

21.05 COMPACT GREATER BENDIGO

28/07/2016
C215

This Clause provides local content to support Clause 11 (Settlement) and Clause 16 (Housing) of the State Planning Policy Framework.

21.05-1 Overview

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The *Greater Bendigo Residential Strategy* (2014), together with emerging pieces of strategic work relating to integrated transport and land use and commercial development, has a key role to build upon council's vision of Greater Bendigo being Australia's most liveable regional city. This strategy is focussed on supporting and planning for the increased liveability of Greater Bendigo and seeks to support and promote a compact Bendigo urban area and small towns.

The four themes underpinning the strategy include:

- Compact Greater Bendigo
- Connected Greater Bendigo
- Healthy Greater Bendigo
- Housing Greater Bendigo

Objective

To provide a policy framework on the timing and direction of urban growth and consolidation for the urban areas of Greater Bendigo.

Strategies

- Manage the city's outward growth and avoid sprawl by directing development into planned growth areas within the urban growth boundary.
- Support development in small towns.

21.05-2 Urban growth boundary

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Overview

The *Greater Bendigo Residential Strategy* (2014) retains the urban growth boundary and strengthens the policy that supports its implementation. The urban growth boundary is a policy tool to manage Bendigo's outward growth by channelling residential and other urban land uses and development into designated growth areas, preventing their outward sprawl and incursion into areas which council wants to protect.

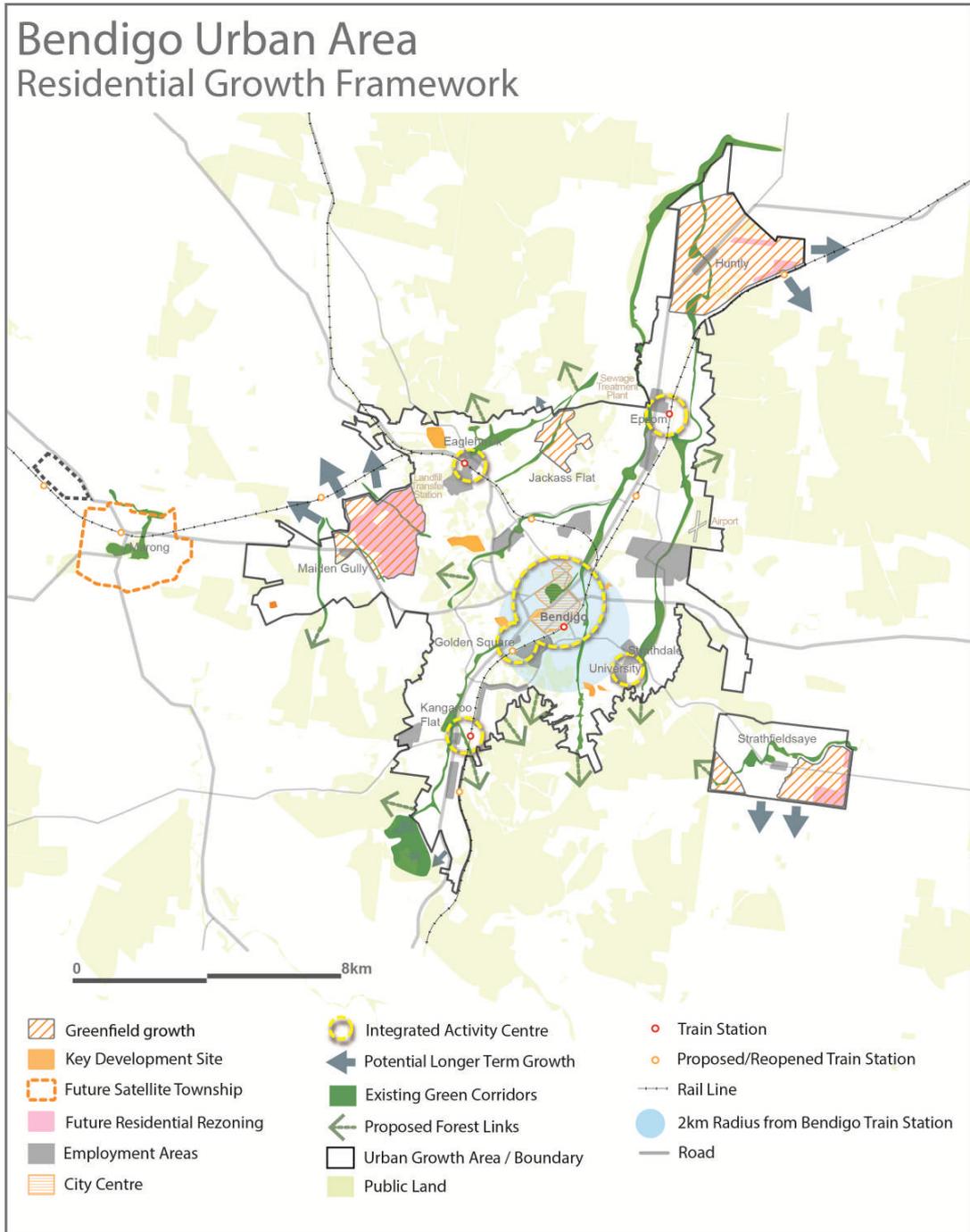
Objective

To better manage the city's growth by focusing development into designated growth areas, preventing development in areas which council wants to protect, and discouraging proposals to expand the urban area except where consistent with the Bendigo Urban Area Residential Growth Framework (refer to page 3).

Strategies

- Strongly discourage rezoning proposals for sites that are not contiguous with the urban growth boundary.
- Discourage rezoning proposals for sites outside but abutting the urban growth boundary with an assumption they will not be supported. Consideration will only be given where it can be demonstrated that they are required because they meet a shortfall in the supply of residential development. Consideration of any sites will be on the merits of the proposal and must be accompanied by a report that demonstrates the suitability of the land for urban development and addresses the following matters:
 - Whether the area is identified in the Bendigo Urban Area Residential Framework (refer to page 3) as a future growth area or potential longer term growth.
 - Whether the site assists in building the catchment for a township, neighbourhood centre or local school and supports '10 Minute Neighbourhood' principles.
 - Whether the site is within walking distance of a proposed or existing railway station or bus route.
 - An assessment of land supply at a local and municipal level.
 - The provision of diversity in lot size and housing type.
 - Proximity to and potential impacts on the arterial road network and connections to the public transport system.
 - Accessibility for pedestrians and cyclists within and external to the site.
 - Details of the conservation significance of any vegetation on the site (including EVC's that are protected at a State and Commonwealth level) and proximity of the site to public land.
 - Whether the rezoning would require Prescribed Burning to be undertaken on Crown land.
 - How the site will achieve a Bushfire Attack Level of at least BAL29 without the significant removal of native vegetation.
 - Detailed assessment of any land hazards including but not limited to flooding, salinity and erosion.
 - How the proposed development will achieve best practice ecologically sustainable development.
 - Proximity of the site to any industry that is likely to cause amenity impacts.
 - Consistency with the Urban-Forest Interface Policy at Clause 22.01.
 - Any other locally relevant planning consideration, such as access to sewerage.

Bendigo Urban Area Residential Framework



21.05-328/07/2016
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A 10 minute neighbourhood is an identifiable community where people can access many (but not necessarily all) of their daily needs within a 10 minute walk or cycle trip from where they live. Daily needs can include shops, schools, employment, a range of community facilities and public transport. The advantages of supporting a city built on 10 minute neighbourhood principles include:

- People spending less income on the combined cost of housing and transport;
- Minimisation of environmental impacts;
- Promotion of a healthy lifestyle through active transport choices;
- Increased neighbourhood safety through activation of the public realm;
- Increased community interaction; and
- Support of the local economy.

To build 10 minute neighbourhoods there needs to be the right mix of supporting land uses, greater choice in housing in each neighbourhood including higher density living options, housing needs to be of a high design standard, the public domain needs to be safe, attractive and functional, and walking and cycling need to be prioritised over other transport modes.

In terms of inner city living, currently there are approximately 700 people living proximate to the City Centre. The *Greater Bendigo Residential Strategy* (2014) sets a goal of increasing this figure to 3,000 people by 2031.

Objective

To create attractive neighbourhoods that feature well designed residential and mixed use developments, offer a range of housing choices, convenient access to public transport and activity centres, and have community and commercial facilities that are highly accessible by a variety of transport modes in particular walking and cycling.

Strategies

- Support proposals for well-designed residential development that provides a diversity of dwelling choices including higher density residential development and are accessible to activity centres and activity nodes or public transport.
- Support proposals for uses such as convenience shops, food and drink premises, childcare centres, schools, home offices and the other uses that are consistent with 10 minute neighbourhood principles.
- Prioritise walking and cycling over other forms of transport to ensure safety and to reduce car dependence.
- Reduce or waive car parking requirements where sites are highly accessible and attractive, safe and functional, and where pedestrian and/or cycling infrastructure is provided.

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Housing density and diversity

Overview

In the City of Greater Bendigo there is a significant mismatch between the type of dwellings that exist and household size with an oversupply of three plus bedrooms. While there are one and two person households who will want a larger dwelling, the current lack of dwelling size choice is an issue that the *Greater Bendigo Residential Strategy* (2014) addresses.

Objective

To provide a greater choice in housing types and densities that responds to community needs.

Strategies

- Support proposals that have greater choice in housing types that are well designed and suit the needs of a variety of age groups.
- Reduce or waive car parking requirements for proposals that reuse heritage buildings.
- Discourage proposals that do not provide for diversity in housing types.

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Key development sites

Overview

A number of sites have been identified as key development sites, which may be suitable to be rezoned to the Residential Growth Zone, so they can accommodate higher densities of residential development. These sites are generally large sites, in accessible locations and meet 10 minute neighbourhood principles.

Key development sites include land known as “the Chum Street mine site” in Golden Square, surplus land owned by La Trobe University at Osborne Street, Flora Hill, the former Coliban Water site in Alder Street, Kangaroo Flat, the former VicRoads Depot, Lansell Street, Bendigo East and other sites proximate to the City Centre and other activity centres, including the proposed Local Activity Hub at 244 Edwards Road, Maiden Gully. These sites need to be assessed in more detail and if found to be suitable rezoned as a matter of priority.

Objective

To provide higher density housing at strategically identified key development sites.

Strategies

- Support the provision of high quality, well-designed, medium density residential development at key development sites.
- Support new innovative forms of housing, residential development and community focused neighbourhoods at key development sites.

21.05-628/07/2016
C215**Greenfield development****Overview**

Four greenfield development fronts (referred to as New Development Areas) have been identified for Bendigo at Jackass Flat, Huntly, Strathfieldsaye and Maiden Gully North East. Structure plans have been prepared for each precinct and land in Jackass Flat, Huntly and Strathfieldsaye have been rezoned.

A further greenfield development site has been rezoned known as the Forest Park Estate at Maiden Gully.

Together it is estimated that the land within these precincts will accommodate Bendigo's greenfield growth for at least the next 20 years.

Objective

To provide for the ongoing development of the Jackass Flat, Huntly, Strathfieldsaye and Maiden Gully North East greenfield areas and promote greater housing diversity in these areas.

Strategies

- Provide for the integration of appropriate future commercial, community and recreational facilities in the new development areas.
- Promote the development of medium density housing.
- Ensure that walking, cycling and public transport infrastructure is provided to greenfield areas that link to the movement network external to the precinct.

21.05-728/07/2016
C215**Design quality****Overview**

To ensure a high level of amenity and protection of neighbourhood character in areas identified as able to support higher density residential development, there will be a need to achieve high quality standards in the design of new housing and the public realm.

In the context of a regional city like Bendigo, higher density development will generally translate to a building scale that respects the character and qualities of existing two to four storey buildings.

Objective

To improve the design quality of new housing, the public domain and open spaces.

To create communities that promote social interaction and healthy living.

Strategies

- Support proposals that are of a high design standard that respects the character of the area.
- Strongly encourage the retention of natural assets such as vegetation unless it is impractical to do so.

- Create public spaces that are attractive, safe and interesting.

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Managing risk

Overview

The unique landscape of Greater Bendigo is an important contributor to the City of Greater Bendigo’s liveability; however this landscape has a number of environmental risks that need to be considered when planning for growth. The precautionary principle should be used when making land use planning decisions.

Objective

To manage development in areas of risk from bushfire and flooding.

Strategy

- Adopt a three step approach based on the precautionary principle to manage risk from bushfire and flooding:
 - Direct development into low risk locations.
 - Carefully consider development in medium risk locations.
 - Avoid development in high risk locations.

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Urban forest interface

Overview

Large sections of the outer perimeter of Bendigo’s urban area are proclaimed as national and regional parks, and discrete pockets of native vegetation also exist throughout the residential areas. These contribute significantly to the character and liveability of the city.

There are mechanisms in the planning scheme to address the urban-forest interface mainly through the provision of a ‘buffer zone’ and building setbacks. These measures set minimum standards to be applied to residential development that abuts both public and privately owned forest. Higher standards may be required depending on the circumstances. In relation to public land, as a matter of principle, all buffers are to be provided on privately owned land.

Objectives

To ensure residential development protects and maintains the environmental values of adjoining forested areas surrounding Bendigo.

Strategies

- Protect environmental values, especially the network of forested private and public land, by ensuring that development is environmentally sustainable and meets the minimum standards for residential development within the urban-forest interface.
- Carefully design new residential subdivisions on existing residential land in the vicinity of the surrounding state and national parks.

21.05-10 Small towns28/07/2016
C215**Overview**

Smaller towns throughout the municipality include Heathcote, Elmore, Goornong, Marong, Redesdale and Axedale. These towns provide an important focal point for their communities and surrounding hinterland and offer an attractive lifestyle in close proximity to the major regional centre of Bendigo. The challenge is to ensure that existing service levels within these towns support their community and that they build upon existing opportunities including tourism, housing, service business and extractive industries. This is to be achieved through the preparation of township plans.

Marong was identified in the *Bendigo Residential Development Strategy* (2004) as a “Satellite” township that will have an ultimate population of 8,000 people and limited background investigations have been undertaken ahead of the preparation of a comprehensive precinct structure plan.

Objectives

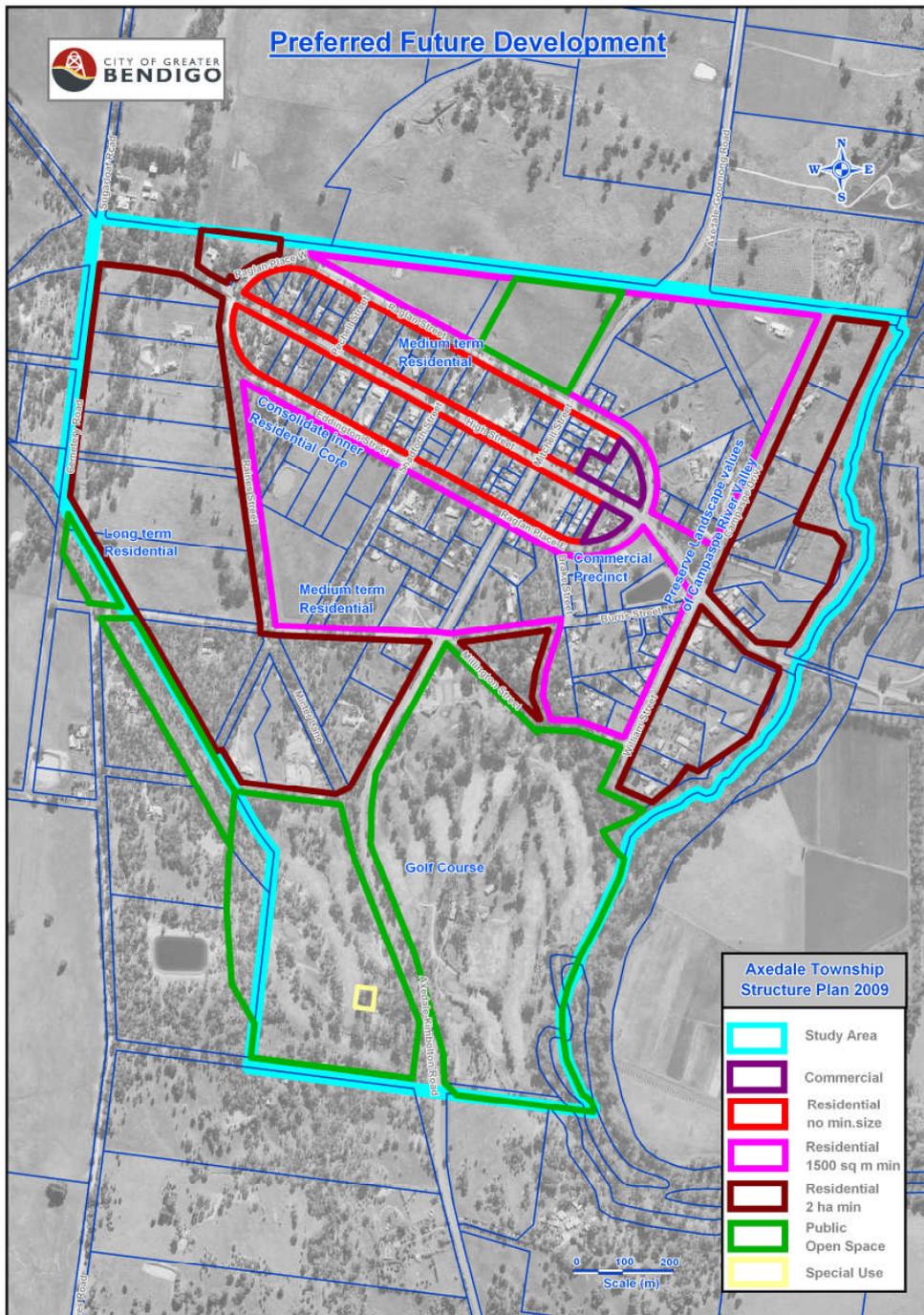
To encourage attractive lifestyle options and a sense of place in small towns.

To provide an alternative residential option to those offered in the urban areas of Bendigo.

Strategies

- Concentrate urban design initiatives on key elements that contribute to the identity of small towns.
- Encourage greater housing choice in small towns.
- Support the preferred uses, development and lot sizes as shown on the Axedale Township Strategic Framework Plan (refer to page 9).

Axedale Township Strategic Framework Plan



21.05-11 Rural living

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Overview

Significant areas of the municipality surrounding Bendigo and Heathcote provide a rural lifestyle in the form of non-commercial hobby farming, as well as more general low density residential living. This form of housing tends to be concentrated in the

Strathfieldsaye and Heathcote areas, close to the services of Bendigo, with its recreation opportunities and the water supply reservoir Lake Eppalock, which also provides recreation opportunities. Rural living is also found in other areas of the municipality.

Issues with rural residential development include an oversupply of land, bushfire hazard, standard of infrastructure construction such as roads and drainage, loss of agricultural land and adverse environmental effects.

Objectives

To recognise that rural living patterns of settlement are a legitimate and important aspect of settlement in the municipality.

To encourage rural residential development that is sympathetic to the environmental values of the area.

Strategies

- Discourage the rezoning of land in the Farming Zone and Rural Conservation Zone to the Rural Living Zone while there is an adequate supply of rural living land.
- Discourage the construction of dwellings on existing small lots within the Farming Zone.
- Discourage the rezoning of more land to the Rural Living Zone while there is an adequate supply of rural living land around the south east side of Bendigo and near Heathcote.
- Consolidate existing areas of rural living by infill subdivision and development and improvement to infrastructure.
- Discourage the creation of isolated Rural Living Zones in rural areas which fragment and disrupt agricultural activities and areas of high environmental qualities, and which impose difficulties for the efficient provision of physical infrastructure and community services.
- Encourage development within the Rural Living Zone where the land meets one or more of the following criteria:
 - Close proximity to an urban boundary;
 - Abuttal to sealed main roads of at least sub arterial standard;
 - Proximity to a regional activity centre where substantial public infrastructure is provided and maintained; and
 - Close proximity to important community facilities, school bus routes, and within areas provided with municipal waste collection services.

21.05-12 Rural restructuring

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Overview

The rural areas of the City of Greater Bendigo are an important contributor to the regional economy; however there are areas where agricultural activities are potentially compromised by a fragmented subdivision pattern.

Objective

To restructure old and inappropriate subdivisions.

Strategies

- Encourage subdivision and the construction of dwellings, which consolidate old and inappropriate lots.
- Discourage the construction of dwellings on existing small lots.
- Discourage subdivisions and dwellings that may create rural living enclaves remote from urban infrastructure.
- Discourage subdivisions and dwellings that do not support agricultural use of land.
- Ensure sufficient area for wastewater management is provided on-site in all subdivisions and for all new dwellings.
- Encourage subdivisions in locations with access to physical and community infrastructure.

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Implementation

The objectives and strategies will be implemented by:

Policy and the exercise of discretion

- Using local policy to manage the interface between residential areas and the forest (Development at the Urban-Forest Interface Policy at Clause 22.01).
- Using local policy to protect the operation of rural enterprises from the encroachment of residential activities (Rural Dwellings Policy at Clause 22.02).
- Using local policy to discourage the fragmentation of rural land or with significant environmental values (Rural Subdivision Policy at Clause 22.03).

Zones and overlays

- Applying the Residential Growth Zone to identified key development sites.
- Applying the Township Zone to urban areas of small towns within Greater Bendigo.
- Applying the Rural Living Zone to rural areas primarily containing residential uses including the area to the south east of Bendigo and in other locations surrounding the smaller towns.
- Applying the Design and Development Overlay to the Lockwood South Rural Living Area to ensure the area develops in a sustainable and orderly manner.
- Applying the Design and Development Overlay, Schedule 6 to the urban-forest interface to protect and maintain the environmental values of adjoining forested areas surrounding Bendigo.
- Applying the Restructure Overlay to old and inappropriate lots at Kamarooka, Ravenswood and Neilborough.

Further strategic work

- Preparing a housing strategy and structure plans to implement the *Greater Bendigo Residential Strategy* (2014).
- Undertaking an annual housing audit to monitor the supply of residential development.

- Undertaking forward planning to determine the suitability of areas for residential development to accommodate population growth to a projected 200,000 persons.
- Preparing detailed masterplans for key development sites.
- Preparing development contributions plans for greenfield areas.
- Preparing residential design guidelines that provide for high quality residential development.
- Preparing precinct structure plans for Marong, Heathcote and Elmore.
- Developing town structure plans for Redesdale and Goornong to identify areas of future development.
- Investigating alternative zoning or overlay regimes to address the urban forest issues in association with the Department of Environment, Land, Water & Planning and Parks Victoria.
- Reviewing the Low Density Residential Zone and the content of the Development Plan Overlay, Schedules 3 and 4.
- Progressively replacing Clause 22.01 Development at the Urban-Forest Interface Policy with a Design and Development Overlay.

Other actions

- Encouraging communities within small towns to implement initiatives with the assistance of council that improve the quality of life in their communities.
- Assisting the Department of Environment, Land, Water & Planning in developing the Bendigo Sustainable Growth Strategy.