LAND USE

This section covers objectives, strategies and implementation for land use issues under the themes of:

- Housing and community
- Retail, commerce and entertainment
- Industrial

Housing and community

Environmental issues – Greater Dandenong is forecast to be home to some 16,700 new households by 2031 (as measured from 2001), according to the Southern Regional Housing Statement (DSE, 2006). This represents a 36% increase on the number of households compared to 2001. Of the 16,700 households, 3,700 are forecast to be within ‘green field’ locations, and the balance in known strategic redevelopment sites (e.g. Dandenong CBD) and within residential areas.

Supporting urban consolidation and providing housing in existing areas close to activity centres means that people do not need to travel as far to work, shop or to take part in sports/leisure activities thus reducing the environmental impacts of transport.

Increases in housing density must be balanced by adequate provision of open space, good urban design and improvements to the public realm.

The emerging residential area in Keysborough South is an area of strategic significance for residential development and will bring a challenge in managing the urban/non-urban transition. Residential development in this area needs to be based on Council’s ‘green vision’ - the public realm having the primary role in delivering a range of beneficial environmental, landscape and recreation outcomes with more intensive forms of development being supported in private space within that green environment.

Economic issues – It is important to recognise that there is a need for a balance between economic development, a vibrant and diverse community and a sustainable living environment. Locating new housing near and within activity centres helps improve the economic vitality of those centres.

Council is committed to actively encourage multi-storey, higher-density residential development in central Dandenong and other major activity centres of Springvale and Noble Park as a component of mixed-use function of those centres. Likewise, Transit Oriented Development (TOD) will be a key principle to increasing the sustainability of Greater Dandenong’s development.

Council is committed to promoting Dandenong CAD as Melbourne’s second largest retail and commercial centre and further developing all municipal activity centres.

The Springvale Activity Centre is a popular and vibrant multicultural retail and business centre in Melbourne’s south east. It is one of four major retail precincts in the City of Greater Dandenong. It is primarily a food based commercial centre but it will in the future also provide an opportunity to support the establishment of both higher density and low density housing that responds to both local needs and the changing demographics of Melbourne. This type of housing will include smaller apartments, shop-top housing and larger detached dwellings that will respect existing and future neighbourhood character.

Social Issues – Appropriate and affordable housing that suits diverse needs is critical to maintaining a healthy and balanced socio-economic society. As Dandenong’s population ages there will be need to provide more housing and supported accommodation catering for older age groups. This will include higher density housing, which will need careful management. With the potential influx of younger families anticipated in new residential...
developments, in central Dandenong and other activity centres, greater diversity in housing provision to meet the needs of these households will be required.

Recognising the cultural diversity of the population and encouraging housing diversity will create opportunities to meet the housing needs of the diverse community.

**Objective**

1. To encourage and facilitate a wide range of housing types and styles which increase diversity and cater for the changing needs of households.

**Strategies**

1.1 Encourage a mix of housing types that better reflects the cross section of the community in Greater Dandenong.

1.2 Promote subdivision that provides for a range of lot sizes to cater for the diversity of the community of Greater Dandenong.

1.3 Encourage the provision of housing that is adaptable to support the needs of the changing needs of present and future residents.

1.4 Encourage the conversion of upper floors of shops and offices for housing, particularly in activity centres.

1.5 Encourage innovative redevelopment and renewal of deteriorating housing stock and older styled higher-density apartments and multi-unit developments.

**Objective**

2. To respect and improve residential environments.

**Strategies**

2.1 Encourage developments to exceed minimum compliance with the requirements of Clauses 54, 55 and 56, where appropriate and identified.

2.2 Encourage new residential development that incorporates adequate space for the planting and the long term viability and safe retention of canopy trees.

**Objective**

3. To accommodate an increase in resident population of 15000 in central Dandenong and its periphery by the year 2015.

**Strategies**

3.1 Strongly encourage medium density housing of up to 4 levels within the residential periphery to Central Dandenong as illustrated in Clause 22.09-3.

3.2 Encourage only higher density housing within Central Dandenong.

3.3 Encourage location of activities/services, mixed-use development that generate high number of trips in central Dandenong as the primary activity centre within the municipality and commensurate with its transit city role and its strategic regional status in the south-east region.
Objective

4. To optimise residential consolidation around activity centres/transport nodes, and more efficient use of existing urban infrastructure.

Strategies

4.1 Actively encourage medium and higher density housing in strategic locations and in areas nominated for substantial change.

4.2 Develop appropriate planning guidelines (including overlay controls) for the development of well defined areas on the periphery of Central Dandenong, Springvale, Noble Park and Parkmore activity centres without detriment to the existing urban character and without compromising existing commercial businesses.

4.3 Encourage and promote increased densities in the Residential 2 Zoned areas, particularly those in proximity to the Major Activity Centres of Springvale and Noble Park.

4.4 Actively encourage the redevelopment of sites identified in the structure plans of the respective activity centres for refurbished commercial, upper residential and medium to higher density housing.

4.5 Respecting valued, existing neighbourhood character both on particular sites and within wider streetscapes.

4.6 Ensuring new development takes into full account the neighbourhood character design guidelines for each type of building and that such new development positively contributes to the preferred future neighbourhood character of each particular residential area.

4.7 Actively encouraging well designed, medium and higher density housing in strategic locations and in areas nominated for substantial change.

Objective

5. To protect the amenity of residential areas adjacent to particular uses and protect sensitive particular uses from residential development.

Strategies

5.1 Facilitate appropriate forms of residential development at the interface with sensitive or particular uses, such as: industrial land uses. Creeks, wetlands, parks, open spaces and other urban/non-urban interface areas.

5.2 Encourage incorporation of acoustic attenuation measures in new residential developments within Mixed Use Zones and Commercial Zones to protect occupants from external noise.

5.3 Discourage non-residential uses except along main roads or collector roads or on corner sites.

5.4 Recognise existing use rights of agricultural and dog uses in Keysborough South and manage the residential development process to protect their continued operation and the amenity of sensitive uses – the protection of these agricultural and dog uses however should be balanced against the strategic objective for this area as one of residential development in the first instance.

5.5 Encourage master plans to be prepared for institutional uses within Keysborough to guide the future land use and development of the sites.
Objective

6. To improve access to affordable and appropriate housing.

Strategies

6.1 Encourage the provision of affordable housing in association with larger residential developments.

6.2 Support residential development that allows people to age in their existing communities.

Objective

7. To provide for the orderly development of new residential areas, including appropriate forms of higher density housing within existing activity centres.

Strategies

7.1 Encouraging conversion of vacant upper floors of shops and offices for housing, particularly in the Dandenong CAD and other activity centres.

7.2 Providing integrated residential and employment opportunities at the Dandenong Railway Precinct and within existing Activity Centres.

Objective

8. To protect the amenity of existing neighbourhoods and significant residential precincts within activity centres from the impact of new commercial development.

Strategies

8.1 Requiring medium-density developments to be site and locality responsive and to respect existing and proposed neighbourhood character.

Objective

9. Protect the amenity of major new residential uses from any potential adverse impacts of existing industrial uses.

Strategies

9.1 Require major new residential developments to be designed such that they are protected from the potential adverse impacts of any existing industrial uses.

Implementation

These strategies will be implemented by:

Policy and exercise of discretion

- Application of the Central Dandenong Local Planning Policy at Clause 22.07.
• The development of institutional uses, other than through minor applications, in the Keysborough area to be managed in accordance with master plans for the future development.

• Application of the Springvale Activity Centre Local Planning Policy at Clause 22.10 to provide for an orderly and structured framework to guide future residential development within this activity centre.

• Application of the Residential Development and Neighbourhood Character Policy at Clause 22.09.

• Encourage opportunities for under-utilised locations within activity centres and in local neighbourhood shopping centres to be redeveloped for other suitable purposes such as medium and higher density housing.

Zones and overlays

• Application of the relevant Development Plan Overlays (Schedule 5) to the Keysborough South Residential 1 zoned areas.

• Application of relevant Development Contribution Plan Overlay (DCPO1) to the Keysborough South Residential 1 zoned areas.

• Application of the Special Building Overlay to land affected by overland flows in storm events that exceed the capacity of underground drainage systems.

Further strategic work

• Preparation of a Housing Strategy for Greater Dandenong.

• Preparation of a Development Contribution Plan for Greater Dandenong.

• Develop action plans for key development sites as identified in the Central Dandenong Local Policy’.

• Undertake a review of the provisions of Clauses 55 and 56 to propose variations to the Schedules to these Clauses to improve access to affordable and appropriate housing.

Other actions

• Advocate the retention and increase the supply of appropriate and well located housing for low income households and those with special needs.

• Undertake ongoing monitoring and review of housing particularly in and around major activity centres to assist provision of diverse choice of housing.

• Monitor changes in housing affordability for all housing types and tenures across the municipality to assist land use planning.
**Environmental issues** – The easy accessibility by train and other modes of public and private transport to the retail and commercial centres of central Dandenong, Springvale and Noble Park helps achieve environmental sustainability. This needs to be maintained and improved by providing facilities and services accessible by bicycle and walking.

**Economic issues** – Greater Dandenong’s retail, commercial, industrial and entertainment uses provide a range of jobs. Strengthening these assets will attract visitors from outside the municipality and improve employment opportunities. With suitable promotion, they could realise increased economic benefits for the City.

The Springvale Activity Centre is a popular and vibrant multicultural retail and business centre in Melbourne’s south east. It is one of four major retail precincts in the City of Greater Dandenong.

Supporting higher density residential at upper levels of buildings and the location of office and commercial activities in activity centres will improve the economic viability and sustainability of those centres.

**Social issues** – Local retail centres can act as a focus for local communities helping strengthen local connections. Entertainment and associated uses are important in maintaining local cultural vitality but need to be managed to avoid late night disturbances to surrounding residents, and inadequate provision of car parking.

There are more than forty strip shopping centres within the municipality, varying widely in size and level of commercial activity. There is a need to ensure that the activity centres are appealing places for people to live, work, shop and visit. Centres with these attributes will also add to effective social interaction within community.

In 2006 and 2007, $110 million & $90 million respectively were lost to electronic gambling machines (EGM) and to other forms of legal gambling – the equivalent of nearly $2000 per adult.

While acknowledging the entertainment role of the gaming venues, Council needs to ensure a balance between the entertainment value/economic benefits and their adverse social impacts.

**Objective**

1. To promote and further develop central Dandenong as the pre-eminent regional centre for retail, commercial, entertainment and community services in Melbourne’s south east.

**Strategies**

1.1 Encourage new uses and major projects with emphasis on flexibility, innovation and co-operation between Council, developers and investors.

1.2 Focus major retail, office and entertainment uses of regional significance in central Dandenong.

1.3 Encourage and facilitate clustering of commercial, entertainment and community facilities.

1.4 Encourage revitalisation of existing building stock to improve its use, viability and contribution to the centre.

1.5 Encourage pedestrian activity and ground floor uses with active frontages.

1.6 Encourage businesses and activities that increase opportunities for social interaction and recreation.
1.7 Encourage amalgamation of land that will facilitate revitalisation of Central Dandenong.

1.8 Draw on the success and location of the Drum Theatre to strengthen entertainment facilities.

1.9 Facilitate the retention and enhancement of educational and community service facilities within and adjacent to Central Dandenong.

1.10 Discourage non-commercial uses at ground level in the core retail areas.

**Objective**

2. To reinforce and develop the role, character and identity of activity centres outside of Central Dandenong

**Strategies**

2.1 Focus major new retail activities to Springvale, Parkmore and Noble Park - the major activity centres and in retail centres at the corner of Springvale/Athol Roads, at the corner of Corrigan Road and Kingsclere Avenue and at the corner of Princes Highway and Centre Road.

2.2 Encourage additional retail diversity that complements the core retail function.

2.3 Reinforce Springvale Activity Centre as a vibrant multicultural focal point in the region.

2.4 Encourage pedestrian activity and ground floor uses with active frontages.

2.5 Encourage businesses and activities that increase opportunities for social interaction and recreation.

2.6 Discourage non-commercial uses at ground floor level in the core retail areas of activity centres.

**Objective**

3. To minimise the impact of gaming venues

**Strategies**

3.1 Ensure that the existing gaming venues are appropriately managed to minimise their impact on surrounding residential and/or commercial areas.

3.2 Discourage new gaming venues from locating within Greater Dandenong.

**Objective**

4. To encourage a mix of complimentary land uses that increase an activity centre’s commercial variety without compromising its core commercial strengths.

**Strategies**

4.1 Support and promote complimentary land uses that enhance variety without compromising core commercial strengths.
Objective

5. To enhance and embrace the multi-cultural identity of the municipality, where relevant, primarily as reflected in the city’s built form, signage and urban design.

Strategies

5.1 Support the promotion of multi-cultural identity as reflected in the city’s built form.

Objective

6. To encourage greater visitation to the activity centres.

Strategies

6.1 Support activities and festivals that promote greater visitation to activity centres.

Objective

7. To create positive social, cultural and economic perceptions of activity centres.

Strategies

7.1 Support activities and festivals that promote positive perceptions of activity centres.

Objective

8. To protect the amenity of new residential precincts within activity centres from the adverse impact of the commercial operation of the centre in terms of noise, lighting and significant odours.

Strategies

8.1 Requiring proponents to demonstrate that adequate assessment and mitigation of the impact on amenity of the new proposal, in terms of noise, lighting and significant odours, has been undertaken, within significant new residential areas in activity centres.

Objective

9. To ensure the design of new residential development within activity centres makes adequate provision to protect future residents from the adverse impact of the commercial operation of the centre in terms of noise, lighting and odours.

Strategies

9.1 Within significant new residential areas in activity centres, requiring proponents to demonstrate that adequate assessment and mitigation of the impact on amenity of the new proposal, in terms of noise, lighting and significant odours, has been undertaken.
Implementation

These strategies will be implemented by:

Policy and exercise of discretion

- Application, upon approval, of policies for Major Activity Centres.
- Encouraging opportunities for under-utilised local neighbourhood shopping centres to be redeveloped for other purposes such as medium-density housing and mixed use developments.
- Applying the Springvale Activity Centre Local Planning Policy at Clause 22.10 to provide for an orderly and structured framework to guide development of this area.

Zones and overlays

- Application, upon approval, of zones and overlays to identified sites in and around the Major Activity Centres.
- Application of the Special Building Overlay to land affected by overland flows in storm events that exceed the capacity of underground drainage systems.
- Application, upon approval, of zones and overlay controls for nominated new business park developments and new and existing activity centres locations.
- Application of the Design and Development Overlay to land within activity centres to encourage and promote good design and development.

Further strategic work

- Preparation of a Neighbourhood Activity Centres Strategy.
- Preparation of a detailed structure plans and urban design guidelines for nominated new business park development locations and nominated locations for new activity centres.
- Preparation of a comprehensive Retail Strategy focusing on demand for additional bulky goods/restricted retail development and corresponding Commercial 2 zoned land.
- Develop action plans for key development sites as identified in the Central Dandenong Local Policy.

Other actions

- Monitor the take up of existing Commercial 2 zoned land and facilitate the timely provision of additional development capacity.
Environmental issues – With the release of Melbourne 2030, the task of achieving a healthy balance between the need to provide for an increased population, to support robust activity centres and protect key industries becomes more challenging.

While Greater Dandenong is home to the State significant Industrial 2 Zone, the challenge is to protect this zone for its intended purpose and to carefully manage the interface between this zone and other zones.

Industrial areas need to provide a safe environment and facilities for people to cycle or walk to their work place. Industrial areas should have substantial provision of greenery and open space. This include parks and gardens for congregation, and recreation as well as street trees for shade.

Industry also needs to manage the challenge of noise pollution, air pollution and reducing other adverse impacts on the environment – including ground water. A prosperous local industrial economy not only provides local employment opportunities but also reduces the need for long journeys to work and transport pollution with positive ramifications for the environment.

Industry should be encouraged to develop best practice in regards to utilisation of energy and resources. The efficient use of energy and resources and reductions in waste generation will benefit both the business and the environment.

Economic issues – The industrial sector in Greater Dandenong is the mainstay of its economy, providing jobs and investment opportunities locally and within the wider south eastern region. The Dandenong Industrial 2 Zone accommodates industries that require significant buffers from sensitive uses. This is one of only three Industrial 2 Zones within the State and is of State significance. To ensure the availability of land in this strategic location for its primary purpose, the Industrial 2 Precinct needs to be protected against the encroachment of those industrial activities which do not require significant buffers from sensitive land uses.

Another key challenge for Greater Dandenong will be its strategic land use response to future demand for bulky goods retailing. The continued take up of industrial land for this form of development will jeopardise the municipality’s industrial development.

Social issues - Industry in Dandenong reflects its history and is integral to its diverse social and economic character.

The relationship between education and employment is vividly illustrated by the fact that, within Greater Dandenong, those young adults with no paid work include just one in seven young adults with university education but half of those with incomplete secondary schooling. The presence of high unemployment in the presence of local employment growth affirms the need for improved employment and educational opportunities tailored to accommodate the abilities and needs of the local residents.

Given that lack of public transport accessibility to industrial areas has proved to be a significant barrier for young people accessing employment, it is important to ensure accessibility between industrial areas and other employment nodes to public transport.

Objective

1. To provide development, employment and industrial opportunities, which cater for a broad range of industries.

Strategies

1.1 Provide a diversity of locational opportunities for all types of industrial activity, including those enterprises that combine manufacturing with general office activities.
Objective

2. To facilitate new investment, development and redevelopment.

Strategies

2.1 Discourage business or non-industrial uses on industrial land.
2.2 Encourage new hi-tech and knowledge industry to be established.

Objective

3. To develop and exploit existing infrastructure and locational advantage of the City’s industrial areas.

Strategies

3.1 Encourage the establishment of industries that add value to the local industry products, component manufacturers.
3.2 Encourage the establishment of industries that create local employment opportunities.
3.3 Protect the supply of industrial land by encouraging retail and office uses to locate in commercial zones.

Objective

4. To encourage the integration of commercial and industrial developments in existing Commercial 2 Zones.

Strategies

4.1 In order to integrate industrial and commercial uses within Commercial 2 Zones, no maximum combined leasable floor area (m$^2$) shall apply in these zones.
4.2 Discourage stand alone office development on sites within the Commercial 2 Zones that are outside the designated existing or proposed activity centres, gateway and/or corridor sites.

Objective

5. To protect the strategically significant Industrial 2 Zone for its primary purpose

Strategies

5.1 Encourage the location of industries that require more extensive buffer distances (requiring 1,000-5000m buffer distances under Clause 52.10 of the Planning Scheme) within the Industrial 2 Zone.
5.2 Strongly discourage industrial land uses that do not require significant buffer distances from sensitive land uses from locating in the Industrial 2 Zone.

Objective

6. To protect industrial zones for industrial activity.
Strategies

6.1 Strongly discourage the issue of planning permits for bulky goods retail developments in industrial zones.

Objective

7. To improve the image of industrial areas in Greater Dandenong.

Strategies

7.1 Encourage existing industries to improve their sites and operating conditions to contribute positively to the image and amenity of the municipality.

7.2 Ensure that there is a well designed transition between industrial development and streetscapes and/or public reserves with high quality and intense landscaping, incorporating canopy trees within development sites.

7.3 Ensure new industrial development includes well designed, well connected and safe pedestrian and cycle paths.

Objective

8. To ensure industrial uses do not impact adversely on the amenity and safety of surrounding land uses and the environment.

Strategies

8.1 Prevent the establishment of industrial activities in rural areas/green wedge except where they are directly related to or contribute to agricultural production.

8.2 Discourage industries that rely on visits by heavy vehicles using roads through residential areas or activity centres.

8.3 Encourage industry to adopt world best practice water sensitive urban design.

8.4 Facilitate the application of a different land use zoning regime in areas where there is an identified interface conflict between industrial uses and residential areas.

Implementation

These strategies will be implemented by:

Policy and exercise of discretion

- Application of the Urban Design in commercial and industrial areas local policy at Clause 22.03.

- Implementing the Springvale Activity Centre Structure Plan (April 2010), Greater Dandenong Council.

Zones and overlays

- Application of Development Contributions Plan Overlay-Dandenong South Industrial Area-Keysborough.
- Application of Development Contributions Plan Overlay-Dandenong South Industrial Area-Lyndhurst.
- Application, upon approval, of the Commercial 2 Zone to land identified for future bulky goods/restricted retail development.

**Further strategic work**

- Preparation of a Development Contribution Plan for Greater Dandenong
- Preparation of a detailed structure plans and urban design guidelines for nominated new business park development locations and nominated locations for new activity centres.
- Preparation of a comprehensive Retail Strategy focusing on demand for additional bulky goods/restricted retail development and corresponding Commercial 2 zoned land.
- Prepare a detailed Urban Design Study for the industrial areas of the municipality.

**Other actions**

- Position and market Greater Dandenong in the hi-tech industry sector.
- Ensure timely delivery of infrastructure to industry and business by developing comprehensive asset management, maintenance, renewal and replacement programs.
- Promote the competitive advantages of Dandenong for industry and reinforce its pre-eminent position as the industrial centre for Melbourne’s south-east.
- Facilitate discussion with landowners/occupiers of small isolated industrial nodes in order to advance appropriate rezoning to transform these areas for alternative employment or mixed use or medium or higher density housing.
Strategic Industrial Framework Map

Legend

- Industrial 1 Zone - Encourage Mixed Industrial Uses
- Industrial 2 Zone
- Industrial 2 Zone Buffer Area
- Principal Public Transport Network (Roads) (Smart Bus Routes)
- Future Strategic Road Corridors
- Railway Corridors
- Urban Growth Boundary
- Industrial 3 Zone
- Business 3 Zone - Encourage Integrated Ind/Com Uses/ Limited Stand Alone Offices
- Business 4 Zone