

planisphere

Fellows Road and Murray Road, Queenscliff
Development Plan Report

For Borough of Queenscliffe
February 2015

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ACKNOWLEDGEMENTS

It is acknowledged that the Borough of Queenscliffe is on traditional lands of the Wathaurong tribe of the Kulin Nation. We offer our respect to the Elders of these traditional lands, and through them to all Aboriginal and Torres Strait Islander People.

PROJECT CONTROL

NAME	NO.	PM APPROVED	PD APPROVED	DATE
Draft Report	1	KD	LR	25.02.15
Final Report	1	KD/KW	LR	22.04.15

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INTRODUCTION

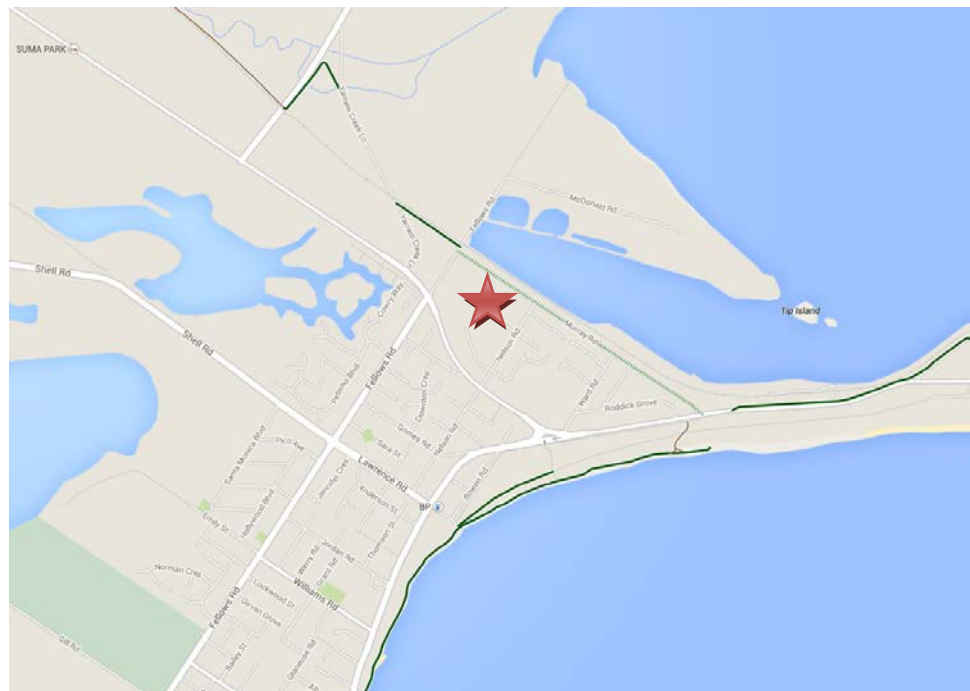
1.1 INTRODUCTION

This Development Plan report has been prepared to support the development proposed for the land at 61-75 Murray Road, Queenscliff, as shown on the map below.

Owned by the Borough of Queenscliffe, much of the 6.996ha Murray Road site is encumbered by environmental constraints; however potential exists to develop a portion of the land fronting Murray Road to provide a small but important increase in residential land supply.

This development plan demonstrates that a portion of the unencumbered land can be subdivided into 13 residential lots consistent with the requirements of the Queenscliffe Planning Scheme.

Figure 1 – Locality Map



Source: www.google.com.au/maps

1.1.1 BACKGROUND

A 2008 planning permit application for the site included a development plan (as required by the Queenscliffe Planning Scheme for any subdivision of the site) which provided for the subdivision of the eastern portion of the site into 18 residential lots as shown in figure 1 below. The following documents formed part of the 2008 planning permit application:

- Murray Road Queenscliff Development Plan Report (Maunsell, 2008a)
- 2 Lot Subdivision of 260 Fellows Road, Queenscliff, Planning Assessment Report (Maunsell, 2008b)

- Proposed Development Plan (TGM, 2008a)
- Plan of Proposed Subdivision (TGM, 2008b)

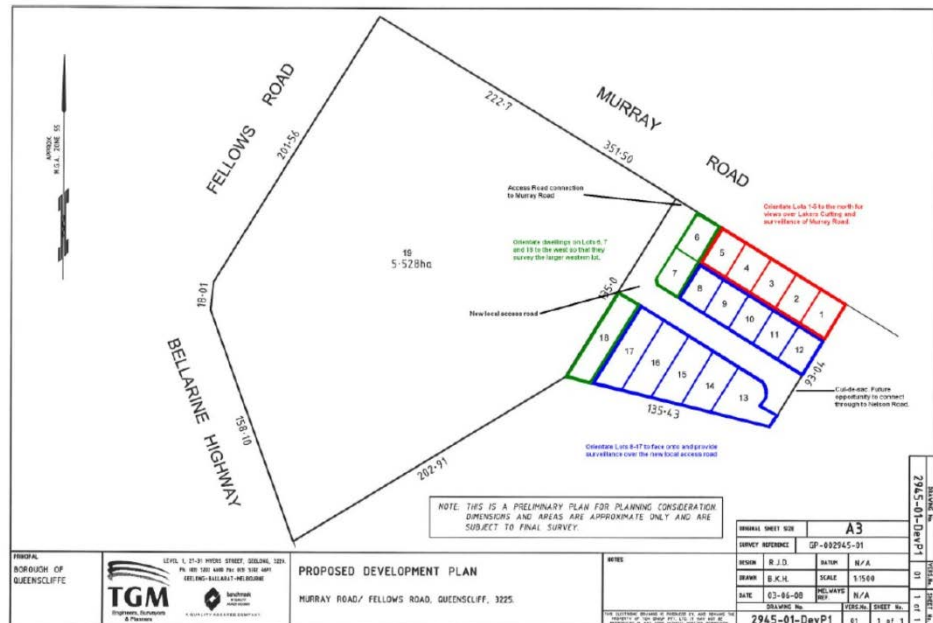


Figure 2 – Previous planning application development plan

Council commissioned a number of studies to provide information on the site and inform the preparation of a planning permit application for residential development. The following studies were commissioned by Council:

- Ecological assessment of land at the corner of Fellows Road and Murray Road, Queenscliff, Victoria (Biosis, 2004)
- Flora and terrestrial fauna assessment of Corner of Murray and Fellows Road, Queenscliff, Victoria (Biosis, 2007)
- Environmental Site Assessment, Murray Road, Point Lonsdale (EarthTech, December 2005)
- Phase 1 Environmental Assessment and Preliminary Geotechnical Assessment, Corner of Fellows Road and Murray Road, Queenscliff. (GHD Pty Ltd, May 2004)
- Preliminary Site Assessment Murray Road, Pt Lonsdale (Hygienics Pty Ltd, June 2005)
- An Archaeological Survey at Fellows Road Queenscliff (TerraCulture, 2004)

The 2008 planning permit application was referred to the Corangamite Catchment Management Authority (CCMA) and the Department of Sustainability and Environment (DSE).

The CCMA nominated floor level heights that would need to be achieved for any development on the site and did not have any objection to the development

proceeding. However, the DSE objected to the application as it would lead to the removal of very high conservation significance vegetation towards the eastern end of the site. It is understood that this objection was unable to be resolved and the application was not progressed further.

Since this application was abandoned, further work has been undertaken to analyse the soil conditions, ecology, infrastructure provisions and feasibility of development. The refined development plan, as outlined in this report, approaches the development in such a way that it avoids any removal of significant vegetation and flooding issues and therefore alleviates concerns as raised in previous objections.

1.2 SITE AND SURROUNDS

1.2.1 THE SUBJECT SITE

The site is approximately 7 hectares in size and with levels ranging from 0.17m AHD to 1.74m AHD (Australian Height Datum – 0 m is average sea level).

The site is bound by three street frontages; Murray Road to the north-east, Fellows Road to the north-west and the Bellarine Highway to the south-west. Swan Bay is located to the north of the site beyond Murray Road and the railway line which runs parallel to Murray Road.

Vegetation is present across the site with larger trees screening views of the site from the Bellarine Highway. Panoramic views across Swan Bay are available from the north of the site, which has a pleasant estuarine character with low shrubs and grasses, and views towards the treed peninsula to the north-east. A train line runs adjacent to Murray Road on a slightly elevated track.



LEGEND
— Site Boundary

1.2.2 BUILT FORM CONTEXT

Established residential development is located to the east and south of the site. Dwellings are generally detached, single storey and the housing stock ranges from original early 20th century buildings to contemporary replacements. The local road network in this area follows a modified grid pattern with a large number of cul de sacs.

The existing residential subdivision that adjoins the site includes Noma Court and Queenspoint Crescent, where allotments are generally larger than surrounding properties at approximately 2,500sqm. However, smaller lots of 600-700sqm generally make up the wider residential area.

Properties located opposite the site across Swan Bay on McDonald Road, generally comprise of larger, rural lifestyle blocks, occupied by single dwellings in a variety of ages and styles.

The property to the north-west of the site fronting Fellows Road and in the City of Greater Geelong, is currently vacant and is zoned for commercial uses.

On 12 May 2010, a permit for a large, staged multi lot subdivision (known as The Point) was approved by the City of Greater Geelong for the site at 2202-2350 Bellarine Highway, Point Lonsdale, diagonally opposite the site. The subdivision is predominately for residential development and includes a retirement village.

1.2.3 SITE EDGES AND INTERFACE

The site is bound on three sides by roads, and the other by residential development. A mix of open, timber and wire fencing of varying quality is located around the perimeter of the site. Site edges are generally vegetated, particularly along Bellarine Highway where a planted buffer strip has been established. A vegetated channel is located along the Murray Road frontage of the site.

Residential development is located along the eastern boundary of the site. The dwellings are generally setback from the adjoining boundary, in some cases substantial distances, and with some shrubs and other vegetation along the property boundaries. In some cases the dwellings are oriented to afford views towards Swan Bay.

The Bellarine Rail Trail is located adjacent to the site along Murray Road, following the railway line. Linking South Geelong to Queenscliff, the track is popular with recreational walkers and cyclists. Bellarine Railway operates a tourist railway on the track between Queenscliff and Drysdale.



Figure 3 - Drainage channel adjoining the site along Murray Road

1.2.4 ENTRY AND ACCESS

An existing crossover is located on the Murray Road boundary adjacent to the eastern perimeter of the site. All streets in the wider area are sealed. Street edges adjacent to the site are informal with no pedestrian footpaths present.

Bellarine Highway is an arterial road between Queenscliff, Point Lonsdale and Geelong. Fellows Road and Murray Road are quiet collector roads that predominantly service residential areas.

Public transport is within walking distance of the site, with a bus stop located on Fellows Road, 600m south-west of the site. This is served by Routes 75 and 76 travelling between Queenscliff and Geelong, which each operate seven days a week. Another bus stop is also located 800 metres south-east of the site on Bellarine Highway and is served by Routes 75, 76 and 82.

1.2.5 VIEW LINES AND VISTAS

A number of significant views are observed from the subject site. This includes views across Swan Bay towards rural properties to the north of Murray Road and views towards the Queenscliff township located east of the site. Given that the site is located on the coastal edge, views towards Swan Bay are protected from any future development.

Long range views are also present towards rural land to the west of the site.

The site is located at the gateway of the Queenscliff township. Established vegetation along the site perimeter limits views into the site and beyond.



Figure 5 - View north over Swan Bay from the site

1.3 THE PROPOSAL

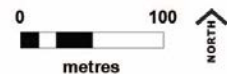
Based on the existing conditions of the site and requiring no additional filling and no vegetation removal, two parcels of land are considered 'developable' and are above the 1 in 100 year ARI flood extent. However, it is proposed to only develop the 1.22 ha parcel of land located to the south east of the site and fronting Murray Road.

The proposal includes 13 residential lots of approximately 600-800sqm, 4 with direct access from Murray Road and the remainder from a new road, as shown on the indicative development plan below.



LEGEND

- Property Boundary
- Proposed Development Area
- Existing Fill
- Saltmarsh
- Undeveloped Land
- Train Line



1.3.1 ACCESS

The proposed lots would be accessed via Murray Road and via a new public road, most likely in the form of a cul-de-sac.

1.3.2 INTERFACES

The proposed allotments maximise street frontages where possible and adjoin the existing residential area to the east. Several lots would also have a rear or side interface with the remaining subject site. This interface would need to be sensitively managed so as to not result in solid back fences fronting the open space.

1.3.3 NATIVE VEGETATION

This proposal incorporates a parcel of land that has previously been cleared of any remnant or significant vegetation and therefore the developable areas will not affect native vegetation.

An assessment of the ecological and biodiversity values of the overall site was conducted in May 2014 by Paul Kelly and Associates and is provided at Appendix B. The findings can be summarised as follows:

- The site consists primarily of Ecological Vegetation Class (EVC) 858 – Coastal Alkaline Scrub.
- A small area of EVC 302 and EVC 9 - Coastal Saltmarsh/Mangrove Shrubland Mosaic is also present on the site.
- Four threatened species of flora are recorded as present in the vicinity of the subject site (DEPI 2014a), namely Coast Wirilda *Acacia uncifolia*, Yellow Sea-lavender *Limonium australe*, Marsh Saltbush *Atriplex paludosa* subsp. *paludosa* and Salt Lawrenzia *Lawrenzia spicata*.
- The threatened Glossy Grass Skink *Pseudemoia rawlinsoni* was recorded in the north east corner of the site in 2007 (DEPI 2014a).
- The site has high regional conservation significance based on the potential presence of several significant species of flora on the site, the proximity to the Ramsar Wetland (Port Philip Bay) and potential use of the site by the Orange-bellied Parrot.
- The areas that have been filled are generally dominated by exotic plants, most likely introduced with the fill. The other areas of the site are dominated by a range of generally salt tolerant plants.
- A remnant patch of native vegetation was recorded on the site. The patch contains ten (10) habitat zones. Only one significant plant species was recorded on site (Grey Glasswort).

The assessment of the site found three main issues that would impact on the ecological values of the site, if it were to be redeveloped for residential purposes:

1. The potential utilisation of the site by the endangered Orange-bellied Parrot
2. The proximity of the site to a Ramsar Wetland
3. The significance of the native vegetation on the site.

Any development that proposes the removal of native vegetation must comprehensively evaluate the contribution that the site makes to the conservation of the Orange-bellied Parrot. The report suggested that further work needs to be carried out by a certified zoologist to determine the extent to which future development would impact the habitat.

Based on these findings, the proposal seeks to only develop the small portion of land to the east that does not require any vegetation removal and will not impact on the flora or fauna habitat of the larger site.

1.3.4 SOIL ASSESSMENT

An inspection of the site and surrounding land was undertaken in 2014 by Senversa, to identify visible potential contamination sources/activities, record the existing site infrastructure, surface cover, surrounding land uses, topography and drainage. In addition 14 soil samples were taken from various locations across the site and tested in an accredited laboratory.

A report was issued which considered information gathered from the site inspection, previous reports and legislative context surrounding soils and flooding and is provided at Appendix C. The findings from the report are summarised as follows:

- The local geology consists of silty sands with approximately 1.5 m of imported fill overlying the natural soil in the northeast and northwest parts of the site.
- Previous fill material is of approximately 16,250 cubic metres in volume and comprises a variety of material type including concrete, asphalt, gravel, soil, timber and bricks and other miscellaneous material.
- This area of filling would be subject to further geotechnical investigations and reporting to determine specific requirements for development.
- The CCMA (Corangamite Catchment Management Authority) most recent flood advice notes that the fill level required is 1.5m AHD minimum. The areas of site already filled are generally about this level. Given existing levels in the site area vary, an average existing level of 0.5m AHD (excluding areas already filled) is assumed, so the depth of fill required on average is 1.0m for any areas to be developed.
- Analysis results did not indicate the presence of potential or actual acid sulfate soil. Whilst it is expected that the ground levels in the vegetated area would need to be raised by filling to allow development, if existing soils need to be disturbed, the potential for acid sulfate soil to be present should be further considered.
- Analysis results for parameters to assess for salinity indicated mild or non-aggressive conditions.

The report makes recommendations for further geotechnical investigation of the filled areas in order to determine their suitability for development. Given the laboratory results it is not considered necessary for an acid sulfate to be commissioned, however a salinity management plan is recommended as a requirement to any future development of the site.

1.3.5 FLOODING

The developable area in this proposal is located above the 1 in 100 year ARI flood extents, as a result of previous filling. The developable area is therefore unlikely to be affected by flooding.

An assessment of the flood impacts for the wider site, outside of the developable area that is the subject of this Development Plan, can be summarised as follows:

- The larger site is very low lying, varying between 0.5 – 1.0 metre AHD, with some significant areas below 0.5m AHD.
- The site is also subject to coastal inundation with a current 1 in 100 year average recurrence interval flood level for the site nominated at 1.0m AHD.
- 80% of the site has a flood depth greater than 0.5m AHD.
- The Corangamite Catchment Management Authority require that developments require 500mm freeboard above the flood level.
- Most of the site is not appropriate for cut and fill and is more suited to minor works in areas that are not exposed to the existing flood extents.

1.3.6 PHYSICAL INFRASTRUCTURE

An Engineering Servicing Report was prepared for the site by TGM in June 2014. It has been provided at Appendix D.

Sewerage reticulation exists within the site and any new lots would most likely be connected to a sewerage point on Nelson Road.

A high voltage overhead power line runs within the Bellarine Highway Road reserve. It is expected that any future development on the site would connect with this line and provide electrical supply to the site. Both electricity and gas can be supplied to the site however external augmentation works are required to bring both supplies from the Bellarine Highway via Fellows Road (or in the case of gas, possibly from Nelsons Road via Murray Road). An electrical substation may be required.

Water supply infrastructure is within the vicinity of the site, however an upgrade to the watermain would be required for any future development of the site. Any costs associated with this upgrade would be at the developers cost. Telecommunications can be provided to the site by Telstra or an alternative provider, at cost to the developer.

1.3.7 FEASIBILITY

The proposed development is considered a feasible option given that the site is highlighted within a residential growth area in the Point Lonsdale Structure Plan at Clause 21.04 of the Queenscliffe MSS. The developable area is also shown to be unencumbered by environmental constraints.

Economic advice from Urban Enterprise in 2014 has highlighted that development of the developable area would be a feasible option for the Borough of Queenscliffe, providing residential land supply for the municipality.

1.4 PERMIT TRIGGERS

The subject land is subject to a number of zone and overlay controls under the Queenscliffe Planning Scheme.

The table below describes the permit triggers associated with each control and their relevance to the application.

This Development Plan Report has been prepared as a requirement of the Development Plan Overlay, Schedule 1.

CONTROL	PERMIT TRIGGERS	RELEVANCE TO APPLICATION
General Residential Zone, Schedule 1 (GRZ1)	Clause 32.08-2 – Subdivision of land	Applies to the southern portion of the subject site. An application of this type must meet the requirements of Clause 56, except the following objectives and standards: Clauses 56.02-1, 56.03-1, 56.03-4, 56.05-2, 56.06-1, 56.06-3 and 56.06-6.
Neighbourhood Residential Zone, Schedule 1 (NRZ1)	Clause 32.09-2 – Subdivision of land	Applies to the northern portion of the subject site. An application of this type must meet the requirements of Clause 56, except the following objectives and standards: Clauses 56.02-1, 56.03-1, 56.03-4, 56.05-2, 56.06-1, 56.06-3 and 56.06-6.
Vegetation Protection Overlay, Schedule 1 (VPO1)	Clause 42.02-3 – Removal of vegetation	Applies to all of the land that is the subject of the application. No vegetation removal is proposed as part of this development plan.
Significant Landscape Overlay, Schedule 1 (SLO1)	Clause 42.03-3 – Removal of vegetation.	Applies to all of the land that is the subject of the application. Applications must be accompanied by landscape plans showing the effects of the proposed use or development on significant landscapes.
Design and Development Overlay, Schedule 3 (DDO3)	Clause 43.02-3 – Buildings and works	Applies to the northern portion of the subject site. Applications for buildings and works must meet the design and siting requirements of the schedule.

CONTROL	PERMIT TRIGGERS	RELEVANCE TO APPLICATION
Design and Development Overlay, Schedule 5 (DDO5)	Clause 43.02-5 – Buildings and works	Applies to the northern portion of the subject site. Applications for buildings and works must meet the design and siting requirements of the schedule.
Development Plan Overlay, Schedule 1	Clause 43.04-1 Use, development, subdivision or the carrying out of works requires a detailed Development Plan to be approved	Applies to all of the land that is the subject of the application. The plan must address as a minimum the following matters. <ul style="list-style-type: none"> – The extent and quality of fill materials; – Any possible contamination; – Methods for draining the land; – The effects on Swan Bay of any use, development or works; – The extent and provision of services to the area

2

PLANNING ASSESSMENT

2.1 STRATEGIC CONTEXT

2.1.1 SPPF

The following State Planning Policy Framework Clauses are relevant to the application:

Clause 11 – Settlement aims to promote the sustainable growth and development of regional Victoria and to support regions that have a strong sense of identity, are prosperous and environmentally sustainable.

Specific to this development plan, Clause 11 supports a network of integrated settlements by directing growth to locations where infrastructure and services can be provided in an efficient manner and by ensuring there is a sufficient supply of appropriately located residential land across a region to meet the needs identified.

Clause 12 - Environmental and Landscape Values aims to protect and enhance areas of high value biodiversity and environmentally sensitive areas and to ensure that development conserves, protects and seeks to enhance coastal biodiversity and ecological values.

Clause 13 - Environmental risks seeks to assist in the protection of floodplain areas of environmental significance and to ensure that potentially contaminated land is suitable for its intended future use and development, and that contaminated land is used safely.

Clause 16 – Housing aims to promote a housing market that meets community needs and to locate new housing on a strategic development sites.

2.1.2 LOCAL PLANNING POLICY FRAMEWORK

The following Clauses of the *Queenscliffe Planning Scheme* local planning policy framework are relevant to the application:

21.04 Vision - Strategic Framework

The Municipal Strategic Statement seeks to ensure that new residential development contributes to sustainable urban growth and supports the valued natural environmental.

The MSS Vision Statement is: *the Borough of Queenscliffe will maintain its unique natural environment, built and cultural heritage values through the careful planning of land use and development for the benefit of the community.*

Based on the Proposed Land Use Framework Map in the MSS, the subject site is designated as a 'low density residential character area'.

21.05 Objectives – Strategies - Implementation

Council's objectives, as relevant to the application, include:

- Maintain a stable permanent resident population.
- Allow for growth in appropriate locations.

- Ensure that appropriate audit and remediation measures are taken, prior to the establishment of environmentally sensitive new land uses on potentially contaminated land.
- Ensure that new development takes account of known flooding and drainage issues
- Preserve and maintain the ecology of environmentally significant areas.
- Preserve the biodiversity of flora and fauna.
- Protect the natural environment from inappropriate use and development.
- Encourage development that complements natural environment values.

22.02 Physical Infrastructure Policy

Council's Physical Infrastructure policy aims to ensure that the installation of physical infrastructure has minimal impact on the landscape and heritage values of the Borough, prevent the inappropriate location of services and physical infrastructure and to ensure the protection and improvement of the water quality of Swan Bay.

22.04 Urban Character Policy

The subject site partly falls within the Swan Bay Foreshore character area, which aims to protect significant views to Swan Bay, the open relationship of buildings to Swan Bay created by deep front gardens and the informality of streetscapes.

2.2 PLANNING CONTROLS

2.2.1 ZONES

The site is currently zoned Neighbourhood Residential Zone 1 in part and General Residential Zone 1 in part and therefore is identified as part of the existing urban area of Queenscliff and suitable for residential use.



Figure 6 – Existing zoning

2.2.2 OVERLAYS

There are a number of overlays which apply to the subject site, they are summarised as follows:

SCHEDULE 1 TO THE VEGETATION PROTECTION OVERLAY (VPO₁)

VPO₁ sets out objectives to guide vegetation protection including reference to specific species such as encourage the use of Tea Tree (*Leptospermum laevigatum* and *Leptospermum juniperinum*) Coastal Heath (*Leucopogon parviflorus*) and Moonah (*Melaleuca lanceolata*) in landscaping and street planting throughout the overlay area.

A permit is required to remove, destroy or lop all native or indigenous vegetation including Moonah, Tea Tree and Coastal Heath.

SCHEDULE 1 TO THE SIGNIFICANT LANDSCAPE OVERLAY (SLO₁)

SLO₁ sets out landscape character objectives to be achieved including encouraging the siting, design and landscaping of buildings and works which is responsive to the overlay areas landscape values and maintaining and protecting remnant local vegetation as an important element in the value of the Swan Bay landscape.



Figure 7 – Existing SLO & VPO

SCHEDULE 3 TO THE DESIGN AND DEVELOPMENT OVERLAY (DDO₃)

DDO₃ contains design objectives to ensure that new development in the area makes a positive contribution to the prevailing natural qualities of foreshore areas. Objectives include deep front gardens, transparent front fences and informal streetscapes.

The DDO sets a maximum building height of 8.5m above natural ground level (and two storeys) which cannot be varied with a permit. A permit is required for all buildings and works.

SCHEDULE 5 TO THE DESIGN AND DEVELOPMENT OVERLAY (DDO₅)

DDO₅ contains design objectives to ensure that new development in the area makes a positive contribution to the prevailing natural coastal character. Objectives include reference to low scale recessive architecture the use of informal roads with limited kerb and channel.

The DDO sets a maximum building height of 8.5m which cannot be varied with a permit. A permit is required for any building above 6m in height.

SCHEDULE 1 TO THE DEVELOPMENT PLAN OVERLAY (DPO₁)

This schedule sets out the requirements for the Development Plan for this site as follows:

Any application for the use, development, subdivision or the carrying out of works on this site will require a detailed development plan to be submitted and approved. The plan must address as a minimum the following matters.

- the extent and quality of fill materials;
- any possible contamination;
- methods for draining the land;
- the effects on Swan Bay of any use, development or works;
- the extent and provision of services to the area

Section 3 of this report addresses these matters in detail.

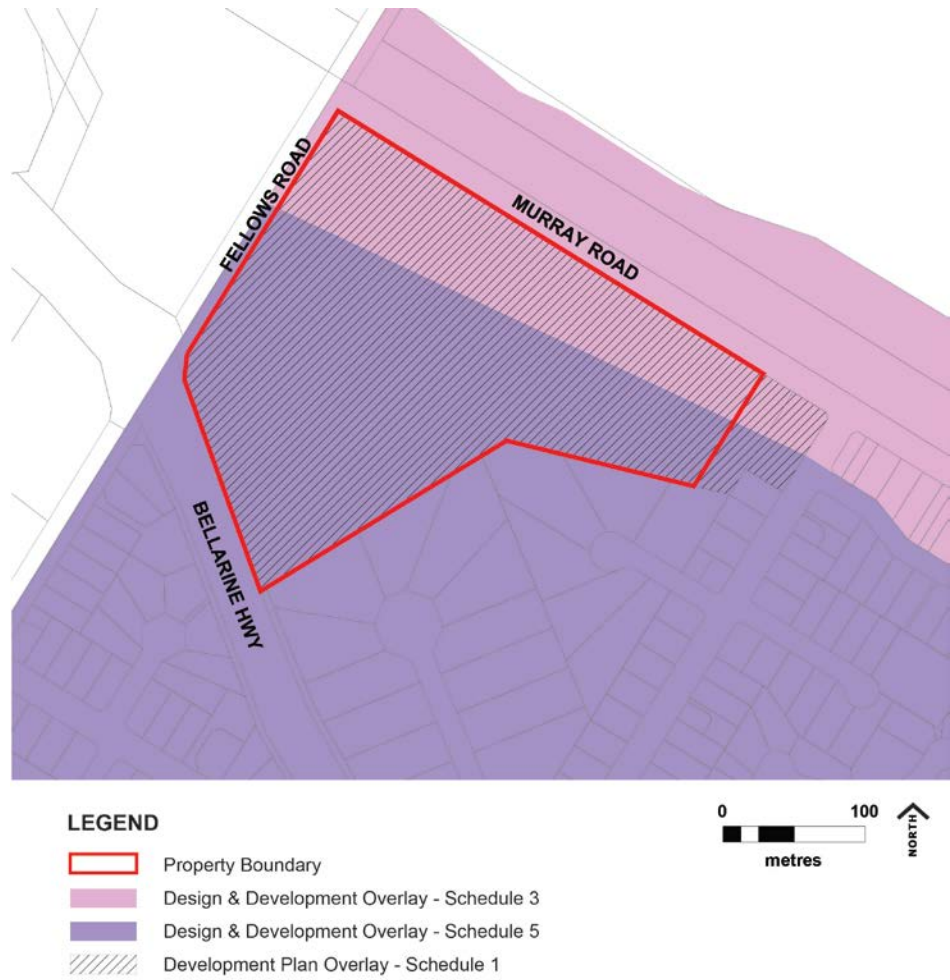


Figure 8 – Existing DDO & DPO

2.3 MERITS OF THE DEVELOPMENT PLAN

The following discussion assesses the Development Plan Report against the relevant provisions of the *Queenscliff Planning Scheme*. The provisions are discussed in order of relevance.

2.3.1 STATE PLANNING POLICY FRAMEWORK

The proposal is consistent with, and supportive of, the State Planning Policy Framework on the basis that it:

Contributes to the supply of residential land within an existing urban area where infrastructure services are available, is located with close proximity to existing and future community infrastructure and has access to activity centres.

Contributes to the need for residential supply in the Borough by providing land for urban growth in an area identified by the *Borough of Queenscliff Proposed Land Use Framework Plan* as an area available for future low density residential uses.

Seeks to protect the environmental values of the site, by proposing that development occurs only in the area already disturbed and filled to levels above the 1 in 100 year flood level. The proposal avoids the need to remove and offset native vegetation and does not impact on surrounding flooding issues.

The proposed development is therefore consistent with the objectives and principles of the SPPF.

2.3.2 LOCAL PLANNING POLICY FRAMEWORK

MSS

The proposed development plan (and future residential development) will support municipal housing objectives by contributing to residential land supply on a site and in a location that can be serviced by existing infrastructure. Furthermore, this will be achieved in a manner that will not compromise the environmental values of adjacent saltmarsh, the environmental values of Swan Bay or the character and amenity of the foreshore and adjoining residential area.

The development meets the strategic objectives that underpin the vision for the Borough and after extensive investigations and options analysis, provide a best fit outcome for the Borough and the community to ensure a high quality foreshore environment and residential amenity.

The proposed subdivision is supported by the *Borough of Queenscliff Proposed Land Use Framework Plan*, as provided at Clause 21.04, which designates the area for future low density residential. The MSS states that this area is suitable for residential development whilst serving as a gateway due to the retention of significant vegetation. The proposed development seeks to minimise residential growth in order to protect the saltmarsh environment on the site.

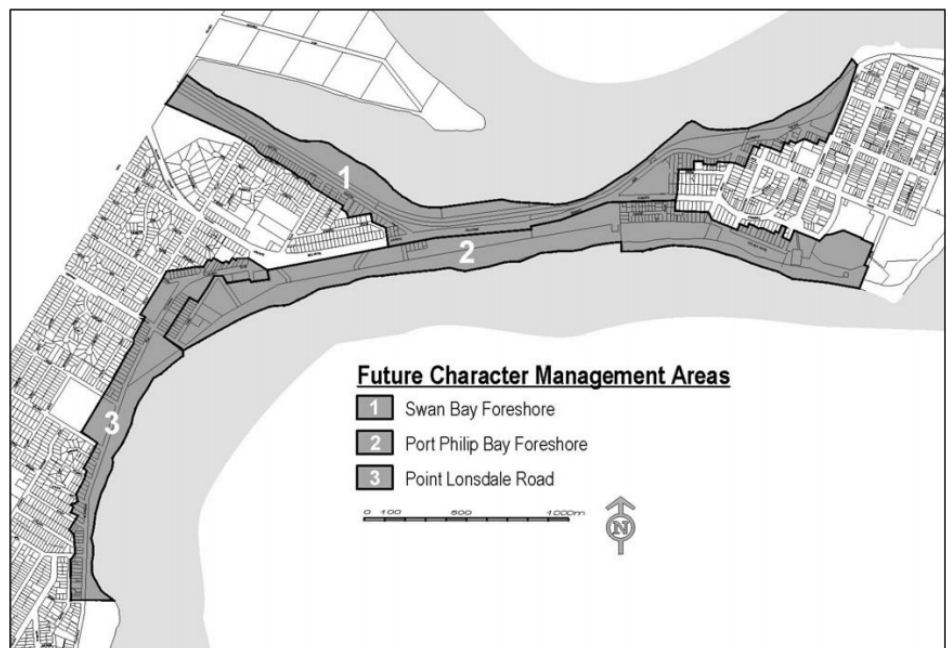
LOCAL POLICIES

It is considered that the proposed development is in keeping with the objectives of Clause 22.04 Urban Character Policy, as the proposed layout reflects the style and size of development in adjacent residential neighbourhoods. The size of lots and the layout will not cause development to be visually intrusive and will not impact on the wider views of Swan Bay and the foreshore.

The proposed layout does not reduce the integrity of the environmentally significant areas, both on the site and in the adjacent Swan Bay and seeks to retain native vegetation.

The proposed development is considered to meet the objectives of Clause 22.04 -3 Foreshore Areas, where the subject site is part of the Swan Bay character area.

Overall, the proposed development is consistent with the objectives and satisfies the relevant clauses of the LPPF.



2.3.3 DEVELOPMENT PLAN OVERLAY (DPO₁)

Development Plan Overlay Schedule 6 applies to the entire site.

The Development Plan Overlay does not trigger the need for a planning permit. However a permit under another provision of the planning scheme must not be granted until a development plan has been prepared to the satisfaction of the responsible authority. A schedule to the overlay may provide for the granting of a planning permit before a development plan is approved.

This Development Plan has been prepared to satisfy the requirements of the DPO₁ for the site at 61-75 Murray Road, Queenscliff.

The requirements of DPO₁ are as follows:

Any application for the use, development, subdivision or the carrying out of works on this site will require a detailed development plan to be submitted and approved. The plan must address as a minimum the following matters.

- *the extent and quality of fill materials;*
- *any possible contamination;*
- *methods for draining the land;*
- *the effects on Swan Bay of any use, development or works;*
- *the extent and provision of services to the area*

Section 3 of this report addresses these matters in detail.

2.3.4 RESIDENTIAL ZONES (NRZ₁ AND GRZ₁)

The Neighbourhood Residential Zone 1 applies to land fronting Murray Road and the General Residential Zone 1 applies to the remaining land to the south of the subject site.

The purpose of the zone is to provide for residential development at a range of densities to meet the housing needs of all households and encourage residential development that respects neighbourhood character. The NRZ is especially more stringent in the protection of neighbourhood character and seeks to limit opportunities for increased residential development.

Before deciding on the application, in addition to considering the SPPF and LPPF, the responsible authority must consider, as appropriate:

For an application for subdivision, a site and context description and design response as required in Clause 56.

The development plan is consistent with the objectives of ResCode Clause 56 and an assessment of the proposed subdivision against the standards of Clause 56 is provided at section 2.4 of this report.

It is concluded that the proposal is consistent with the purposes and provisions of the NRZ₁ and the GRZ₁.

2.3.5 VEGETATION PROTECTION OVERLAY

The Vegetation Protection Overlay Schedule 1 applies to the entire Murray Road site and requires a permit to remove, destroy or lop native vegetation.

The portion of the site subject to this Development Plan has been filled and cleared and therefore does not require any vegetation removal or disturbances.

An ecology report has been prepared for the site and the details are attached at Appendix B. Based on the findings of this report, the Development Plan actively seeks to avoid areas of the site that contain saltmarsh environments and associated native vegetation.

2.3.6 SIGNIFICANT LANDSCAPE OVERLAY

The Significant Landscape Overlay 1 – Swan Bay Landscape Area applies to the entire Murray Road site and requires a permit to remove, destroy or lop native vegetation.

As noted above, the portion of the site subject to this Development Plan has been filled and cleared and therefore does not require any vegetation removal or disturbances.

The development plan is considered to be consistent with the objectives of the SLO Schedule 1 as it does not result in a visual intrusion on the Swan Bay area and is generally responsive to the landscape values of the area.

2.3.7 DESIGN AND DEVELOPMENT OVERLAY

The Design and Development Overlay Schedule 3 – Foreshore Areas applies to the northern portion of the site and the Schedule 5 – Point Lonsdale Contributory Area applies to the southern portion of the site.

Both overlays do not require a permit for the subdivision of land and no permit is triggered for the purposes of this development plan.

It is considered that the development plan is consistent with the design objectives of both DDOs by providing sufficient space to allow for the built form requirements within the DDOs around site coverage and setbacks to be adequately met.

3

RESCODE ASSESSMENT

3.1 CLAUSE 56 ASSESSMENT

As outlined in the Development Plan Overlay, the Development Plan must meet the requirements of Clause 56. While the proposal does not seek approval to develop the whole subject site, this section of the report demonstrates that the development plan satisfies the requirements of Rescode for the developable area.

CLAUSE 56.01 SUBDIVISION SITE AND CONTEXT DESCRIPTION AND DESIGN RESPONSE

Subdivision site and context description

The following table provides a response to the site and context description requirements as relevant to the developable area:

Description	Response
Site shape, size, dimensions and orientation	The site is irregular in shape, as it follows the boundaries of existing fill. The site adjoins the existing residential area and has a frontage of approximately 94metres to Murray Road. The western boundaries of the site front the existing saltmarsh.
Levels and contours of the site	The site is generally flat, cleared of vegetation and includes 1.5metres of imported fill overlying the natural soil. Site level is approximately 1.5 AHD.
Natural features, including trees and other significant vegetation, drainage lines, water courses, wetlands, ridgelines and hill tops	The developable area is adjacent to the Ramsar listed Swan Bay and adjoins an environmentally significant saltmarsh wetland. Significant vegetation is found amongst the wetland environment, but is not present on the developable area.
The siting and use of existing buildings and structures	There are no existing buildings on the site.
Street frontage features such as poles, street trees and kerb crossovers	The subject site is contained by a post and wire fence and fronting Murray Road is a swale drain and some low lying sparse vegetation. There is no kerb and channel.
Access points	One unmade crossover exists at eastern boundary to Murray Road. One new access point is proposed from Murray Road.
Location of drainage and other utilities	Sewerage reticulation exists within the site and any new lots would most likely be connected to sewerage point on Nelson Road.

	Both electricity and gas can be supplied to the site however external augmentation works are required to bring both supplies from the Bellarine Highway via Fellows Road. An electrical substation may be required
Easements	A sewerage easement exists along the southern boundary of the subject site.
An identified natural or cultural features of the site	Significant vegetation exists within the adjacent saltmarsh wetlands, but not the developable area.
Significant views to and from the site	Significant views to the north to Swan Bay.
Noise and odour sources or other external influences	No odours were detected. No significant noise sources, other than Murray Road.
Soil conditions, including any land affected by contamination, erosion salinity, acid sulphate soils or fill	The developable area contains 1.5metres of poor quality fill, which may need replacing. The fill comprises a variety of material type including concrete, asphalt, gravel, soil, timber, bricks and other miscellaneous material.
Any other notable features of characteristics of the site	History as a former landfill site, preliminary assessments have not shown there to be any obvious contamination issues.
Adjacent uses	Residential uses exist to the east and south while the north and west are predominantly conservation and some recreation.
Any other factor affecting the capacity to develop the site including whether the site is affected by inundation	Quality of landfill and potential need to replace with a clean fill.
The pattern of subdivision	Internal cul-de-sac and a basic grid pattern.
Existing land uses	Undeveloped land zoned for residential purposes..
The location and use of existing buildings on adjacent land	Existing buildings to the south and east are predominantly used for residential purposes.
Abutting street and path widths, materials and detailing	Murray Road is a sealed road without kerb and channel. Swale drains exist on either side of the reserve and no footpaths are present.
The location and type of significant vegetation	No significant vegetation is present on the developable area.

Subdivision design response

The design response must explain how the proposed design:

- Derives from and responds to the site and context description.

- Responds to any site and context features for the area identified in a local planning policy or a neighbourhood Character Overlay.
- Responds to any relevant objective, policy, strategy or plan set out for the area in this scheme.
- Meets the relevant objectives of Clause 56.

Response: The Development Plan demonstrates a lot design and layout that is informed by the existing street and lot layout found along Murray Road and identified in Clause 22.04 Urban Character Policy of the Queenscliffe Planning Scheme and the Queenscliffe Urban Character Study. It also responds to the site and context by avoiding development of any part of the overall site where native vegetation or environmental values are present.

CLAUSE 56.02 POLICY IMPLEMENTATION

Standard C1 Policy implementation

Requires a statement describing how the proposed subdivision is consistent with and implements relevant objectives, policy, strategies and plans for the area.

Response: The *Queenscliffe Land Use Framework Plan* (Cl 21.04) identifies the site as a low density residential area and the land is zoned NRZ and GRZ in the Borough of Queenscliffe Planning Scheme.

Clause 22.04 and the Queenscliffe Urban Character Study require that lot design along Murray Road is in keeping with the Foreshore Neighbourhood Character and that the internal road layout is in keeping with the Point Lonsdale Contributory Area Character. The subdivision design provides for a lot size and layout that is consistent with the adjoining existing neighbourhood character and provides a street design that enables sufficient setbacks and screening from the road.

CLAUSE 56.03 LIVEABLE AND SUSTAINABLE COMMUNITIES

Standards C2 – C5

Exempt

Standard C6 Neighbourhood character

Standard C6 aims to create subdivisions that respond to neighbourhood character. The application needs to describe how the subdivision respects existing or preferred neighbourhood character, integrates with the surrounding urban environment and protect significant vegetation and site features.

Response: The proposed Development Plan demonstrates a lot layout, street design and potential for built form that is functional, safe and attractive and which contributes to the sense of place, to the level that it is consistent with other streets in the area and that which is described in the Queenscliffe Urban Character Study. It also responds to the site and context by avoiding development of any part of the overall site where native vegetation or environmental values are present, therefore protecting the site features.

CLAUSE 56.04 LOT DESIGN

Standard C7 Lot diversity and distribution

This standard aims to achieve increased housing densities in designated growth areas and to provide a mix of lot sizes to suit a variety of dwelling and household types such as single dwellings and higher density housing. Standards include being located within 400 metres of a proposed bus stop.

Response: The Development Plan concept demonstrates a design that achieves a mix of lot sizes consistent with existing adjacent residential areas. Suitable dwelling types are likely to include detached houses ranging in a dwelling footprint between 200m² to 480m² and not higher density. The subdivision is located within 400 metres of the nearest bus route.

Standard C8 Lot area and building envelopes

C8 states that lots should provide areas and dimensions that enable the appropriate siting and construction of a dwelling, with consideration to - solar access, private open space, vehicle access and parking, water management, easements and the retention of significant vegetation and site features.

Response: The Development Plan demonstrates a design where lots are of sufficient size to enable the appropriate siting and construction of one dwelling per lot with appropriate levels of solar access, private open space, vehicle access and parking, water management, easements and the retention of significant vegetation and site features.

The Development Plan also provides for access and egress via Murray Road and a new local access road. The lots are approximately 450 – 760sqm rectangles, providing sufficient room for a rectangle measuring 10 metres by 15 metres as outlined in Standard C8.

Standard C9 Solar orientation of lots

Standard C9 aims to provide good solar orientation of lots and solar access for future dwellings.

Response: In keeping with the constraints of the site, the Development Plan aligns the lot layout to maximise solar orientation. The lots are of sufficient size to allow for dwelling designs that can further maximise solar access.

Standard C10 Street Orientation

C10 aims to ensure a lot layout that contributes to community social interaction, personal safety and property security.

Response: The Development Plan orientates all lots onto roads and local access streets. The side and rear boundaries of four properties share an interface with undeveloped land to the west, however this is considered unavoidable due to the constraints of the site. All other lots are separated from the open space to the north and the undeveloped land to the west by either Murray road or the proposed local access road.

Standard C11 Common areas

Standard C11 seeks to identify and manage common areas and maintain direct public access throughout the neighbourhood street network.

Response: These objectives are not relevant to this proposal as the Development Plan does not propose to provide common areas that are to be held by a body corporate.

CLAUSE 56.05 URBAN LANDSCAPE

Standard C12 Integrated urban landscape

Standard C12 relates to the creation of streets and open spaces and requires that these reflect the neighbourhood character, enhance the native habitat, discourage the spread of noxious weeds and provide integrated water management systems such as stormwater run-off to wetlands.

Response: The proposed Development Plan is located on land of no significant environmental value due to previous land fill activities. A future subdivision plan will need to further address water management systems and how development will be managed to prevent the spread of noxious weeds.

Standard C13 Public open space provision objectives

Exempt

CLAUSE 56.06 ACCESS AND MOBILITY MANAGEMENT

Integrated mobility objectives

Standard C14

Exempt

Standard C15 Walking and cycling network objectives

C15 aims to encourage and facilitate walking and cycling by providing for safe and direct movement through and between neighbourhoods.

Response: The proposed Development Plan demonstrates a lot layout and street design that is functional, safe and attractive to the level that it is consistent with other streets in the area and that which is described in Clause 22.04 and the Queenscliffe Urban Character Study. Murray Road also includes a direct connection to the Bellarine Rail Trail.

Standard C16 Public transport network objectives

Exempt

Standard C17 Neighbourhood street network objective

Standard C17 aims to provide for direct, safe and easy movement through and between neighbourhoods for pedestrians, cyclists, public transport and other motor vehicles using the neighbourhood street network.

Response: The proposed Development Plan demonstrates a lot layout and street design that is functional, safe and attractive to the level that it is consistent with other streets in the area and that which is described in Clause 22.04 and the Queenscliffe Urban Character Study.

Standard C18 Walking and cycling network detail objectives

Standard C18 aims to design and construct footpaths, shared path and cycle path networks that are safe, comfortable, well constructed and accessible for people with

disabilities. To design footpaths to accommodate wheelchairs, prams, scooters and other footpath bound vehicles.

Response: The proposed Development Plan demonstrates a lot layout and street design that is functional, safe and attractive to the level that it is consistent with other streets in the area and that which is described in Clause 22.04 and the Queenscliffe Urban Character Study with easy access to the Bellarine Rail Trail.

Standard C19 Public transport network detail objectives

C19 aims to provide for the safe, efficient operation of public transport and the comfort and convenience of public transport users. To provide public transport stops that are accessible to people with disabilities.

Response: The nearest bus route is within 400 metres of the subject site.

Standard C20 Neighbourhood street network detail objective

Standard C20 seeks to design and construct street carriageways and verges so that the street geometry and traffic speeds provide an accessible and safe neighbourhood street system for all users.

Response: The proposed Development Plan demonstrates a lot layout and street design that is functional, safe and attractive to the level that it is consistent with other streets in the area and that which is described in Clause 22.04 and the Queenscliffe Urban Character Study.

Standard C21 Lot access objective

C21 aims to ensure that safe vehicle access is provided between roads and lots.

Response: The Development Plan proposes an Access Street Level 1 – a street providing local residential access where traffic is subservient, speed and volumes are low and pedestrians and bicycle movements are facilitated. The Borough of Queenscliffe has advised that storm-water is to be treated by using swale/bioretenion drains in nature-strips. Access to properties is to be provided by way of culvert type vehicle crossing over the swale/bioretenion drains in nature-strips.

CLAUSE 56.07 INTEGRATED WATER MANAGEMENT

Standard C22 Drinking water supply objectives

Standard C22 is to reduce the use of drinking water and to provide an adequate, cost-effective supply of drinking water.

Response: Water supply will be addressed at the subdivision approval stage. However it is noted that the subject site is on the fringe of an existing urban area and the provision of utilities is not expected to be an issue.

Standard C23 Reused and recycled water objective

This standard is to provide for the substitution of drinking water for non-drinking purposes with reused and recycled water.

Response: The provision of reused or recycled water services to this development is unlikely to be feasible given the small size of the development, however this will also be addressed at the subdivision approvals stage.

Standard C24 Waste water management objective

Standard C24 aims to provide a waste water system that is adequate for the maintenance of public health and the management of effluent in an environmentally friendly manner.

Response: The provision of waste water services to the development will be addressed at the subdivision approvals stage. It is noted that the subject site is on the fringe of an existing urban area and the provision of waste water services is unlikely to cause an issue.

Standard C25 Urban run-off management objectives

Standard C25 aims to minimise damage to properties and inconvenience to residents from urban run-off, to ensure that the street operates adequately during major storm events and provides for public safety. It also seeks to minimise any increases in stormwater run-off and protect the environmental values and physical characteristics of receiving waters from degradation by urban run-off.

Response: The Development Plan provides sufficient space for the management of stormwater. A future subdivision plan will further detail appropriate design responses for the site.

CLAUSE 56.o8 SITE MANAGEMENT**Standard C26 Site management objectives**

Standard C26 identifies the need to protect drainage infrastructure and receiving waters from sedimentation and contamination, protect the site and surrounding area from environmental degradation or nuisance prior to and during construction of subdivision works and to encourage the reuse of materials from the site and recycled materials in the construction of subdivisions where practicable.

Response: It is recognised that the site is sensitive due to its proximity to Lakers Cutting and Swan Bay and as a result it is recommended that during the subdivision approvals stage that a Construction Environmental Management Plan (CEMP) is prepared. The CEMP should refer to the *Construction Techniques for Sediment Pollution Control* (Environment Protection Authority, May 1991) and address off-site impacts during the construction and operation phase, including (but not limited to) the following issues;

- Removal of contaminants and land-fill in a manner that prevents off-site impacts;
- Design construction;
- Stormwater management during construction and operation; and
- Minimisation of disturbance to native vegetation and habitats.

CLAUSE 56.o9 UTILITIES**Standard C27 Shared trenching objectives**

Standard C27 aims to maximise the opportunities for shared trenching and to minimise constraints on landscaping within street reserves.

Response: The use of shared trenching and landscaping within street reserves will be possible within the development site.

Standard C28 Electricity, telecommunications and gas objectives

This standard aims to provide public utilities to each lot in a timely, efficient and cost effective manner, to reduce greenhouse gas emissions by supporting generation and use of electricity from renewable sources.

Response: The provision of infrastructure utilities to the subject site is unlikely to cause any issues due to the proximity of the existing urban area.

Standard C29 Fire hydrants objective

Standard C29 aims to provide fire hydrants and fire plugs in positions that enable fire fighters to access water safely, effectively and efficiently.

Response: The provision of fire hydrants and fire plugs to the development will be addressed at the subdivision approvals stage. It is noted that the subject site is on the fringe of an existing urban area and the provision of these services is unlikely to be an issue.

Standard C30 Public lighting objective

Standard C30 aims to provide public lighting to ensure the safety of pedestrians, cyclists and vehicles, to provide pedestrians with a sense of personal safety at night and to contribute to reducing greenhouse gas emissions and to saving energy.

Response: The provision of public lighting to the development will be addressed at the subdivision approvals stage. It is noted that the subject site is on the fringe of an existing urban area and the provision of these services is unlikely to be an issue.

3

DEVELOPMENT PLAN REQUIREMENTS

3.1 DEVELOPMENT PLAN OVERLAY SCHEDULE 1

The Development Plan Schedule 1 states that *any application for the use, development, subdivision or the carrying out of works on this site will require a detailed development plan to be submitted and approved.*

It requires that the following matters be addressed:

- the extent and quality of fill materials;
- any possible contamination;
- methods for draining the land;
- the effects on Swan Bay of any use, development or works;
- the extent and provision of services to the area

3.1.1 DEVELOPMENT PLAN RESPONSE

The following table provides a response to the requirements of the Development Plan Overlay Schedule 1.

A more detailed assessment of these elements has been undertaken in relation to the whole subject site, which has informed the preparation of the Development Plan. These technical studies are provided at Appendix A.

Requirement	Proposal
The extent and quality of fill materials	<p>The local geology consists of silty sands with approximately 1.5 m of imported fill overlying the natural soil in the area subject to this development plan.</p> <p>It is understood that the previous fill material is of approximately 16,250 cubic metres in volume and comprises a variety of material type including concrete, asphalt, gravel, soil, timber and bricks and other miscellaneous material. This area of filling would be subject to further geotechnical investigations and reporting to determine specific requirements for development. It is possible that the recommendations of this detailed investigation would be to remove the existing fill and replace it with clean fill.</p>
Any possible contamination	<p>Analysis results did not indicate the presence of potential or actual acid sulfate soil at the locations investigated. However, the site is within an area identified as having the potential for acid sulfate soil</p>

based on its geomorphology.

An acid sulfate soil management plan is not considered warranted based on the results of laboratory analysis. However, given the site is within an area identified as having the potential for acid sulfate soils it is recommended that, should indicators of acid sulfate soil be identified during any future excavations, the site is managed in accordance with EPA Publication 655.1 to control any adverse environmental impacts.

Analysis results for parameters to assess for salinity indicated mild or non-aggressive conditions. However, it is considered that the presence of shallow, saline groundwater is a potential source of saline conditions at the site. In addition, a study of salinity in the region identified the site as a "salinity site of concern" recommended that it be within a Salinity Management Overlay (Dalhaus, 2008).

Methods for draining the land

The CCMA have noted that development should not occur where there is a significant flood hazard and based on the current conditions for the subject site and surrounding areas, a safety risk does exist.

Given the nature of the flood risk on the subject site and the frequency of inundation at this location the CCMA is unlikely to support subdivision of any land within the 1 in 100 year ARI flood extent.

Therefore the proposed development plan only applies to a small portion of land where fill exists and is above the 1 in 100 year flood extent.

The effects on Swan Bay of any use, development or works

The site is separated from Swan Bay by an elevated road and railway line, and is therefore not considered to be hydraulically connected to Swan Bay.

The proposed development plan is not expected to have any effects on Swan Bay.

The extent and provision of services to the area

Sewerage reticulation exists within the site.

Water supply infrastructure is in the vicinity of the subject site however an upgrade to the watermain would be required for any development of the site. Upgrades on the system or extension to watermains are to be constructed at the developers cost.

The existing 100mm water main located in Fellows Road can supply lots facing Fellows Road. As there is no main in Murray Road the existing main in Nelson Road is to be extended along Murray Road and connect with the 100mm main in Fellows Road. Any

internal roads will require 100mm mains as per Barwon Water's Land Development Manual.

External augmentation works are required to bring the electrical and gas supplies from the Bellarine Highway. This is most likely via Fellows Road.

Electrical substations may be required within any proposed development.

5

CONCLUSION

3.2 CONCLUSION

The whole subject site presents many environmental constraints that are reflected in the overlays that apply to it and that have been investigated through environmental studies (Appendix B). A Development Plan has been produced with the intention of avoiding these constraints and therefore allowing for the continued protection of the adjacent environmental features.

The subject site has been identified as a residential growth area in the *Proposed Land Use Framework Plan*, as provided in the Queenscliffe MSS and is zoned Neighbourhood Residential and General Residential zones in the Queenscliffe Planning Scheme. The proposed Development Plan is consistent with the objectives of the zone and is in keeping with the Urban Character Policy of Clause 22.04.

This report highlights how the Development Plan is to be achieved and how it responds positively to the zones and overlays present on the site and the standards of Clause 56.

Finally, this Development Plan is consistent with the requirements of the Development Plan Overlay and this report responds to the requirements of the DPO Schedule 1.

On behalf of the Borough of Queenscliffe, we submit that this Development Plan is consistent with the relevant provisions of the Queenscliffe Planning Scheme and therefore should be supported.

A

DEVELOPMENT PLAN

Existing saltmarsh
to be retained



REV	DATE	REVISION	APP'D	ISSUE	DATE	ISSUE	APP'D	DESIGNED	DRAWN	KD	SCALE	DATE	CHECKED	CE	SHEET SIZE	A3	APPROVED	LR	MELWAY	CLIENT	PROJECT	DRAWING TITLE	PLANSPIHERE DRAWING NUMBER	SHEET	REV	ISSUE
												12/02/15								Borough of Queenscliff	Murray Road and Fellows Road	Proposed Development Plan		1	OF	A

B

ECOLOGICAL FEATURES AND CONSTRAINTS PRELIMINARY ASSESSMENT

C

**SALINITY AND ACID SULFATE SOIL
ASSESSMENT**

D

ENGINEERING SERVICES REPORT