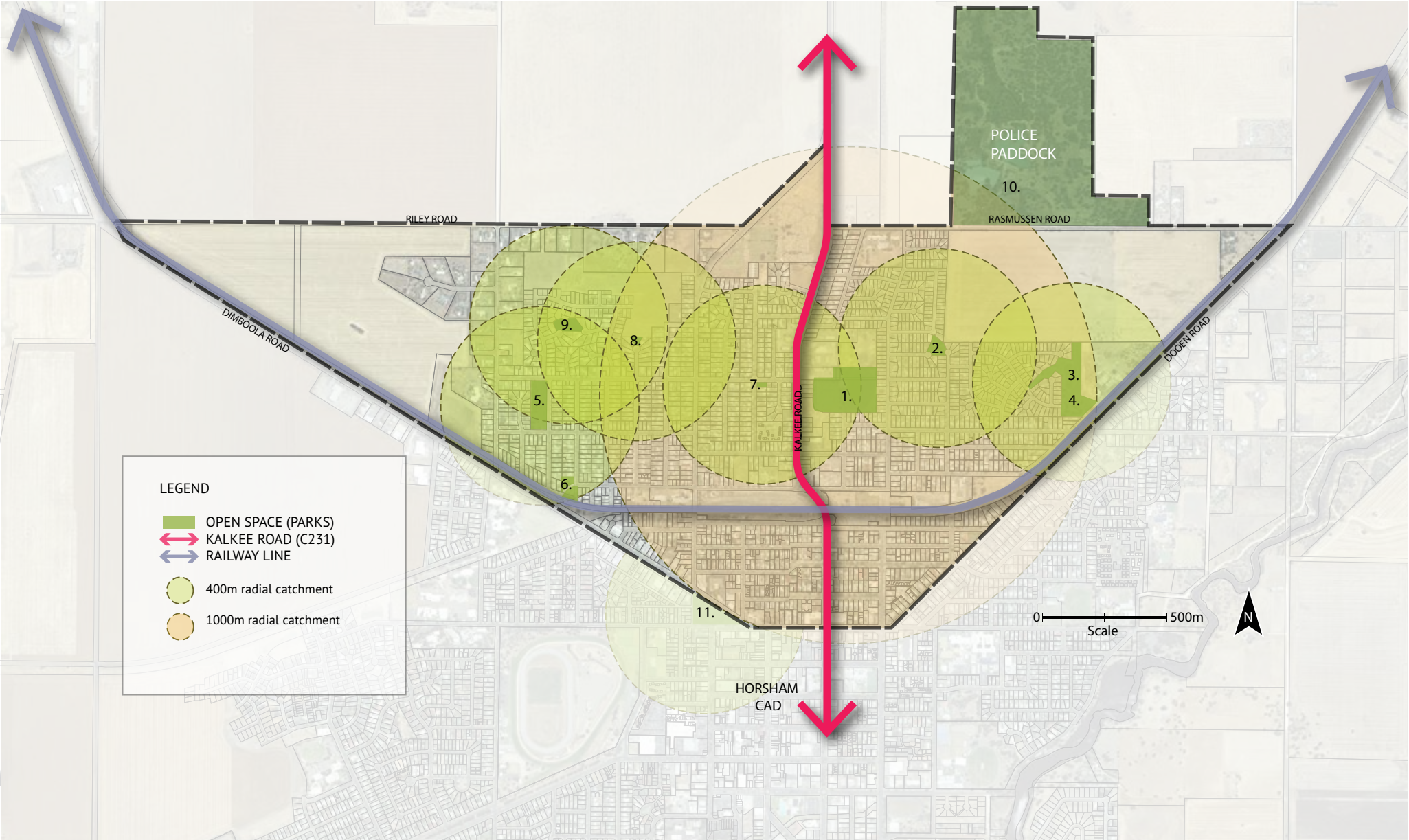
Total Land Area = 504Ha (5.04km²)

Population = 4,131 (2020)

Population Density = 8.19 people/Ha

Total Open Space
(Local and Neighbourhood Parks) = 11.53Ha

Open Space Provision = 2.79Ha/1,000 people



Plan 15: Open Space Catchment Areas

4.3 Open Space Strategy (2019)

Specific Description of Open Space in Horsham North

Horsham North is underserved by publicly accessible and activated open space and has the highest population of all localities, however provision of open space is one of the lowest, with only 2.53 hectares per 1,000 people. Horsham North's urban area is characterised by poor town planning outcomes, evident through the lack of a defined structure or hierarchy between places and connections. Dudley Cornell Park is the key open space asset in Horsham North, and is primarily used for athletics, cricket and soccer.

Key Issues

- *Key public open spaces in Horsham North (Dudley Cornell Park and Foundry Park) are surrounded by backyard fences, which reduce the amenity, safety and character of these spaces.*
- *There is poor connectivity to the centre of the town with no formalised bike or pedestrian routes. This poses a safety risk for residents and limits accessibility.*
- *Horsham North is isolated and separated from the rest of Horsham by the railway corridor and adjoining land, and the poor quality connections across the railway. While the Railway Corridor restricts accessibility in some cases, it has the potential to provide the East/West connectivity and alleviate the barrier between North and South Horsham.*

Future Considerations

- *Activate existing open space with community amenities such as barbecues, picnic tables, public toilets at Langland's Park and Charisma Park.*
- *Develop pedestrian and cycle links between the Kalkee Road Children's Hub, Police Paddock and Dudley Cornell to provide connection between key open spaces in the North.*
- *Use Dudley Cornell Park for broader lifestyle and recreational use by local residents, with athletics relocated to another site (medium term).*
- *Develop initiatives to help re-integrate the urban areas on each side of the railway to change the dynamic of Horsham North.*
- *Investigate opportunities to redevelop the existing Horsham North Primary School site as a passive recreation space. This includes the existing North Gym, along with new walking trails, and passive open spaces.*
- *Create a series of "Safe Places" where residents can meet, or wait for public transport, in a safe environment. These Safe Places should be carefully designed with CPTED (Crime Prevention Through Environmental Design) principles at key intersections and streets.*

Open Space Hierarchy (Categories)

When planning public open space, the following standards should be followed:

- *Local parks within 400m safe walking distance of at least 95% of all dwellings;*
- *Active open space within one kilometer of 95% of all dwellings;*
- *Linear parks and trails, most often along waterways, but also linked to vegetation corridors and road reserves within one kilometer of 95% of all dwellings;*
- *In residential areas, approximately 10% of the net developable area as total public open space (for new development)*

Benchmarking

To plan the provision of open space, a benchmark of between 2.83 hectares (ha) and 5 ha per 1,000 people is used in most states. For Victoria, there is no consistent benchmark for open space provision that is commonly used across all municipalities. The 2.83ha figure is primarily used in NSW and is based on 0.8ha/1,000 for parklands and gardens and 2.0ha/1,000 for outdoor sports it generally does not include drainage areas or natural areas.

Urban Design Guidelines for Victoria (Extract from Open Space Strategy)

The Open Space Strategy makes reference to the *Urban Design Guidelines for Victoria*, as they set out the urban guidelines that apply to subdivision design and also the design of parks and other public spaces.

The Open Space Strategy identifies the lack of well designed, quality open space in Horsham North.

Applying the urban design guidelines, which are referenced at Clause 15.01-S of the Horsham Planning Scheme, will ensure more positive open space outcomes in future.

The Urban Design Guidelines for Victoria support state agencies, local government and the urban development sector to deliver functional and enjoyable places for people to live, work, and spend leisure time. The guidelines are based around six key areas:

Urban structure: *Urban structure principles, activity centre structure, large development site structure, higher density residential precinct structure, and public realm structure.*

Movement network: *Movement network principles, pedestrian priority streets, pedestrian and bicycle paths, pedestrian and bicycle crossings, major roads, public transport on roads, on street parking, and car parking lots.*

Public spaces: *Public space principles, street spaces and plazas, local parks, communal open spaces.*

Public transport environs: *Public transport environs principles, railway station precincts, public transport interchanges, and railway corridor environs.*

Buildings: *Buildings in activity centres, higher density residential buildings, large format retail premises, and car parking structures.*

Objects in the public realm: *Principles for objects in the public realm, street and park furniture, trees and planting, barriers and fences, lighting, signs and way finding, and small public buildings and structures.*

4.4 Analysis of Parks and Reserves

Across an area of 504Ha, Horsham North has 10 areas of Public Open Space that fall under different categories and serve different purposes. Excluding the Police Paddock from the overall provision of public open space, there is a total of approximately 11.53Ha.

This is important in assessing the overall provision of open space as some open space is of particularly low quality due to its design and some have a specific purpose which makes it inaccessible to other users. This analysis then relates to the catchment areas discussed previously.

Some parks serve as playgrounds but with play equipment that needs upgrading. Some parks have tables and benches for seating but are either poorly located within the space or are not supported by other facilities or infrastructure. Generally, the design and function of each open space needs to be assessed in order to address the provision and design of each open space to make them more user-friendly, safe and inviting, which many of them are not currently.

1. Dudley Cornell Reserve

Size: 3.93Ha

Category: Neighbourhood

Purpose: Sports and Recreation Reserve

Facilities: Sporting changerooms, barbecues, two sports ovals

Issues:

- Lack of proper street frontages (no defined entry from Kalkee Road)
- Narrow entries into reserve
- Poor interfaces around reserve (back fences)
- Lack of passive surveillance leading to low perceptions, and actual levels of safety
- Poor connections through reserve/lack of connectivity
- Perceived as serving a specific user group (sporting clubs and primary school)



2. Charisma Park

Size: 0.43Ha

Category: Local

Purpose: Children's Playground

Facilities: Play equipment, barbecue

Issues:

- Located at the end of 3 cul-de-sacs with narrow entries into park
- Poor interfaces around reserve (back fences)
- Lack of passive surveillance leading to low perceptions, and actual levels of safety
- Play equipment in poor condition
- Uninviting / isolated



3 & 4. Foundry & Palm Ave.

Size: 5.68Ha

Category: Neighbourhood

Purpose: Linear Reserve

Facilities: Bench/Table

Issues:

- A neglected area of open space
- Irregular in shape
- Lack of clear paths or sight lines through reserve making space “illegible”
- Poor connections through reserve/lack of connectivity
- Bench and table are vandalised, unuseable
- Lack of shaded areas
- Poor interfaces around reserve (back fences)
- Lack of passive surveillance leading to low perceptions, and actual levels of safety
- Industrial/commercial site to the east is buffered by a mound that further reduces sight lines, increasing sense of isolation
- An uninviting and unuseable space

**5. Langlands Park**

Size: 1.28Ha

Category: Neighbourhood

Purpose: Reserve & Off-leash Dog Park

Facilities: Park benches / fenced off area for dogs

Issues:

- One of the most attractive areas of open space in Horsham North but a section of the park is fenced off for dog owners
- Park dedicated to specific purpose
- Other users may feel that rest of park is not for them
- The above issues are more relevant due to the condition and useability of other local parks

**6. Elbourne Park**

Size: 0.2Ha

Category: Local

Purpose: Playground & Small Reserve

Facilities: Play equipment

Issues:

- Small park with playground
- Park is divided by Hazel Street, which is a busy street for traffic coming off Dooen Road
- Southern portion is not part of the park, rather it is an unused small reserve (but still counted as open space)



7. Oatlands Park

Size: 0.1Ha

Category: Local

Purpose: Playground

Facilities: Play equipment

Issues:

- Fenced off for safety reasons,
- Has limited use as playground
- Inaccessible / uninviting



8. Pioneer Court

Size: 0.11Ha

Category: Local

Purpose: No defined purpose

Facilities: Some ad hoc play equipment

Issues:

- An example of unplanned open space with no defined purpose
- Located at end of cul-de-sac with unfinished subdivision (development) to the north
- Insufficient park infrastructure or connecting paths
- Located at the end of cul-de-sacs



9. Perkins Court

Size: 0.51Ha

Category: Unclassified (Local)

Purpose: No defined purpose

Facilities: No facilities

Issues:

- Area of land contributed as public open space with no landscaping or equipment
- Located at the end of three cul-de-sacs
- Presents as an empty paddock
- Extremely poor interface conditions (back fences)
- Lack of clear sight lines or “legibility”
- Potentially unsafe for users due to lack of passive surveillance
- No vegetation or landscaping
- No pedestrian paths
- A significantly poor open space outcome, and one to be avoided in future.



10. Police Paddock

A natural wetlands reserve perfect for bush enthusiasts, walkers and cyclists. Keep an eye out for animal and bird life, enjoy a break at the picnic table or use the accessible fishing pontoon to your advantage.

Police Paddock is not typical of open space in Horsham North and is a highly valued nature reserve.

Issues:

- Police Paddock is located at the most northern edge of Horsham North
- Access is via Rasmussen Road and pedestrian/cyclist links should be improved



View inside Police Paddock



Open Space
Opportunities >>

4.5 Increase the Provision of Open Space to 4Ha / 1,000 people

In addition to improving the existing parks and reserves, there are many opportunities to increase the provision of quality open space.

These opportunities can be identified as follows:

- The entirety of (available land within) the rail corridor (as identified in the UDF and Rail Corridor Masterplan) presents an opportunity to convert the disused land into a landscaped open space corridor (subject to remediation), including the provision of an east-west shared path (for pedestrians and cyclists)
- The southern side of the railway land, west of Horsham Railway Station, could be converted into a park that serves the local area
- The CMI Foundry should be identified as a future open space opportunity and the eventual shift of all industrial/commercial activity in Horsham North should be recognised as a significant land use opportunity
- Residential blocks that surround existing open space should be identified for potential future acquisition to enable the narrow entries to be “opened up” to improve access, connectivity and passive surveillance
- New subdivisions should provide an appropriate proportion of land as public open space, and the criteria and guidelines for contributions need to be specified clearly in the Horsham Planning Scheme

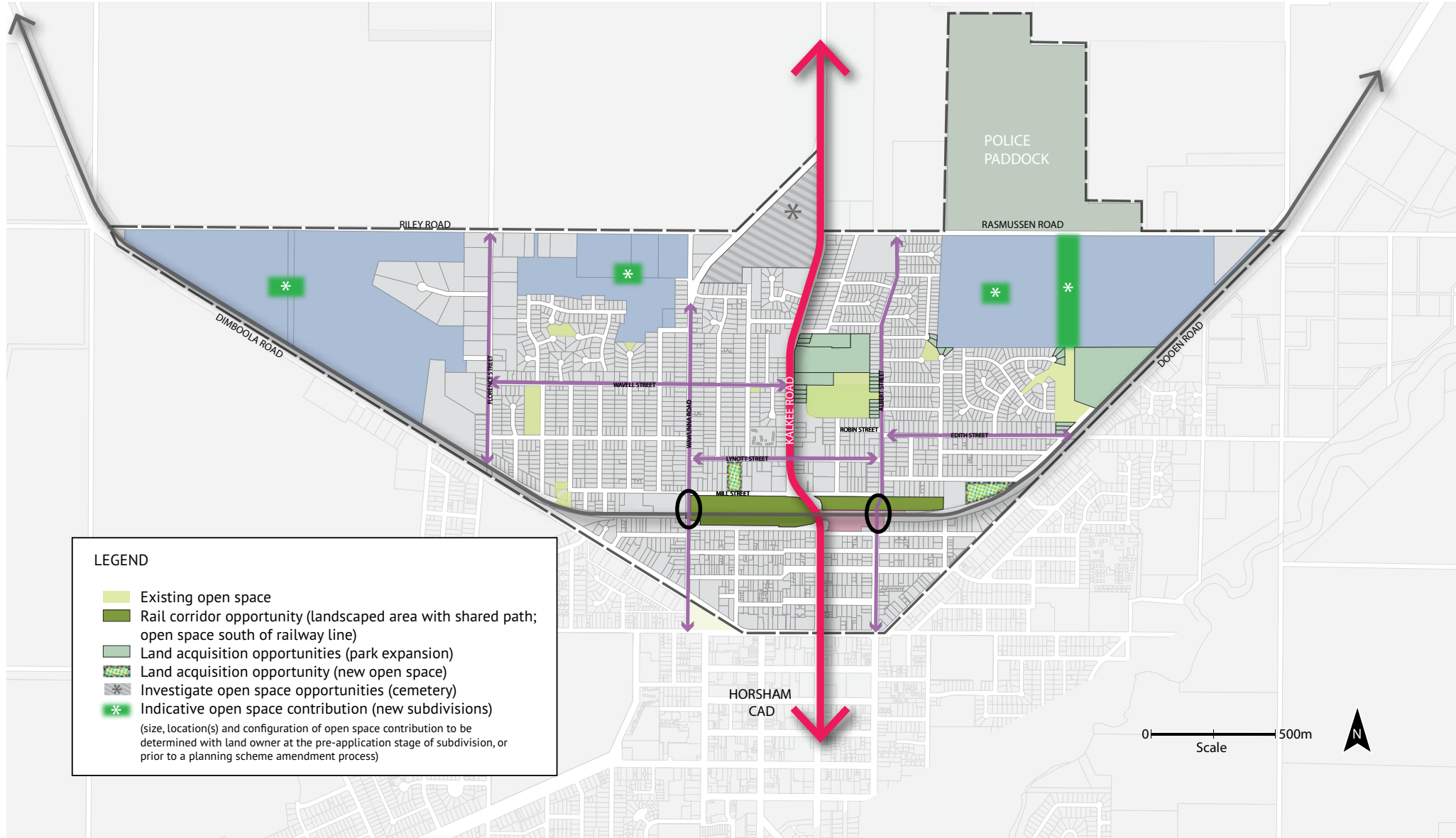
Open Space Contributions

The Open Space Strategy provides analysis of open space provision and gaps across Horsham and also recommends a contribution rate to be implemented in the Horsham Planning Scheme.

In order to progress with a planning scheme amendment it is considered that a peer review of the Open Space Strategy be undertaken in order to provide a strong methodology for applying a contribution rate at the schedule to Clause 53.01 - Open Space Contributions.

The peer review should also identify the locations or circumstances where a cash contribution will be required in lieu of land. The criteria for acceptance of a land contribution should be set out as a local policy in the relevant section of the Horsham Planning Scheme.

Auditing the current provision of open space in terms of quality, function and quantity is a necessary first step and setting a target for future open space based on the Open Space Strategy will provide a benchmark against which contributions can be measured against future population growth.



Plan 16: Open Space Opportunities Plan

4.6 Improve the Design / Quality of New Open Space

Whilst the Horsham North UDF identifies a number of issues relating to the quality and provision of open space, further analysis of the subdivision patterns and the characteristics of open space provision has been undertaken, with strong regard to the Urban Design Guidelines for Victoria.

The key urban design principles that should be applied to open space provision are not evident in any of the parks or reserves in Horsham North. The provision of future open space, and improvements to current open space, must have regard to these principles. In particular, open space must:

- Have two or more street frontages (not an entrance from a cul-de-sac)
- Be located so that houses are facing towards the open space to provide passive surveillance
- Provide direct connections (shared paths) through the open space.

4.7 Subdivision Design

The provision of open space is part of the subdivision process and there is an obvious disconnect between the established grid-based street network and new subdivision layouts, which are also inconsistent with the following statements in the Horsham Planning Scheme (Clause 11.01-L Settlement):

Support development, including subdivision, that delivers:

- Improved sight lines.
- Local legibility.
- Connection to and extension of the city's established grid-based road network.

The inconsistent lot design and layout of some subdivisions has resulted in highly inconsistent lot configurations and orientation, significantly undermining neighbourhood character, and providing poor interfaces to the public realm and areas of public open space.

Historically, the subdivision layouts that have been approved across Horsham have been inconsistent and not based on a suitable set of design principles to guide their design and development, or to provide for pedestrian connectivity, suitable lot configurations, or useable and inviting areas of public open space. Public open space that has been created across Horsham through land contributions, as part of past subdivision processes, have been poorly considered in terms of:

- Size
- Location
- Configuration
- Street Frontages / openness
- Pedestrian connections
- Public safety / passive surveillance

4.8 Re-Design + Improve Existing Parks

The range of issues and the quality of parks across Horsham North varies considerably and there isn't a single solution. However, undertaking an audit of all parks and reserves, and then prioritising parks for a staged program for upgrades would seem a logical step forward.

For existing parks, a guiding set of principles needs to be established (based on the UDGv) and landscape plans/masterplans could be undertaken as required across all of the parks, prioritising those parks which have the greatest urgency for improvement (such as the example in Figure x).

The guiding principles from the Urban Design Guidelines for Victoria must also be applied in the provision of new public open space, in terms of both subdivision design and open space provision. These should be implemented further through the introduction of local policies into the Horsham Planning Scheme.



Legend

- ↔ Direct shared paths
- Landscaped / biodiversity areas
- Tree planting along shared paths
- Facilities (play equipment / bbq areas)
- Park benches (next to trees)

Analysis / Issues:

- > Irregular shape creates "blind spots" resulting in public safety / surveillance issues
- > Park is illegible in terms of layout / site-lines / exits
- > Very poor pedestrian connectivity - users would feel lost if entering the park and trying to understand location
- > Interface conditions - back-yard fences fronting open space result in lack of passive surveillance and sense of isolation
- > Lack of street frontage - adds to sense of isolation / lack of passive surveillance
- > Useability and attractiveness of park is negatively affected by all of the above.

Opportunities:

- > Undertake landscape masterplan for reserve
- > Incorporate landscaping / vegetation along fence-line interfaces
- > Consider biodiversity values when undertaking landscaping / vegetation
- > Provide increased tree canopy as part of all park design
- > Design and implement connecting (landscaped) paths through park
- > Locate park benches and other facilities at appropriate locations
- > Incorporate lighting

4.9 Apply the Urban Design Guidelines for Victoria in the Assessment of Subdivisions

3.1 Public spaces principles

Public spaces are those areas in the public realm that provide a public use or recreation function, such as parks, plazas and street spaces. Public spaces are generally located on publicly held land, are accessible to everyone and are managed and maintained by councils or other public agencies. Some privately held land provides for controlled public access and use as a public space, such as a building forecourt, a walk-through, a shopping mall or a communal open space. Public spaces are created as part of a land subdivision or by reallocation of land uses in existing urban areas.

Public spaces accommodate a diversity of activities, and provide interest and amenity for people. Critical factors for successful public spaces are their location, size, dimensions and the interfaces with adjacent properties, the paths and arrangement of activities within the space. The area surrounding public spaces also influences how they are used and perceived. A functional system of public spaces offers direct connections to the surrounding pedestrian network and includes through-paths.

Why is it important?

Public spaces are essential for the wellbeing of everyone in a community. They provide opportunity for relaxation, recreation and socialising, and contribute to a neighbourhood's local character and sense of place. Active, safe and enjoyable public spaces draw people to them.

More than a third of the urban land area is public space, mostly streets. Green spaces such as parks make up the second largest component of public space. Street spaces, plazas, forecourts and squares provide for regular and chance social encounters. Parks and green spaces provide opportunities to relax, participate in active recreation and experience nature. Semi-public and communal open spaces, such as courtyards in apartment buildings, hospitals and education facilities, provide for casual interaction and recreation.

3.1 Public spaces principles

Objective 3.1.1 To ensure all users have convenient and safe access to and through public spaces

- 3.1.1a** Connect the public space to the surrounding pedestrian network.
→ **TIP** See Element 1 Urban Structure: guidelines 115 and 116
- 3.1.1b** Locate entry paths with clear views to other exits from the public space.
- 3.1.1c** Continue pedestrian paths through the public space with direct, logical routes.
→ **TIP** Pedestrians feel safer when a public space has an obvious through-path, with frequent escape routes linking to surrounding streets.



3.3 Local parks

Local parks are green public spaces up to one hectare in size and may include trees, grass, gardens and playgrounds. Some local parks also include water features, cafes or sports facilities. The location of a park in the movement network often influences its useability. Parks must connect directly to the pedestrian network and be located within easy reach of users.

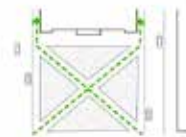
The most valued parks will be those used by a range of people for a variety of reasons throughout the day. Parks with active uses adjacent to and fronting them are usually more popular than those surrounded by fences and blank walls. Parks can also support natural systems and habitat.

Why is it important?

Parks provide open space for relaxation, recreation and socialising. They also provide a space to be closer to nature, with relief from the noise, activity and hard surfaces of an urban environment. Parks also play an important role in enabling people to be more physically active and healthy. People prefer to use parks that are easy to reach and that feel safe and comfortable. Parks feel and become safer as more people use them. The success of parks is not just a question of scale or quantity, but where the park is located and how it is arranged.

Objective 3.3.1 To ensure convenient and safe access to and through local parks

- 3.3.1a** Locate park entrances on pedestrian desire-lines.
- 3.3.1b** Provide at least two main pedestrian through-paths across a local park, linked directly to the surrounding pedestrian network.



- 3.3.1c** Where a principal bicycle route passes through a park, provide separated pedestrian and bicycle paths.
- 3.3.1d** Locate bicycle paths away from children's play areas.
- 3.3.1e** Provide a pedestrian path around the park perimeter for walkers and joggers.

Objective 3.3.2 To encourage use of local parks at different times of the day by a wide range of users

- 3.3.2a** Provide areas and facilities suitable for active pursuits.
→ **TIP** Circuit training, ball games, skate boarding or kite flying may need designated areas.
- 3.3.2b** Provide areas and comfortable seating for quiet pursuits.
→ **TIP** Seating areas are important for encouraging people, particularly the elderly, to use and enjoy local parks and open spaces.

Objective 3.3.3 To ensure amenity and safety for local park users

- 3.3.3a** Surround local parks, on at least three sides, with streets and buildings with active frontages to overlook the park.

→ **TIP** A park bounded by blank rear or side fences limits the opportunity for informal surveillance and reduces security for both park users and properties bordering the park.



- 3.3.3b** Provide seats at the entry points of local parks.

→ **TIP** Seating at a park entrance sends a welcoming message, provides a place to meet and lets people feel they can be in the park yet connected to the street outside.

- 3.3.3c** Locate the paths, facilities and children's play areas in local parks where they can be seen from surrounding properties, paths and streets.



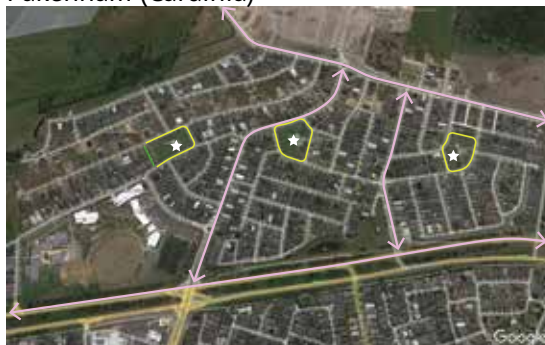
- 3.3.3d** Position trees and planting to maintain sightlines between paths within a park and surrounding streets and properties.

- 3.3.3e** Provide lighting along main paths and in areas intended for night-time use. It to the same level as surrounding streets.

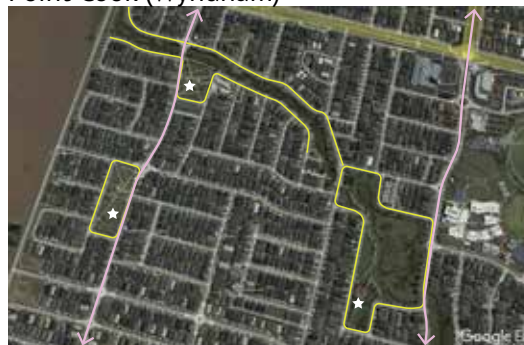
→ **TIP** Using the same lighting levels for park paths as the surrounding areas indicates they are intended as safe routes.

4.10 Case Studies - Growth Areas in Metro Melbourne

Pakenham (Cardinia)



Point Cook (Wyndham)



Brookfield (Melton)



Craigieburn (Hume)



SUMMARY:

- > Connected, grid-based street pattern
- > Road hierarchy well considered with connector roads
- > Subdivisions designed to incorporate open space within proposed street network
- > Frontage to local street on all sides of open space
- > Generally regular in shape
- > Pedestrian paths connect with local streets, promoting walking/cycling
- > Houses oriented towards open space (passive surveillance)
- > No (or minimal) cul-de-sacs
- > Natural features responded to with linear reserves (street frontage and houses oriented towards reserve)
- > Minimal back fence interface conditions (landscaped where present with 3 street frontages)

Urban Design Guidelines for Victoria - Guidance for Open Space Design/Provision (within Subdivision)

Objective 3.1.1 To ensure all users have convenient and safe access to and through public spaces

3.1.1a Connect the public space to the surrounding pedestrian network.
→ **TIP** See Element 1 Urban Structure guidelines 1.1.5 and 1.1.6

3.1.1b Locate entry paths with clear views to other exits from the public space.

3.1.1c Continue pedestrian paths through the public space with direct, logical routes.
→ **TIP** Pedestrians feel safer when a public space has an obvious through-path, with frequent escape routes linking to surrounding streets.

Objective 3.3.1 To ensure convenient and safe access to and through local parks

3.3.1a Locate park entrances on pedestrian desire-lines.

3.3.1b Provide at least two main pedestrian through-paths across a local park, linked directly to the surrounding pedestrian network.

Objective 3.3.3 To ensure amenity and safety for local park users

3.3.3a Surround local parks, on at least three sides, with streets and buildings with active frontages to overlook the park.
→ **TIP** A park bounded by blank rear or side fences limits the opportunity for informal surveillance and reduces security for both park users and properties bordering the park.

3.3.3b Provide seats at the entry points of local parks.
→ **TIP** Seating at a park entrance sends a welcoming message, provides a place to meet and lets people feel they can be in the park yet connected to the street outside.

4.11 Public Realm Activation

The quality and accessibility of public spaces, influences whether people choose to use them. In the case of Horsham North, many people have no other options if they want to reach destinations such as the Horsham town centre either by walking or cycling.

The two pedestrian underpasses were identified in the UDF and have remained below an acceptable standard in terms of their function and public realm quality.

The long term solution is to either replace the current underpasses with at-grade pedestrian crossings (pending approval from the Department of Transport), or to create a new underpass (or overpass) that meets Department of Transport standards in terms of accessibility and DDA compliance. Both options would be considered relatively expensive (but necessary) exercises.

The public realm at key locations should be enhanced to provide access to all users including the young, the elderly and people with a disability.

Public realm improvements should include the following:

- DDA compliant paths
- Uninterrupted sight lines
- Improved lighting
- Landscape treatments
- Useable spaces to enable sitting/resting



4.12 The Silo Art Project (Public Realm Activation)

Horsham's first silo art mural to feature story of reconciliation, resilience and great legacy:

The Horsham silo and flourmill site will celebrate a little known but locally significant story of Yanggendyinyuk, a Wotjobaluk warrior's story of leadership, resilience and great legacy.

The life of Yanggendyinyuk's (His Walking Feet in Wergaia Language) is embedded throughout Wotjobaluk Country (the Wimmera). While he was publically celebrated for his extraordinary tracking skills in finding the Cooper Duff children and for his part in the first Indigenous cricket tour to England, he also witnessed great loss of clan and Country.

Sharing the story of Yanggendyinyuk, signals how this community chooses to see its' future self through the telling of its past. Importantly it visually and symbolically places the legacy of a truly remarkable Aboriginal leader that epitomises power, resilience, strength and achievement across redundant agricultural infrastructure.

The project will bring new life and focus to the region through a commitment to reconciliation and respect, and as a consequence invite visitors and residents to explore the region's rich Aboriginal heritage and living culture, led by our region's first people through a key project partnership with the silo owners, Barengi Gadjin Land Council, West Wimmera Shire Council and the generously shared story by a direct descendant of Yanggendyinyuk, and his life of Yangga Dyata - Walking on Country.



Silo Complex, Wawunna Road

4.13 Activate the Rail Corridor

Convert the Rail Corridor for Public Use

Both the Horsham North UDF and the Rail Corridor Masterplan identify the barrier effect caused by the railway line and the opportunities to convert the disused land for community use.

The potential east-west connectivity provides an opportunity to create a landscaped movement corridor for pedestrians and cyclists from Wawunna Road through to the eastern end of Mill Street, east of Kalkee Road, and potentially as far as the eastern end of Anderson Street.

The land at the eastern end of Anderson Street was formerly owned by VicTrack but is now privately owned. This land should be identified as an opportunity to enhance connectivity through the area, as the Foundry Park has the potential to further extend a shared path through to Rasmussen Road (and the Police Paddock), creating an overall shared path network.

The rail corridor also provides an opportunity to provide viewing locations for the silo art project. The streetscape along Mill Street should also be improved through the provision of footpaths and street trees/landscaping.



Views towards the silo within the Rail Corridor



Views towards the silo and rail corridor from the Kalkee Road Bridge

4.14 Issues Summary

Current provision of Open Space

- *Lack of quality open space (parks are poorly designed)*
- *Lack of diversity of open space*
- *Limited function of some open space means that some user groups are excluded*
- *Difficult to assess quantity/provision as much of the open space is sub-standard (does not conform to the guidelines set out in the Urban Design Guidelines for Victoria)*
- *The overall provision of open space needs to be quantified in terms of function and quality/useability*

Design and Quality of Open Space

- *Historically, subdivisions have not delivered good open space outcomes*
- *Open space needs to be designed and planned before development occurs*
- *Poor interface conditions (such as back fences) need to be avoided through Council planning and assessment processes*
- *Lack of passive surveillance*
- *Some parks or reserves unusable in current condition*
- *Lack of sight lines (legibility) through some parks*
- *Narrow entries into parks/reserves*
- *Parks not designed with street frontages*

Open Space Planning & Subdivision

- *Historically, there has been a lack of planning for open space, which is evidenced by the location and configuration of a number of parks and reserves*
- *Land acquired from developers through the subdivision process has been poorly designed and not integrated with its surrounding environment*
- *New areas of open space have become available without adequate provision of park infrastructure*
- *The planning scheme provides inadequate guidance or requirements for open space provision from developers*

Activating the Public Realm / Public Spaces

- *The appearance and amenity of the public realm provision around community facilities, including Horsham Railway Station, needs improving*
- *Poor public realm along streetscapes (lack of footpaths)*
- *Poor connectivity due to low quality public realm (rail corridor / underpasses)*

Accessibility and Safety

- *Most streets and public spaces have not incorporated DDA compliant treatments*
- *The inability to replace or address the state of the underpasses has prevented any effort to provide DDA compliant underpasses or rail crossings for pedestrians (and people with disabilities) generally.*
- *Most parks lack DDA compliant paths and are not useable for people with disabilities*

Public Facilities

- *There is a lack of public toilets throughout Horsham North other than those located at the Dudley Cornell Reserve*
- *The Silo Art project may require investigation into appropriate facilities to cater for visitors and also the local community*

Tree Canopy (Street and Park Trees)

- *Horsham North, like other parts of Horsham, has a low level of tree canopy cover and requires attention to increase tree canopy cover over time.*

4.15 Opportunities Summary

Increase the provision of open space

- *Set a target of 4Ha/1,000 people for open space provision*
- *Plan for the strategic acquisition of properties that support improved or increased open space provision and connectivity*
- *Identify opportunities to increase open space through land acquisition including residential lots and formerly commercial/industrial sites*
- *Liaise with VicTrack in terms of the use or acquisition of redundant railway land for public purposes, north and south of the railway line*
- *Plan for upcoming subdivisions and engage with developers early on at the pre-application stage*

Improve the Design & Quality of New Open Space

- *Identify opportunities through future subdivisions for the provision of new open space, connecting with the existing open space and pedestrian network*
- *Provide DDA compliant paths (and shared paths) and facilities*

Tree Planting and Canopy Cover

- *Continue to provide for increased tree planting across all streets and parks*

Re-Design / Re-configure Existing Parks

- *Identify opportunities to improve existing open space in Horsham North through well-considered landscape design strategies*
- *Apply the Urban Design Guidelines for Victoria and improve connectivity, accessibility and safety in existing parks*
- *Provide shared paths where practical*
- *Engage design professionals in the design process*
- *Undertake a masterplan for Dudley Cornell Reserve and involve the community in the process*
- *Explore options for the re-design and re-configuration of Foundry and Palm Ave. reserve(s) including the future acquisition of the neighbouring CMI Foundry site*
- *Provide for increased tree planting and incorporate biodiversity values into the planning for parks*

Apply to the Urban Design Guidelines for Victoria

- *Apply the Urban Design Guidelines for Victoria in the assessment of new subdivisions and open space provisions*
- *Engage with developers to clearly communicate the expectations of Council*
- *Re-inforce the UDG by implementing local policies in the Horsham Planning Scheme specifying subdivision and open space provision requirements*

Public Realm Improvement/Activation

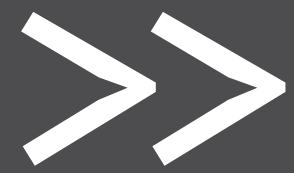
- *Improve the public realm around Horsham Station*
- *Provide an improved public realm at the approach to both pedestrian underpasses*
- *Investigate future options for accessible crossings across/under the railway line*

Silo Art Project (Public Realm Activation)

- *Use the Silo Art project as a catalyst for public realm improvements in the immediate area*
- *Ensure that the public realm is accessible and safe for all users.*

Activate the Rail Corridor

- *Plan for the conversion of the rail corridor and provide a landscaped corridor that facilitates pedestrian and cyclist movement from Wawunna Road, extending east of the Kalkee Road bridge.*
- *Undertake transformation of various sections of the rail corridor in stages in accordance with the revised masterplan (or landscape plan)*



Next Steps

This Draft Issues + Opportunities Paper is just the starting point and is based on previously identified, and current, issues and opportunities.

1. Community Feedback

We would now like to hear from the Horsham North community about their experience of the area and what they would like to see improved. Hopefully, we have been able to identify many of the issues and make suggestions in terms of future opportunities that can be taken further through an implementation plan that lists future projects for Council.

2. Developing the Local Area Plan

The Horsham North Local Area Plan will take the identified issues and opportunities, together with community feedback and formalise a plan for the area that will be implemented by Council, with your input.

One of the first steps will be establish a Vision for the area. This Vision will frame the objectives, strategies and actions set out in the plan. This will hopefully be undertaken as a workshop exercise, but pending Covid-19 circumstances at the time of the community consultation.

3. Further Consultation and Finalising the Plan

The Draft Local Area Plan will then be consulted on with the community and finalised, based on the feedback received. The plan will then be adopted by Council.



PT
Horsham Station
Platform
Parking
Cycles
Bicycle Storage

