Development Plan

15 Dales Road, Warrnambool

April 2019
1. Introduction

This submission is made on behalf of Reid Developments. This Development Plan is for single parcel of land at 15 Dales Road providing the framework for the future development of the site.

1.1. The subject land is formally described as:
   Lot 1 on Plan of Subdivision 334785V 15 Dales Road, Warrnambool

1.2. The land comprises a single parcel at 0.9 ha located at the north east corner of Aberline and Dales Road, Warrnambool.

1.3. The subject land is identified as area D within the North East Warrnambool Structure Plan 2008.

1.4. The relevant zones and overlays are:
   General Residential zone and,
   Schedule 1 to the General Residential zone
   Development Plan Overlay and,
   Schedule 7 to the Development Plan Overlay

1.5. Under Clause 43.04-1 of the Warrnambool Planning Scheme “A permit must not be granted to use or subdivide land, construct a building or construct or carry out works until a development plan has been prepared to the satisfaction of the responsible authority.”
   This report forms the required Development Plan.

2. What is proposed?

2.1. The underlying theme of this Development Plan is for the provision of affordable housing at the subject site consistent with the provisions of the Warrnambool Planning Scheme, the Responsible Authority’s strategic directions and The Planning and Environment Act (1987).

2.2. In general terms it is anticipated that the site would be developed for “affordable housing” and supporting services.

2.3. The theme of the Development Plan is generally described by the accompanying plans and details.
3. Site Analysis

Subject Land

3.1. The subject land is located toward the eastern residential boundary of Warrnambool city.

3.2. The subject land comprises of a single parcel of land with an area of 9,425 sqm.

3.3. The subject land is situated on the north side of Dales Road and is bounded by Aberline Road to the west.

3.4. The subject land contains a dwelling and a shed at the south eastern boundary of the property.

3.5. The remainder of the subject land has no significant vegetation and is generally and open field area.

3.6. The land generally slopes evenly from the north east corner of the lot to the south west.

3.7. Adjacent to the Aberline Road frontage opposite the land is located Brierly Recreation Reserve

3.8. There is existing infrastructure for reticulated services in the immediate area. The legal point of discharge is located at the corner of Aberline and Dales Road.

3.9. The existing road network has the capacity to absorb the expected increase in traffic demand (see attached traffic report).

3.10. The impact of potential future use on stormwater drainage, traffic and road infrastructure can be appropriately accommodated on site.

Surrounding Locality

3.11. The Gateway Plaza shopping centre is located less than 1 km south east of the subject site. The shopping precinct includes Coles, Woolworths and Kmart.

3.12. Additional commercial areas are located further east along Raglan Parade including the Warrnambool Homemaker Centre and Bunnings.

3.13. Further east is the residential edge of Warrnambool City.

3.14. The road network in the locality consists of a larger grid pattern of larger connecting roads bordering an irregular smaller suburban type street network.

3.15. The locality is characterised by conventional lot subdivision with single storey homes.

3.16. There are some examples of multiple storey dwellings and alternate housing typologies.

3.17. Approximately 500 metres to the west of the subject land, on the southern side of Moore Street is located The Warrnambool Racing Club and associated facilities.

3.18. The Russells Creek corridor is located under 900 metres north of the subject land providing access to an extensive open space network.

3.19. Located approximately 1.6 kilometres north west of the subject site is Kings College P-12 School and approximately 1.3 kilometres west is located Warrnambool Secondary
College.

3.20. The subject land is well serviced by public transport. Bus Routes 3 and 2 travel Aberline and Dales Road, connecting the site to both the Gateway Plaza and Warrnambool City Centre.

3.21. The site is located with convenient access to Princes Highway off Gateway Road.

3.22. Typical housing within the City of Warrnambool is single detached housing on large suburban allotments.
4. Planning Context

4.1. The Responsible Authority is required to take into account relevant policies contained in the PPF, MSS, LPPF, relevant Council strategies and The Planning and Environment Act (1987).

4.2. This section outlines the relevant planning context as it relates to the subject site.

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CLAUSE 11 - SETTLEMENT - PLANNING POLICY FRAMEWORK

Planning is to anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure.

Planning is to recognise the need for, and as far as practicable contribute towards:

- Diversity of Choice...
- Economic Viability...
- Land Use and Transportation Integration...

Planning is to facilitate sustainable development that takes full advantage of existing settlement patterns, and investment in transport and communication, water and sewerage and social facilities.

CLAUSE 11.01 VICTORIA - PLANNING POLICY FRAMEWORK

Clause 11.01-1S Settlement

Strategies

Focus investment and growth in places of state significance in...the major regional cities of Ballarat, Bendigo, Geelong, Horsham, Latrobe City, Mildura, Shepparton, Wangaratta, Warrnambool and Wodonga...

Provide for growth in population and development of facilities and services across a region or sub-region network.

Develop compact urban areas that are based around existing or planned activity centres to maximise accessibility to facilities and services.

CLAUSE 11.02 MANAGING GROWTH - PLANNING POLICY FRAMEWORK

Clause 11.02-1S Supply of urban land

Objective

To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.

Strategies

...Planning for urban growth should consider:

Opportunities for the consolidation, redevelopment and intensification of existing urban areas...

Restrict low-density rural residential development that would compromise future development at higher densities.

CLAUSE 11.03 PLANNING FOR PLACES - PLANNING POLICY FRAMEWORK

Clause 11.03-4S Coastal Settlement

Objective

To plan for sustainable coastal development.

Strategies

Support a network of diverse coastal settlements which provides for a broad range of housing types, economic opportunities and services.

Direct residential and other urban development and infrastructure within defined settlement boundaries of existing settlements that are capable of accommodating growth.
Response:
State Planning Policy provides the planning framework for the Responsible Authority and context in which Local Policy and decisions should follow. The above policy outlines the structure of settlement planning in Victoria, specifically by:

- Anticipating the development of fully serviced land for residential, commercial, open space and community facilities.
- Facilitating sustainable development that takes full advantage of existing settlement patterns.
- Supporting sustainable development and investment into Warrnambool - consistent with establishing Warrnambool as a major regional city.
- Creating opportunities for a diversity of housing types and choices.
- Encouraging a more “compact urban area”, particularly around Activity Centres, as the subject property is.
- Discouraging low density rural residential housing.

The Development Plan has been formulated with regard to the above principles of settlement and urban growth. The Development Plan anticipates the need for a more compact urban form, particularly with convenient pedestrian and public transport access to an Activity Centre. The subject land is strategically located to achieve precisely that outcome.

The Development Plan responds positively to these provisions providing the framework for development to achieve higher residential densities. Particularly in a greenfield locale that would otherwise be developed to achieve low density single dwelling allotments that the above policy and planning generally, discourages.

*Much of the following responses and policy extracts are repetitious. For the reason that; policy support for development at higher densities, greater dwelling diversity and increased development around activity centres is considerably vast, following that, the proposed Development Plan exhibits an exceedingly positive response to those policies and strategic directions for the land.*
**CLAUSE 16 HOUSING - PLANNING POLICY FRAMEWORK**

Planning should provide for housing diversity, and ensure the efficient provision of supporting infrastructure.
Planning should ensure the long term sustainability of new housing, including access to services, walkability to activity centres, public transport, schools and open space.
Planning for housing should include the provision of land for affordable housing.

**CLAUSE 16 RESIDENTIAL DEVELOPMENT - PLANNING POLICY FRAMEWORK**

**Clause 16.01-1 Integrated Housing**

**Objective**
To promote a housing market that meets communities needs.

**Strategies**
- Increase the supply of housing in existing urban areas by facilitating increased housing yield in appropriate locations, including under-utilised urban land.
- Ensure that an appropriate quantity, quality and type of housing is provided, including aged care facilities and other housing suitable for older people, supported accommodation for people with disability, rooming houses, student accommodation and social housing.
- Ensure housing developments are integrated with infrastructure and services, whether they are located in existing suburbs, growth areas or regional towns.

**Clause 16.01-2S Location of residential development**

**Objective**
To locate new housing in designated locations that offer good access to jobs, services and transport.

**Strategies**
- Increase the proportion of new housing in designated locations within established urban areas and reduce the share of new dwellings in greenfield and dispersed development areas.
- Encourage higher density housing development on sites that are well located in relation to jobs, services and public transport.
- Facilitate residential development that is cost effective in infrastructure provision and use, energy efficient, water efficient and encourages public transport use.
- Identify opportunities for increased residential densities to help consolidate urban areas.

**Clause 16.01-3S Housing diversity**

**Objective**
To provide for a range of housing types to meet diverse needs.

**Strategies**
- Ensure housing stock matches changing demand by widening housing choice.
- Facilitate diverse housing that offers choice and meets changing household needs through:
  - A mix of housing types.
  - Adaptable internal dwelling design.
  - Universal design.
- Encourage the development of well-designed medium-density housing that improves housing choice.
- Support opportunities for a range of income groups to choose housing in well-serviced locations.
- Ensure planning for growth areas provides for a mix of housing types through a variety of lot sizes, including higher housing densities in and around activity centres.

**Clause 16.01-4S Housing affordability**

**Objective**
To deliver more affordable housing closer to jobs, transport and services.

**Strategies**
- Improve housing affordability by:
  - Ensuring land supply continues to be sufficient to meet demand.
  - Increasing choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes and to support diverse communities.
  - Promoting good housing and urban design to minimise negative environmental impacts and keep costs down for residents and the wider community.
  - Encouraging a significant proportion of new development to be affordable for households on very low to moderate incomes.
- Increase the supply of well-located affordable housing by:
  - Facilitating a mix of private, affordable and social housing in suburbs, activity centres and urban renewal precincts.
  - Ensuring the redevelopment and renewal of public housing stock better meets community needs.
Response

Housing and residential development policy provides the framework for:

- The creation of opportunity for housing diversity and the efficient use of existing infrastructure.

- Facilitating increased housing densities on under utilised land, within the established urban growth boundary.

- Providing for housing growth that is located with convenient access to an Activity Centre offering a breadth of commercial opportunities, employment and domestic needs.

- Identifying the need for housing to facilitate the needs of a diversity of demographics and life cycles.

- Identifying a residential parcel of land with the capacity for higher density development.

- Requiring that housing demand to be met at higher densities.

- Identifying the need for affordable housing.

- The Development Plan provides a basic framework for a more detailed planning permit application to follow.

State Planning Policy that uses the terms “encourage”, “Facilitate”, “ensure” and “support” require more from the Responsible Authority than just simple assessment of the Development Plan. It requires them to adopt a role in which actively “facilitates” and “encourages” proposal’s that meet the stated criteria as this Development Plan does.

The proposed Development Plan positively responds to the need for providing a range of dwelling types to cater for varying demographics and life cycle requirements.

The subject land is connected to all reticulated services and infrastructure with the capacity to cater for a high order of residential dwellings, additional vehicle movements and appropriate waste water removal (see engineering report).
**Response**

The Municipal Strategic Statement provides the local planning context, opportunities and constraints. Specifically the policy resolves the strategic direction of the Municipality by:

- Providing a framework for the future development of the land
- Creating the opportunity for a greater range of dwelling types and options.
- Providing a context for housing growth outside of “conventional housing” options.
- Creating a framework for more affordable housing options that are well connected and conveniently located as the subject site is.

The Municipal Strategic Statement establishes housing affordability and diversity of choice as a “key issue” for the City. The Development Plan to follow adopts the Responsible Authority’s strategic direction for addressing these “key issues”. Responding to the need for a greater dwelling diversity in the municipality’s housing stock.

The Development Plan provides a viable opportunity for the provision of affordable housing in the municipality.
Response
Municipal housing policy provides the framework for development to:

- Create opportunities to encourage a diversity of housing types and sizes that are well connected and serviced by public transport and within a close proximity to the Gateway commercial hub servicing the North East Warrnambool growth area.

- Create opportunities for affordable housing.

- Create opportunities for increased housing diversity.

- Provide a framework for alternative housing typologies.

The above policy identifies a preferred future outcome for housing growth in the Municipality. Specifically identifying the provision of affordable housing in Warrnambool. Encouraging varying typologies and densities as a key strategy. Requiring more again from the Responsible Authority to enact on these strategies and actively facilitate housing opportunities that achieve the stated principles.
**CLAUSE 32.08 GENERAL RESIDENTIAL ZONE - SCHEDULE 1**

**Purpose**
To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
To encourage development that respects the neighbourhood character of the area.
To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.
To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

**Response**
The Development Plan is consistent with these provisions:

- It responds positively to the purposes of the zone listed above.
- It creates a framework for a future planning permit applications.
- There is nothing within the plan that would conflict with Rescode provisions.

The Development Plan exhibits a generally positive response to these provisions as far as can be applied.
Response

Clause 43.04-1 requires the preparation of this Development Plan in accordance with policy in the overlay and its schedule before the issue of any permit for subdivision and development.

An application for a permit that is generally in accordance with this Development Plan is exempt from notice and review requirements and would be made in due course.

This Development Plan comprehensively addresses parameters for development of area "D", the area within which the land is located.
Response
The Development Plan is consistent with these policy statements and in particular:

- The development of a more diverse range of housing types at greater densities.
- Provision of smaller housing than traditional and existing development within the North East Warrnambool growth area.
- Responding to the needs of the City as identified within the Housing Strategy.

The Housing Strategy recognises the ubiquity of 3+ bedroom housing and lack of smaller housing types. The trend of large single dwelling allotments however, has continued. The North East Warrnambool growth area "is dominated by 4 bedroom dwellings highlighting the lack of diversity within the city’s growth areas."

The Development Plan proposed recognises the opportunity for a diversity of housing typologies and sizes within one of the City’s key greenfield growth areas. Responding to the vision and objectives of the City’s strategy and providing an opportunity for the Responsible Authority to promote a different housing outcome consistent with the strategy.

The provision of smaller single and two bedroom housing at affordable prices is an underserved market segment, consistent with the above strategy and the Planning Scheme as far as can be reasonably applied.

Greater consideration has been given to precisely the outcome anticipated within Council strategy.
The Planning Professionals

NORTH EAST WARRNAMBOOL STRUCTURE PLAN

Vision and Objective Statements

Vision
A residential community providing for diverse housing densities, high quality and sustainable urban design outcomes, the timely provision of physical and social infrastructure and the effective management of drainage issues.

Objectives
• Facilitate developments that incorporate a high standard of urban design, providing safe and inviting streetscapes, roads, gateways, open space areas and pedestrian linkages.
• Provide a diversity of affordable housing styles and choices to meet the needs and expectations of the community.
• Provide relevant and useable open space nodes and linear linkages within the structure plan area, to Russell Creek, to existing urban areas and to community nodes.
• Ensure urban development does not adversely impact surrounding rural uses to the north and east.
• Ensure new development incorporates water sensitive urban design principles.
• Ensure that development is designed to facilitate the provision of efficient and effective public transport systems.

Development Density
The demographic profile of Warrnambool was examined through the Warrnambool Land Use Strategy, and this included population and housing projections to the year 2024. Through the Strategy it was proposed to accommodate a portion of the anticipated increase of approximately 6000 people by developing the North East Warrnambool area for residential purposes. The Warrnambool Land Use Strategy estimated 700 lots could be provided in this area.

Conventional Density Residential Precinct
The Structure Plan provides for the development of the majority of the North East Warrnambool area for the purposes of conventional density residential. The staging of this development should be such that growth outwards from existing development is incremental. This would allow for immediate use of the land east of Aberline Road on the corner of Dales Road.

Open Space, Bicycle and Pedestrian Networks
It is important to ensure that in addition to the major linear open space linkages, smaller neighbourhood and local open space areas are provided. The planning and location of these spaces should be undertaken as part of the development planning process.

Staging
The Warrnambool Land Use Strategy identifies two stages for residential development in North East Warrnambool, these being land available to meet the 15 year demand and land available once the 15 year supply is consumed. The 15 year supply generally represents a logical sequence of outward expansion from existing development.

Response:
The North east Warrnambool Structure Plan was developed to provide the framework for future development of the study area. The Structure Plan was released in 2008 and in the intervening period development in the North East Warrnambool growth area has been established. “Dominated by 4 bedroom dwellings”.

The initial vision and objectives of the North East Warrnambool as identified above was to provide for a diversity of housing typologies and affordable housing styles. Evidently, this outcome was not achieved. Achieving instead the over development of a single housing typology at “conventional residential densities”.

The locations of the childcare centre at Mortlake Road and Wangoom Road, the absence of the community centre located at Wangoom Road and the addition of South West Healthcares facility at Moore Street represent significant variations to the original structure plan.

The Structure Plan as it was intended is not representative of current conditions. The Development Plan has been crafted to respond to the need for provision of affordable housing in distinctly differing sizes and typologies, generally in accordance with the original intent of the North East Warrnambool Structure Plan and not historic development patterns.
The Planning Professionals

AFFORDABLE HOUSING POLICY

Purpose and Scope
In 2000 the median property price in Warrnambool was $128,000. By 2010 this had risen almost 250% to $322,000. This is mirrored in the residential rental market, with Warrnambool having amongst the highest prices across all regional cities in Victoria.

Policy
Warrnambool City Council (Council) recognises that access to affordable housing is a basic human right and a determinant of community health and wellbeing.
Council will work hard with other stakeholders within the community to achieve the following objectives:

Objective 1: Promote community health and wellbeing
Objective 2: Sustainable housing supply and design
Support best practice urban planning and design that results in a diverse, safe and sustainable housing supply that responds to the needs of local residents.

Objective 3: Maintain a liveable community

Objective 4: Promoting economic development
Council’s role in working to achieve affordable housing for the community includes:

Advocacy
Partnership development
Facilitating partnerships with government, developers and the community to develop new cooperative solutions and initiatives to meet local housing needs

Urban planning
- Efficient and timely planning decisions
- Promoting diversity of housing type, block sizes and quality residential environments in all developments.

Response
The proposed Development Plan recognises the need for the provision to affordable housing within the City.

It is an expectation that the Responsible Authority would take an active role in the facilitation and promotion of development that is consistent with purpose and policy of the above strategy, and indeed all the relevant policies listed above.

The Development Plan has been prepared with consideration to all relevant policies and Council strategies. As such the Responsible Authority has an obligation to facilitate, encourage and promote such proposals.
The Planning and Environment Act (1987) is the legislative basis for the use and development of land in Victoria.

The Development Plan seeks to provide for affordable housing on the subject land consistent with the objectives of the Act.

The introduction of the above definition and objective were included in the Act from June 1st 2018 in recognition of the critical need for an increased supply of affordable housing.

The strategies and policy direction listed above and the evidence that without intervention, provision of housing contrary to the preferred vision for the City’s greenfield growth areas will continue.

Again, the Responsible Authority are required to undertake more than a passive role in applications such as the proposed.
5. Development Plan

5.1. The Development Plan has been produced following a comprehensive:
- Site Analysis - identifying site features and existing conditions
- Surrounding land uses and location analysis
- Policy and Strategic Context.

5.2. Derived from this process development opportunities were identified that had a generally positive response to the site, surrounding land uses and planning context.

5.3. The Development Plan is the final iteration of this process and identifies potential:
- Building envelopes
- Accessways and roads
- Open space provision
- ResCode setbacks
- Location of potential land uses

5.4. The basis of the Development Plan is to provide for a genuine affordable housing solution on the subject land. Reid Developments have been in close consultation with the Responsible Authority, State Government and private organisations toward presenting an application that would follow the endorsement of this Development Plan.
5.5. Preliminary indications have been supportive of such an outcome being provided by a private industry developer (Reid Developments).

5.6. In order to achieve a genuine affordable housing solution, much greater densities than typical detached single dwelling allotments are required to be achieved for economies of scale to be reached. A subsequent application would detail precisely how this would be achieved.

5.7. The Development Plan identifies the use of the land primarily for high intensity, higher density residential development with a potential for a commercial land use on the corner of Aberline and Dales Road.

5.8. It is anticipated that the commercial component would likely be in the form of a medical centre, catering for occupants of the land and the general locality.

5.9. It is anticipated that residential development would be in the form of two and three storey residential buildings across the remainder of the site. Each containing a number of studio, one and two bedroom apartments.

5.10. All land aside from buildings and parking is to be shared/common area and would be managed and controlled by a body corporate.

5.11. The intent of the Development Plan is to respond to the context of the site and provide a framework for the development of the site that responds to the identified needs for:

- Housing at much greater densities
- A greater range of dwelling diversity than the “conventional” single dwelling allotments experienced in the area.
- Smaller dwelling sizes.
- More efficient provision of services.
- Affordable housing solutions.

5.12. The proponents are earnest in their desire to provide a genuine and feasible affordable housing development to Warrnambool. The proponents are local and have an invested interest in the outcome of their own “backyard”.

5.13. Preliminary advice from the project heritage consultant is that a Cultural Heritage Management Plan will be required. This must be supplied prior to the Responsible Authority making a decision on a permit application.

5.14. It is expected that a Section 173 agreement detailing the financial mechanisms by which any future housing would be subject to and controlled by would be entered into. Thereby ensuring that subsequent developments would be released as and continue to be available as genuine affordable housing options.

Details of any agreement have yet to be finalised between the proponent and the Responsible Authority.

5.15. The “Development Plan”, “Site Analysis” and “Opportunities” are attached in the appendix.
6. Conclusions

6.1. The Development Plan is consistent with planning policy, and responds well to all relevant policies.

6.2. The Development Plan is generally in accordance with the North East Warrnambool Structure Plan.

6.3. The Development Plan is highly supported by State and Local Planning Policy and Strategy. Policy which calls upon the Responsible Authority to "support", "facilitate" and "promote" the anticipated outcome requiring more from the Responsible Authority than passive assessment.

6.4. The Development Plan includes the applicable requirements of Development Area ‘D’ as identified in the Development Plan Overlay and its schedule.

6.5. The applicant would naturally consider minor adjustments to the Development Plan, offered with the aim of enhancing the solution.

6.6. It is expected that the Responsible Authority have an active role in the promotion, encouragement and facilitation of the proposed Development Plan

6.7. For these reasons and the reasons contained in the body of this submission it is respectfully submitted that the Development Plan be endorsed by the Responsible Authority.
Appendix

1. Development Plan
2. Environmental Report
3. Infrastructure Report
4. Traffic Report
5. Aberline Road - Dales Road Lot Plan
6. Plan of Subdivision 649833F
7. Plan of Subdivision 649830M
8. Locality Plan