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ERIN PARK ESTATE EXTENSION, BANK STREET, TRARALGON


DEVELOPMENT PLAN

Town Planning Submission

May 2012

**Amendment to endorsed Development Plan (October 2018) -
Removal of medium density super-lot fronting McNulty Drive.**

DOCUMENT CONTROL DATA

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1 INTRODUCTION

Beveridge Williams & Co Pty Ltd acts on behalf of Lurganare Pty. Ltd. in relation to a planning permit application on land at Bank Street, Traralgon more specifically identified as Lot 2 on Plan of Subdivision 700396 (PS700396).

This Town Planning Report has been prepared in support of a Development Plan that identifies the form and conditions for subdivision and future development of the proposed extension to the 'Erin Park Estate', Bank Street, Traralgon.

It is noted that the development plan provided through this report has been amended to satisfy the requirements of the Latrobe City Council and to take into account the results of the response of adjoining owners to formal notification.

The following report provides an assessment of the proposal against the provisions of the Latrobe Planning Scheme.

2 SITE AND SURROUNDS

2.1 Subject site

The subject site is located on the southeast fringe of Traralgon's township boundaries. It has frontage to Bank Street at the eastern end of its north boundary and frontage to Leinster and Donegal Avenues on its east boundary.

A locality plan displaying the site in context of the city Traralgon is provided in **Figure 1** below.

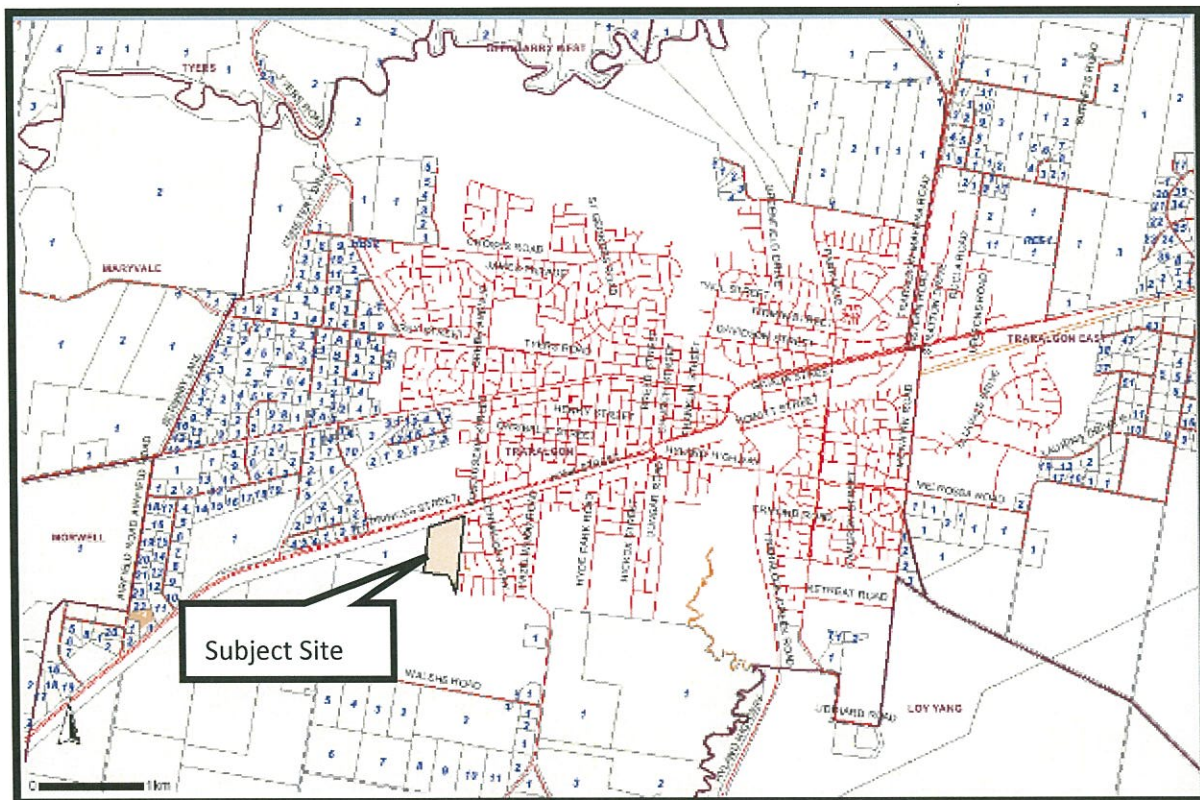


Figure 1 Locality Map showing the location of the subject site in the broader context of the City of Traralgon (Source; Land Victoria)

As can be seen in **Figure 1** the site is formed in an irregular shape with area of 16.831 hectares and frontage of 355 metres to the Bank Street road reserve, although only the east portion is constructed with a made road.

The land is otherwise known as Lot 2 on Plan of Subdivision 700396T (PS700396T). The title to this land is contained at **Appendix A**. It is noted that the land is not affected by any easements or other restrictions.

The land currently accommodates a single dwelling and shedding halfway down the western boundary.

There are two driveways that provide access to the dwelling: a tree lined gravel driveway that connects with Bank Street and a broader gravel driveway that connects with Leinster Avenue. The site falls steadily from south to north as can be seen in the survey of levels at **Appendix B**. A large dam is located in the northeast corner of the land and a smaller one in the southwest corner.

Most of the land drains to the larger dam through general overland flow from south to north. The smaller dam overflows to the larger dam, but is in the process of being filled in preparation for the proposed development.

A survey of site features, including all natural features, is contained in **Appendix B** to this report.

A line of screening vegetation runs along most of the north property boundary and provides a visual buffer between the site and the Melbourne-Bairnsdale railway line. The flora and fauna on the land is discussed across the reports at **Appendices H, J & K**.

Ecology Partners have provided advice that the land does not have any areas of cultural heritage sensitivity, a copy of which can be found in **Appendix I**.

The land enjoys rural vistas to the south and west.

Apart from the Melbourne – Bairnsdale railway line to the north of the site, there are no known sources of noise, odour or other external influences upon or near the land.

Furthermore, there are no known sources of contamination, or areas of erosions, salinity or sulphate soils within the site or its immediate vicinity. As discussed above, the smaller dam will be filled as part of the subdivisional works.

Abutting land uses are residential to the east, agricultural to the south and west and road and railway to the north.

Apart from the large dam in the north portion of the land, there are no portions of the site that are subject to inundation.

Photograph 1: Aerial photo of subject land and immediate surrounds



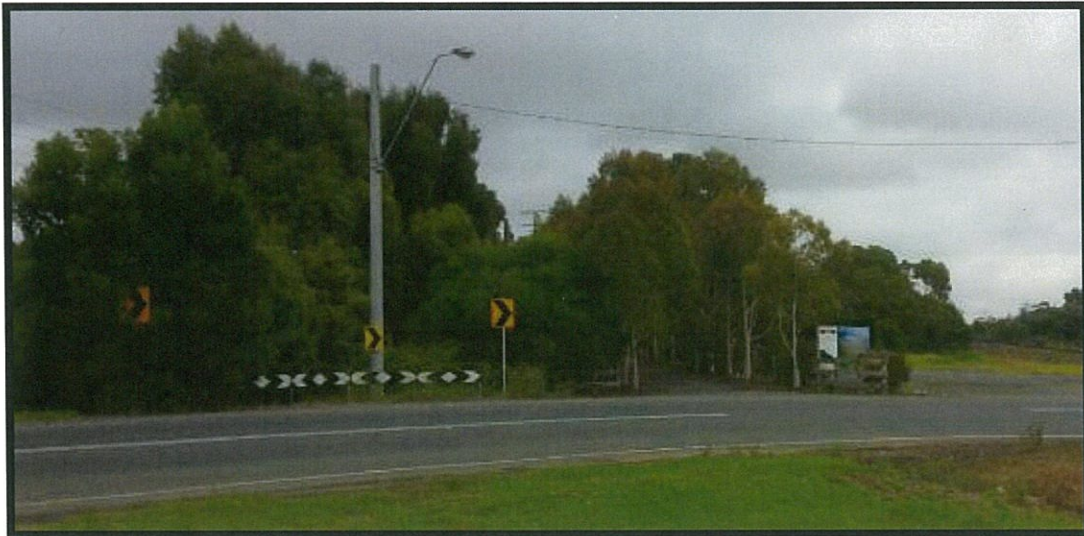
Photograph 2 – View of the overall site from the northeast corner looking southwest



Photograph 3 – View across the centre of the site from the termination of Leinster Avenue looking west to the existing dwelling located behind a planted screen of vegetation



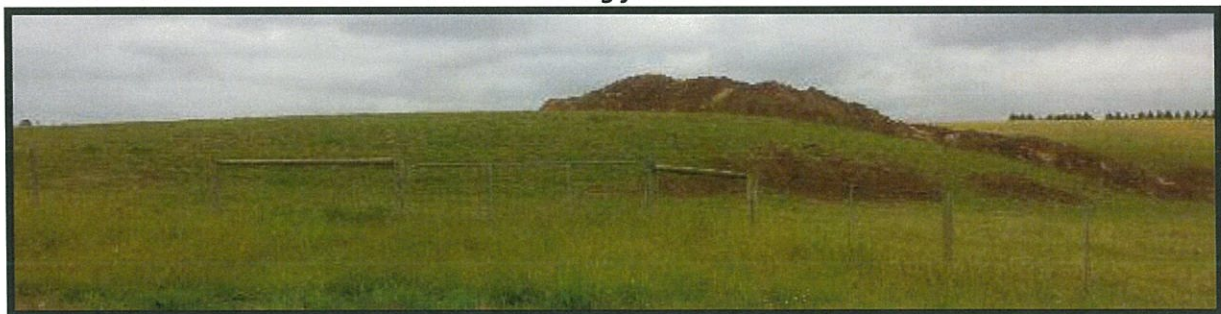
Photograph 4 – View of the point at which the main driveway to the dwelling connects with Bank Street



Photograph 5 – View of the dam in the northern portion of the site from Bank Street



Photograph 6 – View of the southern side of the smaller dam adjacent to the east boundary, which is being filled



2.2 Surrounding Environment

The site is located approximately 1.7 kilometres southwest of Traralgon's central activity district and represents the southwestern fringe of the town's urban area.

Traralgon is the largest city in the Gippsland region and is considered the regional centre. Residents of the city enjoy a full suite of commercial and community facilities, including a V/Line Train Station.

To the east of the site is the 'Erin Park Estate', a multi-lot residential subdivision that is nearly completely built out with housing and includes lot sizes between 500m² (e.g. 15 Leinster Avenue) and 1,200m² (e.g. 6 Wexford Close).

This estate has a bitumen road network with concrete kerb and channel drainage and footpaths in some streets. The estate is serviced by reticulated electricity, water, sewerage, telecommunications and gas, all of which are located underground.

Immediately abutting the southern and western boundary of the site is farming land that is used for grazing. The northern abuttal is taken up with the Bank Street road reserve, of which only the eastern portion is made. Beyond Bank Street lies the Melbourne-Bairnsdale railway reserve and beyond it lies the Princes Highway reserve.

As discussed above, Bank Street is a two-way road with a bitumen seal, table drains and grassed verges. The made portion of this road runs parallel to the subject site's northern boundary for a distance of 200 metres along its frontage, at which point it veers northwest to cross the Melbourne-Bairnsdale railway line approximately 65 metres north of the subject site before connecting with the Princes Highway at a T-intersection another 30 metres further on.

The Kosciuszko Street Primary School is located 500 metres north of the subject site on the opposite side of the Princes Highway, while the Traralgon Sports Stadium, which can accommodate active indoor and outdoor recreation pursuits, is a further 150 metres further on from the school.

V/Line train and bus services operate out of Traralgon Station, which is located on the southern perimeter of the central activity district, approximately 1.6 kilometres east of the subject site.

An inter-town bus service also operates from outside Stockland Plaza in Franklin Street, the route map for which can be seen at **Figure 2**. The closest bus stop to the subject site for this service is located at the intersection of Oak Avenue and Fernlea Street, approximately 700 metres, or 9 minutes walking distance from the subject site. This service runs four times a day.

A municipal reserve of area 2 hectares that has been set aside for passive recreation is located approximately 150 metres to the east of the site, fronting Bank Street, as shown in **Photograph 7**. It is noted that this reserve includes a thin access leg that extends along the south side of Bank Street to the northeast corner of the subject land.

An active outdoor public recreation reserve, which includes a maintained oval, i.e. Duncan Cameron Memorial Park, is located 1.6 kilometres east of the subject site and can accommodate formal outdoor recreation, such as football and cricket.

A neighbourhood commercial centre, which is zoned for Mixed Use and currently accommodates a convenience shop with indented angled public parking, is located on the corner of Hazelwood Road and Heather Grove, approximately 800 metres east of the subject site.

The topography of the general area is gently undulating.

The following series of photographs provide a visual description of the surrounding land use and development.

Photograph 7 – View facing east down Bank Street from the northeast corner of the subject site



Photograph 8 – View facing west down Bank Street from the northeast corner of the site



Photograph 9 – View of the point at which Bank Street veers northwest and makes a level crossing over the Melbourne-Bairnsdale railway line



Photograph 10 – View down Leinster Avenue towards subject site facing west



Photograph 11 – View of the final stage of construction of the existing Erin Park estate from the termination point of Donegal Avenue looking west with the subject site beyond



Photograph 12 – Neighbourhood convenience shop on the corner of Bank St and Heather Grove



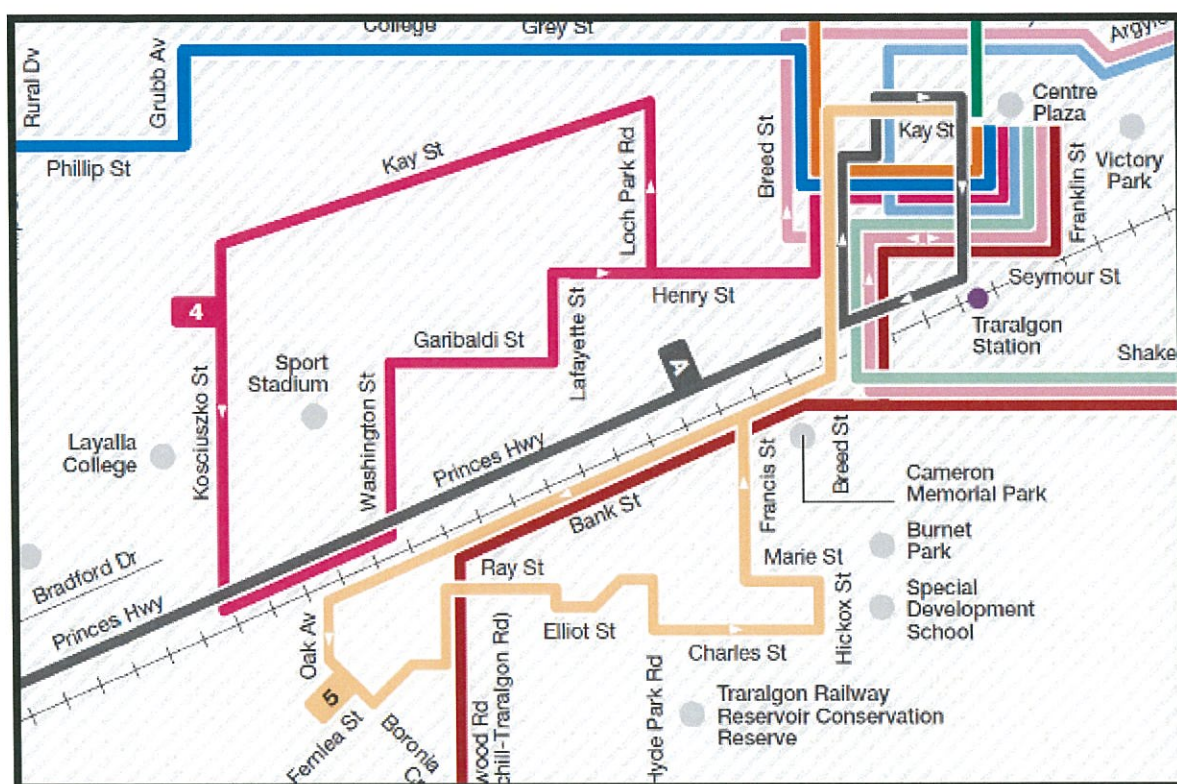


Figure 2: Traralgon bus routes in the vicinity of the subject site (Source: Metlink website)

3 PLANNING MATTERS

3.1 State Planning Policy Framework

Clause 11 of the State Planning Policy Framework contains specific objectives and strategies based around the theme of **Settlement**. The following clauses are of particular relevance to the proposal:

Clause 11.02-2 – Planning for growth areas. The objective of this clause is:

- *‘To locate urban growth close to transport corridors and services and provide efficient and effective infrastructure to create benefits for sustainability while protecting primary production, major sources of raw materials and valued environmental areas.’*

Relevant strategies to achieve this objective include:

- *‘Encourage average overall residential densities in the growth areas of a minimum of 15 dwellings per net developable hectare.’*
- *‘Meet housing needs by providing a diversity of housing type and distribution.’*
- *‘Create well planned, easy to maintain and safe streets and neighbourhoods that reduce opportunities for crime, improve perceptions of safety and increase levels of community participation.’*

Clause 11.03 – Open space. The objective of this clause is:

- *‘To assist creation of a diverse and integrated network of public open space commensurate with the needs of the community.’*

Relevant strategies to achieve this objective include:

- *‘Plan for regional and local open space networks for both recreation and conservation of natural and cultural environments.’*
- *‘Ensure that open space networks:*
 - *Are linked through the provision of walking and cycle trails and rights of way.*
 - *Are integrated with open space from abutting subdivisions.*
 - *Incorporate, where possible, links between major parks and activity areas, along waterways and natural drainage corridors, connecting places of natural and cultural interest, as well as maintaining public accessibility on public land immediately adjoining waterways and coasts.’*
- *‘Ensure that land is set aside and developed in residential areas for local recreational use and to create pedestrian and bicycle links to commercial and community facilities.’*
- *‘Ensure open space is designed to accommodate people of all abilities, ages and cultures.’*

Clause 11.05 – Regional settlement networks. The objective of this clause is:

- *‘To promote the sustainable growth and development of regional Victoria through a network of settlements identified in the Regional Victoria Settlement Framework plan.’*

Relevant strategies to achieve this objective include:

- *'Direct urban growth into the major regional cities of Geelong, Ballarat, Bendigo and the Moe, Morwell and Traralgon cluster.'*
- *'Provide for growth in population and development of facilities and services across a region or sub-region network.'*
- *'Deliver networks of high-quality settlements by:*
 - *Building on strengths and capabilities of each region across Victoria to respond sustainably to population growth and changing environments.....*
 - *.....Providing for appropriately located supplies of residential, commercial and industrial land across a region, sufficient to meet community needs.....'*

The Moe-Morwell-Traralgon cluster is identified as one of Victoria's Major Regional Cities on the Regional Victoria Settlement Framework plan at Clause 11.05.

Clause 11.05-4 – Regional planning strategies and principles contains the following objective:

- *'To develop regions and settlements which have a strong identity, are prosperous and are environmental sustainable'*

Relevant strategies to achieve this objective are:

- *'Directing growth to locations where utility, transport, commercial and social infrastructure and services are available or can be provided in the most efficient and sustainable manner.'*
- *'Ensuring there is a sufficient supply of appropriately located residential, commercial and industrial land across a region to meet the needs identified at regional level.'*
- *'Providing adequate and competitive land supply, including urban regeneration, redevelopment and greenfield sites, to meet future housing and urban needs and to ensure effective utilisation of land.'*
- *'Encouraging reduced energy and water consumption through environmentally sustainable subdivision and building design.'*
- *'Encouraging high quality urban and architectural design which respects the heritage, character and identity of each settlement.'*
- *'Limiting urban sprawl and directing growth into existing settlements, promoting and capitalising on opportunities for urban renewal and redevelopment.'*
- *'Creating opportunities to enhance open space networks within and between settlements.'*
- *'Encouraging the development of compact urban areas which are based around existing or planned activity centres to maximise accessibility to facilities and services.'*
- *'Improving the availability of a diverse range of affordable accommodation, including social housing, in locations with good access to transport, commercial facilities and community services.'*

Clause 12 of the State Planning Policy Framework contains objectives and strategies based around the theme of **Environmental and Landscape Values**. The following clause is relevant to the proposal:

Clause 12.01-1 – Native vegetation management contains the following relevant objective:

- *‘To achieve a net gain in the extent and quality of native vegetation.’*

The strategy identified to achieve this objective is:

- *‘Apply the three step process as set out by Victoria’s Native Vegetation Management – a Framework for Action. These are:*

Step 1: As a priority, avoid adverse impacts on native vegetation, particularly through clearance.

If the removal of native vegetation cannot be avoided:

Step 2: Minimise impacts through appropriate consideration in the planning process and expert input to project design or management; and

- *Step 3: Identify appropriate offset options.’*

Clause 15 of the State Planning Policy Framework contains specific objectives and strategies based around the theme of **Built Environment and Heritage**. The following clauses are relevant to the proposal:

Clause 15.01-1 – Urban design contains the following relevant objective:

- *‘To create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.’*

Relevant strategies to achieve this objective include:

- *‘Promote good urban design to make the environment more liveable and attractive.’*
- *‘Ensure new development or redevelopment contributes to community and cultural life by improving safety, diversity and choice, the quality of living and working environments, accessibility and inclusiveness and environmental sustainability.’*
- *‘Require development to respond to its context in terms of urban character, cultural heritage, natural features, surrounding landscape and climate.’*
- *‘Encourage retention of existing vegetation or revegetation as part of subdivision and development proposals.’*

Clause 15.01-3 relates to **Neighbourhood and subdivision design**, with the following objective:

- *‘To ensure the design of subdivisions achieves attractive, liveable, walkable, cyclable, diverse and sustainable neighbourhoods.’*

The following strategy is identified to achieve this objective:

- *‘In the development of new residential areas and in the redevelopment of existing areas, subdivision should be designed to create liveable and sustainable communities by:*
 - *Contributing to an urban structure where networks of neighbourhoods are clustered to support larger activity centres on the regional public transport network.*

- *Creating compact neighbourhoods that have walkable distances between activities and where neighbourhood centres provide access to services and facilities to meet day to day needs.*
- *Creating a range of open spaces to meet a variety of needs with links to open space networks and regional parks where possible.*
- *Providing a range of lot sizes to suit a variety of dwelling and household types to meet the needs and aspirations of different groups of people.*
- *Contributing to reducing car dependence by allowing for:*
 - *Convenient and safe public transport.*
 - *Safe and attractive spaces and networks for walking and cycling.*
 - *Subdivision layouts that allow easy movement within and between neighbourhoods.*
 - *A convenient and safe road network.*
- *Creating a strong sense of place because neighbourhood development emphasises existing cultural heritage values, well designed and attractive built form, and landscape character.*
- *Protecting and enhancing native habitat.*
- *Environmentally friendly development that includes improved energy efficiency, water conservation, local management of stormwater and waste water treatment, less waste and reduced air pollution.*
- *Being accessible to people with disabilities.....'*

Clause 15.01-4 relates to **Design for safety**, with the following objective:

- *'To improve community safety and encourage neighbourhood design that makes people feel safe.'*

A relevant strategy to achieve this objective is:

- *'Ensure the design of buildings, public spaces and the mix of activities contribute to safety and perceptions of safety.'*

Clause 15.01-5 relates to **Cultural identity and neighbourhood character**, with the following objective:

- *'To recognise and protect cultural identity, neighbourhood character and sense of place.'*

Relevant strategies to achieve this objective include:

- *'Ensure development responds and contributes to existing sense of place and cultural identity.'*
- *'Ensure development recognises distinctive urban forms and layout and their relationship to landscape and vegetation.'*

Clause 15.02-1 contains the following objective for **Energy and resource efficiency**:

- *'To encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.'*

Relevant strategies to achieve this objective include:

- *'Ensure that buildings and subdivision design improves efficiency in energy use.'*
- *'Promote consolidation of urban development and integration of land use and transport.'*

Clause 16 of the State Planning Policy Framework contains specific objectives and strategies based around the theme of **Housing**. The following clauses are relevant to the proposal:

Clause 16.01-1 - Integrated housing, which has the following objective:

- *'To promote a housing market that meets community needs.'*

A relevant strategy identified to achieve this objective is:

- *'Increase the supply of housing in existing urban areas by facilitating increased housing yield in appropriate locations, including under-utilised urban land.'*

Clause 16.01-2 provides the following objective in relation to the **Location of residential development**:

- *'To locate new housing in or close to activity centres and employment corridors and at other strategic redevelopment sites that offer good access to services and transport.'*

Relevant strategies to achieve this objective include:

- *'Facilitate residential development that is cost-effective in infrastructure provision and use, energy efficient, incorporates water efficient design principles and encourages public transport use.'*
- *'Identify opportunities for increased residential densities to help consolidate urban areas.'*

Clause 16.01-4 contains the following objective for achieving **Housing diversity**:

- *'To provide for a range of housing types to meet increasingly diverse needs.'*

Relevant strategies to achieve this objective include:

- *'Support opportunities for a wide range of income groups to choose housing in well serviced locations.'*
- *'Ensure planning for growth areas provides for a mix of housing types and higher housing densities in and around activity centres.'*

Clause 16.01-5 provides the following objective for **Housing affordability**:

- *'To deliver more affordable housing closer to jobs, transport and services.'*

Relevant strategies to achieve this objective include:

- *'Improve housing affordability by:*

- *Ensuring land supply continues to be sufficient to meet demand.*

Clause 19 of the State Planning Policy Framework contains specific objectives and strategies based around the theme of **Infrastructure**. The following clauses are relevant to the proposal:

Clause 19.03-2 – Water supply, sewerage and drainage, which has the following objective:

- *'To plan for the provision of water supply, sewerage and drainage services that efficiently and effectively meet State and community needs and protect the environment.'*

Relevant strategies to achieve this objective include:

- *'Provide for sewerage at the time of subdivision, or ensure lots created by the subdivision are capable of adequately treating and retaining all domestic wastewater within the boundaries of each lot.'*
- *'Plan urban stormwater drainage systems to:*
 - *Coordinate with adjacent municipalities and take into account the catchment context.*
 - *Include measures to reduce peak flows and assist screening, filtering and treatment of stormwater, to enhance flood protection and minimise impacts on water quality in receiving waters.*
 - *Prevent, where practicable, the intrusion of litter.*

Clause 19.03-3 – Stormwater has the following objective:

- *'To reduce the impact of stormwater on bays and catchments.'*

Relevant strategies to achieve this objective include:

- *'Support integrated planning of stormwater quality through a mix of on-site measures and developer contributions.'*
- *'Incorporate water-sensitive urban design techniques into developments to:*
 - *Protect and enhance natural water systems.*
 - *Integrate stormwater treatment into the landscape.*
 - *Protect quality of water.*
 - *Reduce run-off and peak flows.*
 - *Minimise drainage and infrastructure costs.'*

3.2 Local Planning Policy Framework

3.2.1 The Municipal Strategic Statement (MSS)

The Latrobe City Council Municipal Strategic Statement (MSS) sets out the future strategic direction for the municipality in Clause 21 of the Planning Scheme. The following is an outline of the relevant planning policies contained within the MSS.

In its Municipal Profile at **Clause 21.01**, the MSS states that the municipality is a large regional city which is centrally located in eastern Victoria, approximately 100 kilometres east of Melbourne. It has a hierarchy of townships which interact to create what is effectively a 'networked city', with one of Victoria's strongest regional economies.

Clause 21.02 outlines the Municipal Vision, which is based on Council's adopted *Latrobe 2021 – The Vision for Latrobe Valley*. The Council and Community Vision as stated in Latrobe 2012, is to create:

- *'A vibrant region*
- *A caring and enterprising community;*
- *A harmonious community;*
- *A sustainable, safe, secure region.'*

Two strategic objectives identified in Latrobe 2021 which have particular relevance to the Latrobe Planning Scheme (and form the basis of objectives and strategies in the MSS) are:

'Sustainability:

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

Liveability:

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

The Latrobe City Strategic Land Use Framework Plan is contained in **Clause 21.02**. This plan identifies Traralgon as a Main Town within the municipality, with the following relevant objective:

- *'Implement the Traralgon Structure Plan.'*

Clause 21.04 identifies the Council Vision, objectives and strategies for **Built Environment Sustainability**. The Council Vision is:

- *'To promote the responsible and sustainable care of our built environment for the use and enjoyment of the people who make up the vibrant community of Latrobe Valley.*
- *To develop clear directions and strategies through consultation with the community ensuring sustainable and balanced development.'*

In the **Settlement Overview** in **Clause 21.04-2**, it is stated that:

'The diversity in housing types available in the municipality contributes to the lifestyle choices provided and the overall attractiveness of the municipality as a place to live and invest. The priorities in all the main urban settlements are on realising opportunities for infill development, diversity of housing types, upgrading areas of public housing, improving residential amenity, while maximising existing infrastructure and community facilities.....'

.....Given the land use constraints around the major towns there is an increasing need to reduce average residential property sizes so the remaining land is consumed at a more sustainable rate.....'

Relevant **Settlement** objectives include:

- *'To build upon the existing structure of the towns and settlements to create an integrated network of urban areas.'*
- *'To contain urban development within distinct boundaries.'*

Strategies identified to achieve these stated objectives include:

- *'Consolidate development within and around the existing towns and avoid unnecessary urban expansion and rural subdivision.'*
- *'Maintain a clear separation between urban settlements facilitating the self-containment and individual identity of each town, except for the northern side of the Morwell-Traralgon Corridor.'*

In the **Urban Design Overview** in **Clause 21.04-5**, it is stated that:

'The community is increasingly demanding high quality architectural and urban design outcomes for built form and open spaces. The appearance of rural, industrial, retail and residential areas and main road approaches to urban centres is considered important in maintaining a strong level of civic pride. A consistent landscaping treatment of private land and road reserves can also have a significant effect on the appearance and visual amenity of an area. In addition, the siting of buildings can have a critical impact on visual appearance within both urban streetscapes and rural landscapes.'

Latrobe City Council is also keen to ensure that sustainability principles strongly influences the design, siting and servicing of dwellings and this will be achieved through the encouragement of adapting and reusing of existing buildings, retention and reuse of stormwater, and the promotion of solar and energy efficient designs.'

The objective for **Urban Design** is:

- *'To provide a visually attractive urban environment which displays a high level of civic pride and community satisfaction, and creates a positive image.'*

A relevant strategy identified to achieve this objective is:

- *'Promote and support high quality urban design within the built environment.'*

In the **Infrastructure Overview** in **Clause 21.04-6**, it is stated that:

'Latrobe City's built environment is constantly changing, with new developments and redevelopments affecting the physical environment and public realm. To maintain and enrich the built environment, it is important to achieve positive'

outcomes in areas including the design of private developments and public spaces, parks and gardens, infrastructure provision and the maintenance of civil infrastructure.....

....Council has adopted asset management plans (and standards) for a range of infrastructure items including roads, footpaths, drains, culverts, signs, trees, street lights; and community services such as children and aged services which will be considered in the assessment of all planning applications particularly for new subdivision.'

The objectives for **Infrastructure** are:

- *'To maximise the use of existing infrastructure.'*
- *To provide clear guidelines for developers regarding engineering requirements ensuring that minimum design standards are achieved.'*

Relevant strategies identified to achieve these objectives are:

- *'Ensure integration of roads, bike paths, footpaths and public transport options.'*
- *'Ensure all proposed developments enhance the liveability and sustainability of the community.'*
- *'Implement Latrobe City Council's Asset Management Strategy and associated guidelines.'*

Clause 21.05 identifies the Council Vision, objectives and strategies for **Main Towns**. The Council vision is:

- *'To promote the responsible and sustainable care of our built environment for the use and enjoyment of the people who make up the vibrant community of Latrobe Valley.'*
- *To develop clear directions and strategies through consultation with the community ensuring sustainable and balanced development.'*

In the Main Towns Overview in **Clause 21.05-2**, it is stated that there is currently only a four year supply of residential land within Traralgon. This clause also states that the Traralgon Structure Plan provides for sustainable housing growth, with the town boundary on the plan having been expanded in key areas to provide opportunities for greenfield urban residential development.

Relevant Main Town objectives include:

- *To provide the flexibility for development to occur in each town to accommodate the needs of its population as well as to contribute to the municipal networked city.*
- *To facilitate development in accordance with the specific Town Structure Plan attached to this clause.*

Strategies identified to achieve these stated objectives include:

- *Retain clear boundaries between urban areas and the surrounding rural environment.*
- *Encourage consolidation of urban settlement within the urban zoned boundaries in accordance with the adopted structure plans.*
- *Discourage urban growth outside the urban development boundaries designated in the relevant local structure plan.*
- *Contain new residential subdivision within residential areas shown on the local structure plans.*

Specific strategies for Traralgon are identified in **Clause 21.05-6**. There are no strategies of particular relevance to the proposal.

The Traralgon Structure Plan at **Clause 21.05** identifies the site within an 'Existing Residential Opportunity Area'. A copy of the Plan with the site identified is contained in **Figure 2** below.

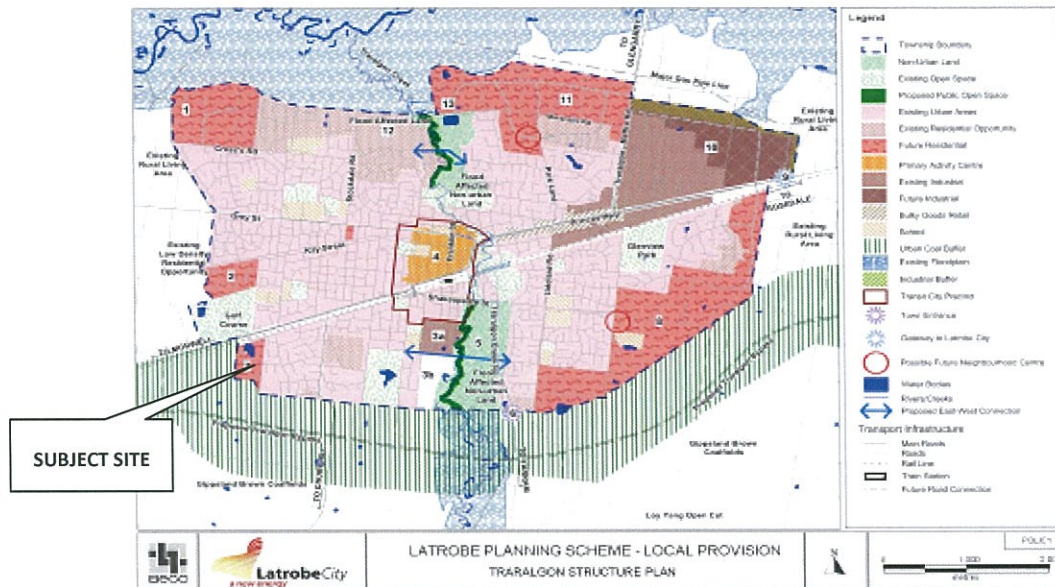


FIGURE 1 Traralgon Structure Plan Source; Latrobe Planning Scheme

Clause 21.08 identifies the Council Vision, objectives and strategies for **Liveability**. The Council Vision is:

- 'Latrobe City Council will consider planning applications and make decisions in accordance with the following vision:
 - To promote and support social, recreational, cultural and community life by providing both essential and innovative amenities, services and facilities within the municipality.
 - To enrich the vibrancy and diversity of community life through promoting and supporting recreational services and facilities.
 - To enhance the quality of residents' lives by encouraging positive interrelated elements including safety, health, education, quality of life, mobility and accessibility, and sense of place.
 - To support arts and cultural opportunities that contribute to the vibrancy and diversity of community life.'

The following objectives for **Healthy Urban Design** are of relevance to the proposal:

- 'To provide for walkable neighbourhoods, ensuring public transport, shops, public open space and mixed-use community centres are close to all dwellings.'
- 'To promote physical activity and walkability in all towns by ensuring all dwellings are within close walking distance of a community centre.'

Relevant strategies identified to achieve these objectives are:

- *'Promote active lifestyles and avoid social isolation by designing new dwellings to be close to user-friendly pedestrian and cycle paths that incorporate shade, toilet facilities, seating and directional signage where possible.'*
- *'Promote walkability within new developments, community centres or buildings (appropriate to the scale of development) of approximately 400-800 metres from all dwellings.'*
- *'Improve existing linear open spaces and public parks by applying Healthy Urban Design Practice Guideline principles through minor adjustments to infrastructure. This could include planting new shade trees, maintaining clear sightlines and bridging missing linkages to create a network of well-lit, walking and bicycle paths.'*
- *'Encourage residential developments to plan for maximum connectivity of open space networks, local services and facilities to avoid predictive route movements and encourage residents to walk within and around the greater neighbourhood.'*
- *'Ensure all subdivision housing developments in townships include community spaces or buildings that are provided within a walkable distance (approximately 400-800 metres) where appropriate.'*

3.2.2 Local Planning Policies

The Latrobe Planning Scheme does not contain any Local Planning Policies.

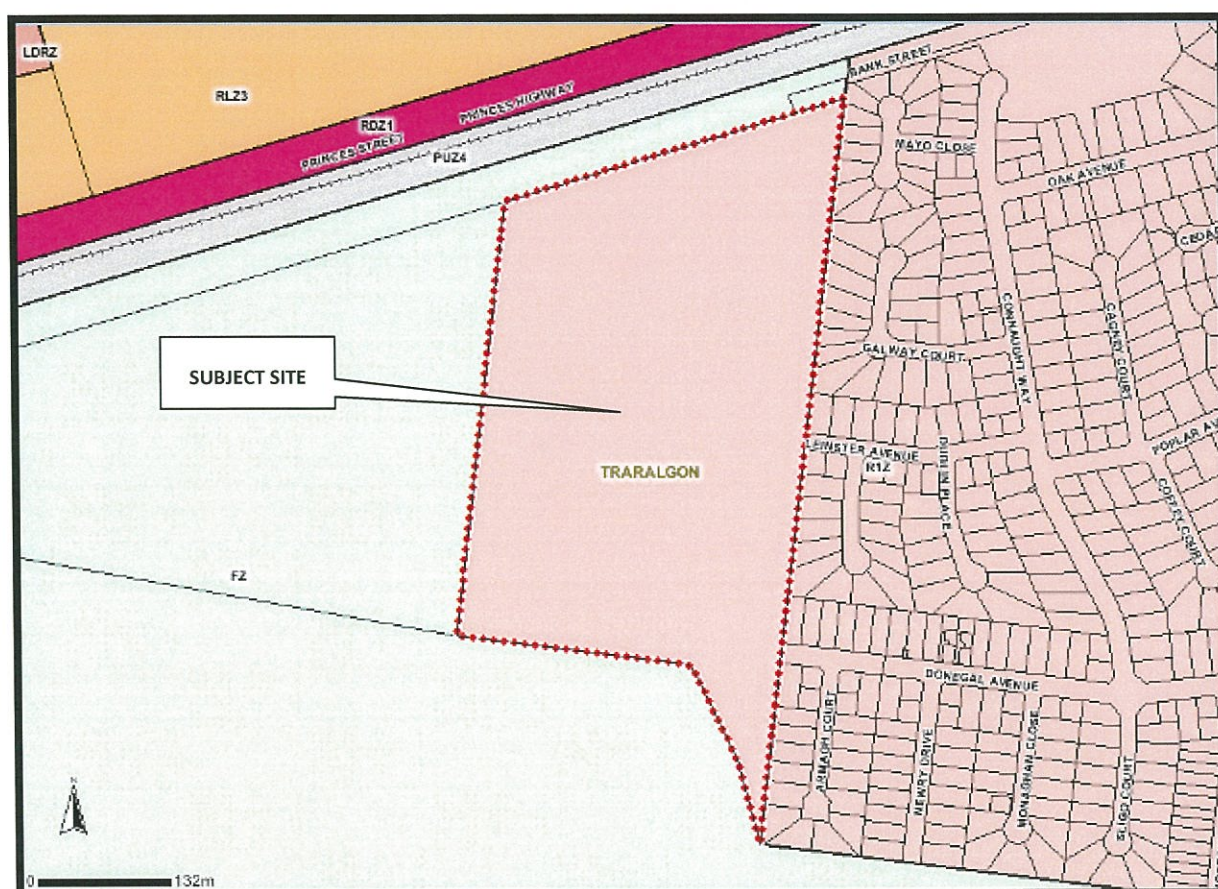
3.3 Zoning and Overlays

3.3.1 Zoning

The land is zoned Residential 1 under the Latrobe Planning Scheme (**Clause 32.01**). An extract of the zoning map for the subject land and surrounding area is contained in **Figure 3**.

The purpose of the Residential 1 Zone is:

- *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To provide for residential development at a range of densities with a variety of dwellings to meet the housing needs of all households.*
- *To encourage residential development that respects the neighbourhood character.*
- *In appropriate locations, to allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs.*



3.3.2 Overlays

The entire site is covered by the Development Plan Overlay, Schedule 5 under the Latrobe Planning Scheme (**Clause 43.04**). An extract of the overlay map for the subject land and surrounding area is contained in **Figure 4**.

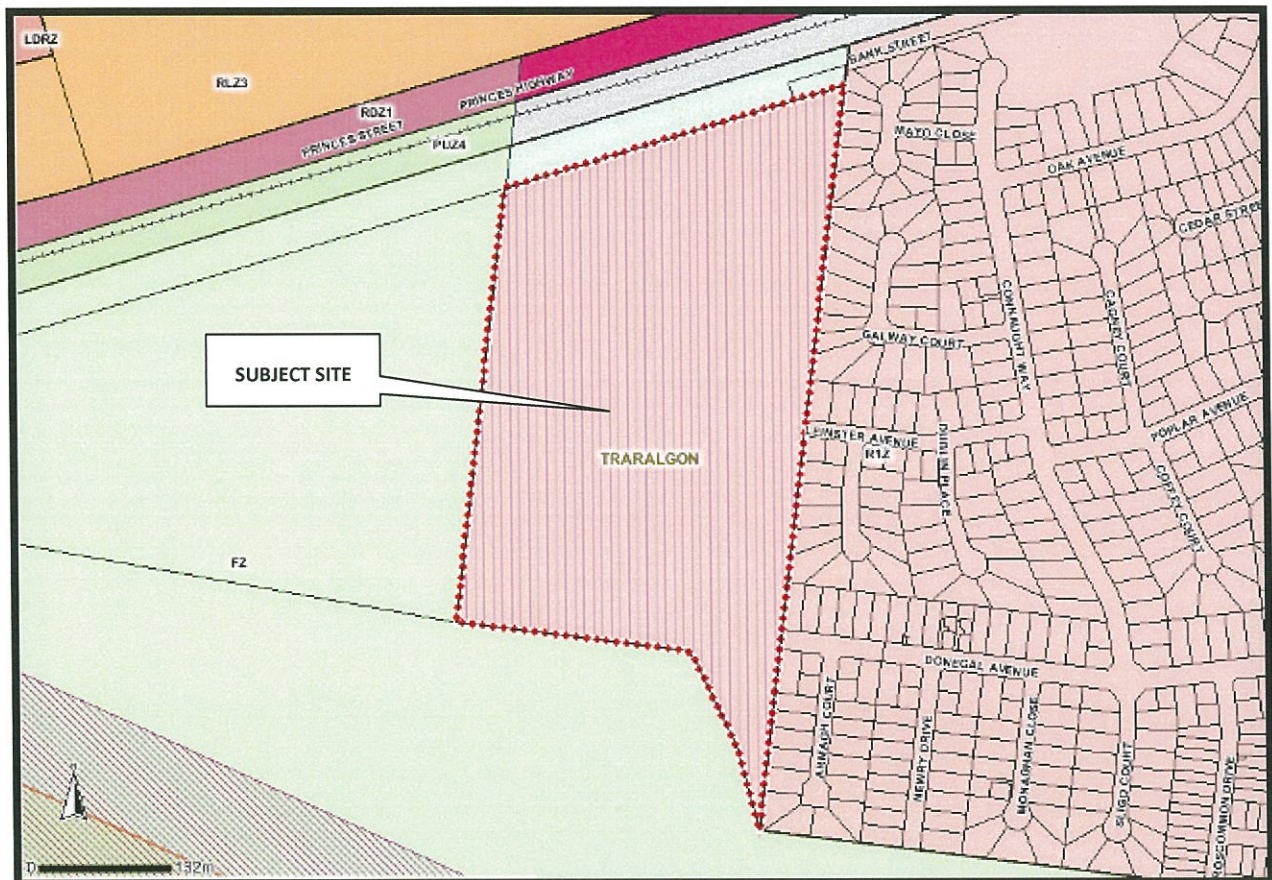


FIGURE 4 Extract of Overlay Map Source; DPCD website

The purpose of the Development Plan is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To identify areas which require the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop the land.
- To exempt an application from notice and review if it is generally in accordance with a development plan.

In accordance with **Clause 43.04-1** of the Scheme, a permit must not be granted to use or subdivide land, construct a building or construct or carry out works until a development plan has been prepared to the satisfaction of the responsible authority.

According to **Schedule 5 of Clause 43.04**:

A development plan must be prepared to the satisfaction of the Responsible Authority.

The plan must show:

“Land use and subdivision

The proposed boundaries of the development area, and provide the strategic justification for those boundaries.

The overall subdivision of the area, including where possible, the proposed size and density of allotments which provide opportunities for a diverse range of housing types.

The overall pattern of development of the area, including any proposed re-zoning of land and proposed land uses.

Street networks that support building frontages with two way surveillance.

An accessible and integrated network of walking and cycling routes for safe and convenient travel to adjoining communities (including existing and future areas included in the DPO) local destinations or points of local interest, activity centres, community hubs, open spaces and public transport.

The provision of any commercial facilities and the extent to which these can be collocated with community and public transport facilities, to provide centres with a mix of land uses and develop vibrant, active, clustered and more walkable neighbourhood destinations.

Infrastructure Services

An integrated stormwater management plan that incorporates water sensitive urban design techniques which provides for the protection of natural systems, integration of stormwater treatment into the landscape, improved water quality, and reduction of runoff and peak flows.

The pattern and location of the major arterial road network of the area including the location and details of any required:

- *road widening*
- *intersections*
- *access points*
- *pedestrian crossings or safe refuges*
- *cycle lanes*
- *bus lanes and stops*

The pattern and location of any internal road system based on a safe and practical hierarchy of roads including safe pedestrian and bicycle connections and crossing points in accordance with Latrobe City Bicycle Plan 2007-2010, (as amended).

In consultation with relevant agencies and authorities, provision of public transport stops where appropriate within easy walking distance to residential dwellings and key destinations. Stops should also be located near active areas where possible.

Open Space

The location and size of the proposed open spaces that cater for a range of user groups and provide a variety of functions that perform both an active and passive role for recreation, as appropriate.

Public open spaces designed to provide:

- *Public spaces of a minimum of 0.5 hectares within a 500 metre walking distance of all residents in accordance with Latrobe City Public Open Space Plan 2007, (as amended).*
- *The inclusion of pedestrian and cycle paths and play equipment, that encourage active recreational opportunities.*

- *Opportunities for visual surveillance to promote safety of users, through encouraging active frontages, using buildings to frame public spaces and locating open spaces within or adjacent to activity centres where possible.*
- *A landscape concept plan for all open space areas, indicating the location of plantings, pathways, shade, shelter and seating at activity areas as well as at intervals along pathways.*

Community Hubs and Meeting Places

In consultation with relevant agencies and authorities, the provision of appropriate community facilities, including schools, pre-schools, maternal child health centres, senior citizen centres and general community centres within a walkable range of 400-800 metres across large subdivisions.

Provision for access and social interaction particularly where this encourages physical activity. For example:

- *Consider the need for public amenities, including toilets and bicycle parking at key destinations in accordance with the Latrobe City Public Toilet Strategy 2006 (as amended) and Latrobe City Bicycle Plan 2007-2010 (as amended).*
- *The pattern and location of pedestrian and bicycle paths should provide safe and practical access to and from community hubs and meeting places.*
- *Spaces should be designed to accommodate community events and cultural programs including local arts activities and other festivals.*

Native Vegetation

An assessment of any native vegetation to be removed having regard to Victoria's Native Vegetation Management: A Framework for Action, including how it is proposed to protect and manage any appropriate native vegetation.

Cultural Heritage

A cultural heritage assessment including how cultural heritage values will be managed.

Process and Outcomes

The development plan should be prepared with an appropriate level of community participation as determined by the Responsible Authority

An implementation plan must be submitted as part of the development plan, indicating the proposed staging of the development.

The approved Development Plan may be amended to the satisfaction of the responsible authority."

3.4 Incorporated and Reference Documents

The 'Morwell-Traralgon Residential Land Supply Analysis (2007)' and 'Latrobe City Council Residential and Rural Residential Land Assessment (2009)' reports are both identified as reference documents in the Municipal Strategic Statement (MSS). These reports have both been adopted by Latrobe City Council and provide a strategic analysis of the demand and supply of residential land in Traralgon. Both reports have influenced the MSS settlement policies and Traralgon Structure Plan.

The main findings in the 'Latrobe City Council Residential and Rural Residential Land Assessment (2009)' report which are of relevance to the proposal are:

- The municipality of Latrobe experienced population decline for much of the 1990's, however in recent years has experienced a recovery in terms of population growth;
- Over the past 15 years, Traralgon is the only SLA (statistical local area) in Latrobe which has experienced any significant population growth;
- Within the municipality, Traralgon has been the focus for the majority of recent residential development. Over the period March 2006 to April 2008, Traralgon accounted for approximately 70% of the total residential development that occurred within the municipality. Over this period, Traralgon had an annual development rate estimated at 246 dwellings per annum.
- A Moderate to High Growth Scenario has been adopted for the purpose of planning for the future residential land requirements in Latrobe.
- There is an insufficient supply of Residential 1 zoned land in Traralgon to meet the forecast demand over the next 10 years. Over the period 2008 to 2023, dwelling demand in Traralgon is forecast to be approximately 270 to 310 dwellings per annum.
- A Moderate to High Growth Scenario has been adopted for the purpose of planning for the future residential land requirements in Latrobe.
- There is an insufficient supply of Residential 1 zoned land in Traralgon to meet the forecast demand over the next 10 years. Over the period 2008 to 2023, dwelling demand in Traralgon is forecast to be approximately 270 to 310 dwellings per annum.

The *Healthy Urban Design Good Practice Guideline 2008* is also identified as a reference document in the MSS. This document seeks to accommodate community, pedestrians and cyclists as a first priority in street, building and open space design. As stated in Clause 21.08-3 of the Latrobe Planning Scheme, the guideline encourages:

- *Walkable neighbourhoods, including safe and attractive pedestrian and cycle routes to key local destinations;*
- *Design of legible street networks that are clear and easy to navigate;*
- *Open space that incorporates a range of shade, shelter, seating and signage;*
- *Maximised public transport options and connections to all key destinations;*
- *Community spaces or buildings that incorporate a variety of uses;*
- *Avoiding opportunities for concealment and entrapment along paths and in community spaces.*

4 DEVELOPMENT PLAN

The Development Plan (the 'Plan') is formed across the appendices to this report. The following statements establish how the plan was conceived in light of the requirements set down in all relevant State and Local Planning Policies and the Development Plan Overlay:

State and Local Planning Policy Frameworks

It is a purpose of the Development Plan Overlay that development should implement the State and Local Planning Policy Frameworks.

The State Planning Policy Framework (SPPF) and Municipal Strategic Statement (MSS) of the Latrobe Planning Scheme contain numerous objectives and strategies that strongly encourage infill development of residential areas to restrict the outward expansion of urban areas, protect productive agricultural land and make more efficient usage of existing infrastructure.

The SPPF specifically encourages the cities within the Latrobe Valley to take advantage of opportunities for growth through the provision of an adequate supply of housing to meet residential forecasts. It states that planning authorities should plan to accommodate projected population growth over at least a 10 year period, taking into account opportunities for intensification of existing urban areas.

The MSS states that priorities in all the main urban settlements of the municipality include realising opportunities for infill development and diversity of housing types, whilst maximising use of existing infrastructure and community facilities. It goes on to say that there are existing land use constraints around the major towns, that new residential subdivisions should be contained within residential areas shown on the local structure plans and there is an increasing need to reduce average residential property sizes so the remaining land is consumed at a more sustainable rate.

The MSS states that there is currently only a four year supply of vacant residential land within Traralgon and the reference document '*Latrobe City Council Residential and Rural Residential Land Assessment 2009*' confirms that there is an insufficient supply of Residential 1 zoned land in Traralgon to meet forecast demand over the next 10 years.

Given Traralgon's severe shortage of residential land, the site was rezoned to Residential 1 via a Ministerial amendment on the 3rd of March, 2011. There is now some urgency to address the current land supply shortage by ensuring that the land is subdivided and lots released onto the market as soon as possible. Approval of the proposed subdivision is the first step in this process.

The proposal implements the SPPF and MSS objectives for urban consolidation, as it proposes to expand an existing residential estate within Traralgon's urban boundary where there is good accessibility to a range of commercial and community facilities and open space. Furthermore, the land will be serviced by a comprehensive range of physical infrastructure, including reticulated sewerage, water, electricity, gas, telecommunications and underground drainage. The subdivision will result in more sustainable use of residential land and its associated servicing infrastructure.

In planning for urban growth, both the SPPF and MSS encourage consolidation of existing urban areas whilst respecting neighbourhood character. However, the Latrobe Planning Scheme does not contain any relevant neighbourhood character objectives, policies or statements in relation to the

site or its surrounds, apart from a specification that density in new subdivisions should reach or exceed 15 dwellings per net developable hectare. The indicative development plan proposes the creation of 134 lots at a density of 14.9 lots per net developable hectare, but also includes three additional lots that are designated for medium density development, which will ensure that the desired yield of 15 dwellings per net developable hectare is reached.

In summary, it is considered that the proposal is appropriate, having regard to the location of the site, surrounding development and the outcomes encouraged by the State Planning Policy Framework and Municipal Strategic Statement of the Latrobe Planning Scheme.

Land Use and Subdivision

The Plan of Subdivision at **Appendix N**, Site Analysis Plan and Feature Survey Plan at **Appendix B** and the description in Section 2.1 of this report describe the proposed boundaries and general features of the development area.

The development plan boundaries have been chosen as they represent the full extent of the Residential 1 Zone and Development Plan Overlay.

Given that the land is in single ownership and represents the current urban fringe, it is seen as strategically logical to include the whole area in the Development Plan.

The Development Plan at **Appendix C** shows how the overall development plan area will be subdivided including the density calculated based upon net developable hectare, to assist in the assessment of the proposal against the State Planning Policy Framework. It also demonstrates how street networks have been conceived so as to accommodate building frontages that enjoy two-way surveillance.

The Opportunities and Constraints Plan at **Appendix D**, the description in Section 2.2 of this report and **Figure 3** provide a description of the zoning and overall development pattern in the area.

The Landscape Concept Plan at **Appendix E** demonstrates how the development will create an accessible and integrated network of walking and cycling routes for safe and convenient travel to adjoining communities (including existing and future areas included in the DPO) local destinations or points of local interest, activity centres, community hubs, open spaces and public transport.

An assessment of the proposal against the provisions of ResCode (**Clause 56**) is provided at **Appendix M**.

No commercial facilities are proposed as part of the development.

Infrastructure Services

The integrated stormwater management concept plan contained at **Appendix G** describes how the estate was conceived in a manner that will allow incorporation of water sensitive urban design techniques and utilise the existing lake on the site to manage flows, protect natural systems, integrate stormwater treatment into the landscape, improve water quality, and reduce runoff and peak flows.

A detailed Traffic Study has been prepared by Traffix Group Pty. Ltd. and is contained at **Appendix L**. This study demonstrates the pattern and location of the major arterial road network of the area including the location and details of:

- road widening on Bank Street;
- a new intersection with Bank Street;
- access points at Bank Street and Donegal and Leinster Avenues;

- the need for pedestrian crossings or safe refuges, cycle lanes and bus lanes;

The Development Plan at **Appendix C** demonstrates the pattern and location of the internal road system. This system has been deemed to provide a safe and practical hierarchy of roads through the Traffic Study at **Appendix L**.

Open Space

The Plan provides a 2.6557 hectare area of public open space in the northern portion of the land. The dam that occupies portion of this area will be developed into an ornamental lake that will take up 1.5695 hectare of the overall reserve and serve as a water sensitive urban design stormwater drainage treatment facility, habitat for endangered species and landscape feature.

The proposed facility provides:

- A public space of greater than 0.5 hectares within 400 metre walking distance of all residents, which means that it accords with Latrobe City Public Open Space Plan 2007, (as amended).
- The inclusion of pedestrian paths and play equipment, that encourage active recreational opportunities.
- Opportunities for visual surveillance to promote safety of users through future development of three medium density sites that have been set aside for more intense residential development around it. The development of these sites will be controlled so as to ensure that they create active frontages, using buildings to frame the space.

This facility is located within 400 metres walking distance of all proposed lots and includes pathways, a lake viewing deck, barbeque area and park benches. It is designed to form part of the broader footpath network and serve a purpose for both passive recreation. Active recreation facilities are already established within easy walking distance to the east of the site.

Hence, as demonstrated on the Landscape Concept Plan at **Appendix E**, a footpath will be constructed along the south side of Bank Street to provide pedestrian access to them for future residents.

The Landscape Concept Plan at **Appendix E** shows the location of plantings, pathways, shade, shelter and seating at activity areas as well as at intervals along pathways.

As the fauna surveys at **Appendices J** and **K** demonstrate, the Dwarf Galaxias and Growling Grass Frog were not found on the site. Nonetheless, the reserve will be developed so as to accommodate these species in the event that they do return to the site in the manner described in the Landscape Concept Plan at **Appendix E**.

Community Hubs and Meeting Places

A 2,000m² lot has been earmarked within the public open space reserve to accommodate a public facility if the need arises. It is noted that the site is located within a walkable range for all future residents of the estate. Although early consultation with Council Officers indicates that a 60-place child care centre may be preferred for this site, it is submitted that a multitude of public functions

are feasible and that the site is large enough to accommodate a multitude of community uses, ideally positioned for access and prominence and will enjoy excellent passive surveillance.

Otherwise, through the installation of footpaths and a walking path circuit around it, the public open space area will provide an accessible area with ample room for public amenities, including toilets and bicycle parking at key destinations in accordance with the Latrobe City Public Toilet Strategy 2006 (as amended) and Latrobe City Bicycle Plan 2007-2010 (as amended).

In addition, the pattern and location of pedestrian paths will provide safe and practical access to and from the future community hub and the overall reserve will retain ample spaces around the lake to accommodate community events and cultural programs including local arts activities and other festivals.

Flora and Fauna

As outlined in the flora and fauna study at **Appendix J**, the land does have some areas of grassland that may require offset planting to compensate for their removal under the provisions of *Victoria's Native Vegetation Management: A Framework for Action*.

However, none of the species contained therein are recognized as being endangered and, hence, there is no statutory obstacle to the full development of the land in accordance with the proposed plan, with offset planting occurring where necessary in the open space reserve. A note has been added to the plan at **Appendix C** in anticipation of implementation of an offset planting regime through permit conditions.

The Schedule to the Development Plan Overlay identifies two endangered species that may inhabit the site, i.e. the Growling Grass Frog and the Dwarf Galaxias (fish). A survey of Growling Grass Frog on the site was carried out by Indigenous Design and Land Management is contained in **Appendix J**, while a survey of Dwarf Galaxias on the site was carried out by Streamline and is contained in **Appendix K**. It is noted that these studies discovered that neither of species was present on the site. Once again, a note has been included on the plan at **Appendix C** in anticipation preparation and implementation of a plan to create habitat within the reserve for these species in case they return.

Cultural Heritage

There are no known cultural heritage features on the site that require protection. An investigation into matters relating to cultural heritage has been undertaken by Ecology Partners Pty Ltd. A copy of their report is contained in **Appendix I**. In summary, the report states that a Cultural Heritage Management Plan is not required.

Processes and Outcomes

The development plan has been prepared subsequent to a public notification process and in concert with Council officers. The concerns of objectors to the plan have been incorporated where possible.

A Staging Plan has been prepared and is contained at **Appendix F**.

5 CONCLUSION

In conclusion, it is submitted that the proposed development plan:

- Achieves both State and local planning policy objectives that seek to achieve urban consolidation so the remaining land is consumed at a more sustainable rate;
- Will result in more efficient usage of existing infrastructure and assist to reduce the pressure for urban development to spread outside the town boundaries into surrounding rural land;
- Will increase the limited supply of vacant, serviced residential allotments within Traralgon's urban area, thereby assisting to improve housing affordability;
- Will expand an existing residential estate in a manner that creates a neighbourhood character that is attractive, contemporary, liveable and accessible;
- Is not expected to have a detrimental impact on the amenity of adjacent properties.

It is considered that the proposal has merit and it is requested that Latrobe City Council approve the development plan as contained in this report under the provisions of **Clause 43.04** of the Scheme for land at 215 Bank Street, Traralgon.

Beveridge Williams