

WYNDHAM PLANNING SCHEME

DRAFT AMENDMENT C179

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the Minister for Planning who is the planning authority for this amendment.

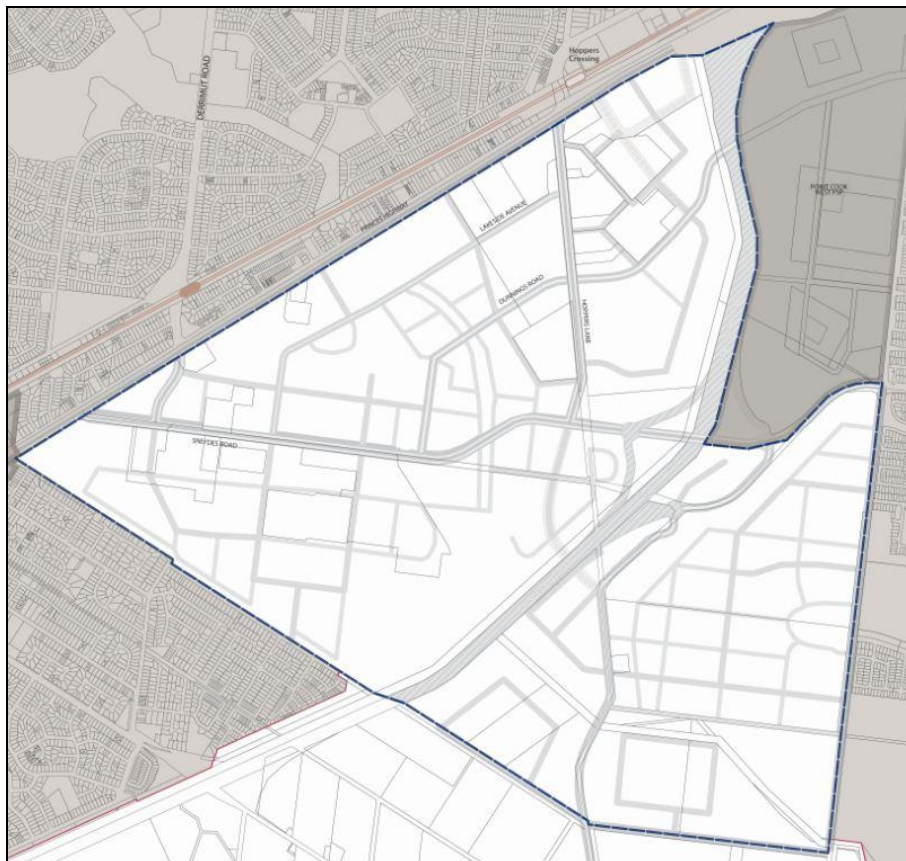
The amendment has been made at the request of the Growth Areas Authority.

Land affected by the amendment

The amendment applies to approximately 774 hectares of land included in the East Werribee Employment Precinct Structure Plan (PSP) as shown in Map 1 below.

The amendment area is bounded by:

- Princes Highway to the north,
- Princes Freeway (Maltby Bypass) to the north-east,
- Hacketts Road to the south-east,
- Wattle Avenue and the northern boundary of properties on the northern side of Nantilla Drive and Willowtree Crescent to the south-west,
- the Urban Growth Boundary to the south-east.



What the amendment does

The amendment makes a number of changes to the Planning Scheme to facilitate the development and use of land within the Urban Growth Zone (Schedule 12).

Specifically the amendment:

- Incorporates three new documents into the planning scheme by listing them in the Schedule to Clause 81.01:
 - East Werribee Employment Precinct Structure Plan, (insert date)
 - East Werribee Employment Precinct Development Contributions Plan, (insert date)
 - East Werribee Employment Precinct Native Vegetation Precinct Plan, (insert date)
- Rezones land within the amendment area from Special Use Zone Schedule 5 (SUZ5) and Farming Zone Schedule 2 (FZ2) to Urban Growth Zone (UGZ).
- Introduces and applies Schedule 12 to the Urban Growth Zone (UGZ12) to land in the amendment area. This zone sets out the land use and development controls for the precinct. The zone requires land use and development to be generally in accordance with the incorporated *East Werribee Employment Precinct Structure Plan*.
- Removes Schedule 5 to the Special Use Zone (SUZ5) from the Wyndham Planning Scheme.
- Removes Schedule 4 to the Development Plan Overlay (DPO4) from the Wyndham Planning Scheme. This requires changes to Planning Scheme Maps 11DPO, 12DPO, 16DPO and 17DPO.
- Removes the Design and Development Overlay Schedule 1 (DDO1) from the amendment area. This requires changes to Planning Scheme Maps 11DDO, 12DDO, 16DDO and 17DDO.
- Introduces and applies Schedule 12 to the Development Contributions Plan Overlay (DCPO12) to land in the amendment area. The overlay requires that development within the amendment area is subject to the provisions of the incorporated *East Werribee Employment Precinct Development Contributions Plan*.
- Provides for public open space contributions for land in the East Werribee Employment Precinct Structure Plan area when land is subdivided by amending the Schedule to Clause 52.01.
- Lists the *East Werribee Employment Native Vegetation Precinct Plan* (East Werribee Employment NVPP) in the Schedule to Clause 52.16 to provide for the management, removal and offset of native vegetation within the amendment area.
- Updates the Schedule to Clause 61.01 to make the Minister for Planning the responsible authority for considering and determining certain types of applications within the East Werribee Employment Precinct Structure Plan area.
- Updates the Schedule to Clause 61.03 to include Planning Scheme Map 16DCPO and 17DCPO.
- Updates the schedule to Clause 66.04 to include the Growth Areas Authority as a referral authority for subdivision in accordance with the provisions of UGZ12.

Strategic assessment of the amendment

- **Why is the amendment required?**

Over recent years the focus of Melbourne's growth has shifted from the south-east to the west, with the West Growth Corridor set to play a critical role in Melbourne's future housing and economic development. The City of Wyndham is now Melbourne's fastest growing municipality with a projected population increase of over 170,000 between 2011 and 2031. The expansion of Melbourne's Growth Areas detailed in June 2012's Growth Corridor Plans reinforces the importance of providing a range of high quality employment opportunities close to home for residents of Melbourne's West.

The most significant opportunity in this growth corridor is the 774 hectare East Werribee Employment Precinct, strategically located between Melbourne and Geelong at Werribee, and between the Avalon and Melbourne Airports and ports.

Amendment C179 is required to introduce changes to the Wyndham Planning Scheme that will allow for the implementation of the East Werribee Employment Precinct Structure Plan (and associated documents) and the development of the precinct.

East Werribee will combine with the Werribee City Centre and grow to form the *Capital of Melbourne's New West*: a focal point of economic, cultural and environmental excellence. Served by the existing Hoppers Crossing Station, a proposed new train station at Derrimut Road, a new freeway interchange at Sneydes Road and attractive tree lined boulevards, East Werribee will be a regional centre for high skilled employment and services. The PSP encourages research, technology, education, health, business services and advanced clean manufacturing, integrated with a diverse range of high quality supporting dwellings. When fully developed, approximately 51,000 new jobs will be located within the precinct along with 7,000 new dwellings, giving a residential population of approximately 19,600 people.

To service this new population, the amendment also provides for the development of the East Werribee Town Centre and three Local Town Centres.

Making the Minister for Planning the Responsible Authority for certain permit applications within the East Werribee Employment Precinct, and the Growth Areas Authority a referral authority for subdivision within the precinct, will enable the State government to play a primary role in the future development of this key precinct. The responsible authority powers will also provide a single point for key planning approval thereby ensuring consistency and certainty in the decision making process.

The East Werribee Employment PSP area is currently zoned Special Use Zone Schedule 5 (SUZ5 – Werribee Technology Precinct), Public Use Zone Schedule 1 (PUZ1), PUZ3 and Farming Zone Schedule 2 (FZ2) with a Development Plan Overlay (DPO4 – Technology Precinct). The removal of the SUZ5, FZ2 and DPO4 is required to ensure that planning controls are consistent with achieving the strategic vision for the precinct.

The amendment proposes the use of the UGZ and Precinct Structure Plan in preference to the current zoning and overlay regime to reflect the significance of the precinct and the expanded range of uses being sought over and above those facilitated through the SUZ5.

The UGZ schedule will allow the preparation of a development plan for certain precincts within the amendment area. Where a development plan is prepared, reduced planning decision timeframes will apply, providing applicants with an alternative to the planning permit application process.

The UGZ schedule also requires an Urban Design Framework to be prepared for the East Werribee Town Centre prior to any permits being granted for use and/or development of the town centre. The Urban Design Framework (UDF) is a strategic planning and design document which will provide guidance for the future development of the town centre. The UDF deals with the design of roads, buildings, public spaces, pedestrian and vehicle access, public space and landscape themes in further detail.

The existing Public Use Zone will be retained over the Mercy Hospital (PUZ3) and Melbourne Water infrastructure (PUZ1) to avoid unnecessarily altering the land use and development requirements applying to these existing facilities.

The introduction of a Development Contributions Plan Overlay (DCPO) is the first step in obtaining appropriate developer contributions as sites are comprehensively redeveloped in the area. The timely provision of infrastructure and community services to support the transition of the East Werribee Employment Precinct is vital to a prosperous and vibrant new centre. Discussion of the key points of the DCP can be found later in this report.

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

The amendment will facilitate the development of the East Werribee Employment Precinct and in doing so will implement the following objectives of planning in Victoria:

- Providing for the fair, orderly, economic and sustainable use and development of land.
 - Securing a pleasant, efficient and safe working, living and recreational environment.
 - Enabling the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community.
 - Facilitating development in accordance with the above objectives.
 - Balancing the present and future interests of all Victorians.
- **How does the amendment address the environmental effects and any relevant social and economic effects?**

Environmental effects

There are no significant environmental factors identified under section 12(2)(b) of the Act.

The amendment incorporates the East Werribee Employment Precinct Native Vegetation Precinct Plan, which will provide a clear management framework and requirements for the removal of native vegetation through the provision of appropriate offsets. There are no native vegetation protection areas due to the highly modified nature of the precinct but offsets are required in relation to the removal of small dispersed patches of native grasslands. The UGZ schedule includes requirements relating to the offset of habitat and translocation of threatened flora and fauna, as well as a requirement for the preparation of a Kangaroo Management Plan prior to the commencement of works in any stage of subdivision within the precinct.

There will be micro environmental factors for the area associated with the shift in strategic direction from research/agriculture to the broad mix of uses envisaged under the amendment and these are considered to be largely positive.

There will be benefits associated with a reduction in car dependency and associated pollution. The provision of a range of jobs within the precinct, central to the growing residential catchment of Melbourne's west, will reduce trip times for those travelling by car into the precinct and improve opportunities for workers, residents and visitors to utilise

public transport, pedestrian paths and cycle routes in their journeys to and from the precinct. Furthermore, the development of the precinct as a key employment location may improve the efficiency of Melbourne's transport network by promoting transport movements towards Werribee, in the opposite direction to the peak demand.

A key objective of the PSP is to reduce reliance on reticulated potable water and increase the use of storm and waste water. To this end an Integrated Water Cycle Management Strategy has been prepared to inform the development of the precinct. A number of objectives specifically related to integrated water cycle management have been included in the PSP to guide water sensitive development, including a 50% reduction in the wastewater discharged from typical 2006 levels.

The development of the East Werribee Employment Precinct will be required to address issues associated with potential contamination prior to any sensitive uses establishing within the amendment area. This has been addressed through the schedule to the Urban Growth Zone requiring Phase 2 testing in accordance with the recommendations of the Phase 1 testing report prepared by Compass Environmental in relation to the site. There will be a long term benefit in undertaking remediation work (where necessary) and addressing issues related to contaminated land in this area.

Social and Economic effects

The largely government ownership of the land within the amendment area will allow the future development of the East Werribee Employment Precinct to occur in a coordinated manner. This will ensure the appropriate infrastructure is provided in a timely manner and reduce the burden on existing infrastructure and services.

The development of the East Werribee Employment Precinct will deliver substantial social and economic benefits to the state of Victoria. The social benefits of the precinct's development will include better access for residents of the West to services and employment, entertainment, housing and recreation in this strategic area of metropolitan Melbourne. The location of the town centres, schools, community services and passive and active open spaces will promote walking and cycling as safe and convenient modes of transport to these local amenities. This is achieved through their distribution and the street types that connect them which have dedicated space to pedestrians and cyclists.

In terms of economic benefits, the amendment will allow opportunities for the expansion of existing uses within the precinct such as the Mercy Hospital and Melbourne University and encourage additional health and high-tech industry to locate within the precinct. The co-location of employment and housing will assist in increasing productivity through decreased travel times for residents.

• Does the amendment address relevant bushfire risk?

A small area (approximately 3.2 hectares or 0.4% of the precinct) in the south east corner of the PSP area is within a Designated Bushfire Prone Area. The land within this area is primarily shown as Regional Open Space on the PSP, with an even smaller area (approximately 1500 square metres) shown for future residential use. Given this land will be maintained or developed with buildings it is considered that the risk of bushfire has been sufficiently addressed by the amendment.

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

The amendment complies with the requirements of the Ministerial Direction on the Form and Content of Planning Scheme pursuant to s 7(5) of the Planning and Environment Act 1987 (the Act).

Pursuant to section 12 of the Planning and Environment Act 1987, the amendment complies with the following applicable Ministerial Directions:

- Ministerial Direction No. 1 (Potentially Contaminated Land)
- Ministerial Direction No. 9 (Metropolitan Strategy)
- Ministerial Direction No. 11 (Strategic Assessment of Amendments) and
- Ministerial Direction No. 12 (Growth Areas)

Part 6 of **Ministerial Direction 12** requires that when preparing an amendment to introduce or change provisions in a schedule to the UGZ, a planning authority must evaluate and include in the explanatory report a discussion about:

How the amendment implements any Growth Area Framework Plan applying to the land

The *West Growth Corridor Plan (WGCP)* applies to the land. It identifies East Werribee as a Specialised Town Centre with the remainder of the amendment area nominated for 'Business with Residential'.

The amendment implements the WGCP. It provides for the future development of the land for a range of uses consistent with those nominated on the WGCP.

How the provisions give effect to the intended outcomes of the precinct structure plan and

How a translation of the provisions can be achieved, once development anticipated by the precinct structure plan is substantially complete

The UGZ Schedule has been structured such that the intended outcomes of the PSP can be implemented in a manner consistent with the VPPs. A translation to conventional Victoria Planning Provision Zones can be achieved in accordance with the UGZ practice note through an amendment to the Wyndham Planning Scheme.

How does the amendment accord with the Precinct Structure Planning Guidelines (October 2009)?

Objective one: To establish a sense of place and community

The vision for each precinct within the PSP establishes a sense of place and community through a range of guidelines and requirements relating to elements such as image and character, housing, open space and transport.

Objective two: To create greater housing choice, diversity and affordable places to live

The PSP contains three precincts that are predominately residential and provide a range of densities to accommodate different household needs. Higher density housing will be catered for within the East Werribee Town Centre, the commercial areas, the Health and Learning Precinct and the Lakeside Precinct.

Objective three: To create highly accessible and vibrant activity centres

Local Town Centres will be located in the north, southeast and southwest of the PSP area with the East Werribee Town Centre comprising an entire precinct. The location of each centre allows for a high degree of accessibility and visibility. Each centre will include a range of uses such as retailing as well as employment, community uses and housing.

Objective four: To provide for local employment and business activity

The precinct will ultimately provide somewhere in the order of 51,000 new jobs with a focus on health, education, research/commercial and high tech industry.

Objective five: To provide better transport choices

The future urban structure provides opportunities for travel by means other than the private car, with pedestrian and cycle infrastructure allowing efficient movement within and between precincts and surrounding areas. Private vehicle travel will be improved via funding through the DCP towards arterial roads and the Dunnings Road overpass. Dedicated bus lanes will be located on Hoppers Lane, Sneydes Road, Dunnings Road and Lakeside Avenue.

Objective six: To respond to climate change and increased environmental sustainability

The PSP proposes integrated water cycle management objectives that will aid in water re-use and savings in potable water usage. The location of employment, retail and services in close proximity to dwellings will reduce reliance on private car travel and encourage pedestrian and cycle movement.

Objective seven: To deliver accessible, integrated adaptable community infrastructure

The PSP aims to:

- Minimise private vehicle use for local trips through direct connections to local facilities;
- Increase the density of housing throughout the PSP area;
- Manage potential storm risks through retardation of overland water flows and on-site infiltration;
- Co-locate land uses such as the local centre/community/education facilities hub and the linear waterway/habitat corridor/recreation link;
- Create cycle and pedestrian networks to promote convenient access to precinct facilities and minimise the need for car use;
- Create landscapes in public spaces and streets that moderate climate extremes and provide habitat.

The UGZ12, East Werribee Employment NVPP, East Werribee Employment DCP and use of Clause 52.16 will effectively implement the PSP and ensure the outcomes sought by the plan are clearly defined.

S46m(1) - Direction on Development Contributions Plan

This direction seeks to direct planning authorities in relation to the preparation and content of a development contributions plan. The East Werribee Employment DCP has been prepared in accordance with the intent and provisions of this direction. The East Werribee Employment DCP sets out \$163,872,716 of local infrastructure works for the precinct. The DCP levies \$149,240,942 (91%) of this amount from developers in the precinct.

Proposed development contribution rates as at November 2012 are:

- Charge area one (town centre and surrounds) - \$371,583
 - Charge area two (health and learning precinct) - \$306,420
 - Charge area three (enterprise and interchange business area) - \$306,420
 - Charge area four (enterprise business area in GAIC Contribution Area) - \$302,106
 - Charge area five (residential areas of Point Cook South West and Wattle Ave) - \$371,583
- **How does the amendment support or implement the State Planning Policy Framework?**

The amendments support and implement the objectives and strategies of the State Planning Policy Framework. In particular the amendment will facilitate:

- The development of the East Werribee Town Centre consistent with the strategies at Clause 11.01.
- A sufficient supply of land for commercial, retail, industrial, recreational, institutional, residential and other community uses by considering an opportunity for redevelopment and intensification of a strategic site largely in government ownership (Clause 11.02).
- The orderly development of an urban growth area that implements the strategic direction shown in the West Growth Corridor Plan (Clause 11.02-2 and 3).
- Adequate safeguards to ensure the potential for contamination on future sensitive land uses is assessed (where the subject land is potentially contaminated) (Clause 13.03-1).
- Heritage protection for the former State Research Farm and Main Outfall Sewer through the Heritage Overlay and appropriate requirements and objectives in the PSP (Clause 15.03).
- The increased supply of housing in a strategic development site close to employment and services (Clause 16.01-1).
- Large-scale, State-significant development that will assist in meeting the needs for employment, retail, entertainment and services in Melbourne's west and provide net community benefit in relation to accessibility, efficient and sustainable use of facilities and infrastructure (Clause 17.01).
- Urban development to make jobs and community services more accessible by ensuring access is provided in accordance with demand, taking advantage of all available modes of transport (Clause 18.01-1). The amendment will also facilitate the development of important road infrastructure that will contribute to alleviating road congestion issues in the surrounding area.
- Planning for development of social and physical infrastructure in an efficient, equitable, accessible and timely manner (Clause 19). The development of health and education facilities will be facilitated through the incorporation of the PSP and the introduction of the UGZ12 to the precinct, thereby streamlining the planning approval process for these important uses. The incorporation of the DCP into Wyndham Planning Scheme is consistent with Clause 19.03-1 and the requirements and guidelines relating to integrated water management support the objectives noted in Clause 19.03-2 and 19.03-3.

- **How does the amendment support or implement the Local Planning Policy Framework?**

The amendment supports the Local Planning Policy Framework (LPPF) including the Municipal Strategic Statement. In particular it will implement:

- **Clause 21.05 – Objectives and Strategies**

The amendment will enable development of a precinct that is integrated with the surrounding urban settlement pattern of Werribee and Point Cook.

The amendment will enable development of a precinct that will significantly improve employment opportunities for the population of Melbourne's western suburbs.

- **Clause 22.03 – Infrastructure Financing Policy**

The amendment will incorporate the East Werribee Employment Precinct Development Contributions Plan (DCP) into the Wyndham Planning Scheme. The DCP will provide apportionment for basic development and community infrastructure to support the precinct.

- **Clause 22.05 – Activity Centres Policy**
The amendment is consistent with the objectives of the policy by providing a range of services, employment and recreation in a manner that will complement the existing and planned hierarchy of activity centres in the municipality.
- **Clause 22.06 – Werribee Town Centre Policy**
The amendment will not negatively impact on the objectives described in the policy.
- **Clause 22.07 – Open Space Policy**
Appropriate levels of open space are provided within the precinct in accordance with this policy.
- **Clause 22.11 – Princes Highway Corridor Policy**
The amendment removes the DDO1 (which relates to the Princes Highway interface) from the amendment area, but includes appropriate guidelines and requirements within the PSP to ensure the objectives of this policy continue to be met by future development.
- **Clause 22.12 – Heritage Conservation Policy**
The amendment is consistent with this policy. The heritage overlays covering the former State Research Farm and Main Outfall Sewer are maintained, and the PSP contains guidelines pertaining to new development with the heritage assets to ensure a sympathetic interface is created.

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

The amendment uses the most appropriate Victorian Planning Provision tools to achieve the strategic objectives of the Scheme.

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

The views of relevant agencies have been sought and incorporated into the amendment during preparation of the documents. The City of Wyndham will play a crucial role alongside the Growth Areas Authority in implementing the East Werribee Employment PSP, DCP and NVPP through the Wyndham Planning Scheme.

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

The amendment addresses the relevant requirements by:

- Providing for an interconnected transport system that responds to the likely level of use generated by the PSP area and hence facilitating investment in employment, housing and retail services in the area.
- Enabling efficient access to existing and planned employment and services in the PSP area through connections to the arterial road network.
- Ensuring the road network minimises impacts on the site's topography and water flow regimes.
- Providing locally based employment, housing, community and retail facilities to reduce the need for extended travel.
- Designing roads that are of a suitable scale and compatible with the expected travel demand and provides for the efficient construction of items concurrent with subdivisional development.
- Integrating relevant government bodies involved in the provision of transport infrastructure and services in the decision making process of the amendment.

Resource and administrative costs

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

The amendment will impact upon the resources of the Growth Areas Authority in administering the planning scheme planning approvals (above the nominated threshold) within the amendment area.

Where you may inspect this Amendment

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

Wyndham City Council

45 Princess Highway

Werribee 3030

www.wyndham.vic.gov.au

Growth Areas Authority

Level 29

35 Collins Street

Melbourne 3000

www.gaa.vic.gov.au

Werribee Development Centre

2/10 Watton Street

Werribee 3030