

GREATER DANDENONG PLANNING SCHEME
AMENDMENT C203GDAN
EXPLANATORY REPORT

Who is the planning authority?

This Amendment has been prepared by the Greater Dandenong City Council, who is the planning authority for this Amendment.

The Amendment has been made at the request of the Greater Dandenong City Council.

Land affected by the Amendment

Amendment C203gdan generally applies to land identified within the designated Springvale Activity Centre boundary as per the Springvale Activity Centre Structure Plan, as shown on the map in Figure 1.

Land affected by this Amendment has a number of applicable zoning planning controls including Commercial 1 and 2 Zones, Industrial 1 Zone, Public Use Zone 2, 4, 6 and 7, Road Zone, Residential Growth Zone Schedule 2 and General Residential Zone Schedule 1. The SAC is also affected by the Design and Development Overlay Schedule 6 (DDO6) of the Greater Dandenong Planning Scheme.

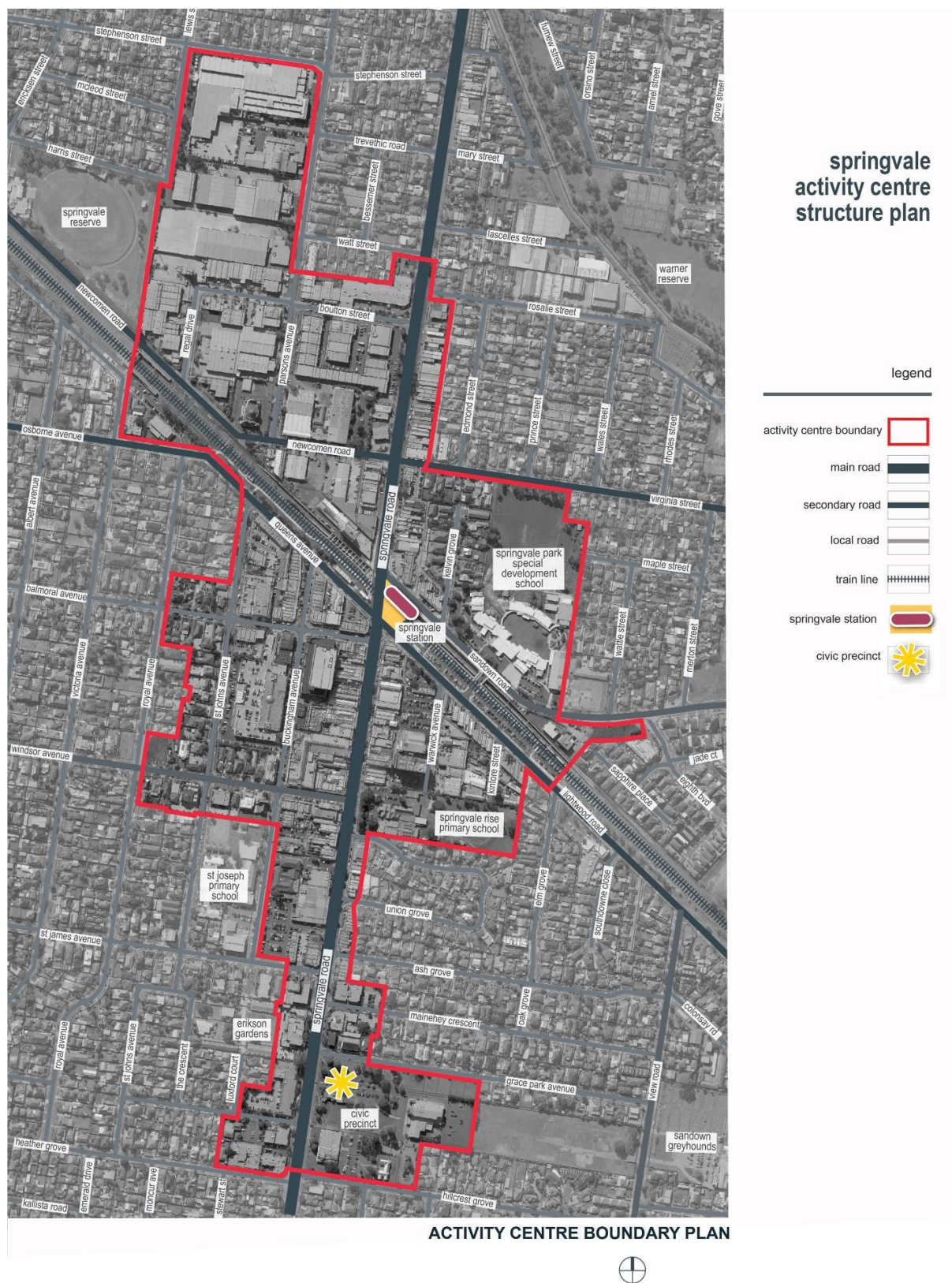


Figure 1: Springvale Activity Centre Boundary

What the amendment does

The amendment implements the recommendations of the *Springvale Activity Centre Structure Plan (2017)* and the *Springvale Building Heights and Setbacks Study (Tract, 2016)* to improve the operation of planning policy and controls within the Activity Centre to ensure

that they achieve preferred built form outcomes that meet high amenity and design standards and accommodate expected population growth.

More specifically, the amendment introduces new built form and urban design provisions which are outlined by the following changes to the Greater Dandenong Planning Scheme:

- Amend relevant sections of the Municipal Strategic Statement (MSS) at Clause 21 to support the Springvale Activity Centre Structure Plan's implementation and include amending Clauses 21.03, 21.04, 21.05 and 21.06.
- Amend Clause 21.08 Reference Documents to insert the *Springvale Activity Centre Structure Plan (2017)* and the *Springvale Building Heights and Setbacks Study (Tract Consultants, 2016)* as Reference Documents.
- Replace the existing Clause 22.10 Springvale Local Planning Policy with a new Clause 22.10 to incorporate the revised objectives and policy to provide stronger design principles and reflects the revised Springvale Activity Centre Structure Plan.
- Replace the existing Design and Development Overlay Schedule 6 (DDO6) and replace it with a new Schedule that applies preferred maximum height, street wall height, setbacks (to the street and to neighbouring boundaries), overshadowing and wind impact requirements.
- Amending map 1DDO of the Design and Development Overlay Schedule 6 (Figure 2) to include the following areas:
 - Public Use Zone 2: Springvale Rise Primary School 355A Springvale Road.
 - Public Use Zone 2: Springvale Secondary College 13-15 Sandown Road.
 - Public Use Zone 4: Railway Line (Springvale Station) 4 Sandown Road.
 - Public Use Zone 6: Springvale Learning & Activities Centre 1-3 Osborne Avenue.
 - Public Use Zone 6: Springvale Library 1 Hillcrest Grove and the Civic Centre – Municipal Offices 397-405 Springvale Road.
 - Public Use Zone 7: Police Station, 314-322 Springvale Road.
 - Commercial 1 Zone: South of Windsor Avenue and west of Buckingham Avenue - Area includes 6, 8A, 10, 12-14, 20 and 24 Windsor Avenue and 28 St. Johns Avenue.
 - Residential Growth Zone Schedule 2: South of Virginia Street and located both sides of Kelvin Grove including properties at 2 – 14 Virginia Street and 2-14 Kelvin Grove.
 - General Residential Zone Schedule 1: Part of Sandown Road immediately north of the Railway line and south of Springvale Secondary College extending to Eight Boulevard.

Area to be removed

- The area noted as excluded by the revised DDO6 includes properties at no. 10, 12, 14 and 16 St. James Avenue, no. 39 St. Johns Avenue and no. 78 Buckingham Avenue (Figure 3).

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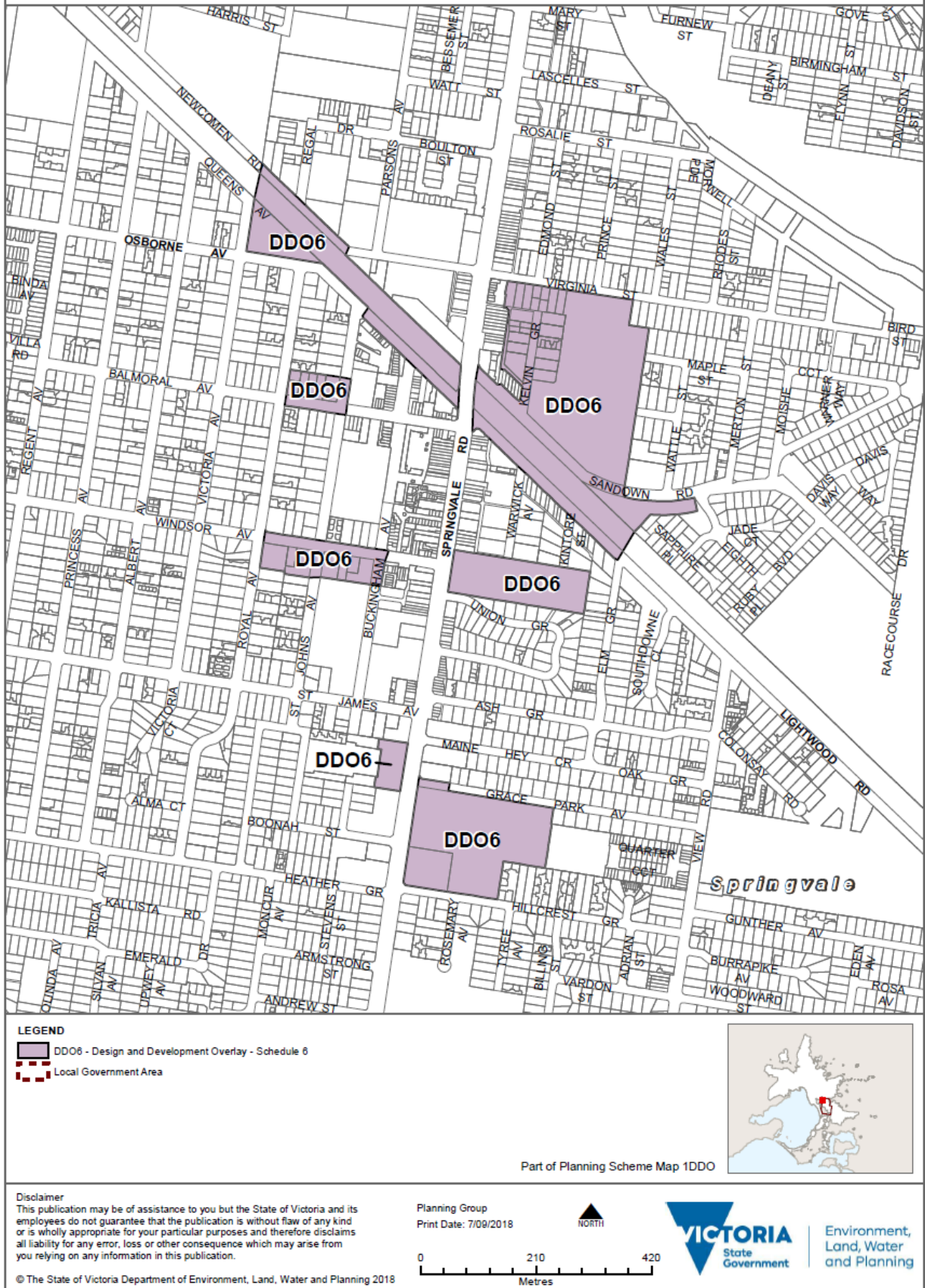


Figure 2: Area to be included from the existing Design and Development Overlay Schedule 6

GREATER DANDENONG PLANNING SCHEME - LOCAL PROVISION AMENDMENT C203

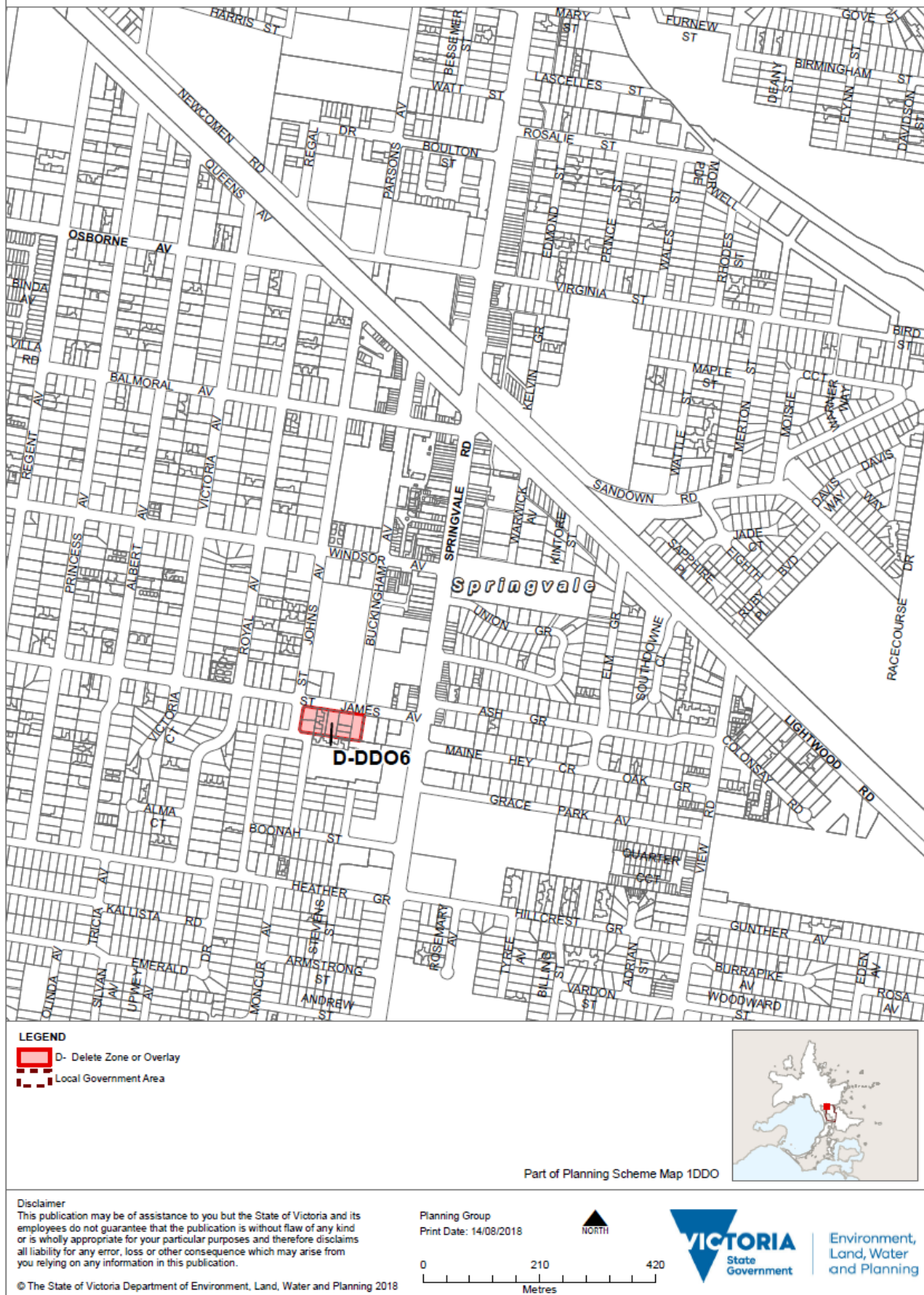


Figure 3: Area to be deleted from the existing Design and Development Overlay Schedule 6

Strategic assessment of the Amendment

Why is the Amendment required?

The purpose of Amendment C203gdan is to revise the existing planning controls in order to provide clearer guidance regarding the built form and urban design outcomes that are preferred in the Springvale Activity Centre (SAC).

A significant amount of change has occurred in and around the SAC in recent times including the removal of the Springvale level crossing and the associated redevelopment of the railway station and bus transport interchange.

In recent years there has been a dramatic increase in the quantity, density and scale of development proposed, and approved, within the Springvale Activity Centre. This combined with an increasing number of major planning permit applications required a review of the built form controls which applied to the SAC.

The current planning scheme provisions are not responding to the emerging development challenges. As a result, development is starting to have adverse impacts on the amenity of residents, workers and visitors to the Springvale Activity Centre.

Springvale has the potential to accommodate more intensive development and provide capacity for new higher density housing and commercial uses, providing housing and employment. It is therefore important for Council to have an up to date plan for Springvale to ensure sustainable growth and development in the centre.

It is also critical to ensure that public infrastructure such as streetscapes, open space, and other community services will meet the needs of current and future residents and allow for improved social liveability, environmental sustainability and economic prosperity for the centre.

Springvale Activity Centre Structure Plan 2017

Therefore, a detailed review of the SAC and the current planning controls was undertaken and the strategic background document *Springvale Activity Centre Building Heights and Setbacks Study (2016)* was prepared by Tract Consultants on behalf of Council.

This study provided the strategic justification for the revised *Springvale Activity Centre Structure Plan* which was adopted by Council on 24 July 2017.

The revised structure plan for the SAC has a series of objectives, strategies and actions that have been identified under the key four key headings to assist in achieving the shared vision of the SAC through land use and economic activity, built form and urban design, transport and movement; and open space and public realm.

The inclusion of the *Springvale Activity Centre Structure Plan (2017)* as a reference document will give the Structure Plan's recommendations a degree of formal, statutory weight in planning assessments. It will also provide the means by which the Local Planning Policy Framework (LPPF) and the wider Greater Dandenong Planning Scheme may recognise the *Springvale Activity Centre Structure Plan (2017)* as the definitive Structure Plan for Springvale.

These reference documents provide the strategic justification to guide the future growth, provision of infrastructure and public and private investment within the SAC.

Clause 22.10 Springvale Local Planning Policy and DDO6

The proposed Clause 22.10 Springvale Local Planning Policy builds on *Plan Melbourne* to support the continued development and expansion of Springvale as a Major Activity Centre and provides direction to Council in considering future land use and development applications within the Activity Centre.

The proposed policy objectives as outlined in Clause 22.10 and the associated DDO6 consider a number of areas including: land use and economic activity, built form and urban design, transport and movement; and open space and public realm. The policy objectives aim to encourage appropriate site consolidation, integrate lot layout, support higher density development, improve permeability and promote design excellence.

The DDO6 has identified 11 precincts within the SAC which have specific site responsive built form controls to guide high quality medium to higher density development that will accommodate future population growth.

The application of discretionary built form provisions are considered to be an appropriate approach which will ensure that valued attributes of the SAC are maintained while facilitating ongoing development.

The proposed planning provisions seek to:

- provide certainty and overall consistency in built form outcomes;
- provide for architectural excellence across all developments;
- reinforce the sense of human scale to key activity centre streets and public realm;
- enhance sensitive interfaces - residential and open space;
- provide for a continuous network of active frontages;
- maintain solar access to key streets and public spaces;
- enhance views to the Activity Centre when viewed from surrounding public viewing locations;
- emphasise landmark sites / gateways;
- ensure adequate servicing of existing and new developments;
- provide for equitable access to amenity and improve public amenity; and
- enhance existing industrial areas.

How does the amendment implement the objectives of planning in Victoria?

The amendment implements the objectives in section 4 of the *Planning and Environment Act* (the Act), in particular:

- to provide for the fair, orderly, economic and sustainable use, and development of land;
- to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value; and
- to balance the present and future interests of all Victorians.

How does the amendment address any environmental, social and economic effects?

The amendment adequately addresses any environmental, social and economic effects sections 12(2) (b) and (c) of the Act.

The amendment will generate positive environmental, social and economic effects by providing more certainty to the community and development industry about expected and desired outcomes through the introduction of building height and setback requirements in order to achieve a transition of built form to the surrounding sensitive interfaces.

The amendment is expected to have a positive effect as it:

Environmental Effects

- Requires developments to incorporate Ecological Sustainable Design (ESD) principles and improved energy efficiency ratings. It is a key development objective to achieve these sustainable outcomes for the SAC and all future developments will be assessed in terms of sustainability criteria which will have environmental benefits.
- Encourages the facilitation of more sustainable modes of transport and permeability for pedestrian access and movement within the Activity Centre which will reduce carbon emissions.
- New development will achieve greater levels of energy and water efficiency, stormwater management, sustainable transport, waste management and urban ecology which will have beneficial impacts on both those living and visiting the SAC.

Social effects

- Springvale's built form will be concentrated in a smaller area, with higher land use densities ranging from a broad spectrum of residential types to various forms of retail, commercial and service related industries, and community facilities. This built form will result in dynamic and stimulating urban forms designed for people to maximise access and movement with high levels of safety, amenity and convenience.
- The proposed Local Planning Policy provides increased business opportunities, encourages a greater mix of supportive land uses and encourages pedestrian access to public transport and convenience retail facilities.
- Provides protection of public spaces and valued attributes through shadowing protection and wind impact assessment criteria which will provide certainty and consistency of built form outcomes within the SAC allowing more enjoyable and socially inclusive spaces and places for residents and visitors in the Activity Centre which will have a positive net community benefit.

Economic effects

- Introduces clear design principles which seek to achieve high quality urban design and architecture, and improve the attractiveness and amenity of the Activity Centre which will result in improved economic well-being of the community through improved investment in the area.
- More sustainable and high quality design at the planning stage will minimise costs associated with retrofits and poor design, as well as long term cost savings on utilities. The economic impact of increased development as envisioned in the policy includes:

- Infrastructure cost savings;
- Improved public transport;
- Reduced vehicle ownership;
- Employment generation; and
- Land value increases.

The proposed Schedule 6 to the DDO will facilitate a wider choice of residential accommodation, local employment opportunities in the retailing, commercial (office) and service sectors.

Overall, it is considered that the amendment will have a net community benefit economically and socially as identified in the proposed Reference Documents.

Does the amendment address relevant bushfire risk?

The amendment affects land which is not a bushfire prone area.

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

The amendment is consistent with the Ministerial Direction on the Form and Content of Planning Schemes under section 7(5) of the Act, Direction No.9 – Metropolitan Strategy and Direction 11 - Strategic Assessment under Section 12(2) of the Act.

How does the amendment support or implement the State Planning Policy Framework and any adopted State policy?

The amendment is consistent with, and gives effect to, the following clauses forming part of the State Planning Policy Framework:

- Clause 11 - Settlement
- Clause 15 - Built Environment and Heritage
- Clause 16 - Housing
- Clause 17 - Economic Development; and
- Clause 18 - Transport

In particular, the inclusion of detailed urban design and built form objectives in Clause 22.10 will support Clause 15.01-2S Building design which seeks

“To achieve building design outcomes that contribute positively to the local context and enhance the public realm.”

The amendment supports Clause 15.01 Built Environment by ensuring that key attributes of the public realm and open spaces which underpin Melbourne's liveability are protected. The Amendment also ensures that the SAC will continue to facilitate sustainable development with opportunities for higher density development in areas that can accommodate growth.

Plan Melbourne

Under *Plan Melbourne*, the SAC is identified and designated as one of the 121 designated Major Activity Centres which are defined in the strategy as;

“Suburban centres that provide access to a wide range of goods and services. They have different attributes and provide different functions, with some serving larger subregional catchments.”

The provisions implemented by this Amendment are generally consistent with the relevant objectives of the State Planning Policy Framework and *Plan Melbourne 2017-2050: Metropolitan Planning Strategy* (Department of Environment, Land, Water and Environment, 2017).

The following key activity centre - related directions from the *Plan Melbourne: 2017-2050: Metropolitan Planning Strategy* will be supported as part of the future development of the SAC through this Amendment:

- Direction 2.1 - Manage the supply of new housing in the right locations to meet population growth and create a sustainable city
- Direction 2.2 - Deliver more housing closer to jobs and public transport
- Direction 3.2 - Improve transport in Melbourne’s outer suburbs
- Direction 4.3 - Achieve and promote design excellence
- Direction 5.1- Create a city of 20-minute neighbourhoods
- Direction 5.2 - Create neighbourhoods that support safe communities and healthy lifestyles

How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

The amendment is consistent with, and gives effect to the Local Planning Policy Framework of the Greater Dandenong Planning Scheme.

The provisions provided by this amendment generally support the Local Planning Policy Framework and Municipal Strategic Statement of the Greater Planning Scheme. Specifically, the Amendment supports Clause 21.04 (Land Use), Clause 21.05 (Built Form) and Clause 22.04 (Urban Design in Activity and Neighbourhood Centres).

The amendment supports the objective outlined under Clause 21.04-1 (Housing and Community) to protect the amenity of existing neighbourhoods and significant residential precincts within activity centres from the impact of new commercial development through the proposed local policy and Schedule 6 of the DDO which places emphasis on specific building heights and setbacks which are adjoining more sensitive land uses such as residential.

The amendment gives effect to the proposed Springvale Activity Centre Urban Design Framework Plan, as set out in the SAC Structure Plan (2017). This clearly sets out the objectives and design principles that will help facilitate high quality architecture and urban design outcomes in the SAC. This supports the Clause 21.05-1 (Urban design, character, streetscapes and landscapes) objective *“to facilitate high quality development, which has regard for the surrounding environment and built form”*.

The amendment is consistent with the objectives and policy as set out in Clause 22.04 (Urban Design in Activity and Neighbourhood Centres) which refers to the urban design guidance regarding Activity Centres. The proposed Clause 22.10 Springvale Local Planning Policy will provide guidance that will assist with improving the quality of development which has regard for the surrounding environment and better built form.

This amendment will provide clear objectives and policies through the revised Clause 22.10 Local Planning Policy for Springvale that will ensure development is consistent with the

identified preferred built form outcomes for each precinct as identified in the SAC Structure Plan (2017) which will support and implement the objectives and policy set out in the LPPF and MSS.

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

The amendment has been prepared in accordance with State Government Practice Notes – *Writing a Local Planning Policy and Strategic Assessment Guidelines: for planning scheme amendments*.

In particular the amendment makes proper use of the Victoria Planning provisions as:

- the MSS includes broad strategic support for the local policy position; and
- local planning policies are appropriate tools to guide decision making in relation to a specific discretion.

The amendment makes proper use of the Victoria Planning Provisions by applying a Schedule to the Design and Development Overlay to provide guidance regarding built form outcomes within the Springvale Activity Centre.

How does the amendment address the views of any relevant agency?

The amendment will be referred to any relevant agencies as part of the statutory exhibition and notice of the amendment.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The amendment supports the principles of integrated land use and transport planning by recognising that transport plays an important role in developing social and economic inclusion.

The amendment seeks to continue to encourage medium and higher density development within the SAC which is a designated Major Activity Centre, which is where people have good access to public transport and services.

Resource and administrative costs

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The amendment is unlikely to have an adverse impact on resource and administrative costs to the responsible authority.

Where you may inspect this amendment

The amendment can be inspected free of charge at the Greater Dandenong City Council website at www.greaterdandenong.com; or

The amendment is available for public inspection, free of charge, during office hours at the following places:

Greater Dandenong City Council, 225 Lonsdale Street, Dandenong

The amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.planning.vic.gov.au/public-inspection or by

contacting the office on 1800 789 386 to arrange a time to view the amendment documentation.