

Macedon Ranges Planning Scheme Amendment C153macr and Planning Permit Application PLN/2022/359

## **Planning Panels Submission PART B**

24 November 2023

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## A. INTRODUCTION

- 1. This submission is made on behalf of Macedon Ranges Shire Council (Council) in relation to Combined Planning Scheme Amendment C153macr (the Amendment) and Planning Permit PLN/2022/359 (the Permit).
- 2. On 13 November 2023, Council circulated its Part A Submission to the Amendment in accordance with *Panel Direction 6*.
- 3. Council's Part A submission contained:
  - 3.1. a background to the Amendment and Permit;
  - 3.2. a chronology of events;
  - 3.3. a response to Panel Directions;
  - 3.4. strategic context and assessment; and
  - 3.5. a summary of issues raised in submissions.

#### 4. Council's Part B submission will:

- 4.1. Provide a brief background to the Amendment and Permit.
- 4.2. Respond to the key issues raised in submissions;
- 4.3. Outline Council's final position.
- 4.4. Provide an assessment of the Amendment and Permit application against:
  - 4.4.1. The strategic planning framework.
  - 4.4.2. Planning Practice Notes 58 and 60.
- 4.5. Provide an assessment of the Amendment and Permit application against:
  - 4.5.1. The application requirements and decision guidelines in the C1Z.
  - 4.5.2. The design requirements and decision guidelines in the DDO27.

## B. BACKGROUND

- 5. The combined Planning Scheme Amendment and Permit application PLN/2022/359 has been made at the request of the landowner Brady Road Investments Pty Ltd and is represented by Taylors Development Strategists.
- 6. The Amendment proposes to:
  - 6.1. Rezone the land identified above from General Residential Zone, Schedule 1 (GRZ1) to Commercial 1 Zone (C1Z).
  - 6.2. Apply Design and Development Overlay Schedule 27 (DDO27) to land 101-105 Willowbank Road, Gisborne as shown on Planning Scheme Map No. 36DDO.

- 6.3. Amend the Schedule to Clause 34.01 (C1Z) to insert maximum leasable floor areas of 500 and 1000 square metres for shop and office respectively.
- 6.4. Insert a new Schedule 27 to Clause 43.02 (DDO27) outlining design objectives and decision guidelines.
- 6.5. The maximum wall height controls are intended to limit the wall height to no greater than 11 metres at the street edge.
- 6.6. Amend the Schedule to Clause 52.02 (Easements, Restrictions and Reserves) to insert the following in Schedule sub-section 1.0 (Under Section 23 of the Subdivision Act 1988).

Land	Easement or restriction	Requirement
Lot 43 on Plan of	Restrictive Covenant	Vary the restrictive covenant to
Subdivision 549356W,	contained in Instrument	allow fencing other than post and
Volume 11043 Folio	of Transfer No.	wire fencing and construction of a
423 (101-105	PS549356W	building with a height of greater
Willowbank Road,		than 9 metres and two stories
Gisborne)		

#### 7. Permit PLN/2022/359 seeks approval for:

- 7.1. Buildings and works to construct a supermarket, medical centre, office and food and drink premises (two cafés).
- 7.2. A reduction in the number of car parking spaces from 61 to 57 spaces.
- 8. Council undertook formal exhibition of the combined Amendment and Permit from 8 May to 13 June 2023.
- 9. Notice was given in accordance with section 96C of the *Planning and Environment Act* 1987 (see Council's Part A Submission).

## C. SUBMISSIONS

10. Council received 15 submissions, six of which were in support and nine of which were opposed to the amendment or parts thereof.

11. One submitter (No. 4) retracted their submission and was not included in the total number of submissions received.

#### 12. Submissions in Support of the Amendment and Permit

- 13. Six submissions (No. 1, 8, 9, 11, 12 and 13) supported the Amendment and Permit for reasons that include:
  - 13.1. Providing needed local retail and medical infrastructure that services the growing area to the south of Gisborne;
  - 13.2. Reducing traffic and parking congestion in the centre of Gisborne;
  - 13.3. Encouraging walkable access to localised services, reducing pollution associated with car use; and
  - 13.4. Support for acoustic fencing.
- 14. Referral authorities Melbourne Water, the Environmental Protection Agency and the Country Fire Authority were supportive of the Amendment and Permit.

#### 15. Submissions opposed to the Amendment and Permit

15.1. Nine submissions (No. 2, 3, 5, 6, 7,10,14,15 and 16) were opposed to the Amendment and Permit, or part thereof.

### D. RESPONSE TO KEY ISSUES

- 16. Council provided a summary of the key issues contained in submissions as a part of Council's Part A Submission, circulated on 13 November 2023.
- 17. The key issues raised in submissions opposed to the Amendment contain the following themes:
  - 17.1. Fencing height and material;
  - 17.2. Overdevelopment building height and setback;
  - 17.3. Strategic justification;
  - 17.4. Traffic, parking and the condition of Willowbank Road;
  - 17.5. Condition of Permit;
  - 17.6. Hours of operation;
  - 17.7. Landscape vegetation (resolved);
  - 17.8. Drainage water storage; and
  - 17.9. After hours security.

#### 18. Fencing height and material

- 18.1. Summary
- 18.2. The acoustic perimeter fencing was a point of both support and opposition among submitters.
- 18.3. Submitters 2 and 10 expressed concern that the fence's height and non-permeable construction creates an imposing visual barrier that negatively affects the private realm of residential properties abutting the site. Further, there was preference by submitters 2 and 10 for a low-profile post-and-wire fence construction that reflects the rural character of the surrounding area.

18.4. Submitter 6 was initially opposed to the acoustic material; however, following further consultation with the proponent, amended their submission to support the fence design as exhibited.

#### 18.5. Response

- 18.6. Appropriately managing the interface between residential and commercial zones will ensure that both zones can operate as intended. Protecting sensitive residential areas from any adverse noise associated with the commercial use of the site is a priority for Council.
- 18.7. Following a review of submissions, Council requested that the proponent provide further information relating to overshadowing of open space and north-facing windows due to the proposed fence's height and solid construction material. A review into the assessment provided to Council, contained in Attachment 1, demonstrates that the proposed fence appropriately addresses the standards contained in clauses 55.04-4 (North-facing windows objective) and 55.04-5 (Overshadowing open space objective) of the Macedon Ranges Planning Scheme and further, when completed, will be able to comply with Building Regulation 96.
- 18.8. Further, the Environmental Noise Assessment undertaken on behalf of the proponent by Marshall Day Acoustics Pty suggests that a solid barrier is required to ensure noise limits (outlined by the Environment Act, 2017) are met. Specifically, page 15 of the Assessment outlines:
  - "To provide the adequate noise attenuation the construction material of the barrier [fence] needs to be verified to have a minimum surface density of 12 kg/m2 and be completely solid without any holes or gaps"
- 18.9. Further, the Assessment suggests that the construction material of 25 mm thick plywood timber panelling is a suitable material to meet the minimum surface density.
- 18.10. To ensure that the acoustic fence is able to operate as intended over the long term, the wording of Permit Condition 10 outlined in Attachment 2 should be amended to clearly identify the party or parties responsible for the upkeep and maintenance of the fence. Council requests that the Panel consider amending the wording of Permit Condition 10 to the following:

Before the occupation of the development, a 2.4 metre high acoustically rated perimeter fence must be constructed and thereafter maintained along the western and southern boundaries of the site at the cost of the permit holder, to the satisfaction of the Responsible Authority.

#### 18.11. Position

Council supports the proposed 2.4 metre high perimeter fence of solid timber construction with a minimum surface density of 12 kg/m2 as outlined in the

Environmental Noise Assessment. Further, Council request that the Panel consider a change to Permit Condition 10.

#### 19. Overdevelopment – building height and setback

#### 19.1. Summary

Overdevelopment as a theme incorporates the concerns raised in submissions regarding the proposed height and setback from Willowbank and Brady roads.

#### 19.2. Height

- 19.3. Submitters 2, 5, 6, 10 and 15 raised concerns regarding the building height and indicated that the proposed development does not reflect the predominantly low-rise semi-rural character of the area. Further, Submitters 2, 6 and 10 suggested that the development should be limited to a single storey as this would reduce the potential for overshadowing the residential properties abutting the rear of the site.
- 19.4. Submitter 10 suggested that the height should follow the natural gradient of the site and that the two-storey development would be more appropriately situated at the rear of the site.

#### 19.5. Setback

Submitter 5 was concerned with the walls and minimal setback along Brady and Willowbank Roads, and suggested that this could impede vehicle sightlines and increase the risk of pedestrian and vehicle conflict.

#### 19.6. Response

#### 19.7. Height

- 19.8. Council considers that a two-story commercial development with a height of 9.5 metres and a maximum wall height of 11 metres at the street is appropriate. Further, Council considers that the graduated transition of height to the surrounding residential areas is an appropriate design response to the site vicinity to residential areas.
- 19.9. The majority of the proposed development is below the height of 9 metres, and only a component of the medical centre building has a maximum building height of 9.525 metres as shown in Figure 1 below. Specifically, the apex of the pitched roof is the design component that exceeds the maximum allowable height of 9 metres. Council considers the inclusion of the pitched roof as key architectural component that generally reflects the architectural character of the surrounding residential area.



Figure 1 Elevation - west and north - source Development plans

- 19.10. Embedding a maximum wall height of 11 metres in DDO27 will ensure greater flexibility in balancing the preferred design response against the commercial viability of any future development on this site, should the current development not proceed.
- 19.11. As outlined in Council's Part A Submission at section 9.1.4, it is Council's intention for the maximum wall height contained in DDO27 to provide consistent height across the entire site. This is to ensure that no building or any section of a building exceeds 11 metres at this location, with the street level serving as a reference point.
- 19.12. Council notes that PPN60 Height and setback controls for activity centres outlines that:

"Building height and setback controls can be appropriate so long as they are not aimed at restricting the built form, but at facilitating good design outcomes".

19.13. In this case, given the site size and context, Council considers a good design outcome to be a development that does not exceed the maximum heights permissible in the surrounding residential area. These controls are illustrated in Figure 2. Council considers that building heights greater than 11 metres at this location would be imposing and detrimental to the character of this area.

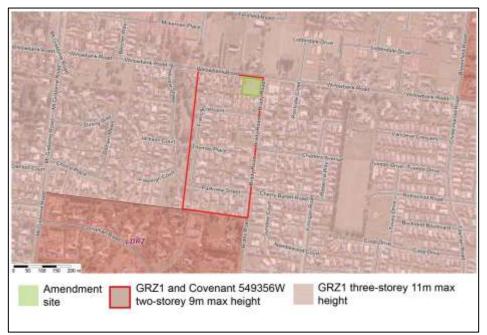


Figure 2 - Maximum allowable heights based on zone and covenant.

- 19.14. Council considers however that the exhibited wording relating to maximum wall height in DDO27 is unclear. As it stands, a permit could be granted to allow building heights greater than 11 metres behind the street wall.
- 19.15. To avoid uncertainty and to aid in future decision making, it is suggested that this provision be amended to better reflect Council's intent, as shown in Attachment 2a.

#### 19.16. Setback

Council considers the proposed setback from both Willowbank and Brady Road to be appropriate as it is consistent with section 5.1.1f of the Urban Design Guidelines for Victoria, which state:

In retail and commercial mixed-use areas, place the building frontage on the front lot line.

- 19.17. By ensuring that the majority of the development is orientated to the front of the site, solar access for surrounding properties is maintained, and parking can be contained to the rear and side of the development. Further, this provides greater separation of the commercial and residential areas. This reflects the advice contained in section 2.8.1 of the Urban Design Guidelines for Victoria and has formed the basis of the design requirements contained in the DDO27 (as outlined in detail in section 31).
- 19.18. Further, in response to Submitter 5 (17.6), Council does not consider that the setback of the western wall poses an increased risk to pedestrian safety. Figure 3 below highlights that the development provides sufficient sightlines to ensure vehicle and pedestrian conflict is minimised.

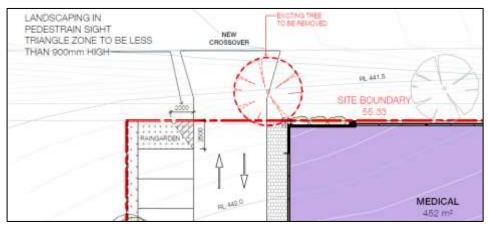


Figure 3 Sightlines Willowbank Road entrance – source development plan

#### 19.19. Position

19.20. Council asks Panel to consider a change to the wording of the proposed DDO27 to provide greater certainty in relation to preferred maximum building heights.

#### 20. Strategic justification

#### 20.1. Summary

- 20.2. Submitters 2, 5, 14, 15, and 16 questioned the strategic need for the proposed LAC more broadly and further suggested that the current provision of full-line retail stores as well as the provision of doctors and office spaces is sufficient to meet the needs of the population of Gisborne.
- 20.3. Submitters 2 and 15 suggested that a location within the Willows Estate or further to the south of the current proposed location would be more appropriate.

#### 20.4. Response

- 20.5. Council considers the proposal of a LAC at the location of 101-105 Willowbank as appropriate and is supported by long-term strategic planning policy for the area. Further, economic analysis undertaken by Urban Enterprise as part of the Gisborne Futures project, firstly in 2020 and more recently in 2023, supports a commercial development of this scale at the proposed location as outlined in Attachment 3.
- 20.6. A LAC at the proposed location represents a good planning outcome by providing local convenience and community services for an area of Gisborne that has experienced significant residential growth. Further growth is anticipated with the future completion of the Fersfield Road and Willow Estate development areas, along with delivery of two future residential aged care facilities located at 159 and 110-112 Willowbank Road Gisborne.

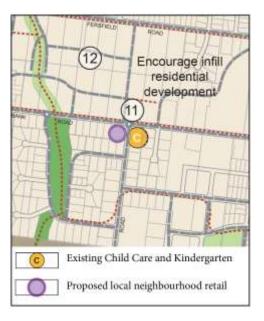
20.7. Council's long-term vision for a commercial development at this location is clear. Development plan MJ5123/DP3 VERSION L (Attachment 4) was adopted at the Planning Delegated Committee meeting of 14 June 2006. This development plan plainly identifies the Amendment site as a future commercial centre subject to council approval (see Figure 4). The minutes for this meeting are included in Attachment 5.

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Figure 4 development plan - MJ5123/DP3 VERSION L

Figure 5 ODP structure plan map (extract)



20.8. Further, Council adopted the Gisborne / New Gisborne Outline Development Plan (ODP), firstly in February 2006, and later the updated version in September 2009. The 2009 ODP, which provides guidance for the future residential, commercial and industrial growth of Gisborne over a 20-year planning horizon, outlines on page 81 that:

"A local neighbourhood centre (approximate floor space of 500sqm) is to be provided on the corner of Brady and Willowbank Roads."

- 20.9. The location and objective are also reflected in Figure 5, an extract of the ODP structure plan map.
- 20.10. The most recent strategic planning document for Gisborne, the draft Gisborne Futures Structure Plan, released in 2023, is consistent with this vision for the site. Page 29 of the Structure Plan provides the action to:

"Support the planning and delivery of a LAC on Willowbank Road, including the current proposal to rezone to Commercial 1 Zone and apply the Design and Development Overlay to guide built form outcomes.

20.11. Moreover, this strategic planning direction is consistent with the previous and current Planning Scheme for the Macedon Ranges, reflected previously at Clause 21.13-1 (Gisborne and New Gisborne) – Economic development strategies point 1.4, and currently at Clause 11.01-1L (Settlement - Gisborne (including New Gisborne) following the adoption of Council's new Municipal Planning Strategy in 2023. Specifically, Clause 11.01-1L outlines Council's strategy to:

Establish local neighbourhood activity centres in residential areas that include:

- A secondary centre/mixed use precinct in New Gisborne.
- Two local centres to the south and west of the Gisborne area to service new residential areas with basic convenience needs.

#### 20.12. Position

20.13. The proposal for a LAC at the location of 101-105 Willowbank Road is strategically justified and Council proposes no change in its position of support at this location.

## 21. Traffic, parking and the condition of Willowbank Road. Summary

- 21.1. Issues relating to traffic, parking and the condition of Willowbank Road represented the majority of concern raised in submissions to the Amendment.
- 21.2. Submitters 3, 5, 10 and 14 were concerned with the current condition of Willowbank Road and its ability to accommodate increased traffic demand as a result of the proposed development. Additionally, Submitter 3 expressed concern regarding pedestrian safety at the intersection of Brady and Willowbank Roads. Moreover, Submitter 16 was concerned that car parking provision is inadequate.
- 21.3. Submitter 5 questioned the methodology and findings of the Traffic Engineering Report undertaken by Traffix Group in July 2022.

#### 21.4. Response

#### 21.5. Condition of Willowbank Road

- 21.6. Following a review of submissions, Council requested that the proponent provide Council with an update of the Traffic Engineering Assessment, with specific focus on the entrance points to the site from both Willowbank and Brady Road as well as the Brady/Willowbank Road intersection.
- 21.7. The planning consultants, Taylors, on behalf of the proponent, presented Council with the Updated Report undertaken by Traffix Group (Attachment 6) on 27 September 2023. The report reviewed the possible traffic impacts associated with the future completion of a number of nearby approved developments on

- the intersection of Willowbank Road/Brady Road, and on the access point to Willowbank Road.
- 21.8. Traffix Group's Updated Report concluded that, based on the results of the traffic modelling, works were not required by the development at either the access point (Willowbank Road) or existing intersection. It further concluded that the intersection of Willowbank Road and Brady Road would continue to operate at an excellent level and that the road network would be able to accommodate the projected traffic demand. Council accepts the methodologies employed by Traffix Group in undertaking the review, and further accepts its findings regarding the Brady/Willowbank road intersection.
- 21.9. Please see the Conditions section at section 20 in relation to Council's response to the objection regarding Condition 1(b).

#### 21.10. Parking

- 21.11. Council supports the current allocated parking provision for this development. Council supports a reduction in parking provision from the statutory requirement of 61 parking spaces under clause 52.06 -7 to 57 parking spaces. Traffix Group undertook a traffic impact assessment and car parking demand assessment which concluded that demand is likely to be met on-site via a combination of the differing peaks of the various uses and likely demands. Specifically, the Assessment explains that offices are typically closed in the evenings and on weekends, that cafes typically peak on weekends, and that smaller minimarts are understood to generate lower demands.
- 21.12. Additionally, the development will meet nearly all parking needs within the designated rear car park. Any remaining demand is expected to be addressed through a mix of multi-purpose trips and sustainable transportation options such as walking and cycling.

#### 21.13. Pedestrian safety

- 21.14. As mentioned above, active transport options including walking are anticipated to be a key mode for accessing the site from localised residential areas. Permit condition 1(d) highlights Council's commitment to pedestrian safety at the Willowbank/Brady Road intersection by ensuring the development considers (in plans) the likely future installation of a pedestrian crossing by Council at the intersection. This will ensure that any future installation of a crossing at this location effectively integrates with the LAC.
- 21.15. The Gisborne Futures Structure Plan 2023 proposes the preparation of a streetscape master plan for the Willowbank Road LAC. The plan would focus on improving pedestrian and cyclist amenity, provision of safe and comfortable access between the existing and emerging activity nodes and traffic calming on Willowbank Road.

#### 21.16. Position

21.17. Council's position on the issues of parking, the condition of Willowbank Road and pedestrian safety at the intersection of Willowbank/Brady road remain unchanged.

#### 22. Condition of Permit.

#### 22.1. Summary

- 22.2. Council received two submissions against draft Permit conditions specifically condition 1(b) and 7.
- 22.3. Condition 1(b) Submitter 7 objected to the inclusion of condition 1(b), which requires a "No right turn" sign along Brady Road. In addition, Submitter 5 sought clarification on how the condition was being applied, as there was confusion if this also applied to vehicles entering Willowbank Road from Brady Road.
- 22.4. Condition 7 The Environment Protection Authority provided advice that the State Environment Protection Policy (Control of Noise from Commerce, Industry and Trade) No. N–1 (SEPP N–1) had been superseded by EPA Publication 1826.4.

#### 22.5. Response

22.6. Condition 7 – As outlined in Council's Part A Submission, Council accepts the advice provided by the EPA, and further asks that Panel consider Council's requested changes to wording of Condition 7.

#### 22.7. Condition 1(b)

Council has a responsibility to assess applications in a manner that does not compromise the safety of road users. It is for this reason and the reasons provided below that Council reiterates the importance of retaining condition 1(b) in the conditions of permit.

#### 22.8. Crossover Placement and Safety Concerns:

The proposed development's crossover aligns directly opposite the existing crossover for Willowbank Early Learning Centre. This arrangement currently permits left turns and both right-in and right-out movements onto Brady Road. Introducing another crossover for the development, especially one allowing right-out movements onto Brady Road, raises safety concerns.

22.9. Research indicates that locations with four-legged movements can result in 32 conflict points compared to three-legged movements, resembling an intersection. The images below illustrate the most common potential conflicting movements that could arise at this location.

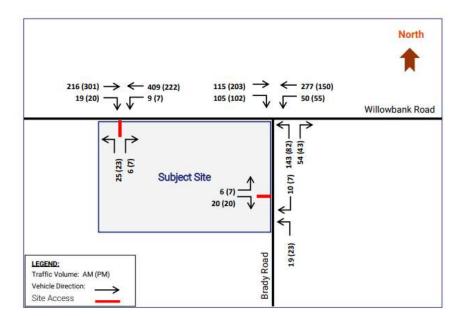


Figure 6 Post Development Traffic (Existing Traffic + Approvals + Proposed Development)

#### 22.10. Traffic Survey Data and Future Projections:

A recent traffic survey conducted by Council on July 11, 2023, at Brady Road revealed that during the AM and PM peak periods, 100 and 80 cars, respectively, turned in and out of Willowbank Early Learning Centre. This equates to approximately 1-2 cars entering or leaving the Centre every minute. It is anticipated that with the growth of Gisborne, these movements could increase. Allowing additional turning movements from the proposed development, leading to more conflicts and near misses, would exacerbate the current traffic situation on Brady Road.

#### 22.11. Trip Generation Analysis:

The traffic report (see Attachment 5) prepared by Traffix Group indicates that the proposed development will contribute only 6 right turn movements during the AM period and 7 in the PM period to Brady Road. Similarly, the access to Willowbank Road will also have 6 and 7 right-turn movements during the AM and PM periods respectively. Restricting the number of right-turn movements from the Brady Road access will reduce the severity of potential crashes, particularly concerning vulnerable road users such as children from the Early Learning Centre.

#### 22.12. Queuing and Impulsive Decisions:

Allowing right-turn movements from the proposed development to Brady Road could lead to queuing within the development, particularly given that 1-2 cars are turning in and out every minute from the learning centre. This situation poses the risk of driver frustration as individuals may find themselves waiting for an extended period before identifying a suitable gap for turning. Research has consistently shown that prolonged waiting times at intersections often compel drivers to make impulsive decisions, elevating the potential for serious and, in some cases, fatal crashes.

#### 22.13. Enforcement Challenges:

Council does not support the proponent's proposal for a right-turn ban during restricted hours, as monitoring and enforcement present significant challenges. Council lacks the authority to enforce such restrictions, necessitating actions from Victoria Police.

#### 22.14. Position

#### Condition 7

Council accepts the advice provided by the EPA and asks that Panel considers the requested changes of wording to Condition 7.

#### Condition 1(b)

No change to condition 1(b)

#### 22.15. Hours of operation

#### 22.16. Summary

22.17. Submitter 6 was concerned about the proposed opening hours of 7 am and proposed that this should be changed to 8 am.

#### 22.18. Response

22.19. The current proposed hours of operation for the development are:

#### 22.19.1. Shop – Café – Office Monday to Saturday – 7 am to 7 pm Sunday and public holiday – 8 am to 7 pm

#### 22.19.2. Medical Clinic

Monday to Friday – 8.30 am to 5.30 pm Saturday -12 pm to 3 pm Sunday and public holidays – 11 am to 1 pm

- 22.20. Further, deliveries and waste collection are proposed to occur between the hours of 7 pm and 8 pm, which are within the recommended times detailed in the Environmental Protection Authority (EPA) publication 1254 Attachment 7.
- 22.21. Although the Amendment's Explanatory Report outlines that the hours of operation are to be embedded in the planning permit conditions, this did not occur. To ensure that the hours of operation and hours of waste collection are consistent and appropriate to the surrounding residential areas, Council requests that Panel consider including the following statement, or words to that effect, as a condition of permit:

Unless with prior written consent from the Responsible Authority, deliveries and waste collection activities must only be conducted during the hours of 7pm to 8pm on Monday to Sunday and public

holidays and all ancillary motors or trucks should be turned off whilst making the delivery.

- 22.22. Council does not object to the proposed operating hours of 7 am to 7 pm Monday to Sunday. The proposed operating hours are consistent with comparable retail shop operating hours (Coles, Aldi, IGA and FoodWorks) in Gisborne. Council considers that the measures outlined in the proposal, together with the inclusion of permit conditions 5, 6 and 7, limit the emission of noise and are appropriate for an operating time commencing from 7 am.
- 22.23. Council was informed that discussions between the proponent and Submitter 6 resulted in an agreement to adjust the operating start time so that no commercial activity would commence prior to 8 am on Sundays or public holidays.
- 22.24. Council supports this agreement, and to ensure that the agreement is honoured, Council asks Panel to consider including the following statement, or words to that effect, as a condition of permit if appropriate:

Commercial activity associated with the development should not occur prior to 7am from Monday to Saturday and prior to 8am on Sunday and public holidays.

#### 22.25. Position

- 22.26. Council requests Panel consider the inclusion of a permit condition that stipulates the hours for deliveries and waste collection.
- 22.27. Council requests Panel consider the inclusion of a permit condition that stipulates the hours of operation (start time).

#### 23. Landscape – Vegetation

- 23.1. Summary
- 23.2. Submitter 6 objected to the proposed tree species specifically *Acacia melanoxylon, Allocasuarina verticallata, Eucalyptus melliodora, Eucalyptus ovata* and *Eucalyptus radiate* being used in landscape planting along the southern boundary due to aggressive root systems, loss of sunlight and risks to people and properties south of the site.

#### 23.3. Response

- 23.4. Following further consultation between Council, Submitter 6 and the proponent's landscape architect, Submitter 6 withdrew their opposition to the vegetation species along the southern border of the site, as alternative species were agreed upon.
- 23.5. Position
- 23.6. Council considers this issue resolved. No change is required

#### 24. Drainage – Water Storage

#### 24.1. Summary

24.2. Submitter 5 expressed concerns that the proposed development would exacerbate current flooding issues associated with the current drainage system situated on the southern side of Willowbank Road and running west from Brady Road. The specific areas are highlighted below in Figure 6.

Figure 7 Surface drainage system

Figure 2 street view - drain intake





Further, Submitter 5 questioned the relevance and function of the rainwater tank due to its holding capacity.

#### 24.3. Response

- 24.4. Council is aware of minor issues relating to the above-ground drainage system along Willowbank Road, with flooding of this system reported to be more frequent than 20% AEP, or once 1 in 5 years.
- 24.5. It was determined that condition 1(e) was not consistent with Council's standard for design of storm water drains in residential areas, which is the 20% AEP storm. To address this a storm water detention system to reduce the 5% AEP developed discharge to the 20% AEP pre-developed discharge is required.
- 24.6. As such, Council requests Panel consider the amended wording to permit condition 1(e):

The design of a storm water detention system so that the developed 5% AEP discharge from the entire site is reduced to the pre-developed 20% AEP discharge.

24.7. Further, a minor typographical error exists with Condition 14(e) and should read as follows:

The flow paths of the 1% AEP storm so that no neighbouring property is inundated.

24.8. It is also noted that a Storm Water Management Plan was not included as a permit condition. A Storm Water Management Plan is essential for Council to understand how the consulting engineer planning the storm water drainage for the site will decide how, and where, various storm water components will be placed and function at the site. As such, Council asks Panel to consider the inclusion of a permit condition that includes providing Council with a Storm Water Management Plan. The proposed wording for this condition is:

Before the development starts, a Storm Water Management Plan to the satisfaction of the responsible authority must be submitted to and approved by the responsible authority.

#### 24.9. Position

Council proposes changes to permit conditions 1(e) and 14(e) as well as the inclusion of an additional permit condition requiring a Storm Water Management Plan.

#### 25. After-Hours Security

#### 25.1. Summary

Submitter 6 was concerned with the possible noise impacts associated with after-hours use of the site and requested that access points into the site include lockable gates.

#### 25.2. Response

Following a review of any historical issues raised with Council at comparable C1Z and C2Z areas, Council's local law officers found no evidence that suggests inappropriate use at this site is likely. Further, it would be uncommon for a development at this scale to include lockable entrance areas.

#### 25.3. Position

Council does not support the inclusion of lockable gates at access points that prohibit after-hours access.

### E. CONCLUSION

#### 25.4. Summary

Council considers that the Combined Planning Scheme Amendment 153 and Planning Permit Application PLN/2022/359 when approved will deliver on its long-term strategic policy of providing a local activity centre at 101-105 Willowbank Road Gisborne. The proposed development will provide basic shopping, commercial and medical needs that will service the growing residential community in the south of Gisborne.

Council considers that the changes recommended in this submission will result in appropriate built form outcomes which are consistent with the character of the surrounding area and meet the need for local services in the growing community south of Gisborne.

#### 25.5. Position

After reviewing the submissions for Combined Planning Scheme Amendment C153 and Planning Permit Application PLN/2022/359, Council is supportive of the current proposal. However, this support is contingent upon the recommended modifications to the Permit and DDO27 as outlined in this submission. The table below summarises Council's recommended modifications.

Issue	Position
Fencing height and material	Change required.
	Minor changes to permit condition 10 to include provisions for maintenance.
Overdevelopment – building height and setback	Change required.
	Changes to wording of schedule 27 to clause 43.02 Design and Development Overlay to provide greater clarity on building height across the site.
Strategic justification	No change required.
Traffic, parking and the condition of Willowbank Road	No change required.
Condition of Permit - Condition 1(b)	No change required regarding condition 1(b).
- Condition 7	Change required regarding condition 7. Change to include the wording provided in submission by the Environment Protection Authority.

Hours of operation	Change required.
	Include new permit condition outlining the required hours for waste removal and deliveries.
	Include new permit condition to outline the required hours of operation (commencement) time.
Landscape – vegetation	No change required.
Drainage – water storage	Change required.
	Changes to permit conditions 1(e) and 14(e) as well as the inclusion of an additional permit condition requiring a Storm Water Management Plan.
After-hours security	No change required.

### F. LIST OF ATTACHMENTS

- 1. Attachment 1 MRSC Combined overshadow and line-of-sight analysis Taylors Permit
- 2. Attachment 2 MRSC Day 1 Planning Permit
- 3. Attachment 3 MRSC Gisborne-Futures-Economic-Analysis-Update-May-2023-Urban-Enterprise Attachment 3 Development plan versions L
- 4. Attachment 3 MRSC PDC Meeting minutes 16 Willowbank ODP 2006-06-14
- 5. Attachment 5 MRSC Further Traffic Analysis Traffix Group
- 6. Attachment 6 Environmental Protection Authority (EPA) publication 1826.4

## **Appendices**

## 25.6. Contained in the appendices is Council's Response to the following Planning Panel Directions:

- 12(a) An assessment of the Amendment and Permit application against:
  - 12(a)(i) The strategic planning framework; and
  - 12(a)(ii) Planning practice notes 58 and 60.
- 12(b) An assessment of the Permit application against:
  - 12(b)(i) The application requirements and decision guidelines in the C17
  - 12(b)(ii) The design requirements and decision guidelines in the DDO27.

## 26. Assessment - Strategic Framework (See Council's Part A Submission)

Strategic Planning Framework	Assessment
The Loddon Mallee South Regional Growth Plan and Plan Melbourne 2017–2050 identify the largest settlements — Gisborne and Kyneton — as becoming regional centres.  (12.2 - Part A)	The proposed Amendment and Permit assist in carrying out Gisborne's role as becoming a regional centre by providing local retail and medical services and employment opportunities to areas that have experienced increased residential growth.
Macedon Ranges Statement of Planning Policy (SoPP) - Objective 8  (7.3 - Part A)	The prosed Amendment assists in carrying out Gisborne's designated role as becoming a regional centre. The proposal incorporates environmentally sustainable design principles and architectural elements keeping with the local character.
Gisborne / New Gisborne Outline Development Plan, Gisborne Futures Project and Clause 11.01-1L (Gisborne and New Gisborne)  (8.1.8 - Part A)	The Amendment gives effect to the clear vision of both the ODP Gisborne Futures and clause 11.01-1L of the Macedon Ranges Planning Scheme by providing a local activity on the corner of Brady Road and Willowbank Road.
Clause 02.03-1 - Strategic Directions - Settlement, outlines the settlement hierarchy for the Macedon Ranges Shire and identifies that Gisborne and Kyneton will continue to be the major urban population and employment centres. (13.1 - Part A)	The proposed Amendment and Permit gives effect to this clause by providing local retail and medical services and employment opportunities to areas that have experienced increased residential growth and assisting in ensuring that growth is sustainable.
Clause 02.03-5 - Built environment and heritage - Urban design, built form and neighbourhood character. (13.2 - Part A)	The inclusion of DDO27 will ensure that any commercial development that occurs is attractive and has a positive impact on the amenity of the area.
Clause 11.01-1S - (Settlement) seeking to 'Develop sustainable communities through a settlement framework offering convenient access to jobs, services, infrastructure and community facilities.	The local activity centre will help generate employment opportunities for the local area and, facilitate walking and cycling to these services.
(13.4 - Part A)  Clause 11.03-1S – (Activity Centres) and 11.03-3S - seek to encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.  (13.6 - Part A)	The proposed Amendment and Permit will facilitate a local activity centre that meets the basic needs of the existing and future community, however activity it will not undermine the main commercial and retail centre of Gisborne.
Clause 13.05-1S - Noise management seeks to assist the management of noise effects on sensitive land uses.  (13.9 - Part A)	Conditions included in the permit ensures commercial noise is appropriately managed by the development so as not to negatively impact the surround residential areas.

Clause 13.07-1S - Land use compatibility seeks to protect community amenity, human health and safety while facilitating appropriate commercial, industrial, infrastructure or other uses with potential adverse off-site impacts. (13.10 - Part A)	The proposed amendment will facilitate a local activity centre within an established residential area that is not envisaged to create any amenity, human health and safety issues.
Clause 17.01-1S and Clause 17.01-1L - Diversified economy contains policies to generate employment including: Protect and strengthen existing and planned employment areas and plan for new employment areas. Improve access to jobs closer to where people live.	The proposed amendment is likely to strengthen and diversify the local economy by facilitating the development of a local activity centre that provide small-scale shopping opportunities that meet the needs of local residents. The Proposal encourages the creation and containment of jobs close to residential areas within the shire and further encourages investment in the surrounding area.
(13.11; 13.11.1; 13.11.2 - Part A)	

# 27. Assessment of the application against 65.01 (APPROVAL OF AN APPLICATION OR PLAN)

The matters set out in section 60 of the Act.	The proposal is consistent
Any significant effects the environment,	Yes – see
including the contamination of land, may	
have on the use or development.	Voc Council has reviewed the assessment made
The Municipal Planning Strategy and the Planning Policy Framework.	Yes, Council has reviewed the assessment made against the proposal, which is outlined in the exhibited and amended Amendment C153macr Explanatory Report. Council considers the application consistent with Council's Planning Policy.
The purpose of the zone, overlay or other provision.	Yes – The proposal is consistent with the purpose of the zone and overlay: (C1Z) To create vibrant mixed-use commercial centres for retail, office, business, entertainment and community uses. See further assessment below.  and  DD027 – see response to Assessment of the application against DD027.
Any matter required to be considered in the	Se response to C1Z below
zone, overlay or other provision.	
The orderly planning of the area.	Yes – consistent with Council's long-term strategic planning for the site.
The effect on the environment, human health and amenity of the area.	Yes – the applicant has provided a waste management plan, environmental noise assessment and a sustainability management plan.
	Council has included measures contained in the permit conditions and DDO27 to ensure any effects on the environment, human health and amenity as a result of this development are appropriately mitigated.
The proximity of the land to any public land.	Considered
Factors likely to cause or contribute to land degradation, salinity or reduce water quality.	Yes – see permit conditions regarding storm water management and the applicant's sustainability management plan.
Whether the proposed development is designed to maintain or improve the quality of stormwater within and exiting the site.	Yes – see permit conditions regarding storm water management and the applicant's sustainability management plan.

	Council has also required the inclusion of additional permit conditions for this purpose – see response to submission – Flooding
The extent and character of native vegetation and the likelihood of its destruction.	Yes – the development has provided a landscape concept plan. Council has included permit conditions to address this matter – See permit conditions
Whether native vegetation is to be or can be protected, planted or allowed to regenerate.	Yes – The development has provided a landscape concept plan which includes native vegetation varieties – currently the site is vacant of native vegetation
The degree of flood, erosion or fire hazard associated with the location of the land and the use, development or management of the land so as to minimise any such hazard.	Yes – see permit conditions regarding storm water management and the applicant's sustainability management plan.  Council has also required the inclusion of additional permit conditions for this purpose – see response to submission – Flooding
The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.	Yes – the proposal has adequate facilities to ensure loading and unloading is possible without any negative impact on amenity, traffic flow and road safety.  Council has requested the inclusion of a permit condition to ensure waste collection and deliveries occur in a satisfactory manner with regard to the matters above.
The impact the use or development will have on the current and future development and operation of the transport system.	Yes - The proponent has provided multiple traffic assessments to determine the level of impact on the site and broader road network. Council consider the impact to be acceptable.

## 28. Assessment of the Amendment and permit application against Planning Practice Note 58: Structure planning for activity centres (PPN58)

Council submits that the Amendment and permit application have been prepared in accordance with PPN58, to the extent that it is relevant. PPN58 outlines the purpose of activity centre structure planning and guidance on methodology.

PPN58 notes that "structure planning will not usually be required for neighbourhood activity centres", and that each activity centre should be planned for within its context "as part of a network that maximises choice in services, retail, housing, employment and social interaction... within the context of a broader municipal and regional understanding of activity centres" (PPN58, p. 2).

Accordingly, a structure plan has not been prepared for the proposed LAC. Rather, as described in Council's Part A submission the proposed LAC implements long-standing activity centre planning policy for Gisborne, as described in the Gisborne ODP (2006), and subsequently included in the Macedon Ranges Planning Scheme at 11.01-1L (Settlement - Gisborne (including New Gisborne)).

Relevant strategies identify the need for LACs and other mixed-use areas in Gisborne and New Gisborne to complement the role of the Gisborne town centre as the primary location for higher-order shopping, civic functions, education and community service

uses. This approach is confirmed and expanded upon in the draft Gisborne Structure Plan currently in progress.

The proposed LAC provides for neighbourhood level service, employment and convenience retail uses at a scale appropriate to the surrounding residential precinct, consistent with this policy.

29. Assessment of the Amendment and permit application against Planning Practice Note 60: Height and setback controls for activity centres (PPN60)

The Amendment and permit application have been prepared in accordance with PPN60, which provides guidance on the preferred approach to the application of height and setback controls in activity centres.

As per PPN58, PPN60 notes that detailed structure planning may not be necessary for smaller activity centres such as LACs, but that a 'comprehensive built form analysis' should be undertaken to provide justification for proposed built form controls.

Council's Part A submission provides an overview of how the proposed built form controls were developed (Section 14.7), noting that the permit application was assessed against urban design considerations with the proposed DDO schedule developed to provide appropriate guidance and flexibility for any future development of the site.

While this process did not strictly align to the methodology of the comprehensive built form analysis as set out in PPN60, the proposed DDO27 achieves similar outcomes, by:

- Supporting a degree of change to occur on the site having regard to its location within a
  residential neighbourhood, with provisions included to ensure that any development
  provides for a high quality interface to the two street frontages as well as a transition to
  adjacent residential uses.
- Avoiding amenity impacts to surrounding uses by encouraging built form at the street edge with car parking located to the side or rear.
- Including guidance on
  - o How development should address the public realm both internal and external to the site.
  - Appropriate height and setbacks having regard to the role and function of a LAC as well as its context within a residential precinct.

PPN60 identifies that the preferred approach is to apply discretionary height and setback controls, together with design objectives and guidelines to support decision-making. Accordingly, the proposed DDO27 adopts a performance-based approach, and provides flexible guidance to achieve an outcome appropriate to the site context:

- The design requirements at section 2.0 include that "buildings should have zero setbacks at the street edge and a maximum wall height of 11 metre [sic] at the street".
- The draft schedule includes scope to vary this requirement provided that a development proposal for the site meets the design objectives, including for "a low-rise local activity centre that provides a transition in scale to the adjacent residential areas" which supports active and attractive frontages to Willowbank and Brady Roads.

### 30. Assessment of the application against C1Z Decisions Guidelines - Building and Works

	C12 Decisions Guidelines - Building and Works
The movement of pedestrians and cyclists, and	Yes- Council has considered the Traffic Report and
vehicles providing for supplies, waste removal,	Waste Management Plan provided by the proponent
emergency services and public transport.	and prepared by Traffix Group.
The provision of car parking.	Yes - Car parking provisions must meet the
	requirements of the neighbourhood activity centre. The
	application to reduce car parking provision from 61 to
	57 spaces was assessed in line with Clause 52.06 -7.
	See section response to submission – Parking.
The streetscape, including the conservation of	Yes - The proposal provides an active frontage to
buildings, the design of verandahs, access from	Willowbank and Brady Road. This is discussed further
the street front, protecting active frontages to	in Council's assessment of the Permit against DDO27.
pedestrian areas, the treatment of the fronts and	
backs of buildings and their appurtenances,	The rear of the buildings have been designed away
illumination of buildings or their immediate	from the public realm where possible and treated with
spaces and the landscaping of land adjoining a	material variation to break up the presentation of any
road.	blank wall.
	Landscaping has been provided throughout to soften
	the development.
The storage of rubbish and materials for	Yes – the proposal provides waste rooms for a private
recycling.	waste collection arrangement and a Waste
	Management Plan has been provided.
Defining the responsibility for the maintenance	All common areas will be part of a future Owners
of buildings, landscaping and paved areas.	Corporation for the neighbourhood activity centre.
Consideration of the overlooking and	Given the positioning of the development that is well
overshadowing as a result of building or works	separated from the abutting residential properties, the
affecting adjoining land in a General Residential	proposal is not considered to have any overlooking or
Zone, Neighbourhood Residential Zone,	overshadowing impacts.
Residential Growth Zone or Township Zone.	
The impact of overshadowing on existing	The development will have no overshadowing impacts
rooftop solar energy systems on dwellings on	on the adjoining properties nor their solar panels.
adjoining lots in a General Residential Zone,	
Mixed Use Zone, Neighbourhood Residential	
Zone, Residential Growth Zone or Township	
Zone.	The leader work 20 have a first to the
The availability of and connection to services.	The development will be connected to services.
The design of buildings to provide for solar	The development faces north and maximises solar
access.	access.
The objectives, standards and decision	In response to the neighbouring residential properties,
guidelines of Clause 54 and Clause 55. This	the proposed development is fully compliant in relation
does not apply to an apartment development.	to setbacks, building heights, overshadowing and
	overlooking etc.

## 31. Assessment of the application against Design Requirements of DDO27

DDO Requirement	Application response
To provide for a low-rise local activity centre that provides a transition in scale to the adjacent residential areas.	The application provides for an activity centre that includes spaces that can accommodate a shop and cafe that will provide a focus point for the community and walkable access to convenience retail and local meeting places for the surrounding community.
	Commercial 1 Zoning will permit for development of these premises that would otherwise be prohibited or require a planning permit for use under the GRZ.
	The proposed building is between 9 and 9.5 metres high. The scale and form is complementary to the existing child care centre and the proposed aged care facility on the northern side of Willowbank Road. Single storey ground floor extensions to the east and west provide a transition to adjacent single storey residential development with upper levels and taller building elements concentrated in the middle of the site.
	The proposal does not have any overlooking or overshadowing issues to adjacent properties.
	A zero setback to the property line reflects the commercial nature of the proposal and allows for efficient use of the site while meeting floor space and car parking requirements.
To create an active frontage and high-quality built form outcome that uses contemporary materials, forms and finishes to Willowbank and	Approximately two thirds of the Willowbank Road frontage is activated through full height glazing to café spaces and the mini mart entrance atrium.
Brady Roads.	Timber cladding to 1.2m high on north elevation of the medical centre that comprises the remaining third of the frontage provides opportunity for visual connection into the building and passive surveillance while also providing a degree of privacy for internal users.
	The buildings have been designed to address the street frontages and the rear car parks. It is difficult to avoid blank walls on all facades and where possible these have been locate to the rear. The Brady Road wall has been articulated through window openings and a short landscape setback that will allow for climber planting to further soften the wall.
	The contemporary material palette, gable form and high level of glazing will be complementary to the emerging character of the area.

To support development that provides high-The proposed development provides a 2.1m setback quality streetscapes that prioritises safety, that extends the width of the footpath the corner of pedestrian access, active transport and public Brady Road with an internal plaza that provide weather gathering spaces. protection for public gathering. Passive surveillance through glazing to these spaces, and activation encouraged through outdoor seating and public thoroughfares will enhance perceptions of safety. Active transport is accommodated through bike parking. Awnings and weather protection are provided to the café frontages on Willowbank Road, providing pedestrian amenity and shelter to outdoor gathering spaces. Ideally, a building with a zero setback to the street should have a streetscape that is designed to enhance the commercial purposes. Currently there is no proposed alteration to the residential verge or existing concrete footpath. Ideally a 'high quality' response would include extension of the streetscape to the road edge with materials that are contiguous, and landscaping and street furniture to provide further pedestrian amenity. A Sustainability Management Plan (SMP) has been To support environmentally sustainable development with hard and soft landscaping and prepared by Sustainable Development Consultants. water sensitive urban design measures There are a range of sustainability initiatives that are throughout the site. proposed to be implemented through its design, construction and operation. The report considers that the proposed commercial development will meet best practice requirements through the initiatives outlined in this report including the use of energy efficient systems, solar panels, rainwater tank(s) and the use of low to zero VOC content materials, as well as reduced environmental impacts during the construction stage. **Building siting** Buildings should have zero setbacks at the Buildings have a zero setback to the street. street edge and a maximum wall height of 11 The building is recessed by 2.1m at the corner of Brady metre at the street. Road to allow space for streetscape activation (wider footpaths to support street activity and/or outdoor dining). At its highest point the building is 9.5m high which is under the 11m building height.

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Buildings should be located and arranged to allow daylight and sunlight access to key public spaces and key pedestrian street spaces.	The plaza spaces within the development are located on the northern edge to maximise solar access.
	The plaza will provide daylight to internal access ways, including by providing a link between the car park and Willowbank Road.
	The development is oriented towards Willowbank Road as the 'key pedestrian street' and solar access to this is maintained.
	There will be some overshadowing to Brady Road due to the location of development along this edge. However, as it is considered to be the secondary access street, this is less critical than providing solar access to the north.
Buildings must address the street and corner location with car parking located to the rear, side	Car parking is located to the side and rear of the development.
or underneath the development.	The primary facades are oriented to Willowbank Road and the corner location is addressed through a wider streetscape and entry point to internal areas.
Building design	
Buildings should:	
Prioritise pedestrian access, including a small plaza area or 'gathering point' for public use.	Multiple footpath entry point are provided, including separation from vehicle access from Willowbank and Brady Roads, through the centre of the site via the 'atrium' and through a more 'pedestrian focussed' streetscape along Willowbank Road, adjacent to the proposed café sites.
	An internal plaza is provided that allows for outdoor dining and bench seats that provide 'pause points' for amenity and activation.
Provide for building scale, forms, materials and finishes that respects the existing character of the area.	The buildings have been designed to 'step down' at the edges and provide a transition in heights to adjacent residential development.
	The materials selection and form of the development is contemporary and will be complementary to both the style and character of the existing child care and approved/proposed aged care facility to the north.
Locate pedestrian entries that are accessible from the street or public use plaza/gathering point.	Multiple footpath entry points are provided from the street, including from Willowbank and Brady Roads, through the centre of the site via the 'atrium' and through a more 'pedestrian focussed' streetscape along Willowbank Road, adjacent to the proposed café sites.

Provide lighting for a safe night-time environment that is kept to a pedestrian scale and avoids light spill into the surrounding residential areas.	Condition of permit to be assessed at detailed design stage.
Place the windows of buildings to overlook the streets.	Windows are provided along Willowbank and Brady Roads, to the internal atrium and along part of rear façade to the car park. Additionally, higher glazing will provide surveillance from upper levels.
Locate any residential development above ground level to complement the site being commercial.	No residential development is proposed.
Access	
Locate car parks to the rear, side or underneath of the buildings they serve.	Car parking is located to the rear and side of the development.
Position pedestrian paths through car park areas to align with building entries and public spaces.	Pedestrian paths from car parks are aligned to the plaza entry point which provides access to the medical centre and shops/mini mart.
Public realm and landscaping	
Locate seating to provide users with an interesting outlook and opportunities for passive surveillance.	Seating is provided to edges of planters in the atriums and is oriented to overlook the atrium, entrance points to shops and medical centre and obliquely towards the car park.
	Outdoor dining spaces on Willowbank Road capture views to the Macedon Ranges in the north and overlook the key pedestrian street.
Use resilient and high-quality materials that are easily cleaned, maintained and repaired or recycled.	Condition of permit to be assessed at detailed design stage.
Position trees to provide summer shade and shelter and protect from strong winds.	Trees have been provided to the car park which will provide shade and amenity. A landscape plan as a condition of permit will provide further detail on street tree planting.
Ensure lighting supports night-time social and recreational activity, amenity and safety in the public realm.	Condition of permit to be assessed at detailed design stage.
Use lighting types that minimise distortion and glare, and maximise colour recognition of objects and surfaces.	Condition of permit to be assessed at detailed design stage.
Provide shade to parking spaces and pedestrian paths.	Trees have been provided to the car park which will provide shade and amenity. A landscape plan as a condition of permit will provide further detail on street tree planting.

Provide landscaped planter bays and islands throughout car parks to break up any large expanses of paved parking.	Trees have been provided to the car park which will provide shade and amenity.
Signs	
<ul> <li>Large format signage, billboards or buildings covered in branded colours or text should be avoided.</li> </ul>	Proposed signage is moderate in scale, integrated into the building and reserved for building identification only.
Signage must not dominate or intrude upon the character and visual amenity of the area.	
Signs should be integrated into the design of the buildings and should not visually dominate the building.	
<ul> <li>Signs located on the roof top, and fascia- mounted signs that project above the fascia of the verandah are discouraged.</li> </ul>	
Any signage illumination must not cast unreasonable light spill onto the adjoining road and neighbouring properties.	

End