

**1.13 10 ALVINA STREET, OAKLEIGH SOUTH
DEVELOPMENT PLAN - FORMER SCHOOL SITE
(TPA/46138)**

EXECUTIVE SUMMARY:

This application seeks approval of the proposed Development Plan for the former Clayton West Primary School site at 10 Alvina Street in Oakleigh South. This is the second application for this site. The first application was refused by Council in September 2015 and the matter is currently under review with VCAT.

The first application was also the subject of Supreme Court proceedings in relation to the interpretation of the requirement to retain trees rated as having high or moderate retention value on the site. On 21 December 2016, the Supreme Court of Victoria handed down its decision in this matter, determining that not all 'moderate' and 'high' value trees are required to be shown as retained on the Development Plan. In other words, any proposal to remove these trees will now be the subject of a merits assessment as it is not a mandatory requirement.

The Development Plan proposes a broad master plan for the future development and use of the land for residential purposes. The Development Plan is required pursuant to the Development Plan Overlay 5 (DPO5) provisions in the Monash Planning Scheme.

The application was the subject of extensive community consultation including notification by mail to all owners and occupiers of properties within a 1 kilometre radius of the site and previous submitters. A public information session was also held on 10 August 2016 and was attended by over 50 residents. A total of 369 submissions to the proposal have been received.

Key issues to be considered relate to the proposed density of development and level of change proposed, the scale of buildings proposed along Alvina Street, and impact on the amenity of adjoining residential properties and Alvina Street.

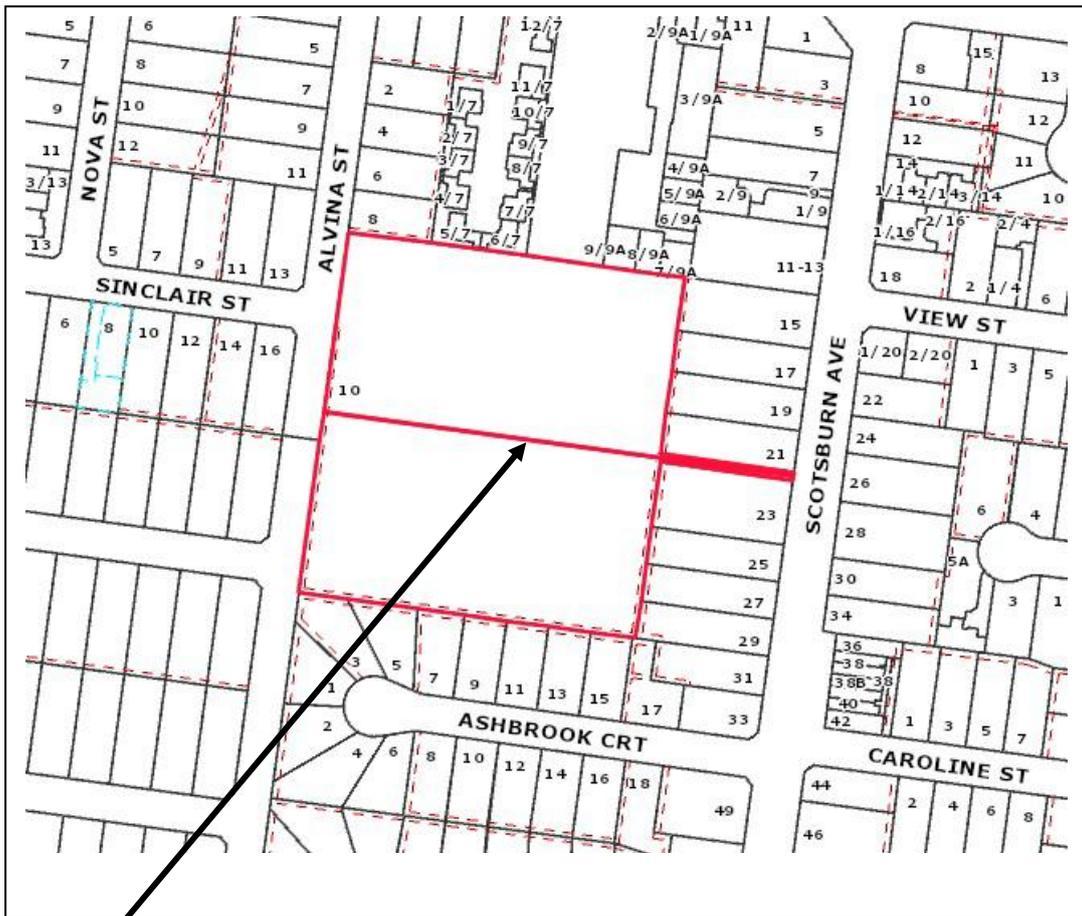
This report assesses the proposal against the provisions of the Monash Planning Scheme including the relevant state and local planning policy framework and the provisions of the Development Plan Overlay 5 (DPO5).

The submitted Development Plan does not adequately satisfy the requirements of DPO5 and should not be supported.

RESPONSIBLE DIRECTOR:	Peter Panagakos
RESPONSIBLE MANAGER:	Angela Hughes

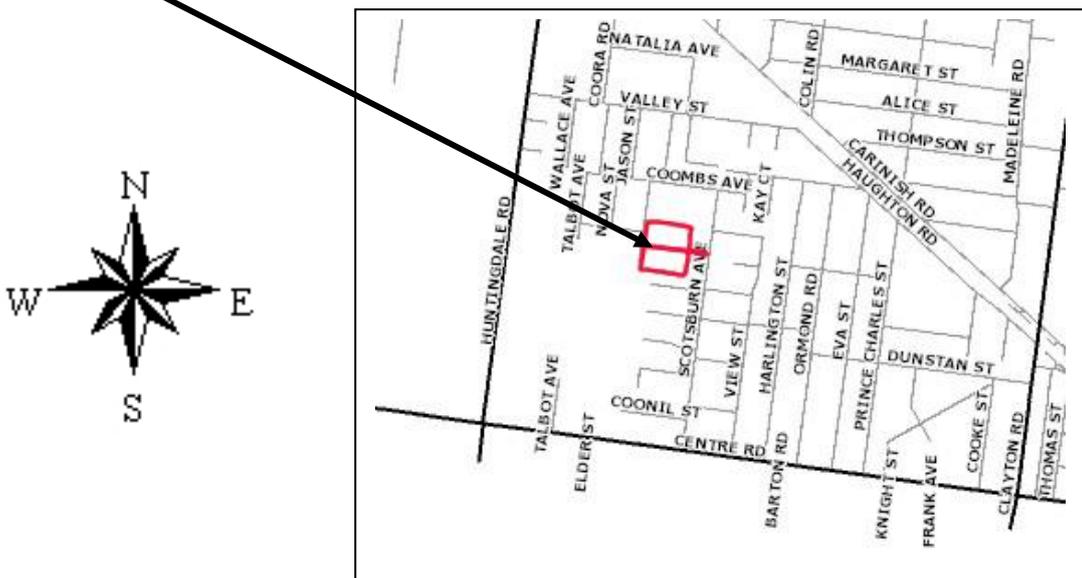
RESPONSIBLE OFFICER:	Sue Monagle
WARD:	Oakleigh
PROPERTY ADDRESS:	10 Alvina Street, Oakleigh South
PRE-APPLICATION MEETING:	Yes
NUMBER OF OBJECTIONS:	369
ZONING:	General Residential 1 Zone (GRZ1)
EXISTING LAND USE:	Vacant
OVERLAY:	Development Plan Overlay 5 (DPO5)
RELEVANT CLAUSES: <u>State Planning Policy Framework</u> Clause 11 (Settlement) Clause 11.02 (Urban growth) Clause 11.04 (Metropolitan Melbourne) Clause 15 (Built Environment & Heritage) Clause 16 (Housing) Clause 16.01-1 (Integrated Housing) Clause 16.01-2 (Location of Residential Development) 16.01-3 (Strategic Redevelopment Sites) Clause 16.01-4 (Housing Diversity) Clause 18 (Transport) Clause 19 (Infrastructure)	<u>Local Planning Policy Framework</u> Clause 21 (Municipal Strategic Statement) Clause 21.04 (Residential Development) Clause 22.01 (Residential Development and Character Policy) Clause 22.04 (Storm Water Management Policy) Clause 22.05 (Tree Conservation Policy) <u>Particular Provisions</u> Clause 52.06 (Car Parking) Clause 52.34 (Bicycle facilities) <u>General Provisions</u> Clause 65 (Decision Guidelines)

LOCALITY PLAN



SUBJECT SITE

NEIGHBOURHOOD PLAN



RECOMMENDATION:

That Council resolves to advise the applicant that the submitted Development Plan (Planning and Property Partners) for 10 Alvina Street, Oakleigh South is not satisfactory based on the following grounds.

1. The submitted development plan does not satisfy the requirements and decision guidelines of Schedule 5 to the Development Plan Overlay.
2. The development plan poorly integrates with the neighbourhood character of the surrounding area.
3. The scale and density of the submitted development plan is excessive.
4. The development plan does not provide for appropriate inclusion and retention of existing vegetation.
5. The development plan is inconsistent with Council's Residential Development and Character Policy.

BACKGROUND:

This is the second development plan for the site lodged by Planning & Property Group Partners Pty Ltd on behalf of Spire Group Pty Ltd. The first Development Plan proposed a similar residential development (albeit proposing a larger number of dwellings (108) and generated a significant objection from the community. This proposal was refused by Council on six separate grounds in September 2015.

The developer subsequently appealed against Council's decision to the Victorian Civil and Administrative Tribunal (VCAT) and these proceedings are still ongoing. The developer also lodged proceedings with the Supreme Court of Victoria about the interpretation of the wording in the Development Plan Overlay 5 (DPO5) that requires the retention of all trees rated as having 'moderate' or 'high' retention value.

Following the Supreme Court decision, Council wrote to the Minister for Planning and requested that he amend the wording of the DPO as soon as possible to reflect the original intention when drafted, i.e. that these trees must be retained.

At this point in time, it is our understanding that the developer wishes to continue with the current VCAT Review proceedings regarding their original proposal, while this application is considered separately by Council.

History

The Clayton West Primary School operated from this site, opening in May 1962 and closing in December 2006. In 2014, the State Government rezoned the former school site to General Residential Zone 1 (GRZ1) and included the site within a Development Plan Overlay (DPO5) (Amendment GC05).

No previous planning applications or planning permits apply to the site.

Title Details

The site is described in two separate Certificates of titles, each encumbered by covenant restrictions. Details are as follows.

1. Certificate of Title Volume 08271 Folio 519 being Lot 1 on TP 232530M (Southern half of site). Covenant 1003639 is registered on title and prevents quarrying and noxious trade on site. The current proposal does not contravene the covenant. A small section of the title is encumbered by a drainage easement which extends across the entrance to the pedestrian pathway to Scotsburn Avenue.
2. Certificate of Title Volume 08271 Folio 535 being Lot 1 on TP 232531K (northern half of site). Covenant 0980547 is registered on title and prevents quarrying and noxious trade on site. The current proposal does not contravene the covenant. A 1.8 metre wide drainage easement extends along the southern and eastern edge of the title boundary.

Site Context

The Site

Alvina Street is a local residential street ending in a 'No Through Road' at its southern end. The subject site is located on the eastern side of Alvina Street at its southern end. It is a large rectangular lot with a combined site area of approximately 2.04 hectares. A section of the site's western boundary has a direct street frontage to Alvina Street of approximately 86 metres with the remainder of the western boundary directly abutting the former Huntingdale quarry site (south west corner of site). Apart from a 3.4 metre wide pedestrian path extending east to Scotsburn Avenue, the site is essentially landlocked by existing low scale residential development along the entirety of its north, south and east boundaries. The only opportunity for vehicle access to the site is via Alvina Street.

The site has been cleared of all buildings. A number of established trees remain on the site, primarily located around its perimeter, with smaller numbers of trees scattered though the centre of the site. The site falls gently from the north east to the south west by approximately 3 metres.

Surrounding Residential Neighbourhood.

Alvina Street and Sinclair Street form part of an established post war, residential neighbourhood characterised by double fronted, regular shaped housing lots, generally ranging between 600 to 950 square metres in area. Single storey,

detached brick dwellings, capped with hipped tiled roofs prevail throughout the neighbourhood. Medium density housing developments, generally in the form of town house style developments are scattered throughout the neighbourhood, but in smaller numbers. Housing lots are all provided with on site car parking. Front gardens are generally visible from the street, set back behind low front fences, and containing established vegetation reflecting the general age of the neighbourhood.

Alvina Street itself is characterised by a narrow road reserve, medium sized nature strips and a mix of small to medium size street trees of various species. It is a quiet residential street containing a total of 13 residential frontages/sideages. No kerb side parking restrictions apply along the length of the street, and its 'No Through Road' status means that it is used predominantly by local residents only. Having said this, the property at 16 Sinclair Street (corner of Alvina Street opposite the subject site) is used as a Church (Place of Assembly).

Sinclair Street is a short, local residential street characterised by its consistent street tree planting and quiet nature. Like Alvina Street, it is also a local road servicing local residents.

Features of adjoining land are as follows:

North: Residential properties fronting Alvina Street and Coombs Avenue directly abut the northern boundary of the lot. Abutting dwellings are all single storey in scale, and all are located fairly close to the common boundary of the subject site. A large Greenhouse (non-residential in use) is located at the rear of 9 Coombs Avenue, setback approximately 3 metres from the common boundary to the lot.

South: The back gardens of 7 residential properties in Ashbrook Court adjoin the southern boundary of the lot. Established trees located on the subject site currently obscure views to the site to some degree.

East: The back gardens of 10 residential properties fronting Scotsburn Avenue adjoin the eastern boundary of the subject site. Dwellings on these lots are generally setback around 20 metres from the common boundary of the lot.

West: Alvina Street and Sinclair Street residential neighbourhoods interface with the site along the northern part of the site's western boundary. The old Huntingdale Quarry site abuts the remainder of the western boundary.

Broader Neighbourhood Context

The site is located in an established urban area with access to a range of established community facilities and public transport options.

The site is located approximately 2.2 kilometres west (driving distance) of the Clayton Shopping Centre which is identified as a Major Activity Centre under the Monash Planning Scheme and approximately 2 kilometres from the Huntingdale Road local shopping strip (to the north).

Good public open space options exist in the surrounding neighbourhood, including Davies Reserve Athletics Track (200 metres east of site), Talbot Park (800 metres south of subject site on Centre Road), Clayton Reserve (1.1 kilometres to east). A range of private golf courses, and sporting clubs such as lawn bowls, tennis, swimming centres are also located within close proximity to the site.

The site is located within walking distance of existing public transport infrastructure. Bus Routes 703 (Middle Brighton to Blackburn South) and 733 (Oakleigh Station to Box Hill Central) are available along Centre Road approximately 600 metres south of the site. Bus Route 704 (East Clayton to Oakleigh) runs along Scotsburn Avenue. Huntingdale Railway Station located approximately 2 kilometres to the north of the site.

PROPOSAL:

The application seeks approval of a Development Plan as required by Clause 43.03 (Development Plan Overlay DPO5) of the Monash Planning Scheme.

The submitted Development Plan proposes that the site will be developed for 88 attached townhouse style dwellings, comprising:

- Two (2) x 2 bedroom dwellings (identified as product AA and W)
- Fifty two (52) x 3 bedroom town houses (identified as product CC, EE, KK, NN, PP, and TT)
- Thirty four (34) x 4 bedroom townhouses (identified as product BB, DD, FF, GG, HH, MM, RR, and SS).

Dwellings are two or three storeys in height and will front either Alvina Street or the internal ring road. All dwellings proposed around the perimeter of the site adjacent to existing residential development will be double storey in scale.

All trees identified in the 2013 Tree Logic Assessment as having a 'moderate' or 'high' retention value are proposed to be retained. These trees are located in front setback areas to Alvina Street, rear yards of proposed dwellings and within the public realm of the development.

Other key elements of the proposed development plan include:

- Each dwelling is provided with onsite car parking in the form of a lock up garage and/or tandem space. Two bedroom dwellings are provided with a single car space and all 3 and 4 bedroom dwellings are provided with two car spaces in either a double garage, tandem garage or single garage with tandem space.

- Lot sizes have not been specified, however will range generally 90 square metres and 325 square metres with an average size of 170 square metres. Lot frontages range from 4.5 metres to 15.3 metres with the majority of lots having frontages of between 4.5 metres and 6 metres (dwelling product CC, EE and PP representing 59 of the 88 dwellings).
- All vehicles will enter the site from Alvina Street via a new access road located opposite number 16 Sinclair Street. Access to each dwelling within the development will be from an internal loop road. Only five dwellings are proposed to have direct vehicle access from Alvina Street.
- The existing pedestrian path extending through to Scotsburn Avenue will be retained and upgraded (i.e. with landscaping and security lighting). This pathway forms part of the title to the land and is not a public walkway.
- Two small pockets of communal open space are provided within the development, located towards the south east corner of the development at the corner of South Lane and East Lane, and towards the north west corner of the development at the corner of West Lane and North Lane.
- Varied front setbacks are proposed for dwellings fronting Alvina Street ranging from approximately 5 metres to the larger 11 metre setback to product MM to enable established trees (with moderate or high retention value) to be retained as required by DPO5 provisions.

Attachment 1 details plans forming part of the application.

What has changed from the previous application? (snapshot of changes)

The following table provides a ‘snapshot’ of the differences between the current proposal and the previous proposal which council refused and is currently the subject of VCAT review.

Elements of Proposal	Previous Application	Current Application
Number of Dwellings	108	88
Dwelling Diversity	108 x 3 bedroom dwellings	2 x 2 bedroom 52 x 3 bedroom 34 x 4 bedroom 88 total dwellings
Tree Retention	All trees with ‘high’ retention value retained (total of 4 trees) All other trees proposed to be removed.	All trees with ‘moderate’ or ‘high’ retention value retained. (total of 4 rated as ‘high’ and 28 as moderate)
Total on site car parking	Total of 238 car spaces proposed with two car spaces allocated to each 3 bedroom dwelling and a total of 21 visitor parking spaces provided at a rate of 1 space per 5 dwellings. Statutory car parking requirement of 237 is exceeded by 1 space	Total of 189 car spaces proposed, allocated as; 2 x 2 bedroom - 1 car space - 2 52 x 3 bedroom – 2 spaces - 104 34 x 4 bedroom – 2 spaces – 68 Visitor parking – 1 per 5.8 dwellings - 15 spaces Statutory car parking requirement of 189 is not satisfied due to shortfall of 2 visitor spaces.

PLANNING SCHEME PROVISIONS

Zoning

The site is zoned General Residential 1 (GRZ1). The purpose of the zone is;

‘To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.

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

To implement neighbourhood character policy and adopted neighbourhood character guidelines.

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

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

The renewal of the site for residential purposes is generally consistent with the stated purposes of the General Residential Zone.

A more detailed assessment of the design components of the development plan is provided throughout the report.

Development Plan Requirements

The Development Plan Overlay – Schedule 5 (DPO5) affects the site.

The purpose of the Development Plan overlay is, among other things;

‘To implement the State Planning Policy Framework and the Local Planning Policy Framework including the Municipal Strategic Statement and local planning policies.’

Pursuant to the provisions of the Development Plan Overlay, *‘a permit must not be granted to use or subdivide land, construct a building or construct or carry out works until a development plan has been prepared to the satisfaction of the responsible authority’.*

Schedule 5 of the overlay sets out the requirements for the development plan applicable to this site. These are:

- Where residential uses are proposed, provide a range of dwelling types to cater for a variety of housing needs.

- Where non-residential uses are proposed, details of the nature of the proposed use, including hours of operation, staff and visitor numbers, and traffic and parking management plan.
- Incorporate sustainable design features to address water and waste management, solar access and energy saving initiative, to deliver lower living costs for future residents.
- Create a composition of varied building forms and heights across the site.
- Provide for a high quality of internal amenity for future residents.
- Respect the amenity of adjoining interfaces for providing for a maximum of 2 storey built form adjacent to or opposite any existing single storey residential development.
- Any taller buildings across the balance of the site should be carefully graduated with reference to analysis of shadow, visual amenity impacts and the character of the area.
- Apply appropriate buffer treatments at the interface with any non-residential uses on adjoining properties.
- Create opportunities for improved local permeability through provision of new pedestrian/cycle pathways or new local street networks where appropriate.
- Incorporate any significant native vegetation into the design of the development.

Attachment 3 details the zoning and overlays applicable to the subject site and surrounding land.

CONSULTATION:

Display of the Development Plan

Pursuant to the provisions of Section 4 of DPO5, the submitted Development Plan was displayed for public comment.

The owner(s) and occupier(s) of properties within a 1 kilometre radius of the site were notified of the proposal. The formal consultation period ran from 29 July 2016 to 31 August 2016.

A copy of the documentation forming part of the Development Plan was made available to view on Council's website, as well as hard copies for viewing at the Glen Waverley Civic Centre and Oakleigh Service Centre throughout the consultation period.

Public Information Session

A public information session was held at the Clayton Community Centre during the consultation period. The 'drop-in' session was held between 6.30pm and 8.30 pm on Wednesday 10 August 2016 and was attended by approximately 50 people

Council Officers and representatives for the applicant were in attendance to provide information and answer questions about the proposal.

Community Submissions

A total of 369 submissions have been received. Key issues raised in the submissions include;

- Trees required to be retained will be impacted upon by proposed dwellings, laneways, underground services.
- A 4.5 metre setback is too close to the rear boundaries of abutting properties. Increased setback to accommodate perimeter planting should be sought.
- Retention of narrow walkway to Scotsburn Avenue creates unsafe space.
- No public roads or public open space proposed with the development governed by the Owners Corporation.
- Only one point of vehicle access into the site.
- Does not satisfy certain requirements of clause 56 (Subdivision) of the Monash Planning Scheme.
- Overdevelopment and out of character with surrounding neighbourhood.
- Additional traffic and road congestion. All traffic associated with the development will have to access the site from Alvina Street. The site is not located in close proximity to public transport.
- Narrow width of internal streets.
- Three storey development does not respect the low scale character of Alvina Street.

Attachment 4 details the location of properties which have made a submission to the proposal within the nearby surrounding area.

Referrals

Internal

The application was referred internally to the following departments:

- Drainage engineers.
- Traffic engineers.

Relevant comments from these departments form part of the assessment of the application.

External

There is no requirement to refer the Development Plan application to external referral authorities, however the application was forwarded to Public Transport Victoria (PTV) who advised that they had no objection.

DISCUSSION:**Consistency with State and Local Planning Policies**

Plan Melbourne is the Metropolitan Strategy that planning authorities must consider when assessing applications for planning permits. The key directions that are of particular relevance to the proposal are:

“Understand and plan for expected housing needs.”

“Reduce the cost of living by increasing housing supply near services and public transport.”

“Facilitate the supply of affordable housing.”

Initiatives seek to locate a substantial proportion of new housing in or close locations that offer good access to services and transport and employment areas.

The draft of State Planning Policy relevant to the current proposal all promote the:

- provision of a diversity of housing types that meets community needs (Clause 16.01-4);
- encouragement of housing types at higher densities in and around activity centres (Clause 11.01-2);
- location of new housing in or close to activity centres, employment corridors and areas that offer good access to services and transport (Clause 16.01-2 and clause 11.04-2);
- provision of housing that recognises and protects neighbourhood character and achieves architectural and urban design outcomes that contribute positively to local urban character (Clause 15).

The Local Planning Policy Framework seeks to expand on these broader state objectives and in doing so, identifies the ‘*Garden City Character*’ as a core value held by the community and Council. Garden City Character policy objectives are significant and important considerations in all land use and development decisions throughout the municipality.

Clause 21.04 (Residential Development Policy); seeks to balance residential development within the city by providing a variety of housing styles whilst remaining sympathetic to existing neighbourhood character.

Council’s Residential Development and Character Policy (Clause 22.01) aims to ensure that new development is successfully integrated into existing residential environments with minimal streetscape or amenity impact and to achieve outcomes that enhance the Garden City Character of the area.

It is acknowledged that increased residential density and dwelling diversity is sought by state and local policies, however the proposed development is considered inconsistent with the local planning policy framework in respect of its impact on neighbourhood character and housing diversity objectives. The

development plan should be designed to better respond to the context of the surrounding area. The subject land is not located in close proximity to an activity centre and while the site is in close proximity to the bus service that runs along Scotsburn Avenue, the site is about 2 kilometres from the nearest train station. Given this, there is little strategic policy justification for a development of this intensity. The density and design response of the proposal is at odds with the established built form of the surrounding area and poorly responds to residential policy objectives relating to neighbourhood character and built form outcomes. Whilst the site does provide an opportunity for infill medium density development and increased density, the design response needs to have better regard for the surrounding context and applicable residential development policy.

Council's Tree Conservation Policy (Clause 22.05) also contains objectives designed to maintain, enhance and extend the Garden City Character throughout the municipality.

Assessment against Development Plan Overlay Schedule 5 (DPO5)

Housing Diversity

The submitted Development Plan proposes 88 attached dwellings comprising 52 x 3 bedroom dwellings, 34 x 4 bedroom dwellings and 2 x 2 bedroom dwellings. A mix of 2 and 3 storey dwellings are proposed. Sixteen (16) different housing layouts are on offer. A reasonable level of housing diversity is provided within the development.

Neighbourhood Character and Design Response

With any development, large or small, it is important that it is designed in a manner which is sympathetic to the existing and preferred character of the neighbourhood, and respectful of the amenity of immediate neighbours. In this instance, the site is located in the centre of an established low scale residential neighbourhood dating back to the 1950's/60's. With the exception of one dwelling in Ashbrook Court (to south of site), all adjoining residential development to the north, south and east is single storey in scale.

In terms of built form, the provisions of DPO5 provide built form parameters to guide the future development of the site in a way that responds sympathetically to its surrounding neighbourhood context. These include;

- *Provide a composition of varied building forms across the site.*
- *Respecting the amenity of adjoining interfaces by providing for a maximum of 2 storey built form adjacent to or opposite any existing single storey residential development.*
- *Any taller buildings across the balance of the site should be carefully graduated with reference to analysis of shadow, visual amenity impacts and the character of the area.*

- *Apply appropriate buffer treatments at the interface with any non-residential uses on adjoining properties.'*

The majority of dwellings throughout the site are three storey in scale with the exception of those around the perimeter of the site which are double storey in scale to satisfy specific DPO5 provisions which seek maximum 2 storey scale adjacent or opposite existing single storey residential development.

The site has essentially been designed so that the higher 3 storey built form is concentrated through the centre of the site and at the interface to Alvina Street. The three storey attached form proposed along the Alvina Street frontage is continuous in its mass and does not respond to the low scale single storey built form that prevails along both Alvina Street and Sinclair Street. It is out of character with the streetscape and broader neighbourhood and will dominate what is essentially a residential backstreet. This level of development at the street interface would not be considered appropriate in any other typical local residential street with similar characteristics to Alvina Street, and should not be given a 'free kick' in this instance just because it forms part of a larger 'infill site' where a more intense level of development is envisaged. This is supported by the DPO5 which requires that, - '*Any taller building across the balance of the site should be carefully graduated with reference to analysis of shadow, visual amenity impacts and the character of the area.*' In this instance, the three storey scale and mass proposed along Alvina Street is not a sympathetic response to the low scale character of the immediate and broader neighbourhood.

It is considered that the scale and mass of buildings proposed along the Alvina Street frontage represents too great a change and the proposed built form needs to be lowered in height to two storeys, and be designed to respect the double fronted detached nature of dwellings which prevail along Alvina Street and throughout the broader neighbourhood.

In relation to the internal streetscape design, it is noted that garages and car parking dominate the ground floor levels of most dwellings and internal streetscapes. The narrow width of dwellings results in minimal habitable rooms aspect at ground level, with the streetscape dominated by garages, access ways and parking areas. The extent to which ground floor garages and car parking will dominate internal streetscapes is considered inappropriate.

Built form and scale .

The DPO5 requires any proposed Development Plan to "*create a composition of varied building forms and heights across the site.*" In this instance, three storey scale is proposed across the Alvina Street frontage and through the centre of the site, with perimeter development capped at 2 storeys.

The three storey scale proposed through the centre of the site, in itself, is not an issue, however the length of unbroken three storey building mass could be improved upon. For example, 'West Lane' comprises 14 x three storey, attached

townhouses, the majority with narrow 4.4 metre wide frontage widths and with minimal 1.6 metre front setbacks. This equates to 61.6 metres of continual three storey built form within 1.6 metres of the front boundary. This line of townhouses is also located at the eastern end of the short access road (from Alvina Street) creating an abruptness to the internal entrance of the development, and creating a continuous building mass which will dominate narrow internal roadways.

A 4.5 metre setback is proposed around the south, east and northern boundaries of the lot. This is considered minimal, given the extent of continual built form proposed, and an increase in side and rear setbacks should be explored. Increased setbacks will allow greater opportunity for significant screen planting to be accommodated around the perimeter of the site and the common boundaries with sensitive residential abuttals.

Street Setback

A total of 11 townhouses have direct interface to Alvina Street with another eight dwellings interfacing with the former Huntingdale Quarry and landfill site (south west corner).

The proposed townhouses Type KK and GG located at the north west corner of the lot adjacent to number 8 Alvina Street will be setback generally in line with the adjacent dwelling. The lots to the five three storey townhouses (Type MM) located to the south of these dwellings are proposed to be setback 10.5 metres from the site frontage to ensure the retention of existing established trees (rated as having 'high' or 'moderate' retention value) in the setback is achieved.

Townhouses south of the entrance will have varied setbacks of between 4.5 metres and 9 metres to once again ensure that established trees rated as having 'moderate' or 'high' retention value can be retained.

Generally speaking, the proposed front setbacks to townhouses are considered reasonable, and the retention of established trees rated 'moderate' or 'high' is considered necessary, as these trees are a valued characteristic of the neighbourhood and contribute to the streetscape at this location.

Landscaping and Retention of trees

In accordance with Part 3 of DPO5, a development plan is required to include a Landscape Plan which shows the landscape concept for the site, and *'incorporates any significant vegetation including trees rated as 'moderate' or 'high' in the 2013 Tree Logic assessment.'*

The current Development Plan and the landscape plan which forms a part of the submitted development plan proposes to retain all trees on site which are rated as having a 'moderate' or 'high' retention value in the 2013 Tree Logic assessment. This includes 4 trees rated as having 'high' retention value and 24 trees with a 'moderate' retention value. The retention of all these trees is

supported and considered necessary given the valuable contribution that they make to the Alvina Street streetscape, and adjoining residential properties.

Although DPO5 provisions do envisage that the site will be developed for a higher level of residential density than the surrounding neighbourhood, this does not mean that the value of established vegetation existing on the site, and the importance of retaining it, is automatically negated. Like any other development, large or small, the design response must be sympathetic to the character of neighbourhood and respond to site opportunities and constraints.

The submitted development plan also includes an "indicative" landscape concept plan for the site. The landscape scheme for the site includes a mix of native and exotic planting across the site. The plan proposes a pleasant, sophisticated planting theme for the development however there will be a lack of landscaping opportunity along 'Centre Lane' and its connecting east-west access lane which are essentially access ways for rear loaded Type CC and Type PP dwellings.

Minimal street setbacks to dwellings, closely located vehicle crossovers, small sized ground level secluded open spaces and minimal provision of nature strip spaces results in limited areas for meaningful landscaping and canopy tree provision throughout the remainder of the site. One of the main concerns with the current proposal is the lack of soft landscaping opportunities available throughout the site due to the high yield of dwellings proposed which has resulted in large building footprint being proposed.

Sustainable Design Features

Many of the design features of the proposed buildings on site will be considered as part of the planning permit application stage and building permit stage, however, Water Sensitive Urban Design Initiatives and Environmentally Sustainable Design will be adopted. The concept Landscape Plan prepared as part of the Development Plan includes rain gardens, stormwater harvesting and storage (underground rainwater water tanks). Given this, it is considered that the proposal satisfies the requirements of DPO5.

The internal amenity of dwellings will be more closely scrutinised during the planning permit application process, once a Development Plan for the site has been approved. Having said this, the indicative dwelling layouts submitted with the application indicate that in general, an acceptable level of internal amenity will be achieved, however it is noted that dwelling Type SS proposes an upper floor bedroom which has no direct access to natural light. This element of the design is not considered acceptable.

Car Parking, Access and Traffic Impact

The proposal provides for the requisite number of resident and visitor car parking spaces pursuant to Clause 52.06 as detailed in the following table:

	No. of dwellings	Clause 52.06 requirement	Car spaces required	Car spaces provided
2 bedroom dwellings	2	1 space per dwelling	2	2
3 bedroom dwellings	52	2 spaces per dwelling	104	104
4 bedroom dwellings	34	2 spaces per dwelling	68	68
Visitor parking	88	1 space per 5 dwellings	17	15
Total provided	88		191	189

The statutory car parking requirement for the development is 191 car spaces, including 174 spaces for residents and 17 spaces for residential visitors. The proposed car parking provision for 189 car spaces meets the resident requirement and falls short of the visitor requirement by two (2) spaces.

A Traffic Engineering Analysis prepared by Traffix Group (May 2016) was submitted as part of the Development Plan submission providing an assessment of all car parking, access, traffic generation and impact, waste collection (accessibility) and bicycle storage facilities. The Development Plan and supporting Traffic advice was considered by Council's Traffic Engineering Department who have provided the following comments (summarised):

- The Traffix Group report submitted with the application indicates that there are an additional 7 spaces which can be accommodated on street along the site's Alvina Street frontage, however it is considered that a development of this size may generate additional parking with the high number of 3 to 4 bedroom dwellings likely to attract larger families and should be required to satisfy its parking requirements within the site. It is recommended that the additional two visitor parking spaces required, be provided on the site.
- All visitor parallel spaces are to be a minimum of 6.7 metres in length.
- Vehicle crossings must be at least 6 metres from the turning point of an intersection. A number of crossings are located within the 6 metre setback distance.
- Vehicle crossing should be converted to double crossings where the crossings are within 1.50 metres of each other.
- In general, footpaths are too narrow and should be increased from 1.2 metres to a minimum of 1.4 metres in width. The provision of a footpath along the back of kerb in between vehicle crossings (Type 01 Road Reserve) is not considered acceptable as this will not provide a consistent level surface for pedestrians. It is recommended that the footpath be deleted or the development provides standard footpath and nature strip on both sides.
- Minimum radius at each roadway change of direction is required to be 8 metres to enable larger vehicles including Council or private waste collection vehicles to negotiate the development site.

- It is unclear how waste bins will be collected as there doesn't appear to be sufficient space on street frontages.
- The predicted traffic generation of 569 vehicle trip-ends/day will be a significant increase to the existing traffic volume of 261 vehicles/day in Alvina Street and is likely to be noticeable to nearby residents. However, the existing road network has sufficient capacity to cater for the expected traffic volumes and in general, there is expected to be minimal impact on the local traffic network.
- It is also noted that tandem car spaces within driveways should be at least 5.5 metres in length to ensure that vehicles do not overhang footpaths within the development.

It is not ideal for such a large number of dwellings to rely on a tandem car parking arrangement. Of the 88 dwellings proposed, 30 will be provided with double garages, 54 with a single lock up garage and tandem space, 2 with single garages only, and 2 with tandem garages. Approximately one third of the dwellings will be provided with double garages which is considered satisfactory.

Although it appears that the existing local road network will be able to cater for the expected increase in traffic volumes, the amount of additional traffic that will be funnelled through Alvina Street and Sinclair Street and the level of change imposed on the local residents who have, for a number of years, been used to a quiet residential street, remains a concern. Having said this, it is acknowledged that the site was used as a primary school and would have generated high volumes of traffic during drop off and pick up times, as well as generating a demand for kerb side parking along both Alvina Street and Sinclair Street.

Pedestrian Links and Permeability

The existing pedestrian path leading to Scotsburn Avenue will be retained and upgraded. This path will provide convenient access to the bus service along that street, as well as providing convenient access to Centre Road to the south.

Risk assessment given proximity to a nearby landfill

The DPO5 requires the Applicant to undertake and submit to Council a risk assessment detailing the risk of landfill gas migration from nearby landfills. The risk assessment must be conducted by a suitably qualified professional, having regard to the relevant EPA Publication to the satisfaction of the responsible authority.

Golder and Associates have prepared a Landfill and Gas Risk Assessment for the site (dated 17 May 2016) and this forms part of the supporting documentation for the Development Plan. The report concludes that the risk of landfill gas migration occurring and causing an unacceptable human health or environmental impact on the proposed residential development is low and that no further landfill gas investigation or assessment is warranted.

CONCLUSION:

The current proposal represents a significant change to the neighbourhood in terms of housing density and building mass and scale. Although it is envisaged that sites such as this will ultimately accommodate more intense development than the surrounding neighbourhood, the scale and mass of buildings, and the density of dwellings proposed on this site is considered inappropriate. Although the site is located within an established residential neighbourhood, it is not in close walking distance to railway stations or major activity centres.

The scale and mass of proposed built form is very different to its immediate neighbourhood, proposing large building masses which, even with some articulation at upper floor levels will read as one large building when viewed from adjacent backyards and streets. While it is considered that the site can accommodate a built form up to three storeys in height, the current proposal is considered to be an overdevelopment of the site.

In light of the above assessment, in its current form, the Development Plan for the former Clayton West Primary School site is not supported.

LIST OF ATTACHMENTS:

Attachment 1 – Proposed Development Plans.

Attachment 2 – Aerial Photograph (October 2014).

Attachment 3 – Zoning and Overlays Map.

Attachment 4 – Objector Properties Location Map.