

## STRUCTURE PLAN REVIEW AND ACTION LIST UPDATE

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Report Author: Principal Strategic Planner  
Responsible Officer: Director Planning, Design and Development  
Ward(s) affected: Chandler; Chirnside; Melba; Ryrie; Walling;

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*The author(s) of this report and the Responsible Officer consider that the report complies with the overarching governance principles and supporting principles set out in the Local Government Act 2020.*

### CONFIDENTIALITY

This item is to be considered at a Council meeting that is open to the public.

### SUMMARY

Over the last 12 years Council has adopted structure plans for its activity centres (Lilydale, Coldstream, Monbulk, Healesville, Mooroolbark) and an Urban Design Masterplan for Chirnside Park, which is similar in content to a structure plan.

The lifespan of a structure plan is approximately 20 years, which is the timespan a structure plan is expected to remain relevant, and provides enough time to implement actions within each plan.

A recent review of structure plan actions has identified that many actions have either been implemented or are out of date.

This report outlines how actions within each structure plan have been rationalised and updated to improve their relevance and longevity, excluding the Lilydale Structure Plan that was adopted by Council earlier this year.

Should Council resolve to adopt the revised action lists, consistent with the recommendations of this report, it is intended that the revised lists will then form the basis of annual reporting to Council on status of action implementation.

### RECOMMENDATION

***That Council adopt the revised action lists for the Healesville, Coldstream, Mooroolbark and Monbulk Structure Plans and the Chirnside Park Masterplan, consistent with the recommendations of this report.***

## **RELATED COUNCIL DECISIONS**

The status of actions for the Coldstream Structure Plan, 2016 was reported for noting at the Council meeting of 28 August 2018.

The status of actions for the Healesville Structure Plan, 2016 has been reported twice for noting at the Council meetings of 28 November 2017 and 23 July 2019.

## **DISCUSSION**

### ***Purpose***

The purpose of this report is to provide a status update and revised plans for the actions within the adopted structure plans for Healesville, Coldstream, Monbulk and Mooroolbark and the Urban Design Masterplan for Chirnside Park.

### ***Background***

#### Structure Planning

Structure Plans are strategic land use plans that apply to activity centres. The key aims of structure planning are to plan for and develop a shared vision for an activity centre and to identify the type and scope of change projected within the activity centre over time. A list of actions for implementation forms part of a Structure Plan.

Actions can include:

- Planning Scheme Amendments, such as rezoning of land;
- Further studies or work needed, such as masterplans for parks or streets;
- Capital works, such as new roads or paths; and
- Advocacy to other levels of government to achieve outcomes beyond Council's role and/or control.

While the content and focus of a structure plan can vary depending on the specific issues and context of a particular centre, in general the issues covered within a plan include:

- Land use and development;
- Infrastructure, including transport linkages;
- Open space, including linkages and paths;
- Urban design; and
- Economic development.

In preparing a structure plan, Council must adhere to State Government guidance on process and content. These requirements are specified in the Department of Environment, Land, Water and Planning (DELWP) Planning Practice Note 58 *Structure Planning for Activity Centres, September 2018*.

Council has a legal obligation under the Yarra Ranges Planning Scheme to provide for the implementation of State, regional and local policies affecting land use and development. This includes:

- Clause 11 (Settlement): Planning to anticipate and respond to the needs of existing and future communities through provision of zoned and serviced land for housing, employment, recreation and open space, commercial and community facilities and infrastructure; and
- Clause 11.03-1S (Planning for Places): Planning for major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.

Structure Plans are the appropriate tool to assist councils to meet their responsibilities and to set the strategic policy framework for the municipality and initiate changes to the planning scheme.

### Hierarchy of Activity Centres

*Plan Melbourne 2017-2050*, the strategic plan for metropolitan Melbourne, includes a hierarchy of activity centres that sets out different expectations for land use and development based on the 20-minute neighbourhood concept.

- 20-minute neighbourhoods are areas intended as compact, walkable places that emphasise the importance of living locally, giving people the ability to meet most of their daily needs within a 20-minute return walk from home, with access to safe cycling and local transport options. Benefits of a 20-minute city include;
  - Housing that is close to existing services, jobs and public transport;
  - Urban areas that encourage walking and cycling rather than driving for small trips, improving environmental and health outcomes;
  - A housing mix encourages diversity of options, enabling people to downsize or upsize without leaving their neighbourhood; and
  - More diversity of housing options that creates opportunities for medium and low income households.
- Major Activity Centres are suburban centres that provide access to a wide range of goods and services. They have different attributes and provide more diverse functions, with some serving larger subregional catchments; and
- Neighbourhood Activity Centres are smaller centres that provide access to local goods, services and employment opportunities and serve the essential needs of the surrounding community.

## Yarra Ranges Planning Scheme Activity Centre Hierarchy

Planning Scheme Amendment C148, that has recently been approved by the Minister for Planning and is awaiting gazettal, includes a rewrite of the Yarra Ranges Planning Scheme Municipal Strategic Statement and local policies. When gazetted, its policies will then be translated into the new format Planning Policy Framework, to translate the local policy content of the Planning Scheme. This translation will include a hierarchy of Yarra Ranges activity centres, to inform which centres are to be prioritised for structure planning.

The proposed hierarchy is shown below in Table 1:

Table 1

<b>Activity Centre Type</b>	<b>Role</b>
<p>Major Activity Centres</p> <p><i>Chirnside Park and Lilydale</i></p>	<p>These centres provide a large, diverse and intensive mix of retail, commercial, entertainment, cultural and other uses.</p> <p>They have strong public transport links, serve a large regional-sized catchment, and are priority locations for future private and public sector development.</p> <p>Land within and adjoining these centres is the preferred location for additional and more diverse residential development.</p>
<p>Large Neighbourhood Activity Centres</p> <p><i>Belgrave, Healesville, Kilsyth, Monbulk, Mooroolbark, Mount Evelyn, Seville, Yarra Glen, Yarra Junction</i></p>	<p>Smaller in floor space terms than Major Activities Centres, these centres have a retail mix that is focussed on convenience and grocery shopping. They also provide a range of community services to the surrounding communities.</p> <p>Some of these centres, which serve a catchment that extends into the rural hinterland, perform a significant role in the provision of community and civic services, with some also providing a range of facilities and services for tourists.</p> <p>Land within and adjoining these centres is generally an appropriate location for additional housing.</p>
<p>Small Neighbourhood Activity Centres</p> <p><i>Coldstream, Montrose, Mount Dandenong, Olinda, Sassafra, Tecoma., Upwey, Wandin North,</i></p>	<p>These centres have a more limited role in providing convenience retailing and community facilities for an immediate surrounding catchment.</p> <p>Usually, they have a small supermarket as the main anchor tenant. In some cases they also serve a tourist market.</p>

Activity Centre Type	Role
<i>Warburton, Woori Yallock.</i>	
Local Activity Centres  <i>Examples include:            Colby Drive - Belgrave South, Monbulk Road            Silvan and Switchback Road - Chirnside Park</i>	Local Activity Centres consist of a small group of shops that typically serve a local walk-in catchment, and provide for the daily convenience and ‘top up’ needs of local residents and passing motorists.  Some of these centres contain a limited number of community facilities and other uses.

### Living Places Framework

The Living Places Framework, which provides a framework of options for use in planning for Yarra Ranges’ centres into the future, will be presented to Council at a future meeting. The Framework sets out criteria to determine which of Yarra Ranges’ activity centres is to be prioritised for structure planning, and which may be more appropriate for other levels of plans, such as Urban Design Frameworks or Masterplans.

## **KEY ISSUES**

### ***Yarra Ranges Structure Plans***

The following provides an overview of the context, issues and recommended updates for each Council adopted structure plan with the exception of Lilydale that was adopted in August 2022.

Many of the updates are required to enable greater clarity and effectiveness and include:

- Deletion of actions that have been completed;
- Consolidation of similar or duplicated actions;
- Updating the nominated ‘responsible Council department’ for each action. This has been necessary as Council has restructured since many of the structure plans were adopted. These updates provide clarity on which Council department has primary responsibility for each action, which can be integrated into the Council action reporting system (Camms Strategy) for increased effectiveness;
- Updating references to outdated planning scheme zones, with the current equivalent (for example former Business 4 Zone translated to Commercial 2 Zone);
- Updating references to any State Government departments or agencies that are outdated;

- Updating wording to reflect new addresses due to subdivision approvals changing these in some instances; and
- Updating wording to remove reference to former land-owner names.

### Chirnside Park Urban Design Masterplan 2010

Chirnside Park is a Major Activity Centre.

This Masterplan was written at a time when the expectations for land use in Chirnside Park were changing, with the previous industrial focus for the area found unviable, necessitating a new vision for the centre. The Masterplan proposed a high-density residential future, set around mixed-use commercial, office and entertainment land uses focussed on a local road precinct in Kimberly Drive and Fletcher Road.

While the Plan is formally named an ‘Urban Design Masterplan’, it addresses all the major required content of a Structure Plan and was based on background studies for land use and housing and an economic analysis.

The key actions of the Masterplan include:

- Rezoning of land to assist the centre’s transition from industrial uses to the new vision for land use advanced by the Masterplan;
- Application of Planning Scheme controls to achieve the desired height and built form outcomes;
- The creation of an urban park, as a key open space asset near the shopping centre;
- A green spine pedestrian and cycle linkage along the Highway, also enabling and improved pedestrian connection across the Highway; and
- Creation of a Development Contributions Plan Overlay as a funding mechanism for the urban park and green spine projects.

Since the 2010 Council adoption of the Masterplan, a number of significant changes to the centre have occurred, including the following:

- Ministerial Planning Scheme Amendment C175 which removed Development Plan Overlay Schedule 5 for the Eastridge site to facilitate a Masters Home Improvement and Dan Murphy’s store;
- The development of previously vacant sites, including the Old Colonist’s site for medium density residential development (YR-2011/598), and the McMullins site a four-level residential aged car facility (YR-2018/1143); and
- A planning permit issued for a Retirement Village and a Residential Aged Care Facility and Dwellings at the Eastridge site (YR-2021/1040), and a series of

planning permits for the GPT owned shopping centre expansion (YR-2011/1536, YR-2016/1021, YR-2017/983, YR-2021/695).

A status update on all actions is at Attachment 6.

### Mooroolbark Structure Plan 2011

The Mooroolbark Structure Plan was adopted soon after adoption of the 2009 Housing Strategy, which identified Mooroolbark as a centre where medium and higher density residential development were encouraged in order to improve housing diversity, due to its location near a railway station and commercial centre with excellent access to services, parks and community facilities, employment opportunities, and schools.

The key actions of the Structure Plan include:

- Planning scheme changes to allow for increased residential densities in areas within and surrounding the commercial centre;
- Encouragement to develop key redevelopment sites to accommodate higher residential densities, including the former Primary School site (now developed with three storey townhouses) and the Terrace Shopping Centre;
- Streetscape improvements to Brice Avenue, with improved linkages to key land uses such as the Red Earth Community Centre;
- Remodelling of the former train station entry, with a new village square to be created;
- Feasibility study for the Red Earth Community Centre, to also establish a future library location; and
- Improvements to Hookey Park to make it a community focal point and 'village green'.

Since adoption of the Structure Plan in 2011, the centre has been significantly changed by the level crossing removal, creation of a new train station, and a multi-level car parking structure.

A status update on all actions is at Attachment 7.

### Coldstream Structure Plan 2016

The Coldstream Structure Plan was prepared to address matters raised through the Coldstream Community Plan, relating to the restricted potential for urban growth and the impact this may have on the town's range of retail, services and ongoing sporting and community participation.

The Structure Plan investigated this issue, including correspondence with the State Government. It found that the expansion of the Urban Growth Boundary to provide for greenfield urban development was not a viable option. The Structure Plan did however look at the town's opportunities for residential development, including the

key site at 638-640 Maroondah Highway, as well as improvements to its traffic and pedestrian connections, open spaces and urban design.

The key actions of the Structure Plan include:

- A requirement to engage with the Department of Transport (formerly VicRoads) over a need for improvements to traffic management, and intersections along the Maroondah Highway through the town;
- Planning scheme changes to facilitate the Structure plan vision, including:
  - Planning controls to guide residential development of the key site at 638-640 Maroondah Highway;
  - A Design and Development Overlay to guide future development in a way that is respectful of the interfaces between residential, commercial, and green wedge land; and
  - A Design and Development Overlay to allow for limited residential infill development near small parkland areas, to activate the park edges and increase user safety; and
- A requirement for the preparation of landscape masterplans for defined precincts.

A status update on all actions is at Attachment 8.

Since the adoption of the Structure Plan in 2016, significant changes and events in Coldstream have included:

- Announcement of a Federal Government commitment to a \$20 million upgrade to the Maroondah Highway between Melba Avenue and Ingram Road, in the 2019-2020 Federal Budget;
- Planning permit issued for the redevelopment site at 638-640 Maroondah Highway for a 67 lot subdivision (YR-2017/354);
- Completion of the Melba trail, linking Halley Supple Reserve to Coombe cottage, with a series of art installations along its length;
- Completion of the Yarra Valley trail link from Lilydale to Yarra Glen, with construction soon to begin on recreational facilities at the former train station site, including a pump track and picnic facilities; and
- Change of ownership for key green wedge zoned land at 535-537 Maroondah Highway, Coldstream from private ownership to Yarra Valley Water.

### Healesville Structure Plan 2016

The Healesville Structure Plan, adopted by Council in 2016, underwent extensive community consultation over a two-year period, and was based on expert reports for land use planning, economy, transport and parking, environment, bushfire risk and

community infrastructure. Some of the key issues addressed by the Structure Plan include:

- Appropriate type and amount of new residential development;
- Commercial and industrial land use needs;
- Scale and form of future development in the town centre to protect the rural town character;
- A need for new and upgraded infrastructure, and community and health care services;
- How to appropriately provide for increased tourist numbers; and
- Pedestrian and cycle movement and linkages.

The key actions of the Structure Plan include:

- Planning scheme changes to achieve the Structure Plan vision, including provision for additional commercial land, and for a change to the minimum subdivision size for identified land in the Low Density Residential Zone land to 0.2 hectares (rather than 0.4 hectares);
- Planning scheme changes to provide design guidance on new development in the town centre;
- Protection of the town's street trees, and identification of a preferred streetscape character;
- A review of the Bushfire Management Overlay for the town;
- A review of parking provision and restrictions;
- Supporting key organisations and land holders, such as the RACV Club and Yarra Valley Railway, to further their objectives; and
- Advocacy for infrastructure improvements, such as for additional reticulated sewer, and services infrastructure such as phone, internet, power and water.

A status update on all actions is at Attachment 9.

Since the adoption of the Structure Plan in 2016, significant changes in Healesville have included:

- Refusal of Amendment C143 that proposed to reduce the minimum subdivision size for Low Density Residential Zone land in Healesville to 0.2 hectares from 0.4 hectares. In refusing the amendment the Minister suggested that more strategic analysis was required and that it would be more efficient to manage

this through a separate planning scheme amendment. Officers are currently working on this further analysis;

- Approval of Amendment GC13 in 2017, that updated state wide mapping for the Bushfire Management Overlay (BMO), resulting in the entire township of Healesville being covered by the BMO. The amendment also introduced BMO schedules, intended to streamline the planning permit process for applicants and councils by pre-setting bushfire protection measures and not requiring referral to the CFA if all requirements are met. The schedules were applied to central Healesville and some surrounding areas. This significantly changed expectations of planning for bushfire risk in Healesville;
- Planning approval for an Aldi supermarket at 175 Maroondah Highway, Healesville (YR-2016/640), which is a second supermarket for Healesville, identified as a need in the Structure Plan;
- Master planning work and construction of Lilydale Road including improved parking capacity; and
- Works to create a new Tarrawarra Train Station, which involves the relocation of the former Mooroolbark Train Station, as part of the Yarra Valley Railway.

It should be noted that one of the key changes proposed to the actions for Healesville is the deletion of Action 2.8.

This action states that Healesville's Special Use zoned major tourist facilities sites should be rezoned to the underlying zone (a rural zone in each instance), if there has been no planning permit issued within a five-year period of adoption of the Structure Plan, and no exhibition of any proposal to amend the planning scheme. This action contradicts Action 2.7, which seeks to work with the land-owners of the sites to review the current planning provisions. Action 2.7 is considered a more constructive approach to the sites' future use and development.

### Monbulk Structure Plan 2017

The Monbulk Structure Plan was prepared following the announcement of Yarra Valley Water works to provide a reticulated sewer connection to the town, meaning limitations on residential growth and development changed. The Structure Plan explored the implications of further residential development, given bushfire and other environmental risks, and preferred locations. It also made recommendations addressing employment, the town centre, the environment and Council owned land, particularly the Moores Road Precinct.

The key actions of the Structure Plan include:

- Work with relevant government agencies (CFA, Yarra Valley Water) to determine the appropriate extent and density of future housing development, based on proposed areas designated in the Structure Plan;
- Activate the Main Street as a vibrant, pedestrian-oriented town centre, with landscape and public realm improvements;

- Apply a Design and Development Overlay to the town centre, based on the design guidelines in the Structure Plan;
- Provide policy support for use of existing industrial areas for services that support the town; and
- Explore opportunities for smaller housing or assisted living in the Moores Road Precinct, if existing facilities can be relocated, and create design guidelines for this area based on the Structure Plan.

A status update on all actions is at Attachment 10. Since the adoption of the Structure Plan in 2017, significant changes in Monbulk have included:

- Approval of Amendment GC13 in 2017, that updated state-wide mapping for the Bushfire Management Overlay (BMO) that resulted in the entire Monbulk township area being affected by the Bushfire Management Overlay (BMO). This significantly changed the expectations for planning for bushfire risk, and meant that further bushfire investigations were required to support any additional residential development occurring; and
- The completion of Yarra Valley Water sewer works in July 2022, that will serve the entire area within Monbulk's urban growth boundary, as well as some areas outside it. It provides an additional capacity for a potential 327 new dwellings.

### ***Options considered***

#### Option 1

That Council adopt the recommended updates to the structure plan action lists for Chirnside Park, Mooroolbark, Coldstream, Healesville, and Monbulk (Attachments 1-5) to replace the current action lists (Attachments 6-10).

#### Option 2

That Council require further review of the Structure Plan action lists in order to address any issues identified with the proposed updates.

#### Option 3

That Council do not update the existing Structure Plan action lists.

### ***Recommended option and justification***

Option 1 is recommended. The updates will remove redundant actions, clarify responsibility for implementation, and renew relevance of the actions with regard to changes to each centre since adoption. These changes will make the actions more accessible, more useable, and more easily integrated into the work program of relevant Council departments. This will extend the relevance and usefulness of the action lists in future years.

## FINANCIAL ANALYSIS

Implementation of structure plan actions, where actions are within Council's remit, occurs from ongoing operational budgets.

The updated action plans contain some actions with budgetary implications, which are listed in Attachment 11. The estimated cost of the actions recommended by this report is \$175,000.

## APPLICABLE PLANS AND POLICIES

Relevant Council strategies and plans include:

- Connected - Integrated Transport Strategy 2020-2040;
- Liveable Climate Plan 2020;
- Recreation and Open Space Strategy (currently under review);
- Housing Strategy 2009 (currently under review); and
- Economic Development Strategy 2012 (currently under review).

State and local planning strategies and plans encourage Structure Plans to be completed for Major Activity Centres, including:

- Plan Melbourne 2017-2050;
- The Yarra Ranges Planning Scheme:
  - Clause 11.02-2S Structure planning;
  - Clause 11.03-1S Activity centres;
  - Clause 11.03-1R Activity centres - Metropolitan Melbourne; and
  - Clause 21.05 Settlement.

## RELEVANT LAW

In carrying out its planning functions under the *Planning and Environment Act 1987*, Council has a responsibility as the Planning Authority to set the strategic policy framework for the municipality and to initiate changes to the planning scheme. Structure planning for activity centres is a key means to achieve this.

Planning Practice Note 58 *Structure Planning for Activity Centres (DELWP, September 2018)*, sets the standards and required content, methodology and process for creation of Structure Plans by local government.

## **SUSTAINABILITY IMPLICATIONS**

### ***Economic Implications***

Structure plans aim to support local business activity through targeted changes to the physical environment, development capacity, and other initiatives.

Indirectly, the preparation of structure plans may lead to increased investment confidence in activity centres, and stimulate investment in the long term.

### ***Social Implications***

Structure plans aim to create more vibrant and cohesive centres, which are intended to foster social connectedness and wellbeing, through the application of 20-minute city principles as described earlier in this report under 'Background'.

Structure plans also generally consider issues of affordable housing, and the need for ageing in place.

### ***Environmental Implications***

Structure plans consider environmental and sustainability objectives, aiming to improve the environmental performance of centres through various strategies. These strategies include promoting active and public transport, supporting higher density transit-oriented development, supporting improved tree canopy cover, and improved connections with natural features such as creeks and parkland.

## **COMMUNITY ENGAGEMENT**

All the Structure Plan's underwent significant community consultation in their preparation. The proposed action updates are considered to be policy-neutral as they are intended to audit and update the existing structure plan actions only.

## **COLLABORATION, INNOVATION AND CONTINUOUS IMPROVEMENT**

No collaboration with other agencies was required as part of this audit and update work.

The updating of structure plan actions to extend their relevance and longevity is consistent with innovation and continuous improvement principles.

## **RISK ASSESSMENT**

Without an update, the structure plan actions will decrease in relevance and clarity as time passes, which undermines the significant Council resources and community consultation undertaken to create the structure plans.

## **CONFLICTS OF INTEREST**

No officers and/or delegates acting on behalf of the Council through the Instrument of Delegation and involved in the preparation and/or authorisation of this report have any general or material conflict of interest as defined within the *Local Government Act 2020*.

## **ATTACHMENTS TO THE REPORT**

1. Chirnside Park Urban Design Masterplan Updated Action List (Published Separately)
2. Mooroolbark Structure Plan Updated Action List (Published Separately)
3. Coldstream Structure Plan Updated Action List (Published Separately)
4. Healesville Structure Plan Updated Action List (Published Separately)
5. Monbulk Structure Plan Updated Action List (Published Separately)
6. Chirnside Park Urban Design Masterplan Action Status Update (Published Separately)
7. Mooroolbark Structure Plan Action Status Update (Published Separately)
8. Coldstream Structure Plan Action Status Update (Published Separately)
9. Healesville Structure Plan Action Status Update (Published Separately)
10. Monbulk Structure Plan Action Status Update (Published Separately)
11. Amended Actions with Additional Costing Summary (Published Separately)