



Amendment C205 to the Hume Planning Scheme
Expert Evidence – Mark Woodland (12th February 2018)

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1.0 Introduction

1. I have been instructed in this matter by Norton Rose Fulbright Lawyers who acts for Satterley Property Group Pty Ltd (Satterley) who have an interest in 1960 and 2040 Mickleham Road, Mickleham.
2. These properties are affected by Amendment C205 to the Hume Planning Scheme, which seeks to give effect to the Lindum Vale Precinct Structure Plan (**PSP**).
3. In preparing my assessment I have had regard to the following documents:
 - Amendment C205 to the Hume Planning Scheme;
 - The Lindum Vale Precinct Structure Plan, and associated background technical documents;
 - The relevant clauses and policies outlined within the Hume Planning Scheme;
 - The Logical Inclusions Advisory Committee Reports (November 2011)
 - The Growth Corridor Plans (2012);
 - Precinct Structure Planning Guidelines (2009);
 - The VPA Part A Submission;
 - City of Hume's submission;
 - The Hume Corridor Integrated Growth Area Plan (HIGAP) Spatial Strategy;
 - Various gazetted Precinct Structure Plans (as referred to in the evidence statement);
 - Various historic strategic planning documents relating to the planning and development of Mt Ridley and the Inter-urban Break (as referred to in the evidence statement).
4. I have been asked to review Amendment C205 to the Hume Planning Scheme and associated documents, and provide my opinion on the following topics:
 - Development density and yield;
 - Responding to the inter-urban break policy;
 - Protecting the amenity of the existing rural living area;
 - Provision of open space;
 - Strategic importance of the connector road.

2.0 Expert Witness Statement

The name and address of the expert.

Mark Woodland of 3 Prentice Street, Brunswick VIC 3056.

The expert's qualification and experience.

Mark Woodland holds a Bachelor of Planning and Design from the University of Melbourne. He is a member of the Victorian Planning and Environment Law Association and the Property Council of Australia.

A Curriculum Vitae is included attachment 1.

The expert's area of expertise to make this report.

Mark has a broad range of experience in planning and development matters with a sound understanding of statutory planning provisions and significant experience in strategic planning and policy development enabling him to comment on a wide range of planning and development issues.

Other significant contributors to the report.

Not applicable.

Instructions that define the scope of the report

Mark Woodland has been instructed by Norton Rose Fulbright Lawyers who act for Satterley Property Group Pty Ltd.

The identity of any person who carried out tests or experiments upon which the expert has relied on and the qualifications of that report.

Not applicable.

The facts and matters and all assumptions upon which the report proceeds.

Mark Woodland relies upon the reports and documents listed in section 1.0 of this report.

Documents and other materials the expert has been instructed to consider or take into account in preparing his report, and the literature of other material used in making the report.

Mark Woodland has reviewed and taken into account the reports and documents listed in section 1.0 of this report.

A summary of the opinion or opinions of the expert witness

A summary of Mark Woodland's opinions are provided for within section 3.0 of this report.

Any opinions that are not fully researched for any reason

Not applicable.

Questions falling out of the expert's expertise and completeness of the report.

Mark Woodland has not been asked to make comment on any matters outside of his area of expertise. This report is a complete statement of evidence.

Expert Declaration

I have made all the inquiries that I believe are necessary and desirable to prepare and present expert evidence in this matter and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.



Mark Woodland
February 2018

3.0 Summary of Evidence

5. My opinion in relation to the issues set out in paragraph 4 of this statement are as follows:

Development density and yield:

6. State urban consolidation policies require that land within Melbourne's urban growth boundary be developed at an average overall residential density of at least 15 dwellings per hectare. The policies also state that over time planning authorities should seek to increase the overall residential densities to more than 20 dwellings per net developable hectare.
7. Once those areas of land that need to be set aside within Lindum Vale for their conservation, landscape, drainage and open space functions are excluded from the net developable area, then the remaining land should be developed at a minimum of 15 dwellings per hectare (and ideally circa 16.5 dwellings/ha, consistent with outcomes required in other contemporaneous growth area precinct plans).

Responding to the inter-urban break policy:

8. The inter-urban break policies contained within the Hume Planning Scheme need to be applied judiciously in relation to the Lindum Vale section of the wider inter-urban break. I say this because of the policy tensions that arise by designating Lindum Vale for urban purposes and the various non-urban aspirations that are also expressed for the wider inter-urban break under the Hume Planning Scheme.
9. Clause 10.04 of State Planning Policy requires that planning authorities balance conflicting objectives in favour of net community benefit and sustainable development. I consider that a reasonable balancing of conflicting objectives will be achieved if the Lindum Vale PSP provides for the following outcomes:
 - Setting aside areas of land for open space, drainage and retention of native vegetation.
 - Creating an urban structure that provides connectivity of conservation and open space areas throughout the precinct and into adjoining areas
 - Creating an informal landscape treatment along Mickleham and Mt Ridley Roads.
 - Creating a physical buffer between the existing low density residential areas and Lindum Vale by locating drainage reserves, conservation areas and open space along this boundary. Where this is not practical, then lots adjoining this interface should make provision for landscaping.
 - Developing the remaining developable land for a range of dwelling types and sizes, at an average residential density of circa 16.5 dwellings per ha.
10. I do not consider that mandating the delivery of larger lots along the arterial road edges, the internal connector road or the eastern interface with low density residential lots is a justifiable response to the state and local policies of the Hume Planning Scheme. I consider that the following modifications should therefore be made to the proposed Requirements and Guidelines within the PSP:

Amend the VPA proposed new Requirement as follows:

"Unless otherwise agreed to by the responsible authority, the first two rows of lots identified on Plan 5 as sensitive interfaces along Mount Ridley Road and Mickleham Road must:

- *Achieve a minimum 5 metre setback from the rear front and one side of the property boundary;*
- *Be a single dwelling on a lot; and*
- *Allow for the planting of canopy trees on each lot."*

Delete Requirement 7.on the basis that the intent of this Requirement is more clearly addressed by the proposed new requirement referred to above.

Amend Requirement 18 as follows:

"Residential subdivision must achieve dwelling diversity through the delivery of a range of lot sizes, including the provision of larger lots along the eastern interface with existing rural living lots and the southern interface with Mount Ridley Road."

11. The creating of an informal 'rural roadside' landscaping theme within widened roadside planting verges along Mt Ridley and Mickleham Roads would make a more meaningful contribution towards referencing or creating a connection to the low density, semi-rural areas east of Lindum Vale. The revised cross sections proposed by the VPA will create a generous area for the establishment of a soft landscape interface between the road reserve and the Lindum Vale neighbourhood.

Protecting the amenity of the existing rural living area:

12. Guideline 7 should be replaced with the following:

Requirement X— "The subdivision of land along the eastern boundary of the precinct must ensure that residential lots along this boundary include a 7m wide strip of land along the boundary which is to be kept free of buildings."

Provision of open space:

13. The provision of local parkland (credited open space) in the Lindum Vale PSP should be reduced to 4% (consistent with the PSP Guidelines). There are some areas of local parkland (credited open space) that could be removed or rationalised from the overall open space network whilst still ensuring that 95% or more of dwellings are within a 400 walking catchment of a 'nodal' local park that is of a size and shape that can accommodate passive open space activities.

Strategic importance of the connector road:

14. There is only one arterial road (Aitken Boulevard) proposed between Mickleham road and the Hume freeway. Additional north-south road connections are needed in order to provide the type of transport connectivity envisaged in both the Growth Corridor Plans and the Hume Planning Scheme.
15. The need for this connection is identified in the Hume Planning Scheme and the Merrifield West PSP. This north-south connector road will function as a critical link between these three communities, providing the ability for residents to access schools, sporting facilities and town centres without having to travel on a circuitous route along arterial roads such as Mickleham Road and Aitken Boulevard.
16. It will also play an important role in better distributing traffic, so that local trips do not need to be made on the arterial road network, therefore freeing up capacity for these roads to fulfil their intended function to facilitate longer distance trips.

4.0 The Precinct Structure Plan

17. Amendment C205 to the Hume Planning Scheme proposes to incorporate a new document titled “*Lindum Vale Precinct Structure Plan*”. The amendment also rezones the land to Urban Growth Zone Schedule 9 to facilitate the development of the land and makes a number of other changes to the Hume Planning Scheme. The specific changes to the planning scheme are set out in the explanatory report, and the exhibited future urban structure proposed is shown in Figure 1 below.



Figure 1 – Lindum Vale PSP – Future Urban Structure (exhibited version)

18. I have been provided with a revised version of the Future Urban Structure and associated land budget (dated 16th January 2018) which I understand is the version that the VPA intends to reply upon in its submission to the Panel.



Figure 2 – Lindum Vale PSP – Future Urban Structure (16th January 2018 version)

5.0 Relevant Planning Provisions

19. I have considered the broader growth area planning context of the subject site, including the spatial frameworks, policies and guidelines relating to land use and open space planning identified in state and local planning policies. These include:
 - State Planning Policy Framework
 - Local Planning Policy Framework
 - Precinct Structure Planning Guidelines
20. I have also considered the key strategic planning reviews and documents that provide the background to the preparation of the Lindum Vale Precinct Structure Plan. These include:
 - The Northern Growth Corridor Plan (2012)
 - The Logical Inclusions Advisory Committee Reports (2011)
 - The Mt Ridley Local Structure Plan for the Inter Urban Break (2007)
 - The Hume Corridor Integrated Growth Area Plan (2017)
21. The relevant elements of these documents are summarised as follows.

5.1 State Planning Policy Framework (SPPF).

22. The following State policies are of particular relevance to the specific matters that I have been asked to address in my evidence statement:

5.1.1. State Policies on Managing Urban Growth.

23. Clause 11.02 requires that planning authorities seek to achieve urban consolidation, dwelling diversity and housing affordability on land within Melbourne's urban growth boundary. Specific State policies relating to these outcomes include the following:
 - Maintain a permanent urban growth boundary around Melbourne to create a more consolidated, sustainable city (clause 11.06-2).
 - Encourage average overall residential densities in the growth areas of a minimum of 15 dwellings per net developable hectare, and over time to seek an overall increase in residential densities to more than 20 dwellings per net developable hectare (SPPF clause 11.02-3).
 - Improve housing diversity by ensuring housing stock matches changing demand by widening housing choice, particularly in the middle and outer suburbs (clause 16.01-4)
 - Improve housing affordability by encouraging a significant proportion of new development to be affordable for households on low to moderate incomes (SPPF Clause 16.01-5).

5.1.2 State Policies on biodiversity, open space, landscapes and design quality.

24. The following State planning policies relating to biodiversity, open space, landscapes and design quality are relevant to the Lindum Vale PSP:
- Use strategic planning as the primary planning tool for the protection and conservation of Victoria's biodiversity (clause 12.01-1).
 - Plan for regional and local open space networks for both recreation and conservation of natural and cultural environments (clause 11.04-1)
 - Ensure that open space networks:
 - Are linked through the provision of walking and cycling trails and rights of way.
 - Are integrated with open space from abutting subdivisions.
 - Incorporate where possible links between major parks and activity areas, along waterways and natural drainage corridors, connecting places of natural and cultural interest (clause 11.04-1).
 - Protect landscapes and significant open spaces that contribute to the character, identity and sustainable environments (clause 12.04-2).
 - Improve the design quality of public spaces and the interface between private development and the public domain (clause 11.06-4).

5.2 Local Planning Policy Framework (LPPF).

25. The following descriptions, objectives and strategies from the Hume Municipal Strategic Statement are of relevance to the precinct and the surrounding 'inter-urban break' area:

Clause 21.01 – Municipal Profile.

26. The Strategic Framework Plan contained within the Municipal Profile identifies Lindum Vale as forming part of an inter-urban break between Craigieburn and Mickleham. The eastern two-thirds of the inter-urban break are identified for low density/rural living purposes, whilst the western third (ie Lindum Vale) is identified as future residential land.
27. The Spatial Framework Plan identifies conservation land and open space within Lindum Vale in a generally cruciform configuration across Lindum Vale (refer figure 3, overleaf).

Clause 21.02 – Urban Structure and Settlement

28. The role of the inter-urban break is defined as follows:

'The Inter Urban Break continues to provide a permanent separation between the urban areas of Craigieburn and Mickleham. Supporting low density rural residential development, it provides for the ecological connectivity between the Mt Ridley Conservation Reserve and conservation and open space areas in Craigieburn.'

Figure 2: Strategic Framework Plan

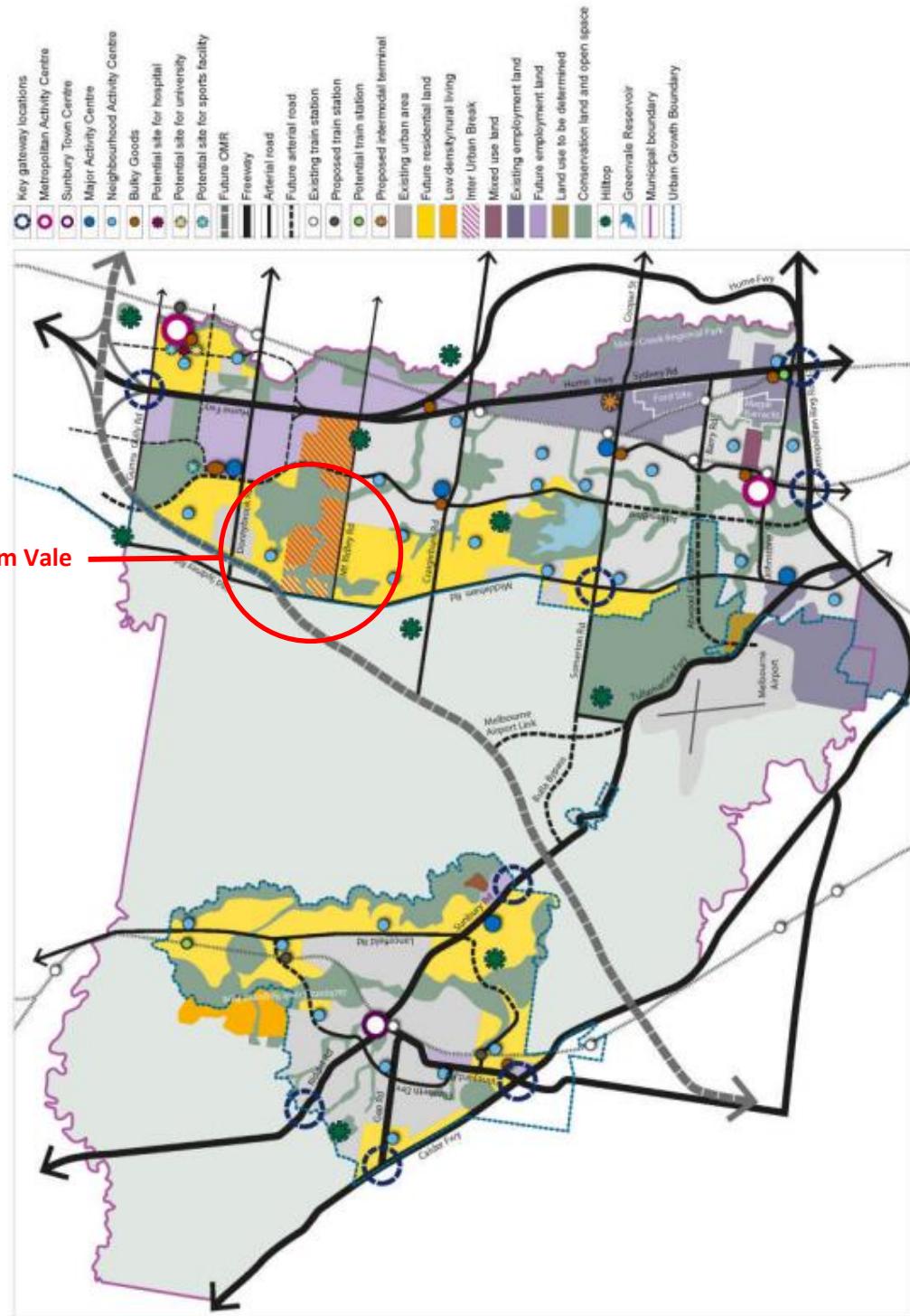


Figure 3 –Hume MSS – Strategic Framework Plan.

29. The following objective and strategies are also of relevance:

Objective 8 - To reinforce the role of the Inter Urban Break as a permanent separation and conservation and landscape buffer between conventional density development areas.

Strategies

- 8.1 *Maintain the Inter Urban Break for predominantly larger detached housing and low density rural residential development that supports the conservation of biodiversity and landscape values.*
- 8.2 *Facilitate the connectivity of conservation and open space areas through the Inter Urban Break.*
- 8.3 *Facilitate an additional north-south connector road through the Inter Urban Break between Mickleham Road and the future extension of Aitken Boulevard.*

30. The following documents are identified as reference documents under this clause:

- *Hume Corridor HIGAP Spatial Strategy and Delivery Strategy, Hume City Council, 2015.*
- *Mt Ridley Local Structure Plan for Inter Urban Break Mickleham, Greenaway and Katz Pty Ltd, 1997.*

Clause 21.03 Liveable Neighbourhoods and Housing.

31. The following objective and strategies are also of relevance:

Objective 4 To increase the diversity of housing in Hume.

Strategies:

4.5 Maintain the Inter Urban Break in the Hume Corridor and the Rolling Meadows areas in Sunbury for predominantly larger detached housing and low density rural residential development.

Clause 21.04 Built Environment and Heritage

32. The following objective and strategies are also of relevance:

Objective 12 - To protect and encourage significant roadside vegetation that contributes to Hume's landscape character.

Strategies:

- 12.3 *Ensure a strong informal landscape treatment is established along the north-south connector road through the western end of the Inter Urban Break that reflects a rural landscape character.*

Clause 21.08 - Natural Environment and Environmental Risk

33. The following relevant further strategic work is identified in this clause:

Prepare a Precinct Structure Plan for the western end of the Inter Urban Break that protects the biodiversity values, including scattered trees, across the site in conservation and open space areas, and connects them into the wider open space network in the Mickleham and Craigieburn precincts.

5.3 Precinct Structure Planning Guidelines.

34. On 7 October 2009 the Minister for Planning launched the *Precinct Structure Planning Guidelines*. These Guidelines provide a tool for designing and delivering better quality communities in growth areas. They set out the key objectives of growth area planning and include a step by step guide on how to achieve the identified objectives.
35. The open space design standards S1-S7 from these Guidelines are of particular relevance to the Lindum Vale Precinct Structure Plan.

5.4 The North Growth Corridor Plan.

36. Ministerial Direction No. 12 (Urban Growth Areas) applies to the incorporation of a PSP in the scheme, or changes to an incorporated PSP, applying to land in the Urban Growth Zone. It requires that in preparing an amendment a Planning Authority must evaluate and include in the explanatory report a discussion about how the amendment implements any Growth Area Framework Plan applying to the land.
37. The Northern Corridor Plan was released in June 2012. Lindum Vale was not included in the Northern Growth Corridor Plan at that time because the land had not been formally included within the metropolitan Urban Growth Boundary¹.
38. The Northern Growth Corridor Plan identifies the future development of two major new residential districts in Craigieburn West and Mickleham West. The Lindum Vale land is shown in these plans as a significant non-urban gap between these proposed large urban communities.

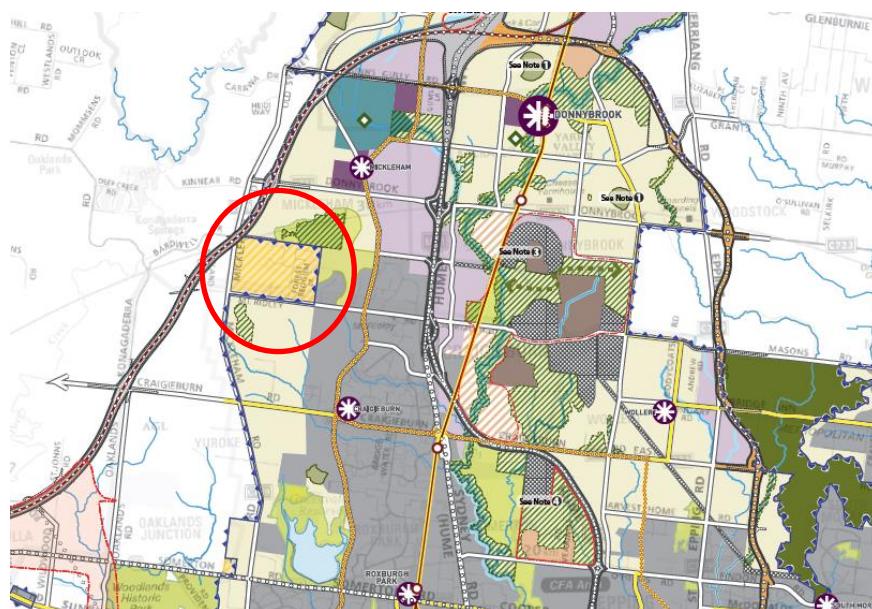


Figure 4 –Extract from Northern Growth Corridor Plan.

¹ The Northern Growth Corridor Plan has not been formally updated following the inclusion of the land into the metropolitan UGB in 2012.

5.5 The Logical Inclusions Review.

39. The Logical Inclusions Advisory Committee recommended that Lindum Vale be included in the Metropolitan Urban Growth Boundary in November 2011.
40. The Advisory Committee considered that the future development of Lindum Vale should be integrated with the precinct planning processes for developments to its north (Merrifield West) and south (Craigieburn West) on the basis that:

“This would provide the opportunity to integrate the development of a north-south vehicular connection having regard to biodiversity and landscape values of Area 3.”²
41. The Committee recommended that the Farming Zone be applied to Lindum Vale as a holding zone to provide the opportunity for further planning work to define and protect areas of biodiversity value, make provision of new north-south vehicle connections and identify areas suitable for urban development.
42. The Victorian Government announced its response to the recommendations of the Committee in June 2012, and land contained within the Lindum Vale PSP was subsequently included within the metropolitan Urban Growth Boundary in September 2012³. The Farming Zone was applied to the land at the same time.
43. The Committee also recommended that the existing rural residential development east of Lindum Vale be rezoned to Rural Living zone incorporating the relevant provisions of the (then) existing green Wedge A Zone.

5.6 The Mt Ridley Local Structure Plan for the Inter Urban Break (2007).

44. The ‘Mt Ridley Local Structure Plan for Inter Urban Break Mickleham (1997)’ provided for rural residential development within a ‘non-urban buffer’ between Mt Ridley Road, Mickleham Road, the powerlines to the north, and the Hume Highway.
45. The Plan describes the inter-urban break as *‘providing for a permanent separation and landscape buffer between Craigieburn and any other development that may occur further to the north within the Merri Corridor.’⁴*
46. It provides for rural residential development ranging from 1ha lots through to ‘farmlets’ of up to 6ha. It envisaged lots along Mt Ridley Road and Mickleham Road being in the order of 2-6 ha so as to maintain a low density rural outlook into the structure plan area from its perimeter.
47. It was intended that these rural residential lots would not be connected to reticulated sewer, and that the lots would be of a size that could contain and treat effluent within their own boundaries.

² Logical Inclusions Advisory Committee Report No 3: North Growth Area 11 November, page 39

³ Via Amendment C166 to the Hume Planning Scheme

⁴ Mt Ridley Local Structure Plan (1997), page 7.

48. The Plan also anticipated that significant conservation areas and waterways would be set aside as public land, and that an open space network would provide links to Craigieburn to the south and future open space networks to the north.
 49. The plan contained an overall urban structure which identified an internal road layout, conservation and creek reserves, and linkages to the external road network along Mt Ridley road and via the proposed E-14 alignment.

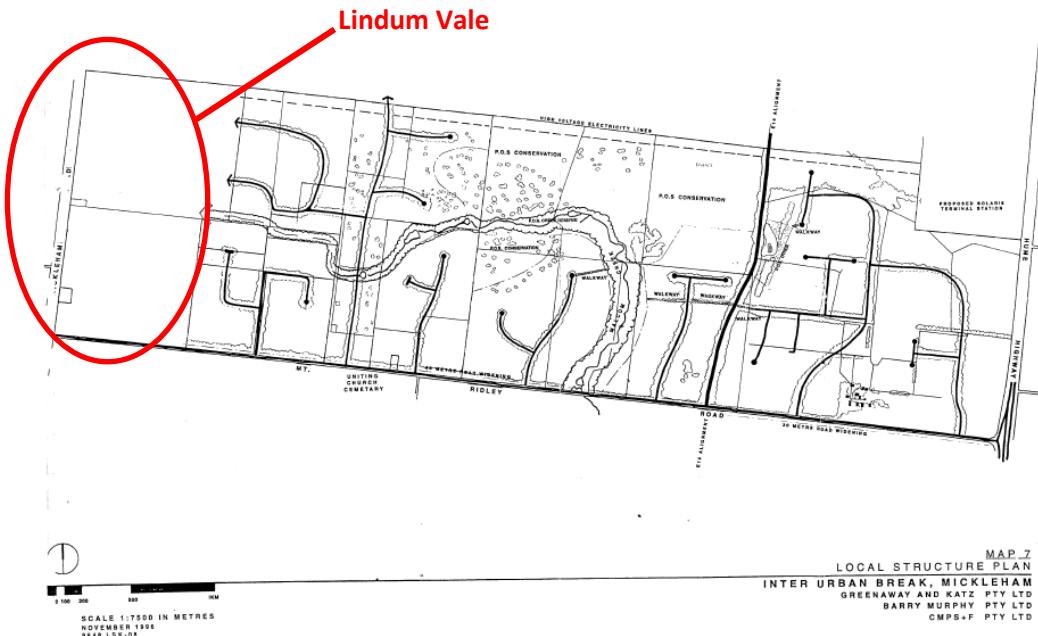


Figure 4 –Extract from Mt Ridley Local Structure Plan

50. The Plan did not contain any detail about the future urban structure of the Lindum vale area, although it did identify road and open space linkages to this land.
 51. Overall the Plan anticipated a total of up to 300 lots across the entire structure plan area, and a total population of around 800 people.
 52. The Plan has the status of a reference document under the Hume Planning Scheme.
 53. The overall layout of residential development that has occurred in the central and eastern areas parts of the inter-urban break generally accords with this original Plan. Lots along the eastern half of the area are generally 2ha or greater in area, whereas lots adjoining Lindum Vale are generally 1ha in area.

5.7 The Hume Corridor Integrated Growth Area Plan.

54. The Hume Corridor Integrated Growth Area Plan ('Hume Corridor HIGAP') is one of two broad land use strategies prepared by Council for the urban areas within the Municipality (the other being the Sunbury Corridor HIGAP). It represents Hume City Council's policy position on the future planning of the Hume Corridor. It is intended to guide the work of Hume City Council in managing growth and change, as well as its advocacy to State Government and its discussions with developers and agencies involved in delivering change.
55. The introduction to Hume Corridor HIGAP explains that it is intended to serve multiple purposes, including:
 - To set out policy positions on the future planning of the Hume Corridor.
 - To guide the work of Hume City Council in managing growth and change, and
 - To guide Councils advocacy to State Government and its discussions with developers and agencies involved in delivering change.
 - The relevant HIGAP policy positions on the future planning of the Hume Corridor have now been given effect via the Amendment C176 updates to the Hume Planning Scheme.
56. Amendment C176 to the Hume Planning Scheme updated the Hume Municipal Strategic Statement to give effect to relevant elements of the Hume and Sunbury Corridor HIGAPs, including relevant land use and planning objectives and strategies to achieve these visions. Not all of the outcomes described for Lindum Vale in the Hume Corridor HIGAP have been carried across the Hume Planning Scheme as planning policy. As set out in section 5.2 of my evidence statement, the policies relating to Lindum Vale that have been given effect in the Hume Planning Scheme include:
 - Facilitating connectivity of conservation and open space areas through the Inter Urban Break.
 - Facilitating an additional north-south connector road through the Inter Urban Break between Mickleham Road and the future extension of Aitken Boulevard.
 - Maintaining the Inter Urban Break for predominantly larger detached housing and low density rural residential development that supports the conservation of biodiversity and landscape values.
57. The Hume Corridor HIGAP now has status as a reference document under the Hume Planning Scheme.

7.0 Planning Considerations.

7.1 Overview.

58. I have been asked to provide my opinion in relation to the following specific matters relating to Amendments C205:

- Development density and yield;
- Responding to the inter-urban break policy;
- Protecting the amenity of the existing rural living area;
- Provision of open space;
- Strategic importance of the connector road.

7.2 Development Density and Yield.

59. The revised Future Urban Structure (dated 16th January 2018) identifies a net developable area of 103.41 ha and Requirement R19 of the PSP specifies that that subdivisions must deliver a minimum average dwelling density of 16.5 dwellings per net developable hectare, which equates to a yield of 1,706 dwellings.
60. The City of Hume submission requests removal of reference to the PSP facilitating a minimum average dwelling density of 16.5 dwellings per net developable hectare, and to include Objectives and Requirements for the provision of larger lots in certain parts of the precinct, as follows:
- Require lots of between 800-1200m² along the Mickleham road frontage south of the east-west connector street, and fronting the north-south boulevard connector street south of the east west connector street
 - Require lots of between 1200-1500m² along the Mt Ridley road frontage and along the western interface to the existing rural residential development.
61. The Council's submission has requested that the PSP include certain setback and single dwelling restrictions on larger lots.
62. Council's submission also sought to reduce the anticipated development yield described in the PSP to reflect provision of larger lots in the areas identified above.
63. Council has submitted that larger lots and greater dwelling setbacks would be more in keeping with the intent of the Inter Urban Break policies contained within the Hume planning scheme, as well as protecting the amenity of the existing rural community to the east and screening the remainder of the site from key view lines.
64. I address the question of residential densities at Lindum Vale, and each of the issues raised by Council in relation to the inter-urban break, lot sizes and setbacks overleaf.

7.2.1 Residential densities on land within the Urban Growth Boundary.

65. State planning policy seeks to achieve urban consolidation, dwelling diversity and housing affordability on land within Melbourne's urban growth boundary. Specific state policies relating to these outcomes include the following:
- Maintain a permanent urban growth boundary around Melbourne to create a more consolidated, sustainable city (clause 11.06-2).
 - Encourage average overall residential densities in the growth areas of a minimum of 15 dwellings per net developable hectare, and over time to seek an overall increase in residential densities to more than 20 dwellings per net developable hectare (SPPF clause 11.02-3).
 - Improve housing diversity by ensuring housing stock matches changing demand by widening housing choice, particularly in the middle and outer suburbs (clause 16.01-4)
 - Improve housing affordability by encouraging a significant proportion of new development to be affordable for households on low to moderate incomes (SPPF Clause 16.01-5).
66. The Logical Inclusions Advisory Committee considered the question of residential densities in determining whether or not to recommend land be included within the metropolitan UGB. The Committee noted that it is generally accepted that land within the UGB should be developed so as to achieve a conventional residential density of 15 dwellings per ha, and it noted that in some circumstances a lower density development might also achieve an appropriate housing outcome⁵.
67. In the case of Lindum Vale, the Committee formed the view that the 'inter-urban break' concept was not a sufficient basis to warrant delivering residential densities below the State policy aspiration of at least 15 dwellings per net developable hectare on this land. The Committee made the following observations in relation to this issue:

"In reaching this position, The Committee accepted that the Lindum Vale land would have a greater connection to the adjoining developments to its north and south than to the rural residential development to its east. The Hume Council position for an inter-urban break at this location (given the amount of development already being planned for in this Growth Area) is considered inappropriate and does not support the policy position of the Government to deliver urban developments of 15 lots per developable hectare for land within the UGB."

68. The Committee recommended that the Farming Zone be applied to the Lindum Vale land as a holding zone, to enable further planning work to be done to protect areas of biodiversity and to confirm areas suitable for urban development.
69. The State policy relating to residential densities refers to net residential densities (ie the density to be achieved on the land which remains once account is taken of encumbered land, open space, transport infrastructure etc.). The Precinct Structure Planning Guidelines (GAA, 2009) define net developable area as follows:

⁵ Logical Inclusions Advisory Committee Report No. 1: Overview and Summary 11 November 2011, page 59.

*'land within a precinct available for development. This excludes encumbered land, arterial roads, railway corridors, government schools and community facilities and public open space. It includes lots, local streets and connector streets.'*⁶

70. The net residential density of any given precinct is determined following an assessment of its characteristics and values, where decisions are made about what land ought to be set aside for conservation, open space, landscape values, drainage or other purposes.
71. In the case of land in the Lindum Vale precinct, substantial areas of land have been set aside because of factors such as drainage, biodiversity, native vegetation and trees to be preserved for their landscape values. The revised Future Urban Structure for Lindum Vale (dated 16th January 2018) sets aside almost 41 ha of the precinct (28.4% of the total land area), leaving a net developable area of 103.4ha.
72. State urban consolidation policies require that this net developable area be developed at an average overall residential density of at least 15 dwellings per hectare. The policies also state that over time planning authorities should seek to increase the overall residential densities to more than 20 dwellings per net developable hectare.
73. Achieving a net residential density of between 15-20 dwellings per hectare necessitates the delivery of a range of small-medium sized housing products, which cater well to the needs of households on low to moderate incomes⁷. State planning policy supports this outcome.
74. Most of the recent Precinct Structure Plans in Melbourne's growth areas have set a minimum average residential density of 16.5 dwellings per hectare. This is consistent with the State government urban consolidation policy to seek an overall increase in residential densities to more than 20 dwellings per net developable hectare over time.
75. In my opinion, the proper approach to the planning of the Lindum Vale precinct is once those areas that need to be set aside for their conservation, landscape, drainage and open space functions are excluded from the net developable area, this remaining land should typically be developed at a minimum of 15 dwellings per hectare (and ideally circa 16.5 dwellings/ha, consistent with outcomes required in other contemporaneous growth area precincts).
76. I acknowledge that the inter-urban break policies contained within the Hume Planning Scheme also need to be taken into account in determining the form and content of the Lindum Vale Planning Scheme. I have addressed these policies, as well as other issues raised by Council in relation to lot sizes and dwelling setbacks below.

7.2.2 The inter-urban break policy.

77. The Inter-urban Break concept was originally conceived as a formal non-urban break between Craigieburn and future urban areas in Mickleham. The Mt Ridley Local Structure Plan (1997) provided for the creation of large rural residential lots that would maintain a low density rural outlook from its perimeter. This Plan provided for rural residential lots ranging in size from 1ha to 6ha – these lots were

⁶ Precinct Structure Planning Guidelines (GAA, 2009), page 55

⁷ A net residential density of 15-20 dwellings per hectare translates to an average lot size of between 375 and 500 square metres.

not intended to be connected to reticulated sewer, and so each lot was to be sized so it could treat effluent within its own boundary.

78. The land west of Lindum Vale has now been largely developed for rural residential purposes. The Lindum Vale land is undeveloped and it essentially remains an englobo land parcel.
79. The inter-urban break policies contained within the Hume Planning Scheme were reviewed and refined by Council in 2017 (via Amendment C176 to the Hume Planning Scheme).
80. The relevant local planning policies from the Hume Municipal Strategic Statement relating to the inter-urban break are as follows:
 - Lindum Vale is to be developed for residential purposes, as distinct to the low density or rural living purposes articulated for the land to its east (refer figure 2 contained within clause 21.01)
 - Lindum Vale forms part of the Inter-urban break under the Hume Planning Scheme (as shown on figure 2 contained within clause 21.01).
 - The inter-urban break policies of the Hume Planning Scheme seek to achieve the following outcomes⁸:
 - Maintenance of a permanent separation and landscape buffer between urban areas of Craigieburn and Mickleham.
 - Supporting predominately larger detached housing and low density rural residential development that supports the conservation of biodiversity and landscape values⁹.
 - Providing for connectivity of conservation and open space areas throughout the urban break.
 - Creation of an informal landscape treatment along the north-south connector road that reflects a rural landscape character.
81. The Hume Corridor HIGAP formed part of the strategic basis for Amendment C176. This Strategy contains a more detailed description of potential development outcomes for the inter-urban break and Lindum Vale in particular. The Hume Corridor HIGAP is a reference document under the Hume Planning Scheme, and the substantive planning elements of that document have now been included in the Hume MSS.
82. Given its status as a reference document, the Hume Corridor HIGAP has only a limited role in decision-making as it is not part of the planning scheme. It does not have the status of an incorporated document, nor does it carry the same weight¹⁰. For these reason, I have relied upon the policies contained with the Hume MSS itself in order to understand the substantive planning outcomes sought for Lindum Vale.
83. I consider that the inter-urban break policies contained within the Hume Planning Scheme need to be applied very judiciously in relation to the Lindum Vale section of the wider inter-urban break. I say this

⁸ As set out in clauses 21.02, 21.03 and 21.04 of the Hume Planning Scheme

⁹ The original inter-urban break policies focussed solely on low density rural residential development, but Amendment C176 modified the policies to make reference to 'larger detached dwellings', presumably in response to the inclusion of Lindum Vale into the Metropolitan Urban Growth Boundary.

¹⁰ Planning Practice Note 13 ('Incorporated and Reference Documents) provides guidance in relation to the role and status of reference documents. I note also that the Planning Panel that considered Amendment C176 to the Hume Planning Scheme made the following comments in relation to the status of the Hume Corridor HIGAP Strategy –

'The HIGAPs are not incorporated into the planning scheme, and they have no statutory status as reference documents. As has been recognised by previous panels (for example, the Panel for Macedon Ranges C84), reference documents do no more than provide background or supporting information that will assist in understanding the basis for a MSS. They are not a substitute for appropriate policy content in the MSS or the scheme.' (c176 Panel report, page 8)

because of the policy tensions that arise by designating Lindum Vale for urban residential purposes and the various non-urban aspirations that are also expressed for the wider inter-urban break under the Hume Planning Scheme.

84. Certain elements of the inter-urban break policies can be readily achieved via the precinct plan. For example, policies relating to the connectivity of conservation and open space areas can readily be achieved by setting aside land within Lindum Vale for such purposes. Similarly, creating informal landscape treatments within road reservations can readily be achieved via requirements and guidelines within precinct plan.
85. However, there are some inherent conflicts between the achievement of the particular landscape and low density residential development outcomes described in the inter-urban break policies and the designation of Lindum Vale for residential purposes.
86. Given that Lindum Vale has been designated for future residential development (ie it is future urban land) it is not possible at a conceptual or a practical level for urban development in Lindum Vale to achieve a permanent separation and landscape buffer between the residential areas north and south of the inter-urban break. The precinct will not deliver low density rural residential development and it will not be developed for predominately larger detached housing.
87. Clause 10.04 of the SPPF ('integrated decision making') provides the following guidance in relation to how any potentially conflicting objectives ought to be dealt with:

"Planning authorities and responsible authorities should endeavour to integrate the range of policies relevant to the issues to be determined and balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations."

88. It is my opinion that the correct balancing of competing objectives in relation to Lindum Vale will be achieved if the precinct plan provides for the following outcomes:
 - Setting aside areas of land for open space, drainage and retention of native vegetation.
 - Creating an urban structure that provides connectivity of conservation and open space areas throughout the precinct and into adjoining areas
 - Creating an informal landscape treatment along Mickleham and Mt Ridley Roads.
 - Creating a physical buffer between the existing low density residential areas and Lindum Vale by locating drainage reserves, conservation areas and open space along this boundary. Where it is not practical to achieve this, then lots adjoining this interface should make provision for landscaping along that boundary.
 - Developing the remaining developable land for a range of dwelling types and sizes, at an average residential density of circa 16.5 dwellings per ha.
89. I do not consider that mandating the delivery of larger lots along the arterial road edges, the internal connector road or the eastern interface with low density residential lots is a justifiable response to the state and local policies of the Hume Planning Scheme.
90. Requiring large lots to be established in these locations will mitigate against the achievement of the overall residential densities that can be delivered across the balance of the precinct - it will either result in a lower overall density being realised, or the remaining land within the precinct will be developed at a residential density that is higher than the typical density that would ordinarily be supported by a location such as Lindum Vale. Whilst Lindum Vale will be a very attractive residential neighbourhood, it is neither

offers, nor is it accessible to the full range of amenities and services that might ordinarily be provided to support market acceptance of large amounts of higher density housing products. Whilst the amenity of the parkland within the precinct will create a local amenity that supports some amount of medium density housing (townhouse products for example), the absence of a town centre with various shopping, community, education health and recreation facilities will mean that there are practical limits to how much higher density housing product might be sought by residents seeking to live in this precinct.

91. I consider that requiring large lots in these locations on the basis that such lots would be 'more in keeping with the intent of the Inter Urban Break policies' is also conceptually flawed. Residential lots in the range of 800-1500sqm are not equivalent in their character to the larger detached housing and low density rural residential development found further east of the precinct.
92. Residential development on lots in this range are essentially still urban in character - this is illustrated by way of a comparison of existing dwelling and land typologies in Mt Ridley and Greenvale.
93. The following figure drawing compares the lot sizes in Mt Ridley (1-3ha) vs the larger lot' sizes in Greenvale (which are in the range of what Council is seeking for Lindum Vale) and conventional development in Craigieburn.

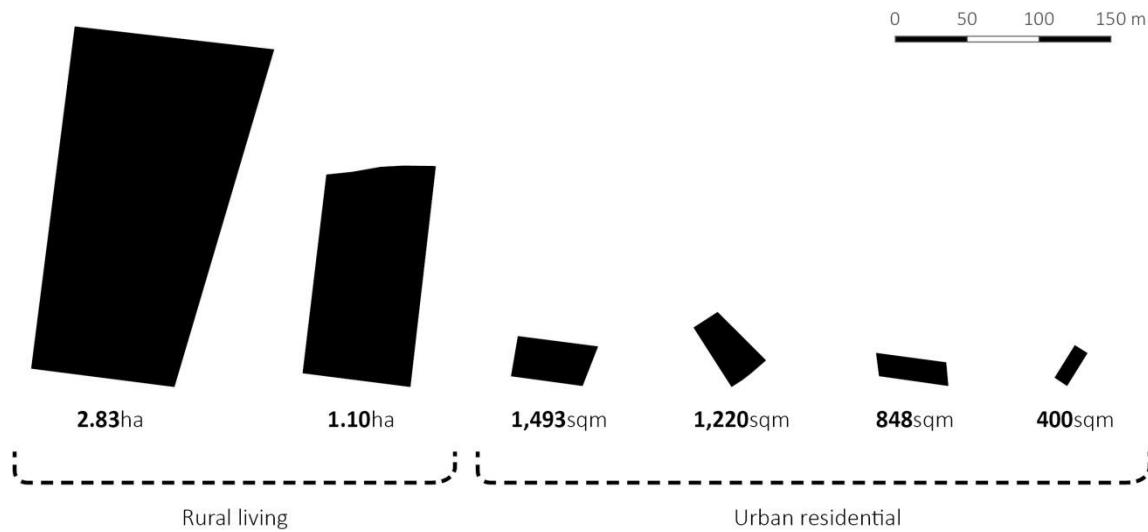


Figure 5 –Comparison of lot sizes/types in Mt Ridley, Greenvale and Craigieburn.

94. The photo-images below show the streetscapes of four of the properties identified in the lot size comparison shown in figure 5.



Summit Drive, Mickleham (2.86ha lot)



Motherwell Avenue Greenvale (1,200sqm lot)



Hartley Crescent Greenvale (848 sqm lot)



Corringa Way, Craigieburn (400sqm lot)

95. It is clear that in terms of the size of the land alone, allotments in the order of 800-1500sqm fall within an 'urban' typology, and they are an order of magnitude smaller than the rural living lots in Mt Ridley.
96. Whilst the placement of buildings on the lot, and the choice of landscaping and construction material for both the building and fencing all have degrees of influence on whether it takes on an urban semi-rural or rural character, the size of the lot (and therefore the density and proximity of dwellings across multiple lots) is a fundamental determinant of the character of the place.
97. The graphic for each lot types represented above are existing examples from Mt Ridley, Greenvale and Craigieburn, as represented in the following examples overleaf.
98. Note that each of the examples below/overleaf are of the properties shown in figure 5 and the associated photo-images. Each image below is presented at the same scale, for comparison purposes.



Figure 6 –A 2.8ha lot in Mt Ridley

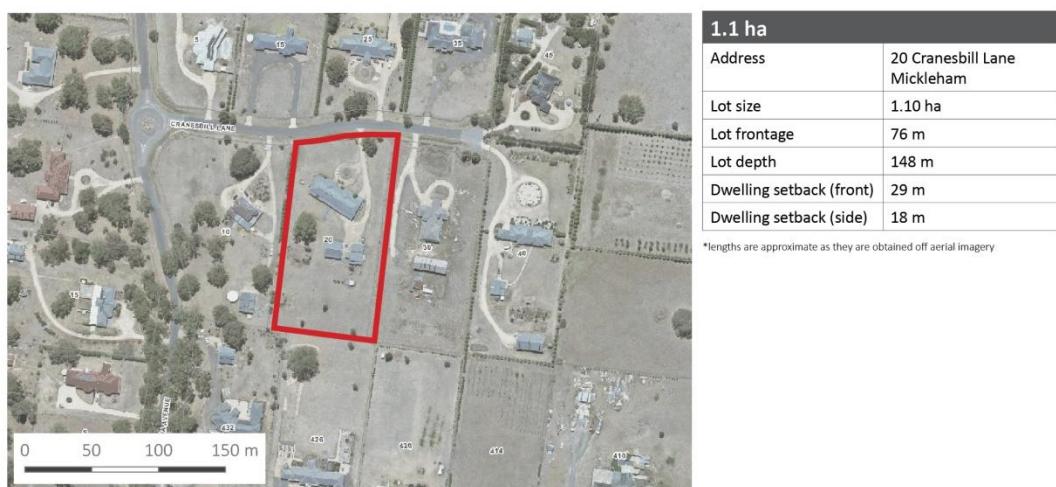


Figure 7 –A 1.0ha lot in Mt Ridley



Figure 8 –A 1200 sqm lot in Greenvale



Figure 9 –A 850 sqm lot in Greenvale



Figure 10 –A 400 sqm lot in Craigieburn

99. The large rural residential lots in Mt Ridley vary between 1 and 3 ha in size, and dwellings typically have very large side and rear boundary setbacks. The semi-rural typology that arises from this subdivision pattern is self-evident, even where the lot is not particularly well landscaped or the dwellings and fencing do not have a particular rural architectural style.
100. The large urban residential lots in Greenvale vary between 0.08ha and 0.4ha in size. These lots have size and rear setbacks that are in keeping with any number of post-war suburban estates across Melbourne and they are urban in their character. The fact that these lots are between 2 and 10 times the size of the average lot size in Melbourne's new residential estates does not in and of itself transform their character from urban to semi-rural.
101. I acknowledge that creating larger lots along the arterial road frontages will set a different residential character to that likely to be created across the balance of the precinct. However, as I have already noted it is still likely to be essentially an urban residential character, albeit with larger homes on larger lots with marginally larger side, front and rear setbacks.
102. Whilst imposing certain siting and design requirements on such lots (such as wider frontages, larger and side boundary front setbacks, specific building and fencing materials) would help soften the built form presentation of such housing to the street, in my opinion it would not meaningfully reference the semi-rural outcomes intended by the original inter-urban break vision for Mt Ridley.
103. I also acknowledge that creating lots of this type and size would add to the diversity of dwellings available in the Hume Corridor. However, I am not aware of any evidence prepared in relation to the Lindum Vale Precinct Plan that demonstrates the nature or size of market demand for such lots in this location. I also question whether any developer wishing to offer 'premium' large lots would elect to locate such lots on an arterial road frontage, when there are higher amenity settings (such as adjacent to conservation reserves within the precinct) that would better lend themselves to a 'large lot' design response.
104. In summary it is my opinion that the creation of large urban residential lots along the edges of the Lindum Vale precinct will not meaningfully transform these edges from an urban to a low density, semi-rural character. I consider that the following modifications should therefore be made to the proposed Requirements and Guidelines within the PSP:

- (VPA proposed new Requirement) – “Unless otherwise agreed to by the responsible authority, the first ~~two rows~~ row of lots identified on Plan 5 as sensitive interfaces along Mount Ridley Road and Mickleham Road must:
- Achieve a minimum 5 metre setback from the ~~rear~~ front and one side of the property boundary;
 - Be a single dwelling on a lot; and
 - Allow for the planting of canopy trees on each lot.”

I do not consider that creating larger lots with marginally larger than usual dwelling setbacks will genuinely contribute to the creation of a semi-rural residential character in this location. I also note that the PSP does not propose to mandate the establishment of landscaping within setback areas, and that in any event this would be a difficult thing to enforce over time. So whilst I am unconvinced of the practical effect of the proposed new Requirement, I consider that at the very

least it should only apply to the first row of lots and that the front setback is of more relevance to streetscape/neighborhood character than the rear setback.

I understand that there may be some notion that residents might establish large trees in their backyard which might create a canopy backdrop when viewed from the roadside. However, there is no certainty that this is how residents will chose to landscape their rear or side yards and I consider that providing larger setback from the street is more likely to result in residents electing to establish landscaping that can contribute towards a more landscaped streetscape character.

Requirement 7 – Development along Mount Ridley Road must create an appropriate interface that reflects the natural features of the precinct and softens the visual prominence of development along Mt Ridley Road.

I suggest that this Requirement be deleted on the basis that is vaguely worded and it is not clear how a development could respond to it. In any event I consider that the intent of this Requirement is more clearly addressed by the proposed new requirement referred to above.

Requirement 18 – Residential subdivision must achieve dwelling diversity through the delivery of a range of lot sizes, including the provision of larger lots along the eastern interface with existing rural living lots and the southern interface with Mount Ridley Road.

I suggest that the requirement for the creation of larger lots along Mt Ridley road be deleted for the reasons set out in my statement. The requirement for the creation of larger lots along the eastern boundary can also be deleted on the basis that the specific interface treatment (ie landscape strips) can be more clearly defined by Guideline 7 (which is now proposed to be changed to a Requirement).

105. I consider that the creating of an informal 'rural roadside' landscaping theme within widened roadside planting verges along Mt Ridley and Mickleham Roads would make a more meaningful contribution towards referencing or creating a connection to the low density, semi-rural areas east of Lindum Vale.

106. I have been provided with a revised draft cross section for each of these roads (prepared by the VPA) which shows:

- A 15m reserve separating the main road carriageway and the local frontage street along Mt Ridley Road. This comprises a 2m nature strip, 3m bicycle path and 10m dedicated landscape strip.
- A 24.3 wide reserve separating the arterial carriageway and the local frontage strip along Mickleham Road. This comprises a 14.3m landscape zone within the Mickleham road reserve, a 3m bike path, 23m powerline reserve, and 2m grassed verge.

107. I consider that these cross sections will create a generous area for the establishment of a soft landscape interface between the road reserve and the Lindum Vale neighbourhood. The landscaping in this area can be designed so as to replicate a rural roadside character that is more typical of what is found along roadsides in low density or rural living environments. This might include cluster of trees, will taller native tree species and clumps of bushy understorey.

108. I would add however that the defining character of the land north of Mt Ridley road (between Mickleham Road and approximately Forest Redgum Drive) is of a very sparse grassland/pasture landscape interspersed with occasional trees and dwellings on large allotments. There is currently very little roadside landscaping along this section Mt Ridley Road, and many of the rural residential lots facing this road also have minimal landscaping in their front setbacks. A landscape masterplan would need to be created to establish a continuous landscaped these along the length of this road reserve, and it would need to take account of potential future road widenings, placements of services, etc.

7.2.3 Protecting the amenity of the existing rural community to the east.

109. The revised Future Urban Structure now includes a combination of conservation reserve, parkland and drainage lines along the majority of the eastern boundary of the Lindum Vale precinct. I consider that this layout provides an appropriate interface with the rural residential lands that adjoin the precinct.
110. The north-east side of the Lindum Vale precinct has a direct interface between urban residential and rural residential land uses which is circa 450m in length. There are 4 adjoining rural residential lots affected by this interface (the northernmost of which primarily interfaces with a proposed drainage reserve).
111. I consider that it is reasonable for residential lots along this interface to incorporate a landscape strip so that trees can be planted along this edge which help screen the residential and rural residential lots. I consider that the following modifications should be made to the proposed Requirement relating to this issue:

Guideline 7 (now proposed as a requirement) – “~~Dwellings on lots adjacent to the east boundary of the precinct should achieve:~~

~~A 10 metre setback from the rear property boundaries, and
A 3 metre setback from side property boundaries.”~~

Suggest replacing with...

Requirement X – “The subdivision of land along the eastern boundary of the precinct must ensure that residential lots along this boundary include a 7m wide strip of land along the boundary which is to be kept free of buildings.”

I understand that it is the direct physical interface with the rural residential lots to the east that is of concern to adjoining residents, and that the objective is to ensure that a landscape screening is created along this boundary (as provided for in Requirement 8)

The actual layout of residential subdivision along this boundary is yet to be determined, and so the likely orientation of lots is not yet known. The wording of Guideline 7 assumes that lots will back onto the east boundary, which may not necessarily be the case.

I consider that it would be simpler to establish a requirement for a continuous 7m wide strip of land along this boundary, which would apply irrespective of whether a dwelling was to back or side onto it. I consider that a 7m wide strip of land is sufficient to allow the establishment of canopy trees and understory vegetation as referred to in Requirement 8.

7.3 Open Space.

112. The 16 January 2018 versions of the Future Urban Structure (FUS) and Summary Land Budget identify that 34.41% of the net developable area (NDA) be set aside for open space (inclusive of credited and service (ie uncredited) open space). This open space allocation is summarised in the table below:

Open Space		
Service Open Space		
Conservation Reserve	6.38	4.42%
Waterway and Drainage Reserve	6.87	4.76%
Heritage Reserve - Aboriginal	0.36	0.25%
Heritage Reserve - Post Contact	0.00	0.00%
Utilities Easements	4.56	3.16%
Cemeteries / Memorial Parks	0.00	0.00%
Landscape Values	11.87	8.22%
Sub-total Service Open Space	30.04	20.81%
Credited Open Space		
Local Sports Reserve (ICP land)	0.00	0.0%
Local Network Park (ICP land)	5.54	3.8%
Sub-total Credited Open Space	5.54	3.8%
Total All Open Space	35.58	24.6%

Figure 11: Open space from land budget dated 16th January 2018.

113. A total of 5.36% of the NDA in the precinct is identified for local parkland (credited open space) and a total of 29.05% of the NDA in the precinct is identified for ‘service open space’ comprising a mixture of conservation reserves, drainage reserves, heritage reserves and areas of landscape value.
114. The Lindum Vale Precinct Plan does not make provision for active open space. However, substantial active open facilities are intended to be delivered in the adjoining precincts of Merrifield West and Craigieburn West:
- The Merrifield West PSP (Gazetted in June 2012) identifies a 9.5ha active open space precinct just north of Lindum Vale, comprising two full size Australian Rules ovals/cricket ovals, 6 tennis courts and cricket nets and large local playground.
 - Work has recently been initiated in relation to the Craigieburn West PSP and whilst an urban structure for this precinct is yet to be publicly released, the Hume Corridor HIGAP suggests that a large (circa 10.25ha) active open space precinct may be located adjacent to Mt Ridley Road –HIGAP advocates that this facility be in this location to ensure good access to active sports provision for Lindum Vale residents¹¹.
115. The Lindum Vale PSP also identifies that ICP funds collected from this precinct will be used to contribute towards the funding of land and construction of a sporting reserve (including a pavilion) in the Northern part of the Craigieburn West PSP area.

¹¹ Refer Hume Corridor HIGAP, pp64-67

7.3.1 Quantum of open space.

116. The percentage of local parkland (credited open space) within the Lindum Vale PSP is relatively high in the context of the quantum of uncredited open space that will be useable and available to residents within the Precinct, and in the context of these residents having access to large active open space reserves immediately north and south of the Precinct.
117. I consider that the quantum of local parkland (credited open space) in the Lindum Vale PSP should be further rationalised to ensure that development outcomes within the precinct are as efficient as possible.
118. State Planning Policy directs that precinct structure plans should be prepared so as to be consistent with the Victorian Government Precinct Structure Planning Guidelines¹². The open space standard set out in these Guidelines requires residential precincts to set aside approximately 10 percent of the net developable area as a total public open space contribution, of which 6% is typically expected to be active open space and the balance (4%) is typically expected to be local parkland (credited open space)¹³.
119. As already noted, the Lindum Vale Precinct Plan does not make provision for active open space on the basis that the precinct is relatively small, and substantial active open facilities are intended to be delivered in the adjoining precincts of Merrifield West and Craigieburn West, and ICP funds will be used to fund the delivery of active open space in Craigieburn West.
120. In relation to unencumbered land, the PSP Guidelines require such land to be used productively for open space purposes wherever possible, so that the total amount of open space can be optimised. It also requires that unencumbered parkland should be planned so as to maximise the sharing of open space with publicly accessible encumbered land¹⁴.
121. I interpret the PSP Guidelines to mean that where the encumbered land is available for use for open space purposes, then this should be considered to form part of the overall open space network and therefore taken into account in determining both the quantum and location of unencumbered open space to be set aside within any given PSP.
122. This is also the approach typically adopted by the VPA in relation to other growth area precincts (as set out in the analysis below), and it is an approach endorsed by various planning panels in relation to growth area precinct plans¹⁵.
123. I have reviewed a number of other growth area PSPs that have a high percentage of uncredited open space provision (i.e. 25% or more of NDA), as summarised in Table 1. This review identifies that a total of

¹² Refer to Clause 11.02 of the State Planning Policy Framework and also and Ministerial Direction no 12.

¹³ Refer Standard S2 from element 5 of the PSP guidelines.

¹⁴ Refer Standard S4 from element 5 of the PSP guidelines.

¹⁵ In for example, the Cranbourne West PSP (Casey C102), Panel directed that the quantum and of passive open space be revised to achieve a 4 percent (NDA) provision, taking into account of the opportunities afforded by drainage reserves to satisfy a passive open space function. The Spring Creek PSP (Surf Coast C114), Panel found that there is a significant amount of encumbered open space proposed within the PSP, and a large proportion of the unencumbered open space serves a passive recreation function, and that the strategic open space assessment of the entire precinct should take this into consideration when determining the quantum of passive open space in line with the requirements of the PSP Guidelines.

10 of the 14 PSPs examined set aside approximately 4% or less of the net developable area of the PSP as local parkland (credited open space).

PSP	Total all open space (% of total area)	Total all open space (% of NDA)	Uncredited open space (% of NDA)	Credited local open space (% of NDA)	Local sports reserve (% of NDA)	Local park (% of NDA)
Lindum Vale (exhibited)	26.60%	34.41%	29.05%	5.36%	0%	5.36%
Lockerbie	26.5%	40.11%	31.77%	8.33%	6.30%	2.03%
Merrifield West	26.2%	38.49%	30.13%	7.76%	5.73%	2.04%
Sunbury South (exhibited)	44.73%	102.29%	95.51%	6.78%	4.62%	2.16%
Mt Atkinson & Tarneit Plains	21.02%	35.82%	30.90%	4.92%	2.57%	2.35%
Truganina South	25.74%	38.32%	30.91%	7.41%	4.76%	2.65%
Lancefield (exhibited)	45.53%	97.05%	88.91%	6.68%	3.99%	2.69%
Kororoit	32.1%	55.20%	45.38%	9.55%	6.46%	3.08%
Quarry Hills	25.83%	48.83%	41.96%	6.71%	3.39%	3.50%
English St	30.95%	49.30%	45.77%	3.52%	0%	3.52% (3.13% in residential + 0.39% in commercial)
Rockbank North	28.1%	43.11%	35.04%	8.07%	4.41%	3.66%
Berwick Waterways	24.8%	36.53%	32.50%	4.03%	0%	4.03%
Greenvale North (R1)	21.65%	30.43%	25.95%	4.48%	0%	4.48%
Wollert	23.50%	35.85%	25.45%	10.40%	5.05%	5.35% (4.55% in residential + 0.8% in employment)

Table 1: Local park provision in PSPs with 25% or more of NDA as uncredited open space.

124. I have reviewed other residential PSPs which do not contain active open space in order to determine whether these have a higher provision of local parkland (credited open space) or not (refer to Table 2). This review also indicated that the quantum of local parkland (credited open space) proposed in the Lindum Vale PSP is the highest of all precincts contained in this data set as well.

PSP	Total all open space (% of total area)	Total all open space (% of NDA)	Uncredited open space (% of NDA)	Credited local open space (% of NDA)	Local sports reserve (% of NDA)	Local park (% of NDA)
Lindum Vale (exhibited)	26.60%	34.41%	29.05%	5.36%	0%	5.36%
Woodlands	5.83%	6.21%	6.21%	0%	0%	0%
Greenvale	7.70%	8.63%	6.12%	2.51%	0%	2.51%
Alfred Road	2.55%	16.90%	15.01%	2.99%	0%	2.99%
English St	30.95%	49.30%	45.77%	3.52%	0%	3.52% (3.13% in residential + 0.39% in commercial)
Berwick Waterways	24.8%	36.53%	32.50%	4.03%	0%	4.03%
Greenvale North (R1)	21.65%	30.43%	25.95%	4.48%	0%	4.48%

Table 2: Local park provision in residential PSPs with no active open space

125. I do not consider that a larger proportion of local parkland (credited open space) is required in Lindum Vale simply because the PSP does not contain any active open space, for the following reasons:

- local parkland (credited open space) serves a very different function to active sporting facilities – they are not directly comparable
- Residents within Lindum vale will have convenient access to sporting facilities in Craigieburn West and Merrifield West precincts. The northern part of Lindum Vale precinct is located circa 1km from sporting ovals in the Merrifield West PSP area, and the southern part of the precinct is located circa 1km from sporting ovals in the proposed Craigieburn West PSP area.
- The infrastructure contributions collected from development at Lindum Vale will be used to fund the creation of a larger active recreation precinct in Craigieburn West (refer to the Precinct Infrastructure plan set out in page 41 of the exhibited draft Lindum Vale PSP).

126. A significant proportion of land within the Lindum Vale PSP area is to be set aside as encumbered open space land. A total of 11.48% of the NDA is to be set aside as ‘landscape values’ land, and a further 6.6% of the NDA is to be set aside for waterways and drainage purposes. In practice, these areas will form part of an integrated open space network that which incorporates both encumbered and unencumbered land.

127. Much of this land will be available to the community for use as passive open space, including walking trails, and open areas for picnics, informal play, etc. The Lindum Vale PSP does not contain any concept plans that illustrate the potential layout of park infrastructure within the open space network. However I would expect that opportunities will exist for various forms of passive recreation infrastructure such as seats, bbq facilities, drinking fountains etc. to be co-located within and around the edges of areas designated as retarding basins and landscape values. It is also not uncommon for limited public access to be provided in designated conservation areas.

128. In summary, it is my opinion that the provision of local parkland (credited open space) in the Lindum Vale PSP should be reduced to 4% (consistent with the PSP Guidelines) for the following reasons:

- The Lindum Vale PSP will contain substantial areas of encumbered land that will be available to the community as passive parkland. The PSP Guidelines direct that the availability of such land for passive recreation purposes be taken into account in determining the percentage of local parkland (created open space) to set aside¹⁶.
- There is a consistent precedent for this approach in other precinct plans across Melbourne's growth areas. Most growth area PSPs with large areas of encumbered land provide 4% or less of NDA as local parkland (credited open space), as evidenced by the analysis set out in Table 1 of this statement. The Lindum Vale PSP currently has the highest provision of all comparable PSPs that I have reviewed.
- Other PSPs that happen to not have active open space within their own boundaries do not seek to compensate for this by providing a large quantum of local parkland (credited open space), as evidenced by the analysis set out in Table 2 of this statement. The role of active vs. passive open space is distinctly different. Residents within Lindum Vale will have convenient access to sporting facilities in Craigieburn West and Merrifield West precincts and funds from the Lindum Vale ICP will be used to fund one of these precincts.

129. The quantum of land set aside for credited open space can therefore be reduced from 5.54ha to 4.2ha (a reduction of 1.34ha)¹⁷.

¹⁶ Refer Standard S4 from element 5 of the PSP guidelines

¹⁷ 4 percent of the net developable area equates to 4.2ha of land (ie 144.36ha – sum(5.38+30.04+4.2)=104.74ha of net developable land)

7.3.2 Distribution of local parks.

130. In considering the potential to rationalising the quantum of land allocated to local parkland (credited open space) within the precinct, I have reviewed the size and shape of the local parkland (credited open space), and their location having regard to the Standard set by the PSP Guidelines for local parks to be within 400m safe walking distance of at least 95% of all dwellings¹⁸.
131. There are a variety of ways that the open space network might be reduced by 1.34ha to bring it to 4% of net developable area, as discussed below.
132. I consider that there are some areas of local parkland (credited open space) that could be removed or rationalised from the overall open space network whilst still satisfying the PSP Guideline for 95% or more of dwellings are within a 400 walking catchment of a 'nodal' local park that is of a size and shape that can accommodate passive open space activities. These areas are identified in figure 12 below.



Figure 12: Potential revisions to the location/extent of local parkland (credited open space).

133. I consider that the 4 areas of local parkland shown for removal/rationalisation in figure 12 are not needed in their entirety in order to achieve an appropriate distribution and connectivity of local parkland within

¹⁸ Refer Standard S1 from element 5 of the PSP guidelines.

the precinct. The catchment analysis shown in figure 13 (overleaf) demonstrates that deletion or rationalisation of these local parkland areas will still mean that there are local parks to be within 400m safe walking distance of at least 95% of all dwellings. A marginal relocation of the local park in the north-west quadrant of the PSP will result in local parks being within 400m safe walking distance of 100% of all dwellings.

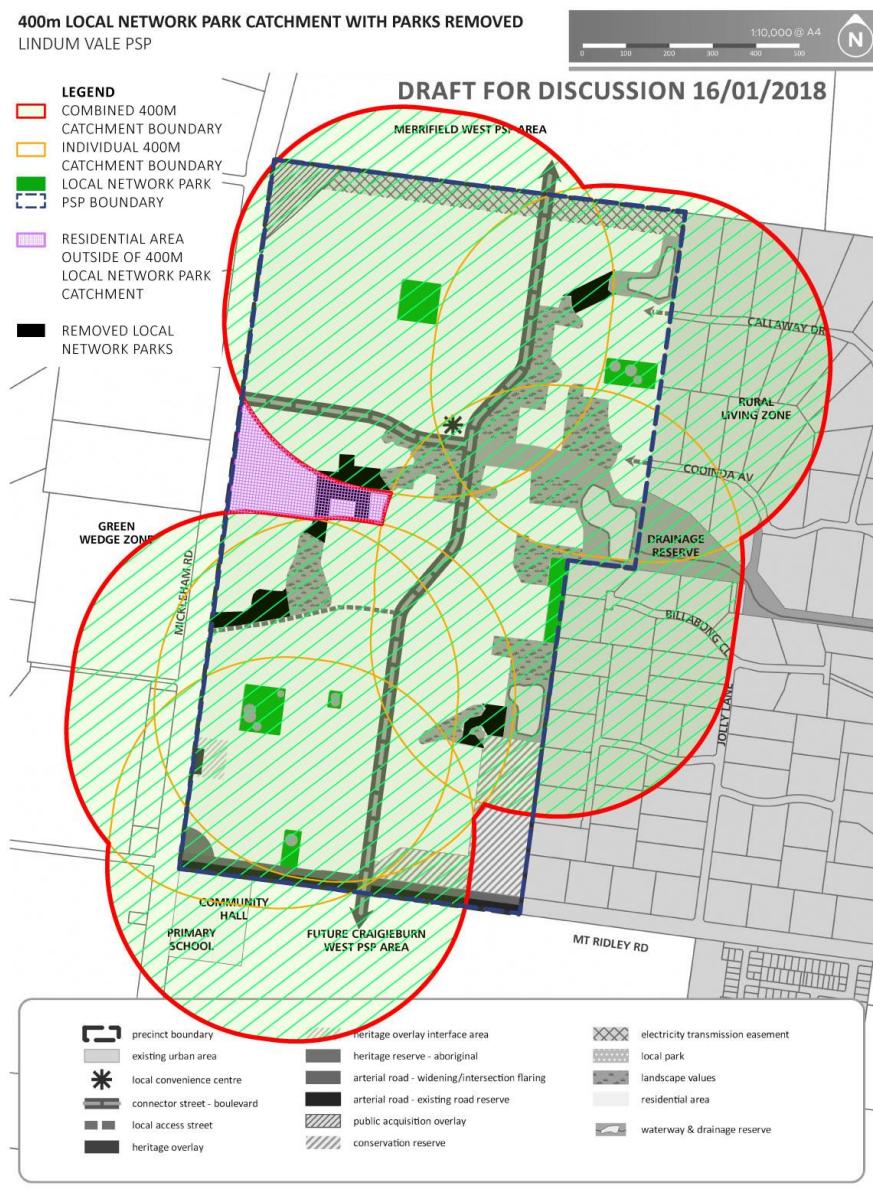


Figure 13 400m walking catchments of local parks (Revised FUS with complete removal of 4 areas of unencumbered local open space.

134. The residential subdivision can be designed around a number of the remnant trees that are located within these local parkland areas - this may necessitate a few streets having to be set aside in a small

tree reserve within a residential subdivision of necessary, but it will allow for residential land to be used more efficiently.

135. Removing or rationalising the passive open space in the locations nominated in figure 12 will not fundamentally alter the degree of pedestrian or habitat connectivity along this diagonal open space corridor. It is highly likely that local street crossings will need to be created across this 1.5+km diagonal open space corridor in any event, and these crossings will need to be designed to minimise their impact on pedestrian safety and habitat connectivity. Removing or rationalising these particular open spaces will not necessarily require any greater disruption to these linkages than might be required under the revised urban structure represented on 16 January layout.
136. I expect that removal or rationalisation of relatively small areas of passive open space reserves along this diagonal axis can be designed in such a way as to achieve a comparable outcome from a connectivity perspective, albeit that there will be smaller areas of open space set aside in these particular parts of this network. I consider that connections between the adjoining features can be provided via dedicated paths, pedestrian connections and the planting of appropriate trees and ground covers in road verges to encourage fauna movement.
137. There are also a variety of alternative ways that the open space network might be reduced by 1.34ha to bring it to 4% of net developable area. I have been asked to make comment on a series of suggestions made by Satterley in relation to various open space areas shown in the 16th January Future Urban Structure Plan. These suggestions, along with my comment in relation to them are set out in Appendix 2 to this Statement.

7.3 Strategic importance of the Connector Road.

138. I have been asked to comment on the role of the proposed Boulevard Connector Road in providing north-south connections between the new urban communities in Merrifield West and Craigieburn West.
139. The Growth Corridor Plans establish a series of principles for how the urban structure of urban precincts should be set out. The road network in Melbourne's growth areas are intended to be set out in a one mile (1.6km) grid pattern, with this grid being modified as necessary to take account of the form of urban development and environmental or other constraints¹⁹. The arterial road network is generally intended to cater for longer distance through traffic movements to and between key regional destinations.
140. Connector roads are intended to provide for shorter distance travel between communities, so that residents can access schools, town centres, sporting facilities, etc. without having to access the arterial road network. Connector roads are ideally intended to be established at 800m intervals in between arterial roads although these necessarily need to be adapted in response to the particular form of urban development and environmental or other constraints²⁰.
141. These principles are also established in clause 56 (residential subdivision- access and mobility) of the Hume Planning Scheme, as follows:

¹⁹ Refer Growth Corridor Plans, page 19

²⁰ Ibid, pp 19-20

"Clause 56.06-4....The neighbourhood street network should be designed to:

- *Include arterial roads at intervals of approximately 1.6 kilometres that have adequate reservation widths to accommodate long term movement demand.*
- *Include connector streets approximately halfway between arterial roads and provide adequate reservation widths to accommodate long term movement demand."*

142. The north-south arterial road links between Craigieburn and Mickleham include the following:

- Mickleham Road
- Aitken Boulevard (proposed)
- The Hume Freeway

143. The overall distance between Mickleham Road and the Hume Freeway is circa 5.2km. If all of the land north of Mt Ridley Road were to be developed for urban purposes then it might ordinarily be expected that there might be two north-south arterial roads and three north-south connector road links between these two existing roads.

144. A substantial part of the land north of Mt Ridley Road has either been set aside for conservation purposes or has been developed for rural living purposes. As such the standard 'mile grid' road network has not been provided for in the planning of this area.

145. Land further north of these areas will be developed as a substantial urban precincts (Merrifield and environs), and so there is a need to provide efficient transport connection between Merrifield/Mickleham and Craigieburn communities.

146. There is only one arterial road (Aitken Boulevard) proposed between Mickleham road and the Hume freeway. Additional north-south road connections are needed in order to provide the type of transport connectivity envisaged in both the Growth Corridor Plans and the Hume Planning Scheme.

147. The Merrifield West Precinct Plan makes provision for a north-south connector road between Donnybrook road and the northern boundary of the Lindum Vale precinct.

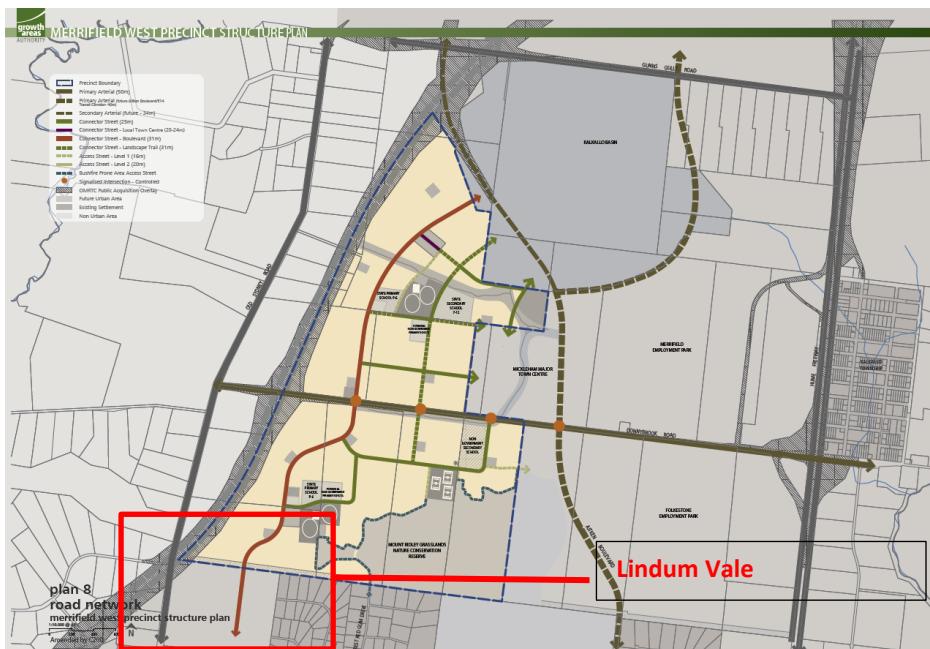


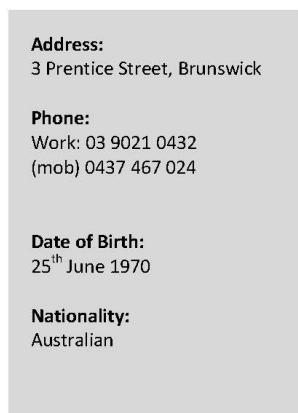
Figure 14 The road network in the Merrifield West Precinct Structure Plan

148. The Hume Planning Scheme also identifies the need for an additional north-south connector road through the Inter Urban Break between Mickleham Road and the future extension of Aitken Boulevard.
149. The Hume Corridor HIGAP also anticipated the creation of a north-south connector street through both Craigieburn West and Lindum Vale.
150. This north-south connector road will function as a critical link between these three communities, providing the ability for residents to access schools, sporting facilities and town centres without having to travel on a circuitous route along arterial roads such as Mickleham Road and Aitken Boulevard. It will connect these communities to the following facilities:
- The Merrifield Activity Centre
 - A local activity centre in Craigieburn West
 - State and non-government primary schools in Merrifield West
 - Active open space facilities in Merrifield West
 - State and non-government primary schools in Craigieburn West
 - Active open space facilities in Craigieburn West
151. This north-south connector road will also play an important role in better distributing traffic, so that local trips do not need to be made on the arterial road network, therefore freeing up capacity for these roads to fulfil their intended function to facilitate longer distance trips.

Mark Woodland
12 February 2018

Appendix 1 – CV

CURRICULUM VITAE



Mark Woodland

Expertise:

- Strategic planning
- Development facilitation
- Project management & feasibility
- Structure planning
- Urban policy
- Stakeholder & Government relations
- Community consultation
- Media & communications.

Employment Overview:

Director, Echelon Planning
(July 2012 –Present)

Strategic Planning Director – Growth Areas Authority
(July 2010 – June 2012)

New Business/Strategic Planning Manager – Delfin Lend Lease
(July 2007 – July 2010)

Senior Planning Adviser - Minister for Planning
(February 2005 - June 2007)

Manager, Strategic Planning - City of Melbourne
(September 2001 - January 2005)

Manager, Investment Development - Hume City Council
(Jan 2001 - Aug 2001)

Manager, Strategic Planning – City of Kingston
Sept 1997 - Dec 2000

Urban & Environmental Planning Consultant - Gutteridge Haskins & Davey Pty Ltd
(Sept 1995 - Aug 1997)

Urban Planner – Cities of Port Phillip, Boroondara and Camberwell
(1991 - 1995)

Qualifications:

- Bachelor Planning and Design 1990 - Melbourne University.
- Grad. Certificate, Business Administration. , 2000 - Monash School of Business.

Committee Memberships:

- Property Council of Australia – current member of the Residential Developers Committee
- Victorian Planning & Environmental Law Association

Curriculum Vitae for Mark Woodland

Appendix 2 – Local Parks- Further Queries & Responses

DRAFT FOR DISCUSSION 16/01/2018

MERRIFIELD WEST PSP AREA



- | | | | | | |
|------------|------------------------------|------------|---|------------|-----------------------------------|
| ██████████ | precinct boundary | ██████████ | heritage overlay interface area | ██████████ | electricity transmission easement |
| | existing urban area | ██████████ | heritage reserve - aboriginal | ██████████ | local park |
| ★ | local convenience centre | ██████████ | arterial road - widening/intersection flaring | ██████████ | landscape values |
| ██████████ | connector street - boulevard | ██████████ | arterial road - existing road reserve | ██████████ | residential area |
| ██████████ | local access street | ██████████ | public acquisition overlay | ██████████ | waterway & drainage reserve |
| ██████████ | heritage overlay | ██████████ | conservation reserve | | |

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Summary of Comments on Lindum Vale - further queries to M Woodland_12 Feb 2018_further comments(63387529_2).pdf

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- | | | | |
|--|--------------------|----------------------|------------------------------|
| Number: 1 | Author: linda.choi | Subject: Sticky Note | Date: 12/02/2018 12:50:09 PM |
| Is it possible to reduce from 0.8 ha to 0.7 ha? | | | |
| Number: 2 | Author: linda.choi | Subject: Sticky Note | Date: 12/02/2018 12:50:48 PM |
| Is it possible to consider deleting this open space? | | | |
| Number: 3 | Author: linda.choi | Subject: Sticky Note | Date: 12/02/2018 12:51:59 PM |
| Is it possible to consider a slight reduction to top part? | | | |
| Number: 4 | Author: linda.choi | Subject: Sticky Note | Date: 12/02/2018 12:20:55 PM |
| There are 3 landscape value trees here - Satterley would like the park area to be increased so that the 3 trees are in credited park | | | |
| Number: 5 | Author: linda.choi | Subject: Sticky Note | Date: 12/02/2018 12:52:27 PM |
| Is it possible to consider deleting this open space? | | | |
| Number: 6 | Author: linda.choi | Subject: Sticky Note | Date: 12/02/2018 12:53:53 PM |
| Is it possible to reduce this to a smaller park around the cluster of trees? | | | |
| Number: 7 | Author: linda.choi | Subject: Sticky Note | Date: 12/02/2018 12:52:55 PM |
| Is it possible to consider deleting this open space? | | | |
-

Question		Response
1	Is it possible to reduce from 0.8ha to 0.7ha ?	There may be scope to reduce the size of this park. The PSP Guidelines do not mandate a minimum park size for local network parks ²¹ . Each Council typically has its own policy and guidelines in relation to the size of parks. The City Hume City Guidelines for the Planning & Provision of Open Space specify that the minimum size for a neighbourhood park should be in the order of 0.75 hectares in area.
2	Is it possible to consider deleting this open space ?	Deleting this park would result in a small pocket of residential land falling outside of a 400m walking distance from a nodal neighbourhood park. However, it is likely that the PSP Standard of 95% of residents being within 400m walking distance of a local park will still be satisfied.
3	Is it possible to consider a slight reduction to top part ?	I consider that this park could be reduced in size, for the reasons set out in paragraphs 130-136 of my evidence statement.
4	There are 3 landscape value trees here - Satterley would like the part area to be increased so that the 3 trees are in the credited park	Possibly, however I understand that there are patches of native vegetation that are also intended to be retained this location. This may impact the extent to which land around this vegetation could be issued for passive recreation purposes. I defer to the expertise of ecologists and arborists in relation to whether it is possible to include these trees and/or patches in a credited park.
5	Is it possible to consider deleting this open space	I consider that this park could be deleted, for the reasons set out in paragraphs 130-136 of my evidence statement. A link could still be retained between the 'landscape value' conservation reserve and retarding basin spaces without having to set all of this land aside as credited open space.
6	Is it possible to reduce this to a smaller part around the cluster of trees ?	This would reduce the amount of unencumbered available for passive recreation purposes land within the park. Given that this park is servicing a relatively large residential neighbourhood, I do not think that it is desirable to reduce the size of this park.
7	Is it possible to consider deleting this open space ?	Yes, in principle. The park makes only a minor contribution to the 'green interface' that will be created by the wider, landscaped road reserve along Mt Ridley road, and its removal would only result in a very slight reduction of the area of residential land located within a 400m walking distance from a nodal neighbourhood park.

²¹ I note that Clause 56.0-5-2 (Standard 13) refers to local parks generally being 1ha in area.

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