

Government Land Standing Advisory Committee

Tranche 18 Report

20-24 Coonans Road, Pascoe Vale South

29 May 2018

About this report	2
1 Summary and recommendation	3
1.1 The site.....	3
1.2 Issues raised in submissions	3
1.3 Committee conclusion	4
1.4 Recommendation	4
2 Process issues for this site	5
2.1 Process summary	5
2.2 Process issues	6
3 Site constraints and opportunities	9
3.1 Planning context	9
3.2 Physical constraints	9
4 Issues with the proposed changes	11
4.1 What zone is suitable.....	11
4.2 What overlays are suitable	12
Appendix A: About the Government Land Standing Advisory Committee.....	13
Appendix B: List of submitters.....	14
Appendix C: Document list	15

List of Tables

Table 1:	Existing and proposed controls	4
Table 2:	Proposal summary.....	5
Table 3:	Proposed planning scheme changes	5
Table 4:	Committee process	5

List of Figures

Figure 1:	Site location.....	3
Figure 2	Site parcels	6
Figure 3	Crown land diagram	7
Figure 4:	Current zoning.....	9
Figure 5:	Proposed zoning.....	9

List of Abbreviations

DCPO	Development Contributions Plan Overlay
DELWP	Department of Environment, Land, Water and Planning
GLSAC	Government Land Standing Advisory Committee
NRZ1	Neighbourhood Residential Zone – Schedule 1
RZ1	Road Zone Category 1
SBO	Special Building Overlay

About this report

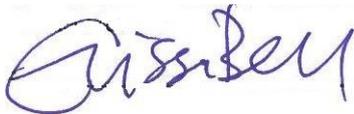
On 21 December 2017, the Minister for Planning referred the following sites to the Government Land Standing Advisory Committee as Tranche 18:

- Melrose Drive, Tullamarine
- 20-24 Coonans Road, Pascoe Vale South.

This is the report under Section 151 of the *Planning and Environment Act 1987* of the Government Land Standing Advisory Committee for 20-24 Coonans Road, Pascoe Vale South.



Mandy Elliott, Chair



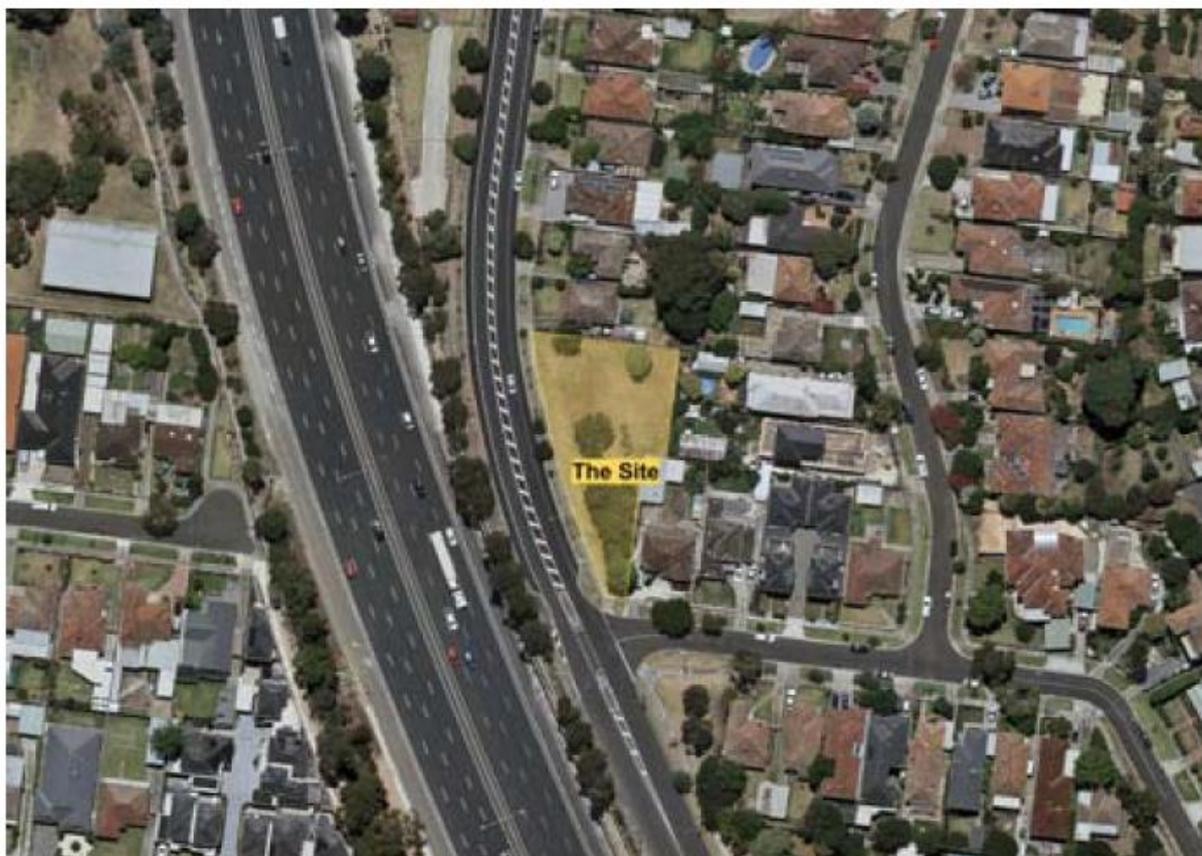
Elissa Bell, Member

29 May 2018

1 Summary and recommendation

1.1 The site

Figure 1: Site location



The subject site comprises two parcels of vacant land with a total area of approximately 1,290 square metres. The site was previously considered to be required for CityLink.

An additional parcel of Crown land was exhibited as part of the Amendment, despite not being the site owner's land (this is discussed further in section 2.2).

The site is located within a principally residential context, although CityLink forms the western interface of Coonans Road. The site has a curving frontage to Coonans Road of around 45 metres and a 5 metres southern abuttal to Lothair Street. There are some trees on the site, mostly within the southern portion although one tree also adjoins the northern boundary.

1.2 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.

Issues raised in submissions related to traffic safety, impacts on the local road network, current maintenance of the site and that the land be public open space.

1.3 Committee conclusion

The site owner proposes to rezone the subject land from Road Zone – Category 1 to Neighbourhood Residential Zone – Schedule 1. The Committee agrees that this is an appropriate zone if the land is to be sold.

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

Current planning scheme controls	Proposed planning scheme controls	Advisory Recommendation	Committee Recommendation
Road Zone – Category 1	Neighbourhood Residential Zone – Schedule 1	Neighbourhood Residential Zone – Schedule 1	
Developer Contributions Plan Overlay – Schedule 1	Retain	Retain	
Part Special Building Overlay	Retain	Retain	

1.4 Recommendation

The Committee recommends that:

A planning scheme amendment be prepared and approved to rezone 20-24 Coonans Road, Pascoe Vale South from Road Zone – Category 1 to Neighbourhood Residential Zone - Schedule 1.

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	
Tranche	18
Site address	20-24 Coonans Road, Pascoe Vale South
Previous use	Vacant land
Site owner	VicRoads and DELWP ¹
Council	Moreland City Council
Exhibition	26 February – 6 April 2018
Submissions	5

Table 3: Proposed planning scheme changes

Existing controls	Proposed changes
Road Zone – Category 1	Neighbourhood Residential Zone – Schedule 1
Developer Contributions Plan Overlay – Schedule 1	Retain
Special Building Overlay	Retain

Table 4: Committee process

Committee process	
Members	Mandy Elliott (Chair) and Elissa Bell
Information session	20 March 2018
Hearing	30 April 2018
Site inspections	30 April 2018
Appearances	VicRoads represented by Matthew Gilbertson of Glossop Town Planning Moreland City Council represented by officers Ms Kim Giaquinta, Strategic Planning Manager and Mr Craig Griffiths, Traffic Engineer
Date of this Report	29 May 2018

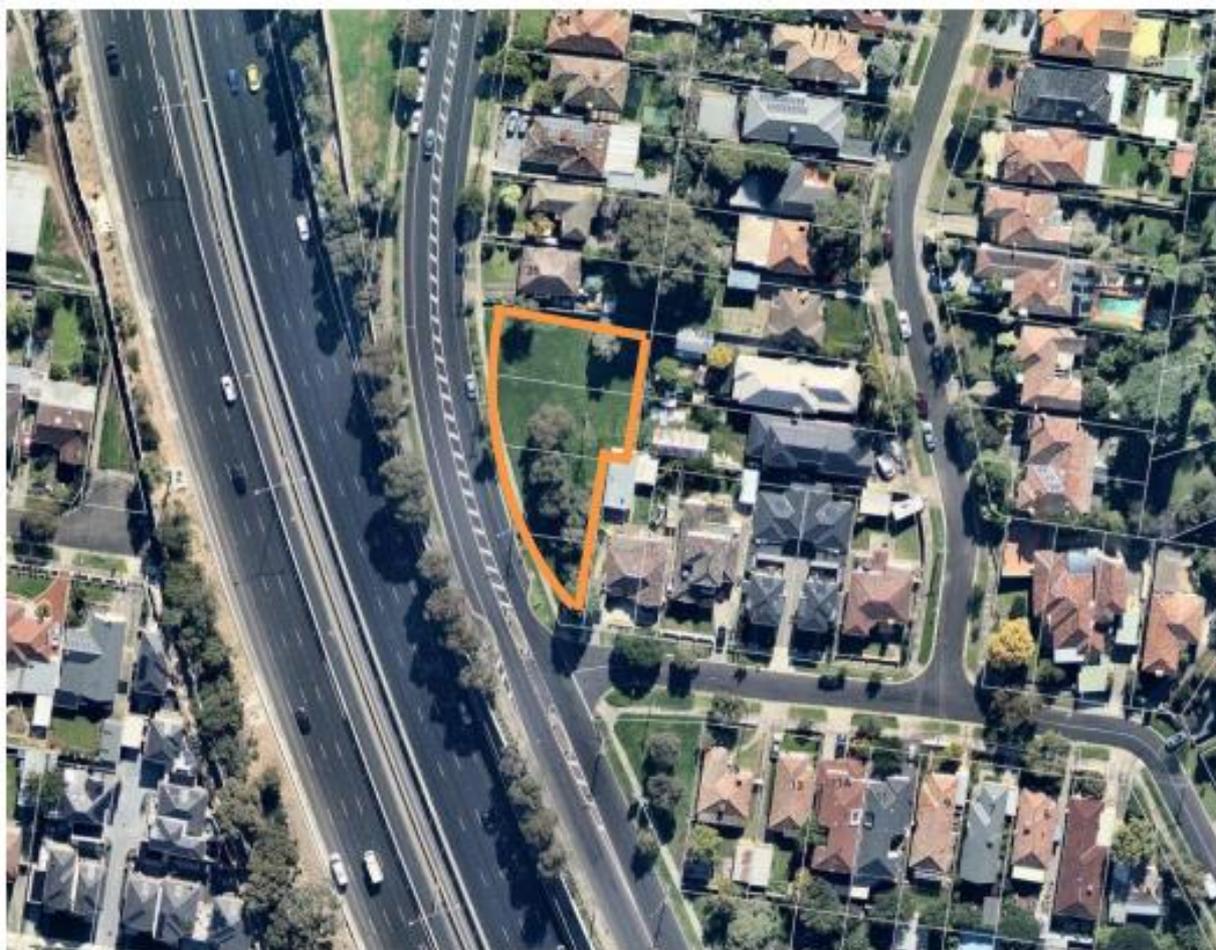
¹ In the context of this report, 'site owner' refers to VicRoads only, as DELWP did not make a submission.

2.2 Process issues

(i) Site owner and boundary

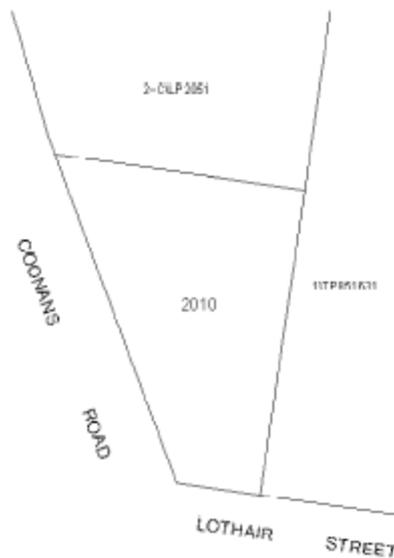
Documents used for exhibition described the site as consisting “two parcels of vacant land, located on the northeast corner of the intersection of Coonans Road and Lothair Street. The land is generally triangular and comprises a combined area of around 1290 square metres.” The accompanying figure reproduced below, indicated the site consisted of four parcels.

Figure 2 Site parcels



The site owner advised at the Hearing that a review of the land titles had revealed that the southernmost parcel of land, consisting approximately 150 square metres, did not in fact belong to VicRoads but was unreserved Crown land held by the Department of Environment, Land, Water and Planning (DELWP). The site owner indicated that DELWP was likely previously unaware of its landholding status and that previous maintenance of the site had probably been undertaken by VicRoads. The site owner therefore sought to revise the draft planning scheme maps to exclude that parcel of land from the amendment.

Figure 3 Crown land diagram²



The Committee's Terms of Reference provide the following background for the Committee:

The Victorian Government acquires land, or an interest in land, to provide new infrastructure, enable the optimal use of existing infrastructure to contribute to the economic, social or community benefits of the State. The Victorian Government continuously reviews its land holdings to support current and future service delivery requirements. In some instances, planning controls may need to be amended to ensure that they reflect the existing or proposed use and development on land by a Victorian Government department or agency.

It is important to ensure that planning provisions applicable to land are appropriate to protect current and future government assets, comply with government policies, maximise planning certainty and capture the value of underutilised or surplus government land.

The Terms of Reference then proceed to explain the process for the Committee including that the Minister for Planning or delegate will refer land to the Advisory Committee for advice on future planning controls.

The Committee notes the entire corner site of 1,290 square metres was referred to it by the Minister for Planning in December 2017. The Committee further notes the land is no longer required for road purposes and therefore the Road Zone is no longer the appropriate zone to be applied to the land. Therefore regardless of the site ownership, the Committee considers it appropriate to consider the appropriate zoning which should be applied to the entire site as referred to it by the Minister for Planning.

(ii) Public open space

Submissions from local residents raised concern with the general appearance of the site and submitted the land should be divested to Council which would improve the quality of

² Document 2 - Crown land diagram pertaining to the Coonans Road site

management. Council's submission confirmed that the land *"held no strategic benefit for Council"* and therefore it *"does not wish to purchase the land for public purposes"*. Further, Council stated *"in the current rate capped environment, ongoing maintenance and associated costs for land that has no strategic benefit to Council is not supported"*.

The Committee's Terms of Reference specify limited situations in which it can consider land be rezoned for a public purpose, this is not such a circumstance. Regardless, the Committee accepts Council's submission that the land is not desired for public purposes. The Committee considers the best outcome in terms of maintenance of the land will be achieved through appropriate rezoning and sale.

(iii) Hearing process

One individual submitter, in support of the amendment, initially requested to be heard however subsequently withdrew that request on the basis of the need to travel. No other requests to be heard were received. The Committee considered assessing the proposal 'on the papers' however thought it would be more efficient to have a short hearing with the site owner and Council to clarify issues raised by submissions. Whilst Council did not provide a submission during public exhibition, the Committee requested its presence at the Hearing and received oral submissions.

3 Site constraints and opportunities

3.1 Planning context

Figures 3 and 4 show the current and proposed zonings.

Figure 4: Current zoning

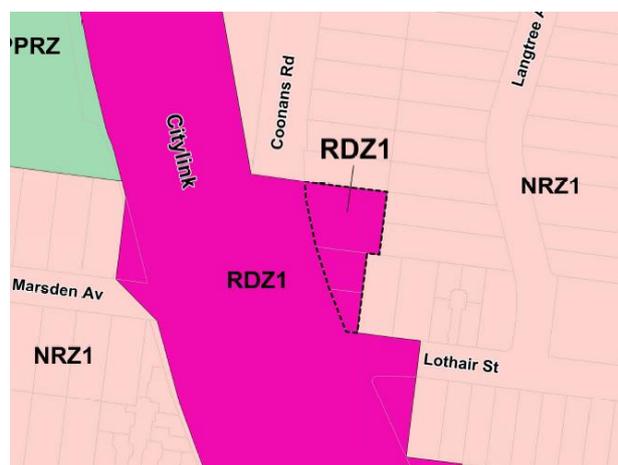


Figure 5: Proposed zoning



The land is subject to a Development Contributions Plan Overlay – Schedule 1 (DCPO) which requires that any permit granted in relation to the subject site must include any conditions required to give effect to any contributions, levies, conditions or requirements set out in the Schedule.

A small portion of the site is subject to the Special Building Overlay (SBO) which sets requirements to manage flood risk.

3.2 Physical constraints

(i) History of the site

The site was thought to be required for the CityLink project. It is now considered to be surplus. The site owner is not aware of any potential site contamination nor any historic uses or activities that may have created the potential for contamination in accordance with the *Potentially Contaminated Land General Practice Note, June 2005*.

(ii) Drainage

The site exhibits a gentle fall towards the south-west consistent with the broader topography. A small portion of the site is subject to the SBO which sets requirements to manage flood risk.

(iii) Current site conditions

The site is currently vacant with grass and some mature trees in the south.

(iv) Interface with surrounds

The site has a curved frontage to Coonans Road and is surrounded by residential dwellings. Some of the residences currently have gate access across the subject site. A sound wall to the CityLink tollway is located to the west on the opposite side of Coonans Road.

The broader area is largely residential comprising a mix of single and double storey dwellings with some medium density development. The site is in close proximity to a Local Activity Centre, various open spaces and larger commercial centres.

(v) Access

Site access is via Coonans Road.

4 Issues with the proposed changes

4.1 What zone is suitable

(i) Evidence and submissions

The site owner proposes to apply the NRZ1 to the site. Two individual submitters raised concerns with the proposed zone and the potential for it to result in unacceptable traffic impacts. Specifically submissions were concerned the amendment would result in an increase in traffic congestion and reduce already poor visibility of Coonans Road from traffic turning in from Lothair Street. The site owner stated that *“any future development of the Coonans Road site will require planning permission under Clause 52.29 to create or alter access to a road within Road Zone, Category 1”* it therefore submitted that *“a future planning permit application is the most appropriate mechanism for resolving any traffic safety or congestion impacts that may arise from any future proposal”*.

Council considered any increase in traffic due to a future development on the site would be *“incremental”*. Further, Council submitted that it did not expect *“a residential development would reduce road safety at this location due to the bend in the road”*.

The Moreland City Council agreed that the proposed zoning to NRZ1 is the most appropriate for the land. Council stated in their submission to the Hearing (Document 4):

This zone represents the highest and best use and consistently extends the NRZ that applies to the established residential area to the north and east adjoining the site. The land is not included within an identified activity centre or strategic redevelopment site.

(ii) Discussion

The areas surrounding the site are predominantly low density residential and within the NRZ. The Committee agrees with the Council and the site owner that extending this zone across the land is consistent with its surrounds.

The Committee reiterated at the Hearing that what is before it is a proposed rezoning of the land from RZ1 to NRZ1. There is currently no specific development proposal for the site and any such proposal will be subject to planning controls under the new zone. The Committee agrees with the site owner that any such development requiring site access would require a planning permit consistent with Clause 52.29 of the Planning Scheme. The Committee considers that to be the appropriate time and process for assessing any specific traffic safety impacts of a specific proposal. With respect to congestion, the Committee agrees with Council that any increase in traffic associated with the rezoning itself would be incremental.

(iii) Recommendation

The Committee recommends that:

A planning scheme amendment be prepared and approved to rezone 20-24 Coonans Road, Pascoe Vale South from Road Zone – Category 1 to Neighbourhood Residential Zone - Schedule 1.

4.2 What overlays are suitable

(i) Evidence and submissions

The existing DCPO and SBO are proposed to be retained by this Amendment. No submissions were received with respect to the overlays.

(ii) Conclusion

The Committee concludes it appropriate to retain the existing DCPO and SBO.

Appendix A: About the Government Land Standing Advisory Committee

The Government Land Planning 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 appointed under Part 7, section 151 of the *Planning and Environment Act 1987* in July 2015.

A revised Terms of Reference for the Committee was approved in April 2018.

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 that the purpose of the Advisory Committee is to:

- advise the Minister for Planning on the suitability of new changes to planning provisions for land owned, proposed to be acquired or to land required to facilitate the delivery of priority projects by the Victorian Government, and*
- provide a timely, transparent and consultative process to facilitate proposed changes to land owned or proposed to be acquired; or to support delivery of priority projects by the Victorian Government.*

The 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 the context of the relevant planning scheme and State and Local Planning Policy Frameworks,*
- consideration 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 for each proposal, including the recommended planning provisions,*
- an assessment of submissions to the Advisory Committee,*
- any other relevant matters raised during the hearing(s),*
- a list of persons who made submissions considered by the Advisory Committee,*
- a list of persons consulted or heard,*
- endorsement by the Chair or the Deputy Chair.*

Appendix B: List of submitters

No.	Submitter
1	Edward Marinier
2	Edward Marinier
3	Phil Ridgeway
4	Robert Storti
5	Edward Marinier

Appendix C: Document list

Documents Presented to Hearing (No.)	Description	Presented By
1	The site owner submission and supporting documents	Mr Gilbertson, for the site owner
2	Crown land diagram pertaining to the Coonans Road site	Mr Gilbertson
3	Transmission overhead powerlines – No Go Zones	Mr Gilbertson
4	Council submission	Ms Giaquinta, Moreland City Council
5	Victorian Government Land Transactions Policy and Guidelines	Ms Giaquinta