

**140-204 Western Avenue, 47-67 &
69-99 Wright Street, Westmeadows**

Updated Version for Public Exhibition
April 2021



Town Planning and Urban Context Report Proposed Amendment to Hume Planning Scheme

140-204 Western Avenue, 47-67 & 69-99 Wright Street, Westmeadows

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1 Introduction

This report has been prepared to accompany a request to the City of Hume to amend the Hume Planning Scheme.

The proposed planning scheme amendment relates to land located at 140-204 Western Avenue, Westmeadows and 47-67 and 69-99 Wright Street, Westmeadows. The amendment would:

- Rezone the land from Farming Zone (FZ) to General Residential Zone (GRZ) and Industrial 3 Zone (INZ3).
- Apply a Development Plan Overlay.

This report provides:

- A description of the subject land and surrounds;
- A description of the relevant statutory framework in the Hume Planning Scheme;
- An assessment of the proposal in relation to the relevant provisions of the Hume Planning Scheme; and
- An assessment of the proposal in relation to the Strategic Assessment Guidelines.

The project team comprises:

- **Contour Consultants Australia**
Town Planners
- **Impact**
Traffic Consultants
- **DCE**
Servicing / Infrastructure
- **Ecology & Heritage Partners**
Biodiversity Consultants
- **Senversa**
Environmental.
- **Cultural Heritage Management Group**
Cultural Heritage
- **Tract**
Landscape and Urban Design



2 Subject Site and Surrounds

2.1 Subject Site

The subject site, 140-204 Western Avenue, Westmeadows and 47-67 and 69-99 Wright Street, Westmeadows is located on the north side of the Tullamarine Freeway, generally opposite the Freeway exit onto Mercer Drive.

The land comprises the following allotments:

- Lot 1 on TP512682 (2 parcels): 140-204 Western Avenue
- Lot 1 on LP90626 – 69-99 Wright Street, Westmeadows
- Lot 2 on LP90626 – 47-67 Wright Street, Westmeadows

The land is irregular in shape and is approximately 39 hectares in area. The site is bound by Tullamarine Freeway to the south, Wright Street to the east, Victoria Street to the west (unformed) and the Moonee Ponds Creek to the north. Western Avenue dissects the southern-most portion of the land.

The land is presently undeveloped and is sparsely vegetated. Trees are located along property boundaries and within the Moonee Ponds Creek environs.



2 Subject Site and Surrounds

2.2 Surrounds

The subject land separates the former Tullamarine landfill to the west from the residential area to the east of Wright Street.

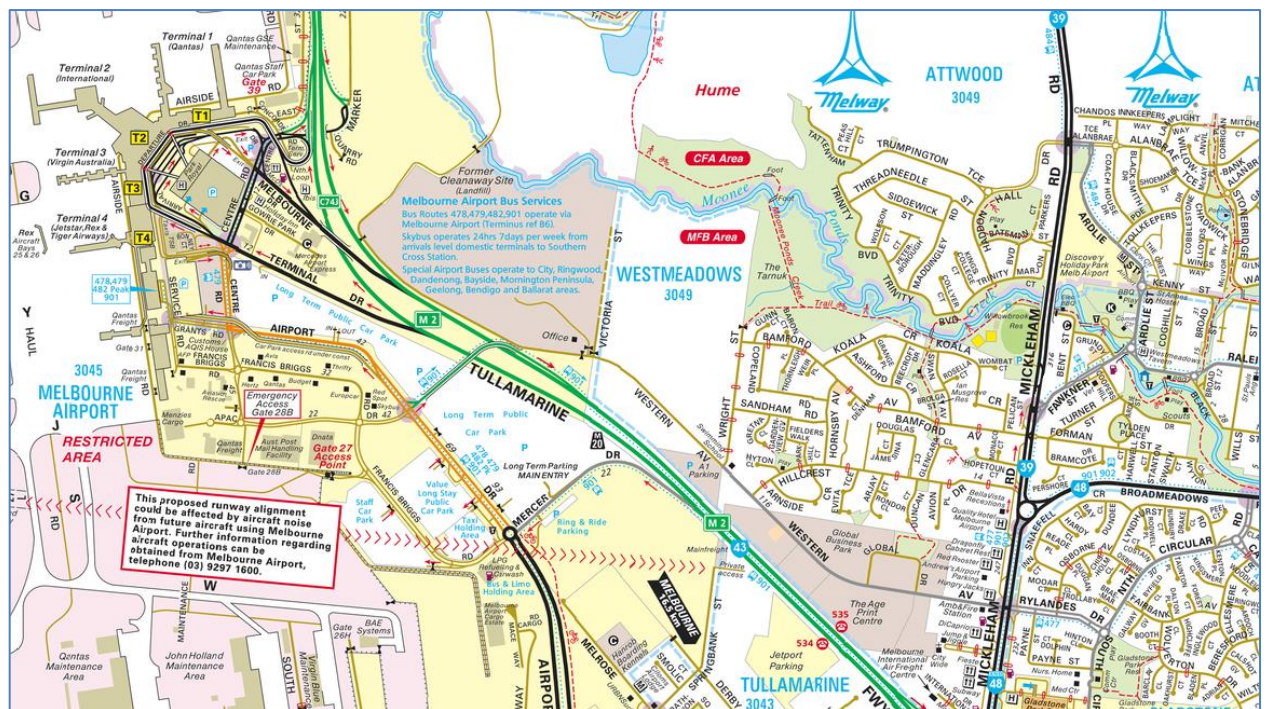
The northern portion of the subject land is reserved for public use – service and utility purposes. The Moonee Ponds Creek Trail is located north of the Moonee Ponds Creek and crosses over the creek adjacent to the north-east corner of the site.

The land to the south-east (on both sides of Tullamarine Freeway) is developed and used for a range of commercial, light industrial and transport/logistics uses.

Melbourne Airport and associated infrastructure is located on the south western side of the Tullamarine Freeway.

Figure 2.1
Locality Plan

(Source – Melway)



2 Subject Site and Surrounds

Figure 2.2
Cadastral Plan

(Source – mapshare.vic.gov.au – 29/11/2019)

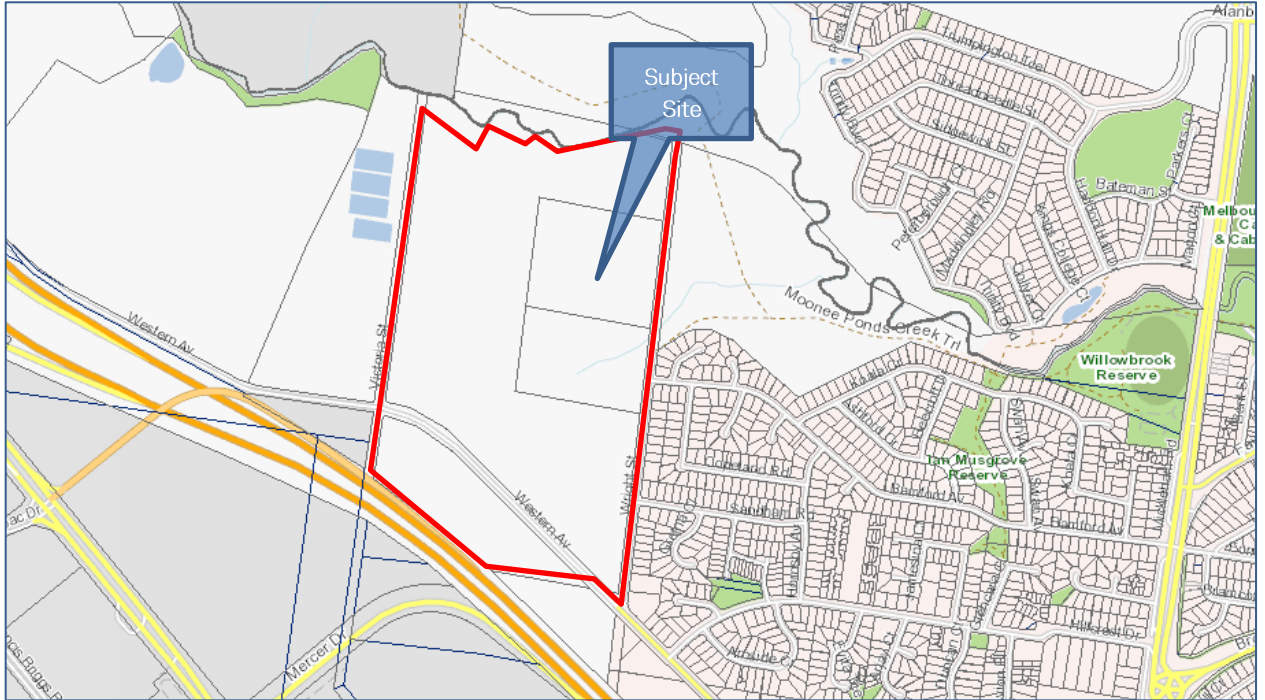


Figure 2.3
Aerial Photograph (1)

(Source – Nearmap 23/11/2019)



2 Subject Site and Surrounds

Figure 2.4
Aerial Photograph (2)

(Source – Nearmap 23/11/2019)



3 Background

Previous proposed planning scheme amendments for the subject land include:

2009 & 2010

The 2009 and 2010 planning scheme amendment proposals included the adjacent landfill area to the west as well as the subject land. The two Wright Street properties (46-67 and 69-99 Wright Street) were not included. Neither proposal progressed to authorisation or exhibition.

2012

Proposed Planning Scheme Amendment C160 excluded the adjacent landfill and the two Wright Street properties. Following public exhibition, the proposed amendment was abandoned.

2015

Proposed Planning Scheme Amendment C202 excluded the adjacent landfill and the two Wright Street properties. The amendment sought to rezone the land to a Comprehensive Development Zone for warehousing, industry and office uses. The amendment was also abandoned.



4 Proposal

4.1 Proposed Amendment

The proposed planning scheme amendment to the Hume Planning Scheme seeks to:

- Rezone the land within the Urban Growth Boundary from Farming Zone (FZ3) to General Residential Zone (GRZ1) (10.22ha) and Industrial 3 Zone (INZ3)(15.7ha).
- Apply a Development Plan Overlay (new schedule) to the land.

Specifically the proposed amendment will facilitate the following outcomes for the land:

- An area of approximately 10 ha to be used and developed for conventional residential purposes consistent with the neighbouring land to the east. An approximate total of 227 residential lots, including 43 medium density lots is estimated to be proposed. The medium density lots are oriented to landscaped/open space areas.
- Enable the south and western parts of the site (an area of approximately 15 ha) to be used and developed for industrial/commercial uses, complementing the existing commercial areas located along Tullamarine Freeway to the northeast. Approximately 41 lots are to be provided, which are estimated to range in size from 1,296sqm to 1.12ha;
- Provide for a 15m wide landscape buffer to separate the proposed residential area and industrial area;
- Create an internal road network connecting the industrial area to Western Avenue and the residential area to Wright Street (and the existing residential area to the east).
- Provide a 4.3 ha public open space reserve in the north of the site adjacent to the Moonee Pond Creek environs;
- Provide for a public open space area of 7,492sqm adjacent to Wright Street.

Figure 4.1 depicts the proposed subdivision and lots to be created.



5 Hume Planning Scheme Provisions

5.1 Planning Policy Framework

The land is affected by the Hume Planning Scheme. The following clauses from the Planning Policy Framework are relevant to the proposed planning scheme amendment and subdivision.

- | | |
|-----------|------------------------------------|
| Clause 11 | Settlement |
| Clause 12 | Environmental and Landscape Values |
| Clause 13 | Environmental Risks and Amenity |
| Clause 14 | Natural Resource Management |
| Clause 15 | Built Environment and Heritage |
| Clause 16 | Housing |
| Clause 17 | Economic Development |
| Clause 18 | Transport |
| Clause 19 | Infrastructure |

Settlement (Clause 11.01-1S)

Plan Melbourne 2017-2050 (2017) and *Plan Melbourne 2017-2050: Addendum 2019* are background documents and referenced at Clause 11.01-1S (Settlement).

Plan Melbourne 2017-2050 nominates Melbourne Airport as a ‘State Significant Transport Gateway’ and seeks to protect these areas from incompatible land uses and encourages adjacent complementary uses and employment generating activity.

Plan Melbourne 2017-2050: Addendum 2019 projects that an additional 144,000 jobs are to be provided in the northern region of metropolitan Melbourne, an increase of 33,000 on 2017 projections.

The objectives of Clause 11.01-1S is:

5 Hume Planning Scheme Provisions

To promote the sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements.

Strategies include:

Develop sustainable communities through a settlement framework offering convenient access to jobs, services, infrastructure and community facilities.

Plan for development and investment opportunities along existing and planned transport infrastructure.

Promote and capitalise on opportunities for urban renewal and infill development.

River corridors, waterways and wetlands (Clause 12.03-1S)

The objective of Clause 12.03-1S is:

To protect and enhance river corridors, waterways, lakes and wetlands.

Strategies to achieve this objective include:

Ensure development responds to and respects the significant environmental, conservation, cultural, aesthetic, open space, recreation and tourism assets of water bodies and wetlands;

Ensure development is sensitively designed and sited to maintain and enhance environmental assets, significant views and landscapes along river corridors and waterways and adjacent to lakes and wetlands;

Ensure development does not compromise bank stability, increase erosion or impact on a water body or wetland's natural capacity to manage flood flow;

Contaminated and potentially contaminated land (Clause 13.04-1S)

This clause seeks

To ensure that potentially contaminated land is suitable for its intended future use and development and that contaminated land is used safely.

Strategies proposed to achieve this objective include:

Require applicants to provide adequate information on the potential for contamination to have adverse effects on future land use if the subject land is known to have been used for industry, mining or the storage of chemicals, gas, wastes or liquid fuel.

5 Hume Planning Scheme Provisions

Facilitate the remediation of contaminated land, particularly on sites in developed areas with potential for residential development.

Water Quality (Clause 14.02-2S)

The objective of this clause is to protect water quality.

Subdivision Design (Clause 15.01-3S)

Clause 15.01-3S seeks

To ensure the design of subdivisions achieves attractive, safe, accessible, diverse and sustainable neighbourhoods.

Aboriginal Cultural Heritage (Clause 15.03-2S)

The objective of this Clause is

To ensure the protection and conservation of places of Aboriginal cultural heritage significance.

Location of residential development (Clause 16.01-2S)

The objective of Clause 16.01-2S is

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

Strategies include:

Increase the proportion of new housing in designated locations within established urban areas and reduce the share of new dwellings in greenfield and dispersed development areas.

Encourage higher density housing development on sites that are well located in relation to jobs, services and public transport.

Ensure an adequate supply of redevelopment opportunities within established urban areas to reduce the pressure for fringe development.

Facilitate residential development that is cost effective in infrastructure provision and use, energy efficient, water efficient and encourages public transport use.

Identify opportunities for increased residential densities to help consolidate urban areas.

Housing Affordability (Clause 16.01-4S)

The objective of this clause is

5 Hume Planning Scheme Provisions

To delivery more affordable housing closer to jobs, transport and services.

Relevant strategies to increase the supply of well located affordable housing include:

Facilitating a mix of private, affordable and social housing in suburbs, activity centres and urban renewal precincts.

Diversified Economy (Clause 17.01-1S & Clause 17.01-1R)

The objective of this clause is to *strengthen and diversify the economy.*

Strategies include:

Protect and strengthen existing and planned employment areas and plan for new employment areas.

Improve access to jobs closer to where people live.

Plan for industrial land in suitable locations to support employment and investment opportunities.

Facilitate investment in Melbourne's outer areas to increase local access to employment.

Industrial Land Supply (Clause 17.03-1S)

The objective of Clause 17.03-1S is to *ensure availability of land for industry.*

Strategies include:

Provide an adequate supply of industrial land in appropriate locations including sufficient stocks of large sites for strategic investment.

Identify land for industrial development in urban growth areas where:

- *Good access for employees, freight and road transport is available.*
- *Appropriate buffer areas can be provided between the proposed industrial land and nearby sensitive land uses.*

Public Transport (Clause 18.02-2S)

The objective of this Clause is

5 Hume Planning Scheme Provisions

To facilitate greater use of public transport and promote increased development close to high quality public transport routes.

Principal Public Transport Network (Clause 18.02-2R)

Strategies listed under this Clause include:

Maximise the use of existing infrastructure and increase the diversity and density of development along the Principal Public Transport Network, particularly at interchanges, activity centres and where principal public transport routes intersect.

Melbourne Airport (Clause 18.04-1R)

The strategies of this Clause are to:

Protect the curfew-free status of Melbourne Airport and ensure any new use or development does not prejudice its operation.

Ensure any new use or development does not prejudice the optimum usage of Melbourne Airport.

Freight Links (Clause 18.05-1S)

The objective of Clause 18.05-1S is

To develop the key Transport Gateways and freight links and maintain Victoria's position as the nation's premier logistics centre.

Relevant strategies include:

Support major transport Gateways as important locations for employment and economic activity by Encouraging adjacent complementary uses and employment generating activities.

These policies have been considered in the preparation of the proposed amendment and an assessment of relevant matters is provided in Section 6 of this report.

5 Hume Planning Scheme Provisions

5.2 Local Planning Policy Framework

The following clauses from the Local Planning Policy Framework are relevant to the proposed planning scheme amendment.

- Clause 21.01 Municipal Profile
- Clause 21.02 Urban Structure and Settlement
- Clause 21.03 Liveable Neighbourhoods and Housing
- Clause 21.04 Built Environment and Heritage
- Clause 21.06 Economic Development
- Clause 21.07 Transport Connectivity and Infrastructure
- Clause 21.08 Natural Environment and Environmental Risk
- Clause 22.01 Industrial Local Policy
- Clause 22.19 Industrial Stormwater Management

Municipal Profile (Clause 21.01)

Figure 1 - *The Regional Context Map* at Clause 21.01 shows the subject land contained within an existing major employment area and proximate to Melbourne Airport.

Melbourne Airport is *designated as a Transport Gateway and is one of Victoria's key strategic assets and economic drivers. Directly employing around 12,500 people, it is one of the largest employment generators in Melbourne.*

Figure 2 – Strategic Framework Plan at Clause 21.01 nominates the future use of the land as *to be determined*. The Attwood Connector, a future arterial road linking Pascoe Vale Road to the Melbourne Airport, is proposed to be located to the west of the subject land. We note this proposal is not shown in *Plan Melbourne* or confirmed by the Department of Roads.

Urban Structure and Settlement (Clause 21.02)

Clause 21.02-2 (Hume Corridor) states:

The southern end of the Hume corridor will also accommodate increased population through infill development in established suburbs and the redevelopment of strategic development sites

...

5 Hume Planning Scheme Provisions

Existing employment land along the Hume Highway in Campbellfield and around the airport, and the existing intermodal freight terminal in Somerton continue to provide for and support the growth of Hume's manufacturing, transport and logistic sectors. The Attwood connector, a potential new link between Pascoe Vale Road and the airport, will facilitate greater east-west connection between these major employment precincts.

Objectives for the Hume Corridor include:

To plan for and enable large scale change within the Hume Corridor.

To increase the number and diversity of jobs in the Hume Corridor.

To reinforce the role of Melbourne Airport as one of Victoria's key economic assets.

Housing (Clause 21.03-2)

The objective of this clause is to increase the diversity of housing in Hume.

Strategies to achieve this objective include:

Encourage well designed infill residential development that provides smaller housing product.

Ensure residential subdivisions provide a mix of lot densities, including larger lots and medium density development sites to facilitate a range of housing products.

Built Environment and Heritage (Clause 21.04)

The objectives of Clause 21.04 include:

To improve the image and appearance of Hume Corridor's established areas and deliver high quality development in new growth areas across Hume.

To enhance the amenity and appearance of industrial and commercial areas.

To enable well designed medium and higher density residential development that protects the amenity of existing residents and sensitively responds to identified preferred neighbourhood character.

To provide a network of well designed and connected open spaces and waterway corridors.

5 Hume Planning Scheme Provisions

To encourage environmentally sustainable design and development.

To protect significant views and vistas of hilltops, escarpments, ridgelines and creek valleys and waterways.

To identify, recognise and protect places of heritage, cultural and social significance.

Economic Development (Clause 21.06)

Key issues identified in this Clause include:

Growing and diversifying the employment options in Hume.

Promoting Hume as a place for business attraction and investment.

The objective of this clause is

To facilitate economic growth and job diversity through the continued support of existing businesses and the attraction of new businesses.

Natural Environment and Environmental Risk (Clause 21.08)

Objectives of this Clause include:

To protect, conserve and enhance natural heritage for biodiversity, amenity and landscape character purposes.

To improve the land health of the natural environment.

To protect water quality and ensure that water resources are managed in a sustainable way.

To minimise the risk to life, property and the environment from flood and bushfire

Industrial Local Policy (Clause 22.01)

This policy applies to land located in the Industrial 1 and Industrial 3 Zones and Commercial 2 Zoned land as nominated on Map 1 to the Policy.

The policy identifies that

The development of land around Melbourne Airport and along the Hume Highway, Hume Freeway and Donnybrook Road for employment and business growth are key strategies of the MSS.

The objectives of the policy include:

5 Hume Planning Scheme Provisions

To provide for a range of lot sizes to meet current and anticipated employment needs.

To ensure that new development is well designed and will enhance the visual and streetscape amenity of the area, particularly along roads with a residential interface.

To discourage non-industrial uses that have a negative impact on the operation of industrial uses or would be more appropriately located within a Commercial Zone.

To protect significant natural and cultural heritage sites wherever possible.

To provide for effective stormwater management as part of new development proposals.

To ensure that new development along major roads such as the Hume Highway and Cooper Street enhances the appearance and function of those roads.

To establish and maintain a consistently high quality industry and business environment that protects and enhances the investment of those who choose to locate and work within, and the amenity of those who reside near, the City's business parks and industrial areas.

To create an attractive park-like setting in the City's business parks focussing on ample landscaped open areas complemented by high quality architecture and urban design.

To create gateway features at the intersection of Cooper Street with the Hume Highway to identify the Cooper Street precinct.

To create a consistent built form and landscaping character along Cooper Street.

The policy also provides requirements for subdivision design, building setbacks, architecture, building materials and finishes, fencing, car parking and access, storage and disposal of waste, lighting and landscaping.

Industrial Stormwater Management Policy (Clause 22.19)

This policy applies to applications for subdivision for industry and warehouse. The objectives of this policy are

To promote the use of water sensitive urban design, including stormwater re-use.

To mitigate the detrimental effect of development on downstream waterways.

5 Hume Planning Scheme Provisions

To apply best practice stormwater management to industrial development and subdivision.

To minimise peak stormwater flows and stormwater pollutants to improve the health of water bodies.

To reintegrate urban water into the landscape.

To ensure that ongoing management practices will prevent materials and waste from reaching groundwater and stormwater drains.

These policies have been considered in the preparation of the proposed planning scheme amendment and subdivision. An assessment of relevant matters is provided in Section 6 of this report.

5 Hume Planning Scheme Provisions

5.3 Zoning

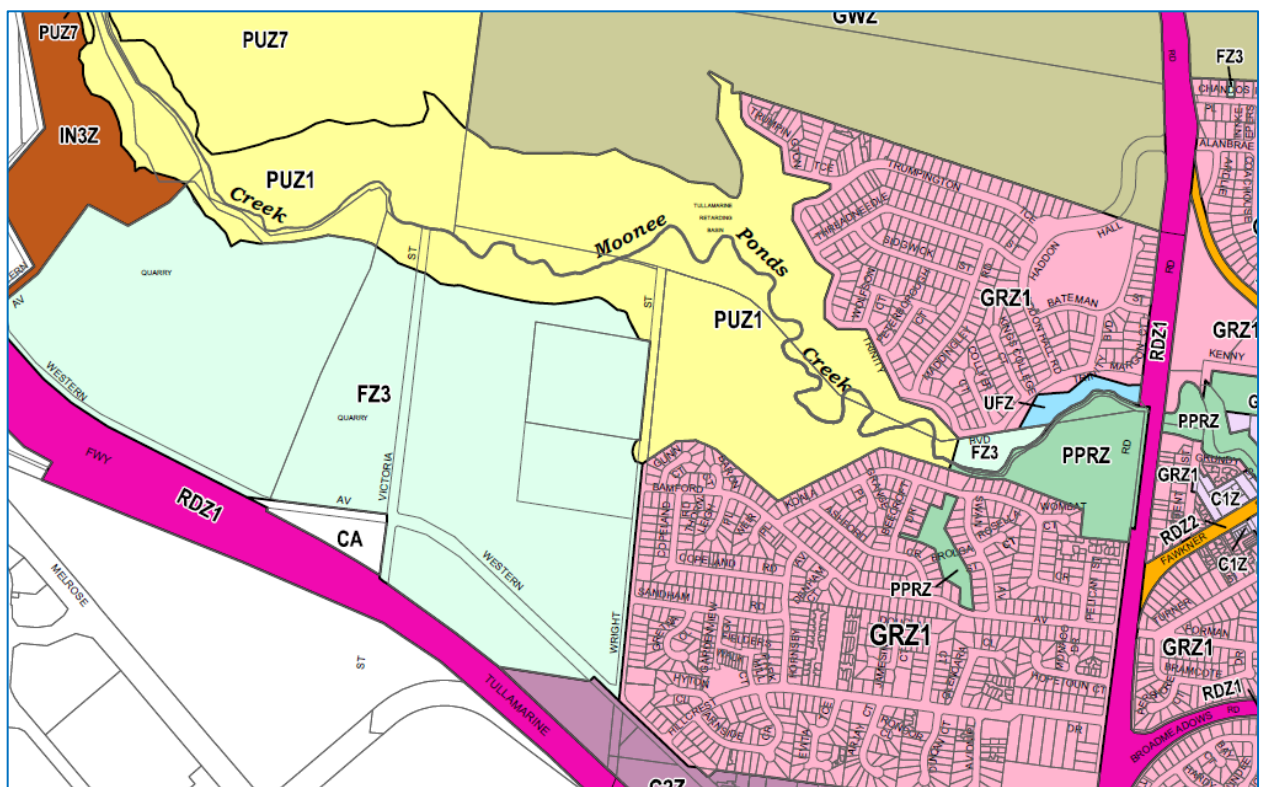
Most of the subject site is in the Farming Zone (FZ). A small portion of the land is in the Public Use Zone – Service and Utility.

The purpose of the Farming Zone (FZ) is:

- To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To provide for the use of land for agriculture.
- To encourage the retention of productive agricultural land.
- To ensure that non-agricultural uses, including dwellings, do not adversely affect the use of land for agriculture.
- To encourage the retention of employment and population to support rural communities.
- To encourage use and development of land based on comprehensive and sustainable land management practices and infrastructure provision.
- To provide for the use and development of land for the specific purposes identified in a schedule to this zone.

Figure 5.1
Zoning Map

(Source – planning schemes on-line)



5 Hume Planning Scheme Provisions

The purpose of the Public Use Zone – Service and Utility is:

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To recognise public land use for public utility and community services and facilities.

To provide for associated uses that are consistent with the intent of the public land reservation or purpose.

Clause 36.01-6 lists the purpose of public land shown as PUZ1 to 'service and utility'. The inclusion of this zone on private land is an anomaly.

5.4 Overlays

The subject site is affected by the following overlays:

- Environmental Significance Overlay (part)
- Environmental Audit Overlay (part)
- Heritage Overlay (part)
- Land Subject to Inundation Overlay (part)

Environmental Significance Overlay

The northern portion of the site and the northeast corner of 47-67 Wright Street is affected by the ES02. Schedule 2 to the Environmental Significance Overlay relates to *Merri Creek and Moonee Ponds Creek and Environs*

The environmental objective to be achieved is:

Ecological Function

To restore and revitalise the creeks and adjoining open space to a more natural and ecologically diverse environment.

To ensure the health and vitality of the natural systems of the creeks and their environs.

To protect and enhance the diversity, integrity and health of the local native riparian, escarpment and plains vegetation associated with the creeks.

To ensure the suitability of the riparian, escarpment and plains vegetation habitat and in-stream habitats for local native animals.

To improve the water quality of the creek.

To provide for the retention, restoration and revegetation of local native plant species.

Waterway function

To sustain flood, regional drainage and waterway

5 Hume Planning Scheme Provisions

To improve flood mitigation, drainage works and water quality through the creation of more natural bed and bank treatments where these have been modified from the natural.

Recreation use

To create a peaceful, passive open space quality in the creek parkland and valley.

To provide a linear open space link, including the provision of a shared pedestrian and cycle use path along one side of the waterway corridor.

To provide for links, views and access from surrounding areas to the creeks and open space.

Landscape character

To protect and enhance the natural and visual character of the waterway corridor.

To ensure that the scenic qualities and visual character of the waterway corridor are not compromised by the inappropriate siting of buildings, the placement of fill, or lack of screening vegetation.

To restore those sections of the waterway corridor which have been man modified to create artificial bed, banks and landforms to more natural, visually attractive and ecologically diverse landscapes.

Heritage

To protect areas of sensitivity for Aboriginal heritage.

To protect natural landforms and geological features.

Figure 5.2
Environmental Audit Overlay

(Source – mapshare.vic.gov.au)



5 Hume Planning Scheme Provisions

Environmental Audit Overlay

Most of the subject site is affected by the Environmental Audit Overlay.

The purpose of the overlay is

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.

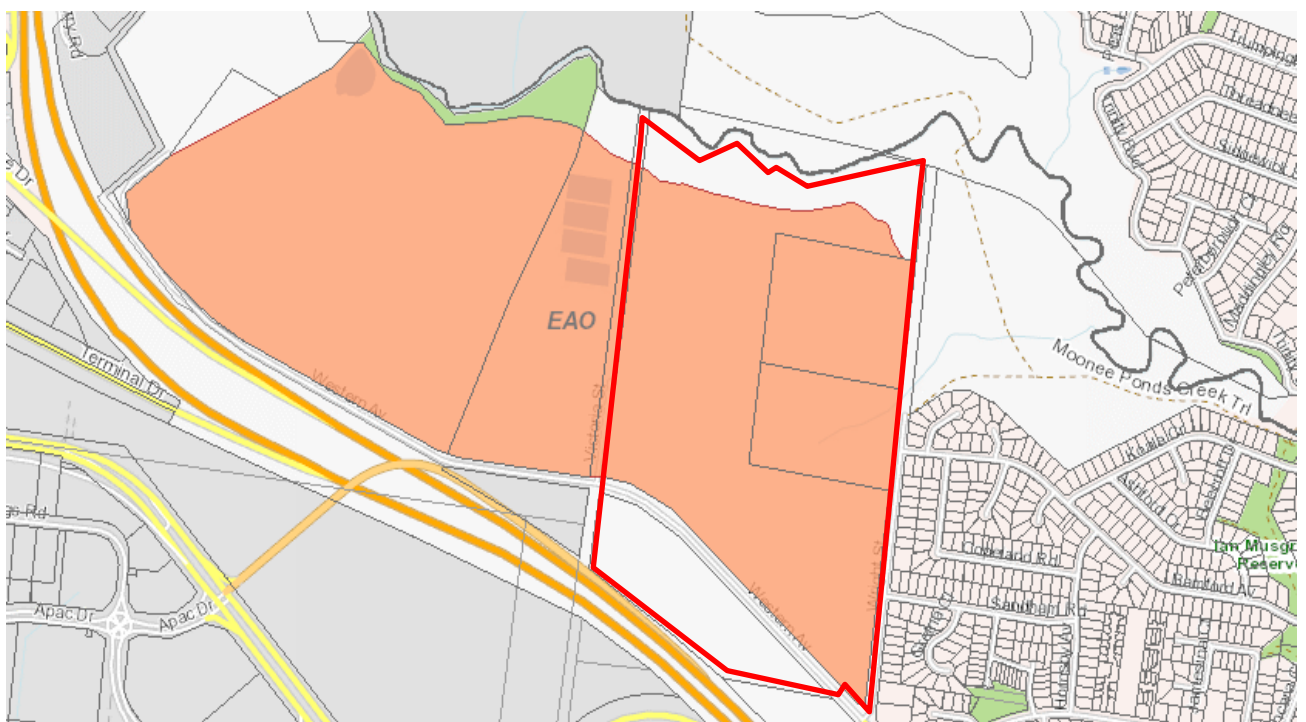
Before a sensitive use (residential use, child care centre, pre-school centre or primary school) commences or before the construction or carrying out of buildings and works in association with a sensitive use commences, either:

A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970, or

An environmental auditor appointed under the Environment Protection Act 1970 must make a statement in accordance with Part IXD of that Act that the environmental conditions of the land are suitable for the sensitive use.

Figure 5.3
Environmental Audit Overlay

(Source – mapshare.vic.gov.au)



5 Hume Planning Scheme Provisions

Heritage Overlay

Heritage Overlay – Schedule 384 affects the perimeter of the Wright Street properties and relates to existing farm hedges and dry stone walls.

The purpose of the Heritage Overlay is:

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To conserve and enhance heritage places of natural or cultural significance.

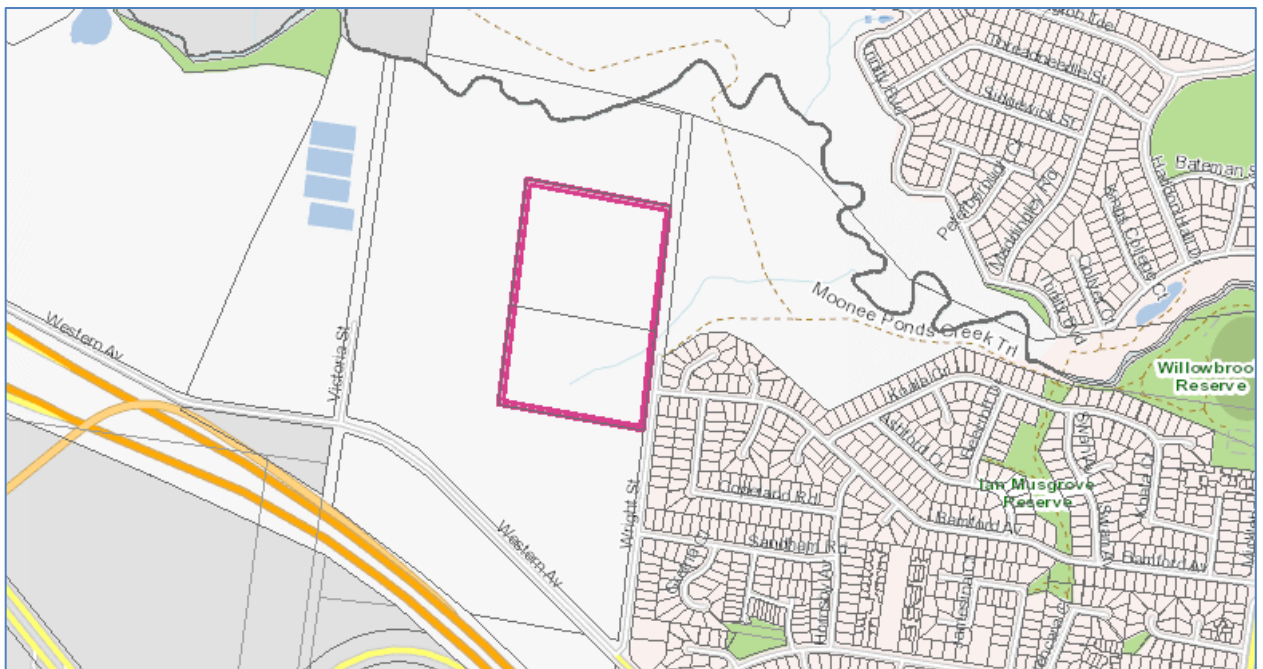
To conserve and enhance those elements which contribute to the significance of heritage places.

To ensure that development does not adversely affect the significance of heritage places.

To conserve specified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

Figure 5.4
Heritage Overlay

(Source – mapshare.vic.gov.au).



5 Hume Planning Scheme Provisions

Land Subject to Inundation Overlay

The land subject to inundation overlay affects a small area on the northern boundary of the subject site. The purpose of the Overlay is:

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To identify land in a flood storage or flood fringe area affected by the 1 in 100 year flood or any other area determined by the floodplain management authority.

To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, is compatible with the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.

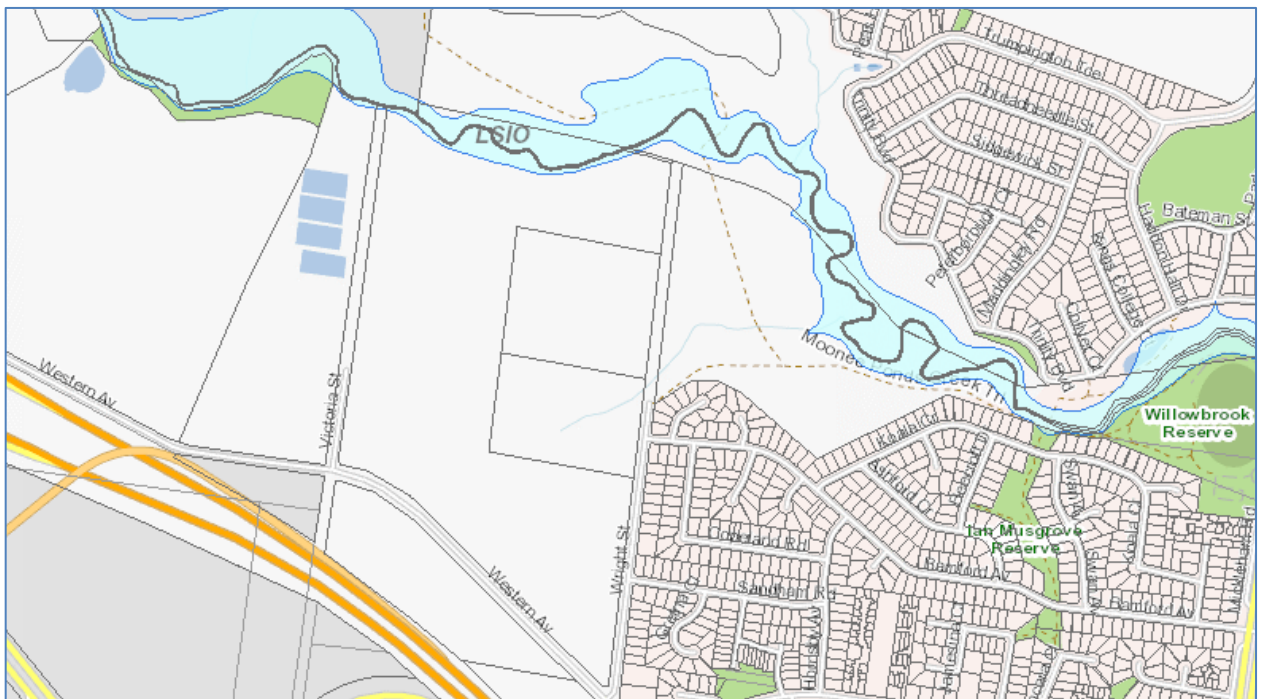
To reflect any declaration under Division 4 of Part 10 of the Water Act, 1989 where a declaration has been made.

To protect water quality in accordance with the provisions of relevant State Environment Protection Policies, particularly in accordance with Clauses 33 and 35 of the State Environment Protection Policy (Waters of Victoria).

To ensure that development maintains or improves river and wetland health, waterway protection and flood plain health.

Figure 5.5
Land Subject to Inundation Overlay

(Source – mapshare.vic.gov.au)



5 Hume Planning Scheme Provisions

5.5 Particular Provisions

The following particular provisions are relevant to the proposed planning scheme amendment and subdivision.

- Native Vegetation (Clause 52.17)
- Land Adjacent to a Road Zone, Category 1, or a Public Acquisition Overlay for a Category 1 road (Clause 52.29).
- Post Boxes and Dry Stone Walls (Clause 52.33).
- Public Open Space Contribution and Subdivision (Clause 53.01)

5.6 Hume Corridor HIGAP Spatial Strategy and Delivery Strategy 2015

The Hume Corridor HIGAP Spatial Strategy and Delivery Strategy, Hume City Council, 2015 is a reference document to the Hume Planning Scheme.

The subject site is located within an 'Area of Change'.

Table 3.6 – Major Transport Infrastructure Upgrades shows the Attwood Connector, a new state arterial road with dedicated bus way proposed to the west of the subject site. This arterial road will provide a link between Pascoe Value Road and the airport. Refer to previous note in Section 5.2 regarding the status of this road proposal.

The Attwood Connector (and Aitken Boulevard) are further described as:

Aitken Boulevard and Attwood Connector are particularly important and beneficial to future additions to the road and public transport. Whilst costly to deliver, they will link existing and future residential communities in Roxburgh Park, Craigieburn, Merrifield, and Beveridge to employment and services opportunities in Merrifield, Craigieburn Town Centre, Broadmeadows and Melbourne Airport. They will reduce traffic congestion significantly from Pascoe Vale Road, Mickleham Road and Somerton Road and maintain or reduce travel time.

Hume Corridor are poorly served by the Craigieburn and Upfield Train lines. These new roads, with potential for a dedicated bus lane, have the potential to offer a comparably quick and direct level of service as trains. Transport Assessments has shown that buses utilising these roads from Wallan to Broadmeadows and to Melbourne Airport could carry over 15,000 passengers a day by 2026 and ultimately over 45,000 passengers a day. They are particularly important for managing travel demand within the Hume Corridor.

5 Hume Planning Scheme Provisions

5.7 Other Considerations

Draft Housing Diversity Strategy

The City of Hume endorsed the Draft Housing Diversity Strategy for community consultation on August 2019. The document was available for community review and feedback from 2 September to 15 October, 2019. Council is anticipating adoption of the final Strategy in early 2020.

The subject site was not included in the study area.

The residential area to the east of the subject land has been included in the study area with the southern part of the existing land identified as a 'limited change area' and the northern part identified as a 'gradual change area'.

The preferred height of new housing development for limited and gradual change areas is mostly 1 and 2 storey. Application of a Neighbourhood Residential Zone or General Residential Zoning is proposed.

Social Impact Assessment Planning Policy and Guidelines

The City of Hume's Social Impact Assessment Planning Policy and Guidelines (SIAPPG) was adopted by Council in July 2014 (and readopted in July 2016).

In relation to the SIAPPG, it is Council's policy to:

Assist applicants and the community identify and address the potential positive and negative social impacts of development, and

Consider informed planning proposals that have agreed measures in place to mitigate against adverse consequences of development.

A Social Impact Assessment has been prepared by ASR Research Community Planning which confirms the residential component is an appropriate outcome for the Westmeadows area.

Draft Affordable Housing Policy

We have been advised that the Hume City Council is currently preparing a draft Affordable Housing Policy which is:

Intended to outline Council's role in the advocacy and facilitation of more affordable housing. The policy will define 'Affordable Housing' as both social housing (rental) and affordable private market housing (ownership and rental) for households that are on very low, low or moderate incomes.

5 Hume Planning Scheme Provisions

Melbourne Industrial and Commercial Land Use Plan 2020

The *Melbourne Industrial and Commercial Land Use Plan* builds on the relevant policies and actions of Plan Melbourne 2017-2050

The Plan provides an overview of current and future needs for industrial and commercial land across metropolitan Melbourne. The Plan shows the subject land as 'urban area'.

6 Planning Assessment – Proposed Planning Scheme Amendment

6.1 Purpose of the Amendment

The planning scheme amendment to the Hume Planning Scheme is required in order to:

- Rezone part of the site to General Residential Zone (GRZ1) and development for conventional residential purposes consistent with the neighbouring land to the east; and
- Rezone the western and southern part of the site to Industrial 3 Zone (INZ3) and development for warehouse/industrial uses.
- Apply a Development Plan Overlay to the land to guide future development and subdivision of the land.

6.2 Policy Considerations

Planning Policy Framework

The Planning Policy Framework (PPF) identifies a set of land use and development planning principles for Victoria and outlines specific policies each with its own set of objectives and strategies.

The amendment advances the following provisions of the PPF, inter alia:

- The amendment will deliver housing closer to jobs and public transport and provide for greater choice and diversity, including social and affordable housing (*Plan Melbourne*)
- The amendment will deliver a mixed-use neighbourhood that creates jobs and local business opportunities in a location adjacent to a major transport gateway. The residential component will deliver a range of housing options, including social and affordable housing, that provides greater housing choice closer to jobs and public transport (Clause 11.01-1S).
- The amendment facilitates the use of vacant land within the Urban Growth Boundary (Clause 11.02-1S).
- The DPO and accompanying Section 173 Agreements requires the timely delivery of associated infrastructure, including required road upgrades and the delivery of open space in the early stages of the residential component (Clause 11.02-3S).
- The amendment will enable the northern portion of the land adjacent to the Moonee Ponds Creek to become a public open space. This will ensure development responds to and respects and enhances the cultural, environmental and landscape values of the creek. Improvements of the creek environs through the development of the land will protect and enhance the ecological values of the waterway (Clause 12.01-1S and Clause 12.03-1S).
- Environmental Audits have been undertaken on part of the amendment land and the DPO and EAO will ensure that further audits are undertaken on the balance of the land prior to the



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approval of the development plan. The views of the EPA have been obtained (Clause 13.04-1S).

- The amendment utilises the INZ3 to provide an appropriate buffer to residential use and ensure that off site amenity impacts are considered in future planning applications. The DPO requires industrial and residential uses to be separated by a combination of landscape buffers and local roads to ensure commercial/industrial traffic is isolated from new residential streets. A Section 173 Agreement (Aircraft Noise) will be placed on the residential component to manage potential noise impacts associated with the Melbourne Airport (Clause 13.05-1S and Clause 13.07-1S).
- The DPO will guide the urban design and development outcomes on the land in a way which will ensure the industrial component provides an attractive and visually interesting interface to the Tullamarine Freeway, manages the appearance of visual bulk at residential interfaces and protects the amenity of future and existing residents. The DPO will ensure the residential component provides an active, visually interesting and sensitive interface to the adjoining Westmeadows residential area and Moonee Ponds Creek environs. The amendment will provide additional open space for the local Westmeadows area and development will provide an attractive visual barrier between the existing residents and the Tullamarine Closed Landfill and the Tullamarine Freeway (Clause 15.01-1S and Clause 15.01-3S).
- A Cultural Heritage Management Plan (CHMP) has been prepared for the land at 140-204 Western Avenue and the DPO requires a CHPM to be prepared for the land at 47-67 and 69-99 Wright Street prior to the approval of the development plan (Clause 15.03-1S).
- The DPO requires the residential component to provide a diversity of housing in a location that offers good access to jobs, services and transport. The amendment will facilitate the provision of 10% affordable (social) housing for low and very low-income households (Clause 16.01-1S and Clause 16.01-1R).
- The amendment facilitates the supply of industrial land within an existing employment area that is well connected to supporting infrastructure. The proposal for the industrial precinct includes a range of lot sizes that will attract a diverse range of businesses and investment opportunities (Clause 17.01-01S and Clause 17.03-1S).
- The DPO requires the development plan to provide a movement network that provides for the safe and efficient movement of all modes of transport (Clause 18.01-2S).
- A Section 173 Agreement (Aircraft Noise) will be placed on the residential component to manage potential noise impacts associated with the Melbourne Airport (Clause 18.04-1R).

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- The DPO and Section 173 Agreement (Open Space) will facilitate a new 0.75ha neighbourhood park on Wright Street and 4ha open space along the Moonee Ponds Creek which will provide greater amenity for the local community and enhance and expand on the local open space network (Clause 19.02-6S and Clause 19.02-6R).
 - The amendment has been informed by a Stormwater Management Strategy (Clause 19.03-3S).

Local Planning Policy Framework

The amendment advances the following provisions of the LPPF (Local Planning Policy Framework) including the Municipal Strategic Statement and the relevant local planning policy as follows:

Clause 21.01-3 – Municipal Profile

The amendment implements the strategic planning aim and land use and development vision by:

- Confirming a long-term and appropriate land use for the buffer land between the Tullamarine Closed Landfill and existing Westmeadows residential area.
- Providing employment land within the Melbourne Airport transport gateway on vacant and underutilised urban land.
- Increase housing diversity and affordable housing options located close to facilities.
- Protecting cultural and environmental heritage.
- Providing increased and enhanced public open space and continuous public access along the Moonee Ponds Creek
- Ensuring the land is developed in a logical and efficient manner.
- Improving the amenity and design of the local area.

Clause 21.02-2 Hume Corridor

This clause seeks to plan for and enable large scale change and increase the number and diversity of jobs in the Hume Corridor, and reinforce the role of Melbourne Airport as one of Victoria's key economic assets. This will all be achieved by the amendment.

Clause 21.03-1 Liveable Communities

The DPO and accompanying Section 173 Agreements require supporting infrastructure to be provided in line with the development of the land.

Clause 21.03-2 Housing

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The DPO requires the development plan to show how a diverse range of housing will be provided on the site, including medium density development. The proposal for the land includes larger housing lots to interface with the creek, which will assist with the management of slope.

Clause 21.04 – Built Environment and Heritage

21.04-1 Urban Design

The DPO requires the development plan to provide design guidance for both the industrial and residential precincts to ensure development of the site provides a high-quality outcome. The amendment facilitates the provision of open space on the land.

21.04-2 Environmentally Sustainable Design and Development

The DPO requires the development plan to outline how development of the site will implement and achieve best practice ESD outcomes.

21.04-4 Heritage

The requirements of the DPO will ensure that the development of the site responds appropriately and sensitively to the existing heritage values (pre- and post-settlement) on the land.

Clause 21.06 – Economic Development

The amendment supports economic growth and job diversity through the provision of a range of industrial lots in proximity to Melbourne Airport, a designated Transport Gateway.

Clause 21.07-1 Connectivity and Choice

The industrial component will benefit from proximity to the Tullamarine Freeway to the south and connectivity to the Hume Highway corridor to the east. The proposed road layout within the industrial precinct provides a permeable and legible street network which links to Mickleham Road via Western Avenue. The proposal road layout within the residential precinct links into the existing road network through the Westmeadows residential area to the east, which has the capacity to accommodate additional residential traffic.

A proposed pedestrian and cycle network will link different areas of the site to the new neighbourhood park and Moonee Ponds Creek open space. The existing shared path through the wider Moonee Ponds Creek environs will be connected through the site along the southern edge of the creek.

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Clause 21.08-1 Natural Heritage

The amendment has been informed by ecological and biodiversity assessments which set out measurements to avoid and minimise the impacts of development on the natural environment. The proposed provision of a bioretention storm water system within the Moonee Ponds open space will provide additional habitat for the Growling Grass Frog (GGF) who are assumed to inhabit the land along the Moonee Ponds Creek.

Industrial Local Policy (Clause 22.01)

The policy seeks to enhance the design and amenity of industrial areas in Hume by providing guidance on subdivision layout, building setbacks, architecture, building materials and finishes, landscaping, fencing, car parking and access, storage and disposal of waste. The DPO also requires site specific design guidance for the industrial precinct.

Future planning permit applications within the industrial precinct will required to be assessed against this local policy and the development plan that will apply to the land.

Industrial Stormwater Management Policy (Clause 22.19)

The amendment has been informed by a Stormwater Management Strategy. The proposed stormwater system for the land incorporates a sedimentation basin and terraced bioretention system located in the northeast corner of the site, adjacent to Moonee Ponds Creek.

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6.3 Proposed Zones and Overlay

Proposed Changes to Zoning

The rezoning of the north and east part of the land currently within the Farming Zone to the **General Residential Zone (GRZ1)** is appropriate given that the site is located within the Urban Growth Zone and adjoins land within the GRZ1.

The purpose of the General Residential Zone is:

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To encourage development that respects the neighbourhood character of the area.

To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.

To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

Schedule 1 to the General Residential Zone relates to 'Hume Residential Areas'. Schedule 1 does not include any variations.

The rezoning of the land will facilitate a logical extension to the residential subdivision on the adjoining land to the east. This land can also be connected to reticulated services.

The Social Impact Assessment prepared by ASR Community Research Planning confirms that the residential component is an appropriate outcome for the Westmeadows area.

The rezoning of the south and west part of the land currently within the Farming Zone to the **Industrial 3 Zone (INZ3)** is appropriate given that the land is:

- Within an existing major employment area;
- Proximate to a State Significant Transport Gateway (Melbourne Airport)
- Within a Principal Public Transport Network area (bus), and

The purpose of the Industrial 3 Zone is:

To implement the Municipal Planning Strategy and the Planning Policy Framework.

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To provide for industries and associated uses in specific areas where special consideration of the nature and impacts of industrial uses is required or to avoid inter-industry conflict.

To provide a buffer between the Industrial 1 Zone or Industrial 2 Zone and local communities, which allows for industries and associated uses compatible with the nearby community.

To allow limited retail opportunities including convenience shops, small scale supermarkets and associated shops in appropriate locations.

To ensure that uses do not affect the safety and amenity of adjacent, more sensitive land uses.

Overlays

Environmental Significance Overlay (ESO)

The amendment will not affect the ESO in relation to the northern and eastern portion of the subject site. Schedule 2 to the ESO relates to 'Merri Creek and Moonee Ponds Creek and Environs'. This overlay presently include a requirement for a planning permit for buildings and works, bicycle pathways, subdivision of the land and to remove native vegetation (some exemptions apply).

Environmental Audit Overlay (EAO)

The EAO requires that before a sensitive use (ie, residential use) commences or before the construction or carrying out of buildings and works in association with a sensitive use commences, either:

A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970 or

An environmental auditor appointed under the Environment Protection Act 1970 must make a statement in accordance with Part IXD of that Act that the environmental conditions of the land are suitable for the sensitive use.

An environmental summary report prepared by Senversa (dated 11 December 2019) provides a summary of the previous environmental works completed at the site and how the studies relate to fulfilling the requirements of the Victorian planning system for rezoning of the site.

The report (Section 4.0) refers to the land at 140-204 Western Avenue (MAB land) and states:

An S53X contaminated land environmental audit was completed by Mr Anthony Lane in February 2014. As part of the audit, the auditor issued a Statement of Environmental Audit

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(SoEA). The audit was completed voluntarily by Cleanaway to facilitate a rezoning process. The SoEA confirms that the site is suitable for the following uses:

- Agricultural uses.
- Sensitive uses (high density and other).
- Recreation and open space uses.
- Commercial uses.
- Industrial uses.

The uses for the site deemed suitable by the auditor in issuing the SoEA are subject to two conditions that relate to contaminated groundwater at the site, being:

- *No extraction of groundwater at the site for potable mineral water supply, agricultural uses, parks and garden uses, stock watering, industrial uses and primary contact recreation uses (e.g. swimming); and*
- *A number of the existing groundwater monitoring wells must be maintained and remain accessible for the purpose of ongoing monitoring by the party responsible for the aftercare of the Tullamarine Closed Landfill.*

The conditions of the SoEA are still applicable. These conditions are considered acceptable and reasonable and commonly apply to many residential/mixed use sites.

The report concludes:

In summary, the findings of the various investigations at the Tullamarine Closed Landfill, MAB Land and Wright St parcel confirm low risk and has not identified any constraints that would preclude MABs development proposal. The statutory contaminated land environmental audit for the MAB Land and the Preliminary Environmental Assessment for the Wright St parcel confirm suitability of the site for use with the Wright St parcel to be audited prior to the commencement of works or use of that land. An environmental audit to address landfill gas is not required as this is addressed via the contaminated land audit process.

The Environmental Audit Report and Statement of Environmental Audit (dated February 2014) and the Preliminary Environmental Site Assessment (dated 7 June 2019) prepared by Senversa, accompany this amendment request.

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The Schedule to the Development Plan Overlay will include a condition requiring the following information to be provided with any application for planning permit for land included in the Environmental Audit Overlay

- *For land included in the Environmental Audit Overlay, the Development Plan must provide a Preliminary Environmental Site Assessment (PESA) report and, if recommended by the PESA, an Environmental Audit Report and Statement of Environmental Audit pursuant to the provisions of the Environment Protection Act 1970.*
- *A plan showing any works required to carry out the recommendations of the Audit and Report, and the timeframe over which these works will be undertaken.*
- *A plan showing any future land use and / or development constraints arising from the outcome of the Audit and Report.*

Heritage Overlay

Heritage Overlay Schedule 384 affects the perimeter of the Wright Street properties and relates to existing farm hedges and dry stone walls.

The amendment does not propose alteration to the Heritage Overlay.

Development Plan Overlay (DPO)

This amendment also proposes to apply a Development Plan Overlay to the site. The purpose of the Development Plan Overlay is:

To implement the Municipal Planning Strategy and the Planning Policy Framework.

To identify areas which require the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop the land.

To exempt an application from notice and review if a development plan has been prepared to the satisfaction of the responsible authority.

A draft Schedule to the Development Plan Overlay has been prepared. The schedule is proposed which will relate specifically to the subject land and provide guidance for the future subdivision, use and development of the land. This will ensure that the land is developed in an integrated manner, providing a suitable interface and connection with the existing residential area to the east and managing interface and development of the land adjacent to the former Tullamarine landfill.

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Traffic Engineering
Assessment**

A Traffic and Transport Assessment prepared by Impact, dated 3 March 2020, provides an assessment and description of past amendment proposals and an updated traffic impact assessment of the effects of the amendment on external intersections (specifically Western Avenue / Mickleham Road signalised intersection and Mickleham Road/Broadmeadows Road roundabout).

The report concludes (page 8):

The proposed rezoning of the subject site and the subsequent development of the rezoned land for the purpose of industrial and residential with an approximate total yield of 15.7 ha of industrial land area (approximately 41 lots) and 10.22 ha residential land area (approximately 227 residential lots, including 184 low density lots, and 43 medium density lots) is acceptable.

Specifically, the nearby road network and critical intersections have been analysed and subject to the following infrastructure upgrades, the proposed rezoning will have no adverse impacts to the road network or nearby land uses.

- *Mickleham Road / Western Avenue / Rylandes Drive Intersection*
 - *Additional right turn lane required for the western approach*
 - *New left-turn / slip lane for the eastern approach*
- *Mickleham Road / Broadmeadows Road Roundabout*
 - *A new separate right-turn lane for the south approach*
 - *Existing right-through lane to be converted to through only*
- *Western Avenue*
 - *Provision of right turn lanes at Global Drive and Wright Street*
 - *Provision of roundabout at Hillcrest Drive*
 - *The construction / continuation of Western Avenue (west of Wright Street) through to Victoria Street road reservation.*

Specifically, the results reveal that as required under the VicRoads Guidelines, that the proposed mitigating road improvement works as part of the development retain, within

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practical limitations, the level of safety and operational efficiency that would have existed without the development.

Accordingly, there are no traffic engineering reasons that should prevent the proposed rezoning of the subject land.

**6.5
Ministerial Direction**

The proposed planning scheme amendment responds to:

- *Ministerial Direction 1 - Potentially Contaminated Land;*
- *Direction 9 – Metropolitan Planning Strategy,*
- *Direction 11 - Strategic Assessments of Amendments; and*
- *Direction 19-The Preparation and Content of amendments that may significantly impact the environment, amenity and human health*

Ministerial Direction 19

The Environment Protection Authority (EPA) has been consulted in relation to the proposed planning scheme amendment and proposed use of the land for industrial and residential purposes. The EPA has reviewed existing postclosure management requirements for the former landfill to the west, has taken into account the environmental audit undertaken for the land at 140-204 Western Avenue, and the preliminary investigations undertaken by Senversa in respect to the land at 47-67 and 69-99 Wright Street. The EPA has indicated no objection to the planning scheme amendment proceeding.

7 Conclusion

The proposed amendment to the Hume Planning Scheme will rezone land within the urban growth boundary to 'Industrial' and 'Residential'

The amendment will facilitate the subdivision of the south west portion of the land to provide additional industrial land within an existing major employment growth area and adjacent to an existing transport gateway. The proposal furthers the objectives of the Planning Policy Framework that seeks to grow and diversify employment options and promote Hume as a place for business.

The amendment will facilitate the subdivision of the land adjacent to an established residential area to the east and the Moonee Ponds Creek corridor to the north for residential use. The proposal supports local planning policies that encourage well designed infill residential development to be provided in proximity to jobs and services.

The amendment provides a well-considered development solution for a large, vacant site previously preserved as 'buffer land' between the closed Tullamarine landfill and residential land to the east.

Benefits of the proposal include improvements to local and linear public open space.

The proposal will provide employment and housing opportunities without impact on local road networks and community services infrastructure.

The future development, subdivision and environmental monitoring and assessment of the land will be governed by the application of a Development Plan Overlay on the subject land and existing EAO.

The proposed planning scheme amendment is reasonable and appropriate.



