

WARRNAMBOOL PLANNING SCHEME Development Plan for:

Delegate:

Date: 6 Mach 2017



Expert Evidence | Strategic Advice | Development Approvals



1332 Raglan Parade | Development Plan Report | Proposed Service Station |

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1.1 Purpose

INTRODUCTION

- 1 This report accompanies a development plan proposal to enable the use and development of a service station on land at 1332 Raglan Parade, Dennington (Site).
- 2 It should be read in conjunction with the plans (Development Plan) prepared by TRG.
- 3 The Site forms part of the designated 'retail and commercial hub' of the Dennington Neighbourhood Activity Centre.
- 4 The report and Development Plan describe the response to the provisions and requirements of Development Plan Overlay - Schedule 9 (DPO9) of the Warrnambool Planning Scheme.



Figure 1: Aerial Photo - Site and surrounds (nearmap)



1.2 Background

- DP09 applies to the *Dennington Neighbourhood Activity centre Retail Precinct* (**Dennington NAC**), being the land identified within the retail / commercial precinct described in the *Dennington Neighbourhood Activity Centre Structure Plan (November 2009)*.
- DPO9 requires, among other matters, that future use and development is shown on a development plan before a permit can be granted to use or develop land.
- In accordance with the provisions of DPO9, a number of development plans for the Dennington NAC have already been prepared.
 - The Dennington Shopping Centre Development Plan was approved on 20 June 2011 and provided for the development of a supermarket and specialty retail land uses, including the development of a 400sqm 'pad site' – now developed with a Chemist Warehouse – to immediate east of the Site.
 - The Dennington Neighbourhood Activity Centre Development Plan (181-191 Russell Street, Dennington) Development Plan was approved on 21 June 2010 and illustrates the vehicle access, pedestrian linkages and car parking provision and arrangements to complement the shopping centre approved as part of the preceding development plan.
- Those development plans, which have been implemented in stages through the subsequent issue of planning approvals and development works, have provided generally for the use and development of the Dennington NAC with:
 - A principal shopping complex within the northern portion of the land;
 - A Chemist Warehouse outlet on a neighbouring site, toward the immediate east;
 - An access and movement network, including two principal access points: from Russell Street to the east and to Raglan Parade

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- · A range of business identification signage; and
- A landscape setting.
- The approval of the above development plans and subsequent approvals for the use and development of the Dennington NAC has not addressed and/or provided for the future use and development of the Site.

1.3 Proposal

- The Development Plan describes the future use and development of the Site with a service station, indicatively comprising a land use and built form outcome including:
 - Four (4) petrol bowsers;
 - A kiosk and convenience outlet;
 - · Access and on-site car parking arrangements;
 - Loading bay facilities; and
 - Provision for business identification signage.

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2 OVERVIEW

- 11 Consistent with the progressive approval and development of the Dennington NAC to date, the Development Plan advanced with this application:
 - Provides for the sequential, staged development of the Dennington NAC by providing for the future use and development of the Site adjacent to the developed portion of the centre; and
 - Does not address or detail the future use and development of the remaining 'pad site' toward the Site's west, at the northeast corner of the Raglan Parade and Lindsay Street, which is yet to be fully resolved and will be subject to future planning approval, including a development plan proposal.
- The Development Plan is advanced for a single 'pad site' within the Dennington NAC, where the proponent has clear intentions to establish a service station.
- The Development Plan is able to provide a detailed description of the Site's intended future use and development.
- The following considerations establish the strategic justification why the Development Plan is an appropriate response and proposal for the Site and the Dennington NAC.
 - A service station is a convenience service and is appropriately located adjacent to a local or neighbourhood centre that is the subject of frequent daily and weekly trips to access convenience goods and services.
 - The proposed Development Plan provides for the proposed use and development to integrate with the existing and future use and development of the Dennington NAC, including the adjoining land.
 - The proposed Development Plan will not prejudice the future use and development of the neighbouring 'pad site' to the west, which will be able to integrate with the Site and the Dennington NAC because:

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- An integrated common access is to be provided from Raglan Parade;
- · A future east/west connection from the activity centre to Lindsay Street is noted at the rear of the Site; and
- An open and permeable interface it to be provided along the common boundaries with the neighbouring properties, including opportunities for future integration of the adjoining land.
- The Development Plan has been prepared in response to the Site's opportunities and constraints, including the commercial and convenience expectations about land use and development to support and enhance a NAC at Dennington.
- The Development Plan responds positively to the relevant policy and provisions of the <u>Warrnambool Planning Scheme</u>, including DP09 and the <u>Dennington Neighbourhood Activity Centre</u> Structure Plan (November 2009).
- The Development Plan provides the detail to support the appropriate future use and development of the Site with a service station having regard to the:
 - · Surrounding land use and built form context;
 - Features of the Site and neighbouring properties;
 - Patterns of existing and anticipated development and neighbourhood character; and
 - Relevant residential amenity expectations of surrounding residential land.
- The off-site implications of the Development Plan proposal are appropriate. The service station does not abut nor is it particularly close to sensitive residential uses.
- Traffic, access and car parking has been considered and addressed by the Development Plan.



3 STRATEGIC CONTEXT

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3.1 Introduction

- 15 The proposed Development Plan has had regard and responds positively to the land use and development within the designated activity centre and on a site that:
 - Is zoned to deliver a range of commercial and community facilities to meet the convenience needs of existing and future residents at Dennington;
 - Is currently underutilised;
 - Is centrally located to the emerging community;
 - Benefits from a main road frontage and a high level of exposure;
 - Will be convenient and accessible to the future community and users of the Dennington NAC;
 - Will integrate with and be well served by car park facilities on the Site and adjoining land; and
 - Will integrate with and enhance the services to be offered by the Dennington NAC.

3.2 Settlement and activity centre policy

- 16 The overarching intent and objectives of *Settlement* policy (Clause 11) establish the clear expectation for planning to anticipate and respond to the needs of existing and future communities, including through the provision of zoned and serviced land for employment and commercial and community facilities and infrastructure.
- 17 Planning is directed to facilitate sustainable development that takes full advantage of existing settlement patterns and to build up a network of activity centres as a focus for high-quality development and a diverse and accessible land use mix to:
 - Foster sustainable growth and development;

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- Provide appropriate opportunities for jobs and investment; and
- Support the community and wider region through the provision of a range of services and facilities.
- These broad policy objectives are reflected in Council's Municipal Strategic Statement (MSS) and the local policy provisions of the <u>Warrnambool</u>

 <u>Planning Scheme</u>, which establish the strategic basis and place for a well-designed NAC at Dennington to:
 - Support a competitive and sustainable local economy;
 - Support the 'consolidation of urban settlement' in line with the Warrnambool Strategic Framework Plan (Figure 2) and the designated activity centre hierarchy;
 - Provide a focus for a range of local shopping and commercial services and activities (Clause 21.02-1).

19 In particular, the MSS:

- Identifies residential growth opportunities at Dennington, within the North Dennington Growth Area, including an expectation for approximately 1,250 residential lots to be delivered over a 15-20year period (Clause 21.01); and
- Identifies the Dennington NAC, including the Site, as an integrated part of the Warrnambool activity centre network to support both existing and emerging communities at Dennington (Clause 21.01, 21.02 and 21.11).

3.3 Economic development

- The NAC at Dennington is identified within the Warrnambool activity centre hierarchy at Clause 21.02. Planning and development of the activity centre are expected to support a range of convenience and service functions, including a 'petrol station'.
- To this end, the Development Plan is a sound response to the overarching objectives of State and local economic development policy in so far as it:





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 Would respond to the community's needs for retail and commercial services and provide a net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities (Clause 17.01-1);

- Provide for the future use and development of a new convenience facility within an existing, planned activity centre (clause 17);
- Enhance the diversity of the Dennington NAC by broadening the range of available facilities (Clause 21.02); and
- Provide for the orderly use and development of the Dennington NAC, while protecting and enhancing the centre's vitality, viability and identified role (Clause 21.08).

3.3.1 Environmental risk

- 22 Environmental risk policy emphasises separation as a tool in amenity protection (Clause 13.04-1). It has been applied by the choice of the Site and proposed location of the service station to provide reasonable protection for the amenity and experience of adjoining and nearby land, including residential properties.
- This planning principle is reflected in the MSS (Clause 21.04) and in the emphasis on the need for planning to appropriately manage the sustainable use and development of land.

3.4 Built form and heritage

- State *Built Environment and Heritage* policy (Clause 15) seeks to create urban environments that are safe, functional and provide good quality environments that contribute to a sense of place and cultural identity. The proposal responds appropriately to Clause 21.06 which expects planning to:
 - Deliver high quality urban design outcomes;
 - Facilitate development that provides an appropriate degree of visual interest in design articulation and a high standard of amenity;
 - Facilitate the siting (including setbacks and site coverage) of new development to respond to the opportunities, constraints and features of the Site;



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- Provide landscape areas which positively contribute to the appearance of built form and integrate development with its surrounds;
- Provide for advertising signage which makes a positive contribution to the overall presentation of the general streetscape; and
- Improve the visual quality of major transport routes (Clause 21.06)

3.5 Dennington Activity Centre

- Clause 21.11-3, *Dennington Activity Centre*, establishes a vision for the Dennington NAC to develop as a:
 - "... small village precinct and the primary focus for the local convenience and weekly shopping needs of Dennington / West Warrnambool, comprising a range of retail, commercial, leisure and community facilities and enticing outdoor spaces. Improved links between the Town Centre and residential growth areas, in association with new mixed sue development along Lindsay Street will ensure harmonious integration between the new retail area and the existing traditional retail village heart."
- The vision is expected to be achieved in accordance with the provisions of the <u>Dennington Neighbourhood Activity Centre Structure Plan</u> (2009), including the <u>Dennington Activity Centre Framework Plan</u> (Figure 3), which identifies the Site to:
 - Form part of the 'Retail and Commercial Hub', expected, in part, to serve a complementary retail / commercial role;
 - Incorporate active building frontages, including to Raglan Parade;
 - Integrate with the neighbouring 'pad site' to the west;
 - Include car parking, along with the neighbouring land to the east;
 - Benefit from 'retail centre access' and a 'through-block' vehicle link at the rear of the Site, with access to Lindsay Street; and
 - Benefit from landscaping and enhancement works in the setback to Raglan Parade.





- 27 Precinct-wide access and circulation implementation strategies relevant to this proposal include:
 - Support and encourage sustainable practice in building and landscape design.
 - Maintain and reinforce the existing community structure at Dennington.
 - Establish a high quality built environment respectful of the gateway location along the Highway and prevailing low scale surrounds.
 - Ensure buildings are well design in sympathy with the village and address the streetscape with activated or attractive edges in exposed locations.
 - Establish an internal east-west link between Lindsay and Russell Streets along the existing drainage easement to serve as a new urban frontage.
 - Require all loading and service access for retail uses to be located to the rear of development and concealed through design and landscape treatments.
 - Limit the extent of open surface car parking in a single location through the development of car parking courts that are landscaped.

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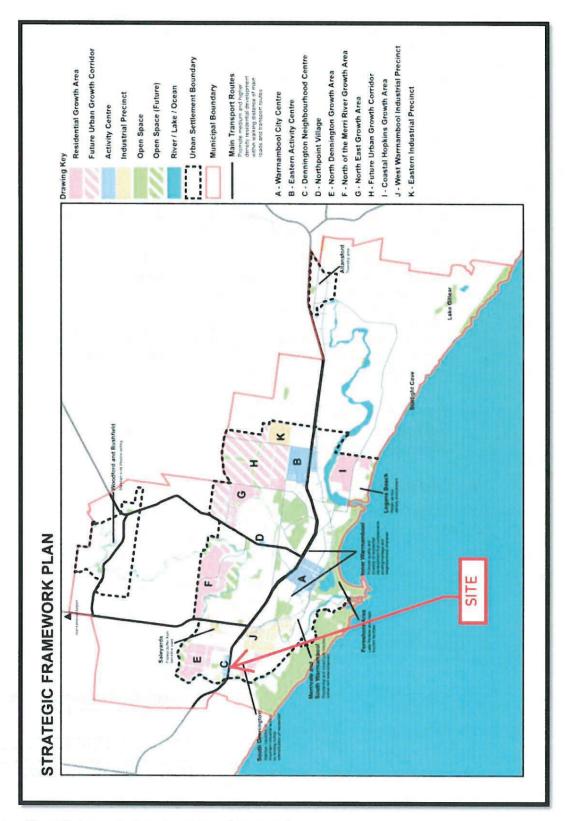


Figure 2: Strategic Framework Plan (Clause 21)



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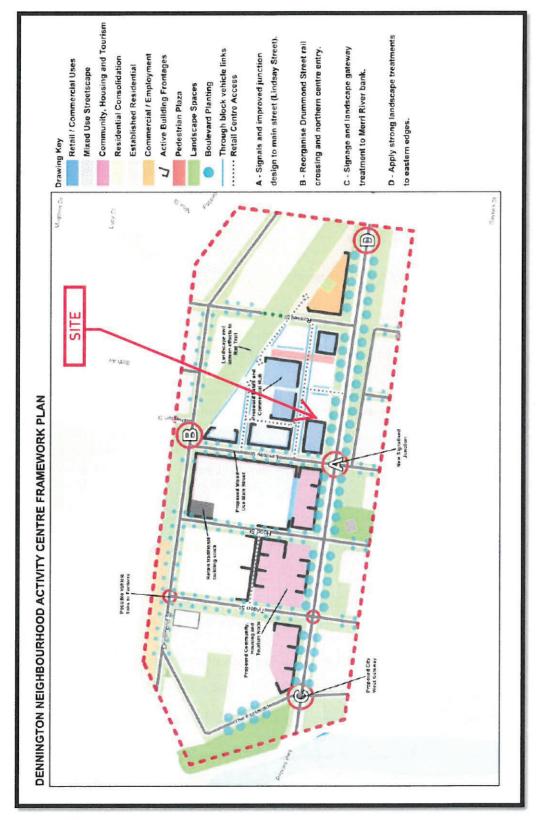


Figure 3: Dennington Activity Centre Framework Plan (Clause 21.11)

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4 PLANNING PROVISIONS

- The Site is subject to the following zone and overlay provisions of the Warrnambool Planning Scheme:
 - Commercial 1 Zone (Figure 15);

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- Development Plan Overlay Schedule 9 (Figure 16); and
- Environmental Audit Overlay (Figure 17).

4.1 Commercial 1 Zone

- The purpose of the *Commercial 1 Zone* (C1Z) is:
 - To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
 - To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
 - To provide for residential uses at densities complementary to the role and scale of the commercial centre.

30 Within the C1Z:

- A Service station is an innominate discretionary use (Clause 34.01-1).
- Use of land must not detrimentally affect the amenity of the neighbourhood, including through the use of:
 - Transport of materials, goods or commodities to or form the land.
 - · Appearance of any building, works or materials.
 - Emission of noise artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, wastewater, waste products, grit or oil (Clause 34.01-2).



- A permit is required to construct a building or construct or carry out works (Clause 34.01-4).
- 31 Raglan Parade is zoned *Road Zone Category 1* (RDZ1).
- Abutting land to the south and west, outside the C1Z and RDZ1, is subject to the *General Residential Zone* (GRZ), where a diversity of housing types and moderate housing growth in locations offering good access to services and transport is to be expected.

4.2 Development Plan Overlay

- The purpose of the *Development Plan Overlay* (DPO) 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 form and conditions of future use and development to be shown on a development plan before a permit can be granted.
 - To exempt an application from notice and review if it is generally in accordance with a development plan.
- 34 Schedule 9 to the DPO (DPO9) applies to the *Dennington Neighbourhood*Activity Centre Retail Precinct and gives effect to the <u>Dennington</u>

 Neighbourhood Activity Centre Strucutre Plan (2009).
- 35 DPO9 details the requirements for a development plan to be prepared to satisfy the overlay provisions.
- 36 DP09 provides that:
 - A permit must not be granted to use or subdivide land, construct a building or construct or carry our works until a development plan has been prepared to the satisfaction of the responsible authority; and
 - A permit granted must:

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- Be generally in accordance with the Dennington
 Neighbourhood Activity Centre Structure Plan Hansen,
 November 2009 (Structure Plan); and
- · Include any conditions or requirement specified in the schedule to the Clause (Schedule 9).

4.3 Environmental Audit Overlay

- The purpose of the *Environmental Audit Overlay* (EAO) is:
 - To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
 - To ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by contamination.
- The requirements of Clause 45.03-1 do not apply to the proposed use of the Site for a service station which would facilitated by approval of the development plan proposal.

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5 COMPLIANCE WITH DENNINGTON NEIGHBOURHOOD STRUCTURE PLAN

- The proposed Development Plan accords with the <u>Dennington</u>
 <u>Neighbourhood Structure Plan</u> and is an appropriate and positive response for the future use and development of the Site.
- The Development Plan provides for the service station:
 - Within the Structure Plan's 'retail and commercial hub';
 - Consistent with the commercial identification of the Site and expectation for 'retail / commercial' activity along Raglan Parade;
 - To integrate with established and proposed commercial use and development within the activity centre, including the future use and development of neighbouring land at the corner of Lindsay Street;
 - To enhance the opportunity for an active street frontage and integration of the Site with Raglan Parade and a future east-west road connection to the immediate north of the Site;
 - To primarily address Raglan Parade and not impact or detract from a pedestrian plaza or mixed-use spine along Lindsay Street to the east and west of the Site; and
 - To enhance the service and convenience offer of the neighbourhood activity centre, consistent with its intended role and function to provide for, "the local convenience and weekly shopping needs of Dennington / West Warrnambool."

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6 DEVELOPMENT PLAN REQUIREMENTS

DP09 requires a Development Plan prepared in accordance with the Structure Plan and addressing the following matters.

6.1 Built form guidelines

- Built Form Design Guidelines that provide generally for:
 - A low-scale unobtrusive built form, by limiting building height and avoiding large expanses of flat roofs;
 - · Legible and active street frontages; and
 - A palette of materials and finishes to complement and enhances the natural environmental setting and which avoid large expanses of brightly coloured walls.

6.1.1 Response

- The Development Plan is a positive response to the DP09 Built Form Design Guidelines provisions.
- 44 The Development Plan provides for:
 - A low rise, single storey, built form that will not adversely impact or obstruct view lines to surrounding elevated topography;
 - A contemporary built form that responds to the scale and form of existing and emerging development within the activity centre, and which would complement and enhance the existing and future use and development of neighbouring sites, also with frontage to Raglan Parade;
 - A site layout that enables a functional and efficient design response for the proposed service station, including integrated and active frontages to Raglan Parade, the future east-west road connection (to the north) and the use and development of adjoining land, including the future use and development of the undeveloped 'pad site' to the immediate west:

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- Development which enables site services, including refuse disposal, air conditioning and refrigeration condensers, to be discretely located and concealed toward the rear of the Site; and
- Articulated facade treatments, including a palate of colours and finishes widely relied upon by Woolworths to complement the design response and the emerging retail / commercial hub.

6.2 Signage Plan

- 45 A Signage Plan that provides generally for:
 - Signage that is respectful to the neighbourhood setting, and preferably 'low-scale' and integrated; and
 - Limited illuminated signage along the highway.

6.2.1 Response

- The Development Plan is a positive response to the DP09 Signage Plan provisions.
- 47 The Development Plan provides for:
 - Business identification signage appropriate to the Site and activity centre context, where there is an established expectation for business identification and advertising signage.
 - An integrated signage scheme, including canopy and facia mounted signage as well as a business identification signage / pylon sign (approximately 8.7 metres high) within the setback to Raglan Parade to complement the built form outcome and palate of materials and finishes anticipated by the Development Plan.
 - Illumination of signage appropriate to the Site and main road context, and limited to that necessary and appropriate for a service station use to alert and inform drivers about the upcoming facility and pricing information.
 - The location of signage, particularly an internally illuminated pylon sign, away from the intersection of Lindsay Street and Raglan Parade.

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6.3 Traffic Management and Car Parking Plan

- 48 A Traffic Management and Car Parking Plan that provides for/details:
 - An integrated vehicle and pedestrian movement network, including traffic and pedestrian connection between Russell and Lindsay Streets;

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- The layout, provision and access to car parking;
- The integrated layout and connection of bicycle, vehicle and pedestrian access ways;
- Traffic management works; and
- Site access and egress arrangements.

6.3.1 Response

- The Development Plan is a positive response to the DP09 Traffic Management and Car Parking Plan provisions.
- The Development Plan will facilitate future use and development which will enhance the access and movement network for the existing Dennington NAC.
- 51 The Development Plan provides for:
 - Primary access and egress for the Site and proposed service station from Raglan Parade, thereby negating the need to direct traffic through the adjoining car parking and/or adjoining sites with the potential for land use and movement conflicts.
 - Secondary access to the Site from the rear (future), including provision for a east-west road connection to enable internal circulation from the activity centre and convenient access to the proposed service station facilities.
 - Use and development of a service station separated and removed from the activity centres' planned primary pedestrian network, thereby limiting adverse impacts on pedestrian experience and movement.



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 Parking provision (a total of 8 spaces) to adequately address the car parking requirements of the proposed service station use and development and the relevant provisions and expectations of the Warrnambool Planning Scheme.

- The provision of staff and disabled parking bays to satisfy the requirements of the proposed service station.
- The provision of loading bay facilities, conveniently located to the north of the proposed kiosk and adjacent to a proposed bin storage area.
- A site layout and design response to enable the delivery of fuel to occur wholly within the Site.
- A site layout and design response to enable all vehicles (including large fuel delivery trucks) to exit the Site in a forward mention.
- Details of proposed road works, including crossover widths and treatments to the satisfaction of VicRoads.

6.4 A Landscape Plan

- 52 A Landscape Plan that generally provides for/details:
 - Furniture, lighting and the location and details of all proposed landscaping, including plants and surface materials.

6.4.1 Response

- The Development Plan is a positive response to the DP09 Landscape Plan provisions.
- The Development Plan provides for landscape treatments, generally around the periphery of the Site and proposed buildings, consistent with the previously approved species list for the supermarket site (also within the activity centre) to ensure landscaping continuity throughout the activity centre.
- The proposed planting schedule will be selected from species including the following.



Evergreen Feature Trees

- ACACIA melanoxylon (Blackwood) (H: 10-18m x W: 8m;
- ANGOPHORA costata (Smooth-barked Apple) H: 10-18m x W: 8m; and
- EUCALYPTUS leucoxylon (Yellow Gum) H: 10-12m x W: 6-8m.

Small Shrubs, Tufted Plants & Ground Covers

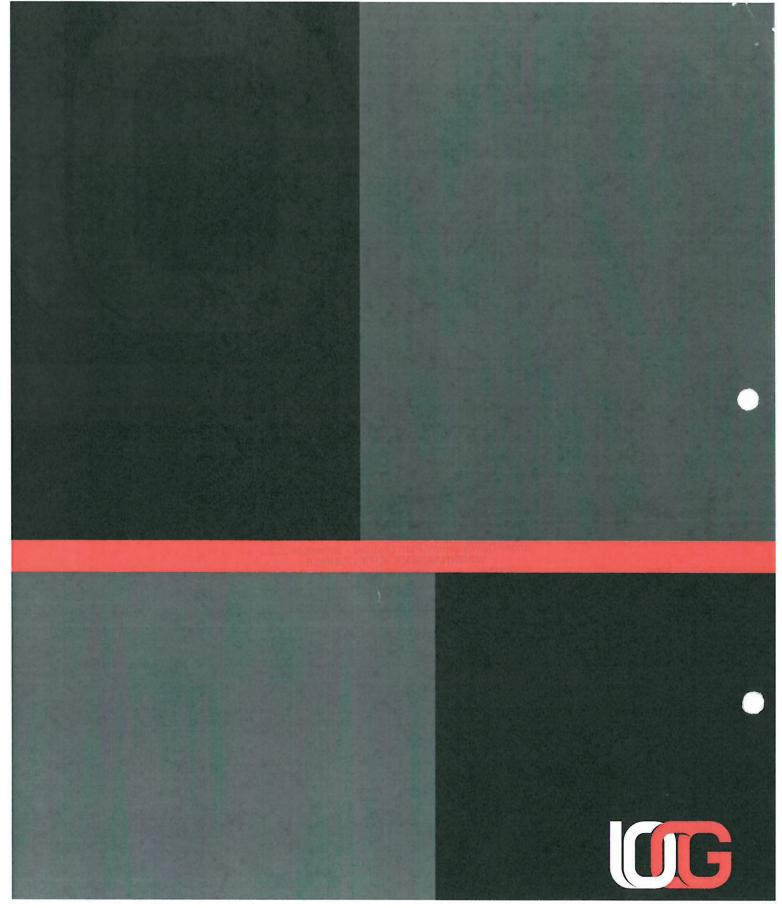
- CALLISTEMON 'Captain Cook';
- CORREA alba (White Correa);
- CORREA pulchella (Australia Fuschia);
- CROWEA exalata (Crowea):
- GRENVILLEA rosmarinifolia (Rosemary Grevillea);
- HARDENBERGIA violacea (Purple Coral Pea);
- LEUCOPHYTA brownie (Cushion Bush);
- DIANELLA tasmanica (Tasman Flax Lilly);
- LOMANDRA longifolia (Spiny-headed Mat-rush);
- KENNEDIA prostrate (Running Postman); and
- MYOPORUM parvifolia (Creeping Boobialla).

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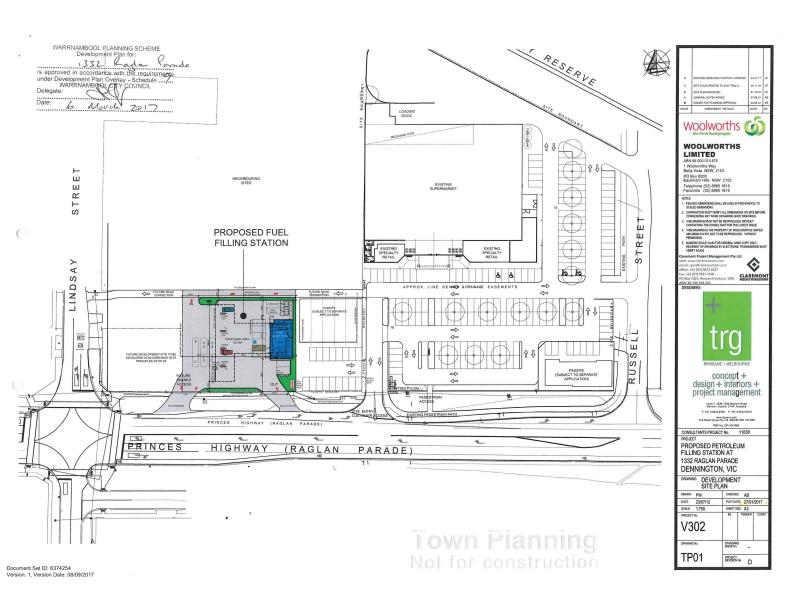


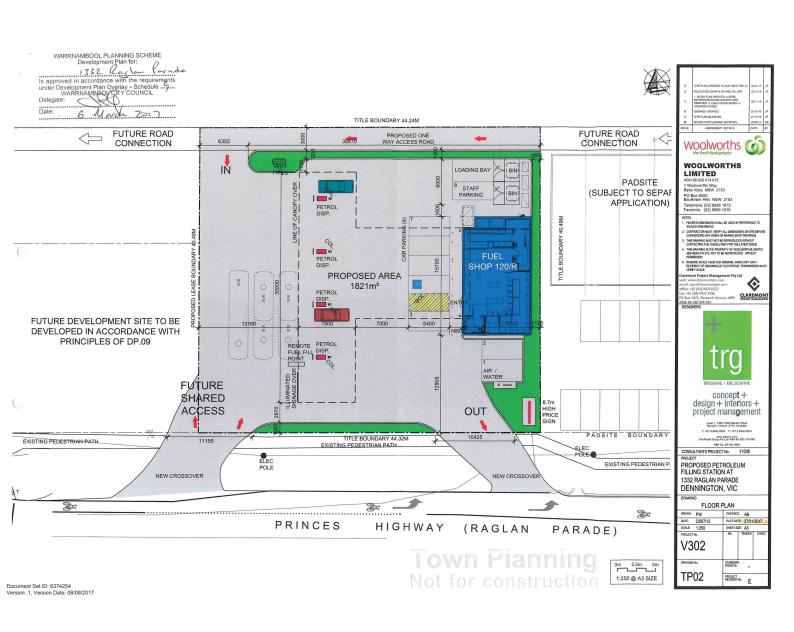
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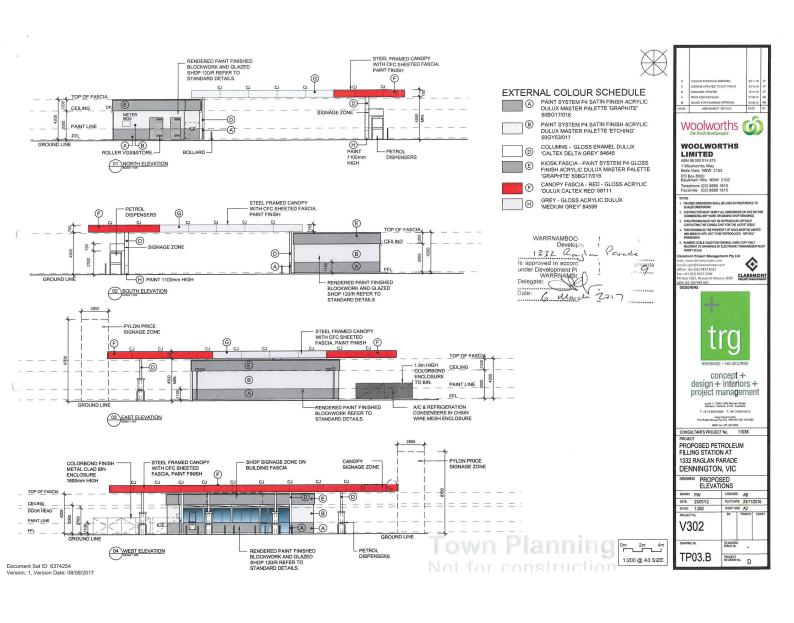
- By endorsing the submitted Development Plan the role and value of the Neighbourhood Activity Centre to the community and visitors to the region will be enhanced.
- 57 The purchase of fuel in conjunction with daily and weekly convenience needs from facilities within the same centre is a desired outcome of activity centre policy.
- In this Development Plan the potential conflicts of traffic and pedestrian movement have been resolved by the location of the service station relative to the commercial uses and access directly to and from the highway.

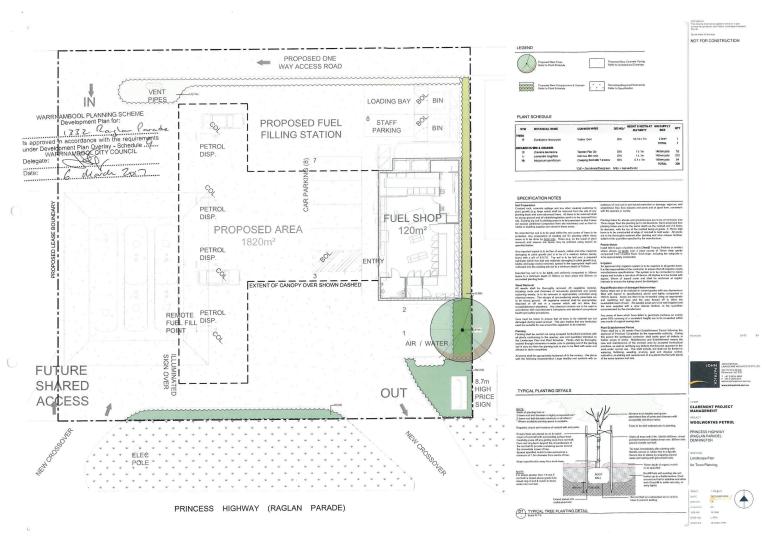


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