

DRAFT

Latrobe*City*

Toongabbie Structure Plan

July 2020



Name	No.	PM Approved	PD Approved	Date
Draft Toongabbie Structure Plan	1	TM	LD	03.06.20

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ACKNOWLEDGEMENTS

The Study Team recognises that the State of Victoria has an ancient and proud Aboriginal history and complex ownership and land stewardship systems stretching back many thousands of years. We would like to acknowledge the Traditional Owners of this land, and offer our respect to the past and present Elders, and through them to all Aboriginal and Torres Strait Islander People.

Front cover image source: Google Earth, 2020.

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Glossary of Terms

<i>Term</i>	<i>Definition</i>
Minimal Housing Change Area	Housing areas that possess significant environmental, heritage and neighbourhood character development constraints. In response marginal future housing growth and change is supported.
Limited Housing Change Area	Housing areas that provide for a limited degree of housing growth and change in established residential areas. These locations are generally beyond reasonable walking distances of public transport and services.
Incremental Housing Change Area	Housing areas that encourage moderate housing growth and change in a manner which responds to the surrounding character.
Bushfire Prone Area	Areas of forest, woodlands, scrub, shrublands, mallee, rainforest and unmanaged grasslands where there is potential for bushfire behaviour such as crown fire, grassfire and ember attack.
1 % Annual Exceedance Probability Flood Event	The probability of a flood event occurring in any year. The probability is expressed as a percentage. For example, a large flood which may be calculated to have a 1% chance to occur in any one year, is described as 1%AEP.
Community Infrastructure	Public and private, State, Council and non-Council facilities (e.g., cultural buildings, recreation buildings, passive and active open space) which accommodate community support services, programs and activities (e.g. preschool service, child care, youth services, aged services, community meetings, sporting competition, informal recreation, cultural activities, education activities, emergency services, community support, etc.) (ASR Research, 2008)
Local significance (Heritage)	Places of local significance that are of value to the local community and contribute to understanding the history of a local community which may be protected by listing on a schedule to the Heritage Overlay. Local government manages the identification and protection of places under the planning scheme and is responsible for the issuing of planning permits under the Heritage Overlay.
State significance (Heritage)	If a place or object is important to understanding the history of Victoria we say it is of state level cultural heritage significance. Heritage places and objects of state level significance that also meet the Heritage Council's assessment criteria are listed on the Victorian Heritage Register.

<i>Term</i>	<i>Definition</i>
Reticulated services	Electricity, water, drainage, gas, communications or similar services the provision of which allows for direct access to and use of the services by the occupiers of individual parcels of land.
Statistical Area Level 1 (SA1)	Most SA1s have a population of between 200 to 800 persons with an average population of approximately 400 persons. This is to optimise the balance between spatial detail and the ability to cross classify Census variables without the resulting counts becoming too small for use. SA1s aim to separate out areas with different geographic characteristics within Suburb and Locality boundaries. In rural areas they often combine related Locality boundaries.
Vacant property	Vacant land that is one ownership but may have a number of individual allotments.
Vacant title	An allotment that makes up part of the larger property and is currently vacant.
Visual cohesion	How development and the public realm retain a balance between the heritage and character elements of an area and modern development while still appearing to relate to each other and contribute to the character and sense of the place.
Scale	The apparent size of a building, window or other element as perceived in relation to the size of a human being.
Massing	The perception of the general shape and form as well as size of a building.
Built form	The height, volume and overall shape of a building as well as its surface appearance
Articulation	Changes in the depth of the surface of a building face or façade such as attached columns, recessed windows or window bays, horizontal banding or decorative cornices. Articulation gives texture to the building surface. Vertical articulation can be used to divide a façade into pieces that appear to be separate buildings or can simply be ornamental.
Visual interest	Applying architectural techniques, including contrast, colour, texture and variation of materials to detail buildings.
Standard residential density	Latrobe City defines this as 11 lots per hectare or approximately 720 square metres per lot.
Low density residential	Under the zone this is a lot between 2000 and 4000 square metres.

Executive Summary

Small towns in Latrobe City offer a unique lifestyle choice, and have a number of different advantages, including access to major services such as hospitals within a short drive while offering a rural atmosphere, that will underpin and facilitate their future growth, prosperity and liveability.

Each structure plan is as unique as the communities they cover and although there are guiding principles, they need to consider and represent the characteristics of individual communities including community aspirations and values.

The Toongabbie Structure Plan is summarised by the strategic directions:

- Maintain the historic, cultural, and environmental values of Toongabbie;
- Retain the quiet, rural atmosphere while offering a diversity in lifestyle choices;
- Improve infrastructure within the town;
- Maintain key views and vistas;
- Support the provision of open space and community infrastructure; and
- Enhance Toongabbie's 'town centre' core including the Village Green, V/line bus stop, General Store and the Avenue of Honour.

The Structure Plan was prepared through a collaborative process involving stakeholders, landowners and agencies.

The Plan builds on previous work undertaken through the *Live Work Latrobe Housing Strategy 2019* and the *Rural Land Use Strategy 2019* which were implemented through Amendment C105.

The Plan was undertaken in phases, with background information on existing conditions and plans sourced and analysed before technical assessments were prepared.




These reports include:

- Context Report that reviews and analyses the planning context, land supply and demand, the economic context, and social infrastructure and recreation needs;
- Bushfire Risk Assessment;
- Infrastructure and Servicing Assessment;
- Flora and Fauna Assessment; and
- Consultation Report.

This information, along with feedback from the community formed the basis of the 'vision' and the strategic directions.








DRAWING KEY

-  TOONGABBIE TOWNSHIP BOUNDARY
-  TOWNSHIP GATEWAY
-  TOONGABBIE TOWN STRUCTURE PLAN AREA

LAND USE

RESIDENTIAL

-  TOWNSHIP AREA
-  RESIDENTIAL
-  FIRST STAGE LOW DENSITY RESIDENTIAL
-  SECOND STAGE LOW DENSITY RESIDENTIAL
-  PREFERRED DIRECTION FOR FUTURE GROWTH

AGRICULTURE / RURAL

-  FARMING
-  PRODUCTIVE AGRICULTURAL LAND
-  FIRST STAGE FUTURE RURAL LIVING
-  SECOND STAGE FUTURE RURAL LIVING




COMMERCIAL

-  LOCAL ACTIVITY CENTRE




COMMUNITY INFRASTRUCTURE / OPEN SPACE

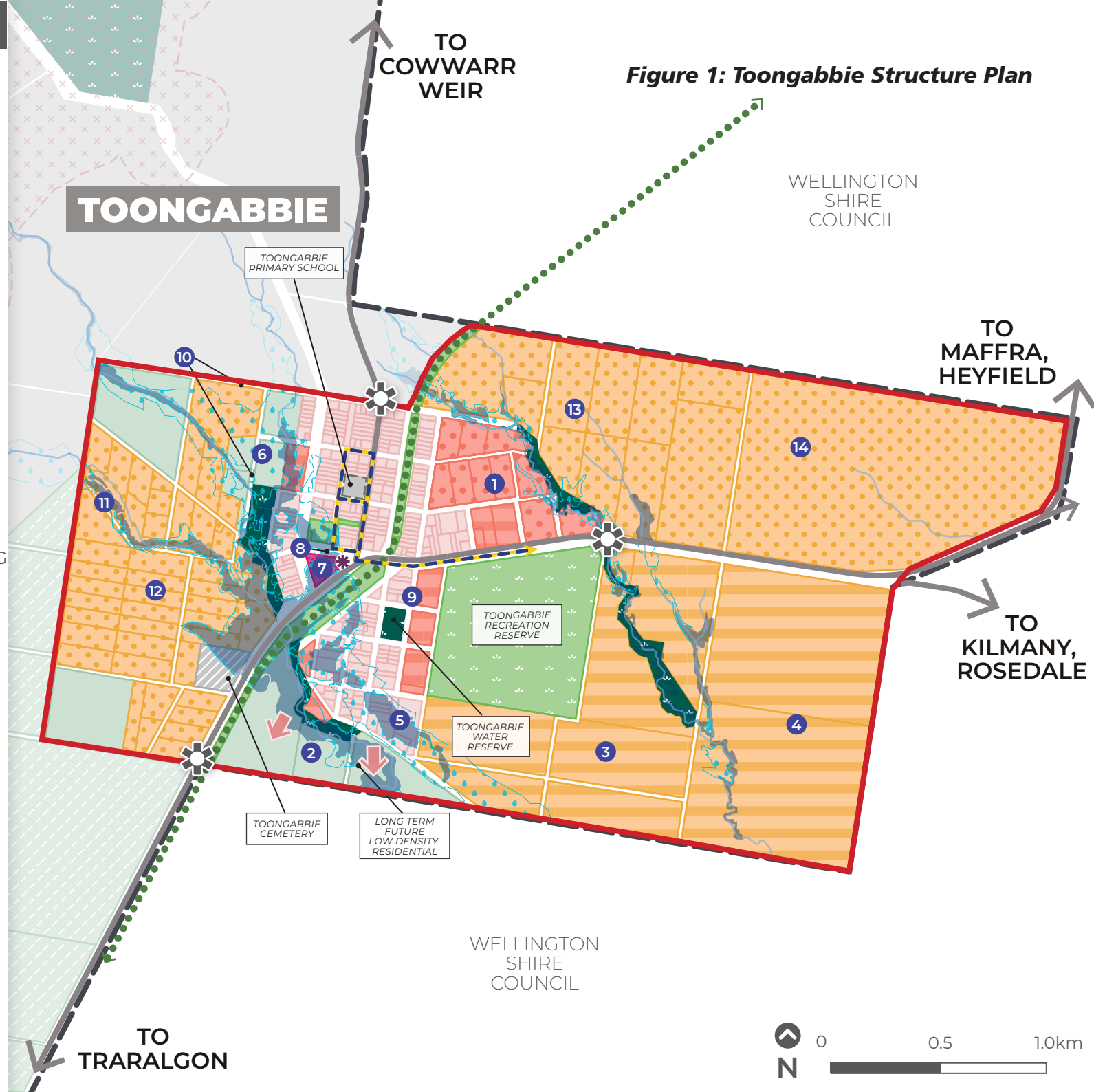
-  PUBLIC OPEN SPACE
-  CONSERVATION
-  SERVICE / COMMUNITY / CIVIC USE
-  PUBLIC / UTILITY LAND

MOVEMENT

-  MAJOR ROADS
-  SHARED PATHWAYS
-  GIPPSLAND PLAINS RAIL TRAIL

OVERLAYS / CONSTRAINTS

-  BUSHFIRE MANAGEMENT OVERLAY
-  LAND SUBJECT TO INUNDATION OVERLAY
-  FLOODWAY OVERLAY



1

Introduction



1.1 Purpose

The purpose of this report is provide a framework to guide future land use and development within the township and the surrounding area of Toongabbie.

The Toongabbie Structure Plan project has been undertaken in response to a number of submissions that were received from residents during the Exhibition period for Amendment C105.

1.2 Report Structure

The plan summarises the findings of the *Toongabbie Structure Plan Background Reports* through the Strategic Context, Vision and Land Use and Constraints sections. This plan then sets out objectives, strategies and actions that apply to the town in the Planning and Design, and Implementation sections.

1.3 Context

Latrobe City is centrally located in eastern Victoria, approximately a two hour drive east of Melbourne. It sits within the heart of Gippsland within easy access to the Gippsland coastline, Mount Baw Baw snowfields and the Gippsland Lakes.

It is the fourth largest regional city municipality in Victoria. The municipality has a population of over 74,000. Latrobe City sits within the boundaries of the Brayakaulung Clan of the Gunaikurnai people of Gippsland.

The municipality includes four main towns of Moe-Newborough, Morwell, Traralgon and Churchill and seven smaller townships of Yallourn North, Tyers, Glengarry, Toongabbie, Yinnar, Traralgon South and Boolarra.

Toongabbie is the northern most settlement within the municipality. It is located 17 kilometres north of Traralgon and sits within close proximity to the Wellington Shire Council border. It is approximately 177 kilometres from Melbourne (see Figure 2). The township is unique in that it offers a relatively compact 'village' with shops, services and community all with a five minute walk of the residential areas. Over the years, it has largely retained its original layout with larger allotments a feature of the town. Like the other small towns in Latrobe it is also within a short distance to shops, the hospital and other services not available within town.

1.4 History

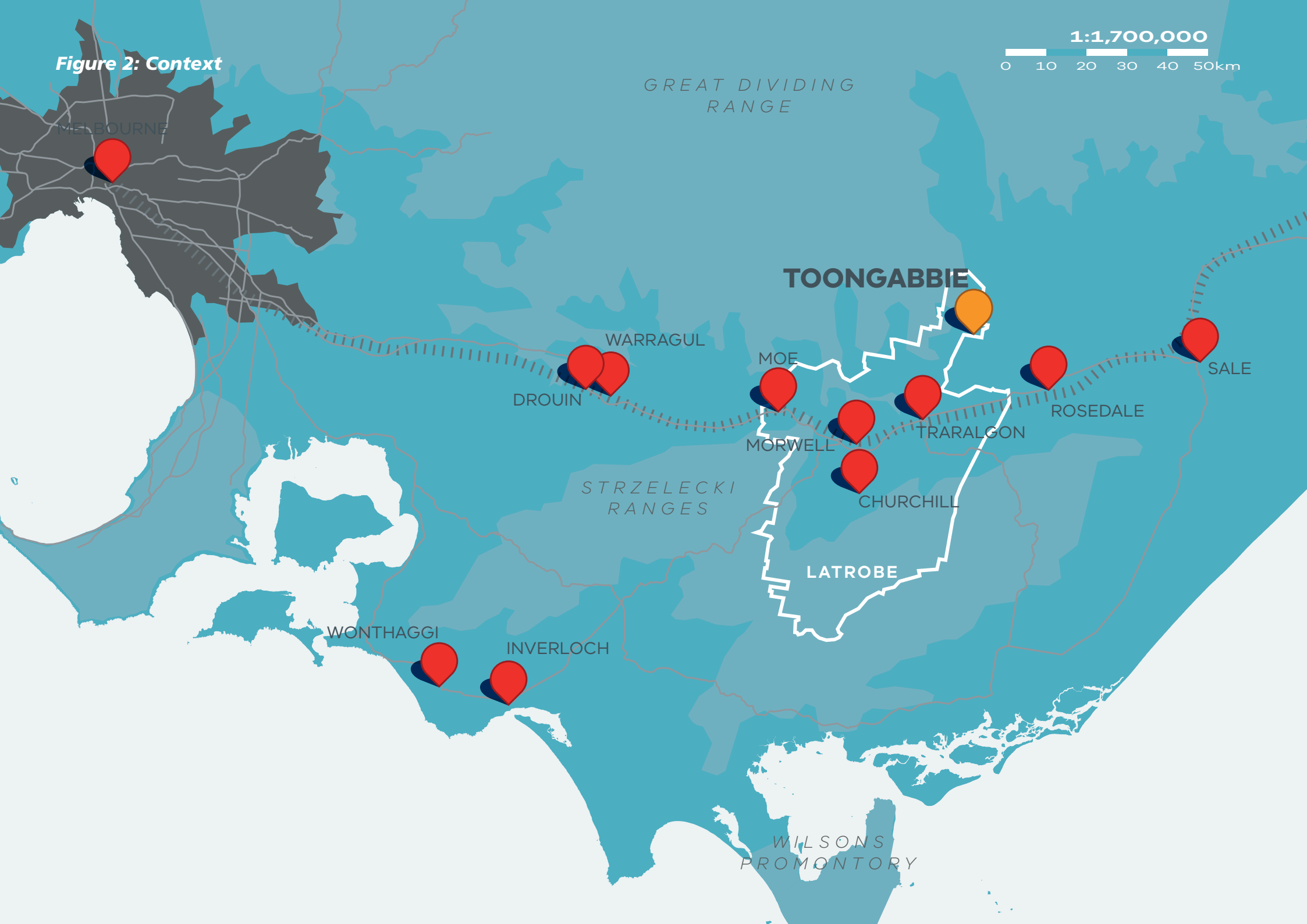
The traditional custodians of the Latrobe Valley are the Gunaikurnai people. The Brayakaulung clan settled over an area that includes the township of Toongabbie.

Toongabbie Township originated in 1862 after the discovery of gold at Stringer's Creek in Walhalla by Ned Stringer.

The township was laid out and surveyed by George Hastings in 1864. A further survey was made the next year by Henry Davidson.

It once formed part of the stock route between Sale to Walhalla, and Walhalla to Port Albert. Miners, who rushed to the isolated gold field deep in the Great Dividing Ranges, came via Port Albert and Sale, across the red gum plains. Toongabbie was the last supply post before people attempted the difficult mountainous route to Walhalla. However, the size of the population started to decline when the train line was built between Moe and Walhalla. Now, it offers a valuable lifestyle choice within the municipality within close proximity to the Great Dividing Ranges and the Cowwarr Weir, while still being in a short driving distance to shops and services in Traralgon.

Figure 2: Context



1.5 Background

Structure plans for all small townships in Latrobe City were initially prepared by Enviro Plan and Michael Smith and Associates in 2002. In 2003, Council resolved to 'prepare and exhibit Amendment C24 to the Latrobe Planning Scheme to implement the findings and recommendations of the Small Town Structure Plans for Toongabbie, Yallourn North, and Yinnar.' However, Council never progressed with this version of Amendment C24 due to concerns voiced by a number of members of the community.

A review of these documents in 2006 by Latrobe City Council found these plans to be inappropriate for inclusion into the Latrobe Planning Scheme as they could not be effectively implemented through the planning scheme. As such, a new project for small town structure plans was undertaken for Boolarra, Glengarry and Tyers in 2010 and implemented into the Latrobe Planning Scheme through Amendment C24. Yinnar, Traralgon South, Yallourn North and Toongabbie are yet to have structure plans completed.

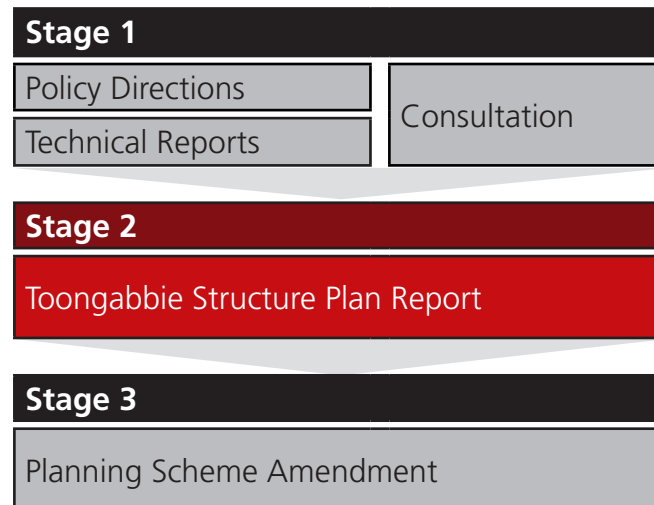
Parts of the Toongabbie study area were proposed to be rezoned to Rural Living Zone in Amendment C7 in 2002, and again in Amendment C105 in 2018. However, due to a lack of demand in 2002 and further work required around bushfire risk in 2018, this rezoning has not proceeded.

1.6 Approach

The Toongabbie Structure Plan project was undertaken in two stages with a third stage to be completed through the planning scheme amendment process.

Stage one included community, and servicing and referral agencies engagement, along with a desktop assessment and site visits. It produced five background reports - Context Report, Bushfire Risk Assessment, Infrastructure and Servicing Assessment, Flora and Fauna Assessment, and a Consultation Report.

Stage two focused on the development of this report and the policy directions to achieve what the community has envisioned.



1.7 Consultation

A range of stakeholders have been consulted with for the Toongabbie Structure Plan project. The input from these groups has informed the development and refinement of this plan. Consultation was undertaken in two distinct, yet complementary stages. Further consultation will occur during the exhibition period of the associated Planning Scheme Amendment.

1.7.1 STAGE 1 CONSULTATION

Stage 1 including consultation with referral and servicing authorities, and government agencies which began in February 2018 and remains ongoing; this included the following agencies and organisations:

- Country Fire Authority (CFA);
- West Gippsland Catchment Management Authority (WGCMA);
- Gippsland Water;
- Department of Transport (Regional Roads Victoria (VicRoads));
- SP Ausnet;
- Telstra;
- APA Group;
- Department of Environment, Land, Water and Planning (DELWP); and
- Latrobe City Council:

- Environment;
- City Assets;
- Recreation;
- Community Development; and
- Economic Development.

Refer to the *Toongabbie Structure Plan Background Report - Consultation Report 2020* (See Appendix A) for a full summary of the approach and consultation findings.

The purpose of this consultation was to provide technical advice and direction to shape and test the structure plan. The Background reports were also reviewed by these agencies and organisations.

1.7.2 STAGE 2 CONSULTATION

Stage 2 consultation was completed between March 2019 and October 2019; it included an engagement strategy aimed at encouraging public discourse and capturing aspirations for the future around vision, preferred character, infrastructure, and bushfire risk mitigation.

Stage 2 consultation had two phases to it. Phase 1 included a survey to capture the thoughts of a wide range of people. Phase 2 consisted of two workshops to dive deeper into the overarching themes that emerged from the surveys and develop some strategic directions around them.

67 people participated in the first phase of the stage 2 engagement process, while 34 people participated in second phase of the process.



2

Vision



2.1 Vision

Toongabbie is a small, historic, country town in a bush setting that maintains a safe, friendly, rural atmosphere for all ages. It seeks to protect and respect the environmental and cultural assets of the town and the surrounding area while diversifying its economic assets.

2.2 Strategic Directions

Maintain the historic, cultural, and environmental values of Toongabbie.

Toongabbie has a rich history stretching from the inhabitation of the area by the Gunaikurnai nations to the founding of the current township during the gold rush period in the 1800s. This plan seeks to maintain those historic and cultural links such as the Toongabbie Mechanics' Institute and the historic township precinct that contribute to the character of the township while planning for sustainable growth. The environmental values add to the rural character and are endangered remnants of native vegetation.

Maintain Key Views and Vistas.

One of the assets that Toongabbie has is its proximity to the Great Dividing Ranges with views to the foothills visible from the edges of the township along the northern and south western boundaries. These views are an important part of the existing character of Toongabbie adding to the rural character. This plan seeks to ensure that this character trait is retained. This plan seeks to ensure that agricultural land outside of the identified areas is retained for agricultural purposes.

Retain the quiet, rural atmosphere while offering a diversity in lifestyle choices.

Toongabbie has a low density allotment pattern within town, this gives a sense of space within the township. The low scale and massing of the built form contributes to the rural character of the township. Through the application of zones and overlays, the larger lot sizes and the smaller scale of housing can be maintained, ensuring that Toongabbie does not lose its sense of character over time even with the availability of a diversity of lot sizes.

Support the provision of open space and community infrastructure.

Toongabbie has a very active community that attracts new residents. It is important to support these facilities and community groups as well as building upon those assets. This plan seeks to connect the facilities and open space through additional linkages.

Improve infrastructure within the town.

Toongabbie is in a relatively flat area and sits on poor draining soil, as such it suffers from drainage issues. As a small town, the infrastructure requirements have not kept up with the growth that Toongabbie has experienced over the past ten years. This plan seeks improvements to the drainage and roads within the township. Issues have been highlighted with the availability of water and sewer infrastructure, this plan seeks to manage growth sustainable within these restrictions.

Enhance Toongabbie's 'town centre' core including the Village Green, V/line bus stop, General Store and the Avenue of Honour.

Toongabbie serves as a stopping point along the Gippsland Plains Rail Trail and as a gateway to the old historic route to Walhalla and to Cowwarr Weir. There is an opportunity to build upon the features of the township including the General Store, Village Green and Recreation Reserve both through rural tourism and through additional retail provision.

3

Strategic Context

3.1 Study Area

The study area is bordered by Harris Lane to the west, Guyatts Road to the south, Antons Lane and Traralgon-Maffra Road to the east, and Afflecks and Old Walhalla Road to the north.

Major roads include Traralgon - Maffra Road, running south-east to north-west through the centre of town, Toongabbie-Cowwarr Road (Victoria Street) running north-south and Stringer Road as other main thoroughfares.

3.2 Study Precincts

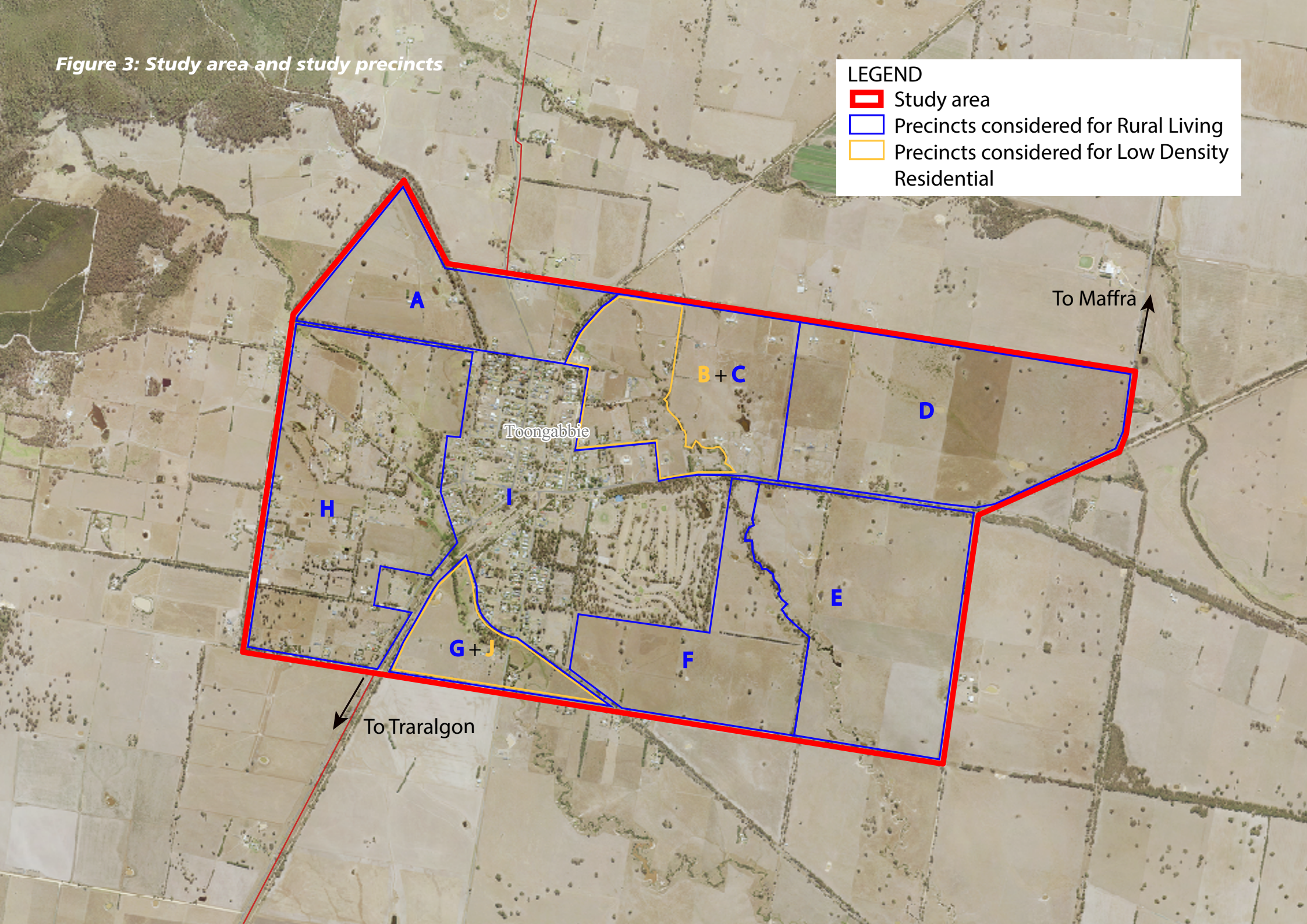
To determine the best areas for growth within Toongabbie, nine different study precincts have been looked at as potential growth areas in the preparation of the Toongabbie Structure Plan. Three of these were from the proposed rural living precincts in Amendment C105, the other precincts were identified if they were adjoining those proposed precincts and/or had submissions that related to a zone change from previous strategic planning projects.

The precincts and possible zones (Rural Living Zone (RLZ) or Low Density Residential Zone (LDRZ)) are listed in Table 1 and shown in Figure 3. A tenth area includes infill within the township boundary. These study precincts are not an indication that the precinct will be rezoned, more so, it is a tool to determine approximate lot yield and to guide further discussion.

Table 1: Study precincts

Precinct Name	Description	Number of Dwellings	Number of Lots	Number of People
A	Lots to the north of Toongabbie between the Gippsland Plains Rail Trail, Afflecks Road, Hill Street and the lot at 30 Walhalla Road.	25	25	68
B	All lots generally bounded by the Gippsland Plains Rail Trail, Afflecks Road, Packett Road, the creek, Main Street, Campbell Street, and Sparks Lane. Precinct B overlaps with Precinct C as they considered different zones.	84	84	227
C	Lots to the east of Sparks Lane not including a residential zoned lot up to the 5 lots east of Packett Road.	23	22	62
D	Lots to the east of Toongabbie, including two lots to the west of Nippe Lane and all lots east of Nippe Lane between Traralgon-Maffra Road and Afflecks Road.	27	27	73
E	Lots South of Traralgon – Maffra Road east of Nippe Lane and Anton Lane Including the title west of Nippe Lane until the creek.	26	26	70
F	Lots South of the Toongabbie golf course, between Heywood Street, Hendersons Road, Guyatts Road and Nippe Lane.	34	33	92
G	Lots south of Toongabbie between the Gippsland Plains Rail Trail, Henderson Road and Guyatts Road.	10	10	27
H	All lots to the west of Toongabbie, bound by Hill Street, Harris Lane, Guyatts Road, Main Street and King Street excluding residential lots.	26	11	70
J	Lots south of Toongabbie between the Gippsland Plains Rail Trail, Henderson Road and Guyatts Road.	63	63	170

Figure 3: Study area and study precincts



3.3 Demographics

The population of Latrobe in 2016 (ABS, 2016) was 73,257 people with Toongabbie (992 people) making up approximately 1.35% of the population.

Toongabbie has proportionally grown significantly between 2011 and 2016 at a rate of 15.4 persons per annum or 1.63% which is higher than the Latrobe average annual growth rate of 0.24% over the same period.

Toongabbie has the second smallest urban area by population among the small towns in Latrobe, however, if State Suburb Classifications are used, then it is the third largest small town, in terms of population size, behind Yallourn North and Glengarry.

Of importance to note for Toongabbie, it has a higher number of people per dwelling (2.7) when compared to Latrobe (2.3). The median age is younger than Latrobe by 6 years. Children under 15 (24.2%) make up a larger cohort of the population in Toongabbie than the cohort for Latrobe overall (18.1%). Accordingly there is a higher number of families with children (48.4%) than Latrobe overall (38.3%).



Figure 4: Demographics - part 1

992 PEOPLE



Female
50.2%



Male
49.8%

24.2%
0-15
years old

65.9%
16-64
years old

9.9%
65+
years old

Percentage of residents in age range

MEDIAN AGE=35



NUMBER OF FAMILIES

277



48.4%



37.6%



14.0%

88.0% BORN IN AUSTRALIA

94.3% SPEAK ONLY ENGLISH AT HOME

Other
13.1%

Scottish
7.5%

Irish
9.3%

ANCESTRIES

English
28.8%

Australian
37.1%



TRAVEL TO WORK

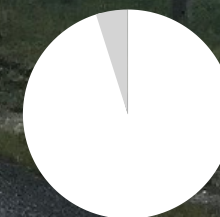
80.1% USED CAR
1.2% USED PUBLIC TRANSPORT



387 PRIVATE DWELLINGS

\$1609/W MEDIAN HOUSEHOLD INCOME
\$1419/M MEDIAN MORTGAGE REPAYMENTS

Unoccupied private dwelling
4.9%



Occupied private dwelling
95.1%



PRIMARY
30.8%



SECONDARY
21.1%



TERTIARY
7.7%

HIGHEST LEVEL OF EDUCATION (15+ Y.O)

Completed Year 12
12.1%

Not completed
53.5%



Certificate III or IV
25.9%

Advanced Diploma or Diploma
8.5%



2.7
PEOPLE PER HOUSEHOLD



3.3
BEDROOMS



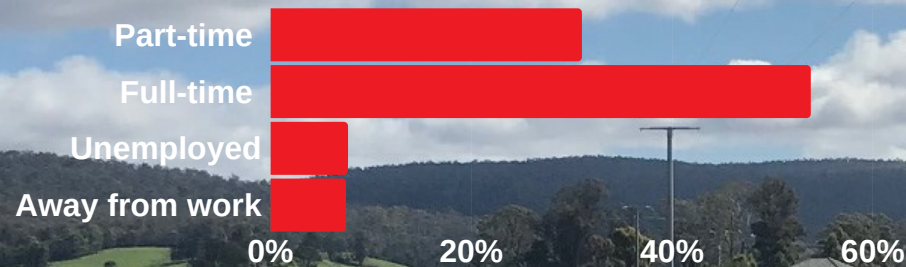
2.4
MOTOR VEHICLES PER DWELLING



1.9
CHILDREN PER FAMILIES WITH CHILDREN

Figure 5: Demographics - part 2

LABOUR FORCE
=
504 PEOPLE



PROFESSION

Machinery Operators and Drivers
18.7%

Labourers
19.1%



Technicians and Trade Workers
28.7%

Professionals
21.4%

INDUSTRY



AGRICULTURE, FORESTRY AND FISHING
ACCOMMODATION AND FOOD SERVICES
MINING
TRANSPORT, POSTAL AND WAREHOUSING
MANUFACTURING
ADMINISTRATION AND SUPPORT SERVICES
ELECTRICITY, GAS, WATER AND WASTE SERVICES
PUBLIC ADMINISTRATION AND SAFETY
CONSTRUCTION
RETAILTRADE
WHOLESALE TRADE
HEALTHCARE AND SOCIAL ASSISTANCE
EDUCATION AND TRAINING
OTHER SERVICES
INADEQUATELY DESCRIBED

Note 1: German ancestry (3.8%) is not shown of ancestries pie chart in Figure 4.

Note 2: Clerical and administrative workers (7.7%) is not shown in profession pie chart in Figure 5.

Note 3: Five people shown in white in the Industry infographic in Figure 5 have not stated an industry of employment.

3.4 Policy Context

A range of state, regional and local policy documents have informed the preparation of this structure plan report as summarised to the right.

A detailed analysis of the background policy is included in the *Toongabbie Structure Plan Background Reports - Context Report 2020*.

It is noted that some of the clauses and strategies repeat where they had relevant sections under any given topic.

Table 2: Policy context

	Settlement	Environmental and Landscape Values
Planning Policy Framework	Clause 11.01-1S Settlement Clause 11.01R Settlement - Gippsland Clause 11.02-1S Supply of Urban Land Clause 11.02-2 Structure Planning Clause 11.03-1S Activity Centres Clause 11.07-1S Regional and Local Places Clause 21.02 Municipal Profile Clause 21.02 Housing and Settlement Clause 21.09 Local Areas	Clause 12.01-1S - Protection of Biodiversity Clause 12.01-2S Native Vegetation Management Clause 12.03-1S River Corridors, Waterways, Lakes and Wetlands Clause 12.05-2S Landscapes Clause 21.03 Environment and Landscape Values
Strategic Policy Documents	Plan Melbourne 2017-2050 Ready for Tomorrow – A Blueprint for Regional and Rural Victoria 2010 Gippsland Regional Plan 2015-2020 Gippsland Regional Growth Plan 2014 Live Work Latrobe Housing Strategy 2019 Structure Plans for Toongabbie, Yallourn North and Yinnar 2002	Protecting Victoria's Environment - Biodiversity 2037 Latrobe City Natural Environment Sustainability Strategy 2014-2019 Latrobe City Biodiversity and Native Vegetation Policy 2011
Implications	Toongabbie is a 'small town' within the Latrobe Settlement Hierarchy where growth is supported, as such this plan aims to ensure that there is enough land supply over the next 15-20 years and that it responds to the needs of the community through the provision of housing, recreation, open space, commercial land, and community infrastructure.	Toongabbie has patches of significant native vegetation throughout the study area, it also has two waterways that flow through the study area. As such, there is an opportunity to protect the remnant vegetation and improve the landscape qualities through open space linkages and re-vegetation.

	<i>Environmental Risks and Amenity</i>	<i>Agriculture</i>	<i>Built Environment and Heritage</i>
<i>Planning Policy Framework</i>	<p>Clause 13.01-1S Natural Hazards and Climate Change</p> <p>Clause 13.02-1S Bushfire</p> <p>Clause 13.03-1S Floodplain Management</p> <p>Clause 13.04-1S Contaminated and Potentially Contaminated Land</p> <p>Clause 21.04 Environmental Risks</p>	<p>Clause 14.01-1S Protection of Agricultural Land</p> <p>Clause 14.01-1R Protection of Agricultural Land - Gippsland</p> <p>Clause 14.01-2S Sustainable Agricultural Land Use</p> <p>Clause 14.01-3S Forestry and Timber Production</p> <p>Clause 14.02-2S Water Quality</p> <p>Clause 21.05 Natural Resource Management</p> <p>Clause 22.02 Rural Subdivision and Dwellings</p>	<p>Clause 15.01-1S Urban Design</p> <p>Clause 15.01-1S Building Design</p> <p>Clause 15.01-4S Healthy Neighbourhoods</p> <p>Clause 15.01-5S Neighbourhood Character</p> <p>Clause 15.01-6S Design for Rural Areas</p> <p>Clause 15.02-1S Energy and Resource Efficiency</p> <p>Clause 15.03-1S Heritage Conservation</p> <p>Clause 15.03-2S Aboriginal Cultural Heritage</p> <p>Clause 21.06 Built Environment and Heritage</p>
<i>Strategic Policy Documents</i>	<p>Victorian Floodplain Management Strategy 2016</p> <p>WGCMA Floodplain Management Strategy 2018-2027</p> <p>Safer Together 2018</p> <p>Strategic Bushfire Management Plan – East Central 2014</p> <p>Regional Bushfire Planning Assessment - Gippsland Region 2012</p> <p>Profile of Bushfire Risk within Latrobe District 2015</p> <p>Latrobe Municipal Fire Management Plan 2017</p> <p>Bushfire Risk Rating Assessment Toongabbie</p> <p>Proposed Rural Living Precincts 2018</p>	<p>Gippsland Regional Plan 2015-2020</p> <p>Macalister Irrigation District (MID) 2030 – Southern Rural Water 2007</p> <p>Regional Forest Management Plans for Gippsland 2004</p> <p>Live Work Latrobe Rural Land Use Strategy 2019</p>	<p>Live Work Latrobe Housing Strategy 2019</p> <p>Live Work Latrobe Rural Land Use Strategy 2019</p> <p>Latrobe City Heritage Study 2010 (Vol. 1-3)</p> <p>Healthy by Design Guidelines 2004</p>
<i>Implications</i>	<p>Toongabbie has both a bushfire risk and a flood-prone risk that should be mitigated. Planning scheme tools such as appropriate overlays can help mitigate the risk for both bushfire and flooding. A hotter, drier climate has seen more intense and more frequent bushfires in recent years.</p>	<p>Toongabbie has identified productive agricultural land to the south west of the study area and sits on the edge of the Macalister Irrigation District to the east, as such, any further growth should limit the impact on the ability of these areas to continue commercial farming operations.</p>	<p>Toongabbie has identified a preferred rural character for the township's identity. Low scale housing and a sense of space between dwellings will help retain this sense of character. Toongabbie has an identified heritage precinct including the Village Green and Toongabbie Mechanic's Institute.</p>

	Housing	Economic Development	Transport
Planning Policy Framework	<p>Clause 16.01-1S Integrated Housing</p> <p>Clause 16.01-2S Location of Residential Development</p> <p>Clause 16.01-3S Housing Diversity</p> <p>Clause 16.01-4S Housing Affordability</p> <p>Clause 16.01-5S Rural Residential Development</p> <p>Clause 16.01-7S Residential Aged Care Facilities</p> <p>Clause 21.02 Settlement and Housing</p>	<p>Clause 17.01-1S Diversified Economy</p> <p>Clause 17.02-1S Business</p> <p>Clause 17.04-1S Facilitating Tourism</p> <p>Clause 17.04-1R Tourism - Gippsland</p> <p>Clause 21.07 Economic Development</p> <p>Clause 22.03 Rural Tourism</p>	<p>Clause 18.02-1S Sustainable Personal Transport</p> <p>Clause 18.02-2S Public Transport</p> <p>Clause 18.02-3S Road System</p> <p>Clause 21.08 Transport and Infrastructure</p>
Strategic Policy Documents	<p>Homes for Victorians 2017</p> <p>Residential Zones State of Play Report 2016</p> <p>Live Work Latrobe Housing Strategy 2019</p>	<p>Victoria's 2020 Tourism Strategy 2013</p> <p>Victorian Visitor Economy Strategy 2016</p> <p>Gippsland Regional Plan 2015-2020</p> <p>Gippsland Regional Growth Plan 2014</p> <p>Gippsland Tourism Strategic Direction 2013 – 2018</p> <p>Regional Forest Management Plan for Gippsland 2004</p> <p>Latrobe Economic Development Strategy 2016 - 2020</p> <p>A Strength Led Transition 2016</p>	<p>Tracks, Trails & Paths Strategy – Latrobe. Be in it. 2016</p> <p>Latrobe City Bicycle Plan 2007-2010</p>
Implications	<p>Toongabbie has identified 'limited' and 'minimal' housing change areas in the residential area. These change areas encourage single dwellings or dual occupancy housing typologies only except within 200m of an activity centre where units and townhouses are encouraged.</p>	<p>Toongabbie has an opportunity to leverage its closeness to natural assets and build upon the Gippsland Plains Rail Trail that runs through the middle of the town whether this be through rural tourism opportunities or the provision of more shops.</p>	<p>There is an opportunity to advocate for greater provision of public transport within Toongabbie and build upon existing links within town to create a core movement network for pedestrians and cyclists. The Gippsland Plains Rail Trail is a key inter-regional cycling and pedestrian route.</p>

Infrastructure		Implementation	
Planning Policy Framework	<p>Clause 19.02-2S Education Facilities</p> <p>Clause 19.02-4S Social and Cultural Infrastructure</p> <p>Clause 19.02-5S Emergency Services</p> <p>Clause 19.02-6S Open Space</p> <p>Clause 19.03-4S Telecommunications</p> <p>Clause 19.03-2S Infrastructure Design and Provision</p> <p>Clause 19.03-3S Integrated Water Management</p> <p>Clause 21.02 Housing and Settlement</p> <p>Clause 21.08 Transport and Infrastructure</p>	<p>Clause 71.02-3 Integrated Decision Making</p> <p>Clause 21.01 Municipal Profile</p> <p>Clause 21.10 Implementation</p>	
	<p>Gippsland Region Sustainable Water Strategy 2011</p> <p>Infrastructure Design Manual and Addendum</p> <p>Latrobe City Municipal Public Health and Wellbeing Plan 2018-2022</p> <p>Municipal Domestic Wastewater Management Plan (DWMP) 2019</p> <p>Latrobe City Public Open Space Strategy 2013</p> <p>Northern Towns Recreation Plan 2010</p>		
Strategic Policy Documents		<p>Latrobe City Council Plan 2017 – 2021</p> <p>Latrobe 2026</p>	
Implications	<p>Toongabbie has significant infrastructure constraints including the provision of sewer and water infrastructure, and a lack of nearby telecommunications towers. There is also a need for further childcare and day care facilities. These will need to be addressed in order to develop in a sustainable manner.</p>	<p>For Toongabbie, a combination of zones, overlays and policy have been considered to address the preferred rural character and land use, identification of additional land requirements, and appropriate mitigation responses to the identified constraints in order to have a sustainable, liveable community while prioritising human life above all else.</p>	



4

Land Use and Constraints

4.1 Zones and Land Uses

Figure 6 shows the zones that currently apply to the study area and the surrounding catchment within Latrobe. Zones that apply within the study area include:

- Farming Zone - Schedule 1 (FZ1)
- Neighbourhood Residential Zone - Schedule 4 (NRZ4)
- Township Zone (TZ)
- Public Use Zone - Schedule 2 *Education* (PUZ2)
- Public Use Zone - Schedule 5 *Cemeteries and Crematoriums* (PUZ5)
- Public Park and Recreation Zone (PPRZ)
- Public Conservation and Resource Zone (PCRZ)
- Road Zone Category 1 (RDZ1)

A detailed description of the zones can be found in *Toongabbie Structure Plan Background Reports - Context report 2020*. Uses that occur in the area include:

Recreation and Community Facilities

There is a range of recreation uses and facilities within the study area including the Gippsland Plains Rail Trail, Village Green, playground at 9 Victoria Street and Toongabbie Recreation Reserve. These are zoned Public Park and Recreation Zone (PPRZ) except for the Toongabbie Water Reserve which is zoned Public Conservation and Resource Zone (PCRZ).

Agriculture

The area outside the township boundary (Precinct I) is zoned Farming Zone - Schedule 1 (FZ1).

The main purpose of the FZ1 is to provide for the use and ensure the retention of land for agriculture.

Land within the study area is identified in the *Rural Land Use Strategy* as being Class 3 which is defined as 'fair' and "can sustain agricultural uses with low to moderate levels of land disturbance such as broad acre cultivation in rotation with improved pastures. Moderate to high levels of production possible with specialist management practices such as minimum tillage" (Latrobe City Soil and Agricultural Land Use Report, 2018).

Residential

Land with precinct I is primarily zoned Neighbourhood Residential Zone - Schedule 4 (NRZ4). This is a 'limited' housing change area except where the Heritage Overlay applies which is a 'minimal' housing change area.

The purpose of the zone is to recognise areas of predominantly single and double storey residential development and to manage and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics.

Civic uses

There are four civic uses in Toongabbie, these include Toongabbie Primary School, the CFA building, St. David's Church of England and Toongabbie Cemetery.

The primary school is split zoned Public Use Zone - Schedule 2 (PUZ2) and NRZ4. The Cemetery is zoned Public Use Zone - Schedule 5 (PUZ5). While the CFA building sits within the Gippsland Plains Rail Trail reserve which is zoned PPRZ. St David's Church of England is zoned NRZ4.

Rural Residential

Areas in Precinct B and H are zoned FZ1 but the land is heavily fragmented and used primarily for rural residential purposes.

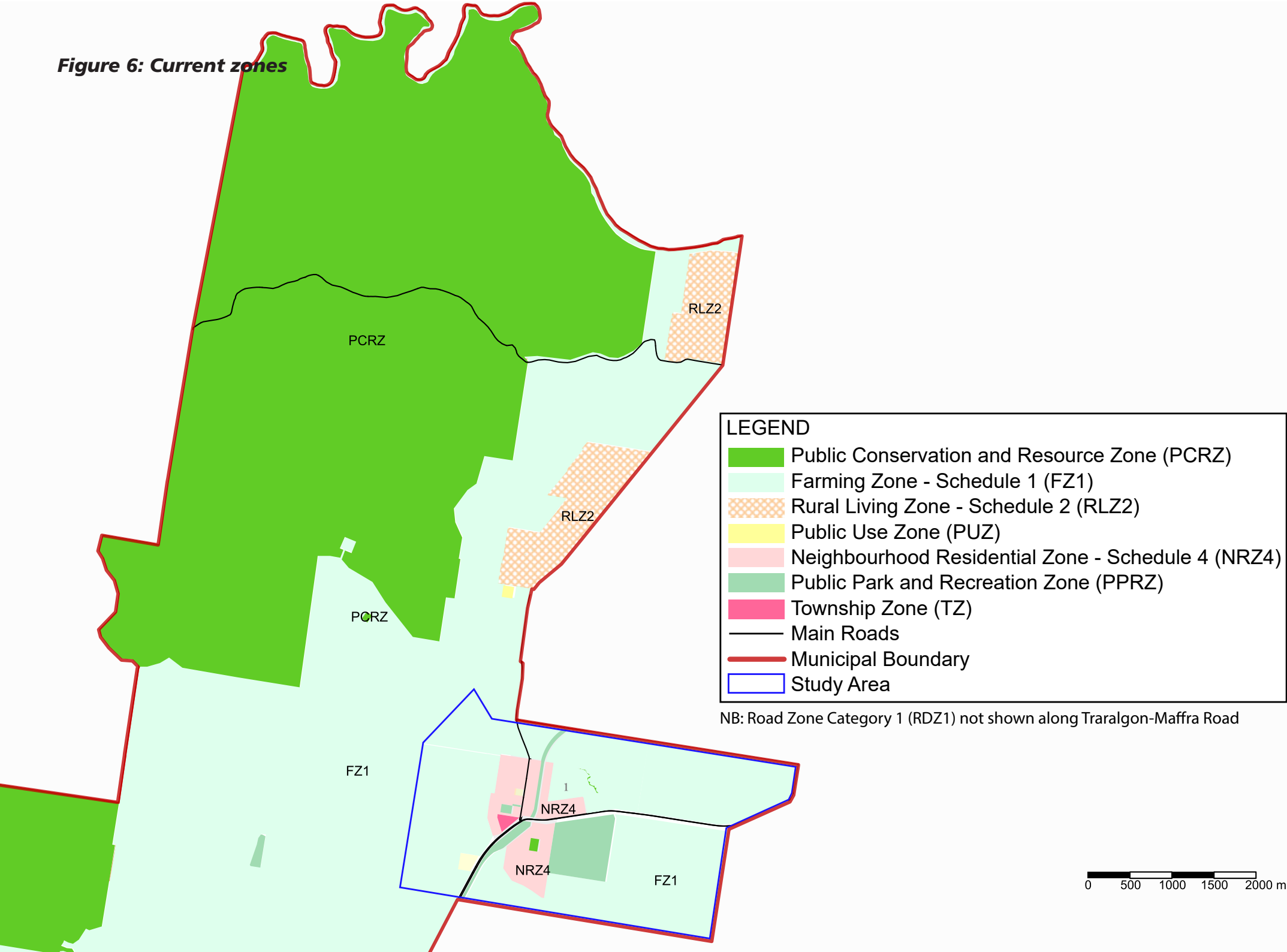
Activity Centre

The Toongabbie General Store is the sole shop in Toongabbie, it is zoned Township Zone (TZ).

One of the purposes of the TZ is to provide for residential development and a range of commercial, industrial and other uses in small towns.

There are three vacant parcels next to the General Store which allow for more commercial development to occur.

Figure 6: Current zones



4.2 Constraints and Overlays

A number of land use constraints have been taken into account when developing this structure plan, particularly:

- Bushfire risk as the entire study area sits within a bushfire prone area;
- Flood risk across all precincts, particularly precincts H and I;
- Native vegetation and potential habitat for threatened species, particularly in Precinct H;
- Built and cultural heritage;
- Water and sewer infrastructure provision; and
- Potentially contaminated land.

An overlay applies to the land where there is an identified constraint or a preferred design outcome. Figure 8 shows the existing overlays within the Toongabbie study area which includes:

- Land Subject to Inundation Overlay (LSIO)
- Heritage Overlay (HO)

The Bushfire Management Overlay (BMO) sits outside the study area, so it does not directly impact on the study area, however, the bushfire risk does impact on possible rezonings in accordance with Clause 13.02-1S of the Latrobe Planning Scheme, this is further discussed in the *Toongabbie Structure Plan Background Reports - Bushfire Risk Assessment*

2020 and summarised in 4.4.1.

The purpose of the HO is to:

- Conserve and enhance heritage places of natural or cultural significance;
- Conserve and enhance those elements which contribute to the significance of heritage places;
- Ensure that development does not adversely affect the significance of heritage places; and
- 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.

The purpose of the LSIO is 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;
- Ensure that development maintains the free passage and temporary storage of flood waters, 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;
- Reflect any declaration under Division 4 of Part 10 of the Water Act, 1989 where a declaration has been made;
- 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); and

- Ensure that development maintains or improves river and wetland health, waterway protection and flood plain health.





West Gippsland Catchment Management Authority (WGCMA) is the referral authority for planning permits triggered under the LSIO and Floodway Overlay (FO).

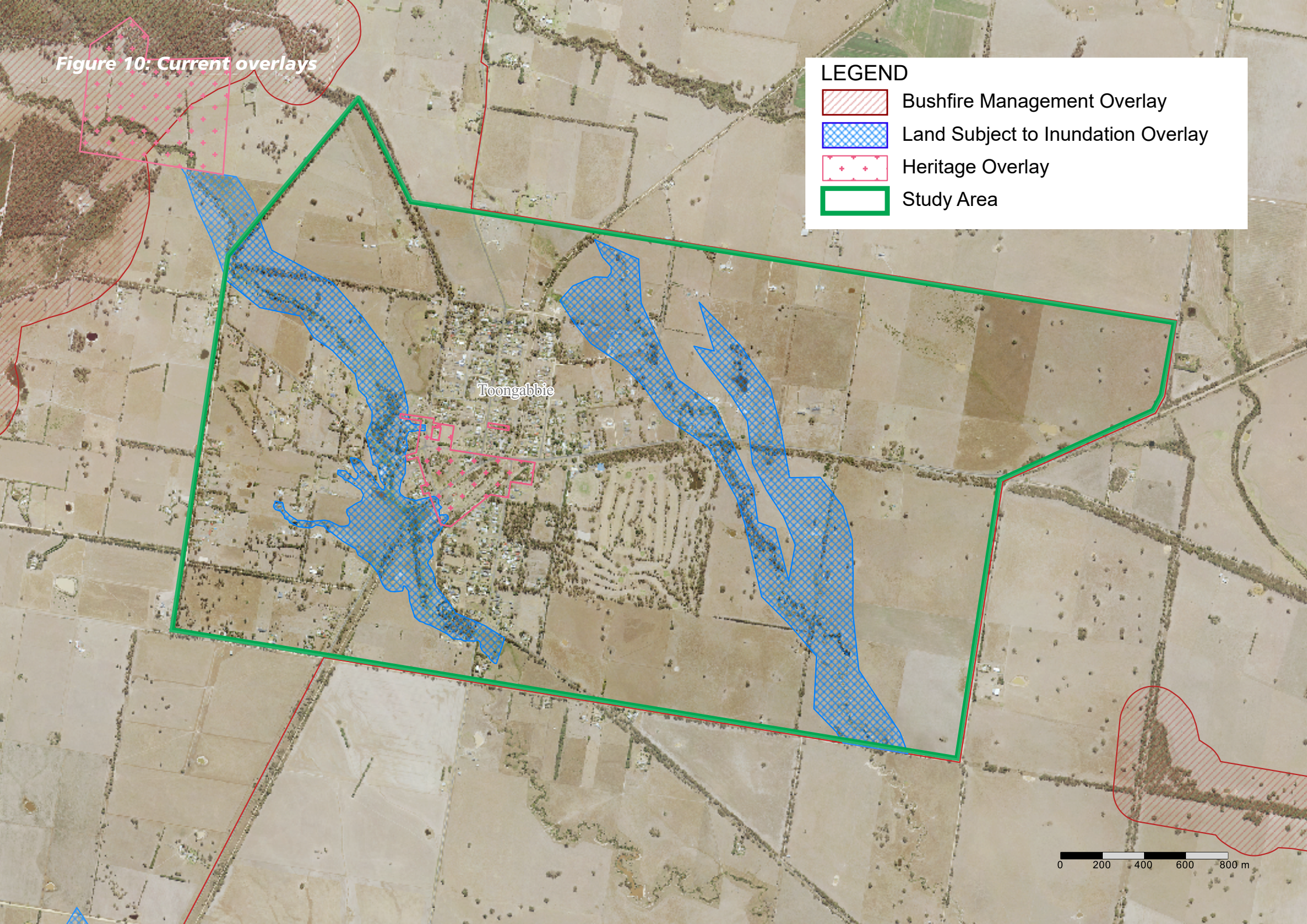
WGCMA proposes to update the flood data across the municipality and apply the FO and LSIO accordingly through the amendment process in the 2020/2021 financial year in accordance with the *West Gippsland Catchment Management Strategy*. As the updated data directly affects the Toongabbie Structure Plan, those overlays are proposed to be updated through the Toongabbie Structure Plan amendment process. This is discussed in further detail in 4.4.2.

A detailed description of the overlays can be found in *Toongabbie Structure Plan Background Reports - Context report 2020* found in Appendix A.

Figure 10: Current overlays

LEGEND

-  Bushfire Management Overlay
-  Land Subject to Inundation Overlay
-  Heritage Overlay
-  Study Area



4.2.1 BUSHFIRE

The *Toongabbie Structure Plan Background Report - Bushfire Risk Assessment 2020* was undertaken during stage 1 of this project. The report considered the bushfire risk and is consistent with the Latrobe Planning Scheme, particularly Clause 13.02-1S as well as guidance provided in:

- Planning Advisory Note 68: Bushfire State Planning Policy Amendment VC140
- Planning Practice Note 64: Local Planning for Bushfire Protection

The Toongabbie Structure Plan has an opportunity to prioritise the protection of human life, as it is likely to enhance settlement safety.

The development of the Toongabbie Structure Plan requires some mitigation measures, particularly for precinct H, along King Street in precinct I where the risk interfaces with development. This can be managed through planning permits or controls placed on the land at the time the land is rezoned.

Figure 11 shows the assessment in relation to bushfire risk. Table 9 shows the individual bushfire risk mitigation measures for each precinct as recommended by the draft *Toongabbie Structure Plan Background Reports*

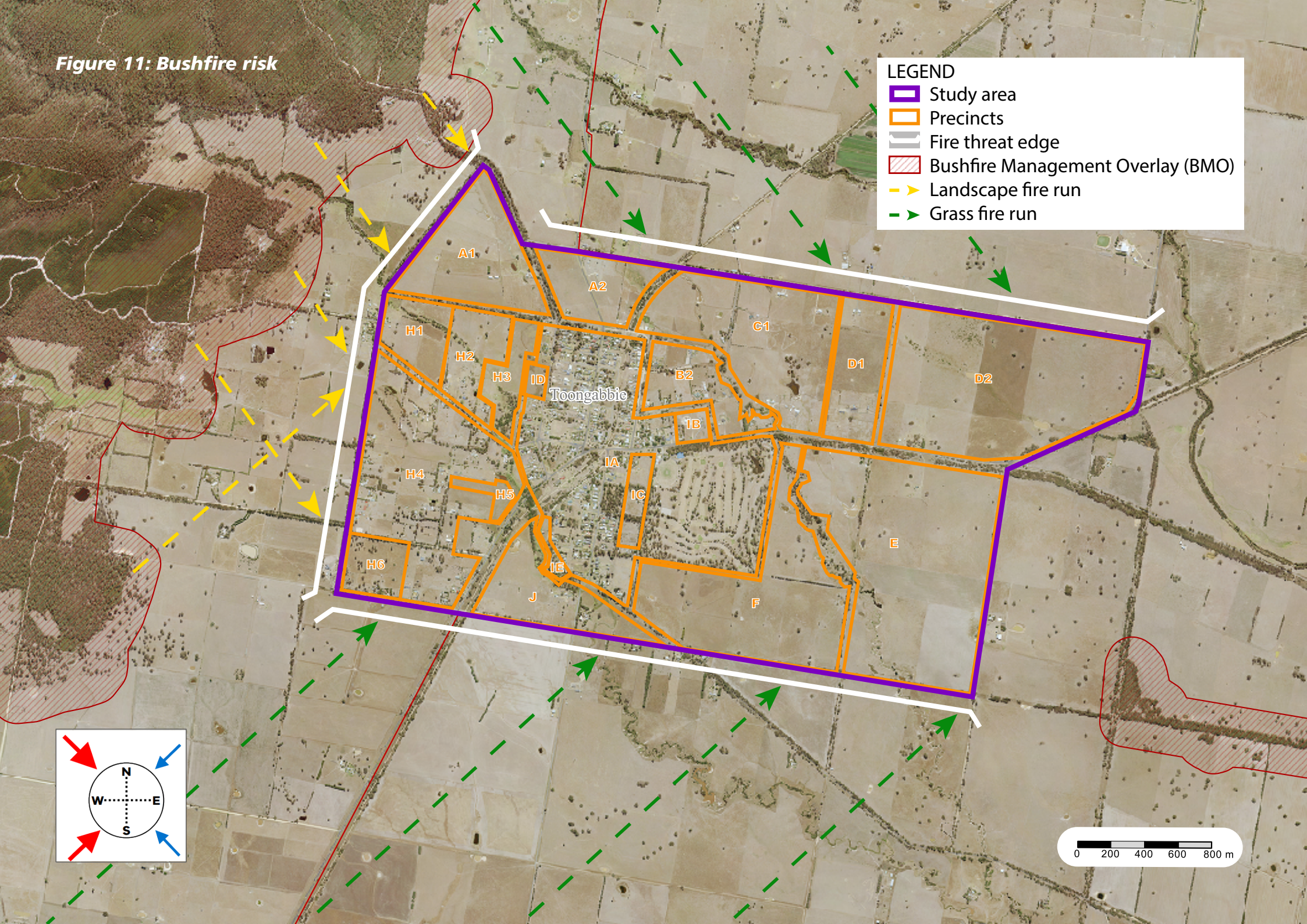
Table 9: Bushfire risk mitigation measures

Precinct	Mitigation Measure
A1	The bushfire risk is considered to be too high for this precinct, rezoning to a Rural Living Zone (RLZ) is not recommended. Any further risk mitigation measures will be undertaken through the <i>Bushfire Assessments and Rural Rezoning (BARR) project</i> .
A2	The bushfire risk is considered to be too high for this precinct, rezoning to a Rural Living Zone (RLZ) is not recommended. Any further risk mitigation measures will be undertaken through the <i>Bushfire Assessments and Rural Rezoning (BARR) project</i> .
B1	B1 (Properties at 29 Hill Street and 36 Packett Road included in the Low Density Residential Zone (LDRZ) considerations) is not being further considered as a part of this Structure Plan. These properties now form part of C1 RLZ1 opportunities.
B2	At the point of rezoning apply a Design and Development Overlay (DDO) to ensure subdivision layout, suitable siting of the dwellings, adequate defendable space, ensure dwellings are built to a suitable BAL standard and that there are adequate buffer areas from Rosedale Creek.
C1	Rezone this area in conjunction with D1 and D2. Apply the Development Plan Overlay (DPO) to ensure suitable siting of the dwellings, adequate defendable space, ensure good access and egress, ensure dwellings are built to a suitable BAL rating, as determined during the development plan process and applies adequate buffer areas from Rosedale Creek.
C2	C2 (Properties between Hill Street, Traralgon-Maffra Road, Sparks Lane and Rosedale Creek included in the RLZ1 considerations) is not being further considered as a part of this Structure Plan as they are being considered for LDRZ opportunities.
D1	Rezone this area in conjunction with C1 and D2. Apply the DPO to ensure suitable siting of the dwellings, adequate defendable space, ensure good access and egress, ensure dwellings are built to a suitable BAL rating, as determined during the development plan process and applies adequate buffer areas from Rosedale Creek.
D2	Rezone this precinct along with C1 and D1. Apply a DPO to ensure suitable siting of the dwellings, adequate defendable space, ensure good access and egress, ensure dwellings are built to a suitable BAL rating, as determined during the development plan process.

- *Bushfire Risk Assessment 2020* which can be found in Appendix A.

Precinct	Mitigation Measure
E	At the time of rezoning (with precinct F), apply a DPO to ensure suitable siting of the dwellings, adequate defendable space, ensure good access and egress, ensure dwellings are built to a suitable BAL rating, as determined during the development plan process and applies adequate buffer areas from Rosedale Creek.
F	At the time of rezoning (with precinct E), Apply a DPO to ensure suitable siting of the dwellings, adequate defendable space, ensure good access and egress, ensure dwellings are built to a suitable BAL rating as determined during the development plan process and applies adequate buffer areas from Rosedale Creek.
G	G (Properties at 12 and 21 River Road, and 265 Guyatts Road included in the RLZ1 considerations) is not being further considered as a part of this Structure Plan as the properties are considered as a part of Precinct J for LDRZ opportunities.
H1 and H6	H1 and H6 are not considered appropriate for rural living as both are too close to the bushfire risk. H1 also has inadequate access, would require the removal of significant native vegetation and sits adjacent to a timber haulage route.
H2	Apply a DDO to H2 requiring a BAL-29 design standard. There is no further subdivision opportunity in this sub-precinct.
H3	H3 is not considered supported for rural living from a strategic land use perspective as it cannot support septic tanks due to the flooding extent. As such, there are no further development opportunities.
H4 and H5	Apply a DDO to H4 and H5 requiring a BAL-29 design standard, and to ensure siting meets the BAL-12-5 separation distance..
I	Apply a DDO to I requiring a BAL-29 design standard to lots along King Street between Hill Street and Traralgon-Maffra Road.
J	At the point of rezoning, apply a DPO to ensure subdivision layout, suitable siting of the dwellings, adequate defendable space, ensure dwellings are built to a suitable BAL rating as determined during the development plan process and that there are adequate buffer areas from Toongabbie Creek.

Figure 11: Bushfire risk



4.2.2 FLOODING

The draft *Toongabbie Structure Plan Background Report - Infrastructure and Servicing Assessment 2020* was undertaken during stage 1 of this project. The report considered the flooding risk and is consistent with the Latrobe Planning Scheme, particularly Clause 13.03-1S as well as guidance provided by West Gippsland Catchment Management Authority (WGCMA).

There are a number of waterways throughout the area, including Toongabbie Creek and Rosedale Creek, and there is likely to be significant flooding around these waterways during a 1% Annual Exceedance Probability (AEP) flood event. This flooding is likely to limit the area suitable for development.

The WGCMA *'Flood Guidelines - Guidelines for development in flood prone areas'* (2013) state that where *flood depth during a 1% AEP flood event is likely to exceed 0.3 metres over the development site or 0.3 metres over the vehicle route from the property, a proposal that seeks to intensify development through the creation of additional lots or dwellings is not supported as it would increase the amount of people and property exposed to the flood hazard.*

If a 1% AEP flood event is likely to exceed 1.2 metres development is not supported by WGCMA.

In areas outside the urban sewer district such as the possible rural living precincts, a lot must have a suitable area outside of the flood overlays that can contain a septic system and the effluent disposal area. If this is not possible, then development on that lot is not possible.

The Toongabbie Structure Plan has an opportunity to assist the protection of life, property and community infrastructure from flood hazard; the natural flood carrying capacity of rivers, streams and floodways; and the flood storage function of floodplains and waterways.

The development of the Toongabbie Structure Plan requires some mitigation measures, particularly for precinct H and the western portion of Precinct I. The application of the FO and the amendment of the LSIO will mitigate the risk through limitations on subdivision in the FO and appropriate development controls in the LSIO and FO.

The affects of the proposed flood overlays on development potential is discussed in the draft *Toongabbie Structure Plan Background Report - Context Report 2020*.

It is noted that WGCMA have discussed flood mitigation works such as a levee which would mitigate the extent of the flooding throughout

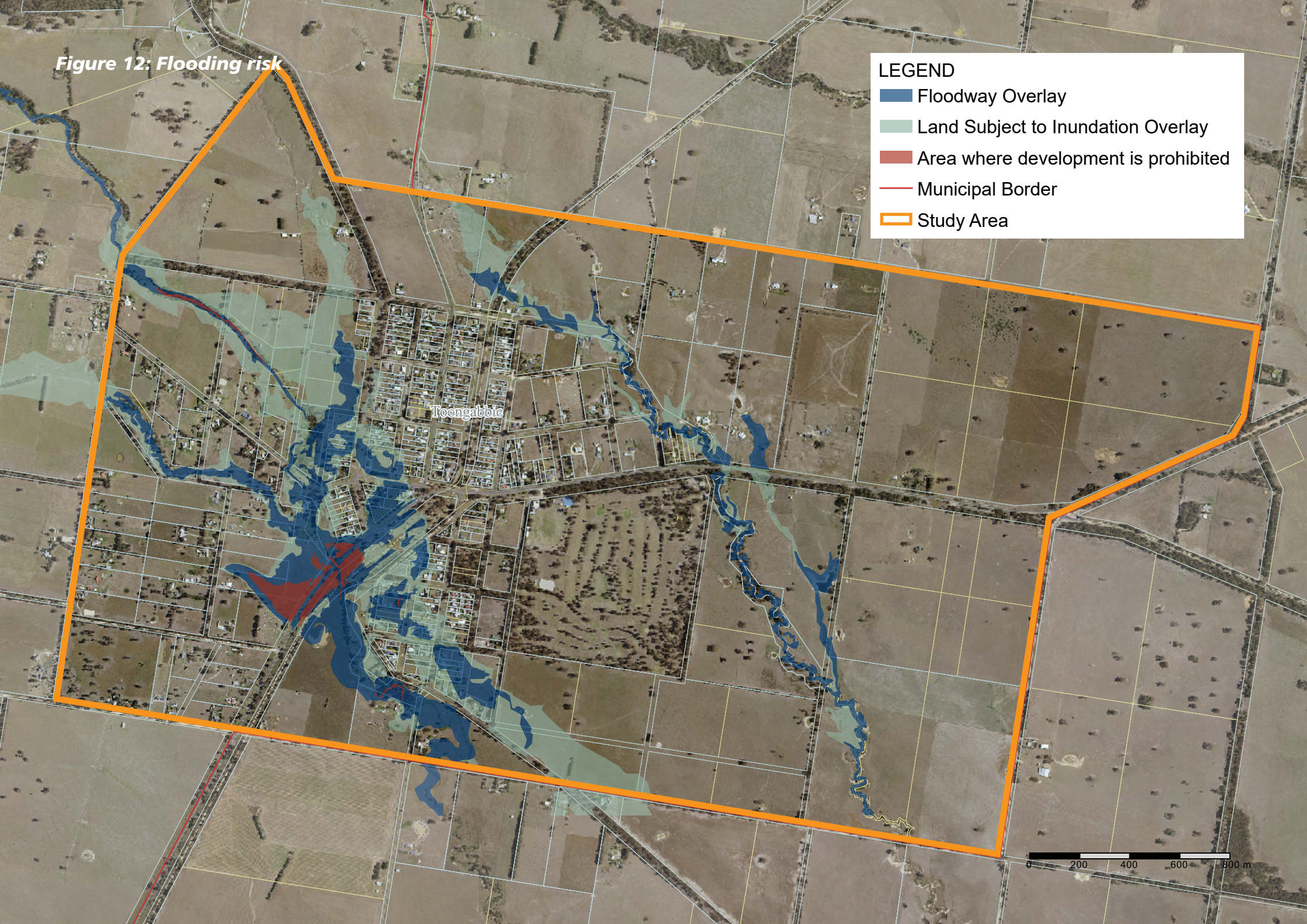
the township. However, WGCMA are yet to complete a Floodplain Management Strategy for Toongabbie and as such, the application of the proposed overlays is seen as appropriate until such time that any flood mitigation works can be completed.

Figure 12 shows the assessment in relation to flooding risk.

Table 10: Flooding actions

No.	Action
1	Apply to Floodway Overlay and Land Subject to Inundation Overlays to 1% AEP flood event extent.

Figure 12: Flooding risk



4.2.3 BUILT AND CULTURAL HERITAGE

Latrobe City Heritage Study

The *Latrobe City Heritage Study 2010* details the settlement history of Toongabbie, first as a supply post for people travelling to Walhalla and then as a 'railway town' and lists places with notable heritage significance.

Sites of local significance include the Edward Stringer Memorial (H02), Mingarra at 175 Old Walhalla Road (H080) and St David's Church of England (H081). The Toongabbie township also has a heritage precinct (H079) that includes 2-4 Cowen Street, 1, 15, 17, 21 and 4 and 8 King Street, 33-43 and 46-48 Main Street and 40-46 and 45 Stringer Road, the remains of the railway station, the avenue of honour trees along Cowen Street, as well as the Village Green and associated grandstand. The Toongabbie Mechanic's Institute (H01) is of state significance.

These areas are covered by a Heritage Overlay and as such have a form of statutory protection.

Aboriginal Cultural Significance

A portion of the study area along the waterways of Toongabbie Creek and Rosedale Creek are identified as 'culturally sensitive'. These areas, which are defined by Aboriginal Victoria (AV), identify areas that are likely to have cultural heritage significance. The areas

identified as a 'registered place of cultural significance' identifies where known existing artefacts and heritage areas are. There are registered places along Rosedale Creek which implies that the likelihood of more artefacts being found in the area is high. Details on what is registered are not available to the public.

Activities, including development, buildings and works, ground disturbances and subdivision of three or more lots, may require a cultural heritage management plan to be prepared. Proposals for subdivision and new developments should have regard to the *Aboriginal Heritage Act 2006* and *Aboriginal Heritage Regulations 2018*.

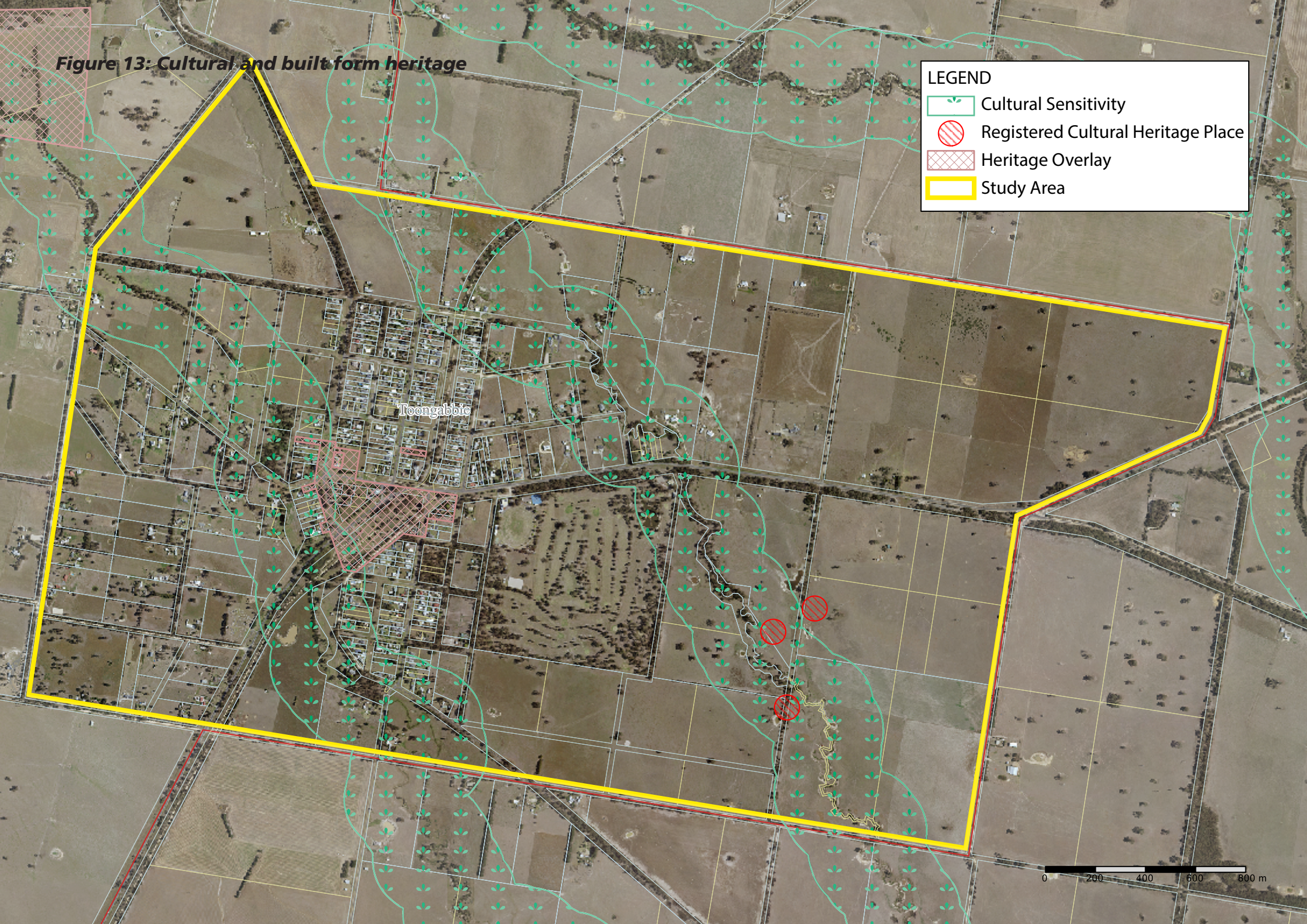
The areas identified as having built heritage and cultural heritage are shown in Figure 13.

It is noted that every study precinct for the proposed rural living and low density residential areas will require a cultural heritage management plan for further subdivision to occur. However, this only affects properties where subdivision of three lots or more can occur. Furthermore, a CHMP will be triggered if there are pathways that are proposed that are 500 metres or longer within the cultural sensitivity areas.





Table 11: Built and cultural heritage actions

No.	Action
1	Facilitate a discussion with landowners in relation to a Cultural Heritage Management Plan (CHMP) for the Toongabbie study area.
2	Undertake further consultation with Gunaikurnai Land and Waters Aboriginal Corporation (GLaWAC)
3	Update the Urban Design Guidelines to reflect proposed zone changes

Figure 13: Cultural and built form heritage



LEGEND

-  Cultural Sensitivity
-  Registered Cultural Heritage Place
-  Heritage Overlay
-  Study Area

4.2.4 LANDSCAPE AND ENVIRONMENT

The *Toongabbie Structure Plan Background Report - Flora and Fauna Assessment 2020* was undertaken during stage 1 of this project. The report considered the environmental values within the study area and the impacts further development would have on these values. It is consistent with the Latrobe Planning Scheme, particularly Clause 12.01-1S and 12.03-1S as well as guidance provided in:

- Environment Protection and Biodiversity Act 1999
- Environment Effects Act 1978
- Flora and Fauna Guarantee Act 1988 and the Flora and Fauna Guarantee Amendment Act 2019
- Catchment Land Protection Act 1994
- Wildlife Act 1975

The Toongabbie Structure Plan has an opportunity to prioritise the protection of significant native vegetation and enhance the environment making it more sustainable and have a higher degree of liveability.

There are two potential patches of a federally-listed, critically endangered ecological vegetation class (EVC) called the Gippsland Red Gum Grassy Woodland and Associated Grassland. One is at the Toongabbie Cemetery and the other is at the rear of 53-57 Humphrey

Road, Toongabbie. If formally identified, these patches would fall under the *Environment Protection and Biodiversity Conservation Act 1999* and could be identified in the Latrobe Planning Scheme through the application of Vegetation Protection Overlays.

It is acknowledged that a detailed study of the waterways in Toongabbie has not been undertaken according to WGCMA. As such, it is not possible to comment on the quality of the waterways. Furthermore, the waterways throughout Toongabbie are largely either on private land or have been incorporated into farmland and as such the riparian corridors have been allowed to be degraded through grazing activity, and pest and weed control. This was witnessed through site visits conducted as a part of the *draft Toongabbie Structure Plan Background Reports - Flora and Fauna assessment 2020*.

Figure 17 on page 57 shows the landscape and environment. Table 12 indicates the actions that should be undertaken in relation to the landscape and environment as recommended by the *draft Toongabbie Structure Plan Background Reports - Flora and Fauna Assessment 2020* which can be found in Appendix A.



Table 12: Landscape and environment actions

No.	Action
1	Complete further site assessments in different seasons to further assess the type and quality of vegetation that is in Toongabbie.
2	Work with representatives from the Federal Department of Environment and Energy and state representatives from the Department of Environment, Land, Water and Planning to assess the possible Gippsland Red Gum Grassy Woodland and Associated Native Grasslands EVC areas.
4	Work with West Gippsland Catchment Management Authority to create a management plan for the Toongabbie and Rosedale Creeks to investigate the potential for green corridors and integrated pathways along the waterways.
5	Identify significant roadside vegetation and include on Council's significant tree register.
6	Investigate the future application of vegetation protection overlays to Gippsland Red Gum Grassy Woodland and Associated Native Grasslands EVC communities and other significant identified areas such as roadside verges.
7	Work with landowners to establish agreements to rehabilitate the waterways on their properties.

4.2.5 INFRASTRUCTURE REQUIREMENTS

The *Toongabbie Structure Plan Background Report - Infrastructure and Servicing Assessment 2020* was undertaken during stage 1 of this project. The report considered the capacity of reticulated services, considered infrastructure requirements such as roads and drainage and reviewed telecommunication service within the study area and the impacts any constraints would have on the Structure Plan. It is consistent with the Latrobe Planning Scheme, particularly Clause 18.02 and Clause 19.03 as well as guidance provided by:

- Gippsland Water;
- WGCMA;
- Department of Transport (Regional Roads Victoria (VicRoads));
- SP Ausnet;
- APA Gas;
- Telstra; and
- Latrobe City Councils City Assets Division.

It is clear that the current infrastructure has limitations in supporting long-term growth within the residential area of the Toongabbie Structure Plan. The following summarises the key findings relevant to each separate service infrastructure with the exception of floodplain management which is discussed in section 4.3.2.

Sewer and Water

Gippsland Water has stated that it has the ability to service 45 more water connections and 40 sewer connections. As such, based on current growth rates it means that it can service approximately 10 years of growth before requiring significant upgrades.

Drainage

The drainage infrastructure is limited to existing conditions that consist mainly of open drains. To meet the population growth demands and upgrade the drainage system will require careful planning, and the possible use of special contribution schemes in established areas.

Electricity

The electricity network is well established in this region and can provide for future development in all precincts without the need to upgrade any major infrastructure. To facilitate specific proposed developments, it may be necessary to upgrade the network by installing new poles or cables. It is a required standard to be via underground reticulation due to the existing bushfire risk in the area. This would be at the applicant's cost.

Gas

There is no gas network in Toongabbie.

Telecommunications

There is relatively poor mobile phone reception in Toongabbie. Telstra has indicated that they

are investigating the possibility of including Toongabbie in the Mobile Black Spot Program.

Table 13 shows the actions relating to infrastructure and servicing as recommended by the draft *Toongabbie Structure Plan Background Reports - Infrastructure and Servicing Assessment 2020* which can be found in Appendix A.

Table 13: Infrastructure actions

No.	Action
1	Rezone land that can sustainably manage the infrastructure requirements for the town through the structure plan for Toongabbie.
2	Write a policy on requirements for road construction standards in small towns.
3	Amend the addendum to the Infrastructure Design Manual on the road standards within small towns pending further consultation with the other small towns within the municipality.
4	Prepare a Sequencing Strategy that outlines where the priority upgrades for roads and footpaths will be, and the timing of works.
5	Draft an integrated water management strategy for Toongabbie that incorporates drainage assets, flood retention and future demand for infrastructure.
6	Advocate for sustainable energy options within the town as reticulated services continue to experience a level of stress.
7	Advocate with Telstra and Optus to provide better mobile coverage in Toongabbie.
8	Seek advice from WGCMA on extent of flooding and the impact on development and subdivision opportunities within the township in flood affected areas.

4.3 Other Considerations

4.3.1 POTENTIALLY CONTAMINATED LAND

In accordance with Ministerial Directions No. 1 and No. 19 and using the methodology outlined in *Planning Practice Note 30: Potentially Contaminated Land* a review of the study area was carried out. Details of the review can be found in the draft *Toongabbie Structure Plan Background Reports - Potentially Contaminated Land Report 2020* which can be found in Appendix A. In reviewing the potentially contaminated land, the following activities have been undertaken:

- Reviewed historic and current land uses by reviewing aerial photos, previous planning scheme iterations, planning permit and building permit data;
- Undertaken a site visit;
- Identified whether Environmental Audit Overlays (EAO) apply to the land or whether Environmental Audits have been carried out in the study area; and
- Reviewed the priority sites register.

The Toongabbie General Store at 43 Main Street is potentially contaminated due to the petrol bowsers on-site. Should the use change, the risk should be managed by undertaking the following measures:

- Identification on Latrobe City Council's potentially contaminated land register;

- Apply the Environmental Audit Overlay to the land; and
- For any planning permit for a sensitive use and development that the following requirements be placed on the land:
 - Prior to the commencement of building and works, a phase 2 environmental site assessment must be undertaken by a suitably qualified environmental professional for land at 43 Main Street, Toongabbie. The assessment must provide the following information:
 - The nature of the previous and existing land use/activities on the land;
 - An assessment of the potential level and nature of contamination on the land;
 - Advice on whether the environmental condition of the land is suitable for the propose use/s and whether an environmental audit of all or part of the land is recommended having regard to the *Potentially Contaminated Land Planning Practice Note June 2005, DSE*.
 - This requirement does not apply to bore holes and excavation associated with an environmental site assessment.
 - If a phase 2 environmental site

assessment recommends an environmental audit of all or part of the land, the following must be submitted to the responsible authority prior to the certification of Stage 2, either:

- A Certificate of Environmental Audit issued for the relevant land in accordance with Part 1XD of the Environment Protection Act 1970; or
- A Statement of Environmental Audit issued for the relevant land in accordance with Part 1XD of the Environment Protection Act 1970 stating that the environmental conditions of the relevant land are suitable for a sensitive use (with or without conditions on the use of the site).
- If a Statement of Environmental Audit is provided rather than a Certificate of Environmental Audit and the Statement of Environmental Audit indicates that the environmental conditions of the relevant land are suitable for a sensitive use subject to conditions, the owner of the land must enter into an agreement with the Responsible Authority under section

- 173 of the Planning and Environment Act 1987 before the construction of a building on the relevant land providing for the:
- Implementation and on-going compliance with all conditions in the Statement of Environmental Audit; and
 - The payment of the Responsible Authorities legal costs and expenses of drafting/reviewing and registering the agreement by the owner of the relevant land.
- Under the new Environment Protection Amendment Act 2018 that the landowner will have the following obligations:
 - S. 39 (1) Duty to manage potentially contaminated land; and
 - S. 40 (1) Duty to notify of potentially contaminated land.
 - Under the *Environment Protection Regulations Exposure Draft*, Division 2, Section 15 Clean up of non-aqueous phase liquids a person in management or control of land where a non-aqueous phase liquid is present in soil or groundwater must, so far as reasonably practicable:
 - Clean up the non-aqueous phase liquid; and
 - If the source of the non-aqueous phase liquid is located on the land, remove or control the source of the liquid.

4.3.2 SOCIAL INFRASTRUCTURE

A desktop audit of social infrastructure was undertaken using the benchmarks outlined in *Planning for Community Infrastructure in Growth Areas* (ASR, 2008) and the hierarchy outlined in *A Short Guide to Social Infrastructure Planning* (ASR, 2009).

Toongabbie requirements by 2036 for social infrastructure that are not currently met include:

- Space for one preschool room,
- Up to 21 places for long day care; and
- 22 places for outside school hours care.

None of these services are currently provided for in Toongabbie.

No further land is required for these facilities as there is the possibility of co-locating with Toongabbie Primary School which is not currently at capacity or using community facilities such as the Toongabbie Recreation Hall where the playgroup currently operates from.

A detailed analysis of the social infrastructure needs was undertaken in the *Toongabbie Structure Plan Background Reports - Context Report 2020* which can be found in Appendix A.

4.3.3 RECREATION NEEDS

Toongabbie has a total of 63.63 hectares of public open space is provided in Toongabbie or 38.17% of the land within the township boundary including the golf course. It is 20.27 hectares of public open space or 12.16% without the golf course included as public open space.

The *Public Open Space Strategy 2013* identifies that 0.5Ha of open space should be provided within a 500 metre radius of any residential dwelling. This is shown in Figure 15.




As such, Toongabbie has does not require more land for public open space nor is there a demonstrated need for further recreation facilities.

A detailed analysis of the recreation needs was undertaken in the *Toongabbie Structure Plan Background Reports - Context Report 2020* which can be found in Appendix A.

Figure 14: Provision of public open space



LEGEND

-  Residential area
-  Public open space
-  500m radius from public open space

4.4 Land Supply and Demand

The land supply and demand assessment found in the draft *Toongabbie Structure Plan Background Reports - Context Report 2020* (Appendix A) includes land within the study area and the two rural living precincts in Toongabbie and Cowwarr.

From 2016 to 2036, Toongabbie (Toongabbie urban centre and Toongabbie-Cowwarr Statistical Area - Level 1 (DELWP, 2019)) is forecast to grow between 95 to 378 people.

Table 3 shows the low, medium and high growth scenarios between 2016 and 2036.

In terms of calculating land supply, 1000 square metres have been used for the a potential minimum lot size. The land supply includes:

- **Lots available for development:** An estimate of the number of lots which could be developed with without the need for a planning permit.
- **Total vacant lot potential:** An estimate of the total lot potential on land which is currently vacant and which has the potential to be developed in the near future including vacant land with subdivision potential.
- **Total occupied lots with subdivision potential:** Land which is currently occupied but has the potential to accommodate additional lots in the future including titles which form part of a larger allotment.

- **Total lot potential:** Total vacant lot potential and Total occupied lots with subdivision potential.

The land supply for residential and rural residential land is shown in Table 4. It indicates that there are a potential 331 additional lots within the residential zoned areas and

an additional 36 potential lots within rural residential land (highly fragmented Farming Zone lots under 6 Hectares) and Rural Living zoned land), although this is reduced to only 9 lots if only the rural living zoned land is considered. Both are included in the discussion around land supply and demand to illustrate what is occurring within the area.

Table 3: Population growth scenarios for broader Toongabbie area

Population Forecasts	Low	Medium	High
Change in persons	+94	+209	+378
Average Annual Growth Rate	0.45%	0.95%	1.63%

Source: DELWP, 2019. Remplan, 2020.

Table 4: Lot yield by zone

Zone	Lots available for development	Total vacant lot potential	Total occupied lots with subdivision potential	Total lot potential
NRZ4	10	80	242	322
TZ	1	5	4	9
Total Residential Zoned Land	11	85	246	331
RLZ	2	2	7	9
FZ (less than 6 Ha)	8	8	19	27
Total Rural Residential Land	10	10	26	36

The high growth scenario is used to determine forecast demand to ensure there is adequate supply within the total potential lots. Using the high growth scenario of an increase of 1.63% in the population forecasts and dividing that by the average number of persons per dwelling of 2.7; an additional 107 dwellings will be required between 2019 and 2036.

It is assumed that residential development will make up 40% of this demand, LDRZ will account for 30% and rural living will account for 30% as this is representative of the average rate of development within Toongabbie.

On this assumption, the projected forecast for dwellings for residential land is 43 dwellings by 2036, 32 low density residential dwellings and 32 rural living dwellings as shown in Table 5.

The forecast residential dwelling demand of 6.7 dwellings per year can be broken down by zone which means that there will be a forecast dwelling demand of 2.7 residential dwellings, 2 low density dwellings and 2 rural living dwelling.

Using the total lot potential, divided by the dwelling demand per year by zone equates to the number of years of supply. For residential land including the NRZ4 and TZ, this equates to approximately 123 years worth of supply. For only rural living zoned land this equates to

Table 5: Dwelling forecast demand by zone

<i>Period</i>	<i>Low Growth Scenario (2016-2036)</i>	<i>Moderate growth scenario (2016-2036)</i>	<i>High Growth Scenario (2016-2036)</i>
<i>Estimated Share of Demand</i>			
NRZ4 and TZ	40%	40%	40%
LDRZ	30%	30%	30%
RLZ	30%	30%	30%
<i>2019-2036</i>			
Total dwelling demand forecast	25	58	107
Forecast annual residential dwelling demand	1.55	3.65	6.70
<i>Dwelling demand by zone</i>			
NRZ4 and TZ	10	23	43
LDRZ	7	17	32
RLZ	8	18	32

Table 6: Adequacy of land supply

	<i>Total lot potential</i>	<i>Forecast dwelling demand by 2036</i>	<i>Forecast dwelling demand per year</i>	<i>Years of supply</i>	<i>Shortfall of lots</i>
Residential zoned land	331	43	2.7	123	0
Low Density Residential Land	0	32	2.0	0	32
RLZ land (with FZ land under 6 hectares)	36	32	2.0	18	0
RLZ land	9	32	2.0	4.5	23

Note: Years of supply rounded to nearest whole number except if it specifies 0.5 of a year.

4.5 years, if the fragmented FZ lots under 6 hectares are included this would equate to 18 years of supply.

However, there are a number of constraints that will restrict this total potential including:

- A development discount rate of 20% is applied to the total projected lot potential, where this rate assumes that at least 20% of the lots identified as having future residential capacity will not be developed for various market reasons. These may include land holdings, speculative investments or lots that are not available for development;
- Environmental constraints such as flooding and bushfire; and
- Allowance for smaller lots to diversify housing choice particularly for the ageing demographic.

As such, this would mean that there is approximately 83 years worth of land supply for residential land with Toongabbie. If only the rural living zoned land is considered, there is a shortfall of 29 lots. At two hectares, an additional 58 hectares is required. At 4 hectares this would increase to 116 hectares. This is summarised in Table 7.

There is a requirement for an additional 32 LDRZ lots. At 4000 square metres, an additional 12.8 Hectares is required.

Table 7: Summary of land supply and demand

Category	No. of lots	Years of land supply (high growth scenario)	Shortfall in supply	Land required
<i>Residential land</i>				
Total lot yield	331	123	0	0
Total lot yield with 20% differential	-66	-24.5		
Incremental growth	+31	+11.5		
Flood constraints	-71	-26.0		
Total	225	83.5	0	0
<i>Rural Living Zoned land</i>				
Total Lot Yield	9	4.5	23	46Ha-92Ha
Lot yield with 20% differential	-2	-1.0		
Bushfire constraints	-4	-2.0		
Total	3	1.5	29	58Ha-116Ha
<i>Low Density Residential Land</i>				
Total	0	0	32	12.8Ha

Note: Years of supply rounded to nearest 0.5 of a year.

It is proposed that the low density residential zoned land be included in the current extent of the residential land.

The reason for this is two-fold:

- There is a restriction on the number of sewer connections within the township before requiring significant upgrades. The LDRZ does not require a lot to be connected to reticulated services. This will ensure that sewer will be directed to lots that cannot have an effluent disposal system on site; and
- There is an over-supply of residential land. Low density residential is still considered a residential zone meaning that rezoning an area outside of the residential zoning cannot be justified on the basis of land supply.

Approximately 13 Hectares is proposed to be rezoned from Neighbourhood Residential Zone - Schedule 4 to Low Density Residential Zone. The resulting land supply is shown in Table 8.

Figures 7 to 9 shows the land supply areas that were considered in the land supply and demand analysis and indicates the vacant and developable lots in each areas.

Table 8: Change in land supply and demand with proposed rezonings

	<i>Total lot potential</i>	<i>Total lot potential with constraints</i>	<i>Forecast dwelling demand by 2036</i>	<i>Forecast dwelling demand per year</i>	<i>Years of supply</i>	<i>Years of supply with constraints</i>	<i>Shortfall with constraints</i>
<i>Current land supply</i>							
Residential zoned land	331	225	43	2.7	123	98	0
Low Density Residential Land	0	0	32	2.0	0	0	32
<i>Proposed land supply</i>							
Residential zoned land	224	150	43	2.7	83	55.5	0
Low Density Residential Land	23	17	32	2.0	11.5	8.5	15

Figure 7: Vacant and developable land within study area

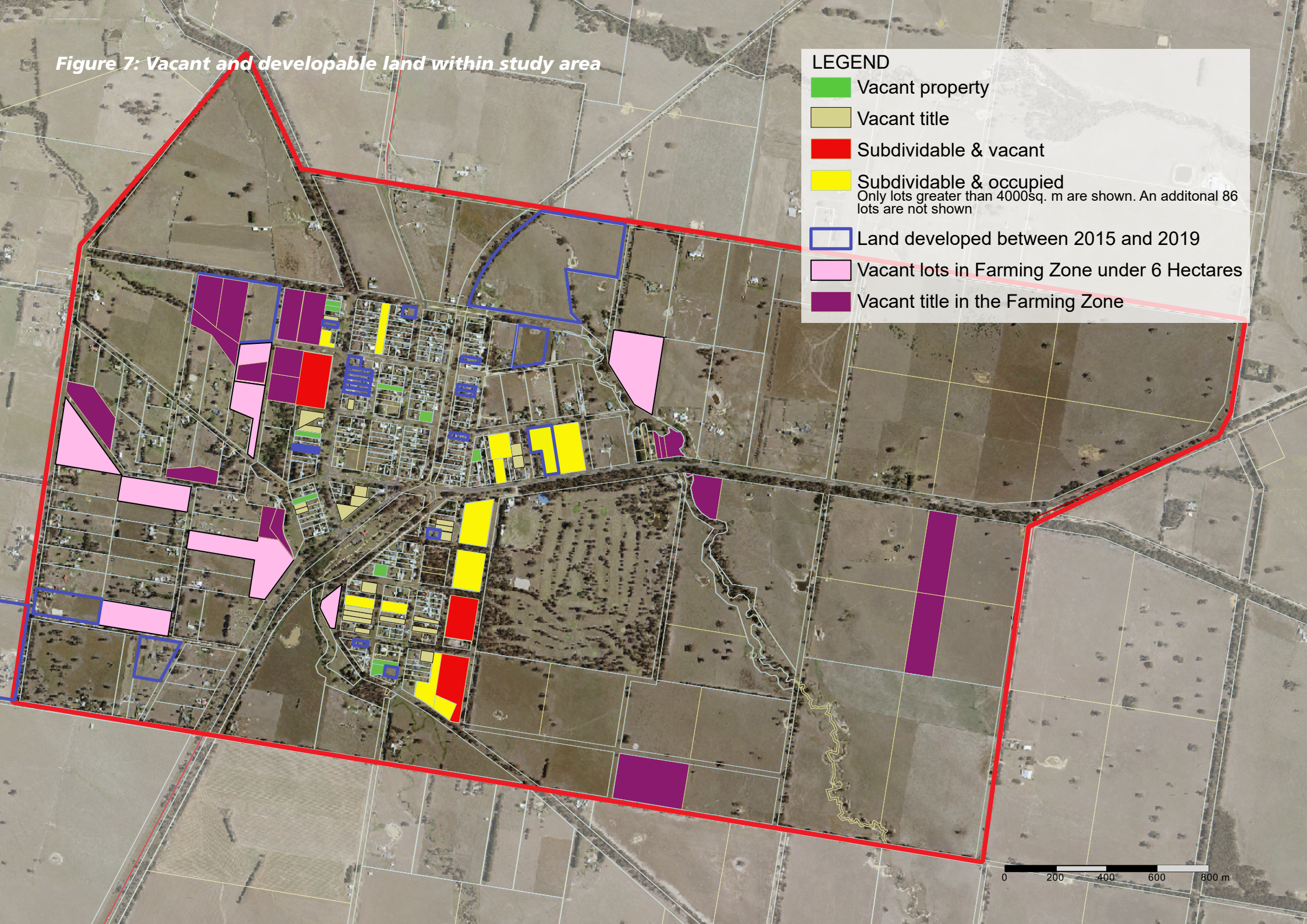


Figure 8: Vacant and developable land within Toongabbie RLZ precinct

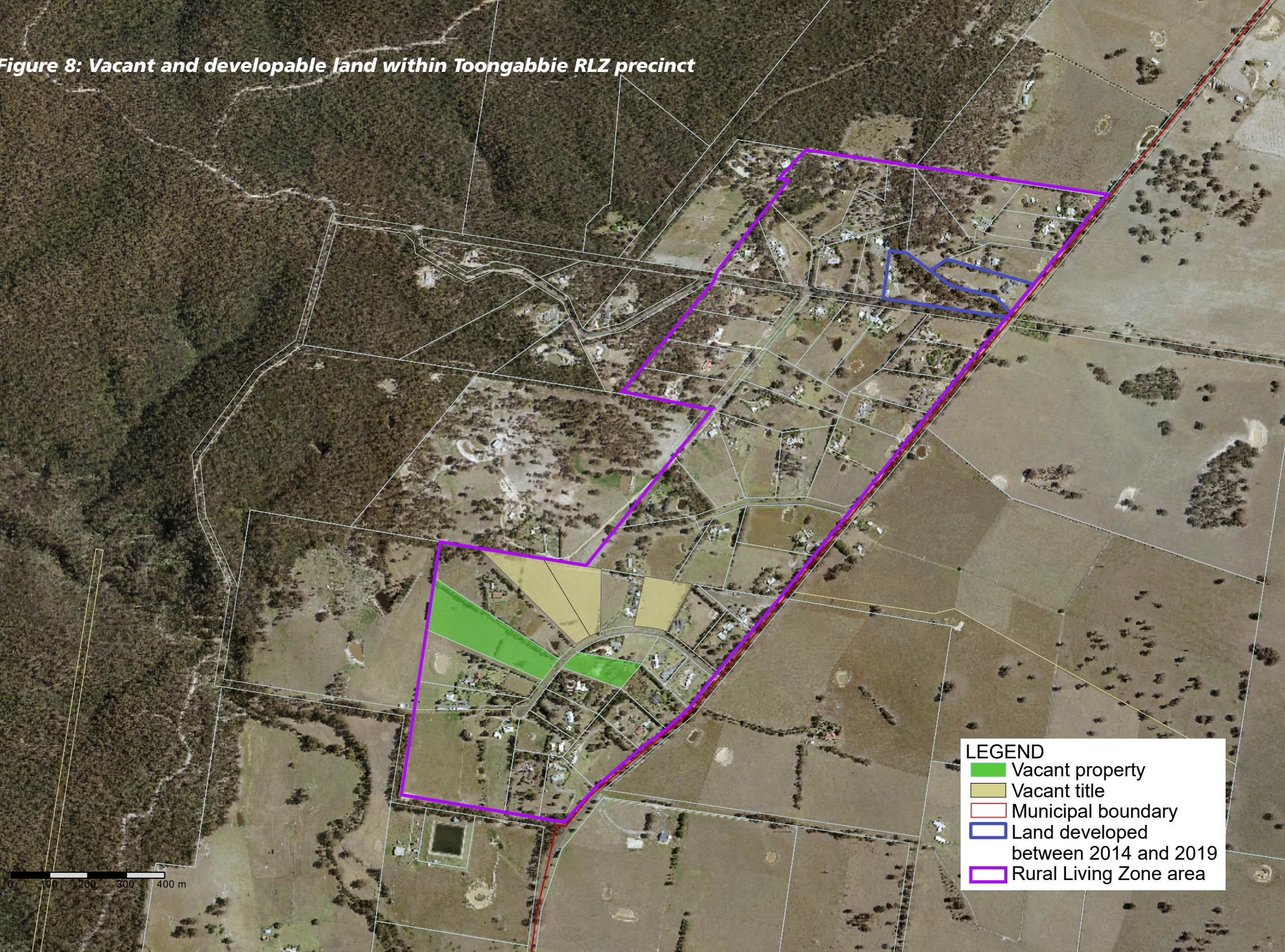
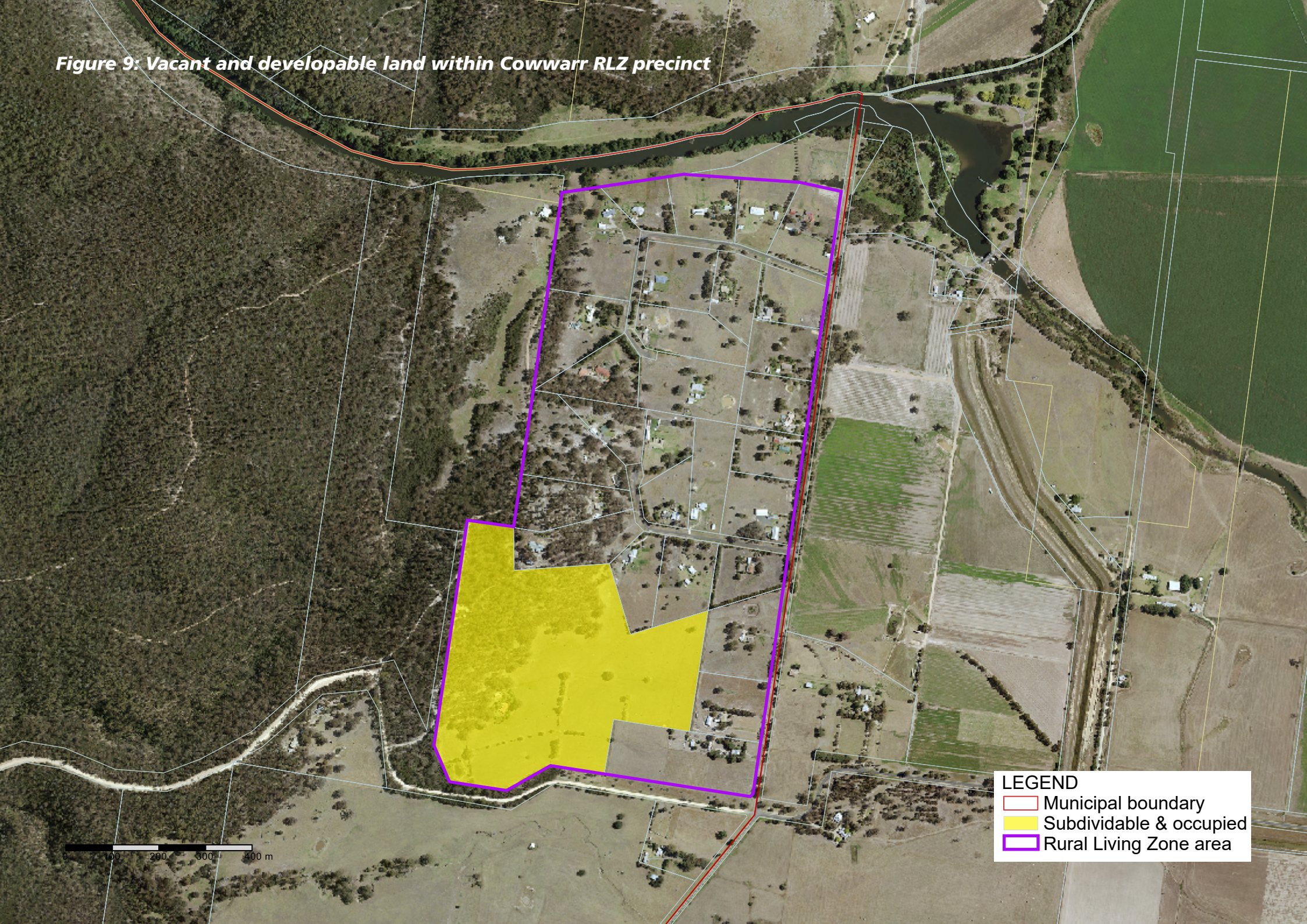


Figure 9: Vacant and developable land within Cowwarr RLZ precinct



0 100 200 300 400 m

- LEGEND**
- Municipal boundary
 - Subdividable & occupied
 - Rural Living Zone area

5



Planning and Design

5.1 Land Use and Activity

The following sections in Planning and Design look at strategies that can be included within the Planning Policy Framework. It does not include advocacy actions, application of zones and overlays, implementation or further work actions. These can be found in the Implementation section.

5.1.1 LAND USE

Objective 1

To provide a diversity in lifestyle choices that reinforce the semi-rural atmosphere.

Strategies

- L1. Encourage low density residential development in Toongabbie Town Structure Plan (ToonTSP) Area 1 in the medium term (10 to 15 years).
- L2. Encourage low density residential development in ToonTSP Area 2 in the long term (15 years or more).
- L3. Encourage short-term (10 to 15 years) rural residential intensification of land zoned farming in ToonTSP Areas 12, 13 and 14.
- L4. Encourage medium to long-term (10+ years) rural residential intensification of land zoned farming in ToonTSP Area 3 and Area 4.

- L5. Encourage development of large allotments within existing residential areas ToonTSP Area 5 subject to flooding constraints.
- L6. Facilitate the restructuring of old and inappropriate subdivisions in area 6.
- L7. Enforce clear settlement boundaries that take into consideration local character, bushfire risk, and the impacts on other land uses, particularly agriculture.

5.1.2 ACTIVITY

Objective 2

To provide for greater commercial development to service the community.

Strategies

- A1. Encourage the development of retail, office and residential mixed use developments within the Toongabbie Local Activity Centre (ToonTSP Area 7).
- A2. Facilitate Cowen Street as the town centre hub (ToonTSP Area 8).
- A3. Support the further expansion of retail uses by extending commercial activity west along Cowen Street.

Objective 3

To support opportunities for rural tourism within the town.

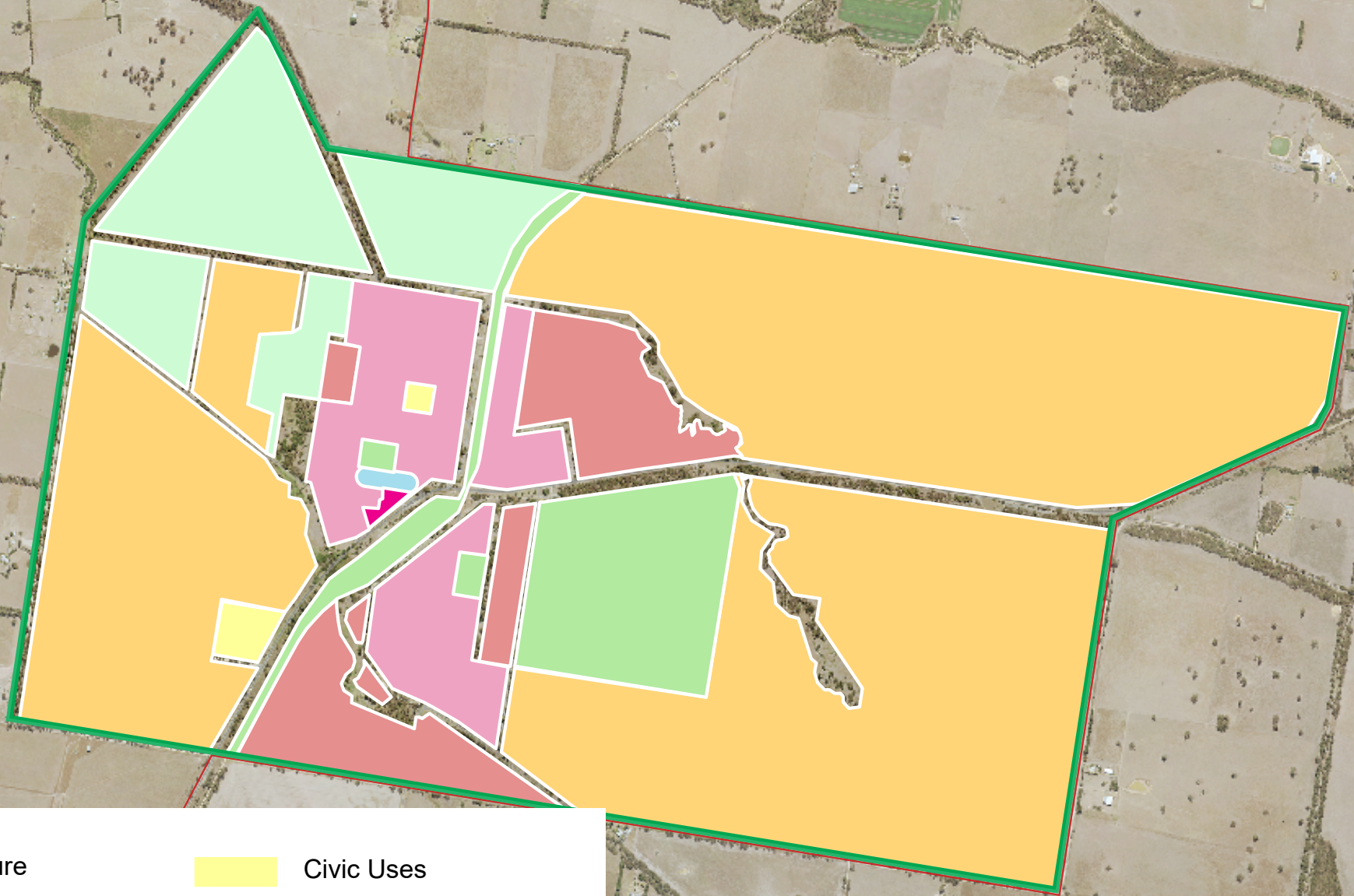
Strategies

- A4. Encourage nature-based tourism focussed on the Gippsland Plains Rail Trail and access to Cowwarr Weir.
- A5. Encourage tourist use and development that enhances local environmental and aesthetic values.

Note 1: Rural character will be addressed through the application of zones and overlays.

Note 2: The protection of agricultural land is addressed through state provision 14.01-15 and through the local provisions in Clause 21.05.

Figure 15: Land use and activity



Legend

- | | |
|--|---|
|  Agriculture |  Civic Uses |
|  Rural Residential |  Recreation/Conservation |
|  Low Density Residential |  Activity Centre |
|  Residential |  Town Centre Hub |

0 200 400 600 800 m

5.2 Movement and Access

5.2.1 MOVEMENT CORRIDORS

Objective 4

To establish a safer, more accessible link between the town centre and the major community facilities.

Strategies

M1. Facilitate improved shared path links between Toongabbie Recreation Reserve, the town centre (ToonTSP Area 7) and around Toongabbie Primary School.

5.2.2 ACCESS

Objective 5

To provide a safer environment for residents and through-traffic.

Strategies

AC1. Limit access from development and individual allotments to the Main Street (Traralgon-Maffra Road).

AC2. Protect road reserves, such as Ries Street, Russell Street, and Hill Street (ToonTSP Area 9, and 10), to allow for future access to proposed development areas.

Objective 6

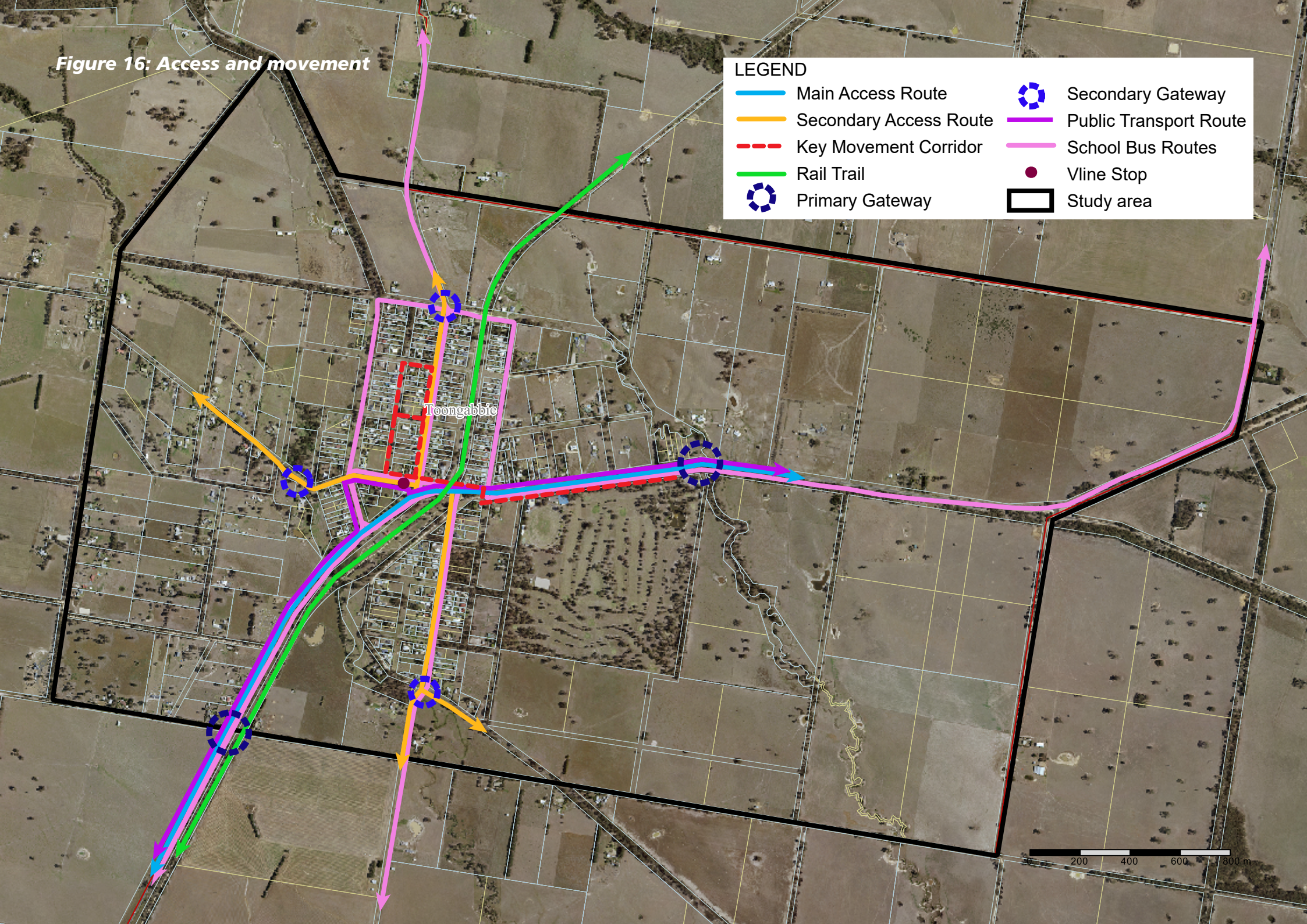
To improve the township entry points.

Strategies

AC1. Emphasise Toongabbie's gateways through the design of public spaces, art/sculpture, or built form that reinforces their context and landscape.



Figure 16: Access and movement



5.3 Public Realm and Environment

5.3.1 PUBLIC REALM

Objective 7

To increase connectivity throughout the Toongabbie Township for the benefit of the community.

Strategies

- P1. Protect public open space areas including the Gippsland Plains Rail Trail.
- P2. Encourage landscape treatments at gateway locations, and property frontages.
- P3. Encourage development of a green movement corridor along Rosedale Creek from Nippe Lane South to Hill Street and Toongabbie Creek from River Road to Humphrey Road on government land that incorporates pedestrian and cycle pathways, and important areas of native vegetation.

5.3.2 ENVIRONMENT

Objective 8

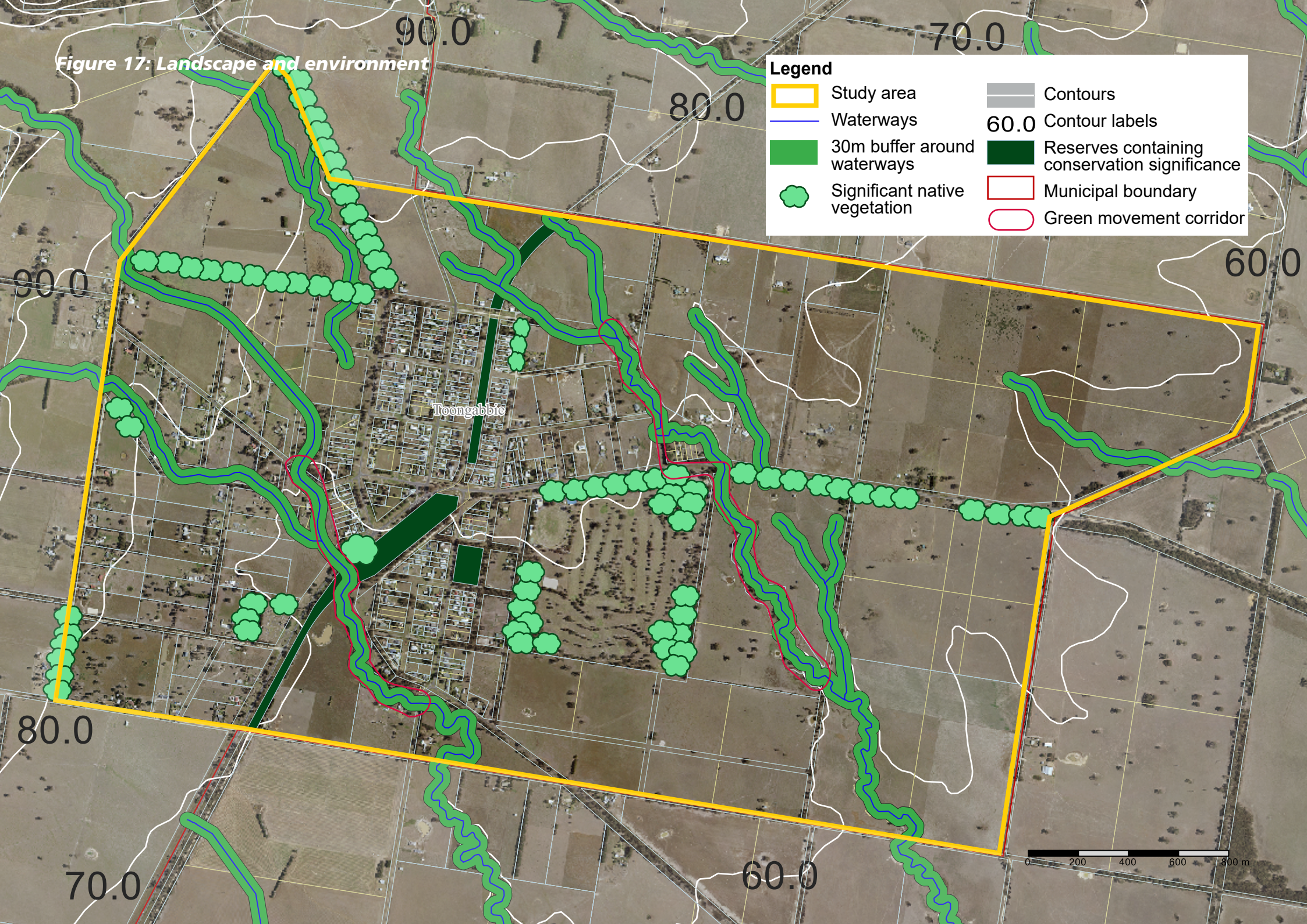
To retain remnant native vegetation that contributes to the local character and environmental values.

Strategies

- E1. Protect the environmental features and habitat values of the Gippsland Plains Rail Trail, Toongabbie Cemetery and rear of 53-57 Humphrey Road (ToonTSP Areas 11).
- E2. Protect roadside vegetation that provides linkages between public and private remnant native vegetation, especially along:
 - Traralgon-Maffra Road;
 - Old Walhalla Road;
 - Harris Lane between Cemetery Road and Guyatts Road and
 - The north of Sparks Lane.
- E3. Protect remnant vegetation in roadside reserves, especially along:
 - Hill Street west of King Street;
 - Page Lane at the rear of 53-57 Humphrey Road; and
 - The unnamed road reserve abutting the eastern boundary of the Toongabbie Golf Course.

- E4. Enhance Toongabbie and Rosedale creek corridors by linking them to adjacent open spaces.

Figure 17: Landscape and environment



5.4 Built Form and Design

5.4.1 RESIDENTIAL BUILT FORM AND DESIGN

Objective 9

To encourage development that respects the rural character and heritage values of the Township.

Strategies

- RB1. Encourage increased residential densities and opportunities for affordable housing proximate to the Toongabbie Local Activity Centre in incremental change areas subject to flooding and heritage constraints.
- RB2. Maintain the distinctive historic character and visual cohesion of streetscapes within the Toongabbie Township heritage precinct.
- RB3. Maintain the existing scale, massing, form and siting of contributory buildings in heritage precincts when designing new buildings.
- RB4. Design development to be sensitive to all creek interfaces.
- RB5. Encourage residential and rural living development that protects areas of environmental value and avoids areas of environmental hazard, particularly bushfire.

RB6. Locate and design buildings to not adversely affect views and vistas toward Great Dividing Ranges.

RB7. Improve the infrastructure capacity of Toongabbie to provide for further population growth.

5.4.2 COMMERCIAL BUILT FORM AND DESIGN

Objective 10

To encourage development that respects the heritage values of the town centre.

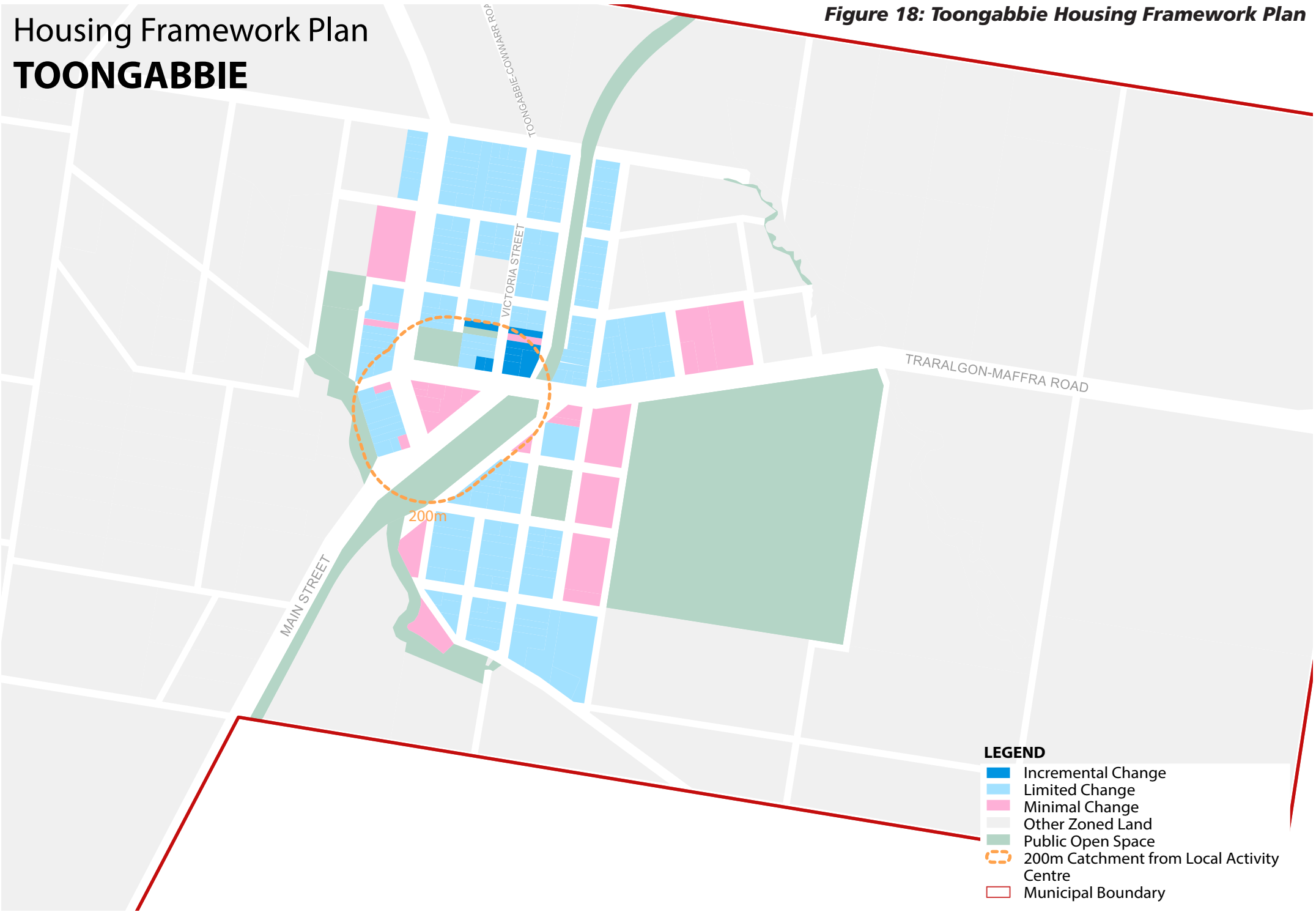
Strategies

- CB1. Establish an active commercial streetscape on Cowen Street by encouraging buildings to:
 - Abut the street frontage;
 - Provide articulation and visual interest;
 - Orient entries directly to the Street;
 - Locate car parking at the rear of properties.
- CB2. Encourage dwellings to be in the form of mixed use development in the Toongabbie Local Activity Centre (ToonTSP Area 7).
- CB3. Encourage complementary modern features that respond to the building and place to accommodate reasonable commercial requirements.
- CB4. Encourage signs or other similar devices that complement the historic character and significance of the heritage place through location, style and size.

Housing Framework Plan

TOONGABBIE

Figure 18: Toongabbie Housing Framework Plan



6

Implementation



6.1 Planning Controls

The Toongabbie Structure Plan will provide the foundation for planning and managing growth in Toongabbie by setting preferred directions and recommendations on how growth and change should occur. This section of the Plan identifies a number of actions required to implement the strategies and the directions of this plan.

To achieve these outcomes, zoning, overlay application and policy changes are identified as a first priority, with other actions to support then outlined.

6.1.1 PLANNING POLICY

The current Latrobe Planning Scheme already identifies many of the broader strategic outcomes sought by the Toongabbie Structure Plan. However, there is scope to set the strategic directions in the Municipal Planning Statement for Toongabbie as outlined in Chapter 2 of this plan. Further strategies, as outlined in Chapter 5 can be included in Clause 11.01-1L Settlement when it is specific to Toongabbie. The Housing Framework Plan (HFP) for Toongabbie provides direction on housing types allowed within the township. The HFP can be amended to reflect the strategies outlined in Chapter 5.

The proposed Toongabbie Structure Plan is shown in Figure 1. The Structure Plan is

supported by the five background reports, planning recommendations, and an implementation plan.

6.2.2 ZONING AND OVERLAY CONTROLS

Under the Planning Policy Framework, land use and built form are controlled through the application of a standard suite of zoning and overlay controls, as defined in the Latrobe Planning Scheme. Land uses within the Toongabbie study area are affected by a range of different zoning controls, including the Neighbourhood Residential Zone - Schedule 4 and Township for residential purposes, the Township Zone also serves a commercial land use function. Amendment C105 introduced the *Latrobe City Urban Design Guidelines 2019* which provides guidance on built form design and siting according to the specified housing change area. Controls such as the heritage overlay provide further guidance on development for properties or precincts affected by heritage controls.

Zoning

A number of factors have been considered when selecting the most appropriate combination of zones, including the community's desire to retain larger lots, the bushfire and flooding risks, the infrastructure constraints, and ensuring there is enough land supply. The proposed rezonings are shown in

Table 14.

The zoning options include:

Low Density Residential Zone

The Low Density Residential Zone is generally considered to be a 'minimal change' housing area in the *Live Work Latrobe Housing Strategy 2019*. The 'minimal change' housing area which allows for low scale single detached dwellings and dual occupancies only. The LDRZ allows for a maximum of two dwellings on a lot.

This zone should only be applied to lots that are:

- Currently zoned NRZ4
- Larger than 4000 square metres
- Not affected by the FO or LSIO

Any future application outside of the current extent of the residential zoning will be considered when there is a need for further residential land supply.

Neighbourhood Residential Zone - Schedule 5

This zone is specifically for Toongabbie as it specifies a large minimum lot size of 1000 square metres which allows for some subdivision but does not take away from the

sense of openness and the rural character. It should specify front, side and rear setbacks to maintain the sense of openness and of the rural character. It would apply to the majority of the residential area that does not meet the other zone criteria.

The zone will generally apply to a 'limited change' housing area as specified in the *Live Work Latrobe Housing Strategy 2019* which allows for low scale single detached dwellings and dual occupancies only. This zoning may also be applied to a 'minimal change' housing areas if it is affected by one of the flood overlays or a heritage overlay.

General Residential Zone - Schedule 4

This zone currently applies in Glengarry and Yallourn North and is specifically for 'District Towns'. As Toongabbie is a 'small town' the zone is proposed to be updated to include small towns as defined in the *Live Work Latrobe Housing Strategy 2019*. It allows for units and townhouses.

This zone applies to areas:

- Within the 200m of the local activity centre;
- Not affected by a flood overlay; and
- Not affected by the Heritage Overlay.

The possible area for rezoning to a GRZ5 is shown in Figure 18.

Rural Living Zone - Schedule 1

The rural living zone has been considered for areas outside the urban area (Precinct I). Three different schedules could apply:

- Schedule 1 - Minimum subdivision size of 2 Hectares
- Schedule 2 - Minimum subdivision size of 4 Hectares
- Schedule 3 - Minimum subdivision size of 6 Hectares

For precincts to be considered for rezoning properties must:

- Must be able to mitigate the bushfire risk to an acceptable level;
- Must be able to support a septic system wholly within the property boundaries; and
- Must not abut an identified timber haulage route.

RLZ1 is considered for precincts that are not constrained by flooding, inadequate access or have significant vegetation.

Due to the constraints across the municipality that impact on supplying additional land to meet rural living demand (see draft *Toongabbie Structure Plan Background Reports - Bushfire Risk Assessment 2020* for more details), RLZ1 over RLZ2 is considered to be the preferred lot size for all new rural living precincts. As such,

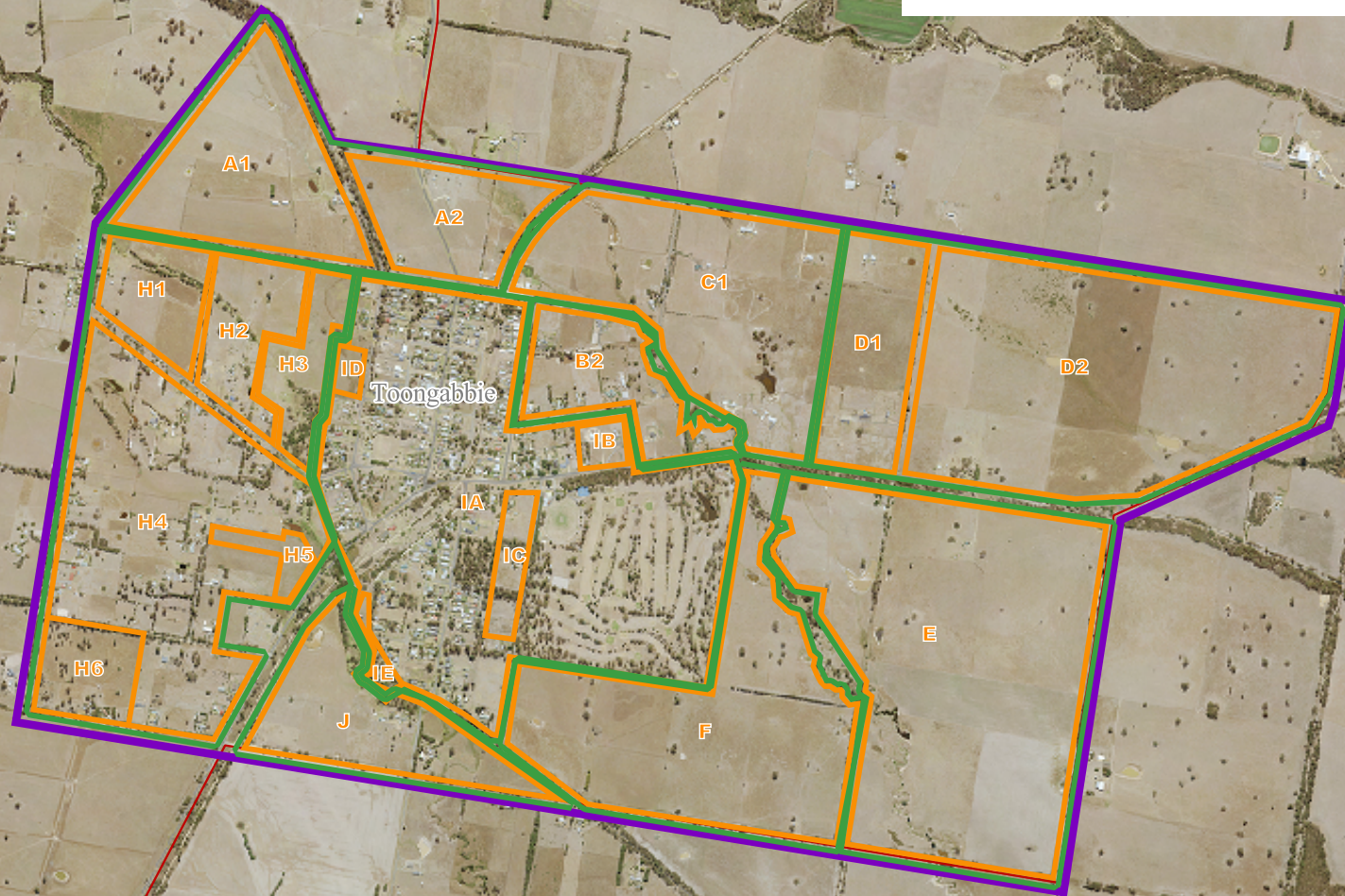
any precincts that were investigated for RLZ2 and are identified to be rezoned will proceed as a RLZ1 rezoning.

Table 14: Zoning actions

Action		Current Zone	Proposed Zone
1	Rezone the residential component of Sub-precinct IA.	NRZ4	NRZ5
2	Rezone the residential component of Sub-precinct IB, IC, ID and IE.	NRZ4	LDRZ
3	Correct split zoning at Toongabbie Primary school	PUZ2/ NRZ4	PUZ2
4	Correct split zoning at 67 King Street (CA) to be align with the title boundary and the extent of the sewer district	NRZ4/ FZ1	LDRZ
5	Rezone properties identified in the Toongabbie Housing Framework Plan as 'Incremental Growth.'	NRZ4	GRZ4
6	Rezone precinct H2 and H4 to a rural living zone upon completion of the <i>Bushfire Assessment and Rural Rezoning</i> s report	FZ1	RLZ1
7	Rezone H5 to a rural living zone upon completion of the <i>Bushfire Assessment and Rural Rezoning</i> s report	FZ1	RLZ2
8	Rezone precincts C1, D1 and D2 to a rural living zone upon completion of the <i>Bushfire Assessment and Rural Rezoning</i> s report	FZ1	RLZ1
9	Identify areas for future residential growth on the Toongabbie Structure Plan	FZ1	LDRZ
10	Identify areas for future rural living growth on the Toongabbie Structure Plan	FZ1	RLZ1
11	Rezone allotments that form part of the waterway and are publically owned.	FZ1	PCRZ

LEGEND

- Study area
- Precincts
- Sub-precincts



0 200 400 600 800 m

Overlays

An overlay is applied where there is an identified constraint to development or there is a preferred built form outcome.

For the Toongabbie Structure Plan, overlays are proposed to mitigate flood and bushfire risk and for the protection of significant native vegetation. The proposed application of the overlays are shown in Table 15.

The proposed overlays include:

Floodway Overlay

WGCMA have proposed to apply the Floodway Overlay to areas that exceed 0.3m during a 1% AEP flood event.

Land Subject to Inundation

WGCMA propose to amend the extent of the Land Subject to Inundation Overlay.

The two proposed flood overlays will affect an additional 86 properties.

Development Plan Overlay - Schedule 10

The Development Plan Overlay - Schedule 10 (DPO10) is proposed to be applied to new RLZ precincts to mitigate the bushfire risk where:

- New roads are required to provide adequate access and egress;
- Subdivision layout needs to be considered to ensure appropriate separation distances around a dwelling can be achieved;

- There are landscaping requirements; and
- There is further investigation into a preferred building standard and design to appropriately mitigate the bushfire risk.

Any application of the DPO10 will be further explored in the draft *Bushfire Assessment and Rural Rezoning 2020* project and will not form a part of an amendment associated with the Toongabbie Structure Plan.

Design and Development Overlay - Schedule 12

The Design and Development Overlay - Schedule 12 (DDO12) is proposed to be applied to the new RLZ Precinct H and the western side of King Street between Hill Street and Main Street. The DDO12 applies where:

- The area is already highly fragmented and does not require further roads for access and egress purposes;
- There is limited subdivision potential; and
- There is further investigation into a preferred building standard and design to appropriately mitigate the bushfire risk.

Any application of the DDO12 will be further explored in the draft *Bushfire Assessment and Rural Rezoning 2020* project and will not form a part of an amendment associated with the Toongabbie Structure Plan.

Vegetation Protection Overlay

The Vegetation Protection Overlay (VPO) is specifically designed to protect significant

native and exotic vegetation in an urban or rural environment. It can be applied to individual trees, stands of trees or areas of significant vegetation. The VPO should be applied to areas identified with significant vegetation, this includes, but is not limited to, 53-57 Humphrey Road, Toongabbie. Toongabbie Cemetery, vegetation along Old Walhalla Road and Traralgon-Maffra Road. Further investigation is needed to identify the ecological vegetation class, prepare a statement of significance and test the extent of the application of the VPO.

The investigation area for a VPO will include two properties and a number of roadside verges. One of those properties is privately owned.

Table 15: Overlay actions

Action	
1	Apply the FO in line with the extent provided by WGCMA.
2	Apply the LSIO in line with the extent provided by WGCMA .
3	Prepare a schedule to the Development Plan Overlay as a part of the draft <i>Bushfire Assessment and Rural Rezoning 2020</i> project.
4	Apply the DPO to new rural living precincts as a part of the draft <i>Bushfire Assessment and Rural Rezoning 2020</i> project.
5	Prepare a schedule to the Design and Development Overlay as a part of the draft <i>Bushfire Assessment and Rural Rezoning 2020</i> project.
6	Apply the DDO to Precinct H and properties along the western side of King Street as a part of the draft <i>Bushfire Assessment and Rural Rezoning 2020</i> project.
7	Prepare a statement of significance for significant native vegetation within the study area.
8	Formally identify patches of significant vegetation.
9	Prepare a schedule to the Vegetation Protection Overlay once the significant patches of vegetation have been identified and a statement of significance has been prepared.
10	Consider applying the VPO to formally identified areas with significant vegetation.
11	Investigate whether a Restructure Overlay is appropriate for small lots in the Farming Zone that cannot support dwellings due to flood risks.

6.2 Other Actions

The following table outlines a series of actions required to implement the Toongabbie Structure Plan, the parties that will be primarily responsible for delivery, and the recommended timeframe for the actions.

In the context of this document, the following timeframes should be considered:

- Short: 1–5 years
- Medium: 5–10 years
- Long: 10+ years

Further actions may arise following the implementation of these actions.



Table 16: Implementation

	Action	Timing	Responsible Party	Cost
	Economic Development			
1	Review Township Zone provisions and policy provision that enable the continued growth of the commercial area.	Short-term	LCC - Strategic Planning	
2	Support home-based businesses through the continued advocacy for improvements to the telecommunications infrastructure and through access to business development and expansion opportunities.	Ongoing	LCC - Economic Development	
3	Diversify the tourism offering by supporting the Toongabbie Township Group in the development of an event that captures a greater share of the visitor market.	Short-term	LCC - Community Development; Events and Tourism	
	Social Infrastructure			
4	Conduct a further analysis and undertake further community consultation into the need for childcare facilities in Toongabbie.	Short-term	LCC - Maternal Health Services	
5	Support the Committee of Managements in maintaining community recreation assets.	Ongoing	LCC - Recreation	
	Infrastructure			
6	Write a policy on requirements for road construction standards in small towns.	Medium-term	LCC- Assets	
7	Amend the addendum to the Infrastructure Design Manual on the road standards within small towns pending further consultation with the other small towns within the municipality.	Medium-term	LCC- Assets	
8	Prepare a Sequencing Strategy for Toongabbie works that outlines where the priority upgrades for roads and footpaths will be, and the timing of works.	Medium-term	LCC- Assets	
9	Draft an Integrated Water Management strategy for Toongabbie that incorporates drainage assets, flood retention and future demand for infrastructure.	Medium-term	LCC- Assets	
10	Advocate for sustainable energy options within the town as reticulated services continue to be experience a level of stress.	Ongoing	LCC	
11	Advocate with Telstra and Optus to provide better mobile coverage in Toongabbie.	Short-term	LCC	
12	Seek advice from WGCMA on supported development opportunities within the township in flood affected areas.	Complete	LCC - Strategic Planning	

	Action	Timing	Responsible Party	Cost
	Landscape and Environment			
13	Complete further site assessments in different seasons to further assess the type and quality of vegetation that is in Toongabbie.	Short-term	LCC - Environment	
14	Assess the possible Gippsland Red Gum Grassy Woodland and Associated Native Grasslands EVC areas.	Short-term	DELWP - Environment DoEE LCC - Environment	
15	Apply appropriate planning tools for the protection of the Gippsland Red Gum Grassy Woodland and Associated Native Grasslands EVC areas and other significant areas.	Medium-term	LCC - Strategic Planning	
16	Create a management plan for the Toongabbie and Rosedale Creeks to create green corridors and integrated pathways.	Medium to Long-term	WGCMA LCC - Environment	
17	Identify significant roadside vegetation and include on Council's significant tree register.	Short-term	LCC - Environment LCC - Assets	
18	Work with landowners to establish agreements to rehabilitate the waterways on their properties.	Ongoing	WGCMA DELWP - Environment LCC - Environment	
	Cultural and Built Form Heritage			
19	Facilitate a discussion with landowners in relation to a Cultural Heritage Management Plan (CHMP) for the Toongabbie study area.	Short-term	LCC - Strategic Planning	
20	Undertake consultation with the Gunaikurnai Land and Waters Aboriginal Corporation	Short-term	LCC - Strategic Planning	
21	Update Urban Design Guidelines 2019 to reflect zone changes in Toongabbie	Short-term	LCC - Strategic Planning	

6.3 Monitoring and review

The lifespan of this structure plan is until 2036. Latrobe City Council will review the Toongabbie Structure every five years to ensure that it remains current.

The Structure Plan review cycle is every five years, to ensure that it remains relevant and consistent with Council's strategic policies, Municipal Strategic Statement (MSS) and the Council Plan, and to identify any changes required to respond to new trends, policies or changing circumstances.

Latrobe City Council will adjust the implementation program to ensure that the Structure Plan is achieving the Vision on this review.

Review of the Structure Plan should commence four years prior to the expiry of the plan and will enable Council to prepare for the subsequent Structure Plan period.



6.4 References

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Appendices

TOONGABBIE

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Background Reports

