



Planning Scheme Amendment Request

48 Rona Street, Reservoir
Darebin Planning Scheme
Application on behalf of Melbourne Water

Date of report: October 2016





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Date Issue	October 2016	Revision Number	

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1. Introduction

This planning report has been prepared on behalf of Melbourne Water Corporation (trading as Melbourne Water) and accompanies an application for an amendment to the Darebin Planning Scheme.

Melbourne Water is one of the State's 19 water corporations and is owned by the Victorian Government. It provides bulk water and bulk sewerage services to water corporations in the Melbourne metropolitan area and manages rivers, creeks and major drainage systems in the Melbourne, Port Phillip and Westernport regions.

Melbourne Water is the landowner of 48 Rona Street, Reservoir. Melbourne Water has identified that the land outlined in yellow on the map below (the 'subject site') does not contribute to current or future service delivery outcomes. The subject site comprises part of the property known as 48 Rona Street, Reservoir.



Subject site outlined in yellow (Source: Melbourne Water)

The subject site is currently undeveloped and comprises an irregular shaped parcel with an area of 934sqm. The site is bordered to the east by the "Preston-North Essendon (Water Supply) Main" and an abandoned water supply main.

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As a public authority and government agency, Melbourne Water has obligations under the *Victorian Government Landholding Policy and Guidelines* (Department of Treasury and Finance, 2015) to not retain land where it does not (inter-alia) *'contribute directly to current or future service delivery outcomes expected of agencies'*.

The subject site does not contribute to current or future service delivery outcomes and has been identified as surplus to Melbourne Water's requirements.

This application proposes to rezone the subject site from Public Use Zone 1 (PUZ1 - Service & Utility) to a General Residential Zone – Schedule 2. It is proposed to retain the balance of 48 Rona Street within the Public Use Zone 1.

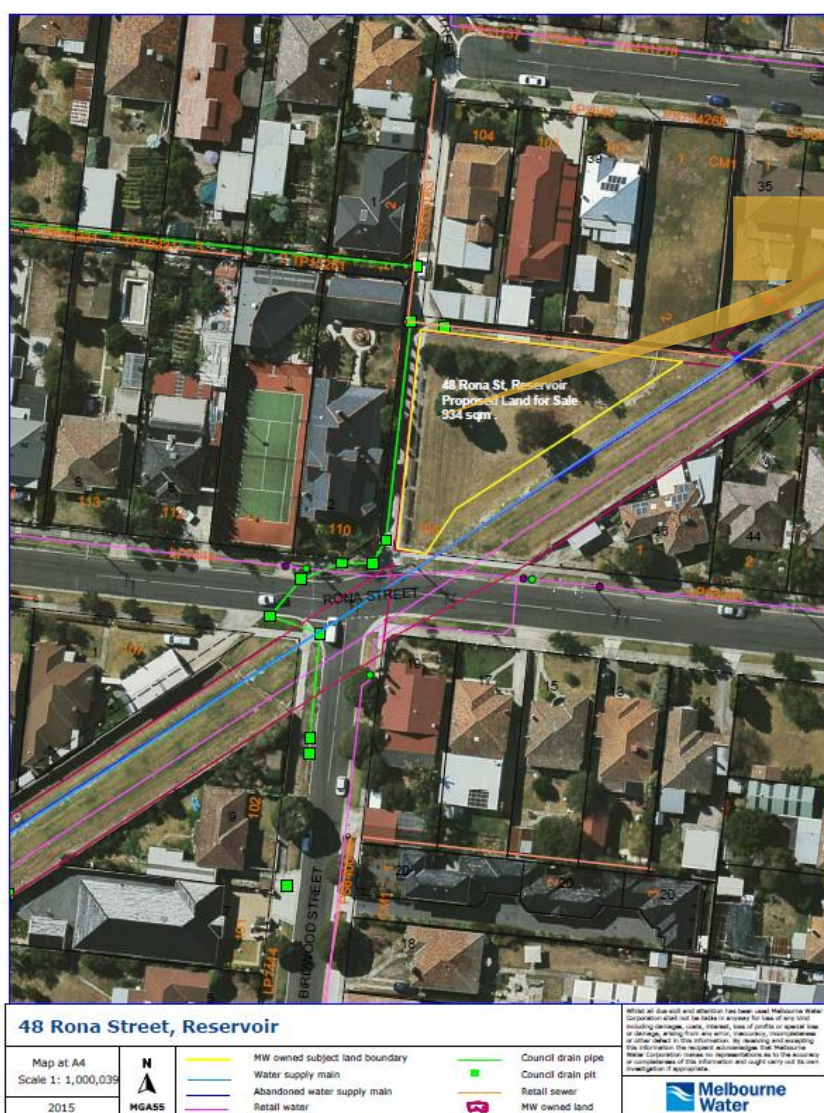
The rezoning of the subject land will allow Melbourne Water to dispose of this surplus land in accordance with State Government requirements.



2. The Subject Site and Surrounds

The Subject Site

The subject site comprises a part of land known as 48 Rona Street, Reservoir¹ as outlined in yellow on the aerial photograph below. The balance of 48 Rona Street will be retained in the ownership of Melbourne Water. It is proposed to retain that land with the Public Use Zone 1.



Aerial Photograph prepared by Melbourne Water

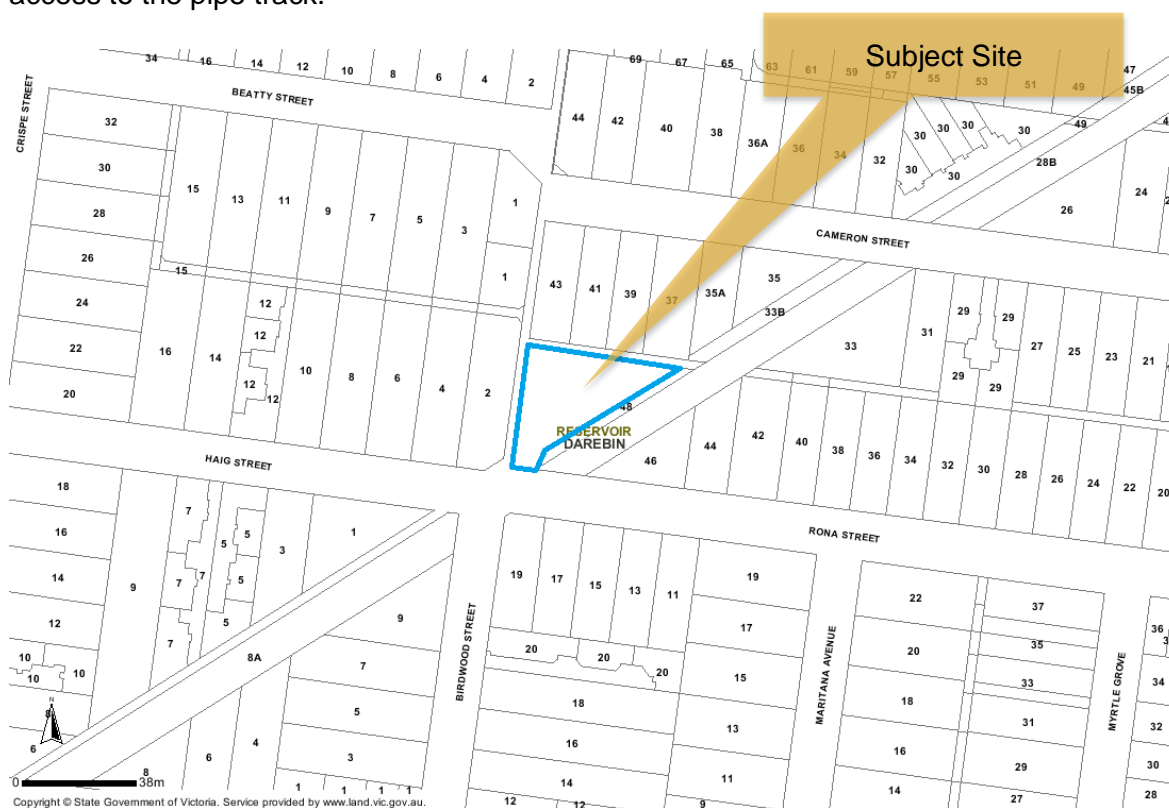
¹ Formally known as lot 1 on Title plan 686169Q.



The subject site is irregular in shape with a southern frontage to Rona Street of 5.19m, a western side boundary of 40m, a northern boundary of 46.78m and an area of 934sqm. The land falls approximately 1m from the north-east corner towards the south-west corner.

The site is vacant and contains scattered vegetation.

The title indicates that the subject land is not affected by any registered restrictive covenants or easements. The proposed Plan of Subdivision to facilitate the future sale of the land will incorporate an easement in favour of Melbourne Water to allow continued access to the pipe track.



Cadastral Map (Source: land.vic.gov.au)



Subject Site, looking north-west, with pipe track in the foreground (not part of the subject site) April 2016

The Surrounds

In its broader context, the subject site is located within an established residential precinct, approximately 350m walk north-east of the Regent Village Retail Activity Centre / Local Activity Centre.

The area is characterised by 1 and 2 storey single dwellings and multi-dwelling developments. Dwelling siting, massing and architectural styles vary. Front gardens have matured and are informally arranged. Canopy trees are scattered across public and private land.

The site's immediate interfaces are described as follows:

- **North:** a laneway of approximately 3m width, which has been constructed (in part). Opposite the laneway are the rear boundaries of 37, 39, 41 and 43 Cameron Street. No. 37 Cameron Street contains two double storey dwellings arranged one-behind-the-other and 39, 41 and 43 Cameron Street each contain one single storey dwelling.



37 Cameron Street, as viewed from the laneway, April 2016



39 Cameron Street, as viewed from the subject site, April 2016



41 and 43 Cameron Street, as viewed from the laneway to the north of the site, April 2016

- **East:** The Preston-North Essendon (Water Supply) Main, which appears as an open grassed area extending in a north-east to south-west alignment. The rear boundaries of 44 and 46 Rona Street are located on the opposite side of the pipe track.



Preston-North Essendon (Water Supply) Main, April 2016



- **South:** Rona Street, a local road accommodating one lane of traffic in each direction. The T-intersection of Rona Street and Birdwood Street is located diagonally opposite the site. The southern side of Rona Street contains single storey dwellings at 17 and 19 Rona Street.



Birdwood Street as viewed from the northern side of Rona Street, April 2016

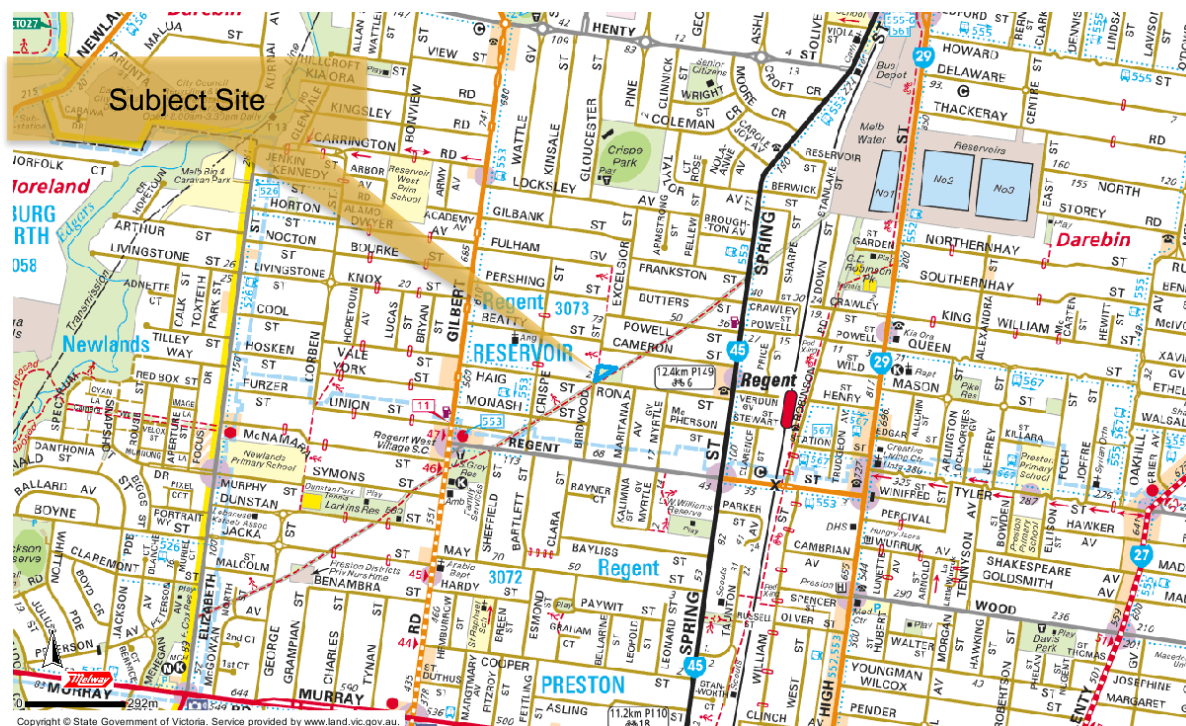
- **West:** a 0.31m wide Reserve on Lodged Plan 2649 abuts the western boundary of the site². To the west of the Reserve is a laneway of approximately 3m width. Opposite the laneway is a two storey dwelling at 2 Haig Street.

² The Reserve is shown on Survey Plan Number SVY140230/01



Laneway to the west of the subject site, looking north, April 2016

The site's location in its wider context is illustrated on the locality plan below.



Locality Plan (Melway) (Source: www.land.vic.gov.au)



The subject site is close to shops and commercial services, community infrastructure, public open space and public transport including:

- Regent Railway Station, approximately 550m walk to the east;
- Tram route 11, which runs along Gilbert Street south of Regent Street, approximately 600m walk to the south-west;
- Regent Village Retail Activity Centre / Local Activity Centre, approximately 350m walk to the south-west;
- Preston Activity Centre, approximately 600m walk to the south-east³;
- Local shops at the Spring Street Local Activity Centre, approximately 350m walk to the east of the site.
- Public open space including J. S. Reserve, approximately 370m walk to the south-west and Crispe Park, approximately 1km walk to the north; and
- Reservoir West Primary School, approximately 1.1km walk to the north-west of the site and Newlands Primary School, approximately 1.2km walk to the south-west of the site.

³ The boundaries of the Preston Activity Centre are shown in the Preston Central Structure Plan, 2006 (as amended), which is a reference document.



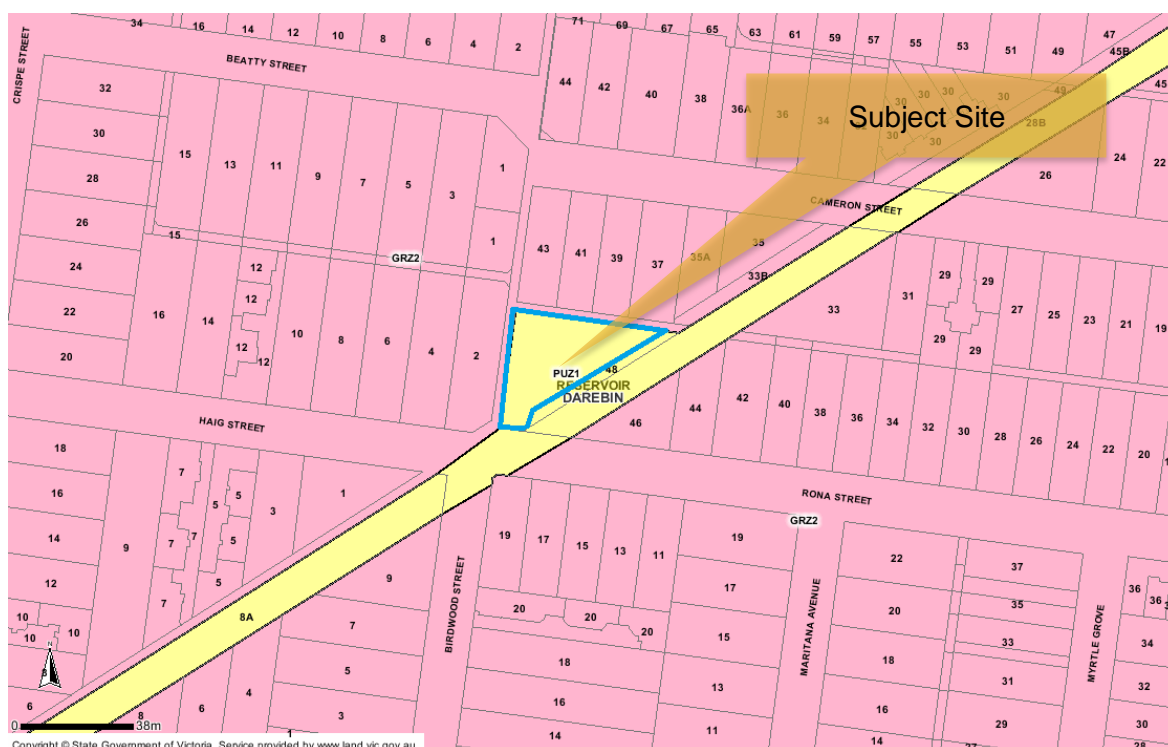
3. Current Planning Controls

Zone

The subject site is currently zoned Public Use Zone 1 (PUZ1) pursuant to the Darebin Planning Scheme. The purpose of the Public Land Use is “service and utility”. The Schedule to the PUZ does not contain any local variations.

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



Zoning Map (Source: www.land.vic.gov.au)

Land surrounding the subject site comprises:

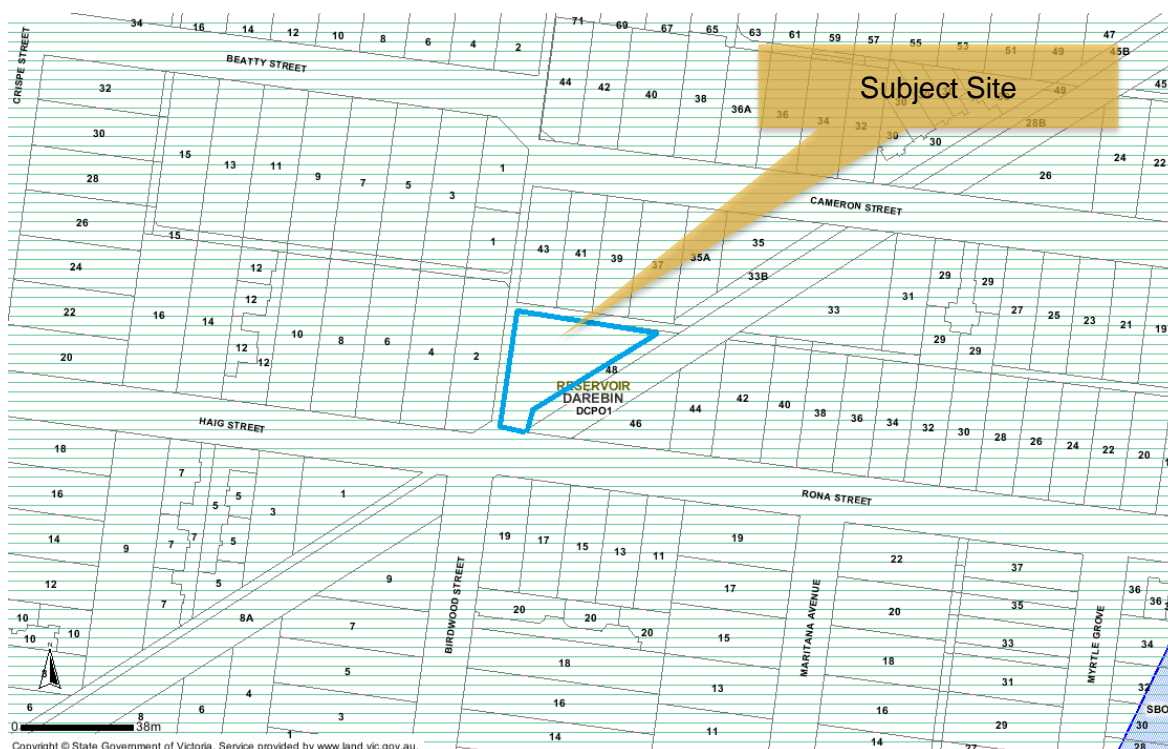
- General Residential (GRZ2) zoned land to the north and west; and
- Public Use (PUZ1) zoned land to the south and east.

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Overlays

The subject site is located within a Development Contributions Plan Overlay - Schedule 1 (DCPO1).



Development Contributions Plan Overlay Map (Source: Planning Maps Online)

The Purpose of the DCPO1 is:

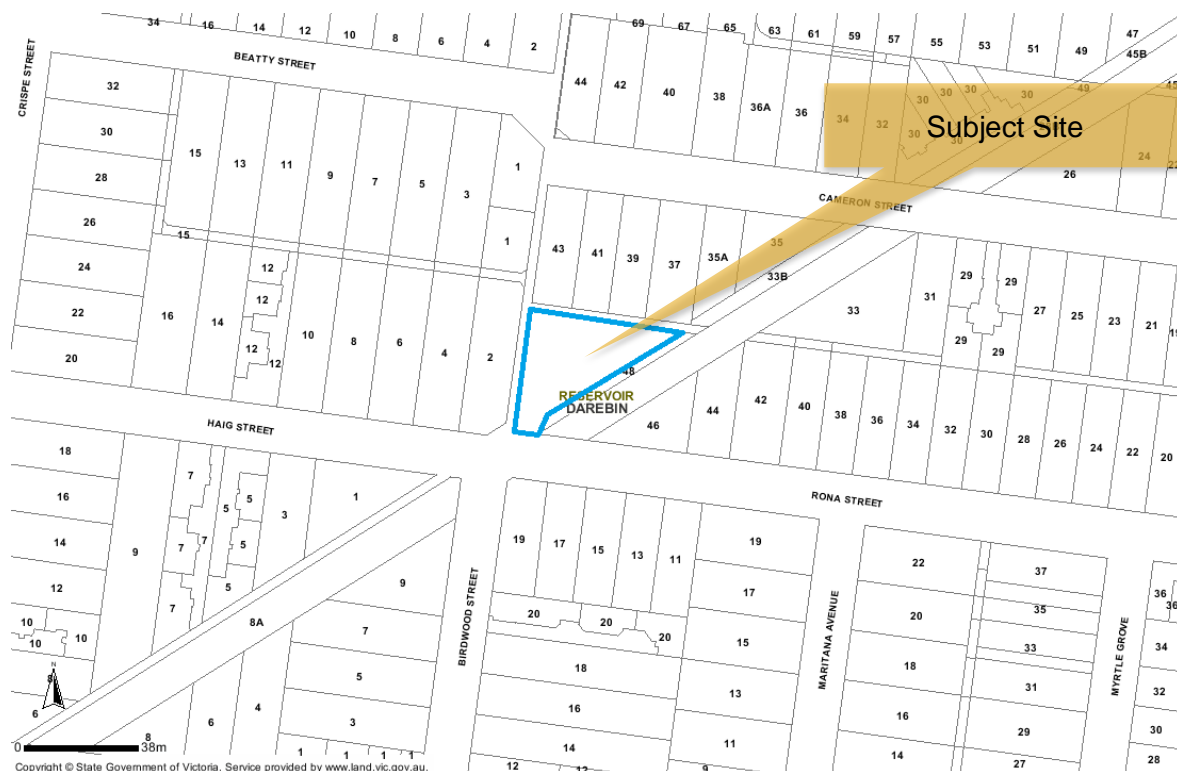
- *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To identify areas which require the preparation of a development contributions plan for the purpose of levying contributions for the provision of works, services and facilities before development can commence.*

The DCPO1 does not trigger a planning permit to subdivide land or to construct a building or construct or carry out works. However, a permit granted in relation to the subject site must include any conditions required to give effect to any contributions or levies imposed and any conditions or requirements set out in Schedule 1.



4. The Proposed Amendment

The application proposes to amend the Darebin Planning Scheme by rezoning the subject site from a Public Use Zone 1 to a General Residential Zone – Schedule 2.



Cadastral Map **Land subject to amendment outlined in blue**

Why is the Amendment required?

Melbourne Water has determined that the subject site is surplus to its requirements. On this basis, Melbourne Water is required to dispose of the land pursuant to its obligations as a government agency.

It is policy within the *Victorian Government Land Transactions Policy and Guidelines* (Department of Environment, Land, Water and Planning, 2016) that Government agencies:

- *Must not sell (grant a lease or an interest in) any land at a price which is less than the current market (or rental) value of the land as determined by Valuer-General Victoria (VGV);*
- *Must not sell any land without a public process (except through the first right of refusal process outlined in the Victorian Government Landholding Policy and Guideline);*



- *Prior to offering land for sale by a public process, must have in place the most appropriate zoning (and other relevant planning provisions) so that the land can be sold on the basis of its highest and best use.*

A 'first right of refusal' for the purchase of the land was offered to other government agencies and the local council in accordance with the Department of Treasury and Finance's requirements. Council advised that they would like to acquire the site at no cost to create a park but Melbourne Water is unable to sell the site below the Valuer General's valuation. After protracted negotiations with Council, no agreement has been reached.

Accordingly, the authority must now put the site to the market for disposal to fulfil obligations under State policy.

Proposed Planning Scheme Changes

Zoning

In accordance with State Government policy and guidelines, the land must be rezoned to facilitate the future sale of the asset, so that Melbourne Water can fulfil its disposal obligations.

It is proposed that an appropriate zone for the subject site is the General Residential Zone – Schedule 2 (GRZ2), which facilitates residential land use. This zone will complement the existing residential uses, which already occur to the immediate vicinity of the site.

Overlays

It is proposed to retain the Development Contributions Plan Overlay – Schedule 1 over the land.

No new overlay is proposed.



5. Is the Proposed Amendment Appropriate?

State Government Policy and Guidelines require that the appropriate zoning of the site is established and put in place before the sale of the land.

The current Public Use Zone (PUZ1) reserves the land for public uses and more specifically for service and utility purposes. Melbourne Water has found that the land is surplus to its requirements and therefore the existing PUZ1 is no longer an appropriate zone. The land must be rezoned to achieve the highest and best use and development of the land.

The subject land is vacant and is not affected by any significant physical development constraints. It is also located within an established residential area with good access to facilities and services, including fixed rail. The proposal to rezone the land to a General Residential Zone – Schedule 2 is a logical extension of the existing General Residential zoning surrounding the site. The rezoning also complements the residential uses in the broader area.

The subject site is serviced by a wide range of facilities and services including the Regent Railway Station (located 550m walk to the east), shops and commercial facilities in the Regent Village Retail Activity Centre / Local Activity Centre, Spring Street Local Activity Centre and Preston Activity Centre and public open space infrastructure.

Policy Context

Plan Melbourne, the metropolitan planning strategy, posits that an additional 140,000 to 180,000 dwellings will be required in the northern subregion to help meet housing requirements for an additional 400,000-470,000 residents by 2031.

The proposed rezoning facilitates the use and development of the land for residential purposes and makes a modest contribution to meet housing needs.

The Strategic Framework Plan at **Clause 21.01-6 (Strategic Framework Plan)** does not contain any specific directions in relation to the subject site.

The Strategic Housing Framework Plan at **Clause 21.03 (Housing)** locates the site within an Incremental Housing Change Area. The General Residential zoning of the broader residential area surrounding the site reflects the area's designation for Incremental Housing Change.

Clause 22.02 (Neighbourhood Character) applies to the consideration of applications for development on land in the General Residential Zone (amongst others). Pursuant to the Neighbourhood Character Precinct Map at Clause 22.02, the subject site is located in Character Precinct F9.



The preferred character for the F9 Character Precinct is:

The established residential character of the area will be retained and enhanced. New development will provide consistent front and side setbacks, ensuring that adequate space is provided around dwellings for landscaping. Older, Postwar style dwellings will be renovated, and well designed new dwellings and extensions will be constructed in a way that complements existing buildings and the character and rhythm of the streetscape. Additional planting in private gardens will improve the landscape quality of the streetscapes.

This will be achieved by:

- Designing new dwellings that interpret elements of the Postwar era in a contemporary manner, while respecting existing period architecture.*
- Respecting the predominant height and setbacks of nearby buildings.*
- Maintaining the predominant single storey scale of building frontages of the area. Second storey additions at the rear must be designed to have minimal impact upon the streetscape.*
- Maintaining the spacious feel to the area, achieved by large site sizes, generous front and side setbacks and wide nature strips.*
- Keeping front fences low and preferably transparent.*
- Encouraging additional planting in all gardens across the precinct.*

The proposed rezoning would support this policy context.

Proposed Zoning

The subject site is located within an established residential area. The 'Strategic Framework Plan' at Clause 21.01 of the Darebin Planning Scheme locates the subject site in an area where there is no specific designation within the subject site as being part of:

- An activity centre;
- A neighbourhood centre;
- A key gateway;
- An area of recreational open space; or



- A Tertiary Education, Key Employment or Strategic Development Precinct.

The Strategic Housing Framework Plan at Clause 21.03 identifies the subject site as being located within a residential area.

Having regard to these strategic policy directions, and the site's physical location within an established residential area, the most appropriate future use and development of the land is for residential purposes. Accordingly, it is appropriate to apply a zone that best facilitates residential land use and development.

Clause 21.03 'Housing' provides direction on the preferred location and type of housing anticipated throughout the municipality. The Strategic Housing Framework Plan locates the site within an 'Incremental Change Area'. This Housing Change Area is described as follows:

Residential and commercial areas that have the capacity to accommodate a moderate level of residential development over time. It is expected that the general character of Incremental Change Areas will evolve over time as new yet modest types of development are accommodated. Incremental Change Areas generally display one or more of the following characteristics:

- *A diversity of housing stock, diversity of lot sizes and a more varied neighbourhood character. Typically areas include some medium density and small apartment development, but the predominant dwelling stock is single to double storey dwellings.*
- *Have some stand-alone or small clusters of heritage sites, including along strategic corridors, however are generally unaffected by extensive heritage recognition.*
- *Are located:*
 - *within an 800 metre walkable catchment of an activity centre.*
 - *generally within an 800 metre walkable catchment of train, tram or SmartBus services.*

The site fulfils the criteria set out above, as it is located within 800 metres of the Regent Railway Station, Tram Route 11, Regent Village Activity Centre and the Preston Activity Centre. There is also evidence that the area is undergoing incremental change, with medium density development interspersed among the existing detached dwelling stock.

The Implementation section of Clause 21.03 says (under Application of Zones and Overlays):



Apply the General Residential Zone (GRZ) to land within Incremental Change Areas, as identified in the Strategic Housing Framework Plan, where housing growth and change should occur consistent with neighbourhood character.

The same clause suggests that the Neighbourhood Residential Zone should only be applied to areas identified as Minimal Housing Change Areas.

Council's application of the General Residential Zone to areas of Incremental Change is consistent with *Planning Practice Note No. 78 – Applying the Residential Zones*, which identifies that the General Residential Zone should be applied in locations with a relative diversity in housing style, size and layout and where a moderate level of growth is anticipated.

The Purposes of **Clause 32.08 (General Residential Zone)** require that new development respect an area's character and provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport.

The General Residential Zone seeks to facilitate residential land use and development. The use of land for a dwelling is a Section 1 (Permit not required) use. Educational, recreational, religious, community and other non-residential uses that serve local community needs can also be established, subject to a permit, in some circumstances.

The General Residential Zone would allow one dwelling to be constructed on the site without the need for a planning permit. A development incorporating more than one dwelling on the subject site under the General Residential Zone would require a planning permit and would be subject to the range of policies and controls that apply in the General Residential Zone and Incremental Change Areas. These policies and controls require that new development respects the area's character and responds to the features of the site and surrounding area.

There are two schedules to the General Residential Zone applied to land within Darebin:

- General Residential Zone – Schedule 1 'Modest Change Areas', which varies standards A5 and B8 (Site Coverage) and Standards A17 and B28 (Private Open Space) of Clauses 54 and 55; and
- General Residential Zone – Schedule 2 'Darebin General Residential Areas', which contains a blank schedule.

The General Residential Zone – Schedule 2 is applied broadly to Incremental Housing Change Areas and to the area surrounding the subject site.

The application of the General Residential Zone – Schedule 2 to the site will ensure future development on the site is compatible with the area's residential context and existing



zoning of adjoining land. It will ensure that the level of built form change on the site is appropriate to the surrounding area.

The subject site is reasonably large (934qsm) and has no direct abuttals to existing dwellings. It has limited vegetation, is relatively flat and abuts Rona Street. It is considered that the site's strategic and physical context is suitable for residential use and development.

The application of the General Residential Zone – Schedule 2 to the subject site will ensure that the level of change on the site is appropriate to the surrounding area.



6. Strategic Considerations

Minister's Direction No. 11 Strategic Assessment Guidelines require a planning authority to evaluate and discuss how an amendment addresses a number of strategic considerations. Under *Planning Practice Note No. 46 (DTPLI, July 2014)*, the proposed amendment requires a full assessment against the Strategic Assessment Guidelines.

The full assessment is provided in this Section of the report.

Why is an Amendment required?

Melbourne Water currently owns the subject site. It has determined that the subject site is surplus to its future needs and intends to dispose of the land, as required by Government policy. It has offered the first right of refusal to purchase the land to Council and other government agencies. Council indicated that it wanted to obtain the land at no cost to be used for a park. Melbourne Water cannot sell the land below the Valuer General valuation. As such, Melbourne Water must now dispose of the land via a public process.

As required by Government Policy, the most appropriate zoning of the land must be established and put in place before the sale of the land, as it is inappropriate to retain the subject land within a Public Use Zone. To comply with this requirement, an amendment to the Darebin Planning Scheme is required.

The proposed rezoning of the land from Public Use Zone 1 to General Residential Zone – Schedule 2 reflects the most appropriate use of the subject site.

Overall, the proposed planning scheme amendment will result in an appropriate and orderly planning outcome that facilitates the development of an underutilised parcel of land in a residential precinct for residential purposes. It will create an opportunity to make a modest contribution to increase housing stock and diversity needs in a suitable location.

Does the Amendment implement the objectives of planning and address any environmental, social and economic effects?

Environmental Effects

The proposal is not considered to have significant environmental impacts. The site contains a scattering of trees, however, a permit is not required to remove the trees under the Darebin Planning Scheme.

The land is not located near any waterways or sensitive environmental corridors.



Social Effects

The amendment will facilitate the development of vacant land that has become surplus to Melbourne Water's requirements. The amendment will have positive social effects by allowing an underutilised site to contribute to future housing needs identified by policy and Plan Melbourne. No adverse social impacts are anticipated to be generated as a result of the proposed rezoning.

Economic Effects

The amendment is expected to generate positive economic effects for the following reasons:

- The proposed rezoning will facilitate the sale of disused and surplus land by Melbourne Water.
- It will facilitate the redevelopment of a currently vacant and underutilised site for residential purposes.
- The residential use of the land complements the existing uses of the surrounding area.
- It is anticipated that future residents are likely to shop locally and contribute to the local economy.

Does the Amendment address relevant bushfire risk?

The subject site is not a bushfire prone area and will not result in any increase to the risk to life, property, community infrastructure and the natural environment from bushfire.

Does the Amendment comply with the requirements of any Minister's Direction applicable to the Amendment?

This amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under Section 7(5) of the Act.

Ministerial Direction No. 1 – Potentially Contaminated Land seeks to ensure that land is only rezoned to facilitate sensitive land uses, agriculture or public open space where a planning authority can be satisfied that the environmental conditions of the land are or will be suitable for that use. 'Potentially contaminated land' is defined as land used or known to have been used for industry, mining or storage of chemicals, gas, wastes or liquid fuel (if not ancillary to another use of land). A sensitive use is identified as a residential use, a child care centre, a pre-school or a primary school.



If land is identified as being potentially contaminated and a sensitive use is proposed, Ministerial Direction No. 1 provides that a planning authority must satisfy itself that the land is suitable for that use through an environmental audit.

The General Practice Note on Potentially Contaminated Land provides further guidance for potentially contaminated land. It broadens the consideration of potentially contaminated land to 'land that may have been contaminated by other means such as by ancillary activities, contamination from surrounding land, fill using contaminated soil or agricultural activities.' It also sets out how potentially contaminated land is identified and what uses might have a high or medium potential for contamination. A number of land uses are listed.

It is relevant that the land uses previously undertaken on the subject site are not identified as activities which may indicate potential contamination.

Ministerial Directions No. 9 – Metropolitan Planning Strategy seeks to ensure that planning scheme amendments have regard to Plan Melbourne: Metropolitan Planning Strategy (Department of Transport, Planning and Local Infrastructure, 2014).

Plan Melbourne located the subjects site Northern Subregion. The population within this Subregion is expected to grow by between 400,000 to 470,000 people by 2031. To accommodate the expected population growth, it is expected that an additional 140,000 to 180,000 dwellings will be required by 2031. The subject site is located in an Urban Area within the Metropolitan Urban Boundary and is in close proximity to the Preston-High Street Activity Centre, which is a Place of Local Significance.

It will also create a modest opportunity to accommodate some of the expected population growth and support the 20 minute neighbourhood concept.

The proposed amendment complies with the Ministerial Direction. No. 9.

Ministerial Direction No. 11 – Strategic Assessment of Amendments seeks to ensure a comprehensive strategic evaluation of a planning scheme amendment and the outcomes it produces.

A strategic assessment of the proposed amendment has been undertaken in accordance with this Ministerial Direction in this section of this report.

Does the Amendment support or implement the State Planning Policy Framework (SPPF)?

The elements of the SPPF that are most relevant to the Planning Scheme Amendment include:

- Clause 9 – Plan Melbourne;
- Clause 10 – Operation of the State Planning Policy Framework;



- Clause 11 – Settlement;
- Clause 12 – Environmental and Landscape Values;
- Clause 15 – Built Environment and Heritage:
 - Clause 15.01 Urban Environment;
 - Clause 15.02 Sustainable Development;
- Clause 16 – Housing;
- Clause 17 – Economic Development; and
- Clause 18 Transport.

Clause 9 ‘Plan Melbourne’ requires that planning and responsible authorities must consider Plan Melbourne: Metropolitan Planning Strategy (Department of Transport, Planning and Local Infrastructure, 2014). This is the same requirement as Ministerial Directions No. 9.

The proposed Amendment complies with Ministerial Direction No. 9. For this reason, the proposed amendment is considered to also comply with the requirements of Clause 9.

Clause 10 ‘Operation of the State Planning Policy Framework’ seeks to ensure that the objectives of planning in Victoria (as set out in Section 4 of the Planning and Environment Act 1987) are fostered through appropriate land use and development planning policies and practices which integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.

The proposal supports this goal by applying the most appropriate zone to the subject site and will deliver a net community benefit by delivering new housing to meet community need in terms of population growth and housing diversity in an area with good access to services and transport.

Clause 11 ‘Settlement’ provides that planning is to anticipate and respond to the needs of existing and future communities through the provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure. Planning is to facilitate sustainable development that takes full advantage of existing settlement patterns, and investment in transport and communication, water and sewerage and social facilities.

The subject site is located within an established residential area with good access to facilities and services, including Regent Railway Station, approximately 550m walk to the



east. The proposed amendment facilitates an orderly infill development consolidation opportunity on land within an existing residential area.

Clause 12 'Environmental and Landscape Values' seeks to ensure that planning protects sites that have environmental and landscape values.

The site has limited environmental and landscape values. The site contains a scattering of trees, however, they have not been identified as significant through the application of planning controls and a permit is not required to remove the trees.

Clause 15.01 'Urban environment' seeks to create safe, functional and good quality urban environments. **Clause 15.02 'Sustainable development'** seeks to promote consolidation of urban development and integration of land use and transport.

The proposed rezoning will facilitate residential development at a location close public transport, shops and a range of services. This is consistent with the relevant strategies at Clause 15.02.

Clause 16 'Housing' states that new housing should have access to services and be planned for long term sustainability, including walkability to activity centres, public transport, school and open space.

The subject site is located in an established residential area that has good access to a wide range of existing commercial, community and transport infrastructure. The proposed amendment supports the objectives of this Clause.

Clause 18 'Transport' states that planning should deliver an integrated and sustainable transport system that provides access to social and economic opportunities, facilitates economic prosperity, contributes to environmental sustainability, coordinate reliable movements of people and goods, and is safe.

The proposed amendment will facilitate redevelopment of the land for residential purposes in a location with good access to public transport. The proximity to existing public transport facility promotes the use of more sustainable modes of transport.

Does the Amendment support or implement the Local Planning Policy Framework (LPPF)?

The following Clauses of the Municipal Strategic Statement (MSS) are relevant to the proposed amendment:

- Clause 21.01 – Introduction;
- Clause 21.03 – Housing;
- Clause 21.05 – Transport; and



- Clause 22.02 – Neighbourhood Character.

Clause 21.01-6 (Strategic Framework Plan) sets out the general pattern of land use and development in the Darebin municipality. The Strategic Framework Plan locates the subject site in an urban area but does not contain any specific direction in relation to the subject site.



Strategic Housing Framework Plan, Clause 21.01-6

Clause 21.03-1 (Housing), provides local content to support Clauses 11 and 16 under four sub-clauses, titled: *Strategic Housing Framework, Housing Development, Housing Diversity and Equity*, and *Character*.



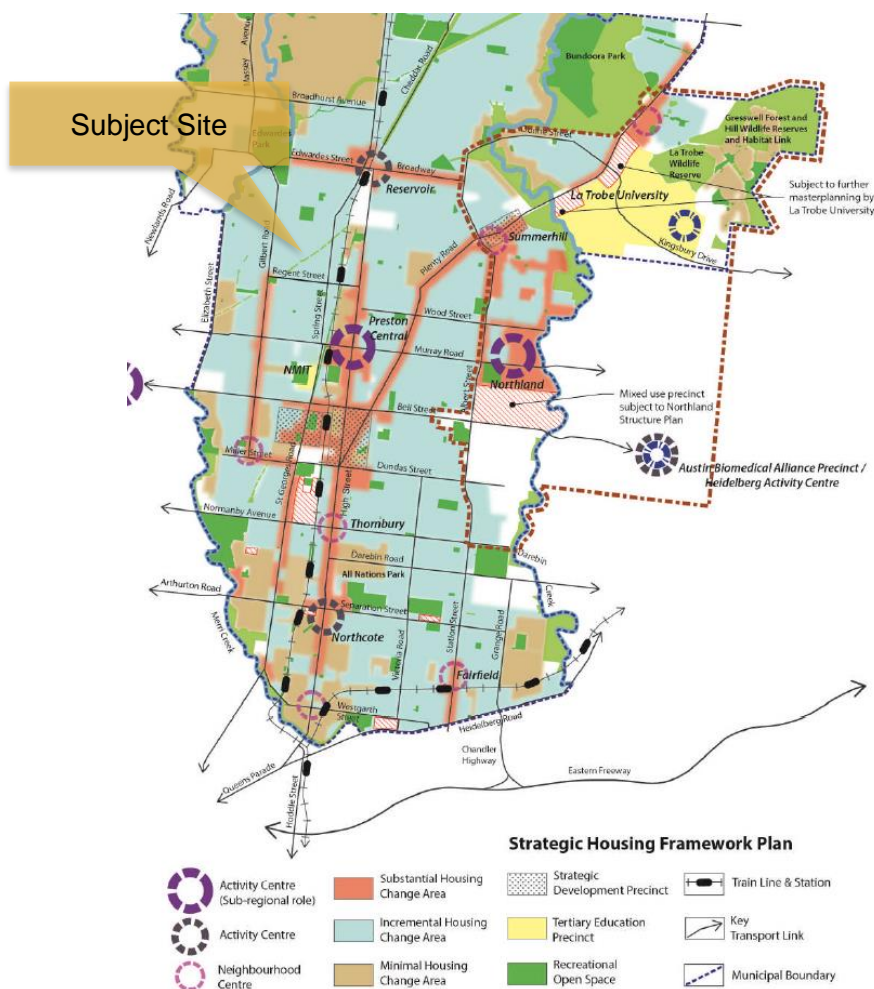
Clause 21.03-1 (Strategic Housing Framework) states that:

The Strategic Housing Framework Plan illustrates the directions for residential land use and development in Darebin as set by the Darebin Housing Strategy (2013). This framework provides greater certainty as to where growth and change can be expected and the preferred scope of housing change in terms of the intensity and type of residential development to be encouraged in different areas.

The framework plan identifies activity centres, and strategic corridors and redevelopment precincts such as the Junction, High Street, Plenty Road, St Georges Rd, Bell Street and areas within the La Trobe National Employment Cluster as having the capacity to accommodate residential uses at a range of densities.

The framework plan also identifies three Housing Change Areas, which apply to all land in the municipality that currently has a zoning that permits residential uses.

The Strategic Housing Framework Plan at Clause 21.03-1 locates the subject site within an 'Incremental Change Area'.



Extract of Strategic Housing Framework Plan, Clause 21.03-1

Incremental Housing Change areas are described in the following terms at Clause 21.03:

Residential and commercial areas that have the capacity to accommodate a moderate level of residential development over time. It is expected that the general character of Incremental Change Areas will evolve over time as new yet modest types of development are accommodated. Incremental Change Areas generally display one or more of the following characteristics:

- *A diversity of housing stock, diversity of lot sizes and a more varied neighbourhood character. Typically areas include some medium density and small apartment development, but the predominant dwelling stock is single to double storey dwellings;*



- *Have some stand-alone or small clusters of heritage sites, including along strategic corridors, however are generally unaffected by extensive heritage recognition;*
- *Are located:*
 - *within an 800 metre walkable catchment of an activity centre; and*
 - *generally within an 800 metre walkable catchment of train, tram or SmartBus services.*
- *Certain Incremental Housing Change areas (with the exception of that fronting a Road Zone Category 1 or 2) should only be considered suitable for limited scale and density of residential development. These are areas which:*
 - *Are generally outside of an 800 metre walkable catchment to an activity centre, train station, tram route or SmartBus route; and*
 - *Have experienced a modest degree of infill residential development which precludes their classification as minimal change areas.*

The subject site is located within 550m walk of Regent Railway Station, within 350m walk of Regent Village Retail Activity Centre / Local Activity Centre, within 350m walk of the Spring Street local Centre and within 600m walk of the Preston Activity Centre. As such, the subject site is not an Incremental Change Area where Clause 21.03 indicates is “only suitable for limited scale and density”.

Clause 21.03-2 (Housing Development), states that: *Population growth and demographic trends in Darebin are driving down average household size, increasing demand for additional housing and requiring different types and sizes of housing. With land constraints and a decline in the supply of vacant land across Darebin, housing demand will need to be met through intensification of existing urban areas.* Under ‘key Issues’, this clause indicates that: *Population growth projections for 2011-2031 estimate an additional 30,300 new residents will call Darebin home; around 1517 new residents each year. This is expected to generate demand for approximately 13,600 additional dwellings over the next 20 years.*

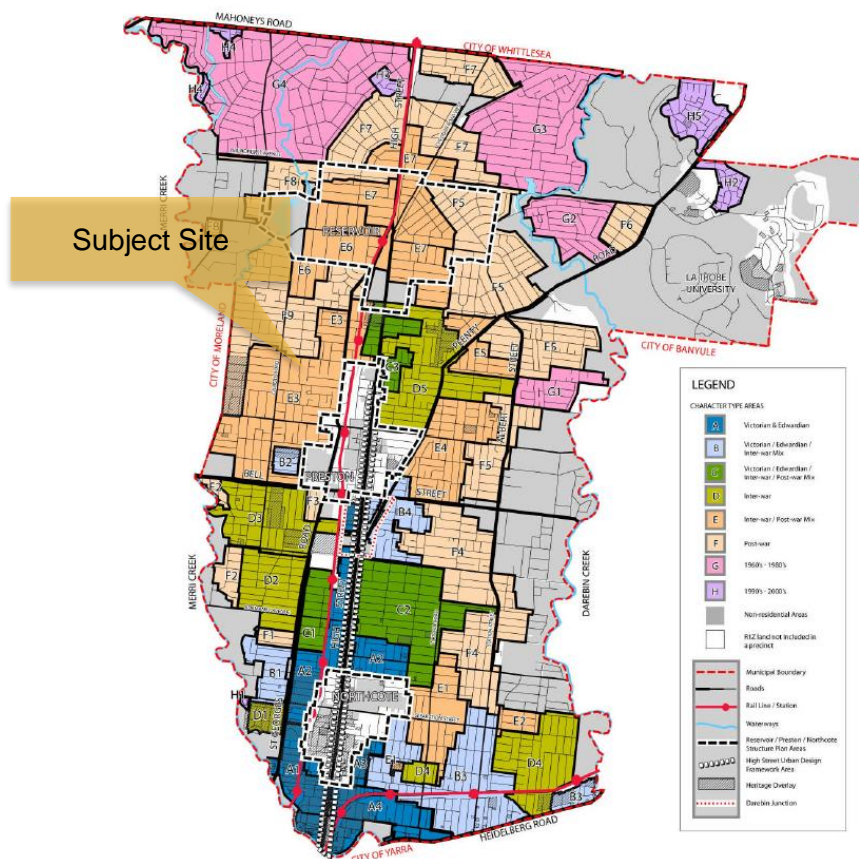
Objectives and strategies relevant to the proposal at Clause 21.03-2 include:



- *To facilitate housing development that has an appropriate scale and intensity in locations across the municipality.*
 - o *Encourage housing development in accordance with the Strategic Housing Framework Plan as follows:*
 - *In Incremental Housing Change Areas, encourage housing development and diversity that is generally consistent with the character of the area and responsive to varying local conditions, allowing for moderate housing growth and diversification over time*
- *To achieve higher density housing outcomes in identified locations to accommodate Darebin's projected population growth.*
 - o *Support low scale medium density housing development that respects existing neighbourhood character in Incremental Housing Change Areas, particularly in areas that are in proximity to shops, facilities, services and transport.*

Clause 21.03-4 (Character), contains one objective, which seeks: *To ensure that development respects neighbourhood character in residential areas identified as Minimal and Incremental Housing Change Areas in the Strategic Housing Framework Plan.*

Clause 22.02 (Neighbourhood Character) applies to development applications on land zoned Neighbourhood Residential and General Residential, which are covered by the Neighbourhood Character Precinct Plan forming part of Clause 22.02. The subject site is located within Precinct 'F9'



Neighbourhood Character Precinct Plan, **Clause 22.02**

Does the Amendment make proper use of the Victoria Planning Provisions?

The Purpose of the General Residential 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 encourage development that respects the neighbourhood character of the area.*
- *To implement neighbourhood character policy and adopted neighbourhood character guidelines.*
- *To provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport.*
- *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*



The subject site is located within an established residential area (zoned General Residential – Schedule 2) and is close to a range of services and public transport (such as the Regent Railway Station, located 550m walk to the east). The use of the General Residential Zone – Schedule 2 on this land is the appropriate tool to encourage the most appropriate underlying use and development of the site. The GRZ1 (as opposed to the GRZ2) has been applied across the Darebin municipality to Incremental Change Areas to “encourage a lower scale and density of development in Incremental Change Areas that have reduced access to activity centres and public transport services”⁴. In the present case, the application of Schedule 2 to the GRZ is consistent with the zoning of land in the surrounding area. It also reflects the site’s access to activity centres and public transport services.

The application of these controls makes proper use of the VPPs and will not make any existing provisions in the Darebin Planning Scheme redundant.

How does the Amendment address the views of relevant agencies?

The views of relevant agencies can be considered during the exhibition process

Does the Amendment address the requirements of the Transport Integration Act 2010?

The amendment is not envisaged to have a significant effect on the transport system. Vehicle access to the subject site is available from Rona Street.

What impact will the new Amendment have on the resource administrative costs of the responsible authority?

The proposed amendment could result in a permit application being lodged with Council in relation to the site, however, it is not considered to have any significant impact on the resource and administrative costs of the responsible authority.

⁴ Clause 21.03-2, Implementation



7. Conclusion

The proposed planning scheme amendment is appropriate for the following reasons:

- The subject site is surplus to Melbourne Water's requirements. As a government authority, Melbourne Water has obligations under Government policy to dispose of the landholding.
- Melbourne Water has followed the requirements of the Victorian Government Landholding Policy and Guidelines and Victorian Government Land Transactions Policy and Guidelines. The first right of refusal to purchase the land has been offered to Council. Council advised that they would like to acquire the site at no cost to create a park. However, Melbourne Water is unable to sell the site below the Valuer General valuation. No agreement has been reached. Melbourne Water must now dispose of the site via a public sales process.
- In accordance with policy requirements, the most appropriate zoning for the land must be put in place before the sale of the land. This proposal meets this requirement.
- The subject site is located within an established residential area close to the Regent Village Retail Activity Centre / Local Activity Centre, the Spring Street local Activity Centre and the Preston Activity Centre. The site is also located close to Regent Railway Station, tram route 11, public open space and shops and commercial facilities. The subject site is suitably located to make a contribution to the City's housing needs.
- The General Residential Zone – Schedule 2 is the most appropriate zone for the land and supports the relevant objectives of the State and Local Planning Policy Frameworks.
- The proposal will achieve a net community benefit by facilitating use and development outcomes that make appropriate use of the site and contribute to the housing needs of the municipality.
- The site is suitable for residential use and development.
- The amendment provides a fair, orderly and transparent process for the rezoning of the site.

On the basis of these reasons, the Amendment should be supported.

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OCTOBER 2016

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