



traralgon activity centre plan: background reports planning context report

prepared by hansen partnership Pty Ltd

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appendix 1 – demographic profile

1 introduction

hansen partnership pty ltd has been engaged by Latrobe City Council to undertake the Traralgon Activity Centre Plan (TACP). This plan is intended to provide guidance for both land use planning, and urban design, within the central business district (defined as an Activity Centre) of Traralgon for the next 20 years. The TACP should be distinguished from other strategic work being undertaken by Council through the Traralgon Growth Areas Review (TGAR). The TGAR report is intended to develop a strategy for the future urban development and community infrastructure investment in and around Traralgon and its environs. The TACP focuses on the development within the central core of the town. It is important before beginning any such plan to develop a sound understanding of the existing context.

This paper examines the statutory and strategic planning context of the town centre and specifically identifies other matters which will either need to be considered, or will exert an influence on the centre of Traralgon, over the next 20 years. It forms part of a suite of background reports which will inform the development of both a structure plan for the area, and an urban design framework.



2 study area

2.1 regional context

Traralgon is a large regional centre, within the Gippsland region of eastern Victoria, and is approximately 164 kilometres east of Melbourne (2.5hr drive). Traralgon is located within the Latrobe City Council local government area, and serves as the primary commercial centre for a wide area, servicing a catchment far into eastern Gippsland. The town forms part of the Latrobe City 'networked city', and is complemented by Morwell, the designated government and industry centre, Moe, the service centre and Churchill, the education centre. This context can be seen in figure 1.

Traralgon is also located on the main train line to the east of Melbourne, known as the Bairnsdale line and together with nearby Warragul, is a designated Transit City, under State government guidelines. This 'Transit City' designation is explicit within Melbourne 2030 where Moe-Morwell-Traralgon, along with Warragul, form the 'Latrobe Warragul Transit City'. Notwithstanding the 'network city' concept, it remains Council policy that each town grow in its own right and maintain a 10 -15 year supply of urban land.

The extent of the town of Traralgon is somewhat constrained by the surrounding natural features, which include the Latrobe River and its associated floodplain to the north and the Loy Yang Power station, proposed Traralgon Bypass and extensive coal reserves to the south. West of the township between Traralgon and Morwell are an airport and major hospital facility.

2.2 local context

The Traralgon Activity Centre sits to the predominantly north of the Princes Highway and the railway line. It is surrounded by residential land to the south, west and north, with a large swath of parkland to the east of the centre. This parkland includes the Traralgon Creek. The majority of new residential estates in Traralgon are located to the north of the town centre.

The town centre has retained a compact shape and has a strong grid pattern of wide streets, with Grey Street to the north, Breed Street to the west and the Princes Highway to the south and east forming the main boundaries of the centre. However, some office/ consultancy type uses have spread to the western

side of Breed Street. Kay Street forms a key green spine within the town centre, with Franklin Street forming the main street spine. This spine is anchored by the station to the south and the large Stockland Plaza development to the north.

Note: the study area excludes the area around the station as this is the subject of a separate project, known as the Station Precinct Masterplan.



legend

- mountain ranges
- major train line
- main roads
- major city / town centre
- networked cities
- latrobe city council boundary
- transit city (latrobe warragul)



traralgon activity centre plan

base map
1:7500

legend



DRAFT

Project Ref: 09436
Dwg No.: LCD-001
Scale: 1:7500@A1
1:15000@A3
Date: 01.06.10
Revision: B



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traralgon activity centre plan

base map
1:2500

legend



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3 state planning policy framework

The State Planning Policy Framework (SPPF) forms part of every planning scheme in Victoria and applies to all land in the state. This Statewide framework is intended to provide Responsible Authorities guidance as to what should be taken into account when planning related decisions are being considered. Relevant clauses of the SPPF which need to be considered in relation to planning for the Traralgon Activity Centre are detailed below. Please note that, while Clause 12 is intended to apply to metropolitan Melbourne, the principles are also suitable to application in large regional centres such as Traralgon.

CLAUSE	PURPOSE
<i>11: Introduction, Goals and Principles</i>	This clause outlines the overriding principles which are to guide planning in the state of Victoria, highlighting the need for planning to be approached in an integrated manner. The clause also sets out the key principles to be followed in relation to settlement, the environment, management of resources, infrastructure, economic well-being, social needs and regional co-operation.
<i>12.01: A more compact city</i>	<p>Under the sub-heading of 'Activity centres', this clause directs that Responsible Authorities should concentrate new development at activity centres near current infrastructure and in areas best able to cope with change and build up activity centres as a focus for high-quality development, activity and living for the whole community by:</p> <ul style="list-style-type: none">▪ Developing a network of activity centres that:<ul style="list-style-type: none">▪ Comprises a range of centres that differ in size and function.▪ Is a focus for business, shopping, working, leisure and community facilities.▪ Provides different types of housing, including forms of higher density housing.▪ Is connected by public transport.▪ Maximises choice in services, employment and social interaction.▪ Ensuring activity centres are developed in a way that:<ul style="list-style-type: none">▪ Reduces the number of private motorised trips by concentrating activities that generate high numbers of (non-freight) trips in highly



	<p>accessible locations.</p> <ul style="list-style-type: none">▪ Encourages economic activity and business synergies.▪ Broadens the mix of uses appropriate to the type of centre and needs of the population served.▪ Provides focal points for the community.▪ Improves access by walking, cycling and public transport to services and facilities for local and regional populations.▪ Supports the development of the Principal Public Transport Network. <ul style="list-style-type: none">▪ Ensuring planning for activity centres:<ul style="list-style-type: none">▪ Sets the strategic framework for the use and development of land in and around the centre and gives clear direction in relation to preferred locations for investment.▪ Supports the role and function of the centre given its classification, the policies for housing intensification, and development of the public transport network.▪ Improves the social, economic and environmental performance and amenity of the centre.▪ Broadens the base of activity in centres that are currently dominated by shopping to include a wider range of services over longer hours by locating significant new education, justice, community, administrative and health facilities that attract users from large geographic areas in or on the edge of Principal or Major Activity Centres with good public transport.▪ Locating a substantial proportion of new housing in or close to activity centres and other strategic redevelopment sites that offer good access to services and transport by increasing the proportion of housing to be developed within the established urban area, particularly at activity centres and other strategic sites (which include areas within Activity centres or with good access to public transport).
12.03: Networks with the regional cities	<p>Seeks to develop Metropolitan Melbourne and the surrounding regional cities as a network of cities to provide a choice of places to live, set up business and find a job. This clause aims to promote the growth of regional cities and key towns on regional</p>

<p><i>12.04: A more prosperous city</i></p>	<p>transport corridors as part of a 'networked cities' model by:</p> <ul style="list-style-type: none"> ▪ Planning and supporting regional centres of Geelong, Ballarat, Bendigo and the towns of the Latrobe Valley that are close to Metropolitan Melbourne as viable alternative urban locations to Metropolitan Melbourne. ▪ Ensuring that infrastructure services are in place so that Geelong, Ballarat, Bendigo and the towns of the Latrobe Valley and their surrounding regions are able to take advantage of opportunities for growth that will accrue from improved linkages to Metropolitan Melbourne. ▪ Encouraging planning for regional areas and cities that: <ul style="list-style-type: none"> ▪ Delivers an adequate supply of land for housing and industry to meet forecast growth. ▪ Ensures that new development is supported by strong transport links that provide an appropriate choice of travel. ▪ Limits the impact of urban development on non-urban areas and supports development in those areas that can accommodate growth. ▪ Protects conservation and heritage values and the surrounding natural resource base. ▪ Develops and reinforces the distinctive roles and character of each city. ▪ Fosters the development of towns around the regional cities that are on regional transport routes. <p>Note: the State level definition of 'networked cities' differs from the local level definition. This clause refers to the network between the Latrobe Valley towns on the main railway line and their transport links to Metropolitan Melbourne. Local 'networked city' policy also encapsulates Churchill and is concerned with overall strategic development, as opposed to transport orientated development.</p> <p>The objective of this clause is to create a strong and innovative economy and to maintain access to productive natural resources and an adequate supply of well-located land for energy generation, infrastructure and industry by providing an adequate supply of industrial land in appropriate locations including sufficient stocks of large sites for strategic investment.</p>
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<p>12.05: A great place to be</p>	<p>To create urban environments that are of better quality, safer and more functional, provide more open space and an easily recognisable sense of place and cultural identity and promote good urban design to make the environment more liveable and attractive. It also aims to recognise and protect cultural identity, neighbourhood character and sense of place, improve community safety and encourage neighbourhood design that makes people feel safe, protect heritage places and values and promote excellent neighbourhood design to create attractive, walkable and diverse communities. Finally, the clause also seeks to improve the quality and distribution of open space and ensure long-term protection of public open space.</p>
<p>12.06: A fairer city</p>	<p>The objective of this clause is to provide fairer access to and distribution of social and cultural infrastructure. In relation to affordable housing, it seeks to increase the supply of well-located affordable housing by:</p> <ul style="list-style-type: none"> ▪ Encouraging a significant proportion of new development, including development at activity centres and strategic redevelopment sites, to be affordable for households on low to moderate incomes. ▪ Facilitating a mix of private, affordable and social housing in activity centres, strategic redevelopment sites and Transit Cities projects. <p>This clause also seeks to develop a strong cultural environment and increase access to arts, recreation and other cultural facilities by encouraging a wider range of arts, cultural and entertainment facilities including cinemas, restaurants, nightclubs and live theatres, at Principal and Major Activity Centres and by reinforcing the existing major precincts for arts, sports and major events of Statewide appeal and establishing new facilities at locations well served by public transport.</p>
<p>12.07: A greener city</p>	<p>This clause seeks to minimise impacts on the environment to create a sustainable path for future growth and development.</p>
<p>12.08: Better transport links</p>	<p>The objective of this clause is to create a more sustainable transport system by integrating land-use and transport and to plan urban development to make jobs and community services more accessible by:</p> <ul style="list-style-type: none"> ▪ Coordinating improvements to public transport, walking and cycling networks with the ongoing development and redevelopment of the urban area.



14: Settlement	<ul style="list-style-type: none">▪ Concentrating key trip generators such as higher density residential development and Principal, Major and Specialised Activity Centres on the Principal Public Transport Network.▪ Providing safe pedestrian and cycling access to activity centres, public transport interchanges and other strategic redevelopment sites. <p>It also seeks to manage the road system to achieve integration, choice and balance by developing an efficient and safe network and making the most of existing infrastructure and to give more priority to walking and cycling in planning urban development and in managing the road system and neighbourhoods</p> <p>The objectives of this clause are to ensure a sufficient supply of land is available for residential, commercial, industrial, recreational, institutional and other public uses and to facilitate the orderly development of urban areas.</p>
15.02: Floodplain management	<p>Aims to assist the protection of both property from flood damage and the environmental functions and characteristics of waterways. Under this clause Planning Authorities need to take appropriate notice of areas affected by 1 in 100 year flood levels.</p>
15.10: Open space	<p>Seeks to assist creation of a diverse and integrated network of public open space commensurate with the needs of urban communities and rural areas. Under this clause planning authorities should plan for regional open space networks to be used for recreation and conservation of natural and cultural environments. Planning and responsible authorities should ensure that open space networks are linked through the provision of walking and cycle trails and rights of way and incorporate, where possible, links between major parks and activity areas, along waterways and natural drainage corridors, connecting places of natural and cultural interest, as well as maintaining public accessibility on public land immediately adjoining waterways and coasts.</p>
15.11: Heritage	<p>The intent of this clause is to assist the conservation of places that have natural, environmental, aesthetic, historic, cultural, scientific or social significance or other special value important for scientific and research purposes, as a means of understanding our past, as well as maintaining and enhancing Victoria's image and making a contribution to the economic and cultural growth of the State.</p>

<i>15.12: Energy efficiency</i>	Seeks to encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions. Under this clause planning and responsible authorities are directed to promote energy efficient building and subdivision design, promote consolidation of urban development and integration of land use and transport and encourage retention of existing vegetation or revegetation as part of subdivision and development proposals.
<i>17.01: Activity Centres</i>	The objective of this clause is to encourage the concentration of major retail, commercial, administrative, entertainment and cultural developments into activity centres (including strip shopping centres) which provide a variety of land uses and are highly accessible to the community.
<i>17.02: Business</i>	Seeks to encourage developments which meet community's needs for retail, entertainment, office and other commercial services and provide net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.
<i>17.04: Tourism</i>	The objective of this clause is to encourage tourism development to maximise the employment and long-term economic, social and cultural benefits of developing the State as a competitive domestic and international tourist destination.
<i>18.01: Declared highways, railways and tramways</i>	Aims to integrate land use and transport planning around existing and planned declared highways, railways, principal bus routes and tram lines.
<i>18.02: Car parking and public transport access to development</i>	This clause seeks to ensure access is provided to developments in accordance with forecast demand taking advantage of all available modes of transport and to minimise impact on existing transport networks and the amenity of surrounding areas.
<i>18.03: Bicycle transport</i>	The objective of this clause are to integrate planning for bicycle travel with land use and development planning and encourage cycling as an alternative mode of travel.



<i>19.03: Design and built form</i>	<p>The objective of this clause is to achieve high quality urban design and architecture that:</p> <ul style="list-style-type: none">▪ Reflects the particular characteristics, aspirations and cultural identity of the community.▪ Enhances liveability, diversity, amenity and safety of the public realm.▪ Promotes attractiveness of towns and cities within broader strategic contexts. <p>This will be achieved by following a range of guidelines group into the following categories of context, public realm, safety, landmarks views and vistas, pedestrian spaces, heritage, consolidation of sites and empty sites, light and shade, energy and resource efficiency, architectural quality, and landscape architecture.</p>
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4 local planning policy framework

The Local Planning Policy Framework (LPPF) incorporates both the Municipal Strategic Statement (MSS) and local planning policies that are relevant to the area and the type of development that should be encouraged. The Latrobe Planning Scheme has recently been updated, with changes to the scheme incorporated on 14 January 2010. Relevant to the future planning of the Traralgon Activity Centre are the following.

4.1 municipal strategic statement (mss)

The Municipal Strategic Statement outlines the 'vision' for the City of Latrobe, including the commitment to the following stated values:

Sustainability:

- *To promote the responsible and sustainable care of our built and natural environment for the use and enjoyment of the people who make up the vibrant community of Latrobe Valley.*
- *To provide leadership and to facilitate a well connected, interactive economic environment in which to do business.*

Liveability:

- *To promote and support social, recreational, cultural and community life by providing both essential and innovative amenities, services and facilities within the municipality.*

Community Capacity Building:

- *To empower the community through enhancing community advocacy, leadership, partnerships, inclusiveness and participation.*

Governance:

- *To ensure governance and leadership through a strong commitment and adherence to democratic processes and legislative requirements.*

These values are translated into Clauses 21.03 – 21.08 of the Latrobe Planning Scheme, which are discussed below.

4.1.1 Clause 21.03 (natural environment sustainability)

Under this clause Latrobe City Council undertakes to:

...increase and maintain natural vegetation, improve air and water quality, reduce and reuse waste, encourage energy efficient technologies, educate the community and industry in better waste management and environmental protection. The aim will be to achieve community recognition of Latrobe's natural environment as the region's most valuable asset. Council is committed to managing its resources to meet current needs, consistent with the national interests while protecting the opportunity for future generations to meet their needs and expectations for air quality; water quality and quantity; biodiversity; and waste management.

A series of objectives relating to various elements of natural environment sustainability are outlined. Relevant strategies under this clause include:

- *Reduce community emissions (excluding power stations) by 20% compared with 1996 levels.*
- *Encourage the reduction of pollution from Council activities as well as local domestic, transport and business sources.*
- *Support the Australian Greenhouse Office by promoting walking, cycling and public transport use.*
- *Provide buffers to waterways to maintain water quality.*
- *Encourage Water Sensitive Urban Design principles in all developments.*
- *Maintain community wetlands and infrastructure (such as gross pollutant traps) in urban areas.*
- *Promote water re-use, water conservation and similar actions to maximise the amount of water available for river health and human use.*
- *Discourage urban or rural residential development on areas subject to regular flooding.*
- *Ensure the floodway is maintained and that the free passage and temporary storage of flood waters is not compromised.*

4.1.2 Clause 21.04 (built environment sustainability)

The concept of the four main towns of Latrobe forming a 'networked city' introduces this clause. Under this 'networked city' model, each of the towns performs a different function, and key community facilities are spread across the four towns. Under this model, Traralgon is the designated 'commercial centre' of the Latrobe Valley. This clause also addresses the issue of built heritage and the need to protect and conserve important built heritage.

This clause also identifies that the community is increasingly demanding high quality architectural and urban design outcomes for built form and open spaces and the importance of this to maintaining civic pride. Latrobe City Council is also keen to ensure that sustainability principles strongly influences the design, siting and servicing of dwellings and this will be achieved through the encouragement of adapting and reusing existing buildings, retention and reuse of storm water, and the promotion of solar and energy efficient designs.

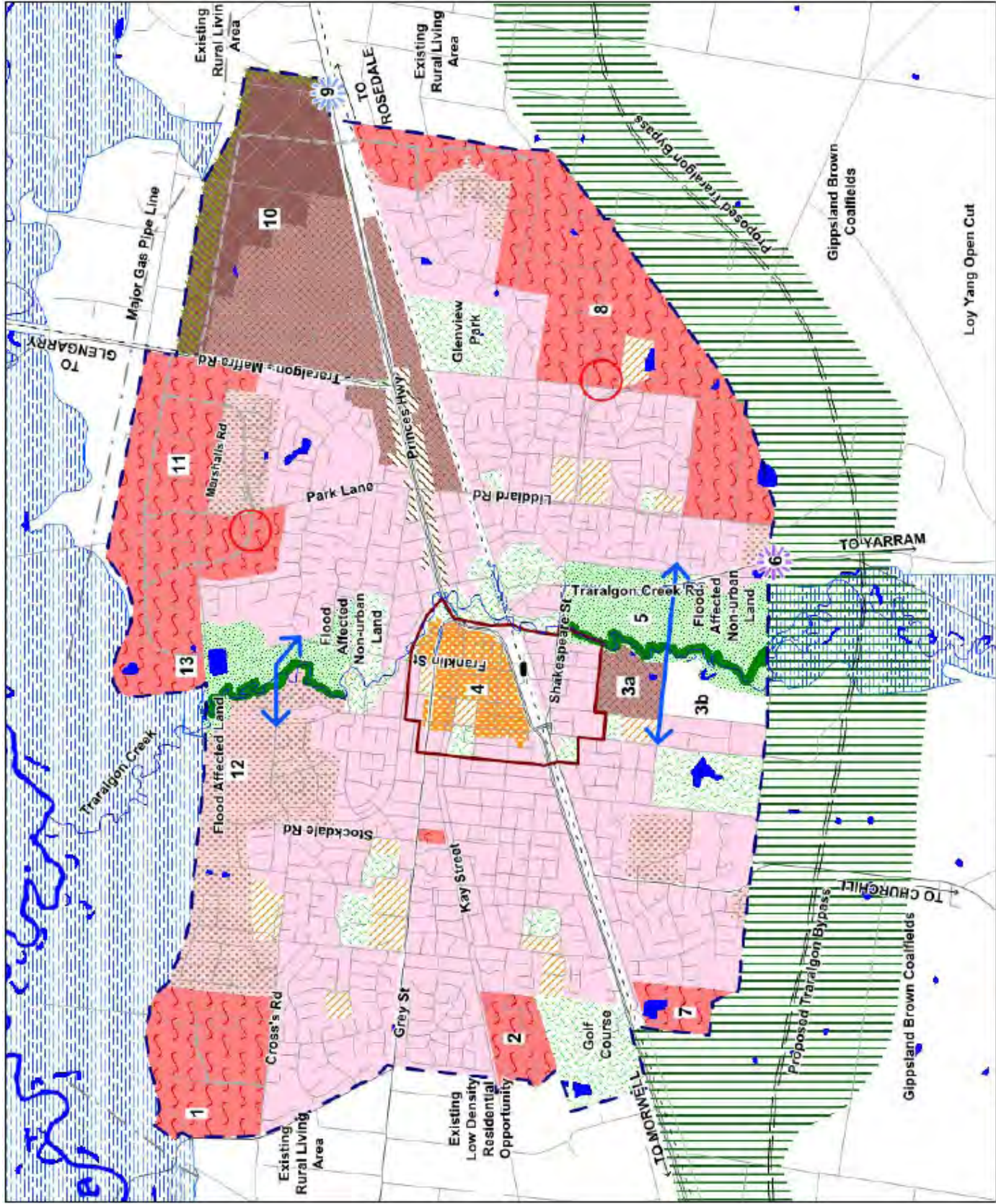
4.1.3 Clause 21.05 (main towns)

This clause identifies that most of the growth within Latrobe City is occurring in the four main towns, in particular Traralgon. The effect on this growth of the constraints which surround Traralgon is also identified. Two objectives which are outlined under this clause contain strategies which are relevant for this project. These are replicated below:

- *Objective 1: To provide the flexibility for development to occur in each town to accommodate the needs of its population as well as to contribute to the municipal networked city:*
 - *Encourage well designed, infill residential development throughout the existing urban area, especially in locations close to activity centres, areas of open space and areas with good public transport accessibility.*
 - *Encourage walkable neighbourhood centres and increased densities around Transit City areas and neighbourhood clusters.*
 - *Retain clear boundaries between urban areas and the surrounding rural environment.*
- *Objective 2: To facilitate development in accordance with the specific Town Structure Plan attached to this clause (see below for relevant Traralgon Structure Plan):*



- *Encourage consolidation of urban settlement within the urban zoned boundaries in accordance with the adopted structure plans.*
- *Discourage urban growth outside the urban development boundaries designated in the relevant local structure plan.*
- *Encourage medium density housing within the Transit City areas of the major town centres and neighbourhood clusters.*
- *Contain new residential subdivision within residential areas shown on the local structure plans.*
- *Maintain and enhance town and gateway entrances.*



LATROBE PLANNING SCHEME - LOCAL PROVISION TRARALGON STRUCTURE PLAN



The clause then contains a number of specific strategies which apply individually to the town centres, including a number of policy directions to which this project should respond. Relevant to the centre of Traralgon are the following:

- *Encourage higher density housing in the Transit City Precinct and existing and future neighbourhood clusters in Traralgon.*
- *Encourage the development of new retail, office and residential mixed use developments within Traralgon Primary Activity Centre (Area 4) and Argyle Street.*
- *Discourage significant new retail and office development outside of areas Area 4 and Argyle Street.*
- *Encourage increased densities and vertical growth of Traralgon's town centre to support the growth of the office sector.*
- *Discourage dispersion of the office sector.*
- *Support the development of the land generally bounded by Grey Street, Franklin Street and the Traralgon Creek for mixed use purposes.*
- *Encourage the early transition of industrial land uses in the southern parts of the Transit City Precinct to enable the conversion of land to residential uses.*
- *Inter-connect Traralgon's network of on and off road cycling paths.*
- *Extend east-west road links over Traralgon Creek in Areas 5 and 12.*
- *Protect the designated alignment for the Traralgon Bypass. Investigate route options for traffic, especially large vehicles, entering Traralgon from the south en route to the town centre and industrial precinct in the north-east.*

4.1.4 Clause 21.08 (livability)

This clause aims to promote and support social, recreational, cultural and community life by providing both essential and innovative amenities, services and facilities within the municipality and to enrich the vibrancy and diversity of community life through promoting and supporting recreational services and facilities. In addition, it seeks to enhance the quality of residents' lives by encouraging positive interrelated elements including safety, health, education, quality of life, mobility and accessibility, and

sense of place and to support arts and cultural opportunities that contribute to the vibrancy and diversity of community life.

While there are a number of objectives and strategies under this clause, of primary importance is the inclusion of the strategies developed under the Latrobe Healthy Urban Design Guidelines within the Latrobe Planning Scheme. These guidelines aim to accommodate the community, pedestrians and cyclists as a first priority in street, building and open space design. Key to this are policies that encourage:

- Walkable neighbourhoods, including safe and attractive pedestrian and cycle routes to all key local destinations.
- Design of legible street networks that are clear and easy to navigate.
- Open space that incorporates a range of shade, shelter, seating and signage opportunities.
- Building design that maximises natural surveillance and active street frontages.
- Maximised public transport options and connections to all key destinations.
- Community spaces or buildings that incorporate a variety of uses.
- Avoiding opportunities for concealment and entrapment along paths and in community spaces.
- Minimal fencing and walls, with maximum lighting, windows, doors, articulation to facades and use of low walls and transparent fencing.

This clause also identifies a number of issues associated with 'healthy design' which this project will seek to respond to, including:

- Street lighting, particularly in laneways, needs to be improved within Latrobe City to increase safety and amenity of community areas at night.
- Public transport opportunities, walking and cycling paths, and linkages between small and main towns in Latrobe City are not always available.
- Currently Latrobe City lacks appropriate alternatives for walking / cycle paths that provide both leisurely and direct routes. Providing paths that allow both recreational opportunities and destination based routes would benefit residents and visitors by enabling journey choice.



To address these issues, a number of more specific directions are encouraged under this clause, as detailed below:

- *Improve existing linear open spaces and public parks by applying Healthy Urban Design Good Practice Guideline principles through minor adjustments to infrastructure. This could include planting new shade trees, maintaining clear sightlines and bridging missing linkages to create a network of well-lit, walking and bicycle paths.*
- *To encourage all retail to provide active street frontages to foster a community spirit and promote community involvement.*
- *Encourage retail areas that are commonly accessed community centres to be walkable spaces that promote physical activity and provide infrastructure such as bicycle racks.*
- *Encourage high quality community art in public spaces to foster community spirit, as well as provide attractive, quality neighbourhood designs.*
- *Encourage community centres to be designed to ensure active street frontages and promote 'eyes on the street' for natural surveillance. Provision of a mix of uses and programs that allow users to socialise. These spaces are encouraged to be located near schools, public transport, civic areas and parks which will also assist in ensuring a viable community heart.*
- *Encourage a well designed open space and path network needs to include regular intervals of well arranged seating that promotes opportunities for social interaction, provides public amenities and shelter.*

4.2 local planning policy

The current Latrobe Planning Scheme contains no Local Planning Policies. The decision to include no Local Planning Policies within the Latrobe Planning Scheme, was a deliberate decision on the part of Council and is discussed in more detail below in relation to Amendment C62.

4.3 recent planning scheme amendments

A number of changes have been proposed to the current Latrobe Planning Scheme but have yet to complete the required approvals process for planning scheme amendments. These will influence the

Traralgon Activity Centre in the long term and are considered to be 'seriously entertained documents' under planning law. As such, they will need to be considered in the formulation of this study and relevant details are outlined below. In addition, the recent amendment which considered the Municipal Strategic Statement Review of the Latrobe Planning Scheme is worth considering and the relevant key findings of this panel are also outlined below.

4.3.1 amendment c62 (mss review)

Amendment C62 was the subject of a Planning Panel report in July 2009 by Members Glynn and Blore. The amendment sought to implement the recommendations of the required four year review of the Latrobe Planning Scheme. It was a major planning amendment which set out the parameters for future growth within the municipality and translated strategic policies underpinned by detailed background reviews into statutory responsibilities.

The Latrobe Planning Scheme Four Year Review 2008 revealed that the then LPPF contained outdated and redundant policy and many sections of Clauses 21 and 22 were repetitive. The former LPPF didn't provide the strategic direction required to inform land use planning decisions. One of the key recommendations of the review was to rewrite and consolidate Clause 22 into Clause 21 where appropriate. The recommendations of the review were in line with state government policy such as *Cutting Red Tape in Planning* and *Making Local Policy Stronger* and has resulted in the current Latrobe Planning Scheme containing no Local Planning Policies.

The Panel was generally supportive of the intent of the amendment, particularly in relation to residential growth.

In relation to the area covered by the Traralgon Activity Centre Plan, the following is of relevance:

- The demand and long term lack of land available for residential development in Traralgon was identified, however, the Panel felt the availability of enough land in the short – medium term gave Council the opportunity to review options for the long term growth of the town.
- The panel accepted 'in general' the structure plan prepared for Traralgon by Beca in 2007.
- However, the identification of land within Traralgon's inner south as 'future residential' was rejected by the Panel, prior to completion of an Industrial Strategy and an analysis of net community benefit

(including assessment of the cost of contamination) to determine the appropriate future for that area.

4.3.2 amendment c14 (heritage review)

Amendment C14 seeks to implement the findings of the Latrobe City Heritage Study 2008, discussed in more detail in Section 6.3. Council has elected to proceed with this amendment and has requested that the Minister for Planning form a Panel to assess the proposed amendment. The Panel sat to consider the amendment on 22 March 2010 and a number of submissions were received. Council is currently awaiting the Panel Report on this matter. Within the Study Area, this amendment will greatly increase the number of buildings and other features under a Heritage Overlay, with large precincts of residential buildings around Bridges Street and south of the railway line recommended for protection of their heritage values, in addition to a number of significant buildings within the town centre. The Overlay Map found at Section 5.5 details the location of the proposed new Heritage Overlays.

5 zones and overlays

The study area identified for investigation under the Traralgon Activity Centre Plan and the immediate surrounds contains a number of different zoning regimes, the purposes and objectives of these zones are outlined below.

5.1 commercial zones

Business 1 Zone (B1Z)

The purpose of the Business 1 Zone is as follows:

- *To encourage the intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.*

Within the Traralgon Activity Centre (TAC) this zoning covers the majority of the Traralgon commercial street grid to the north of the railway line.

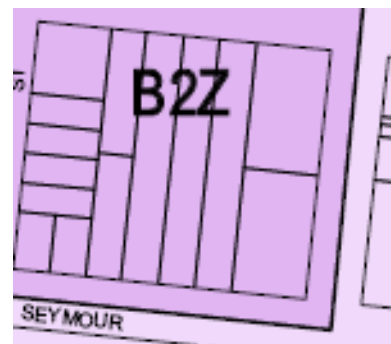


Business 2 Zone (B2Z)

The purpose of the Business 2 Zone is as follows:

- *To encourage the development of offices and associated commercial uses.*

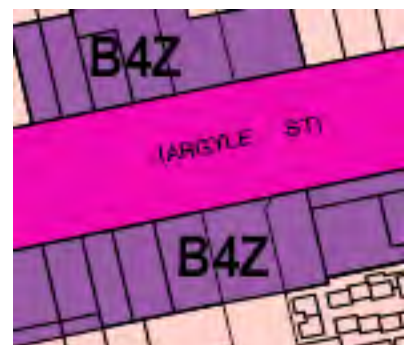
Business 2 zoning currently covers much of the north-west corner of the TAC, including St Michael's Primary School.



Business 4 Zone (B4Z)

The purpose of the Business 4 Zone is as follows:

- *To encourage the development of a mix of bulky goods retailing and manufacturing industry and their associated business services.*



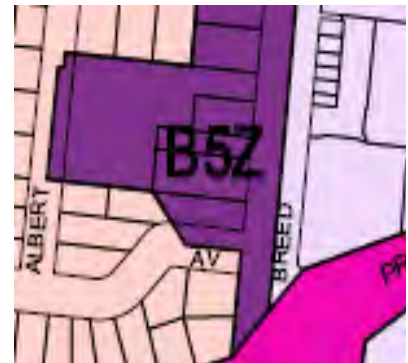
Under the Business 4 Zone in the Latrobe Planning Scheme, there is a minimum leasable floor area of 500sqm specified for lighting shops and restricted retail premises. While there is no land within the study area with this zoning, land immediately to the east along the Princes Highway is zoned B4Z.

Business 5 Zone (B5Z)

The purpose of the Business 5 Zone is as follows:

- *To encourage the development of offices or multi-dwelling units with common access from the street.*

Small portions of land at the fringes of the TAC, to the north of Grey Street and the west of Breed Street are affected by this zoning.



5.2 residential zones

Residential 1 Zone (R1Z)

The purpose of the Residential 1 Zone is as follows:

- *To provide for residential development at a range of densities with a variety of dwellings to meet the housing needs of all households.*
- *To encourage residential development that respects the neighbourhood character.*
- *In appropriate locations, to allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs.*

Much of the land on the northern and western fringes of the TAC and within the defined study area are zoned R1Z. There are no variations to the ResCode standards in the Latrobe Planning Scheme.



Mixed Use Zone (MUZ)

The purpose of the Mixed Use Zone is as follows:



- *To provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality.*
- *To encourage residential development that respects the neighbourhood character.*

While there is a small pocket of land to the north of the Study Area zoned Mixed Use, this zoning is also present to the south of the railway land covering a large portion of land extending south.

5.3 public zones

Public Park and Recreation Zone (PPRZ)

The purpose of the Public Park and Recreation Zone is as follows:

- *To recognise areas for public recreation and open space.*
- *To protect and conserve areas of significance where appropriate.*
- *To provide for commercial uses where appropriate.*

Victory Park and associated parkland along the Traralgon Creek are all zoned PPRZ, as is the Traralgon Recreation Reserve to the south-east, and the Duncan Cameron Memorial Park to the south-west, all adjacent to the Study Area. Hubert Osborne Park, within the western portion of the Study Area, is also zoned PPRZ.



Public Use Zone (PUZ)

The purpose of the Public Use Zone is as follows:

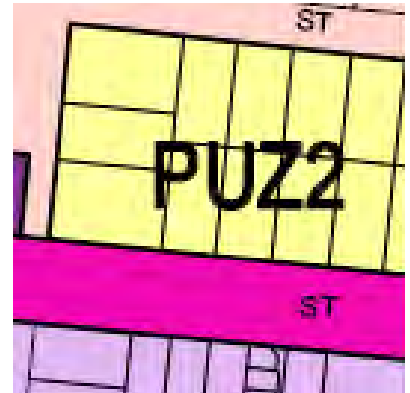
- *To recognise public land use for public utility and community services and facilities.*
- *To provide for associated uses that are consistent with the intent of the public land reservation or purpose.*

The Traralgon Activity Centre contains land zoned public use for the following:

- Education – applied to the Grey Street Primary School
- Transport – applied to the environs of the railway line



- Local Government – applied to the street block between Kay and Grey, and Breed and Church Streets, which accommodates the Civic Centre and other community services. This area is identified within the schedule to this zone as appropriate for use and development for a range of activities. Any development on this land must be in accordance with the Traralgon Civic Precinct Plan as adopted by the Latrobe City Council, on 5 July 2004.

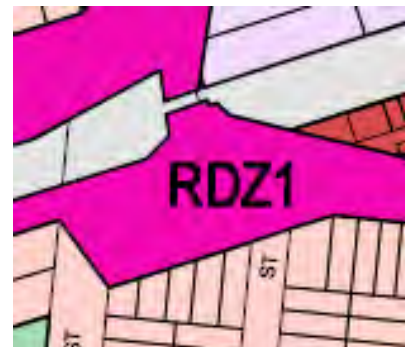


5.4 other zones

Road Zone Category 1 (RDZ1)

The Road Zone Category 1 applies within the centre of Traralgon to the Princes Highway, Grey Street, Bank Street and Shakespeare Street. The purpose of the Road Zone Category 1 is as follows:

- *To identify significant existing roads.*
- *To identify land which has been acquired for a significant proposed road.*





traralgon activity centre plan

zoning

legend

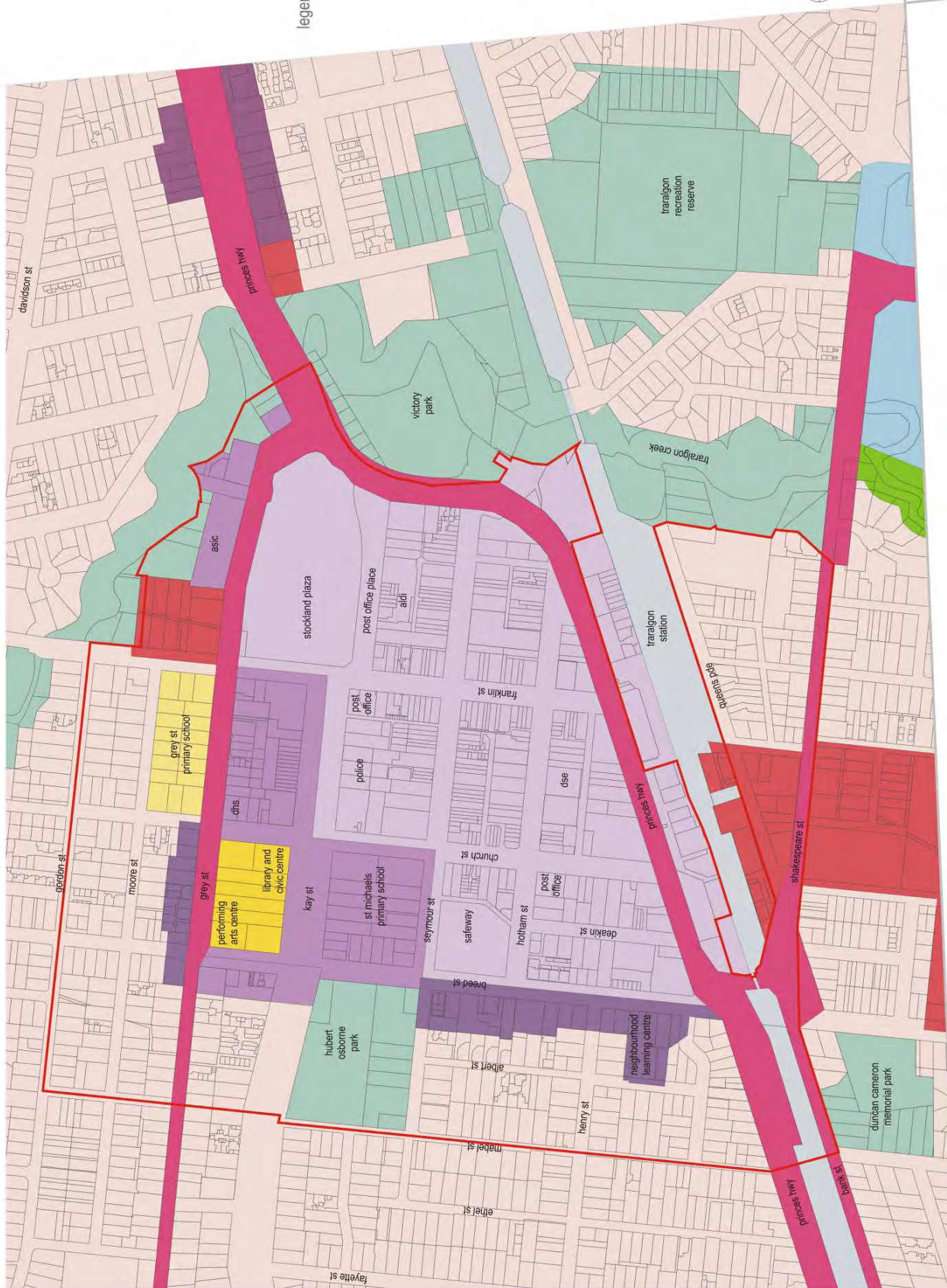
- study area boundary
- B1Z - business 1 zone
- B2Z - business 2 zone
- B4Z - business 4 zone
- B5Z - business 5 zone
- MUZ - mixed use zone
- PCRZ - public conservation & resource
- PPRZ - public park and recreation
- PUZZ - public use zone - education
- PUZ4 public use zone - transport
- PUZ6 - public use zone - local government
- R1Z - residential 1 zone
- RZD1 - road zone category 1
- UFZ - urban floodway zone

DRAFT

Project Ref: 09.436
Dwg No.: LCD-005
Scale: 1:2500@A1
1:5000@A3
Date: 01.06.10
Revision: B



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6 overlays

There are only three overlays currently applied within proximity of the Traralgon Activity Centre, which are identified below.

Land Subject to Inundation Overlay (LSIO)

The purpose of the Land Subject to Inundation Overlay is as follows:

- *To identify land in a flood storage or flood fringe area affected by the 1 in 100 year flood or any other area determined by the floodplain management authority.*
- *To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, is compatible with the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.*
- *To reflect any declaration under Division 4 of Part 10 of the Water Act, 1989 where a declaration has been made.*
- *To protect water quality in accordance with the provisions of relevant State Environment Protection Policies, particularly in accordance with Clauses 33 and 35 of the State Environment Protection Policy (Waters of Victoria).*
- *To ensure that development maintains or improves river and wetland health, waterway protection and flood plain health.*



A large area of the TAC is covered by an LSIO in proximity to Traralgon Creek. This has not hindered development within these areas, including the development of the Stockland Plaza.

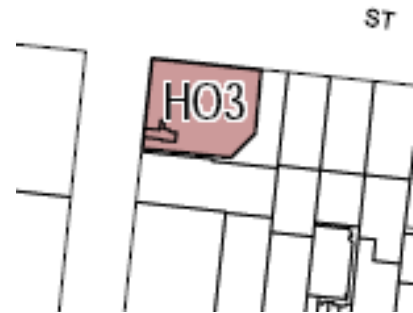
Council is currently in the process of preparing an amendment to update the flood data that underpins the application of the LSIO. The new data indicates that within the study area there is expected to be less flooding impact around the Stockland/ Post Office Place / Princes Highway area. Flooding constraints now extend much further to the east of the town centre, extending to encompass the Traralgon Recreation Reserve.

Heritage Overlay (HO)

The purpose of a Heritage Overlay is as follows:

- *To conserve and enhance heritage places of natural or cultural significance.*
- *To conserve and enhance those elements which contribute to the significance of heritage places.*
- *To ensure that development does not adversely affect the significance of heritage places.*
- *To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.*

Only a small number of buildings within the TAC have been covered by a Heritage Overlay. The currently proposed Amendment C14 to the Latrobe Planning Scheme seeks to place Heritage Overlays on a number of additional sites, which have been taken as having heritage significance for the purpose of this study and are identified on the relevant plans as such.



Environmental Audit Overlay (EAO)

The purpose of the Environmental Audit Overlay is as follows:

- *To ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.*

No land within the Study Area is currently affected by an EAO, however, land adjacent to the Study Area to the south, which has previously been used for industrial purposes is affected.



Aboriginal Cultural Heritage

Under the *Aboriginal Heritage Act 2006* a Cultural Heritage Management Plan is required if all or part of the proposed activity is in an area of culture heritage sensitivity, and all, or part of the activity is a high impact activity. It is worth noting that the area of cultural sensitivity outlined in the maps provide by



Aboriginal Affairs Victoria generally corresponds to the LSIO overlay which covers the environs of the Traralgon Creek.

Heritage Victoria listings

Under the *Heritage Act 1995* a number of examples of built or natural heritage in Traralgon, either within or proximate to the Study Area have been listed by Heritage Victoria, for their state level significance, on the Victorian Heritage Register. These include:

- Traralgon Post Office and Courthouse (H1488)
- Traralgon Engine Shed and Turntable (H1979)
- Azarole Hawthorn Tree, Victory Park (H2135)

Under existing legislation, any proposal relating to these affected places must obtain a permit for Heritage Victoria, in addition to any permits required from Council, noting that the consideration of heritage matters by Heritage Victoria removes the need for any assessment under more localised Heritage Overlays.



traralgon activity centre plan | background reports
planning context | prepared by hansen partnership Pty Ltd



6.1 discussion

The zoning within the TAC appears to be coherent and logical base on the uses that currently function within the centre. There appear to be no glaring examples of inappropriate zoning in terms of the existing functions of the town centre.

The most intensive land use zoning (Business 1) dominates the centre of the TAC with what are regarded as 'less intensive' zones applied towards the residential interfaces.

Business 4 zone is applied only to the land to the east, along the Princes Highway, that is intended to (and is) functioning as a bulky goods strip. As such the current application of this zoning is supported as it allows for the inclusion of bulky good retailing in close proximity to the town centre, while ensuring that land within the core of the town is left for more intensive uses. Business 5 zoned land is applied where there is a transition from the commercial to residential uses. This zoning also supports the use of the land for multi-unit development. It may be that some extension of the existing B5Z could be considered if additional office and multi unit development is to be encouraged at the periphery of the TAC.

There are two larger pockets of mixed use land in the Study Area. These pockets are considered to be acceptable as they are. There are sometime concerns that a mixed use zoning disadvantages business uses as they are often developed for residential uses in preference. In the Traralgon context the mixed use parcels are to the north, where the rezoning to mixed use was recently approved by a Planning Panel and to the south. The pocket in the north is appropriate to the uses envisaged for this site by both the Traralgon Town Summary and the current development proposal for the site. In relation to the southern portion, the appropriateness of this zoning will be dependant on the position taken in regards to the expansion of the core business activities. Should this study resolve to retain the concentration of commercial uses to the north of the train line then this existing mixed use zoning would be appropriate as is. The Business 2 zoning in the north of the Study Area currently provides an area where office uses are encouraged over retail. This appears to be appropriate zoning, however, there may need to be some consideration of this existing zoning should it be determined that a Business 1 Zoning may be more appropriate on this land (particularly the block to the west of Stockland Plaza). This could be considered as the concentration of offices uses within the TAC does not appear to correspond to the zoning, with many offices uses also occurring in the south-west corner of the TAC on Business 1 zoned land.



Overlay controls in the TAC can be categorised as reactive overlay controls rather than proactive. The controls that are in place are to ensure that any development of the land responds either to contamination or flooding constraints or the presence of identified heritage assets. Excluding these heritage assets, the town centre does not currently have any controls which affect the built form or promote a particular 'vision' or way forward for the TAC. This can sometime result in an incoherent form.

As Traralgon has remained relatively low scale, this has not yet had a significant impact on the towns form. However, as the TAC intensifies into the future, the incorporation of some form of controls, be it Design and Development overlays or some other measure, will likely be required to ensure the town centre remains a pleasant and attractive place. Some form of design guidelines will also assist in other matters such as the activation of street frontages and other key urban design elements, which are currently not addressed by Latrobe statutory provisions.

The Activity Centre Zone recently incorporated into the Victorian Planning Provisions is another option that should be seriously considered as this project goes forward. While this zoning has been developed primarily for metropolitan Activity Centres, it is also intended for application in larger regional centres, a categorisation into which Traralgon falls comfortably. An Activity Centre zoning in the town centre would need to be carefully considered, however, this zoning allows the division of the center into different precincts which can have different permit triggers for use and can also set built form guidelines. In addition to this, objectives relating to matters such as car parking and sustainable development can also be addressed under this zoning. Activity Centre zoning also allows for certain application which meets the requirements included within the schedules to the zone to be exempt from notification. This allows a greater level of certainty for both Councils and developers. This highlights to the need to ensure any Structure Plan which underpins the application of this zoning has support from the community. This zone has not been widely applied and the application of this zone within Traralgon, should this path be determined, is likely to be the first application to a regional centre. Some discussion with the Activity Centres Unit of DPCD should be pursued as part of the following stage of this process to determine any potential issues with the application of this zoning prior to the commencement of Stage 2b.

It is understood that a Comprehensive Development Zone is proposed for the Station Precinct. This zoning would not be appropriate for to TAC given the large amount of landowners and the different roles, functions and associated building forms within different areas of the TAC.



7 strategic documents

A large number of strategic documents have been prepared, either by Latrobe City Council or consultants on their behalf, which address or influence planning matters within the centre of Traralgon. The more significant of these are summarised below.

7.1 traralgon structure plan (beca 2007)

This structure plan formed the basis of the recent changes to the Latrobe Planning Scheme applied as part of Amendment C62. It is worth noting that this structure plan was prepared prior to the identification of the most northerly route for the Traralgon Bypass. The structure plan, one of a series undertaken for the 'networked cities' of Latrobe, was intended to provide clarity on the growth and change in Traralgon over a 30 year period. Relevant points raised by the structure plan are as follows:

- Traralgon has experienced and will continue to experience the most aggressive growth of the Latrobe townships.
- Traralgon has a regional as well as a local catchment, with the industrial, retail and commercial sectors being the largest of the main towns in the valley.
- Traralgon is the fastest growing of the townships in relation to residential growth, with the town accommodating approximately 80% of new residential development within Latrobe.
- The structure plan does not provide a great deal of detailed information relating to the TAC, referring primarily to the findings of the Transit Cities project detailed below.
- The plan does recommend that additional commercial growth required within Traralgon be accommodated by vertical development, rather than an expansion of the area of the TAC.

7.2 traralgon town summary (latrobe transit centred precincts)

This important study, completed by David Lock and Associates in 2006, cemented the idea of the connected 'transit cities' within the Latrobe Valley. The principles and outcomes of 'transit cities' were investigated in relation to these three towns and a 'town summary' was produced for each.

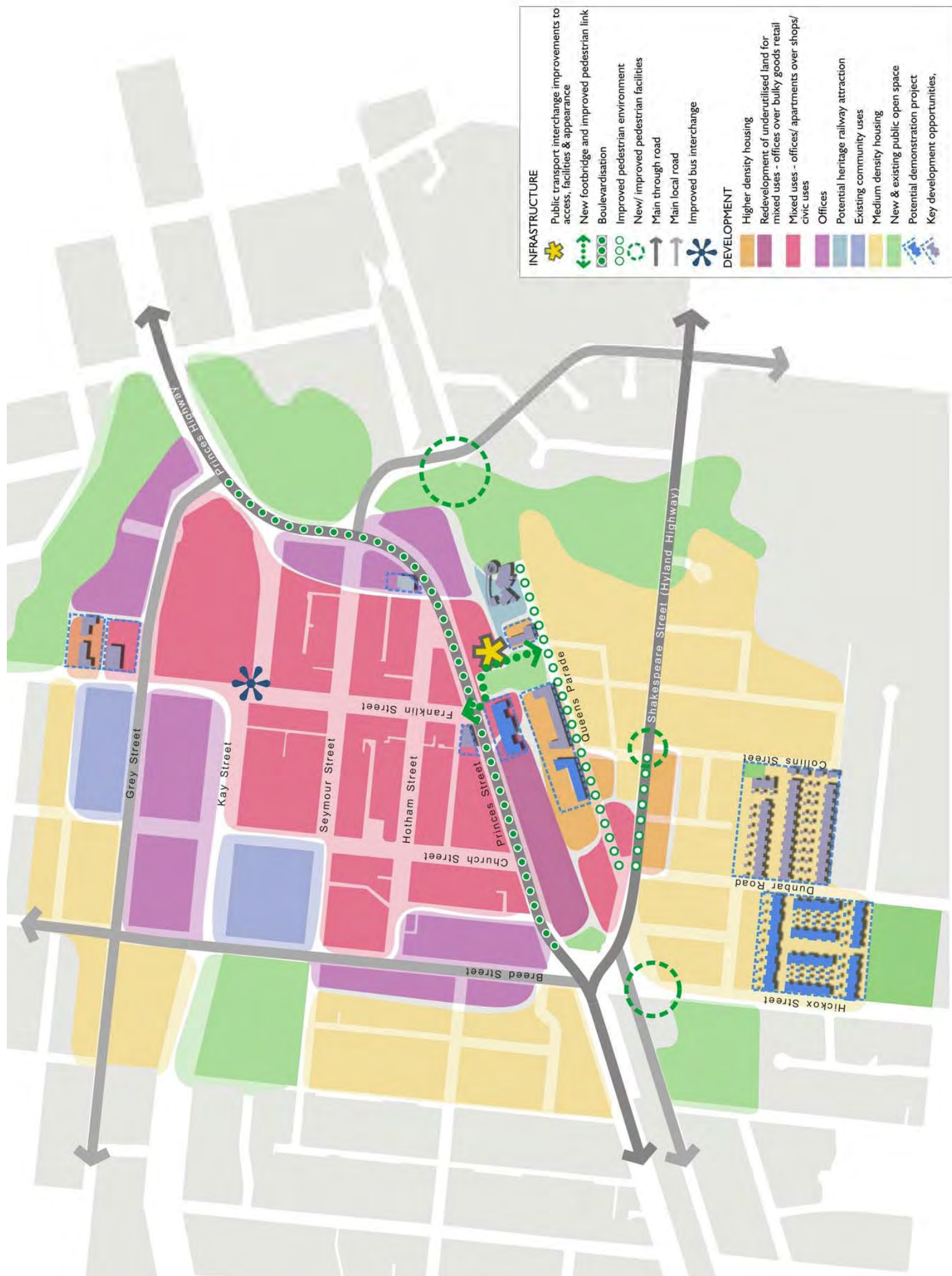
Within this study, a variation on Council's 'networked city' was established, which saw Moe designated as a 'Tourist Town', Morwell as the Administration Headquarters and Traralgon as the 'Regional Flagship'. Churchill was included as an education hub which complemented the role and function of its nearest town, Morwell.

The study sought to provide a framework to establish how the defined principles of transit city development could be applied to the townships of the Latrobe Valley which have access to the regional rail link. The overall plan produced for Traralgon in that report is shown below:

Six key objectives were identified for Traralgon, as follows:

- Better public transport – in particular improvements to the station area;
- A new urban lifestyle – involving increased densities to the south of the railway station;
- A stronger economy – identified Princes Highway and Breed Street as key office areas, with replacement of obsolete retail building stock to improve the retail environment;
- A tourism destination – a new railway heritage museum to be developed;
- Better housing options – increased densities to the edges of the transit city, including for the elderly; and
- An improved public realm – including better traffic and parking management.

The vision imagined by this report was summarised in the diagram shown on the next page.



- INFRASTRUCTURE**

 - Public transport interchange improvements to access, facilities & appearance
 - New footbridge and improved pedestrian link
 - Boulevardisation
 - Improved pedestrian environment
 - New/ improved pedestrian facilities
 - Main through road
 - Main local road
 - Improved bus interchange
- DEVELOPMENT**

 - Higher density housing
 - Redevelopment of underutilised land for mixed uses - offices over bulky goods retail
 - Mixed uses - offices/ apartments over shops/ civic uses
 - Offices
 - Potential heritage railway attraction
 - Existing community uses
 - Medium density housing
 - New & existing public open space
 - Potential demonstration project
 - Key development opportunities,

The study then identified 5 key directions for the centre of Traralgon which were explored in more detail. Directions 2, 3 and 5 are detailed further below, while Directions 1 & 3 related to the railway station and its environs which are addressed in the Station Precinct Masterplan currently being undertaken by consultants.

Direction 2 - *The Local Streets and Paths: An effective movement network*

Key principles of this direction were to “create permeable street networks and legible built environments”, “provide cycling facilities” and “bring traffic in, carefully”. A number of improvement opportunities were identified to address issues with the existing conditions. Of relevance to the current project are the following:

- Design and construct improvements to the Traralgon Creek path including the railway underpass.
- Reconfigure the Hyland Highway roundabout to improve pedestrian amenity and provide a pedestrian refuge in Shakespeare Street at its intersection with Collins Street.
- Linemark a shared bicycle path along Shakespeare Street, delineate mark and sign the existing Kay Street cycle path west of Breed Street, provide a bicycle lane on Kay Street, east of Breed Street.
- Design and construct changes to the design of Franklin Street to encourage cycling through the town centre.

Direction 4 – *The Town Centre: A vibrant activity centre*

Key principles of this direction were to “create compact town centres”, “promote diversity”, “protect and enhance local character”, “introduce higher density housing”, “ensure an active and clear public realm”, “provide car parking, carefully” and “create pedestrian friendly streets and spaces”. These principles are highlighted in the project brief for the TACP project. A number of improvement opportunities were identified to address issues with the existing conditions. Of relevance to the current project are the following:

- Encourage the development of vacant and underutilised sites and car parks
- Define the retail core and encourage all retail uses to locate within this core.
- Encourage relocation of non-retail uses from the ground floor within this core and the development of offices and residences above retail.
- Ensure all streets and lanes in the town centre are pedestrian friendly.



- Ensure efficient use of street space in the town centre.
- Encourage the development of medium density housing on the fringe of the town centre.
- Ensure easy access into the town centre by bicycle.
- Prepare a parking precinct plan for the town centre to ensure parking is provided appropriately.
- Highlight the existing pedestrian route between Post office Place and Victory Park.
- Design and construct improvements to Princes Highway.

Direction 5 – *The Precinct Edge: More housing close to transport and services*

Key principles of this direction were to “introduce higher density housing”, “protect and enhance local character”, “ensure an active and clear public realm” and “create pedestrian-friendly streets and spaces”. A number of improvement opportunities were identified to address issues with the existing conditions. Most of the ‘actions’ under this direction relate to the development of particular sites identified in the study. Most of these sites are either the subject of development proposals or have been investigated / implemented as part of other strategic studies.

7.3 latrobe city heritage study

This study was undertaken in 2008 to identify, assess and document places of cultural significance within Latrobe City and to make recommendations for their future conservation. The study comprised three volumes which covered the environmental themes which formed the context, a volume which addressed the key findings and recommendations, and a third volume which detailed the place and precinct citations. Council is intending to implement the findings of the study through Amendment c14, which is detailed in Section 4.3.2. In relation to the Study Area, the heritage study identified a number of additional heritage places which should be covered by a Heritage Overlay to protect their values.

7.4 traralgon station precinct masterplan

While the draft masterplan for the Traralgon Station Precinct has not yet been adopted by Council, given the importance of that project and its location within the confines of the Study Area, it is vitally important for the plan to respond to the directions and eventual approved form for this precinct.

The primary aims of the plan, as a Transit Cities project, are to improve the access and amenity of the station area and to establish an integrated transport interchange. In addition, the incorporation of higher density residential development within the precinct is important. The background report produced to inform the project highlights a number of key issues which are relevant to the TACP. These include:

- There are currently serious conflict issues between buses and taxis and private motor vehicles within the precinct.
- Pedestrian amenity and safety in the area is very poor.
- Visual connectivity and signage is manifestly inadequate, with the station being substantially screened from the town centre of Traralgon .
- An insufficient amount of commuter car parking is provided.
- Connections between the north and south of the precinct are very poor.

It is understood that the plan will generally comprise of the following elements:

- The GippsTAFE building as discussed at Section 7.1 of this report, with a bus interchange located to the rear of this building.
- A newly created public plaza space linking the Franklin Street intersection with the pedestrian overpass, in association with a new station building.
- The retention of retail to the Princes Highway frontage to the east of the precinct.
- The creation of a new commuter carpark and public plaza space to the south of the pedestrian overpass.
- Higher density residential development along the southern side of the rail line.

A draft masterplan for the precinct has been prepared and is currently release for community consultation. A map of the interim masterplan proposed is shown on the following page.



Traralgon Station Precinct Master Plan

Client: CPG Internal
Drawing No: 133 434
Date: 28.08.09
Revision: 00.00.02

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NOT TO SCALE

Ultimate Master Plan Layout - Indicative Development Concept

7.5 latrobe 2021 and latrobe 2026

The Latrobe 2021 vision document is a widely distributed overall strategy plan for the future of the Latrobe Valley. It is an adopted Council document which is referenced within the Latrobe Planning Scheme and influences many of the policy directions within the scheme. The vision has been revised previously in the past and it is understood the recent Panel Report for the MSS Review of the Latrobe Planning Scheme, recommended that further updates be undertaken

Council has recently adopted Latrobe 2026 (on the 3 March 2010) which is an updated version of Latrobe 2021, as per the recommendations of the Panel. This document identifies the current strength and issues related to Latrobe City. As with Latrobe 2021, the document identifies broad concepts; while 'Sustainability' and 'Liveability' remain, 'Governance' and 'Community Capacity Building', have been condensed into 'Leadership'. Under these key headings, statements of the vision as it relates to the economy, natural environment, built environment, community, culture, recreation, governance, advocacy & partnerships and regulation & accountability are explored.

This document identifies the following aspects as the most important to the Latrobe community:

- Employment opportunities and job security available locally;
- Options and standards of health services available locally;
- Freedom from crime and violence in the local community;
- Attraction of new businesses and more jobs to our region;
- Quality or cleanliness of waterways across our region;
- Options and standard of primary and secondary education available locally;
- Skilled workforce available locally to fill job vacancies;
- Maintenance of road and rail infrastructure across the region;
- Management of domestic water reserves;
- Strength of the local economy;
- Sustainability of locally based businesses; and

- Options and standard of tertiary education available locally.

Expressed concisely the preferred future in 2026 will be:

- Liveable and vibrant: *A place where people feel safe, connected and proud of their city,*
- Sustainable and enterprising: *A place where community life complements the environment, and diverse employment opportunities secure our future;* and
- Committed to collaborative and inclusive leadership: *A place where people work in partnership to facilitate local outcomes.*
- The community's vision statement: *"In 2026 the Latrobe Valley is a liveable and sustainable region with collaborative and inclusive community leadership."*

Any findings these background reports must be considered in the context of this document and the 'vision' for Traralgon that is determined as part of the next stage of this project must demonstrate its achievement of this vision.

7.6 traralgon growth areas review

The Traralgon Growth Areas Review (TGAR) has been conducted to investigate possibilities for the long term growth of Traralgon, having regard to the recently adopted 'northern' route for the Traralgon Bypass. This northern route has implications for the availability of land for the expansion of Traralgon, particularly when taken in conjunction with existing, natural constraints. As such, Council has undertaken the TGAR to ensure that long term considerations with regards to land use planning are identified and steps are taken to ensure that there will be an adequate supply of developable land over the next 40 years.

While the draft of the report has yet to be adopted by Council it is a key strategic document which will inform the TACP. The review identifies that there is currently 253.6 ha of vacant land within the five existing urban precincts of Traralgon (Transit Cities, Inner South, North West, North East and Inner South East precincts). The report identifies that through a combination of increased densities within growth areas and the strategic redevelopment of key site, much of Traralgon's anticipated growth can be accommodated, despite existing constraints.

The first recommendation involves increasing the density under the Residential 1 Zone to 15 dwellings per hectare in line with State government Precinct Planning Guidelines. The second recommendation sees the targeted redevelopment of key sites. The review sees this as an advantage for Traralgon, in many ways, as the town will be forced to make key strategic decisions at an earlier stage than many comparable regional centres.

The strategic sites within the existing core of Traralgon which are identified in the review include the following:

- rezoning of industrial land to residential/mixed use within the CBD and inner south precincts (around 260 new dwellings) (*note: as per the Panel considerations of Amendment CX, an Industrial Land Use Study will need to be completed to provide the appropriate strategic justification prior to any rezoning of industrial land*);
- reducing surface level car-parking within the CBD (around 190 new dwellings);
- relocation of the Golf Course from the corridor precinct to a more appropriate location (around 540 new dwellings if developed for urban residential);
- relocation of racecourse from the inner south east precinct to a more appropriate location (around 250 new dwellings if developed for urban residential); and
- relocation of airport from the corridor precinct to a more appropriate location (around 2,650 new dwellings if developed for urban residential).

As identified in the review, "if there is substantial inner city intensification, and concentrated development within the planned growth areas at the periphery of Traralgon, there will be an opportunity to delay or, if preferred, accelerate redevelopment of non-residential sites."

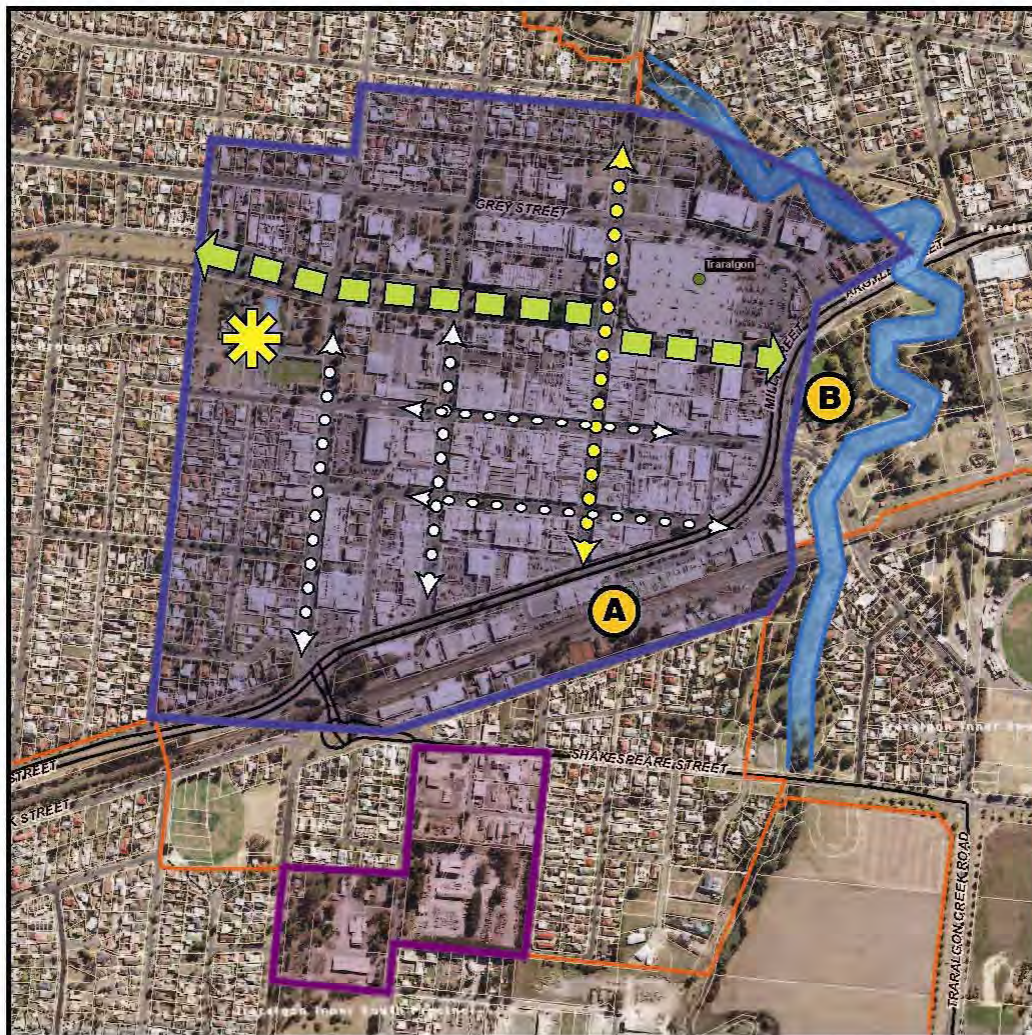
As such it is important that the TACP carefully consider how and where this inner city intensification could, and should, occur, in order to provide Council with an appropriate range of options. The Study Area for the TACP corresponds with the precinct identified within the TGAR as 'Precinct 1 Transit cities precinct (CBD and surrounds)', noting that this precinct excludes the parcel of established housing south of the rail line and includes the Station Precinct which is not part of this study. In relation to Precinct 1 the following recommendations are contained within the TGAR:

- Consolidate this precinct through infill opportunities.



- Allow higher density development (including buildings above 2 storeys in CBD area) acknowledging the importance of road width and orientation to key facilities such as parkland, waterway and public spaces.
- Key streets where higher density development is suitable are identified as including Seymour Street, Hotham Street, Church Street, Franklin Street, Tyers Street/Grey Street, Post Office Place and Kay Street.
- Encourage apartment/multi unit dwellings in the urban centre.
- Redevelop the Mixed Use Zone, south of the Princes Highway, to include intensified residential activity and associated commercial activity that can be linked to the Traralgon train station and urban centre via Dunbar Road. *(This area was addressed as part of the Traralgon Inner South Precinct Masterplan).*
- Undertake development of an Activity Centres Plan (already commenced) *(this study)*.
- Encourage subdivision of larger lots, both residential and commercial, to facilitate consolidation of the urban core.
- Achieve an average housing density within this precinct of at least 40 dwellings per ha (average lot size = 250 m²).
- An implementation and monitoring system should be developed to ensure population density targets are being met.

The diagram included within this review is shown below.



City centre infill development

More intensive use of mixed use and accommodation in 2-3 storey form



Redevelopment of mixed use zone

Larger long term redevelopment sites linked to station and town centre by Dunbar Road.



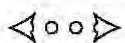
Interchange

Transport Interchange with associated development to create full transport orientated destination.



Parkland

Western edge of Traralgon Creek Parkland to be focus for more intensive pedestrian orientated land use.



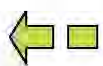
Increased building heights

Breed Street and Church Street provide generous road width for reinforcement with increased building height.



Franklin Street

Continued enhancement of Franklin Street and focus for higher density commercial/mixed use development.



Kay Street Boulevard

Maintain as key east-west parkland and focus for higher density and increased building heights.



Traralgon Creek



Public Space

High quality public space to become focus for adjacent intensification of residential and mixed use development.



7.7 council plan 2009-2013

The Latrobe City Council Plan sits, in a strategic sense, below the Latrobe 2010 vision outlined above. The document provides a greater level of detail regarding Council's proposed actions for the nominated period to achieve the strategic objectives of the 'vision'. The relevant key actions and priorities for 2009-2013 which will influence this project are:

- Progress the planning scheme amendment to introduce heritage provisions into the Latrobe Planning Scheme;
- Implement council's decision in response to recommendations of the Traralgon Courthouse Conservation Management Plan (which was that the objectives of the CMP be advanced as an opportunity within the project);
- **Commence the Traralgon Activity Center Plan (this project);**
- Progress the Traralgon Growth Areas Review;
- Complete the Traralgon Station Precinct Masterplan;
- Conduct a feasibility study for an indoor aquatic facility in Traralgon and present to Council for consideration; and
- Implement Council's decision in response to recommendations from a feasibility study into the provision of a performing arts and convention centre for Latrobe City.

7.8 activity centre design guidelines

This important State level document provides clear guidance as to the design principles which are outlined in broad terms within Clause 19.03 of all planning schemes. The guidelines are designed to be used to inform structure planning processes and to guide the design outcomes which will implement any structure plan. The guidelines are structured around 8 elements which contain a number of objectives. The elements are urban structure, stations and interchanges, street design, public spaces, building design, malls and large stores, higher density housing and car parking. Overall aims for Activity Centers which underpin these guidelines are as follows:

- Develop a good-quality public environment



- Promote street based patterns of connection
- Improve community safety
- Encourage a mix of uses
- Improve pedestrian and cycling amenity
- Promote a public transport focus
- Increase accessibility and integration
- Encourage environmental sustainability

7.9 other documents

In addition to the documents discussed above, a number of other documents have informed this background report and / or have been considered by other working papers prepared as part of this study. These documents are as follows:

- Latrobe City Council Retail Strategy Review (MacroPlan 2007)
- Draft Traralgon Indoor Aquatics and Leisure Centre Feasibility Study (Inside Edge and InSynch 2010)
- Newman Park masterplan (Latrobe City Council and GMES 2003)
- Traralgon: A better place to be (MGN 2010)
- Feasibility Study for Public Space CCTV System for Traralgon Entertainment Precinct (MGN 2009)
- Traralgon Safe Streets Summit Report (Equal Say Australia 2009)
- Latrobe Community Engagement Policy and Strategy (Latrobe City Council 2005)
- Healthy Urban Design Good Practise Guidelines (2008)
- Traralgon Inner South Precinct Masterplan (hansen partnership 2009)
- Latrobe Performing Arts and Convention Centre Feasibility Study (2009)
- Residential and Rural Land Assessment (Essential Economics 2009)
- Bulky Good Retail Sustainability Assessment (MacroPlan 2009)



traralgon activity centre plan | background reports
planning context | prepared by hansen partnership pty ltd

- Design Guidelines for subdivisional developments, urban and rural road construction and drainage and traffic management projects (Latrobe City Council 2003)
- Review of Parking Provisions in the Victorian Planning Provisions (2007)
- Traralgon West Traffic Study: Issues and Options (Arup 2002)
- Traralgon CBD Parking Study: Findings and Report (Arup 2003)
- Traralgon Bypass Supplementary Inquiry Advisory Committee Report (2007)
- Latrobe City Council response to Supplementary Inquiry (Latrobe City Council 2007)
- Latrobe City Council Bicycle Plan (Latrobe City Council 2007)
- Latrobe City Open Space Plan (Latrobe City Council 2007)
- Latrobe City Public Toilet Strategy (Latrobe City Council 2006)
- Municipal Early Years Plan (Latrobe City Council 2002)
- Latrobe City Childcare Strategy 2006-2011 (Latrobe City Council 2006)
- Older Persons Strategy 2007-2021 (Latrobe City Council 2007)
- Latrobe City Council Disability Action Plan (Latrobe City Council 2009)



8 land use and development applications

There have been a number of recent planning applications within the centre of Traralgon which warrant discussion within this background report. These applications have been either of a substantial size or have related to key strategic sites within the town centre. These are as follows.

8.1 gippsTAFE

At the end of 2009 a permit was issued for the use of land to the north of the railway line at the bottom of Franklin Street for educational purposes and for the development of an associated building. Demolition of the existing building and construction of the new building has already commenced. The development will adjoin the existing rail commuter carpark and will provide 34 additional at-grade car parking spaces in the western portion of the site. The two storey form will be largely contemporary, with a non-active glazed frontage to the Princes Highway. Access to the building will be possible from the Princes Highway, the south, and from the car park to the west. GippsTAFE anticipate the facility will eventually service 150-200 students, but that these numbers will be dispersed over extended hours, 7 days a week. It is anticipated that most of the services offered from the site will be classroom based professional training, as opposed to more trades based activities.

8.2 victory place

While a permit was previously issued for the site at the corner of the Princes Highway and Post Office Place, which allowed a seven storey form on the site, that development did not proceed. A new permit was issued for the site in 2009 which allowed for the development of a three storey office building, with an associated level of basement car parking.

8.3 old manny's market site

An application has been made to develop a significant four storey mixed use development with associated basement parking. The uses proposed for the site include retail space, office space, a new supermarket, serviced apartments and residential apartments. The proposal would see the construction of three building elements. The first of these would be a highly glazed four story form to the corner of

Grey and Franklin Streets, containing retail at lower levels with office space above, and basement parking below. To the east, along Grey Street, a four storey form would contain a supermarket at ground level, with serviced apartments above. The final building form is positioned on the northern portion of the site adjacent to Franklin Street and is the smallest of the building forms, being partially two and partially four storeys. The lower levels will accommodate retail space, with 13 residential units above.

A Panel Report on the rezoning of this land found that a mixed use development on this site was appropriate. This application has proceeded to advertising and is currently being considered by Council. Council is working with the applicant regarding the specifics of what is proposed on the site, particularly in relation to the building form, to ensure that it respond to the key gateway characteristics of the site.

8.4 woolworths

An application was received by Council for the extension of the existing Safeway supermarket (an additional 280sqm of floorspace) on Hotham Street to accommodate a liquor store. This application was approved by Council and will see the extension of the existing building form to the south.

8.5 premiere function room

A permit was issued in June 2009, which allows the construction of a three storey office building on the site of the old Premier Function Room. This development would also include basement level of car parking and an extensive rooftop terrace. In addition the development proposes an internal link to the existing three storey office building at 181 Franklin Street. The frontage to Grey Street is similar to that seen at 181 Franklin Street.

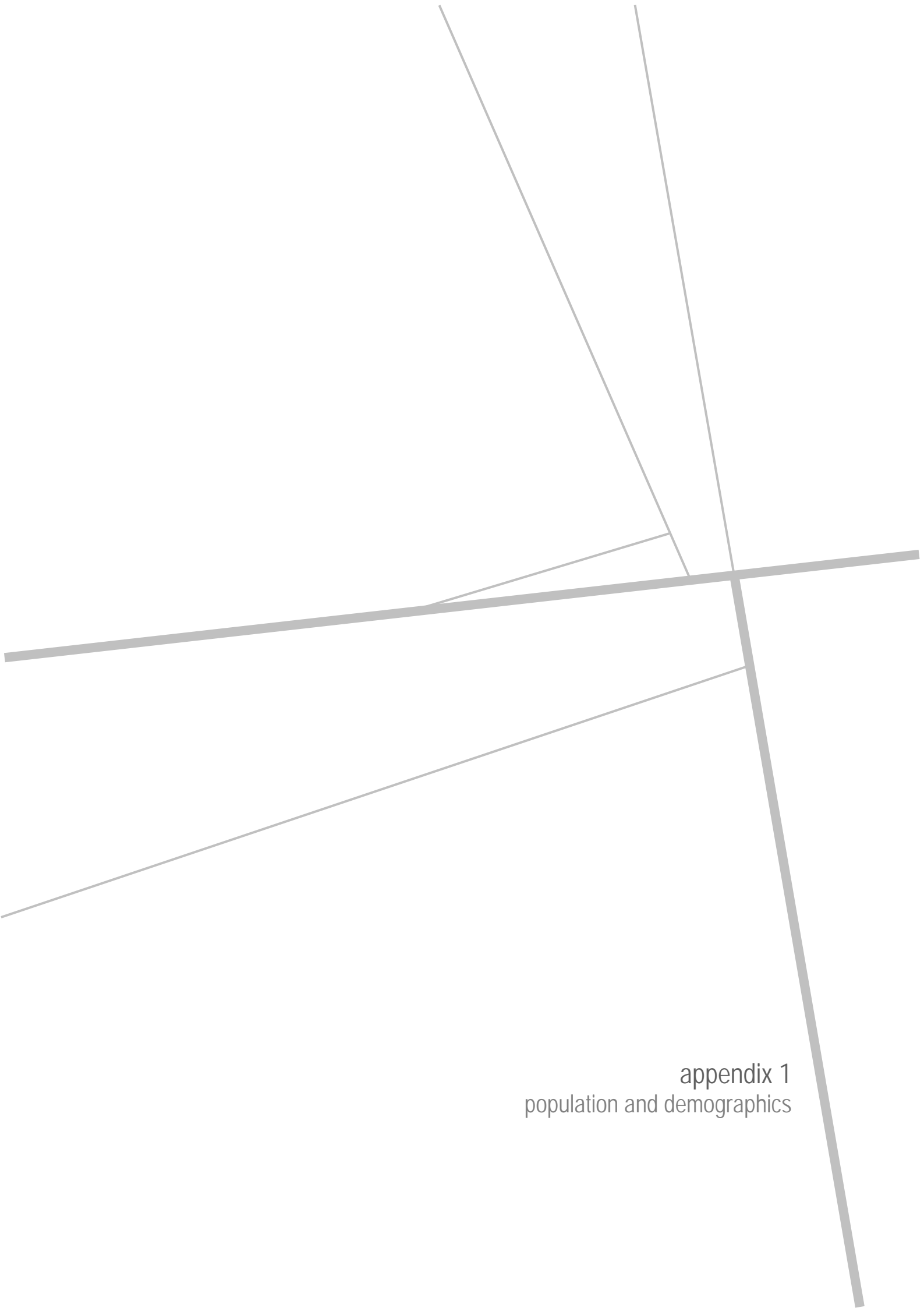
8.6 franklin street

A permit was issued in 2006 which allowed for the development of the triangular site opposite the GippsTAFE site at the corner of Franklin Street and the Princes Highway. This development was predominantly a single storey retail development, with a two storey element to the corner of Franklin and Service Streets. The development is unlikely to proceed as the current permit has expired.

9 conclusion

The Traralgon Activity Centre is currently operating successfully as the primary commercial centre in the wider region. The town is experiencing the fastest growth in the region but is severely constrained in terms of its opportunities for future growth by existing natural features and the proposed Traralgon Bypass. In order to ensure the continuation of the success of Traralgon as a whole, there will need to be substantial changes to the current function and form of the activity centre. This is likely to include the provision of residential development within the town centre and consolidation of currently underutilised sites. There are also a number of issues identified within both supporting strategic documents and the Latrobe Planning Scheme which will need to be addressed as part of Stage 2 of this study, many of which have also been identified in the consultation summary which accompanies this report.

The current zoning is considered to be generally functional and logical as the existing and proposed development indicates. Some investigation of the current zoning may be required into the future to ensure the TAC remains a vibrant commercial centre. However, the existing overlay controls do not provide an appropriate level of guidance as to Councils preferred form of development, resulting in a lack of coherency between development, both private and in the public realm. This has not had significant impacts on Traralgon's form thus far but could result in poor outcomes as intensification of the town centre occurs. Local policy context is clearly defined and the recent amendment which has seen a streamlining of local policy is applauded. There are, however, some gaps within the policy (for example, in the lack of direction regarding car parking) which could be addressed as part of this project.



appendix 1
population and demographics

Traralgon is located within the Latrobe City Local Government Area, within the Gippsland region of Victoria, about 150 kilometres south-east of Melbourne. While Latrobe City is both an urban and rural area, the majority of the population live in the urban areas, particularly Traralgon, which is the biggest town in the municipality. The demographic information below and the associated graphics are drawn from the work undertaken by .id consulting pty ltd and displayed on the Councils website.

population growth

The overall population growth within the municipality can be seen in the table below:

Estimated resident population, Latrobe City Council (Preliminary updated estimates based on 2006 Census data)		Annual change	
Year (ending June 30)	number	number	Percent (%)
2009	75,259	1,094	1.5
2008	74,165	1,082	1.5
2007	73,083	1,080	1.5
2006	72,003	891	1.3
2005	71,112	403	0.6
2004	70,709	250	0.4
2003	70,459	-42	-0.1
2002	70,501	-142	-0.2
2001	70,643	--	--

Source: Australian Bureau of Statistics, Cat. No. 3235.0 - Population by Age and Sex, Regions of Australia, 2007

'Preliminary' refers to preliminary figures that may be subject to revision. All other figures are final.

Source: .id consulting (from Latrobe City Council website)

According to the estimates published by Latrobe City Council, in 2021 the population of Latrobe City will be 82,976, an increase of 10,972 persons (13.22%) from 2006. This represents an average annual growth rate of 1.0%. However, Traralgon - Traralgon East is forecast to show an even greater percentage change in population to 2021, increasing by 31.8% from 2006, or an average annual growth rate of 1.5%. The population figures for Traralgon-Traralgon East which reflect the projected percentage change are detailed further below.

Traralgon - Traralgon East	Forecast year					
	2006	2011	2016	2021	2026	2031
Population	24,143	26,816	29,153	31,246	33,287	35,425
Change in Population (5yrs)		2,673	2,337	2,093	2,041	2,138
Average Annual Change (%)		2.12	1.69	1.4	1.27	1.25
Households	9,459	10,654	11,742	12,716	13,683	14,655
Average Household Size (persons)	2.55	2.52	2.48	2.46	2.43	2.42

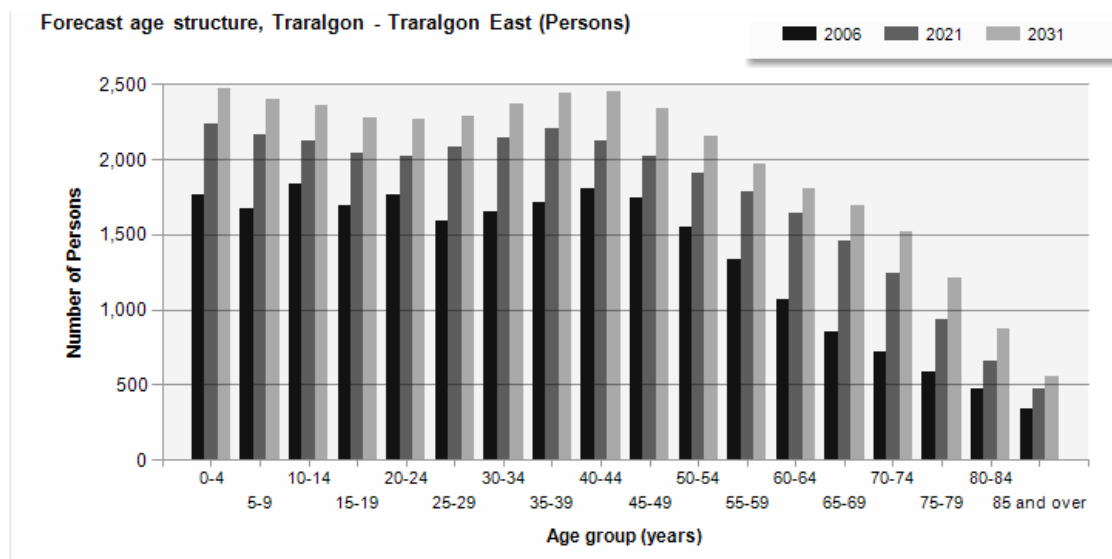
Source:

.id consulting (from Latrobe City Council website)

population structure

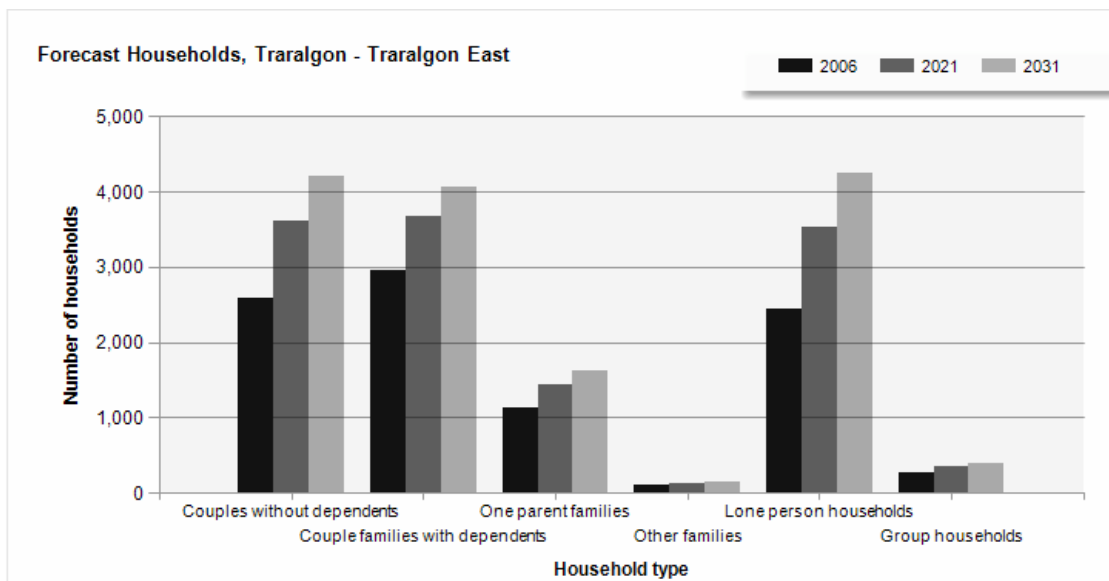
As can be seen in the table above, while the population of Traralgon is expected to increase over the years, the average household size is predicted to fall. This has implications for not only the number of new residences that will be required, but also for the number and type of dwellings required.

Unusually for Australia, in 2006 the age group with the highest level of residents within Traralgon was 10 -14 year olds, highlighting the significant role that young people play, and will continue to play, within the town. This is further reinforced by the figures represented below which indicate that in 2021 the most populous group will be 0-4 year olds. By 2021 over 20% of Traralgon's population will be under 15 years of age. However, it is noted that the biggest percentage increase will be in an older age bracket, 70-74 years which will increase by over 75%. This large percentage increase should be kept in perspective though, as there will still be significantly more younger people within Traralgon.



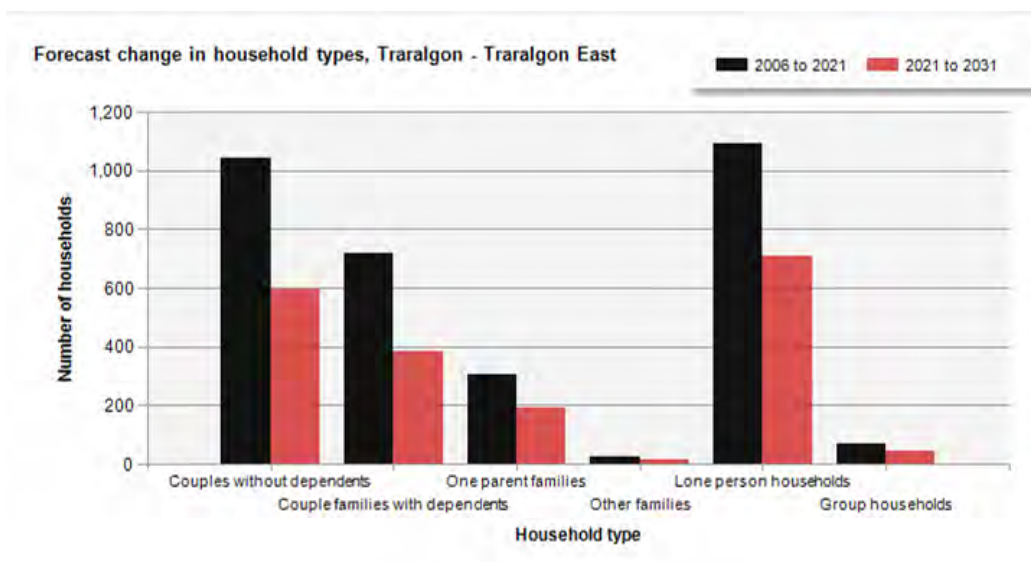
Source: .id consulting (from Latrobe City Council website)

It is also interesting to note the associated changes in household types predicted for Traralgon. While dominant household type at the time of the previous census (2006) was 'couple families with children', by 2031, lone person households will become the dominant household type.



Source: .id consulting (from Latrobe City Council website)

As noted by the .id forecast, Traralgon tends to attract all age groups, catering for young and mature families with greenfield development, while also attracting young adults due to the centrality of the location and their proximity to services and available rental accommodation.



Source: .id consulting (from Latrobe City Council website)



movement

Figures relating to movement within Traralgon and the modes of transport chosen were compiled by the Department of Planning and Community Development as part of the Transit Cities & South Eastern Metropolitan Triple Bottom Line Study. The purpose of that study was to establish a monitoring regime for Transit Cities and to set benchmarks for activity centres in the south east region of metropolitan Melbourne. Traralgon was one of the Transit Cities analysed as part of that study. Of note are the following statistics:

- The average weekly validation at the train station was 1549
- The percentage of residents who use public transport to get to work was 1.16%, with 7.72% walking or cycling
- The percentage of people who work in Traralgon and use public transport was 1.17%, with 4.76% walking or cycling
- The percentage of the Traralgon workforce who live locally is a high figure of 87.24%
- The average number of vehicle ownership was 1.31