

HUME CITY COUNCIL **DEVELOPMENT PLAN GUIDELINES 2010**

www.hume.vic.gov.au



Contents

1	Introduction	4
1.1	Purpose of the Development Plan Guidelines	4
1.2	What is a Development Plan?	4
2	Preparing a Development Plan	6
2.1	Format of a Development Plan	6
2.2	Content of a Development Plan	7
2.3	The Guidelines	8
3	Conclusion	27
	Appendices	29

1 Introduction

1.1 Purpose of the Development Plan Guidelines

These Development Plan Guidelines have been prepared by Hume City Council to assist in the preparation of a Development Plan. They aim to assist landowners, developers and the community in understanding what a Development Plan is and what Council expects to see when a Development Plan is submitted for Council's assessment.

It should be noted that the diagrams and images contained within this document are for illustrative purposes only and do not relate to an actual site in the Hume City Council area. It should also be noted that greater or lesser detail may be required in a Development Plan depending on the context of a site.

1.2 What is a Development Plan?

A Development Plan is a statutory planning document that must be prepared for land covered by a Development Plan Overlay within a Planning Scheme. A Development Plan can consist of written text, plans and drawings.

A Development Plan falls within the hierarchy of planning documents shown at Figure 1.

A Development Plan sets out the vision and land use strategy for the development of a site, while responding to the attributes, character and context of the site and its relationship with surrounding land and other proposed developments.

It provides detail on what is intended for the future including how that intended development will be implemented, and ensures that the proposed use, development and/or subdivision is viewed in a holistic manner rather than a series of smaller planning approvals.

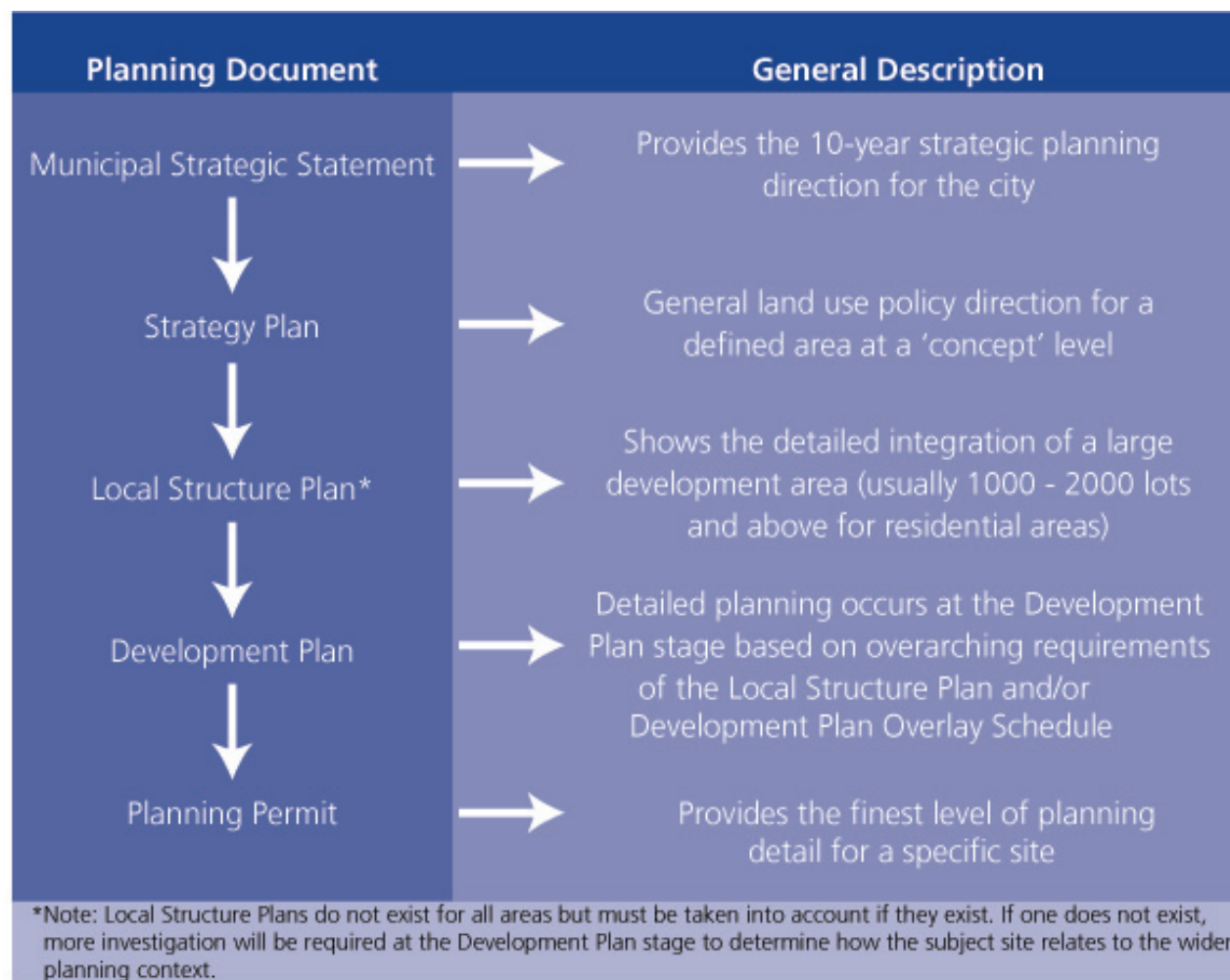


Figure 1. Hierarchy of Planning Documents

2 Preparing a Development Plan

Typical considerations for a Development Plan include, but are not limited to:

- infrastructure such as road network/hierarchy, pedestrian/cycle and public transport networks;
- servicing;
- open space networks;
- environmental attributes;
- landscape features;
- waterways, drainage and stormwater treatment;
- cultural heritage significance;
- staging;
- major easements; and
- approved or published proposals for uses and subdivision layout of surrounding land.

Whilst the Development Plan should provide sufficient information to inform the planning permit process it is recognised that some aspects of the development can be dealt with at the planning permit stage.

For example, an industrial subdivision creates new separate allotments intended to be used for industrial or similar purposes. It is probable that at a Development Plan stage it will not be possible to provide details of the specific industrial use that will be on each lot. Each lot could feasibly accommodate a range of buildings e.g factory, workshop, warehouse buildings for a variety of acceptable industrial uses.

2.1 Format of a Development Plan

The word 'plan' is commonly used to mean a representation of a piece of land as viewed from above. However, a Development Plan is an example of a plan in its fuller meaning. It provides detail on what is intended for the future, including how that intended development will be implemented. It is not limited to plan drawings and may include elements such as narrative text and illustrations.

There are no statutory requirements that govern the form of a Development Plan. However, it is strongly recommended that a Development Plan contains the following:

- **Report** – The provisions of the plan need to be set out in writing.
- **Diagrams** – The physical plans illustrating site context and attributes, planning context and the proposed Development Plan response for the future development of the site.

This is consistent with the provisions of the Development Plan Overlay (Clause 43.04 of the Planning Scheme) which states:

“The Development Plan may consist of plans or other documents and may, with the agreement of the responsible authority, be prepared and implemented in stages”.

2.2 Content of a Development Plan

The best way to respond to a Development Plan Overlay Schedule is in a report with written text, diagrams, vignette (illustrative sketch), and appendices.

In addition to ensuring all Schedule requirements have been met, the report helps to articulate to Council the principles guiding how the Development Plan will be delivered.

A Development Plan report will generally consist of:

- Introduction;
- Site Context;
- Planning Context;
- The Development Plan;
- Conclusion.

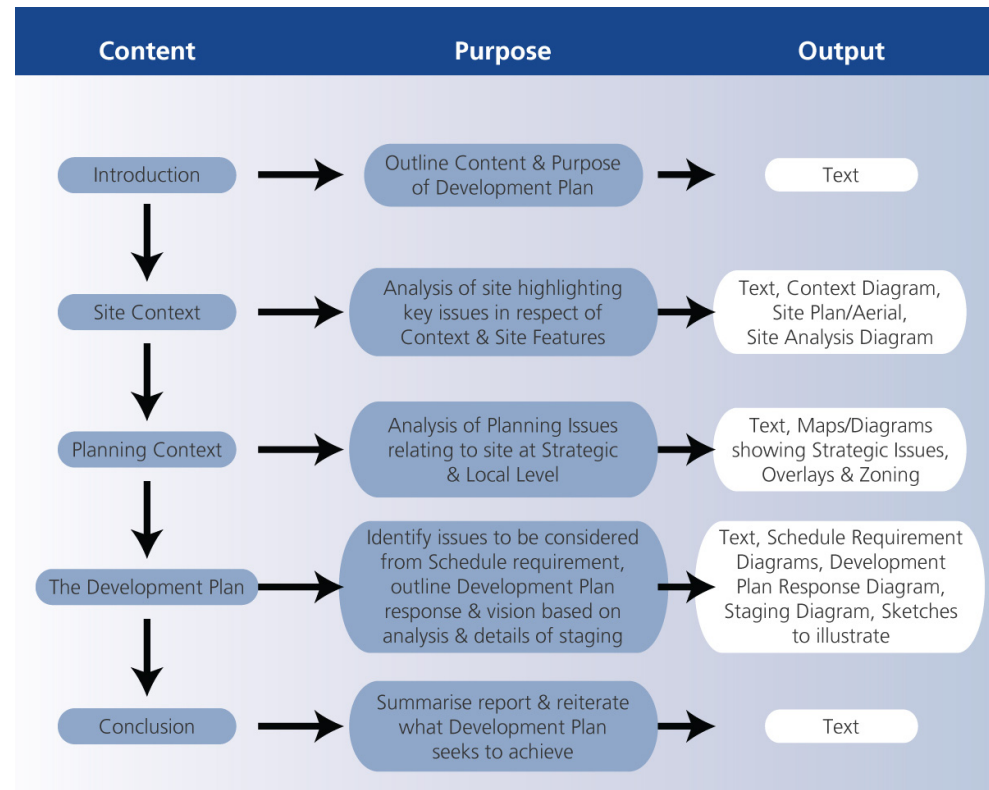


Figure 2. Content of a Development Plan

2.3 The Guidelines

This section provides guidance on the content of each section of the report outlined at Section 2.2 and provides written and graphic examples.

2.3.1 Introduction

The introduction should describe the purpose of the Development Plan and what the Development Plan seeks to achieve. This should be linked to the objectives contained within the Development Plan Overlay Schedule

Key issues or elements of the plan should also be highlighted within this section.

2.3.2 Site Context

This section is about describing how the site sits within its wider neighbourhood or regional context.

What are the key issues in relation to the site? Describe the location, size and shape of the site, adjoining and nearby land uses, opportunities and constraints, environmental attributes and anything else relevant to the site. Also, where appropriate, discuss access to transport infrastructure, shops, schools, community facilities and recreational opportunities.

This section will need to be accompanied by site context plans that depict the relevant context information including such things as linkages to surrounding land uses, bus/train stops, urban growth boundary, environmental attributes, proximity to shops and community facilities, etc. (Refer to Figures 3 & 4).

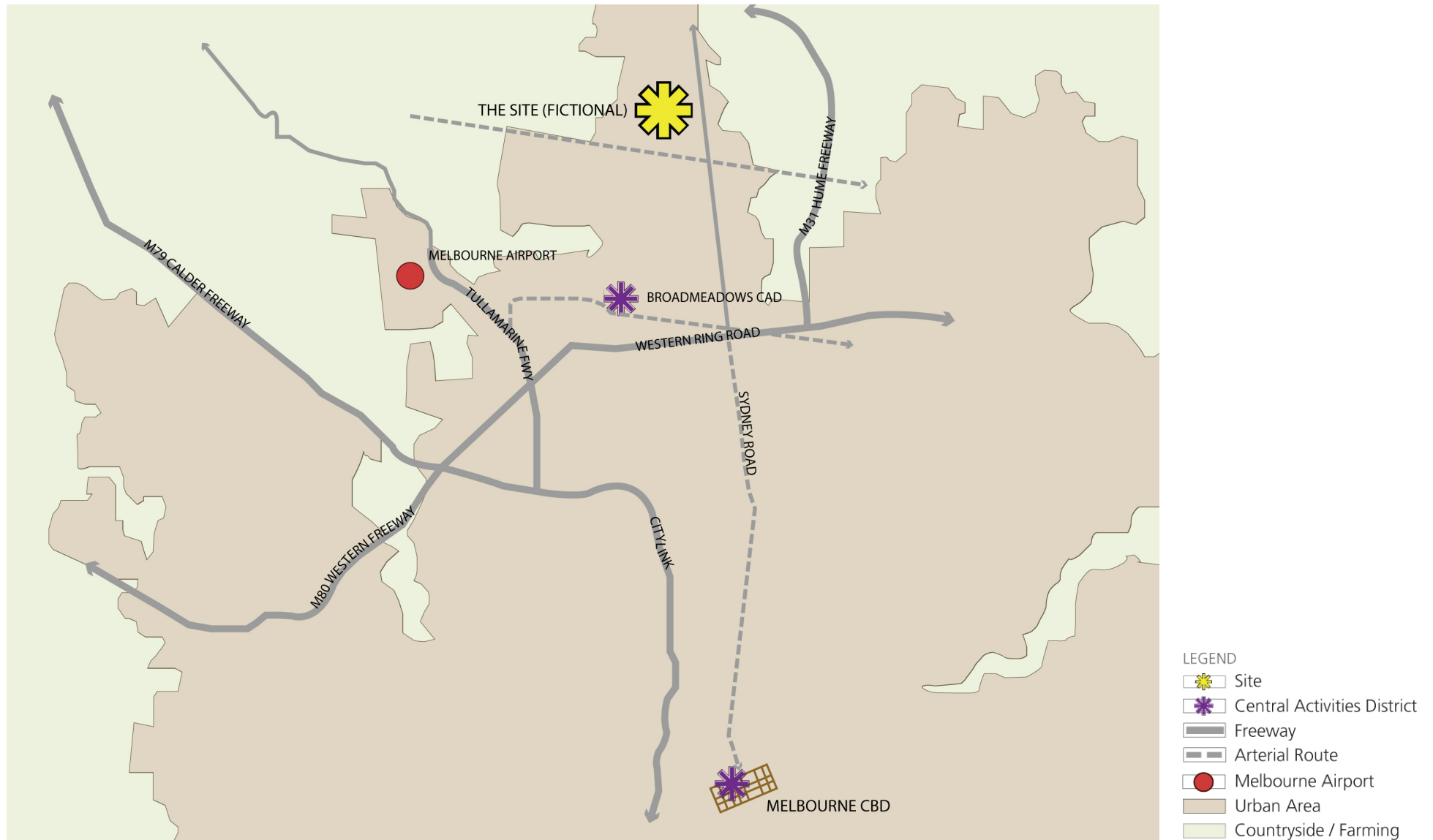


Figure 3. Example Wider Context

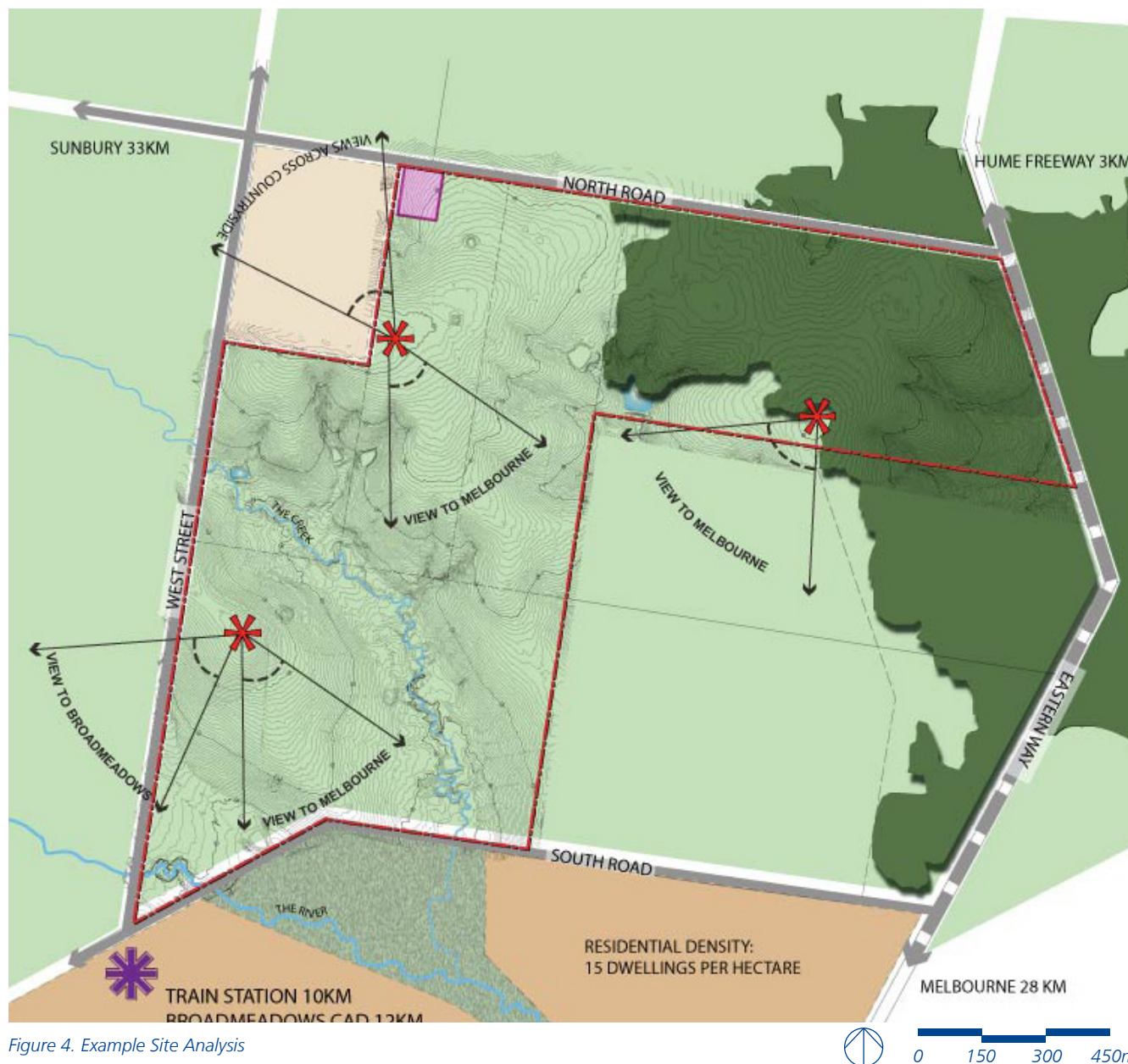


Figure 4. Example Site Analysis

What do you know about the physical context of the site?

In preparing the site context and analysis diagrams consideration should be given to the following.

- Surrounding uses
- Drainage lines
- Lay of the land (i.e. levels, contours, ridgelines, hill tops)
- Flora and Fauna
- Soil conditions (i.e. contamination, erosion, salinity, fill, etc.)
- Surrounding development including density
- Access
- Safety issues
- Heritage
- Land ownership and subdivision pattern
- Views and vistas
- Surrounding drainage and other utilities

LEGEND

- Subject Site
- Primary Arterial Route
- Local Arterial Route
- Existing Supermarket
- Low Density Residential
- Residential
- Existing Heritage House
- Agriculture
- Public Open Space
- Grassland
- Watercourse
- Waterbodies
- High Points
- Key Views
- Contours (0.5m intervals)
- Title Boundary

2.3.3 Planning Context

The Development Plan should demonstrate how the development responds to the planning context through discussion in the report and on the plan itself.

What is the planning context?

In preparing this section of the report, the Planning Scheme should be reviewed and consideration should be given to the following:

- Are there strategic plans that are relevant?;
(eg: Is there a State plan, regional plan or Local Structure Plan that applies to the area?);
- What State Planning Policies are relevant?;
- Are there any relevant policies in the Municipal Strategic Statement?;
- Are there any local planning policies that relate to the site or the intended development (eg: Hume Local Policy 22.07 – Aged Accommodation)?; and
- Zones and Overlays including any relevant Schedules.

Strategic Plans

There are a number of strategic planning documents such as Local Structure Plans that have been prepared to guide land use and development in the Hume City Council area (refer to Figure 1). Reference to strategic plans can be found within the Municipal Strategic Statement of the Planning Scheme. It is also important to check with the Strategic Planning Department at Council for advice as to what strategic plans would apply to the area.

A Development Plan must take into account any strategic plans and provide a written statement of how the Development Plan addresses these and reasons for any variation.

If there is limited strategic planning work that has been undertaken for an area, more thought will be required in picturing what the wider area will look like in the future and how the Development Plan area will fit into this.

The following diagram illustrates how key elements of strategic plans can affect the future development of a site (refer to Figure 5).



Figure 5. Planning Context - Example Strategic Issues Diagram

State Planning Policy

Describe how the Development Plan addresses any State policies within the Planning Scheme that relate to the development.

Example

Clause 15.12 Energy Efficiency

The objective of Clause 15.12 Energy Efficiency seeks to encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.

Possible Response:

The Development Plan encourages efficient use of energy and the minimisation of greenhouse gas emissions in the following way...

To provide an appropriate response to this, Council would expect consideration of the following:

- *Lot orientation*
- *Street layout*
- *Accessible public transport*
- *Provision for walking/cycling*
- *Any other aspects that promote the efficient use of energy and the minimisation of greenhouse gas emissions.*

Local Planning Policy

If there are strategies/objectives within the Municipal Strategic Statement or local policies that apply, provide a succinct summary and then describe/show how the Development Plan addresses them.

Example:

If the Development Plan proposes to include an area designated for aged accommodation the following local policy would be relevant.

Clause 22.07 Aged Accommodation and Services Local Policy

Clause 22.07 encourages the construction of attractive, well designed aged accommodation that meets the needs of future occupants in appropriate locations throughout the residential areas of the City. It discourages retirement villages with a population at full development of more than 200 residents and states that aged accommodation should be:

- *Within walking distance of at least a convenience shop or public transport stop and preferably within walking distance of a range of community facilities.*
- *Away from high levels of traffic and other noises.*
- *On sites that have a minimal slope.*
- *Have adequate access to natural light.*
- *Of a sufficient size to allow for the provision of a range of community, recreation and health facilities to maximise the quality of life of residents.*

Possible Response:

The Development Plan meets the objectives of Clause 22.07 in the following way...

To provide an appropriate response to this Council would expect at least consideration of the following:

- *The proposed population of residents for the aged accommodation.*
- *Distance from the nearest convenience shop, public transport stop and any community and health facilities.*
- *Surrounding street hierarchy and existing/proposed traffic volumes.*
- *Slope of the land.*
- *Size of site.*
- *Any other elements that would add to the amenity of the aged care facility (i.e. views, open space, etc.)*

Zoning

Describe briefly how the Development Plan addresses the objectives of zones that apply to the site.

Example:

Clause 32.01 Residential 1 Zone

The site is within the Residential 1 Zone. The purpose of this zone is:

- *To provide for residential development at a range of densities with a variety of dwellings to meet the housing needs of all households.*
- *To encourage residential development that respects the neighbourhood character.*
- *In appropriate locations, to allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs.*

Possible Response:

The Development Plan addresses the objectives of the Residential 1 Zone in the following way...

To provide an appropriate response to this Council would expect at least consideration of the following:

- *Proposed lot size mix.*
- *Surrounding lot size mix and neighbourhood character.*
- *Any proposed urban design guidelines.*
- *Any proposed alternative uses and how they will serve local community needs.*
- *Any requirements contained within the schedule to the zone.*

This section of the report must be accompanied by the current land use zoning for the site as contained in the Planning Scheme. (refer Figure 6)

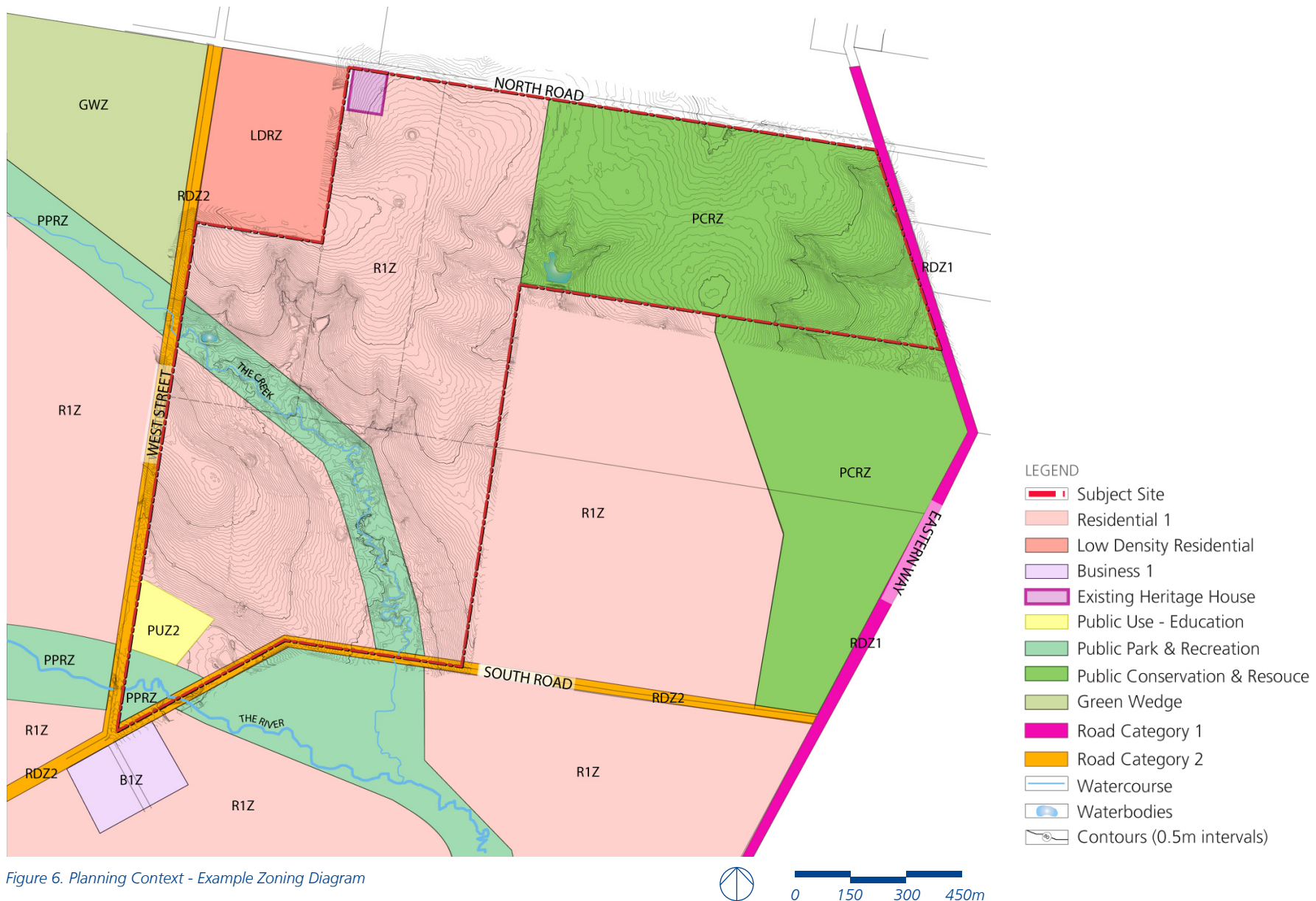


Figure 6. Planning Context - Example Zoning Diagram

Overlays

Describe briefly how the development addresses the objectives of any overlays that cover the site.

Example:

42.01 Environmental Significance Overlay – Schedule 5 – Mount Ridley Grassland and Woodland

The site is partly covered by the Environmental Significance Overlay – Schedule 5 (ESO5).

The objective of the ESO5 is to protect and enhance the species richness, flora and fauna habitat values and intactness of the site of regional and state significance.

Possible Response:

The Development Plan is consistent with the objectives of the ESO in the following way...

To provide an appropriate response to this Council would expect consideration of the following:

- *Proposed use of land covered by the ESO.*
- *If any vegetation is proposed to be removed, a report by a suitably qualified person which describes the vegetation and habitat significance of the site will be provided to the satisfaction of the responsible authority.*
- *Proposed land use interface with the ESO area.*
- *Any measures proposed to protect and enhance the flora and fauna significance of the ESO area (i.e. proposed planting/ revegetation, buffers, fencing, pest control, etc.)*
- *Any other relevant provisions of the ESO.*
- *Any requirements contained within the schedule to the overlay.*

The section of the report should be supported by an Overlays Diagram. The overlays for the subject site are contained within the Planning Scheme (refer Figure 7).

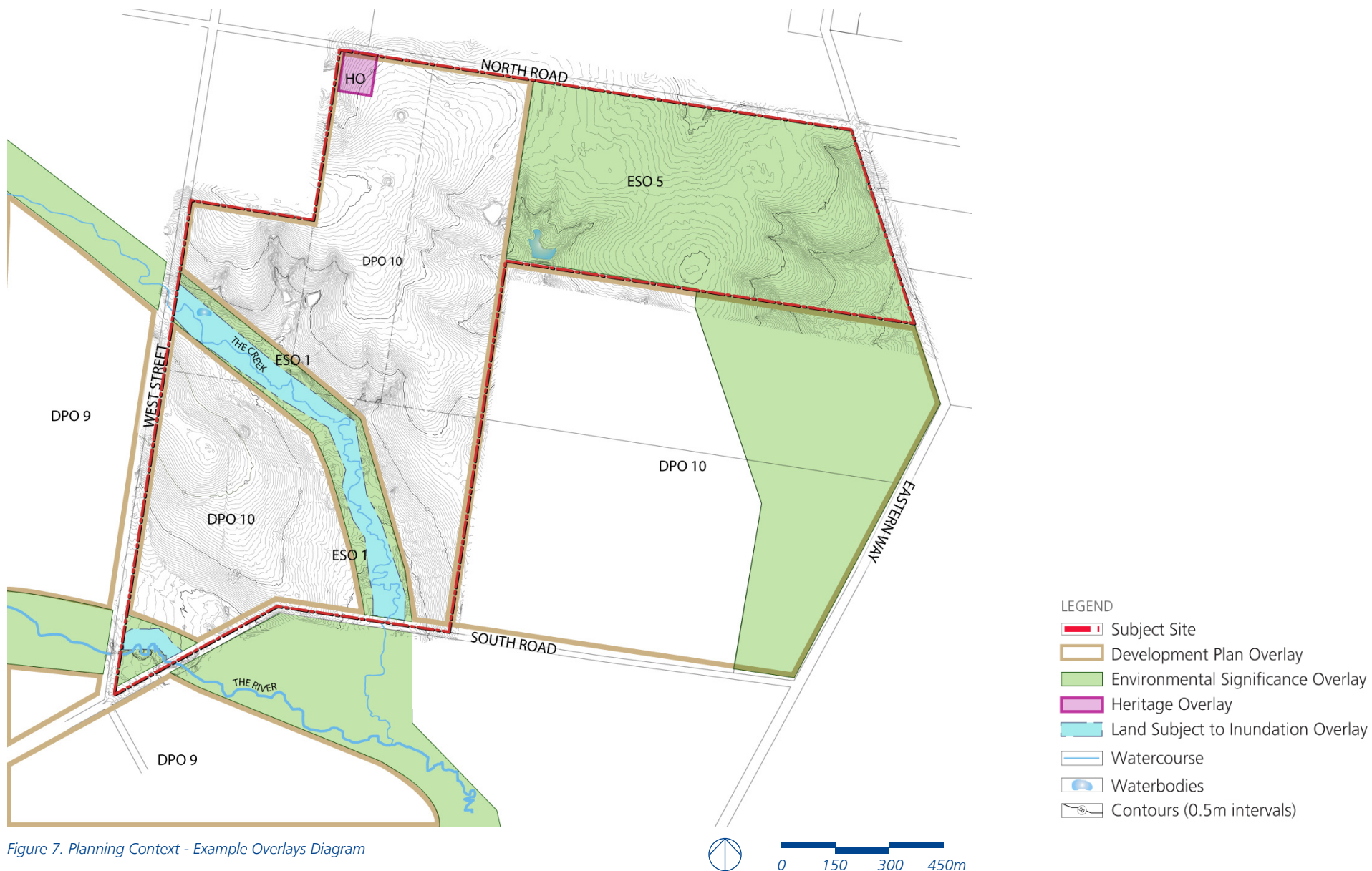


Figure 7. Planning Context - Example Overlays Diagram

2.3.4 The Development Plan

This section deals with the response to the requirements of the Development Plan Overlay and Schedule and provides a description of the main elements of the Development Plan strategy/proposal.

Responding to the Schedule

Schedules to the Development Plan Overlay guide the level of detail required by a Development Plan and the elements that must be shown.

Some schedules may be detailed, others may not. Each requirement of the schedule must be addressed in the physical plan and within the text of the Development Plan report. When responding to the schedule it is important to consider the context and key issues.

The clearest way to respond to the requirements of the Development Plan Overlay is to list the requirement and then respond accordingly.

Examples of Responding to Schedule Requirements

Example 1: A site analysis plan

Possible Response:

A site analysis plan has been prepared that considers the natural features of the site, surrounding land uses, and proximity of the site to shops and community services. Refer to Figure 4 for a copy of the site analysis plan.

Example 2: A traffic management report

For those Development Plan Overlays that require consultant reports to be prepared such as a Traffic Management Report, it is best to summarise the findings of the report and the Development Plan response and then refer to the report as an appendix.

Possible Response:

An assessment of the proposed road layout and expected traffic and safety impacts of the development was conducted by 123 Consultants and is detailed in their report 'Traffic Report for proposed ABC Village – June 2009' at Attachment B.

The report concluded that the development would have minimal impact on the surrounding road network and that the internal road layout would allow for safe and efficient movement of vehicles.

Example 3: A flora and fauna assessment

Possible Response:

A flora and fauna assessment was carried out by 123 Consultants and is detailed in their report 'Flora and Fauna Assessment of ABC site – June 2009' at Attachment C.

The report identifies significant native vegetation along the eastern boundary of the site and recommends that this area be retained and protected. A public open space area is proposed to protect this area.

Example 4: Illustrative Sketches

Where it is not possible to show the Development Plan Overlay Schedule requirement on a plan, the 'principle' of the development can be expressed in diagrams and vignettes to give Council an idea or feeling of what is intended.

For example, the plan (map) can show the location of weather protection treatments using a symbol and the Development Plan Report can discuss options for weather protection. However, a simple illustrative sketch is the best way of expressing the intended outcome as shown in Figure 8.

As discussed above, the Development Plan schedule may require further studies of the site to be undertaken such as a Flora & Fauna Assessment. Any issues raised by these studies should be considered when formulating a Development Plan response, as represented graphically in Figure 9.

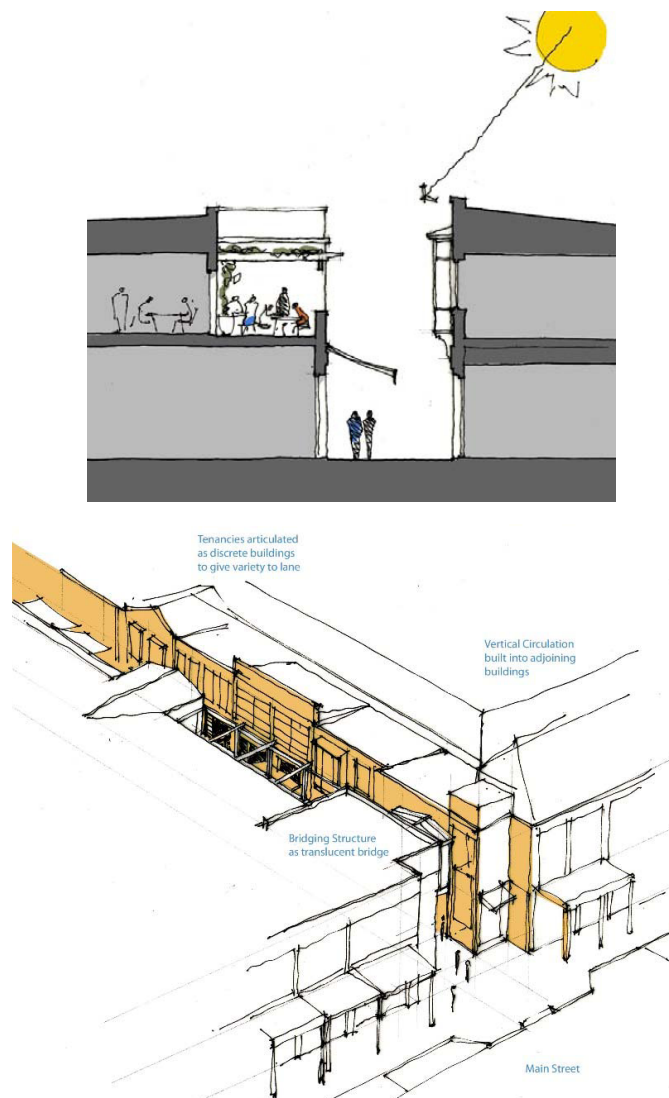
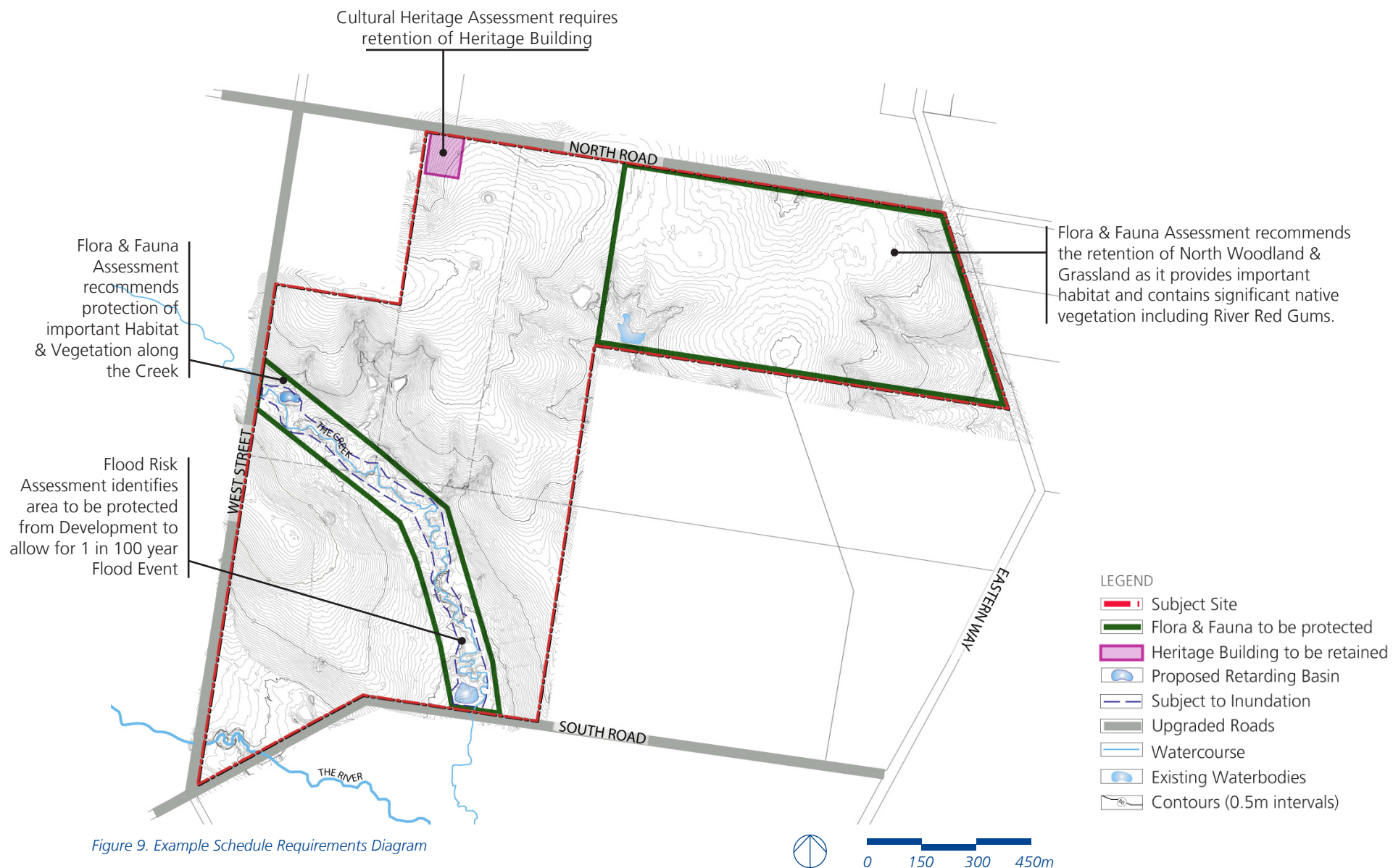


Figure 8 - Example Vignettes (illustrative sketches)



Other Matters to Consider...

Are there other issues in relation to the site that are not dealt with in the schedule?

There could be particular site issues that need to be clearly articulated in the report or issues that have arisen through the design stage that need to be discussed.

Example:

A Development Plan has proposed to build up to its boundary in the hope that an adjoining service road can be converted to a public road so that the proposed dwellings can be accessed. In order for this to happen, the developer must get permission from the relevant service authority to enable the transfer of land to Council and the developer must also provide Council with a commitment to fund the construction of the road.

The Development Plan report would need to clearly discuss this issue and how it is proposed to be dealt with.

Council would need to see evidence of agreements to transfer the land and this evidence should be referenced in the report.

Clause 56 - Residential Subdivision

Clause 43.04-3 of the Development Plan Overlay specifies that a Development Plan that provides for residential subdivision in the Residential 1 Zone, Residential 2 Zone, Residential 3 Zone, Mixed Use Zone, Township Zone, Comprehensive Development Zone and Priority Development Zone must meet the requirements of Clause 56 as specified in the zone. The Development Plan Overlay Schedule may also specify that a Clause 56 assessment is required.

It is only necessary to respond to the Clause 56 provisions that are relevant at the Development Plan stage. It is important to consider the zone in which the Development Plan is located to determine if Clause 56 is relevant, and the particular Clause 56 provisions that should be considered.

The clearest way of responding to Clause 56 is in a table format as shown at Appendix A.

It is important to note that every site presents different issues requiring consideration, and that the Clause 56 provisions that need to be considered at the Development Plan stage will be different for each site.

The Development Plan Response

The Development Plan response must respond to the site analysis, the planning context and additional issues identified by studies required by the Development Plan Overlay Schedules. In formulating the Development Plan response, the following should be considered:

- Interfaces with surrounding land/roads;
- Connections to surrounding land;
- Options to connect existing walking/cycle paths and extend any open space linkages;
- Capacity for roads to become public transport routes;
- Area of parks e.g: one big park versus two smaller ones (i.e. Council's document titled 'Hume City Development Principles – Recreation and Community Facilities' and Council's Open Space Strategy provides guidance as to what facilities may be required);
- Balance of services, ability to extend existing services;
- The lay of the land e.g: high points for views, flat areas for open space;
- Existing drainage lines/creeks;
- Native vegetation and habitat links;
- Cost and funding arrangements for critical infrastructure; and
- Whether social infrastructure and services will be required (i.e. Council's document titled 'Hume City Development Principles – Recreation and Community Facilities' provides guidance as to what facilities may be required).

For isolated sites it is also necessary to consider amongst other things:

- What the future surrounding land uses might be?;
- What will the interface look like?;
- Where should connections to surrounding land uses be and why?;
- How can public transport routes be extended to service the area?;
- Is there adequate access to services?;
- Applicable density given potential lack of supporting infrastructure such as public transport, community services, etc.; and
- Connections with activity centres.

After consideration of the above, a plan would be prepared that provides the Development Plan response. It should be noted that the plan does not have to consist of only one plan. It may be useful to separate elements and provide multiple plans (i.e. an open space network plan, a transport plan, etc). The number of plans needed will depend on the level of detail required for the site, the size of the site and the complexity of the issues the site presents. An example Development Plan response is provided at Figure 10.

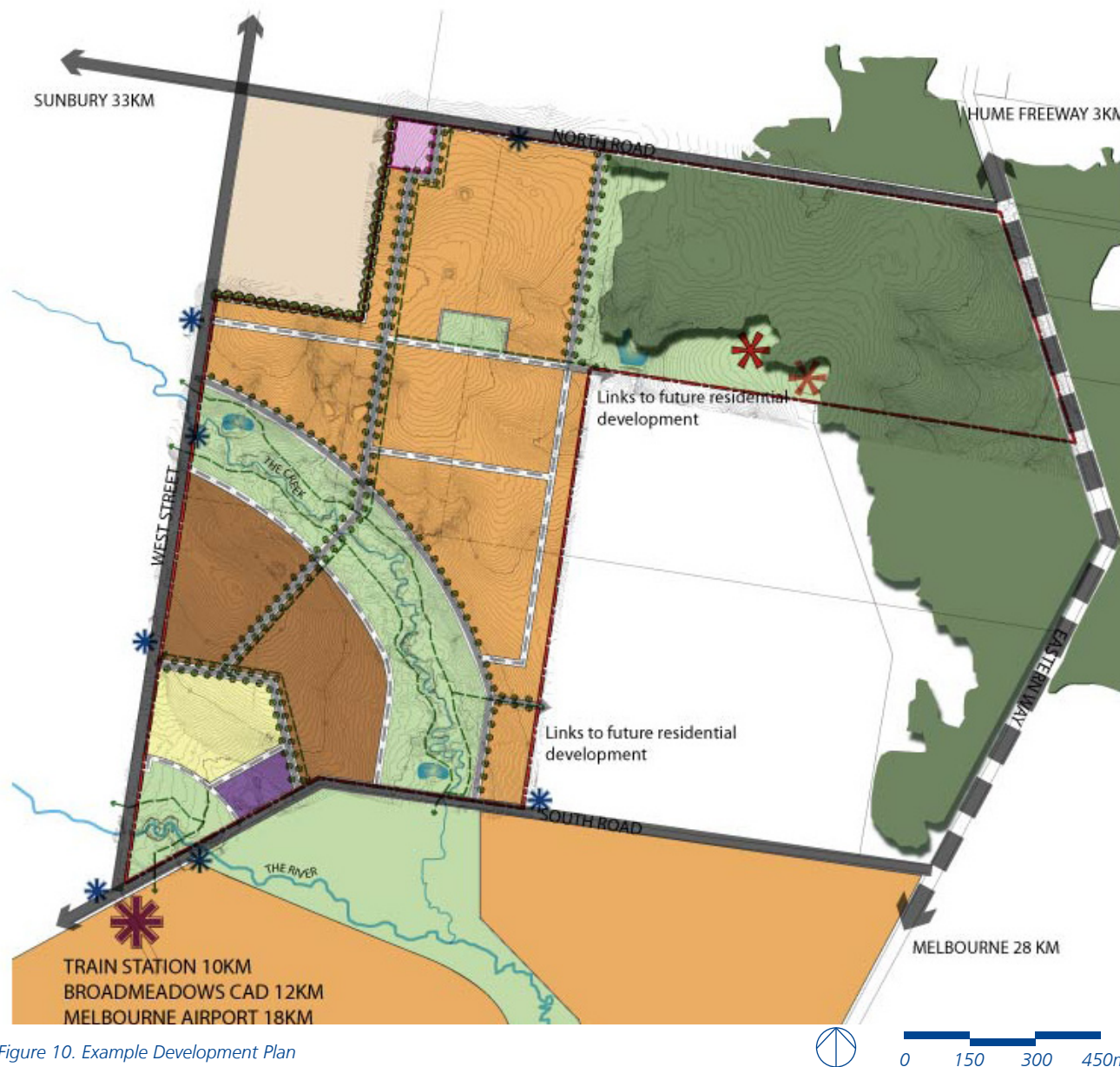


Figure 10. Example Development Plan

Key Development Plan Response:

- Adequate public open space has been provided along the creek to protect significant flora and fauna, to allow for pedestrian/cycle paths and to ensure development does not occur in flood prone areas.
- Medium Density housing is proposed close to community and commercial facilities.
- etc etc...

As shown at Figure 10, it is useful to detail on the plan how the Development Plan has responded to the features and context of the site. This can be done by providing a written annotation on the plan for key design elements.

It would also be expected that the report describes in detail the Development Plan response.

A Development Analysis table like the one provided at Figure 11 is also useful in conveying important elements of the Development Plan such as the proposed number of lots that will be medium density and the amount of open space proposed.

DEVELOPMENT ANALYSIS The Site		
Total Site Area	179 ha	
Gross Developable Area	124 ha	%GDA
Open Space	25.7 ha	
- encumbered	5 ha	4.0%
- unencumbered	20.7 ha	16.7%
School/Community Facility	6.13 ha	4.9%
Aged Care Facility	1.53 ha	1.2%
Roads	13.9 ha	11.2%
Residential	77 ha	62.0%
56.93 ha standard density 10-15/ha	740 lots	
20.07 ha medium density 16-30/ha	455 lots	

Figure 11. Example Development Analysis for Development Plan response.

Staging of the Plan

The Development Plan Overlay generally provides the opportunity for the plan to be prepared and implemented in stages. Where a large area of land is subject to the Development Plan Overlay and the development process is anticipated to take a number of years, the preparation, implementation and review of the plan in stages will often be good practice.

Stage 1 of the plan could enable the first phase of subdivision and development to go ahead while the detail of the other areas is left to a later date.

When Stage 1 is nearly complete, a Stage 2 plan can be prepared. However, it is important that the Stage 1 plan shows how it will be integrated with the Stage 2 area to provide certainty that the development of Stage 1 will not detrimentally affect the outcome for Stage 2.

An example of a staging plan is provided at Figure 12.

2.3.5 Conclusion

The conclusion of the report should summarise the key issues that have been addressed throughout the report and reiterate what the Development Plan seeks to achieve.

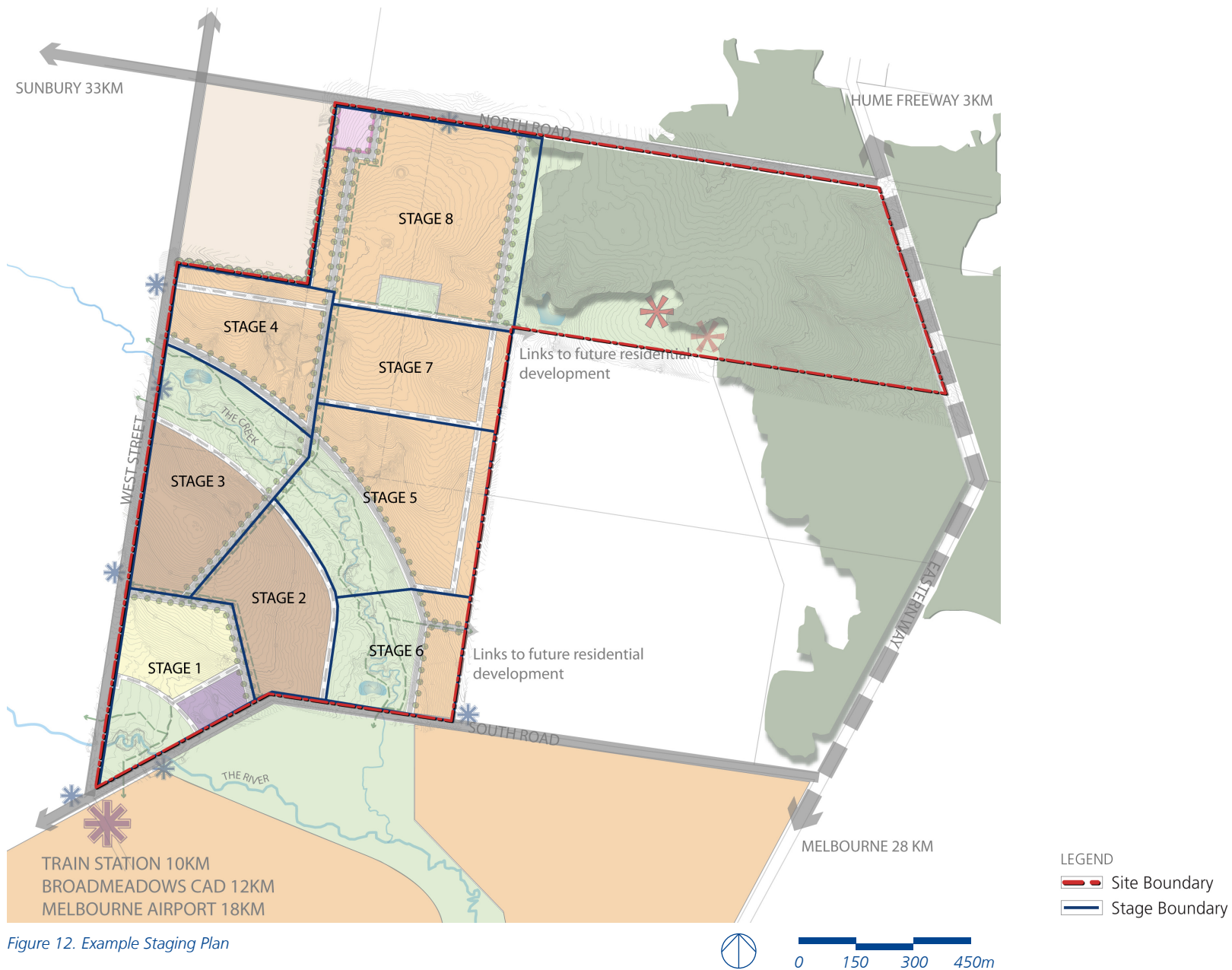


Figure 12. Example Staging Plan

3 Conclusion

These Development Plan Guidelines have been prepared to provide guidance to interested parties on how to prepare a Development Plan for an area of land covered by a Development Plan Overlay. The guidelines should be used solely as a guide, as the Planning Scheme provides the statutory framework in which Development Plans must be prepared.

It should also be noted that the Department of Planning and Community Development (DPCD) provides a Practice Note on the Development Plan Overlay titled 'Applying the Incorporated Plan and Development Plan Overlays' – January 2003 which can be downloaded from their website at the following link:

[http://www.dse.vic.gov.au/CA256F310024B628/0/7F535428B150EFE0CA25712C000C269A/\\$File/1555+Incpplan+overlay.pdf](http://www.dse.vic.gov.au/CA256F310024B628/0/7F535428B150EFE0CA25712C000C269A/$File/1555+Incpplan+overlay.pdf)



A - Example of a Clause 56 Table

Appendix A - Example of a Clause 56 Table

Lot Design

Title & Objective	Standard	Complies/Does not Comply/Variation Required
<p>Lot Diversity and Distribution Objectives</p> <p>To achieve housing densities that support compact and walkable neighbourhoods and the efficient provision of public transport services.</p> <p>To provide higher housing densities within walking distance of activity centres.</p> <p>To achieve increased housing densities in designated growth areas.</p> <p>To provide a range of lot sizes to suit a variety of dwelling and household types.</p>	<ul style="list-style-type: none"> Lot sizes and mix should achieve the average net residential density specified in any applicable zone or overlay. A range and mix of lot sizes should be provided including lots suitable for development of: <ul style="list-style-type: none"> - Single Dwellings - Two or more Dwellings - Higher Density Housing - Residential Buildings or Retirement Villages. Lot sizes and mix should achieve the average net residential density specified in any applicable zone or overlay. 	Describe how the Development Plan meets the objective and standard.



www.hume.vic.gov.au