

# Government Land Standing Advisory Committee

## Tranche 11 Report

### 2-16 Nicholas Street, Broadmeadows

27 March 2018

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## List of Abbreviations

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|       |   |
|-------|---|
| C2Z   | Commercial Zone - Schedule 2                        |
| CPTED | Crime Prevention Through Environmental Design       |
| DELWP | Department of Environment, Land, Water and Planning |
| DPO   | Development Plan Overlay                            |
| DPO30 | Development Plan Overlay – Schedule 30              |
| DTF   | Department of Treasury and Finance                  |
| EAO   | Environmental Audit Overlay                         |
| FTGLS | Fast Track Government Land Service                  |
| GLSAC | Government Land Standing Advisory Committee         |
| GRZ1  | General Residential Zone – Schedule 1               |
| IHP   | Inclusionary Housing Pilot                          |
| MSS   | Municipal Strategic Statement                       |
| RGZ   | Residential Growth Zone                             |
| SPPF  | State Planning Policy Framework                     |
| WSUD  | Water Sensitive Urban Design                        |

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## About this report

On 19 September 2017, the Minister for Planning referred the following sites to the Government Land Standing Advisory Committee (GLSAC) as Tranche 11:

- 2-16 Nicholas Street, Broadmeadows
- 40 Mount View Road, Boronia
- 87-103 Manningham Street, Parkville.

This is the report under Section 151 of the *Planning and Environment Act 1987* of the Government Land Standing Advisory Committee for 2-16 Nicholas Street, Broadmeadows.

In his referral letter the Minister asked:

*In assessing the future planning provisions for all sites for the purpose of the IHP, please consider the appropriateness of the planning controls to accommodate more intensive residential built form, for the purpose of the IHP, and whether I should act as Responsible Authority for each site.*



Mandy Elliott, Chair



Gordon Anderson , Member

27 March 2018

# 1 Summary and recommendation

## 1.1 The site

The site is located in the suburb of Broadmeadows, approximately 15 kilometres from Melbourne’s CBD. The site occupied the former Broadmeadows Primary School (see Figure 1) however all buildings relating to this use have been demolished and the site is vacant. It has an area of approximately 2.16 hectares and contains some mature trees mainly near the boundaries of the site.

**Figure 1: Site location**



The surrounding area is mostly established residential comprising a mix of one and two-storey dwellings, with some urban consolidation occurring in the form of townhouse, dual occupancy and multi-unit developments.

The site has an irregular shape with three street frontages, to Nicholas Street (102 metres), Marlo Court (140 metres) and Gosford Crescent (161 metres). The site abuts the proposed ‘Meadowlink’ reserve to the north, which is to be a 3.2-kilometre long bicycle, pedestrian and open space link, connecting Moonee Ponds and Merlynston Creek via the Broadmeadows Town Centre.

The site is mostly surrounded by residential development which is largely characteristic of residential development remnant from public housing developed in the area during the 1950s. Housing is generally single storey detached dwellings with an emergence of dual occupancy and double-storey townhouses. To the north of the site (abutting the ‘Meadowlink’ reserve), land predominantly accommodates manufacturing and warehouse uses, with a large portion of ageing buildings which are currently vacant.

Areas of public open space within proximity of the site include Seabrook Reserve (approximately 700 metres to the east) and the Merlynston Creek and surrounding parkland located beyond.

The site has been declared surplus to the Victorian Government's current and future requirements. The Department of Treasury and Finance (DTF) (the site owner) has requested the planning provisions for the site be changed to reflect that it is no longer required for public use and the site has been nominated for the Inclusionary Housing Pilot (IHP).

## **1.2 Inclusionary Housing Pilot**

The Government's housing strategy Homes for Victorians commits to undertaking an IHP to deliver up to 100 new social housing homes, to be facilitated by the Fast Track Government Land Service (FTGLS). Six sites across Victoria have been nominated for the IHP, including the subject site. The IHP seeks to deliver new social housing homes by securing planning certainty through the FTGLS and establishing partnerships with private sector developers. The Government may discount the price it receives for the land, in return for a commitment to deliver a proportion of social housing on site as part of the development. Proposals will be evaluated to make sure they deliver the best outcomes for social housing and value for money.

## **1.3 Issues raised in submissions**

The Committee considered all written submissions as well as submissions presented to it during the hearing. In addressing the issues raised in those submissions, the Committee has been assisted by the information provided to it as well as its observations from inspections of the site.

Submissions raised issues such as the potential for an increase in crime, loss of open space and provision of future open space, off-site impacts such as traffic and parking, intensity of development and additional requirements in the Development Plan Overlay (DPO) Schedule (housing outcomes and urban design).

## **1.4 Committee conclusion**

The site owner proposes to rezone the subject land from part Public Use Zone – Education and part General Residential Zone Schedule 1 to the Residential Growth Zone. The amendment also proposes to introduce a Development Plan Overlay – Schedule 30 (DPO30) and an Environmental Audit Overlay (EAO). It is proposed to retain the Minister for Planning as the responsible authority. The Committee agrees that the suite of planning controls (zone and overlays) are appropriate if the land is to be sold.

It is appropriate for the planning controls to accommodate more intensive residential built form, and the proposed controls reflect this.

The proposed planning provisions make proper use of the Victoria Planning Provisions and are prepared and presented in accordance with the *Ministerial Direction on The Form and Content of Planning Schemes*.

**Table 1: Existing and proposed controls**

| <b>Current planning scheme controls</b>                                       | <b>Proposed planning scheme controls</b> | <b>Advisory Committee Recommendation</b>          |
|---|--|---|
| Part Public Use Zone – Education and part General Residential Zone Schedule 1 | Residential Growth Zone                  | Residential Growth Zone                           |
|   | Development Plan Overlay (Schedule 30)   | Development Plan Overlay with recommended changes |
|   | Environmental Audit Overlay              | Environmental Audit Overlay                       |
| Minister for Planning is the responsible authority                            | Retain                                   | Retain  |

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## **1.5 Recommendation**

The Committee recommends:

**A planning scheme amendment be prepared and approved for 2-16 Nicholas Street, Broadmeadows to:**

- 1. Rezone the site to Residential Growth Zone.**
- 2. Introduce a Development Plan Overlay (Schedule 30) subject to the Committee’s preferred changes at Appendix D.**
- 3. Apply the Environmental Audit Overlay.**

## 2 Process issues for this site

### 2.1 Process summary

The following tables set out the details of the process for this matter.

**Table 2: Proposal summary**

| Proposal summary                  |  |
|-----------------------------------|--|
| <b>Tranche and site reference</b> | Tranche 11: site reference FT121   |
| <b>Site address</b>               | 2-16 Nicholas Street, Broadmeadows   |
| <b>Previous use</b>               | Former Broadmeadows Primary School   |
| <b>Site owner</b>                 | Department of Treasury and Finance on behalf of the Department of Education and Training |
| <b>Council</b>                    | Hume City Council  |
| <b>Exhibition</b>                 | 13 November – 22 December 2017   |
| <b>Submissions</b>                | 9  |

**Table 3: Proposed planning scheme changes**

| Existing controls                                  | Proposed changes                       |
|--|--|
| Public Use Zone - Education                        | Residential Growth Zone                |
|  | Development Plan Overlay (Schedule 30) |
|  | Environmental Audit Overlay            |
| Minister for Planning is the responsible authority | Retain                                 |

**Table 4: Committee process**

| Committee process          |   |
|----------------------------|---|
| <b>Members</b>             | Mandy Elliott (Chair) and Gordon Anderson                                   |
| <b>Information session</b> | 14 December 2017, held at Hume Global Learning Centre                       |
| <b>Hearing</b>             | 15 February 2018, held at Best Western Airport Motel & Convention Centre    |
| <b>Site inspections</b>    | The Committee inspected the site and surrounds before and after the hearing |

## Committee process

|                    |   |
|--------------------|---|
| <b>Appearances</b> | <ul style="list-style-type: none"><li>- Site owner briefed by Department of Treasury and Finance represented by Jane Kelly of Urbis</li><li>- Hume City Council represented by Greg McLaren, Alicia Otto and Matthew Wilson</li><li>- Sheridan Tate</li><li>- Broadmeadows Progress Association represented by Sonja Rutherford</li></ul> |
|--------------------|---|

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|                            |               |
|----------------------------|---------------|
| <b>Date of this Report</b> | 27 March 2018 |
|----------------------------|---------------|

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## 2.2 Process issues

### Submitter notification

A submitter suggested at the hearing as part of their submissions that they were not formally notified about the hearing and learnt of the timetable from the Progress Association.

Submitters also raised issue with the notification period occurring in December, coinciding with the Christmas period.

### 3 Site constraints and opportunities

#### 3.1 Zoning context

Figures 2 and 3 show the current and proposed zonings.

Figure 2: Current zoning

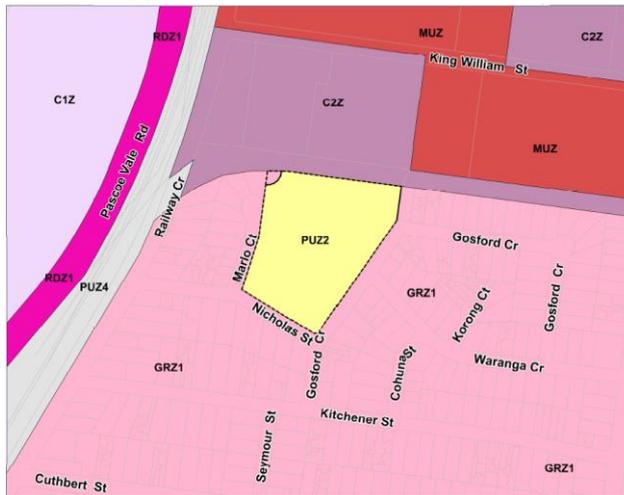
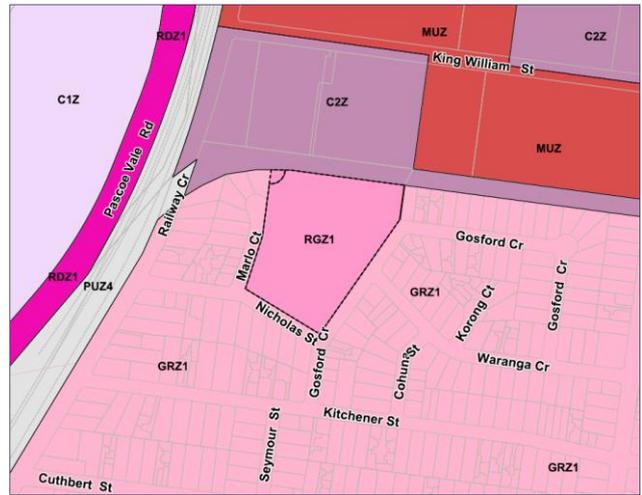


Figure 3: Proposed zoning



#### 3.2 Overlay context

The site currently has no overlays. Figures 2 and 3 show the extent of the proposed Development Plan Overlay and the Environmental Audit Overlay across the site.

Figure 4: Proposed DPO



Figure 5: Proposed EAO



### **3.3 Physical constraints**

#### **(i) History of the site**

The site is the former Broadmeadows Primary School, which relocated to a new site with Hume Central Secondary College Blair Street Campus at 62-70 Blair Street, Broadmeadows in 2009.

#### **(ii) Asset easements**

Council submitted that there is an electricity easement along the eastern boundary of the site.

#### **(iii) Current site conditions**

The site is currently vacant, with all buildings associated with the former school having been cleared from the site. There are a number of mature trees present on the site, mainly located towards the site boundaries. An arboricultural report has not yet been prepared for the site and is a proposed requirement of the Development Plan Overlay Schedule.

Potential contamination and other environmental issues for the site have been assessed. The Committee discusses this and the proposed EAO in Section 4.2.2.

#### **(iv) Access and traffic management**

The site has good access to public transport. The site is 400 metres from the Broadmeadows Train Station and several bus routes are located within the vicinity of the subject site, including Route 504 traversing Blair Street.

Vehicular access is available from Nicholas Street, Marlo Court and Gosford Crescent.

## 4 Issues with the proposed changes

### 4.1 What zone is suitable

The site is currently in the Public Use Zone 2 (Education), apart from a small portion of land zoned General Residential Zone – Schedule 1 (GRZ1) in the north west corner of the site. The land surrounding the site is in the GRZ1 and land to the immediate north is in the Commercial 2 Zone (C2Z). It is proposed by the site owner that the subject site be rezoned to the Residential Growth Zone (RGZ).

#### (i) Evidence and submissions

The site owner submitted that Broadmeadows is currently undergoing a period of transition, with land adjacent to the north (formerly industrial) earmarked for major residential and employment-centred development that will provide the basis for the renewal of the surrounding area. The site owner noted that Clause 11 ‘Settlement’ of the State Planning Policy Framework (SPPF) supports the Amendment as it seeks to ensure that sufficient supply of land is available for a mix of land uses, including residential, commercial, retail, recreational and other community uses. Clause 11 encourages opportunities to consolidate urban areas that take advantage of existing settlement patterns and the site owner submitted that this is the case here. The site owner submitted that Clause 16 ‘Housing’ of the SPPF “*highlights the objective to ensure that a diversity of housing is provided and that new housing should have access to services including public transport, schools and open space.*”

The site owner referred to a number of local planning policies relevant to the Amendment. In particular, the *Broadmeadows Activities Area Structure Plan (2012)* identifies the subject site as a strategic redevelopment site, which includes the provision of open space adjacent to the ‘Meadowlink’ shared walking/cycling path. The site owner stated that the *Greater Broadmeadows Draft Framework Plan (April 2017)* identifies the site to be rezoned for residential purposes to facilitate the IHP program on the site and the provision of public open space on the northern portion of the site.

The site owner suggested the RGZ is the best fit for the future zoning of the land given the surrounding land use context and emerging character of the local area. Specifically, the site owner stated:

*The RGZ aligns with the strategic intent of the site and surrounding area, where housing growth and diversity is encouraged and would make best use of the site’s locational opportunities. It also provides the opportunity for increased density with minimal impact on the surrounding area given the size of the site and a transition to the urban renewal area to the north.*<sup>1</sup>

Council supported the rezoning of the site to the RGZ and stated in its submission that this would “*enable an alternative housing product to be delivered in Broadmeadows.*” Council

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<sup>1</sup> DTF written submission, Page 15

was of the view that the RGZ is an important transition with surrounding uses and acknowledged that this would be the first time that the RGZ is applied within the municipality. However, Council suggested that *“there is a nexus between the provision of higher density housing, especially social housing and the supply of quality public open space.”*

Ms Rutherford, representing the Broadmeadows Progress Association, raised concerns that the rezoning will lead to increased crime, more traffic, and intensification of development. Ms Rutherford also emphasised the need to keep the site zoned for a school, as the population is increasing and, in her opinion, the school site would be required in the future. Ms Tate raised similar issues in her submission.

## **(ii) Discussion**

The Committee notes there is agreement between the site owner and Hume City Council about the proposed rezoning to the RGZ. Other submitters were not supportive of the proposal and stated that the site ought to remain in the public use zone.

The Committee agrees with the site owner and Hume City Council that the site’s interface with the surrounding land uses and the emerging planning context to provide greater housing diversity and high quality social housing, is compatible with the RGZ proposed for the site. The site’s interface with the proposed Meadowlink Community Park and Meadowlink Strategic Priority Area to the north, along with access to the public transport network (train station 400 metres to the west) and a range of existing services and facilities within close proximity means that the site is ideally located for redevelopment of a higher density residential use, incorporating social housing.

Submissions about the reasons for the site becoming surplus land are not for the Committee to make comment on, nor are the issues of potential decreases in property values and potential for crime to increase with more housing development, since such issues are not planning matters before the Committee.

## **(iii) Conclusion**

The Committee is satisfied that the RGZ is the most appropriate zone for this site.

## **4.2 What overlays are suitable**

### **4.2.1 Development Plan Overlay**

The site owner proposed a Development Plan Overlay to be applied to the site to guide the form of future development. The purpose of the DPO is to identify areas that require the planning of future use or development to be shown on a plan before a permit can be granted and allows strategic master planning to occur upfront.

### **(i) Evidence and submissions**

The site owner submitted that a DPO for the site should require the preparation of a Development Plan that seeks to achieve<sup>2</sup>:

- *A range of dwelling types and variation of built form.*
- *To protect the amenity of adjacent sites, a maximum of 2 storey built form adjacent or opposite existing single or double storey dwellings.*
- *Graduation of taller building forms across the balance of the site.*
- *Internal amenity for future residents.*
- *A positive interface to adjacent public open space.*
- *A street network and pedestrian/cycle pathways that improve connectivity within the neighbourhood and permeability through the site.*
- *Sustainable design features.*

Council was supportive of the introduction of a DPO for the site, but sought changes to the proposed DPO30 to better reflect the use of the site for the Inclusionary Housing Pilot, include a concept plan to reflect the supply of a ‘neighbourhood park’ and not a ‘pocket park’ as referenced in the draft exhibited DPO30, and include improved design and development considerations for the proposed inclusionary housing development.

Issues raised in submissions included building heights, increased traffic, retention of existing trees and adequate open space provisions. The site owner stated that the DPO would provide for a traffic impact assessment, arboricultural assessment, landscape plans and concept plans to be prepared for the site.

### **(ii) Discussion**

The DPO is intended to provide guidance and certainty around built form and landscape for the community and any future developer of the land. The Committee is satisfied that there is general agreement between the Council and the site owner that the DPO is an appropriate tool to guide built form and landscape for future development of the subject site that incorporates the surrounding land uses. The issues raised in submissions regarding the detail in the Schedule (DPO30) are discussed further in section 5 of this report.

### **(iii) Conclusion**

The Committee supports the introduction of a DPO to ensure that a Development Plan can be applied to guide the form of future development on the site.

## **4.2.2 Environmental Audit Overlay**

It is proposed that an EAO be applied to the site to ensure appropriate assessment is undertaken prior to any future sensitive use of the land. The exhibited planning report stated:

*A preliminary site investigation is currently underway. The results will identify whether there are any land contamination issues. The Environmental Audit*

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<sup>2</sup> DTF written submission, page 15

*Overlay is proposed to be applied to the site to ensure any the future use of the site is protected. If further testing reveals that the site has no contamination issues the EAO can be removed.*

**(i) Evidence and submissions**

The site owner submitted that preliminary site investigations had been undertaken and completed for the site since exhibition of the amendment. The site owner subsequently provided these to the Committee post-hearing (Document 16). The most recent two site investigations by Cardno in December 2017 (part Document 16), found there were potential soil contamination and related issues from:

- two heating oil underground storage tanks
- spillage of fuel from two boiler rooms
- asbestos
- soil vapours.

There were no substantial submissions regarding the proposed EAO.

**(ii) Discussion**

The proposed application of an EAO to the whole site would ensure appropriate testing and remediation is undertaken before any future sensitive use.

**(iii) Conclusion**

The Committee supports the EAO and its inbuilt environmental and health safeguards for any future development of the site for sensitive uses. The Committee accepts that it is appropriate to introduce the EAO across the site because of the potential for soil contamination from the former school buildings and uses.

## 5 Development Plan requirements

### 5.1 Open space

The provision of an adequate amount of open space was a key issue raised in submissions for this site. In particular, how the proposed open space would integrate with the planned Meadowlink linear park abutting the northern boundary of the site.

#### (i) Submissions and evidence

Council strongly advocated for the inclusion in the DPO30 of a minimum of 0.75 hectares public open space to be specified in the DPO30 and proposed the use of a section 173 Agreement to enable open space. Council submitted that the proposed scale and scope of provision for open space on the site is not adequate and provided the Committee with an alternative DPO30 that shows public open space at a suitable scale (Document 5).

Council submitted that its method of securing public open space on infill sites has typically been through the use of section 173 agreements on a site-by-site basis. The site owner submitted that this was not an appropriate control to establish open space.

Council proposed amending the DPO30 to include a concept plan, indicating its requirement of 0.75 hectares for a neighbourhood scale park. In its submission, Council emphasised the importance of properly planned parks that are of an adequate size – they do not accept ‘pocket parks’ as they are too difficult to manage and maintain and do not achieve much for the community. Council submitted that an area of 0.75 hectares for a neighbourhood park is in line with Council’s *Open Space Strategy 2012*, the *Greater Broadmeadows Draft Framework Plan (2012)* and the *Hume Development Framework (2015)*.

The proposed Meadowlink open space area on the north of the site has been proposed as public open space (a linear cycling and walking link) in a number of key strategic documents. The *Broadmeadows Activities Area Structure Plan*, adopted by Council in 2012, is incorporated into the Municipal Strategic Statement (MSS) and this document identifies the site as a strategic redevelopment site with open space aligned with the Meadowlink Community Park corridor. Council stated that the *Broadmeadows Activities Area Structure Plan* clearly indicates future open space in the northern part of the subject site and this should be better identified in the DPO30 (see Figure 6).

Figure 6: Broadmeadows Structure Plan<sup>3</sup>



Mr Wilson, open space planner with Council, explained that the primary function of the Meadowlink Community Park is to provide a connection for residents of Broadmeadows and has a different function from a neighbourhood park. The size of a neighbourhood park (as stated in the *Hume Development Framework 2015* and *Hume City Council Open Space Strategy 2012*) is a minimum of 0.75 hectares. Mr Wilson explained that a neighbourhood park would need to be 70 metres wide to achieve a reasonable outcome for open space requirements for a neighbourhood park. Mr Wilson submitted that neighbourhood parks have a minimum equipment provision for eight activities, need to be all abilities accessible, cater for a number of age groups, include nature play and have supporting infrastructure (shelter, seats, paths). Meadowlink is 20 metres wide.

The site owner did not accept the proposed changes put forward by Council to the DPO30 regarding open space provisions and the inclusion of a concept plan indicating the extent of open space. It stated that the DPO30 is flexible enough to provide for adequate open space linking to Meadowlink in the north. The DPO30 states that the development plan will need to respond to the adopted *Greater Broadmeadows Draft Framework Plan (2017)*, any adopted *Broadmeadows Activities Area Structure Plan (2012)* and any adopted Meadowlink Masterplan which the site owner believes will provide a good balance.

Ms Rutherford, on behalf of the Broadmeadows Progress Association, urged that there should be more open space and less housing development on the site. She submitted that the proposed Meadowlink park is “a nice idea, but not a substitute for a designated local public parkland.”

<sup>3</sup> Figure 14, Broadmeadows Structure Plan, 2012

**(ii) Discussion**

The Committee understands from Council that open space planning is informed by the *Hume City Council Open Space Strategy 2012* (a reference document) which notes that a large number of neighbourhood open spaces throughout Broadmeadows do not currently meet the minimum size requirements of 0.75 hectares.

The Committee acknowledges that the *Broadmeadows Activities Area Structure Plan 2012* and recent amendments to Council's MSS recognise the subject site is an important strategic redevelopment site in Hume which will provide medium density sustainable housing and open space for existing and new residents. How much open space should be provided from the subject site has not been stipulated in these policy documents other than indicating open space is to be provided on the school site and there be a link to the Meadowlink corridor to the sites north.

The Committee understands that Meadowlink is a 1.3-kilometre linear park projected to commence in 2018 and is a joint project between Council and the Department of Environment, Land, Water and Planning (DELWP). Meadowlink will be a shared walking and cycling link through the strategic priority redevelopment area, built on a former rail spur line. Once complete, it will provide a link between the existing principal bicycle networks along Merlynston Creek and Moonee Ponds Creek, providing an active transport connection between schools, regional open spaces, public transport infrastructure and the Broadmeadows town centre. The Committee agrees it is an important walking/cycling link in an area lacking open space areas. The Committee acknowledges that there are documents showing some of the northern part of the subject site as 'future open space'.

Notwithstanding, the Committee cannot recommend open space or amounts of open space to be provided for a site that is subject to this process. There is strong policy commitment for some open space requirement within this site to be coordinated with the proposed Meadowlink Park, and the Committee agrees with Council that this should occur and be adequately reflected in the DPO schedule. The Committee has made changes to the DPO schedule to reflect this link with Meadowlink Community Park.

Adequate public open space provisions for the infill development, along with coordinating with the linear Meadowlink Community Park is essential and is a matter to be resolved between Council and the site owner through the Development Plan process. The Committee notes that in closing, the site owner made the commitment to work with Council through the expression of interest process to ensure that the successful developer considers adequate open space in the development planning of the site, which includes "*useable open space*" at the north of the site.

**(iii) Conclusion**

The Committee does not support much of the prescriptive level of detail proposed by Council for the DPO30 and accepts the changes submitted by the site owner at the hearing (document 3), some of which are taken from Council's written submission. The Committee agrees with the site owner that much of what is proposed by Council is reflected in local policy provisions and would only duplicate requirements for the site.

The Committee appreciates the need for public open space within a municipality that is lacking in such a resource. The terms of reference for the GLSAC clearly state that it cannot consider public land zoning in its considerations of a surplus government land site, however the exhibited DPO30 (clause 3) does make allowance for some form of open space to be achieved within this site as part of its future use, specifically linking with Meadowlink.

The Committee tends to agree with the site owner that the use of a section 173 Agreement is not the appropriate mechanism to secure open space for this site, as the exact nature and extent of open space is yet to be resolved. The revised DPO provides adequate direction on this matter.

The Committee's version of the DPO30 is attached at Appendix D.

## **5.2 Built form**

### **(i) Evidence and submissions**

Several submitters raised concerns about the proposed intensity and character of development and potential devaluing of existing properties.

The Committee notes the *Broadmeadows Activities Area Structure Plan* (Document 14) states the development at the site should transition in scale and density to existing residential areas.

A key driver in ensuring suitable interfaces at the site's edges is contained in Clause 3 – Requirements for development plan of the proposed DPO:

- *Protection of the amenity of adjoining sites by providing for a maximum of two-storey built form adjacent to or opposite any existing single or double storey residential development.*

There were concerns raised by the community about heights and built form. Council submitted that the additional controls it proposes in its version of the DPO30 to ensure building form is stepped from two storeys along the edges of the site and allowing four storeys within the interior, will create a balanced outcome for the site between provision of additional density in appropriate locations and respecting existing neighbourhood character.

The site owner submitted that given the size of the site, its location adjacent to a large mixed use renewal area and the subject site itself being identified as a strategic redevelopment site, the built form controls proposed are appropriate.

In closing, the site owner's position was that the existing state and local planning policies (such as Clause 15 Housing and Clause 55) already provide for urban design of the site and the introduction of additional requirements within the DPO schedule as proposed by Council duplicates existing policy.

### **(ii) Discussion**

The Committee accepts the size of the site would enable the built form of any development to blend at its edges with the surrounding mainly one and two-level dwellings and potentially transition to taller buildings. The Committee understands from the site owner that this would be likely towards the centre of the site.

### **(iii) Conclusion**

The Committee agrees with the site owner that the proposed DPO30 with some changes, adequately guides the form of development for the site and being overly-prescriptive would only duplicate existing planning policy and requirements.

## **5.3 Traffic**

### **(i) Evidence and submissions**

Some submitters, including the Broadmeadows Progress Association, raised concerns about the potential impacts of additional traffic and parking both close to the site and in the surrounding road network. Specific matters included congestion during a normal week, such as school drop-off and pick-up times, and use of the nearby My Center Mosque. They were concerned about emergency vehicle access and difficulties with rubbish collection vehicles navigating around parked cars.

The Broadmeadows Progress Association submitted existing traffic problems stemmed from changes in population, cramped living conditions and an increased reliance on cars for school, work, shopping and other trips. Ms Rutherford stressed the importance of addressing these traffic problems before introducing additional housing.

Neither the site owner, nor Council, expressed any concerns about managing the impacts of increased traffic from the site.

Council submitted it was taking a 'dynamic' approach to managing local area traffic matters around the municipality. For example, it proposes to provide indented parking along Cuthbert Street between Railway Crescent and Jensen Road to improve traffic operations and safety, including for bus services (route 540), and to reduce congestion (Document 15).

Council has identified other infrastructure projects, subject to funding, to improve general accessibility across the rail corridor, such as:

- Potential East-West Connection around 250 metres north of the site (see Figure 6)
- Grade-separated pedestrian crossing to extend Meadowlink.

### **(ii) Discussion**

The Committee notes a possible scenario of 40 dwellings could be built on the site as suggested to it by Council. Given the site's accessibility to public transport, an assumed traffic generation rate of up to five vehicle movements a day, including 0.5 vehicle movements in a peak hour, would be reasonable. This would equate to around 20 more vehicle movements in each of the peak hours.

Although raised in submissions as an issue, traffic impacts can be mitigated through the proposed DPO30 which requires an assessment of the expected traffic impacts associated with any development on site.

In addition, the proposed DPO30 requires an assessment of the expected traffic impacts associated with a development.

**(iii) Conclusion**

The Committee concludes there is good access to public transport, and that the local and broader road network would be able to safely and efficiently accommodate extra traffic from residential development of the site. Further, the site's location and size would allow for good pedestrian and bicycle links within the site and connections to external local and regional networks, including Meadowlink.

The Committee does not believe any potential off-site traffic impacts constitute an impediment to the proposed rezoning and eventual residential development.

## Appendix A: About the Government Land Standing Advisory Committee

The Fast Track Government Land Service is a 2015 initiative to deliver changes to planning provisions or correct planning scheme anomalies for land owned by the Victorian Government. The Government Land Standing Advisory Committee (the Committee) was initially appointed in July 2015 under Part 7, section 151 of the *Planning and Environment Act 1987*. It was reappointed with a revised membership on 25 March 2018.

The Minister for Planning approved revised Terms of Reference for the Committee in July 2017.

The purpose of the Committee is:

*... to advise the Minister for Planning on the suitability of changes to planning provisions for land owned, proposed to be owned in the future, or to facilitate the delivery of priority projects by the Victorian Government.*

The Committee consists of:

- Chair: Lester Townsend
- Deputy Chairs: Trevor McCullough and Mandy Elliott
- Members: Gordon Anderson, Elissa Bell, Alan Chuck, Jenny Fraser, Prue Mansfield, Jane Monk, Rachael O'Neill, John Ostroff, Tania Quick, Cazz Redding and Lynn Sweeney.

The Committee is assisted by Ms Emily To, Project Officer with Planning Panels Victoria.

The Committee's Terms of Reference state:

25. *The Standing Advisory Committee must produce a written report for the Minister for Planning providing:*
- *An assessment of the appropriateness of any changes of planning provisions, in light of the relevant planning scheme and State and Local Planning Policy Frameworks.*
  - *An assessment of whether the proposed planning provisions make proper use of the Victoria Planning Provisions and are prepared and presented in accordance with the Ministerial Direction on The Form and Content of Planning Schemes.*
  - *An assessment of whether planning scheme amendments could be prepared and adopted in relation to each of the proposals.*
  - *An assessment of submissions to the Standing Advisory Committee.*
  - *Any other relevant matters raised in the course of the Standing Advisory Committee Hearing.*
  - *A list of persons who made submissions considered by the Standing Advisory Committee.*
  - *A list of persons consulted or heard.*

## Appendix B: List of Submitters

| No. | Submitter                       |
|-----|---------------------------------|
| 1   | Linh Nguyen                     |
| 2   | Jin Luan                        |
| 3   | Jin Luan                        |
| 4   | Pawel Gancarz                   |
| 5   | Greg McLaren                    |
| 6   | Jocelyn Sarah Jane Giannoulidis |
| 7   | Marina Grobisa                  |
| 8   | Sheriden Tate                   |
| 9   | Sonja Rutherford                |

## Appendix C: Document list

| No. | Date      | Description   | Presented by  |
|-----|-----------|---|---|
| 1   | 15 Feb 18 | DTF submission  | Jane Kelly, Urbis                                   |
| 2   | “         | DTF response to submissions   | “   |
| 3   | “         | DTF’s updated proposed version of Schedule 30 to Clause 43.04 Development Plan Overlay (DPO30)  | “   |
| 4   | “         | Hume City Council Open Space Strategy 2010-2015   | “   |
| 5   | “         | Hume City Council folder of documents in support of submission  | Greg McLaren, Hume City Council                     |
| 6   | “         | Aerial Photograph and other documents on proposed developments north of the site, including the former Yakka site   | Sonja Rutherford, Broadmeadows Progress Association |
| 7   | “         | Various traffic and parking photographs   | “   |
| 8   | “         | <i>Meadowlink Community Park New Park, New Connections</i> brochure and photograph at old rail crossing of Blair Street   | “   |
| 9   | “         | Resident meeting notice and draft resolution 14 February 2018   | “   |
| 10  | “         | General Notice about the Broadmeadows Progress Association  | “   |
| 11  | “         | Broadmeadows Progress Association submission  | “   |
| 12  | “         | Submission  | Sheridan Tate                                       |
| 13  | 19 Feb 18 | Hume City Council submission  | Greg McLaren  |
| 14  | “         | <i>Broadmeadows Activities Area, Broadmeadows Structure Plan - Adopted 26 March 2012</i>  | “   |
| 15  | “         | Drawings <i>Cuthbert Street, Broadmeadows. Road Rehabilitation &amp; Indented Parking Bays</i> , 15 December 2017   | “   |
| 16  | “         | Five documents on environmental assessment of the site, including: <ul style="list-style-type: none"> <li>• Letter/Report <i>Environmental Assessment of Former Underground Fuel Infrastructure, Former Broadmeadows Primary School, Nicholas Street, Broadmeadows, Victoria</i> 18 January 2018 by Cardno</li> <li>• Letter/Report <i>Soil Vapour Assessment, Former Broadmeadows Primary School, Nicholas Street, Broadmeadows, Victoria</i> 18 January 2018 by Cardno</li> </ul> | Jane Kelly, Urbis                                   |

## Appendix D Committee's recommended version of DPO30

### SCHEDULE 30 TO THE CLAUSE 43.04 DEVELOPMENT PLAN OVERLAY

--/--/- Shown on the planning scheme map as DPO30

#### 2-16 NICHOLAS STREET, BROADMEADOWS

##### 1.0 Requirement before a permit is granted

--/---/--- A permit may be granted before a development plan has been approved provided the responsible authority is satisfied that it will not prejudice the future use and development of the land.

##### 2.0 Conditions and requirements for permits

--/---/--- None specified.

##### 3.0 Requirements for development plan

--/---/--- In preparing a development plan or an amendment to a development plan, the following should be achieved:

- A range of dwelling types, as appropriate to cater for a variety of housing needs.
- Variation to building forms across the site.
- Protection of the amenity of adjoining sites by providing for a maximum of 2 storey built form adjacent to or opposite any existing single or double storey residential development.
- Graduation of taller buildings across the balance of the site with reference to analysis of shadow, visual amenity impacts and the character of the area.
- A positive interface to public open space, including Meadowlink Reserve giving appropriate consideration to issues of safety and surveillance.
- Improved local permeability through provision of new pedestrian/cycle pathways that provide connections to open space areas (including Meadowlink Reserve), the existing street network and facilitates connections through to the Broadmeadows Metropolitan Activity Centre.
- A street network which improves the connectivity within the neighbourhood.
- Sustainable design features to address water management, solar access and energy saving initiatives, to deliver lower living costs for future residents.

The Development Plan may consist of a plan and/or other documents.

A Development Plan must include the following requirements to the satisfaction of the responsible authority:

- The key attributes of the land, its context, the surrounding area and its relationship with existing and/or proposed uses on adjoining land;
- Concept plans for the layout of the site which show:
  - Proposed lot and road layout, new building orientation and location, public roads, vehicle access locations, and pedestrian and bike paths.
  - The provision of useable public open space that is clearly visible and accessible to the residents within the site and from surrounding areas, and includes the provision of a park adjoining [and linking into](#) Meadowlink [Community Park](#).

- Three dimensional building envelope plans including indicative building heights and setbacks.
- Stormwater and drainage management treatments including any water sensitive design, or integrated water management elements.
- How the layout pattern and proposed development responds to the site analysis.
- How a proposal responds to any adopted Greater Broadmeadows Framework Plan ([2017](#)), any adopted Broadmeadows Structure Plan and any adopted Meadowlink Masterplan.
- A traffic management report prepared by a suitably qualified person(s), which identifies, as relevant:
  - An assessment of the expected traffic impacts associated with a development such as traffic volumes, car parking, car parking location, loading and unloading of vehicles, and collection of garbage and waste.
  - A traffic assessment addressing the impact of the proposed development on the arterial road and local road networks and identifying necessary mitigating works on those networks to the satisfaction of the responsible authority.
- An integrated pedestrian and bicycle path network, incorporated into the road and public open space system that:
  - Provides clear linkages within the land and connections to the surrounding community and other local destinations, including public transport.
  - Provides for community safety.
  - Connects to future regional bike paths and open space areas, including Meadowlink.
- An arboricultural assessment of any significant vegetation on the land, including advice on the long-term health and retention value of such vegetation, [in accordance with Australian Standard AS 4970-2009 'Protection of Trees on Building Sites'](#).
- A concept landscape plan for the site, including principles and guidelines.
- A stormwater and drainage management strategy, including the integration of water sensitive urban design (WSUD) treatments.
- Details of how the proposal will demonstrate best practice Environmentally Sustainable Design principles.

The responsible authority may waive the need to provide any of the information detailed above that is not relevant to a particular Development Plan or part of a Development Plan.