



**Macedon
Ranges**
Shire Council

ATTACHMENTS

**Council Meeting
Under Separate Cover**

Wednesday 28 February 2024

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**Planning
Panels
Victoria**

Macedon Ranges Planning Scheme Amendment C153macr
Permit Application PLN/2022/359
Willowbank Road Local Activity Centre

Panel Report

Planning and Environment Act 1987

8 December 2023



How will this report be used?

This is a brief description of how this report will be used for the benefit of people unfamiliar with the planning system. If you have concerns about a specific issue you should seek independent advice.

The planning authority must consider this report before deciding whether or not to adopt the Amendment.

[section 27(1) of the *Planning and Environment Act 1987* (the PE Act)]

For the Amendment to proceed, it must be adopted by the planning authority and then sent to the Minister for Planning for approval.

The planning authority may also recommend to the Minister that a permit that applies to the adopted Amendment be granted. The Minister may grant or refuse the permit subject to certain restrictions. [sections 96G and 96I of the PE Act]

The planning authority is not obliged to follow the recommendations of the Panel, but it must give its reasons if it does not follow the recommendations. [section 31 (1) of the PE Act, and section 9 of the *Planning and Environment Regulations 2015*]

If approved by the Minister for Planning a formal change will be made to the planning scheme. Notice of approval of the Amendment will be published in the Government Gazette. [section 37 of the PE Act]

Planning Panels Victoria acknowledges the Wurundjeri Woi Wurrung People as the traditional custodians of the land on which our office is located. We pay our respects to their Elders past and present.

Planning and Environment Act 1987

Panel Report pursuant to section 25 of the PE Act

Macedon Ranges Planning Scheme Amendment C153

Permit Application PLN/2022/359

Willowbank Road Local Activity Centre

8 December 2023



Sarah Carlisle, Chair

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Glossary and abbreviations

AEP	Annual Exceedance Probability
ARI	Average Recurrence Interval
C1Z	Commercial 1 Zone
Council	Macedon Ranges Shire Council
DDO27	Design and Development Overlay Schedule 27
DELWP	Department of Environment, Land, Water and Planning (former)
EPA	Environment Protection Authority
EP Act	<i>Environment Protection Act 2017</i>
GED	General Environmental Duty
Gisborne ODP	Gisborne/New Gisborne Outline Development Plan 2006, updated in 2009
GRZ1	General Residential Zone Schedule 1
Noise Protocol	EPA Publication 1826.4 <i>Noise limit and assessment protocol for the control of noise from commercial, industrial and trade premises and entertainment venues</i> , May 2021
PE Act	<i>Planning and Environment Act 1987</i>
Planning Scheme	Macedon Ranges Planning Scheme
PPN	Planning Practice Note
site	101-105 Willowbank Road, Gisborne

Macedon Ranges Planning Scheme Amendment C153macr and Permit Application PLN/2022/359
Panel Report | 8 December 2023

Overview

Amendment summary	
The Amendment and permit	Macedon Ranges Planning Scheme Amendment C153macr and Permit Application PLN/2022/359
Common name	Willowbank Road Local Activity Centre
Brief description	<p>Amendment</p> <ul style="list-style-type: none"> - Rezone the land from General Residential Zone to Commercial 1 Zone - Apply Design and Development Overlay Schedule 27 - Vary the restrictive covenant applying to the land <p>Permit</p> <ul style="list-style-type: none"> - Buildings and works to construct a small supermarket, medical centre, office and food and drink premises (two cafes) - Reduction in the number of carparking spaces from 61 to 57 spaces
Site	101-105 Willowbank Road, Gisborne as well as land within part of the road reserves of Willowbank Road and Brady Road
Proponent	Taylor's Development Strategists for Brady Road Investments Pty Ltd
Planning Authority	Macedon Ranges Shire Council
Authorisation	12 April 2023, with conditions (mainly related to drafting matters, resolved before exhibition)
Exhibition	8 May to 13 June 2023
Submissions	Number of Submissions: 15 Opposed: 9 Withdrawn: 1

Panel process	
The Panel	Sarah Carlisle, Chair
Directions Hearing	Online, 4 October 2023
Panel Hearing	Planning Panels Victoria, 27 November 2023
Site inspections	Unaccompanied, 15 November 2023
Parties to the Hearing	<p>Council represented by Daniel Hall, Leanne Khan and Harry Rehal</p> <p>Proponent represented by Matthew Law of Taylor's Development Strategists, with the following expert evidence:</p> <ul style="list-style-type: none"> - Traffic from Jason Stone of Traffix Group - Economics from Julian Szafraniec of SGS Economics and Planning (not called)
Citation	Macedon Ranges PSA C153macr [2023] PPV
Date of this report	8 December 2023

Executive summary

Gisborne is one of two townships in the Macedon Ranges identified to accommodate the Shire's future growth (the other being Kyneton). The southern part of Gisborne has seen significant residential growth in recent years, with more development recently approved or underway.

Gisborne's only commercial facilities are located in the town centre, which is not within walking distance for the majority of people living in the southern parts of Gisborne. These residents do not currently have convenient access to local commercial and medical services to fulfil their daily convenience needs.

For some time, the Planning Policy Framework has identified the land at 101-105 Willowbank Road (the site) as the location of a future local activity centre. Amendment C153macr and permit application PLN/2022/359 seek to facilitate the use and development of the site for a centre consisting of a small supermarket, a medical centre, two cafes and some commercial space.

Council exhibited the Amendment and permit application in May and June 2023. It received 15 submissions, 9 of which opposed the proposal and one of which was withdrawn. Key issues raised in objecting submissions included:

- strategic justification
- overdevelopment, including height
- height and material of the proposed acoustic fence along the southern and western boundaries of the site
- traffic and parking issues, including the condition of Willowbank Road
- the appropriateness of the proposed landscaping and vegetation
- drainage and water storage issues
- the proposed hours of operation
- after hours security.

The Panel acknowledges the proactive and collaborative approach of both the Proponent and Council, resulting in some of the issues raised in submissions being resolved by the time the matter came before the Panel. Others, including the strategic justification for the proposal, remained outstanding.

Several submitters questioned the need for the proposed local activity centre, submitting it was not needed, or that there are other better locations in south Gisborne for a local activity centre. These are not the questions the Panel must consider. Rather, the questions are:

- whether the proposal is consistent with the applicable strategic policy directions
- whether the location is appropriate
- whether the proposal can deliver acceptable planning outcomes.

For the reasons set out in this report, the Panel concludes these questions can all be answered in the affirmative. The proposal is highly consistent with the key strategic policy directions for the site and for Gisborne more broadly. It is strategically justified and should proceed, subject to addressing several matters of detail.

In terms of built form, the Panel considers that the height and setbacks of the proposed development are appropriate and responsive to the site's residential setting. They provide for active street frontages along Willowbank and Brady Roads, and a transition in built form intensity

towards the directly adjacent residential properties. The proposed acoustic fence is appropriate to the setting, and fit for purpose in terms of enabling the proposed development to meet the applicable noise limits.

The proposed development will deliver acceptable outcomes in terms of traffic and parking. The access arrangements into the site (with two access points, one off Willowbank Road and one of Brady Road) will help spread development traffic more evenly across the road network. There is no need for the development to upgrade Willowbank Road or the intersection with Brady Road. Council's proposal to restrict right turn exits from the site onto Brady Road is not justified given the likely traffic volumes or the configuration of the site's Brady Road exit in relation to other surrounding developments.

Subject to careful species selections, the landscaping proposed for the site is appropriate, and will help soften the built form and add greenery to the street in a way that will not conflict with the function of the buildings or maintaining good sightlines for traffic and pedestrians. The landscaping meets the objectives of the policy framework to provide attractive commercial development that contributes to the landscape character of the township and positively impacts the amenity of the local area.

Drainage issues remained unresolved, with Council proposing changes to the drainage conditions on the permit just before the Hearing started. The Panel has carefully considered the proposed drainage conditions, including the late changes proposed by Council, and has found that while most are supported, some adjustments are required. In particular, the Panel was not persuaded that Council's proposal to set performance requirements for stormwater discharges from the site based on a 5 percent Annual Exceedance Probability event was justified. The requirements should be based on a 10 percent Annual Exceedance Probability event, as proposed in the exhibited draft permit conditions.

The Panel has reviewed the drafting of the proposed Design and Development Overlay Schedule 27 and the draft permit conditions, and considers that subject to minor adjustments, both are well drafted and suitable to ensure the proposal will deliver acceptable planning outcomes and a net community benefit.

Consolidated recommendations

Based on the reasons set out in this Report, the Panel recommends:

1. **Macedon Ranges Planning Scheme Amendment C153macr be adopted as exhibited, subject to amending the Design and Development Overlay Schedule 27 as follows:**
 - a) **amend Clause 2.0 by replacing the first dot point under the heading 'Building siting' with the following:**

Buildings should have a maximum height of 11 metres (as measured from natural ground level at the street edge), and zero setback to the street edge.
 - b) **delete Clause 6.0 as its content is already covered by the parent clause (Clause 43.02-6).**
2. **Planning permit PLN/2022/359 be issued to allow the development of the land for a small supermarket, medical centre, office and food and drink premises and a reduction in parking, with the changes shown in Appendix D:**
 - a) **delete exhibited conditions 1(a) and 1(b) that seek to restrict right turn exits from the Brady Road access point**

- b) delete exhibited condition 1(d) that requires the development plans to be amended to show the location of a future pedestrian crossing
- c) amend exhibited condition 1(e) (renumbered to condition 1(c)(ii) in Appendix D) to refer to a post-development discharge rate in a 10 percent AEP storm, rather than a 5 percent AEP storm
- d) amend exhibited condition 7 (renumbered to condition 8 in Appendix D) to refer to the Noise Protocol rather than the superseded State Environmental Protection Policy N-1
- e) amend exhibited condition 10 (also condition 10 in Appendix D) to require the acoustic fence to be installed and maintained to the satisfaction of the responsible authority
- f) insert a new condition 11 requiring a further noise assessment once detailed design is completed
- g) insert a new condition 12 restricting opening hours of the supermarket to between 7am and 8pm Monday to Saturday and between 8am and 8pm Sunday and public holidays
- h) insert a new condition 13 limiting delivery and waste collection to between 7pm and 8pm
- i) amend exhibited condition 14(e) (renumbered to condition 16(d) in Appendix D) to refer to a 1 percent AEP storm, rather than a 1 in 10 year ARI storm
- j) insert a new condition 15 requiring a Stormwater Management Plan
- k) minor formatting and drafting changes to meet the best practice guidance in *Writing Planning Permits*, Department of Environment, Land, Water and Planning, May 2023.

1 Introduction

1.1 The Amendment

(i) Amendment description

The purpose of the Amendment is to rezone the land at 101-105 Willowbank Road, Gisborne (the site) from General Residential Zone Schedule 1 (GRZ1) to Commercial 1 Zone (C1Z) to facilitate its use and development for a local activity centre.

Specifically, the Amendment proposes to:

- rezone the land from GRZ1 to C1Z
- amend the C1Z Schedule to insert floor area caps for the site above which a permit will be required:
 - 500 square metres for shop
 - 1,000 square metres for office
- apply Design and Development Overlay Schedule 27 (DDO27) outlining design objectives, built form controls and decision guidelines for development on the site
- amend the schedule to Clause 52.02 (Easements, restrictions and reserves) to vary the restrictive covenant applying to the site to allow:
 - fencing other than post and wire fencing
 - construction of a building with a height of greater than 9 metres and two stories.

(ii) The permit application

Permit Application PLN/2022/359 seeks approval for:

- buildings and works to construct a small supermarket (the plans indicate 370 square metres), medical centre (452 square metres), office (380 square metres) and food and drink premises (two cafes at 85 square metres each)
- a reduction in the number of carparking spaces from 61 to 57 spaces.

(iii) The site

The site and its context are shown in Figure 1.

Figure 1 Site and context



Source: Council Part A submission

The site is 3,547 square metres with a slight slope down from south to north, and from east to west. The site is around 1.5 kilometres (2 kilometres along the main road thoroughfare) from the Gisborne commercial town centre.

(iv) The proposed development

Two buildings are proposed. Building A is proposed to be two storeys (just over 9.5 metres at the highest point of the roof pitch), housing the medical centre on the ground floor and commercial space on the first floor. Building B is proposed to be single storey (just over 8.3 metres at the highest point), housing the small supermarket and the two cafes, with a small mezzanine office area at the back of the building. See Figure 2 and Figure 3 below.

Other key features include:

- a 2.4 metre high timber paling acoustically rated fence along the western and southern boundaries (these boundaries have direct residential abutments)
- carparking areas on the south and west sides, providing separation between the built form and the adjacent residences
- a pedestrian entry and plaza between the two buildings, entered from Willowbank Road
- landscaping in the carpark, pedestrian plaza and along the building frontages.

Figure 2 Proposed development – ground floor level



Source: Exhibited development plans (Document 8(h))

Figure 3 Proposed development – first floor level



Source: Exhibited development plans (Document 8(h))

(v) The surrounding area

Adjacent to the site is:

- a childcare and osteopathy clinic to the east (on the opposite side of Brady Road)
- a physiotherapy clinic and single storey residential properties to the south (directly adjacent)
- a single storey residential property to the west (directly adjacent).

The site is surrounded by residentially zoned land (GRZ1), with predominantly single storey residential properties:

- largely developed standard residential densities are to the east, south and west
- larger lots of around 1,200 square metres are to the north (the Fersfield Road development area), which will be redeveloped over time for standard residential density development (Development Plan Overlays are already in place)
- a large parcel of land at 75 Willowbank Road to the east has recently been approved for 49 standard residential density lots and open space, but is not yet developed
- the Willows Estate further to the east has been approved and is substantially developed for standard residential density lots and open space.

Council has issued permits for two residential aged care facilities in the vicinity:

- PLN/2020/514 was approved in September 2023 for 110 – 112 Willowbank Road, diagonally opposite the site in the Fersfield Road development area. The plans submitted for endorsement show a retirement village with:
 - 35 single story self-contained units with two bedrooms each
 - a two storey building containing 75 higher care beds
 - a single story community centre building.
- PLN/2021/546 was approved in January 2023 for 159 Willowbank Road. The endorsed plans show a large single storey building with 90 single-bed rooms, several internal courtyards and associated facilities such as kitchen, laundry and staff rooms.

1.2 Post-exhibition changes

Council proposed post-exhibition changes following review of submissions, advice received from the Environment Protection Authority (EPA) and the gazettal of Macedon Ranges Planning Scheme Amendment C150macr, which updated the Planning Scheme to the new format policy framework.

The changes (which were accepted by the Proponent) included:

- changes to the Explanatory Report for the Amendment, to reflect the updates to the Planning Scheme introduced by Amendment C150macr
- changes to the proposed conditions for Permit PLN/2022/359:
 - updating references to the applicable noise standards in exhibited condition 7, on advice from the EPA
 - updating exhibited condition 10 to ensure the acoustic fence is installed and maintained, in response to submissions.

The Panel has reviewed Council's proposed post-exhibition changes to the Explanatory Report (Document 8(i)), and supports them.

Council also produced a 'Day 1' version of the planning permit (Document 11(b)) and DDO27 (Document 11(c)) with its Part B submission. These changes are discussed in the issue specific chapters of this report.

1.3 Key issues

Key issues raised in objecting submissions were:

- strategic justification
- overdevelopment, including height
- height and material of the proposed acoustic fence
- traffic and parking issues, including the condition of Willowbank Road
- the appropriateness of the proposed landscaping and vegetation
- drainage issues
- the proposed hours of operation
- after hours security.

Submissions in support of the proposal generally provided reasons grouped into the following themes:

- strategic need – servicing the retail and medical needs of the growing residential areas in the south of Gisborne

- strategic justification – the proposal is consistent with long term Council planning policy for the site
- traffic – the proposal will reduce traffic and parking congestion in Gisborne’s central commercial areas by providing alternative options for residents in south Gisborne
- acoustic fence – support for the acoustic fence to protect adjacent residents from noise (one submitter noted the acoustic fence would also provide additional protection from visual impacts and extra security to the adjacent residential properties).

1.4 The Panel’s approach

The Panel has assessed the Amendment against the principles of net community benefit and sustainable development, as set out in Clause 71.02-3 (Integrated decision making) of the Planning Scheme.

The Panel considered all written submissions made in response to the exhibition of the Amendment, observations from its site visit, and submissions, evidence and other material presented to it during the Hearing. All submissions and materials have been considered by the Panel in reaching its conclusions, regardless of whether they are specifically mentioned in the Report.

This Report deals with the issues under the following headings:

- Strategic issues
- Built form
- Traffic and parking
- Other issues
- Drafting issues.

2 Strategic issues

2.1 Planning context

This chapter identifies planning context relevant to the Amendment. Appendix C highlights key imperatives of relevant provisions and policies.

Table 1 Planning context

	Relevant references
Victorian planning objectives	- Section 4 of the PE Act
Municipal Planning Strategy	- Clause 02.03-1 (Strategic Directions – Settlement) - Clause 02.03-5 (Built environment and heritage – Urban design, built form and neighbourhood character)
Planning Policy Framework	- Clause 11 (Settlement), specifically Clauses 11.01-1L (Gisborne and New Gisborne), 11.03-1S (Activity centres), 11.03-3S (Peri-urban areas) and 11.03-6S (Regional and local places) - Clause 13.05-1S (Noise management) - Clause 15.01-1S (Urban Design) - Clause 17.01-1S (Diversified economy) - Clause 17.02-1S (Commercial)
Other planning strategies and policies	- Plan Melbourne Direction 7.1 Policy 7.1.2 - Loddon Mallee South Regional Growth Plan - Macedon Ranges Statement of Planning Policy - Gisborne Outline Development Plan (Gisborne ODP) - Gisborne Futures Structure Plan Aug 2023 (draft)
Planning scheme provisions	- Commercial 1 Zone - General Residential Zone Schedule 1 - Design and Development Overlay Schedule 27
Planning scheme amendments	- Macedon Ranges Amendment C150 (new format Planning Policy Framework)
Ministerial directions	- Ministerial Direction 11 (Strategic Assessment of Amendments)
Planning practice notes	- Planning Practice Note 22: Using the carparking provisions - Planning Practice Note 46: Strategic Assessment Guidelines - Planning Practice Note 58: Structure planning for activity centres - Planning Practice Note 60: Height and setback controls for activity centres - Planning Practice Note 96: Planning considerations for reflected sunlight glare

2.2 Strategic justification

(i) Evidence and submissions

Council submitted a local activity centre at this location:

... represents a good planning outcome by providing local convenience and community services for an area of Gisborne that has experienced significant residential growth.

It submitted a local activity centre is supported by long term strategic planning policy for the area, dating back to 2006 with the Development Plan for the original subdivision which created the site lot (Document 2(b)). It has been contemplated since 2009 in the current strategic planning for the area (the Gisborne ODP, Document 8(c)), and remains part of the strategic planning proposed for the area going forward, in the draft Gisborne Futures Structure Plan 2023 and the economic analysis underpinning it (Document 8(b)).

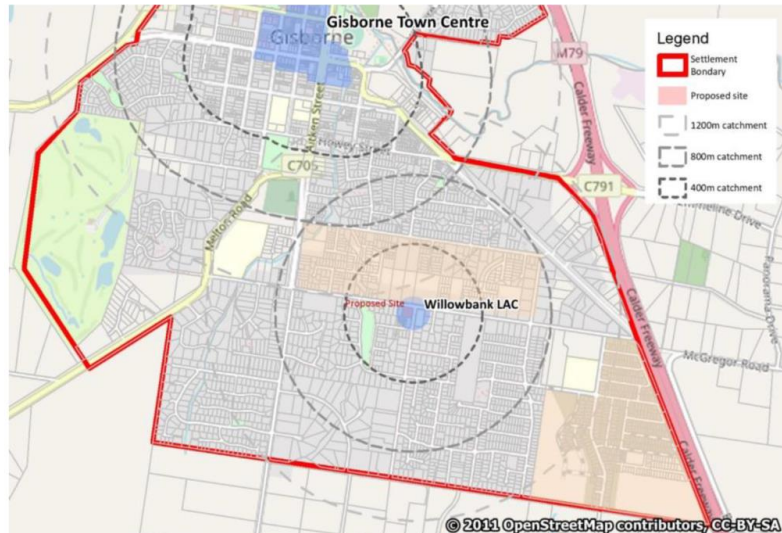
The Proponent tabled an economic assessment of the proposal prepared by Mr Szafraniec of SGS Economics and Planning (Document 10).¹ Mr Szafraniec noted the site is identified for a local activity centre in the draft Gisborne Futures Structure Plan, which was supported by the Gisborne Futures – Economic Analysis background report dated 22 May 2023.

Mr Szafraniec analysed the walkable catchments of the proposed centre and the main town centre (see Figure 4). He noted:

- Gisborne residents must currently go to the main town centre for their retail, hospitality and most other service needs
- based on 2021 census data, there are around 5,000 residents in southern Gisborne that fall outside the 800 metre (10 minute) walkable catchment of the town centre
- this number will increase once the two aged care facilities and the Fersfield Road and Willows Estate development areas are developed
- the proposal would largely address this walkability catchment gap in southern Gisborne, providing *“walkable access to local retail, hospitality and medical services for a significant portion of the population currently outside the Gisborne town centre walkable catchment”*.

¹ The Proponent relied on Mr Szafraniec’s written evidence. It did not call Mr Szafraniec at the Hearing.

Figure 4 Walkable catchments of the proposed local activity centre and the Gisborne Town Centre



Source: Figure 3 in Mr Szafraniec's expert witness report (D10)

Mr Szafraniec noted there are no medical centres or hospitals within the local walkable catchment. The proposed development would provide walkable access to a medical centre for surrounding residents, addressing a current gap. He considered the medical centre would be supported by the existing physiotherapy and osteopathy clinics which "*could enable more a more unified and holistic local health care offer*", particularly beneficial for residents of the two future aged care facilities.

Mr Szafraniec undertook an analysis of the current and future population and demographics of Gisborne. The catchment of the proposed centre (800 to 1,000 metres) currently contains a population of 3,800 residents, anticipated to almost double in 15 years to 6,200. Based on the population in the catchment, Mr Szafraniec estimated the local retail expenditure and retail floorspace demand that would be supportable at the site (for the supermarket and the cafes). He concluded:

- the supermarket could be expected to capture up to 25 per cent of local grocery or supermarket expenditure, and 10 per cent of hospitality expenditure for the cafes
- based on these estimates, there is local demand for retail development of around 940 square metres by 2036
- in terms of the proposed supermarket:
 - there is current demand for around 450 square metres of grocery or supermarket floorspace, growing to 740 square metres by 2036
 - the fact that the proposed supermarket (at 370 square metres) is below the current demand is not problematic, as the additional demand would likely be diverted back to existing businesses within the main town centre and other locations as currently occurs
 - the proposed supermarket is unlikely to significantly impact any existing groceries or supermarkets within main town centre as it will be easily supported by its local catchment demand and future growth
- the same generally applies to the cafes, which will also provide a local meeting point for the community.

He concluded:

Combined with the accessibility [walkable catchment] assessment, I believe this retail demand analysis suggests that the retail component of the Amendment is appropriate and is needed by the surrounding community.

Mr Szafraniec undertook a similar demand analysis for the commercial floorspace in the proposed development, based on current and projected population, job numbers and commercial floorspace requirements per job, as well as a review of existing commercial floorspace vacancies in Gisborne. He concluded:

This analysis suggests there is sufficient local demand for a range of commercial uses that could locate at the proposed site. It is recommended that this space remain flexible to [suit a] range of non-retail/commercial uses including shared office space, community and even health services (i.e. gym or pilates studio).

Some submitters questioned whether there was a need for a local activity centre at this location in Gisborne, submitting that Gisborne already has sufficient supermarkets to service local needs. Others suggested that the Willows Estate would be a better location.

(ii) Discussion

The key policy directions applicable to the proposed Amendment and permit can be summarised as follows, with more detail provided in Appendix C:

- Gisborne (along with Kyneton) will continue to be the major urban population and employment centres in the Shire, where population growth is encouraged.
- Residents should have convenient access to jobs, services, infrastructure and community facilities, preferably within walking distance.
- Retail, commercial and community services should be located in activity centres that are highly accessible to the community, in locations close to where people live.
- Job containment within the Shire is strongly encouraged.
- New convenience shopping facilities that provide for the needs of the local population should be provided in new residential areas and within, or immediately adjacent to, existing commercial centres.

The location has been earmarked for a local activity centre in the strategic framework for south Gisborne for many years. The proposal is highly consistent with the key strategic policy directions outlined above. The Panel considers the proposal is, on its face, strategically justified.

The Panel is satisfied on the basis of Mr Szafraniec's assessment that the proposal:

- fulfils a local need for convenience retail, hospitality and medical services within walking distance for current and future residents of this part of southern Gisborne
- will not compete with or undermine the viability of commercial activity in the main town centre.

That said, it is not necessary to demonstrate a need for a development proposal in order to establish it is strategically justified. Nor is it necessary to demonstrate whether it is in the best location. Rather, the questions are:

- whether the proposal is consistent with the strategic policy directions
- whether the location is appropriate
- whether the proposal can deliver acceptable planning outcomes.

For the reasons stated above and in the following chapters, the Panel concludes these questions can all be answered in the affirmative.

2.3 Conclusions and recommendations

For the reasons set out above and in the following chapters in this report, the Panel concludes the Amendment and proposed permit are supported by the relevant parts of the Planning Policy Framework, and are consistent with the relevant Ministerial Directions and Planning Practice Notes (PPNs). The Amendment is well founded and strategically justified, and the Amendment and proposed permit will deliver net community benefit and sustainable development as required by Clause 71.02-3 (Integrated decision making) of the Planning Scheme. The Amendment and permit should be supported, subject to addressing the minor issues discussed in the following chapters.

The Panel recommends:

Macedon Ranges Planning Scheme Amendment C153macr be adopted as exhibited subject to the changes recommended in this report.

Planning permit PLN/2022/359 be issued to allow the development of the land for a small supermarket, medical centre, office and food and drink premises and a reduction in parking, with the exhibited conditions amended as shown in Appendix D.

3 Built form

3.1 Background

(i) The Design and Development Overlay

Built form on the site is proposed to be managed primarily through the DDO27, which provides:

- design objectives for the site that reference (among other things) a low rise local activity centre that provides a transition in scale to the surrounding residential areas and high quality streetscapes
- buildings that have a maximum height of 11 metres, zero street setbacks, and that address the corner, with scale, forms, materials and finishes that respect the existing character of the area
- a small plaza or gathering point for public use
- signage requirements, including that signs be integrated into the design of the building and do not intrude on the character or visual amenity of the area.

(ii) The covenant

The covenant that currently applies to the site (which is proposed to be varied) restricts (as relevant):

- fencing other than post and wire fencing
- building height that exceeds 9 metres or two stories.

3.2 General approach

(i) The issue

The issue is whether the DDO27 has been prepared generally in accordance with the guidance in applicable PPNs.

(ii) Submissions

Council submitted PPN58 and PPN60 note that a “*comprehensive built form analysis*” should be undertaken to provide justification for proposed built form controls in an activity centre, although detailed structure planning may not be necessary for smaller centres.

Council explained the final design specifications outlined in the DDO27 are the result of preapplication discussions between the Proponent and Council, and the application was:

... reviewed in line with best practice knowledge and advice contained in the Urban Design Guidelines for Victoria (2017) as well as against Clause 15.01-1S (Urban design) of the Macedon Ranges Planning Scheme.

It acknowledged the process did not strictly align with the methodology of a comprehensive built form analysis set out in PPN60, but submitted the DDO27 achieves similar outcomes, by:

- supporting a degree of change on the site while ensuring any development provides a high quality interface to the two street frontages as well as a transition to adjacent residential uses
- including guidance on:

- appropriate height and setbacks having regard to the role and function of a local activity centre as well as its context within a residential precinct
- how development should address the public realm both internal and external to the site
- avoiding amenity impacts to surrounding uses by encouraging built form at the street edge with carparking located to the side or rear, providing a separation between the buildings and the adjacent residential uses.

Council submitted the DDO27 includes discretionary controls, consistent with the guidance in PPN60, with scope to vary built form requirements provided a development proposal meets the design objectives, including for *“a low-rise local activity centre that provides a transition in scale to the adjacent residential areas”* and which supports active and attractive frontages to Willowbank and Brady Roads.

(iii) Discussion and conclusion

The Panel is satisfied that the process for preparing the DDO27 is essentially sound, and has followed the spirit (if not the letter) of the relevant PPNs. While the built form controls are not sourced from any particular strategic work (such as the Gisborne ODP), this is a small centre in which modest built form is contemplated. Detailed structure planning is not warranted for a proposal of this size and scale.

Importantly, the DDO27 (and the Amendment more broadly) meet the following key guidance in the PPNs:

- consistency with State and regional policy
- height and setback controls that are based on identifiable objectives or outcomes, including appropriate street frontages and avoiding amenity impacts to surrounding residential properties
- consistency with the preferred approach of applying discretionary controls, combined with clear design objectives and decision guidelines.

3.3 Building height and scale

(i) The issues

The issues are whether:

- a building height of 11 metres as provided for in the DDO27 is appropriate
- the proposed setbacks and street frontages are appropriate.

(ii) Submissions

Submitter 5 submitted the proposed buildings, at 11 metres, would not be ‘low rise’ and would be inconsistent with the low rise character of the area. He submitted:

It seems ill-logical [sic] that high quality streetscapes are detailed, yet we have concrete walls of ludicrous heights proposed for both Willowbank and Brady Roads, I would suggest the only streetscapes that would be attractive to that concept would be from graffiti vandals.

An adjacent resident raised concerns about the height of the proposed buildings, submitting they would *“overwhelm”* the small courtyards of the units behind the site. She submitted the height of the proposed buildings, together with the acoustic fence, will be imposing and oppressive. She submitted the buildings should be single storey, in line with other commercial buildings in the area.

Another adjacent resident supported the placement of the buildings away from the adjacent residential properties to prevent overshadowing and overlooking into backyards and windows, but considered a double storey building to be out of character with the area.

Submitter 10 was concerned the two storey buildings would interfere with the northerly and easterly aspects of the adjacent residences, and a 9 metre structure within that close proximity to the boundary *"is not in keeping with the semi-rural 1/3 acre blocks which are on Willowbank Rd and should not be allowed"*. He submitted existing commercial premises near the site (presumably the childcare centre and osteopathy and physiotherapy clinics) are not two storey and neither should the proposed development. He submitted *"consideration could be given to [the development] being single story on the Brady Rd side with two storey at the back following the gradient"*.

Submitter 15 submitted:

And as for multi storey buildings, we don't need another stain on the environment of our town like the Nexus centre. Goodness ...

Council acknowledged that the predominant height in the immediate surrounds is single storey, noting that the covenants that apply to land in the original subdivision which created the site as a separate lot limit dwellings to 9 metres and two storeys. However, Council submitted the 11 metre height limit proposed under the DDO27 is consistent with the height limit under the GRZ1, and is appropriate for commercial development.

The Proponent submitted the majority of built form across the site is proposed to be below the 9 metre limit in the covenant. Only a small part of the built form at the Willowbank Road frontage exceeds 9 metres, by only a small amount (just over half a metre). It submitted:

The component of roof form that is greater than 9 metres in height is relatively small and given its context within the broader commercial development, it won't be read as an element that is at odds with the character of the area. The pitched roof form which creates the minor component of non-compliance is in itself an integral part of the character of the area, noting pitched roofs are a prominent feature of the area.

The Proponent acknowledged the surrounding residential properties are generally single storey, but pointed to examples of double storey development in the immediate vicinity including the dwelling at 11 Brady Road (opposite the physio) and the approved double storey aged care facility at 110 Willowbank Road (diagonally opposite the subject site). It submitted:

A double storey built form is considered an appropriate response to the role of the neighbourhood activity centre while respecting the surrounding residential properties. It is also noted that the minor component of non-compliance is well setback from the adjoining neighbour and their sensitive area of secluded private open space to reduce any amenity impacts.

(iii) Discussion

The Panel considers the proposed height limit of 11 metres under the DDO27 to be appropriate. It is commensurate with the height limit that applies to residential buildings in the surrounding GRZ1 areas, and will assist in ensuring the scale of development on the site is consistent with the scale of development envisaged in the surrounding residential areas.

The Panel disagrees with submissions that two storeys would be not in keeping with the character of the area. This is an area that has seen substantial change in recent times. Areas to the east, south and west are now fully developed with standard residential density development, and the

site can no longer be said to be in a semi-rural area. This will continue with the development of the Fersfield Road area to the north and 75 Willowbank Road to the east.

While residential development to the immediate south and west of the site is largely single storey, the proposed development is not residential, and does not need to mimic or replicate the scale of surrounding development. As a local activity centre, it should be differentiated from the surrounding residential development, albeit in a way that respects the existing character of the area. The Panel is satisfied that the DDO27 controls, including the height limit and the zero building setbacks along the street frontages, achieves that.

The massing and distribution of built form across the site as reflected in the development plans submitted with the permit application has been thoughtfully undertaken, and creates generous setbacks to the adjacent residential properties. The zero street setbacks provide activation along Willowbank Road and Brady Road, and help to meet the DDO27 design objective that seeks a low rise local activity centre that provides a transition in scale to the adjacent residential areas, and active street frontages to Willowbank and Brady Roads. The siting of built form directly addresses the siting requirements in Clause 2.0 of the DDO27 that seek buildings that address the street and corner location with carparking located to the rear and sides of the development.

The Panel does not agree with Submitter 5 that the development would have concrete walls “of ludicrous heights” along Willowbank and Brady Roads. It regards the heights as appropriate for the reasons set out above. Both frontages are largely glazed, providing passive surveillance opportunities to the streets. While there is a section of blank wall proposed to front Brady Road at the rear of Building B, the Panel accepts the Proponent’s explanation that the ‘back of house’ area for the supermarket has to go somewhere, and the proposed location (fronting the carpark and opposite the childcare centre and osteopath clinic) is the least sensitive part of the site. Further, the development plans show that this section of wall along Brady Road will be screened and greened with a trellis and plantings.

(iv) Conclusions

The Panel concludes:

- A building height of 11 metres is appropriate, subject to some adjustment to the wording of the height requirement in the DDO27 (discussed in Chapter 6.1).
- The proposed setbacks and street frontages required under the DDO27 and shown in the development plans accompanying the permit application are appropriate.

3.4 Acoustic fence

(i) The issue

The issue is whether the proposed acoustic fence is appropriate.

(ii) The Acoustic Report

The combined Amendment and permit application was accompanied by an Acoustic Report prepared by Marshall Day Acoustics (Document 5(c)). According to the Acoustic Report, the closest noise sensitive receivers are dwellings located 4 metres from the western and southern boundaries of the site. Noise sources include:

- mechanical services such as heating and air conditioning units
- deliveries and waste collection vehicles

- vehicles in the carpark.

The Acoustic Report assessed the background noise levels at the site and nearby sensitive receivers, and modelled the noise predicted to be emitted by the mechanical services and deliveries and waste collection. The modelling predicted that noise emissions from the site are likely to exceed the applicable noise limits, and mitigation will be required. It recommended:

- a 2.4 metre high solid acoustic fence along the western and southern boundaries, with a surface density of 12 kg/m²
- acoustic screening of plant located on the roof of the proposed development, which is incorporated into the design of the proposed development
- additional acoustic screening of plant if required (which was thought to be unlikely).

With these mitigations in place, the modelling predicted that the proposed development can comply with the applicable noise limits at all sensitive receiver locations.

(iii) The regulatory framework

The General Environmental Duty (GED) in the *Environment Protection Act 2017* (EP Act) requires anyone engaging in an activity posing a risk of harm to human health and/or the environment from pollution (including noise) and waste, to minimise those risks to prevent harm as far as reasonably practicable. Any residual noise remaining after actions are taken to meet the GED is then managed in accordance with the unreasonable noise definitions in section 166 of the EP Act, which requires the use to comply with EPA Publication 1826.4 *Noise limit and assessment protocol for the control of noise from commercial, industrial and trade premises and entertainment venues*, May 2021 (the Noise Protocol).

Commercial premises are therefore required to continually review and eliminate or reduce the risk of harm from any emission of noise as far as reasonably practicable, even if they are compliant with the Noise Protocol.

(iv) Submissions

An adjacent resident living in one of the dwellings directly to the south of the site raised concerns about the height of the acoustic fence, submitting:

Constructing a fence other than post/wire and especially that height, with a building of multiple levels, will be overwhelming for such small blocks. It will be imposing, oppressive and prevent the natural light filtration internally and externally that we currently enjoy.

Another adjacent resident supported the proposed height of the acoustic fence, noting it would assist with blocking out the visual bulk of the proposed development and offer more privacy and security. They also considered that a timber paling fence would suit the character of the area. While they were initially opposed to the proposed density of the fence (12 kg/m²), they put in a revised submission withdrawing this concern.

Submitter 5 submitted a 2.4 metre high boundary fence may be beneficial for the southern boundary, but the residential property on the western boundary will lose its rural views and will have *"this monstrosity to look at"*.

Submitters 2 and 10 expressed a preference for a low-profile post-and-wire fence construction that reflects the rural character of the surrounding area. Submitter 10 also submitted there should be wider garden beds providing more space between the acoustic fence and the carpark, to minimise noise.

Council submitted:

Protecting sensitive residential areas from any adverse noise associated with the commercial use of the site is a priority for Council.

It submitted the Acoustic Report demonstrates that a solid fence is required to meet the regulatory requirements applicable to noise emissions.

Council requested the Proponent to provide further information relating to the potential for the solid fence to overshadow open space and north facing windows on the adjacent residential properties. The results (Document 5(k)) demonstrate some level of overshadowing to the rear private open space of the units in Francis Crescent throughout the day, and some overshadowing of the open space to the side and rear of the dwelling at 107 Willowbank Road in the morning. The amount of shadow cast meets the standards contained in Clause 55.04-4 (North-facing windows objective) and Clause 55.04-5 (Overshadowing open space objective) of the Planning Scheme.²

Council proposed changes to the conditions of the permit dealing with noise:

- updating exhibited condition 7 to refer to the Noise Protocol
- updating exhibited condition 10 to ensure the acoustic fence is installed and maintained
- a new condition 23 in the Day 1 version of the permit, limiting deliveries and waste collection to 7pm to 8pm, and that all ancillary motors for trucks should be turned off whilst making the delivery
- a new condition 24 in the Day 1 version of the permit, limiting commercial activity to after 7am from Monday through to Saturday and after 8am on Sunday and public holidays.

The Proponent submitted the Acoustic Report indicates that the proposed development is predicted to be able to comply with the applicable noise limits in the Noise Protocol, and enable compliance with the GED. It noted that waste collection and deliveries will occur between 7pm and 8pm after the commercial centre has closed, avoiding the night time period when more stringent noise limits apply. It explained that an objective assessment against the evening period noise limits was conducted to demonstrate the waste collection and deliveries as proposed can comply with the applicable noise limits.

The Proponent accepted Council's proposed changes to the noise conditions, subject to:

- removing the reference to ancillary motors from proposed condition 23, as this is an unclear requirement and may not be practical
- amending proposed condition 24 to refer to the supermarket rather than 'commercial activity', as the potential noise source is the supermarket (not the commercial spaces).

The Proponent also noted that the Acoustic Report recommended the following condition of any approval:

Once mechanical services design has progressed to a suitable level of detail, an acoustic assessment of the mechanical services design should be conducted by a suitably qualified and experienced acoustic consultant. Reasonably practicable noise controls should be investigated and implemented, and any noise controls required for compliance with the relevant legislative criteria should be included in the final design.

² These standards are not applicable to the proposed development, as it is not residential, but they provide a useful guide as to what level of overshadowing constitutes an acceptable amenity impact.

(v) Discussion

The Panel is satisfied that noise emissions from the proposed development have been appropriately assessed and the Acoustic Report demonstrates that the development will be able to comply with the applicable regulatory requirements, including the GED.

The Panel is satisfied that a solid 2.4 metre high acoustic fence is required. A post and wire fence, as suggested by Submitters 2 and 10, would not be appropriate as it would not provide any noise attenuation. The Panel does not consider that a 2.4 metre high timber paling fence would be inappropriate in terms of the character of the area. This is only slightly higher than a standard (1.8 metre) residential timber paling fence.

The Panel supports Council's proposed post-exhibition changes to exhibited conditions 7 and 10. It does not consider that the requirement in proposed condition 23 for delivery vehicles to turn off ancillary motors is justified. Deliveries are only permitted between 7pm and 8pm, which is outside the night time period when sleep is potentially disturbed. Further, it is not clear that the requirement is practical and able to be enforced. The Panel supports proposed condition 24, subject to adjusting the wording to refer to the supermarket rather than commercial activity. The Panel also supports the addition of a condition requiring a further noise assessment once detailed design is completed, as recommended in the Acoustic Report, as this is consistent with the GED.

(vi) Conclusions and recommendations

The Panel concludes:

- The proposed acoustic fence, being a 2.4 metre high solid timber paling fence:
 - is appropriate to ensure the development can comply with the applicable regulatory requirements relating to noise emissions
 - will not cause unacceptable visual impacts, overshadowing or impacts on the character of the area.
- Council's proposed adjustments to the noise conditions on the permit are appropriate, subject to some minor adjustments and the addition of a condition requiring a further noise assessment as recommended in the Acoustic Report.

The Panel recommends:

Amend the exhibited permit conditions relating to noise as shown in Appendix D:

- a) **amend exhibited condition 7 (renumbered to condition 8 in Appendix D) to refer to the Noise Protocol rather than the superseded State Environmental Protection Policy N-1**
- b) **amend exhibited condition 10 (also condition 10 in Appendix D) to require the acoustic fence to be installed and maintained to the satisfaction of the responsible authority**
- c) **insert a new condition 11 requiring a further noise assessment once detailed design is completed**
- d) **insert a new condition 12 restricting opening hours of the supermarket to between 7am and 8pm Monday to Saturday and between 8am and 8pm Sunday and public holidays**
- e) **insert a new condition 13 limiting delivery and waste collection to between 7pm and 8pm.**

4 Traffic and parking

4.1 Traffic Impact Assessment and evidence

The request for the Amendment and permit was accompanied by a Traffic Impact Assessment prepared by Traffix Group dated July 2022 (Document 5(h)). Council requested the assessment be updated following a review of submissions received in response to the exhibition of the Amendment and draft permit. The updated assessment is in the form of a memo from Traffix Group dated 27 September 2023 (Document 5(k)). In this report, Traffic Impact Assessment refers to the initial and updated assessments collectively.

The Proponent called Mr Stone of Traffix Group to present evidence to the Panel (Document 9). Mr Stone was the author of the memo containing the updated assessment, and the approver of the initial assessment.

4.2 Traffic congestion

(i) The issue

The issue is whether the proposed development will create traffic congestion, particularly at the intersection of Willowbank and Brady Roads.

(ii) Evidence and submissions

Submitter 3 raised concerns about the future traffic demand at the intersection, and queried whether the initial Traffic Impact Assessment considered the traffic generated by the new houses in the Willows Estate. They also queried whether consideration had been given to increasing the frequency of bus services to reduce the private vehicle traffic around the area.

Council requested the updated assessment be prepared with specific focus on the intersection, as well as the entrance points to the site from both Willowbank and Brady Road (discussed below). The updated assessment reviewed the possible traffic impacts associated with the future completion of a number of nearby approved developments on the intersection, and concluded that, based on the results of the traffic modelling, the intersection would continue to operate at an excellent level and that the road network would be able to accommodate the projected traffic demand. Council submitted:

Council accepts the methodologies employed by Traffix Group in undertaking the review, and further accepts its findings regarding the Brady/Willowbank Road intersection.

Mr Stone's evidence was:

... the level of traffic generated by the proposal will be modest and can be accommodated without any adverse impacts to the operation of the nearby road network, including the intersection of Willowbank Road and Brady Road.

Mr Stone explained that the updated assessment included existing traffic volumes, traffic generated by the proposed development, and likely future traffic generated by the Willows Estate, the Fersfield Road area, 75 Willowbank Road and the retirement village at 110 Willowbank Road. He noted that the updated assessment determined:

... the intersection of Willowbank Road and Brady Road will continue to operate at a Level of Service A (Excellent), for both the AM and PM peak periods, after the inclusion of the

additional traffic generated from the various approved or upcoming developments and the proposed commercial development of the site.

He described the impact of the proposed development on the intersection as “*marginal*”.

Mr Stone considered the proposed dual access points to the site (one on Brady Road and one on Willowbank Road) to be a benefit, as it would allow traffic generated by the proposed development to be spread between Willowbank Road (for north, east and west bound traffic) and Brady Road (for south bound traffic). This would reduce the overall traffic volumes on both roads.

Mr Stone’s evidence was that both access points will operate at a Level of Service A (Excellent) for the peak periods, with exception of the right turn exit from the Willowbank Road access point, which would operate at a Level of Service of B (Very Good). He regarded this as acceptable, concluding:

There will be no detrimental impact to through traffic along Willowbank Road as a result of the access point to the site, with negligible delays due to vehicles turning into the site only needing to cross one traffic lane.

Mr Stone noted that the draft Gisborne Futures Structure Plan indicates the Willowbank Road/Brady Road intersection may be upgraded in the future from its current standard T intersection design to a roundabout, and a pedestrian crossing may be installed in the future. Willowbank Road may also be upgraded to a collector road. His evidence was:

I do not consider that any upgrades are warranted to this intersection at this point in time and that there is more than sufficient capacity in the intersection to also accommodate nearby developments.

(iii) Discussion

The traffic impacts of the proposed development have been thoroughly assessed through the Traffic Impact Assessment, and the further analysis in Mr Stone’s evidence. The methodology employed by Traffix Group was appropriate and in accordance with accepted industry practice. It included a comprehensive analysis (including modelling) of the performance of the intersection of Willowbank and Brady Roads, which found the intersection has more than sufficient capacity to absorb additional traffic generated by the proposed development, as well as the future traffic generated by other developments in the area.

Further, the Panel agrees with Mr Stone’s conclusions that:

- the access points to the site are appropriate, and will not have adverse effects on traffic movements on Willowbank or Brady Roads
- through traffic on Willowbank Road will not be adversely impacted
- the intersection does not require any upgrades at this point in time.

(iv) Conclusion

The Panel concludes:

- The proposed development will not cause unacceptable traffic congestion, including at the intersection of Willowbank and Brady Roads.

4.3 Pedestrian and cyclist safety

(i) The issue

The issue is whether the proposed development will create unsafe conditions for pedestrians and cyclists.

(ii) Evidence and submissions

Council submitted active transport options are anticipated to be a key mode for accessing the site from the local residential area. It explained the draft Gisborne Futures Structure Plan proposes the preparation of a streetscape master plan for the centre, which 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.

Council included conditions on the draft permit that require the plans to be amended to show:

- a driveway separation island at the Brady Road access point (exhibited condition 1(a))
- a 'no right turn' sign along Brady Road (exhibited condition 1(b))
- the location of a pedestrian crossing line on Brady Road (exhibited condition 1(d)).

Conditions 1(a) and 1(b) are to ensure traffic exiting the site onto Brady Road cannot turn right into Brady Road. Council explained that it was concerned about conflicts between right turn traffic exiting the childcare centre and osteopathy clinic and right turn traffic exiting the development, given the driveways are almost directly opposite one another. Council's main concern was that potential traffic conflicts at the exits could create unsafe conditions for pedestrians crossing Brady Road.

Regarding exhibited condition 1(d), Council explained it did not require the Proponent to deliver the pedestrian crossing as part of the development, but wanted to ensure the development was designed so as to not compromise the ability to add a pedestrian crossing in future. It submitted:

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.

Mr Stone did not support these conditions.

He did not consider it was necessary to restrict right turn exits from the site into Brady Road from either a traffic engineering or a pedestrian safety perspective. His evidence was:

- the proposed access point onto Brady Road complies with the Planning Scheme and applicable Australian Standards
- if two cars wanted to exit right from the proposed development and the childcare centre at the same time (which would not happen often), one would simply need to give way to the other
- traffic volumes in Brady Road will be low, with ample gaps into which existing vehicles could turn
- sightlines between the two exit points are clear and both drivers would have clear visibility of each other.

Further, restricting right turns from the site onto Brady Road would result in additional traffic at the intersection of Willowbank and Brady Roads, as south bound traffic would be forced to exit the site via the Willowbank Road exit, turn right onto Willowbank Road and then turn right at Brady Road. This would result in unnecessary delays and inconvenience.

In response to a question from Mr Rehal, a Council traffic engineer, Mr Stone conceded that restricting right turn exits from the site into Brady Road would be safer for pedestrians using Brady Road, but he remained of the view that it was unnecessary.

Mr Stone's evidence regarding the pedestrian crossing (exhibited condition 1(d)) was:

... I also do not consider that it is the responsibility of this development to provide for a pedestrian crossing facility. Any pedestrian crossing facility is a Major Traffic Control Item and requires thorough investigation, and any design should be incorporated into any future intersection upgrade being considered by Council (as flagged within the Structure Plan).

Council explained at the Hearing that it had undertaken further assessment in the lead up to the Hearing, and was comfortable that the proposed design would not compromise the future provision of a pedestrian crossing in Brady Road. On that basis, it did not object to exhibited condition 1(d) being removed from the permit.

Submitter 3 noted concerns around pedestrian safety, noting the childcare centre and kids walking to school. Submitter 5 submitted there are no bike paths connecting to the site, and Willowbank Road is too dangerous to ride on. He submitted:

... how can a development prioritise pedestrians/cyclists when there is no facilities for those pedestrians/cyclists to safely access the development?

Mr Stone responded that bicycle parking is being provided in line with the requirements of Clause 52.34 of the Planning Scheme, and the lack of bicycle lanes in the area is outside the scope of this application. He noted that a wider footpath/shared path is provided in some locations along the north side of Willowbank Road where recent development has occurred, and this will likely continue to be improved as development progresses, improving bicycle access in the area.

(iii) Discussion

While the Panel understands Council's desire to ensure the safety of pedestrians using Brady Road, it was not persuaded that the restriction of right turn exits from the Brady Road access point is justified. Based on its observations on its site visit, the Panel agrees with Mr Stone that sightlines between the site's Brady Road access point and that of the childcare centre and osteopathy are clear. It accepts Mr Stone's evidence that traffic volumes in Brady Road are low (and likely to remain so), and there will be sufficient gaps for exiting vehicles to turn into Brady Road without experiencing significant delays or frustration that might prompt risky rapid exit manoeuvres.

Further, forcing all south bound traffic from the development to exit via Willowbank Road would result in additional congestion at the intersection of Willowbank and Brady Roads, and increased delays. This is not justified by the marginal (if any) gains in pedestrian safety that might be achieved by restricting out-bound right turns into Brady Road.

Based on Council's further analysis, it appears that the design of the proposed development does not compromise the future provision of a pedestrian crossing in Brady Road. There seems little point in requiring the development plans to identify the future location of the pedestrian crossing, noting that this is not up to the Proponent, and would require approval from the Department of Transport and Planning.

For these reasons, the Panel does not support exhibited conditions 1(a), 1(b) or 1(d).

While the Panel notes the concerns of Submitters 3 and 5, it was not persuaded that the proposed development is likely to create safety concerns for pedestrians or cyclists, including children. The closest schools to the proposed development are located some distance from the site, and

children in the childcare centre will not be crossing the roads unaccompanied by an adult. While there may not currently be bike paths providing direct access to the site, bicycle parking should nevertheless be provided in accordance with the requirements of the Planning Scheme. Neither Brady Road nor Willowbank Road carry traffic at speeds or volumes that make them inherently unsuitable for cyclists who choose to ride along the roads.

(iv) Conclusions and recommendations

The Panel concludes:

- The proposed development will not result in conditions that are unsafe for pedestrians or cyclists.
- The restriction of right turn exits from the Brady Road access point is not justified.
- The requirement to show the location of a future pedestrian crossing on the development plans is not justified.

The Panel recommends:

Amend the exhibited permit conditions relating to traffic as shown in Appendix D:

- a) delete exhibited conditions 1(a) and 1(b) that seek to restrict right turn exits from the Brady Road access point**
- b) delete exhibited condition 1(d) that requires the development plans to be amended to show the location of a future pedestrian crossing.**

4.4 Willowbank Road

(i) The issue

The issue is whether the condition of Willowbank Road is able to support the proposed development.

(ii) Evidence and submissions

Submitter 5 raised concerns about the condition of Willowbank Road in proximity to the site, submitting the road is narrow and in “*very poor condition*” with potholes, poorly completed road repairs, uneven surfaces, no street lighting, very limited footpaths on the northern side of the road and inconsistent kerbing. He submitted the road is unsuitable for current traffic volumes, let alone the additional traffic that will be generated by the proposed development. He submitted the speed limit should be reduced to 50 km/h in Willowbank Road, and speed slowing devices should be installed every 300 metres or so along the length of Willowbank Road between Aitken Street and Bloomfield Road. Submitter 10 also raised concerns about the condition of Willowbank Road.

Mr Stone responded that based on his site visit, he did not determine any significant issues with the condition of Willowbank Road (save for minor potholes in some locations), or any reason why the current 60km/h speed limit should be reduced. He also undertook a road safety review which did not identify any existing road safety issues on Willowbank Road. His evidence was:

In any event, the condition of Willowbank Road and any potential changes to speed limits are outside the scope of the proposed re-zoning / development of the site and is a separate matter for Council to consider.

Submitter 5 disputed the Traffic Impact Assessment’s conclusion that 8 percent of vehicles using Willowbank Road are commercial. Mr Stone responded that the percentage of heavy vehicles recorded during the 7-day tube counts commissioned by Traffix Group was approximately 6

percent for both Brady Road and Willowbank Road, which is *“in line with expectations for this area, noting construction works in the precinct”*.

(iii) Discussion

The Panel is not persuaded that the condition of Willowbank Road is unsuitable to support the proposed development. Its observations on its site visit were consistent with those of Mr Stone. Any issues regarding speed limits or traffic calming measures in Willowbank Road are beyond the scope of the Amendment and draft permit.

(iv) Conclusion

The Panel concludes:

- The condition of Willowbank Road is able to support the proposed development.

4.5 Parking

(i) The issue

The issue is whether the proposed parking provision is appropriate.

(ii) Background

The statutory parking requirement for the proposed development under Clause 52.06 is 61 spaces. The Proponent proposes 57 spaces. A permit is required for the shortfall of 4 spaces.

(iii) Evidence and submissions

Submitter 16 expressed concern that the proposed parking provision was inadequate. Submitter 2 was concerned that the development would take up parking in Francis Crescent.

Council supported the proposed parking provision, noting that the Traffic Impact Assessment included a Carparking Demand Assessment which concluded that demand is likely to be met on-site through a combination of the differing peaks of the various uses and likely demands.

Mr Stone expected carparking demands will be met on-site, without having to rely on on-street parking in the surrounding area. He considered the demand for parking generated by the different uses on the site will peak at different times, noting that offices are typically closed in the evenings and on weekends, while cafes typically peak on weekends. He considered that some customers would likely visit the site for multiple purposes, and some would access the site on foot or by bike given the local neighbourhood location and the convenience nature of the shopping being offered.

Further, Mr Stone considered the demand for the supermarket is likely to be lower than the statutory rate, which tends to more accurately reflect the demand generated by large full line supermarkets where customers undertake large shops that require a car. He referred to data obtained from Traffix Group's database which demonstrated smaller 'minimarts' typically generate lower parking demands, as they are used more for daily convenience shopping and are often visited on foot or by bike.

Mr Stone also noted the number of medical practitioners for the site has been reduced from 10 (as originally proposed) to 7 as a result of condition 5 of the draft permit, reducing the carparking reduction sought from 11 to 4 car spaces.

Even if the development's carpark were full, Mr Stone noted there are 14 spaces along the site's frontages that could accommodate overflow parking. Traffix Group's parking survey demonstrated that current demand for these spaces is very low.

(iv) Discussion

The Panel is satisfied on the basis of the Traffic Impact Assessment and Mr Stone's evidence that the proposed reduction in parking is appropriate. The application was supported by a Carparking Demand Assessment and an assessment of the local parking supply, as required under Clause 52.06 of the Planning Scheme. The Panel accepts Mr Stone's evidence that small supermarkets generate less demand than larger full line supermarkets. It also notes that bicycle parking is proposed to be provided at above the statutory rate, which may further reduce the demand for carparking.

The assessments demonstrate the proposed development is unlikely to generate a parking demand that is significantly above the proposed on-site parking. Even if it were to do so, there is plenty of on-street parking available along the site's frontages that could accommodate any overflow parking demands without impacting on the parking needs of local residents.

(v) Conclusions

The Panel concludes:

- The proposed parking supply, with a shortfall of 4 spaces compared to the statutory rate, is appropriate.
- The proposed development will not have unacceptable impacts on local carparking.

5 Other issues

5.1 Landscaping and vegetation

(i) The issues

The issues are whether the proposed landscaping is appropriate having regard to:

- the character of the area
- the potential for damage to adjacent properties (for example through aggressive roots)
- the potential for excessive shadow on adjacent properties.

(ii) Submissions

Residents in one of the adjacent dwellings supported native plantings, submitting they would embrace the character of the area. However they did not want certain tree species planted along their fence, submitting that the proposed trees had aggressive root systems, would result in a loss of sunlight to their property and would risk dropping limbs in severe storms. They asked to be consulted on the trees planted directly along their boundary, and any trees whose canopies or roots could affect them. They submitted trees should be no higher than 5 metres (presumably at maturity). They also submitted the large canopy tree proposed in the southwest corner of the site should be replaced with a garden bed with native plants and a smaller tree.

Submitter 5 submitted:

Nowhere from the development will there be green lawn / open space visible from the roads giving/maintaining the country/rural atmosphere that currently exists in the area ...

Council explained that further consultation had occurred between Council, the adjacent residents and the Proponent's landscape architect, following which the residents withdrew their opposition to the vegetation species along the southern border of the site, as alternative species were agreed. The Proponent confirmed this in oral submissions, and confirmed its commitment to only use agreed species along the site boundary. Council considered this issue resolved, and no change is required to the proposed permit conditions.

(iii) Discussion

Local policy promotes:³

- protection and enhancement of the distinctive character and form of the Shire's towns
- commercial development that is attractive and positively impacts the amenity of the area
- development that respects the rural character and high landscape values of the municipality
- landscaping that integrates with the landscape character of the area and increases tree canopy coverage.

The Landscape Plan submitted with the request for the Amendment and permit show landscaping along the street frontages, internal pedestrian plaza, boundary fences and carpark area. Species are largely native, with a mix of low grasses and shrubs, canopy trees and vertical 'green screening'

³ Refer in particular to the Municipal Planning Strategy at Clause 02.03-5 (Built Environment and Heritage), Clause 15.01-1L (Urban Design – Macedon Ranges) and Clause 15.015L (Neighbourhood character – Macedon Ranges townships).

plants. The Panel considers the landscaping will soften the built form and add greenery to the street in a way that will not conflict with the function of the buildings or maintaining good sightlines for traffic and pedestrians. The landscaping meets the objectives of the policy framework to provide attractive commercial development that contributes to the landscape character of the township and positively impacts the amenity of the local area.

The Panel acknowledges the efforts of Council and the Proponent to work with the site neighbours to resolve concerns in relation to landscaping (and other matters), and the Proponent's commitment to continue to work with the neighbours to ensure only agrees species are used in boundary plantings.

No change is required to the permit or the DDO27 to address landscaping concerns.

(iv) Conclusion

The Panel concludes the proposed landscaping is appropriate.

5.2 Drainage and water storage

(i) The issues

The issues are whether:

- the impacts of the proposed development on localised flooding are acceptable
- the proposed 10,000 litre tank is appropriate.

(ii) Proposed conditions

Exhibited conditions 1(e) and 14(e) relate to stormwater management. Council proposed changes to these conditions in its 'Day 1' version of the permit:

- 1(e) The ~~location design~~ of a stormwater detention system ~~demonstrating a 10-year ARI post-development flow restricted to the predevelopment stage so that the developed 5% AEP discharge from the entire site is reduced to the pre-developed 20% AEP discharge.~~
- 14(e) The flow paths of a ~~4 in 10 year ARI~~ 1% AEP storm so that no ~~private neighbouring~~ property is inundated.

The changes propose replacing references to ARIs (Average Recurrence Interval) with AEPs (Annual Exceedance Probability). These are similar, but not identical, ways of describing flood risk:

- AEP describes how likely a given flood event is to occur each year. For example, land at risk of a 20 percent AEP event means the land has a 20 percent chance of flooding in any one year.
- ARI describes the average frequency of a flood event. A 1 in 20 year ARI means the land is likely to flood on average once every 20 years.

Both are sometimes described as a '1 in 20 year' flood, although this more closely describes the ARI than the AEP.

Council also proposed the addition of a new condition in its Day 1 version of the permit:

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

(iii) Submissions

The Proponent explained that stormwater management was outlined in the Sustainability Management Plan submitted with the request for the Amendment and permit. It submitted Water Sensitive Urban Design elements were included in the design, including a 10,000 litre water tank and 35 square metres of rain garden. These are to detain stormwater on the site and allow its controlled release into the neighbouring drainage system, so as to meet Council requirements in relation to drainage of stormwater from the site. The rainwater tank also provides opportunities for harvesting and re-use of stormwater on the site, and the rain gardens provide a way of improving the water quality of any stormwater that subsequently exits the site into the municipal drainage system.

Submitter 5 was concerned the swale drain on the southern side of Willowbank Road consistently floods during heavy prolonged rain events, and local flooding could be exacerbated by the proposed development. He also considered the proposed 10,000 litre rainwater tank to be “*tokenistic*” for such a large development.

Melbourne Water (Submitter 9) noted that the Proponent would need to contact Council in relation to potential flooding from Council’s drainage system, but did not object to the proposal or suggest any additional permit conditions.

Council responded that it is aware of minor issues relating to the drainage system along Willowbank Road, with flooding reported to be more frequent than the 20 percent AEP, or once in 5 years.⁴ The Panel asked whether Council planned any upgrades to the drainage system in Willowbank Road to deal with this situation. Council was not aware of any immediate plans to upgrade the drainage in this area.

Regarding Council’s Day 1 version of condition 1(e), the Panel noted the changes appeared to represent a more stringent standard, and asked Council whether this was a standard condition for commercial development in residential areas. Council responded in Document 15, stating:

In this case, increasing the standard is seen as appropriate in reducing the impact that this development will have on the surrounding residential drainage system due to the (developed) site’s limited permeability and detention of water. When completed the permeability of this site will be heavily reduced. Council is concerned that the increase in volume and velocity of stormwater discharge into the drainage system could lead to increase the risk of localised flooding. For these reasons, Council is seeking greater detention and management of stormwater. Council’s current design standard for residential areas is to reduce the post developed 10% AEP discharge to the pre-developed 20% AEP discharge. For commercial areas increasing the standard from 10% AEP to 5% AEP is standard practice, which Macedon Ranges Shire Council has done.

Regarding condition 14(e), the Panel queried whether the intent was to refer to a 10 percent AEP storm, rather than a 1 percent AEP storm, given the exhibited wording of the condition reflected a 1 in 10 year storm (not a 1 in 100 year storm). Council responded in Document 15, explaining that the ‘Day 1’ changes proposed to condition 14(e) were to reflect two distinct points:

- the industry preference for the use of an AEP storm over an ARI
- to correct a typographic error in the exhibited condition relating to the defined ARI value.

⁴ The Panel notes these are slightly different measures. A 20 percent AEP means a 20 percent chance of flooding in any one year, whereas ‘once in 5 years’ better describes the ARI of a flood event.

Council explained that the requirement for no storm water to inundate neighbouring property for events up to and including a 1 percent AEP storm comes from Australian Standard AS/NZS 3500.3 (at Clause 5.2.3). Hence, the reference to '1 in 10 years ARI' in the exhibited condition 14(e) should have been '1 in 100 years ARI', or more correctly '1 percent AEP'.

Regarding proposed condition 22, Council submitted a Stormwater Management Plan was essential for Council to understand how the 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.

The Proponent indicated that it had only been made aware of the proposed changes to the drainage conditions one business day before the Hearing. It indicated it:

- had not had a chance to properly consider the proposed changes to exhibited condition 1(e)
- accepted the changes to exhibited condition 14(e), subject to the clarification in relation to the appropriate AEP value
- accepted the addition of condition 22.

(iv) Discussion

The site is currently vacant, and is therefore able to absorb storm water more effectively than when it becomes developed (and less permeable). It will be important to ensure storm water and drainage are well managed as the site is developed, to ensure drainage problems do not occur (or existing drainage issues in the locality are not made worse).

The Panel supports Council's proposed changes to the wording of the stormwater conditions to refer to an AEP event, rather than an ARI event. Clause 53.18 (Stormwater Management in Urban Development) of the Planning Scheme sets out objectives and standards for stormwater performance for urban development. It sets performance requirements that must be met in different storm events. These are expressed as AEP events, not ARI events. The PPNs relating to the application of flood controls in planning schemes also refers to AEPs rather than ARIs.

The 'Day 1' version of condition 1(e) refers to 'AEP discharges' to be achieved by the stormwater detention system. 'AEP discharge' is not a commonly used term. The Panel assumes the intent of the condition is to set standards for the rate of stormwater discharge from the site – namely, for post-development flow rates in a 5 percent AEP event that do not exceed flow rates that currently occur (pre-development) in a (less severe) 20 percent AEP event. If this is correct, the condition requires minor rewording to better achieve the intent.

The question remains as to whether Council's proposed metrics for the AEP values in the 'Day 1' versions of conditions 1(e) and 14(e) are appropriate.

Standard W1 in Clause 53.18 states that for subdivisions in a storm event up to and including the 20 percent AEP standard:

- stormwater flows should be contained within the drainage system to the requirements of the relevant authority
- ponding on roads should not occur for longer than 1 hour after the cessation of rainfall.

For storm events greater than 20 percent AEP, up to and including 1 percent AEP storms:

- all new lots should be free from inundation unless otherwise agreed by the floodplain management authority

- provision must be made for the safe and effective passage of stormwater flows
- streets, footpaths and cycle paths that are subject to flooding must meet specified safety criteria based on depth and velocity of floodwaters.

Council's proposed changes to condition 1(e) seek to impose a more stringent standard than the exhibited condition, and a more stringent standard than for residential development in residential areas. Council's response in Document 15 states that this is "*standard practice*", but does not provide any reference to relevant guidance establishing this as an appropriate standard, or to any examples of a similar approach in other permits either in or outside the Macedon Ranges Shire.

The Panel is not aware of any guidance on the appropriate standard or for the rate of stormwater discharge that should be achieved by new development (unlike for stormwater quality, for which Clause 53.18 references parameters recommended in *Urban Stormwater – Best Practice Environmental Management Guidelines*, Victorian Stormwater Committee, 1999).

In the absence of Council providing any evidence that it is standard to require commercial development in residential areas to achieve a post-development rate of discharge in a 5 percent AEP event that is equivalent to the pre-development rate in a 20 percent AEP event, the Panel does not consider it is appropriate to introduce the more stringent standard. Exhibited condition 1(e) (renumbered to condition 1(c)(ii) in Appendix D) should therefore refer to a post-development discharge rate in a 10 percent AEP event, not a 5 percent AEP event.

Council's proposed changes to condition 14(e) seek to ensure no inundation of neighbouring properties in a 1 percent AEP event. This, too, is a more stringent standard than the exhibited '1 in 10 year' ARI. Nevertheless, the Panel supports the proposed change, as it is based on the applicable Australian Standard and is broadly consistent with Standard W1 in Clause 53.18. The Panel accepts Council's explanation that the intent was always to refer to a '1 in 100 year' storm, and the reference in the exhibited condition to a '1 in 10 year ARI' was a typographical error.

The Panel supports the addition of a condition requiring a Stormwater Management Plan. The condition proposed by Council does not contain much detail. The model condition in the Writing Planning Permits Guide⁵ is more detailed, and the Panel has based its recommended wording (condition 15 in Appendix D) on the model condition.

While the Panel acknowledges Submitter 5's concerns about a 10,000 litre rainwater tank being 'tokenistic', a 10,000 litre tank is recommended in the Sustainability Management Plan and the Panel was not presented with an alternative capacity that the submitter considered suitable. A larger tank may provide further opportunities for harvesting and re-use of stormwater on the site, but would have greater visual impacts. On balance, the Panel was not persuaded that a 10,000 litre tank is inappropriate.

⁵ *Writing Planning Permits*, (former) Department of Environment, Land, Water and Planning, May 2023

(v) Conclusions and recommendations

The Panel concludes:

- The proposed permit conditions, with the adjustments recommended by the Panel, are appropriate to ensure the development does not result in unacceptable impacts on drainage and flooding in the locality.
- There is no justification for increasing the size of the rainwater tank proposed.

The Panel recommends:

Amend the exhibited permit conditions relating to drainage as shown in Appendix D:

- a) amend exhibited condition 1(e) (renumbered to condition 1(c)(ii) in Appendix D) to refer to a post-development discharge rate in a 10 percent AEP storm, rather than a 5 percent AEP storm**
- b) amend exhibited condition 14(e) (renumbered to condition 16(d) in Appendix D) to refer to a 1 percent AEP storm, rather than a 1 in 10 year ARI storm**
- c) insert a new condition 15 requiring a Stormwater Management Plan.**

6 Drafting issues

6.1 The Design and Development Overlay Schedule

(i) Submissions

No submissions were received about the drafting of the DDO27.

Clause 2.0 of the exhibited DDO27 stated:

Building siting

Buildings should have zero setbacks at the street edge and a maximum wall height of 11 metre at the street.

The Panel requested clarification from Council as to how the requirement was intended to apply to built form behind the street wall. Council explained in its Part A submission that:

- the maximum wall height controls were intended to limit the wall height to no greater than 11 metres at the street edge
- as the DDO27 is currently written, building heights greater than 11 metres would be permitted behind the street wall
- Council proposed to amend this wording to ensure building height across the site is limited to no greater than 11 metres.

Council's proposed alternative wording is set out in its Day 1 version of the DDO27:

Building siting

Buildings should have ~~zero setbacks at the street edge and~~ a maximum wall height of 11 metres ~~at the street~~ (as measured from natural ground level at the street edge), and zero setback to the street edge.

(ii) Discussion

The Panel has reviewed the drafting of the DDO27 and considers it to be appropriate. The design objectives are clear and appropriate for the site's location and setting. The design requirements specified in Clause 2.0 are clearly written (subject to the adjustment to the height control discussed below), and the requirements appropriately support the design objectives. The parent clause of the Design and Development Overlay (Clause 43.02) provides a head of power for the content of the schedule, and the drafting of the schedule generally meets the requirements of the Ministerial Direction on the Form and Content of Planning Schemes.

The Panel supports Council's proposed clarification to the building height requirement, to ensure it operates as intended to limit the overall height of built form (not just the street walls). The Panel has previously concluded that 11 metres is an appropriate height limit for the site (see Chapter 3.3).

The only further suggestion the Panel has in relation to the drafting of the schedule is in relation to the decision guidelines in Clause 6.0. These repeat the design objectives. They can be deleted, as the parent clause of the Design and Development Overlay (Clause 43.02-6) already includes the design objectives in the schedule as a decision guideline.

(iii) Recommendation

The Panel recommends:

Amend the Design and Development Overlay Schedule 27 as follows:

- a) **amend Clause 2.0 by deleting the first dot point under the heading 'Building siting' and replacing it with the following:**
Buildings should have a maximum height of 11 metres (as measured from natural ground level at the street edge), and zero setback to the street edge.
- b) **delete Clause 6.0 as its content is already covered by the parent clause (Clause 43.02-6).**

6.2 The planning permit**(i) Relevant considerations**

Clause 71.02-3 of the Planning Scheme requires a responsible authority considering a permit application to take an integrated approach, and to balance competing objectives in favour of net community benefit and sustainable development.

Clause 65 of the Planning Scheme states:

Because a permit can be granted does not imply that a permit should or will be granted. The Responsible Authority must decide whether the proposal will produce acceptable outcomes in terms of the decision guidelines of this clause.

Clause 65.01 requires the responsible authority to consider, as appropriate:

- the Planning Policy Framework
- the purpose of the applicable zone and overlays or other provisions
- the orderly planning of the area
- the effect on the amenity of the area
- the degree of flood hazard and the use, development or management of the land so as to minimise any such hazard.

Other matters to be taken into account include:

- the decision guidelines in the relevant zone and overlay controls
- objections
- comments and decisions of referral authorities
- other matters a responsible authority must and may take into account under section 60 of the PE Act, including the Victorian planning objectives and the economic, social and environmental impacts of the proposed use and development
- adopted government policy.

(ii) Submissions

At the Panel's request, Council provided a detailed assessment of the permit application against the application requirements and decision guidelines in the C1Z and the DDO27, which is contained in Council's Part B submission (Document 11). The Proponent did the same in its submission to the Panel (Document 12). The Panel has reviewed those submissions, but has not repeated them in the interests of brevity. In short, both assessments conclude that the proposal meets the relevant decision guidelines and the design objectives in the DDO27. The Panel agrees.

Adjacent residents submitted the operating hours for the supermarket should be 8am to 7pm, not 7am to 7pm as proposed, to reduce noise and disruption. They also submitted the centre should be gated (and presumably fenced) to prevent after hours access, to improve security and minimise night time disturbance.

The Proponent agreed to delay the start time on a Sunday to 8am, but wished to maintain a 7am start on Saturdays. It explained that Foodworks is a likely tenant for the small supermarket and has specifically considered the request for an 8am opening time on Saturday. Foodworks wishes to maintain the 7am opening time on Saturday for the following reasons:

- There is typically more trade early Saturday morning as people are often up earlier for sporting and other commitments.
- The proposed hours are consistent with the Foodworks in the Gisborne town centre.
- The acoustic assessment demonstrates the proposed opening hours are compliant with EPA requirements.
- The hour of 7am to 8am on a Saturday tends to be a 'soft opening' with a handful of staff members opening the store and putting things in place for the day, but without high customer numbers (this was substantiated by Google data provided in Mr Szafraniec's evidence).

The Proponent submitted the supermarket (proposed to be in Building B) is well separated from the surrounding residential properties and is therefore not considered likely to generate unreasonable noise.

The Proponent resisted a gate to restrict after hours entry to the site, submitting that a gate is not necessary to restrict after hours entry at this centre. It submitted appropriate lighting (details of which will be provided at the detailed design stage) will achieve crime prevention through environmental design principles, and that the proposed development would not create unsafe pockets or the like that would encourage anti-social behaviour.

(iii) Discussion

On balance, the Panel considers that a permit should be granted.

The Panel has previously concluded that the proposed development is consistent with the applicable parts of the Planning Policy Framework, and is strategically justified.

The issues and impacts required to be considered in the decision guidelines have been discussed in the issue specific chapters of this Report. In addition, the Panel considers the proposed development:

- delivers an attractive low rise development that appropriately transitions to the adjacent residential development and is broadly in keeping with the character of the surrounding residential area, with attractive and appropriate landscaping that will enhance the amenity of the area
- appropriately minimises impacts on neighbouring residences such as overlooking and overshadowing
- provides a well activated street frontage along Willowbank Road and appropriately activated street frontage along Brady Road, given the uses proposed to front Brady Road, with appropriate opportunities for passive surveillance and back of house elements located away from the street frontages to the extent practicable

- includes appropriately designed and located carparking, and supports active transport through the pedestrian plaza and bike parking (as well as its location in a residential catchment)
- provides for suitable movements for pedestrians and cyclists, vehicles and deliveries and waste removal within the site
- appropriately addresses environmentally sustainable development requirements, as detailed in the Sustainability Management Plan submitted with the application (this details measures such as the use of energy efficient systems, solar panels, the use of materials with low to zero volatile organic compound content, and construction methods that seek to reduce environmental impacts).

Permit conditions provide for the appropriate management of potential amenity impacts of the proposed development, including through noise, illumination, waste storage and collection, deliveries and the like. The Panel was not persuaded that the proposed (varied) operating hours are unreasonable or would cause unacceptable noise or disturbance to surrounding residents. Nor was it persuaded that this centre should be fenced or gated to prevent out of hours access, noting that this would be highly unusual for a small neighbourhood centre of this nature.

The permit conditions are generally clearly drafted, although some changes to the drafting and formatting of the permit are required to meet the best practice guidance in the Writing Planning Permits Guide⁶, and to avoid unnecessary repetition. These are incorporated into the Panel's recommended permit conditions in Appendix D.

(iv) Conclusion and recommendation

The Panel concludes:

- The proposed permit is generally suitable and should be supported, subject to some drafting changes.

The Panel recommends:

Amend Permit Planning permit PLN/2022/359 as shown in Appendix D:

- make minor formatting and drafting changes to meet the best practice guidance in *Writing Planning Permits*, Department of Environment, Land, Water and Planning, May 2023.**

⁶ *Writing Planning Permits*, (former) Department of Environment, Land, Water and Planning, May 2023

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Appendix A Submitters to the Amendment and Permit

No	Submitter
1	Rick Arden
2	Errin Hewlet
3	Adrian Law
4	Withdrawn
5	Tony Davey
6	Carmel Gara and Andrew Macpherson
7	Brady Road Investments Pty Ltd (Proponent)
8	Shelly Wilson
9	Melbourne Water
10	Country Fire Authority
11	Environment Protection Authority Victoria
12	Nathan Letson
13	Bryan Power
14	Brett Eaton
15	Ben Lasry

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Appendix B Document list

No.	Date	Description	Provided by
1	4 Oct 23	Panel Directions and Hearing Timetable (version 1)	Planning Panels Victoria (PPV)
2	13 Oct 23	a. Title documents including restrictive covenant (PS549356W) and section 173 agreement	Macedon Ranges Shire Council (Council)
	13 Nov 23	b. Development Plan referred to in section 173 agreement	
3	13 Oct 23	Advice from Ovens and Murray Land Survey on beneficiaries to the covenant	Council
4	13 Oct 23	a. Plan showing the land benefitting from the covenant b. Plan showing the extent of direct notification of the Amendment and draft permit	Council
5	13 Oct 23	Supporting documentation or reports submitted with the combined Amendment and permit application: a. Development Plans, Clarke Hopkins Clarke Architects b. Planning Report, Taylors, July 2022 c. Acoustic Report, Marshall Day, 29 June 2022 d. Engineering information – email from Elevate Consulting Services dated 2 May 2022 providing plans and specifications for electrical, hydraulic and mechanical services e. Landscape Concept Plans, Taylors, Ref 22601/LA, 7 July 2022 f. Survey plan g. Sustainability Management Plan, Sustainable Development Consultants, June 2022 h. Traffic Engineering Assessment, Traffix Group, July 2022 i. Waste Management Plan, Traffix Group, July 2022 j. Overshadow and line of sight analysis, Taylors, undated (post-exhibition) k. Memorandum containing further traffic analysis, Traffix Group, 27 September 2023 (post-exhibition)	Council
6	13 Oct 23	Permit documentation for aged care facility at 110-112 Willowbank Road: a. Permit PLN/2020/514 b. Plans submitted for endorsement	Council
7	13 Oct 23	Permit documentation for aged care facility at 159 Willowbank Road: a. Permit PLN/2021/546 b. Endorsed plans	Council

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No.	Date	Description	Provided by
8	13 Nov 23	Council Part A submission (background and context) including attachments: <ul style="list-style-type: none"> a. Minutes of Planning Delegated Committee of 13 September 2023 b. Gisborne Futures Draft Structure Plan August 2023 and supporting documents c. Gisborne Outline Development Plan 2009 d. Redacted Submissions (numbered) e. Amendment Authorisation letter f. Evidence of notice in accordance with section 96C(2B) of the PE Act g. Amendment documents – as exhibited h. Permit documents – as exhibited i. Proposed post-exhibition changes to permit and Explanatory Report 	Council
9	20 Nov 23	Expert witness report – Jason Stone, Traffic	Taylor on behalf of Brady Road Investments Pty Ltd (Proponent)
10	20 Nov 23	Expert witness report – Julian Szafraniec, Economics	Proponent
11	27 Nov 23	Council Part B submission including attachments: <ul style="list-style-type: none"> a. Overshadow and line of sight analysis, Taylors, undated (post-exhibition) (repeat of Document 5(j)) b. Day 1 planning permit c. Day 1 DDO27 d. Gisborne Futures Economic Analysis Update May 2023, Urban Enterprises e. Development Plan Version L (repeat of Document 2(b)) f. Minutes of Planning Delegated Committee of 14 June 2006 g. Memorandum containing further traffic analysis, Traffix Group, 27 September 2023 (repeat of Document 5(k)) h. Noise Protocol 	Council
12	27 Nov 23	Proponent submission	Proponent
13	27 Nov 23	Examples of vertical landscaping options	Proponent
14	27 Nov 23	Cross section of east facade	Proponent
15	1 Dec 23	Council answers to questions on notice about drainage conditions	Council

Appendix C Planning context

C:1 Planning policy framework

The Amendment supports various clauses in the Planning Policy Framework, which the Panel has summarised below.

Clause 2 (Municipal Planning Strategy)

The Amendment supports the Municipal Planning Strategy by:

- providing for commercial development consistent with the settlement hierarchy for the Macedon Ranges Shire outlined in Clause 02.03-1 (Strategic Directions – Settlement), which outlines that Gisborne and Kyneton will continue to be the major urban population and employment centres in the Shire
- facilitating commercial development that is attractive and has a positive impact on the amenity of the area, consistent with Clause 02.03-5 (Built environment and heritage – Urban design, built form and neighbourhood character).

Clause 11 (Settlement)

The Amendment supports Clause 11 by:

- seeking to develop sustainable communities through a settlement framework offering convenient access to jobs, services, infrastructure and community facilities – Clause 11.01-1S
- establishing one of two local centres to the south and west of the Gisborne area to service new residential areas with basic convenience needs – Clause 11.01-1L (Gisborne and New Gisborne)
- encouraging the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community – Clause 11.03-1S (Activity centres)
- managing growth in a peri-urban area to protect and enhance the identified valued attributes of the area – Clause 11.03-3S (Peri-urban areas)
- facilitating integrated place-based planning to provide specific direction for the planning of sites, places, neighbourhoods and towns – Clause 11.03-6S (Regional and local places).

Clause 13.05-1S (Noise management)

The Amendment supports Clause 13.05-1L by managing noise effects on sensitive land uses (nearby residential properties).

Clause 13.07-1S (Land use compatibility)

The Amendment supports Clause 13.07-1S by protecting community amenity while facilitating appropriate commercial uses with potential adverse off-site impacts (primarily noise).

Clause 17.01-1S (Diversified economy)

The Amendment supports Clause 17.01-1S by facilitating employment generating development including:

- protecting and strengthening existing and planned employment areas and planning for new employment areas
- improving access to jobs closer to where people live

- providing sufficient commercial land to enable an increase in job containment in the Shire and facilitate economic development.

Clause 17.02-1S (Commercial)

The Amendment supports Clause 17.02-1S by meeting the following strategies:

- locate commercial facilities in existing or planned activity centres
- provide small-scale shopping opportunities that meet the needs of local residents and workers in convenient locations
- provide new convenience shopping facilities to provide for the needs of the local population in new residential areas and within, or immediately adjacent to, existing commercial centres
- ensure commercial facilities are aggregated and provide net community benefit in relation to their viability, accessibility and efficient use of infrastructure.

C:2 Other relevant planning strategies and policies

Plan Melbourne and the Loddon Mallee South Regional Growth Plan

Plan Melbourne 2017– 2050 and the Loddon Mallee South Regional Growth Plan are high level plans that identify the largest settlements in the Shire — Gisborne and Kyneton — as becoming regional centres providing for population growth, employment and infrastructure.

The Amendment supports Plan Melbourne and the Loddon Mallee South Regional Growth Plan by providing local convenience commercial facilities in Gisborne, supporting growth in one of the Shire’s two townships targeted for growth.

Direction 7.1 in Plan Melbourne states:

Investing in regional Victoria will support housing and economic growth and bring significant social and lifestyle benefits to regional communities. The Victorian Government will:

- work with the nine Regional Partnerships and local governments to support the growth of housing and employment in regional cities and towns
- ensure the right infrastructure and services are available to support the growth and competitiveness of regional and rural industries and their access to global markets.

Policy 7.1.2 identifies Gisborne as one of a number of towns in peri-urban areas that has capacity for more housing and employment generating development without impacting on the economic and environmental roles that surrounding non-urban areas serve. It states:

... Most importantly, development in peri-urban areas must also be in keeping with local character, attractiveness and amenity.

Macedon Ranges Statement of Planning Policy

The Macedon Ranges Statement of Planning Policy is state policy for protecting and enhancing the Macedon Ranges, which has been identified as a distinctive area with state significant geographic and physical features, biodiversity, natural resources, cultural and tourism values, productive rural land and regional and national infrastructure assets.

Council submitted the Amendment aligns with Objective 8 of the Statement of Planning Policy which seeks to plan and manage growth of settlements in the declared area consistent with:

- protection of the area’s significant landscapes, catchments, biodiversity, ecological and environmental values
- the unique character, role and function of each settlement.

Council submitted, and the Panel agrees, the Amendment assists in carrying out Gisborne's designated role under the Statement of Planning Policy as becoming a regional centre.

Gisborne Outline Development Plan

Council adopted the Gisborne/New Gisborne Outline Development Plan (ODP) in February 2006 and updated the ODP in September 2009. The ODP provides guidance for the future residential, commercial and industrial growth of Gisborne over a 20-year planning horizon. Although it has not been updated in over 14 years, it remains current to 2026, and is referenced in Clause 11.01-1L (Settlement – Gisborne (including new Gisborne)) of the Planning Scheme and listed as a background document in the schedule to Clause 72.08.

Key themes in the ODP include:

- ensure an appropriate hierarchy of activity centres is provided, particularly for new development areas
- maintain the Gisborne town centre as the commercial and retail core.

The ODP (Table 8) provides for a local neighbourhood centre with an approximate floor space of 500 square metres to be developed on the corner of Brady and Willowbank Roads. The role of the centre is described as:

To contain a general store and 3-4 other shops, community uses and medical centres.

Draft Gisborne Structure Plan 2023

The Gisborne Futures project is a sustainable vision for how Gisborne will grow and develop into the future and includes:

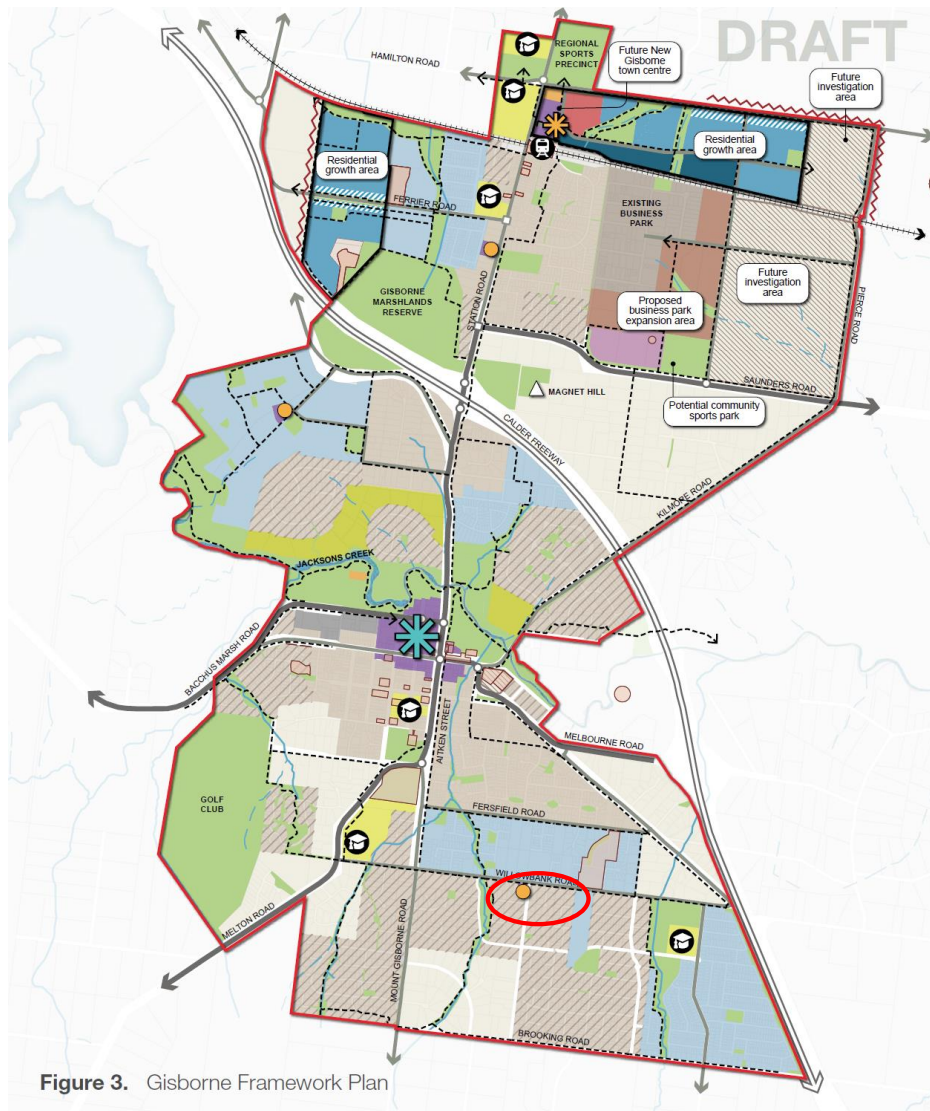
- a Structure Plan that guides future development of housing, transport, shops, parks, landscapes and infrastructure
- an Urban Design Framework that will shape the streets and buildings in the town centre
- a Neighbourhood Character Study to guide new housing development.

The August 2023 draft includes a Framework Plan for Gisborne, which shows a local activity centre on the corner of Willowbank and Brady Roads (see Figure 5 below). It notes the current proposal for the development of the site, and Section 4.3 – Local activity centres, includes:

- an objective that seeks to facilitate delivery of local activity centres that act as community focal points and provide walkable access to convenience retail and local services
- a strategy to support the planning and delivery of a local activity centre on Willowbank Road, including the current proposal to rezone to C1Z and apply the Design and Development Overlay to guide built form outcomes
- an action to prepare a streetscape master plan for the Willowbank Road local activity centre that focuses on:
 - improving pedestrian and cyclist amenity
 - provision of safe and comfortable access between the existing and emerging activity nodes
 - traffic calming on Willowbank Road.

The Structure Plan will eventually replace the Gisborne ODP, but is not yet part of the Planning Scheme. Accordingly, the Panel has afforded more weight to the ODP than the Structure Plan, although it notes they are consistent in terms of identifying the site as a location for a future local activity centre offering the types of services that are included in the proposal.

Figure 5 Draft Gisborne Framework Plan August 2023



Source: Figure 3 in the Gisborne Futures Draft Structure Plan August 2023 (Document 8(b)) with Panel annotations identifying the location and role of the site

C:3 Planning scheme provisions

A common zone and overlay purpose is to implement the Municipal Planning Strategy and the Planning Policy Framework.

Zones

The site is in the GRZ1, and is proposed to be rezoned C1Z. The purposes of the C1Z are:

- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
- To provide for residential uses at densities complementary to the role and scale of the commercial centre.

Overlays

The land is proposed to be subject to the DDO27. The purpose of the Overlay is:

- To identify areas which are affected by specific requirements relating to the design and built form of new development.

The proposed design objectives under the DDO27 are:

- To provide for a low-rise local activity centre that provides a transition in scale to the adjacent residential areas.
- To create an active frontage and high-quality built form outcome that uses contemporary materials, forms and finishes to Willowbank and Brady Roads.
- To support development that provides high-quality streetscapes that prioritises safety, pedestrian access, active transport and public gathering spaces.
- To support environmentally sustainable development with hard and soft landscaping and water sensitive urban design measures throughout the site.

Other provisions

Relevant particular provisions include:

- Clause 52.02 (Easements, restrictions and reserves)
- Clause 52.06 (Carparking).

C:4 Macedon Ranges Amendment C150macr

Amendment C150macr was gazetted on 15 November 2023. It replaced the Local Planning Policy Framework of the Planning Scheme with a new Municipal Planning Strategy at Clause 02, local policies within the Planning Policy Framework at Clauses 11 to 19 and some particular provisions and operational provisions, consistent with changes to the Victoria Planning Provisions introduced by Amendment VC148 and the Ministerial Direction on the Form and Content of Planning Schemes.

Council updated the exhibited Amendment documents to reflect the changes introduced by Amendment C150macr prior to the Hearing. See Chapter 1.2 for more detail. The Panel supports these changes.

C:5 Ministerial Directions, Planning Practice Notes and guides

Ministerial Directions

Council submitted the Amendment has been prepared having regard to the relevant Ministerial Directions and Planning Practice Notes including:

- Ministerial Direction on the Form and Content of Planning Schemes
- Ministerial Direction No. 1 – Potentially Contaminated Land
- Ministerial Direction No. 11 – Strategic Assessment of Amendments
- Ministerial Direction No. 15 – Planning Scheme Amendments.

The Explanatory Report discusses how the Amendment meets the relevant requirements of Ministerial Direction 11 and PPN46. That discussion is not repeated here.

Planning Practice Note 22: Using the carparking provisions

Council submitted it had regard to PPN22 in considering the carparking supply for the proposed development under the permit application. It determined that the proposed minor shortfall in the statutory parking rate (from 61 to 57) could be considered appropriate on the basis that the proposed development encourages walking, cycling and other sustainable transport means, as well as the likelihood of multi-purpose trips.

Planning Practice Note 58: Structure planning for activity centres

PPN58 provides guidance on the development of activity centres to ensure a better distribution of business activity, jobs, housing, services and transport connections closer to where people live and work. Council submitted it had regard to PPN58, noting that:

- Clause 11.01-1L (Gisborne and New Gisborne) and the ODP outline a clear vision of the purpose of the local activity centre – namely to deliver basic everyday goods and services to the growing Gisborne South residential community
- the draft Gisborne Structure Plan 2023 proposes an action to prepare a streetscape master plan for the centre that focuses on improving pedestrian and cyclist amenity and provision of safe and comfortable access between the existing and emerging activity nodes and traffic calming on Willowbank Road.

Planning Practice Note 60: Height and setback controls for activity centres

PPN60 provides built form guidance for the proposed local activity centre. Council submitted it had regard to PPN60 when preparing the proposed DDO27, which includes:

- clearly defined objective terms and figures relating to design objectives to be achieved
- provisions to ensure wall heights reference a defined point (at the street).

It submitted that considering the surrounding low scale residential environment, the proposed built form is in keeping with the existing character while also distinguishing the development as a commercial centre.

Planning Practice Note 96: Planning considerations for reflected sunlight glare

Council submitted it had regard to PPN96 in preparing the proposed DDO27 which controls the built form outcome, materials and finishes of the development to minimise the potential of reflected glare.

Appendix D Panel preferred version of the permit conditions

Marked up against the exhibited permit conditions

Additions are tracked in blue

~~Deletions are tracked in red~~

Council's Day 1 changes have been incorporated

Conditions have been renumbered and reordered. Renumbering and reordering has not been tracked. Formatting changes are not tracked

Form 9	
Section 96J	
PLANNING PERMIT GRANTED UNDER SECTION 96I OF THE PLANNING AND ENVIRONMENT ACT 1987	
PERMIT NUMBER:	PLN/2022/359
PLANNING SCHEME:	Macedon Ranges Planning Scheme
RESPONSIBLE AUTHORITY:	Macedon Ranges Shire Council
THE PERMIT ALLOWS:	
<u>34.01</u>	<u>Use the land for a medical centre</u>
<u>34.01</u> <u>43.02</u>	Construct ion of a buildings <u>or construct or carry out</u> and associated works for a supermarket (370m ²), medical centre (452m ²), office (300m ²) and food and drink premises (two cafes—170m ²) and a reduction in the number of car parking spaces under Clause 52.06 (Car Parking).
<u>52.06</u>	<u>Reduce the number of carparking spaces</u>

THE FOLLOWING CONDITIONS APPLY TO THIS PERMIT:

Approved and endorsed development plans

1. Before ~~the~~ development starts, ~~an electronic copy of amended~~ plans must be ~~submitted to and~~ approved and endorsed by the responsible authority. ~~When approved, the plans will be endorsed and will then form part of this permit.~~ The plans must:
 - a) be prepared to the satisfaction of the responsible authority
 - b) be drawn to scale with dimensions ~~and~~
 - c) be generally in accordance with the plans prepared by Clarke Hopkins Clarke Ref. No. 210037 dated 10.06.2022 but modified to show:

- ~~i. A driveway separation island with maximum 70-degree angle to Brady Road with the splay outside.~~
- ~~ii. The location of a "No right turn sign" along Brady Road.~~
- ~~iii. The location of a pedestrian crossing line on Brady Road.~~
- i. The location of a rainwater tank with a minimum capacity of 10,000 litres to capture stormwater from the rooftops of the buildings for harvesting and re-use.
- ii. The location design of a stormwater detention system ~~demonstrating a 10-year ARI post-development flow restricted to the predevelopment stage~~ that ensures the post-development rate of stormwater discharge from the site in a 10% AEP storm is no greater than the pre-development discharge rate in a 20% AEP storm.

Layout not altered

- 2. The layout of the development ~~as shown on the endorsed plans~~ must not be altered from the layout on the approved and endorsed plans without the written consent of the responsible authority.

Landscape plan

- 3. Before ~~the~~ development starts, ~~three copies of~~ a landscape plan ~~to the satisfaction of~~ must be approved and endorsed by the responsible authority ~~must be submitted to and approved by the responsible authority. When approved, the plan will be endorsed and will then form part of this permit.~~ The landscape plan must:
 - a) be prepared to the satisfaction of the responsible authority
 - b) be prepared by a suitably qualified person
 - c) have plans ~~be~~ drawn to scale with dimensions
 - d) be ~~and~~ generally in accordance with the development plans approved and endorsed under condition 1 site plan. The landscape plan must show:
 - e) be generally in accordance with the landscape concept plans prepared by Taylors, Ref 22601/LA dated 7 July 2022 but modified to show the following details:
 - i. A survey (including botanical names) of all existing vegetation to be retained and/or removed and any natural features.
 - ii. The area or areas set aside for landscaping.
 - iii. A planting schedule of all proposed trees, shrubs/small trees and ground covers (including deep rooted species), including botanical names, common names, pot sizes, sizes at maturity, and quantities of each plant. Proposed tree species must have a minimum supply size of a 45 litre pot and 1.6 metres in height.
 - iv. The location of each species to be planted and the location of all areas to be covered by grass, lawn or other surface material.

- v. Paving, retaining walls, fence design details and other landscape works including areas of cut and fill.
- vi. An irrigation system to all landscaped areas ~~that includes any deep-rooted trees and shrubs around the perimeter and internal to the site.~~
- vii. Landscaping along the eastern façade of the supermarket and northern façade of the medical centre in the form of groundcovers and vertical landscape climbers to create a 'green-wall'.
- viii. The removal of the two existing street trees in the road reserve of Willowbank Road to allow for the construction of a new crossover and to reduce any future building façade/tree conflicts.
- ix. The location of new street trees in the road reserves of Willowbank Road and Brady Road adjacent to the new development.
- x. The street tree species selection including small to medium size at maturity to ensure no future conflicts with the building and facade.
- xi. Trees spaced at a minimum of every 10 metres and in appropriate locations. ~~A plant schedule for proposed tree species showing a minimum supply size of a 45 litre pot and 1.6 metres in height.~~
- xii. The following notations:
 - *Tree planting is to occur between April and September to maximise establishment and survival.*
 - *Tree locations shown on this plan are a guide only and may require adjustment to coordinate with final service locations, Powercor requirements, and ~~as constructed~~ infrastructure.*
 - *Before installed, street tree locations are to be set out and approved **on the land** by the responsible authority.*
 - *It is the responsibility of the contractor to confirm the location of all underground services before any excavation starts.*

Completion of landscaping

4. Before the buildings are occupied, landscaping as shown on the endorsed landscape plans must be completed, unless approved in writing by the responsible authority, and must be maintained to the satisfaction of the responsible authority for a period of two (2) years from the practical completion of the landscaping. During this period, any dead, diseased or damaged plants or landscaped areas must be replaced or repaired. ~~during the period of maintenance and~~ Repairs and replacements must not be deferred until the completion of the maintenance period.

Limit on medical practitioners

5. No more than seven (7) medical practitioners may operate from the premises at any one time without the written consent of the responsible authority.

General amenity provision

6. The development must be managed so that the amenity of the area is not detrimentally affected, through the:
 - a) Transport of materials, good or commodities to or from the land.
 - b) Appearance of any building, works or materials.
 - c) Emissions of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil.
 - d) Presence of vermin.

Control of light spill

7. All external lighting must be designed, baffled and located so as to prevent adverse effect on adjoining land to the satisfaction of the responsible authority.

Control of noise

8. Noise levels emanating from the premises must not exceed those required to be met under [EPA Publication 1826.4 Noise limit and assessment protocol for the control of noise from commercial, industrial and trade premises and entertainment venues \(the Noise Protocol\)](#) as amended from time to time, ~~State Environment Protection Policy (Control of Noise from Commerce, Industry and Trade) No. N-1~~ to the satisfaction of the responsible authority.
9. All exterior plant and equipment located on the rooves of the buildings must be installed in a manner to be visually obscured from nearby roads and, surrounding properties, and acoustically treated ~~in accordance with~~ to meet condition 8, both to the satisfaction of the responsible authority.
10. Before the buildings are occupied, a 2.4 metre high acoustically rated perimeter fence must be constructed along the western and southern boundaries of the site and thereafter maintained, both to the satisfaction of the responsible authority.
11. Once mechanical services design has progressed to a suitable level of detail, an acoustic assessment of the mechanical services design should be conducted by a suitably qualified and experienced acoustic consultant. Reasonably practicable noise controls should be investigated and implemented, and any noise controls required for compliance with the relevant legislative criteria should be included in the final design.

Hours of operation - supermarket

12. The supermarket must not operate outside the following times:
 - a) 7am to 8pm Monday to Saturday
 - b) 8am to 8pm on Sunday and public holidays.

Hours for deliveries and waste collection

13. Deliveries and waste collection must only occur between 7pm to 8pm except with the written consent of the responsible authority.

MRSC Engineering & Projects Conditions Rainwater tank

14. Before the buildings are occupied, a potable water supply (rainwater tank) with a storage capacity of at least 10,000 litres must be provided for use by the development to the satisfaction of the responsible authority.

Stormwater management plan

15. Before the development starts, a stormwater management plan must be approved and endorsed by the responsible authority. The stormwater management plan must:
- be prepared to the satisfaction of the responsible authority
 - include details of a stormwater management system, including drainage works and detention and discharges of stormwater to the drainage system, that has been designed to meet the requirements of conditions 1(c)(ii) and 15
 - set out how the stormwater management system will be managed on an ongoing basis
 - demonstrate how all relevant standards set out in the planning scheme relating to stormwater management will meet the objectives in the planning scheme, including modelling and calculations.

Stormwater drainage plans

16. Before ~~works~~ development starts, engineering plans detailing the stormwater drainage must be submitted and approved by the responsible authority and the plan and supervision fees paid. The plans must be drawn to scale with dimensions and show:
- A drainage system for the whole of the development with:
 - provision for runoff from upstream catchments and downstream works necessary to manage flows from the development
 - a legal point of discharge approved by the responsible authority and ~~any other statutory authority from which approval must be received for the discharge of the relevant~~ drainage authority.
 - Stormwater runoff from all buildings, tanks and paved areas drained to a legal point of discharge.
 - ~~All drainage courses or outfall drainage lines required to the legal point of discharge, and which pass through lands other than those within the boundaries that is constructed at no cost to the responsible authority.~~
 - All drainage courses contained within ~~expressed~~ drainage easements.
 - The flow paths of stormwater discharged from the site in a 1 in 10 year ARI 1% AEP storm ~~so~~ which demonstrate that no private property is inundated.
 - ~~The drainage system must have provision for runoff from the upstream catchments and include any downstream works necessary to manage flows from the development.~~
 - A gross pollutant trap incorporated into the drainage system.

17. No polluted and/or sediment-laden run-off is to be discharged directly or indirectly into drains or watercourses.

Construction management

18. Before development starts, a construction management plan must be submitted to and approved by the responsible authority. The construction management plan must show:
- Measures to control erosion and sediment and sediment-laden water runoff including the design details of structures.
 - Measures to control air emissions including dust.
 - Measures to prevent the spread of environmental weeds and pathogens.
 - The location of any construction wastes, equipment, machinery, and/or earth to be stored/stockpiled during construction.
 - The location of access to the land for construction vehicle traffic.
 - The location of any temporary buildings or yards.
19. ~~The~~ Construction works ~~on the land~~ must be undertaken in accordance with the endorsed construction management plan to the satisfaction of the responsible authority.
20. ~~Soil erosion control measures must be employed throughout the construction stage of the development to the satisfaction of the responsible authority.~~

Carpark construction and maintenance

21. No fewer than 57 car spaces must be provided on the land for the development including two (2) spaces clearly marked for use by disabled persons.
22. Before the buildings are occupied, the area(s) set aside for the parking of vehicles and bicycles and access lanes as shown on the endorsed plans must be ~~to the satisfaction of the responsible authority:~~
- Constructed.
 - Properly formed to such levels that they can be used in accordance with the plans.
 - Surfaced with an all-weather seal coat or treated to the satisfaction of the responsible authority to prevent dust and gravel from being emitted from the land.
 - ~~Drained and maintained.~~
 - Clearly line marked to indicate each car space and all access lanes.
 - Clearly marked to show the direction of traffic along access lanes and driveways.
- to the satisfaction of the responsible authority.
23. At all times ~~c~~Car spaces, access lanes and driveways must be drained and maintained and kept available for these purposes ~~at all times~~ to the satisfaction of the responsible authority.

New vehicular crossings

24. Before the buildings are occupied, two new crossovers within the road reserves of Willowbank Road and Brady Road must be constructed with a sealed surface ~~and a driveway separation island~~ to the satisfaction of the responsible authority.
25. Before the buildings are occupied, the driveways to the development must be constructed to meet the following requirements to the satisfaction of the responsible authority:
 - a) The driveways must be constructed to a standard so that ~~it is~~ they are accessible in all weather conditions and capable of accommodating a vehicle of 15 tonnes for the trafficable road width.
 - b) The driveways must have a minimum trafficable width of 3.5 metres, be clear of encroachments 4 metres vertically and have no obstructions within 0.5 metres on either side of the formed width of the driveway.
 - c) The average grade must be no more than 1 in 7 with a maximum of no more than 1 in 5 for no more than 50 metres.
 - d) Dips must have no more than a 1 in 8 entry and exit angle.

Environmental management plan

26. Before the buildings are occupied, an environmental management plan must be submitted to and approved by the responsible authority. The plan must detail how issues such as erosion prevention, temporary drainage, dust generation, and sediment control will be managed, on-site, during the operation of the use permitted. Details of a contact person/site manager must also be provided so that this person can be easily contacted should any issues arise.

Expiry of Permit

27. This permit will expire if one of the following circumstances applies:
 - a) The development is not commenced within two years of the date of this permit.
 - b) The development is not completed within four years of the date of this permit.



WILLOWBANK ROAD ACTIVITY CENTRE

210037 | 101-105 WILLOWBANK ROAD, GISBORNE VIC

TOWN PLANNING APPLICATION

REV a | 10 JUNE 2022



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ClarkeHopkinsClarke acknowledges the Wurundjeri Woi Wurrung and the Boon Wurrung peoples of the Eastern Kulin Nation and the Gadigal people of the Eora Nation as the Traditional Custodians of the land we work on.

ClarkeHopkinsClarke also acknowledges the Traditional Custodians of Country throughout Australia where our projects are situated.

We pay our respects to Aboriginal and Torres Strait Islander cultures and to Elders past, present and emerging. We recognise their custodianship over deep time and their continuing connection to lands, waters and communities.

Drawn by Foster Type and based on the AIATSIS map of Indigenous Australia, ©AIATSIS 1996. For more information about using this map please visit aiatsis.gov.au



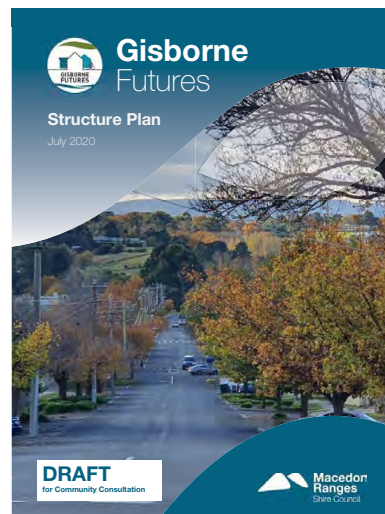
01

CONTEXT ANALYSIS



Clarke Hopkins
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101 - 105 WILLOWBANK ROAD, GISBORNE
210037

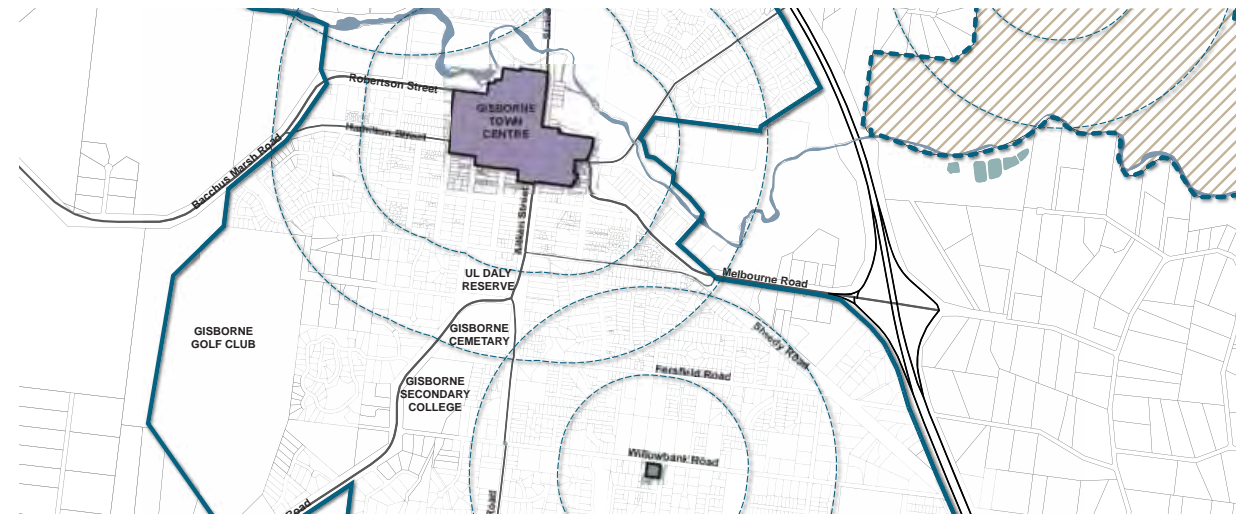
LOCATION PLAN | **01.01** a
10 JUNE 2022 | PAGE 5



Structure Plan

Gisborne Futures

- Draft Structure Plan, July 2020
- The Gisborne Structure Plan sets out the long-term strategic vision and action plan for the whole town including New Gisborne.
- Key principles of the plan include Housing, Heritage & Culture, Activity Centre Landscape & Environment, Economic Development, Transport and Community.



Activity Centre

Gisborne Futures

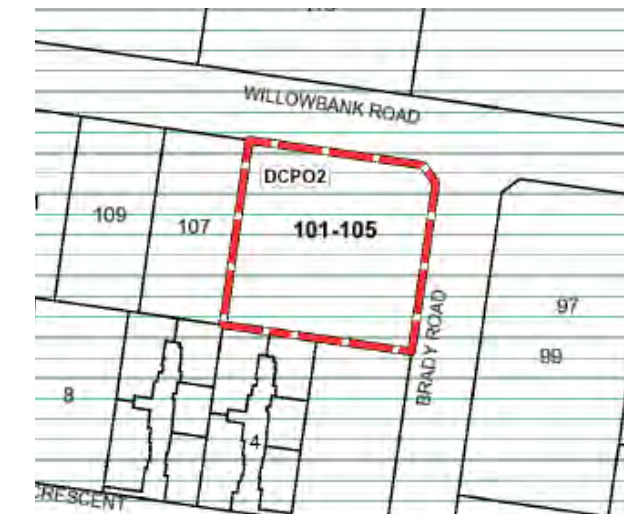
- Within the Structure Plan, the site is identified as a future Neighbourhood Activity Centre (NAC), and will be re-zoned to Commercial 1 Zone.
- The objective of the NAC is identified to:

“Provide vibrant and attractive places for people to obtain a range of services (community and commercial) and experiences appropriate to the level of centres with the main town centre being the “heart” of the town”

Design & Development Overlay

DDO

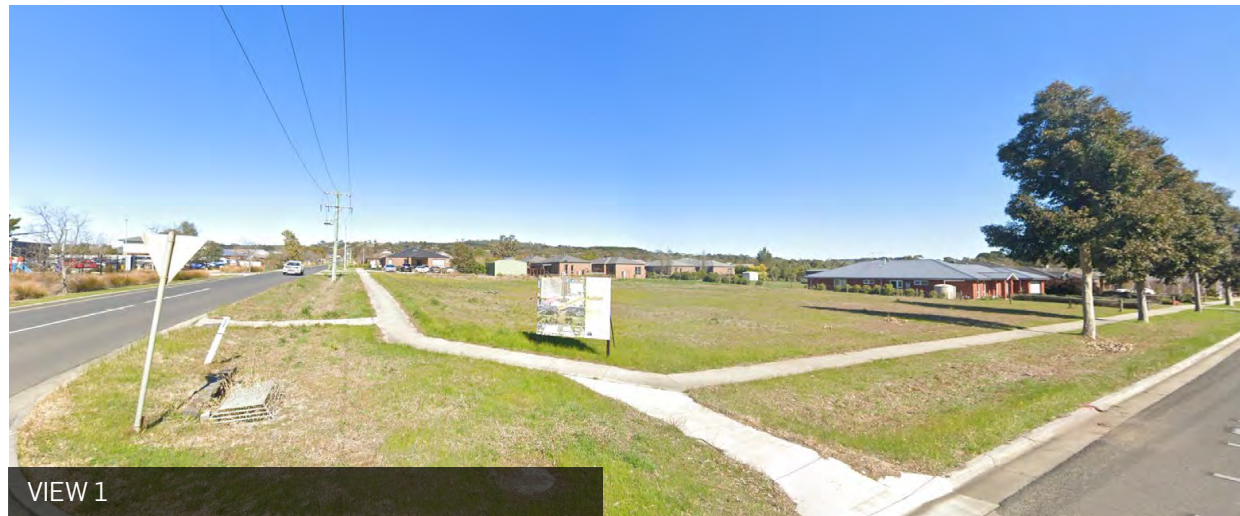
- Within the Structure Plan, it is identified that a Design & Development overlay will be prepared for the site, to ensure any developments deliver the objectives of a NAC



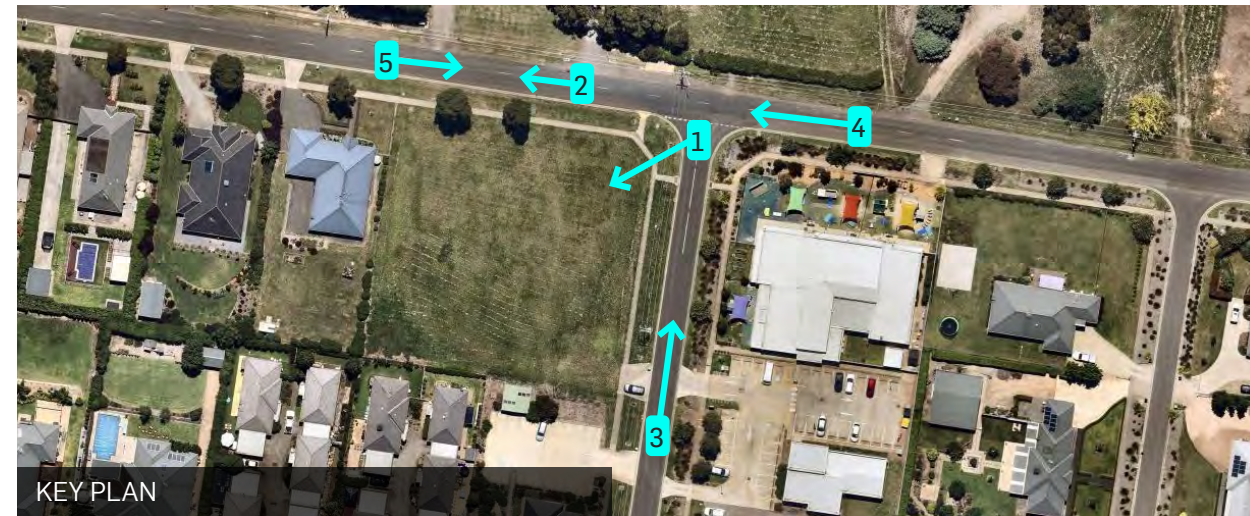
Development Contributions Overlay

DCPO2

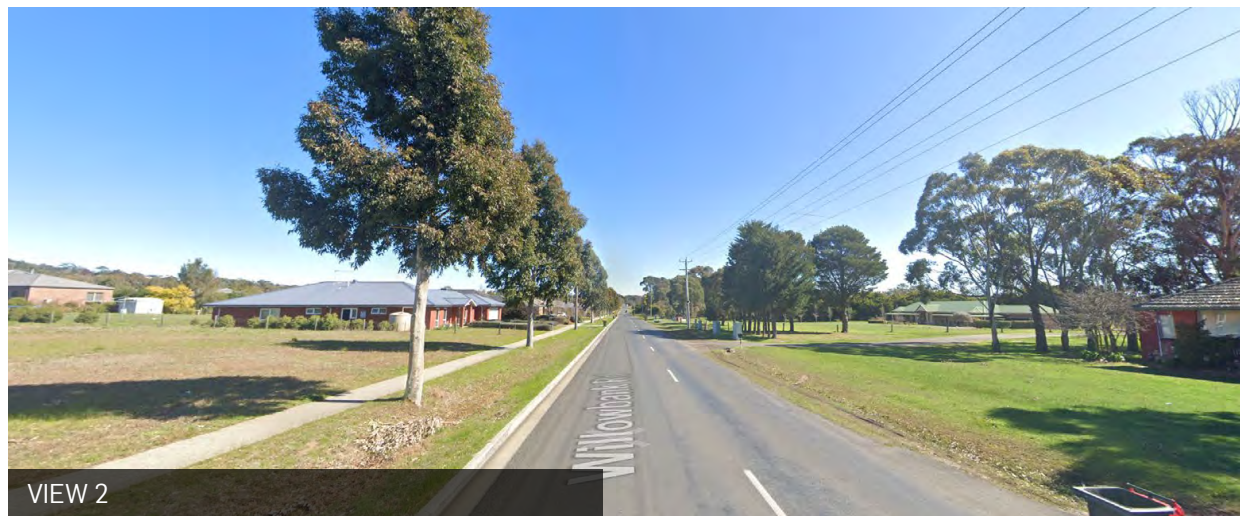
- All land in Gisborne and New Gisborne in the DCPO2 Area.
- To identify areas which require the preparation of a development contributions plan for the purpose of levying contributions for the provision of works, services and facilities before development can commence.



VIEW 1



KEY PLAN



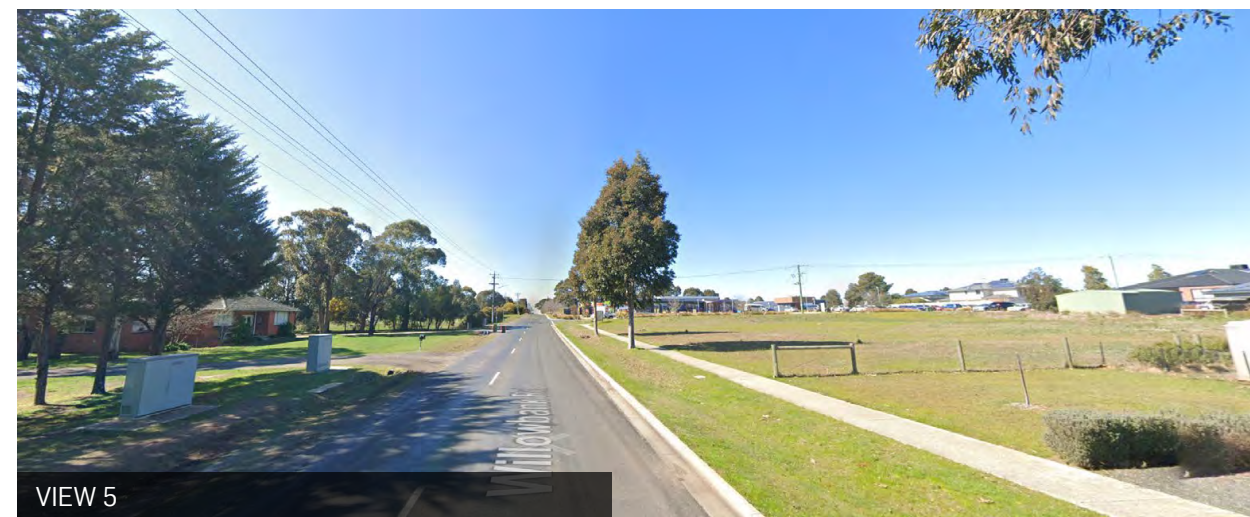
VIEW 2



VIEW 4



VIEW 3



VIEW 5

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STREET VIEWS | 10 JUNE 2022 | **01.03** a
 PAGE 7



02

DESIGN RESPONSE



PROJECT VISION

Willowbank Rd Activity Centre will provide local convenience through a range of community, commercial and retail uses.

Capitalising on frontages to both Willowbank Rd and Brady Rd, a mix of uses will form a corner landmark that will integrate seamlessly with the adjoining residential areas.

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PROJECT VISION | 10 JUNE 2022 | **02.01** a
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BUILT FORM | 10 JUNE 2022 | **02.02** a
PAGE 10



03

DRAWINGS



Site & Neighbourhood Context

- 1 SUBJECT SITE: 101 - 105 WILLOWBANK RD, GISBORNE VACANT LAND WITH 3.6M² FALL ACROSS THE SITE FROM SOUTH-EAST CORNER TO NORTH-WEST CORNER
- 2 EXISTING DRIVEWAY
- 3 EXISTING STREET TREES
- 4 BRADY RD WILLOWBANK RD BUS STOP BUS 473
- 5 EXISTING SINGLE STOREY CHILDCARE CENTRE
- 6 EXISTING SINGLE STOREY OSTEOPATH FACILITY
- 7 EXISTING SINGLE STOREY PHYSIOTHERAPY & REHAB FACILITY
- 8 EXISTING SINGLE STOREY RESIDENTIAL PROPERTIES
- 9 FUTURE RESIDENTIAL AGED CARE FACILITY

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Willowbank Road Mixed-Use
 101-105 Willowbank Road Gisborne VIC

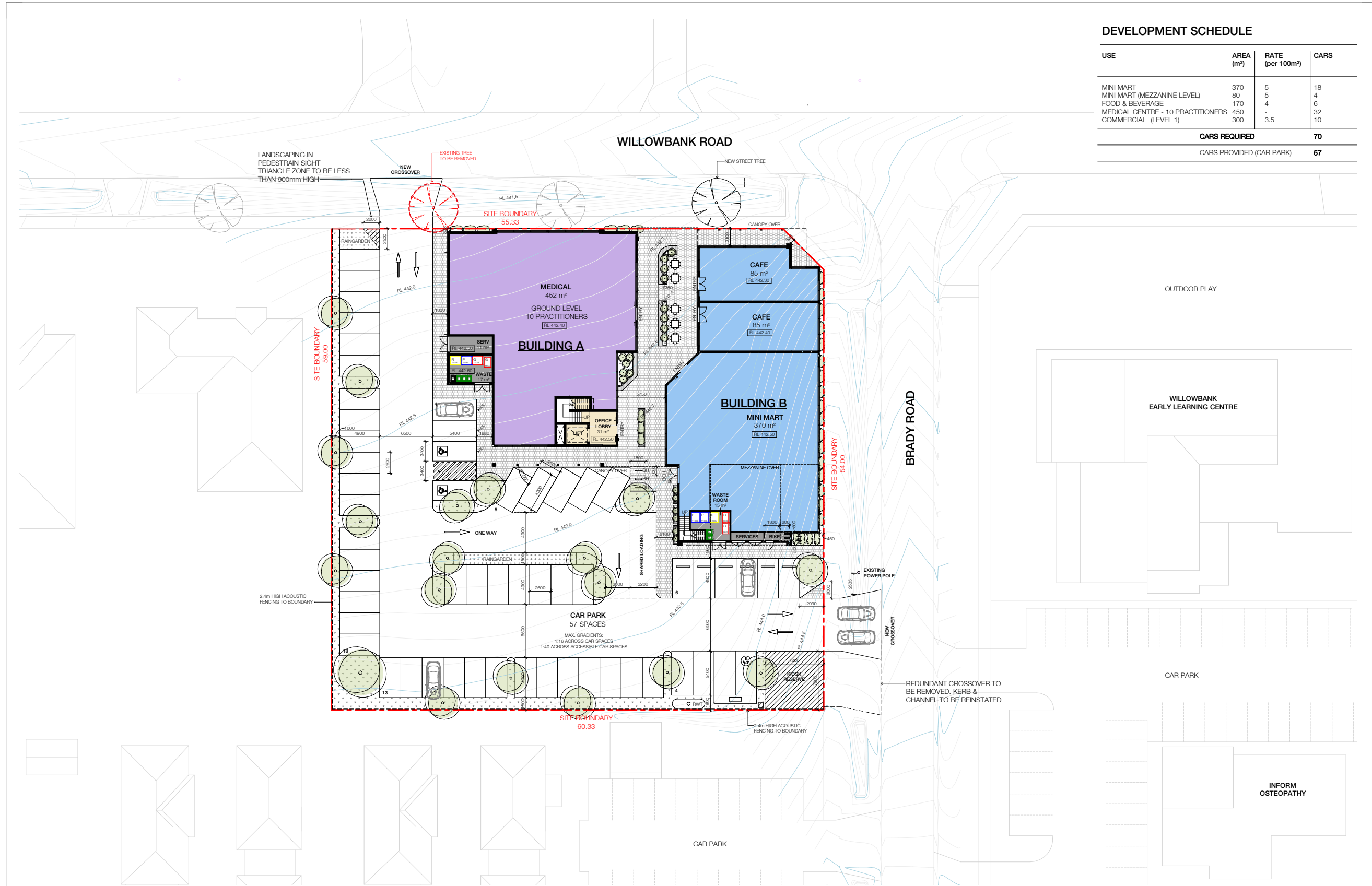
Existing Conditions Plan



TOWN PLANNING
210037/TP01

10.06.2022

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DEVELOPMENT SCHEDULE

USE	AREA (m ²)	RATE (per 100m ²)	CARS
MINI MART	370	5	18
MINI MART (MEZZANINE LEVEL)	80	5	4
FOOD & BEVERAGE	170	4	6
MEDICAL CENTRE - 10 PRACTITIONERS	450	-	32
COMMERCIAL (LEVEL 1)	300	3.5	10
CARS REQUIRED			70
CARS PROVIDED (CAR PARK)			57

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Willowbank Road Mixed-Use
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Ground Floor Site Plan



TOWN PLANNING

210037/TP02

10.06.2022

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DEVELOPMENT SCHEDULE

USE	AREA (m ²)	RATE (per 100m ²)	CARS
MINI MART	370	5	18
MINI MART (MEZZANINE LEVEL)	80	5	4
FOOD & BEVERAGE	170	4	6
MEDICAL CENTRE - 10 PRACTITIONERS	450	-	32
COMMERCIAL (LEVEL 1)	300	3.5	10
CARS REQUIRED			70
CARS PROVIDED (CAR PARK)			57



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Willowbank Road Mixed-Use
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First Floor Site Plan

1:200 @ A1
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TOWN PLANNING

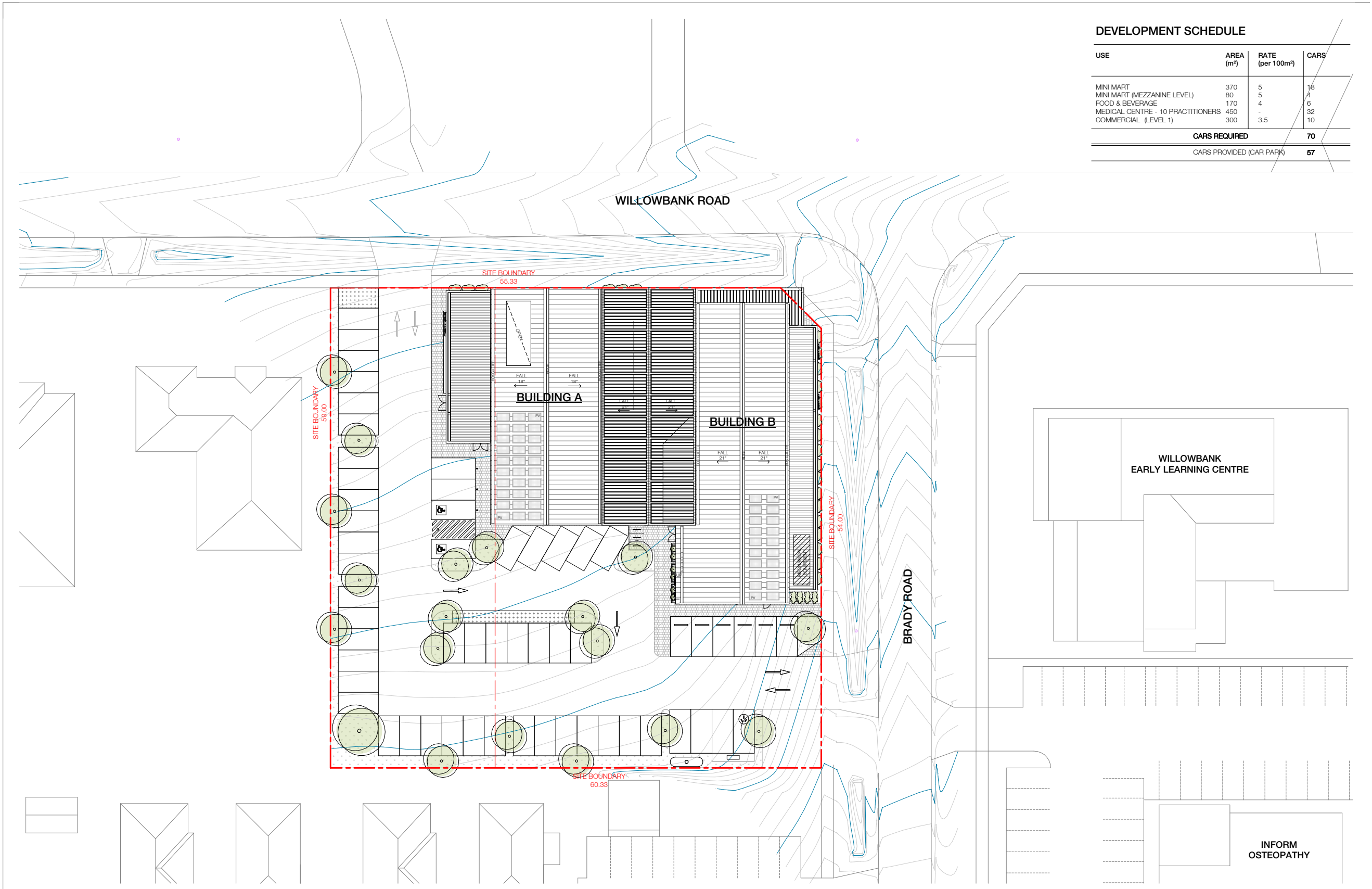
210037/TP03

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DEVELOPMENT SCHEDULE

USE	AREA (m ²)	RATE (per 100m ²)	CARS
MINI MART	370	5	18
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Willowbank Road Mixed-Use
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Roof Site Plan

1:200 @ A1
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TOWN PLANNING

210037/TP04

10.06.2022

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1 North Elevation - Willowbank Road
Scale 1 : 200



2 East Elevation - Brady Road
Scale 1 : 200



3 South Elevation
Scale 1 : 200



4 West Elevation
Scale 1 : 200

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Willowbank Road Mixed-Use
101-105 Willowbank Road Gisborne VIC

Street Elevations



TOWN PLANNING
210037/TP05

10.06.2022

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1 North Elevation
Scale 1 : 100

2 East Elevation (Covered Walkway)
Scale 1 : 100

3 South Elevation
Scale 1 : 100

4 West Elevation
Scale 1 : 100

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Willowbank Road Mixed-Use
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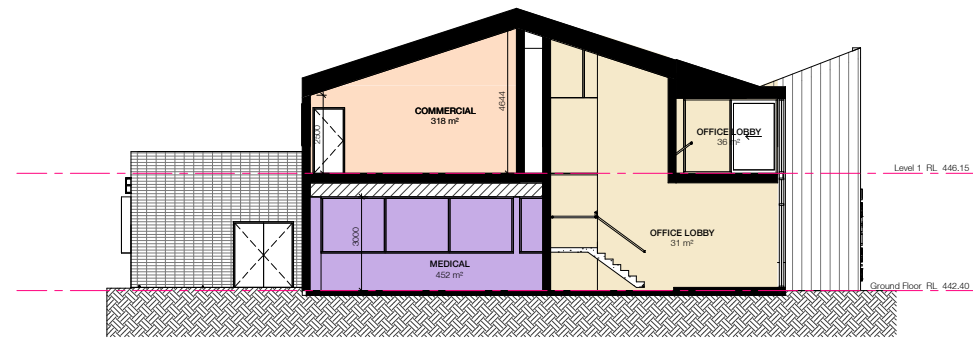
Building A - Proposed Elevations



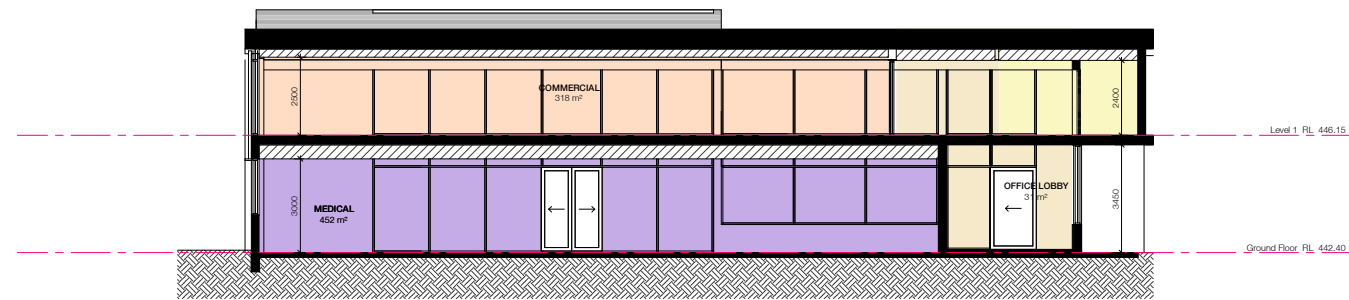
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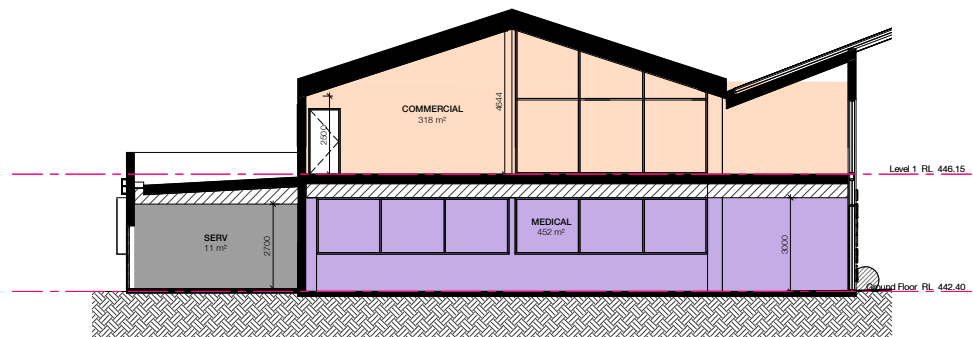
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1 Building A - Section A
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2 Building A - Section B
Scale 1 : 100



3 Building A - Section C
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Building A - Proposed Sections



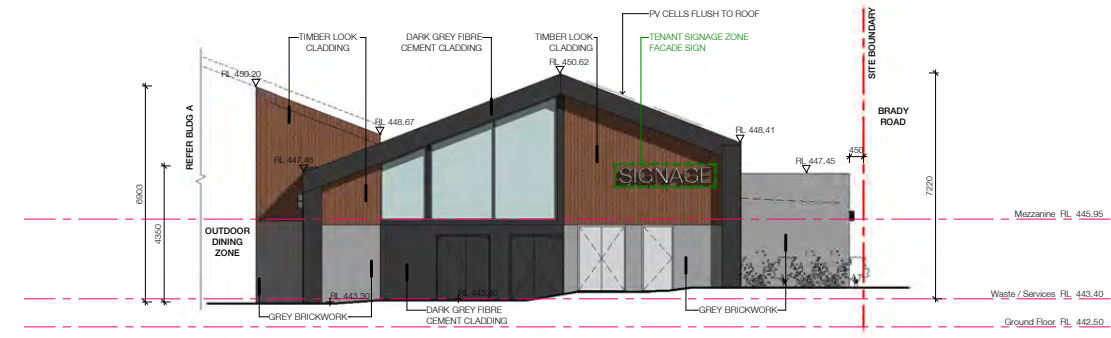
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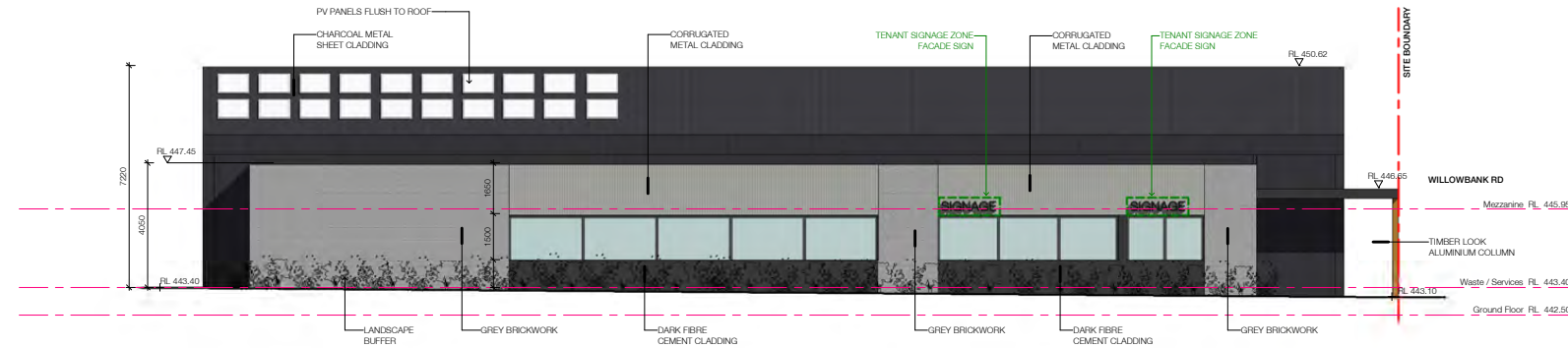
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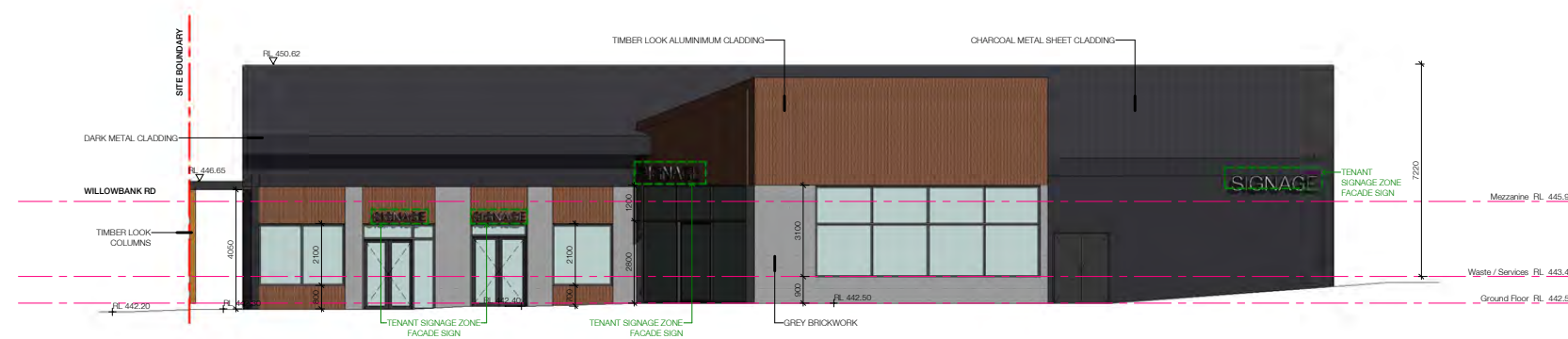
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4 West Elevation
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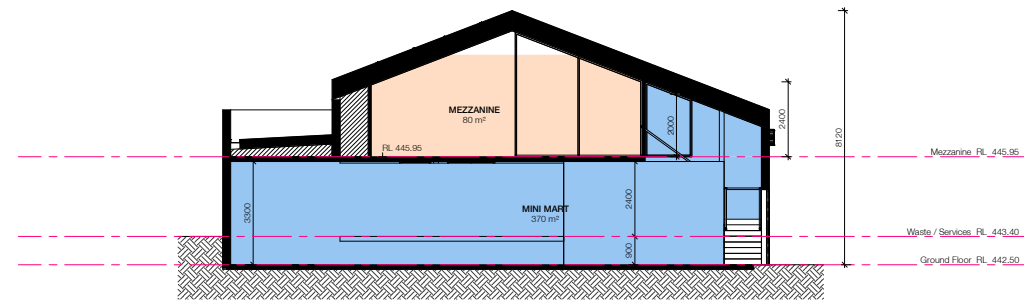
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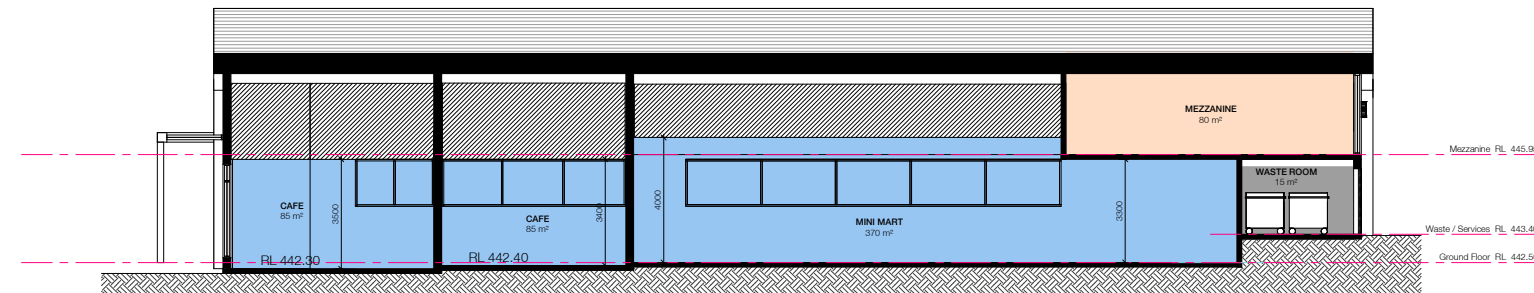
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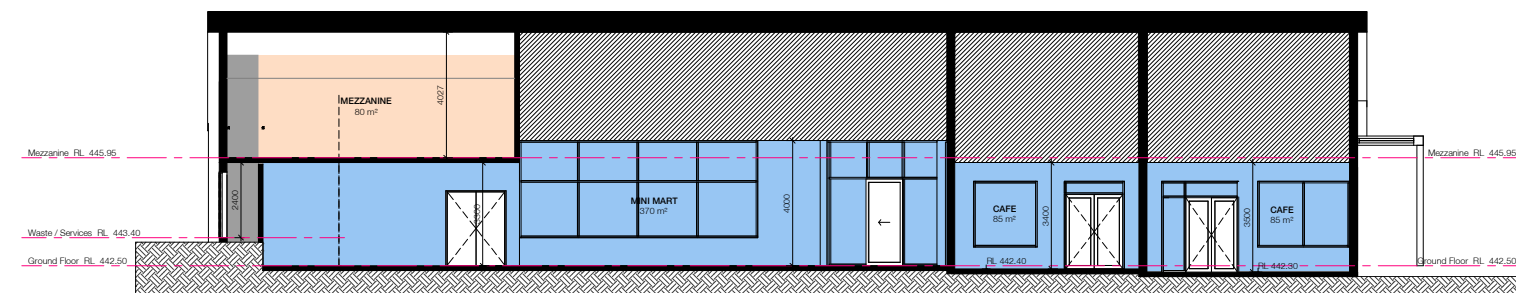
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2 Building B - Section B
Scale 1 : 100



3 Building B - Section C
Scale 1 : 100

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Building B - Proposed Sections



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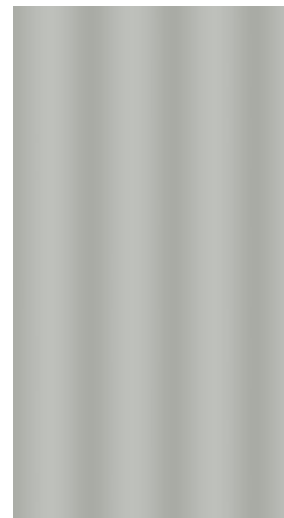


04

ARTIST IMPRESSIONS & MATERIALS



01



02



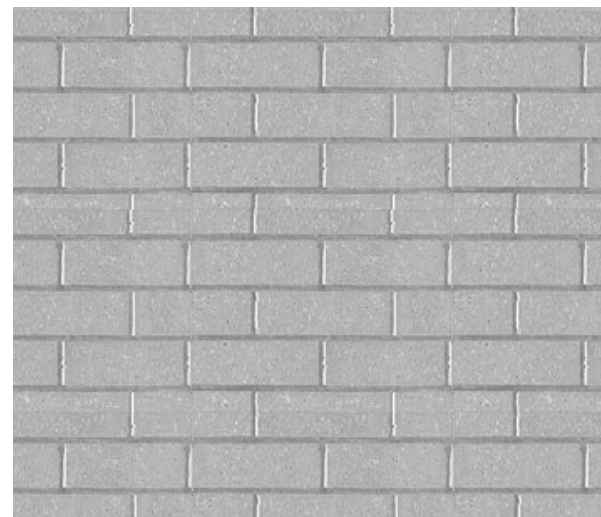
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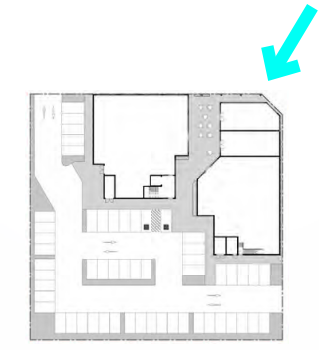
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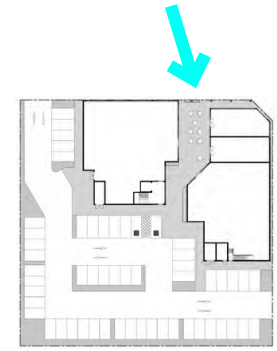
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- 02. PROFILED METAL CLADDING - LIGHT GREY
- 03. TIMBER LOOK CLADDING
- 04. TIMBER LOOK BATTENS
- 05. PROFILED METAL CLADDING - DARK GREY
- 06. BRICKWORK - LIGHT GREY
- 07. FEATURE TENANCY SIGNAGE
- 08. MODULAR ACOUSTIC PANEL FENCE - LIGHT GREY PAINT FINISH



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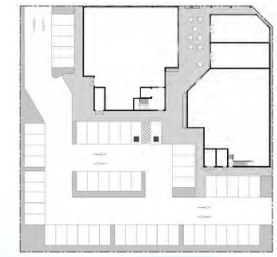
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PERSPECTIVE VIEWS - WILLOWBANK ROAD
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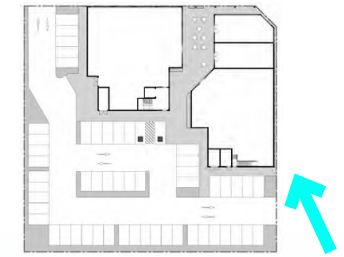
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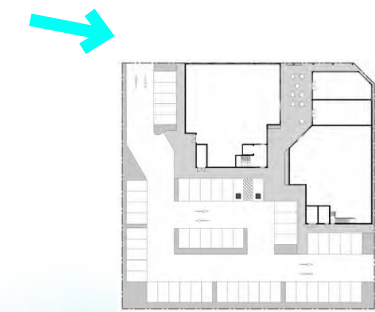
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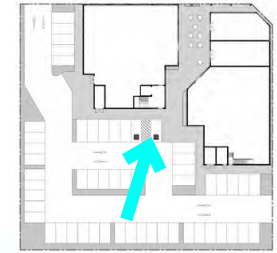
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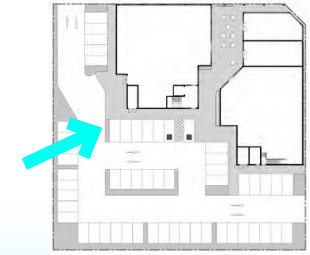
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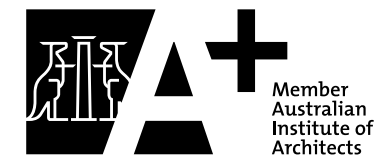
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Strategic Plan

Riddells Creek Movement Network Study (2024)



Date of Adoption			
Adoption Method	<input type="checkbox"/> Council	<input type="checkbox"/> Executive	
CEO Signature		Date	
Manager	Eng Lim		
Department	Engineering and Resource Recovery		
Unit	Engineering Services		
Term	2024 to 2034		
Last Endorsement Date	Nil		
Nominated Review Period	<input type="checkbox"/> Annually	<input type="checkbox"/> Biennially	<input checked="" type="checkbox"/> Other (ten years)
Next Endorsement Date	June 2034		

Macedon Ranges Shire Council acknowledges the Dja Dja Wurrung, Taungurung and Wurundjeri Woi Wurrung Peoples as the Traditional Owners and Custodians of this land and waterways. Council recognises their living cultures and ongoing connection to Country and pays respect to their Elders past, present and emerging. Council also acknowledges local Aboriginal and/or Torres Strait Islander residents of Macedon Ranges for their ongoing contribution to the diverse culture of our community.

DOCUMENT HISTORY	Version	Date	Author
Initial Draft	1	14 Feb 2024	Eng Lim
Second Draft			
Final Draft			
Approval			

Executive Summary

Macedon Ranges Shire Council undertook a Movement Network Study for Riddells Creek to provide guidance on the provision and upgrade of transport infrastructure within the township. This will assist with managing the impacts of township growth on infrastructure and traffic management. The study was conducted in three stages: Stage 1, Stage 2A, and Stage 2B.

Stage 1 was conducted by Council officers and involved consultation with the community to understand concerns related to transport infrastructure.

Stage 2A involved the development of the ultimate movement network for the township, including mapping the aspirational walking and cycling networks, by officers with the assistance from a consultant. This aspirational network was underpinned by the methodology outlined in Victoria's Movement and Place framework. Gaps between the existing transport infrastructure and the aspiration network were listed, and projects to address these gaps were identified. These projects include pedestrian projects, cycling projects, intersection upgrades, speed limit reductions, and amenity and streetscape improvements. The projects were mapped, then ranked in order of priority using a multi-criteria analysis (MCA) scoring process.

In Stage 2B, the projects identified in Stage 2A were presented to a small group of the Riddells Creek community for feedback. This feedback was used to refine the MCA scoring. The Riddells Creek community also identified an additional 15 projects that would improve active transport within the township, and these projects were scored in the MCA process.

Traffic and parking surveys were conducted by the consultant to understand current conditions and used to analyse the impact of future population growth within the township. Parking demand is currently low, and the township will be able to accommodate the increase in parking demand from population growth. Traffic modelling was undertaken at intersections within the township with traffic volumes forecasted in 2043. Based on the models, upgrades are recommended at the following intersections:

- Riddell Road and Kilmore Road
- Station Street and Kilmore Road
- Bolithos Road and Kilmore Road

From the MCA scoring, the top 30 projects were identified for development by Council. Four of these top 30 projects were proposed by the Riddells Creek Community. The top 30 projects include:

- 11 shared path projects
- 4 sharrows projects
- 3 speed reduction projects
- 3 wombat crossing projects
- 2 pedestrian operated signals (POS) crossing projects
- 2 refuge crossing projects
- 2 pedestrian crossing projects
- 2 footpath projects
- 1 regional trail project

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Introduction

Macedon Ranges Shire Council undertook a Movement Network Study for the Riddells Creek Township to provide guidance on the provision and upgrade of transport infrastructure for Riddells Creek, to address the impacts that township growth will have on infrastructure and traffic management.

Stage 1 of the study was completed by Council officers, which involved consultation with the community to understand current concerns relating to infrastructure and transport.

In Stage 2A, with the assistance from a consultant, Trafficworks, a strategic transport infrastructure plan was developed. This involved identifying the ultimate transport network for the township, and the identification of projects to address gaps in the township's transport network.

The transport infrastructure plan is underpinned by the methodology outlined in Victoria's movement and Place framework. It informs a broad framework to guide future infrastructure development in Riddells Creek over the next 30 years. The plan accounts for current and future development within the township (e.g. Amess Road development), as well as any State infrastructure projects in the area.

This stage of the study (Stage 2B) focuses on prioritising the identified projects. With the support from the consultant, a multi-criteria analysis (MCA) process was used to rank projects. The criteria included feedback from the Riddells Creek community, who identified additional pedestrian projects suitable for the township. As part of Stage 2B, detailed traffic and parking studies were conducted and analysed to inform recommendations to Council.

An implementation plan will be developed based on the established set of criteria to assist Council in the program of capital works.

Project Background

Context

Riddells Creek is a township of approximately 3,000 residents, located in the Macedon Ranges Shire Council.

Surrounding towns include:

- Gisborne located approximately 8 km to the south-west
- Sunbury located 15 km to the south
- Romsey is located 14 km to the north-east.

See [Figure 1](#) for the study area.

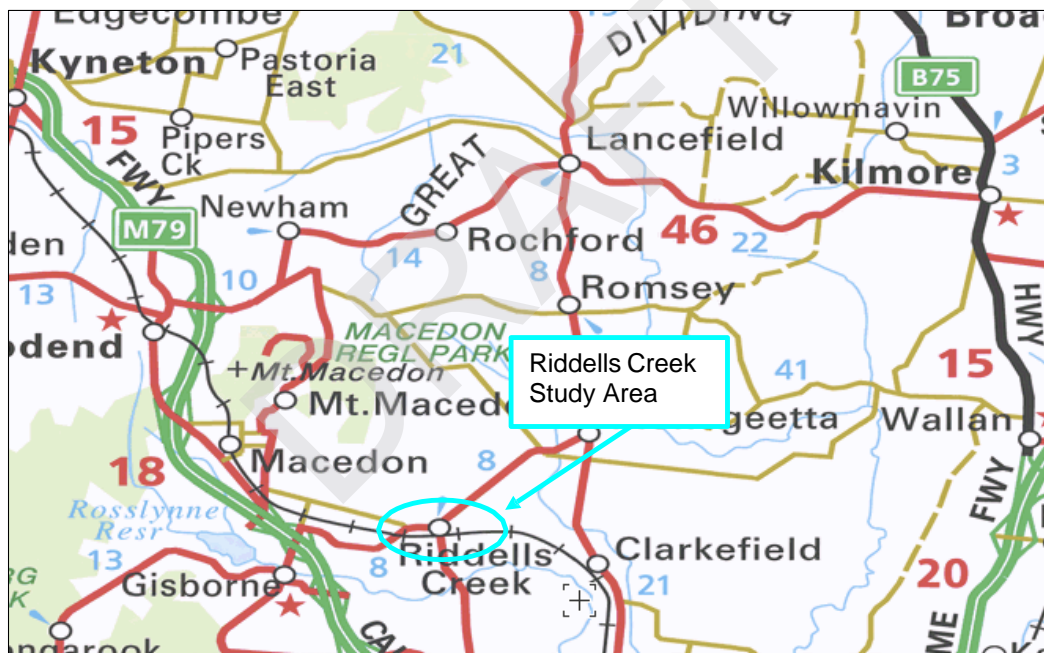


Figure 1: Riddells Creek Study Area

Existing land use

The majority of the township is low-density housing zoned as a Neighbourhood Residential Zone (NRZ). Within the town centre, there is a mixture of commercial, community, and recreational use. Land surrounding the township is zoned as a mixture of Rural Living Zone (RLZ), Low Density Residential Zone (LDRZ), and Farming Zone (FZ), as shown in [Figure 2](#).

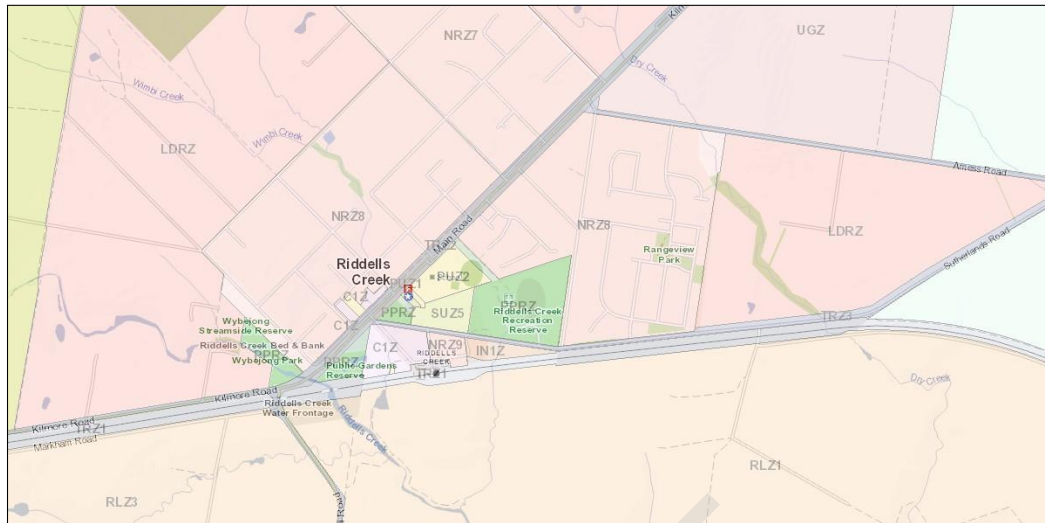


Figure 2: Land use within Riddells Creek

Amess Road precinct

The Amess Road precinct is located to the north-east of the town centre and is currently within an Urban Growth Zone (UGZ). This precinct is identified by Macedon Ranges Shire Council as a proposed new urban extension area to Riddells Creek.

Riddells South precinct

The Riddells South precinct is located south of the town centre and is currently within a Rural Living Zone (RLZ1). This precinct has been identified by Council as a potential urban extension of Riddells Creek.

Existing road network

Two declared arterial roads run through Riddells Creek, as follows:

- Gisborne-Kilmore Road runs in a southwest to northeast direction between Gisborne and Melbourne-Lancefield Road. In the vicinity of the Riddells Creek township, Gisborne-Kilmore Road is an undivided road in a Transport Zone 2 (TRZ2). It has an approximate sealed carriageway width of 7 m, accommodating one lane in each direction (refer Figure 3).



Figure 3: Gisborne-Kilmore Road

- Riddell Road runs in a south to north direction between Sunbury and Gisborne-Kilmore Road. In the vicinity of the Riddells Creek township, Riddells Road is an undivided road in a Transport Zone 2 (TRZ2). It has an approximate sealed carriageway width of 7 m, accommodating one lane in each direction (refer Figure 4).



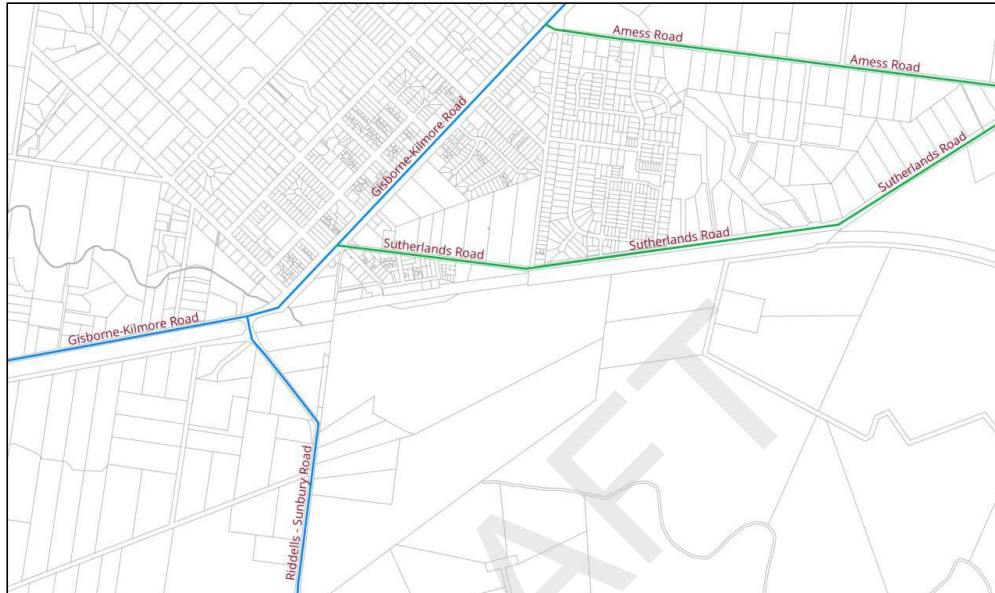
Figure 4: Sunbury-Riddells Creek Road

Other roads within the township that fall within the Transport Zone include:

- Amess Road, within a Transport Zone 3 (TRZ3). Within the vicinity of the Riddells Creek township, Amess Road has a speed limit of 60 km/h. It is an undivided road with an approximate sealed carriageway width of 6 m, accommodating one lane in each direction.

- Sutherlands Road, within a Transport Zone 3 (TRZ3). Sutherlands Road has a speed limit of 60 km/h. It is an undivided road with an approximate sealed carriageway width of 6 m, accommodating one lane in each direction.

Figure 5: Declared roads in Riddells Creek - TRZ2 roads in blue and TRZ3 roads in green



Riddells Creek neighbourhood character

Neighbourhood character profiles were developed for the Residential Neighbourhood Character Precincts as a part of the Riddells Creek Structure Plan 2013. The profiles are split into six different precincts, as follows:

- Garden setting
- Modern residential
- Town centre residential
- Rural bushland A
- Rural bushland B
- Rural bushland C.

These character profiles inform the lot size and frontage, as well as front setbacks and the characteristics of the road reserve, including drainage types (kerb and channel or swale drains),

footpaths, and verge widths. Table 1 below shows the preferred future character relating to the road reserve for each character profile.

Table 1: Character profile - preferred features

Character profile	Preferred features – road network
Garden setting	<ul style="list-style-type: none"> ● Retain wide verges and swale drains
Modern residential	<ul style="list-style-type: none"> ● Concrete kerb and channel ● Footpaths and bicycle paths ● Permeable network of streets ● Softer streetscape to encourage active transport
Town centre	<ul style="list-style-type: none"> ● Minimise crossovers onto the street ● Multi-dwelling development ● Wider footpaths ● Minimal planting of street trees
Rural bushland A, B, C	<ul style="list-style-type: none"> ● Swale drain edging ● Informal planting of indigenous trees along the roadside ● Wide verges

The character profiles within Riddells Creek are shown in Figure 6.

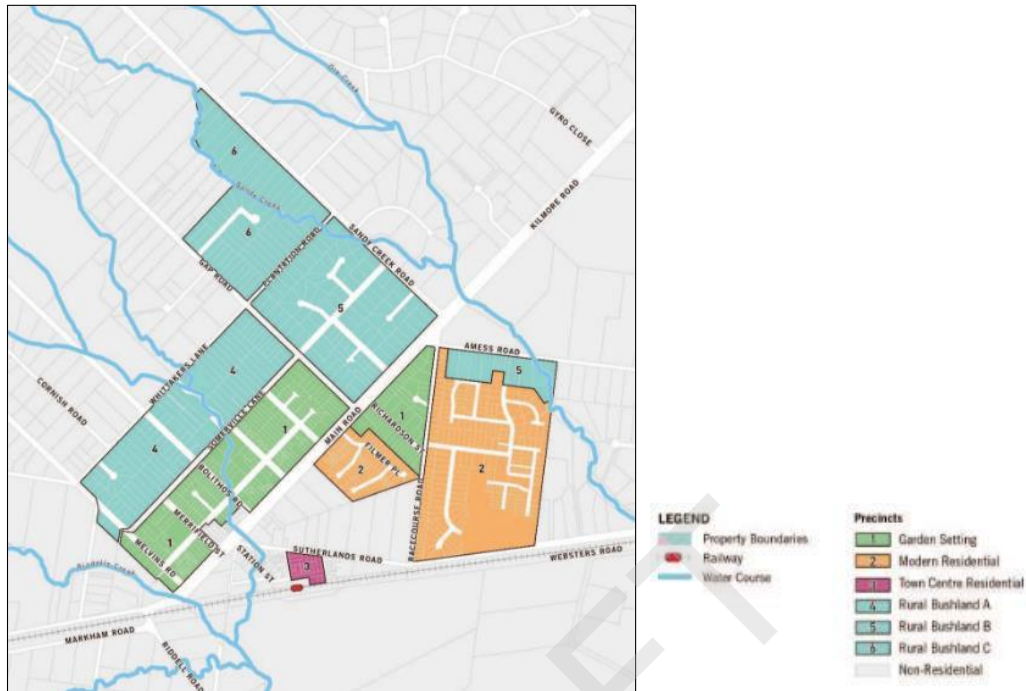


Figure 6: Riddells Creek neighbourhood character precincts

Objectives

The objective of the Movement Network Study is to create a strategic transport plan to address existing concerns from the local community and propose infrastructure to accommodate long-term population growth in Riddells Creek. The four objectives to achieve this were:

- Create an ultimate movement network plan, that outlines the vision for the transport network in Riddells Creek.
- Identify gaps between this plan and the existing infrastructure in Riddells Creek.
- Identify projects that will plug the gaps and upgrade existing transport infrastructure to meet the specifications of the ultimate movement network.
- Develop a method to prioritise these projects for Council.

Alignment with Macedon Ranges Council plan

The Macedon Ranges Council Plan has outlined 4 strategic objectives to shape the future of the community. Table 2 below outlines how the Movement Network Study (MNS) will deliver on each of these strategic objectives.

Table 2: Strategic Alignment to Council Plan

Strategic Objective	How the Movement Network Plan will deliver on the objectives
<p>Connecting Communities</p> <p>We will maintain our built environment – including roads, paths, buildings, open space, and other assets – in a fiscally, environmentally, and socially sustainable way. This includes effective land-use planning, which has a direct impact on the liveability of our shire.</p>	<p>The MNS will develop an ultimate transport network which will improve connectivity to key destinations, encourage the uptake of active transport and guide future land use planning to improve the liveability of the Riddells Creek township.</p>
<p>Healthy environment, healthy people</p> <p>The community prioritises the protection of the natural environment and recreational facilities. There is also strong community support for initiatives to minimise our shire’s impact on the earth and its resources. Resilient communities and robust economies rely entirely on a healthy environment.</p>	<p>The MNS will deliver on this objective in the following ways:</p> <ul style="list-style-type: none"> ● Encourage a mode shift to active transport, reducing reliance on private vehicles, thereby reducing carbon emissions ● Encouraging better lifestyle choices to improve health through travelling by active transport ● Improving amenities of the town centre to attract social interactions and events.

Strategic Objective	How the Movement Network Plan will deliver on the objectives
<p>Business and Tourism</p> <p>Business and tourism is about prioritising and promoting the people, resources, services and our regional identity, to ensure economic growth. Economic development is crucial for the continued growth of the economy of the Macedon Ranges Shire.</p>	<p>The MNS will deliver interventions to encourage the people who are currently travelling through the township to stop and support the local businesses.</p>
<p>Deliver Strong and Reliable Government</p> <p>We will demonstrate the qualities of good governance, including a clear vision and culture, transparency, respect, consistency, accountability, and responsiveness.</p>	<p>The MNS will develop an implementation plan to ensure the strategic allocation of resources and the equitable prioritisation of infrastructure improvement works over the next 10 years.</p> <p>The MNS also identifies advocacy projects and opportunities for improvements funded by the State Government.</p>

Study methodology

The project was conducted in four stages:

- Network aspiration
- Gap analysis
- Identify projects
- Prioritise projects.

These stages correspond to the first 3 modules of the Movement and Place framework methodology (refer [Figure 7](#)).

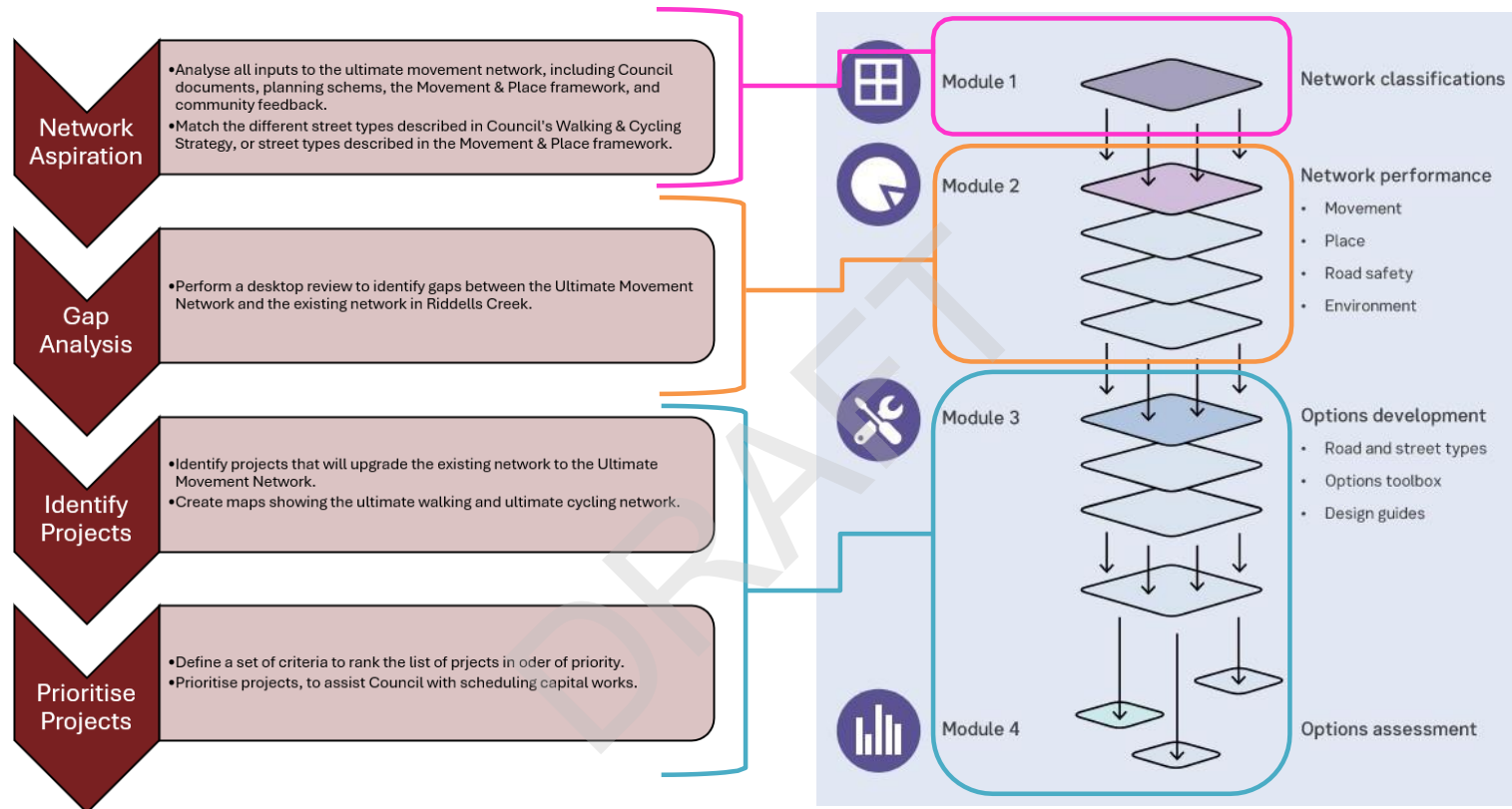


Figure 7: Movement and Place framework methodology

Ultimate Movement Network

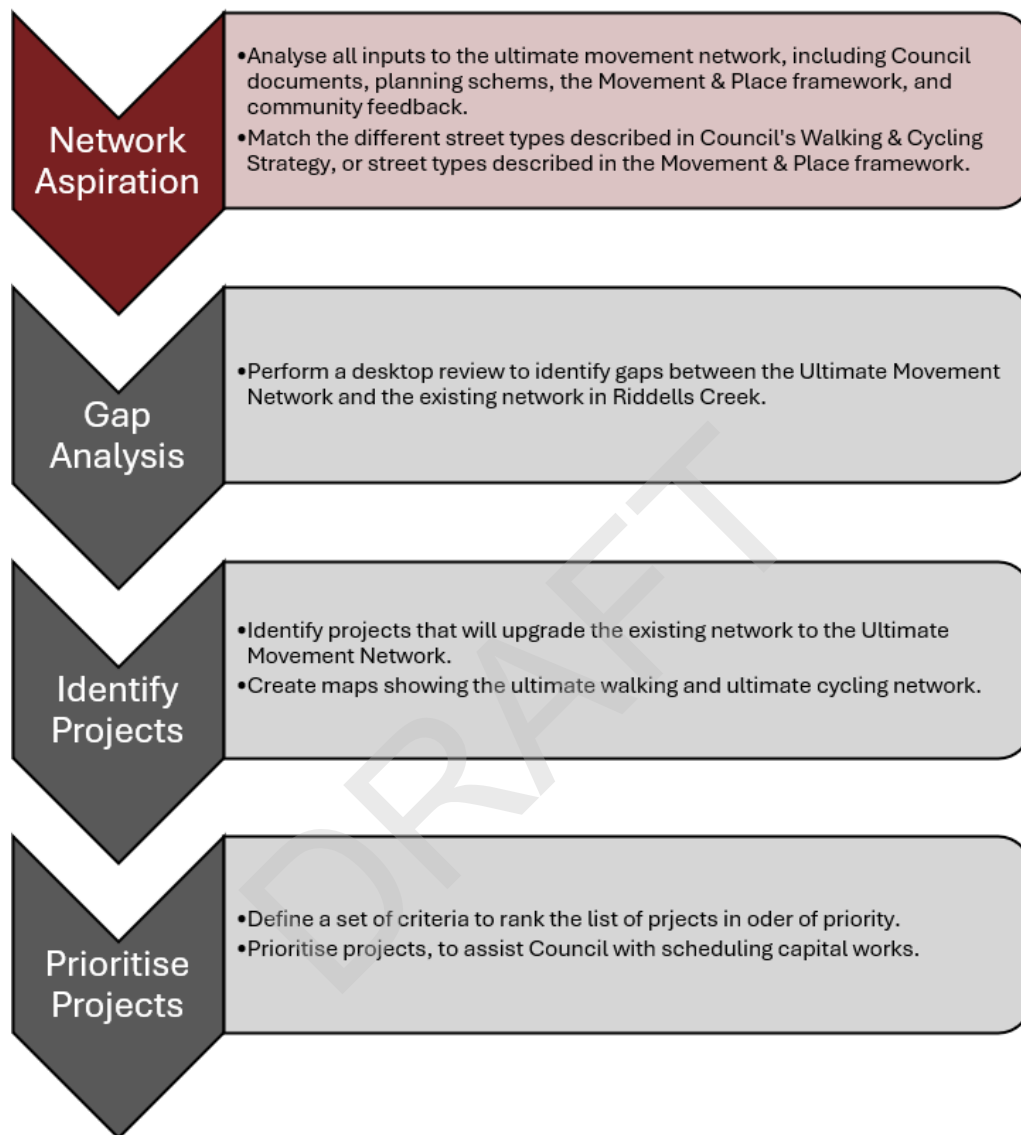


Figure 8: Project Methodology – Module 1

Study Inputs

To ensure the Ultimate Movement Network is responsive to local policy and strategy as well as State guidelines, the Riddells Creek Ultimate Movement Network has been informed by the following:

- Riddells Creek Structure Plan 2013
- Amess Road Precinct Structure Plan
- Riddells Creek Town Centre Opportunities Summary Paper
- Macedon Ranges Shire Council Walking and Cycling Strategy 2014
- Macedon Range Shire 'Participate' Positive Aging Strategy 2020
- Macedon Ranges Shire Disability Action Plan 2021-2025
- Macedon Ranges Shared Trails
- Macedon Ranges Shire-wide Footpath Plan
- Movement and Place in Victoria
- Riddells Creek Movement and Network Study Community Consultation Report.

A brief description of these documents, and details of how they informed the development of the Riddells Creek ultimate movement network, is provided in [Table 14](#) in Appendix A.

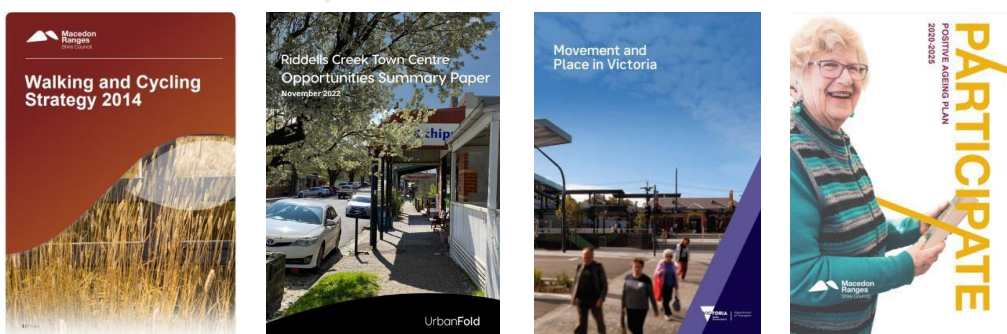


Figure 9: Some of the inputs to the Riddells Creek Ultimate Movement Network

Movement and Place classifications

The Department of Transport and Planning (DTP) has determined the movement and place classifications for streets throughout Victoria, including in Riddells Creek. Classifications for general traffic, walking, freight, and place in Riddells Creek are provided in Figure 40 to Figure 43 in Appendix B – Movement and Place Classifications in Riddells Creek.

There are currently no cycling classifications mapped within Riddells Creek. For off-road trails which have not been assigned a movement and place classification, a classification has been assigned as part of this study.

Street Types

The vision for the Riddells Creek Ultimate Network Plan reflects the strategic role of a street in the wider street network. This study recognises the role streets play as destinations in their own right, providing a corridor for people to move through as well as a place for the community to enjoy for leisure and recreational purposes. This led to the development of a street and path hierarchy and the categorisation of the streets within Riddells Creek into street types.

The Urban Road and Streets Design Guidelines (Draft Issue June 2020) were utilised to guide on determining street types. These guidelines identify 4 broad groups called 'Street Families'. Within each Street Family are a number of street types. The street type is primarily determined by the Movement and Place classifications of the street, with a particular consideration of its modal priorities.

By defining streets into certain types, a clear vision and direction can be formed for all stakeholders to collectively work towards and understand. Modal priorities can provide a second layer of detail in defining the desired outcomes.

Four different street types and two path types were identified in Riddells Cree:

- Neighbourhood residential streets
- Residential connectors
- High activity streets
- Boulevards
- Off-road recreational trails
- Off-road trails – preferred routes between towns.

The four street types can be mapped into the Movement and Place matrix. Their location within the matrix assists in demonstrating the role that the street plays within the wider network of the Riddells Creek township (refer Figure 10).

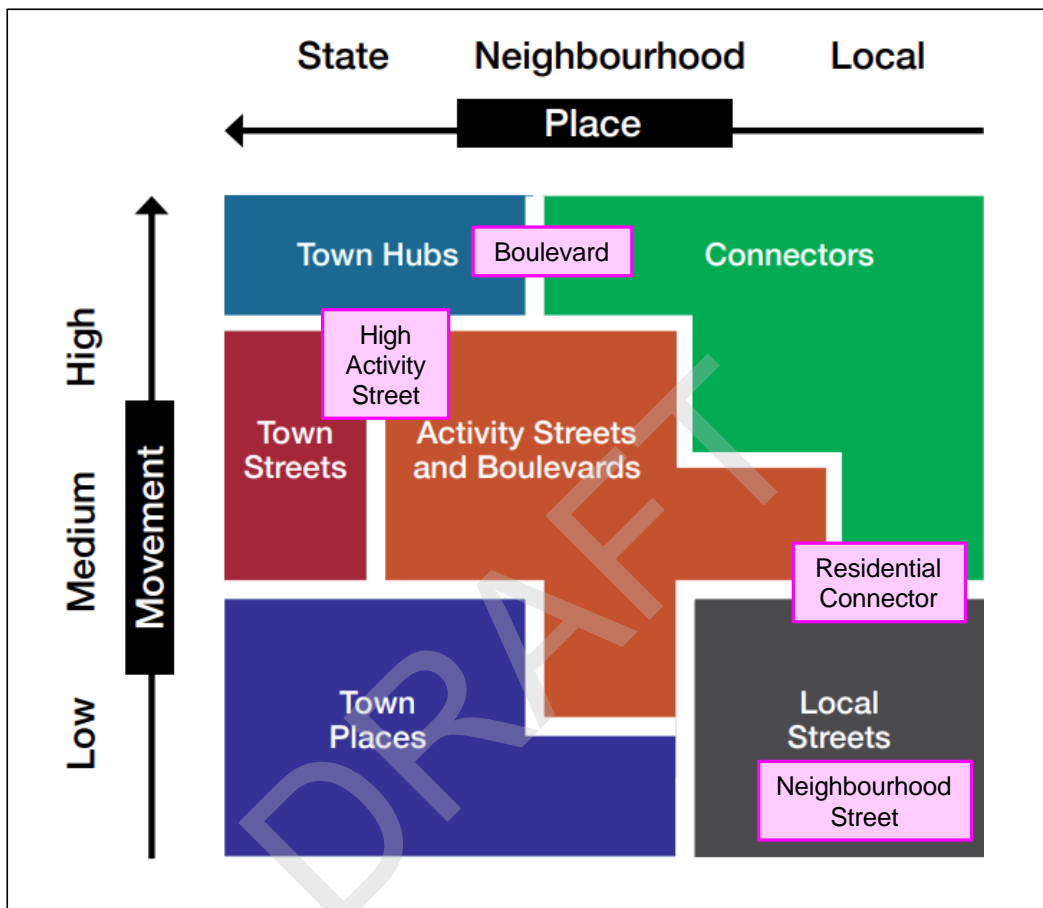







Figure 10: Street types mapped onto the Movement and Place framework


Table 3 provides a description for each of these street types and paths, their target speeds, some examples of each type within the Riddells Creek township and photos showing some examples.

Figure 11 shows the location of the different street types in Riddells Creek.

Table 3: Street Types in Riddells Creek

Street Type	Description	Movement & Place Classification	Target Speeds	Street Examples	Example Photo
Neighbourhood Residential Street	<p>These are local living streets where people inhabit. They support residential life with a low intensity of on-street activity. Neighbourhood streets operate at a slower pace and support local movements.</p> <p>In the Riddells Creek context, these will be characterised by wide verges, softer streetscapes, and a footpath on one side of the street. Bicycle facilities will be provided via sharrows in the pavement to encourage lane sharing.</p>	<p>M5 W4 GT5 No freight classification</p> <p>P5 – place of local significance</p>	50 km/h	Eucalypt Court, Sexton Street	
Residential Connector	<p>Residential connectors are access corridors that move high volumes of people. These residential streets are both places where people live and thoroughfares where people move through.</p> <p>Within Riddells Creek, these are characterised by wider streets, a shared path on one side of the street, and wide verges.</p>	<p>M5 W4 GT5 No freight classification</p> <p>P5 – place of local significance</p>	60 km/h	Bolithos Road	
High Activity Street	<p>High-activity streets are multi-modal destinations for people to visit, work, and live. They play a central role in the community, supporting a concentration of commercial, civic, and community land use. They are high amenity places that facilitate social interaction and high on-street activity.</p> <p>Each of the key streets located within the Riddells Creek town centre falls under this street type. These streets should reinforce the village feel in the Town Centre and enhance the main street as a people focused local destination, with the following characteristics:</p> <ul style="list-style-type: none"> • wider footpaths with increased street tree canopy • activating the street at night with feature lighting • more people meeting places with landscaped areas • a slow speed environment, reinforced with traffic calming. 	<p>M3 W3 GT3 F3</p> <p>P4 – place of neighbourhood significance</p>	30 km/h or lower	Station Street, Stephen Street	

Street Type	Description	Movement & Place Classification	Target Speeds	Street Examples	Example Photo
<p>Boulevard</p>	<p>Boulevards are grand, ceremonial movement corridors with a high movement function, forming the backbone of the Riddells Creek township. Boulevards are major gateways that contribute to the township's identity, and provide a sense of arrival, encouraging visitors to travel slower through the township and to stop and visit.</p> <p>Kilmore Road can be categorised as a Boulevard and provides visitors with a first impression of Riddells Creek. Characteristics of a Boulevard include:</p> <ul style="list-style-type: none"> • increasing tree canopy along the service roads • introducing a boulevard of trees in the centre carriageway between Station Street and the Primary School • provide place-specific markers and gateway entry statements • create a slower speed environment between Station Street and the primary school • additional pedestrian crossing points along Kilmore Road north of the town centre • improved pedestrian and cycling facilities. 	<p>M3 W2 GT3 F3</p> <p>P4 – place of neighbourhood significance</p>	<p>50 km/h</p>	<p>Kilmore Road between Melvins Road and Bolithos Road</p>	
<p>Off-road Trail – Recreational</p>	<p>The recreational off-road trails are scenic paths which support communities to access creek corridors, open spaces, parks as well as local and regional destinations. These paths are used for recreational walking and cycling and provide an attraction for tourists.</p> <p>These will be used by a range of users, including walkers, mountain bikers, joggers, and people of all ages and abilities, and are important to encourage physical activity and improved health.</p>	<p>M5</p> <p>P4 – Place of neighbourhood significance</p>	<p>20 km/h</p>	<p>Proposed trail along Sandy Creek</p>	

Street Type	Description	Movement & Place Classification	Target Speeds	Street Examples	Example Photo
<p>Off-road Trail – Preferred Route Between Towns</p>	<p>This provides a network of key off-road paths to create important walking and cycling connections between the regional towns in the municipality.</p>	<p>M3 P5</p>	<p>30 km/h</p>	<p>Riddells Creek to New Gisborne Rail Trail</p>	

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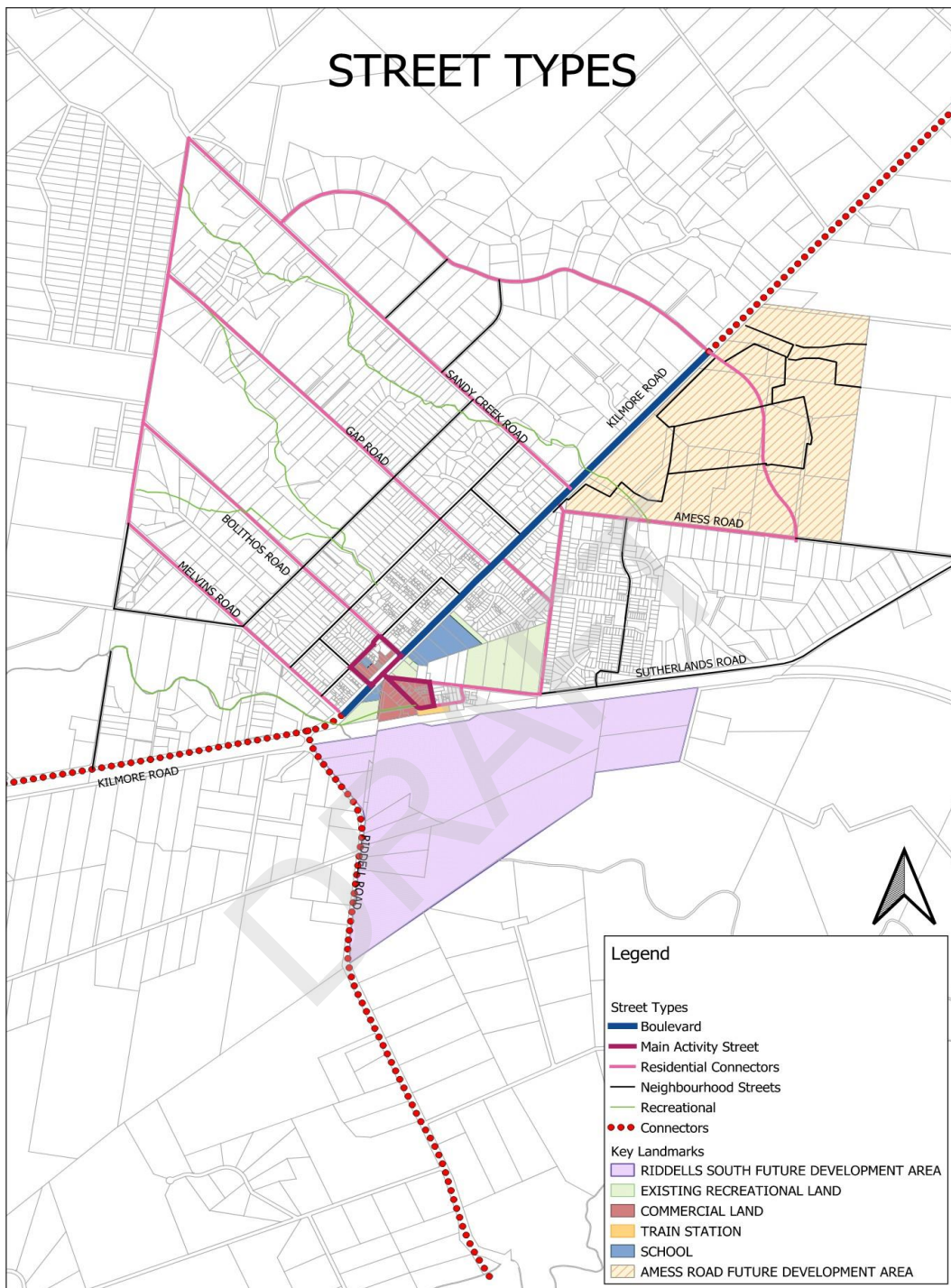


Figure 11: Street types in Riddells Creek

Aspirational movement network

The aspirational movement network is the overall vision for walking, cycling, and public transport in Riddells Creek. This has been developed by establishing a hierarchy of streets and paths based on the street type and the Movement and Place framework. [Table 4](#) and [Table 5](#) describe these route types for walking and cycling, respectively. [Figure 12](#) and [Figure 13](#) show their locations within Riddells Creek.

Walking

The following hierarchy of walking routes has been developed to accommodate the different reasons for walking within the township:

- primary walking routes
- secondary walking routes
- local walking routes
- recreational routes.

A description of each of these routes, including appropriate treatments, is found in [Table 4](#). [Figure 12](#) shows a map of these walking routes in Riddells Creek.

Table 4: Walking Route Types



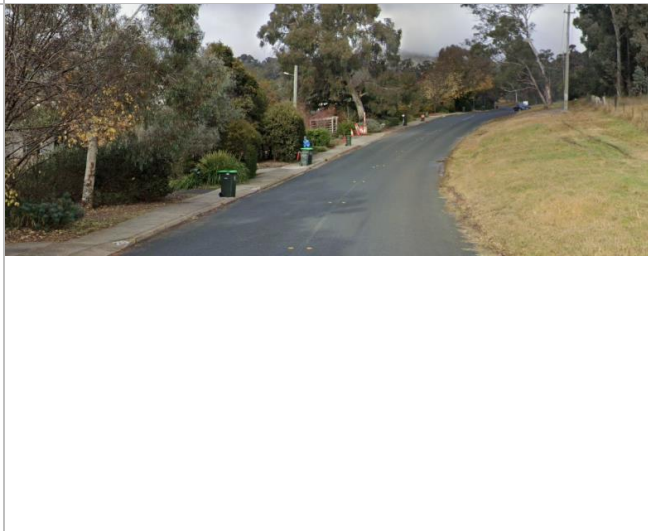

Walking Route	Description	Street Types	Treatments	Photo
<p>Primary Walking Route (W2/W3)</p>	<p>Regionally significant walking links near key activity generators with existing and/or potential demand.</p> <p>This includes the Riddells Creek town centre, educational institutions, railway stations, and employment precincts.</p>	<ul style="list-style-type: none"> • Boulevard • High activity street 	<ul style="list-style-type: none"> • Wider sealed footpaths on both sides of the road • Wombat crossings • Pedestrian Operated Signals (POS) 	
<p>Secondary Walking Route (W4)</p>	<p>Municipal walking links that support pedestrian movements to and around activity generators such as activity centres and schools.</p>	<ul style="list-style-type: none"> • Residential connector 	<ul style="list-style-type: none"> • Sealed footpaths on one side of the road • Wombat crossings 	
<p>Local Walking Route (W4/W5)</p>	<p>Neighbourhood walking links along residential streets</p>	<ul style="list-style-type: none"> • Neighbourhood residential streets 	<ul style="list-style-type: none"> • Sealed footpaths on one side of the road • Informal crossings with kerb ramps • Wombat crossings 	

Table 4: Walking Route Types

Walking Route	Description	Street Types	Treatments	Photo
<p>Recreational Route</p>	<p>Primarily used for leisure. May be windier and have a lower target speed than other routes, with a greater focus on scenery and recreational use.</p> <p>These routes don't need to be sealed and peak usage will typically occur on weekends.</p>	<ul style="list-style-type: none"> Off-Road Trail – Recreational 	<ul style="list-style-type: none"> Sealed or unsealed shared paths 	

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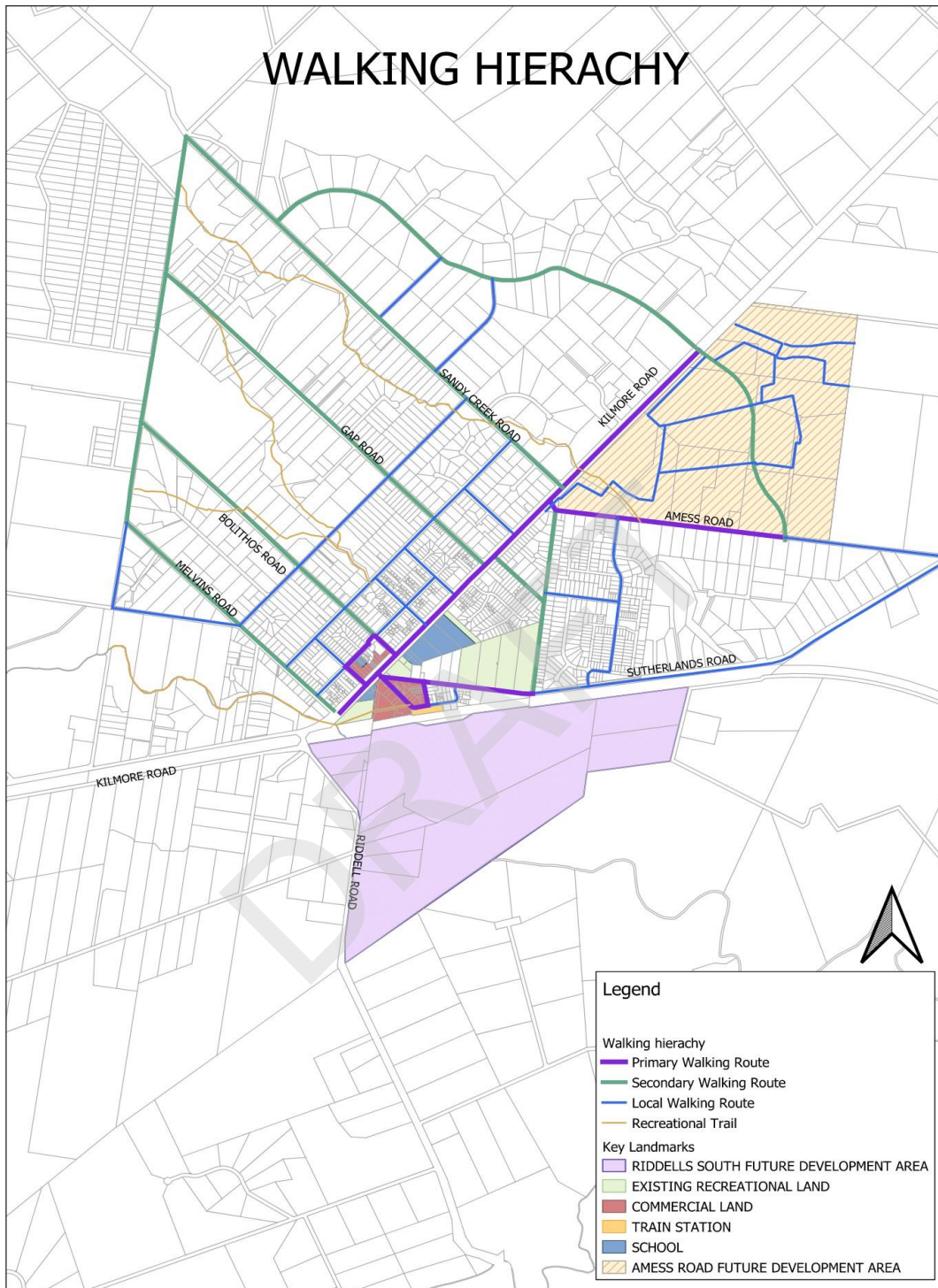


Figure 12: Walking routes in Riddells Creek

Cycling

Five types of cycling routes have been developed to accommodate the different types of cyclists within the township:

- primary cycling routes
- secondary cycling routes
- local cycling routes
- preferred cycling routes between towns
- recreational cycling trails.

A description of each of these routes, including appropriate treatments, is found in [Table 5](#). [Figure 13](#) shows a map of these walking routes in Riddells Creek.

Table 5: Cycling Route Types

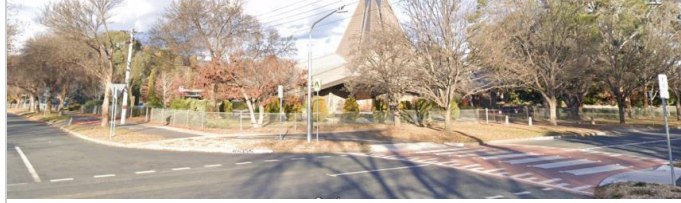
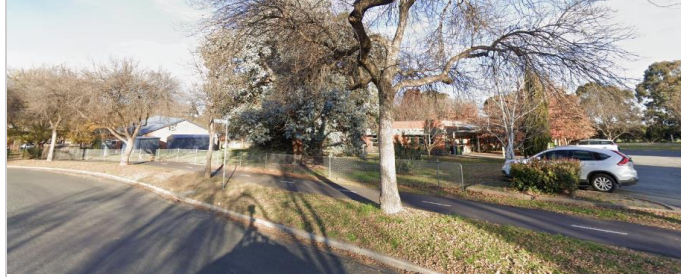


Route Type	Description	Street Types	Treatments	Photo
Primary Cycling Route (C1/C2)	Regionally significant cycling links near key activity generators with existing and/or potential demand. This includes strip shopping, educational institutions, railway stations, and employment precincts.	<ul style="list-style-type: none"> Boulevard High activity street 	<ul style="list-style-type: none"> Sealed shared paths 	
Secondary Cycling Route (C3)	Municipal cycling link which supports pedestrian movements to and around activity generators such as activity centres and schools.	<ul style="list-style-type: none"> Residential connector 	<ul style="list-style-type: none"> Sealed shared paths 	
Local Cycling Route (C4)	Captures low-density residential areas to connect to primary and secondary cycling routes. Typically designed for lower target speeds than a secondary cycling route.	<ul style="list-style-type: none"> Neighbourhood residential street 	<ul style="list-style-type: none"> Sharrows 	
Preferred Cycling Route Between Towns (CR)	Recreational cycling route for cycling enthusiasts or those seeking a long-distance training route, catering for a higher speed than recreational cycling trails.	<ul style="list-style-type: none"> Connector 	<ul style="list-style-type: none"> Sealed shared paths 	

Table 5: Cycling Route Types

Route Type	Description	Street Types	Treatments	Photo
<p>Recreational Cycling Trail (CR)</p>	<p>A cycling route that is used for leisure and prioritises scenery over a direct travel route.</p>	<ul style="list-style-type: none"> Off-Road Trail – Recreational 	<ul style="list-style-type: none"> Sealed or unsealed shared paths 	

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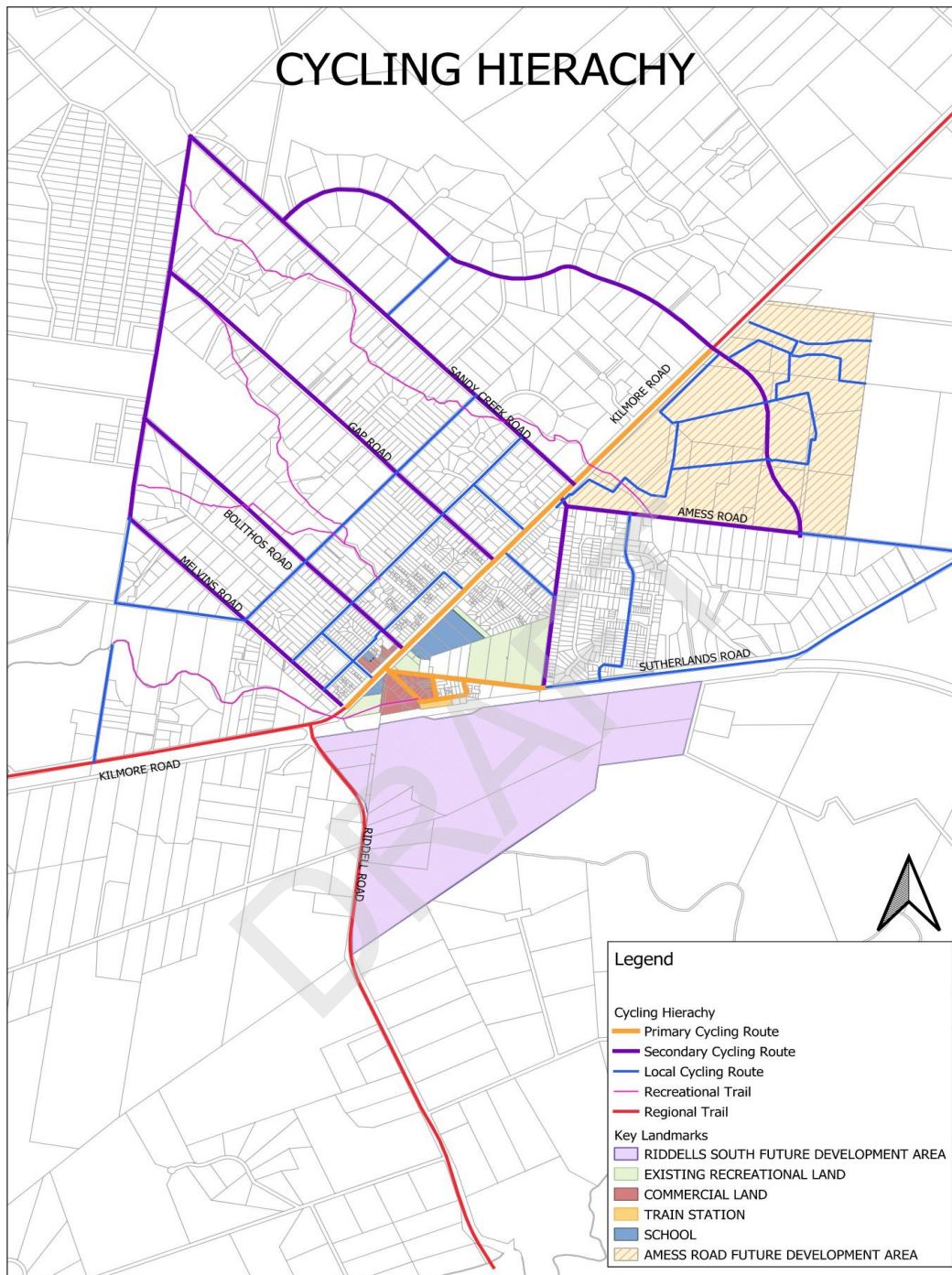


Figure 13: Cycling routes in Riddells Creek

Public Transport

Currently, public transport to and from Riddells Creek is provided via train, with services operated by V/Line. A V/Line bus service also connects Riddells Creek to Lancefield.

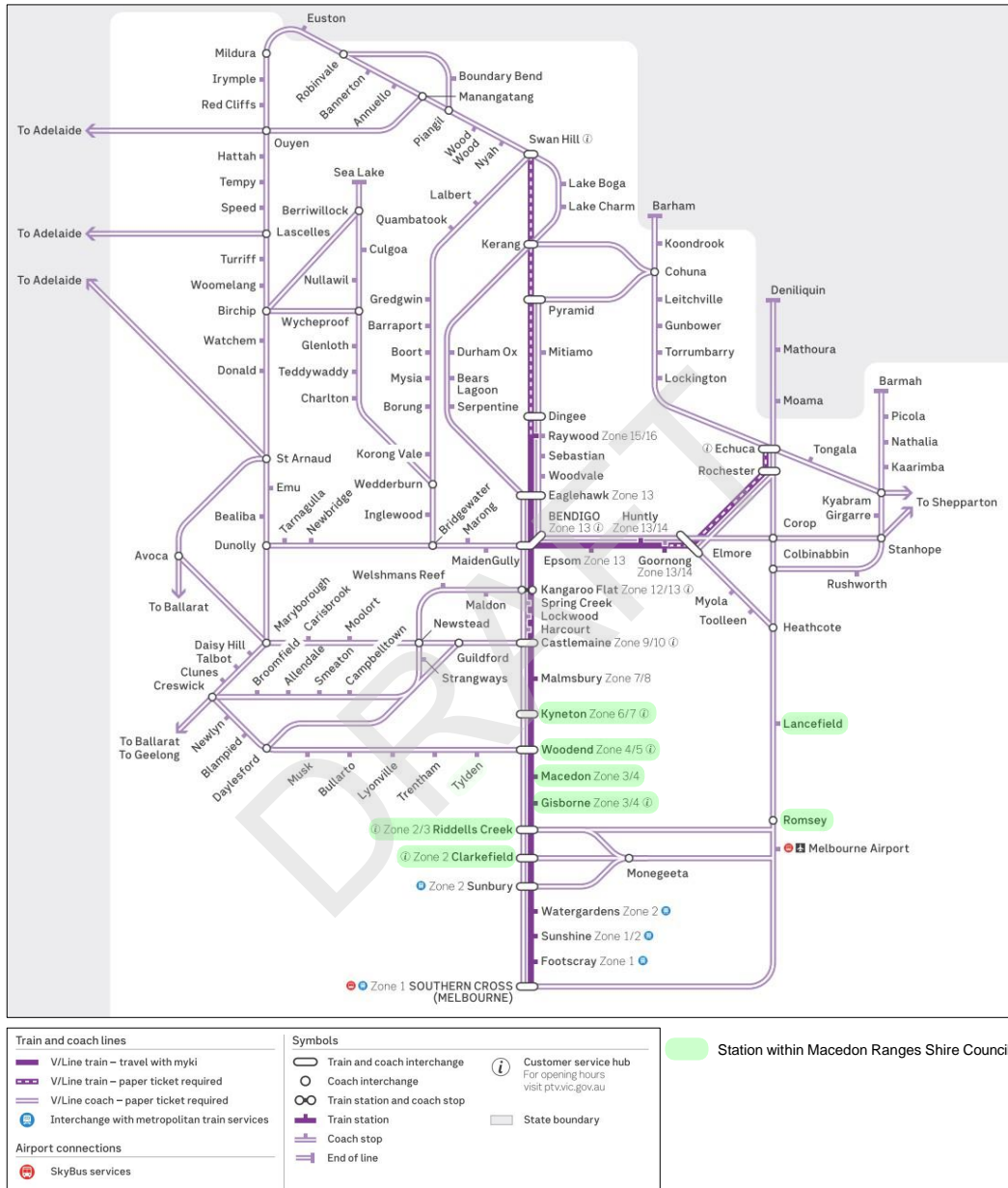


Figure 14: Northern Victoria Public Transport Map

In addition, school bus services operate to and from Riddells Creek Primary School, Holy Cross Primary School, and Gisborne Secondary College.

There are currently no local public bus services operating with the Riddells Creek township.

Since the introduction of the regional V/Line daily fare cap at the current Metropolitan fare, V/Line patronage data has shown an increase in passengers taking advantage of cheaper fares. More than 1.5 million people used public transport across regional Victoria in the first month of the new fares, including 210,000 passengers on the Bendigo Line. Patronage data shows an uplift in passengers on weekends and special services.

It is recommended that Council work with the Department of Transport and Planning to:

- establish a bus route to Gisborne
- establish local bus services to the train station and town centre
- understand the trend of train ridership for the first few months at the Riddells Creek railway station and any impact on the usage of car parking spaces there.

Identification of Projects

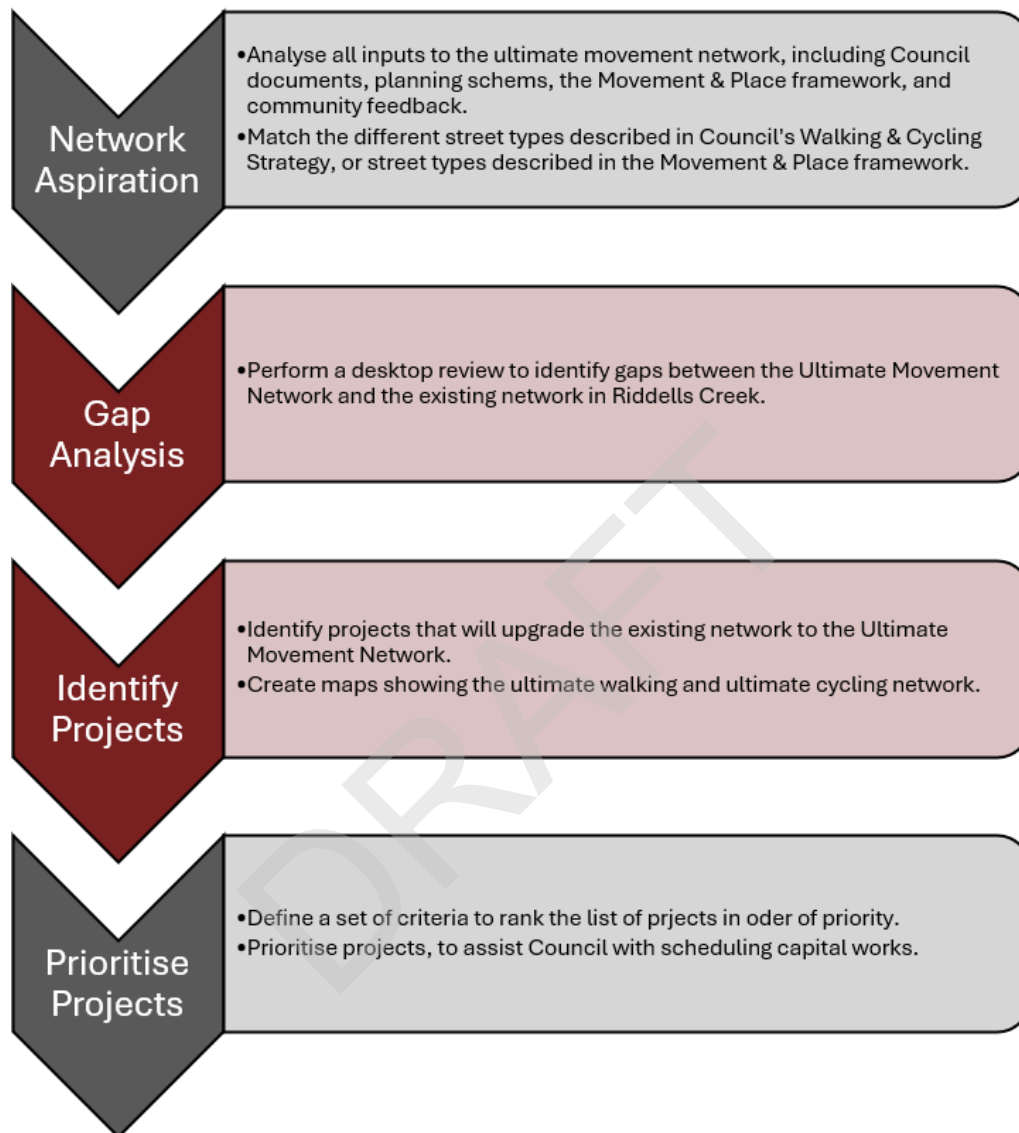


Figure 15: Project Methodology - Module 2

Gap analysis

A desktop study of the road network was undertaken to assess the existing network against the aspirations. Through the process of comparing the aspirations defined within the cycling and walking hierarchies to existing infrastructure in Riddells Creek, gaps in the network were identified. The gap analysis then informed a series of infrastructure upgrade projects, ranging in scale, challenges, and benefits, outlined in the following section.

Project types

To assist in the delivery of the aspiration movement network plan for the Riddells Creek township, a range of project types have been identified. These are categorised into the following:

- pedestrian facility upgrades
- cycling facility upgrades
- intersection upgrades
- speed limit reductions and streetscape projects.

Pedestrian projects

Pedestrian projects consist of the following:

- Footpath
- Shared path
- Recreational shared path
- Regional trail
- Wombat crossing
- Refuge crossing
- Pedestrian Operating Signals (POS) crossing
- New footbridge

A description of these projects, including design parameters and example photos, is provided in [Table 15](#) in Appendix C – Pedestrian and Cycling Project Design Parameters.

Cycling projects

Cycling projects consist of the following:

- Sharrows
- Shared path (within road reserve)
- Recreational shared path
- Regional trail

A description of these projects, including design parameters and example photos, is provided in [Table 16](#) in Appendix C – Pedestrian and Cycling Project Design Parameters.

Intersection upgrades

The following intersection upgrades have been identified within the Riddells Creek township. These are subject to further traffic analysis:

- new roundabout at Riddell Road / Main Road
- new roundabout at Kilmore Road / Sandy Creek Road
- convert Kilmore Road / Station Street to a signalised intersection
- investigate the feasibility of reversing the priority intersection at Sutherlands Road / Station Street, with full consultation of the nearby businesses and residents
- investigate the feasibility of improving the traffic flow between the intersection of Kilmore Road/Bolithos Road and the intersection of Kilmore Road/Sutton Road with the turning movement interactions of the multiple accesses to the Police Station/Fire Brigade and Riddells Creek Primary School
- intersection upgrade at Raws Lane, including turn lanes

- new roundabout at Kilmore Road / Gyro Close intersection with future access into Amess Road development.

Speed limit reductions

The following potential speed limit reductions have been identified within the township, for further investigation (speed limit reductions will require the approval of the Department of Transport and Planning (DTP)):

- reduce the speed limit on Main Road between Walter J Smith Reserve at the southern entry to the township, to Sexton Street from 50 km/h to 40 km/h
- reduce the speed limit on Main Road between Sexton Street to the northern extent of the Amess Road development to 60 km/h
- reduce the speed limit on Maine Road between Williams Lane and Riddell Road at the southern entry to the township from 80 km/h to 60 km/h
- investigate a 30 km/h speed limit within the town centre
- Investigate an area 40 km/h speed limit within the residential areas of the township.

Amenity and streetscape improvements

Implement amenity improvement and streetscaping to enhance the township's character and provide a safer environment for pedestrians along Station Street. This could include the following options:

- one-way traffic flow along Station Street between the railway station and Sutherlands Road
- kerb outstands, sharrow line marking, and speed humps to slow traffic speeds
- implementation of a 10 km/h shared zone, supported by landscaping, raising the road to footpath level and removal of kerbs, and other interventions to enforce the slow environment.

Project Maps

Maps showing the proposed projects are shown in [Figure 16](#) to [Figure 19](#).

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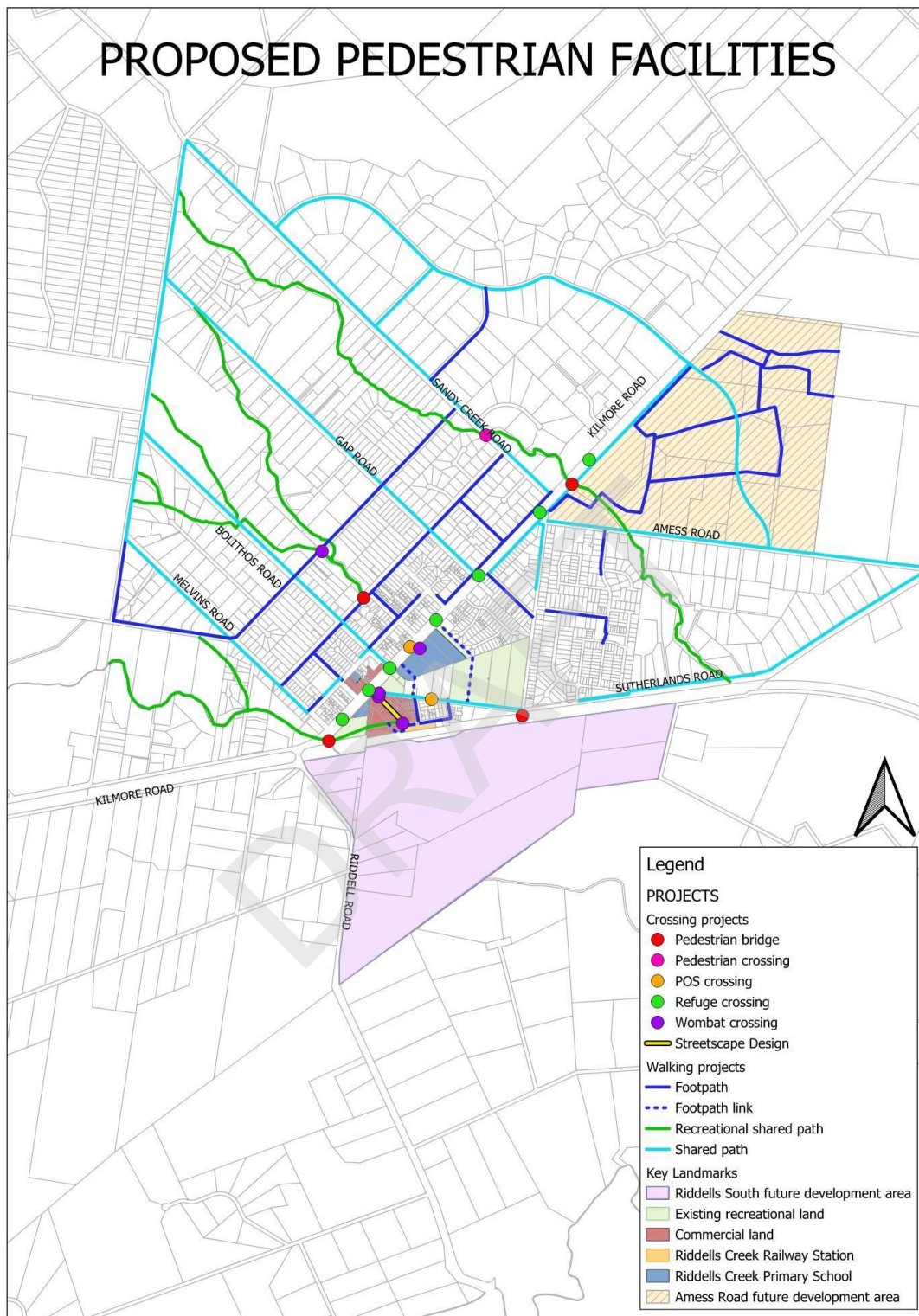


Figure 16: Proposed pedestrian facilities

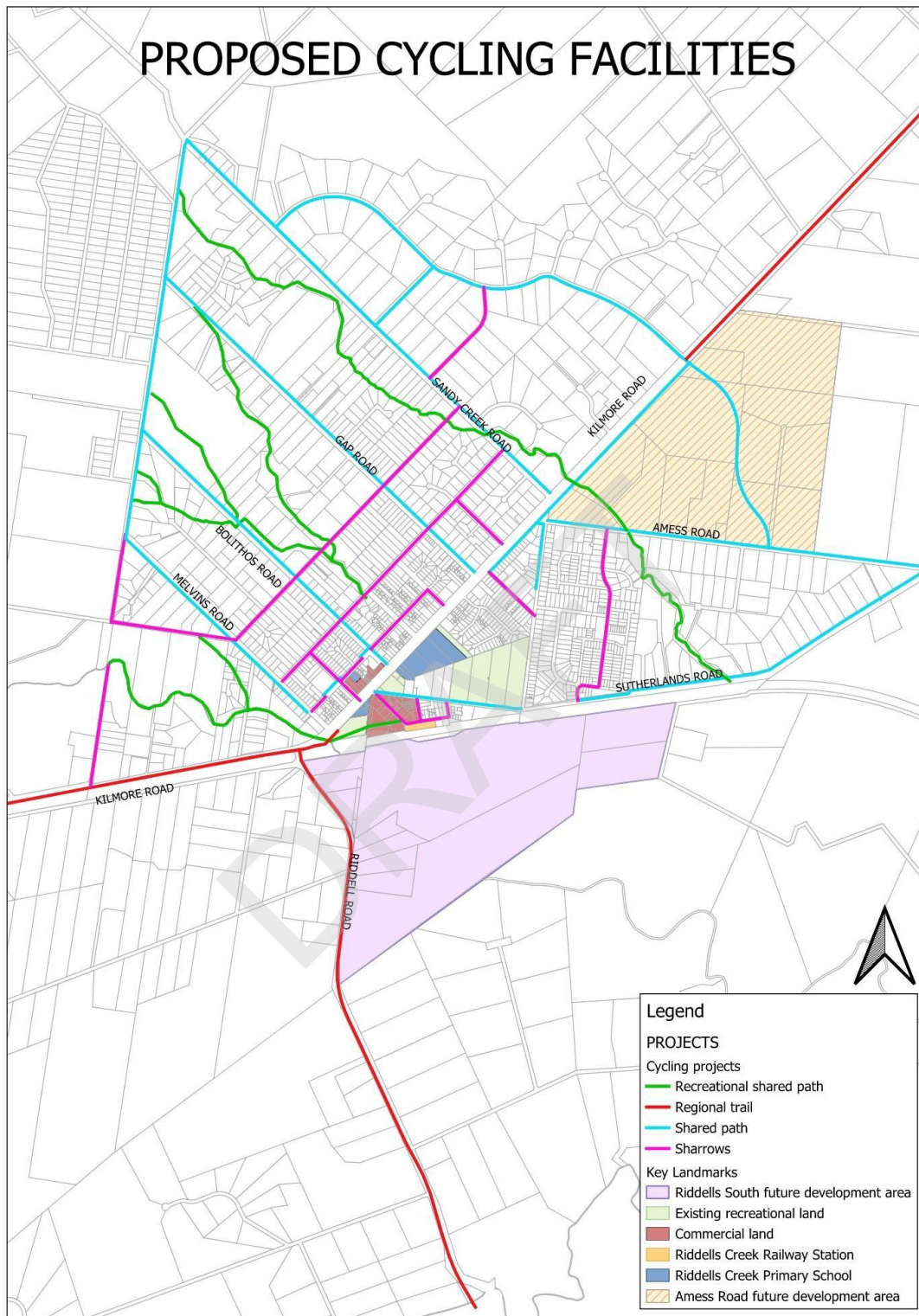


Figure 17: Proposed cycling facilities

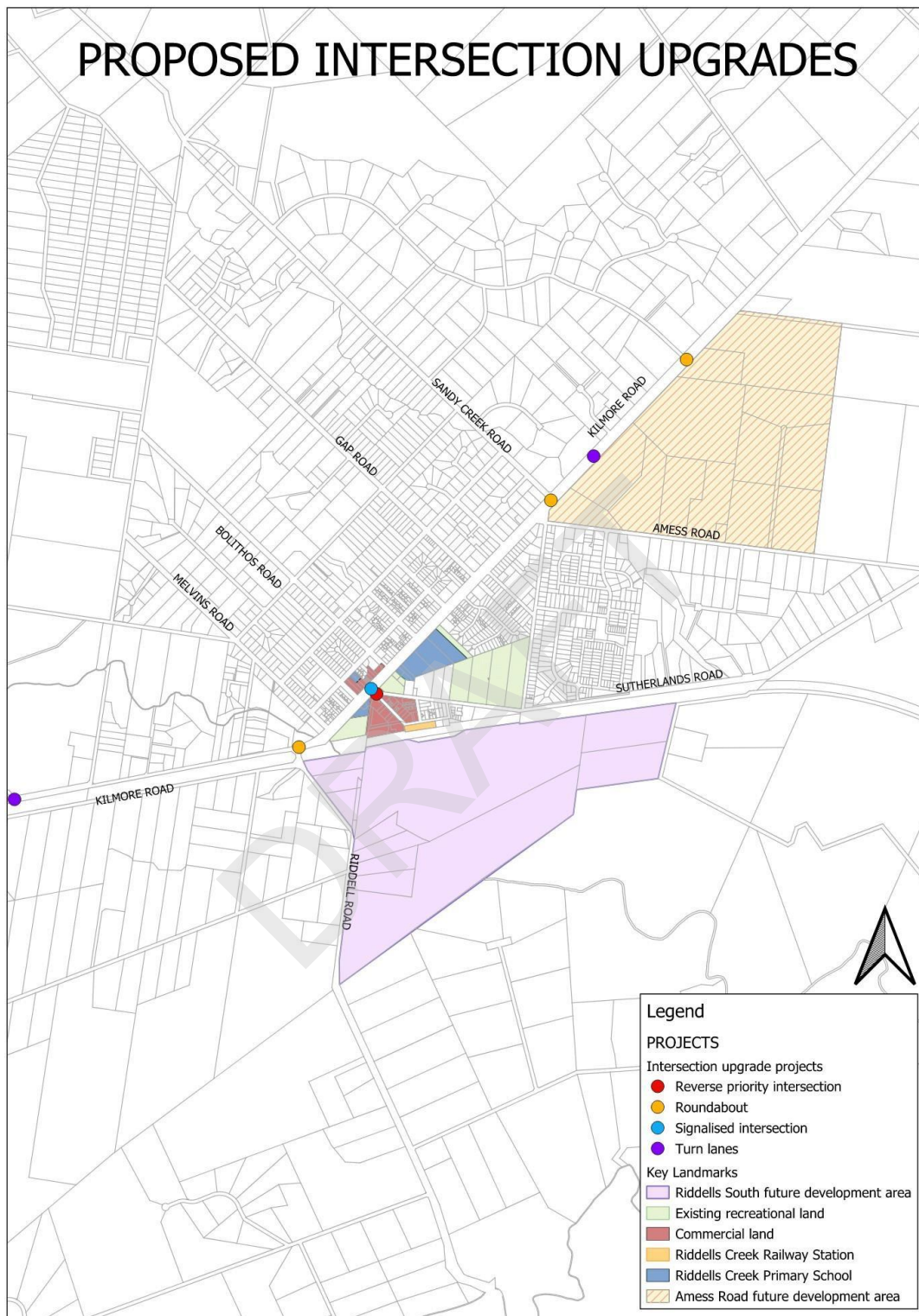


Figure 18: Proposed intersection upgrades

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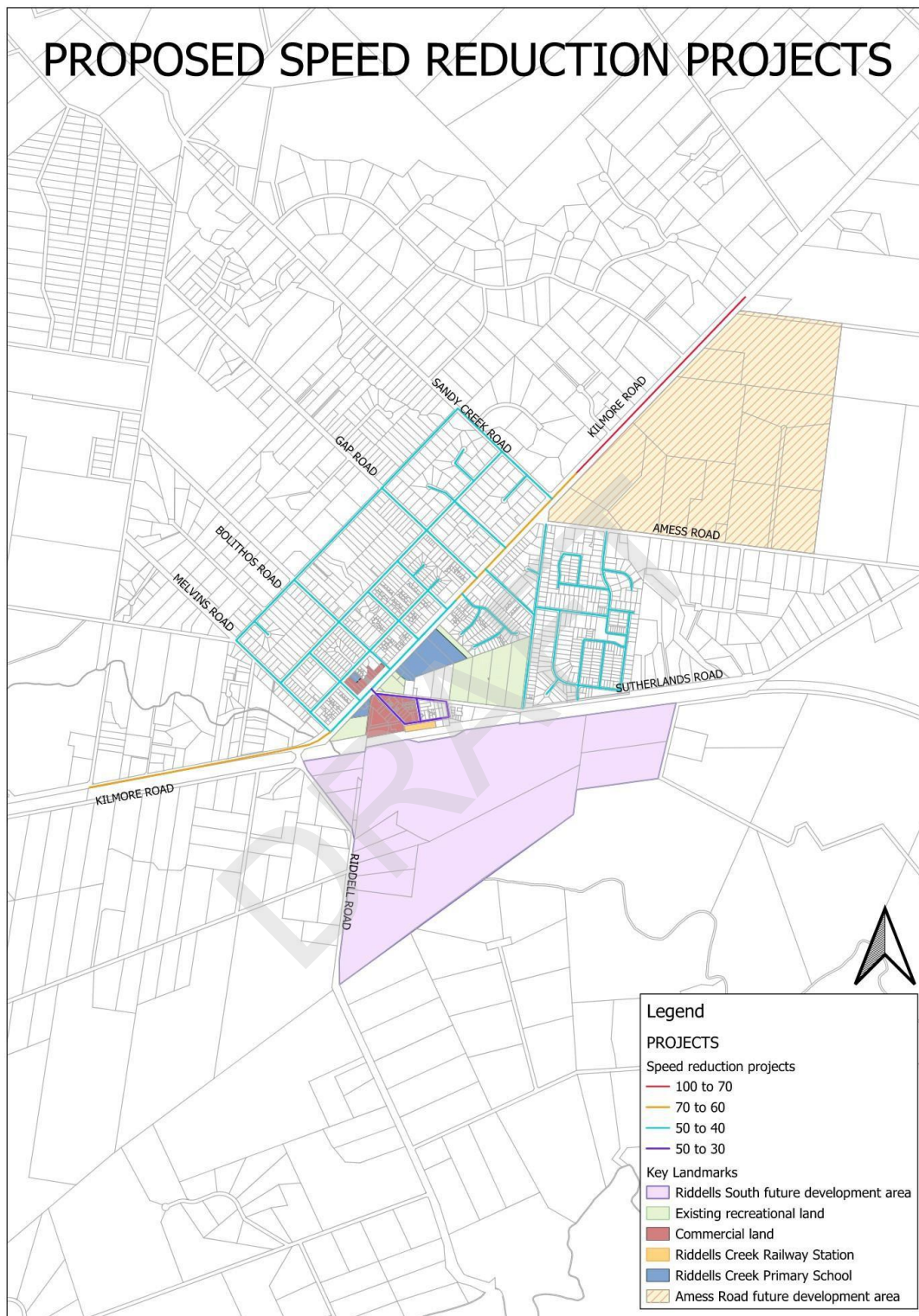


Figure 19: Proposed speed reduction projects

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Traffic Impact

A large residential subdivision is proposed on Amess Road in Riddells Creek. Prior to this study, two consultants estimated the traffic generation and distribution of the development, and undertook traffic modelling at the following intersections:

- Kilmore Road, Gyro Close, proposed access road
- Kilmore Road, Sandy Creek Road
- Kilmore Road and Amess Road.

For this movement and network study, additional traffic analysis was undertaken to:

- assess intersection traffic operation in 2043 and identify necessary upgrades
- assess the traffic impacts of the community-requested intersection upgrades at Kilmore Road intersections with Riddell Road, Station Street, and Sandy Creek Road.

Traffic Volume

Existing volume

Traffic surveys were conducted at 16 intersections within the township, at the following times:

- 7 am – 9:30 am and 2:30 pm – 6 pm on Thursday 13 August 2023
- 10 am – 4 pm on Saturday 2 September 2023.

The weekday peak hours were 8:15 am – 9:15 am and 4 pm – 5 pm.

For a diagram of the existing peak hour traffic volumes at these 16 intersections, refer to Appendix G – Traffic volume diagrams.

Forecasted traffic volume (base case)

This assessment has estimated future traffic volumes in 2043 which will be used as a base case scenario. The estimated additional traffic includes:

- general growth from various developments
- Amess Road development.

General Growth

The Rangeview Drive residential subdivision is now mostly constructed. Additional through traffic from development in neighbouring townships and rural Victoria is anticipated. The assumed growth was applied to the 2023 surveyed traffic volume along Kilmore Road and Riddell Road, as shown in Table 6.

Table 6: Assumed growth on Kilmore Road/Main Road and Riddell Road

Compound annual growth rate	Number of years	Total growth
1%	20	22.02%

Amess Road development traffic generation and distribution

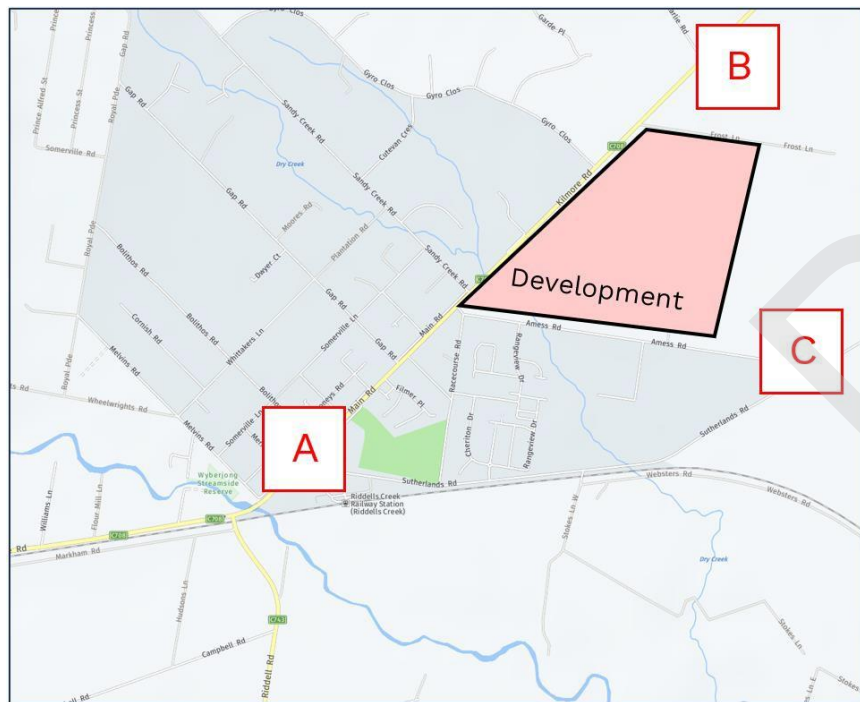
The traffic generation and distribution assumptions adopted are similar to those assumed by the previous 2 consultants, as described in Table 7.

For diagrams of the additional development peak hour traffic volume and the post-development peak hour traffic volume, refer to Appendix G – Traffic volume diagrams.

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Table 7: Comparison of traffic generation and distribution assumptions

	Consultant 1	Consultant 2 (peer review of Consultant 1)	Modelling for Movement Network Study
Traffic generation			
Traffic generation rate	0.8 peak hour vehicle trips per dwelling	0.84 peak hour vehicle trips per dwelling	0.84 peak hour vehicle trips per dwelling
Traffic distribution			
Proportion entering and leaving the development	<ul style="list-style-type: none"> AM ingress – 20% AM egress – 80% PM ingress – 60% PM egress – 40% 	<ul style="list-style-type: none"> As per Consultant 1's assumptions 	<ul style="list-style-type: none"> As per Consultant 1 and Consultant 2's assumptions
Broader traffic distribution	<ul style="list-style-type: none"> Trips to/from A – 75% Trips to/from B – 10% Trips to/from C – 15% 	<ul style="list-style-type: none"> Trips to/from A – 62% Trips to/from B – 5% Trips to/from C – 33% 	<ul style="list-style-type: none"> As per Consultant 2's assumptions



	Consultant 1	Consultant 2 (peer review of Consultant 1)	Modelling for Movement Network Study																
Proportion of traffic that travels to/from the southwest along Kilmore Road and to/from the south along Riddell Road.	Not investigated as part of their study.	Not investigated as part of their study.	<p>As per the surveyed proportion of through and turning traffic volume in the AM and PM peaks. The assumed additional traffic is shown below.</p> <div style="border: 1px solid black; padding: 5px;"> <p>Legend</p> <table border="1"> <tr> <td>AM</td> <td>8:15 am - 9:15 am</td> </tr> <tr> <td>PM</td> <td>4:00 pm - 5:00 pm</td> </tr> </table> </div> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p>The diagram shows the intersection of Kilmore Road and Riddell Road. Kilmore Road has two lanes in each direction. Riddell Road has two lanes. Traffic volumes are shown in the following table:</p> <table border="1"> <thead> <tr> <th colspan="2">Kilmore Road</th> <th colspan="2">Kilmore Road</th> </tr> </thead> <tbody> <tr> <td>148</td> <td>85</td> <td>370</td> <td>158</td> </tr> <tr> <td></td> <td></td> <td>167</td> <td>111</td> </tr> </tbody> </table> <p>At the intersection, Riddell Road has a volume of 49 and 255. Arrows indicate turning movements: left, through, and right for all directions.</p> </div>	AM	8:15 am - 9:15 am	PM	4:00 pm - 5:00 pm	Kilmore Road		Kilmore Road		148	85	370	158			167	111
AM	8:15 am - 9:15 am																		
PM	4:00 pm - 5:00 pm																		
Kilmore Road		Kilmore Road																	
148	85	370	158																
		167	111																

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Traffic Analysis

Intersections modelled

The predicted 2043 conditions were modelled for the following intersections:

- Riddell Road and Kilmore Road
- Station Street and Kilmore Road
- Bolithos Road and Kilmore Road
- Gap Road and Kilmore Road
- Kilmore Road, Amess Road, and Sandy Creek Road.

At the Kilmore Road intersections with Amess Road and Sandy Creek Road, 2 proposed intersection layouts were investigated as part of the Amess Road Development. The layouts are described below.

- Option 1: realignment of the western end of Amess Road to connect to Kilmore Road opposite Sandy Creek Road, and construction of a 4-leg roundabout
- Option 2: upgrade the Kilmore Road and Amess Road intersection with left and right turn lane treatments on Kilmore Road and provide an additional approach lane on Amess Road. The Kilmore Road and Sandy Creek Road intersection will be retained as per existing conditions. **Figure 20** shows a concept plan of the proposed layout.

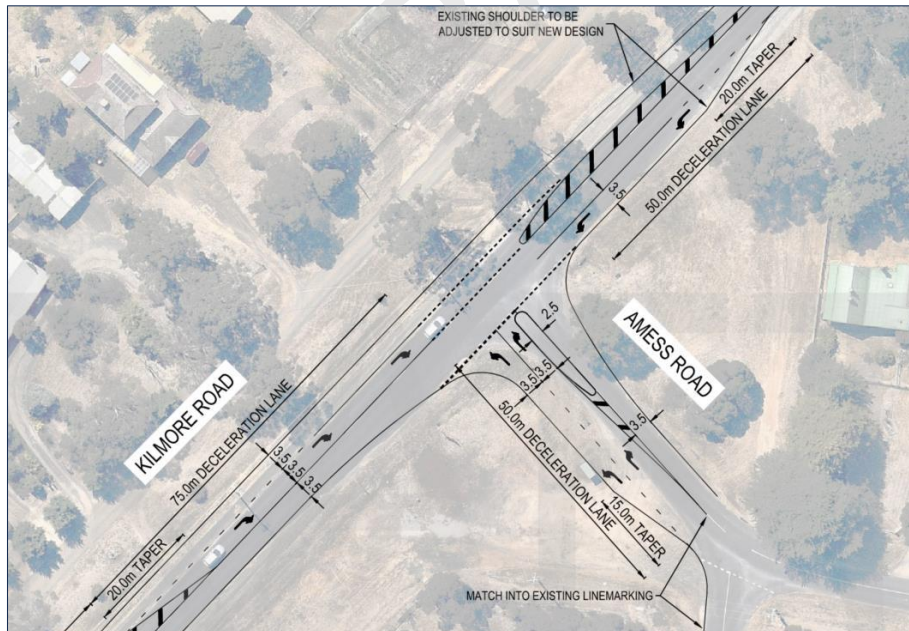


Figure 20: Proposed left and right lane treatments (option 2)

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SIDRA Model Layouts¹
Kilmore Road/Riddell Road

At the intersection of Riddell Road and Kilmore Road, a single-lane roundabout was initially tested, which operated above capacity with excessive queues and delays. Therefore, the roundabout option was modelled with 2 approach lanes on Kilmore Road. The modelled layout is shown in Figure 21.

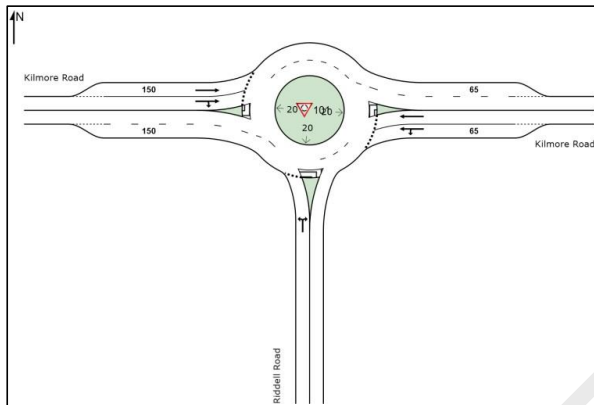


Figure 21: Model of the proposed roundabout at the intersection of Riddell Road & Kilmore Road

Kilmore Road / Bolithos Road

Kilmore Road and Bolithos Road were modelled as a single-lane roundabout, as shown in Figure 22.

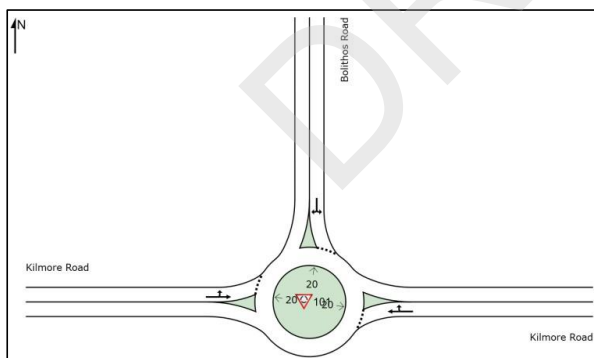


Figure 22: Model of the proposed roundabout at the intersection of Kilmore Road & Bolithos Road

¹ SIDRA software is used to model the performance of traffic flow through intersections. It can be used to determine the average delay experienced by vehicles, and queue lengths, at intersections.

Kilmore Road / Station Street

A single-lane roundabout option was initially tested at this intersection, which showed that the intersection would operate near capacity. Providing additional traffic lanes at the roundabout may not be feasible due to limited space. An alternative signalised intersection option was modelled with fully controlled right turn movements. The modelled layout is shown in [Figure 23](#).

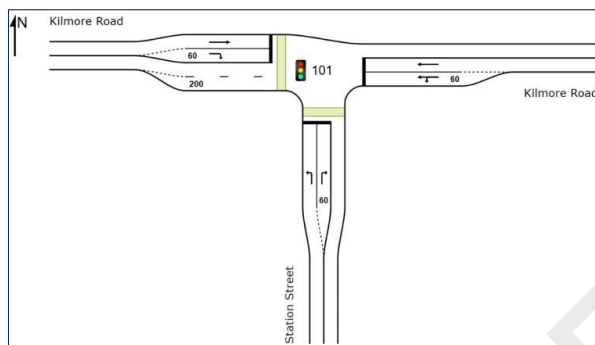


Figure 23: Model of traffic signal layout at Station Street & Kilmore Road

Kilmore Road / Amess Road / Sandy Creek Road

Two proposed options have been tested at this intersection:

Option 1: realignment of the western end of Amess Road to connect to Kilmore Road opposite Sandy Creek Road, and construction of a 4-leg roundabout

Option 2: upgrade the Kilmore Road and Amess Road intersection with left and right turn lane treatments on Kilmore Road and provide an additional approach lane on Amess Road. The Kilmore Road and Sandy Creek Road intersection will be retained as per existing conditions.

[Figure 24](#) and [Figure 25](#) shows the modelled layouts of these two intersections.

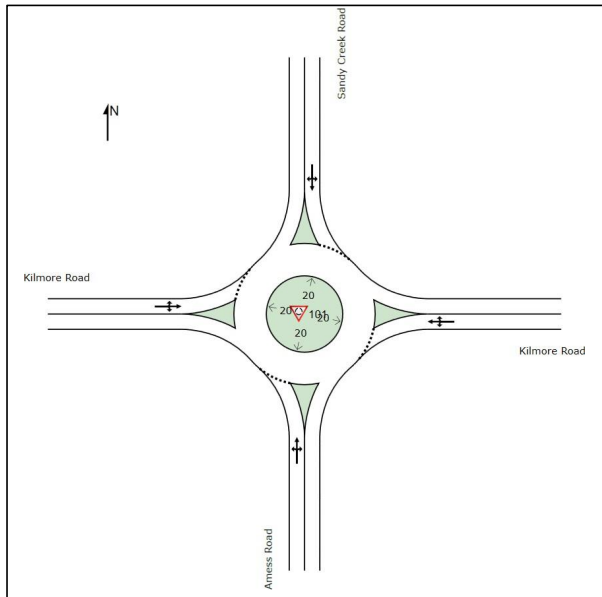


Figure 24: Model of the roundabout at the intersection of Kilmore Road, Sandy Creek Road & Amess Road (option 1)

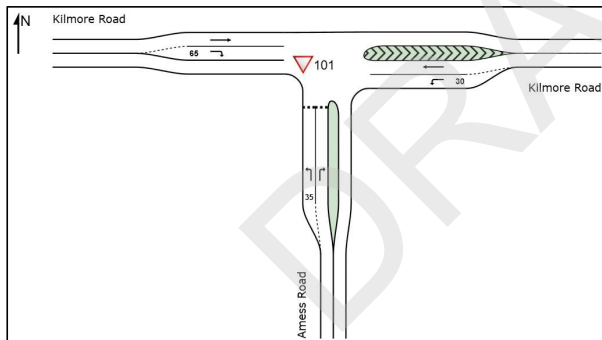


Figure 25: Modelled layout of Consultant 1's proposal at the intersection of Kilmore Road and Amess Road (option 2)

Summary of traffic modelling results

Table 8 and Table 9 summarise the predicted 2043 operating conditions at these intersections.

Table 8: Summary of predicted intersection operating conditions in 2043

Intersection	Base case	Proposed roundabout option	Proposed signals option
Riddell Road & Kilmore Road	Well overcapacity in both peaks, significant congestion on Riddell Road	At capacity in the PM peak	Near capacity in the AM peak
Station Street & Kilmore Road	Overcapacity in the PM peak	Near capacity in the AM peak	Below capacity in both peaks
Bolithos Road & Kilmore Road	Overcapacity in the AM peak, at capacity in the PM peak	Below capacity in both peaks	Not required nor nominated as a project
Gap Road & Kilmore Road	Well below capacity	Not required nor nominated as a project	Not required nor nominated as a project
Sandy Creek Road, Amess Road & Kilmore Road	N/A (does not exist)	Well below capacity	Not modelled in this study

Table 9: Summary of predicted intersection operating conditions in 2043 - proposed left and right turn lanes (option 2)

Intersection	Proposed left and right turn lanes (option 2)
Amess Road and Kilmore Road	Well below capacity
Sandy Creek Road and Kilmore Road	Well below capacity

The SIDRA model results are summarised in [Table 17](#) to [Table 19](#) in Appendix H - SIDRA Results.

The key findings from the SIDRA modelling are:

- Upgrades are recommended at the following intersections, as they are anticipated to operate above capacity after the Amess Road development is fully constructed in 2043:
 - Riddell Road and Kilmore Road
 - Station Street and Kilmore Road
 - Bolithos Road and Kilmore Road
- All other Kilmore Road intersections within Riddells Creek are anticipated to operate below capacity in 2043
- Both options 1 and 2 at Amess Road, Kilmore Road, and Sandy Creek Road will operate well below capacity in 2043
- If intersections are upgraded to roundabouts or signalised intersections, traffic queues and delays on Kilmore Road will increase. These queues and delays are not expected during off-peak periods.

For SIDRA site reports, refer to Appendix I – SIDRA site reports

Parking Assessment

Parking occupancy

Car parking occupancy surveys were conducted on the following days:

- Thursday 31 August 2023, 9 am – 6 pm
- Saturday 2 September 2023, 9 am – 6 pm.

Overall, the surveys revealed a low level of car parking demand, with maximum parking occupancy occurring between 1 pm and 2 pm on Thursdays (refer to [Figure 26](#) and [Figure 27](#)).

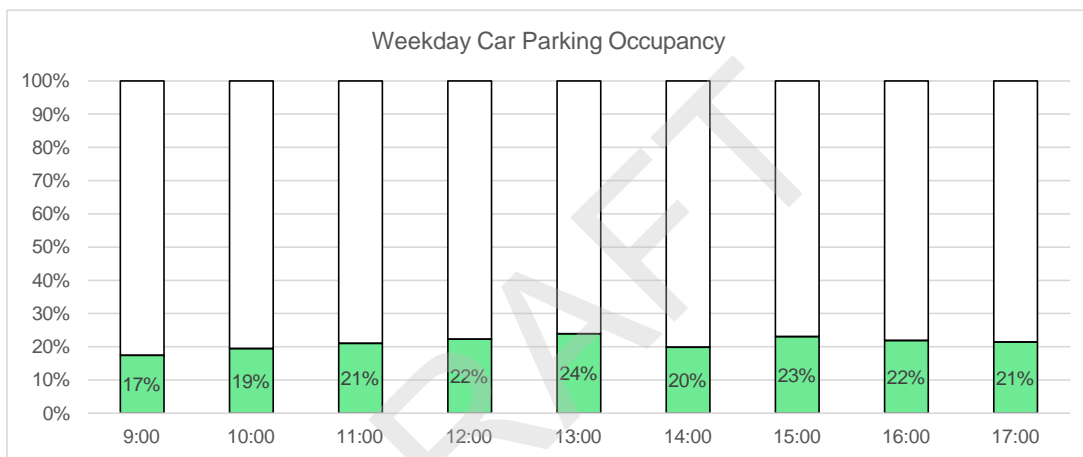


Figure 26: Car parking occupancy, Thursday 31 August 2023

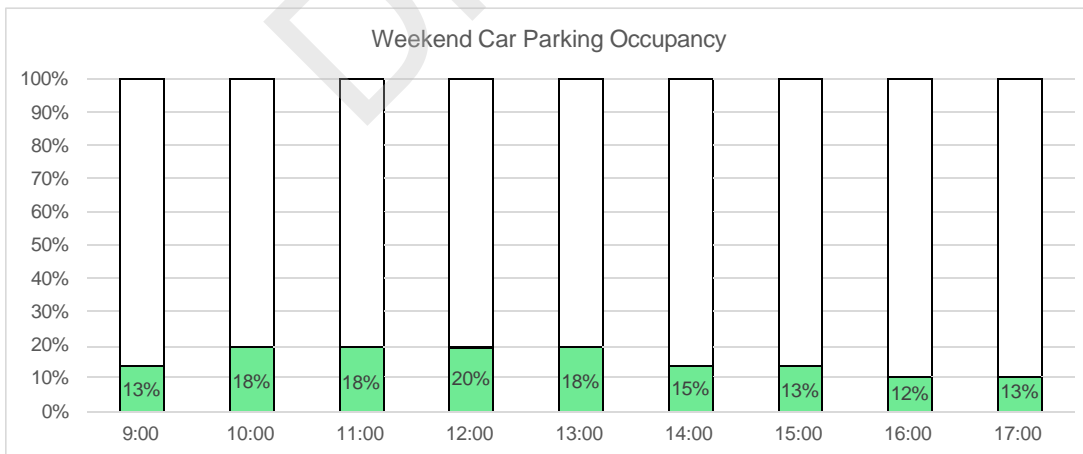


Figure 27: Car parking occupancy, Saturday 2 September 2023

Car parking demand was concentrated along Station Street, near the main shopping strip (refer to Figure 28 and Figure 29). There was no on-street parking observed along Sutherlands Road during either the Thursday or Saturday peak periods. Based on the results of the surveys, there is ample parking to accommodate an increase in traffic volumes and parking demand within Riddells Creek.

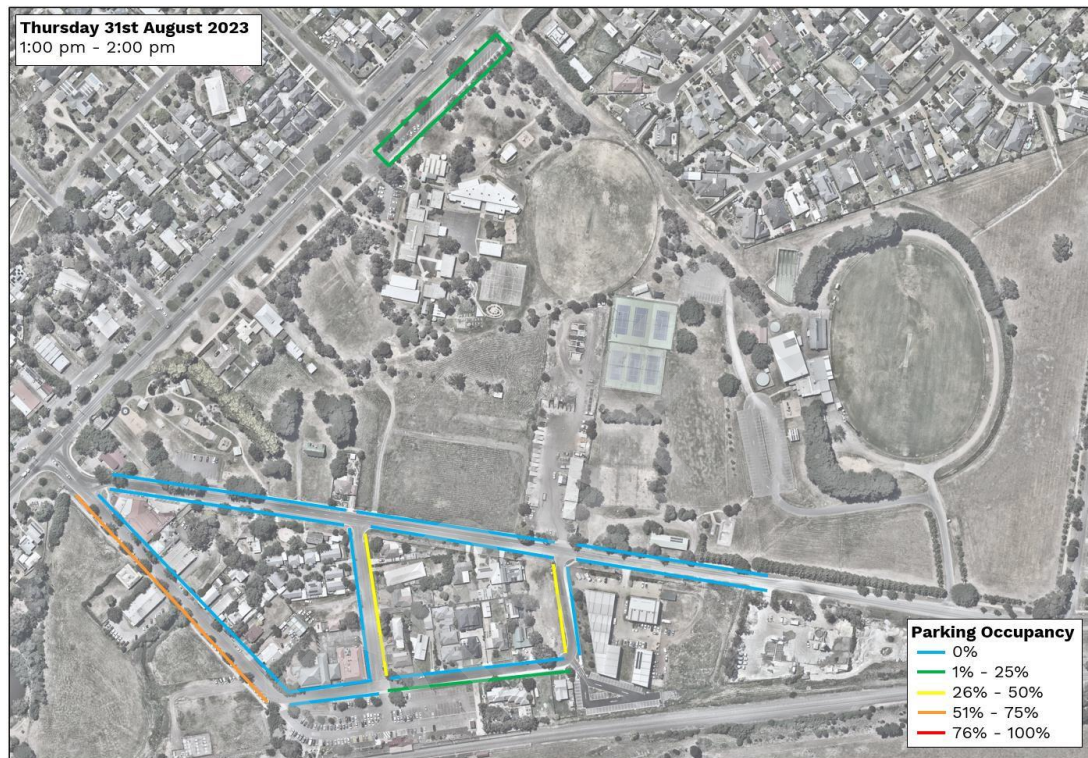


Figure 28: Peak car parking occupancy, Thursday 31 August 2023

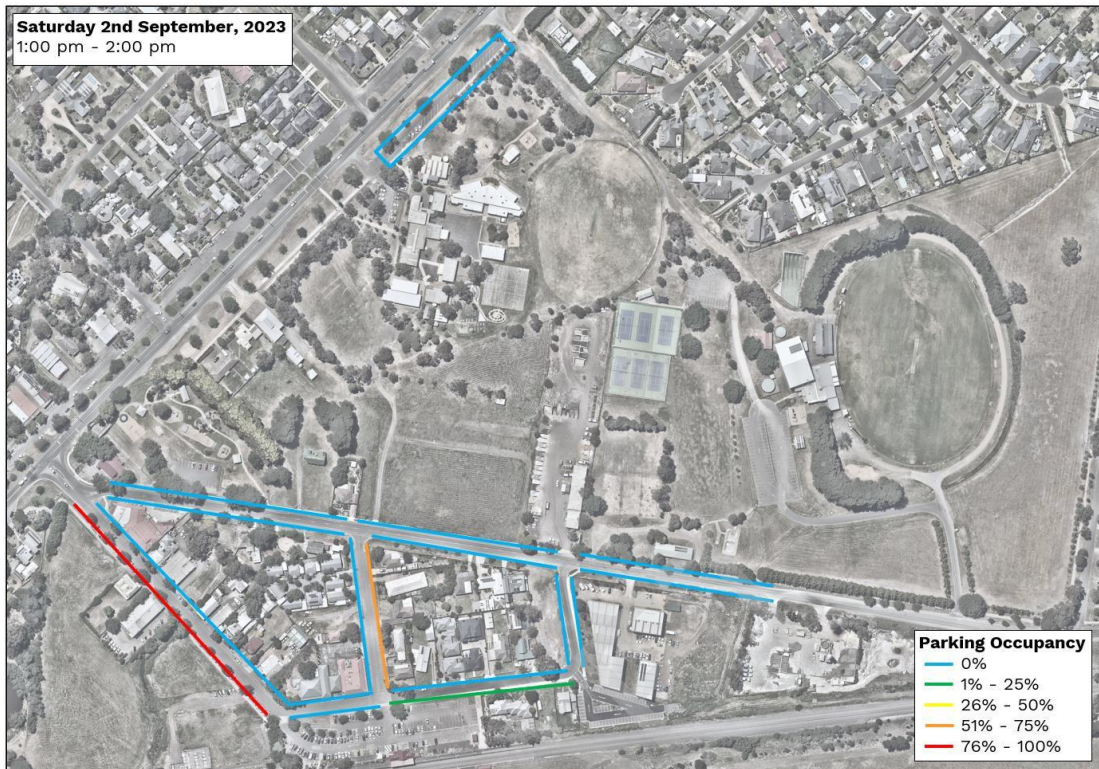


Figure 29: Peak car parking occupancy, Sunday 2 September 2023

Accessible parking

Of the 247 car parking spaces surveyed, only 4, or 1.6 %, were accessible parking spaces. Within the town centre, on Station Street and Hamilton Street, 1 out of the 61 car parking spaces is an accessible parking space. 2 out of the 29 spaces outside Riddells Creek Primary School are accessible parking spaces, which is approximately 6% of total parking spaces.

As a general rule, 2% of the total parking provision should be accessible parking spaces. To meet this requirement within the town centre, it is recommended that 1 parking space on Station Street is converted to an accessible parking space.

Implementation plan

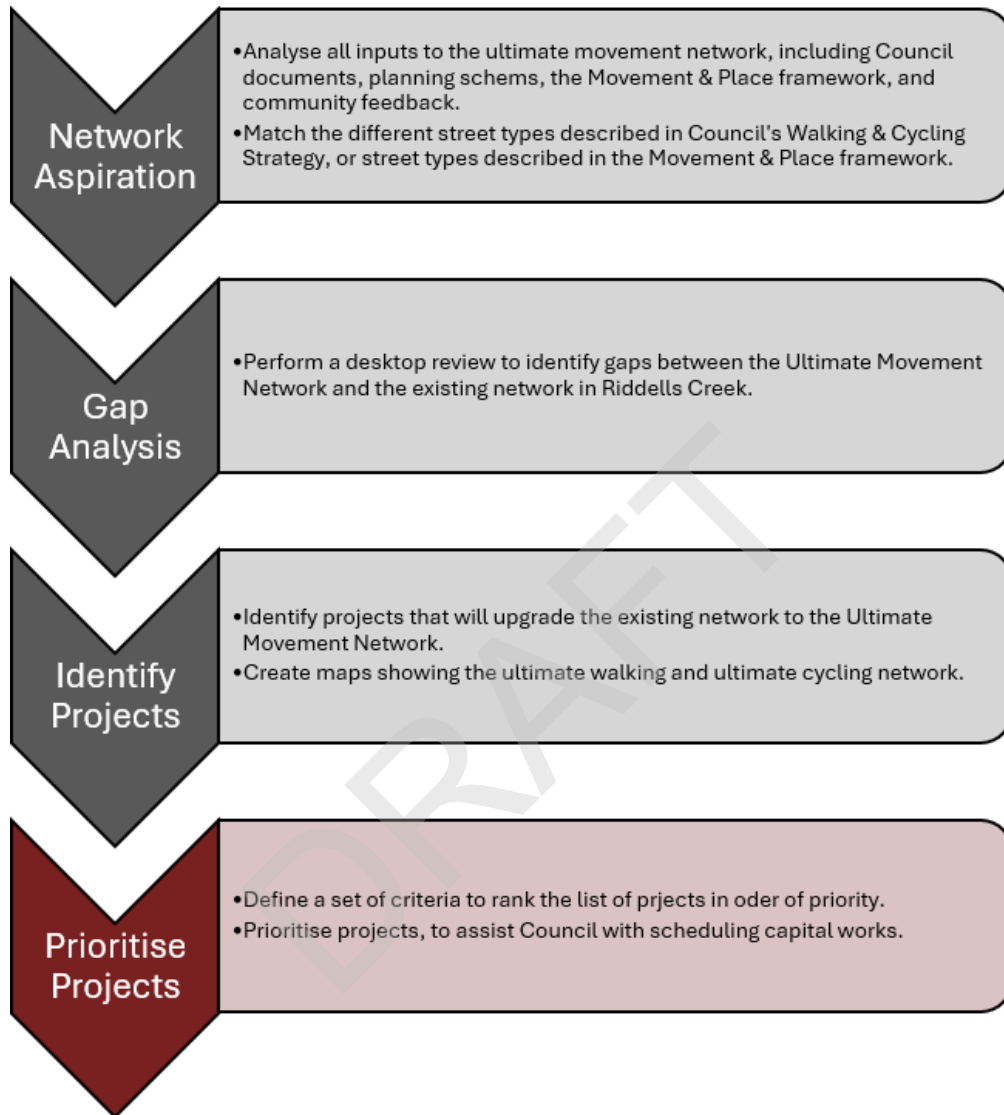


Figure 30: Project Methodology – Module 3

Priority Assessment Criteria

Criteria were developed to prioritise projects to be delivered in the short, medium, and long term.

These assessment criteria included:

1. Feasibility:
 - a. prioritise routes within Council land where Council has more control
 - b. prioritise routes with less environmental and cultural heritage impacts, and that do not require the removal of trees
 - c. prioritise projects that do not require major construction or infrastructure upgrades.
2. Connectivity:
 - a. prioritise routes that connect to key destinations within the Riddells Creek Town Centre.
3. Safety:
 - a. prioritise projects that provide the greatest increase in safety for all road users.
4. Alignment with Movement and Place aspirations:
 - a. prioritise projects that address Movement and Place performance gaps.
5. Alignment with local strategy and policy:
 - a. prioritise projects that support Council's objectives for walking and cycling
 - b. prioritise projects that provide additional community benefits, for example to tourism
 - c. prioritise projects that have already been developed to reduce total project time and cost.
6. Stakeholder and community sentiments:
 - a. prioritise projects that the Riddells Creek community supports
 - b. prioritise projects that require minimal external stakeholder approvals e.g. projects on local roads that do not require DTP approval.

Multi-criteria analysis

Using the above criteria, a multi-criteria analysis (MCA) was completed to score each of the projects. An MCA is a decision tool that assists in comparing both quantitative and qualitative aspects of projects, by assigning weights and scores to various criteria.

For each assessment criterion, key performance indicators (KPIs) were developed. Each KPI is assigned a score between one and 5, based on a scoring guide. A complete weighting and scoring guide is provided in Appendix E – Multi-Criteria Analysis.

Community feedback

Community feedback was an important component of the MCA process. Throughout the study, Council officers liaised with a resident group called the Riddells Creek Community Planning Group. The community group provided feedback on proposed projects and ranked the proposed projects by order of priority. Crucially, the community group identified an additional 15 projects that they would like to see developed in the township. These projects are listed in Table 10. Further description of community engagement conducted as part of this project is included in Appendix F – Community Feedback.

Table 10: Additional projects identified by the Riddells Creek Community Planning Group

Project Number	Project Category	Project Description
98	Walking	Pedestrian bridge across Riddells Creek near the Walter J. Smith Reserve
99	Walking	Shared path along the north side of Sutherlands Road between Racecourse Road and Lions Park
100	Walking	Pedestrian bridge across Dry Creek near Kilmore Road
101	Walking	Pedestrian Operated Signals (POS) across Main Road immediately to the southwest of the Main Road Service Road at the entrance to Riddells Creek Primary School
102	Walking	Pedestrian bridge across the Riddells Creek Main Drain between Somerville Lane and Sutton Street
103	Speed Reduction	Speed reduction to 60 km/h on Main Road between Williams Lane and Riddell Road at the southern entry to the township

Project Number	Project Category	Project Description
104	Walking	Pedestrian crossing across Sandy Creek Road near Sandy Creek
105	Walking	Refuge crossing across Main Road, near the Walter J. Smith Reserve
106	Walking	Refuge crossing across Main Road, immediately northeast of Bolithos Road
107	Walking	Refuge crossing across Main Road, near the Riddells Creek War Memorial
108	Walking	Refuge crossing across Main Road, near the Dromkeen Gallery driveway
109	Walking	Recreational shared path along Riddells Creek from Williams Lane to Kilmore Road
110	Walking	Pedestrian crossing on Main Road immediately southwest of Station Street
111	Walking	Recreational shared path along Dry Creek from Amess Road to Sutherlands Road
112	Walking	Shared path and wombat crossing at the Riddells Creek Primary School c

Top 30 Projects

After completing the MCA scoring process, all 112 projects have been ranked from highest to lowest priority. The top 30 projects are considered as the highest priority for development by Council and are listed in [Table 11](#). These projects are mapped in [Figure 31](#).

A speed limit reduction along Kilmore Road between Filmer Place and Melvin Road scored within the top 30 projects. When reviewing this speed zoning, it is recommended that speed zoning along the entire length of Kilmore Road through the township is reviewed, to provide consistency.

Table 11: Top 30 projects

Rank	Project Type	Location / Road Name	Road Name Start	Road Name End	Community Rank	Indicative Cost
1	Shared path	Sutherlands Road	Racecourse Road	Lions Park	2	\$ 600,000
2	Wombat crossing	Sutherlands Road	Station Street		22	\$ 150,000
3	Wombat crossing	Station Street	Sutherlands Road		22	\$ 150,000
4	Speed limit reduction from 50 km/h to 30 km/h	Stephen Street	Sutherlands Road	Hamilton Street	9	\$ 10,000
5	Speed limit reduction from 50 km/h to 30 km/h	Main Activity Area	Station Street / Hamilton Street / Fitzgerald Street		9	\$ 10,000
6	Shared path	Bolithos Road	Royal Parade	Kilmore Road	20	\$ 1,395,000
7	P.O.S. crossing	Sutherlands Road	No. 5			\$ 900,000
8	Shared path	Amess Road	Wohl Court	Sutherlands Road	13	\$ 675,000
9	Shared path	Amess Road	Kilmore Road	Wohl Court	12	\$ 930,000
10	Shared path	Sutherlands Road	Yellowgum Avenue	Amess Road	14	\$ 1,837,500
11	Shared path	Melvins Road	Royal Parade	Mahoneys Road	21	\$ 1,020,000

Rank	Project Type	Location / Road Name	Road Name Start	Road Name End	Community Rank	Indicative Cost
12	Shared path	Racecourse Road	Amess Road	Southbourne Road	29	\$ 795,000
13	Shared path	Gap Road	Royal Parade	Somerville Lane	5	\$ 1,500,000
14	Speed limit reduction from 50 km/h to 40 km/h	Kilmore Road	Filmer Place	Melvin Road	9	\$ 10,000
15	Shared path	Gap Road	Somerville Lane	Kilmore Road	5	\$ 255,000
16	Refuge crossing	Kilmore Road	Gap Road		17	\$ 75,000
17	Shared path & wombat crossing	Riddells Creek Primary School car park	Riddells Creek Primary School car park		30	\$ 262,500
18	Refuge crossing	Kilmore Road	Amess Road		17	\$ 75,000
19	Pedestrian crossing	Sandy Creek Road	Sandy Creek Road		10	\$ 15,000
20	Shared path	Sandy Creek Road	Bush Court	Kilmore Road		\$ 2,100,000
21	Sharrows	Stephens Street	Sutherlands Road	Hamilton Road		\$ 10,800
22	Sharrows	Hamilton Street/ Fitzgerald Street	Stephen Street	Sutherlands Road		\$ 21,600
23	Regional trail	Kilmore Road	Flour Mill Lane	Riddells Creek	11	\$ 825,000

60

Rank	Project Type	Location / Road Name	Road Name Start	Road Name End	Community Rank	Indicative Cost
24	Shared path	Mahoneys Road	No. 7	Merrifield Street	28	\$ 13,500
25	Footpath	Sexton Street	No. 13	Kilmore Road	18	\$ 37,500
26	Sharrows	Station Street	Kilmore Road	Stephen Street		\$ 27,000
27	Pedestrian crossing	Kilmore Road	Kilmore Road		17	\$ 15,000
28	P.O.S. crossing	Main Road	Main Road		6	\$ 900,000
29	Sharrows	Merrifield Street	Somerville Lane	Kilmore Road		\$ 34,200
30	Footpath	Sutton Street	Somerville Lane	Mahoneys Road		\$ 90,000
					Total:	\$ 14,709,600

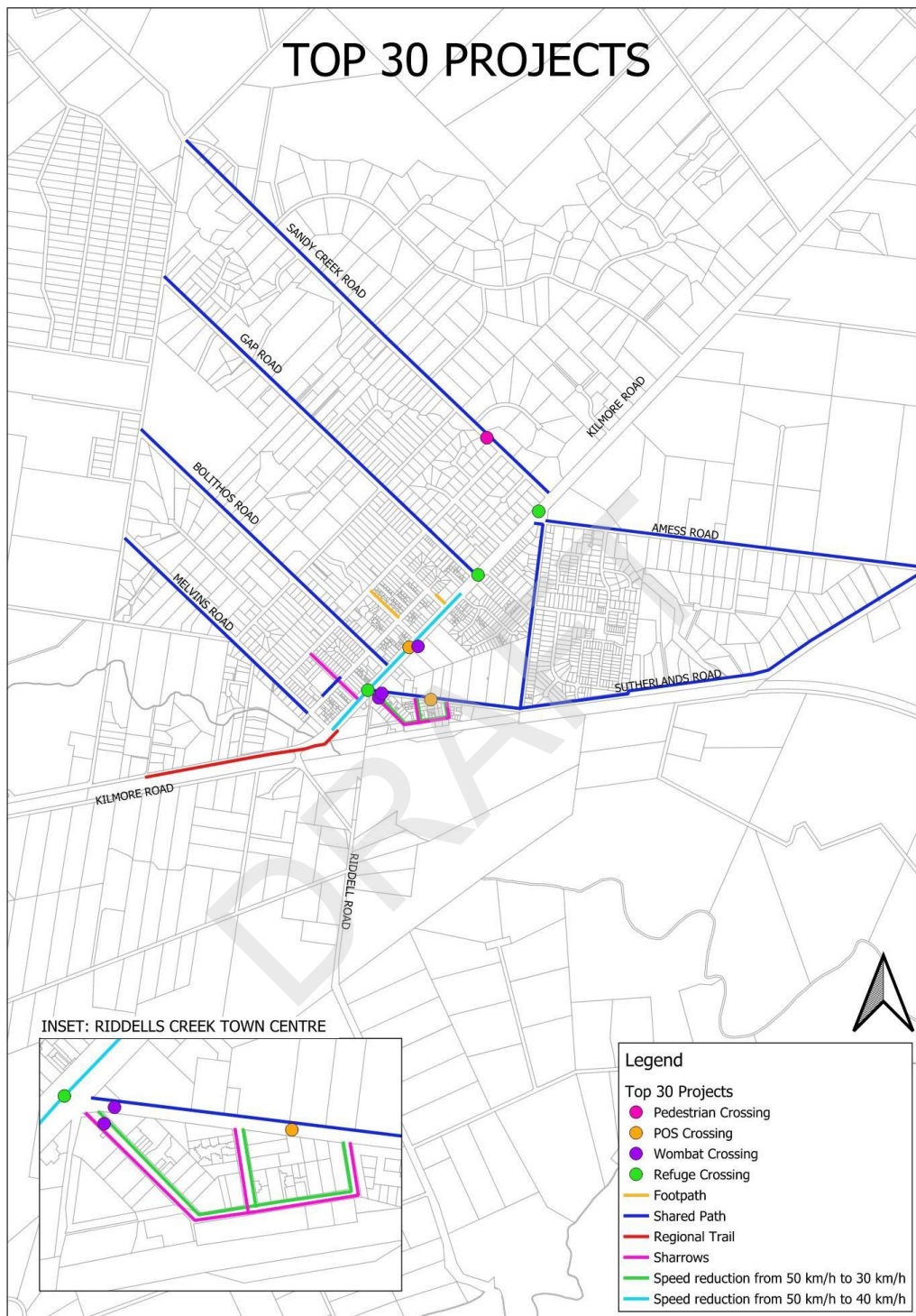


Figure 31: Top 30 projects identified in the multi-criteria analysis

Advocacy Projects

Several of the proposed projects are located on an arterial road which will require advocacy to the Department of Transport and Planning (DTP). These projects include:

- Pedestrian crossing projects on Kilmore Road
- Intersection upgrades along Kilmore Road
- Speed limit reduction projects.

Seven of these advocacy projects were ranked amongst the top 30 projects in the MCA, including:

- 3 refuge crossings along Kilmore Road
- 3 speed limit reduction projects in the township
- a Pedestrian Operated Signal crossing on Main Road near the primary school

These seven projects are listed in [Table 13](#). Refer to Appendix B – Project List, for a complete list of projects and whether they require Council advocacy to DTP.

Table 12: Advocacy to DTP

Rank	Project Category	Project Type	Location/Road Name	Road Name Start	Road Name End
4	Road	50 to 30	Stephen Street	Sutherlands Road	Hamilton Street
5	Road	50 to 30	Main Activity Area	Station Street / Hamilton Street / Fitzgerald Street	
14	Road	50 to 40	Kilmore Road	Filmer Place	Melvin Road
16	Walking	Refuge Crossing	Kilmore Road	Gap Road	
18	Walking	Refuge Crossing	Kilmore Road	Amess Road	
27	Walking	Refuge Crossing	Kilmore Road Near Station Street	Kilmore Road	
28	Walking	P.O.S. Crossing	Main Road Near Riddells Creek Primary School	Main Road	

Acknowledgements

Riddells Creek Community Planning Group

MRSC Councillors

MRSC Team

Trafficworks

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Appendix A – Input Documents and Maps

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Table 14: Inputs to the Riddells Creek Ultimate Movement Network

Input Document	Description	Input to the Ultimate Movement Network
<p>Riddells Creek Structure Plan 2013</p>	<p>Provides the long-term vision for the future development of Riddells Creek until 2036, including:</p> <ul style="list-style-type: none"> • Character and role of the town centre • Residential development and housing choice • Employment, commercial, and industrial development • Open space, natural systems, and heritage features • Utilities and infrastructure • Environmental sustainability <p>The Structure Plan include maps designating areas of the township as an open space corridor, priority residential development areas, and areas with residential infill potential (refer to <i>Figure 32</i> and <i>Figure 33</i> in this appendix).</p>	<ul style="list-style-type: none"> • Areas characterised as higher density or with infill potential were prioritised when determining priority walking & cycling routes. • Access to commercial land, the train station, and primary school were prioritised in the Ultimate Movement Network. • The notional future pedestrian/cycling routes were included in the Ultimate Network Plan. • Open space corridors were identified as future potential recreational walking/cycling routes.

Input Document	Description	Input to the Ultimate Movement Network
<p>Amess Road Precinct Structure Plan</p>	<p>Land use and infrastructure plan for the development of the Amess Road area in the north-east of the Riddells Creek township, including:</p> <ul style="list-style-type: none"> • Preferred location for residential land, open spaces, and community hub • Guidelines for transport, parking, and urban design 	<ul style="list-style-type: none"> • Walking and cycling routes in the Amess Road PSP area were included in the Ultimate Movement Network. • Population growth in the Amess Road PSP area and the resulting increased demand on the road network were considered when classifying roads and identifying projects.
<p>Riddells Creek Town Centre Opportunities Summary Paper</p>	<p>This document, prepared as part of the development of the Amess Road Precinct Structure Plan, identifies opportunities to improve the town centre as the community grows and changes over the coming years. This document identifies where resources could be invested in the town centre, particularly infrastructure or streetscape upgrades that can be implemented by Council.</p> <p>Refer to:</p> <ul style="list-style-type: none"> • Figure 34 in this appendix • Figure 35 in this appendix • Figure 36 in this appendix 	<ul style="list-style-type: none"> • The Walking and Cycling opportunities, township arrival and streetscape opportunities are included in the Ultimate Movement Network Plan.

Input Document	Description	Input to the Ultimate Movement Network
<p>Macedon Ranges Walking and Cycling Strategy 2014</p>	<p>Provides Council with a strategic plan to increase participation in, and improve the supportive infrastructure for, walking and cycling in the Shire. Includes descriptions of different walking and cycling route types, and maps showing pedestrian and cycling networks (refer to Figure 41 and Figure 38 in this appendix).</p>	<ul style="list-style-type: none"> • Council's primary pedestrian and cycling network in Riddells Creek was included in the Ultimate Movement Network. • Council definitions of different walking/cycling routes were used to match street types to walking/cycling route types. • Council standards for walking and cycling path infrastructure were used to identify projects (for example, upgrading footpaths that do not meet Council's minimum standards).
<p>Macedon Ranges Shire 'Participate' Positive Aging Strategy 2020</p>	<p>Provides an action plan for Council to support older residents in the Shire, which was heavily informed by a survey of older Shire residents. Transport was the second most commented-on concern in the survey (after health).</p>	<ul style="list-style-type: none"> • Feedback from older residents informed the development of the Ultimate Movement Network and the identification and prioritisation of projects. Common suggestions included: <ul style="list-style-type: none"> ○ Improving/extending footpaths, to increase accessibility and opportunities for exercise.

Input Document	Description	Input to the Ultimate Movement Network
		<ul style="list-style-type: none"> ○ Reducing speed limits, including introducing 40 km/h speed limits within towns, to improve safety. ○ Expanding the GisBus service so that it services all towns, to improve accessibility.
<p>Macedon Ranges Shire Disability Action Plan 2021-2025</p>	<p>Guides Council decision-making on disability inclusion, accessible and inclusive Council services, programs, events, and partnership approaches.</p>	<ul style="list-style-type: none"> ● Actions from the Action Plan that relate to the Ultimate Movement Network include: <ul style="list-style-type: none"> ○ Continue to improve continuous accessible paths of travel to key destinations, through the funding of the Footpath Construction Program. ○ Maintain open spaces and parks that can be used by all members of the community.
<p>Macedon Ranges Shared Trail Stage 3</p>	<p>A plan for a shared trail along Markham Road</p>	<ul style="list-style-type: none"> ● The shared trail along Markham Road has been included as part of the regional cycling trail network.

Input Document	Description	Input to the Ultimate Movement Network
<p>Macedon Ranges Shire-wide Footpath Plan</p>	<p>Contains plans showing the location and priority of footpaths in towns in the Shire, including in Riddells Creek (refer to Figure 39 in this appendix)</p>	<ul style="list-style-type: none"> • Council’s footpath plan for Riddells Creek informed the creation of the Ultimate Walking Network.
<p>Movement and Place in Victoria</p>	<p>Describes the Movement and Place framework used for street design in Victoria. This includes a four-module framework used for planning transport networks, and classifications of different types of streets based on their significance as a destination (‘place’ function) and their importance as a transport corridor (‘movement’ function).</p>	<ul style="list-style-type: none"> • The methodology for creating the Ultimate Movement Network was based on the four-part Movement and Place framework. • Movement and Place classifications for Riddells Creek informed the classification of streets within the township. • Streets were classified into street types described in the Urban Road and Street Design Guide. These classifications were used to identify appropriate treatments and identify projects for the Council.
<p>Riddells Creek Movement and Network Study Community Consultation Report</p>	<p>Describes the result of a face-to-face workshop and online survey of Riddells Creek residents. The 4 key themes were:</p> <ul style="list-style-type: none"> • Maintenance and improvement of sealed and unsealed roads 	<ul style="list-style-type: none"> • Residents’ comments helped to identify and prioritise programs in the Ultimate Movement Network. Common suggestions included:

Input Document	Description	Input to the Ultimate Movement Network
	<ul style="list-style-type: none"> • Improvements along the main road strategic corridor, including to car parking and pedestrian connectivity. • Intersection analysis to inform future capital works programs. • Pedestrian connectivity, including formal crossing improvements. 	<ul style="list-style-type: none"> ○ Maintaining the rural character of the township, and preventing overdevelopment ○ A 40 km/h speed zone on Main Road ○ More footpaths and pedestrian crossings ○ More parking, including disabled parking, in the town centre. ○ Improved safety around schools, including a pedestrian crossing treatment on Main Road. ○ Improved intersections, including adding turning lanes and restricted turning movement to the busier intersections.

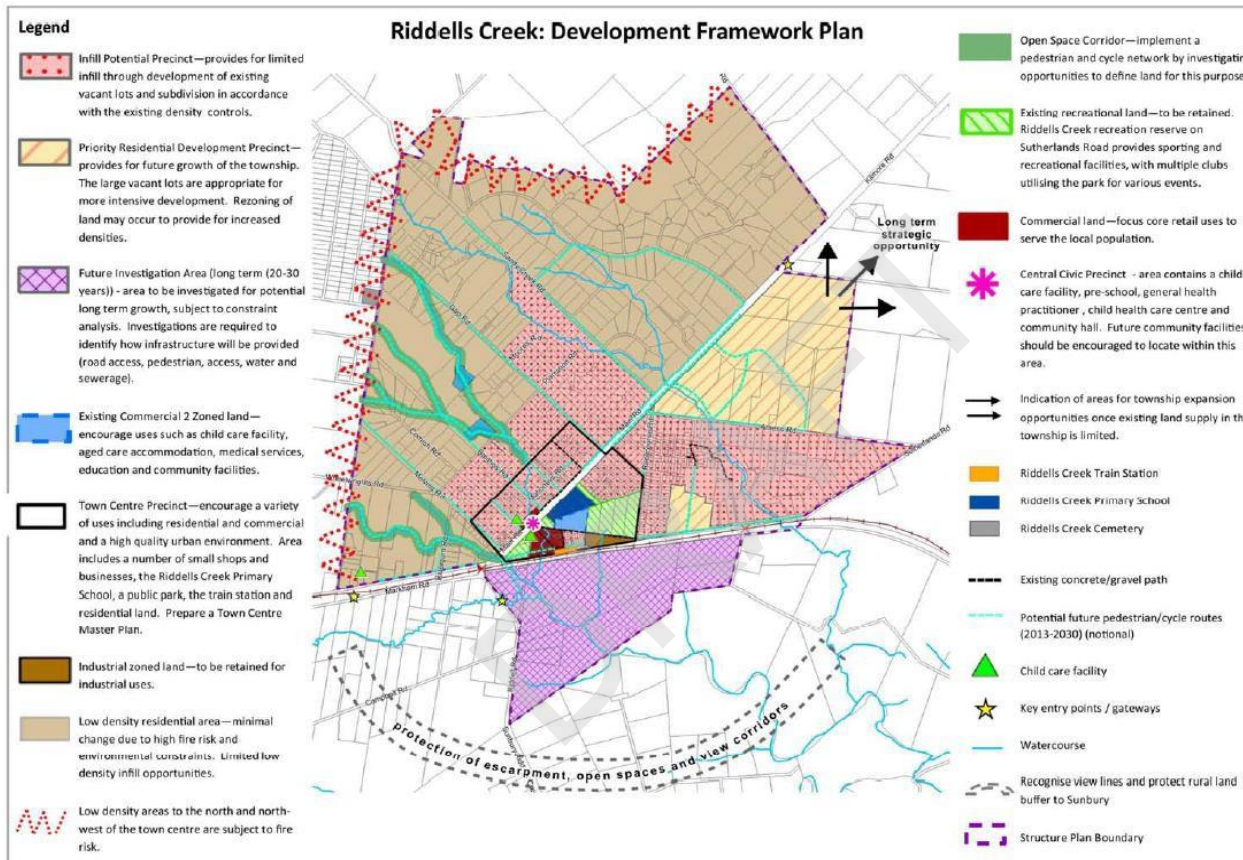


Figure 32: Riddells Creek Development Framework Plan

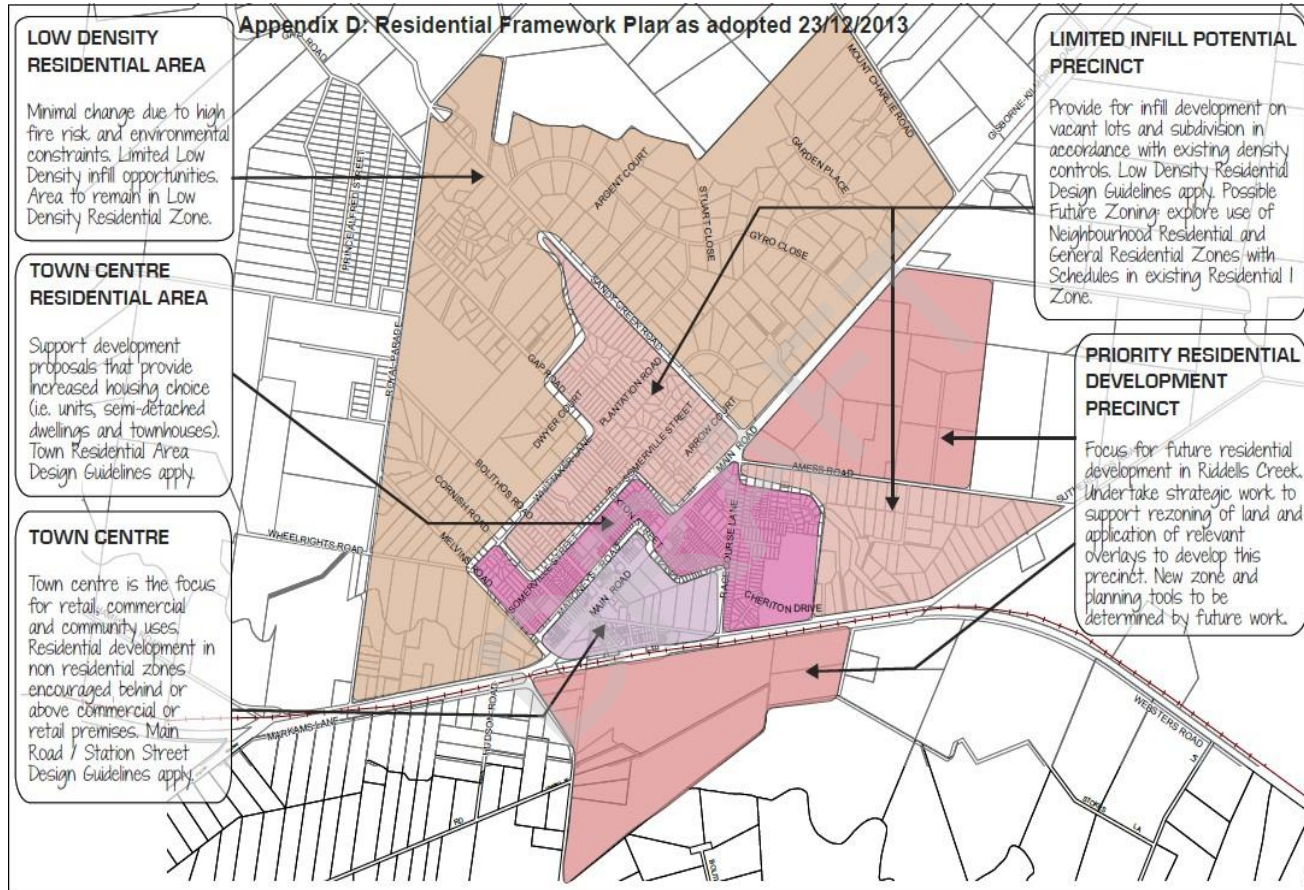


Figure 33: Riddells Creek Residential Framework Plan

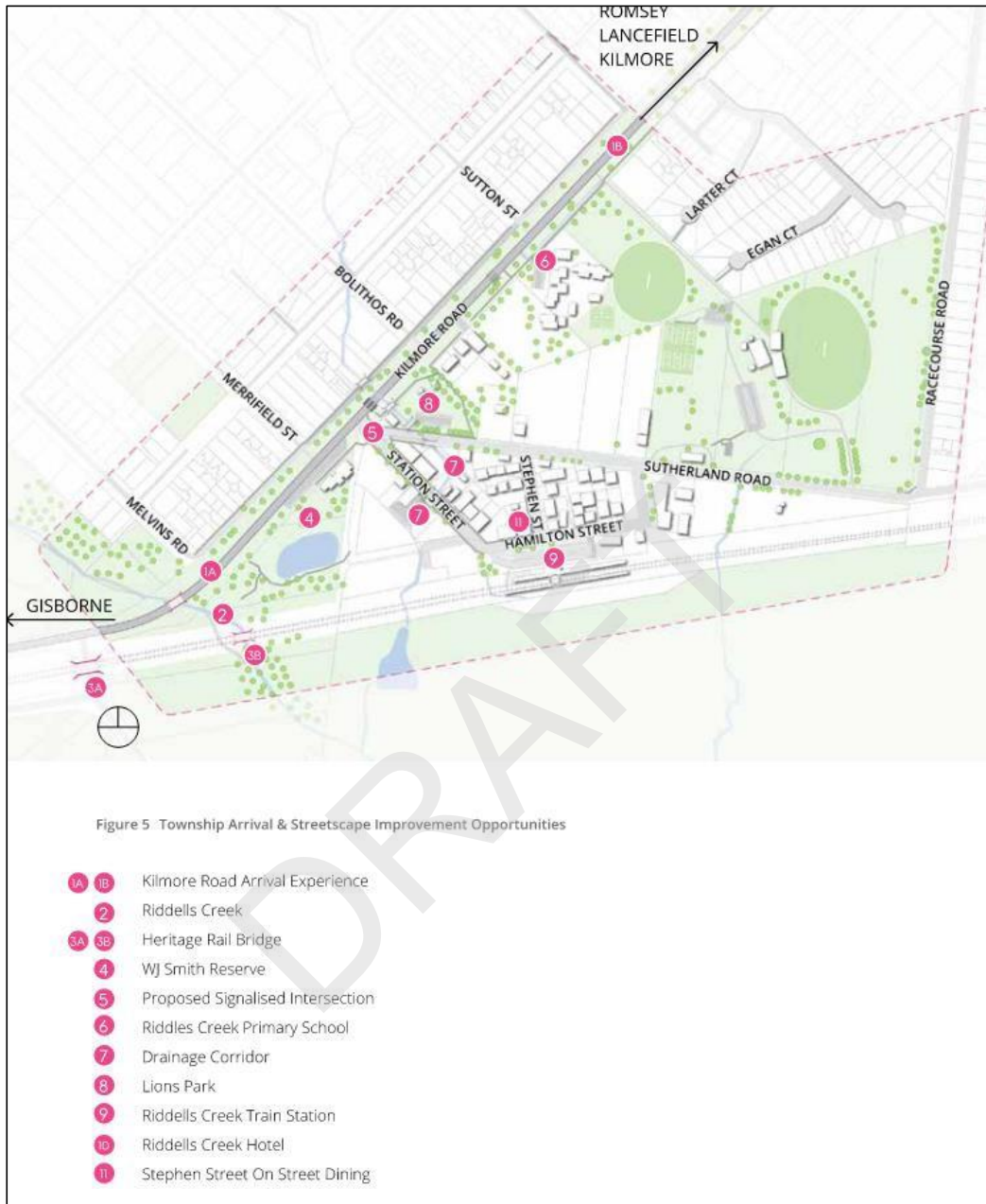


Figure 34: Riddells Creek Town Centre Opportunities Summary Paper - Township Arrival and Streetscape Opportunities

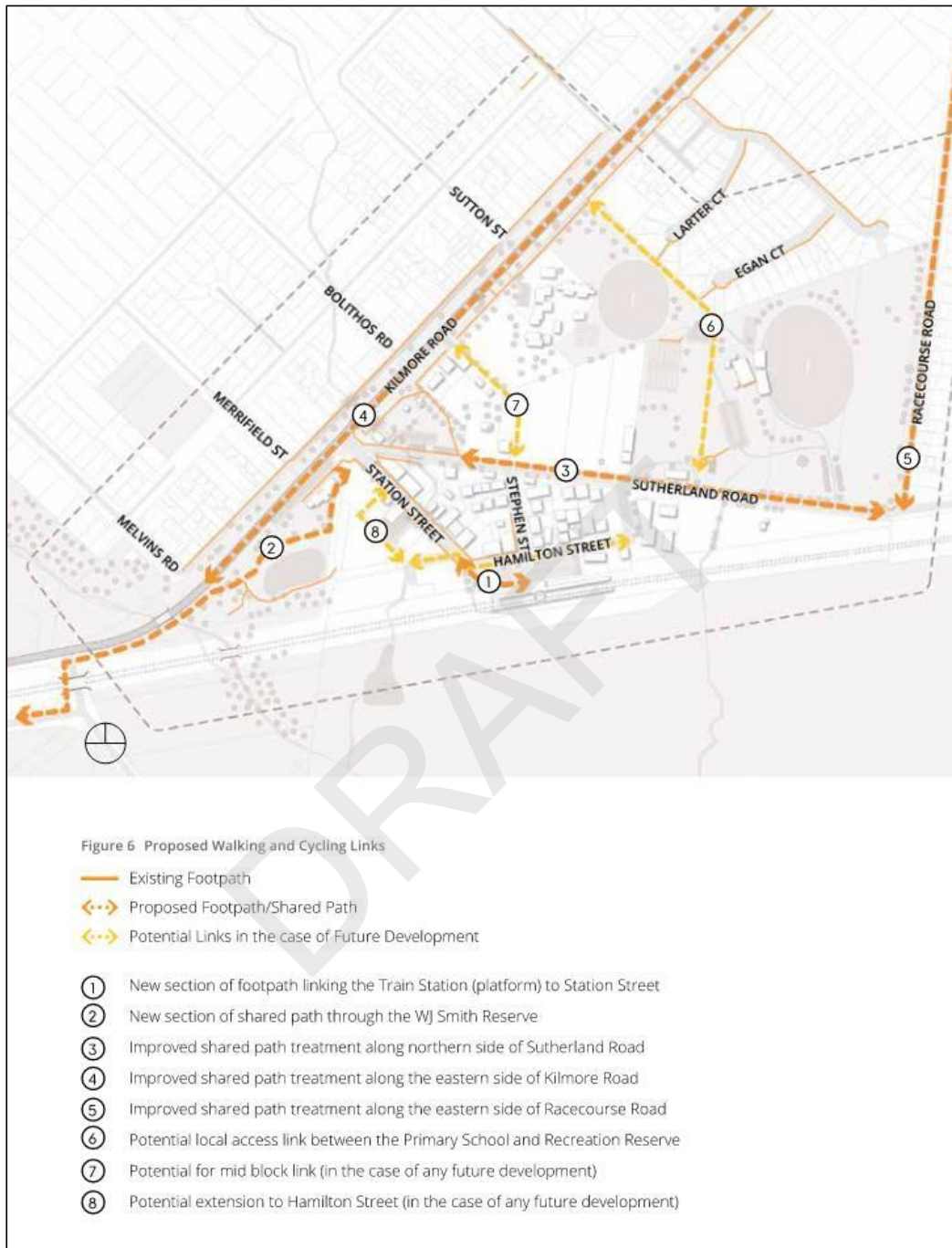


Figure 35: Riddells Creek Town Centre Opportunities Summary Paper - Proposed Walking and Cycling Links

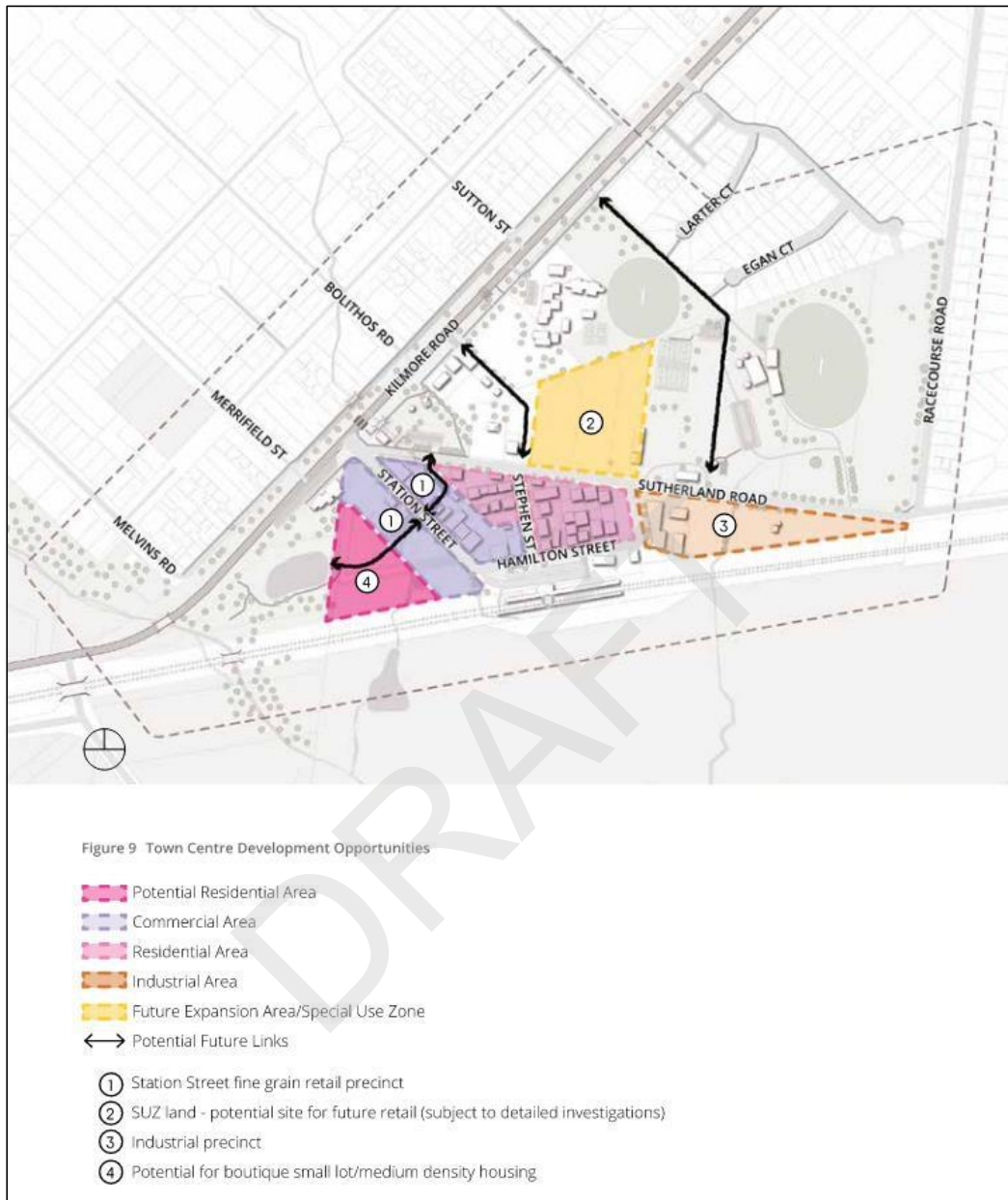


Figure 36: Riddells Creek Town Centre Development Opportunities

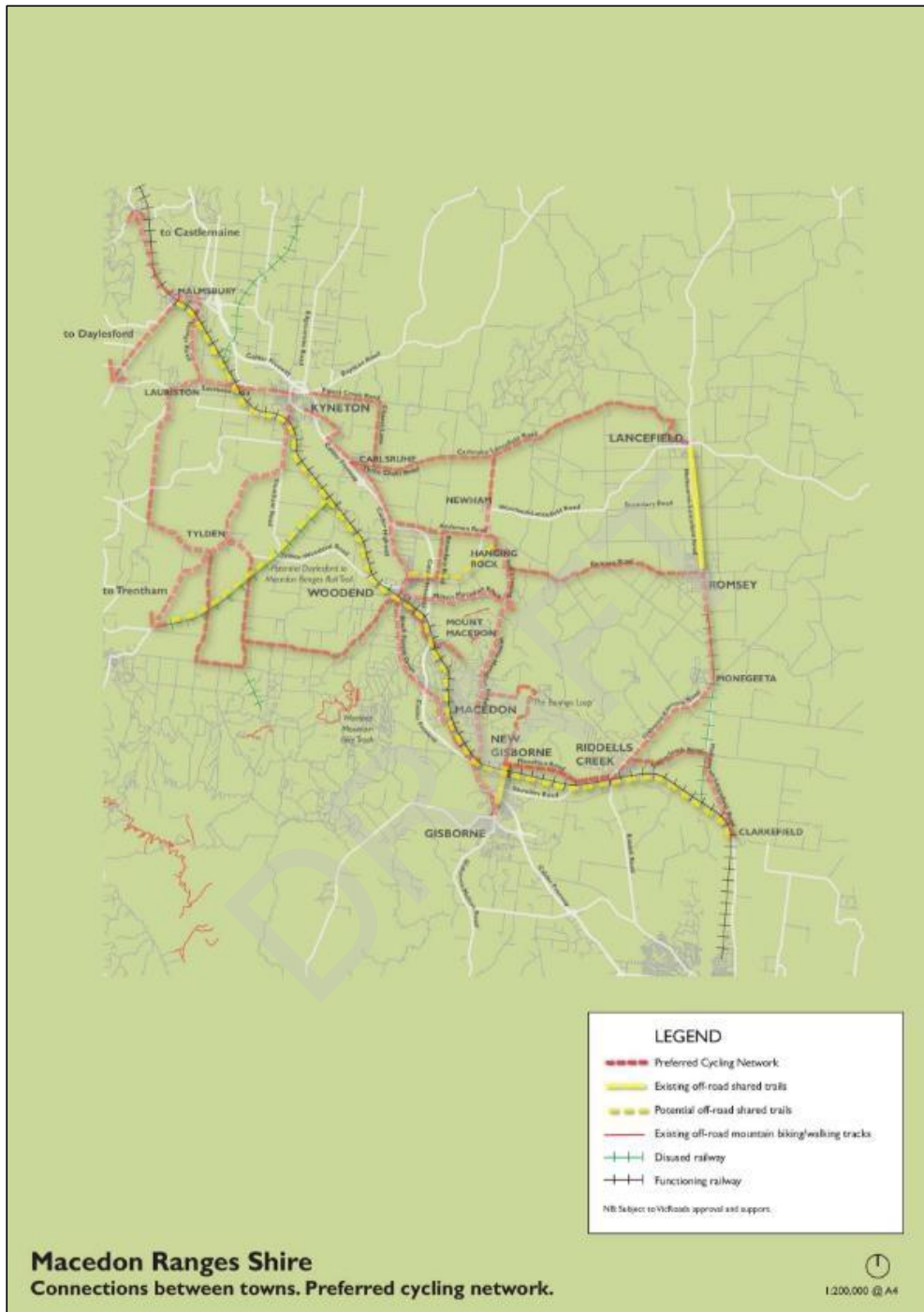


Figure 37: Macedon Ranges Shire preferred cycling network between towns

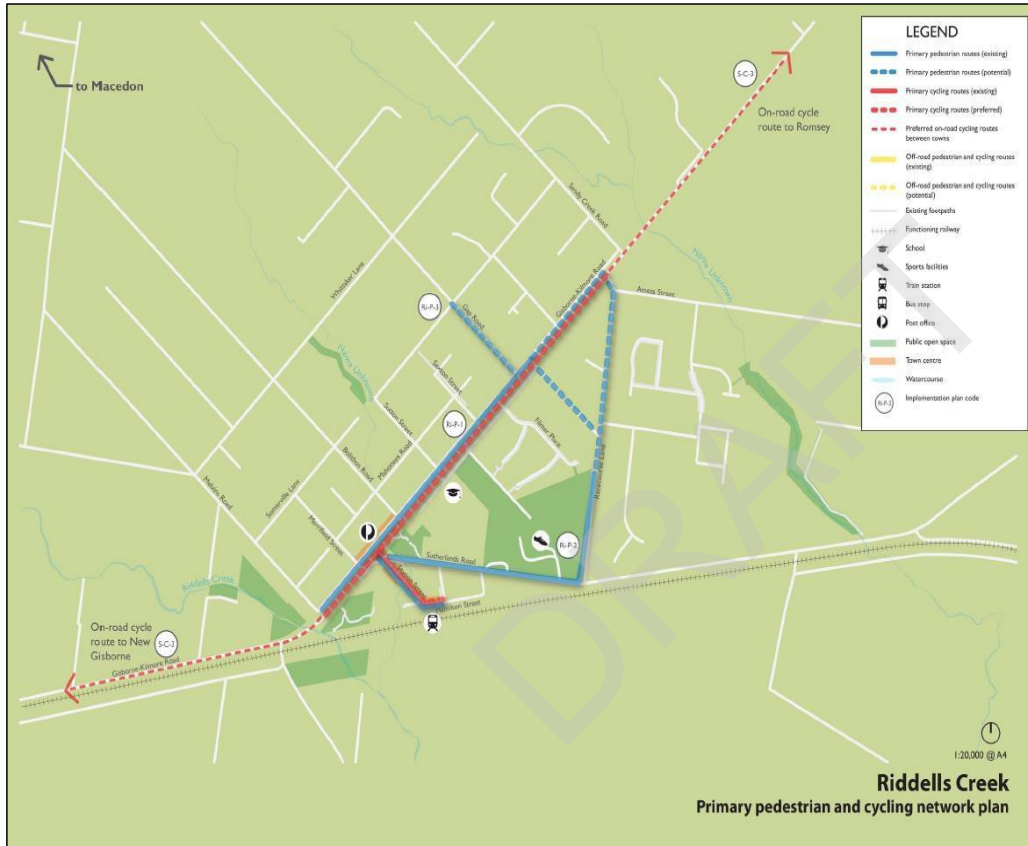


Figure 38: Riddells Creek Primary Pedestrian and Cycling Network Plan

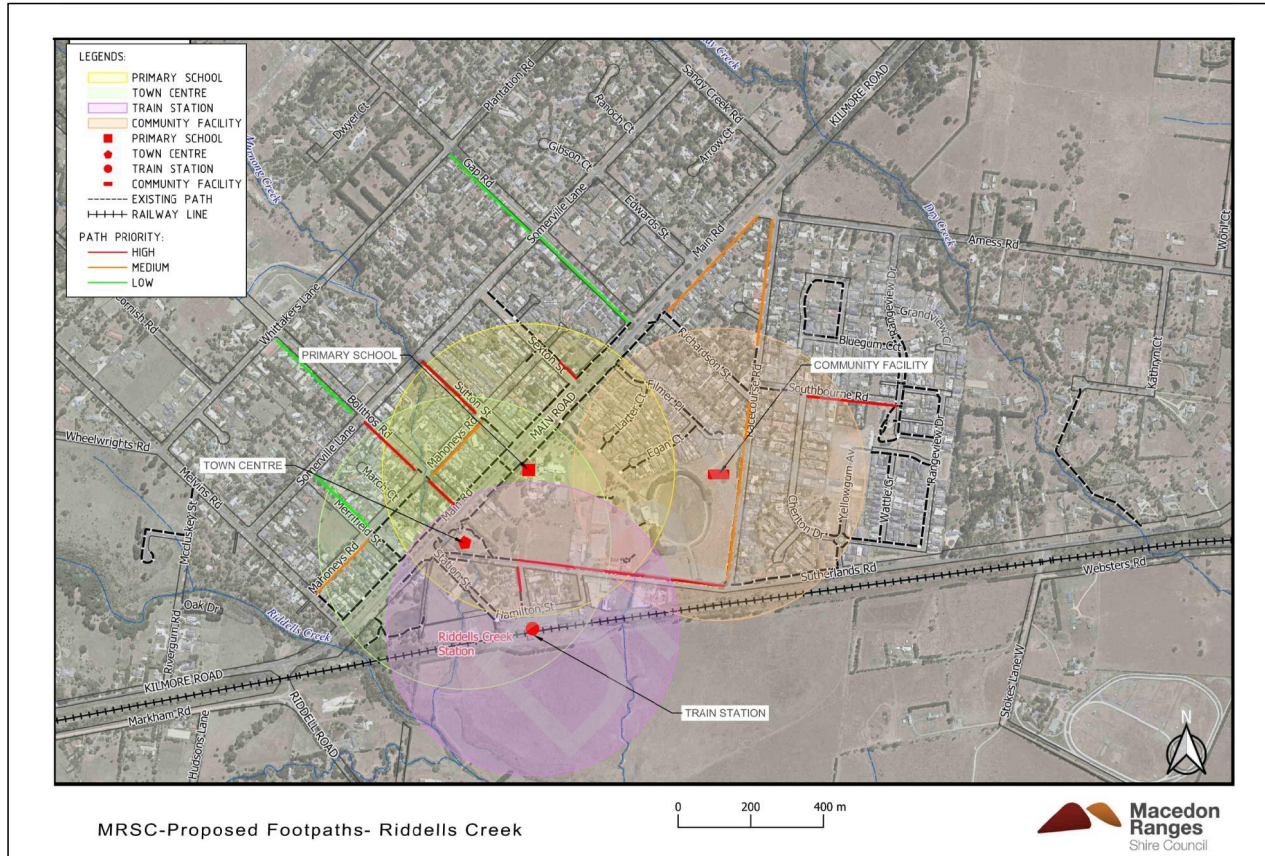


Figure 39: Macedon Ranges Shire Proposed Footpaths (Macedon Ranges Shire Council Shire Wide Footpath Plan, 2023)

**Appendix B – Movement and Place Classifications
within Riddells Creek**

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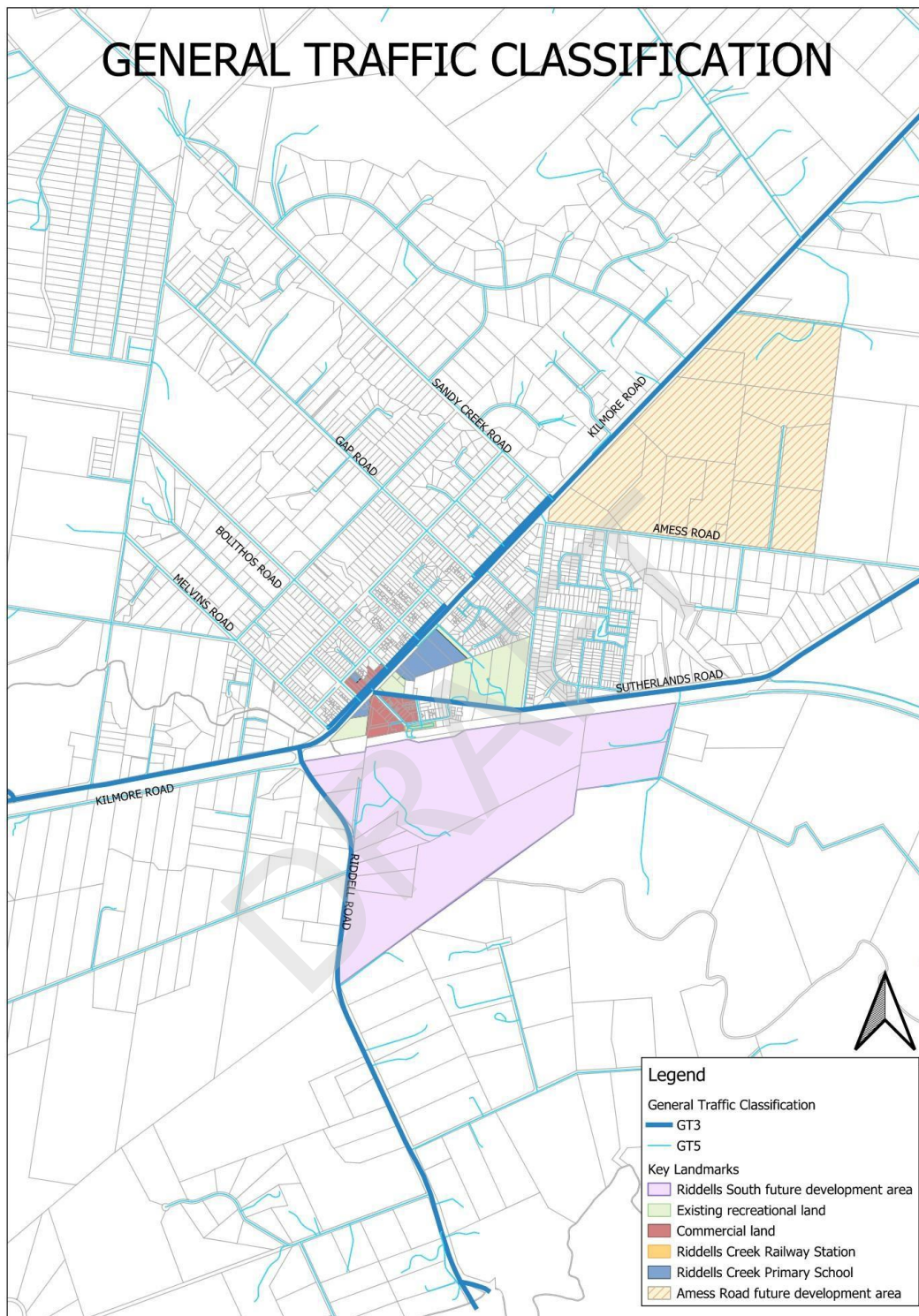


Figure 40: General traffic classifications within Riddells Creek



Figure 41: Walking classifications within Riddells Creek

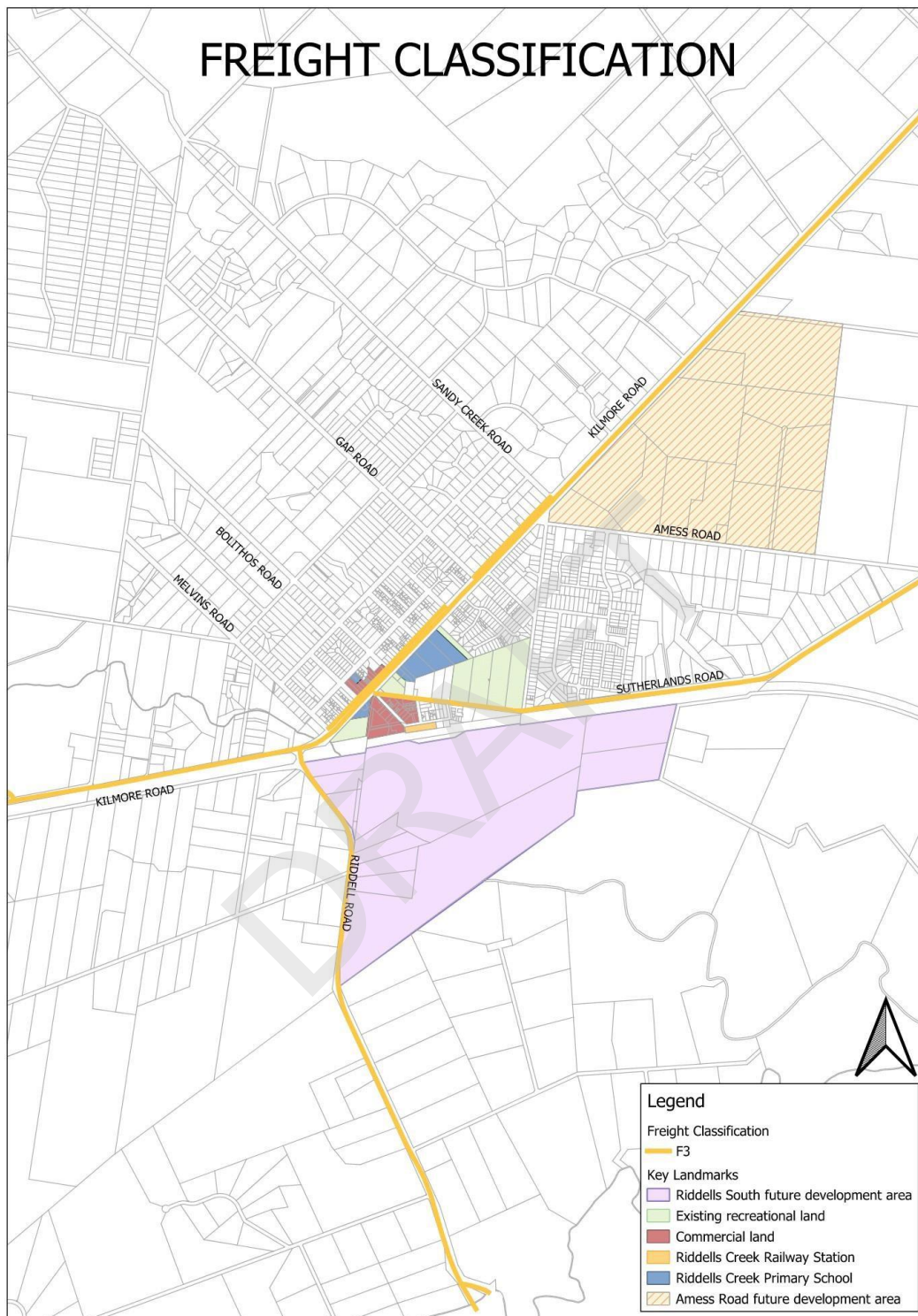


Figure 42: Freight classifications in Riddells Creek

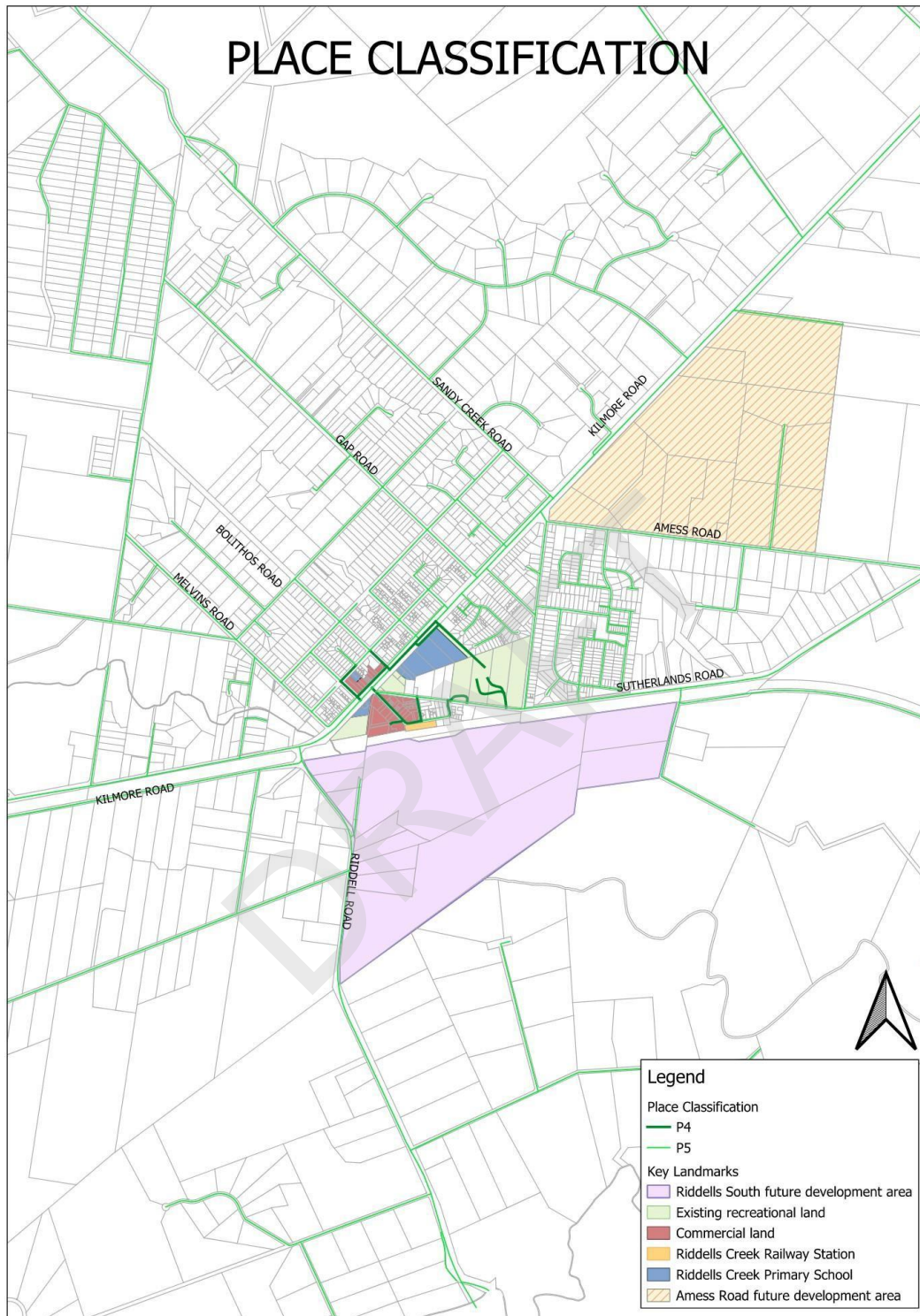





Figure 43: Place classifications in Riddells Creek



Appendix C – Pedestrian and Cycling Project Design Parameters




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Table 15: Pedestrian project descriptions

Project	Description	Design Parameters	Example Photo
Footpath	A sealed path for pedestrians to walk along	<ul style="list-style-type: none"> • Minimum 1.5 m width • For commercial areas, as wide as possible • Pave ramps to connect to the road 	
Shared Path	A sealed path that is shared between pedestrians and cyclists. Shared paths are wider, and cater for higher speeds, than a footpath.	<ul style="list-style-type: none"> • Minimum 2.5 m width • Desirable 3 m width • Design speed 20 km/h 	
Recreational Shared Path	A sealed or unsealed path is used by pedestrians and cyclists for leisure. They often prioritise scenery over a direct route. Peak usage on these paths typically occurs on weekends.	<ul style="list-style-type: none"> • Minimum 2.5 m width • Desirable 3 – 4 m width 	




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Project	Description	Design Parameters	Example Photo
<p>Regional Trail</p>	<p>A trail used by pedestrians and cyclists to travel between regional towns or points of interest.</p>	<ul style="list-style-type: none"> • Minimum 2.5 m width • Desirable 3 m width 	
<p>Wombat Crossing</p>	<p>A raised pedestrian crossing provides priority to pedestrians crossing the road and encourages motorists to slow down when approaching the crossing. Appropriate in the following locations:</p> <ul style="list-style-type: none"> • where there is a need to reduce vehicle speeds at pedestrian crossings • on two-lane streets • at mid-block locations, especially near schools • on streets with low speed (less than 60 km/h) and low traffic environments • where there is adequate street lighting to maximise visibility. 	<ul style="list-style-type: none"> • Profile of hump to consider types of vehicles • Desirable width of 3.6 m • Minimum width of 3 m 	


Project	Description	Design Parameters	Example Photo
<p>Refuge Crossing</p>	<p>A section of pavement in the middle of a road where pedestrians can stop before finishing crossing the road.</p>	<ul style="list-style-type: none"> • Desirable width of 3 m • Minimum width of 2 m 	
<p>Pedestrian Operated Signals (POS) Crossing</p>	<p>A street crossing with traffic lights activates a red light for motorists when a pedestrian pushes a button.</p>	<ul style="list-style-type: none"> • Minimum 2.5 m width, or 3 m for shared path crossings • Appropriate for roads with high volumes of traffic and locations with high volumes of pedestrians 	
<p>New Footbridge</p>	<p>A bridge that provides pedestrians and cyclists with safe access over a road or railway line.</p>	<ul style="list-style-type: none"> • Minimum 3 m width • Desirable 5 m width • Ramps to be provided 	

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Table 16: Cycling project descriptions

Project	Description	Design Parameters	Example Photo
Sharrows	Markings that indicate a road is a shared environment for bicycles and cars and alert all road users to the presence of bicycles on the road.	<ul style="list-style-type: none"> • Wayfinding signage • Sharrow line marking • Traffic calming 	
Shared Path (within road reserve)	A sealed path that is shared between pedestrians and cyclists. Shared paths are wider, and cater for higher speeds, than a footpath.	<ul style="list-style-type: none"> • Minimum 2.5 m width • Desirable 3 – 4 m width • Design speed 20 km/h 	
Recreational Shared Path	A sealed or unsealed path is used by pedestrians and cyclists for leisure. They often prioritise scenery over a direct route. Peaks on these paths typically occur on weekends.	<ul style="list-style-type: none"> • Minimum 2.5 m width • Desirable 3 m width • Design speed 10 – 15 km/h 	

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Project	Description	Design Parameters	Example Photo
<p>Regional Trail</p>	<p>A trail used by pedestrians and cyclists to travel between regional towns or points of interest.</p>	<ul style="list-style-type: none"> • Minimum 2.5 m width • Desirable 3 m width 	

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Appendix D – Project List

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No.	MCA Rank	Project Category	Project Type	Location / Road Name	Road Name Start	Road Name End	Community Rank	Requires DTP Approval
1	32	Walking	Footpath	Somerville Lane	Melvins Road	Sandy Creek Road	15	No
2	41	Walking	Footpath	Merrifield Street	Somerville Lane	Mahoneys Road	23	No
3	90	Walking	Footpath	Royal Parade	Melvins Road	Wheelwrights Road		No
4	31	Walking	Footpath	Southbourne Road	Racecourse Road	Parkview Terrace	3	No
5	61	Walking	Footpath	Hamilton Street / Fitzgerald Street	Stephen Street	Sutherlands Road		No
6	42	Walking	Footpath	Stephens Street	Sutherlands Road	Hamilton Road		No
7	84	Walking	Footpath	Mahoneys Road	Melvins Road	No. 7		No
8	95	Walking	Footpath	Richardson Street	Kilmore Road	Racecourse Road		No
9	60	Walking	Footpath	Main Road Service Road	Sexton Street	Sandy Creek Road	8	No
10	94	Walking	Footpath	Rangeview Drive	Amess Road	Grandview Close		No
11	25	Walking	Footpath	Sexton Street	No. 13	Kilmore Road	18	No
12	91	Walking	Footpath	Whittakers Lane	Melvins Road	Sandy Creek Road		No
13	83	Walking	Footpath	Parkview Drive	Parkview Terrace Park	Parkview Terrace Park		No
14	89	Walking	Footpath	Parkview Terrace Park	Parkview Terrace Park	Parkview Terrace Park		No
15	65	Walking	Footpath	Edwards Street	Somerville Lane	Kilmore Road		No
16	67	Walking	Footpath	Station Street	No. 11	Bus Stop		No
17	89	Walking	Footpath	Mahoneys Road	Bolithos Road	Sexton Street	24	No
18	82	Walking	Footpath	Cutevan Crescent	Sandy Creek Road	Gyro Close		No
19	30	Walking	Footpath	Sutton Street	Somerville Lane	Mahoneys Road	25	No
20	81	Walking	Footpath	Wheelwrights Road	Royal Parade	Melvins Road		No
21	86	Walking	Footpath link	Unnamed	Station Street	Riddells Creek Station		No
22	92	Walking	Footpath link	Unnamed	Fire Brigade	Sutherlands Road		No

No.	MCA Rank	Project Category	Project Type	Location / Road Name	Road Name Start	Road Name End	Community Rank	Requires DTP Approval
23	49	Walking	Footpath link	Unnamed	Kilmore Road	Sutherlands Road		No
24	23	Cycling	Regional trail	Kilmore Road	Flour Mill Lane	Riddells Creek	11	No
25	97	Cycling	Regional trail	Kilmore Road	Mullalys Road	Gyro Close		No
26	99	Cycling	Regional trail	Kilmore Road	Hamilton Road	Flour Mill Lane		No
27	104	Cycling	Regional trail	Riddell Road	Kilmore Road	No. 1265		No
28	39	Walking	Shared path	Kilmore Road	Amess Road	Richardson Street	8	No
29	46	Walking	Shared path	Unnamed Road	Sandy Creek Road	Gyro Close	16	No
30	20	Walking	Shared path	Sandy Creek Road	Bush Court	Kilmore Road	27	No
31	103	Walking	Shared path	Kilmore Road	Gyro Close	Amess Road		No
32	13	Walking	Shared path	Gap Road	Royal Parade	Somerville Lane	5	No
33	6	Walking	Shared path	Bolithos Road	Royal Parade	Kilmore Road	20	No
34	12	Walking	Shared path	Racecourse Road	Amess Road	Southbourne Road	29	No
35	9	Walking	Shared path	Amess Road	Kilmore Road	Wohl Court	12	No
36	15	Walking	Shared path	Gap Road	Somerville Lane	Kilmore Road	5	No
37	11	Walking	Shared path	Melvins Road	Royal Parade	Mahoneys Road	21	No
38	24	Walking	Shared path	Mahoneys Road	No. 7	Merrifield Street	28	No
39	80	Walking	Shared path	Mahoneys Road	No. 33	Bolithos Road		No
40	45	Walking	Shared path	Gyro Close	Unnamed Road	Kilmore Road		No
41	44	Walking	Shared path	Gyro Close	Sandy Creek Road	Unnamed Road		No
42	43	Walking	Shared path	Gap Road	Sandy Creek Road	Royal Parade		No
43	8	Walking	Shared path	Amess Road	Wohl Court	Sutherlands Road	13	No
44	10	Walking	Shared path	Sutherlands Road	Yellowgum Avenue	Amess Road	14	No

No.	MCA Rank	Project Category	Project Type	Location / Road Name	Road Name Start	Road Name End	Community Rank	Requires DTP Approval
45	58	Walking	Shared path	Royal Parade	Gap Road	Melvins Road		No
46	26	Cycling	Sharrows	Station Street	Kilmore Road	Stephen Street		No
47	64	Cycling	Sharrows	Parkview Drive	Rangeview Drive	No. 9		No
48	79	Cycling	Sharrows	Whittakers Lane	Melvins Road	Gap Road		No
49	78	Cycling	Sharrows	Somerville Lane	Melvins Road	No. 33		No
50	77	Cycling	Sharrows	Rangeview Drive	Amess Road	Parkview Terrace		No
51	88	Cycling	Sharrows	Richardson Street	Kilmore Road	Racecourse Road		No
52	76	Cycling	Sharrows	Cutevan Crescent	Sandy Creek Road	Gyro Close		No
53	100	Cycling	Sharrows	Mahoneys Road	Melvins Road	No. 7		No
54	29	Cycling	Sharrows	Merrifield Street	Somerville Lane	Kilmore road		No
55	57	Cycling	Sharrows	Edwards Street	Somerville Lane	Kilmore Road		No
56	75	Cycling	Sharrows	Williams Lane	No. 52	Kilmore Road		No
57	74	Cycling	Sharrows	Wheelwrights Road	Royal Parade	Melvins Road		No
58	22	Cycling	Sharrows	Hamilton Street / Fitzgerald Street	Stephen Street	Sutherlands Road		No
59	51	Cycling	Sharrows	Parkview Terrace Park	Parkview Terrace Park	Parkview Terrace Park		No
60	73	Cycling	Sharrows	Wattle Grove / Cheriton Drive / Yellowgum Avenue	Yellowgum Avenue	Sutherlands Road		No
61	56	Cycling	Sharrows	Mahoneys Road	Bolithos Road	Sexton Street		No
62	55	Cycling	Sharrows	Mahoneys Road	Merrifield Street	No. 3		No
63	72	Cycling	Sharrows	Somerville Lane	Sutton Street	Sandy Creek Road		No
64	71	Cycling	Sharrows	Somerville Lane	Somerville Lane	Sutton Street		No
65	70	Cycling	Sharrows	Whittakers Lane	Plantation Road	Sandy Creek Road		No
66	69	Cycling	Sharrows	Royal Parade	Melvins Road	Wheelwrights Road		No

No.	MCA Rank	Project Category	Project Type	Location / Road Name	Road Name Start	Road Name End	Community Rank	Requires DTP Approval
67	21	Cycling	Sharrows	Stephens Street	Sutherlands Road	Hamilton Road		No
68	68	Cycling	Sharrows	Sexton Road	Mahoneys Road	Kilmore Road		No
69	48	Road	100 to 70	Kilmore Road	Frost Lane	190 m North of Sandy Creek Road		Yes
70	40	Road	70 to 60	Kilmore Road	190 m north of Sandy Creek Road	Filmer Place		Yes
71	14	Road	50 to 40	Kilmore Road	Filmer Place	Melvin Road	9	Yes
72	50	Road	50 to 40	North West of Kilmore Road	Melvins Road / Whittakers Lane / Sandy Creek Road	Kilmore Road		Yes
73	38	Road	50 to 40	South East of Kilmore Road	Kilmore Road	Sutherlands Road / Amess Road		Yes
74	5	Road	50 to 30	Main Activity Area	Station Street / Hamilton Street / Fitzgerald Street		9	Yes
75	4	Road	50 to 30	Stephen Street	Sutherlands Road	Hamilton Street	9	Yes
76	37	Road	50 to 40	North West of Kilmore Road	Melvins Road / Whittakers Lane / Sandy Creek Road	Kilmore Road		No
77	93	Road	Roundabout	Main Road	Riddell Road			Yes
78	87	Road	Roundabout	Kilmore Road	Gyro Court			Yes
79	85	Road	Roundabout	Kilmore Road	Sandy Creek Road			Yes
80	66	Road	Reverse priority intersection	Sutherlands Road	Station Street			No
81	102	Road	Turn lanes	Kilmore Road	Raws Lane			Yes
82	111	Road	Turn lanes	Kilmore Road	Hamilton Road			Yes
83	54	Road	Signalised intersection	Kilmore Road	Station Street			Yes
84	3	Walking	Wombat crossing	Station Street	Sutherlands Road		22	No
85	2	Walking	Wombat crossing	Sutherlands Road	Station Street		22	No
86	53	Walking	Wombat crossing	Whittakers Lane	No. 63			No

No.	MCA Rank	Project Category	Project Type	Location / Road Name	Road Name Start	Road Name End	Community Rank	Requires DTP Approval
87	112	Walking	Bridge crossing	Sutherlands Road	Racecourse Road			No
88	7	Walking	P.O.S. crossing	Sutherlands Road	No. 5			No
89	18	Walking	Refuge crossing	Kilmore Road	Amess Road		17	Yes
90	16	Walking	Refuge crossing	Kilmore Road	Gap Road		17	Yes
91	105	Walking	Recreational shared path	Sandy Creek	Gap Road	Amess Road		No
92	110	Walking	Recreational shared path	Riddell Creek main drain	Gap Road	Somerville Lane		No
93	109	Walking	Recreational shared path	Riddell Creek main drain	Gap Road	Somerville Lane		No
94	108	Walking	Recreational shared path	Treetops main drain	Gap Road	Whittakers Lane		No
95	107	Walking	Recreational shared path	Between Melvins Road and Bolithos Road	Royal Parade	Bolithos Road		No
96	101	Walking	Recreational shared path	Riddell Creek	Williams Lane	Station Street		No
97	106	Walking	Recreational shared path	Riddell Creek Main Drive	Wheelwrights Road	Riddells Creek		No
98	96	Walking	Pedestrian bridge	Riddells Creek Near Walter J Smith Reserve	Riddells Creek		1	No
99	1	Walking	Shared path	Sutherlands Road	Racecourse Road	Station Street	2	No
100	52	Walking	Pedestrian bridge	Dry Creek near Kilmore Road	Dry Creek		4	No
101	28	Walking	P.O.S. crossing	Main Road near Riddells Creek Primary School	Main Road		6	Yes
102	62	Walking	Pedestrian bridge	Riddells Creek main drain	Somerville Lane	Sutton Street	7	No
103	63	Speed reduction	80 to 60	Kilmore Road	Kilmore Road	Main Road		Yes

No.	MCA Rank	Project Category	Project Type	Location / Road Name	Road Name Start	Road Name End	Community Rank	Requires DTP Approval
104	19	Walking	Pedestrian crossing	Sandy Creek Road near Sandy Creek	Sandy Creek Road		10	No
105	36	Walking	Refuge crossing	Main Road near Walter J Smith Reserve	Main Road		17	No

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Appendix E – Multi-Criteria Analysis

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Key Assessment Criteria	Criteria Weighting	Key Performance Indicators (KPIs)	KPI Individual Weighting	KPI Weighting Guide	Score 0	Score 1	Score 2	Score 3	Score 4	Score 5	Source Data
Feasibility	25%	Arterial roads/rail corridors / non-Council land	10%	Council will have less influence on change on non-Council land.	n/a	Requires approval from external authorities	n/a	n/a	n/a	Within Council land	QGIS - overlays for arterial roads (DTP), VicTrack, and Greater Western Water
		Environmental and cultural impacts	5%	Will the project have an impact on flora & fauna, cultural heritage, or require the removal of trees?	n/a	Major	n/a	Moderate	n/a	Minor	
		Significant infrastructure	10%	Is major infrastructure required? Removal of existing or new infrastructure.	n/a	Major	n/a	Moderate	n/a	Minor	Major for footbridge, signalised pedestrian crossing, shared paths along creeks requiring significant earthworks) Shared path - moderate
Connectivity	15%	Proximity to essential services	15%	Is the project near key destinations such as schools, child care centres, etc? Is the project within the town centre?	n/a	No	n/a	Provides connectivity	n/a	Close proximity	QGIS - destination layers
Safety	20%	Road safety	20%	Does the project improve safety for all road users?	Greatly reduces safety	Reduces road safety	Neutral	slightly improves safety	Improves road safety (Safe System aligned treatments)	Significantly improves safety (Safe System aligned treatments)	desktop assessment. This will be a comparison between the existing and the proposed safety conditions, and will consider: • traffic volumes • speed • presence of vulnerable road users • heavy vehicles • other road characteristics
Movement and Place	10%	Alignment with Movement and Place aspirations	10%	Does the project align with M&P aspirations? Will the project address a M&P performance gap?	Strongly goes against M&P objectives.	n/a	n/a	Neutral	Aligns with M&P objectives. Addresses a gap.	Strongly aligns with M&P objectives. Addresses a large gap.	

Key Assessment Criteria	Criteria Weighting	Key Performance Indicators (KPIs)	KPI Individual Weighting	KPI Weighting Guide	Score 0	Score 1	Score 2	Score 3	Score 4	Score 5	Source Data
Alignment with local strategy and policy	10%	Aligns with relevant Council strategy	5%	How well does the project align with Council strategy?	Strongly goes against strategic objectives	Goes against strategic objectives	Does not support strategic objectives	Neutral	Generally aligns with strategic objectives	Aligns strongly with strategic objectives	QGIS - walking and cycling layers is it within the Amess Road development
		Social and economic benefits	2%	Does delivering active transport improvements provide added community benefits? Is this a tourism, local businesses, school routes, shopping routes or training routes? Does it provide activation and renewal opportunities?	N/A	Low	N/A	Medium	N/A	High	High if it is in an activity centre, major recreational routes or tourism routes, or a place with a strong sense of place / identity
		Project developed separately	3%	Has the project already been developed separately? This will reduce total project time and cost.	n/a	No	n/a	n/a	n/a	Yes	Information provided by Council
Stakeholder & community sentiment	20%	Community sentiments	15%	Is the community supportive of the project?	Strongly against	Low support		Supportive		Strongly supportive	Based on community feedback dated 31/10/23
		Stakeholder support	5%	Is the project likely to obtain stakeholder support? Will there be a challenge with obtaining stakeholder approval? (e.g. POS on an arterial road, signalised intersection, etc)	n/a	Difficult to obtain approvals	n/a	some stakeholder consultation required	n/a	Little to no approvals required	

Appendix F – Community Feedback

Community Feedback

Community feedback was an important component of the MCA process. Council officers involved in this Study were contacted by a resident group called Riddells Creek Community Planning Group in June 2023. This was a follow-up from a meeting the group had with the Council Strategic Planning team on 30 November 2022 that Council would come back to this group in 2023 to give an indication of what were high, medium, and low priorities. Cr Annette Death also indicated at the November 2022 meeting that this would occur in June 2023.

The resident group read the August 2022 Council Report which described the draft recommendations for the Riddells Creek community. They were aware from looking at the website's project timeline that further community consultation will occur on the analysis, as part of this process. Part of the work that the group has been undertaking (as was promised as part of their commitment to working better with Council) is around developing a vision and key priorities for infrastructure for the town and a community driven process that can help to inform Council planning as well.

Two officers met the Riddell Creek Community Planning Group in two Thursday evening sessions, once on 6 July 2023 and another on 9 November 2023.

In the first evening session on 6 July 2023, officers met 15 members of the Riddells Creek Community Planning Group where the key discussions were summarised as follows:

- Officers presented the draft recommendations from the Study's Stage 2A which has produced an aspirational plan with over 90-plus recommendations for further investigation and prioritisation.
- Officers explained that a multi-criteria analysis will be developed during Stage 2B (2023-2024) supported by a traffic and parking analysis which will be conducted around August and September 2023, with a broader community consultation planned in February to March 2024.
- The resident group also presents their work via *What Riddell Wants (Infrastructure)* priorities relating to transport, pedestrian, and bike movement while agreeing that the various recommendations to date are largely in line with community feedback.

- Both parties agreed to another meeting for further discussion on the establishment of priorities.
- The resident group will collate feedback and provide input to Council officers in October 2023.

In the second evening session on 9 November 2023, officers met 4 members of the Riddells Creek Community Planning Group where:

- The resident group shared their report describing their thought process, why they focus on walkability, listing their top 10 and 30 projects from their perspective and what criteria should be used to assess projects.
- It was agreed that officers will incorporate these top 30 projects as an initial input to the multi-criteria analysis process which has included stakeholder and community sentiments as one of the six assessment criteria.

Projects identified in Stage 2A of the Movement and Network Study were presented to the Riddells Creek community for their feedback, which was used to score the 'Stakeholder and community sentiments' criteria in the MCA. Additionally, the Riddells Creek Community Planning Group identified 15 additional projects that they would like to see developed in the township.

Appendix G – Traffic Volume Diagrams

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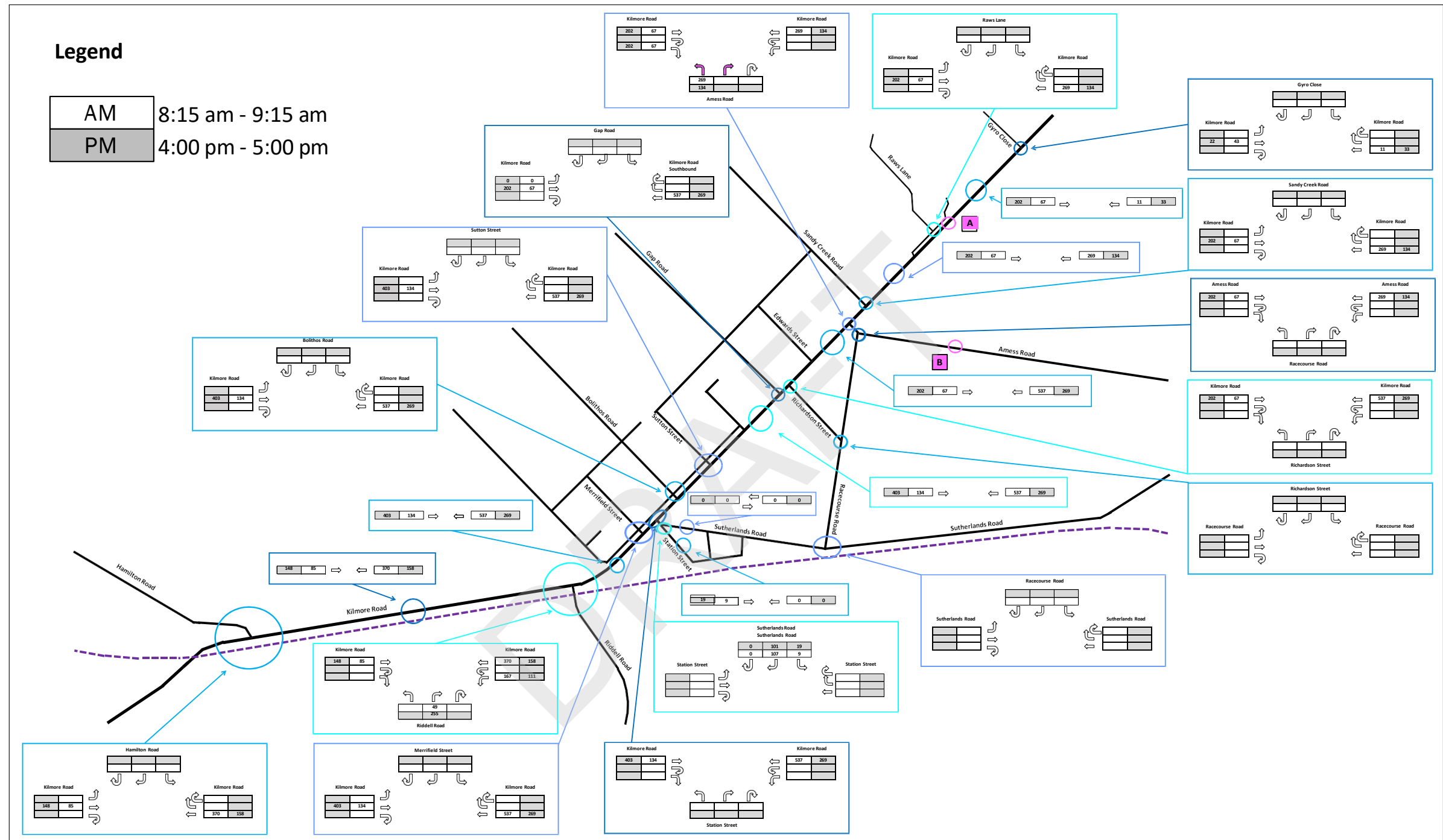


Figure 45: Amess Road development traffic distribution

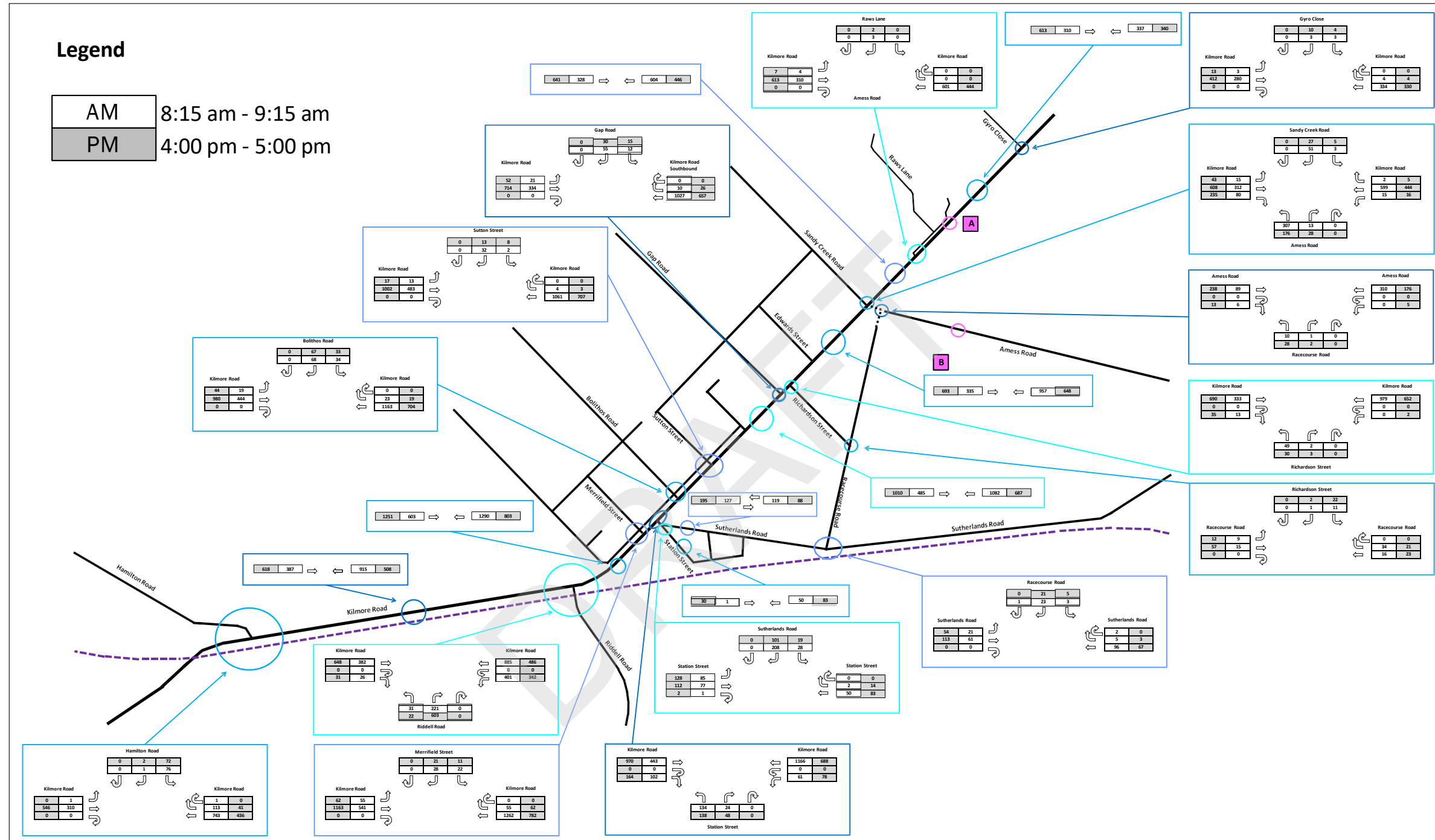


Figure 46: Anticipated 2043 traffic volumes

Appendix H – SIDRA Results

Definitions of traffic engineering terms used in this appendix:

Degree of saturation (DoS)

The ratio of the vehicle demand to the maximum number of vehicles that can travel through the intersection. If 3 vehicles can travel through an intersection in a minute, and 3 vehicles arrive at the intersection in a minute, the intersection has a DoS of 1.

95th percentile queue

The 95th percentile longest vehicle queue length that will occur at an approach to the intersection. 5% of anticipated queue lengths will be longer than the 95th percentile queue.

Average delay

The average additional travel time for motorists travelling through an intersection, in comparison to free flow conditions (i.e. travelling at the speed limit with no congestion or reason to decelerate).

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Table 17 Summary of SIDRA results - base case and proposed roundabouts in 2043

Movements	Base case (existing plus Amess Road development traffic)						Proposed (roundabout)						
	DOS		95% queue (m)		Average delay (sec)		DOS		95% queue (m)		Average delay (sec)		
	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM	
Riddell Road & Kilmore Road	Riddell Road (south app.)	4.151	6.183	988.2	2573.4	2874.3	4684.9	0.409	0.708	21.4	60.2	18.6	17.9
	Kilmore Road (east app.)	0.487	0.267	0.0	0.0	2.1	2.7	0.442	0.291	26.9	16.8	5.6	5.4
	Kilmore Road (west app.)	0.213	0.355	3.3	1.8s	1.7	0.7	0.242	0.588	12.1	45.1	6.9	12.1
Station Street & Kilmore Road	Station Street (south app.)	0.637	1.027	19.1	37.0	38.6	67.2	0.643	0.282	47.3	13.8	38.7	8.8
	Kilmore Road (east app.)	0.674	0.420	0.0	0.0	0.7	0.6	0.912	0.637	142.1	44.8	5.1	4.3
	Kilmore Road (west app.)	0.835	0.788	125.6	91.2	38.8	7.9	0.367	0.776	23.5	97.9	3.8	4.1
Bolithos Road & Kilmore Road	Kilmore Road (east app.)	0.661	0.445	6.4	11.7	0.5	2.5	0.843	0.528	120.0	38.0	6.5	5.9
	Bolithos Road (north app.)	1.052	0.958	70.0	40.8	179.6	118.4	0.113	0.184	4.3	8.5	9.6	15.8
	Kilmore Road (west app.)	0.254	0.558	0.0	0.0	0.3	0.5	0.312	0.655	16.9	55.3	5.4	5.4

Movements	Base case (existing plus Amess Road development traffic)						Proposed (roundabout)						
	Degree of saturation		95% queue (m)		Average delay (sec)		Degree of saturation		95% queue (m)		Average delay (sec)		
	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM	
Gap Road & Kilmore Road	Kilmore Road (east app.)	0.574	0.574	2.2	2.2	0.2	0.2						
	Gap Road (north app.)	0.411	0.411	9.6	9.6	30.3	30.3						
	Kilmore Road (west app.)	0.195	0.195	0.0	0.0	0.4	0.4						
Sandy Creek Road, Amess Road & Kilmore Road	Amess Road (south app.)							0.461	0.253	26.1	11.7	10.3	7.6
	Kilmore Road (east app.)							0.501	0.448	28.4	22.8	6.3	7.3
	Sandy Creek Road (north app.)							0.060	0.058	2.2	2.6	10.6	14.6
	Kilmore Road (west app.)							0.273	0.604	14.7	49.5	6.3	6.8

Movements	Base case (2043)						Proposed traffic signals (2043)						
	Degree of Saturation		95% queue (m)		Average delay (sec)		Degree of Saturation		95% queue (m)		Average delay (sec)		
	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM	
Station Street & Kilmore Road	Station Street (south app.)	0.637	1.027	19.1	37.0	38.6	67.2	0.343	0.318	42.7	41.6	44.3	41.6
	Kilmore Road (east app.)	0.674	0.420	0.0	0.0	0.7	0.6	0.713	0.700	127.3	190.7	13.5	15.2
	Kilmore Road (west app.)	0.835	0.788	125.6	91.2	38.8	7.9	0.674	0.760	48.3	154.0	13.5	11.9

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Table 18: Summary of SIDRA results - base case and proposed traffic signals in 2043

Movements	Base case (2043)						Proposed traffic signals (2043)						
	Degree of Saturation		95% queue (m)		Average delay (sec)		Degree of Saturation		95% queue (m)		Average delay (sec)		
	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM	AM	PM	
Station Street & Kilmore Road	Station Street (south app.)	0.637	1.027	19.1	37.0	38.6	67.2	0.343	0.318	42.7	41.6	44.3	41.6
	Kilmore Road (east app.)	0.674	0.420	0.0	0.0	0.7	0.6	0.713	0.700	127.3	190.7	13.5	15.2
	Kilmore Road (west app.)	0.835	0.788	125.6	91.2	38.8	7.9	0.674	0.760	48.3	154.0	13.5	11.9

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Table 19: Summary of SIDRA results at Kilmore Road / Amess Road / Sandy Creek Road - base case and option 2

Movements		Option 2 with 2043 traffic (post construction)					
		Degree of Saturation		95% queue (m)		Average delay (sec)	
		AM	PM	AM	PM	AM	PM
Amess Road & Kilmore Road	Amess Road (south app.)	0.588	0.303	25.1	7.1	15.1	14.3
	Kilmore Road (east app.)	0.358	0.255	0.0	0.0	0.2	0.2
	Kilmore Road (west app.)	0.177	0.351	3.9	11.0	2.3	2.8
Sandy Creek Road & Kilmore Road	Kilmore Road (east app.)	0.336	0.254	0.2	0.8	0.0	0.2
	Sandy Creek Road (north app.)	0.137	0.098	3.1	2.2	12.6	14.4
	Kilmore Road (west app.)	0.183	0.364	0.0	0.0	0.3	0.4

Appendix I – SIDRA Site Reports

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