

## 21.02 HOUSING AND SETTLEMENT

This clause provides local content to support Clause 11 (Settlement) and Clause 16 (Housing) of the Planning Policy Framework.

Specific references to individual towns are included in Clause 21.09 (Local Areas).

### 21.02-1 Key issue - Urban Growth

Urban settlement covers a relatively small area of the municipality. Latrobe City has a hierarchy of townships comprising four main towns, seven smaller settlements and a rural hinterland. Whilst each town and settlement provides many of the services and facilities needed by their residents, they are not separate, self-contained entities which operate in isolation of each other. Based on population data, combined, the main towns of Moe (16,400 persons), Morwell (13,700), Traralgon (26,700) and Churchill (4,700) form a social, economic and physical entity. These towns are supported by settlements at Boolarra (550), Glengarry (1,360), Toongabbie (900), Traralgon South (470), Tyers (820), Yallourn North (1,500), and Yinnar (600).

Latrobe experienced population growth between 2001-2006, recovering from a prolonged period of population and economic decline through the 1990's. It is estimated that between 5,370 dwellings and 9,310 dwellings will be required to the year 2023 to meet population demand.

To accommodate this growth, there is a need to provide an equitable distribution of housing to ensure that residential property densities and lot sizes reflect community aspirations. Council's settlement strategy is based on medium density housing close to activity centres in the main towns (see Transit City Master Plans and Activity Centre Plans), infill development and urban renewal opportunities, and finally, lower densities on the edges of townships (see Structure Plans and Development Plans).

Council acknowledges that while land supply issues have been considered under the *Residential and Rural Residential Land Assessment 2009*, Council needs to conduct a thorough analysis of the housing issues confronting the four main towns, as well as the smaller towns. There is also a need for linkages between the growth plans for the towns and infrastructure sequencing plans. Service corridors are needed for infrastructure to connect with the growth areas, which emphasise the need for strategic infrastructure planning when developing growth areas, along with consideration of the *Municipal Domestic Wastewater Management Plan 2006* in unsewered areas.

#### Objective 1

To build upon the existing structure of the towns and settlements to create an integrated network of urban areas.

#### Strategies

- 1.1 Consolidate residential development within and around the existing towns.
- 1.2 Avoid unnecessary urban expansion and subdivision into rural land, especially high quality agricultural land.
- 1.3 Protect the effective operation of the transport corridors between the towns.

#### Objective 2

To identify areas suitable for urban growth and development.

#### Strategies

- 2.1 Concentrate higher density residential development within 500 metres of existing rail stations and all activity centres.

Encourage walkable neighbourhood centres and increased densities around Transit City Precincts and Neighbourhood Activity Centres. **Objective 3** To contain urban development within distinct settlement boundaries.

#### Strategies

- 3.1 Maintain a clear separation between urban settlements facilitating the self-containment and individual identity of each town, with the exception of the Morwell to Traralgon Structure Plan linking the urban areas of Morwell and Traralgon.

#### Objective 4

To achieve cost effective and orderly management of urban growth

### Strategies

- 4.1 Ensure that subdivision and development aligns with the delivery of key infrastructure items and the delivery of economic and employment growth.
- 4.2 Consider the *Municipal Domestic Wastewater Management Plan 2006* and sewerage and water authorities infrastructure plans when assessing new subdivision and development in unsewered areas.
- 4.3 Implement Development Plans and Development Contribution Plans in identified growth areas and key infill/redevelopment sites.
- 4.4 Balance potential land use conflict between urban land uses and coal mining operations.

### Objective 5

To provide a diversity of choice in housing styles and designs.

### Strategies

- 5.1 Encourage housing that meets the needs of a diverse community.
- 5.2 Support housing and accommodation for the ageing population.
- 5.3 Encourage the provision of social housing within the municipality.
- 5.4 Encourage well designed, infill residential development throughout the existing urban area, especially in locations close to activity centres, areas of open space and areas with good public transport accessibility.
- 5.5 Promote upper level residential development in areas of high amenity within Primary Activity Centres.

### Objective 6

To reduce industrial-residential land use conflicts

### Strategies

- 6.1 Provide buffers between industrial and existing and potential sensitive use areas where residential amenity is impacted.

## 21.02-2 Key Issue - Main Towns and Growth Corridors

The towns of Moe, Morwell, Traralgon and Churchill are recognised as being part of a 'networked city', as well as being places with unique characteristics, contributing to the local sense of place and provide diversity. Each town has developed its own role and function with Moe as a service centre; Morwell as a centre for government offices and industry; Traralgon as a commercial centre; and Churchill as a university town. Notwithstanding the 'networked city concept', it remains Latrobe City Council policy that each town grows in its own right (acknowledging that Traralgon and Morwell may connect in the future) and maintain at least a 15 year urban land supply within them.

Structure Plans for the Main Towns of Churchill, Moe, Morwell, Traralgon and the Morwell to Traralgon corridor have been developed for each town which are reflective of development constraints including the coal mining buffers that border them.

The Traralgon - Morwell Growth Framework Plan has been developed to provide an overarching strategy for the long term growth of these two Main Towns. The Growth Framework Plan shows how the Morwell to Traralgon Corridor's gradual development over the next 20 years will link Morwell and Traralgon townships together to form a continuous urban area.

To reflect the ultimate development pattern for these two Main Towns, the Growth Framework Plan and Structure Plans for Morwell, Traralgon and the Morwell to Traralgon Corridor identify one township boundary linking the townships. The two Main Towns will continue to develop their own unique character through consolidating development within their Primary Activity Centres, incremental urban infill and logically staged urban expansion.

The Morwell to Traralgon Structure Plan will provide for residential, commercial and industrial development as well as a strategic employment area focused around the Latrobe Regional Airport and Hospital. The strategic employment corridor identified will accommodate industry precincts such as a health, aeronautics and food and fibre in which research and development could emerge.

The Structure Plans for all four Main Towns and the Morwell to Traralgon Corridor provide for sustainable housing growth, growth of central activity areas and the small neighbourhood centres, the expansion of industrial precincts in Moe, Morwell and Traralgon, and the renewal of underutilised industrial sites for residential use in Moe, Morwell and Traralgon. The Township boundaries on the Structure Plans of Moe, Morwell, Traralgon and the Morwell to Traralgon Corridor provide opportunities for greenfield urban residential, commercial and industrial development. The Transit City Precincts and Neighbourhood Activity Centres on these plans highlight areas for increased mixed use urban development.

All these towns are enveloped by a variety of constraints including coal and stone extraction activities and associated buffers, land subject to inundation, bushfire, industry, inter-town corridors and land that is fragmented into small rural allotments.

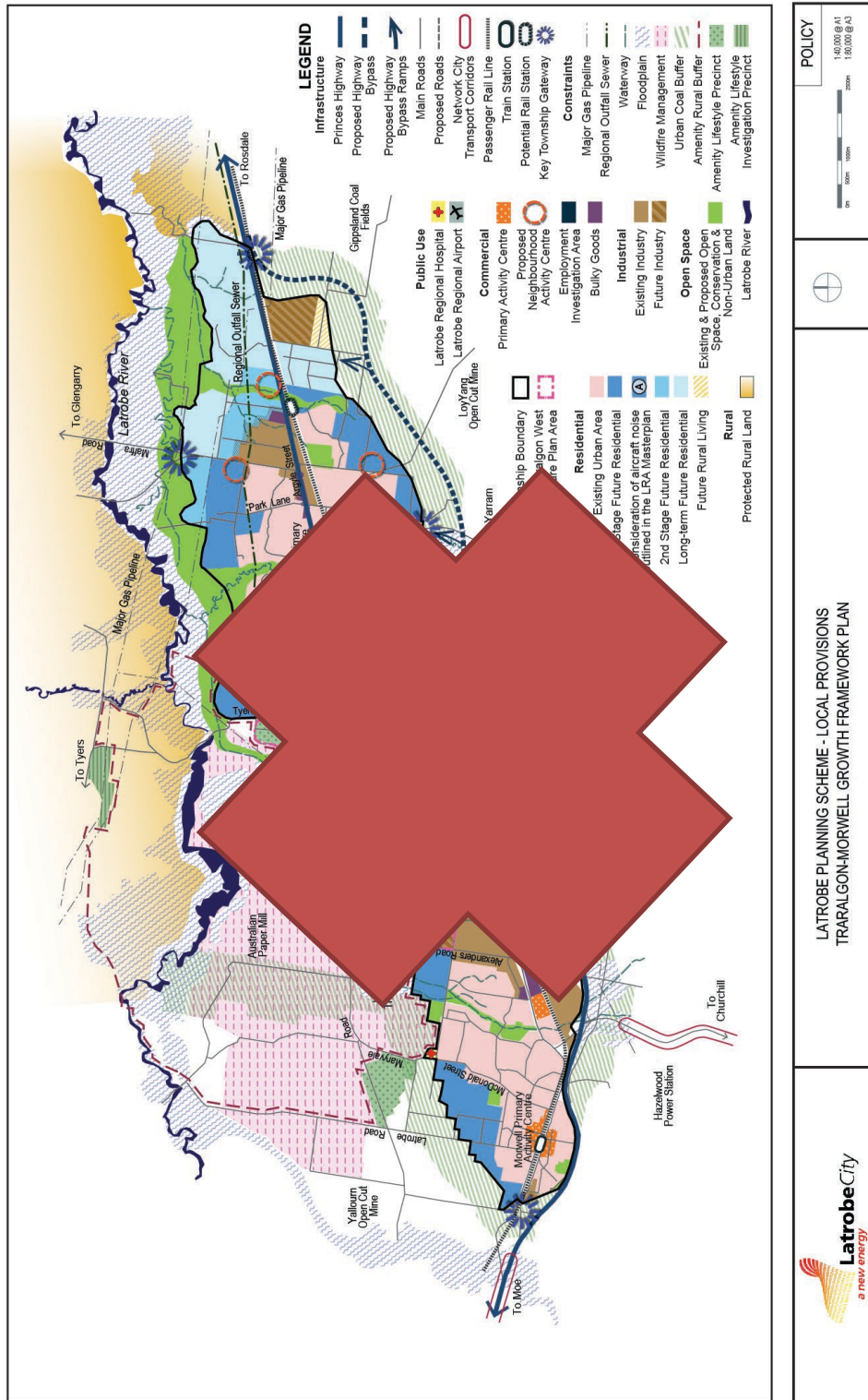
### **Objective 1**

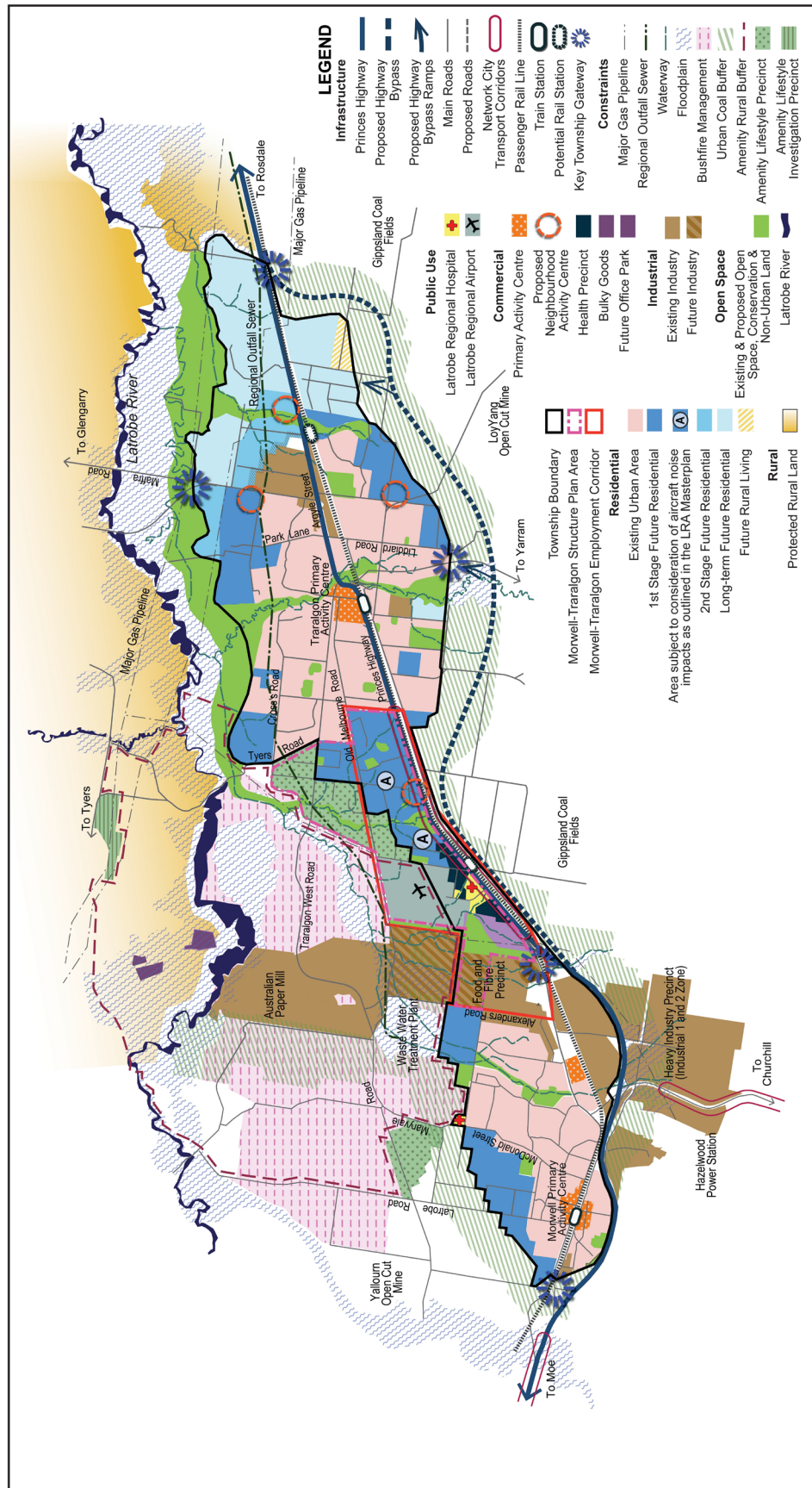
To facilitate development in accordance with specific Main Town Structure Plans, the Morwell to Traralgon Structure Plan and the Traralgon-Morwell Growth Framework Plan.

### **Strategies**

- 1.1 Encourage consolidation of urban settlement within the urban zoned boundaries in accordance with the adopted Structure Plans.
- 1.2 Encourage a logical expansion of urban settlements in accordance with staging guidance included in Structure Plans and the Traralgon-Morwell Growth Framework Plan.
- 1.3 Discourage urban growth outside the Township Boundaries designated in the Structure Plans and the Traralgon-Morwell Growth Framework Plan.
- 1.4 Encourage medium density housing within the Transit City Precinct of the Main Towns and Neighbourhood Activity Centres.
- 1.5 Contain new residential subdivision within residential areas shown on the Structure Plans and the Traralgon-Morwell Growth Framework Plan.
- 1.6 Maintain and enhance town and gateway entrances as shown on Structure Plans.
- 1.7 Discourage the fragmentation of high quality agricultural land adjoining township boundaries to allow for future urban growth opportunities.
- 1.8 Encourage the dissemination of any relevant geotechnical land form testing and monitoring data related to coal resources and urban areas.

Traralgon - Morwell Framework Plan







### 21.02-3 Key issue - Small towns

The small towns of Boolarra, Glengarry, Tyers, Toongabbie, Traralgon South, Yallourn North, Yinnar and their surrounding rural living communities, provide an attractive lifestyle choice in a rural setting. While a number of residents from these small towns and surrounding rural living areas work in the nearby main towns of Latrobe City, the residents often utilise the shops, schools and community facilities provided within the small towns.

Small Town Structure Plans for Boolarra, Glengarry and Tyers have been prepared to guide future land use and development towards 2023. Structure Plans are to be prepared for Toongabbie, Traralgon South, Yallourn North and Yinnar, guiding future growth and development opportunities that respond to community needs.

#### Objective 1

To facilitate development in accordance with Town Structure Plans.

#### Strategies

- 1.1 Retain and promote the rural atmosphere and residential service centre role of small towns.
- 1.2 Discourage the fragmentation of high quality agricultural land adjoining township boundaries to allow for future urban growth opportunities.
- 1.3 Promote opportunities for infill development within the township boundary.
- 1.4 Encourage increased diversity in residential allotment sizes that respects the rural character of townships.
- 1.5 Provide a visually attractive urban environment and enhance town entrances.
- 1.6 Encourage commercial development opportunities in and around town centres.
- 1.7 Encourage well-designed development that responds to local site conditions with regard to environmental and heritage values and existing physical and community infrastructure.

### 21.02-4 Key issue - Rural living

Rural residential living has been a popular and attractive lifestyle choice in Latrobe and continues to attract residents. However, given the land use constraints around the major towns, a more sustainable approach to the consumption of limited developable land is now required. The main urban settlements have zone boundaries that serve to contain urban development. Low density residential development on the periphery of urban areas (other than within growth corridors) provides a relatively compatible transition in the land use pattern to adjoining rural areas and non-urban corridors.

The majority of main and small towns in Latrobe have complementary nearby rural living communities. Isolated subdivisions are another form of rural living found in the municipality. An emerging issue in the rural living areas relates to inappropriate subdivisions and amenity concerns associated with animal husbandry and other agricultural pursuits.

#### Objective 1

To identify appropriate locations for rural residential activity.

#### Strategies

- 1.1 Support rural living or low density residential development in appropriate locations, taking into account environmental constraints and current supply and demand for these types of subdivisions.
- 1.2 Discourage further rural living or low density residential rezonings on the fringes of the major towns where land is designated for future urban growth in structure plans or other strategic studies.

#### Objective 2

To minimise conflict between agricultural activities and rural lifestyle.

#### Strategies

- 2.1 Discourage animal keeping facilities in rural living areas.
- 2.2 Discourage dwellings on small rural lots where potential conflict exists between dwellings and agricultural activities.

### 21.02-5 Key issue - Land use buffers

The major urban areas of Moe, Morwell and Traralgon are constrained from further development by a number of man-made and natural geographic features including:

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- Open cut mines at Yallourn, Hazelwood and Loy Yang. State Resource Overlay.
- Latrobe River and associated flood plains.
- Strzelecki Ranges to the South and the Great Dividing Range to the north. Industry and associated amenity buffers (such as around Australian Paper). Latrobe Regional Airport.
- Traralgon Freeway Bypass.
- Wastewater treatment plants.
- Bushfire.
- Buffers to the coal resource are intended to protect urban settlements from the impact of the coal industry. The urban (coal) buffers identified are:
  - Areas between urban development and existing or future coal resource development based on the known impacts of earth subsidence, noise, dust, fire hazard and visual intrusion. Buffer areas extend for a distance of 750 metres from any urban settlement boundary to the perimeter of a 250 metre wide coal operational area. The total separation area between an urban settlement boundary and the crest of any future open cut development should not be less than 1 kilometre in width.
  - An area 1 kilometre wide has also been identified on the western end of the Australian Paper Mill site at Maryvale so as to protect the mill from coal operations in the Yallourn mine as well as providing for future expansion.
  - An area to protect the Morwell - Traralgon, Morwell – Moe, and Morwell - Churchill transport corridors from the potential conflict between settlement and urban functions and the exploitation of the coal resource.

In the identified coal related buffer areas, the mutual protection of urban amenity and coal development areas are the primary considerations. In existing urban areas and land identified for urban purposes, urban land uses are the primary considerations.

It is acknowledged that while the *Framework for the Future (1987)* and *Land Over Coal Buffer Study (1988)* remain current coal planning policy, the State Government has attempted to review and assess the effectiveness of current planning policy and provisions to manage future access to the brown coal resource. While these reviews have not been finalised or recognised as a state government policy position, Council has a strong interest in any review that is likely to result in changes to the current planning policy regime.

### Objective 1

To minimise the land use conflict between the coal resource development and other development and use in the municipality.

### Strategies

- 1.1 Discourage proposals for residential, rural living, commercial or non-coal related industrial land use and development within the buffer.
- 1.2 Discourage the subdivision of land to create allotments of less than one hectare.
- 1.3 Discourage the subdivision of land which would create average allotment densities of more than one allotment per 10 hectares.
- 1.4 Discourage the construction of a house on an allotment of less than one hectare created prior to 13 April 1988.
- 1.5 Discourage the construction of a house on land more than 200 metres from the nearest urban side of the urban buffer boundary unless the land is vacant; is not capable of having a house erected within 200 metres of the nearest urban side of the urban buffer boundary; and existed as a separate lot prior to 13 April 1988.
- 1.6 Ensure that rural living is at least 200 metres from the nearest urban side of the buffer area boundary.

### Objective 2

To ensure that adequate spatial separation is provided between existing and proposed urban and industrial uses and existing or proposed coal development so as to reduce the likely effects of earth subsidence, the

emission of noise, dust, fire hazard and visual intrusion.

To ensure that environmental and geotechnical risks are managed and reduced by regulators and licensees, so as to prevent the need to expand the Environmental Significance Overlay Schedule 1 adjacent to and towards township boundaries.

## Strategies

- 2.1 Provide separation between coal development (and associated areas) and residential or other sensitive areas to alleviate the adverse effects of one upon the other.
- 2.2 Encourage licensees to have regard to the Environmental Significance Overlay Schedule 1 when operating in accordance with the requirements applicable under the *Mineral Resources (Sustainable Development) Act 1990*.
- 2.3 Ensure the Environmental Significance Overlay Schedule 1 compliments the regulatory measures for geotechnical risk under the *Mineral Resources (Sustainable Development) Act 1990*.
- 2.4 Consider the Victorian Government's document Guidance Material for the Assessment of Geotechnical Risks in Open Pit Mines and Quarries regarding management of geotechnical risks in assessing future rezonings and the need for separation distances.

**Objective 3** To provide for uses and developments which are compatible to coal development and ancillary services within the buffer area.

## Strategies

- 3.1 Encourage high amenity and low intensity uses of land such as farming and broad scale recreation uses within the buffer area.
- 3.2 Ensure that any use or development in a buffer area is undertaken in a manner which minimises the potential impacts from sources, including earth subsidence, noise, dust, fire hazard and visual intrusion associated with open cut mining.
- 3.3 Ensure that the management, use or development of land in all buffer areas minimises the potential fire risk to open cut mining.

## 21.02-6 Key issue - Public open space

Latrobe City currently owns and manages a diverse range of public parks and reserves across the municipality. A well planned and connected network of open space contributes to the liveability of a municipality and provides opportunities for formal sport and passive recreation. Effective open space provision is therefore integral to the promotion of health and wellbeing outcomes for communities which is a key requirement of local government through the *Victorian Public Health and Wellbeing Act 2008*.

*The Latrobe City Public Open Space Strategy 2013 (the Strategy)* identifies a need to improve the existing open space system so that it is more effective in meeting the needs of the Latrobe community. There is demand for new open space with an emphasis on completing missing open space links in key areas and ensuring local reserves are accessible in emerging urban growth areas. The Strategy also identifies that open space levies on subdivision contributions in accordance with the *Subdivision Act 1988* and Clause 52.01 of the planning scheme, provide an important source of revenue for funding new acquisition and capital improvement of open space.

## Objective 1

To improve the provision and quality of public open space.

## Strategies

- 1.1 Encourage the development and maintenance of public open space in accordance with the Strategy, acknowledging the hierarchy of provision and variety in open space categories.
- 1.2 Support new subdivision levy contributions on a fair and equitable basis to provide funding towards the provision of adequate open space proportionate to the needs of any intensified use which will arise from new residential, commercial, industrial and mixed use subdivisions in accordance with the Review of Proposed Public Open Space Contributions Rates 2016.
- 1.3 Encourage diverse open space and recreational opportunities in accordance with the Recreation and



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Leisure Strategy 2016, Latrobe City Public Open Space Strategy 2013 and the Review of Proposed Public Open Space Contributions Rates 2016 and the Latrobe City Play Space Strategy 2016.

- 1.4 Encourage the development of linear reserves, habitat corridors and linkages between key open spaces, community destinations and employment precincts.
- 1.5 Extend open space corridors along major waterways where existing or future open space linkages can be achieved.
- 1.6 Ensure that sustainable approaches for landscaping and irrigating the open space network are employed.
- 1.7 Encourage the provision of a well-connected open spaces system that extends from urban to rural areas and has both north-south and east-west linkages.
- 1.8 Encourage the development of existing and future open space through the provision of public art, park furniture and infrastructure in accordance with the Public and Urban Art Policy 2011 and the Public Toilet Strategy 2010.
- 1.9 Consider the Guidelines for Planning Permit Applications and Development Plans (which form part of the Strategy) to inform the location of open space in residential, commercial and industrial areas, design considerations and developer contributions (cash and/or land).
- 1.10 Encumbered land (e.g. land that is constrained for development purposes including easements for power/transmission lines, sewers, gas, waterways/drainage, retarding basins/wetlands, landfill and conservation and heritage areas) although removed from the proposed contributions rate, should be retained as a potential means by which further usable public open space can be provided, particularly in greenfield areas.
- 1.11 Create a network of public plazas/pocket parks within Primary Activity Centres.

### Objective 2

To improve the accessibility of public open space.

### Strategies

- 2.1 Encourage residential, commercial, industrial and mixed use subdivision proposals to be linked with existing and proposed pedestrian and bicycle paths and trails in accordance with the *Bicycle Plan 2007-2010 and the Tracks, Trails and Paths Strategy 2016*.
- 2.2 Facilitate the expansion of cycling and pedestrian networks within all towns in accordance with the Latrobe City Council Bicycle Plan 2017-2010 and the Trails, Tracks and Paths Strategy 2016
- 2.3 Encourage the development of open space linkages and improve connectivity to open space areas and destination points, within precincts and to connecting precincts.
- 2.4 Promote the concepts of Universal Access in the design of open space areas to encourage use by residents and workers of all abilities, ages and interests, for both formal and informal open space activities.
- 2.5 Encourage and support community stewardship within public open spaces.
- 2.6 Improve existing linear open spaces by applying Healthy Urban Design Good Practice Guideline 2008 principles.
- 2.7 Create pedestrian and visual links from Kay Street to Victory Park and between Traralgon Creek and Grey Street.

### 21.02-7 Key issue - Liveability

Latrobe City's strong sense of community continues to be a prime factor in attracting people to live and work in the region. Latrobe City offers families and individuals high quality health care, education, and housing affordability, as well as recreational, cultural and sporting facilities. Allied to this is a diverse range of employment opportunities. Community liveability includes a number of interrelated elements, including

community safety, provision of health services, education services, mobility and accessibility and a ‘sense of place’. Community liveability is a concept that relates to the unique combinations of these community assets, the provision of services and the ways in which they make a positive contribution to the community’s quality of life.

Council has a strong commitment to building an inclusive, harmonious community that acknowledges diversity, engages and communicates with citizens and develops liveable neighbourhoods. Latrobe City has a proud history of welcoming people from diverse backgrounds and cultures into the community. Their arrival has enriched our culture, strengthened our workforce industry, added a diverse range of businesses, and made Latrobe City a more exciting, interesting and vibrant place to live. More than 30 per cent of our community has a cultural heritage that reflects the fact that either they, or one or both of their parents, were born overseas.

The development of the *Cultural Diversity Action Plan 2014-2018* demonstrates Council’s commitment to address the cultural and linguistic barriers facing many of its citizens.

Strategies have also been developed to improve the health and wellbeing and level of support for older people, young people, the Koorie community, people with a disability, people with mental illness and those who are economically disadvantaged. Some of these strategies include the *Latrobe City Municipal Public Health and Wellbeing Plan 2013-2017*, *Older Persons Strategy 2007-2011*, *Latrobe Play Space Strategy 2016* and the *Disability Action Plan 2013/2014*.

### Objective 1

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.

#### Strategies

- 1.1 Reduce the impact of gaming on community wellbeing.
- 1.2 Promote the development of public infrastructure to enhance Latrobe Valley’s cultural liveability.
- 1.3 Promote and support an increase in the level of inclusion for older people, young people, the Koorie community, people from culturally and linguistically diverse backgrounds and people with a disability or mental illness.
- 1.4 Support the multi-agency approach to enhancing the health and wellbeing of residents in Latrobe City in accordance with the Latrobe City Municipal Public Health and Wellbeing Plan 2013-2017.

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### Key issue – Healthy urban design

*Healthy Urban Design Good Practice Guideline – Meeting Healthy by Design Objectives* (the Guideline) is an initiative of Latrobe City Council which aims to accommodate the community, pedestrians and cyclists as a first priority in street, building and open space design. The Guideline has been developed to provide guidance in designing and developing healthy lifestyles for the community. The Guideline encourages:

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

### Objective 1 – Healthy Urban Design

To provide for walkable neighbourhoods, ensuring public transport, shops, public open space and mixed-use community centres are close to all dwellings.

#### Strategies

- 1.1 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, drinking taps,

cycle racks, seating and directional signage where possible.

1.2 Encourage community centres to be located within a 400-800 metre walk from all dwellings.

1.3 Consider the Guidelines when assessing new subdivision and development.

**21.02-9 Key issues - Key View Corridors**

Latrobe's regional identity can be defined through identifying and protecting key landmarks. Each town has its own unique character and enhancing these characteristics are key to defining each town.

**Objective 1**

To maintain and enhance key view corridors.

**Strategies**

1.1 Protect important views including:

- Franklin Street towards the post office;
- West along Post Office Place to the post office and east towards Victory Park; and
- In the direction of the church at the intersection of Church and Kay Streets.

1.2 Maintain building heights and setbacks and street plantings to enhance and frame key view corridors

**21.02-10 Implementation**

The objectives, strategies and policy guidelines arising from this clause are implemented through the application of appropriate zones and overlays in Clause 21.10.