

Tyers



Boolarra



Glengarry



## **SMALL TOWN STRUCTURE PLANS BOOLARRA, GLENGARRY & TYERS**

**DRAFT Background Report prepared for Latrobe City Council  
April 2009**

# **Small Town Structure Plans – Boolarra, Glengarry & Tyers Background Report**

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**Latrobe City Council**

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# 1 Introduction

## 1.1.1 Purpose

This Background Report and accompanying Small Town Structure Plans for Boolarra, Glengarry and Tyers have been prepared for Latrobe City Council by the NBA Group Pty Ltd. The purpose of this report and plans are to provide the necessary background information and strategic land use objectives to enable informed decision making regarding future land uses for these small townships to the year 2023.

At present there are no structure plans contained within the Latrobe Planning Scheme which provide a framework for the future growth and development of Latrobe's small townships. With increasing pressure from land owners wanting to develop their land, predominantly for the purpose of residential and rural residential housing, it is crucial that Council and the community have a strategic framework that provides guidance for preferred locations for future land uses and in particular residential expansion.

In order to retain the important values and significant characteristics of the individual townships whilst providing opportunities for future growth in the study towns. The following factors have been carefully considered in the preparation of the Small Town Structure Plans:

- **Infrastructure Provisions**  
*(Roads and reticulated water, sewerage, electricity, gas and telecommunications)*
- **Community Needs**  
*(Recognising character, role and function of individual townships, identifying future growth and development opportunities, allowing for adequate provision of community facilities such as public open space, etc)*
- **Natural Environment and Surrounds**  
*(Flooding, native flora and fauna habitat, wildfire, coal resources, topography, soil erosion, etc.)*
- **Land Supply and Demand**  
*(Utilising residential and rural residential land supply data and forecast dwelling demand)*

This background report is based on field and desktop investigations and liaison with key stakeholders and Latrobe City council officers.

## 1.2 Background

Structure Plans for a number of small townships in Latrobe City were initially prepared for Latrobe City Council between 2002 and 2004, by Enviro Plan and Michael Smith and Associates. Towns included in this study were Glengarry, Tyers, Toongabbie, Yallourn North, Traralgon South, Boolarra and Yinnar. In 2003, Council resolved to 'prepare and exhibit Amendment C24 to the Latrobe Planning Scheme to implement the findings and recommendations of the Small Town Structure Plans for Toongabbie, Yallourn North and Yinnar.' In 2004, Council resolved to 'incorporate the structure plans for Glengarry, Tyers,



*Boolarra and Traralgon South into Amendment C24 to the Latrobe Planning Scheme.* However, a number of community groups and residents voiced their concerns about the plans and ultimately Council never progressed Amendment C24. These plans were, however included within the Latrobe 2021 document which outlines a vision for the future growth and development of Latrobe City to the year 2021.

A review of these documents by Council in 2006 found these plans to be inappropriate for inclusion into the Latrobe Planning Scheme for a number of reasons. Namely that the plans contained large amounts of details irrelevant to land use planning, the plans would have been illegible when put into the format of the planning scheme, three of the plans requested further land use consultation occur, there was insufficient strategic analysis of the information obtained from the community and there were a number of major errors contained in the plans.

Based on the above findings, Council resolved to examine each of the small towns, with a specific focus on 'land use' planning. This review of the small town structure plans commenced in 2006, with Tyers being the first and only township to be reviewed. The 2006 Tyers Structure Plan was adopted by Council. However, it was never progressed to the point whereby it was incorporated into the Planning Scheme.

Whilst the information obtained during the community consultations for the 2006 Tyers Structure Plan are still relevant, there have since been strategic studies completed which look at land supply and demand and possible future wastewater treatment options in Tyers. The findings of these studies may influence growth and development of the township. Hence, the 2006 Tyers Structure Plan has been reviewed as part of this 2008-09 Small Town Structure Plan project.

### **1.3 Preparation of the Small Town Structure Plans**

The Small Town Structure Plans have been developed following a review of existing strategic policies and strategies, both State and local, a site analysis of each township, a review of existing and proposed infrastructure, as well as consultation with Council representatives and stakeholders.

#### **1.3.1 Consultation**

It is recognised that consultation with stakeholders through the structure planning process is essential for the plans to become a reality. Community engagement took place in 2006 and 2007.

Stakeholders, including the West Gippsland Catchment Management Authority, Gippsland Water and VicRoads were consulted with. Community consultation workshops were also conducted in each of the study townships. These community workshops were undertaken to inform the community of the structure plan process and gain a better understanding of community aspirations for future land use and development.

Discussions regarding future land use within the study areas were held with the Tyers community on 21<sup>st</sup> September 2006 and again on 24<sup>th</sup> April 2007, the Boolarra community on 28<sup>th</sup> August 2007 and the Glengarry community on 6<sup>th</sup> September 2007. The facilitator

of Tyers meeting No. 1 and the Glengarry and Boolarra meetings was Village Well along with Council Officers and ward Councillors. Tyers meeting No. 2 was facilitated solely by Council officers and ward Councillor.

Consultation with key stakeholders including the servicing authorities and Latrobe City were conducted in November and December 2008.

Findings of these consultations and resulting findings are discussed in further detail for each township at Sections 5, 6 & 7 of this report.

## **1.4 Objective**

The opportunity exists for the small town structure plans to provide an overall framework for the development of the Boolarra, Glengarry and Tyers townships. Overall objectives for the small town structure plans are:

- To provide clear land use planning and development framework for each town, recognising the need to identify key development opportunities.
- To ensure co-ordinated and integrated land use and development within the townships by directing future growth and recommending a settlement pattern and development staging for each township.
- To facilitate a diversity of residential housing types and allotment sizes that respond to community needs.
- To ensure a sufficient supply of land is available for residential and other land uses for at least the next 15 years.
- To ensure that the environmental features of the townships are protected and where possible enhanced.
- To promote efficient use of existing physical and community infrastructure and identify possible improvements or additional infrastructure that may be required for future urban growth and development.
- To maintain the individual identity of each township.

## 2 Context

### 2.1 Study Context

Latrobe City is centrally located in eastern Victoria approximately a two hours drive east of Melbourne. The city has a combined population of over 72 000 residents and includes the four main towns of Traralgon, Morwell, Moe and Churchill and the smaller townships of Toongabbie, Glengarry, Tyers, Yallourn North, Traralgon South, Yinnar and Boolarra. The municipal boundary of Latrobe City is identified in Figure 1.

The Latrobe City Council Plan 2008-2012: *Our Sustainable Future*, is built around the key directions set out in Latrobe City Council's long term strategic plan, *Latrobe 2021: The Vision for Latrobe Valley*. The Council Plan outlines Council's activities over the current financial year and a four year strategic resource plan for meeting objectives from 2008-2012.

One of the key priorities and actions of the Council Plan 2008 – 2012 is to prepare Small Town Structure Plans for inclusion within the Latrobe Planning Scheme. Given the large number of small townships within the municipality, Council has resolved to prepare the small town structure plans in a staged manner. The townships of Boolarra, Glengarry and Tyers have been selected for the first stage due to development inquiries which have been presented to Council over recent years. The location of the three study towns of Boolarra, Glengarry and Tyers are identified in Figure 2. Preparation of structure plans for the remaining small townships in the municipality are to be prepared at a later stage.

The proposed Municipal Strategic Statement (MSS) which forms part of the Latrobe Planning Scheme and four-year planning scheme review also lists the preparation of structure plans for the small townships as one of Council's strategic land use objectives. The proposed MSS and Latrobe planning scheme review which form part of proposed Amendment C62 are discussed in further detail at Section 4.1.2 of this report.

**Figure 1:** Latrobe City



Image base sourced from: Latrobe City, 2008

Figure 2: Study Towns

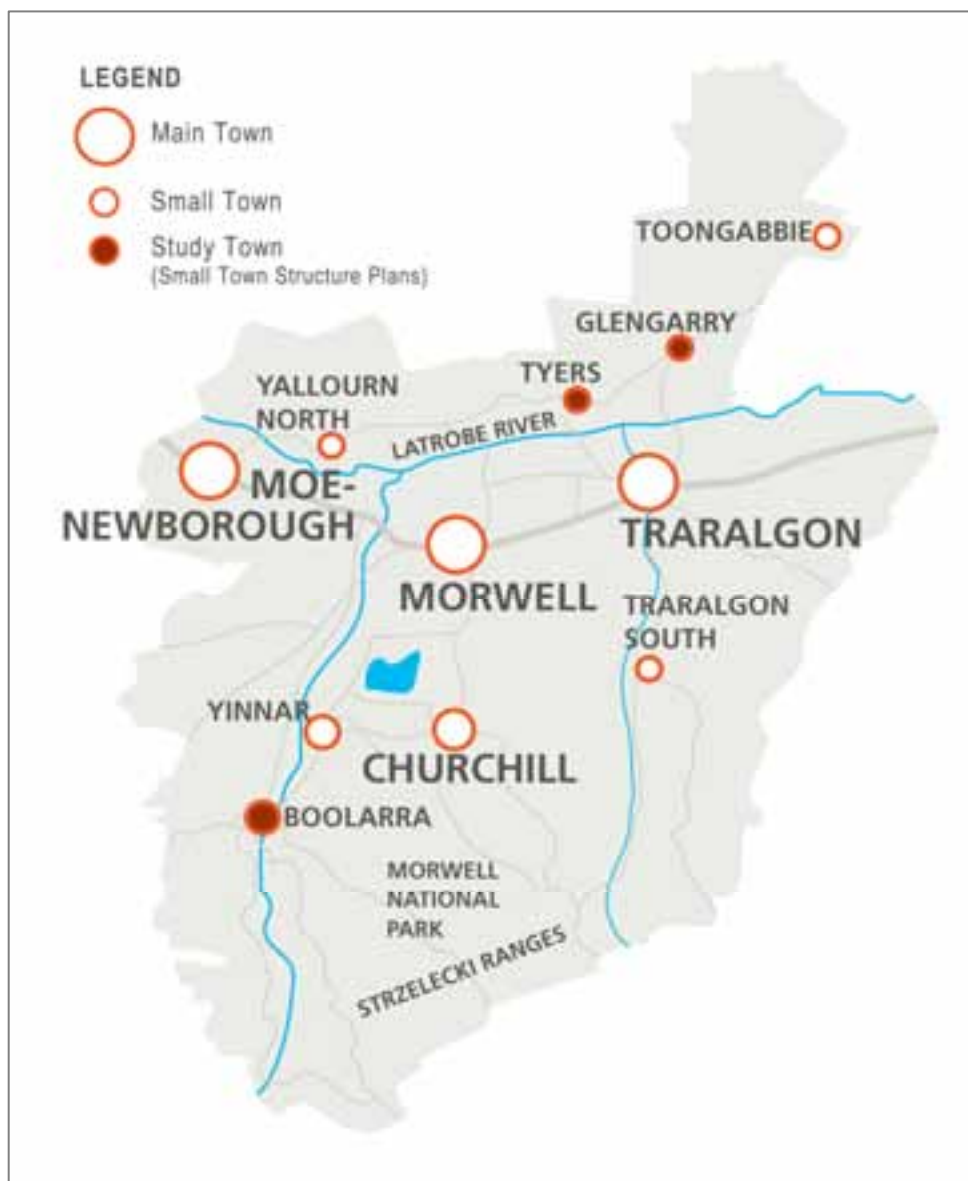


Image base sourced from: Latrobe City, 2008

## 2.2 The Precinct Approach

Latrobe City is a unique municipality, in that there are a number of rural living areas situated on the outskirts of small townships and away from main activity centres. Whilst a number of residents from these rural living areas work in the main towns of Latrobe City, the residents often utilise the shops, schools and community facilities provided by the small townships. This attribute of the small townships within Latrobe City has been an important consideration in forecasting future supply and demand for a range of housing and lifestyle opportunities and ultimately impacts upon the future growth and expansion of townships.

Figure 3, which was prepared by Council to assist in the preparation of the *Latrobe City Council Residential and Rural Residential Land Assessment Report February 2009* identifies the main precincts which exist in the municipality and their proximity to one another. In terms of large service centres, residents within the Boolarra precinct are closest to Churchill and residents within the Tyers and Glengarry precincts are closest to Traralgon.

Latrobe City views the municipality as a 'Networked City'. The networked city model is further described in the existing and proposed MSS. The existing MSS states that *'while each town and settlement provides many of the services and facilities needed by their residents, they are not separate, self-contained entities which operate in isolation of each other. They all interact (to varying degrees) to create what is, effectively, a networked city.'*... *'Combined, the towns form a single social, economic and physical entity within which people move for work, schooling, shopping, recreation, entertainment and leisure and to access various community services and facilities. However, each town has developed its own role and functions.'* It is important to note that the proposed MSS states that *'notwithstanding the networked concept it remains Latrobe City Council policy that each town grow in its own right and maintain a 10-15 year land supply within them.'* This 'networked city' model is an important consideration in preparing the structure plans for the small towns of Boolarra, Glengarry and Tyers.

Figure 3: Latrobe Township Precinct and Zoning Map

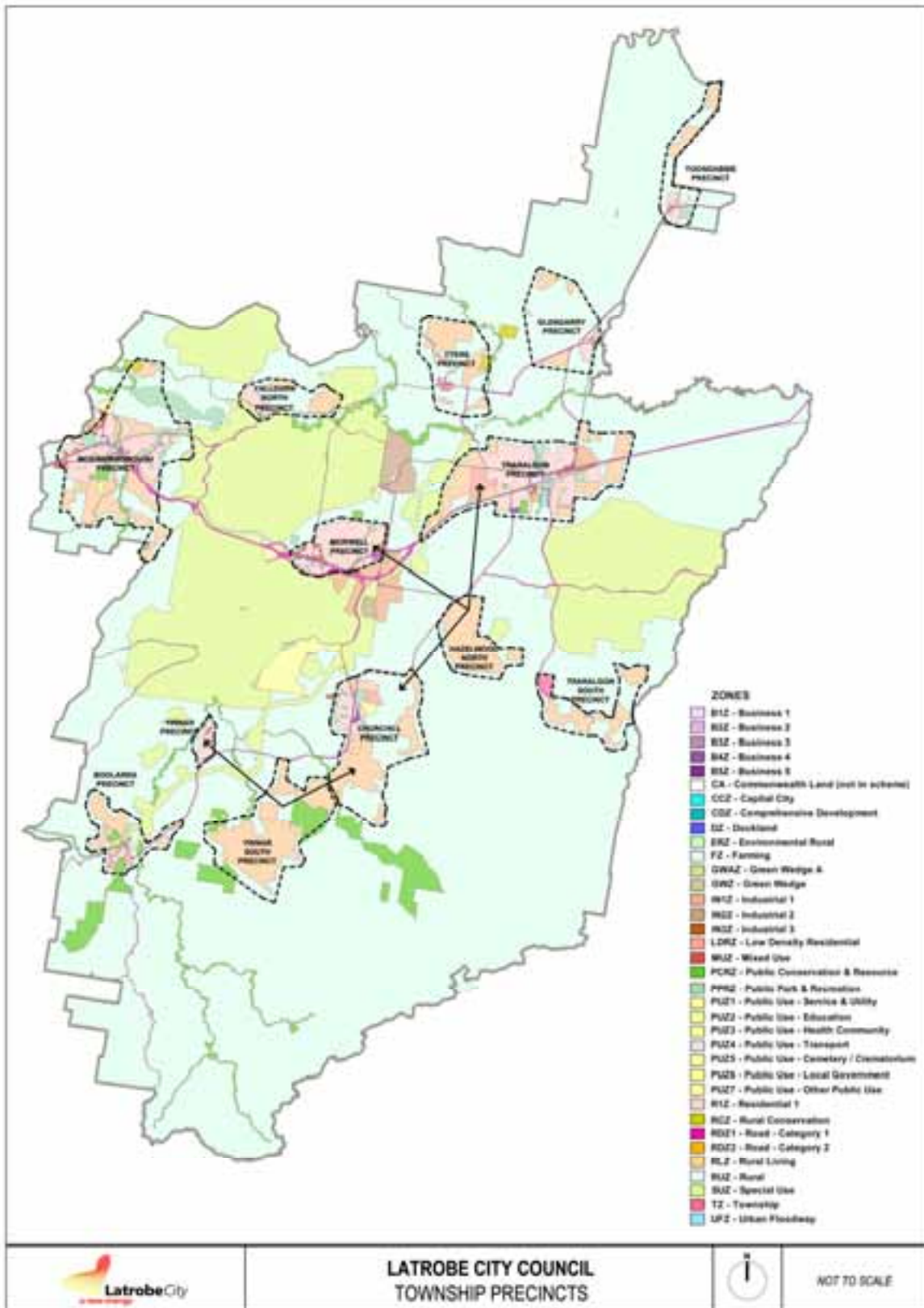


Image sourced from: Latrobe City, 2008

### 3 Residential and Rural Residential Land Supply and Demand Forecast

An assessment of future residential and rural residential land requirements for selected precincts in Latrobe City was recently undertaken. The draft report, referred to as *Latrobe City Council Residential and Rural Residential Land Assessment*, was completed in February 2009.

This study analysed existing supply and demand for residential and rural residential land, including low density residential, rural living and farming allotments under five hectares, within four main towns and seven small towns, including Glengarry, Boolarra and Tyers. The existing supply of residential and rural residential land is based on total vacant lot potential. This equates to an estimate of the total lot potential on land which is currently vacant and which has the potential to be developed in the future.

In addition, the study examined the precincts (as shown at Figure 3) and settlement relationships between the small townships and the main towns. The study looked at each precinct's contribution to recent development rates and new dwelling approvals, providing forecast land supply and demand figures for each township. The report forecasts dwelling demand for townships to the year 2023. These forecasts are provided under low, moderate and high growth scenarios.

The following sections provide a summary of the conclusions and recommendations contained in the *Latrobe City Council Residential and Rural Residential Land Assessment Report September 2008*.

#### 3.1 Latrobe City - Overview

The population of Latrobe declined during much of the 1990's but increased steadily between 2001 and 2006. In 2006 the population was approximately 72,900.

Population growth and demand for new dwellings in Latrobe is forecast as follows:

**Table 1: Latrobe City population growth and residential dwelling demand: 2008 – 2023**

Growth Scenario	Forecast Resident Growth (total)	Forecast Resident Growth (per annum)	Forecast Dwelling Demand (total)	Forecast Dwelling Demand (per annum)
Low	3,970	270 (0.4%)	5,370	360
Moderate	8,560	570 (0.7%)	7,760	520
High	11,630	780 (1.0%)	9,310	620

From 2006-2008 Traralgon accommodated 70% of the total residential development that occurred in Latrobe. An estimated 246 new dwellings were constructed in Traralgon per annum during this period. The second highest dwelling construction rate was in Morwell, with an estimated 44 new dwellings per annum.

The study found that the small towns, which include Boolarra, Glengarry and Tyers, have a more limited range of services and facilities available to residents. Residents in these townships travel to the larger town centres for regular service needs and many residents are employed in the larger town centres.

## 3.2 Boolarra - Overview

### 3.2.1 Residential Property and Socio-Economic Trends in Boolarra

Over the past five years, Boolarra has experienced a 'significant increase in middle aged couples without children – the 'tree change' demographic... Overall, the population of Boolarra has remained relatively stable in recent years.'

'According to local real estate agents, activity in the residential market in Boolarra has been slower than in other Latrobe townships. This can be attributed to a number of factors including:

- Boolarra's proximity from the major centres in Latrobe; and
- there is limited stock available'

As the residential property markets progress in nearby Churchill and Yinnar, it is anticipated that Boolarra's residential property market will intensify and property prices will increase, making it more profitable for landowners of larger zoned allotments with further subdivision potential to release land onto the market.

### 3.2.2 Population & Residential Dwelling Demand Forecasts for Boolarra

The Boolarra precinct is dissected by two SLA boundaries, one is the Morwell SLA which includes the Boolarra Township and rural living areas to the north, and the other is a Balance SLA which affects the rural living areas to the east. 'Based on an analysis of population growth, new dwelling building permits and recent residential development in the Boolarra precinct and the Morwell and Balance SLAs, it has been assumed that the Boolarra precinct would accommodate approximately 5% of dwelling demand in the Morwell SLA and 1% of dwelling demand in the Balance SLA.'

Population growth and demand for new dwellings in the Boolarra precinct is forecast as follows:

**Table 2: Boolarra population growth and residential dwelling demand: 2008 - 2023**

<b>Growth Scenario</b>	<b>Forecast Resident Growth from 2008 to 2018 (total)</b>	<b>Forecast Resident Growth from 2008 to 2018 (per annum)</b>	<b>Forecast Dwelling Demand from 2008 to 2023 (total)</b>	<b>Forecast Dwelling Demand from 2008 to 2023 (per annum)</b>
<b>Low</b>	590	-0.2%	25	2
<b>Moderate</b>	660	+1.0%	70	5
<b>High</b>	690	+1.4%	95	6



### 3.2.3 Identification of Additional Residential Land Requirements in Boolarra

The following recommendations are based on a set of assumptions *'regarding the share of residential development which could be directed to each zone. There is potential for these shares to vary.'*

The following recommendations are provided as an indication only:

#### Residential 1 Zone (R1Z)

- Under a high growth scenario an adequate supply of R1Z exists to meet forecast requirements to the year 2023 (26 year supply).
- *'It may be prudent to identify the future direction of urban expansion in Boolarra in order to protect land for longer term planning purposes, should the high growth scenario prevail. In addition, this assessment is based on R1Z land accommodating 35% of forecast demand growth in Boolarra, additional land should also be identified if R1Z land were to accommodate a greater share of dwelling demand.'*

#### Low Density Residential Zone (LDRZ)

- Under a high growth scenario an adequate supply of LDRZ land exists to meet forecast requirements to the year 2023 (30 year supply).
- Subdivision of large vacant LDRZ lots should be encouraged as *'there is only an estimated supply of approximately nine years of LDRZ lots available for development, based on the moderate growth scenario.'*
- There is an estimated requirement for 20 LDRZ lots to be released onto the market over the next 15 years.

#### Rural Living Zone (RLZ)

- Under a moderate growth scenario an adequate supply of RLZ land exists to meet forecast requirements to the year 2023. But under a high growth scenario there is a slight shortfall in the supply of RLZ to the year 2023 (11 year supply).
- *'Under the high growth scenario, forecasts show a requirement for an estimated 16Ha of RLZ land to meet demand over the next 15 years.'* This estimate is based on the minimum subdivision size of 2 hectares for RLZ3 land. Majority of RLZ land in Boolarra is RLZ3.

## 3.3 Glengarry – Overview

### 3.3.1 Residential Property and Socio-Economic Trends in Glengarry

*'Glengarry is a family-dominated area which is well-above Latrobe benchmarks in terms of income, house price and home loan repayments.'*

According to local real estate agents, the proximity of Glengarry to the larger towns, including Traralgon which is the closest large town, contributes to residential demand in the precinct. However, *'in terms of residential development, only minimal activity has taken*

*place in recent years...* The limited supply of available land for residential development is a likely contributing factor to this *'minimal activity.'*

### 3.3.2 Population & Residential Dwelling Demand Forecasts for Glengarry

The Glengarry precinct is within the Traralgon SLA boundary. Based on an analysis of population growth, new dwelling building permits and recent residential development in the Glengarry precinct and Traralgon SLA, *'it is estimated that the Glengarry precinct will accommodate 2.5% of residential dwelling demand forecast for the Traralgon SLA.'*

Population growth and demand for new dwellings in the Glengarry precinct is forecast as follows:

**Table 3: Glengarry population growth and residential dwelling demand: 2008 - 2023**

<b>Growth Scenario</b>	<b>Forecast Resident Growth from 2008 to 2018 (total)</b>	<b>Forecast Resident Growth from 2008 to 2018 (per annum)</b>	<b>Forecast Dwelling Demand from 2008 to 2023 (total)</b>	<b>Forecast Dwelling Demand from 2008 to 2023 (per annum)</b>
<b>Low</b>	1530	+0.1%	95	6
<b>Moderate</b>	1560	+0.3%	115	8
<b>High</b>	1580	+0.5%	130	9

### 3.3.3 Identification of Additional Residential Land Requirements in Glengarry

The following recommendations are based on a set of assumptions regarding the share of residential development which could be directed to each zone. *'Forecasting residential and rural residential land requirements for Glengarry is made difficult due to demand for residential land being constrained by limited supply and the limited information regarding development by zone.'* Therefore, the following recommendations are provided as an indication only:

#### **Residential 1 Zone (R1Z)**

- *'Without the subdivision of large occupied lots which have the potential to be subdivided [mostly occurring to the south of the town centre], there is a significant shortage of R1Z land in Glengarry [4 year supply]. This is considered to have constrained demand in recent years.'*
- Encourage the subdivision of large occupied lots on existing R1Z land.
- *'...identify additional R1Z land to be rezoned to enable standard residential development to occur in Glengarry in the short to medium term.'*
- *'It would be prudent to identify the direction of future urban expansion of Glengarry to ensure the long-term development of Glengarry.'*

#### **Low Density Residential Zone (LDRZ)**

- Currently no LDRZ land exists in Glengarry.

- In providing additional housing choice in Glengarry, land could be identified for rezoning to LDRZ in the future.

#### **Rural Living Zone (RLZ)**

- An inadequate supply of RLZ land exists in Glengarry to meet forecast demand to the year 2023 (2.3 year supply).
- *'Council may consider providing additional RLZ land in Glengarry.'*

*The Latrobe City Council Residential and Rural Residential Land Assessment also noted that given 'Glengarry's proximity to Traralgon and the constraints which have limited demand in recent years, there is potential for Glengarry to accommodate greater development than that which has occurred in recent years... It is recommended that Council monitor the development of any new residential estates in Glengarry, should any be released onto the market, in order to gain a greater understanding of the future development potential for Glengarry.'*

### **3.4 Tyers - Overview**

#### **3.4.1 Residential Property and Socio-Economic Trends in Tyers**

*'Tyers is characterised as having a high share of dual income young families with a mortgage.'*

*Only limited residential sales activity has occurred in Tyers in recent years.' The majority of demand for property in Tyers is for large rural lots, with 67% of sales occurring for properties in the RLZ. 'It is likely that demand for TZ residential land has been constrained due to a lack of vacant sites and development opportunities, and the absence of sewer infrastructure.'*

#### **3.4.2 Population & Residential Dwelling Demand Forecasts for Tyers**

The Tyers precinct is within the Traralgon SLA boundary. Based on an analysis of population growth, new dwelling building permits, recent residential development in the Glengarry precinct and the Traralgon SLA and taking into consideration the fact that it is unlikely sewer infrastructure will be delivered to Tyers over the next 15 years, it is estimated that *'the Tyers precinct will accommodate 1% of residential dwelling demand forecast for the Traralgon SLA.'*

Population growth and demand for new dwellings in the Tyers precinct is forecast as follows:

**Table 4: Tyers population growth and residential dwelling demand: 2008 - 2023**

<b>Growth Scenario</b>	<b>Forecast Resident Growth from 2008 to 2018 (total)</b>	<b>Forecast Resident Growth from 2008 to 2018 (per annum)</b>	<b>Forecast Dwelling Demand from 2008 to 2023 (total)</b>	<b>Forecast Dwelling Demand from 2008 to 2023 (per annum)</b>
<b>Low</b>	500	+0.2%	40	2.7
<b>Moderate</b>	510	+0.4%	45	3
<b>High</b>	530	+0.8%	50	3.3

### 3.4.3 Identification of Additional Residential Land Requirements in Tyers

The following recommendations are based on a set of assumptions regarding the share of residential development which could be directed to each zone. Forecasting residential and rural residential land requirements for Tyers is made difficult due to provision of sewerage infrastructure. The following recommendations *'assumes sewerage is not made available over the next 15 years; if sewerage is made available [or this constraint can be overcome through the successful implementation of a wastewater management scheme], then it is likely to change the dynamics of the residential market in Tyers.'*

The following recommendations regarding future requirements of residential and rural residential zoned land in Tyers provide an indication only:

#### Township Zone (TZ)

- There is no Residential 1 Zone located in Tyers. All residential development has occurred within the Township Zone.
- Under a high growth scenario an inadequate supply of TZ land exists to meet forecast requirements to the year 2023 (9 year supply).
- Approximately 0.5ha of new TZ land is required to meet forecast over the next 15 years.
- *'Providing sewerage infrastructure would enable larger TZ lots in Tyers to be subdivided, which would add to the total supply of TZ lots.'*
- The *'provision of sewer infrastructure [or alternative wastewater management system] would positively affect demand for land in Tyers.'*

#### Low Density Residential Zone (LDRZ)

- Under a high growth scenario an inadequate supply of LDRZ land exists to meet forecast requirements to the year 2023 (1.5 year supply).
- Approximately 9 hectares of land is required to meet forecast demand for LDRZ over the next 15 years.

### Rural Living Zone (RLZ)

- Under a high growth scenario an adequate supply of RLZ land exists to meet forecast requirements to the year 2022 (14.3 year supply).

The *Latrobe City Council Residential and Rural Residential Land Assessment* also noted that *'there is potential for Tyers to be an attractive residential location having regard for its proximity to Traralgon, providing constraints regarding supply and the provision of sewerage can be mitigated.'*

## 3.5 Limitations & Other Considerations

Whilst this analysis took into account a range of factors to determine forecast land requirements, it should be noted that forecasts were prepared at a Statistical Local Area (SLA) level, which were then distributed across various local areas according to the expected share of development these local areas are likely to accommodate in the future. This top-down methodology has limitations, as it provides a less flexible analysis than undertaking a local level residential analysis, and does not cater for *'specific situations which may arise within each local area.'*

There are other limitations associated with assumptions made in the analysis of dwelling demand share within the precincts and land use zones. These are further detailed in the *Latrobe City Council Residential and Rural Residential Land Assessment Report February 2009*. This study noted that:

*'the practice of preparing forecasts for regions which have experienced significant economic shocks, such as Latrobe, can be difficult as the extent and duration of the recovery can be reliant on a number of economic and related factors, and varies between different regions.'*

The following examples detail possible future situations which may significantly impact upon supply and demand of residential and rural residential land supply:

1. A large percentage of dwelling construction has occurred in Traralgon in recent years. However, given the large number of land use constraints which surround Traralgon the opportunity for further urban expansion of this town may be limited in coming years. The Traralgon Bypass Supplementary Inquiry Traralgon-Morwell Southern Corridor – Advisory Committee Report July 2007 (detailed at Section 5.2.1) stated that *'... in a long term high growth scenario there may be a need to expand the role of Glengarry as a "dormitory suburb" of Traralgon. While there is no apparent need to significantly expand its current role or function in the foreseeable future, planning strategies should seek to ensure that this option is at least protected (p. 41).'*
2. As noted in the *Latrobe City Council Residential and Rural Residential Land Assessment*, the existing *'lack of sewer infrastructure'* is one of the most impeding factors to residential development in the township of Tyers. Whilst, it is highly unlikely that sewer infrastructure will be provided to the township within the next 15 years, Council is investigating options for alternative wastewater treatment schemes. Should one of these wastewater management schemes be deemed appropriate and implemented in the township, the constraints to development which have limited the

growth of Tyers in the past would no longer be an issue. This could significantly change the dynamics of the residential market in Tyers. Council's investigation of a wastewater management scheme options for Tyers, are further detailed at 5.2 of this report.

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## 4 Strategic Planning Context

Outlined below is an analysis of all key planning policies and strategic studies relevant to the Latrobe Small Town Structure Plans for Boolarra, Glengarry and Tyers.

### 4.1 Latrobe Planning Scheme

The Latrobe Planning Scheme sets out policies and provisions for the use, development and protection of land. The following sections outline the pertinent planning policies which relate to future land use and development of Latrobe and more specifically the preparation of the Small Town Structure Plans.

#### 4.1.1 State Planning Policy Framework

The State Planning Policy Framework (SPPF) contains strategic issues of State importance which must be considered when planning decisions including those related to future land use and development are made. The SPPF seeks to ensure that the objectives for planning in Victoria, as set out in the *Planning and Environment Act 1987*, are met and administered in each municipality.

The relevant State Planning Policy Framework (SPPF) relevant to the Latrobe Small Town Structure Plans for Boolarra, Glengarry and Tyers is summarised below:

##### **Clause 11 Introduction, Goals and Principles**

Clause 11 contains a number of key goals and principles for land use planning, including the need for '*planning authorities and responsible authorities to be responsible for the effective planning and management of land use and development in their districts...*' This includes ensuring the preparation of necessary strategic plans, such as structure plans.

Clause 11 states that the State Planning Policy Framework seeks to ensure that the objectives of planning in Victoria (as set out in Section 4 of the *Planning and Environment Act 1987*) are promoted through appropriate land use and development planning policies and practices. In the interests of community benefit and sustainable development, relevant environmental, social and economic factors should be taken into consideration during decision-making processes.

Under the Clause 11 heading *Principles of land use and development planning*, seven statements of general planning principles are listed. These principles elaborate on the objectives of planning in Victoria. '*A planning authority preparing amendments to a planning scheme or a responsible authority administering a scheme must consider these overarching and interlocking principles as well as relevant specific policies in Clauses 14 to 19.*' The seven key principles for planning include the following:

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

2. **Environment:** *Planning is to contribute to the protection of air, land and water quality and the conservation of natural ecosystems, resources, energy and cultural heritage.*
3. **Management of Resources:** *Planning is to assist in the conservation and wise use of natural resources including energy, water, land, flora, fauna and minerals to support both environmental quality and sustainable development over the long term through judicious decisions on the location, pattern and timing of development.*
4. **Infrastructure:** *Planning for development of urban physical and community infrastructure should enable it to be provided in a way that is efficient, equitable, accessible and timely. Growth and redevelopment of settlements should be planned in a manner that allows for the logical and efficient provision and maintenance of infrastructure, including the setting aside of land for the construction of future transport routes... Strategic planning should facilitate efficient use of existing urban infrastructure and human services.*
5. **Economic Well-being:** *Planning is to contribute to the economic well-being of communities and the State as a whole by supporting and fostering economic growth and development by providing land, facilitating decisions, and resolving land use conflicts, so that each district may build on its strengths and achieve its economic potential.*
6. **Social Needs:** *Planning is to recognise social needs by providing land for a range of accessible community resources ... Land use and development planning must support the development and maintenance of communities with adequate and safe physical and social environments for their residents, through the appropriate location of uses and developments and quality of urban design.*
7. **Regional Co-operation:** *Some issues dealt with by planning and responsible authorities have impacts that extend beyond municipal boundaries ... Municipal planning authorities are required to identify the potential for regional impacts in their decision-making and co-ordinate strategic planning with their neighbours and other public bodies to achieve sustainable development and effective and efficient use of resources.*

## **Clause 12 Metropolitan Development**

Clause 12 contains objectives and related strategies which aim to ensure that *'land use and transport planning and investment always contribute to economic, social and environmental goals... The objectives and strategies also influence municipalities beyond Metropolitan Melbourne and should be taken into account where relevant.'*

Specific to regional networks, the main objective listed under subclause 12.03 networks with the regional cities, is *'to develop Metropolitan Melbourne and the surrounding regional cities as a network of cities to provide a choice of places to live, set up business and find a job.'* This includes planning and supporting regional centres, including the towns of the Latrobe Valley, which are close to Melbourne to be viable alternative urban locations to Metropolitan Melbourne. Other regional strategies listed under Clause 12, include:



- Ensuring infrastructure services are in place, so towns such as the Latrobe Valley, are able *'to take advantage of opportunities for growth that will accrue from improved linkages to Metropolitan Melbourne.'*
- Encouraging planning for regional areas to deliver *'an adequate supply of land for housing and industry to meet forecast growth.'*
- Limiting the impact of urban development on non-urban areas and supporting development in areas where growth can be accommodated.
- Developing and reinforcing the *'distinctive roles and character of each city.'*

Further statements, under Clause 12, regarding regional development and rural living detail the need to carefully control development in rural areas to protect viable agricultural farm land, existing landscape values and environmental qualities. The consolidation of existing settlements where infrastructure services are already available should also be promoted.

### **Clause 14 Settlement**

Planning for urban settlement is discussed at Clause 14, which states the objectives of ensuring *'sufficient supply of land is available for residential, commercial, industrial, recreational, institutional and other public uses and facilitating the orderly development of urban areas.'*

In implementing the objectives, the second section of Clause 14 advises planning authorities to *'plan to accommodate projected population growth over at least a 10 year period and that planning authorities should facilitate the orderly development of developing urban areas through the preparation of structure plans.'* These plans should *'take into account the strategic and physical context of the location, provide for the development of sustainable and liveable urban areas in an integrated manner, facilitate the development of walkable neighbourhoods and facilitate the logical and efficient provision of infrastructure.'* Responsible authorities should use any relevant structure plan or precinct structure plan in considering applications for subdivision.

The third section of Clause 14 directs planning authorities, in planning for urban growth, to *'have particular regard to the Victorian Government population projections and land supply estimates.'*

### **Clause 15 Environment**

The first section of this clause relates to catchment management and planning and the protection of water quality. Subclause 15.01 details the importance of protecting catchments, waterways and groundwater, and states that *'planning and responsible authorities should coordinate their activities with those of the Boards of catchment management authorities ... and have regard to regional catchment strategies where relevant.'*

Subclause 15.02 details the need for planning to ensure floodplains are managed appropriately. *'Flood risk must be considered in the preparation of planning schemes and land use planning decisions to avoid intensifying the impacts of flooding through inappropriately located uses and developments.'*

Subclause 15.07, protection from wildfire contains one main objective, *'to assist the minimisation of risk to life, property, the natural environment and community infrastructure from wildfire. Fire hazards must be considered in planning decisions affecting wildfire risk environments to avoid intensifying the risk through inappropriately located or designed uses or developments.'*

Subclause 15.09 specifies the need to *'assist the protection and conservation of biodiversity, including native vegetation retention and provision of habitats for native plants and animals and control of pest plants and animals.'* In considering changes in land use or development, planning and responsible authorities should:

- *Have regard to Victoria's Native Vegetation Management – A Framework for Action (Department of Natural Resources and Environment 2002).*
  - *Assist the protection of conservation values of national parks and conservation reserves.*
  - *Assist the conservation of the habitats of threatened and endangered species ...*
- and;
- *Assist re-establishment of links between isolated habitat remnants.*

Subclause 15.10, open space discusses the need to ensure that *'land is set aside and developed in residential areas for local recreational use and to create pedestrian and bicycle links to commercial and community facilities.'*

Subclause 15.11 discusses the need for planning to *'protect places that have natural, environmental, aesthetic, historic, cultural, scientific or social significance ... Planning and responsible authorities should identify, conserve and protect places of natural or cultural value from inappropriate development and should take account of the findings and recommendations of the Victorian Heritage Council and the provisions of the Heritage Act 1995 as well as the requirements of the Aboriginal Heritage Act 2006.'*

## **Clause 16 Housing**

Clause 16, which considers state housing objectives, aims to encourage *'subdivisions in locations with access to physical and community infrastructure and providing a range of lot sizes, a convenient and safe road network, appropriate pedestrian and cycle paths, sufficient useable public open space and low vulnerability to fire.'* The objectives also promote *'opportunities for increased residential densities to help consolidate urban areas.'*

Subclause 16.03, rural living and rural residential development contains the objective to identify land suitable for rural living and rural residential development. This land should be located close to existing towns and urban centres, but not in areas that will be required for fully serviced urban development. The identified land should also be supplied with electricity and water and good quality road access. This clause goes on to state that *'land should not be zoned for rural living or rural residential development if it will encroach on high quality productive agricultural land or adversely impact on waterways or other natural resources.'*

## Clause 17 Economic Development

This clause provides objectives and strategies for the economic viability and development of regions, cities and towns and includes specific strategies for various land uses, such as business, industry, agriculture and natural resources.

Subclause 17.01, Activity centres provides the direction to encourages the *'concentration of major retail, commercial, administrative, entertainment and cultural developments into activity centres ... which provide a variety of land uses and are highly accessible to the community.'* In achieving this objective, activity centres should provide a range of shopping facilities, be readily accessible to the community, integrate a variety of land uses, provide good accessibility by numerous modes of transport and provide attractive environments for community activities.

Business is discussed at subclause 17.02, which *'encourages developments which meet community's needs for retail, entertainment, office and other commercial services and provide net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.'*

In regards to tourism, at subclause 17.04, the objective encourages *'tourism development to maximise the employment and long-term economic, social and cultural benefits of developing the State as a competitive domestic and international tourist destination.'*

Agriculture, which is discussed at subclause 17.05 contains the objective of protecting the State's agricultural base from the *'unplanned loss of productive agricultural land due to permanent changes of land use and to enable protection of productive farmland which is of strategic significance in the local or regional context.'*

Mineral Resources (Clause 17.08) and Extractive Industry (17.09) are important considerations for the economy of Latrobe. These clauses recognise the need to protect identified mineral and stone resources. *'Planning and responsible authorities in Central Gippsland must act to protect the brown coal resource and should ensure that ... coal related development is adequately separated from residential or other sensitive uses and main transport corridors by buffer areas to minimise adverse effects...'*

## Clause 18 Infrastructure

Clause 18 examines private and public transport infrastructure, including vehicle, tram, rail and bicycle, as well as airfields, ports, education and health facilities. It also discusses survey, water, sewerage and drainage infrastructure, high pressure pipelines, waste management, developer contributions and telecommunications.

Subclause 18.01 Declared highways, railways and tramways contains the objective *'to integrate land use and transport planning around existing and planned declared highways, railways, principal bus routes and tram lines.'*

Car parking and public transport access to development are discussed at subclause 18.02. This clause includes the objective *'to ensure access is provided to developments in accordance with forecast demand taking advantage of all available modes of transport and to minimise impact on existing transport networks and the amenity of surrounding areas.'*

Subclause 18.03 Bicycle transport promotes land use and development planning that integrates planning for bicycle travel and encourages cycling as an alternative mode of travel.

Health and education facilities are discussed at subclauses 18.06 and 18.07. These subclauses state that planning should facilitate the integration of these facilities with local and regional communities.

According to subclause 18.09 Water supply, sewerage and drainage, the provision of these services should '*efficiently and effectively meet State and community needs and protect the environment.*'

#### 4.1.2 Local Planning Policy Framework

The current Local Planning Policy Framework (LPPF) and the proposed LPPF, which was revised in 2008 and forms part of Latrobe Planning Scheme Amendment C62, provide a number of objectives and strategies in the Municipal Strategic Statement (MSS) relating to future land use within the Latrobe Valley, with some specific references to the smaller townships, including Boolarra, Glengarry and Tyers. It should be noted that Amendment C62 was exhibited in late 2008, but has not yet been adopted into the Latrobe Planning Scheme. Submissions to this amendment were considered by Council during March 2009 and a planning panel is yet to be appointed.

The following relevant Clauses of the current MSS and proposed MSS have been analysed and considered in the preparation of the Small Town Structure Plans:

##### **Citizen Characteristics**

Citizen characteristics are discussed at Clause 21.04-4 of the current MSS. Key demographic characteristics of the municipality, with particular regard to the rural townships, include the following:

- *The rural townships such as Boolarra, Glengarry, Toongabbie, Tyers and Yinnar have more young families in comparison to the municipality as a whole or rural Victoria;*
- *The proportion of primary producers is slightly higher than for Victoria, reflected in the rural areas of Boolarra, Glengarry, Toongabbie, Tyers, Yinnar and their surrounding rural districts;*
- *Historically characterised as a family oriented area, the trend of a high proportion of two parent families continues, particularly in the rural townships and rural living areas;*
- *The main urban settlements tend to have fewer cars while households in more remote settlements have higher proportions with 2 or more cars.*

According to Clause 21.01 of the proposed MSS, Latrobe City has a population of approximately 72,000 people.

## Urban Settlement, Form & Housing

Existing urban form and settlement patterns are discussed at Clause 21.01-3 Strategic Land Use Framework Plan of the current MSS. Latrobe's urban settlement pattern is unique compared with other regional municipalities in Victoria. Instead of a single dominant urban settlement, there are three main settlements located along the main transport corridor. These towns are; Moe, Morwell and Traralgon. Churchill is a further significant centre.

Clause 21.01 of the current MSS states *that 'while each town and settlement provides many of the services and facilities needed by their residents, they are not separate, self-contained entities which operate in isolation of each other. They all interact (to varying degrees) to create what is, effectively, a networked city. ... Combined, the towns form a single social, economic and physical entity within which people move for work, schooling, shopping, recreation, entertainment and leisure and to access various community services and facilities. However, each town has developed its own role and functions.'*

In regards to the role of the smaller settlements, Clause 21.03-3 of the current MSS and Clause 21.04-2 of the proposed MSS emphasise the importance of these townships in *'providing diversity of housing and lifestyle as well as to be rural service centres...'* *'Local structure plans will be prepared for Boolarra, Glengarry, Toongabbie, Traralgon South, Tyers, Yallourn North, and Yinnar. They will guide future land use decisions in these settlements.'* The existing development pattern of centralising community and commercial facilities within each town should be encourage to continue the promotion of a social community as well as providing a focus for each town.

As detailed at Clause 21.04-3 of the proposed MSS, the settlement objectives which may apply to future residential and rural residential development in the small towns of Boolarra, Glengarry and Tyers, include the following:

- *To build upon the existing structure of the towns and settlements to create an integrated network of urban areas.*
- *To provide the flexibility for development to occur in each town to accommodate the needs of its population as well as to contribute to the municipal networked city.*
- *To contain urban development within distinct boundaries.*
- *To encourage a wider variety of housing types, especially smaller and more compact housing, to meet the changing housing needs of the community.*
- *To retain clear boundaries between urban areas and the surrounding rural environment.*
- *To protect areas for future urban growth, particularly the fragmentation of rural land on the urban fringe of major towns.*
- *To contain new residential subdivision within residential areas shown on the local structure plans.*

Relevant strategies which will assist in achieving some of the above settlement objectives include:

- *Maintaining and enhancing town and gateway entrances.*
- *Encouraging well designed, infill residential development throughout the existing urban area, especially in locations close to activity centres, areas of open space and areas with good public transport accessibility.*
- *Encouraging diversity of dwelling type to provide greater choice and affordability.*
- *Encouraging infill and renewal at a variety of housing densities.*
- *Providing continuing opportunities for new residential development in small towns subject to land capability, infrastructure and environmental considerations, demonstrated demand and local community aspirations.*
- *Consolidating development within and around the existing towns and avoid unnecessary urban expansion and rural subdivision.*

In relation to the urban environment of settlements, Clause 21.04-2 Urban Design, in the proposed MSS recognises that *'the appearance of...residential areas and main road approaches to urban centres is considered important in maintaining a strong level of civic pride.'* This is an important consideration in the future use and development of Latrobe's towns. One of the urban design objectives at Clause 21.04-3 of the proposed MSS is to *'provide a visually attractive urban environment which displays a high level of civic pride and community satisfaction, and creates a positive image.'*

Housing is discussed at Clauses 21.01 and 21.02 of the current MSS. Clause 21.01-7 states that *'the diversity in housing types available in the municipality contributes to the lifestyle choices provided and the overall attractiveness of the municipality as a place to live and invest.'* These clauses also recognise that as the population is ageing, greater diversity in the medium density type dwelling stock should also be provided and more affordable housing is needed in the municipality.

The proposed MSS at Clause 21.04-2 recognises rural residential living as a popular and attractive lifestyle choice in Latrobe City which continues to attract residents. The current and proposed MSS support rural living or low density residential development in appropriate locations, taking into account land supply and demand. This clause states that *'given the land use constraints around the major towns, a more sustainable approach to the consumption of limited developable land is now required.'* However, an opportunity exists for low density residential development on the periphery of urban areas to provide a *'relatively compatible transition in the land use pattern to the rural areas and non-urban corridors.'* Clause 21.04-3 Rural Living, in the proposed MSS details the need to *'identify appropriate locations for rural residential activity.'*

In relation to 'housing', the proposed MSS also recognises the need for further strategic work to be completed. These works may impact upon use and development of residential and rural residential land in the small townships. These works include the preparation of a Rural Living/Low Density Residential Study (as the existing Latrobe Rural Living Study revised in 2002, is now outdated), the preparation of Urban Design Guidelines for the small towns, implementation of heritage overlays and the preparation of a Medium Density Housing Strategy.

## Liveability

Clause 21.06 of the proposed MSS discusses Liveability strategies. This Clause requires that any future development should have regard to the Healthy Urban Design Good Practice Guideline principles.

Healthy Urban Design Good Practice Guideline supports state government initiatives such as Melbourne 2030 and it encourages:

- *Walkable neighbourhoods, including safe and attractive pedestrian and cycle routes to all key local destinations.*
- *Design of legible street networks that are clear and easy to navigate.*
- *Open space that incorporates a range of shade, shelter, seating and signage opportunities.*
- *Maximised public transport options and connections to all key destinations.*

## Environment

Clauses 21.01, 21.03 and 21.04 of the current MSS and Clause 21.03 of the proposed MSS discuss natural environment sustainability. There are a number of environmental issues detailed in these clauses. Amongst others; land use conflicts, the impacts of land use on the environment and the protection and management of agricultural, forestry and coal areas as well as the protection and management of environmental assets such as indigenous vegetation, are key issues affecting the shire.

Key environmental considerations for structure planning of small townships include:

- Conserving and protecting natural and man-made heritage resources.
- Protecting and improving air and water quality, wetlands and watercourse environs. Catchment management strategies should be complemented.
- Preserving the municipality's biodiversity, including rare and endangered flora and fauna habitats and movement corridors.
- Controlling use and development on elevated hillsides to prevent or reduce erosion.
- Retaining the rural and scenic character of hillsides.
- Protecting high quality agricultural land.
- Supporting rural living or low density residential development in appropriate locations, taking into account land supply and demand.
- Facilitating a functional, safe and efficient rural road system.
- Ensuring new land use and development does not increase the level of fire risk.
- Providing a visually attractive urban environment.
- Maintaining and protecting existing public parks and related public place assets.

- Investigating and adapting best practice in stormwater management to limit impacts on creeks and rivers.
- Discouraging urban development on flood-prone land, except where agreed with the West Gippsland Catchment Management Authority.
- Minimising the potential for loss of life, risk to health and damage to property associated with flooding.

### **Economic Development**

As stated at Clause 21.01-8 of the current MSS, *'Latrobe is a region with an enormous primary resource base and an industrial economy developed around processing those primary resources.'* Whilst the smaller townships, including Boolarra, Glengarry and Tyers, do not have significant industrial areas, they still contribute to the economic sustainability of the Shire. Retailing, tourism and agriculture are three significant economies in the smaller townships which contribute to the regional economy.

Retail is discussed at Clause 21.09-1 of the current MSS. This clause states that the smaller townships generally support local neighbourhood retail and service activities through a cluster of local shops, facilities and services.

Tourism is discussed at Clause 21.01-11 of the current MSS. The small towns capture income from visiting tourists. An opportunity exists, not only for the main towns, but for the smaller townships to build on their natural and cultural assets as well as their rural industries, arts and crafts and history.

Agriculture is discussed at 21.01-12 of the current MSS. The strong agricultural base provides an important contribution to the local economy. *'The agricultural areas provide attractive backdrops and contrast to the urban and industrial architecture of the Latrobe City. They add to its amenity, attractiveness and lifestyle opportunities.'* *'The cleared land in the Latrobe Valley is primarily used for grazing purposes, that is, dairying, beef and sheep production.'*

The proposed MSS states that Latrobe City Council's Economic Development Strategy (revised 2007) focuses on facilitating investment in six target areas of *'energy; forestry, timber and paper; food and agribusiness; advanced manufacturing and aviation; services; tourism and events; and new and emerging industries'*. There are a number of economic development objectives which impact upon future land use and development within the small townships. These objectives include:

- Ensuring that new land use and development does not compromise the use of existing or future infrastructure or resources, such as coal resources, stone resources, timber production or high quality agricultural land.
- Minimising *'the land use conflict between the coal resource development and other development and use in the municipality, particularly urban areas.'*
- Ensuring *'each urban settlement has convenient and accessible industrial areas to provide local employment and self-sufficiency of sustainable urban form.'*



- Encouraging *'neighbourhood shops providing local convenience goods and services in locations accessible to local communities.'*
- Encouraging *'increased residential densities around neighbourhood centres.'*
- Supporting environmentally sustainable tourism.

### **Transport and Infrastructure**

Infrastructure is discussed at Clause 21.01-13 of the current MSS. As stated in this clause *'infrastructure for the main urban settlements is provided by the Council, developers and infrastructure agencies to serve commercial, industrial and residential development and use.'* *'Rural areas, often as part of their character, have fewer infrastructure facilities and services and rely to a greater degree on self-sufficiency of activity and on land capability to determine intensity of use.'*

The proposed MSS, at Clause 21.04-3 provides the following objectives for infrastructure:

- *To maximise the use of existing infrastructure*
- *To provide clear guidelines for developers regarding engineering requirements.*
- *To ensure the minimum design standards are achieved.*

Clause 21.04-4 provides strategies which will assist in achieving the above objectives. These strategies include:

- *Implement Latrobe City Council's Asset Management Strategy and associated guidelines.*
- *Ensure integration of roads, bike paths, footpaths and public transport options.*
- *Promote and support the infrastructure and development of small town communities.*
- *Ensure public infrastructure is maintained to meet community aspirations.*

Clause 21.01-14 of the current MSS discussed transport. This clause states that *'there is an identified need for a fully integrated and flexible public transport system utilising public transport, demand and community based transport options and links between modes of travel. Currently, the public transport system does not provide for regular commuting between towns and offers minimal evening and weekend services.'*

### **Extractive Industry**

The State Planning Policy Framework sets out objectives for the identification and protection of stone resources through the concept of *Extractive Industry Interest Areas* (refer Figure 4). Clause 21.01-6 of the current MSS and Clause 21.05-2 of the proposed MSS state that *'the purpose of these Interest Areas is to provide a basis for the long-term protection of stone resources, assist Councils in long term strategic planning and to create awareness that extractive industry is a possible land use in these areas.'* An 'Extractive Industry Interest Area' does not imply that future extractive industry operations will be confined to these areas... However, Department of Primary Industries (DPI) and 'Council

*will give consideration to protection of stone resources within these areas when considering applications for development and use.'*

Clauses 21.01-17 and 21.02-8 of the current MSS and Clause 21.05 of the proposed MSS discuss Latrobe Valley coal resources. *'The coal resource in the Latrobe Valley is an asset of national and state importance and is a significant component in the economy of the municipality.'* *'In the coal resource area, the extraction and use of coal is the primary consideration.'* The coal resource area is included at Clause 21.05 of the proposed MSS and is shown at Figure 5 in this report.

Figure 4: Extractive Industry Interest Areas 1999

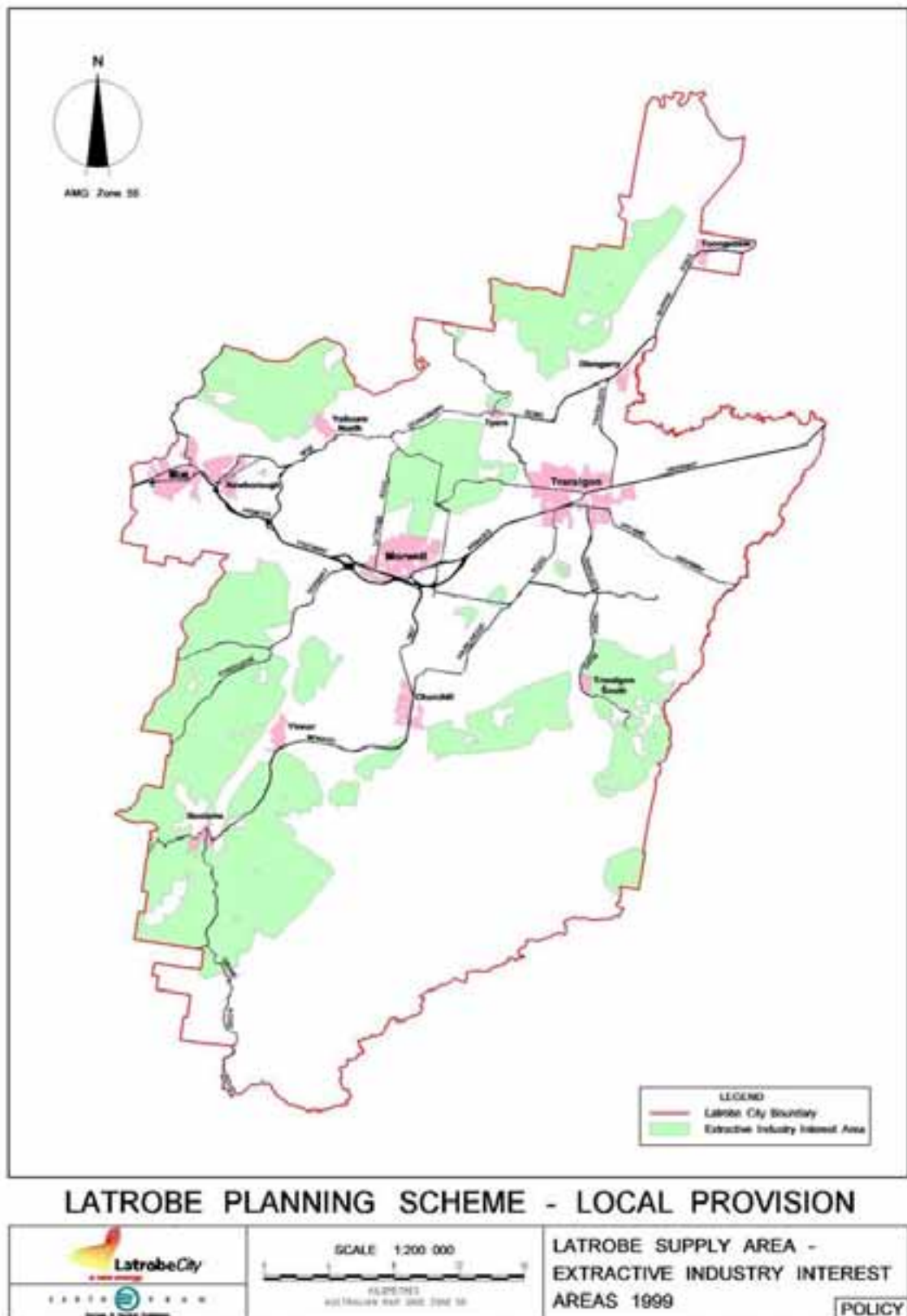


Image sourced from: Latrobe City Proposed MSS, Clause 21.05, 2008

Figure 5: Gippsland Coalfields Map

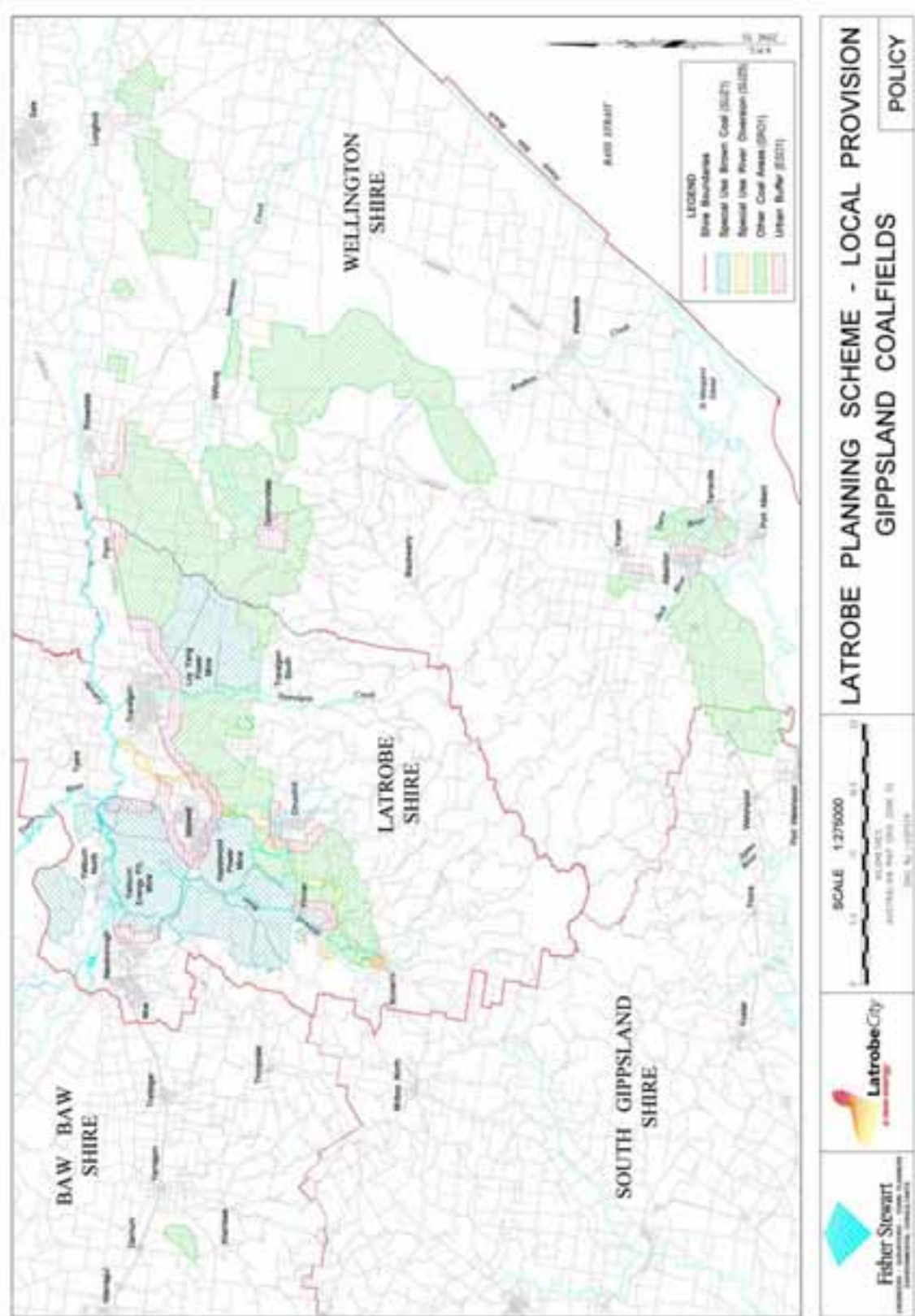


Image sourced from: Latrobe City Proposed MSS, Clause 21.05, 2008

### 4.1.3 Local Planning Policies

The following local planning policies exist in the current MSS. No changes to these planning policies are proposed as part of Amendment C62.

#### **Clause 22.01 Coal Resources**

This policy applies to that part of the coal resource which is located in Latrobe City as shown on the Coal Policy map. Glengarry and Tyers are not affected by this Local Planning Policy. However, land to the north of Boolarra is located within a coal resource area and is identified on this map (refer Figure 5).

This policy aims to ensure that *'the use and development of land overlying the coal resources recognizes the need to conserve and utilise the coal resource in the context of overall resources, having regard to social, environmental, physical and economic considerations in order to ensure a high quality of life for residents.'* Orderly coal development should also be facilitated so that the *'resource is utilized in a way which is integrated with the State and Local Planning Policy Frameworks.'*

#### **Clause 22.02 Coal Buffers**

This policy applies to the buffer areas shown on the Coal Policy Map (refer Figure 5). This buffer affects the areas of land between urban development and existing or future coal resource development. The townships of Glengarry and Tyers are not affected by the coal buffer. However, land immediately north of the Boolarra township is affected by this buffer.

This policy aims to:

- *'To ensure that the use, development and management of land in the coal resource areas mutually protect urban amenity and coal resource development as well as the continued social and economic productive use of land.'*
- *'To minimise the land use conflict between the coal resource development and other development and use in the municipality.'*
- *'To ensure that adequate spatial separation is provided between existing and proposed urban and industrial uses and existing or proposed coal development so as to reduce the likely effects of earth subsidence, the emission of noise, dust, fire hazard and visual intrusion.'*
- *'To provide for uses and developments which are compatible to coal development and ancillary services within the buffer area.'*
- *'To maximise the protection of the coal resource to ensure resource security in the future.'*

This policy states that *'proposals for residential, rural living, commercial or non-coal related industrial land use and development be strongly discouraged'* in areas affected by the buffer. However, *'rural living may be appropriate, subject to assessment, within 200 metres of the nearest urban side of the buffer area boundary.'*

### **Clause 22.05 Protection of Stone Resources**

This policy applies to all land in the Farming Zone and Rural Conservation Zone. This policy details the fact that *'significant stone resources have been identified in the Latrobe Supply Area – Extractive Industry Interest Areas 1999 report as identified in the current MSS' (refer Figure 4).'*

The township of Glengarry is not identified on this map. However, land to the north of the Tyers township and immediately north and south of the Boolarra township is identified.

Objectives of this policy include:

- *Identifying stone resources of sufficient quantity to support a commercial extractive industry operation in the Latrobe Supply Area.*
- *Providing for the long-term protection and utilisation of identified stone resources.*
- *Enabling extractive industry at minimal detriment to the environment.*
- *Ensuring any industrial emissions are contained within the boundaries of the extractive industry land.*
- *Enabling the establishment of buildings and works necessary for such operations.*
- *Ensuring that all land disturbed by extractive operations is appropriately rehabilitated in a timely and appropriate manner.*

*'The potential use of these resources needs to be recognised in determining land use and development decisions.'*

#### **4.1.4 Planning Zones**

Planning zones are used to control land use and development. They provide controls and requirements which must be met.

The zones affecting land in the three study townships are identified on maps provided at Sections 5.2, 6.2 & 7.2.

#### **Activity Centres**

The commercial areas and activity centres within each of the study towns are zoned Township Zone (TZ). This zone provides for residential development and a range of commercial, industrial and other uses.

#### **Residential and Rural Residential Land**

Existing, and yet to be developed residential areas within the townships of Glengarry and Boolarra are zoned Residential 1 Zone (R1Z). This zone allows for residential development at a range of densities with a variety of dwellings to meet the housing needs of all households. This zone also provides for educational, recreational, religious, community and some non-residential uses, in appropriate locations, to serve local community needs.

In Tyers, all existing residential areas (excluding low density) are contained within the Township Zone with no land currently zoned Residential.

There are low density living areas, containing allotments sizes greater than 0.4 hectares, in the townships of Boolarra and Tyers. These areas are zoned Low Density Residential Zone (LDRZ). There are a number of larger sized allotments located in Glengarry, to the south of Cairnbrook Road, which are similar in size to LDRZ allotments. However, these lots are zoned Township. There is no land currently zoned Low Density Residential in Glengarry.

Rural living allotments exist on the periphery, or in close proximity, to all three study towns. These areas of land are zoned Rural Living Zone (RLZ). Schedule three (3) which allows for two (2) hectare allotments, schedule four (4) which allows for four (4) hectare allotments and schedule six (6) which allows for eight (8) hectare allotments are the predominant Rural Living Zones in the study towns.

### **Land for Specific Uses**

The Special Use Zone (SUZ) applies to land in Tyers and Boolarra. This zone provides for the use and development of land for specific purposes as identified in a schedule. Land currently used for extractive industry to the north of the Tyers township is zoned Special Use Zone - Schedule 6. Whilst land set aside for the diversion of the Morwell River, directly north of Boolarra, is zoned Special Use Zone – Schedule 5.

### **Public Land**

There are areas of public land which are currently used for public utility and community services and facilities. In each township, some of these areas are zoned Public Use Zone (PUZ). The intent of this zone is to provide for associated uses that are consistent with the intent of the public land reservation or purpose. Some existing public services and utilities in Boolarra are zoned Public Use Zone – Schedule 1 and the Boolarra cemetery is zoned Public Use Zone – Schedule 5. The Boolarra Primary School and Glengarry Primary School are both zoned Public Use Zone – Schedule 2, whilst the Tyers Primary School is currently contained within the Township Zone.

Public Park and Recreation Zone (PPRZ) applies to the sporting reserves and rail trails in the townships of Glengarry and Boolarra. This zone recognises areas for public recreation and open space and ensures the protection and conservation of areas of significance where appropriate. The public reserves located in Tyers, including the main sporting reserve, are contained within the Township Zone.

The Public Conservation Resource Zone (PCRZ) aims to *'protect and conserve the natural environment and natural processes for their historic, scientific, landscape, habitat or cultural values.'* It also provides for facilities which *'assist in public education and interpretation of the natural environment with minimal degradation of the natural environment or natural processes.'* This zone has been applied to land in Boolarra which forms part of the Little Morwell River and Morwell River environs as well as significant areas of bushland to the north and south of the township. This zone also applies to the Latrobe River environs to the east of the Tyers township. This zone is not applied to any land in or immediately surrounding Glengarry.

### **Land Used for Agriculture**

The remainder of the land in the study townships, not affected by the abovementioned zones, are included within the Farming Zone (FZ). This zone provides for the use of land for agriculture and encourages the retention of productive agricultural land.

#### **4.1.5 Planning Overlays**

A total of six overlays apply to the study townships. These planning overlays provide additional controls to those contained within applied zones. Overlays address specific land use issues and constraints, such as heritage, environment, state resources, hazards, etc.

If an overlay is shown on the planning scheme map, the provisions of the overlay apply in addition to the provisions of the zone and any other provision of this scheme.

The overlays affecting land in the three study townships are identified on maps provided at Sections 5.2, 6.2 & 7.2.

#### **State Resource Overlay**

The State Resource Overlay – Schedule 1 (SRO1) has been applied to land identified as Gippsland Brown Coalfields, just north of Boolarra. This overlay requires the protection of these coalfields for power generation from development that would prejudice the current or future productive use of the resource. *'Building, works and subdivision of land over the resource should be of a type that will not inhibit, by way of community significance or cost of removal, the eventual productive use of that resource.'*

#### **Environmental Significance Overlay**

The Environmental Significance Overlay - Schedule 1 (ESO1) 'Urban Buffer' has been applied to land north of Boolarra. This 'urban buffer' is in place to protect *'those elements of the Coal Buffers Policy Area such as urban settlements from the impact of the radical change to the environment from the coal industry.'* This buffer aims to ensure the protection of *'urban amenity and coal resource development and the continued social and economic productive use of land'* and to provide for development which is compatible within a buffer area to a Brown Coal Open Cut outside the buffer area.

#### **Wildfire Management Overlay**

The Wildfire Management Overlay (WMO) applies to large areas of land within or nearby the three study townships. This overlay is a significant land use constraint for the townships of Boolarra and Tyers, given the large expanses of bushland which exist in these towns. The intent of the overlay is to *'identify areas where the intensity of wildfire is significant and likely to pose a threat to life and property'* and to ensure that development in these areas is of an appropriate nature to minimise the threat to life and surrounding property from wildfire.

#### **Land Subject to Inundation Overlay**

The Land Subject to Inundation Overlay (LSIO) applies to land in Tyers, Boolarra and Glengarry. Some areas affected by flooding are due to natural floodplains which result from flooding of the Latrobe River, Little Morwell River and Morwell River and others are as a



result of man-made works. The LSIO is applied to land affected by the 1 in 100 year flood or any other area determined by the floodplain management authority. The intent of the LSIO is to protect water quality and 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.'*

Proposed Amendment C9, which seeks to update flooding overlay maps contained in the Latrobe Planning Scheme, has been made at the request of the West Gippsland Catchment Management Authority (WGCMA). The WGCMA have drafted new maps which more accurately reflect areas subject to inundation within the municipality. The 'further strategic work program' at Clause 21.08 of the proposed MSS, identifies the need for this 'flooding amendment' to be completed. Proposed Amendment C9 affects the three study townships. The areas of land affected by the current LSIO and proposed LSIO are identified on maps provided at Sections 5.2, 6.2 & 7.2.

#### **Environmental Audit Overlay**

A small parcel of land north of William Street in Boolarra is affected by the Environmental Audit Overlay (EAO). The intent of the EAO is to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by any contamination.

#### **Design and Development Overlay**

The Design and Development Overlay – Schedule 1 (DDO1) 'Major Pipeline Infrastructure' applies to the major gas pipelines which run in an east-west direction to the south of Tyers. The intent of this DDO schedule is to ensure that all buildings and works and in particular buildings designed to accommodate people are sufficiently separated from high pressure pipelines to avoid a safety hazard.

## **4.2 Other Relevant Strategic Studies and Influences**

There are a number of relevant studies and reports and a proposed Planning Scheme Amendment, which have relevance to the Small Town Structure Plans. These are detailed as follows:

### **4.2.1 Proposed Amendment C62: Planning Scheme Review**

Proposed Amendment C62 seeks to implement the recommendations of Council's recently completed four year Planning Scheme review and a number of other strategic planning projects undertaken by Council, as well State Government initiatives. In addition to Latrobe's revised Municipal Strategic Statement, some of the significant documents Council are seeking to implement as part of C62, which are relevant to the Small Town Structure Plans, include:

- *Latrobe 2021: The Vision for Latrobe Valley 2<sup>nd</sup> Edition 2006*
- *Latrobe City Council Plans 2007-2011 and 2008-2012*
- *Latrobe City Council Structure Plans – Churchill, Moe/Newborough, Morwell and Traralgon 2008*

- *Traralgon Bypass Supplementary Inquiry Traralgon-Morwell Southern Corridor - Advisory Committee Report July 2007*
- *Latrobe City Council – Strategy Plan 1997*

#### 4.2.2 Latrobe 2021: The Vision for Latrobe Valley 2<sup>nd</sup> Edition 2006

Latrobe 2021 is a strategic document that outlines a vision for the future growth and development of Latrobe City to the year 2021.

Latrobe 2021 identifies four strategic objectives to form the basis of future Council decisions:

##### **Sustainability**

- *To promote the responsible and sustainable care of our built and natural environment for the use and enjoyment of the people who make up the vibrant community of Latrobe Valley.*
- *To provide leadership and to facilitate a well connected, interactive economic environment in which to do business.*

##### **Liveability**

- *To promote and support social, recreational, cultural and community life by providing both essential and innovative amenities, services and facilities within the municipality.*

##### **Community Capacity Building**

- *To empower the community through enhancing community advocacy, leadership, partnerships, inclusiveness and participation.*

##### **Governance**

- *To ensure governance and leadership through a strong commitment and adherence to democratic processes and legislative requirements.*

Relevant strategic actions identified in Latrobe 2021 which relate to land use and development within small towns include the following:

- *Protect remnant native vegetation through education, incentives and planning controls.*
- *Enhance the quality of remnant vegetation by controlling threatening processes, developing plans, providing incentives and encouraging community involvement.*
- *Connect native vegetation to reduce fragmentation.*
- *Enhance the condition and quantity of native vegetation.*
- *Protect and improve water quality and river health.*
- *Support the partnerships and coordination across public and private sectors to improve the quality of water.*
- *Protect the area's historical character and heritage features.*

- *Utilise place management principles for local areas in the municipality.*
- *Promote and support high quality urban design within the built environment.*
- *Ensure integration of roads, bike paths, footpaths and public transport options.*
- *Promote and support the infrastructure and development of small town communities within the municipality.*
- *Strive to ensure all proposed developments enhance the liveability and sustainability of the community.*
- *Ensure public infrastructure is maintained to meet community aspirations.*
- *Assess and evaluate future recreational opportunities to address community aspirations.*
- *Align the open space requirements of the community with useable public open space.*
- *Promote active living and participation in community life.*
- *Support and promote community input into Council decision-making.*
- *Active engage with the community utilising the most appropriate communication medium in accordance with Council's Community Engagement Strategy.*

Latrobe 2021 also includes a draft Structure Plan for each of the small townships located within Latrobe City. These plans were based on the Structure Plans prepared by Enviro Plan and Michael Smith and Associates in 2004.

#### **4.2.3 Latrobe City Council Plan 2008-2012**

The Latrobe City *Council Plan 2008-2012: Our Sustainable Future*, is built around the key directions set out in Latrobe City Council's long term strategic plan, *Latrobe 2021: The Vision for Latrobe Valley*.

The Council Plan contains the strategic action to '*promote and support the infrastructure and development of small town communities within the municipality.*' A key priority to implement this action is to '*Prepare Small Town Structure Plans for Tyers, Glengarry, and Boolarra and commence a planning scheme amendment to include the plans into the Latrobe Planning Scheme*' between July 2008 and June 2009.

#### **4.2.4 Latrobe City Council Structure Plans – Churchill, Moe/Newborough, Morwell and Traralgon 2007**

Revised Latrobe Structure Plans for Churchill, Moe/Newborough, Morwell and Traralgon were adopted by Latrobe City Council on the 22 October 2007. These plans identify areas where land is earmarked for future land uses, including residential, in and around Latrobe's main towns, based on predictions of future population growth for the municipality. These plans will guide urban development over the coming 10-15 years specifically and more strategically over the next 30 years.

#### 4.2.5 Latrobe City Bicycle Plan 2007-2010

The Latrobe Bicycle Plan 2007-2010 was developed to *'review the success of the previous 1998 Latrobe Bicycle Strategy Plan and to make recommendations to update and improve the plan based on modern cycling standards and practices.'*

The Bicycle Plan recommends cycling networks for the four main towns and the smaller townships, including the study towns of Boolarra, Glengarry and Tyers. The existing and proposed bicycle routes, as identified in the Latrobe City Bicycle Plan 2007-2010 are included on the Access Plans provided for each township at Section 5, 6 & 7 of this report.

#### 4.2.6 Latrobe City Public Open Space Plan

Latrobe City's Public Open Space Plan May 2007 defines public open space as *'any publicly accessible land that is set aside for active recreation, passive recreation, community amenity space or nature conservation.'* This plan will be used to *'guide and define the provision of open space to meet the community's expectations from now until 2021 and beyond.'*

This Plan details Council's intent to provide high quality public open space facilities, including sports grounds, paths, playgrounds, bush reserves, picnic areas, streetscapes, etc. The Plan also states that the majority of houses in residential areas should have *'access to a minimum of 0.5 hectares of public open space within a 500m radius'* and *'access to district level public open space within a 3km radius.'* These public open space areas *'should have a clearly identified use....'*

This Plan also discusses Council's Greening Latrobe Strategy. This strategy aims to:

*'...increase areas of native vegetation within Latrobe City. In order to achieve this, it needs to encourage use of current and future public open space as nature conservation areas and if necessary, acquire new sites with significant native vegetation, alter current open space use and develop further conservation areas.'*

#### 4.2.7 Traralgon Bypass Supplementary Inquiry Traralgon-Morwell Southern Corridor - Advisory Committee Report July 2007

In 2004 an Advisory Committee was appointed to consider the alignment of the future Princes Highway bypass of Traralgon. The Advisory Committee delivered its report in January 2005 with the recommendation that a southern highway alignment, referred to as option W4B, be adopted. However, in 2005, two issues complicated the findings of this report. The first, being the future urban growth of Traralgon, and the second, being findings of investigations into future coal mining in the Latrobe Valley by the Department of Primary Industries (DPI).

In response to these two major issues being raised, the Premier of Victoria announced that an Advisory Committee would conduct a supplementary inquiry into the proposed western alignment of the Traralgon Bypass and related matters including urban growth and coal resources. An Advisory Committee was appointed by the Minister for Planning in October 2006 to undertake this inquiry.

The 2006 Advisory Committee in its consideration of the various alignments and issues, recommended in their July 2007 report, that the northern-most alignment referred to as option W1C, should be adopted instead of option W4B. The W1C alignment protects the maximum area of coal for future use and does not provide any additional land for residential development in the Morwell-Traralgon corridor. The Committee deemed that *'there were no exceptional circumstances [in this instance] that warranted the sterilisation of coal in order to provide additional land for residential development (ACR, 2007, p. 4).'*

In minimising the additional area available for residential development to the west of Traralgon and to the east of Morwell, the Advisory Committee recognised a number of potential future residential land supply issues. In their July 2007 report, the Committee provided the following key recommendations regarding Latrobe's future urban growth and residential land supply requirements:

- *'There is an immediate need for additional land to be zoned and made available for residential development in Traralgon (p. 4)...'*
- *The potential supply of land in Traralgon 'that is yet to be zoned and made available for residential development will cater for the town's medium term needs (p.4).'*
- *'Traralgon does not have significant capacity to accommodate long term residential development (p. 36).'*
- *The networked city concept, contained in the current Latrobe Planning Scheme, has 'important implications for how issues such as urban growth need to be considered and resolved. Most important of these is that the land supply markets for the individual towns cannot be considered in isolation from each other. If the Latrobe Valley is to operate as an effective networked city ... then the need to promote and accommodate residential development in places other than Traralgon must not be dismissed (p.22).'*
- *'While there might be a general market preference for living in Traralgon this does not mean that the towns serve mutually exclusive markets or that there has not and will not be population movement between the town. The range of factors that influence where people choose to live within the Latrobe Valley can and do change over time, and Council can be an agent of that change (p. 40).'*
- *While 'market preferences exist and need to [be] taken into account, they cannot and should not be the sole determinant of where land is provided (p. 40).'*
- *'...if Council's networked city concept is to achieve full expression, then Council must be prepared to influence and intervene in the residential and other urban land use markets (p. 40).'*
- *'...one of the most important social factors ... is the need to protect and enhance the social viability and fabric of the existing towns. This means that the distribution of social infrastructure should be equitable and should contribute to maintaining sustainable communities (p. 40).'*
- *'... in a long term high growth scenario there may be a need to expand the role of Glengarry as a "dormitory suburb" of Traralgon. While there is no apparent need to significantly expand its current role or function in the foreseeable future,*

*planning strategies should seek to ensure that this option is at least protected (p. 41).'*

The recently completed Latrobe Structure Plans – Main Towns and Latrobe Planning Scheme Review, consider and respond to the 2006 Advisory Committee's recommendations. The preferred W1C alignment is identified on the draft Latrobe Structure Plans and is also referred to in the draft Latrobe Municipal Strategic Statement (MSS). Both these documents are currently pending incorporation into the Latrobe Planning Scheme as part of the proposed Planning Scheme Amendment C62.

The adoption of the proposed Traralgon bypass alignment is subject to a separate planning scheme amendment, which is currently being prepared by VicRoads.

The 2006 Advisory Committee's recommendations and the possible future ramifications for residential land supply and future urban growth opportunities in the Latrobe Valley are carefully considered in preparing the Small Town Structure Plans for the townships of Boolarra, Glengarry and Tyers.

#### 4.2.8 Latrobe City Council – Strategy Plan 1997

The current Municipal Strategic Statement (MSS) contained in the Latrobe Planning Scheme is consistent with the principles established in the Corporate Plan which establishes a vision statement upon which the *La Trobe Strategy Plan* has been developed. This strategy plan, which was adopted in 1997, has an overall timeframe to 2012.

Whilst the current MSS details most strategies in the *La Trobe Strategy Plan* in detail, the following provides a summary of the key strategies relating to settlement, land use and development, as contained in the *La Trobe Strategy Plan 1997*:

##### 'Our Urban and Rural Settlements':

- *Consolidate development within and around the existing towns and villages and avoid unnecessary urban expansion and rural subdivision.*
- *Enhance the quality and amenity of the urban and rural areas of Latrobe...*
- *Enhance the quality and amenity of the main town centres of Latrobe and seek to ensure that new business activity is attracted and encouraged to locate in these centres, taking advantage of their accessibility, variety and diversity within the networked city.*

##### 'Managing and Improving Urban and Rural Settlements':

*'Given the lack of population growth anticipated over the timeframe of the Plan, expansion of urban areas beyond currently planned boundaries is not a major issue...Some adjustments to urban zone boundaries will be appropriate to overcome planning anomalies and response to local issues, but overall the pattern of urban development will not change substantially from that which currently exists.'*

*'...a key strategy for our towns is to consolidate activity within the existing urban areas, taking full advantage of our existing infrastructure and assets...'*

Settlement Strategy 1: Consolidate development within and around the existing towns and villages and avoid unnecessary urban expansion and rural subdivision

Relevant objectives, aside from protecting land for coal, include:

- *To consolidate development within currently planned boundaries in order to reinforce, strengthen and increase the attractiveness of the existing towns and activity centres and to maximise the use of existing infrastructure.*
- *An action to achieve this is to prepare local structure plans*
- *To retain clear boundaries between urban areas and their surrounding rural hinterland*
- *To limit new residential subdivision to the residential areas shown on the local structure plans and planning schemes for each town*

Settlement Strategy 2: Enhance the quality and amenity of the urban and rural areas of Latrobe, including the renewal of older public housing areas to provide increased choice, more home ownership opportunities and improved living environments

Relevant objectives include:

- *To improve the appearance and amenity of urban and rural areas throughout the municipality and encourage development which contributes to the attractiveness and amenity of the municipality.*
- *To encourage a wider variety of housing types, especially smaller and more compact housing, to meet the changing housing needs of the community.*

It is noted that this Strategy Plan was developed in 1997, during which time Latrobe was experiencing economic and population decline. In recent years Latrobe has in fact experienced a period of growth in both these areas, as is discussed in Section 3.

#### 4.2.9 Structure Planning for Activity Centres - General Practice Note

This document was released in December 2003 by the Department of Sustainability and Environment (DSE). Whilst, this practice note was specifically designed for structure planning associated with Principal and Major Activity Centres, the same planning process can be applied to all types of centres, including regional centres. Activity centres are referred to in this practice note as '*places where people shop, work, meet, relax and live.*'

The document recognises 'structure planning' as '*the process of developing a framework for the integrated development of an activity centre*' and '*to provide effectively for changing community needs.*' The document also recognises that '*a structure plan will usually require a planning scheme amendment as one of its implementation mechanisms.*'

#### 4.2.10 Latrobe City Heritage Study (2008)

The draft Latrobe City Heritage Study was completed in 2008. Latrobe City Council engaged Context Pty Ltd to revise the 2007 Latrobe City Heritage Study. The purpose of

this Study was to identify, assess and document places of post-contact cultural significance within Latrobe City and to make recommendations regarding their future conservation.

Council plans to implement the recommendations of this 2008 Study through the introduction of a revised Heritage Overlay to the Latrobe Planning Scheme. Council intends to commence this planning scheme amendment in 2009. A summary of the findings and recommendations of this Study are provided in further detail at Sections 5.2, 6.2 and 7.2.

#### 4.2.11 Latrobe Rural Residential Strategy Study (2002)

This study reviewed rural living policy and analysed existing areas of Rural Living land within Latrobe and recommended a number of zoning and policy changes. The recommendations of this study were implemented through Latrobe Planning Scheme Amendment (C7).

Whilst the Latrobe Rural Residential Study (2002) is now over six years old and is considered outdated, it identified a number of positive and negative impacts of rural residential development. The report concluded that rural residential development can result in negative impacts such as:

- *The loss of high quality rural land that is vital to local economic activity.*
- *Ongoing maintenance costs for physical infrastructure (eg. Roads).*
- *Social isolation.*
- *Loss of rural amenity, landscape and heritage values; and*
- *Adverse environmental impacts.*

The report also concluded that rural residential development can result in positive impacts such as:

- *Benefits to the quality of life experienced by residents.*
- *An introduction to the rural experience; and*
- *Diversity of choice in residential arrangements.*

The proposed Municipal Strategic Statement identifies a new Rural Living Study under Clause 21.08 Further Strategic Work Program.

#### 4.2.12 Minister's Direction No. 6

At present rural residential living allotments are spread across Latrobe City and attract many residents to the municipality. In considering possible future locations for rural residential and low density residential development, the objectives of Minister's Direction No. 6 Rural Residential Development should be considered and appropriately addressed.

Minister's Direction No. 6 applies to the preparation of planning scheme amendments to allow rural residential development, including Low Density Residential Zone and Rural Living Zone. The key objective of Minister's Direction No. 6 *'is to manage the provision of sustainable rural residential development so that it supports sustainable housing and settlements and does not compromise Victoria's agricultural, natural, environmental, landscape and infrastructure resources.'*



Minister's Direction No. 6 requires that *'in preparing an amendment which would have the effect of allowing rural residential development, a planning authority must demonstrate and show in the explanatory report that the proposed rural residential development:*

- *Is consistent with the housing needs and settlement strategy of the area.*
- *Is supported by and supports sustainable and viable settlements and communities.*
- *Does not comprise the sustainable future use of existing natural resources, including productive agricultural land, water, mineral and energy resources.*
- *Protects existing visual and environmental qualities of the area, such as landscape, water quality, native vegetation, habitat and biodiversity.*
- *Avoids predictable adverse environmental processes and effects, such as flooding, erosion, landslip, salinity or wildfire.*
- *Can efficiently be serviced by social and physical infrastructure, at an acceptable and sustainable community cost.*

#### 4.2.13 Regional Catchment Management Strategy

West Gippsland Catchment Management Authority's (WGCMA) document *'The Strategy – Our Vision and Regional Overview'*, provides a summary of key strategy themes and strategic interventions. There are a number of key objectives and strategic interventions for planning and management, infrastructure management and intergovernmental coordination which are relevant to the future land use and development of the small townships in Latrobe. These include the following:

##### **Planning and Management (PM)**

*'The alignment of information with planning includes a focus on future land use planning at a regional level. Local government has the power to influence the greatest changes in this area through the Municipal Planning Scheme, which includes the Local Planning Policy Framework, Municipal Strategic Statements, and Zones and Overlays among other things, and by using the Gippsland Local Government Network to influence developments of regional impact or to address issues of regional significance such as flood management or economic development. The integration of land capability and land suitability into land use plans has already begun in some municipalities, and this Strategy supports the expansion of this concept to all other municipalities in the region.'*

Objectives of the strategic interventions for Planning and Management are to:

- *Improve regional coordination of land use planning and management;*
- *Provide best available information and technical support as a basis for future land use planning; and*
- *Provide a regional vision for future land use.*

### **Infrastructure Management (IM)**

*'Using sound infrastructure planning principles, local governments and authorities can guide the location of land uses to optimise use of the assets while preventing conflicts that sometimes arise within the community (eg traffic noise) and managing risks to property (eg flood mitigation).'*

The aspects of infrastructure management that this Strategy focuses on are:

- *Infrastructure to enable the use of natural resources, such as roads, water and appropriate power supply;*
- *Infrastructure that may impact on the health and use of natural resources, such as siting of new roads, bridges and waste treatment and disposal; and*
- *Infrastructure that helps to protect people and production from natural events such as flooding.*

#### **4.2.14 Options for an Innovative Wastewater Management Scheme for Tyers**

The *Options for an Innovative Wastewater Management Scheme for Tyers* was a report prepared by Whitehead and Associates Environmental Consultants in June 2008. This report, which is further detailed at Section 7.2, provided Latrobe Council with a range of concept design options for an *'innovative wastewater management scheme'* in Tyers.

## 5 Boolarra

### 5.1 Introduction and Context

Boolarra is a small town situated in the foothills of the Eastern Strzelecki Ranges approximately 40 kilometres south west of Traralgon and 160 kilometres east of Melbourne. The town is located at one end of the Grand Ridge Rail Trail, which extends through the Strzelecki Ranges from Mirboo North to Boolarra. The township has grown due to logging and dairy industries, which are still important today. Today the Boolarra township comprises of a primary school, pre-school and childcare facilities, a cluster of local shops, a police station, a hotel and sporting and recreation facilities.

Boolarra had a population of approximately 590 residents in 2006 and an estimated population of approximately 600 in 2008.

**Figure 6:** Local Context Plan

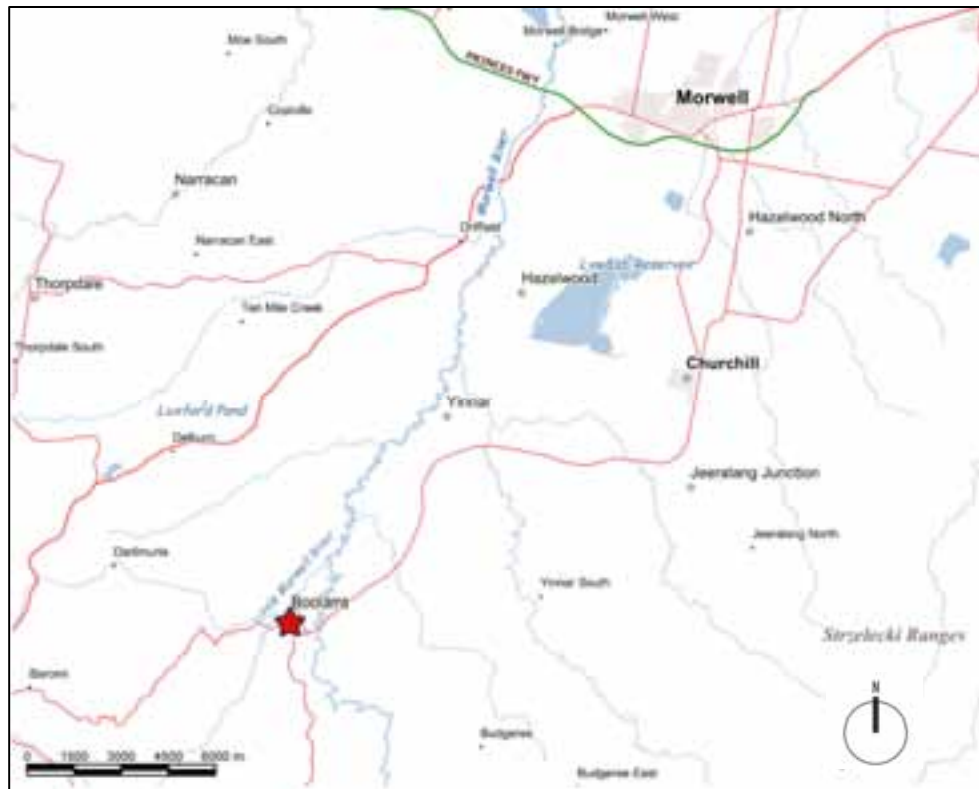


Image base sourced from: DSE Interactive Maps, 2009

Figure 7: Aerial Photograph of Boolarra



Aerial imagery sourced from: Latrobe City, 2008

## 5.2 Analysis

### 5.2.1 Existing Land Use & Planning Controls

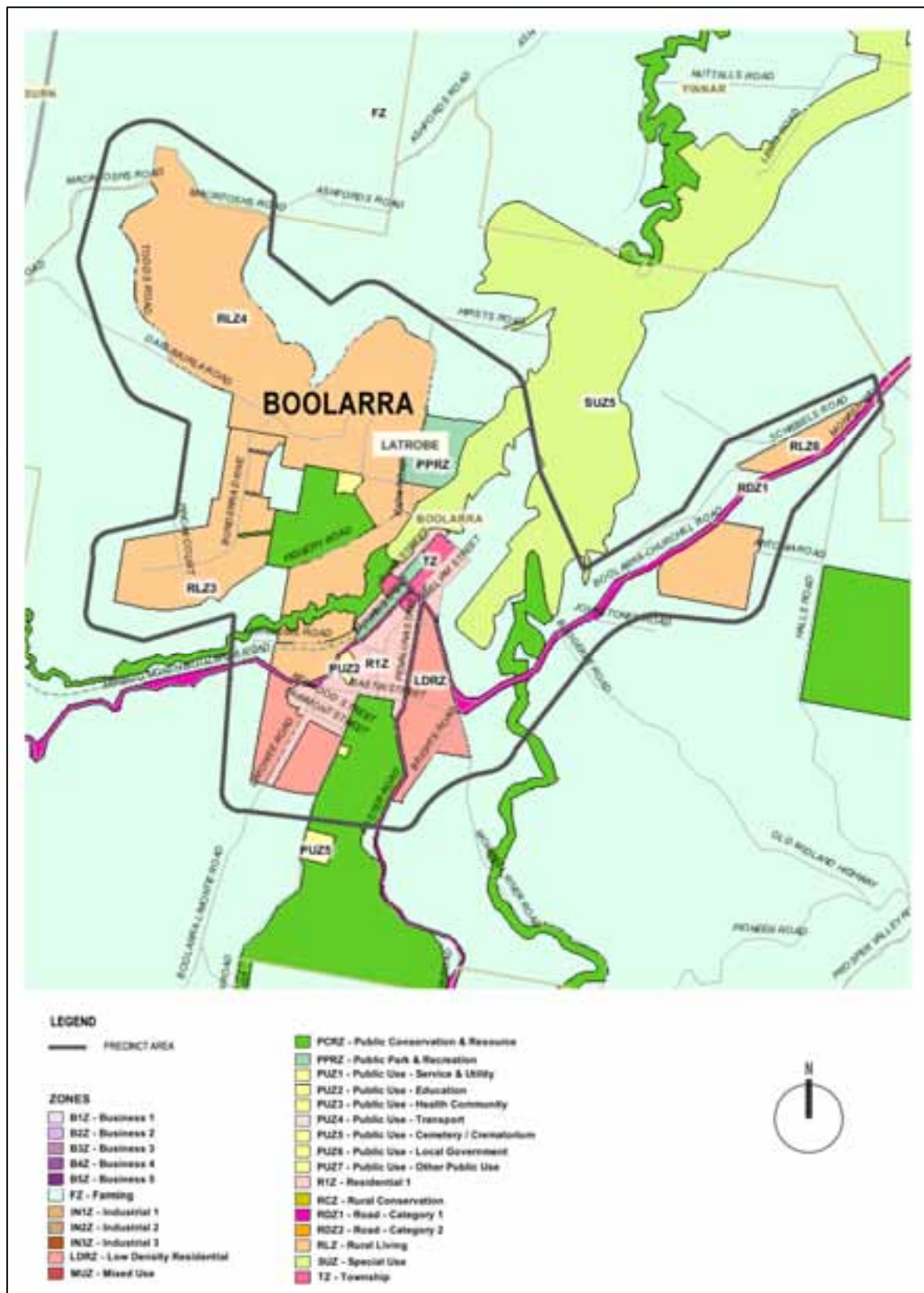
- The town centre where most of the local shops are located is currently zoned Township Zone.
- Standard residential allotments are predominantly zoned Residential 1 Zone (R1Z). There are a number of undeveloped parcels of R1Z within the township which have the potential for further subdivision in the future.
- Existing parcels of developed and undeveloped Low Density Residential Zone (LDRZ) exist in the township's east and south. The undeveloped LDRZ areas have the potential to be further subdivided into 0.4 hectare allotments in the future.
- A large area of Boolarra is utilised for rural living. These rural living areas are zoned Rural Living Zone (RLZ) – Schedules 3, 4 & 6. These RLZ allotments range from approximately two hectares to eight hectares. There is little potential for further subdivision of existing zoned rural living land.
- An extractive industry interest area is identified by the Latrobe Planning Scheme surrounding the Boolarra township boundary (refer Figure 14). The MSS states that *'Council will give consideration to protection of stone resources within these areas when considering applications for development and use.'*
- An area of land to the north of Boolarra has been set aside for the purposes of the Morwell River Diversion and is zoned Special Use Zone (SUZ) – Schedule 5.
- The Latrobe Planning Scheme identifies coal resources to the north of Boolarra. The State Resource Overlay (SRO) has been applied to these coalfields and the Environmental Significance Overlay (ESO) 'Urban Buffer' has been applied to land separating the township from these coalfields.
- Land currently zoned Public Use (PUZ) within the township includes, infrastructure facilities, the cemetery and the Boolarra Primary School.
- Significant areas of land in Boolarra have been set aside for the purposes of Public Conservation Resource Zone (PCRZ) and Public Park and Recreation Zone (PPRZ).
- An extensive area of land surrounding Boolarra is zoned Farming Zone (FZ). This includes the fish hatchery, located to the north of the township.
- A significant area of land in Boolarra is affected by the Wildfire Management Overlay (WMO). The heavily vegetated areas on the northern side of Little Morwell River and south of Bastin Street are affected by the WMO as well as a large number of rural living allotments to the north. Keeping in mind the WMO objectives, future expansion of residential or rural residential zones into these areas should be carefully considered.
- A significant area of land within the Boolarra township is subject to the current Land Subject to Inundation Overlay (LSIO). However, the proposed LSIO map shows a significantly reduced LSIO area, which affects only land to the north of the township.
- A request to rezone land from LDRZ to R1Z along Barktown Road has been made by landowners to Council in recent years. However, in the absence of land supply and demand data or other strategic justification, such as a structure plan, consideration of this application has not progressed.

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- Planning Scheme Zones are shown at Figure 8 & 9.
- Planning Scheme Overlays are shown at Figure 10.

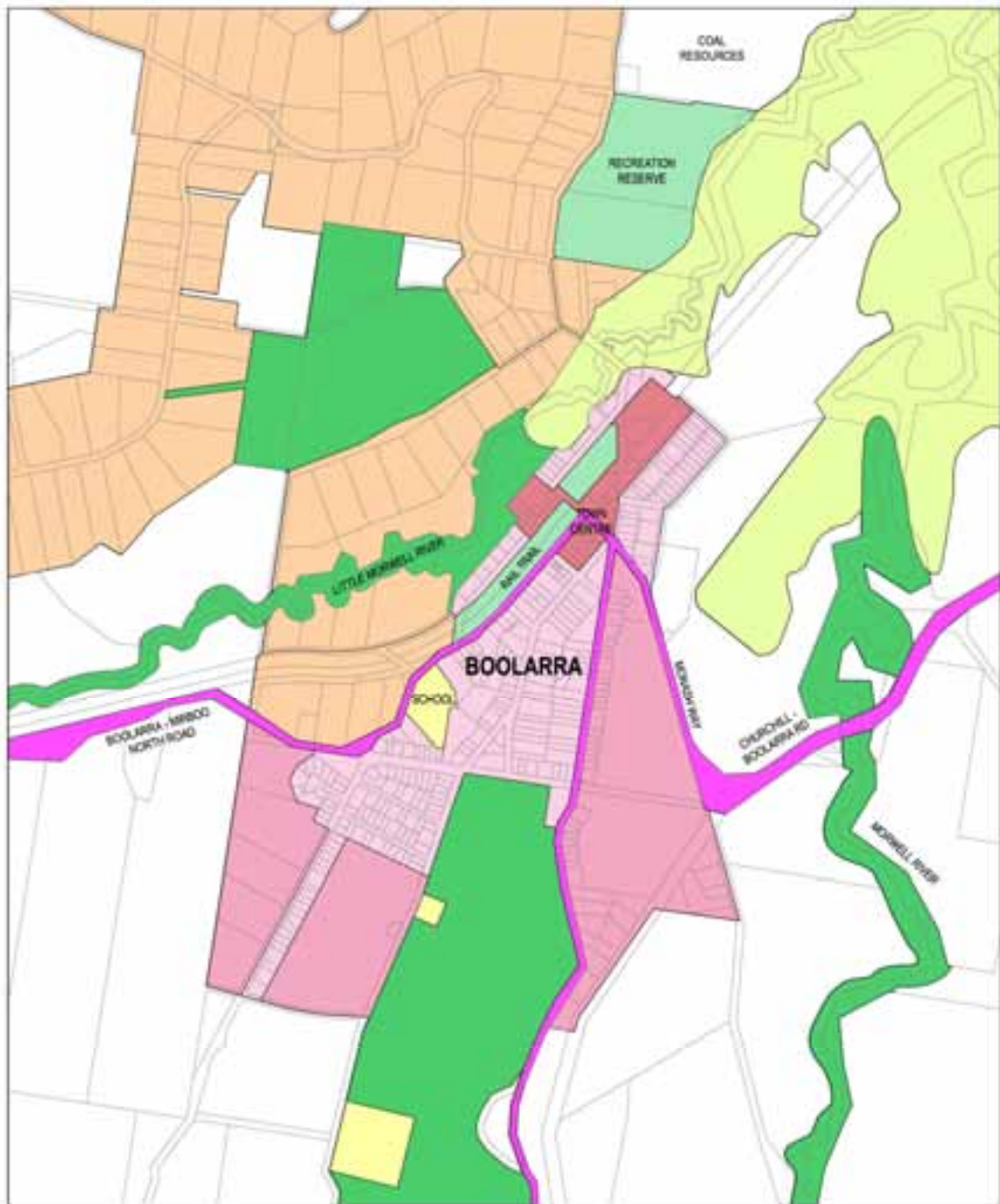


Figure 8: Boolarra Precinct and Zoning Plan



Mapping information sourced from: DPCD, 2008

Figure 9: Zoning Map of Boolarra Township



**LEGEND**

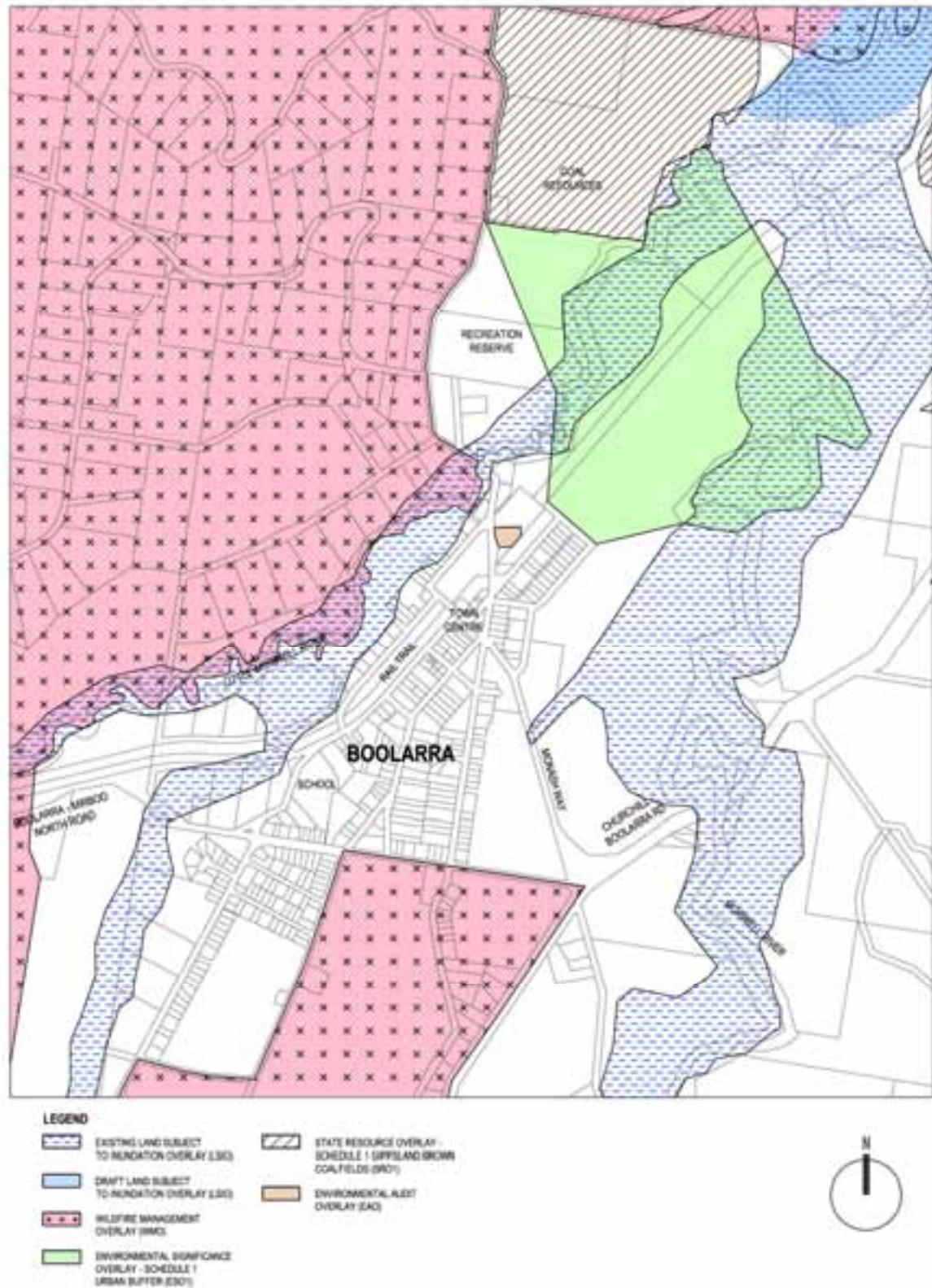
TOWNSHIP ZONE (TZ)	SPECIAL USE ZONE (SUZ)
RESIDENTIAL 1 ZONE (R1Z)	PUBLIC USE ZONE (PUZ)
LOW DENSITY RESIDENTIAL ZONE (LDNZ)	PUBLIC CONSERVATION & RESOURCE ZONE (PCRZ)
RURAL LIVING ZONE (RLZ)	PUBLIC PARK & RECREATION ZONE (PPRZ)
FARMING ZONE (FZ)	ROAD ZONE CATEGORY 1 (RSC1)



Mapping information sourced from: DPCD, 2008



Figure 10: Overlay Plan



Mapping information sourced from: DPCD & WGCM, 2008

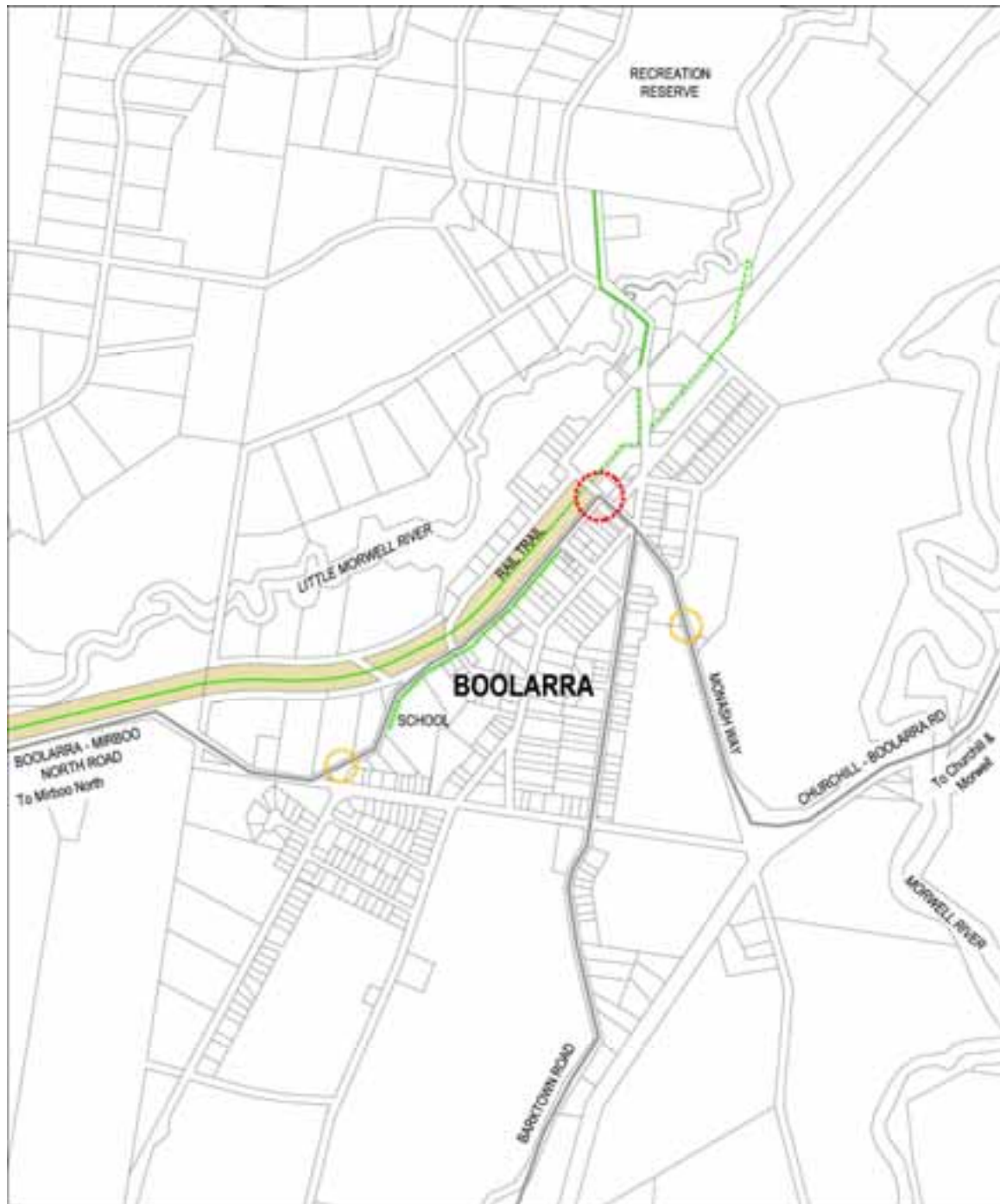
## 5.2.2 Access

The following analysis details pedestrian, bicycle and vehicle access in the Boolarra township. This analysis is based on a site assessment and feedback and comments from the community workshop and VicRoads.

Access is an important consideration in land use and development planning. The following traffic issues and opportunities are identified:

- No significant traffic issues were raised by VicRoads.
- New development proposals should consider and appropriately address impacts of additional traffic volumes on existing roads.
- There is an opportunity to provide improved pedestrian and linkages throughout the township. Few constructed paths exist in Boolarra, with most pedestrian access routes being informal accessways along nature strips. It is essential that all new development proposals provide appropriate pedestrian access and connections to the satisfaction of Council.
- The existing amenity of the main vehicle entrances/approaches to the township has the potential to be improved, through use of landscaping treatments, additional signage, etc.
- An opportunity exists to implement the recommendations of Latrobe Bicycle Strategy Plan 2007 – 2010.
- The Grand Ridge Rail Trail, which extends through the Strzelecki Ranges from Mirboo North to Boolarra is utilised by both visitors and residents. Protection and appropriate management of this shared trail is essential not only for pedestrian and bicycle access through the centre of the town, but also for heritage conservation.
- An access plan for Boolarra is provided at Figure 11.

Figure 11: Access Plan



- LEGEND**
- |  |  |
|--|--|
|  ACTIVITY CENTRE        |  BOOLLARRA TO MIRBOO NORTH RAIL TRAIL       |
|  MAIN TOWNSHIP APPROACH |  EXISTING LOCAL OFF-ROAD BIKE PATH ROUTE    |
|  MAIN ROADS             |  PROPOSED LOCAL OFF-ROAD BIKE PATH ROUTE    |
|  |  PROPOSED PRIORITY OFF-ROAD BIKE PATH ROUTE |



### 5.2.3 Heritage

#### Latrobe City Heritage Study (2008)

The *Draft Latrobe City Heritage Study (2008)* details the settlement history of this 'railway town' and lists places of post-contact cultural heritage significance. This Study identifies a number of sites with notable heritage significance in Boolarra. Sites of local significance include the Selector's Arms Hotel (former) in Austin Street, the Boolarra Memorial Park in Park Road and a residential house, the Christ Church Boolarra, St Francis De Sales Catholic Church and Boolarra State School No. 2617 and residence all in Tarwin Street. Shops in Austin and Duke Street and the Club Hotel in Duke Street have been identified as having potential Local Significance.

#### Aboriginal Cultural Significance

A significant area of Boolarra is identified as 'culturally sensitive'. These areas, which are defined by Aboriginal Affairs Victoria (AAV), identify known existing artefacts and heritage areas, as well as areas which are likely to have cultural heritage significance. The Little Morwell River, O'grady Creek and Morwell River environs are identified on the AAV maps as 'sensitive areas' (refer Figure 12).

Activities, including development, buildings and works, ground disturbance, etc. within these sensitive areas may require a cultural heritage management plan to be prepared. Proposals for new development should have regard to the *Aboriginal Heritage Act 2006* and *Aboriginal Heritage Regulations 2007*.

### 5.2.4 Landscape & Environment

Boolarra's landscape is varied, with significant areas of cleared farmland, natural bushland and scattered remnant vegetation. In some areas, the topography is low-lying and flood affected whilst in others it is steep and undulating. Figure 13 shows topography, waterways and significant areas of native vegetation. In summary:

- Due to the varied landscape and environmental conditions a diverse range of vegetation species exist within and surrounding the township. A number of Ecological Vegetation Classes (EVC's) have been identified in Boolarra. These include Damp Forest, Herb-Rich Foothill Forest, Plains Grassy Forest, Swampy Riparian Woodland, Lowland Forest and Wet Forest.
- The native vegetation reserve to the north of the township, which is owned by DSE, is zoned Public Conservation. This reserve contains two significant types of vegetation: Damp Forest with a conservation significance of endangered and Lowland Forest with a conservation significance of vulnerable. It is crucial to retain and conserve this reserve.
- The native vegetation reserve to the south of the township, which is owned by DSE, is zoned Public Conservation. This reserve contains two significant types of vegetation: Plains Grassy Forest with a conservation significance of endangered and Lowland Forest with a conservation significance of vulnerable. It is crucial to retain and conserve this reserve.

- Large areas of agricultural land surrounding the township have been cleared and pasture improved. Whilst native grasses are unlikely to occupy much of this land, any future rezoning and developments of these, or any other area, should provide an appropriate native vegetation assessment and have regard to relevant local and State native vegetation policies. Consideration should also be given to the retention and management of natural waterways and scattered remnant trees in areas proposed for future development.
- The natural bushland areas have high visibility from the township and numerous vantage points. These views should be retained as they enhance the natural setting of the township.
- A large area of Boolarra has a number of characteristics which make it very vulnerable to bushfire risk, including plantation forestry, native bushland and steep topography, particularly land to the north and south of the township. These areas are identified as having wildfire risk. The Wildfire Management Overlay has been applied to these areas (refer Figure 10).

### 5.2.5 Extractive Industry Interest Areas

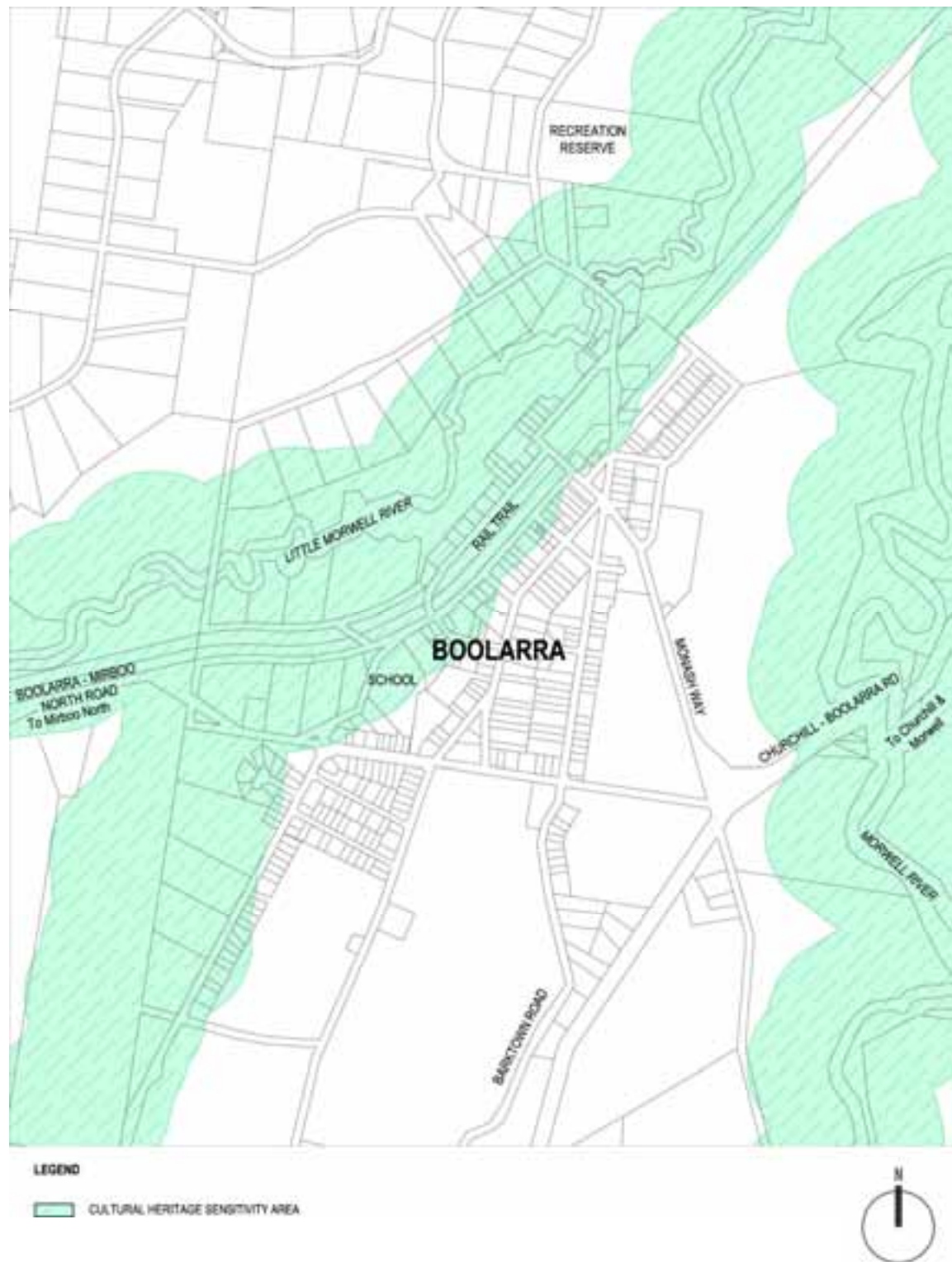
Latrobe City contains significant stone resources including basalt, gravels and sands and limestone. A significant area of Boolarra is identified as 'Extractive Industry Interest Area'. (refer Figure 14)

The Extractive Industry Interest Areas have been mapped to identify land which may contain extractive stone resources. These areas are described in more detail in the Latrobe Supply Area – Extractive Industry Interest Area 1999 report.

Whilst these areas do not preclude development from occurring, the Department of Primary Industries (DPI) and Council will give consideration to protection of stone resources within these areas when considering applications for development and use.

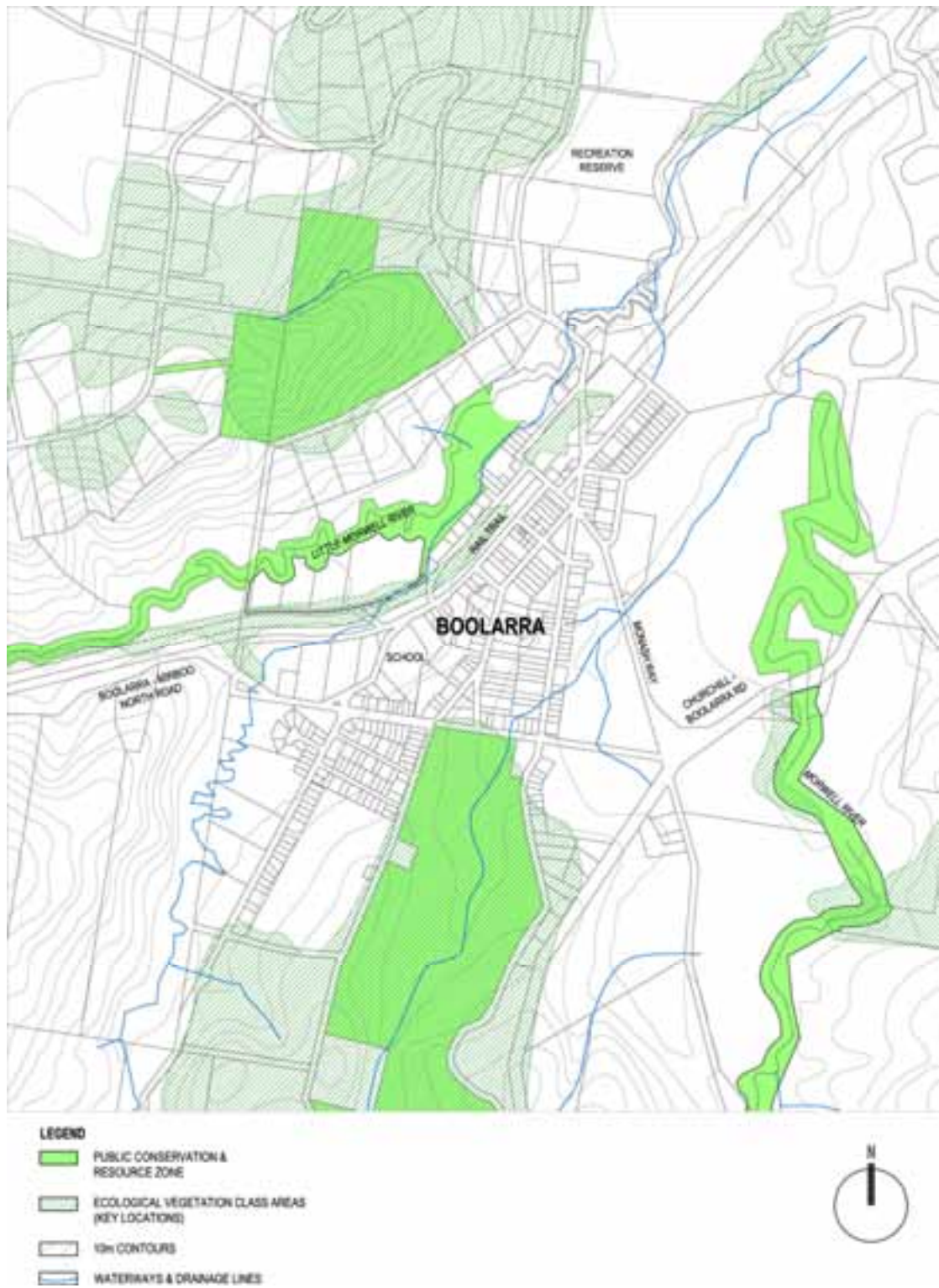


Figure 12: Cultural Heritage Sensitivity Areas



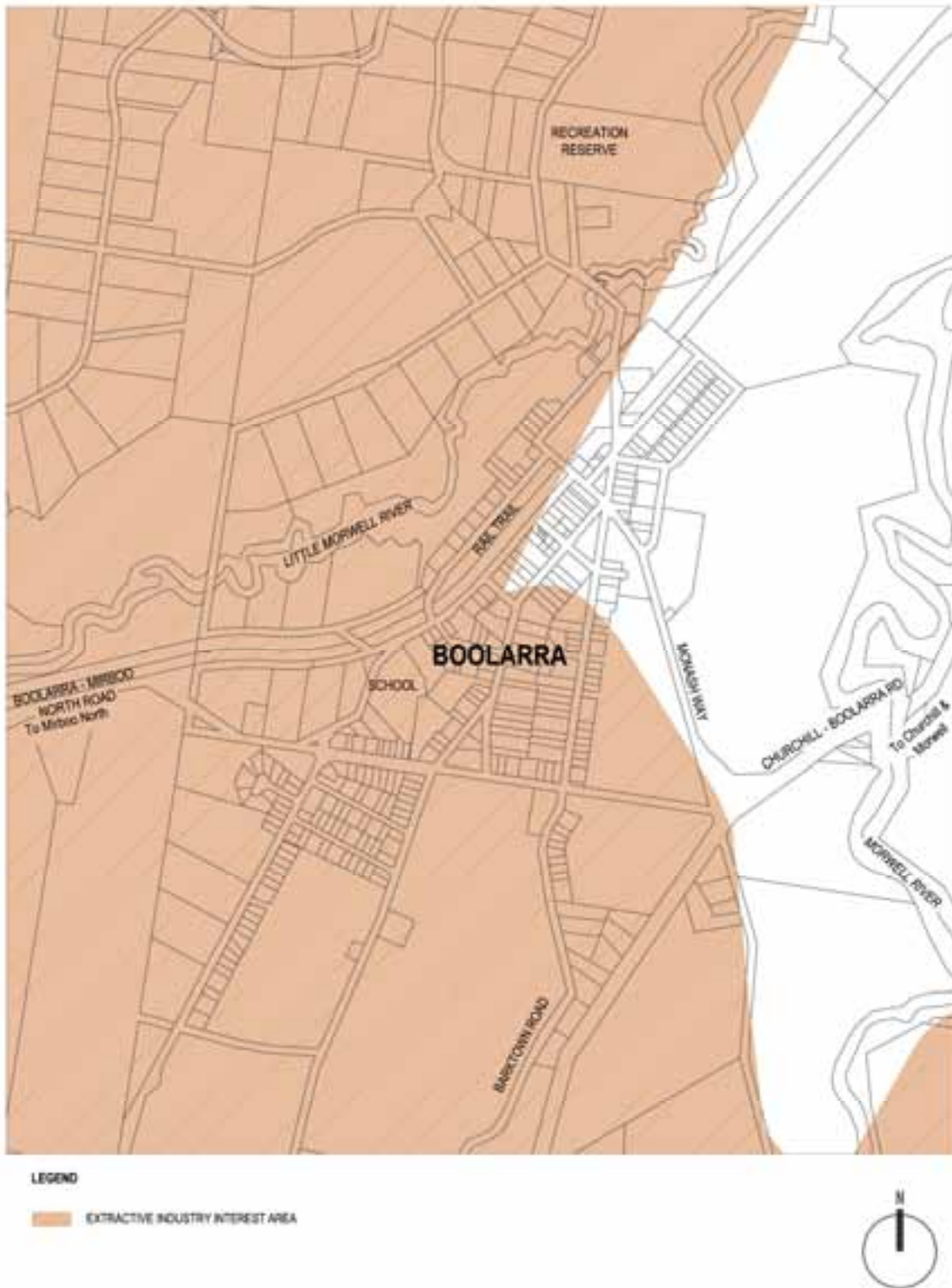
Mapping information sourced from: AAV, 2008

Figure 13: Landscape & Environment Plan



Mapping information sourced from: DSE, 2008

Figure 14: Extractive Industry Interest Area Map



Mapping information sourced from: DSE, 2009



### 5.2.6 Floodplains, Waterways, Catchment Management and Water and Sewerage Infrastructure

There are a number of natural waterways in Boolarra, including Morwell River, Little Morwell River and O'Grady's Creek as well as many minor waterways. These waterways are identified on Figure 13. The area of land currently affected by the LSIO is significantly reduced in the draft LSIO maps as is shown at Figure 10. This amended mapping, once introduced into the Latrobe Planning Scheme, will reduce floodplain constraints on future land use and development within the town.

General discussions were held with the West Gippsland Catchment Management Authority (WGCMA) and Gippsland Water (GW) in December 2008. In summary:

- WGCMA indicated that development of vacant zoned residential and low density residential land within the Boolarra township does not present any specific implications for flooding.
- WGCMA noted that future developments should consider opportunities for both stormwater treatment and domestic wastewater treatment and reuse.
- A reticulated water and sewerage system exists within the township. GW indicated that the existing infrastructure capacity is able to provide for approximately an additional 100 allotments without the need for significant infrastructure upgrade. Future plans exist to link Boolarra's reticulated sewerage system with Yinnar's.
- WGCMA noted that all new residential development should utilise principles of WSUD to reduce adverse impacts associated with increased storm water runoff.

### 5.3 Community Consultation

A community consultation workshop with the Boolarra community was held on 28<sup>th</sup> August 2007. This workshop was undertaken to inform the community of the structure plan process and gain a better understanding of community aspirations for future land use and development. The following provides a summary of workshop discussions:

Values of township:

- Natural environment, including the tranquil natural setting, birds, wildlife, bushland, river frontage and open spaces such as Primrose Park and Apex Park, are highly valued.
- Housing is affordable.
- The town has a 'village' feel, with a strong community. Boolarra is a 'safe' and 'connected' community.
- The rail trail is an integral part of the community, with strong historical significance. Heritage features such as this trail should be retained.

The following key issues, opportunities and constraints were raised at the meeting:

- Lack of medium-higher density housing, such as units. These should be located close to the centre of town to support local businesses.

- Provide more affordable, but innovative, low cost housing in town.
- Opportunity to extend and enhance the existing rail trail.
- Town entrances could be further improved.
- Provide land for recreational activities, allowing for potential camping facilities and bushwalking trails.
- Opportunity to plan for future increase in population that may result from limited available land in nearby large towns.
- The rural feel should be retained by providing 'larger' lots sizes and limiting the number of smaller lot sizes.
- The town should be retained as is, with no additional residential expansion provided.
- Lots should preferably be greater than 2000sqm to attract new demographic that wish to live sustainably and grow their own food.
- The land opposite the Boolarra Hotel on Monash Way, has the potential to be utilised for residential development. However, drainage issues were raised as a possible impediment to development on this site. Suggestion that a wetland or other recreational uses could be developed on this site.
- Opportunity to provide land for sustainable commercial and industrial uses close to town centre for purposes such as manufacturing, fish and/or farmers markets. This would also assist in increasing employment opportunities.
- Any type of heavy industry would not be a preferred use within the township.
- Concerns that the residential population and influx of tourists and visitors to Boolarra is not great enough to support businesses.
- Investigate possible extension of the Rail Trail to Yinnar.
- Building heights should be three storey maximum.
- Retain and enhance the connections through and between open spaces.
- Provision of water (Yinnar Pipeline) and gas may be a limitation to development.

This community consultation workshop has provided valuable input into the Boolarra Small Town Structure Plan with many suggestions being extremely relevant to future land use, development and settlement options within the township. Other comments not considered relevant for this particular project, including those related to tourism opportunities and urban form, may still be useful for possible future studies, such as Town Centre Plans or Urban Design Guidelines.

Key points made by the Boolarra community which have been included in the Structure Plan for the township include; consolidating business and commercial activities in the town centre, improving housing choice and protecting public open space reserves and the natural environment. It was agreed that a key objective was to retain and promote Boolarra's rural atmosphere and residential service centre role.

A number of community members stated that no further residential expansion should occur, some were of the view that larger rather than smaller allotments should be provided. Others were of the view that there is a lack of smaller sized residential allotments available in close proximity to the town centre. In response to these comments, it is considered warranted that land should be made available for residential use in the future and that

diversity in housing choice and lot size should be provided. This includes the need to encourage some smaller sized residential allotments and 'infill' development in close proximity to the town centre. This view is also supported by State and local planning policy.

## 5.4 Key Settlement Recommendations

### 5.4.1 Supply and Demand for Residential and Rural Residential Land

Recent land subdivision and development trends show that Boolarra is growing slowly. Many people move to Boolarra seeking a 'tree-change', in a township with a relaxed community atmosphere and rural living environment.

In drawing on the findings and recommendations of the *Latrobe City Council Residential and Rural Residential Land Assessment 2009* and in providing land use and development directions to the year 2023 and beyond, the following recommendations are provided:

- Subdivision and development of existing residential areas should be encouraged within the township to increase supply and provide greater housing choice and variety. More specifically, there are a number of large sized residential allotments between Church and Tarwin Streets, which have the potential for further subdivision.
- No additional Residential 1 Zone land is required in order to meet forecast requirements to the year 2023.
- Additional land suitable for Residential 1 Zone should be protected for longer term planning purposes.
- Future subdivision of existing zoned Low Density Residential areas should be encouraged within the township to increase supply and provide greater housing choice and variety.
- No additional Low Density Residential Zone land is required in order to meet forecast requirements to the year 2023 and beyond.
- No additional Rural Living Zone land is required in the immediate future. There is sufficient vacant lot supply to meet forecast demand under a high growth scenario to the year 2019. This structure plan has not identified future RLZ areas due to the fact that significant land use constraints, such as coal resources, steep topography and wildfire risk, exist around the township of Boolarra. It is recommended that the consumption of limited developable land in Boolarra for RLZ be considered at a later date. Council's proposed MSS lists a Rural Living/Low Density Residential Study in its future strategic works program. It is recommended that this study determines whether Boolarra is an appropriate location for additional rural living, and if so identify an appropriate location for such development, using up to date land supply and demand data.

In calculating the area of land required over and above existing zoned land in Boolarra, the following assumptions are made:

- The high growth scenario prevails with a forecast annual residential dwelling demand of 6.3. This equates to a dwelling demand of 95 to the year 2023.

- None of the large occupied lots with subdivision potential are subdivided in the next 15 years.
- New R1Z would achieve a density of 10 lots per hectare, which is consistent with the surrounding areas of R1Z and TZ, and account for 35% of dwelling demand. This equates to 33 R1Z dwellings to the year 2023.
- New LDRZ would achieve a density of 2 lots per hectare and account for 30% of dwelling demand in Boolarra. This equates to 29 LDRZ dwellings to the year 2023.
- Existing vacant RLZ land (estimated at 26 allotments) within the Boolarra precinct would be developed with no additional RLZ land provided. This equates to 25 RLZ dwellings, or 26.4% dwelling demand, to the year 2023. The remaining 8.7% of dwelling demand for RLZ in Boolarra should be allocated to an appropriate residential or rural residential zone such as LDRZ, pending the outcome of a Rural Living Study.

Based on the above assumptions, there is no requirement to provide additional R1Z, LDRZ or RLZ land over and above existing zoned land in Boolarra. The existing vacant lot potential within the R1Z and LDRZ zones are adequate to meet forecast demand to at least 2034 under a high growth scenario. The existing vacant lot potential within the RLZ zone is adequate to meet forecast demand to the year 2019. However, there is a requirement to identify directions for future urban growth to ensure land is protected for long-term R1Z expansion.

#### **5.4.2 Settlement Opportunities**

There are a number of vacant undeveloped land parcels zoned residential, township and low density residential, which have the potential for further subdivision. Subdivision of these areas, which are owned by numerous landholders, should be encouraged to improve housing choice and diversity within the township and provide for forecast dwelling demand in coming years. The preparation of Development Plans for these areas may facilitate this development outcome.

A parcel of farmland north of Monash Way, to the east of the existing township is identified as having the potential to be utilised for long-term residential development in the future. This site, which is relatively flat and unencumbered, is also close to the town centre. This site is considered the most appropriate location for future long-term development as compared with other sites adjoining the township boundary. Future long-term development of this site also provides an opportunity to integrate the main town entrance and hotel more cohesively with the township. It is recommended this site be protected for future long-term development.

### **5.5 Strategic Objectives for Land Use and Development**

The following sections detail specific local area objectives for Boolarra. These specific objectives expand on the broad objectives for the small town structure plans as detailed at Section 1.4 and have been developed taking into account the needs and aspirations of the community and key stakeholders. The following objectives provide future direction for

settlement, urban design, infrastructure and environment. The Boolarra Structure Plan which accompanies these objectives is provided at Figure 15.

**Table 5: Areas Identified on the Boolarra Structure Plan**

<b>Area</b>	<b>Description of Area</b>
<b>Area 1</b>	Boolarra Town Centre/Activity Centre. This centre is located between Little Morwell River Reserve and Penaluna Street.
<b>Area 2</b>	Grand Ridge Rail Trail Reserve (also referred to as the Mirboo North – Boolarra Rail Trail).
<b>Area 3</b>	Existing township area bounded by Patersons, William and Henry Street.
<b>Area 4</b>	Existing residential area bounded by Church and Tarwin Streets.
<b>Area 5</b>	Existing low density residential area bordered by residential development, farming land and Barktown Road.
<b>Area 6</b>	Existing low density residential area bordered by Monash Way, Penaluna Street and Bastin Street.
<b>Area 7</b>	Existing low density residential area bordered by Bastin Street and Brights Road.
<b>Area 8</b>	Core conservation area bordered by Bastin Street, Foster – Boolarra Road and Barktown Road.
<b>Area 9</b>	Core conservation area along Little Morwell River.
<b>Area 10</b>	Possible future long-term urban expansion area. This is existing farm land and special use zone (Morwell River Diversion) to the east of the township.

### 5.5.1 Objectives and Strategies: Vision, Planning and Design

#### **Boolarra Township Objectives:**

##### **General**

- Retain and promote Boolarra’s rural atmosphere and residential service centre role.
- Provide a visually attractive urban environment and enhance town entrances.
- Provide a safe and effective road and path network that allows for convenient movement of vehicles, pedestrians and cyclists.

##### **Open Space**

- Maintain and enhance existing public open space reserves, and protect the environmental features and habitat values of core conservation areas.

##### **Urban Growth and Built Form**

- Encourage a diversity of housing stock and create an integrated urban environment.
- Protect areas of rural land from fragmentation to allow for future urban growth.

- Encourage commercial development opportunities within the primary activity centre and surrounding township zone.
- Encourage well-designed development that responds to local site conditions with regard to environmental and heritage values and existing physical and community infrastructure.
- Identify improvements or additional infrastructure that may be required to accommodate future urban growth and development.
- Maintain an appropriate buffer between identified coal resources and urban development.
- Ensure appropriate zones reflecting the existing or recommended use are applied to the land.

### **Boolarra Township Strategies:**

The following strategies are recommended in order to achieve the objectives:

#### **General**

- Promote and support the village atmosphere.
- Ensure new developments enhance the visual amenity of town entrances, with particular emphasis on the eastern entrance from Monash Way.
- Facilitate the expansion of the cycling and pedestrian paths in accordance with the Latrobe City Bicycle Plan.

#### **Open Space**

- Maintain and protect core conservation and public open space areas, including the Boolarra-Mirboo North Rail Trail and implement the recommendations of the Latrobe City Open Space Plan (Areas 2, 8 & 9).
- Apply appropriate zones to public open space areas (Area 2).

#### **Urban Growth and Built Form**

- Ensure new developments have regard to land features and constraints, including environmental and heritage values and existing physical and community infrastructure.
- Promote opportunities for infill development within the township boundary and encourage increased diversity in residential allotment sizes (Areas 3, 4, 5, 6 & 7).
- Investigate the potential for Area 5 to yield higher density residential development.
- Establish a framework for the collection and apportionment of development contributions for social and physical infrastructure for land with subdivision potential.
- Promote commercial activity within the primary activity centre (Area 1) and surrounding township zone.
- Ensure an appropriate buffer is provided between urban development and coal resource areas.

- Protect development potential of land to the east of the township (Area 10) for possible future long-term urban growth.
- Investigate and resolve issues related to development potential of land zoned Special Use Zone.
- Apply the Development Plan Overlay and Design Development Overlay to residential and low density residential areas where appropriate.

### **5.5.2 Summary of Design and Development Schedule**

This overlay should be prepared to the satisfaction of the responsible authority and applied to new low density residential areas to ensure building design and form are of an appropriate nature and provide a sensitive interface between development and in particular the Traralgon-Maffra Road with regard to the town entrances.

It is recommended that the DDO be applied to include the following requirements:

- Building setbacks.
- Boundary fencing to be open style construction.
- Subdivision layout to allow for appropriate interface treatment and frontage to roads at the town entrances.
- Subdivision layout and building form to appropriately respond to the surrounding environment, including existing drainage corridors and native vegetation.
- Buildings of mass, height and form that will not visually dominate.

### **5.5.3 Summary of Development Plan Requirements**

Consideration needs to be given to preparing a Development Plan Overlay to low density residential zones (Areas 5, 6 & 7) and existing parcels of undeveloped residential land, particularly where there are numerous land holdings (Area 4).

This overlay should be prepared to the satisfaction of the responsible authority and relevant authorities to ensure well-designed and integrated development, particularly where multiple land owners exist.

Where DPO schedules are deemed appropriate, they may include some, or all of the following requirements:

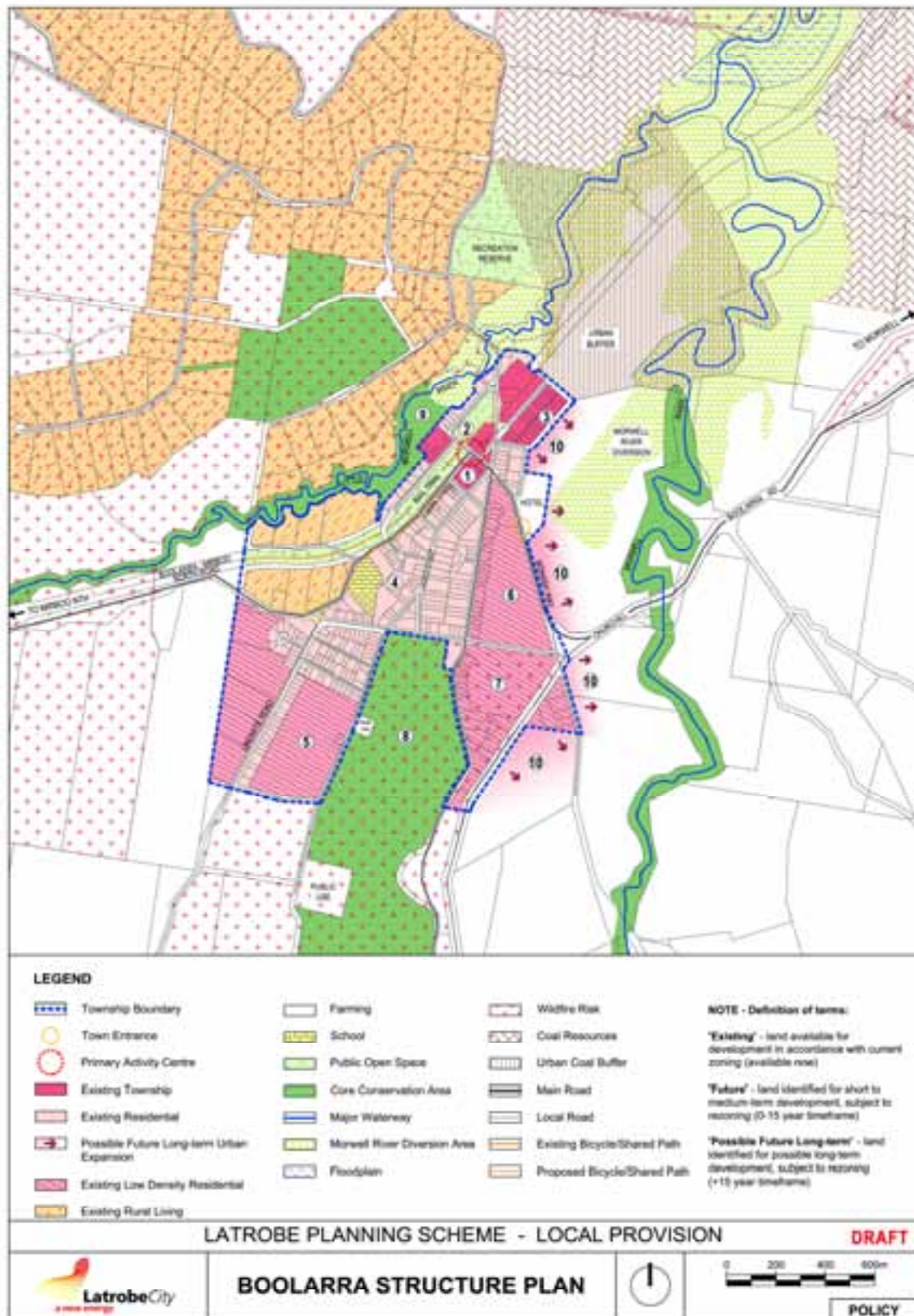
- Detailed site analysis and design response.
- Landscape plan including public open space areas.
- Traffic impact assessment, particularly in locations where intersections are provided to Category 1 Roads, such as Monash Way.
- Subdivision layout plan showing roads and lots.
- Stormwater management plan. This should include use of natural drainage corridors and construction and maintenance requirements for water bodies and wetlands.

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- Flora and fauna survey.
- Bushfire protection report in areas subject to wildfire.
- Conservation and archaeological management plan where required.
- Subdivision Staging Plan.



Figure 15: Boolarra Structure Plan



## 6 Glengarry

### 6.1 Introduction and Context

Glengarry is a small town situated approximately 11 kilometres north of Traralgon and 171 kilometres east of Melbourne. Glengarry was established after the railway arrived from Traralgon in 1883. Today the Glengarry township comprises of one primary school, one pre-school, local shops and businesses, public bar and restaurant and sporting and recreation facilities.

Glengarry had a population of approximately 1520 residents in 2006 and an estimated population of approximately 1510 in 2008.

**Figure 16: Local Context Plan**



Image base sourced from: DSE Interactive Maps, 2009

Figure 17: Aerial Photograph of Glengarry



Aerial imagery sourced from: Latrobe City, 2008

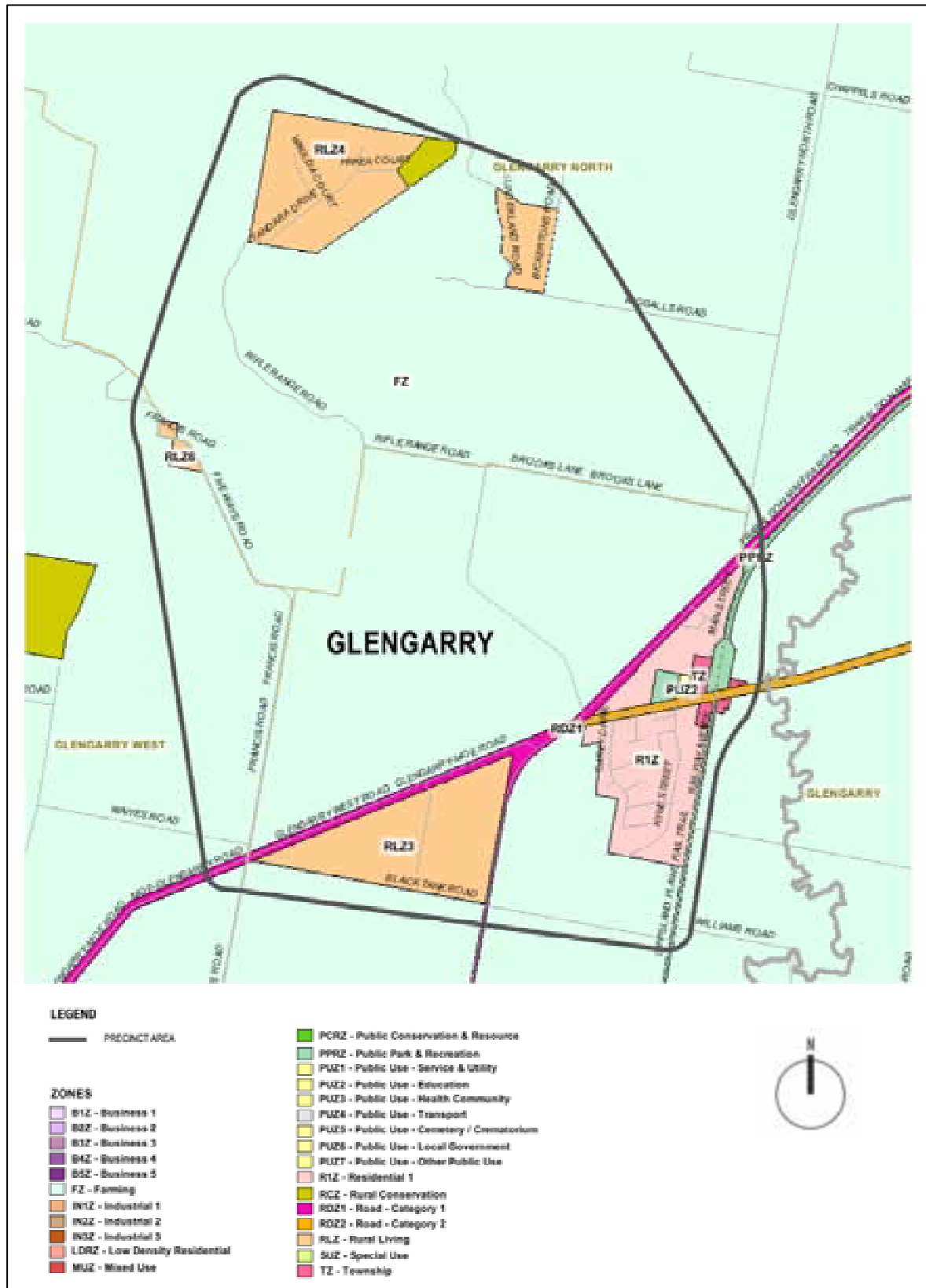


## 6.2 Analysis

### 6.2.1 Existing Land Use & Planning Controls

- Local shops and businesses located in the town centre are currently zoned Township Zone.
- Standard residential allotments are predominantly zoned Residential 1 Zone (R1Z). There are a number of large-sized developed and undeveloped residential allotments which have potential for further subdivision. The majority of these allotments are located to the South of Cairnbrook Road.
- No Low Density Residential Zone exists in the township.
- An area of Rural Living Zone 3 exists in Glengarry to the west of Traralgon- Maffra Road which allows for lot sizes of approximately two hectares. Additional rural living zone areas exist to the north and east of the precinct. There is little potential for further subdivision of existing zoned rural living land.
- The Latrobe Planning Scheme identifies no coal or stone resources within or immediately surrounding the Glengarry township.
- Land currently zoned Public Use (PUZ) within the township includes the Glengarry Primary School. Other public facilities are situated within the Township Zone (TZ).
- Significant areas of land in Glengarry have been set aside for the purposes of Public Park and Recreation Zone (PPRZ), including the Gippsland Plains Rail Trail and sporting reserve.
- An extensive area of land surrounding Glengarry is zoned Farming Zone.
- A significant area of land north of the Glengarry township is affected by the Wildfire Management Overlay (WMO). The presence of this overlay will not affect the future growth and development of Glengarry within the township boundary.
- A significant area of land within the Glengarry township is subject to the current Land Subject to Inundation Overlay (LSIO). However, the proposed LSIO maps shows a slightly reduced LSIO area. The flood affected land and floodplains are discussed in more detail at Section 6.2.8.
- Existing Planning Scheme Zones are shown at Figure 18 & 19.
- Existing Planning Scheme Overlays are shown at Figure 20.

Figure 18: Glengarry Precinct and Zone Plan



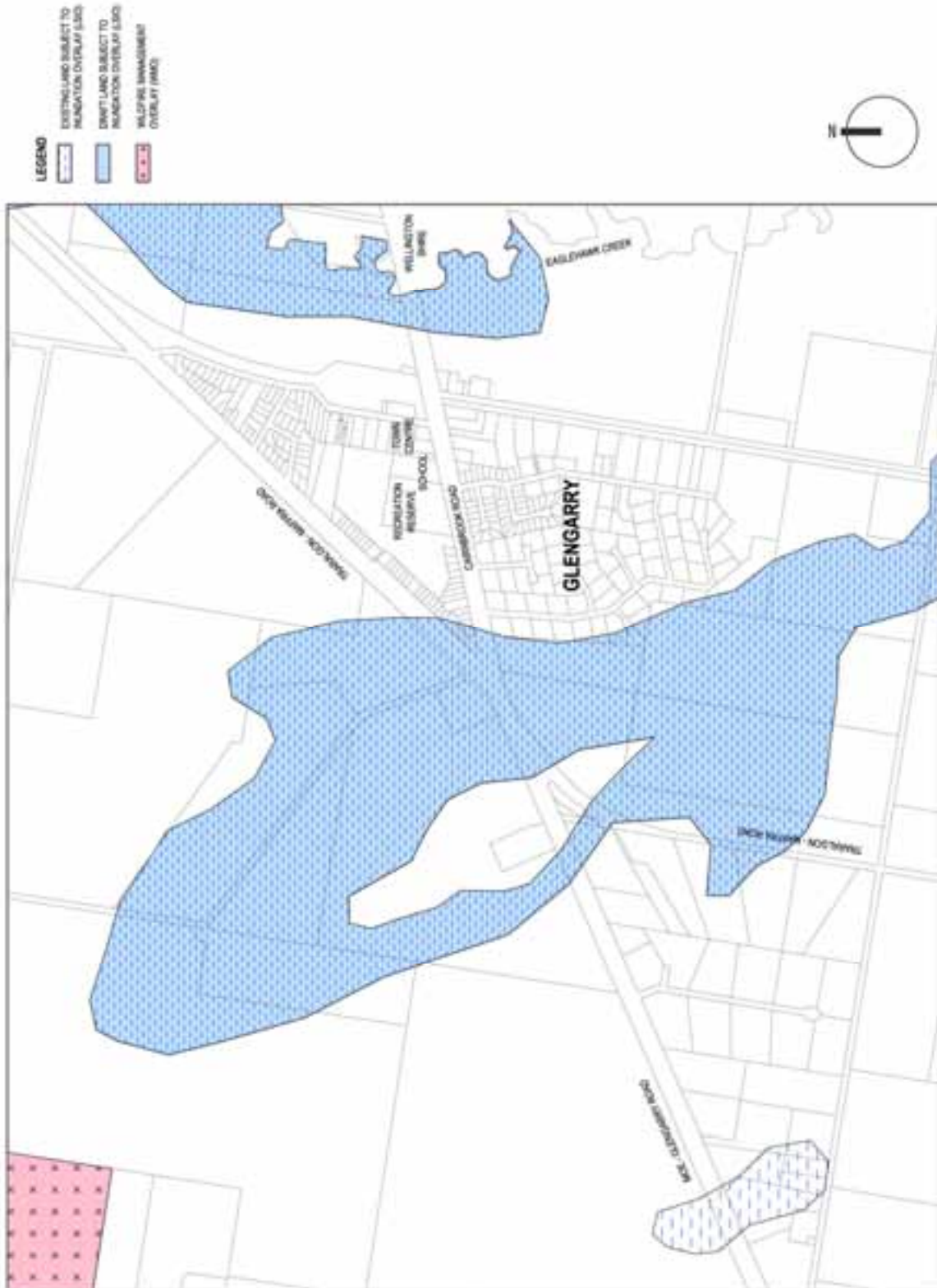
Mapping information sourced from: DPCD, 2008

Figure 19: Zoning Plan



Mapping information sourced from: DPCD, 2008

Figure 20: Overlay Plan



Mapping information sourced from: DPCD & WGCM, 2008

## 6.2.2 Access

The following analysis details pedestrian, bicycle and vehicle access in the Glengarry township. This analysis is based on a site assessment and feedback and comments from the community workshop and VicRoads.

Access is an important consideration in land use and development planning. The following traffic issues and opportunities are identified:

- No significant traffic issues were raised by VicRoads. It was noted that the intersection at Traralgon – Maffra and Cairnbrook Roads has recently been upgraded. Further works to this intersection would not be considered necessary as a result of the Structure Plans being adopted. Where a significant increase in traffic volume is proposed, consideration of further traffic calming measures may be necessary.
- New development proposals should consider and appropriately address impacts of additional traffic volumes on existing roads.
- There is an opportunity to provide improved pedestrian linkages throughout the township. Few constructed paths exist in Glengarry, with most pedestrian access routes being informal accessways along nature strips. All new development proposals should provide appropriate pedestrian access and connections throughout the development as well as providing links with existing connections and the town centre.
- The existing amenity of the main entrances to the township has the potential to be improved through landscaping treatments and additional signage.
- Implementing the Latrobe Bicycle Strategy Plan 2007 – 2010 will bring significant improvements to the bike and path trails and improve access throughout the township.
- The Gippsland Rail Trail, which passes through the town centre is utilised by both visitors and residents. Protection and appropriate management of this shared trail is essential not only for pedestrian and bicycle access through the town, but also for heritage conservation.
- An access plan for Glengarry is provided at Figure 21.



Figure 21: Access Plan



## 6.2.3 Heritage

### Latrobe City Heritage Study (2008)

The *Draft Latrobe City Heritage Study (2008)* details the settlement history of this 'railway' town and lists places of post-contact cultural heritage significance. This study identifies a number of sites with notable heritage significance in Glengarry. Sites of local significance include the Glengarry Mechanics' Institute, free library and St John's Church of England in Railway Avenue, residential house trees and outbuildings on Traralgon – Maffra Road, Scarne (Christensen family homestead) in Christensen's Road and the Glengarry West State School No. 4426 (former) on the Glengarry West Road. 'Riversdale' on Black Tank Road Glengarry is a place of potential local significance.

There are also number of places with local significance located on Cairnbrook Road. These places, which include the Glengarry Avenue of Honour, Glengarry Recreation Reserve Memorial Gates and trees, residential house, Glengarry Primary School No. 2888, Glengarry Uniting Church and St Columbkille's Catholic Church, have been grouped within a heritage precinct.

### Aboriginal Cultural Significance

Two areas in Glengarry are identified as culturally sensitive areas. These areas, which are defined by Aboriginal Affairs Victoria (AAV) identify known existing artefacts and heritage areas, as well as areas which are likely to have cultural heritage significance. One site is located to the north-west of the township and the other is located to the east, along the Eaglehawk River (refer Figure 22).

Activities, including development, buildings and works, ground disturbance, etc. within these sensitive areas may require a cultural heritage management plan to be prepared. Proposals for new development should have regard to the *Aboriginal Heritage Act 2006* and *Aboriginal Heritage Regulations 2007*.

## 6.2.4 Landscape & Environment

Glengarry's landscape is relatively flat, with significant areas of cleared farmland and scattered remnant vegetation. No large stands of native vegetation exist in close proximity to the township. An area of land to the east and south-east of the township is low-lying and flood affected. Figure 23 shows topography, significant areas of native vegetation and waterways. In summary:

- Due to land-clearing which has occurred in Glengarry, there are small scattered areas of remnant vegetation remaining. Two Ecological Vegetation Classes (EVC's) have been identified in Glengarry. These include Plains Grassy Woodland and Swamp Scrub.
- Large areas of agricultural land surrounding the township have been cleared and pasture improved. Whilst native grasses are unlikely to occupy much of this land, there are a number of isolated remnant trees present, with small patches of native grasses under the bases of some trees. The retention of remnant vegetation will require assessment for all future development proposals.

- Any future rezoning and development applications should be supported by an appropriate native vegetation assessment and have regard to relevant local and State native vegetation policies. Consideration should also be given to the retention and management of natural waterways in identified future development areas, as well as native vegetation in existing road reserves.
- The Glengarry township itself has not been identified as having significant wildfire risk. However, land to the north-west of the township has been identified as having significant wildfire risk and the Wildfire Management Overlay (WMO) has been applied to this area (refer Figure 20).

### **6.2.5 Extractive Industry Interest Area**

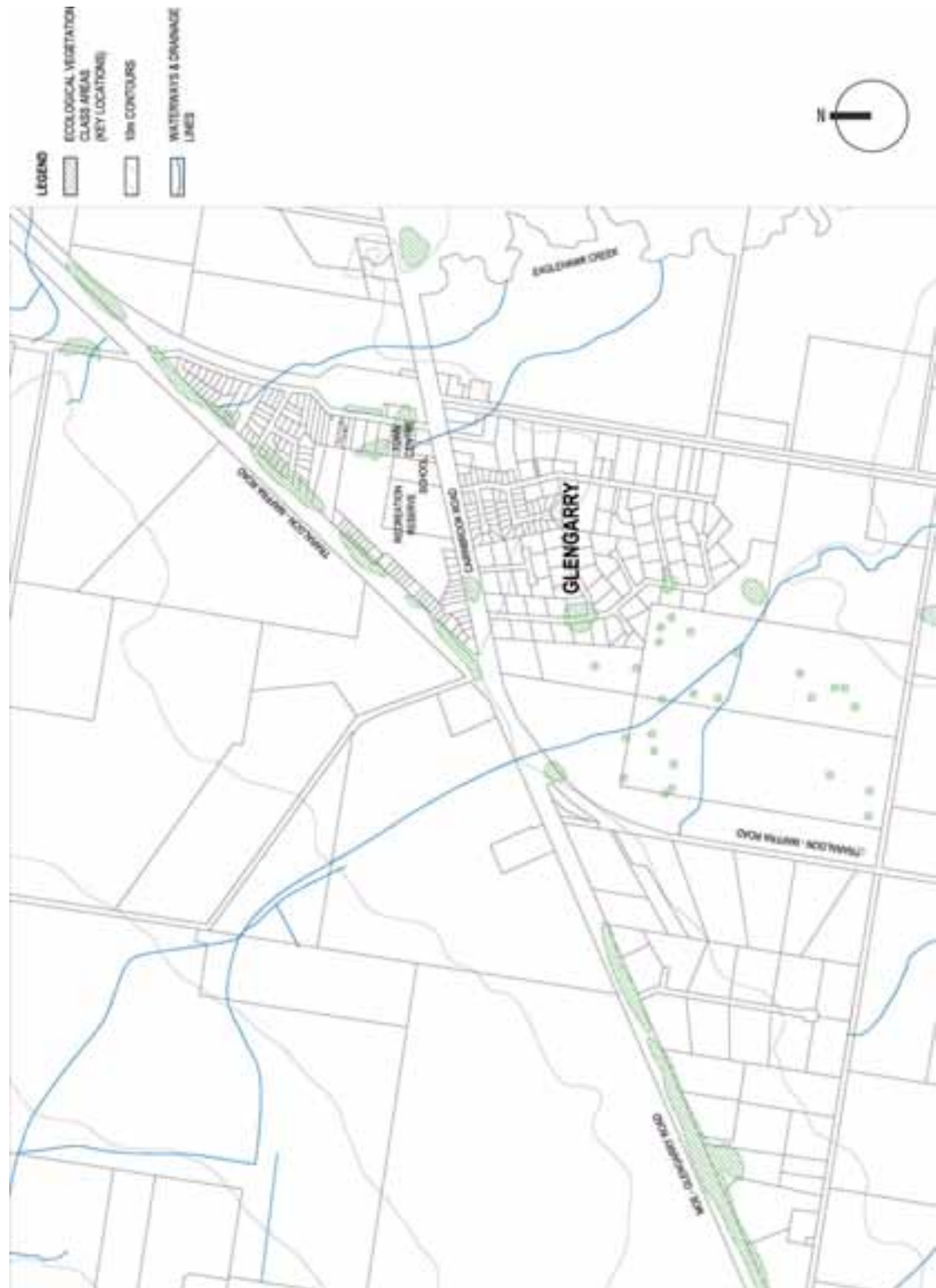
Extractive Industry Interest Areas have not been identified in Glengarry.

Figure 22: Cultural Heritage Sensitivity Areas



Mapping information sourced from: AAV, 2008

Figure 23: Landscape & Environment Plan



Mapping information sourced from: DSE, 2008

## 6.2.6 Floodplains, Waterways, Catchment Management and Water and Sewerage Infrastructure

Eaglehawk Creek is Glengarry's main waterway. This creek runs in a north-south direction to the east of the township.

As identified on the map at Figure 20 a large area of Glengarry is flood affected. This map identifies the current and proposed Land Subject to Inundation Overlay (LSIO) and shows that the extent of the current and proposed LSIO does not differ significantly. It is evident that some flood affected land in Glengarry becomes inundated when the Eaglehawk Creek overflows, whilst other land is subject to localised stormwater flooding resulting from heavy rainfall due to man-made modifications to natural drainage paths.

The area of land to the east of the township is a natural flood storage area adjoining the Eaglehawk River. There is a noticeable rise in the level of the land less than 300 metres to the west of the river. The 1 in 100 year flood inundation level affects land from the river to this rise. Due to this natural floodplain, the future development to the east of Glengarry is limited.

The area of land immediately to the south and west of the township which is affected by the LSIO floods largely a result of localized stormwater flooding from surrounding farming land and small drainage lines. Provided that the flood risk in this area can be mitigated, it may be possible for future development to extend into this area.

General discussions were held with the West Gippsland Catchment Management Authority (WGCMA) and Gippsland Water (GW) in December 2008. In summary:

- WGCMA explained and agreed that flooding to the south-west of the township is largely a result of localised stormwater flooding and small creek course. The flood risk to property and danger to future residents in this location is limited. The WGCMA agreed in principle that land forming works could be undertaken to lessen the extent of flooding to the south-west of the township, whilst providing beneficial outcomes for water quality through the creation of retention/detention wetlands. The WGCMA noted that such wetlands should be incorporated within an open space reserve as part of any future subdivision development proposal. Such works would also be beneficial to existing developed areas by reducing flood risk to existing homes in this location.
- WGCMA suggested that the former wastewater treatment ponds south of the Glengarry township form part of Council's storm water treatment, while providing the opportunity for possible reuse at nearby sporting fields. Stormwater from nearby residential areas are currently directed to this former treatment facility.
- WGCMA noted that future developments should consider opportunities for both stormwater treatment and domestic wastewater treatment and reuse.
- A reticulated water and sewerage system exists within the township. GW indicated that the existing infrastructure capacity is able to provide for approximately 100 additional allotments without the need for significant infrastructure upgrade.

- WGCMA noted that all new residential development should utilise principles of WSUD to reduce adverse impacts associated with increased storm water runoff

### 6.3 Glengarry Community Consultation

A community consultation workshop with the Glengarry community was held on 6<sup>th</sup> September 2007. This workshop was undertaken to inform the community of the structure plan process and gain a better understanding of community aspirations for future land use and development. The following provides a summary of workshop discussions:

Values of township:

- Natural environment, including planted street trees and indigenous vegetation.
- The town has a 'rural' feel, with a strong community.
- Heritage features, such as the Mechanics Institute Hall, rail trail and historic buildings, are highly valued.
- Open space facilities, such as Apex Park and recreation reserves, provide a focus for sporting activities within the town and provide for active and passive recreation.

The following key issues, opportunities and constraints were raised at the meeting:

- Opportunity to retain young residents who have grown up in Glengarry, by providing them with choice and variety in residential allotments.
- Potential for five acre allotments on Tyers Road (Moe-Glengarry Road).
- Potential for smaller lots to be provided close to the centre of town to increase the variety of housing types.
- There are currently no new housing areas or new houses available and there is a lack of variety in housing choice.
- Economic development of Glengarry could further be enhanced by attracting more businesses and specialist services into the town centre.
- Concerns that the residential population and influx of tourists and visitors to Glengarry is not great enough to support businesses.
- Opportunity to provide more business opportunities in Glengarry to provide options for the local population to work within the township.
- Opportunity for light industrial uses to develop in town centre. However, the issue of noise and amenity impacts on residential areas needs to be considered.
- Retain and enhance existing buildings with heritage value, such as the churches and Mechanics Institute Hall. These buildings and surrounding open spaces, could be better utilised.
- Opportunity to create a community hub at the crossroads of Cairnbrook Road and Main Street. This has the opportunity to be further enhanced with appropriate hard and soft landscaping treatments.
- Opportunity to provide a skate park for young people, which has already been in planning in the community for some time.
- Drainage in the township should be improved.
- Black Tank Road could be upgraded and sealed to provide alternative route to Morwell.
- Opportunity for residential development along Black Tank Road.

- Improve walking paths.
- Improve public transport.
- The town should be retained as is, with no additional residential expansion provided.

This community consultation workshop has provided valuable input into the Glengarry Small Town Structure Plan with many suggestions being extremely relevant to future land use, development and settlement options within the township. Other comments not considered relevant for this particular project, including those related to street tree planting and landscaping and the construction of a skate park, may still be useful for possible future studies, such as Town Centre Plans or Urban Design Guidelines.

Key points made by the Glengarry community which have been included in the Structure Plan for the township include; consolidating commercial activities in the town centre, protecting and enhancing public open space reserves, providing additional land for residential development and improving housing choice. It was agreed that a key objective was to retain and promote Glengarry's rural atmosphere and residential service centre role.

A number of community members stated that no further residential expansion should occur, some were of the view that additional residential development could be provided within the township as well as along Black Tank Road to the south of the township. In response to these comments, it is considered warranted that land should be made available for residential use in the future and that diversity in housing choice and lot size could be improved. Whilst development is likely to move towards Black Tank Road, at this point in time it would be more practical and convenient to locate new development in close proximity to the town centre close to existing physical and community facilities. The areas identified for possible future residential development are identified on the structure plan.

## **6.4 Key Settlement Recommendations**

### **6.4.1 Supply and Demand for Residential and Rural Residential Land**

Recent land subdivision and development trends show that Glengarry is growing steadily. However, the current and recent demand for residential land has been constrained by limited supply.

The township, which attracts many residents due to its rural feel, is located less than a ten minute drive to Traralgon. Many residents commute to Traralgon for work, shopping and recreation.

In drawing on the findings and recommendations of the *Draft Latrobe City Council Residential and Rural Residential Land Assessment 2009* and in providing land use and development directions to the year 2023 and beyond, the following recommendations are provided:

- Subdivision and development of existing residential areas should be encouraged within the township to increase supply and provide greater housing choice and variety. There are a number of large sized residential allotments south of Cairnbrook Road which have the potential for further subdivision, subject to the



provision of appropriate road and service infrastructure. An informal phone survey of landowners of large Residential 1 Zone allotments within this area was conducted by Latrobe City in December 2008. This survey revealed that the majority of landowners did not intend to subdivide their land within the short-medium term (5-10 years). Given that this land may not be developed due to landowner preferences additional areas of land suitable for urban development should be identified.

- Additional land suitable for Residential 1 Zone land should be identified in order to provide for future urban expansion to the year 2023. Additional land suitable for Residential 1 Zone should also be protected for longer term planning purposes.
- Appropriate locations for Low Density Residential areas should be identified to provide for the immediate shortage of LDRZ allotments and improve housing variety and choice. Additional land suitable for Low Density Residential development should also be protected for longer term planning purposes. It should also be noted that the development of future low density residential land may also take up some of the demand for rural living.
- An inadequate supply of RLZ is identified in the assessment. Whilst there is only sufficient vacant lot supply to meet forecast demand to the year 2010 under a high growth scenario, this structure plan has not identified any future RLZ land as part of this structure plan study. It is proposed that possible future rural living areas should be considered at a later date as part of a municipal-wide review. Council's proposed MSS lists a Rural Living/Low Density Residential Study in its future strategic works program. It is recommended that this study determines whether Glengarry is an appropriate location for additional rural living, and if so, identify an appropriate location for such development, using up to date land supply and demand data.
- Glengarry has the potential for taking up 'residential' overflow from Traralgon. Council is undertaking further investigation of this opportunity.

In calculating the area of land required over and above existing zoned land in Glengarry, the following assumptions are made:

- The high growth scenario prevails with a forecast annual residential dwelling demand of 8.7. This equates to a dwelling demand of 130 to the year 2023.
- None of the large occupied lots with subdivision potential are subdivided in the next 15 years.
- New R1Z would achieve a density of 8 lots per hectare, which is consistent with the surrounding areas of R1Z and TZ, and account for 60% of dwelling demand in Glengarry. Under a high growth scenario this equates to 78 R1Z dwellings to the year 2023. Under a high growth scenario, there is currently 4 years supply of R1Z land available.
- New LDRZ would achieve a density of 2 lots per hectare and account for 20% of dwelling demand in Glengarry. Under a high growth scenario this equates to 26 LDRZ dwellings to the year 2023. There is no supply of LDRZ currently available.
- Existing RLZ land (two allotments) would be developed with no additional RLZ land provided. This equates to 2 RLZ dwellings, or 2% dwelling demand, to the

year 2023. The remaining 18% of forecast dwelling demand for RLZ in Glengarry should be allocated to an appropriate residential or rural residential zone, such as low density residential zone, pending the outcome of a Rural Living Study.

Based on the above assumptions, the following amounts of additional land would be required in order to meet forecast demand over the next 15 years:

- An additional 11 years supply of R1Z land should be identified in order to provide for future urban expansion to the year 2023. The assessment report recommends that between 5 and 7 hectares of R1Z be identified. Given the possibility that Glengarry's development potential may be much more than anticipated and future development may not be able to achieve eight lots per hectare due to environmental and/or heritage constraints, it is considered appropriate that at least 10 hectares be identified.
- 15 years supply of LDRZ land should be identified in order to provide for future urban expansion to the year 2023. The assessment report recommends that between 10 and 13 hectares of LDRZ be identified. Given the possibility that Glengarry's development potential may be much more than anticipated, it is considered appropriate that 20 hectares be identified.
- No additional RLZ land is identified, pending the findings of a Rural Living Study.
- Future directions for urban growth are also identified on the plan to ensure land is protected for long-term expansion.

#### 6.4.2 Settlement Opportunities

There are a number of vacant undeveloped land parcels zoned residential, which have the potential for further subdivision. Subdivision of these areas, which mostly occur to the south of Cairnbrook Road, should be encouraged to improve housing choice and diversity within the township and provide for forecast dwelling demand in coming years. This subdivision should only occur if all necessary services and infrastructure can be provided to these new allotments. However, as stated earlier, many landowners in this area have indicated they have no intention of further subdividing their land within the next 5-10 years. Due to multiple landowners and limited access opportunities, future development of this area may only be able to occur pending the application of an appropriate development plan overlay and developer contribution plan.

The Traralgon-Maffra Road forms a physical boundary to residential development in the township. It is considered appropriate that where possible urban growth should occur close to the existing town centre and should not be provided on the opposite side of the Traralgon-Maffra Road at this point in time largely due to traffic management issues and access to the town centre. Two sites for possible future residential have been identified to the east of the township, one to the north of Cairnbrook Road and one to the South. These two sites of existing farmland are relatively unencumbered, are in close proximity to public open space, main roads and a range of community facilities. The natural depression and floodplains form the eastern extent of these sites. Provided that appropriate pedestrian and vehicle access connections are provided to the town centre, it is envisaged that future residential development of these sites would allow for greater consolidation of the town centre.

An area of land to the west of the town's residential area has been identified for future LDRZ. This site has been selected based on a thorough site analysis and consideration of Ministerial Direction 6 and local policies. The location of this LDRZ development area is in close proximity to the town centre, school and public open space, with all necessary infrastructure available. The future use of this land for LDRZ will not prohibit the longer term residential expansion of the township to the south, east or north. Whilst a portion of this land is subject to inundation, it should be possible to mitigate flooding through the provision of appropriately located public open space and other drainage measures. An opportunity exists to protect existing scattered trees and improve flood storage and quality of the existing waterways and drainage lines.

## 6.5 Strategic Objectives for Land Use and Development

The following sections detail specific local area objectives for Glengarry. These specific objectives expand on the broad objectives for the small town structure plans as detailed at Section 1.4 and have been developed taking into account the needs and aspirations of the community and key stakeholders. The following objectives provide future direction for settlement, urban design, infrastructure, heritage and environment. The Glengarry Structure Plan which accompanies these objectives is provided at Figure 24.

**Table 6: Areas Identified on the Glengarry Structure Plan**

<b>Area</b>	<b>Description of Area</b>
<b>Area 1</b>	Glengarry Town Centre/Activity Centre. This local activity centre is located in the township area fronting Main Street.
<b>Area 2</b>	Gippsland Rail Trail Reserve
<b>Area 3</b>	Existing residential area to south of Cairnbrook Road and west of Railway Avenue, bounded by farmland to the west and south.
<b>Area 4</b>	Council's former drainage reserve. Site is currently disused.
<b>Area 5</b>	Future residential area. This is existing farmland bounded by the Gippsland Rail Trail, Cairnbrook Road and Eaglehawk Creek flats.
<b>Area 6</b>	Future residential area. This is existing farmland bounded by the township area, Railway Avenue, Cairnbrook Road and Eaglehawk Creek flats.
<b>Area 7</b>	Future low density residential area. This is existing farmland bordered by Traralgon – Maffra Road, Cairnbrook Road and existing residential area (Area 3).
<b>Area 8</b>	Possible future long-term low density residential area. This is existing farmland bordered by Traralgon – Maffra Road and existing residential area (Area 3).
<b>Area 9</b>	Possible future long-term urban expansion area. This is existing farmland to the north of Cairnbrook Road bordered by the Gippsland Rail Trail and Eaglehawk Creek flats.
<b>Area 10</b>	Possible future long-term residential area. This is existing farmland to the south of Cairnbrook Road bordered by Railway Avenue and Eaglehawk Creek flats.
<b>Area 11</b>	Glengarry Recreation Reserve.

## 6.5.1 Objectives and Strategies: Vision, Planning and Design Objectives

### Glengarry Township Objectives:

#### General

- Retain and promote Glengarry's rural atmosphere and residential service centre role.
- Investigate the opportunity for Glengarry's role to expand as a dormitory suburb of Traralgon.
- Provide a visually attractive urban environment and enhance town entrances.
- Provide a safe and effective road and path network that allows for convenient movement of vehicles, pedestrians and cyclists.

#### Open Space

- Maintain and enhance existing public open space reserves and protect the environmental features and habitat values of core conservation areas.
- Apply Public Park and Recreation Zone to Area 11.

#### Urban Growth and Built Form

- Encourage a diversity of housing stock and create an integrated urban environment.
- Protect areas of rural land from fragmentation to allow for future urban growth.
- Encourage commercial development opportunities within the primary activity centre.
- Encourage well-designed development that responds to local site conditions with regard to environmental and heritage values and existing physical and community infrastructure.
- Identify improvements or additional infrastructure that may be required to accommodate future urban growth and development.
- Ensure appropriate zones reflecting the existing or recommended use are applied to the land.

### Glengarry Township Strategies

The following strategies are recommended in order to achieve the objectives:

#### General

- Promote and support the rural atmosphere.
- Ensure new developments enhance the visual amenity of town entrances, with particular emphasis on the southern entrance from Traralgon-Maffra Road.
- Facilitate the expansion of the cycling and pedestrian paths in accordance with the Latrobe City Bicycle Plan.

### Open Space

- Maintain and protect public open space areas including the Gippsland Rail Trail, and implement the recommendations of the Latrobe City Open Space Plan (Areas 2 & 11).
- Apply appropriate zones to public open space areas (Area 11).

### Urban Growth and Built Form

- Ensure new developments have regard to the features and constraints of the land, including environmental and heritage values and existing physical and community infrastructure.
- Promote opportunities for infill development within the township boundary and encourage increased diversity in residential allotment sizes.
- Encourage residential development to the east of the township which is to be sensitive to the Eaglehawk Creek environment and floodplains (Areas 5 & 6).
- Encourage east-west shared path link and vehicular link between Areas 5 & 6 and the town centre. Links should be designed to ensure the safe passage of all pedestrians, bicycles and vehicles.
- Encourage low density residential development in Area 7, subject to appropriate flood mitigation
- Encourage subdivision and development of large vacant and developed allotments within existing residential areas (Area 3).
- Establish a framework for the collection and apportionment of development contributions for social and physical infrastructure for land with subdivision potential.
- Encourage commercial developments within the town centre (Area 1).
- Protect development potential of agricultural land to the east of the township for future long-term residential expansion (Areas 9 & 10).
- Apply the Development Plan Overlay and Design and Development Overlay to residential and low density residential areas where appropriate.

## 6.5.2 Summary of Design and Development Schedule

This overlay should be prepared to the satisfaction of the responsible authority and applied to new residential and low density residential areas to ensure building design and form are of an appropriate nature and that a sensitive interface be provided between development and the Traralgon-Maffra Road with regard to the town entrances.

It is recommended that the DDO be applied to include the following requirements:

- Building setbacks.
- Boundary fencing to be open style construction.
- Subdivision layout to allow for appropriate interface treatment and frontage to the roads and town entrances.

- Subdivision layout and building form to appropriately respond to the surrounding environment, including existing drainage corridors and native vegetation.
- Buildings of mass, height and form that will not visually dominate.

### **6.5.3 Summary of Development Plan Requirements**

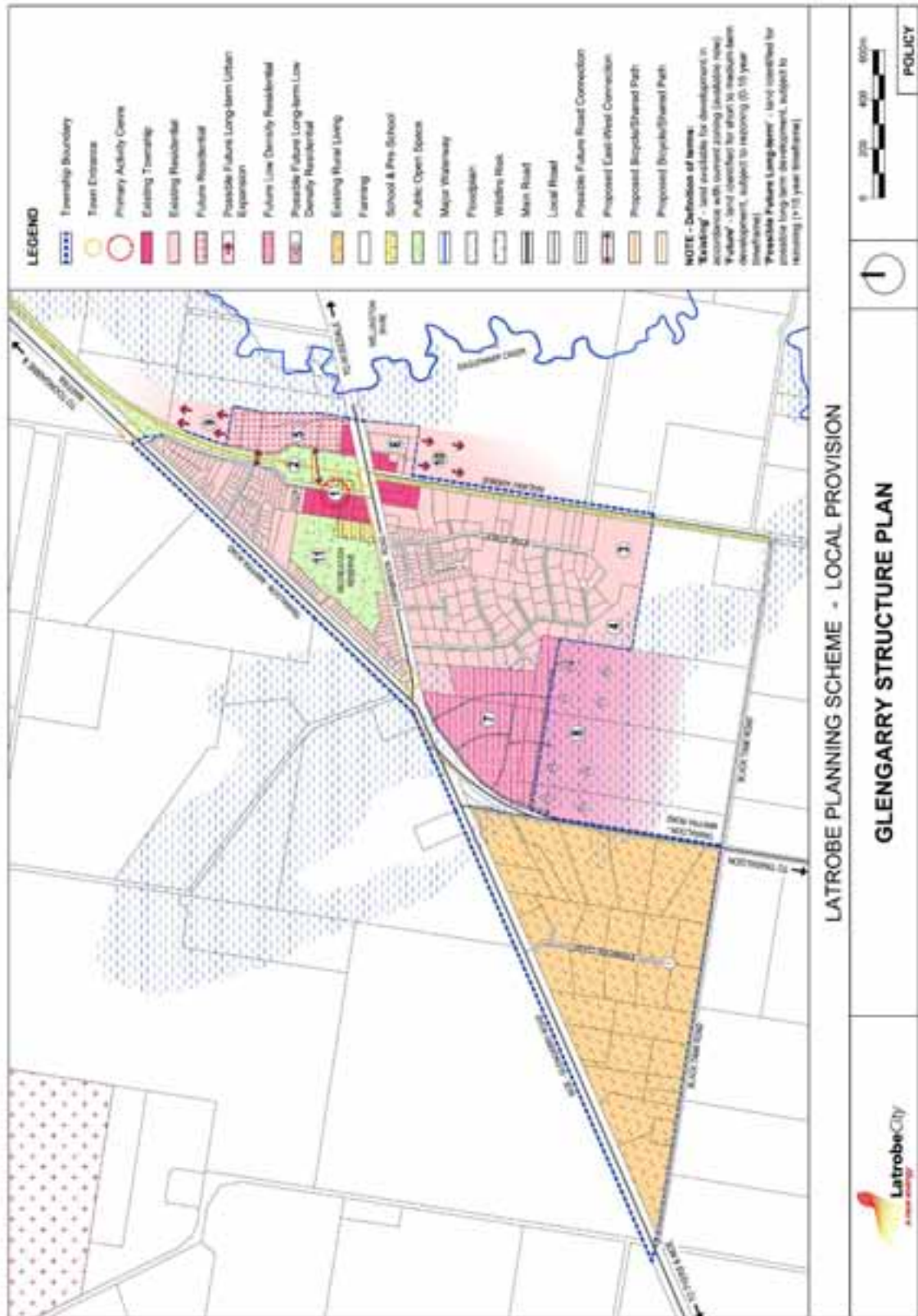
Consideration needs to be given to preparing a Development Plan Overlay to apply to proposed low density residential areas (Area 7), residential areas (Areas 5 & 6) and existing parcels of developable residential land, particularly where there are numerous land holdings (Area 3) which have the potential to be subdivided to achieve higher densities.

Specific overlay schedules should be prepared to the satisfaction of the responsible authority and relevant authorities to ensure well-designed and integrated development, particularly where multiple land owners exist.

Where DPO schedules are deemed appropriate, they may include some, or all of the following requirements:

- Detailed site analysis and design response.
- Landscape plan including public open space areas.
- Traffic impact assessment, particularly in locations where intersections are provided to Category 1 or 2 Roads, such as Traralgon – Maffra Road and Cairnbrook Road.
- Subdivision layout plan showing roads and lots.
- Stormwater management plan. This should include use of natural drainage corridors and construction and maintenance requirements for water bodies and wetlands.
- Flora and fauna survey.
- Conservation and archaeological management plan where required.
- Subdivision Staging Plan.
- Development Contributions Plan which identifies the physical infrastructure to be provided, how it is to be funded and when it is to be provided.

Figure 24: Glengarry Structure Plan



## 7 Tyers

### 7.1 Introduction and Context

Tyers is a small settlement located approximately 10 kilometres north west of Traralgon and 158 kilometres east of Melbourne. It was known as 'Boola Boola' until 1852 when it was named after the surveyor and explorer Charles Tyers. Today, this small township has limited town centre services and facilities, including a pre-school, primary school, convenience store and service station, public hall and recreation reserves.

Tyers had a population of approximately 480 residents in 2006 and an estimated population of approximately 490 in 2008.

**Figure 25: Local Context Plan**



Image base sourced from: DSE Interactive Maps, 2009



Figure 26: Aerial Photograph of Tyers



Aerial imagery sourced from: Latrobe City, 2008

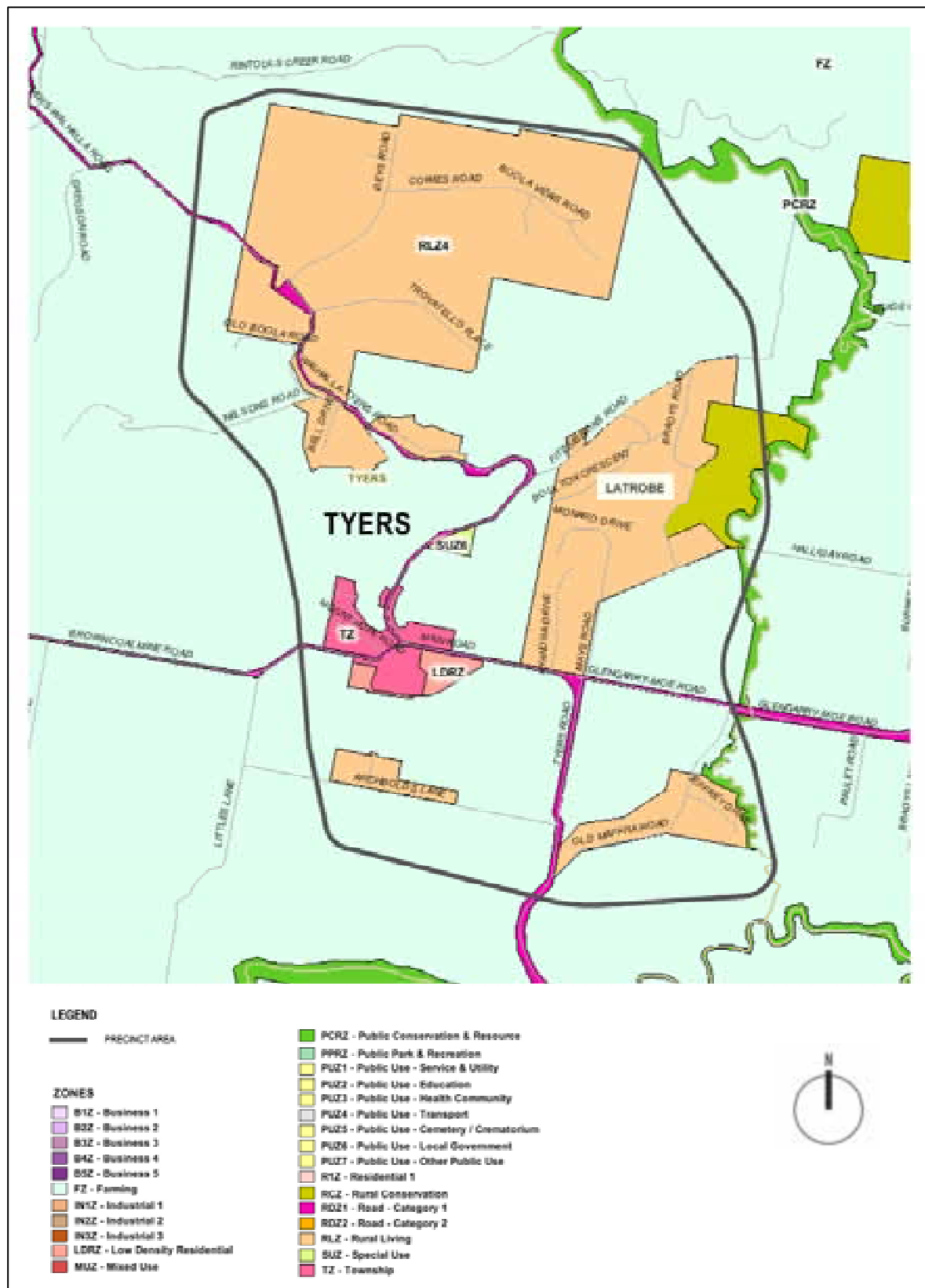


## 7.2 Analysis

### 7.2.1 Existing Planning Controls & Significant Land Use

- The town centre where most of the local shops are located is currently zoned Township Zone (TZ).
- Residential 1 Zone (R1Z) does not apply to any land within this town. Standard residential allotments are zoned TZ, which is commonly applied to land within small townships that have limited services. There are a number of large-sized township allotments which have limited potential for subdivision and development, in the absence of reticulated sewerage.
- Two small pockets of Low Density Residential Zone exist in the township.
- An area of Rural Living exists to the north and north-east of the Tyers precinct as well as to the south and south-east. These rural living areas are zoned Rural Living Zone – Schedules 3 & 4 which allows for lot sizes of approximately two to four hectares. There is little potential for further subdivision of existing zoned rural living land.
- An extractive industry interest area is identified by the Latrobe Planning Scheme to the north of the Tyers township boundary (refer Figure 33). Past mining operations on this land have now ceased. The MSS states that *'Council will give consideration to protection of stone resources within these areas when considering applications for development and use.'*
- Land currently utilised for Public Use, such as the hall and Tyers Primary School are currently zoned Township Zone. No Public Use Zone exists within the township.
- All land utilised for public park and recreation is zoned Township Zone. No Public Park and Recreation Zone (PPRZ) or Public Conservation Resource Zone (PCRZ) exists within the township.
- An extensive area of land surrounding Tyers township is zoned Farming Zone.
- A significant area of land in Tyers is affected by the Wildfire Management Overlay (WMO). At present this WMO provides a 'blanket' cover to the land north of the Main Road (Glengarry West Road). The landform and vegetation present in this WMO area varies significantly as does the risk of wildfire. Should plantation forestry vegetation be removed from areas identified for future growth, the risk of wildfire may be reduced significantly.
- Land to the south and east of the Tyers township are subject to the current and proposed Land Subject to Inundation Overlay (LSIO). However, no land within the urban area of the township or immediate surrounds is subject to inundation.
- There is a major gas pipeline which runs in an east west direction to the south of the township. The Design and Development Overlay – Schedule 1 (DDO1) has been applied to this pipeline and immediate surrounds in order to ensure sufficient separation is provided between this pipeline and urban development.
- Existing Planning Scheme Zones are shown at Figure 27 & 28.
- Existing Planning Scheme Overlays are shown at Figure 29.

Figure 27: Tyers Precinct and Zoning Plan



Mapping information sourced from: DPCD, 2008

Figure 28: Zoning Plan

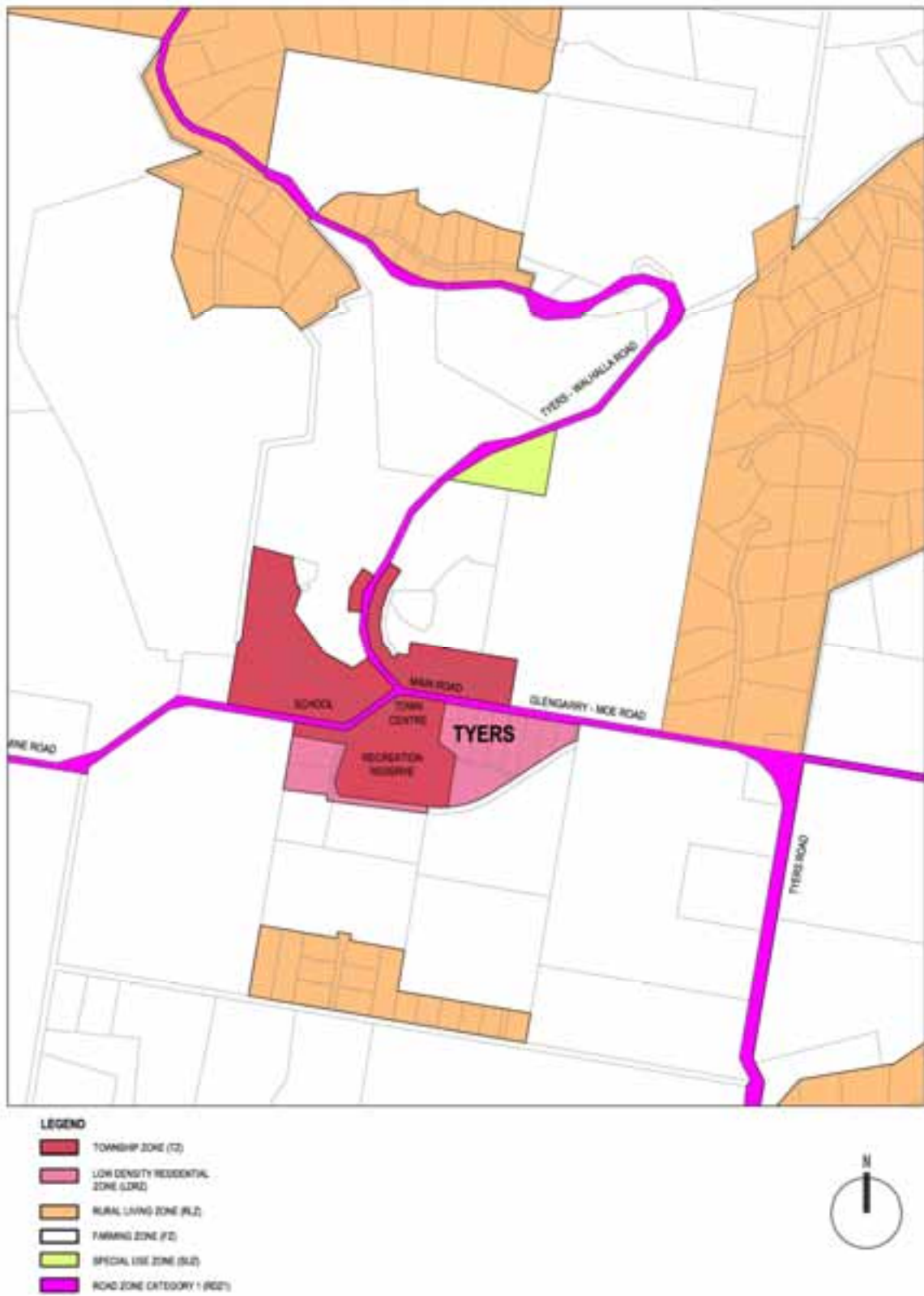
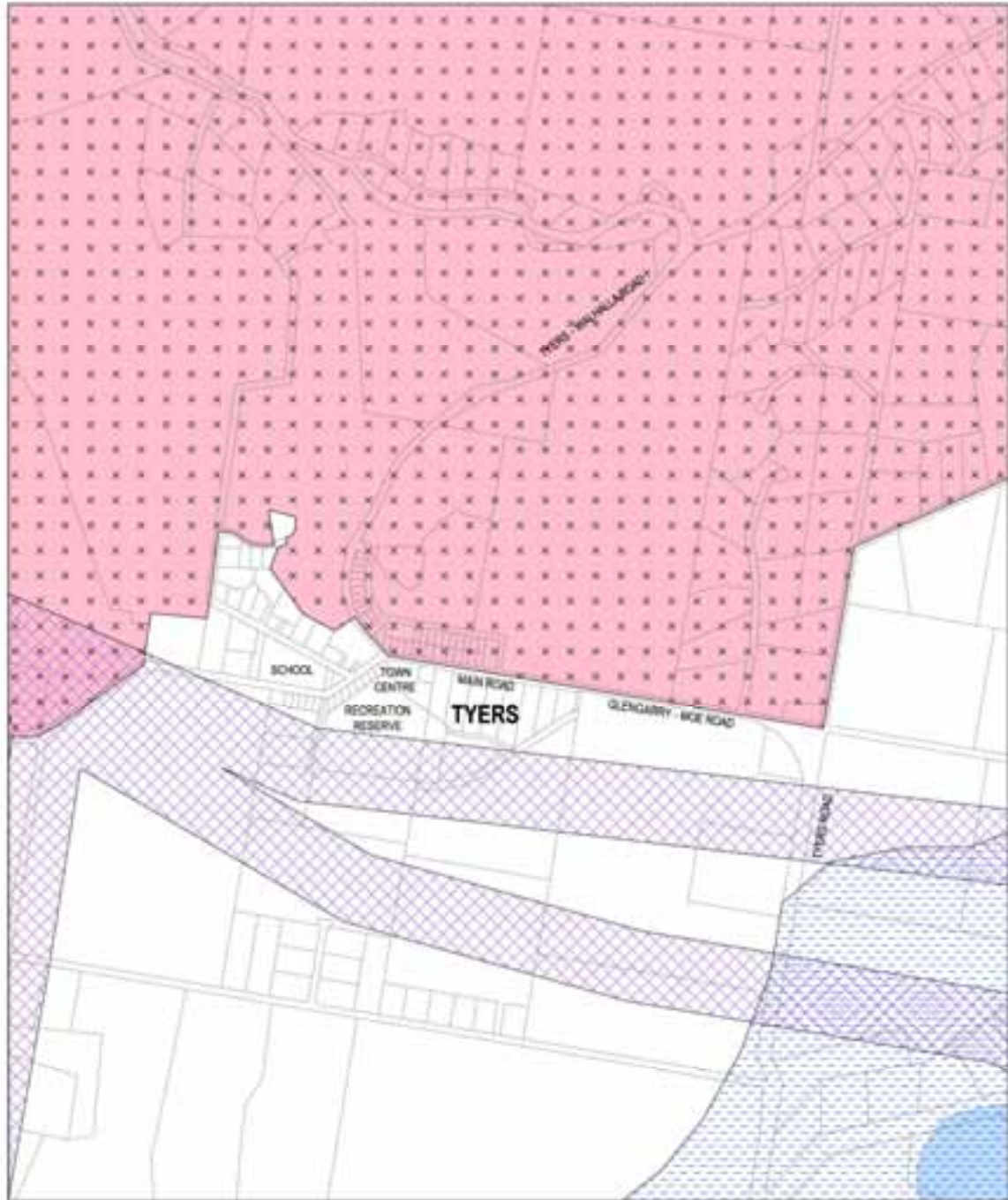




Figure 29: Overlay Plan



- LEGEND**
-  EXISTING LAND SUBJECT TO FLOODING OVERLAY (FHO)
  -  DRAFT LAND SUBJECT TO FLOODING OVERLAY (FHO)
  -  WILDFIRE MANAGEMENT OVERLAY (WMO)
  -  DESIGN AND DEVELOPMENT OVERLAY SCHEDULE 1 (MAJOR PIPELINE INFRASTRUCTURE (DDO1))



## 7.2.2 Access

The following analysis details pedestrian, bicycle and vehicle access in the Tyers township. This analysis is based on a site assessment and feedback and comments from the community workshop and VicRoads.

Access is an important consideration in land use and development planning. The following traffic issues and opportunities are identified:

- VicRoads noted that the Tyers community have raised concerns over the location of speed limit signs on the Glengarry-Moe Road (Main Road). At present the location of speed limit signs is in accordance with State policy and regulations. However, new development and/or expansion of the township may necessitate a review of speed limits and signage locations.
- VicRoads indicated that the number of new vehicle access points to Category 1 Roads, such as the Glengarry-Moe Road and Tyers – Walhalla Road, should be minimised. One option to minimise new access points is to provide service lanes running parallel with these main roads. Service lanes allow for development to front the main road with individual access points for each lot connecting with the service lane instead of the main road.
- New development proposals should consider and appropriately address impacts of additional traffic volumes on existing roads.
- The Tyers-Walhalla Road has a number of sharp bends where it is difficult to provide safe vehicle access points as the viewlines do not extend a safe distance. New developments should provide safe vehicle access.
- VicRoads has no immediate plans to upgrade or improve the intersection at the Tyers – Walhalla Road and the Main Road (Glengarry-Moe Road).
- There is an opportunity to provide improved pedestrian linkages throughout the township. Few constructed paths exist in Tyers, with most pedestrian access routes being informal accessways along nature strips. All new development proposals should provide appropriate pedestrian access and connections throughout the development as well as providing links with existing connections and the town centre.
- The existing amenity of the main vehicle entrances/approaches to the township has the potential to be improved, through use of landscaping treatments, additional signage, etc.
- An opportunity exists to implement the recommendations of Latrobe Bicycle Strategy Plan 2007 – 2010.
- An access plan for Tyers is provided at Figure 30.

Figure 30: Access Plan



### 7.2.3 Heritage

#### Latrobe City Heritage Study (2008)

The *Draft Latrobe City Heritage Study (2008)* details the settlement history of this 'selection town' and lists places of post-contact cultural heritage significance. This Study identifies a number of sites with notable heritage significance in Tyers. Sites of local significance include the Tyers Community Hall and the H.J. Saunders Sawmill Social Hall (former) on Mount Hope Road and the Traralgon Water Supply System off the Traralgon-Tyers Road. A potential site of local significance is the Tyers Lime Kiln ruins on Forest Track. The Jean Galbraith Garden (Dunedin) on Main Road has been identified as a place of potential State significance and has been recommended for nomination to Heritage Victoria.

#### Aboriginal Cultural Significance

There is only one site in Tyers identified as a culturally sensitive area. This area, which is defined by Aboriginal Affairs Victoria (AAV) as a known existing artefact site or heritage area is identified on the AAV maps as a 'sensitive area' (refer Figure 31).

Activities, including development, buildings and works, ground disturbance, etc. within this sensitive area may require a cultural heritage management plan to be prepared. Proposals for new development should have regard to the *Aboriginal Heritage Act 2006* and *Aboriginal Heritage Regulations 2007*.

### 7.2.4 Landscape & Environment

Tyers landscape is undulating to the north and relatively flat to the south. There are heavily vegetated areas to the north of the township and significant cleared areas of farmland and scattered remnant vegetation to the south, east and west. One large stand of native vegetation exists just north of Hinde Road on the eastern side of the Tyers – Walhalla Road. Figure 32 shows topography, significant areas of native vegetation and waterways. In summary:

- Due to the varied landscape and environmental conditions a diverse range of vegetation species exist within and surrounding the township. A number of Ecological Vegetation Classes (EVC's) have been identified in Tyers. These include Damp Forest, Lowland Forest, Swampy Riparian Woodland and Plains Grassy Forest.
- The large stand of native vegetation to the north of Hinde Road is privately owned. This stand of vegetation has been identified by DSE as Plains Grassy Forest. This is a significant area of native vegetation and has a conservation significance of endangered. It is recommended that this land be identified as high conservation and its protection through the application of an appropriate zone or overlay be investigated.
- The area of bushland to the north of Hinde Road also has high visibility from the township. These views should be retained as they enhance the natural setting of the township. Due to the high conservation significance of this stand of vegetation it should be noted that the development potential of this land is limited. It is



recommended that future applications to develop near or on this site should ensure that the impacts of development on the significant native vegetation is minimised.

- There are a number of scattered remnant trees to the east of the township on the properties located on the corner of Glengarry – Moe Road and Tyers Road. Future applications to develop on or near this site should retain and protect these trees where possible.
- A large area of land in the north-east of the township is utilised as a Blue Gum plantation. Whilst native grasses are unlikely to occupy much of this land, any future rezoning and developments of these, or any other area, should provide an appropriate native vegetation assessment and have regard to relevant local and State native vegetation policies.
- A large area of Tyers has a number of characteristics which make it very vulnerable to bushfire risk, including heavily vegetated areas and steep topography, particularly the Blue Gum plantation to the north of the township. These areas are identified as having wildfire risk. The Wildfire Management Overlay has been applied to these areas (refer Figure 29). Future development on land identified as having wildfire risk should meet the objectives of the Wildfire Management Overlay.
- The Country Fire Authority commented that they would strongly support the removal of the existing Blue Gum plantation located on the north-eastern side of the township, as it would significantly reduce the risk from bushfires to the Tyers and surrounding communities.

### 7.2.5 Extractive Industry Interest Areas

Latrobe City contains significant stone resources including basalt, gravels and sands and limestone. A significant area of land north of Tyers is identified as 'Extractive Industry Interest Area' (refer Figure 33).

The Extractive Industry Interest Areas have been mapped to identify land which may contain extractive stone resources. These areas are described in more detail in the Latrobe Supply Area – Extractive Industry Interest Area 1999 report.

Whilst these areas do not preclude development from occurring, the Department of Primary Industries (DPI) and Council will give consideration to protection of stone resources within these areas when considering applications for development and use.

The Department of Primary Industries have advised that a former Boral quarry operated in the Special Use Zone on the Tyers-Walhalla Road. This site, which is located within an Extractive Industry Interest Area contained minerals which were mined for bricks. DPI has advised that an assessment of the extent and value of resources within the Extractive Industry Interest Area in Tyers must be undertaken prior to any urban development occurring within these areas.

Figure 31: Cultural Heritage Sensitivity Areas



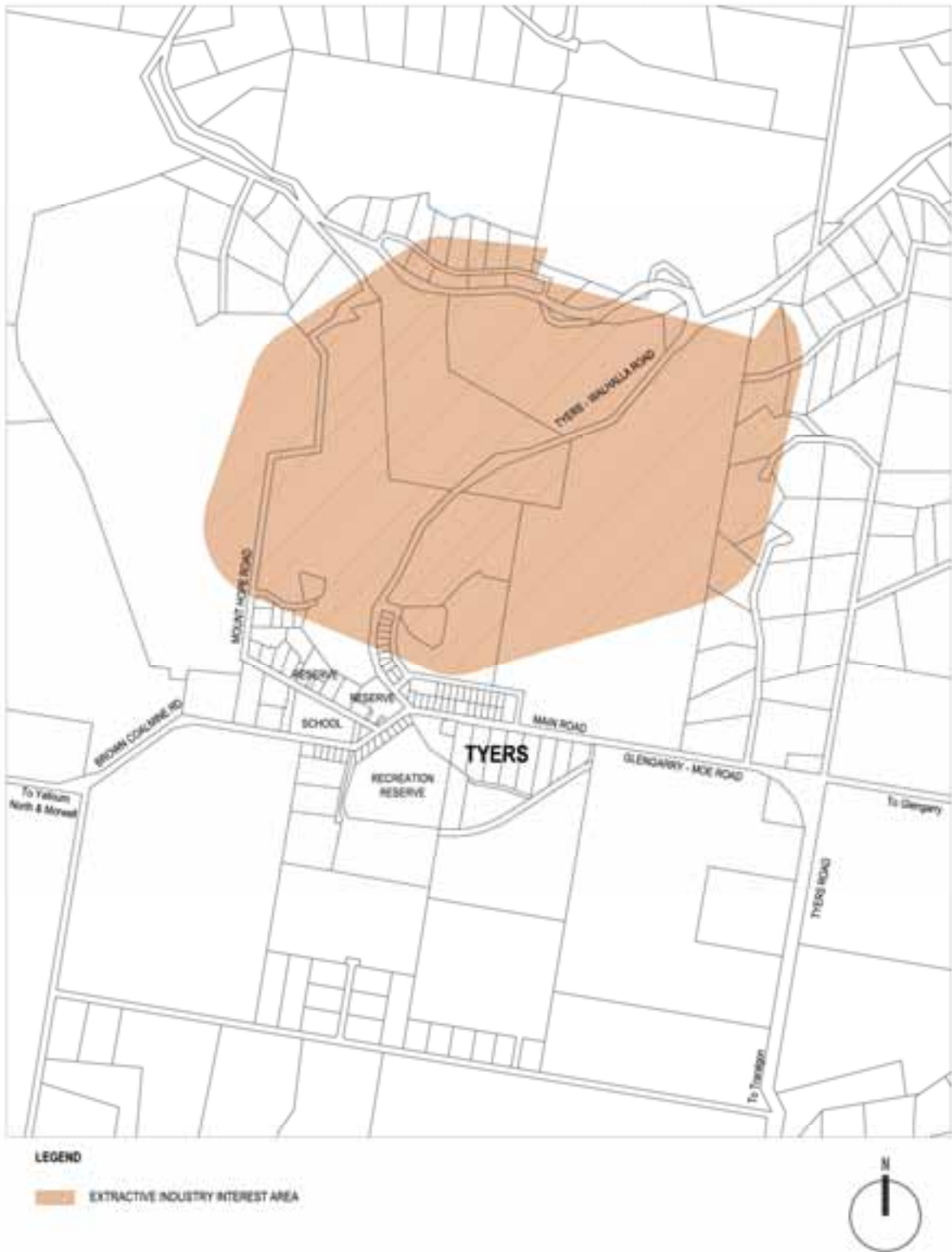
Mapping information sourced from: AAV, 2008

Figure 32: Landscape & Environment Plan



Mapping information sourced from: DSE, 2008

Figure 33: Extractive Industry Interest Area Map



Mapping information sourced from: DSE, 2009

## 7.2.6 Floodplains, Waterways, Catchment Management and Water and Sewerage Infrastructure

There are no major watercourses running through the township of Tyers and there are no areas of land in the immediate vicinity of the township subject to flooding. The nearest area of land subject to flooding occurs to the south-east of the township as can be seen at Figure 29.

General discussions were held with the West Gippsland Catchment Management Authority (WGCMA) and Gippsland Water (GW) in December 2008. In summary:

- No reticulated sewerage system exists within the township. Gippsland Water did not have any plans to provide reticulated sewerage to this town in the near future.
- WGCMA explained that whilst the township and the area of land immediately surrounding it, are not subject to flooding, one of the major concerns for the future development of this township is the existing domestic wastewater treatment systems which occur on individual properties. WGCMA agreed that this 'wastewater' issue would need to be addressed prior to any future development occurring in the township.
- WGCMA noted that future developments should consider opportunities for both stormwater treatment and domestic wastewater treatment and reuse.
- WGCMA noted that all new residential development should utilise principles of WSUD to reduce adverse impacts associated with increased storm water runoff.
- A significant, constructed drainage line exists in the public open space reserve to the north of the Main Road. This drain flows south under the road, and through the recreation reserve and sporting ovals. As discussed with the WGCMA the opportunity exists to improve the appearance and functioning of this drainage line.

An investigation into a possible wastewater management scheme in Tyers was instigated by Council to resolve existing wastewater management issues within the township. *Options for an Innovative Wastewater Management Scheme for Tyers* is a report prepared by Whitehead and Associates Environmental Consultants. This report was completed in June 2008. The report provided Latrobe City Council and key stakeholders, including Environmental Protection Authority (EPA) and Gippsland Water (GW) with a range of concept design options to facilitate an 'innovative wastewater management scheme' in Tyers. Council is currently working with these stakeholders to progress the recommendations of this report .

### Land Capability Assessments

Two land capability assessments (LCA's) have been undertaken for land on the eastern side of Tyers north of the Main Road. These LCA's were undertaken on behalf of landowners wishing to investigate the development potential of their land.

The first LCA was completed by Ecological Solutions Today in 2006 and the second LCA was completed by Land Safe in 2008.

In summary, these LCA studies found that:

- The land has the capability to provide onsite effluent disposal areas for low density residential land use. Low density allotments can be provided with necessary effluent treatment and field areas, incorporating appropriate design measures, to ensure all domestic wastewater is contained on site.
- The amount of wastewater generated from dwellings would determine the area of land required for effluent disposal or effluent re-use.
- It is important that water saving strategies be incorporated in residential development. Effluent outputs from dwellings should be minimised by homeowners *'employing water saving fixtures and devices.'*
- Drainage systems for residential development in this area should be professionally designed as an integrated system. *'In addition, it is strongly recommended that the effluent fields be designed and located at the same time that other developments are planned, to have these fully integrated, so as to avoid that effluent fields are considered as a last step.'*

The design and construction of any effluent dispersion and reuse on the subject land will be subject to the approval of Council's Environmental Health Department.

### **Options for a Wastewater Management Scheme**

Whitehead and Associates Environmental Consultants were engaged by Council to develop a concept design for an innovative wastewater management scheme for the township of Tyers. The report provided a summary of the outcomes and potential wastewater servicing options for the town. The study concluded that *'existing on-site wastewater management systems are posing a significant risk to public health and the environment.'* The study recommended that *'establishing a centrally managed Wastewater Management District will be a key component of a successful wastewater management scheme for Tyers.'*

Implementing a new wastewater management scheme in the township will involve replacement of some existing wastewater treatment systems, retrofitting of some existing wastewater treatment systems and ensuring all new development and redevelopment within the town provides wastewater/stormwater systems that are designed to integrate with the new innovative wastewater treatment system. The opportunity also exists for some local reuse within community facilities.

## **7.3 Tyers Community Consultation**

Community consultation workshops with the Tyers community were held on 21<sup>st</sup> September 2006 and again on the 24<sup>th</sup> of April 2007. These workshops were undertaken to inform the community of the structure plan process and gain a better understanding of community aspirations for future land use and development. The following provides a summary of workshop discussions:

Values of township:

- It's community 'feel' (ie. caring and supportive, 'close knit' community)
- The environment – bushland setting, open spaces and reserves, including Jean Galbraith House and Reserve and Bert Christensen Reserve, flora and fauna and remnant native vegetation.
- The fact that Tyers is a small rural community which is separate and unique from the other surrounding towns, but is still within close proximity to Morwell and Traralgon.
- Good views.
- Rural nature of development (ie. minimal fencing) and 'rural feel' due to expanses of private and public open space
- Large-sized residential allotments
- Tranquil and serene setting.
- Town size (ie. desire to retain it's size)
- Fire Station and Town Hall
- Centrality of community facilities, including hall and public open space
- History of township

The following key issues, opportunities and constraints were raised at the meeting:

- The existing sewerage system and treatment of sullage (Kyandra Drive was mentioned specifically)
- Walking, horse and bicycle paths and links to town centre (suggestion that more bike tracks should be provided)
- Maintenance of drains
- Land use constraints including fire hazard, protection of prime agricultural land and soil erosion
- Gas pipeline in close proximity to residential development
- Reticulated water supply should extend to more outlying houses
- Flooding of roads (Kyandra Drive was mentioned specifically)
- Road upgrade required if population increases
- Future residential expansion is good thing for the community and township.
- The town should be retained as is, with no additional residential expansion provided.

This community consultation workshop has provided valuable input into the Tyers Small Town Structure Plan with many suggestions being extremely relevant to future land use, development and settlement options within the township. Other comments not considered relevant for this particular project, included those related to maintenance of existing drains and extension of existing water infrastructure into outlying areas.

Key points made by the Tyers community which have been included in the Structure Plan for the township include; consolidating commercial activities in the town centre, improving path linkages, considering land use constraints for future planning decisions and identifying

areas for future urban expansion. It was agreed that a key objective was to retain and promote Tyers' rural atmosphere and residential service centre role.

A number of community members stated that no further residential expansion should occur. To ensure the ongoing viability of both commercial and community facilities it is considered warranted that land should be made available for residential use in the future, subject to resolution of wastewater treatment issues. The areas identified for possible future development are identified on the structure plan.

## 7.4 Key Settlement Recommendations

### 7.4.1 Supply and Demand for Residential and Rural Residential Land

Recent land subdivision and development trends show that Tyers is growing slowly. However, the current and recent demand for residential land has been constrained by limited supply.

The township, which attracts many residents due to its rural feel, is located approximately a ten to fifteen minute drive to Morwell and Traralgon. Many residents commute to Traralgon and Morwell for work, shopping and recreation.

In drawing on the findings and recommendations of the *Latrobe City Council Residential and Rural Residential Land Assessment 2009* and in providing land use and development directions to the year 2023 and beyond, the following recommendations are provided:

- Whilst subdivision of larger township allotments is encouraged and would add to the total lot supply of TZ lots, any new proposals to subdivide and further develop land should be discussed with Council to ensure appropriate wastewater treatment systems can be provided for each new dwelling or building. The responsible authority, being Council, must be satisfied with the proposed method and design of wastewater treatment system on individual allotments, particularly in light of Council's intent to develop and implement a proposed innovative wastewater treatment 'whole town community' system.
- Additional land suitable for residential use should be protected for longer term planning purposes.
- Appropriate locations for Low Density Residential areas should be identified to provide for the immediate shortage of LDRZ allotments and improve housing variety and choice. Additional land suitable for Low Density Residential should also be protected for longer term planning purposes.
- An adequate supply of RLZ exists, with no additional rural living land identified as part of this structure plan study.

In calculating the area of land required over and above existing zoned land in Tyers, the following assumptions are made:

- The high growth scenario prevails with a forecast annual residential dwelling demand of 3.3. This equates to a dwelling demand of 50 to the year 2023.
- None of the large occupied lots with subdivision potential are subdivided in the next 15 years.



- Under a high growth scenario, there is currently 9 years supply of TZ land available with a forecast dwelling demand of 10 to the year 2023.
- New LDRZ would achieve a density of 2 lots per hectare and account for 40% of dwelling demand in Tyers. Under a high growth scenario this equates to 20 LDRZ dwellings to the year 2023. Under a high growth scenario, there is currently 1.5 years supply of LDRZ land available.
- RLZ would account for 40% of dwelling demand in Tyers. Under a high growth scenario this equates to 20 RLZ dwellings to the year 2023. Under a high growth scenario, there is currently 14.3 years supply of total vacant lot potential of RLZ available. This includes a combination of RLZ3 and RLZ4.

Based on the above assumptions, the following amounts of additional land would be required in order to forecast demand over the next 15 years:

- At this point in time the identification of additional TZ areas is not considered appropriate pending resolution of the provision of wastewater sewerage infrastructure. Therefore, only LDRZ has been identified to enable all wastewater to be contained on-site.
- Under a high growth scenario, 13.5 years supply of LDRZ land should be identified in order to provide for future urban expansion to the year 2023. The assessment report recommends that approximately 9 hectares of LDRZ be identified. Given the possibility that Tyers' development potential may be much more than anticipated, and considering no additional TZ has been identified, it is recommended that dwelling demand for TZ (10 allotments) be directed to LDRZ. Approximately 18 hectares of land is therefore recommended for future low density residential development.
- Under a high growth scenario there is adequate supply of RLZ land in Tyers to meet forecast requirements for the next 14.3 years. Future long term RLZ expansion should be considered as part of a municipal-wide Rural Living Study as identified by the exhibited Municipal Strategic Statement (MSS).

#### 7.4.2 Settlement Opportunities

There are a number of vacant undeveloped land parcels zoned township, which have the potential for further subdivision. Subdivision of these areas, which are owned by numerous landholders, should be encouraged pending the implementation of an innovative wastewater treatment system, to improve housing choice and diversity within the township.

In terms of future growth of the township, there are a number of encumbrances which limit growth, including topographical, servicing and environmental constraints. Expansion to the north is limited by steep topography, the presence of dense native vegetation and limited, safe access points to the Tyers-Walhalla Road. Expansion to the south and west is somewhat restricted by the major gas pipeline.

A parcel of farmland to the north-east of the township has been identified as possible future low density residential area and possible future long-term low density residential area. Due to the topography of the site and the need to accommodate appropriate areas for wastewater treatment, the land is best suited to low density residential development. The

location of this low density area has been carefully selected so as not to limit longer term urban expansion of this township whilst still being located in close proximity to the town centre with minimal constraints to development. This site appears to have little significant native vegetation [mostly plantation vegetation] and development of this site can make use of existing road infrastructure. Should the plantation vegetation be removed from the site to make way for development, the risk of wildfire to the township and rural living areas to the east may also be significantly reduced. The presence of the Wildfire Management Overlay may then be reviewed accordingly.

A parcel of farmland to the east of the township, south of Main Road to the west of Tyers Road is well suited for low density residential development however opportunities for township or standard residential development may be considered if sewer were to become available. This site is considered the most appropriate location for future long-term development as compared with other sites adjoining the township boundary due to its close proximity to the town centre, access to existing road infrastructure and the fact that it is relatively unencumbered. Future long-term development of this site would need to take into consideration the scattered native trees which exist on the site.

## 7.5 Strategic Objectives for Land Use and Development

The following sections detail specific local area objectives for Tyers. These specific objectives expand on the broad objectives for the small town structure plans as detailed at Section 1.4 and have been developed taking into account the needs and aspirations of the community and key stakeholders. The following objectives provide future direction for settlement, urban design, infrastructure and environment. The Tyers Structure Plan which accompanies these objectives is provided at Figure 34.

**Table 7: Areas Identified on the Tyers Structure Plan**

Area	Description of Area
<b>Area 1</b>	Tyers Town Centre/Activity Centre. This local activity centre is located in the township area fronting Main Road between the town hall and the existing shop.
<b>Area 2</b>	Conservation investigation area. This land, which is currently farmland, contains significant native vegetation. Investigate opportunity for vegetation to be protected.
<b>Area 3</b>	Future low density residential area. This is existing farmland currently utilised for plantation purposes. This site is bounded by Glengarry - Moe Road (Main Road), Hinde Road and the existing Rural Living area to the east.
<b>Area 4</b>	Existing undeveloped township area fronting Hinde Road. This area contains significant native vegetation
<b>Area 5</b>	Existing undeveloped township area fronting Tyers – Walhalla Road. Bordered by farmland to the north, south and west.
<b>Area 6</b>	Existing undeveloped township area fronting Tyers – Walhalla Road. Bounded by an existing township area to the south and farmland to the north and east.

<b>Area 7</b>	Existing developed farmland bordered by significant native vegetation to the east, south and west.
<b>Area 8</b>	The existing residential area to the north of Moe – Glengarry Road (Main Road) and west of Tyers – Walhalla Road, bounded by farmland to the north and west.
<b>Area 9</b>	Possible future long-term residential area. Existing farmland bounded by Moe – Glengarry Road, the existing low density residential area and Tyers Road.
<b>Area 10</b>	Possible future long-term urban expansion area. This is existing farmland bounded by rural living area and the proposed township boundary.
<b>Area 11</b>	Tyers Recreation Reserve

### 7.5.1 Objectives and Strategies: Vision, Planning and Design Objectives

#### Tyers Township Objectives:

##### General

- Retain and promote Tyers' rural atmosphere and residential service centre role.
- Provide a visually attractive urban environment and enhance town entrances.
- Provide a safe and effective road and path network that allows for convenient movement of vehicles, pedestrians and cyclists.

##### Open Space

- Maintain and enhance existing public open space reserves, protect the environmental features and habitat values of the township. Investigate protection of native vegetation within conservation investigation area.
- Apply appropriate zones to public open space areas (Bert Christensen Reserve and Area 11).

##### Urban Growth and Built Form

- Encourage a diversity of housing stock and create an integrated urban environment.
- Protect areas of rural land from fragmentation to allow for future urban growth.
- Encourage commercial development opportunities within the primary activity centre.
- Encourage well-designed development that responds to local site conditions with regard to environmental and heritage values and existing physical and community infrastructure.
- Resolve wastewater treatment issues in the Tyers township and identify improvements or additional infrastructure that may be required to accommodate future urban growth and development.
- Ensure appropriate zones reflecting the existing or recommended use are applied to the land.

## **Tyers Township Strategies**

The following strategies are recommended in order to achieve the objectives:

### **General**

- Promote and support the rural atmosphere of the town.
- Ensure new developments enhance the visual amenity of town entrances.
- Facilitate the expansion of cycling and pedestrian paths in accordance with the Latrobe City Bicycle Plan.

### **Open Space**

- Maintain and protect public open space areas including the Bert Christensen Reserve and Jean Gailbraith Reserve and implement the recommendations of the Latrobe City Open Space Plan (Area 11).

### **Urban Growth and Built Form**

- Ensure new developments have regard to the features and constraints of the land, including environmental and heritage values and existing physical and community infrastructure.
- Promote opportunities for infill development within the township boundary, such as Area 8, and encourage increased diversity in residential allotment sizes, subject to availability of sewerage infrastructure.
- Encourage low density development to the north-east of the township, subject to availability of sewerage infrastructure (Area 3).
- Ensure access from new development and individual allotments to the Main Road (Moe-Glengarry Road) and Tyers Walhalla Road is limited where possible. Access to allotments fronting the Main Road in Area 3 should be provided via a service lane fronting the Main Road.
- Encourage shared path link between future low density development (Area 3) and the town centre (Area 1).
- Investigate and resolve issues related to future development on land affected by the Wildfire Management Overlay.
- Investigate 'rezoning' of Areas 4, 5 & 6 to appropriate zones.
- Protect conservation values of Areas 2, 4 & 7 and implement the Greening Latrobe Strategy where appropriate.
- Improve sewerage treatment on existing allotments and implement an integrated waste water management system for the township.
- Ensure that new infrastructure associated with waste water management is designed, located and constructed to the satisfaction of the responsible authority.
- Encourage commercial developments within the primary activity centre (Area 1).
- Protect development potential of agricultural land to the east and north-east of the township for future urban expansion (Areas 9 & 10).

- Investigate and resolve issues related to development potential of land identified within the Extractive Industry Interest Area.
- Protect existing and proposed road reserves, such as Hinde Road, to allow for future access to proposed development.
- Apply the Development Plan Overlay and Design and Development Overlay to residential and low density residential areas where appropriate.

### **7.5.2 Summary of Design and Development Schedule**

This overlay should be prepared to the satisfaction of the responsible authority and applied to new low density residential areas to ensure building design and form are of an appropriate nature and provide a sensitive interface between development and in particular the Glengarry-Moe Road (Main Road) with regard to the town entrances.

It is recommended that the DDO be applied to include the following requirements:

- Building setbacks.
- Boundary fencing to be open style construction.
- Subdivision layout to allow for appropriate interface treatment and frontage to roads at the town entrances.
- Subdivision layout and building form to appropriately respond to the surrounding environment, including existing drainage corridors and native vegetation.
- Buildings of mass, height and form that will not visually dominate.

### **7.5.3 Summary of Development Plan Requirements**

Consideration needs to be given to preparing a Development Plan Overlay to apply to proposed low density residential areas (Area 3) and existing parcels of developable residential land, particularly where there are numerous land holdings (Area 8) which have the potential to be subdivided to achieve higher densities.

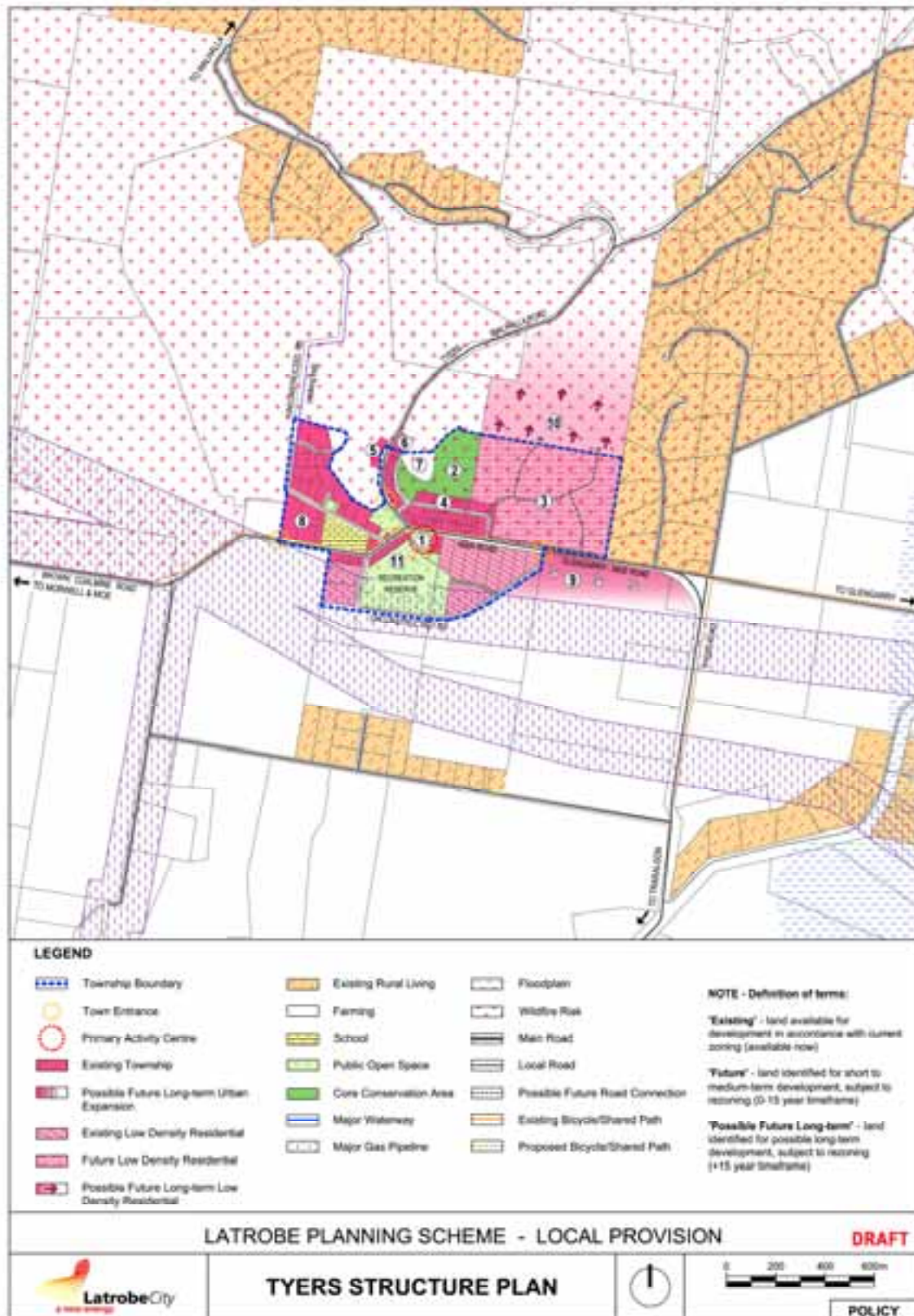
This overlay should be prepared to the satisfaction of the responsible authority and relevant authorities to ensure well-designed and integrated development, particularly where multiple land owners exist.

Where DPO schedules are deemed appropriate, they may include some, or all of the following requirements:

- Detailed site analysis and design response.
- Landscape plan including public open space areas.
- Traffic impact assessment, particularly in locations where intersections are provided to Category 1 or 2 Roads, such as Glengarry – Moe Road.
- Subdivision layout plan showing roads and lots.
- Stormwater management plan. This should include use of natural drainage corridors and construction and maintenance requirements for water bodies and wetlands.

- Land capability assessment and wastewater management plan providing evidence that wastewater can be safely managed and treated onsite.
- Flora and fauna survey.
- Conservation and archaeological management plan where required.
- Subdivision Staging Plan.

Figure 34: Tyers Structure Plan



## 8 Conclusions

The Structure Plans provide guidance for preferred locations for future land uses and in particular residential expansion. The Plans have been developed following a review of existing strategic policies and strategies, both State and local, a site analysis of each township, a review of existing and proposed infrastructure, as well as consultation with Council representatives and stakeholders.

In summary, the objectives of the Small Town Structure Plans are:

- To provide clear land use planning and development framework for each town, recognising the need to identify key development opportunities.
- To ensure co-ordinated and integrated land use and development within the townships by directing future growth and recommending a settlement pattern and development staging for each township.
- To facilitate a diversity of residential housing types and allotment sizes that respond to community needs.
- To ensure a sufficient supply of land is available for residential and other land uses for at least the next 15 years.
- To ensure that the environmental features of the townships are protected and where possible enhanced.
- To promote efficient use of existing physical and community infrastructure and identify possible improvements or additional infrastructure that may be required for future urban growth and development.
- To maintain the individual identity of each township.

### 8.1 Township Summaries

A summary of the findings and recommendations for the small townships of Boolarra, Glengarry and Tyers are provided as follows:

#### 8.1.1 Boolarra

Boolarra is a small town situated in the foothills of the Eastern Strzelecki Ranges comprising of a primary school, pre-school and childcare facilities, a cluster of local shops, a police station, a hotel and sporting and recreation facilities. Many people move to Boolarra seeking a 'tree-change', in a township with a relaxed community atmosphere and rural living environment.

The following provides a summary of key opportunities and constraints for future land use and development within the Boolarra precinct:

#### Opportunities

- Public open spaces, including Boolarra-Mirboo North Rail Trail.
- Conservation areas and native vegetation.



- Rural outlook and atmosphere.
- Land with existing residential and low density residential subdivision potential.
- Access to physical infrastructure and community facilities.
- Land on periphery of township suitable for future development.

### Constraints

- Coal resources.
- Morwell River and Little Morwell River.
- Flooding.
- Conservation areas and native vegetation.
- Wildfire risk.
- Land topography.
- Potentially significant cultural areas.

### Land Use and Development to the Year 2023

Recent land subdivision and development trends show that Boolarra is growing slowly. Under a high growth scenario, the forecast annual residential dwelling demand is 6.3, which equates to a dwelling demand of 95 to the year 2023.

The following table summarises key findings of the *Latrobe City Council Residential and Rural Residential Land Assessment - February 2009*:

**Table 8: Current Land Supply and Demand Forecast Summary**

BOOLARRA			
Zone	Current Dwelling Supply (under high growth scenario)	Additional Dwelling Supply to 2023 (under high growth scenario)	
		Years	Area (hectares)   Lots
Residential 1 Zone (R1Z)	26	Not required	
Low Density Residential Zone (LDRZ)	30	Not required	
Rural Living Zone (RLZ)	11	Not required	

Key recommendations for land use and development to the year 2023 include the following:

- Subdivision and development of existing residential and low density residential areas should be encouraged to increase supply and provide greater housing choice.
- No additional Residential 1 (R1Z) or Township (TZ) zoned land is required.
- Additional land suitable for Residential 1 Zone should be protected for longer term planning purposes.

- No additional Low Density Residential Zone (LDRZ) land is required in order to meet forecast requirements to the year 2023 and beyond.
- No additional Rural Living Zone (RLZ) land is required in the immediate future.

In summary there is no requirement to provide additional TZ, R1Z, LDRZ or RLZ land over and above existing zoned land in Boolarra at this point in time. The existing vacant lot potential within the R1Z and LDRZ zones are adequate to meet forecast demand to at least 2034 under a high growth scenario. The existing vacant lot potential within the RLZ zone is adequate to meet forecast demand to the year 2019 with no immediate need for additional RLZ in the immediate future. There is a requirement to identify directions for future urban growth to ensure land is protected for long-term R1Z expansion.

Boolarra has a number of vacant undeveloped land parcels zoned residential, township and low density residential, which have the potential for further subdivision. Subdivision of these areas, which are owned by numerous landholders, should be encouraged. The preparation of Development Plans for these areas may help to facilitate development of these parcels.

Land to the east of the existing township is identified as having the potential to be utilised for possible future long-term urban expansion, post-2023. This area of land is relatively unencumbered and is situated close to the town centre. This land is considered the most appropriate location for future long-term development as compared with other sites adjoining the township boundary. It is recommended this site be protected for future long-term development.

### 8.1.2 Glengarry

Glengarry is a small town situated to the north of Traralgon. The Glengarry township comprises of one primary school, one pre-school, local shops and businesses, public bar and restaurant and sporting and recreation facilities.

The following provides a summary of key opportunities and constraints for future land use and development within the Glengarry precinct:

#### **Opportunities**

- Close proximity to Traralgon.
- Public open spaces, including Gippsland Rail Trail and Recreation Reserve.
- Rural atmosphere.
- Native vegetation.
- Land with existing residential subdivision potential.
- Access to physical infrastructure and community facilities.
- Land on periphery of township suitable for future development.

#### **Constraints**

- Eaglehawk Creek.
- Flooding.
- Native vegetation.

- Potentially significant cultural areas.
- Infill development more difficult due to nature of existing development and provision of physical infrastructure.

### Land Use and Development to the Year 2023

Recent land subdivision and development trends show that minimal development activity has taken place in Glengarry in recent years. The limited supply of available land for residential development is a likely contributing factor to this 'minimal activity'. Under a high growth scenario, the forecast annual residential dwelling demand is 9, which equates to a dwelling demand of 130 to the year 2023. However, due to limited supply it is more difficult to forecast residential land requirements. The forecast demand for residential dwellings in Glengarry may in fact be much higher than anticipated.

The following table summarises key findings of the *Latrobe City Council Residential and Rural Residential Land Assessment - February 2009*:

**Table 9: Current Land Supply and Demand Forecast Summary**

GLENGARRY			
Zone	Current Dwelling Supply (under high growth scenario)	Additional Dwelling Supply to 2023 (under high growth scenario)	
	Years	Area (hectares)	Lots
Residential 1 Zone (R1Z)	4	10	80 (at 8 lots per hectare)
Low Density Residential Zone (LDRZ)	0	20	40 (at two lots per hectare)
Rural Living Zone (RLZ)	2.3	Not required	

Key recommendations for land use and development to the year 2023 include the following:

- Subdivision and development of existing residential areas should be encouraged to increase supply and provide greater housing choice.
- An additional 11 years of Residential 1 Zone (R1Z) should be identified.
- Additional land suitable for Residential 1 Zone should be protected for longer term planning purposes.
- 15 years of Low Density Residential Zone (LDRZ) should be identified.
- No additional Rural Living Zone (RLZ) land is required in the immediate future.

In summary there is an immediate requirement to provide additional R1Z and LDRZ land over and above existing zoned land in Glengarry. The existing vacant lot potential within the R1Z is inadequate to meet forecast demand to 2023 and there is currently no LDRZ

within the township. Whilst the current supply of RLZ zone is inadequate to meet forecast demand to the year 2023, it is anticipated that a considerable amount of demand for Rural Living Zone would be met by new low density residential development. Future supply of RLZ should be investigated as part of a municipal-wide Rural Living Study. There is a requirement to identify directions for future urban growth to ensure land is protected for long-term R1Z and LDRZ expansion.

There are a number of vacant undeveloped land parcels zoned residential, which have the potential for further subdivision. Subdivision of these areas should be encouraged, subject to the provision of all necessary services and infrastructure being provided to new allotments. However, as stated earlier, many landowners in this area have indicated they have no intention of further subdividing their land within the next 5-10 years. Due to multiple landowners and limited access opportunities, future development of this area may only be able to occur pending the application of an appropriate development plan overlay and developer contribution plan.

Two sites for possible future residential have been identified to the east of the township, one to the north of Cairnbrook Road and one to the South. These two sites of existing farmland are relatively unencumbered, are in close proximity to public open space, main roads and a range of community facilities. The natural depression and floodplains form the eastern extent of these sites. Provided that appropriate pedestrian and vehicle access connections are provided to the town centre, it is envisaged that future residential development of these sites would allow for greater consolidation of the town centre.

An area of land to the west of the town's residential area has been identified for future LDRZ. This site is in close proximity to the town centre, school and public open space, with all necessary infrastructure available. The future use of this land for LDRZ will not prohibit the longer term residential expansion of the township to the south, east or north. Whilst a portion of this land is subject to inundation, it should be possible to mitigate flooding through the provision of appropriately located public open space and other drainage measures. An opportunity exists to protect existing scattered trees and improve flood storage and quality of the existing waterways and drainage lines.

There are three sites which are considered the most appropriate location for future long-term urban expansion, post-2023. It is recommended this site be protected for future long-term development.

### **8.1.3 Tyers**

Tyers is a small settlement located approximately 10 kilometres north-west of Traralgon. The township has limited town centre services and facilities, including a pre-school, primary school, convenience store and service station, public hall and recreation reserves.

The following provides a summary of key opportunities and constraints for future land use and development within the Tyers precinct:

### Opportunities

- Close proximity to Morwell and Traralgon.
- Public open spaces, including Jean Gailbraith Reserve, Bert Christensen Reserve and Recreation Reserve.
- Significant native vegetation.
- Rural outlook and atmosphere.
- Land with existing residential and low density residential subdivision potential.
- Access to physical infrastructure (excluding sewerage) and community facilities.
- Land on periphery of township suitable for future development.

### Constraints

- Lack of sewerage infrastructure.
- Conservation areas and native vegetation.
- Wildfire risk.
- Land topography.

### Land Use and Development to the Year 2023

Recent land subdivision and development trends show that minimal development activity has taken place in Tyers in recent years. The limited supply of available land for residential development is a likely contributing factor to this 'minimal activity'. Under a high growth scenario, the forecast annual residential dwelling demand is 3.3, which equates to a dwelling demand of 50 to the year 2023. However, due to limited supply it is more difficult to forecast residential land requirements. The forecast demand for residential dwellings in Tyers may in fact be much higher than anticipated.

The following table summarises key findings of the *Latrobe City Council Residential and Rural Residential Land Assessment - February 2009*:

**Table 10: Current Land Supply and Demand Forecast Summary**

TYERS				
Zone	Current Dwelling Supply (under high growth scenario)		Additional Dwelling Supply to 2023 (under high growth scenario)	
	Years	Area (hectares)	Lots	
Township Zone (TZ) (no R1Z exists)	9	Not required		
Low Density Residential Zone (LDRZ)	1.5	18	36	
Rural Living Zone (RLZ)	14.3	Not required		

Key recommendations for land use and development to the year 2023 include the following:

- Subdivision and development of existing township areas should be encouraged to increase supply and provide greater housing choice, subject to the provision of sewerage infrastructure.
- An additional 13.5 years of Low Density Residential Zone (LDRZ) should be identified.
- No additional Township Zone (TZ) or Rural Living Zone (RLZ) land is required in the immediate future.
- Additional land suitable for residential and low density residential development should be protected for longer term planning purposes.

In summary, recent land subdivision and development trends show that Tyers is growing slowly. However, the current and recent demand for residential land has been constrained by limited supply. The lack of sewerage infrastructure is a likely contributing factor to this limited supply.

There are a number of vacant undeveloped land parcels zoned township, which have the potential for further subdivision. Subdivision of these areas, which are owned by numerous landholders, should be encouraged to improve housing choice and diversity within the township, pending the implementation of an innovative wastewater treatment system.

A parcel of farmland to the north-east of the township has been identified as possible future low density residential area. The location of this low density area has been carefully selected so as not to limit longer term urban expansion of this township whilst still being located in close proximity to the town centre with minimal constraints to development. This site appears to have little significant native vegetation [mostly plantation vegetation] and development of this site can make use of existing road infrastructure. Should the plantation vegetation be removed from the site to make way for development, the risk of wildfire to the township and rural living areas to the east may also be significantly reduced.

There is one site located on the eastern periphery of the township which is considered the most appropriate location for future long-term urban expansion, post-2023. It is recommended this site be protected for future long-term development.

## 9 Implementation

- In order to allow for implementation of the Small Town Structure Plans, a planning scheme amendment will be required to incorporate the plans and township objectives and strategies into the Latrobe Planning Scheme. Further community consultation will be provided during the exhibition period provided during the formal planning scheme amendment process. Latrobe City Council will be the driver of this planning scheme amendment.
- Implementation of these structure plans will require action from a range of stakeholders, including Latrobe City Council, landowners, community, businesses and in some cases government organisations.
- The rezoning of areas identified as future residential and low density residential zone should be encouraged to facilitate subdivision and development of these areas.
- It is recommended that Council investigate the preparation and application of Development Plan Overlays (DPO's) and Design and Development Overlays (DDO's) to areas of land with future development potential, particularly where there are multiple landowners, to ensure future development occurs in accordance with the structure plans and to Council's satisfaction.
- It is recommended that Council investigate the preparation of a 'correction' amendment to rezone areas of land which have been incorrectly zoned and more accurately apply relevant zones to these areas. This will assist in protecting the Shire's townscapes, and rural and natural environments. It will also assist in clarifying and expediting Council's decision making regarding future development and/or subdivisions.
- Land supply and demand data should be kept up to date and analysed on a regular basis. Should demand for dwellings in the small townships be higher than anticipated, areas identified for possible future long-term urban expansion, should be investigated. The small town structure plans should be updated to reflect these findings.
- The preparation of a Rural Living/Low Density Residential Study should be undertaken to inform the location of future rural living zones within the municipality. The small town structure plans may require updated to reflect the findings of this study.
- As townships grow and develop, the application of business and commercial zones should be investigated.
- Flexibility in the application of the structure plans should be provided to ensure development accommodates the needs of the population considering land supply and demand.

- It is expected that the Small Town Structure Plans would be reviewed every five years, to ensure that objectives and strategies are updated and long term planning of these townships occurs in an orderly manner with designated land use areas protected for future long term growth.



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## 10 References

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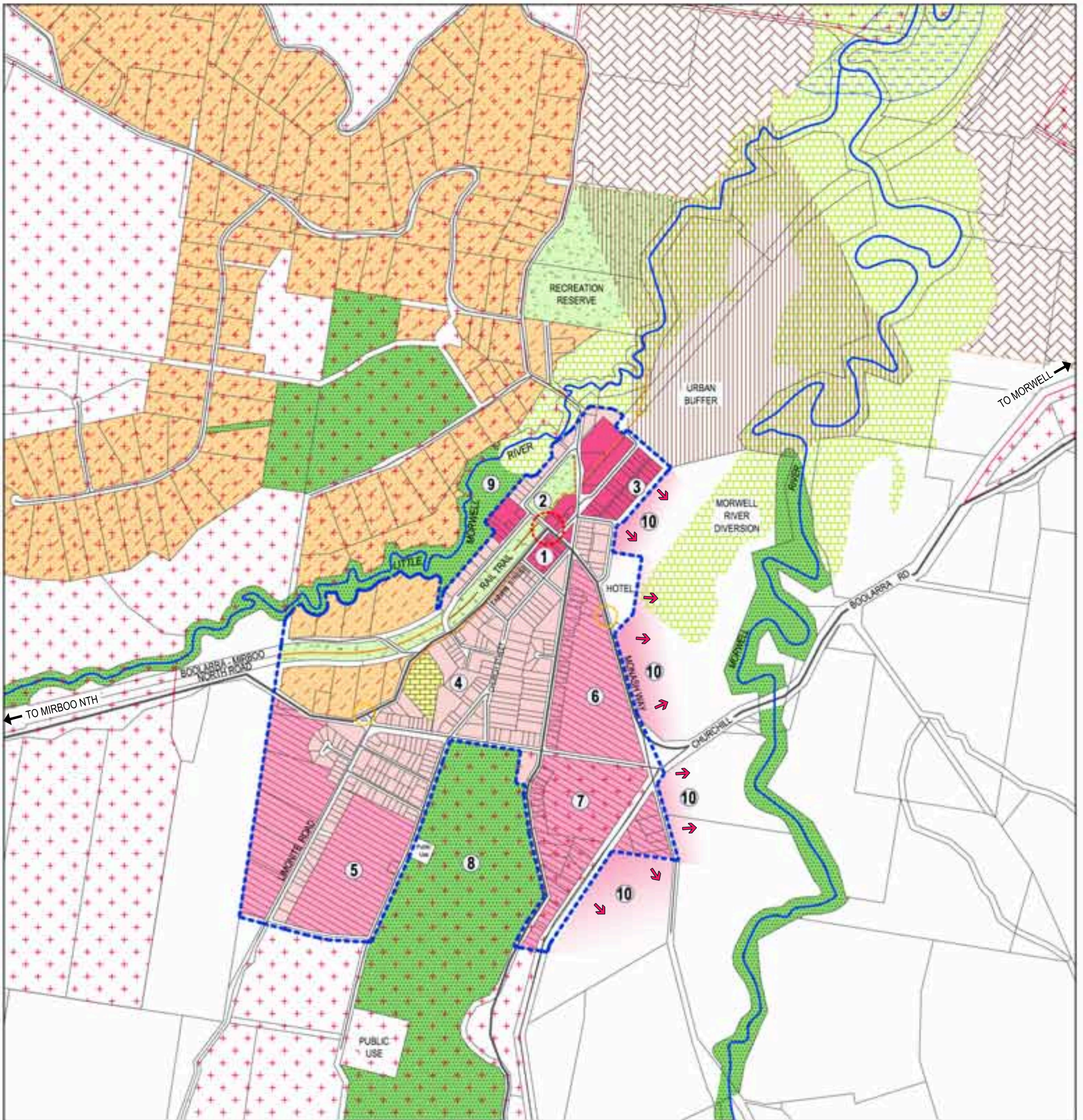
### **Note:**

All cadastre and aerial imagery were provided by Latrobe City Council in October, 2008.

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## Appendix A – Small Town Structure Plans





**LEGEND**

- |   |                              |                              |
|---|------------------------------|------------------------------|
| Township Boundary                         | Farming                      | Wildfire Risk                |
| Town Entrance                             | School                       | Coal Resources               |
| Primary Activity Centre                   | Public Open Space            | Urban Coal Buffer            |
| Existing Township                         | Core Conservation Area       | Main Road                    |
| Existing Residential                      | Major Waterway               | Local Road                   |
| Possible Future Long-term Urban Expansion | Morwell River Diversion Area | Existing Bicycle/Shared Path |
| Existing Low Density Residential          | Floodplain                   | Proposed Bicycle/Shared Path |
| Existing Rural Living                     |                              |                              |

**NOTE - Definition of terms:**

**'Existing'** - land available for development in accordance with current zoning (available now)

**'Future'** - land identified for short to medium-term development, subject to rezoning (0-15 year timeframe)

**'Possible Future Long-term'** - land identified for possible long-term development, subject to rezoning (+15 year timeframe)

**LATROBE PLANNING SCHEME - LOCAL PROVISION**

**DRAFT**

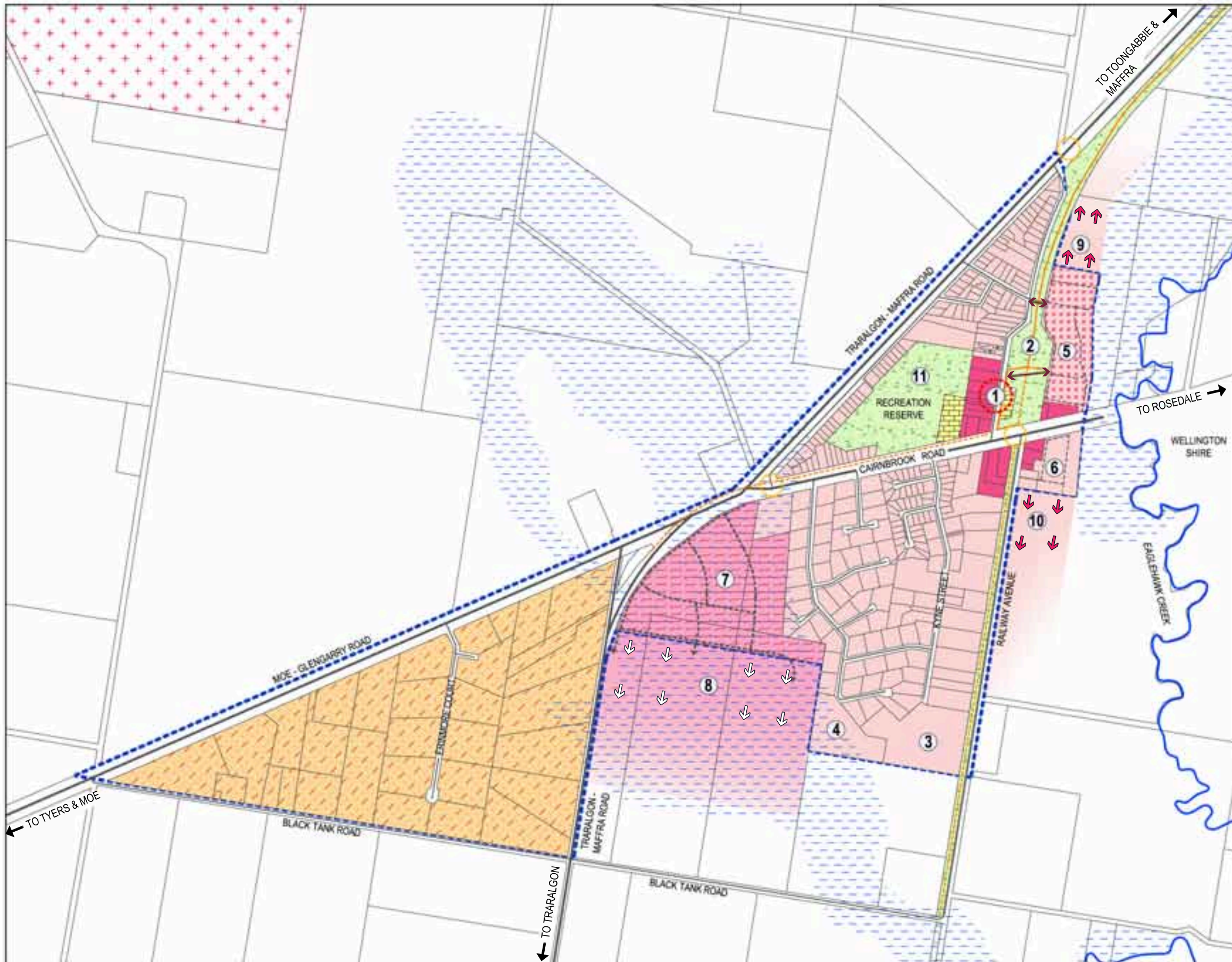


**BOOLARRA STRUCTURE PLAN**



**POLICY**





**LEGEND**

- Township Boundary
- Town Entrance
- Primary Activity Centre
- Existing Township
- Existing Residential
- Future Residential
- Possible Future Long-term Urban Expansion
- Future Low Density Residential
- Possible Future Long-term Low Density Residential
- Existing Rural Living
- Farming
- School & Pre-School
- Public Open Space
- Major Waterway
- Floodplain
- Wildfire Risk
- Main Road
- Local Road
- Possible Future Road Connection
- Proposed East-West Connection
- Proposed Bicycle/Shared Path
- Proposed Bicycle/Shared Path

**NOTE - Definition of terms:**  
**'Existing'** - land available for development in accordance with current zoning (available now)  
**'Future'** - land identified for short to medium-term development, subject to rezoning (0-15 year timeframe)  
**'Possible Future Long-term'** - land identified for possible long-term development, subject to rezoning (+15 year timeframe)

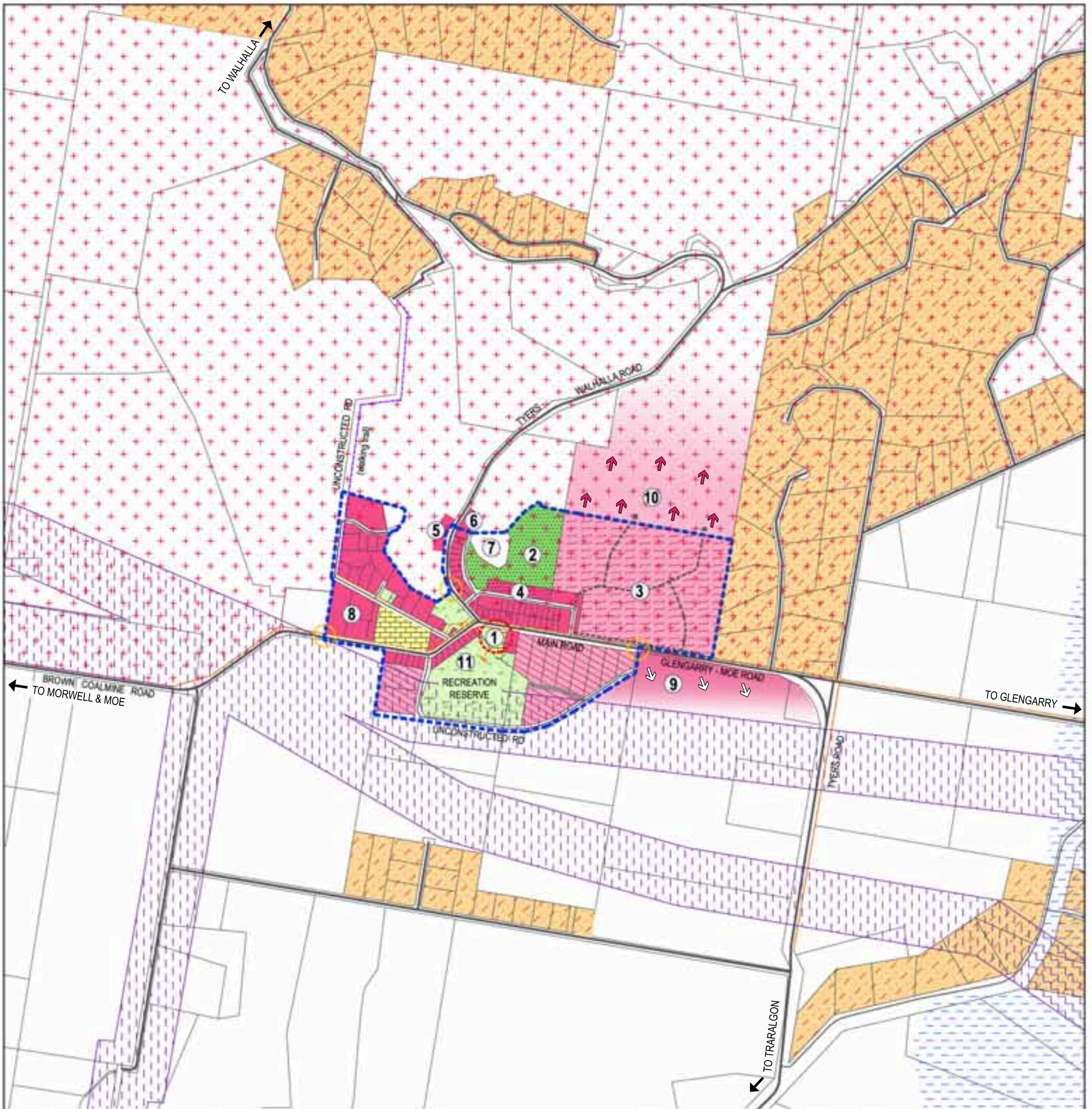
**LATROBE PLANNING SCHEME - LOCAL PROVISION**

**GLENGARRY STRUCTURE PLAN**



**POLICY**





**LEGEND**

- |  |   |  |                                 |  |                                 |
|--|---|--|---------------------------------|--|---------------------------------|
|  | Township Boundary                                 |  | Existing Rural Living           |  | Floodplain                      |
|  | Town Entrance                                     |  | Farming                         |  | Wildfire Risk                   |
|  | Primary Activity Centre                           |  | School                          |  | Main Road                       |
|  | Existing Township                                 |  | Public Open Space               |  | Local Road                      |
|  | Possible Future Long-term Urban Expansion         |  | Conservation Investigation Area |  | Possible Future Road Connection |
|  | Existing Low Density Residential                  |  | Major Waterway                  |  | Existing Bicycle/Shared Path    |
|  | Future Low Density Residential                    |  | Major Gas Pipeline              |  | Proposed Bicycle/Shared Path    |
|  | Possible Future Long-term Low Density Residential |  |                                 |  |                                 |

**NOTE - Definition of terms:**

'Existing' - land available for development in accordance with current zoning (available now)

'Future' - land identified for short to medium-term development, subject to rezoning (0-15 year timeframe)

'Possible Future Long-term' - land identified for possible long-term development, subject to rezoning (+15 year timeframe)

**LATROBE PLANNING SCHEME - LOCAL PROVISION**

**DRAFT**



**TYERS STRUCTURE PLAN**



**POLICY**