Wyndham Planning Scheme Amendment C175 Tarneit Development Project Pty Ltd

Planning Panel Expert Witness Statement

November 2013



URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:

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1 Introduction

The site known as the 'Morton East' landholding, controlled by Tarneit Development Project Pty Ltd on behalf of the Morton Family comprises two lots with a total site area of approximately 82 ha split almost evenly by Doherty's Road, abutting the eastern side of Derrimut Road, Tarneit. The land falls within the municipality of the City of Wyndham, is vacant and has been previously used for farming purposes, and situated approximately 20km to the west of the Melbourne CBD.

'Morton East' is located within Precinct Structure Plan (PSP) 1090 – Truganina. Part of Morton East is the subject of a combined Amendment plus permit application for multi-lot subdivision being considered under the provisions of Section 96A (S96A) of the *Planning and Environment Act 1987*. The S96A area is located in the south eastern third of the Morton East landholding, bound by Doherty's Road to the north, Skeleton Creek to the east, the southern property boundary of the site to the south, and Dry Creek to the west. This centrally located site within the PSP 90 precinct has a Total Site Area of 43.1ha and Total Net Developable Area of 21.75ha.

The Morton East landholding and Section 96A permit application area (Subdivision Layout Plan) are illustrated in Appendix A and Appendix B, respectively.

Planning Scheme Amendment C175 has been exhibited and is the subject of the current panel hearing. This Amendment applies to land included in the Truganina PSP, covering approximately 1073 hectares of land generally defined by Boundary Road to the north, Derrimut Road to the west, Leakes Road to the south and the alignment of the extension of Forsyth Road to the east.

The Amendment seeks to:

- Incorporate the following documents into the Wyndham Planning Scheme by updating the Schedule to Clause 81.01:
 - Truganina Precinct Structure Plan, July 2013
 - Truganina Native Vegetation Precinct Plan, July 2013;
- Introduce and apply Schedule 10 to the Urban Growth Zone (UGZ10) 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 Truganina Precinct Structure Plan;
- Rezone land along the Skeleton Creek and Dry Creek from the Urban Floodway Zone (UFZ) and Rural Conservation Zone (RCZ) to Urban Growth Zone Schedule 10 (UGZ10)
- Rezone land currently within the Truganina Employment Precinct Structure Plan area from Urban Growth Zone Schedule 2 (UGZ2) to Urban Growth Zone Schedule 10 (UGZ10) so the Truganina Precinct Structure Plan applies to the land;
- Introduce Schedule 7 to the Special Use Zone (SUZ7) to the Wyndham Planning Scheme;
- Rezone the transmission line easement land in the north west corner of the Precinct from Farming Zone to Schedule 7 to the Special Use Zone (SUZ7);
- Remove the Environmental Significance Overlay Schedule 1 (ESO1) and Environmental Significance Overlay Schedule 2 (ESO2) from the amendment area;
- Apply the Public Acquisition Overlay 1 to land at 778 Dohertys Road, Truganina to allow for the widening and construction of the intersection of Dohertys Road and Woods Road;
- Provide for public open space contributions for land in the Truganina Precinct Structure Plan area when land is subdivided by amending the Schedule to Clause 52.01;

- List the Truganina Native Vegetation Precinct Plan (Truganina NVPP) in the Schedule to Clause 52.16 to manage native vegetation in the precinct;
- Update the Schedule to Clause 61.03 to reflect changes to the planning scheme maps; and
- Update the Schedule to Clause 66.04 to require applications for town centres to be referred to the Growth Areas Authority.

1.1 REPORT STRUCTURE

I have prepared this report to address:

- The issue of development sequencing, in response City of Wyndham's submission that the PSP is flawed in its lack of a clear sequencing strategy for land within the precinct, and that the Morton East S96A application site is remote from services and should therefore be delayed
- The issue of open space, in response to City of Wyndham's submission that the passive open space provision in the Morton East S96A application is insufficient in the context of the required provision for this site the PSP, and related open space issues
- The issues of housing density and housing diversity, in response to the City of Wyndham's submissions that the PSP lacks sufficient guidance and prescription in its provisions seeking the delivery of smaller dwellings.

1.2 GUIDE TO EXPERT EVIDENCE

I acknowledge that I have read and complied with the Guide to Expert Evidence prepared by Planning Panels Victoria. In accordance with this guide, I provide the following information.

1.2.1 NAME AND ADDRESS

Michael Bruce Barlow

Urbis Pty Ltd

Level 12, 120 Collins Street,

Melbourne VIC 3000

1.2.2 QUALIFICATIONS AND EXPERIENCE

I am a Director of Urbis Pty Ltd. I am a qualified town planner and have practised as a town planner for 35 years (including 28 as a consultant planner) and hold a Diploma of Applied Science (Town Planning) from Royal Melbourne Institute of Technology for which I qualified in 1981.

My experience includes:

- 2011 to present Director of Planning, Urbis Pty Ltd
- 2002 to 2010 Managing Director, Urbis Pty Ltd
- 1990 2001 Director of Urbis Pty Ltd (and its predecessors including A.T. Cocks Consulting)
- 1985 1990 Senior Planner, A.T. Cocks Consulting
- 1982 1985 Planning Officer and Appeals Officer, City of Melbourne
- 1981 Planning Officer, Shire of Eltham
- 1977 1980 Planning Officer, City of Doncaster and Templestowe

1.2.3 EXPERTISE TO MAKE THE REPORT

I advise on the development of cities, their principal activities and land uses and have extensive experience in strategic and development planning. I have been engaged on a wide range of projects throughout Australia, China and the Middle East. I have particular project experience involving major urban development projects across a range of localities and activities including:

- The analysis of drivers of change in cities and their impacts and influence on industry, employment and economic development, retail and activity centres, residential development strategies and policy, metropolitan growth and urban management.
- The preparation of Master plans for institutional and educational establishments, airports and new urban development.
- A wide range of international urban development projects including the planning of the new port city serving Shanghai and major city and new town strategies for a number of cities within the Yangtze River corridor, China.
- Leadership of the development of a comprehensive Framework Plan for the Emirate of Dubai. This
 project created a Vision to guide the economic development of the Emirate, an Urban Framework
 Plan and an Urban Management System for the government of Dubai.
- Advice on new and specialist land uses and development concepts including the ongoing development of major Australian airports, the introduction and impacts of new retail concepts and standalone megaplex cinemas and the introduction of the casino into central Melbourne.
- Major retail developments comprising central city centres, super-regional centres and mixed use developments.
- Major commercial and residential developments in the Melbourne central city area including the CBD, Docklands and Southbank and throughout metropolitan Melbourne.

I provide expert evidence at various forums including the Supreme Court of Victoria, Federal Court of Australia, Land and Environment Court (NSW), the Victorian Civil and Administrative Tribunal and independent planning panels regarding the planning implications and impacts of development.

1.2.4 INSTRUCTIONS

On October 31 2013 Allens Linklaters, acting on behalf of Tarneit Development Project Pty Ltd, instructed me to:

- Undertake a planning review and assessment of Amendments C175 and C177 to the Wyndham Planning Scheme
- Specifically consider Tarneit Development Project submissions to Amendments C175 and C177 as specific to my planning area of expertise, including the issues raised in the Wyndham City Council submission
- Prepare an expert report for Amendment C175/C177 in accordance with the Planning Panel G-2 Guide to Expert Evidence (2012)

I advise that other senior staff at Urbis Pty Ltd have provided ongoing town planning advice to Tarneit Development Project Pty Ltd (represented by Dacland Pty Ltd) regarding the Truganina Precinct Structure Plan (PSP) and associated S96A application that is currently before the Panel under Amendment C175.

I confirm that Cameron Dash of Urbis has assisted me in the preparation of this report.

1.2.5 THE FACTS, MATTERS AND ASSUMPTIONS ON WHICH THE OPINIONS ARE EXPRESSED IN THIS REPORT

- The provisions of the Wyndham Planning Scheme
- The Melbourne West Growth Corridor Plan June 2012
- Documents associated with Amendments C175 and C177 to the Wyndham Planning Scheme, including:
 - The Truganina Precinct Structure Plan
 - Wyndham North Development Contributions Plan
 - Various Agency Submissions, and MPA summary submission documents
 - Various MPA PSP revision documents
- Ministerial Direction No. 12 Urban Growth Areas
- Strategy for Managing Growth in Wyndham June 2013
- A travel time analysis showing the travel time from the centre of the subject land (east of Derrimut Road) to various services and community facilities (both existing and planned). This travel time analysis has been prepared using a GIS program assuming an average travel speed of 40 kph.
- The reports and information accompanying the 'Morton East' Section 96A permit application and subsequent revised application material, in particular:
 - Subdivision Layout Plan (Breese Pitt Dixon) Drawing 8584 SLP-01-V20
 - Landscape Masterplan, Morton East, Tarneit; Development Plan, Stage 1' (AECOM, 26 October 2012, and supplementary document dated 29 October 2013)

The matters addressed within this report fall within my planning expertise. I note in the body of my report where I have specifically relied on the detailed technical assessments and supporting documentation prepared by others to assist my assessment of a particular matter.

1.2.6 DECLARATION

I declare that in preparing the material contained in this report I have made all inquiries that I believe are desirable and appropriate and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.

Findings

My findings are summarised throughout the body of the report.

2 The Development in the Growth Corridor

2.1 STRATEGIC CONTEXT

Before considering the detailed matters I have been asked to comment on with respect to the Truganina PSP and the Morton East S96A permit application, I consider it is helpful to understand the planning policy context for the PSP and for the proposed development of land in this location.

The ongoing growth of Wyndham generally and Wyndham North in particular are not simply a local phenomenon but are inextricably linked to the attractiveness of Melbourne as a major destination for investment and immigrants.

Since 2000 Victoria and metropolitan Melbourne have experienced high population growth with the metropolis adding an average of 65,000 people each year through to 2012. In the last 6 years the average growth rate has been 84,000 per annum. In the year to June 2012 the population growth for Melbourne was 77,000.

These trends have significantly exceeded the growth outlook established with the introduction of *Melbourne 2030 Strategy* and required an updated view of how to accommodate the surge in population growth. *Melbourne at 5 Million* recognised it was necessary to expand the urban footprint, as well as continuing the focus on infill opportunities, with the western expansion of the metropolis a major component of accommodating the anticipated future growth.

Following the updated strategy a series of major growth corridor plans and subsequent precinct structure plans are all designed to enable Melbourne to grow at a rate faster than before and manage the critical elements of that growth. In order to achieve this outcome a well-defined process has been developed to both create the structure plans and enable detailed development to proceed from the approved structure plans.

2.1.1 STATE PLANNING POLICY FRAMEWORK

The State Planning Policy Framework supports this structure and the processes associated with the creation of new communities for Melbourne. Clauses 11.02-1 through 11.02-4 of the Wyndham Planning Scheme establish the relevant State Planning Policy context to the consideration of matters of the supply of urban land, the planning of growth areas, the structure planning process to undertake this and the sequencing of development.

I particularly highlight the following strategies in the SPPF as they pertain to urban growth:

Clause 11.02-1 Supply of Urban Land

Ensure the ongoing provision of land and supporting infrastructure to support sustainable urban development.

Ensure that sufficient land is available to meet forecast demand.

Clause 11.02-2 Planning for Growth Areas

Objective

To locate urban growth close to transport corridors and services and provide efficient and effective infrastructure to create benefits for sustainability while protecting primary production, major sources of raw materials and valued environmental areas.

Strategies

Concentrate urban expansion into growth areas that are served by high-capacity public transport.

Deliver timely and adequate provision of public transport and local and regional infrastructure, in line with a preferred sequence of land release.

Provide for significant amounts of local employment opportunities and in some areas, provide large scale industrial or other more regional employment generators.

Meet housing needs by providing a diversity of housing type and distribution.

Clause 11.02-3 Structure Planning

Ensure effective planning and management of the land use and development of an area through the preparation of strategic plans, statutory plans, development and conservation plans, development contribution plans and other relevant plans.

Undertake comprehensive planning for new areas as sustainable communities that offer high-quality, frequent and safe local and regional public transport and a range of local activities for living, working and recreation.

11.02-4 Sequencing of development

Objective

To manage the sequence of development in growth areas so that services are available from early in the life of new communities.

Strategies

Define preferred development sequences in growth areas to better coordinate infrastructure planning and funding.

Ensure that new land is released in growth areas in a timely fashion to facilitate coordinated and costefficient provision of local and regional infrastructure.

Require new development to make a financial contribution to the provision of infrastructure such as community facilities, public transport and roads.

Improve the coordination and timing of the installation of services and infrastructure in new development areas.

The Policy Guidelines listed under each of these clauses refer to the range of State Government policies, strategies, vision documents, blueprints and other guidelines relating to the overall growth of Melbourne and the various growth corridors. I note that a number of the policies and strategies referenced in Clause 11 are either out of date or are soon to be replaced. I consider that the following documents continue to shape and inform the future growth of the metropolis and the development of plans for the Growth Areas:

- Melbourne 2030: A planning update Melbourne @ 5 million (DPCD, 2008)
- Victorian Government population projections and land supply estimates
- Ministerial Direction No. 12 Urban Growth Areas in the preparation and assessment of planning scheme amendments that provide for urban growth.
- Ready for Tomorrow a Blueprint for Regional and Rural Victoria (State Government of Victoria, 2010)
- Precinct Structure Planning Guidelines (Growth Areas Authority, 2009)

I note that a number of more up to date strategies and guidelines have been prepared over the past two years but are not yet referenced in the SPPF, including:

- The Growth Corridor Plans June 2012
- Updated Precinct Structure Planning Guidelines December 2012
- A draft metropolitan planning strategy Plan Melbourne

2.1.2 LOCAL PLANNING POLICY FRAMEWORK

The current Wyndham Local Planning Policy Framework recognises the important role that the municipality will play in meeting the growth challenges facing the metropolis, including its role in accommodating future population, in the following clauses:

Municipal Strategic Statement

Clause 21.02 – Profile of Wyndham, identifying Wyndham as one of Melbourne's principal growth areas.

Clause 21.03 – Key Issues, identifying the Werribee Growth Corridor as a priority growth corridor since the 1980s, and directing that residential development will primarily occur in three select growth fronts, one of which is Wyndham North.

Clause 21.04 – Wyndham's Vision

In particular Clause 21.04-4 Strategic Framework Plan recognises the role of Wyndham in the further urban development of metropolitan Melbourne stating:

The City of Wyndham <u>is the focus of one of the three major growth corridors for the expanding</u> <u>population of the greater Melbourne area</u>. Existing residential development is focused around Wyndham Vale, Werribee and Hoppers Crossing. The locations of residential land proposed to contain the expanded Wyndham population include the Point Cook/Sanctuary Lakes area, Tarneit, Hoppers Crossing, Wyndham Vale/Manor Lakes and the Truganina South Community precinct. (my underlining)

Clause 21.05-1- Managing Urban Growth, acknowledging the rapid urban growth occurring in this growth area and the need to plan for urban expansion so that it achieves cost-effective outcomes and social benefits.

Clause 21.05-2: Diversity of Housing Opportunity, encouraging diverse housing outcomes across the municipality

Local Planning Policy

Clause 22.01 – Werribee West, Wyndham North and Point Cook Growth Area Planning Policy, this clause is now out dated for much of the urban growth area given the expansion of the Urban Growth Boundary to take in areas north of Leakes Road and elsewhere.

Amendment C 192 to the Wyndham Planning Scheme that proposes to update the MSS and associated local planning policies has been recently placed on exhibition for public comment.

2.1.3 GROWTH CORRIDOR PLAN

The West Growth Corridor Plan, June 2012 (GCP) is applicable to the land the subject of the Truganina PSP. It supersedes the 'Growth Area Framework Plan' (referred to in the Ministerial Direction, and which was adopted in 2006 reflecting the extent of the Urban Growth Boundary that existed at that time). I note the GCP is not yet referenced or incorporated into the Wyndham Planning Scheme.

The GCP sets the strategic direction and broad structure for the future urban development of land within the Urban Growth Boundary in this region. The GCP:

- Anticipates that the area covered by the plan, not including existing urban areas, will accommodate a
 population of 377,000 people and the ability to accommodate at least 164,000 jobs.
- Acknowledges that the CBD and inner west provide significant services and employment opportunities to the broader western region of Melbourne including the proposed growth areas.
- Acknowledges the importance of the Regional Rail link in providing improved public transport services linking Wyndham and the central areas of Melbourne.

Recognises the importance of town centres in providing employment and services for the local
population. The plan notes that the Tarneit major town centre in particular will play an important
strategic role because it is central to the southern part of the corridor and is located at the intersection
of Leakes and Derrimut/Hopkins roads and the proposed Tarneit Station. (4.5.1 Town Centres - p. 49)

The GCP does not include a sequencing approach or suggest any staging of the development of land within the corridor.

2.1.4 SUMMARY PLANNING POLICY POSITION

The key objectives and outcomes for urban growth areas in Wyndham as currently expressed in the State and Local planning policies and major strategic documents can be summarised as follows:

- There is a recognised need for Melbourne to grow beyond the boundaries set in 2003 notwithstanding the increase in the level of development in established areas due to the significant and sustained increase in population growth.
- The West Growth Corridor is the largest opportunity to accommodate for the expansion of metropolitan Melbourne with Wyndham being the major focus for growth within the corridor.
- There is a strong direction to link urban growth with high-quality, frequent and safe local and regional public transport and to concentrate urban expansion into the areas that are served by high-capacity public transport.
- The opportunity to access jobs in the local area is becoming a critical issue to the long-term success
 of the new communities in the growth areas with the provision of new employment locations and
 precincts a key focus.
- The need to sequence the release and development of land to deliver timely and adequate provision
 of public transport and local and regional infrastructure and ensure that communities have access to
 services early on in the life of the emerging community.
- The need to facilitate the release of land to ensure that the provision of infrastructure is co-ordinated and cost-effective.
- The provision of a range of housing types and densities to offer choice to for the new communities.
- The new development facilitated through the urban growth process must enable the creation of highly liveable places supporting sustainable communities.

2.2 DEVELOPING AND DELIVERING THE PRECINCT STRUCTURE PLAN

2.2.1 TRUGANINA PRECINCT STRUCTURE PLAN

The preparation of the Truganina PSP in turn has been informed by:

- State Planning Policy Framework
- Precinct Structure Planning Guidelines
- Wyndham Planning Scheme Local Planning Policy Framework
- West Growth Corridor Plan
- Wyndham North Development Contribution Plan
- Biodiversity Conservation Strategy and Sub-regional Species Strategy for Melbourne's Growth Areas.

The GCP and the PSP have a high degree of consistency as shown in the excerpts from the two documents on the following page. The Truganina PSP clearly translates the higher-level guidance of the GCP in identifying:

- The majority of land within the Precinct as 'residential'
- The Tarneit Major Town Centre, with surrounding 'business and residential' zone
- The Boundary Road office and light industrial precinct

- The RRL alignment and proposed stations, in particular the Tarneit station.
- The arterial road network (noting Plan 7 of the PSP also replicates the Principal Public Transport Network running along Forsyth Road, Doherty's Road and Derrimut Road south of Doherty's Road)
- The Skeleton and Dry Creek waterway corridors, and conservation areas

It is apparent that the preparation of the Truganina PSP has followed a comprehensive and detailed process that give effect to the current strategies for metropolitan Melbourne's Growth Areas.

2.2.2 PLANNING PERMIT APPLICATION (SECTION 96A PROCESS) FOR SUBDIVISION WITHIN THE TRUGANINA PSP

I understand that owners of major landholdings within the PSP area were invited to register interest in requesting that a planning permit application for the subdivision of their landholdings be considered concurrently with the consideration of a Planning Scheme Amendment to implement the Truganina PSP, in July 2012. I understand that the intent of this process was to facilitate the early delivery of population catchments around the town centres, community and development infrastructure proposed in the PSP.

Whilst I understand that this process has been adopted for other PSP's elsewhere I consider that there are a number of distinguishing attributes of the Truganina PSP area that mandate the early commencement of development. I discuss these factors in the context of Council's proposal to limit the rate of growth and introduce a particular development sequencing approach.

THE EVOLUTION FROM GROWTH CORRIDOR PLAN TO PRECINCT STRUCTURE PLAN

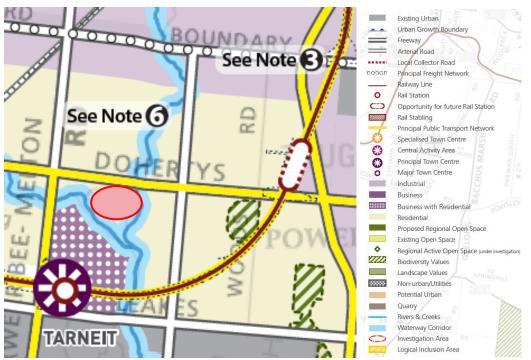


Figure 1: Excerpt from Melbourne West Growth Corridor Plan



Figure 2: Excerpt from Truganina Precinct Structure Plan – Plan 2 - Future Urban Structure

2.3 THE SEQUENCING OF DEVELOPMENT IN WYNDHAM

2.3.1 PROPOSED COUNCIL APPROACH - 'INCREMENTAL CONTIGUOUS'

Council has prepared a growth management strategy, *Strategy for Managing Growth in Wyndham – June 2013* (the Strategy) to deal with the rapid growth of the municipality. This document is not currently referenced in the Wyndham Planning Scheme, and nor has it been through any process of appropriate exhibition and/or independent review. I note that Amendment C192 proposes to include the Strategy as a reference document in the Planning Scheme as part of a broader suite of changes to the Local Planning Policy Framework including Municipal Strategic Statement. However, at present, I would not regard it as a document which can be given any material weight in planning decision making.

The Strategy:

- Identifies priorities for further investment in roads, public transport and a range of other services and community facilities.
- Seeks to keep growth at around a level of 8,400 persons a year (it is not clear whether this is just new
 residents or does it include natural increase which is significant as set out in the report). This level
 of growth represents approximately 10% of the overall growth of Melbourne for the past 6 years (to
 June 2012).
- Seeks to establish a growth paradigm that seeks to slow the rate of growth to 3000 dwellings per annum and direct the growth to a number of areas. Development will then proceed on a 'front' determined by access to existing facilities and services.
- Divides the defined urban growth land into four Priority Areas (A-D). The boundary between each area is formed by a combination of physical infrastructure barriers such the OMR or RRL alignment, the UGB, PSP boundaries and property ownership boundaries.
- Defines Areas A and B as the areas of preferred development focus. The remaining areas of the urban growth area within Wyndham are designated as Areas C and D that are seen as long term development (10 years).
- Outlines a series of criteria in relation to what constitutes out of sequence developments. It appears
 that development that is not an incremental outward growth from the existing urban area will
 inevitably be classified as 'out-of-sequence'.

The idea of facilitating growth to key locations has merit but the idea of 'restricting' the rate of growth has a number of significant negative implications for the metropolis and Victoria. I am also very concerned with the proposed approach adopted by Council to identify the four Priority Areas and the criteria to determine the appropriateness or otherwise of a particular site for development.

I recognise there are delays in the delivery of infrastructure items under local and state government responsibility, however restricting certain development fronts does not rectify the current shortfalls. Council's proposed approach does not appear to recognise that delaying development delays payments into the Development Contributions Plan for the delivery of the very infrastructure items that Council is concerned are not being delivered contemporaneously with development.

I note that the majority of land within the Wyndham North DCP area is identified in Council's strategy as 'Priority C' or 'Priority D' and therefore appears at odds with the Wyndham North DCP which anticipates the development of all of this land in order to fund the items of infrastructure to be delivered by the DCP. If implemented, Council's strategy could significantly delay the contribution payments and the delivery of all DCP items.

The boundaries of the Priority Areas in some circumstances appears to be arbitrary relying on properties that lie adjacent to the current edge of development rather than understanding the relative attractiveness of an area. I consider it is important to have significant regard to what is proposed to be created with the development of a precinct in effect a nodal approach focused around critical infrastructure and points of activity.

When this threshold imperative is recognised, it lends itself in my view to a more nodal approach to development sequencing and staging, in which development is able to also occur on the leading side of the infrastructure item. If population is permitted to fill in beyond and around a key infrastructure item, on multiple development fronts, demand for its delivery is likely to be stronger and ultimately lead to its earlier construction.

2.3.2 PROPOSED COUNCIL APPROACH – WALKING DISTANCE

Council has included in the Strategy its suggested criteria for determining 'out of sequence development,' and has assessed the Section 96A applications running with Amendment C175 against these criteria. The criteria are:

- 1. Residential growth is contiguous with existing residential areas unless it is based around a major transport corridor or node
- 2. A primary school with available capacity already exists within an adjacent neighbourhood and is within walking distance nominally 1.5km
- 3. A community centre (kindergarten and maternal and child health) with available capacity already exists within an adjacent neighbourhood and is within walking distance
- 4. An activity centre exists within an adjacent neighbourhood and is within walking distance
- 5. The road network has good connectivity to duplicated arterial roads or the freeway
- 6. Bus services exist within or immediately adjacent to the proposed development or are within easy walking distance
- 7. Active open-space facilities (sports playing reserves and pavilions) exists within an adjacent neighbourhood and are within walking distance

I would agree that the above represent relevant considerations in determining the sequencing of development. I agree that reasonable access to essential community services and infrastructure such as primary schools and early years education facilities, community centres, recreational opportunities and convenience retail is important. However, I do not agree that they are the only relevant considerations, or they should be applied on the basis that each consideration is of equal importance in every case, which the Strategy implies by requiring that a proposed development meet "the great majority or all" of the criteria to gain Council support.

Further, Council's approach is based on the incremental, contiguous outward advancement of the urban edge, with each successive phase of development dependent on the completion of the development of the land (and provision of services) immediately inward of it.

In preparing the sequencing criteria, Council focuses on existing facility provision and a proximity test to establish the suitability of a development proposal. I consider that an assessment to understand if access to essential services is available to early residents is helpful. The question from my perspective is what is the appropriate measure or measures for access?

It is apparent that Council has adopted its principal measures around walkability and then a distance that is considered to be reasonably walkable. The second measure is 'good connectivity to duplicated arterial roads or the freeway' – a criterion that is sure to be open to many interpretations.

I am concerned that the reliance on the walkability measure for the early days of a new community is both unrealistic and ignores the reality of thresholds associated with certain types of infrastructure. Housing development often proceeds 'ahead' of the on-ground provision of a wide range of services, as it is necessary to create sufficient population to sustain a particular service.

For example in growing suburbs schools accommodate student numbers beyond the long-term design capacity before committing to a new school. This can mean that schools do not maintain a proximate link with the growth front, even when it is advancing in an incremental manner. Similarly, the criteria requiring walkable access to an existing activity centre is also questionable when one has regard to the current arrangement of activity centres in the existing Wyndham North area and the necessary population thresholds to support key retail activities.

I also note that the criteria adopted by Council do not consider the opportunity to gain access to a high capacity public transport service such as the train service at Tarneit Station, except to the extent that it refers to growth that is "based around a major transport corridor or node". In my view, the ability to gain convenient access to the new Regional Rail Link through the Tarneit Station is a very significant factor when considering whether a new subdivision in this precinct should be supported or not.

2.3.3 ACCESS AND TRAVEL TIME ARE IMPORTANT

I consider access to services in terms of the travel time required to access them to be a more appropriate consideration when a new subdivision is being developed. I do not consider that a degree of physical separation between a new development and the existing urban front in the early stages of development is unacceptable - provided that basic services and facilities are within a reasonable travel time of each new home. A journey in the order of five minutes to access most daily services is considered reasonable. As the ultimate neighbourhood is created it will progressively become better connected and provide opportunities for active transport (walking and cycling) together with an increasing mix of uses.

The strategy for the metropolis *Plan Melbourne* has embraced the concept of the *20 Minute Neighbourhood.* This is based on the notion that a vital element of what makes healthy neighbourhoods is a mix of uses and good access to a range of services including employment and public transport/transit opportunities. These services and activities could include food shopping, a chemist, cafes and restaurants, schools, sports facilities and open space. The *20 Minute Neighbourhood* is one in which residents can access most of these services or activities within 20 minutes by the healthiest forms of transport, being walking or cycling.

In my view the ultimate build-out of the Truganina PSP will deliver these types of outcomes (unlike other existing suburbs of Melbourne). In the early years of development, however, it is not unreasonable to expect a degree of reliance on the private car to access a range of services.

To put the issue of access into context, both generally speaking and with reference to the Wyndham North area, I have reviewed the broad sequencing of growth that has occurred in the Tarneit/Wyndham North area over the last decade with reference to the series of aerial photos included at Appendix C of this report.

The aerial photos show that in 2004 the footprint of the developed urban area was generally defined by Tarneit Road at its western edge and Sayers Road to the north. A large emerging subdivision was extending north between Morris Road and Derrimut Road. Over the nine years to 2013 that footprint has advanced rapidly to the west, north and east, occupying four full additional square mile grids between Davis Road in the west, Leakes Road in the north and Marquands Road in the east, with further recently completed developments extending further along Leakes Road to the east.

The aerials also show that on several occasions in this sequencing of growth development commenced in locations that were physically separated from the remainder of the urban area, notably in the area around Marquands Road and Westmeadows Road in the period from 2006 to 2010. In summary the development of that part of Wyndham North to the south of Leakes Road demonstrates that whilst the development of individual parcels may be physically separated from the 'development front' the residents of these areas had reasonable access to existing services.

2.3.4 IMPLICATIONS FOR THE TRUGANINA PSP

I consider that the implementation of Council's growth strategy in accordance with the possible sequencing plan (see Figure 9 of the *Strategy for Managing Growth in Wyndham*) and the principles regarding out of sequence development will result is sub-optimal outcomes for the Truganina precinct.

The development of the Truganina Precinct Structure Plan (PSP) is significantly different to all but one other locality in Wyndham's new communities due to the committed development of the Tarneit rail station as part of the opening of the Regional Rail Link. Often green field communities must wait a generation or more before major trunk public transport infrastructure is provided to the locality. In this case the station plus the new train service into Southern Cross station will be available in 2016 as the first developments are proceeding within the Truganina PSP.

The PSP has been developed around this major piece of public infrastructure with the location of a major town centre (that will perform a regional service and employment role) and associated housing. In effect the Tarneit station is a major node. The Council's strategy partly gives recognition to this but appears to prefer a linear development along the rail line rather than a focus around the centre. The application of principles and guidelines regarding the sequencing of urban development, whilst seeking a worthy aim, can result in undesirable outcomes. I note, for example, that the principles advanced by the Council's strategy make no mention of access to a rail station.

In this instance in order to take advantage of the train station and provide the impetus for the development of the town centre it is desirable to accelerate the development of an immediate residential population for the centre rather than constrain development.

2.4 THE MORTON EAST S96A PROPOSAL

2.4.1 IS THE SITE ABLE TO BE DEVELOPED

I understand that the then Growth Areas Authority (GAA) considered the proposed S96A proposals through its own criteria-based assessment to determine their suitability as appropriate S96A applications to be considered concurrently with the overarching Wyndham North Planning Scheme Amendment. I understand the following criteria were applied:

- 1. The application must have a reasonable chance of being developed upon issue of a permit.
- 2. The land owner/developer must intend to develop the land as soon as possible following issue of a permit.
- 3. Ability of the development to be serviced with the relevant development and community infrastructure (as determined by the GAA) by the developer.
- 4. Depending on the distance from the existing urban area, the development must be located such that it is reasonably likely that surrounding land would be developed <u>within 5 years</u>, taking into account anticipated demand for land, the provision by relevant authorities of infrastructure required to service adjacent development.
- 5. Where an existing road or road reserve is to be used to access a development that road must be upgraded at full cost to the developer to an urban standard (DCP credits apply where the road is a DCP item).
- 6. The proposed development must be able to demonstrate convenient access to existing development and community infrastructure unless that infrastructure is to be provided as part of the development as outlined above.
- 7. Where trunk servicing extensions are required, the applicant must provide details of an agreed approach, including timing, for delivery of the extensions with the relevant infrastructure/service provider with the application.

It is considered that the decision by the GAA to support the S96A application recognises the fact that the site can be serviced and that the development of the precinct will occur in a relatively short time frame thereby ensuring the provision of a wide range of services within the precinct itself.

2.4.2 THE LOCATION OF THE MORTON EAST \$96A PROPOSAL

I now turn to Council's assessment that the Morton East S96A application is remote from essential community infrastructure and services and its impact on prioritisation of arterial road development before priorities, costs, and responsibilities for those roads are resolved. In the context of my discussion on the appropriate approach for considering development applications in urban fringe areas, I have assessed the Morton East application.

The subject land sits within the southwest quadrant of the Truganina PSP based around a major transport node, being Tarneit Station on the RRL alignment that will also contain a major bus interchange in its

ultimate format. The Morton East S96A site is positioned less than 2km by road from Tarneit Station in its initial stages, via Doherty's and Derrimut Roads, and in the ultimate build-out scenario for this PSP will be less than 1km from the station via the proposed Connector Road network. In fact it will be within a comfortable walking distance of the station.

The early development of land within the Morton East landholding will be critical to the creation of a strong new catchment population to support this very significant State Government investment. I note Figure 9 of Council's 'Strategy for Managing Growth' document shows:

- in a purple hue, areas in 'Priority for Development B,' located south and north of the RRL alignment on both sides of Derrimut Road north of Leakes Road, and
- in a yellow hue, areas to the north of the above 'Priority B' areas, denoted as 'Priority for Development – D'

Page 31 of the 'Strategy for Managing Growth' document explains that 'Priority B' areas are expected to be developed between 2015 and 2020, and more specifically, a further three Priority B areas have been selected to make the most of the Regional Rail Link and relieve pressure on existing infrastructure. The Morton East land is designated 'Priority D' in Council's growth strategy document and would be deferred until at least post-2020 under this approach.

I consider that Council's approach in this regard:

- Ignores the proximity of the subject land to the Tarneit rail station and the proposed major town centre. Other landholdings located on Dohertys Road but significantly further away from the station are included in Priority Area B.
- Does not appear to account for possible delays in the development of other smaller landholdings within the Priority B areas to the west of Derrimut Road.

2.4.3 PROXIMITY TO COMMUNITY INFRASTRUCTURE

I have undertaken an assessment of the accessibility of future residents within the Morton East S96A proposal area to existing and known future community infrastructure and facilities, including town centres, schools (primary and secondary) and community centres including childcare centres. The assessment is based on travel time and adopts an average travel speed of 40km/hr.

The analysis includes a map locating existing and future shopping and community services and facilities, and a table providing the driving time to each of these facilities (see Appendix D). It demonstrates that future residents using the existing arterial road network can access the vast majority of what Council would term 'essential community services and infrastructure' generally within a 5 minute drive time of the subject site.

Specifically:

- Existing primary schools will be located within a 5 minute travel time of the subject site, being:
 - Tarneit Central Primary on Crossway Avenue, to the rear of Tarneit 10-12 College, to the southwest (identified Yellow item 10)
 - Baden Powell P-9 College (Tarneit Campus) on Baden Powell Drive to the south (identified Yellow item 11)
- An existing secondary school will be located within a 5 minute travel time of the subject site, being:
 - Tarneit 10-12 College on Leakes Road, to the southwest (identified Yellow item 9)
- An existing Community Centre, including Kindergarten, will be located within a 5 minute travel time of the subject site, being:
 - Tarneit Community Learning Centre on the corner of Leakes Road and Sunset Views Boulevard, to the south (identified as Blue item 6)

The Rose Grange Local Town Centre, located at the intersection of Leakes Road and Derrimut Road will also be located within a 5 minute travel time of the subject site.

Turning to the future context, it is apparent from this analysis that the site is positioned centrally to a wide range of community infrastructure and shopping opportunities, including the Tarneit Major Town Centre and Truganina Local Town Centre and several schools. I also note that my assessment <u>excludes</u> the facilities and services to be delivered in the adjacent PSP to the west, Tarneit North (PSP 89) which I understand will be within the next tranche of PSPs to be advanced in this corridor. The Morton East S96A land will be highly proximate to those facilities directly via Doherty's Road.

I have not included passive open spaces in this assessment, as the subject site will be developed with its own passive open space network, placing all residents within a very short walking distance of public parks.

In the context of proximity to services, it is also important to consider the ultimate design and layout of the site, with all planned road, public transport and active transport links in place connecting it to adjoining land and all of the services and facilities planned per the PSP. The Morton East S96A proposal will deliver:

- A north-south connector road along the eastern edge of the site and a north-south Level 2 Local Access Street in its western portion, both connecting directly to the proposed Major Town Centre and Tarneit Station on land to the south
- Direct road access onto Dohertys Road on the arterial road network and part of the Principal Public Transport Network
- An extensive passive open space (north-south) and linear reserve (east-west) network providing walking and cycling links into the Dry Creek and Skeleton Creek regional pathway networks on the western and eastern boundaries of the site, respectively
- Access to a regional Active Open Space located a short walk or ride to the north east via the Skeleton Creek regional path network.

With specific reference to the PSP, I note Guideline G55 identifies:

'Staging will be determined largely by the development proposals on land within the precinct and the availability of infrastructure services'

I find the proposed development of the Morton east land to be consistent with this guideline and the statutory framework in place for the consideration of permit applications that are advanced in accordance with the relevant PSP.

In summary I consider that the subject land:

- Is well located with respect to the Tarneit Station and the proposed major town centre.
- Will be reasonably accessible to existing services and facilities and will become increasingly well served with the complementary development of nearby land.

2.5 SUMMARY – ASSESSMENT OF COUNCIL APPROACH AGAINST ESTABLISHED STATUTORY FRAMEWORK

Council's approach is in my view inconsistent with the process for considering proposals for the development of land as established under Ministerial Direction No. 12 which allows such a proposal to be approved if it is:

consistent with any relevant Growth Area Framework Plan.

The 2012 GCP does not propose any sequencing or staging of land release.

within an area to which a PSP applies.

The Truganina PSP is being considered in this Amendment and applies to land the subject of the applications lodged pursuant to S96A of the *Planning and Environment Act 1987*, including the Morton East S96A application.

consistent with any requirements of a Schedule to the Urban Growth Zone (UGZ).

Applications have been prepared cognisant of and consistent with the draft UGZ Schedule provisions. Specifically, Clause 37.07 of the Wyndham Planning Scheme provides the opportunity for land to be subdivided, via a planning permit process, in accordance with a precinct structure plan.

As I have noted above, Council's approach also runs counter to the implementation of the DCP in that it would significantly retard the development timeframes for the vast majority of land covered by the DCP, being Priority C or Priority D land.

3 The Morton East Open Space

I have been asked to provide my opinion on whether the proposed distribution of passive open spaces throughout the Section 96A area is an appropriate response in view of the open space requirements of the PSP for this land. My consideration of this matter also takes into account the submission of the City of Wyndham regarding the Morton East proposed subdivision layout. The City of Wyndham has made submissions to the effect that the subdivision should provide a single, centrally located passive recreation park with a size of 0.9ha to satisfy the requirements set out in the PSP.

I have reviewed the proposed Subdivision Plan for the Section 96A area (Drawing 8584 SLP-01-V20), and supporting 'Landscape Masterplan, Morton East, Tarneit; Development Plan, Stage 1' prepared by AECOM (both the original document at Appendix J of the original planning application submission dated 26 October 2012 and supplementary document dated 29 October 2013). In my view the proposed arrangement and design of the passive open space is consistent with the requirements of the PSP for the following reasons:

- It provides for a total of 1.42ha of passive open space, meeting and exceeding the 0.9ha prescribed quantum of passive open space to be provided under the PSP in the form of a Neighbourhood Park in this location (referring to P SW-02 on Plan 4 Open Space Plan and in Table 5 Open Space Delivery Guide).
- It provides a central local park with a total area of 0.75ha, delivering an open grassed area, and providing for play equipment, seating and shelters and being of a form and shape that enable it to provide its required local recreational and social functions. In my view these characteristics are consistent with the requirements of the 'Neighbourhood Park' specified in Appendix 3 of the PSP (Open Space Delivery Guide) to be delivered in this location. Table 2 below provides a direct assessment of the proposed central park against the Appendix 3 Requirements.

TABLE 2 - ASSESSMENT OF PARK AGAINST PSP REQUIREMENTS		
Neighbourhood Park Embellishment Item	Morton East Development Response	
Passive recreation park suitable for local recreation/social activities	Complies. The size, regular shape and gentle topography of the central park is highly conducive to its development to cater for the provision of local level passive recreational and social activities for the full local community, including open grassed areas, play equipment, seating and shelter opportunities.	
Junior play emphasis	Complies. The park provides a number of locational opportunities for a structured playground element to be provided, which can be targeted at any specified age group, including juniors. Notional 'Higher Order Amenity Areas' of at least 1000m ² are notated on the AECOM Landscape Masterplan supplementary document for this purpose.	
Attracts users from the local area (i.e. 400m)	Complies. The central park is located such that all lots are within a 400m catchment (see Appendix E).	

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TABLE 2 - ASSESSMENT OF PARK AGAINST PSP REQUIREMENTS		
Recreational/social facilities suitable for local activities/events	Complies. With minimum dimensions of at least 80m, and being of a regular square shape, the park provides sufficient open area to cater for informal local social and recreational events and enable the provision of park infrastructure if desired	
Minimal support facilities (seats, bins etc)	Complies. The ultimate provision of these items can be left to its final design, with agreement of the responsible authority.	
Footpath/bikeway links	Complies. An accessible path system has been shown as possible to be delivered through the central park, connecting to the northern and southern smaller parks in the AECOM Landscape Masterplan supplementary document, to create a north- south recreational spine. This spine intersects with an east-west 'ecological spine' concentrated along generously proportioned and landscaped Local Streets that connect with the two main north-south Boulevards containing potential on-road cycle links and beyond with the shared paths within the regional waterway corridors.	

Thirdly, in addition to and integrated with the centrally located passive recreation park, two further smaller 'linear' parks (of 0.29ha and 0.38ha area, respectively) provide further opportunities for small pocket parks with open space amenities and associated shade and rest opportunities. These could fall under the definition of 'Passive Recreation Park' within Appendix 3 of the PSP.

I note the AECOM Landscape Masterplan describes the relationship between the three passive open spaces proposed as being part of a comprehensive landscape concept for the development which seeks to enhance the ecological features of the site and create integrated communities through shared open spaces, and to ensure social interaction through recreational pursuits. That document elaborates further on the proposed 'north-south pedestrian link' to be emphasised through the integration of the open spaces and creation of a series of 'cultural open spaces that provide for community activity areas: kick-about spaces, quiet green places, children's play-scapes, BBQ areas and productive garden plots.' I find this to be a laudable underpinning philosophy for this development, one that in my view goes beyond a simple formulaic open space provision, and I can support it because the spaces also meet the prescribed requirements for passive open space on this property in the PSP also.

Finally, I note Requirement R29 provides the flexibility for park areas to vary in size from those specified in Table 5:

'as long as they remain inside the guidance for the relevant type of park. Where a park is smaller than that outlined in the table, the land must be added to another park or used to create a new park in addition to those outlined on Plan 4.'

For the above reasoning, I can see no aspect of the proposed central park which does not fully fulfil the expectations placed upon it as a Neighbourhood Park in the PSP, particularly when viewed as the largest, central component of a comprehensive open network through the site.

On the matter of the quantum of passive open space provided in the development, I note the proposed Amendment documentation includes draft Schedule 10 (Clause 52.01) to the Urban Growth Zone, specifying for this PSP area a 3% public open space contribution. I also note at Table 9 (Property Specific Land Budget) of the PSP, Property 90-SW-12 - being the land parcel containing the Section 96A site and including land to the west up to the Derrimut Road frontage – attracts a total passive and active open space budget of 2.92% of Net Developable Area (NDA). Should the development of this property deliver more than 2.92% NDA then that surplus passive open space is not creditable, and would be handed over to Council at no cost.

On the basis of the areas of passive open space outlined above, this Section 96A application will result in the delivery of some 0.5ha of passive open space over and above the 0.9ha equating to the 2.92% PSP requirement.

I note Council's opposition to the

'trend of accepting sub-0.3ha parks throughout low density areas, unless associated with encumbered land to form a Passive Recreation Node.'

(MPA summary of Wyndham City Council Submission, No. 7, comment 56)

However, the Morton East S96A proposal includes only one such passive open space, at 0.29ha, and this park is to be provided in addition to the PSP-compliant central open space I have discussed above. I can support this smaller park in the context of it being an embellishment to the 'standard' provision that is already being met, and it is also of a shape and size that can accommodate a small amenity node as part of the integrated series of useable spaces to be provided throughout the application area.

As outlined above I find the proposed parks to be functional and useable in their size and shape and can support them as part of the integrated parkland concept proposed in this application. Moreover, I commend this 'over-provision' of passive open space as part of an attempt to deliver an attractive, highly walkable and highly landscaped urban realm. In my view the concept not only provides an acceptable quantum of local park land commensurate with its 'Neighbourhood' level role within the PSP, but it is evidence of one of the driving imperatives of the philosophy of this proposed development, being very high levels of access to open space for all dwellings.

4 Achieving Housing Density and Housing Diversity in the PSP

I have been asked to provide my opinion on the appropriateness of the lot size and density provisions on the PSP and the subdivision plans associated S96A permit application. My consideration of this matter also responds to the submission of the City of Wyndham to this aspect of the PSP.

4.1 THE TRUGANINA PSP

The newer suburbs of Melbourne are making a significant contribution to providing an increased intensity of housing yields and range of housing products. The dwelling yield for new subdivisions has increased from 12 to 15 dwellings per hectare and is set to rise again to 18 per hectare (an increase of 20%) following the release of the draft metropolitan strategy *Plan Melbourne*. The draft strategy also has provided a very clear direction that the existing and future commercial precincts and areas around key transport infrastructure (such as railway stations) will accommodate a significantly increased number of dwellings.

In order to provide the higher densities and establish the conditions for attractive, high amenity, highly connected mixed-use walkable communities it will be necessary to offer more housing diversity.

It is apparent that the PSP and supporting Wyndham North Background Report have recognised the related imperatives of achieving 'housing density' and 'housing diversity' in growth areas. I note in regard to housing density that:

- The PSP sets a minimum average density of 15 dwellings per hectare (in accordance with the PSP Guidelines and current State Government policy) varied on a site-by-site basis in response to local context. The actual average yield for the Net Developable Area comprising the housing and town centres is proposed to be 16.56 dwellings per hectare.
- The PSP at Table 1 illustrates the relationship between lot size and typical housing products at a broad level. It demonstrates that a variety of lot sizes can deliver a range of housing typologies.
- The modified PSP (Panel version) includes a new objective to deliver a minimum number of dwellings across the Precinct, and provides guidance on the appropriate delivery of lot densities through establishing housing yields for the catchments of each of the three proposed town centres
- The PSP is cognisant of the value of the Tarneit station as a focus for higher densities in the immediately surrounding precincts of the town centre and the business and residential precincts. The PSP has established a land budget requiring effective higher densities (of 15 and 24.7 dwellings per ha. respectively) for these areas.
- Whilst the PSP does not designate specific sites for medium and high-density housing it is apparent that the design response in the business and residential and town centre precincts will be multi-unit developments. The design and allocation of principal activities in the town centre itself will undergo further planning with the development of an Urban Design Framework Plan and specific sub-precincts can be identified to accommodate multi-unit housing. The land budget of the PSP expects these precincts will deliver approximately 2,000 dwellings.

4.2 EMERGING CONCERNS

The City of Wyndham has made submissions to the effect that PSPs should contain more prescriptive mechanisms to implement housing diversity outcomes. Specifically, Council's report of 26th August 2013 concerning Amendment C175 seeks:

• The adoption of the most appropriate mechanism to ensure housing diversity on all subdivisions over 100 lots, including the provision of dwellings with less than three bedrooms.

 As an interim measure, that the Truganina PSP be revised to include provisions requiring all subdividers to provide at least a small portion of dwellings under 3 bedrooms, and more around stations and activity centres, and to commit to a Section 173 agreement at the subdivision plan stage.

I understand from Council's submission to PSP 40 and PSP 92 (Amendments C171 and C172 to the Wyndham Planning Scheme) that it may seek to achieve the second of the abovementioned points via the addition of three additional Requirements to the Housing Section of the PSP to:

- Require subdivision applications to identify and nominate on the plans to be endorsed under a permit, lots which may be developed for small, medium and large multi-unit developments throughput the subdivision, the quantity and location of which must be to the satisfaction of the responsible authority
- Require there to be no restrictions placed on the identified lots which prevent the development of the land for multi-unit dwellings
- Require applications for multi-unit dwellings to provide a substantial component of dwellings that are studio type or contain 1 or 2 bedrooms

I understand Council is currently preparing a Housing Diversity Statement that will establish what the City should be seeking in terms of housing diversity. This document is not yet available to review.

It appears that one of Council's key concerns is the increasing use of covenants to limit the future development and use of residential lots to a single dwelling only thereby negating opportunities to provide multi-unit developments that often comprise smaller one and two bedroom dwellings. It is also concerned that larger sites capable of accommodating multi-unit developments are not provided in some areas.

4.3 THE CHANGING NATURE OF HOUSING IN NEW COMMUNITIES

I consider that the matter regarding the supply of smaller housing typologies is more complex than the factors identified by Council in their earlier research (as contained in the submissions concerning Amendments C171 and C172). Council appear to believe that by mandating certain outcomes (e.g. require dwellings to be no larger than a particular bedroom capacity) that the market will provide the housing and there will be purchasers for the product.

Whilst the development industry is conservative by nature it is responsive to market demands. At present, notwithstanding the decreasing size of lots many purchasers prefer to obtain dwellings that can cater a wider range of household types and changing household requirements over time (e.g. couples, young family, teenage family, empty nester etc.). As new community precincts are developed and grow the opportunity to provide different housing typologies increases. An excellent example of this is the Caroline Springs development that has seen the introduction of terrace housing and loft style apartments at the later stages of development.

These housing types could be delivered when certain facilities were in place, being enhanced transport and larger scale commercial and retail facilities.

Today there is an increasing focus on this matter within the development industry that is responding in part by creating smaller average lot sizes and dwelling sizes. In my view there will remain a demand for the industry to deliver smaller, more efficient and cheaper land and housing options to the market.

There are a number of influences on the way in which the ongoing development of growth areas will respond to these aspirations. The main influences on the market demand for smaller dwellings (one and two bedroom dwellings) are consumer preference and cost.

The particular typology delivered on a particular site will be determined by the market, and based on a broader housing choice than has ever been available. Below I list a range of smaller dwelling products that are now being delivered across Melbourne's growth areas. This range of primarily two-bed housing products is available on the market now for builders and property owners to construct on site, with or without adaptation.

It is apparent that there is a range of smaller dwelling products now available in the market that can be established on single lots. A number of larger home builders, that serve most areas of Melbourne, supply a range of 2 and small 3 bedroom homes (120 to160 sq. m) capable of being accommodated on a range of lot layouts and configurations (sample plans are provided in Appendix F).

In the case of the Truganina PSP, the overall dwelling yield has been informed by the inclusion of the Tarneit Regional Rail Link station and Tarneit Major Town Centre within its boundaries, both with a transformational future impact on this PSP, adjoining PSPs and the local region. The station and the Major Town Centre will likely result in a new community with a diversity of needs and range of household structures that will require a diversity of dwelling types and sizes.

I note that much of the housing built in the growth areas does not require a planning permit, however I concur with the approach taken in the PSP in seeking a range of lot sizes to be delivered within new developments. This will increase the density of housing ultimately delivered in the PSP area in my view. I believe it also sets the conditions for the industry to respond to the housing diversity aspirations of the PSP, with an ever-increasing range of smaller dwellings coming to market.

4.4 THE MORTON EAST APPLICATION

The Morton East S96A application responds well to the lot diversity objectives of the PSP. The lot yield break-up provided with the Subdivision Layout Plan for the development indicates a total of 28 lots of an area less than 300sqm are proposed in this development. The plan also indicates that a further 33 dwelling units could be delivered through the development of the two proposed integrated housing sites located on the proposed eastern Connector Road and western Local Access Road, respectively.

The total of some 61 dwelling units represents more than 18% of the total proposed 330 dwelling yield for the S96A site. The smallest lots, with frontages of 8m to 10.5m, will be capable of accommodating small townhouses with attached forms as well as small detached houses and duplexes, in conformity with the housing type by lot size guidance in Table 1 of the PSP. At the other end of the lot size spectrum the S96A application is also proposing 9 lots of greater than 600sqm, a significant number of lots in the 500-550sqm range, as well as the two integrated housing lots to be developed at a later stage. The 600sqm+ lots and integrated housing sites provide the opportunity for the stacked housing (apartment and walk-up flats) typologies included in the Table 1 guidance.

I consider the lot mix proposed in the Morton East S96A application will positively contribute to the delivery of housing choice across the wider precinct. There can be no doubt that this development would achieve the lot density diversity and consequent opportunities for housing diversity that the PSP calls for, specifically guideline G11.

4.5 CONCLUSIONS

Whilst I am sympathetic to Council's objectives to seek a base level of smaller dwellings is delivered within the PSP area, I strongly disagree with the very prescriptive approach proposed. In my view this level of intervention in the market to achieve dwelling diversity is not required. It creates the potential for housing product to be supplied to a market that does not want it (assuming it is built in the first place) and for land mandated for particular housing typologies or sizes to remain undeveloped because there is no demand for it in the particular location.

In my view the PSP in requiring a diversity of lot sizes to be delivered in all subdivision proposals, with a greater proportion of smaller lots in the catchments of town centres, strikes an appropriate balance between market determination and mandating certain housing types on certain lots. I consider that high amenity locations such as adjoining waterway corridors or local parks to be suitable anchors for the delivery of smaller lots with smaller likely smaller dwellings. The proposed arrangement of lot sizes for the subject land is well considered and will provide for a range of housing types to be established.

Council has identified a matter that requires attention, being the emergence of long-term restrictions on the ability of a lot to be used for more than a single dwelling. However, there must be some doubt about whether or not the planning system can be used to prohibit such private restrictions being placed on a title, and I have not yet seen what the Council is actually proposing to achieve this outcome.

Leaving this aside, I understand the desire of developers to provide a level of comfort to purchasers as to the scale and type of development that will be developed in the emerging neighbourhood.

However, in my opinion there is no need for this restriction to be retained in perpetuity. I would recommend that, if there are to be controls imposed on the ability to impose such restrictions on lots, that they be limited to ensuring that when a restriction is placed on title it have a life span of 10 years only. This would enable the subdivision to be developed with certainty. Any proposal for an alternate development would then be subject to the planning controls of the day.

In conclusion I consider that the PSP, as amended appropriately guides the delivery of increased housing densities and diversity through:

- The detailed requirements and guidelines of the housing section of the Truganina PSP.
- The proposed land budget and density requirements for each precinct and the general catchments around each of the town centres
- The particular attributes of Truganina PSP with that part of the PSP south of Dohertys Road and west
 of Woods Road being in very close proximity to the Tarneit station and the Major Town Centre that
 will serve the surrounding sub-region.

I further consider that the detailed plan of subdivision for the site will provide for a diverse range of housing, particularly the smaller lots and the integrated housing lot.

Michael Barlow – Director Urbis Pty Ltd

Disclaimer

This report is dated November 2013 and incorporates information and events up to that date only and excludes any information arising, or event occurring, after that date which may affect the validity of Urbis Pty Ltd's (Urbis) opinion in this report. Urbis prepared this report on the instructions, and for the benefit only, of Morton Family (Instructing Party) for the purpose of Planning Panel Expert Witness Statement and not for any other purpose or use. Urbis expressly disclaims any liability to the Instructing Party who relies or purports to rely on this report for any purpose other than the Purpose and to any party other than the Instructing Party who relies or purports to rely on this report for any purpose whatsoever (including the Purpose).

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All surveys, forecasts, projections and recommendations contained in or made in relation to or associated with this report are made in good faith and on the basis of information supplied to Urbis at the date of this report. Achievement of the projections and budgets set out in this report will depend, among other things, on the actions of others over which Urbis has no control.

Urbis has made all reasonable inquiries that it believes is necessary in preparing this report but it cannot be certain that all information material to the preparation of this report has been provided to it as there may be information that is not publicly available at the time of its inquiry.

In preparing this report, Urbis may rely on or refer to documents in a language other than English which Urbis will procure the translation of into English. Urbis is not responsible for the accuracy or completeness of such translations and to the extent that the inaccurate or incomplete translation of any document results in any statement or opinion made in this report being inaccurate or incomplete, Urbis expressly disclaims any liability for that inaccuracy or incompleteness.

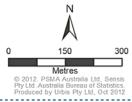
This report has been prepared with due care and diligence by Urbis and the statements and opinions given by Urbis in this report are given in good faith and in the belief on reasonable grounds that such statements and opinions are correct and not misleading bearing in mind the necessary limitations noted in the previous paragraphs. Further, no responsibility is accepted by Urbis or any of its officers or employees for any errors, including errors in data which is either supplied by the Instructing Party, supplied by a third party to Urbis, or which Urbis is required to estimate, or omissions howsoever arising in the preparation of this report, provided that this will not absolve Urbis from liability arising from an opinion expressed recklessly or in bad faith.

Appendix A

Morton East Landholding Site Location Plan



Subject Site



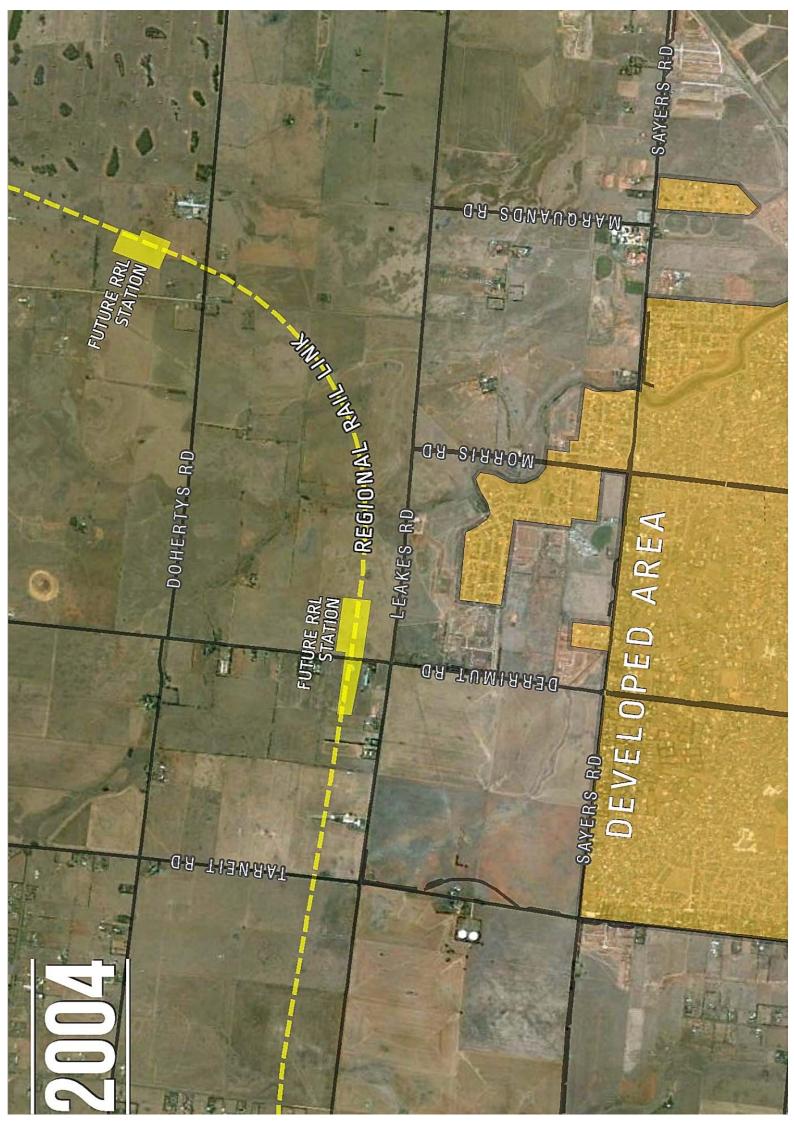
Dohertys Rd, Tarneit SITE LOCATION urbis Appendix B

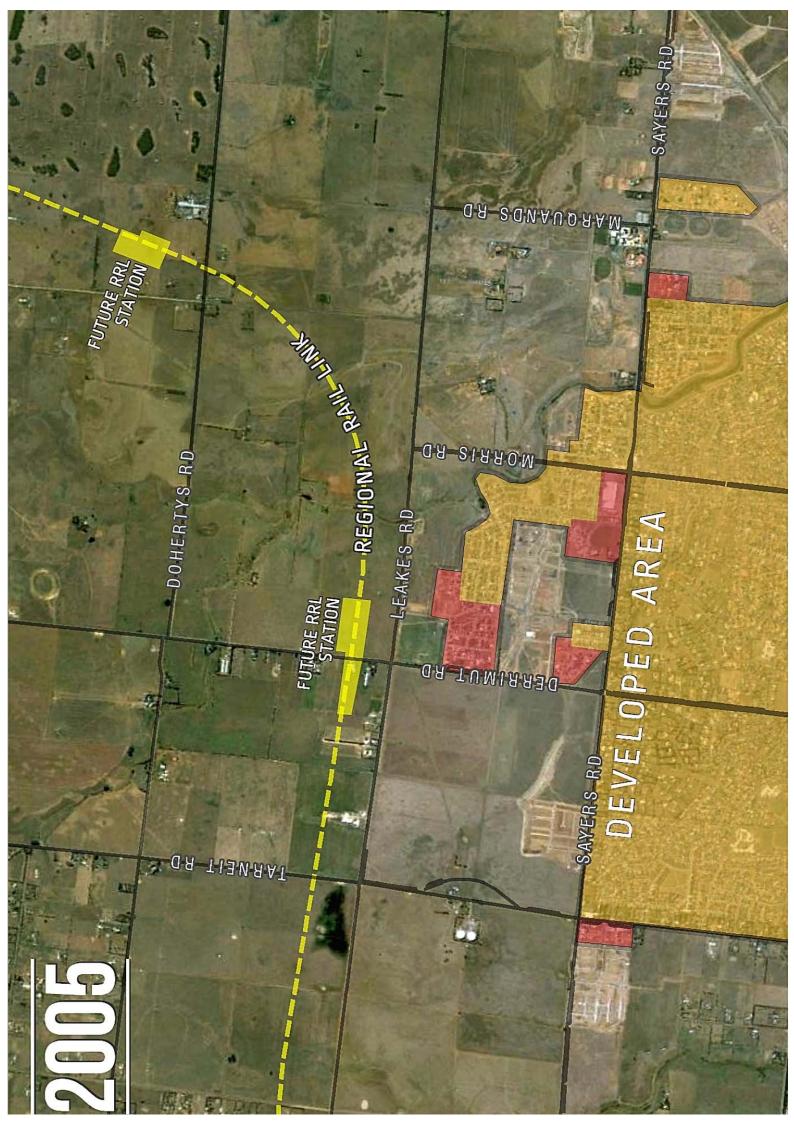
Morton East Section 96A Application Subdivision Layout Plan

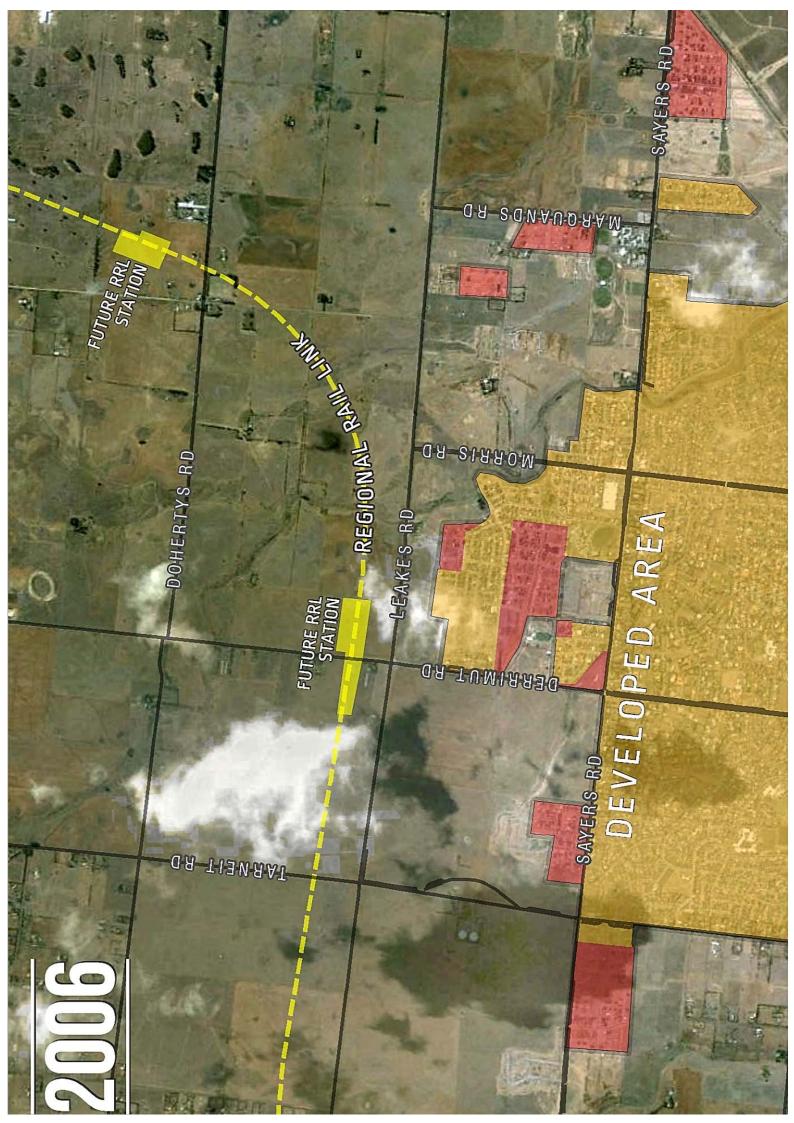


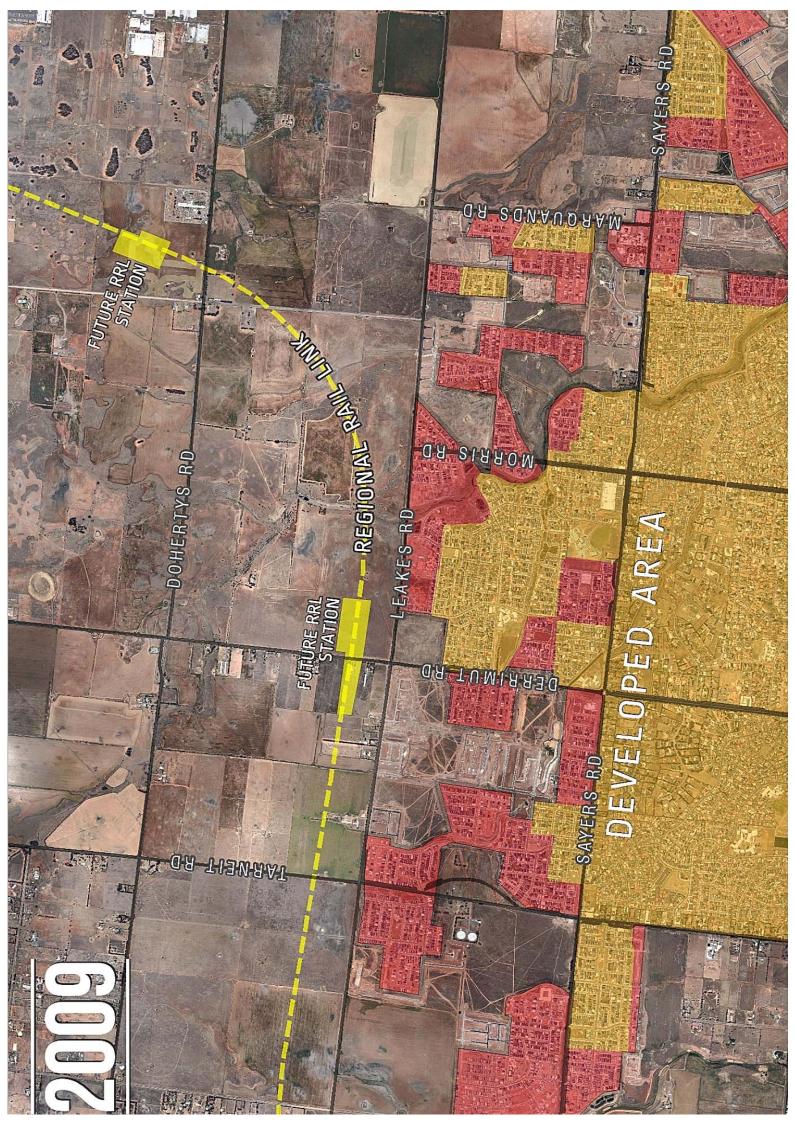
Appendix C

Aerial Photography Analysis of Wyndham Growth Front

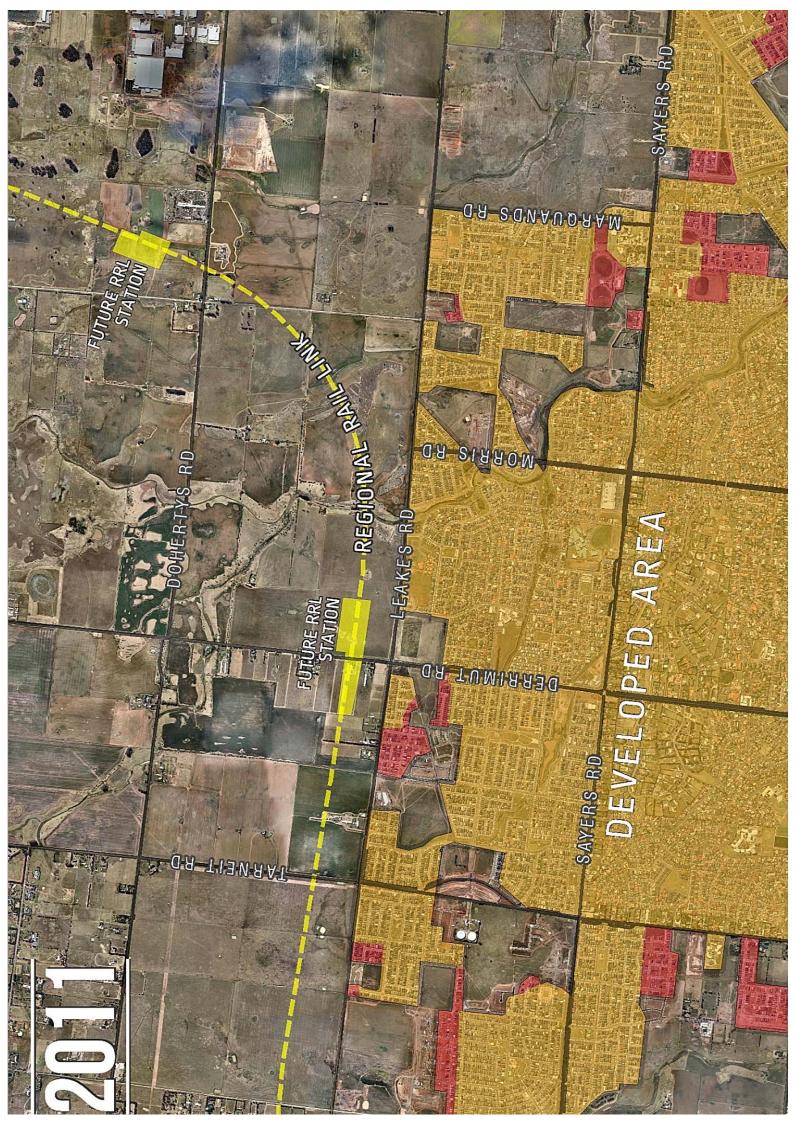


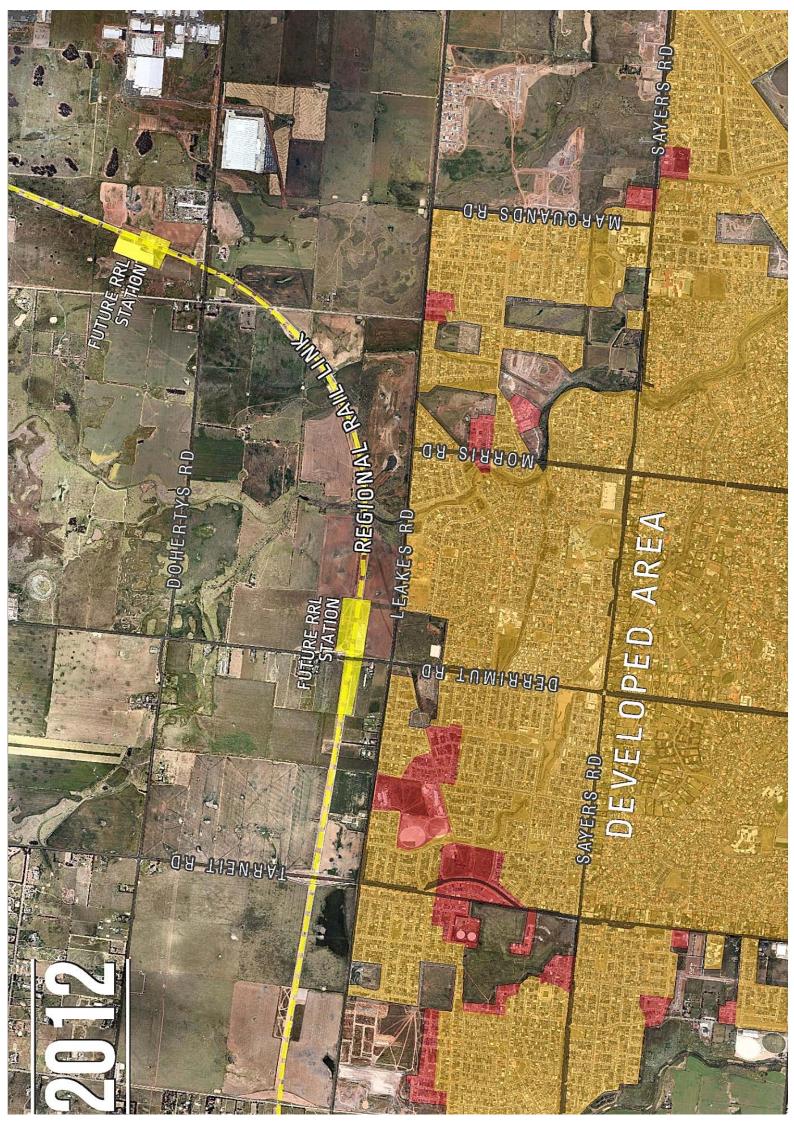








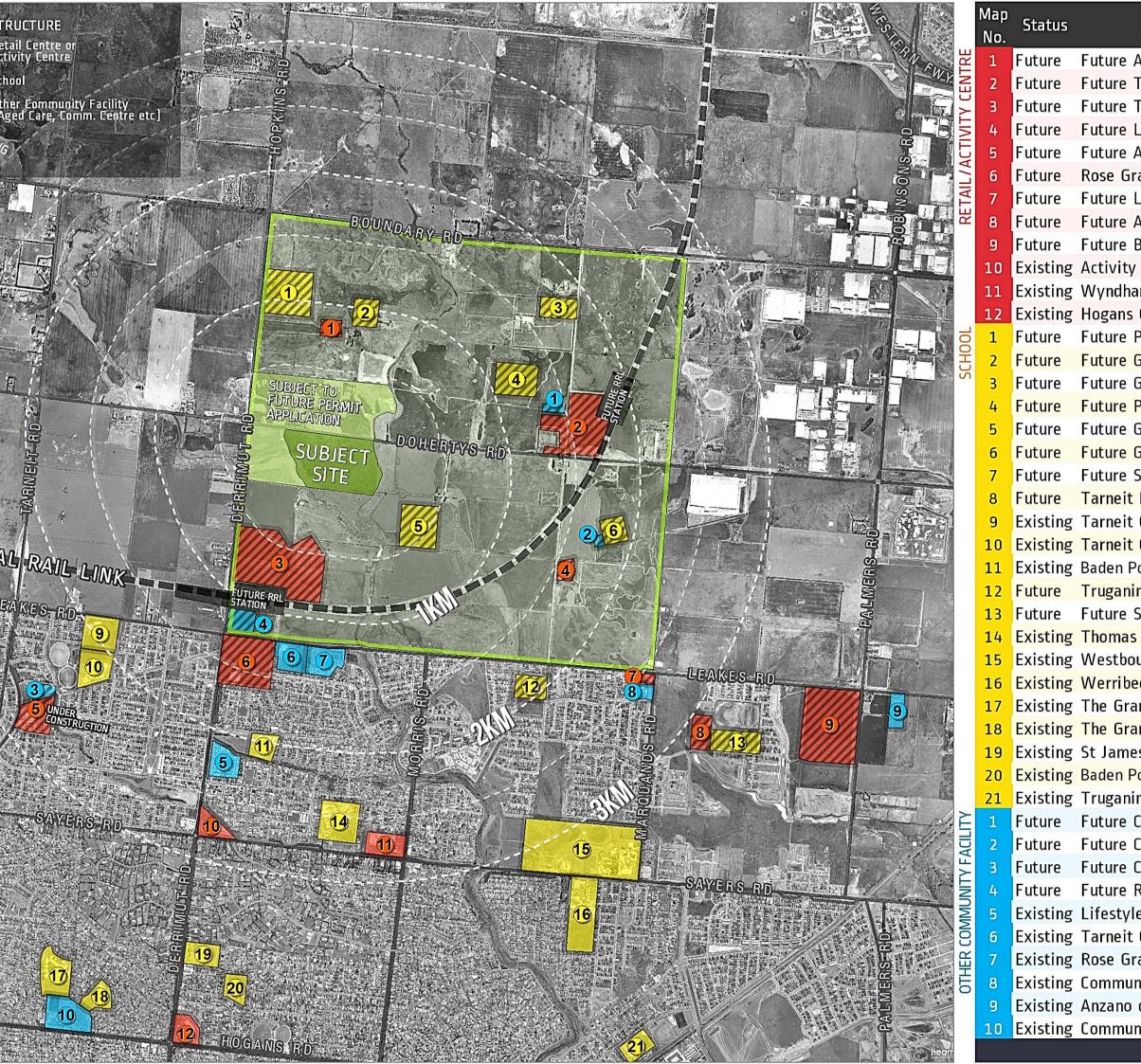






Appendix D

Travel Time Analysis of Morton East Section 96A Proposal



Name	Straight-Line	Road
	Distance	Distance
Activity Centre	1km	1.1km
Town Centre	1.8km	1.9km
Town Centre	0.8km	0.9km
Local Convenience Centre	2km	2.2km
Activity Centre [U/C]	3 km	4km
ange Shopping Centre	1.7km	2.2km
Local Convenience Centre	3 km	3.8km
Activity Centre	3.6km	4.5km
Business Activity Centre	2.9km	4.4km
Centre	3 km	3.6km
am Village SC	3 km	3.5km
Corner Shopping Centre	4.4km	5.5km
Private School	1.3km	1.6km
Gov't Primary School	1.2km	1.2km
Gov't Primary School	2.1km	2.9km
Private School	1.6km	1.7km
Gov't Secondary School	0.9km	1.1km
Gov't Primary School	2.3km	2.7km
School	3.4km	4.3km
Rise Primary School	3.6km	4.6km
College (10-12)	2.2km	3.2km
Central School (P-9)	2.4km	3.5km
Powell Coll. (Tarneit Campus)	2.3km	3.1km
na School (P-9)	2.3km	3.2km
School (P-9)	3.8km	5 km
GCarr Catholic College	2.8km	4.3km
urne Grammar School	3.5km	4.9km
ee Islamic College	4km	5.1km
ange College (7-12)	4.3km	6.7km
ange College (P-6)	4.4km	6.8km
es Primary School	3.8km	4.9km
owell Coll. (Derrimut Heath)	4km	5.5km
na South Primary School	2.8km	5 km
Community Centre	1.8km	2.2km
Community Centre	2.2km	2.5km
Community Centre	2.8km	3.8km
Recreation Facility	1.4km	2km
e Seasons Retirement Vill.	2.5km	3.1km
Community Centre	1.5km	2.8km
ange Retirement Village	1.5km	2.8km
nity Centre	3 km	4km
di Puglia Social Club	4.7km	6.1km
nity Centre	4.7km	6.3km

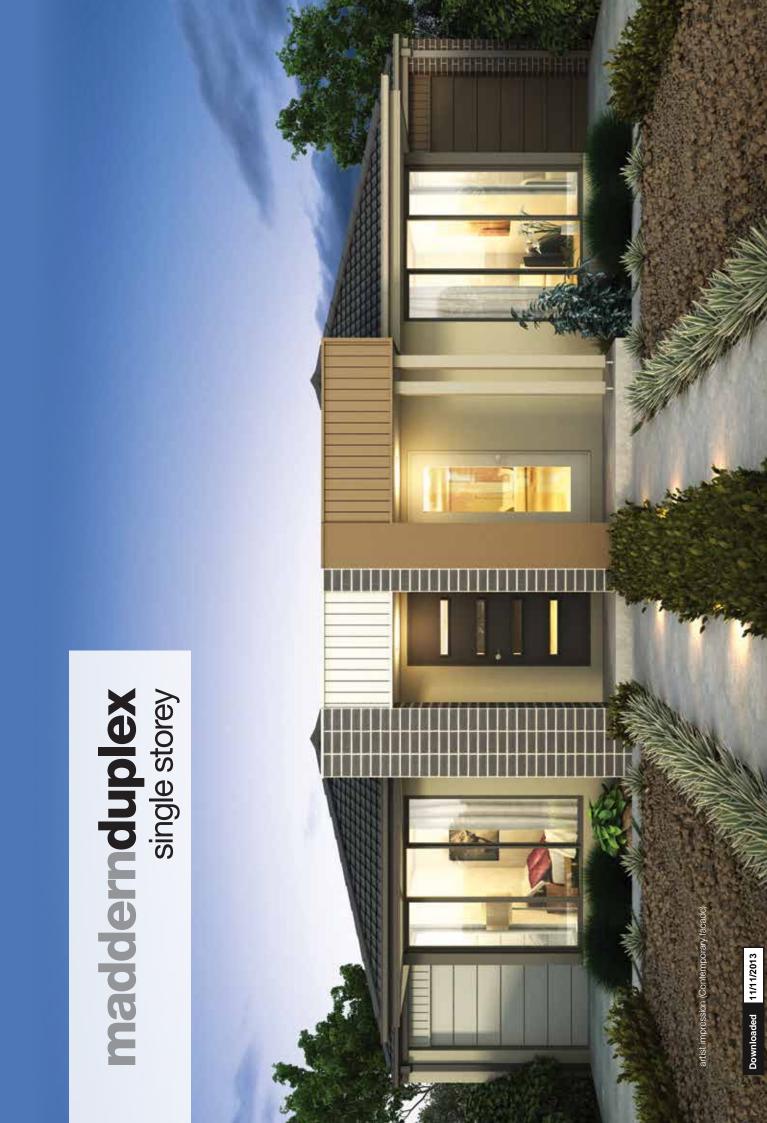
Appendix E

Open Space Accessibility Plan



Appendix F

Small Dwelling Products







Contemporary facade



Fraditional facade

Designed for smarter, affordable living, these 14 A perfect entry-level home for first homebuyers wanting to double their rental income from one block, Burbank's Maddern Duplex homes are and 15 square homes maximise every inch of space without compromising on functionality. or a sensible investment solution for those charming yet contemporary.

a study or the three bedroom layout, you'll always choose a winner when you choose Whether you opt for two bedrooms plus Burbank's Maddern Duplex.

expenses when it comes time to move in to With all Burbank duplex homes, we include These inclusions mean fewer unexpected extra fixtures and fittings as standard. your brand new home.



- Choose from 2 facade options
- Direct access from living area to outdoor entertaining area
- Internal access from garage for security



turn-key inclusions:

- Solar hot water service
- Floor coverings carpets and tiles
- Vinyl sliding doors to bedroom robes
- Heating to bedrooms and living areas
- Two coat paint application throughout
- Aluminium framed windows

- 600mm electric stainless steel oven and gas cooktop
- Internal light fittings to bedrooms and living areas
- Heating to bedroom and living areas
- Bushfire Attack Level Iow compliance

For a full list of inclusions and specifications please speak to a sales consultant



Facades based on Maddern Duplex 1500 floor plan (illustrated)

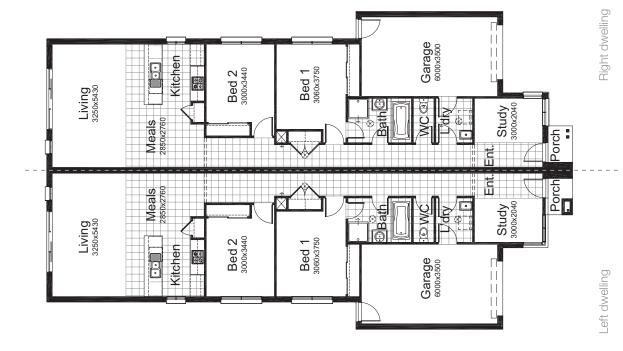
optional luxury pack:

- Stone benchtop in kitchen with 20mm square edge in lieu of standard laminate
 - Glass splashback in kitchen in lieu of standard wall tiling
- Stainless steel finish dishwasher

optional essentials pack:

- Coloured concrete path, porch and driveway (up to 30m²)
 - (up to 30m²) • Clothes line
 - Letterbox
- Holland blinds in windows and sliding doors
- Towel rails/rings and toilet roll holders

maddemduplex single storey 1400





Alternate kitchen configurations

1400 design options

- - Ensuite option
- Sliding door to replace window in bedroom 2
 - Cavity sliding door to study

All details based on Contemporary facade floor plan (illustrated) Both dwellings suit 14m lot width x 30m lot depth

Floor	107 57 sam	11 F.R care
Garage	23.55 sqm	2.53 sqrs
Porch	2.11 sqm	0.23 sqrs
Total	133.23 sqm	14.34 sqrs

1400 floor area (each dwelling)

) -
Garage	23.55 sqm	2.50
Porch	2.11 sqm	0.20
Total	133.23 sqm	14.3



maddemduplex single storey 1500





Ensuite option

Alternate kitchen configurations

1500 design options



1500 floor area (each dwelling)

Floor	118.07 sqm	12.71 sqrs
Garage	24.99 sqm	2.69 sqrs
Porch	2.69 sqm	0.29 sqrs
Total	145.75 sqm	15.69 sqrs

Both dwellings suit 15.24m lot width x 32m lot depth All details based on Contemporary facade floor plan (illustrated)



"enjoy **breathing space** on a narrow block"

Exford facade



Bellara facade



Traditional facade

image for illustrative purposes only

Compact and trim, the Manhattan emerges from an economic design that sits neatly on an 8.5m wide lot. Enjoy lots of breathing space, even within the perimeter of a narrow block, with this beautifully open design. A conjoined lounge and meals area means conversation can flow between the dinner table and the couch,

while grown-ups stacking the plates in the adjacent kitchen can still throw in a word or two. Finally, the two bedrooms, one with ensuite and walk-in robe, are positioned at the rear of the home, so you can shut the door on all that chatter at the end of the night.

features

- Choose from 4 facade options
- Courtyard design
- Large open plan living area









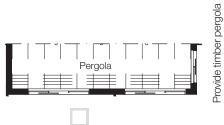
17

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mage for illustrative purposes only

Provide 'U' shaped kitchen to include extra bench top, base and overhead cupboards







Floor	101.78 sqm	10.96 sqrs
Garage	23.56 sqm	2.54 sqrs
Porch	4.02 sqm	0.43 sqrs
Total	129.36 sqm	13.92 sqrs

All details based on Traditional facade floor plan (illustrated) Dwelling suits 8.5m lot width x 25m lot depth

Popular options for this floor plan are illustrated left - speak with your sales consultant or visit burbank.com.au for all available options

Upgrade to 'U' shaped kitchen

 Raked ceiling option Optional pergola

33

Downloaded 11/11/2013



"shut the door and **enjoy** your own **private space**"









COOGEE 148 DIMENSIONS (mm)

4000 X 3600
3400 X 3200
3700 X 3400
3000 X 2800
3500 X 2300
6000 X 5500

EXTERIOR LENGTH	15.82m
EXTERIOR WIDTH	8.8m
SQUARES	14.8sq

SUGGESTED BLOCK WIDTH 12m*

www.fairhavenhomes.com.au

*Suggested block width is a guide only. Actual front, rear and side setbacks vary based on Developer, Council, Planning and Rescode requirements. Please see one of our consultants for more information on suitable designs for your block. ©Copyright. Reproduction in any form either in whole or part is forbidden. Fairhaven Homes has the right to alter or improve this plan without notice. All images used are for illustrative purposes only and are artists impressions. Fairhaven Homes Pty Ltd ABN 26 883 987 902. Registered Building Practitioner DBU18467. FH9/July2011



Smart design, even sharper pricing

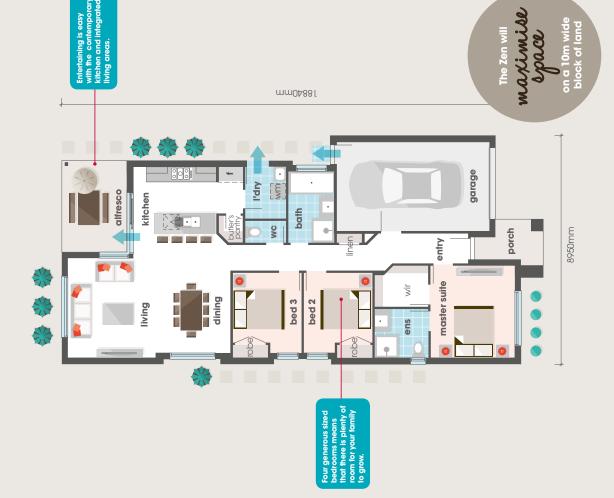
This gem of a home is a space maximiser featuring three bedrooms, two bathrooms and sought-after open plan living.

Looking over these spacious living areas, you'li find an elegant kitchen with the lot, including a long breaktast kitchen bench, plenty of storage space and the ever so practical walk-in partry for even more room to move. Not forgetting the home comes complete with altresco outdoor living area allowing you to entertain year round.

The Zen has it all - style with a functional edge for a new level of lifestyle.

GARAGE	
BATHS	areas
T ² BEDS	Living 6

Living	3920 x 3570
Dining	4230 x 2800
Bedrooms	
Master Suite	3600 x 3300
Bed 2	3140 x 2700
Bed 3	3140 × 2700
Outdoor	
Alfresco	3600 x 2560
Total areas	
House	111.3 m ²
Garage	23.8 m^2
Porch	4.3 m^2
Alfresco	9.2 m²
Total	16.00 sq
	148.6 m ²
Exterior Length	18,840
Exterior Width	8,950
Minimum lot width	
Metric	10 m
Imperial	33 ft



Protograph and illustrations in the brochue stoud be used as a guide only and may show furriture, screens, iandscape stuctures, pergolas and decorative finishes not offered by Henley. Additional cost floorpian options, intures and fittings may also be shown. See your seles consultant for a full ist of standard inclusions.

Poorpian shown is beaved on the Broadway Facade. All measurements are in millimeters unless of herwise stated. Lot widths are based on standard facade and may way depending on facade chores. Due to estate experiments and council guidelines some of width requirements will charge and the dependence of a so guide only. Copyright Hereley, Arch Phy Lut A frights reserved. All plans are copyright, no part may be used, reproduced or copied by any means or n ary form without the prorrigation of Hereley. Arch Phy Lut.

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www.henley.com.au





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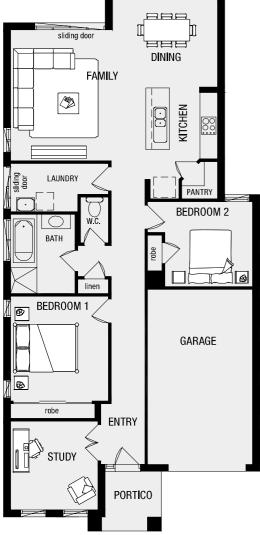
HOME PRIVACY POLICY

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Studio 7

-, |

To Suit Lot Width	7.0m
Total Area	112.5m ²
House Length	21.0m
House Width	7.0m
Bedroom 1	3.4 x 3.0m
Bedroom 2	3.0 x 3.0m
Study	2.7 x 1.78m
Family	3.1 x 3.5m
Meals	3.5 x 5.8m
Garage	6.0 x 3.5m





THE CARDIFF 13 standard floorplan

STANDARD FLOORPLAN with Barwon Façade

2 - 2 - 1



Master Bedroom	3.6 × 3.2m
Bedroom 2	2.7 x 2.9m
Family	3.6 x 3.9m
Dining	3.6 x 2.6m

Living Area	93.28m²	10.04sq
Garage	22.96m ²	2.47sq
Portico	$5.39m^2$	0.58sq*
TOTAL	121.63m ²	13.09sq*

11.90m

*Sizes may vary slightly as per facade range. Floorplan based on the Barwon facade – see facade pricelist for RRP. This work is exclusively owned by RSS Property Holdings and cannot be reproduced or copied either wholly or in part, in any form (graphic, electronic or mechanical, including photocopying and uploading to the internet) without the written permission of RSS Property Holdings. This document is for illustration of Proses and should be used as a guide only. Illustrations are not to scale. Grape dimensions are external measurements only. Refer to actual working drawings.

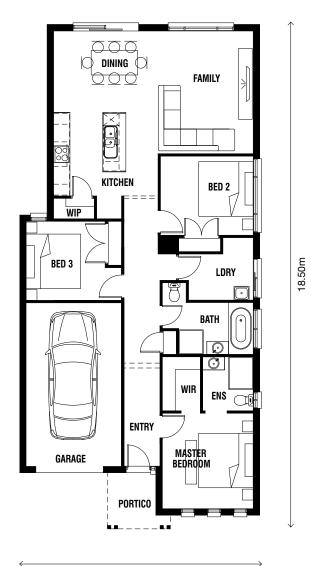






#Chelsea 16

STANDARD FLOORPLAN WITH RIVIERA FAÇADE



8.80m

Master Bedroom	3.5 x 3.3m
Bedroom 2	2.9 x 3.4m
Bedroom 3	2.9 x 2.9m
 Family	4.5 x 4.2m
Dining	3.0 x 3.2m

TOTAL	151.56m ²	16.31sq*
Portico	7.93m ²	0.85sq*
Garage	23.24m ²	2.50sq
Living Area	120.39m ²	12.96sq

AVAILABLE SIZES

CHELSEA 16

DESIGN OPTIONS

ALFRESCO OPTION 4TH BEDROOM OPTION GAMES OPTION RUMPUS OPTION STUDY OPTION



* Sizes may vary slightly as per façade range. Floorplan based on the Riviera façade – see façade pricelist for RRP. Minimum Lot Sizes may vary due to Council requirements & estate guidelines. This work is exclusively owned by RSS Property Holdings and cannot be reproduced or copied either wholly or in part, in any form (graphic, electronic or mechanical, including photocopying and uploading to the internet) without the written permission of RSS Property Holdings. This document is for illustration purposes and should be used as a guide only. Illustrations are not to scale. Garage dimensions are external measurements only. Refer to actual working drawings.



10.0m+

LOT WIDTH

THE RENARK 12

STANDARD FLOORPLAN with Barwon Façade

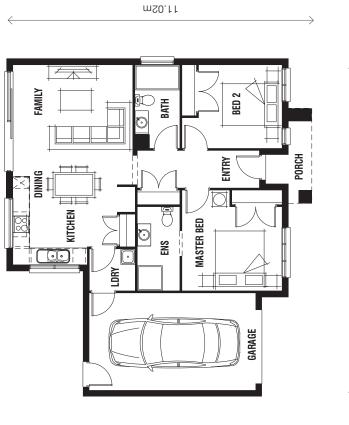
12.29 squares | 114.22 m² |

Master Bedroom	3.6 x 3.6m
Bedroom 2	3.0 x 3.0m
Family	3.3 x 4.3m
Dining	2.0 x 3.1m

Living Area	83.37m²	8.97sq
Garage	$24.06m^{2}$	2.59sq
Portico	6.79m²	0.73sq*
TOTAL	114.22m²	12.29sq*

12.20m

*Sizes may vary slightly as per facade range. Floorplan based on the Barwon facade – see facade pricelist for RRP. This work is exclusively owned by RSS Property Holdings and cannot be reproduced or copied either wholly or in part, in any form orgaphic electronic or mechanical, including photocopying and uploading to the internet) without the written permission of RSS Property Holdings. This document is for illustration of RSS Property Holdings. This document is for illustration of RSS and should be used as a guide only. Illustrations are not to scale. Galage dimensions are external measurements only. Refer to actual working drawings.







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