

YARRA CITY COUNCIL Internal Development Approvals Committee Agenda

to be held on Wednesday 7 November 2018 at 6.30pm in Meeting Rooms 1 & 2 at the Richmond Town Hall

Rostered Councillor membership

Councillor Danae Bosler Councillor Daniel Nguyen Councillor Jackie Fristacky (substitute for Cr Misha Coleman)

I. ATTENDANCE

Vicky Grillakis (Co-ordinator Statutory Planning) Sarah Griffiths (Senior Co-Ordinator Statutory Planning) Cindi Johnston (Governance Officer)

- II. DECLARATIONS OF PECUNIARY INTEREST AND CONFLICT OF INTEREST
- III. CONFIRMATION OF MINUTES
- IV. COMMITTEE BUSINESS REPORTS

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"Welcome to the City of Yarra.
Yarra City Council acknowledges the Wurundjeri as the Traditional Owners of this country, pays tribute to all Aboriginal and Torres Strait Islander people in Yarra and gives respect to the Elders past and present."



Guidelines for public participation at Internal Development Approval Committee meetings

POLICY

Council provides the opportunity for members of the public to address the Internal Development Approvals Committee.

The following guidelines have been prepared to assist members of the public in presenting submissions at these meetings:

- public submissions are limited to a maximum of five (5) minutes
- where there is a common group of people wishing to make a submission on the same matter, it is recommended that a representative speaker be nominated to present the views of the group
- all public comment must be made prior to commencement of any discussion by the committee
- any person accepting the chairperson's invitation to address the meeting shall confine himself or herself to the subject under consideration
- people making submissions shall address the meeting as a whole and the meeting debate shall be conducted at the conclusion of submissions
- the provisions of these guidelines shall be made known to all intending speakers and members of the public generally prior to the commencement of each committee meeting.

For further information regarding these guidelines or presenting submissions at Committee meetings generally, please contact the Governance Branch on (03) 9205 5110.

Governance Branch 2008

1. Committee business reports

Item		Page	Rec. Page
1.1	PLN16/1116 - 341-347 George Street, Fitzroy - Part demolition for the construction of a mixed-use building and a reduction in the car parking requirements	5	41

1.1 PLN16/1116 - 341-347 George Street, Fitzroy - Part demolition for the construction of a mixed-use building and a reduction in the car parking requirements

Executive Summary

Purpose

This report provides Council with an assessment of Planning Permit Application PLN16/1116
which affects the land at No's 341-347 George Street, Fitzroy. The application is for part
demolition for the construction of a mixed-use building and a reduction in the car parking
requirements.

Key Planning Considerations

- 2. Key planning considerations include:
 - (a) clause 22.02 Development Guidelines for Sites Subject to the Heritage Overlay;
 - (b) clause 34.01 Commercial 1 Zone:
 - (c) clause 43.01 Heritage Overlay;
 - (d) clause 43.02 Design and Development Overlay (Schedule 10);
 - (e) clause 52.06 Car parking; and
 - (f) clause 53.06 Live music and entertainment noise.

Key Issues

- 3. The key issues for Council in considering the proposal relate to:
 - (a) Strategic context;
 - (b) Built form;
 - (c) On and off-site amenity;
 - (d) Car parking and engineering;
 - (e) Objector issues; and
 - (f) Other matters

Objector Concerns

- 4. A total of 36 objections were received to the application. Issues raised in these objections can be summarised as follows:
 - (a) The development would be out of character with the surrounding area and heritage impacts:
 - (b) Excessive building height, insufficient upper setbacks and visual bulk impacts;
 - (c) Overshadowing and loss of daylight;
 - (d) Overlooking;
 - (e) Inadequate on-site car parking, bicycle parking and traffic impacts;
 - (f) Lack of universal accessibility of apartments;
 - (g) Loss of views;
 - (h) Noise; and
 - (i) Lack of landscaping.

Conclusion

- 5. Based on the following report, the proposal is considered to comply with the relevant planning policy and should therefore be supported subject to the following key recommendations:
 - (a) Plans amended to show the changes shown on the submitted sketch plans, as follows:

- (i) Addition of male and female end of bicycle trip facilities including showers/ toilets/ lockers and change areas,
- (ii) The number of moveable shading screens to be increased including their material changed from white perforated metal shutters to a timber finish,
- (iii) Northern terraces amended to include cut-outs for daylight access to the level below; and
- (iv) Wall cladding colour changed to a dark grey finish on floor 3.

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TITLE: Senior Statutory Planner

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1.1 PLN16/1116 - 341-347 George Street, Fitzroy - Part demolition for the construction of a mixed-use building and a reduction in the car parking requirements

Trim Record Number: D18/179169

Responsible Officer: Senior Coordinator Statutory Planning

Proposal: The application is for part demolition for the construction of a mixed-

use building and a reduction in the car parking requirements.

Existing use: Office

Applicant: Mecone Pty Ltd

Zoning / Overlays: Commercial 1 Zone

Heritage Overlay (HO334 – South Fitzroy Precinct)

Environmental Audit Overlay

Design and Development Overlay Schedule 10

Date of Application: 7/12/2016 **Application Number:** PLN16/1116

Background

1. The application was submitted in December 2016, and following the submission of additional information, was advertised in October 2017. A total of 36 objections were received. A planning consultation meeting was held on 13 February 2018 and attended by the applicant, 17 objectors and planning officers. Following this meeting, amended 'sketch' plans were submitted by the applicant on 28 March 2018 and 5 September 2018. The modifications included in these plans are as follows;

Floor 1

- (a) Addition of male and female end of bicycle trip facilities including showers/ toilets/ lockers and change areas. This reduces the proposed northern office floor area from 254sgm to 198sgm;
- (b) The floor areas of the corridor, the two southern offices and gym slightly modified, as follows:
 - (i) Corridor increased from 63sqm to 64sqm.
 - (ii) South-eastern office reduced from 101sqm to 100sqm.
 - (iii) Remaining southern office reduced from 113sqm to 112sqm.
- (c) Door openings from offices and gym to access terrace shown;
- (d) Planter around edge of terrace;

Floor 3

- (e) Northern terraces amended to include cut-outs for daylight access to the level below, with 1.7m high translucent glazed balustrades;
- (f) 1.7m high translucent glazed screen added to north end of terrace on boundary to the Rochester Hotel:
- (g) Planters added the north and south terrace;

Floor 4 and 5

(h) Deletion of a window on the south end of the west wall and the east end of the south wall at both level 4 and 5 and their replacement with windows facing into their balcony areas;

Floor 6

- (i) Planters added to eastern terrace spaces;
- (j) Private terrace amended to be a communal terrace on the north-east corner;

Elevations

- (k) The number of moveable shading screens on all elevations have been increased including their material changed from white perforated metal shutters to a timber batten finish:
- (I) Colour changed to dark grey on floor 3; and
- (m) Corrected shadow diagrams.
- 2. The sketch plans are attached to this report and will be referenced throughout this assessment. The assessment of the application will be based on the advertised/decision plans with conditions requiring that the changes shown on the sketch plans are formalised.

Planning Scheme Amendments

- 3. The following (relevant) amendments have been made to the Yarra Planning Scheme since the planning permit application was lodged (on 28 February 2017):
 - (a) VC136 (Gazetted 13 April 2017) Introduced the new clause 58 (Apartment developments) for developments of 5 or more storeys. However, clause 32.04-6 contains the following transitional provisions:
 - (i) Clause 58 does not apply to:
 - An application for a planning permit lodged before the approval date of Amendment VC136.
 - (ii) An application for an amendment of a permit under section 72 of the Act, if the original permit application was lodged before the approval date of Amendment VC136.
 - (b) With the application lodged 7 December 2016, clause 58 is not applicable to the current application.
 - (c) VC 148 (Gazetted 31/07/2018) Amongst other changes the amendment has deleted the State Planning Policy Framework (SPPF) and has replaced it with a new integrated Planning Policy Framework (PPF) in Clauses 10 to 19 of the Scheme. The introduction of VC148 amended Clause 52.06 (Car parking) so that the car parking rates of Column B applies if any part of the subject site is identified as being within the Principal Public Transport Network Area (PPTN). The subject site is located within the PPTN Area and, therefore, the Column B car parking rates apply to this planning permit application which means there is no longer a requirement to provide any visitor car parking spaces as part of the proposal.

The Proposal

4. The application is for part demolition and construction of a seven storey mixed-use building and a reduction in the car parking requirements. The building is proposed at seven storeys over two basement levels and A total of 64 car spaces and 49 bicycle spaces are proposed.

Use

(a) The building will be used for a retail space (food and drinks premises - 180sqm) at ground floor, offices at first floor (for Disability Sports and Recreation Victoria (DSR)) and 32 dwellings on the remaining floors.

- (b) A total of four DSR offices are proposed one at ground floor measuring 102sqm on the first floor measuring 254sqm, 113sqm and 101sqm, with an ancillary gym measuring 116sqm.
- (c) The 32 dwellings comprise 7 x 1 bed dwellings, 15 x 2 bed dwellings and 10 x 3 bed dwellings.

Demolition

- (d) The existing openings to George Street will be enlarged to accommodate the new entry to the food and drinks premises, offices and dwellings and full height bi-fold door to the café.
- (e) The wall to Chapel Street will be partially demolished to accommodate full height glazing to the café and DSR offices. Further intrusions will be made to accommodate the vehicle entrance and hit and miss brick work panel adjacent to the vehicle exit point (allowing drivers visibility to the street).
- (f) Parts of the west wall to Rochester Street will be demolished to accommodate services access and another hit and miss brickwork panel (for ventilation of the basement).
- (g) Part of the existing northern wall is to be retained and a new boundary wall on the east end of the laneway.
- (h) Removal of the roof.

Buildings and works

Basement

- (i) The basement extends over two levels with a total of 44 spaces provided over both levels, with 6 of these being accessible spaces;
- (j) A 20,000ltr water tank is proposed on the north side of the access ramp on the lower level, with a rubbish store in the same position on the level above.
- (k) Twelve storage cages are proposed along with 28 above bonnet storages cages on total over both levels.

Ground floor

- (I) Ground floor area will accommodate a shared entry lobby for the commercial and residential uses from George Street (with access to stair and lift core), a retail premises (cafe) 180sqm, an office 102sqm and toilets servicing these units.
- (m) The reminder of the building would accommodate the vehicle access way (from Chapel Street) two banks of double car stackers accommodating a total of 18 car spaces, a bicycle store accommodating 49 spaces, a substation and gas, fire and water services cupboards.

First-floor

- (n) Approximately half the floor-to-ceiling height of the first floor will be accommodated behind the existing retained walls. A terrace will run the entire perimeter of the building (apart from a length of new wall to the north and east boundary) with the terrace depths/new wall setbacks ranging from 1.8m to 6.19m. A landscape bed would run around the entire edge of the terraces.
- (o) This entire level would be occupied by offices (101sqm, 113sqm and 254sqm) and an ancillary gym (118sqm) which operates as part of the office (ie. not a separate use).

Second-floor

- (p) A new "floating" parapet wall is proposed (with openings to accommodate the terraces and windows on the floor below). The wall would be constructed of redbrick and would be built to all site boundaries.
- (q) This floor would contain 2 x 3-bedroom, 4 x 2-bedrooms and 5 x 1- bedroom dwellings. All of these dwellings apart from 2 would be accessible dwellings.
- (r) The level will be built to all site boundaries.

Third-floor

- (s) A new boundary wall is proposed to the northern boundary adjacent to the Rochester Hotel with a terrace balustrade occupying the remainder of the shared northern boundary with the Rochester Hotel. The following setbacks from remaining boundaries are proposed;
 - (i) Front setback of 6.2m from George Street, with a deck located in the setback;
 - (ii) 3m setback from Chapel Street with a deck located in this setback (with cut-outs to allow for improved light access to the level below),
 - (iii) Average 4.4m setback from Rochester Street with a deck located in this setback, and
 - (iv) Average 3m setback from northern laneway with a deck located in this setback (with cut-outs to allow for improved light access to the level below).
- (t) This floor will contain 3 x 3-bedroom and 3 x 2-bedroom dwellings. All of these dwellings apart from 2 would be accessible dwellings.

Fourth and fifth-floors

- (u) These levels would mirror each other and would extend along the northern boundary (adjacent to Rochester Hotel) with the following setbacks from remaining boundaries;
 - (i) Front setback of 6.2m from George Street boundary;
 - (ii) 3m setback from Chapel Street boundary,
 - (iii) Average 4.4m setback from Rochester Street boundary, and
 - (iv) 2.6m setback from northern boundary.
- (v) These floors will contain 1 x 3-bedroom, 4 x 2-bedrooms and 1X 1- bedroom dwellings. One of these dwellings would be an accessible dwelling.

Sixth-floor

- (w) A terrace would extend along the northern boundary (adjacent to Rochester Hotel) with the following setbacks from remaining boundaries;
 - (i) Front setback of 11m from George Street, with a deck setback 6.2m;
 - (ii) 4.75m setback from Chapel Street with a deck setback 3m,
 - (iii) 6.75m setback from Rochester Street with a deck setback 4.4m, and
 - (iv) 5.2m setback from northern boundary with a setback 3m.
- (x) This floor would contain 3 x 3-bedroom accessible dwellings with one being accessible.

General

(y) Maximum height of the building will be 25.3m, not including the lift overrun.

Materials

(z) The materials and colours schedule comprise a combination of precast concrete (to the northern boundary wall adjacent to the Rochester Hotel beer garden), masonry red brick to the new second floor boundary wall and white corrugated Lysaght steel to the floor 3 to 5 and dark grey alucobond finish to level 6. Permeable and moveable perforated metal shading screens are proposed from floor 3 to 6.

Existing Conditions

Subject Site

5. The subject site is located on the north-western corner of George Street and Chapel Street approximately 30 metres south of Johnston Street in Fitzroy. The site is located within a Commercial 1 Zone and within the Johnston Street Neighbourhood Activity Centre (NAC) west of Smith Street. The site is generally an island site with a rectangular form apart from on the north-east corner where it is inset to accommodate an abuttal with the beer garden of the Rochester Hotel to the north.

- 6. The site has an overall area of 1,152 square metres. The site has a primary frontage to George Street to the east of 18.1 metres, a frontage to Chapel Street to the south of 47.9 metres, frontage to Rochester Street to the west of 23 metres and frontage to a bluestone laneway to the north of 36.5 metres.
 - There are two vehicular access points, one to Rochester Street and the other to Chapel Street. The site is located in Heritage Overlay (H0334) with the building listed as a 'contributory' level of heritage significance.
- 7. The site is currently occupied by a single-storey red brick building constructed to all site boundaries and is used as Disability Sports and Recreation (DSR) head office. DSR coordinates providing a range of sport and recreation services for people of all ages and abilities and a promotional organisation for the disability and recreation sector in Victoria. DSR has been operating from the site since early 2006.
- 8. The site is currently used by approximately 20 office staff members within two divisions, the administration/programs area and the fundraising team. The rear of the site accommodates an internal car park, storage space for a disability equipment loan library, trailers for the schools education program and a workshop for the maintenance of sports wheelchairs. Other space within the site is leased to aligned businesses Equipment suppliers, disability sport organisations and Parks Foundation. Visitors use the site for a number of purposes including meeting with officers to find disability sport options, attending member events / information sessions or to be fitted for adaptive sports equipment from the equipment library.
- 9. There are no restrictive covenants listed on the certificate of title.

Surrounding Land

- 10. The surrounding area contains a mix of uses with commercial uses to the north/north-east; residential properties located to the north, west and east; and Fitzroy Primary School to the south. The built form is varied and contains a mixture of contemporary design and heritage buildings, including non-contributory, contributory and individually significant graded buildings.
- 11. Johnston Street to the north has a 20m wide road reserve and carries two lanes of traffic in each direction. On the northern side of Johnston Street and opposite the site, is a row of contemporary double storey commercial buildings on large lots used as retail showrooms. Between the subject site and Johnston Street are 7, single storey 'contributory' dwellings separated by the laneway on the northern boundary of the subject site. Private open space for these dwellings is located to the rear. Abutting these dwellings and on the south-west corner of the intersection of George Street and Johnston Street is the Rochester Hotel which is graded individually significant to the heritage overlay.
- 12. Opposite the Rochester Hotel on the east side of George Street is a single storey modern building used for a vetinary clinic which fronts Johnston Street. Further south are double storey dwellings being classified as "contributory" to the heritage overlay.
- 13. To the south of the site is Chapel Street with the Fitzroy Primary School located opposite. The school is individually significant to the heritage overlay and fronts George Street. The school is a two-storey redbrick building with a turret roof form defining its entry on the north-east corner of the building. It is setback between 12m and 15m from George Street and is generally built to the Chapel Street boundary for a distance of 21m. The reminder of the site to the rear and extending all the way to Napier Street is the school playground and basketball court.

- 14. To the west of the subject site on the north-west corner of the Rochester Street and Chapel Street is a single storey dwelling (individually significant) facing Chapel Street. This dwelling has a private open space area of 145 square metres to the west of the dwelling.
- 15. North of this dwelling is No's.178-182 Johnston Street. The Victorian Civil and Administrative Tribunal (VCAT) approved a seven storey residential and commercial building on this site (182 Johnston Street PTY LTD v Yarra CC [2017] VCAT 769) (images below). This development is currently under construction.



- 16. The stretch of Johnston Street between Brunswick Street to the west and Smith Street to the east is zoned Commercial 1 and within a neighbourhood activity centre (NAC). The Johnston Street NAC is located between two designated major activity centres based around the spines of Brunswick Street, 210 metres to the west, and Smith Street, 270 metres to the east, and as such, the surrounding area includes a mixture of commercial uses (taverns, restaurants, retail stores, furniture stores, restricted retail, art galleries, offices etc.), light industrial, warehouses and pockets of residential buildings. The locality is well served by various modes of public transport (including tram routes and bus routes) and a variety of community and commercial services and facilities.
- 17. Johnston Street, in a Road Zone Category 1, is on the Principal Public Transport Network with bus routes 200 and 207 and night bus 966. Tram routes No.96 along Nicholson Street, No.11 along Brunswick Street and No.86 along Smith Street are within short walking distances from the subject site.

These tram routes provide direct links from the site to Melbourne CBD and St Kilda in the south, as well as the northern suburbs of Brunswick. Preston and Bundoora.

Planning Scheme Provisions

Zoning

Commercial 1 Zone

- 18. The subject site is zoned Commercial 1. The use of the site for office (with ancillary gym), dwellings and retail does not require a planning permit under clause 34.01-1 of the Yarra Planning Scheme as there is no specified amount of floor area in the Schedule (for office) and with the pedestrian entry being shared with the commercial entry, there is no dedicated residential entry which exceeds 2m in width.
- 19. Under clause 34.01-4 of the Scheme, a permit is required to construct a building or construct or carry out works.
- 20. Clause 34.01-4 states that a development must meet the requirements of Clause 58.
- 21. Decision guidelines for buildings and works are contained at Clause 34.01-8.

Overlays

Heritage Overlay (HO334- South Fitzroy Precinct)

- 22. Clause 43.01-1 (Heritage Overlay) states that a planning permit is required to demolish or remove a building and construct a building or construct or carry out works.
 - City of Yarra Review of Heritage Areas 2007 Appendix 8 (as updated from time to time)
- 23. The building on the subject site is located within Schedule 334 and identified as 'contributory' to this precinct as outlined in the incorporated document.
 - Design and Development Overlay (Schedule 10 Johnston Street Precinct West of Smith Street)
- 24. Pursuant to Clause 43.02-2 of the Scheme, a planning permit is required to construct a building or construct or carry out works. The policy requested proposed built form to address the following relevant design principles:
 - (a) Buildings should be built to the street frontage and side boundaries of the site.
 - (b) Taller buildings should be setback and spaced to create new interest and variety in building forms.
 - (c) The form, massing, materials, finishes and detailed design of buildings respond to the preferred character of the area.
 - (d) Ensure active ground level frontages and designs which facilitate street level activity.
 - (e) The street frontage façade of infill development should complement the predominant street frontage height of nearby and abutting properties.
 - (f) The street façade height should not exceed three storeys or 12 metres.
 - (g) Development above street façade height should be set-back and not exceed four to six storeys.
 - (h) Setbacks should meet the following view line and amenity setback criteria:
 - a. Avoid increased overshadowing of street and public space between 10am and 2pm at the equinox (22 September);
 - b. Where sites adjoin fine grained, low rise residential development, provide a stepped transition in height at the sensitive interface to minimise amenity impacts;
 - c. Minimise the visual intrusion of the upper levels when viewed from footpaths or public spaces.

Clause 45.03 – Environmental Audit Overlay

- 25. Pursuant to Clause 45.03-1 of the Scheme, before a sensitive use (residential use, child care centre, pre-school centre or primary school) commences or before the construction or carrying out of buildings and works in association with a sensitive use commences, either:
 - (a) A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970, or
 - (b) An environmental auditor appointed under the Environment Protection Act 1970 must make a statement in accordance with Part IXD of that Act that the environmental conditions of the land are suitable for the sensitive use.
- 26. A planning permit is not required for works under the overlay.

Particular Provisions

Clause 52.06 - Car Parking

- 27. Pursuant to Clause 52.06-2, the car parking spaces required under Clause 52.06-5 must be provided on the land. Clause 52.06-3 requires a planning permit to reduce the number of car parking spaces under this clause.
- 28. The introduction of VC148 amended Clause 52.06 so that the car parking rates of Column B applies if any part of the land is identified as being within the Principal Public Transport Network Area. The subject site is within this area and therefore the Column B car parking rates apply to this planning permit application. For this reason, there is no longer a requirement to provide on-site visitor car spaces (thus this table differs from the rates specified in the Council's engineering comments. The Clause 52.06-5 requirements, the proposal provision and the subsequent shortfall are shown in the table below (based on the sketch plans):

Use	Bedrooms/ Floor Area	Rate	No. required	No. proposed	Reduction sought
Apartments	7x 1 bedroom dwellings	1 space per 1 bedroom dwelling	7	42	0
	15 x 2 bedroom apartment	1 space per 2 bedroom dwelling	15		
	10 x three- bedrooms or more apartment	2 spaces per 3 bedroom or more dwelling	20		
Office	570 sqm of Office	3 per 100sqm nett floor area	17	19	0 (+2)
Retail	180sqm of Retail	3.5 per 100sqm leasable floor area	6	3	3
Totals			65	64	1

Clause 52.34 – Bicycle Facilities

29. Pursuant to Clause 52.34-1, a new use must not commence or the floor area of an existing use must not be increased until the required bicycle facilities and associated signage has been provided on the land. The Clause 52.34-5 requirements are shown below:

Use	Number/ Floor Area	Rate	No. required
Dwelling	32	Residential – 1 to each 5 dwellings	6
		Visitor – 1 to each 10 dwellings	3
Office	571sqm	Employee and visitor - 1 to each 300sqm of net floor area if the net floor area exceeds 1000sqm	0
Retail (café)	180sqm	Employee and shopper - 1 to each 300sqm of leasable floor area and 1 to each 500sqm of leasable floor area respectively	0
Totals			9

30. With 49 bicycle parking spaces proposed, the statutory rate is exceeded.

Clause 53.06 – Live music and entertainment noise

- 31. The purpose of this clause is;
 - (a) To recognise that live music is an important part of the State's culture and economy.
 - (b) To protect live music entertainment venues from the encroachment of noise sensitive residential uses.
 - (c) To ensure that noise sensitive residential uses are satisfactorily protected from unreasonable levels of live music and entertainment noise.
 - (d) To ensure that the primary responsibility for noise attenuation rests with the agent of change.

General Provisions

Clause 65 - Decision Guidelines

32. The decision guidelines outlined at Clause 65 of the Scheme are relevant to all applications. This clause notes '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 – Approval of an application or plan

- 33. Before deciding on an application or approval of a plan, the responsible authority must consider, as appropriate:
 - (a) The matters set out in section 60 of the Act.
 - (b) The Municipal Planning Strategy and the Planning Policy Framework.
 - (c) The purpose of the zone, overlay or other provision.
 - (d) The orderly planning of the area.
 - (e) The effect on the amenity of the area.
 - (f) The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.

Planning Policy Framework (PPF)

34. Relevant clauses are as follows:

Clause 11.02 (Managing Growth)

Clause 11.02-1S (Supply of Urban Land)

- 35. The objective is:
 - (a) To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.

Clause 11.03 (Planning for Places)

Clause 11.03-1S Activity Centres

- 36. The relevant objectives of this clause include:
 - (a) To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.

Clause 13.05-1S Noise abatement

- 37. The relevant objective of this clause is:
 - (a) To assist the control of noise effects on sensitive land uses.

Clause 13.07 Amenity

Clause 13.07-1S Land use compatibility

- 38. The objective of this clause is:
 - (a) To safeguard community amenity while facilitating appropriate commercial, industrial or other uses with potential off-site effects.

Clause 15.01-1S Urban design

- 39. The relevant objective of this clause is:
 - (a) To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.

Clause 15.01-2S Building design

- 40. The relevant objective of this clause is:
 - (a) To achieve building design outcomes that contribute positively to the local context and enhance the public realm.

Clause 15.01-4S Healthy neighbourhoods

- 41. The objective is:
 - (a) To create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.

Clause 15.01-4R Healthy neighbourhoods - Metropolitan Melbourne

- 42. The strategy is:
 - (a) Create a city of 20 minute neighbourhoods, that give people the ability to meet most of their everyday needs within a 20 minute walk, cycle or local public transport trip from their home.

Clause 15.01-5S Neighbourhood character

- 43. The relevant objective of this clause is:
 - (a) To recognise, support and protect neighbourhood character, cultural identity, and sense of place.

Clause 15.02 Sustainable Development

Clause 15.02-1S Energy Efficiency

- 44. The objective of this clause is:
 - (a) To encourage land use and development that is energy and resource efficient, supports a cooler environment and minimises greenhouse gas emissions.

Clause 15.03 Heritage

Clause 15.03-1S – Heritage conservation

- 45. The objective of this clause is:
 - (a) To ensure the conservation of places of heritage significance.
- 46. Strategies include:
 - (a) Identify, assess and document places of natural and cultural heritage significance as a basis for their inclusion in the planning scheme.
 - (b) Provide for the protection of natural heritage sites and man-made resources.
 - (c) Provide for the conservation and enhancement of those places that are of aesthetic, archaeological, architectural, cultural, scientific or social significance.
 - (d) Encourage appropriate development that respects places with identified heritage values.
 - (e) Retain those elements that contribute to the importance of the heritage place.
 - (f) Encourage the conservation and restoration of contributory elements of a heritage place.
 - (g) Ensure an appropriate setting and context for heritage places is maintained or enhanced.
 - (h) Support adaptive reuse of heritage buildings where their use has become redundant.

Clause 16.01 Residential Development

Clause 16.01-1S – Integrated housing

47. The objective of this clause is 'to promote a housing market that meets community needs'.

Clause 16.01-1R – Integrated housing- Metropolitan Melbourne

- 48. Strategies for this clause are:
 - (a) Provide certainty about the scale of growth by prescribing appropriate height and site coverage provisions for different areas.
 - (b) Allow for a range of minimal, incremental and high change residential areas that balance the need to protect valued areas with the need to ensure choice and growth in housing.

Clause 16.01-2S Location of residential development

49. The objective of this clause is:

- (a) To locate new housing in designated locations that offer good access to jobs, services and transport.
- 50. Relevant strategies for this clause are:
 - (a) Increase the proportion of new housing in designated locations within established urban areas and reduce the share of new dwellings in greenfield and dispersed development areas.
 - (b) Encourage higher density housing development on sites that are well located in relation to jobs, services and public transport.
 - (c) Ensure an adequate supply of redevelopment opportunities within established urban areas to reduce the pressure for fringe development.
 - (d) Facilitate residential development that is cost effective in infrastructure provision and use, energy efficient, water efficient and encourages public transport use.
 - (e) Identify opportunities for increased residential densities to help consolidate urban areas.

Clause 16.01-2R - Housing opportunity areas- Metropolitan Melbourne

- 51. Relevant strategies for this clause are:
 - (a) Identify areas that offer opportunities for more medium and high density housing near employment and transport in Metropolitan Melbourne.
 - (b) Manage the supply of new housing to meet population growth and create a sustainable city by developing housing and mixed use development opportunities in locations that are:
 - (i) In and around the Central City.
 - (ii) Urban-renewal precincts and sites.
 - (iii) Areas for residential growth.
 - (iv) Areas for greyfield renewal, particularly through opportunities for land consolidation.
 - (v) Areas designated as National Employment and Innovation Clusters.
 - (vi) Metropolitan activity centres and major activity centres.
 - (vii) Neighbourhood activity centres especially those with good public transport connections.
 - (viii) Areas near existing and proposed railway stations that can support transit oriented development.
 - (c) Facilitate increased housing in established areas to create a city of 20 minute neighbourhoods close to existing services, jobs and public transport.

Clause 16.01-3S – Housing diversity

- 52. The objective of this clause is 'to provide for a range of housing types to meet increasingly diverse needs'.
- 53. Strategies of this policy are:
 - (a) Ensure housing stock matches changing demand by widening housing choice.
 - (b) Facilitate diverse housing that offers choice and meets changing household needs through:
 - (i) A mix of housing types.
 - (ii) Adaptable internal dwelling design.
 - (iii) Universal design.
 - (c) Encourage the development of well-designed medium-density housing that:
 - (i) Respects the neighbourhood character.
 - (ii) Improves housing choice.
 - (iii) Makes better use of existing infrastructure.

- (iv) Improves energy efficiency of housing.
- (d) Support opportunities for a range of income groups to choose housing in well-serviced locations.
- (e) Ensure planning for growth areas provides for a mix of housing types through a variety of lot sizes, including higher housing densities in and around activity centres.

Clause 16.01-3R – Housing diversity - Metropolitan Melbourne

- 54. The strategy of this policy is:
 - (a) Create mixed-use neighbourhoods at varying densities that offer more choice in housing

Clause 16.01-4S – Housing affordability

55. The objective of this clause is 'to deliver more affordable housing closer to jobs, transport and services'.

Clause 18.01 Integrated Transport

Clause 18.01-1S – (Land use and transport planning)

- 56. The objective of this clause is:
 - (a) To create a safe and sustainable transport system by integrating land use and transport.

Clause 18.02 Movement Networks

Clause 18.02-1S – Sustainable personal transport

- 57. The relevant objectives of this clause is:
 - (a) To promote the use of sustainable personal transport.

Clause 18.02-2S Public Transport

- 58. The objective of this clause is:
 - (a) To facilitate greater use of public transport and promote increased development close to high-quality public transport routes.

Clause 18.02-2R Principal Public Transport Network

- 59. A relevant strategy of this clause is to:
 - (a) Maximise the use of existing infrastructure and increase the diversity and density of development along the Principal Public Transport Network, particularly at interchanges, activity centres and where principal public transport routes intersect.

Clause 18.02-4S - Car Parking

- 60. The objective of this clause is:
 - (a) To ensure an adequate supply of car parking that is appropriately designed and

- 61. A relevant strategy is:
 - (a) Protect the amenity of residential precincts from the effects of road congestion created by on-street parking.

Local Planning Policy Framework (LPPF)

Clause 21.04-1 Accommodation and Housing

- 62. The objectives of this clause are:
 - (a) To accommodate forecast increases in population.
 - (b) To retain a diverse population and household structure.
 - (c) To reduce potential amenity conflicts between residential and other uses.

Clause 21.04-2 Activity Centres

- 63. The relevant objectives of this clause are:
 - (a) To maintain the long term viability of activity centres.
- 64. A relevant strategy is:
 - (a) Permit residential development that does not compromise the business function of activity centres.

Clause 21.05-1 Heritage

- 65. This clause acknowledges that new development can still proceed whilst paralleling the objective to retain the nineteenth century character of the City. Conservation areas seek to conserve the City's heritage places whilst managing an appropriate level of change.
- 66. Relevant objectives include:
 - (a) Objective 14 To protect and enhance Yarra's heritage places:
 - (i) Strategy 14.1 Conserve, protect and enhance identified sites and areas of heritage significance including pre-settlement ecological heritage.
 - (ii) Strategy 14.2 Support the restoration of heritage places.
 - (iii) Strategy 14.3 Protect the heritage skyline of heritage precincts.
 - (iv) Strategy 14.4 Protect the subdivision pattern within heritage places.
 - (v) Strategy 14.6 Protect buildings, streetscapes and precincts of heritage significance from the visual intrusion of built form both within places and from adjoining areas.
 - (vi) Strategy 14.8 Apply the Development Guidelines for Heritage Places policy at clause 22.02.

Clause 21.05-2 - Urban design

- 67. The relevant objectives of this clause are:
 - (a) Objective 16 To reinforce the existing urban framework of Yarra;
 - (b) Objective 17 To retain Yarra's identity as a low-rise urban form with pockets of higher development:

- (i) Strategy 17.2 Development on strategic redevelopment sites or within activity centres should generally be no more than 5-6 storeys unless it can be demonstrated that the proposal can achieve specific benefits such as:
 - 1. Significant upper level setbacks
 - 2. Architectural design excellence
 - 3. Best practice environmental sustainability objectives in design and construction
 - 4. High quality restoration and adaptive re-use of heritage buildings
 - 5. Positive contribution to the enhancement of the public domain
 - 6. Provision of affordable housing.
- (c) Objective 18 To retain, enhance and extend Yarra's fine grain street pattern;
- (d) Objective 20 To ensure that new development contributes positively to Yarra's urban fabric;
- (e) Objective 21 To enhance the built form character of Yarra's activity centres;
 - (i) Strategy 21.1 Require development within Yarra's activity centres to respect and not dominate existing built form; and
 - (ii) Strategy 21.3 Support new development that contributes to the consolidation and viability of existing activity centres.
- (f) Objective 22 To encourage the provision of universal access in new development.

Clause 21.05-4 Public environment

- 68. The relevant objective and strategies of this clause are:
 - (a) Objective 28 To a provide a public environment that encourages community interaction and activity:
 - (i) Strategy 28.2 Ensure that buildings have a human scale at street level.
 - (ii) Strategy 28.3 Require buildings and public spaces to provide a safe and attractive public environment.
 - (iii) Strategy 28.5 Require new development to make a clear distinction between public and private spaces.
 - (iv) Strategy 28.8 Encourage public art in new development.

Clause 21.06 – Transport

69. This clause builds upon the objectives outlined at clause 18, promoting cycling, walking and public transport as alternatives to private motor vehicle usage.

Clause 21.06-1 – Walking and cycling

- 70. This clause builds upon the Objectives outlined at Clause 18, promoting cycling, walking and public transport as alternatives to private motor vehicle usage.
 - (a) Objective 30 To provide safe and convenient bicycle environments:
 - (i) Strategy 30.2 Minimise vehicle crossovers on street frontages.
 - (b) Objective 32 To reduce the reliance on the private motor car.
 - (c) Objective 33 To reduce the impact of traffic.
 - (i) Strategy 33.1 Ensure access arrangements maintain the safety and efficiency of the arterial and local road network.

Clause 21.07-1 Environmental Sustainability

- 71. The relevant objectives of this clause are:
 - (a) To promote environmentally sustainable development.

Clause 21.08 Neighbourhoods

- 72. Clause 21.08-7 of the Scheme describes the Fitzroy neighbourhood as 'a mixed commercial and residential neighbourhood notable for the consistency of its Victorian streetscapes. It comprises a dense combination of residential areas, shopping precincts and commercial industrial activities.
- 73. The Figure 18 Built Form Character Map: Fitzroy shows the subject site located within the heritage overlay. The guiding urban design principle is to 'ensure that development does not adversely affect the significance of the heritage place'.

Relevant Local Policies

Clause 22.02 Development Guidelines for Sites Subject to the Heritage Overlay

74. This policy applies to all new development included in a heritage overlay. The relevant objectives of this clause includes to conserve Yarra's natural and cultural heritage, to conserve the historic fabric and maintain the integrity of places of cultural heritage significance, to retain significant view lines to, and vistas of, heritage places and to preserve the scale and pattern of streetscapes in heritage places.

Clause 22.05 Interface Uses Policy

75. This policy applies to applications for use or development within Commercial 1 Zones (amongst others). The objectives of this clause is to enable the development of new residential uses within and close to activity centres, near industrial areas and in mixed use areas while not impeding the growth and operation of these areas as service, economic and employment nodes and to ensure that residential uses located within or near commercial centres or near industrial uses enjoy a reasonable level of amenity.

Clause 22.07 Development Abutting Laneways

76. This policy applies to applications for development that are accessed from a laneway or has laneway abuttal. The objectives of this policy include to provide an environment which has a feeling of safety for users of the laneway, to ensure that development along a laneway acknowledges the unique character of the laneway, to ensure that where development is accessed off a laneway, all services can be provided to the development and to ensure that development along a laneway is provided with safe pedestrian and vehicular access.

Clause 22.12 Public Open Space Contribution

77. This policy applies to all residential proposals, mixed use proposals incorporating residential uses and proposals incorporating residential subdivision. The subject site is in an area where land in lieu of cash is the preferred method of public open space contribution. However considering the size of the site, it is not practical to provide the preferred area of land and therefore cash will be required.

Clause 22.16 Stormwater Management (Water Sensitive Urban Design)

78. This policy applies to applications for new buildings and aims to achieve the best practice water quality performance objectives and to promote the use of water sensitive urban design, including stormwater re-use.

Clause 22.17 Environmentally sustainable Development

79. This policy applies throughout the City of Yarra to residential and non-residential development that requires a planning permit. The overarching objective is that development should achieve best practice in environmentally sustainable development from the design stage through to construction and operation. The considerations are energy performance, water resources, indoor environment quality, storm water management, transport, waste management and urban ecology.

Advertising

- 80. The application was advertised in accordance with Section 52 of the *Planning and Environment Act* 1987 [the Act] by way of 271 letters sent to the surrounding property owners/occupiers and by three signs displayed on site (facing Chapel, Rochester and George Streets). A total of 36 objections were received to the application. Issues/concerns raised can be summarised as follows:
 - (a) The development would be out of character with the surrounding area and heritage impacts;
 - (b) Excessive building height, insufficient upper setbacks and visual bulk impacts;
 - (c) Overshadowing and loss of daylight;
 - (d) Overlooking;
 - (e) Inadequate on-site car parking, bicycle parking and traffic impacts;
 - (f) Lack of universal accessibility of apartments;
 - (g) Loss of views;
 - (h) Noise; and
 - (i) Lack of landscaping.
- 81. A planning consultation meeting was held on 13 February 2018 and attended by the applicant, 17 objectors and planning officers. No resolutions were reached at the meeting. Following this meeting, amended 'sketch' plans were submitted by the applicant on 28 March 2018 and 5 September 2018. The modifications included in these plans are as follows;

Floor 1

- (a) Addition of male and female end of bicycle trip facilities including showers/ toilets/ lockers and change areas. This reduces the proposed northern office floor area from 254sqm to 198sqm.
- (b) The floor areas of the corridor, the two southern offices and gym slightly modified, as follows:
 - (i) Corridor increased from 63sqm to 64sqm.
 - (ii) South-eastern office reduced from 101sgm to 100sgm.
 - (iii) Remaining southern office reduced from 113sgm to 112sgm.
- (c) Door openings from offices and gym to access terrace shown.
- (d) Planter around edge of terrace.

Floor 3

- (e) Northern terraces amended to include cut-outs for daylight access to the level below, with 1.7m high translucent glazed balustrades.
- (f) 1.7m high translucent glazed screen added to north end of terrace on boundary to the Rochester hotel.
- (g) Planters added the north and south terrace.

Floor 4 and 5

(h) Deletion of a window on the south end of the west wall and the east end of the south wall at both level 4 and 5 and their replacement with windows facing into their balcony areas.

Floor 6

(i) Planters added to eastern terrace spaces.

(j) Private terrace amended to be a communal terrace on the north-east corner.

Elevations

- (k) The number of moveable shading screens on all elevations have been increased including their material changed from white perforated metal shutters to a timber batten finish.
- (I) Colour changed to dark grey on floor 3.
- (m) Corrected shadow diagrams.

Referrals

82. The application was referred to the following internal departments and external authorities and their recommendations are contained below:

Internal Referrals

- 83. The application has been referred to the following units:
 - (a) Urban Design (Hansen Partnership);
 - (b) Heritage;
 - (c) ESD advisor;
 - (d) Engineering Services Unit;
 - (e) Waste Management; and
 - (f) Acoustic (SLR).
- 84. All comments have been included as attachments to this report.

OFFICER ASSESSMENT

- 85. The considerations for this application are as follows:
 - (a) Strategic context;
 - (b) Built form (Urban design, DDO10 and heritage);
 - (c) On and off-site amenity;
 - (d) Car parking and engineering;
 - (e) Objector issues; and
 - (f) Other matters.

Strategic context

- 86. The proposal is consistent with the various development objectives outlined in Planning Policy Frameworks by providing an acceptable level of compliance with the relevant policies within the Scheme and is considered to provide a positive strategic opportunity for development within a well-resourced inner-urban environment.
- 87. State and Local Policies (such as clause 16.01-2S) encourage the concentration of development near activity centres and intensifying development on sites well connected to public transport such as the subject site. It is clear that this part of Fitzroy is undergoing change and there is strong policy support for increased density in this area as shown through Clause 16.01-1S (amongst others).
- 88. In a strategic sense the proposal to construct a multi-storey building is consistent with the relevant State policies under clauses 11.03 and Local clause 16.01-1S and the purpose of the Commercial 1 Zone. The Commercial 1 Zone (C1Z) aims to create vibrant mixed use commercial centre for retail, office, business, entertainment and community uses. The food and drinks premises, office (with ancillary gym) and dwelling uses do not require a planning permit which demonstrates the proposed uses are specifically encouraged and supported by the zoning requirements that apply to the land.

The proposal meets the objectives and strategies of the PPF by incorporating a range of uses including increased housing and active spaces on the ground floor to create and reinforce an active street environment.

89. The C1Z which applies to the site is readily acknowledged as a zone capable of accommodating a greater density and higher built form, subject to individual site constraints. It is noted that policy support for more intensive residential development needs to be balanced with built form and heritage guidance at Clauses 15.03-1, 21.05-1, 21.05-2 and 22.02 of the Scheme. These policies call for development that responds to the surrounding context with regard to urban character and cultural heritage. More specifically, Council's local policy at Clause 22.02 seeks to maintain and conserve the significant historic character of the area. The following built form assessment will address these issues in detail.

Built form (Urban design, DDO10 and heritage)

- 90. In considering the design and built form of the proposed development, the most relevant aspects of the Scheme are provided at Clause 15 (Built Environment and Heritage), Clause 21.05 (Built Form), Clause 22.02 (Development Guidelines for Sites subject to the Heritage Overlay), Clause 22.07 (Development Abutting Laneways) and Design and Development Overlay (Schedule 10 Johnston Street Precinct West of Smith Street DDO10). All of the provisions and guidelines support development that responds to the existing or preferred neighbourhood character.
- 91. Particular regard must be given to the acceptability of the design in terms of height and massing, street setbacks and relationship to nearby buildings. This assessment will consider the advice of Council's heritage advisor and Urban Design advice in light of the policy guidelines that affect the site. Consideration will also be given to two recent Tribunal decisions that provide guidance on balancing heritage considerations with competing intent of DDO10 and the C1Z which anticipate taller built form typologies. These matters, and others, will be assessed in turn below.

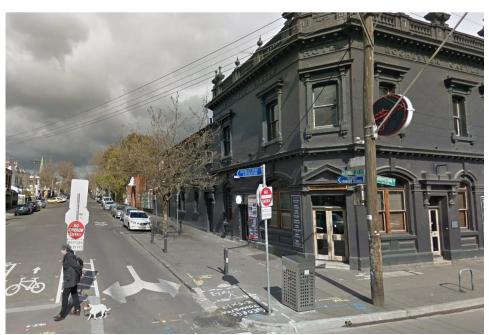
Heritage advice

- 92. In summary, Council's heritage advisor is accepting of the extent of proposed demolition. The advice questions the contributory status of the building indicating the building has little heritage value and states its entire demolition would be acceptable. Regardless of this, it is proposed to retain the heritage façade (albeit in a modified form) and to construct a 'floating' podium above with a further four recessed floors above the podium. The advisor is concerned the podium will appear prominent, is not supportive of overall building height and has requested the deletion of two levels. Concerns were also raised with the proposed upper floors setbacks to the north, south and east boundary, with the advisor accepting of the setbacks to George Street.
- 93. The advisor has argued that despite the fact the site is located in a C1Z and is affected by DDO10, the proposed built form should be more influenced by the low-rise character of the residential areas to the south and north rather than the more robust emerging character along Johnston Street. The advisor further argues that this view is supported by the fact the site fronts the residential street of George Street as opposed to directly fronting the activity centre frontage along Johnston Street. The advisor argues that along with the deletion of two levels, the setbacks of the upper floors from the north boundary should be increased to minimise the appearance of the building behind the seven single storey cottages fronting Johnston Street and the individually significant Rochester hotel. The advisor has also requested increased setbacks from the south boundary in response to the individually significant Fitzroy Primary School and increased setbacks from the west boundary in response to the individually significant dwelling on the opposite side of Rochester Street (No. 204 Chapel Street).

94. The argument that the proposal should be reduced in height by two floors to compliment the low-rise scale of the residential area to the south on George Street is not considered reasonable as it does not balance aims of the C1Z and DDO10 to increase density with heritage considerations. This argument is also weakened by the presence of the Fitzroy Primary School to the south, with a site area of approx. 3300sqm and stretching from George Street to Napier Street provides a significant buffer to the residential area. This separation will diminish visual bulk and massing issues when the proposed building is viewed from the residential areas to the south. For this reason, it is not considered appropriate to require the deletion of two levels. As mentioned earlier, there have been two recent VCAT decisions that support this view that higher built form typologies of seven stories or more can be accommodated in this immediate area and these will be discussed in further detail later in this assessment.



- 95. From the north, the tower element of the primary school is only visible from the intersection of Johnston Street and George Street and forms part of the roofscape behind the Rochester Hotel. The tower element is not visible above built form along Johnston Street or further north along George Street. Therefore the only loss of views to this element would be limited to a small viewing cone between Johnston Street and Chapel Street.
- 96. Given these circumstances, any additional height would obscure this element (see arrow which shows the parapet height of the subject site). A reduction of two stories would make no difference to the visibility of the tower element. Given that views to the tower element would not be impacted from any other viewing point (other than between Johnston Street and Chapel Street), and is not highly visible in the wider area the removal of 2 levels on heritage grounds is not warranted.
- 97. Further, the tower element is not listed in clause 22.03 (Landmarks and tall structures) which seeks to "....retain important landmarks and icons which contribute to the identity of the City and to maintain view lines to key landmark sites."



(looking south along George Street, over Johnston Street).

- 98. The heritage advisor also requested increased setbacks from the west boundary in response to the individually significant dwelling at No. 23 Chapel Street. One of the recent VCAT decisions mentioned earlier established a 1.5m upper level setback to Rochester Street as being acceptable (and will be discussed in further detail later). With the setbacks proposed exceeding this, the proposed setbacks are considered acceptable.
- 99. Further, this dwelling faces Chapel Street with only its non-ornate side wall facing Rochester Street. Clause 22.02 suggests that increased setbacks can be justified to preserve views to facades of nearby individually significant heritage buildings. However, there would be little policy support to require further upper level setbacks in response to a non-ornate side wall located opposite. For this same reason there is insufficient heritage justification to require significant modifications to the southern wall when it would be located opposite only the side wall of the school and its playgrounds.
- 100. In relation to the northern setbacks, the heritage advisor raised concerns with the presence of the building behind the Rochester Hotel. The generous upper level setbacks to George Street allow for the building not to appear overly prominent behind the hotel. However, given this upper part of this wall is exposed, it is considered appropriate that further detail of the wall is provided to ensure it is sufficiently articulated to be visually compatible with the heritage area, which could be addressed by way of a condition. In relation to the setbacks behind the seven single storey cottages fronting Johnston Street, like Council's heritage advisor, the urban design advice had concerns with the visibility of the building from Johnston Street behind these dwellings. Given the similarities of the heritage and urban design advisor concerns, this assessment will consider this issue in light of the concerns raised by the urban design advice.
- 101. In relation to proposed demolition, a full set of demolition elevations have not been provided. A condition will require this detail. While the heritage advisor was supportive of the full demolition of the building (albeit classified as a "contributory" building where full demolition is not supported by clause 22.02) it is proposed to retain parts of the façade.

Concerns were raised with the extent of demolition required to accommodate the bi-fold doors to the offices and café. Bi-fold doors, particularly those that will open over the footpath are not characteristic of the heritage character of the building. A condition will address this requiring the solid to void ratio increased (ie glazing reduced in extent), the incorporation of alternate glazing form (not bi-fold doors) with masonry plinths with all openings to be within title boundaries to ensure the integrity of the heritage façade is retained.

Urban Design advice

- 102. The urban design advice was predominately concerned with the appearance of the building behind these dwellings and requested the deletion of a level to allow for a more appropriate height transition. In response to this concern, the applicant submitted sketch plans changing the material colour of level 3 to a dark colour and the inclusion of a number of timber batten shading screens to the upper levels to further articulate these levels.
- 103. The urban designer reviewed the revised design and advised the introduction of the grey cladding to level 3 allowed for a 'negative level' /obscuring of this level behind the boundary walls with the upper levels predominantly appearing as two levels above the street wall (images below showing design before and after introduction of the grey cladding and timber screens). The inclusion of the shading screens to articulate the upper levels, along with the capacity to the rear of the single storey Johnston Street dwellings for further development would obscure the northern wall. For these reasons, the urban designers now support the development at seven storeys, as follows:
 - (a) We are supportive of the proposal in terms of adopting a defined 3 storey brick base with a setback upper form and the use of a different architectural language. The retention and reuse of the heritage façade and base is supported and is further enhanced by the employment of a 'negative' level to distinguish new and old form (within the base) and results in the provision of a DDO10 complaint base. We were previously critical of the rather simple (bland) architectural expression of Levels 3-5. The revised proposal has now appropriately addressed our concerns by way of introducing a distinct treatment to Level 3, comprising a different and darker lysaght steel cladding colour. This assists in visually recessing Level 3 and introduces a distinction to Levels 4-5 which are expressed as a 'pair' levels. This revised presentation results an acceptable architectural expression viewed in the backdrop of Johnston Street.



Decision plans before design revisions.



Sketch plans after design revisions.

Height, DDO10 and relevant VCAT decisions

- 104. The following are the most relevant DDO10 design guidelines to the current application:
 - (a) The street façade height should not exceed three storeys or 12 metres.
 - (b) Development above street façade height should be set-back and not exceed four to six storeys. Setbacks should meet the following view line and amenity setback criteria:
 - (i) Avoid increased overshadowing of street and public space between 10am and 2pm at the equinox (22 September);
 - (ii) Where sites adjoin fine grained, low rise residential development, provide a stepped transition in height at the sensitive interface to minimise amenity impacts;
 - (iii) Minimise the visual intrusion of the upper levels when viewed from footpaths or public spaces.
- 105. In relation to the shadowing objective, the following shadow increases will occur to the public realm/street:
 - (a) At 10am additional shadow to Chapel Street measures 31sqm and affects part of the southern footpath and part of the road to the front of No. 23 Chapel Street.
 - (b) By 11am additional shadow is limited to a narrow strip along Rochester Street measuring approx. 21sqm.
 - (c) At noon additional shadow measures approx. 95sqm and is limited to a narrow strip to the eastern footpath of Rochester Street and part of the southern footpath to Chapel Street.
 - (d) The public realm/streetscape does not receive additional shadow at 1pm.
 - (e) At 2pm additional shadow to George Street measures approx. 13sqm.
- 106. The maximum impact of 95sqm additional shadow between 10am and 2pm is considered acceptable given the large size of the site and the large number of road frontages it address (making it more difficult to minimise shadows to the street). In relation to shadowing of footpaths between these times, with only the Rochester Street eastern footpath and the Chapel Street southern footpath affected by additional shadow at noon (total area 95sqm), and the southern Chapel Street footpath receiving only 7sqm additional shadow at 9am and 1sqm at 10am, the additional shadow is not considered excessive.

Further, the remainder of the southern footpath to Chapel Street between George Street and Napier Street is in full sun between these times, thus users of the footpath (which is quite narrow) will continue to enjoy reasonable access to sunlight throughout the day.

- 107. In relation to the shadowing to the school yard to the south, this is not public space as anticipated by the DDO10 as it is not accessible to the general public. However officer assessment of the shadows to the school ground is undertaken below (the shadow figures on the plans do not consider some existing shadow generated by the school itself).
- 108. Additional shadow measures approx. 218sqm at 10am, 180sqm at 11am, 220sqm at noon, 117sqm at 1pm, and 105sqm at 2pm and 120sqm at 3pm. With the school yard having an area of approx. 3000sqm (in various areas), the additional shadowing throughout the day is considered reasonable. Further the yard enjoys high levels of access to sun throughout the day and additional shadowing in the front and rear yard is limited to areas that are already shaded by large trees. Given the various areas available to sun throughout the day, the additional shadow to the school yards is considered acceptable.
- 109. In relation to the remaining DDO10 objectives, the street wall at 12.5m in height generally satisfies the policy. For the reasons outlined earlier, the transition to the seven single storey dwelling fronting Johnston Street is considered acceptable. The only remaining relevant objective relates to the proposed seven storeys at the subject site and its non-compliance with the maximum six storeys preferred by the DDO.

This issue has been discussed in two recent VCAT decisions, with one requiring the DDO10 height limit be imposed at No.142-144 Johnston Street and the other allowing for a height exceedance of one floor to seven stories at No's 178-182 Johnston Street (opposite the subject site on the far side of Rochester Street). Both decisions gave significant consideration to the Design and Development Overlay Schedule 10 design guidelines along with the potential emerging character of taller buildings and the impact of this future character on the existing heritage character. The following map shows these sites and the heritage grading of properties in the immediate area.



110. In relation to No's 142-144 Johnston Street, the Tribunal considered given the eastern boundary adjoins contributory dwellings, and with mainly double storey contributory dwellings to the west along the south side of Johnston Street, this part of Johnston Street is unlikely to see significant development.

It was principally for this reason that the Tribunal required the deletion of a level citing these context constraints as justification for requiring the building be 6 storeys in-line with the maximum recommended by DDO1, in *Haus Fitzroy No.2 Pty Ltd v Yarra CC* [2016] VCAT 1304:

[33.3] We are very doubtful that within the immediate environs of the subject site there will be significant redevelop net which results in buildings with an overall height of six or more storeys. This factor coupled with the existing low rise character of this immediate area do not support a proposal for a building in excess of the preferred six storeys.

111. In contrast, the subject site has large non-contributory sites within the immediate vicinity; no direct residential abuttals and with the single storey dwellings to the north being in one ownership (allowing for increased development capacity to the rear of these dwellings). This Haus Fitzroy No.2 decision was relied upon by the Tribunal while determining to approve the seven storey building No.178-182 Johnston Street (opposite the subject site across Rochester Street). In this case the Tribunal argued that given the presence of larger sites of non-contributory heritage status in the immediate vicinity there was likely to be a future character of taller buildings. The decision goes on to say that once the design of the building is respectful of nearby heritage buildings (ie provide an appropriate street wall height to tie in with existing heritage façade heights and upper level setbacks to allow heritage fabric to remain the prominent feature in the streetscape), buildings in excess of the maximum six recommended by DDO10 can be considered, as follows:

182 Johnston Street Pty Ltd v Yarra CC [2017] VCAT 769:
[37] DDO10 does not include a mandatory height...
[38] It is a preferred height that could be exceeded if the objectives are met or if, taking the scheme as a whole into account, the additional height is an acceptable planning outcome.

112. The 182 Johnston Street decision then goes onto to describe how the development responded positive to the other design guidelines contained in DDO10 which was considered to justify support for the seventh level, as follows:

[46] First, the building extends to street frontages and side boundaries.

[47] Second, taller built forms are set back from street boundaries and the south boundary. It is not appropriate to set it back from the west side boundary for equitable development reasons.

[48] Third, the form and design of the building responds to the streetwall and pedestrian focus of the preferred future character.

[49] Fourth, the streetwall does not exceed three storeys or a height of 12 metres.

[50] Fifth, there is no additional overshadowing of Johnston Street between 10 am and 2 pm at the equinox. However, there is a section measuring about 10 metres long and 1.5 metres wide of additional overshadowing in Rochester Street on its east side at 2 pm at the equinox. We agree with Ms Thomas that the removal of level 5 would lessen the shadow impact to Rochester Street. However, the reduction is acceptable given the short, functional purpose of Rochester Street and its narrow width.

[51] Sixth, there is a stepped transition in height from the adjoining fine-grained, low rise cottage at 23 Chapel Street. We agree with the Tribunal in the decision relating to 142 Johnston Street that this principle does not apply just to buildings outside DDO10. The extent of stepping is acceptable in the context of the overall objectives for DDO10. There is also a stepped transition in height from the seven terrace dwellings to the east. Although the extent of stepping is not as great here as on the southern façade, it is acceptable given the form of the terrace dwellings (to which we have referred) and the intervening Rochester Street.

[52] Seventh, visual intrusion of the upper levels when viewed from footpaths and public spaces is minimised when the balconies to which we have referred are removed. The respondents made some criticism of the Rochester Street interface but intrusion is less a concern with sideages on corner sites and the 1.5 metres setback is acceptable given the narrowness and function of Rochester Street.

- 113. The development at the subject site provides greater setbacks to Rochester Street and the single storey dwellings fronting Johnston Street than those supported by the Tribunal (1.5m and 3.5m Rochester Street and 7m to No. 23 Chapel Street). The Tribunal also supported additional small scale shadowing to Rochester Street, similar to the additional shadow generated by the proposed development at the subject site. The subject site also enjoys the same locational attributes as No.178-182 Johnston Street in that the site is likely to form a backdrop amongst other larger developments that are likely to be accommodated on the larger non-contributory site in the immediate vicinity, a significant contributory factor in the Tribunals decision support 7 storeys at No's 178-182 Johnston Street.
- 114. The building at the subject site is approx. 4m taller than the approved seven storey building at No. 178-182 Johnston Street. However as acknowledged by the urban design advice, the height difference is proportionate to the larger site and its position further away from Johnston Street.

In addition, the site is bounded by three streets and a laneway (unlike that site which directly interfaces dwellings). In light of the urban design advice supporting the application, the clear direction of the Tribunal on what constitutes acceptable height and setbacks. The proposal is considered acceptable from a heritage and urban design perspective subject to conditions which reference the sketch plans and conditions to ensure the windows to the ground floor facade are respectful of the heritage character of the area.

The Public Realm & Pedestrian spaces

- 115. Clause 15.01-2S, 18.02-1S and 21.05-2 aims to ensure that ground level façade treatments interface positively with the street, by enhancing the pedestrian experience and creating attractive and active interfaces with the public domain. This can be achieved by designing development to provide a high level of pedestrian amenity and visual interest by incorporating well-defined entries at ground level and installing glazed areas which allow permeability into the interior spaces.
- 116. The proposal seeks to activate the George Street and Chapel Street footpaths by providing a clearly visible entrance point to the office, residential and food and drinks component and creates new pedestrian spaces and a more open environment at ground level. The introduction of the food and drinks premises provides for an active frontage to the street, while also increasing passive surveillance. All commercial and residential uses within the upper levels will also provide passive surveillance to the public realm. However the bi-fold doors confuse the area of public versus private space and do not create well defined entries.

As such a condition will require the deletion of the bi-fold doors and the creation of more solid elements of the facade (though the reduction in area of glazing and incorporation of plinths typically found in heritage streetscapes).

117. This principle requires the design of interfaces between buildings and public spaces to enhance the visual and social experience of the user. In this respect, the proposal represents an improvement in streetscape, public space quality and perceived safety. The applicant has agreed to repair the northern lane. All of these improvements satisfy public realm, pedestrian spaces and street and public space quality policies at clauses 15.01-2S, 18.02-1S and 21.05-2.

Laneway interface

- 118. Council's local policy at Clause 22.07 relates to development abutting laneways. Relevantly, the policy seeks to provide an environment which has a feeling of safety for users of the laneway and to ensure that development along a laneway acknowledges its unique character. The policy specifically calls for development that respects the scale of the surrounding built form.
- 119. There is a secondary access proposed from the laneway (for bikes/pedestrians and fire exit) but no vehicle access is proposed. This complies with policy, which encourages pedestrian entries to be separated from vehicle entries. Further the pedestrian entrance is a service entrance to the garage/bike store with the principal entry from George Street. For this reason there are no significant pedestrian safety issues associated with the entry. The urban design advice requested the wall to this door be splayed to facilitate pedestrian visibility. But for the reason outlined above and the door is a service door, it is not considered necessary to require this, especially as splaying the door will not make it more visible from Rochester Street.
- 120. The windows and balconies to the upper floors addressing the laneway will allow for a degree of passive surveillance, but do not unreasonably overlook private open space or habitable rooms on the opposite side of the laneway. This will be discussed in further detail later within this assessment.
- 121. The scale of the proposed wall abutting the laneway at three stories is considered acceptable, with a degree of articulation provided via the location of the second-floor balcony, and the upper levels provided with setbacks from this interface.
- 122. It is considered that the proposed height of the wall on the laneway, when combined with the setback to the upper levels, adequately acknowledges the character of the laneway and provides a suitable transition to the low-rise residential developments to the north. The development will not obstruct the laneway and access for emergency vehicles will be maintained. The provisions of this policy will be met.

Architectural Quality

- 123. Subject to the changes in the sketch plans and conditions raised earlier in this report, the development is considered to be appropriately designed and integrates well with the existing streetscape. The contemporary design is appropriate, with a number of features incorporated into the scheme that reflect heritage characteristics found within adjoining buildings.
- 124. The proposed red bricks to the new street wall provides texture to the façade and will be consistent with the existing building and redbrick buildings found throughout the area. The contrasting use of redbrick to the base of the building, and darker and lighter shades in the levels above achieves a visually interesting and modulated built form outcome.

125. Overall, the proposal presents a design that has been actively informed by the adjacent heritage building and the wider streetscape and is considered to contribute to the surrounding area.

Equitable Development

126. The separation offered by George, Rochester and Chapel Streets negates equitable development concerns to the south, east and west. Equitable development opportunity is a consideration in relation to the single storey dwellings on the opposite site of the laneway to the north. Equitable development principles established through a number of VCAT decisions articulate that a three storey wall to a laneway is an acceptable equitable development outcome once the upper levels achieve a minimum 4.5m setback to the centre point of the lane. The proposal achieves compliance with these principles and so is acceptable in this regard.

On and off-site amenity

Access, layout, room depth and circulation

- 127. At the time the application was lodged Objective 5.3 of the DSE Guidelines 'To create functional, flexible, efficient and comfortable residential apartments' was applicable to the proposal. The circulation space within the development is considered acceptable particularly as the development can accommodate wheelchair access as also requested by clause 58 (with the sketch plans also showing wider corridors). Sixteen of the apartments are wheelchair accessible, in compliance with the 50% required by standard of clause 58. The floor layout is functional and this layout ensures each apartment has adequate outlook and access to natural daylight, with this aspect of the proposal supported by Council's ESD officer.
- 128. Clause 58 provides more comprehensive guidance of accessibility and circulation requirements, putting in place minimum bedroom and bathroom sizes. Standard D24 requires that main bedrooms should have a minimum width of 3m and minimum depth of 3.4m, with other bedrooms to be 3m x 3m in dimensions (any wardrobes should be additional to this). Living area dimensions (excluding dining and kitchen areas) should have a minimum width of 3.6m and minimum area of 12sqm.
- 129. The living rooms and bedrooms throughout the development comply with these requirements apart from 3 bedrooms (with splayed walls in apartment 3.04, 4.04 and 5.04). Given that clause 58 is not applicable to the proposal and that the accessible apartments have floor areas well in excess of those required by clause 58, these non-compliances of these bedrooms are considered acceptable.
- 130. Standard D25 requires that single aspect habitable rooms should not exceed a room depth of 2.5 times the ceiling height. All apartments will have a minimum ceiling height of 2.7 metres. The maximum room habitable room depth is therefore calculated at 6.75 metres for single aspect rooms. Apartment 2.01, 3.01, 4.04 and 5.04 comply with this standard. The remainder of the single aspect apartments on level 3, 4 and 5 have a depth of 7m with level two having depths of 7.5m and apartment 2.11 having a depth of 9.2. As the level of non-compliance is not significant for the majority of the apartments and that clause 58 does not apply to the development, this variation to the standard is acceptable (particularly as the development achieves high levels of compliance with other aspects of clause 58).
- 131. Standard D17 (Accessibility) and Standard D18 (Building entry and circulation) outlines various requirements for door openings/design, circulation paths and bathroom design to ensure the internal layout meets the needs of people with limited mobility. In compliance, a minimum of 50% of the apartments would meet these requirements.

132. The proposed entry to the apartment building is clearly visible along George Street. The wide entry lobby at ground floor and lifts will allow for universal access. Within the development, apartments will have their own entry at each level which will be directly accessible from the lift or stairs.

Landscaping and site coverage

- 133. The site retains part of the existing contributory building which responds to the heritage context. Further with high site coverages being typical of the immediate context, the proposed non-compliance is considered acceptable. For example, the building under construction at No. 174-182 Johnston Street will have 100% site coverage and a number of buildings on the opposite side of Johnston Street also have 100% site coverage. Further the subject site currently has 100% site coverage. This outcome is acceptable.
- 134. Whilst the apartment building does not provide for landscaping or a canopy tree (as required by the standard D10), this is acceptable as the existing building occupies 100% of the site. As such the proposal will not change the existing landscape character, which is considered acceptable for this reason. Further as clause 58 is not applicable it would not be appropriate to require an area be provided for a canopy tree planting. The landscaping is shown to the voids at level 3, a condition will correct this.

Noise and Live Music and Entertainment Noise and patron noise

- 135. Of concern is that traffic noise on Johnston Street may impact residents. While not applicable to the application, Standard B24 of clause 58 (Noise impacts objectives) provides some guidance in this regard and stipulates that an acoustic report should be provided if a site is within 300m of the road that carries more than 40,000 vehicles per day. The relevant mapping on VICRoads website indicates that this section of Johnston Street carries 12,000 cars per day. On this basis an acoustic report to address traffic and tram noise is not required. Council's acoustic engineer requested that a noise assessment for traffic noise to Johnston Street however there are no planning provision in regard to this.
- 136. Noise from the centralised mechanical plant (including car park doors and car stackers) associated with the proposed development must comply with the SEPP N-1 noise limits. Further with these items located in the ground floor car park with office uses above (not dwellings), plant and service including the car stackers would not have unreasonable noise impacts to the proposed dwellings. As such, an acoustic report is not required to address this issue.
- 137. However as outlined earlier in the report, the Rochester Hotel and its beer garden adjoin the site to the north. The applicant's acoustic report assessed live music in the front part of the Hotel and noise from the beer garden when at 50% capacity. Council's acoustic engineer is satisfied that the report and proposed acoustic treatment adequately treated live music noise from the front of the building. However concerns remain in relation to the possible use of the rear part of the building for live music/events and increased noise impacts from the beer garden when operating at full capacity. The operator was contacted by Council officers who confirmed the rear of the building can be used from time to time for live music or events and that music in the courtyard (while retained overall at background levels) is increased in volume when the beer garden is operating at full capacity.
- 138. Council's acoustic engineers provided conditions to address these items. The sketch plans also introduced glazed screens to the upper level terraces adjacent to the beer garden and placed a communal terrace adjacent to it on the top floor. Council's acoustic advisor has indicated that the further information may result in increased levels of acoustic glazing and an acoustic treatment to the northern boundary wall adjoining the beer garden; however this would not result in a significant redesign of the building. The applicant is agreeable to conditions to this effect.

Daylight, natural ventilation and energy efficiency/stormwater management

- 139. Referral comments provided by Council's ESD Officer indicated that the development meets Council's ESD standards. The following commitments are outlined on the plans and in the Sustainable Management Plan (SMP) submitted with the application;
 - (a) 6.5 Star NatHERS thermal energy ratings;
 - (b) A BESS Score of 60% (indicating best practice is achieved);
 - (c) Annual cooling loads of less than 30MJ/m2;
 - (d) A STORM report with a score of 108% that relies on 720m2 the roof connected to 20,000 litre rainwater tank provided for all non-residential toilet-flushing;
 - (e) Use of low VOC interior paints and adhesives:
 - (f) LED lighting to apartments and commercial uses;
 - (g) Natural ventilation to the ground floor car park (perforated brick walls) and operable windows to ventilate the commercial and residential uses, natural ventilation single aspect apartments will be improved through the installation of fans;
 - (h) Non-residential spaces to exceed NCC energy efficiency requirements by at least 10%;
 - (i) Energy efficient lighting, heating, cooling and hot water;
 - (j) Water efficient fixtures and taps;
 - (k) 49 bicycles spaces with end of trip facilities; and
 - (I) Shading screens to upper levels.
- 140. Council's ESD officer raised concerns with the original application, in particular non-compliance with BESS energy requirements, daylight access to the lower level northern dwellings and poor ventilation to single aspect dwellings and offices. To address these issues the applicant has detailed 'cut-outs' in the terraces above to improve light penetration to the level below (as shown in sketch plans). Additional shading screens have also been added to the upper levels. The SMP was also updated to achieve compliance with BESS energy rating requirements. Subject to these changes, Council's ESD officer is satisfied the proposal is satisfactory from an ESD perspective.

Solar amenity and daylight to windows

- 141. As discussed earlier, Council's ESD office indicated that all dwellings have adequate access to daylight and all dwellings have reasonable access to sunlight. For this reason, the proposal is acceptable in this regard. Standard D26 of clause 58 requires all habitable rooms within the proposed development to contain a window within an external wall to the building, with no reliance on 'borrowed light' for any habitable rooms. The proposal complies with this standard.
- 142. In relation to overshadowing, the proposal does not shadow any adjoining private open space. With the dwellings on the opposite side of the northern laneway and the dwelling under construction at No's 174-182 Johnston Street being to north of the proposed development, they will not be overshadowed by the development. Additional shadow to No.23 Chapel Street will be limited to the roof of the dwelling or in shadow already cast by itself.

Overlooking

143. Clause 22.05 allows for consideration of overlooking, with clause 58 overlooking requirements used as a guide for this assessment (while not applicable). The above standard requires that any habitable room windows or balconies be located or designed to avoid direct views into the secluded private open space and habitable room windows of an existing dwelling within a horizontal distance of 9 metres.

The 9m separation offered by the Rochester Street road reserve provides a compliant separation to the habitable room windows and open space at No. 23 Chapel Street and the residential development under construction at No. 174-182 Johnston Street.

- 144. Of relevance is overlooking to the dwellings on the opposite side of the laneway. Floor 1, 2 and 3 will employ a mix of balcony screens with 1.1m high solid balustrades with 600mm translucent glazing above and 1.7m high translucent glazed balustrades to terraces which will prevent overlooking to these open spaces (although offices do not require screening), apart from the floor 2 bedrooms. Conditions will require these bedroom windows to be treated to prevent overlooking as well. However the material legend shows clear glazing to these balconies, contradicting the floor plans. A condition will correct this.
- 145. The upper level windows and balconies are not treated for overlooking. However given their height above natural ground, views within the 9m 45 degree overlooking arc stipulated by the standard is limited to a minimum of 9m above natural ground level. This along with the setbacks provided to the upper levels combined with the separation provided by the laneway (minimum 6m separation) is considered sufficient to ensure overlooking from these levels is acceptable.

Private open space

- 146. Objective 6.1 of the DSE Guidelines is 'To ensure access to adequate open space for all residents'. The guidelines continue to state that 'If a balcony is intended to serve as private open space it should be of sufficient size to accommodate outdoor seating, with good connections between these spaces and the building's interior'. Further, objective 6.3 is 'To allow solar access to the private and shared open spaces of new high density residential units'.
- 147. The spaces are all directly accessible to living areas, ensuring they are of a functional size and layout. However while not applicable, both Clause 55 (Rescode) and clause 58 (BADS) provide guidance on what can be considered appropriate terraces sizes, with a minimum of 8sqm required. The table below provided by the applicant demonstrates all of the apartments meet these requirements. A number of apartments are provided with two balconies. While the smaller balconies do not satisfy the requirements of the standard, the larger balconies do comply and so is an acceptable outcome.

		PRIVATE	RESIDEN	ITIAL SUI	TES								
			1 BED - 1 BA	тн	2 BED - 1 BATH		2 BED - 2 BATH			3 BED - 2 BATH			
LEVEL	GROSS FLOOR AREA	APARTMENT COUNT	NET APARTMENT AREA	NET BALCONY AREA									
	$\overline{}$												
BASEMENT 02	1008 m2												
BASEMENT 01	1034 m2												
LEVEL 00	903 m2												
LEVEL 01	727 m2												
LEVEL 02	928 m2	5	289 m2	41 m2	3	216 m2	39 m2	1	75 m2	12 m2	2	199 m2	42 m2
LEVEL 03	742 m2	0	0 m2	0 m2	3	204 m2	126 m2	0	0 m2	0 m2	3	302 m2	228 m2
LEVEL 04	665 m2	1	50 m2	10 m2	1	60 m2	10 m2	3	244 m2	31 m2	1	98 m2	14 m2
LEVEL 05	665 m2	1	50 m2	10 m2	1	60 m2	10 m2	3	244 m2	31 m2	1	98 m2	14 m2
LEVEL 06	510 m2	0	0 m2	0 m2	0	0 m2	0 m2	0	0 m2	0 m2	3	306 m2	168 m2

Storage

148. The original advertised plans showed each dwelling is provided with a minimum of 6 cubic metres which meets the ResCode and BADS requirements (albeit not applicable). The table below provided by the applicant show proposed internal and external storage areas and demonstrates compliance with the standard.

APARTMENT STORAGE

	INTERNAL	EXTERNAL
1 BED - 1 BATH	6m3	4m3
2 BED - 1 BATH	9m3	5m3
2 BED - 2 BATH	9m3	5m3
3 BED - 2 BATH	12m3	6m3

Site services and Waste and recycling

- 149. Site services are located within the ground floor car park and so are acceptable given they are located within site boundaries. A Waste Management Plan (WMP) was prepared by One Mile Grid and referred to Council's City Works Unit. They indicted the plan was acceptable apart from the following deficiencies and the associated management procedures to be undertaken. Waste collection will be carried out by private contractors with waste vehicles entering the site to collect the bins. Thus there will be no issues with bins blocking the footpaths on collection day. Council's City Works Unit requested the submitted plan be updated to address the following;
 - (a) The waste collection vehicles swept path ingress and egress to the site in the One Mile Grid letter dated 31 August 2018 must be included in/attached to the Waste Management Plan.
 - (b) clearly specify the bin cleaning schedule and who will be responsible for the bin cleaning.
 - (c) specify the washing facilities in the bin room including water supply and connection to sewer for the drain.
 - (d) specify that there will be ventilation in the bin room and the type of ventilation system proposed, and
 - (e) provide detail of how the bin room will be kept vermin proof.
- 150. An amended WMP reflecting all of these comments will be required via condition.

Car parking and traffic

Traffic

- 151. In relation to traffic considerations, this area has strong strategic justification to support buildings of this scale, along with associated car parking reductions. Given public transport options within the immediate vicinity, the site is located to take advantage of multiple modes existing public transport infrastructure within the immediate vicinity.
- 152. Encouraging the use of public transport as well as walking and cycling as modes of transport is central to Council's policy objectives relating to sustainable transport. Forcing developments to provide additional parking, as set out in the Scheme, will not provide any encouragement towards achieving the objectives of sustainable transport that are outlined in clauses 18.02 and 21.06 of the Scheme and will increase traffic congestion in the street and surrounds.
- 153. The reduced rate of on-site car parking will mean a reduced impact on traffic within the surrounding street network, which is considered a positive outcome in an area that is already experiencing significant traffic and parking congestion. The lack of available on-street car parking will also encourage office to avail of public transport and cycling options.
- 154. The subject site is located within an area containing predominantly time-restricted car parking, with periods ranging from ¼ hour to 4 hours. Within the residential neighbourhood to the east, a large proportion of parking is restricted by permits, with ticketed parking along both sides of Johnston Street.

- 155. The applicant's parking survey indicated that on-street car parking was generally occupied during the day and peaking at 82% occupancy at 2.30/3pm, which would further discourage workers from speculatively driving to the site. Further Council's traffic engineers have not objected to the proposed car parking reduction.
- 156. As noted earlier the car parking requirements rate for the site have changed. At the time Councils engineers assessed the application, a reduction of 10 car spaces was required. Now a reduction of only 1 space is required. As Council engineers were satisfied with a reduction for a higher rate, it was not considered necessary to re-refer the application to them to comments on reduced rate of 1 car space. However on-balance and particularly that a reduction of only one space is required, support is recommended for the proposed reduction.
- 157. Objectors have requested on-site visitor parking be required, However, there is no requirement under the Scheme to provide on-site visitor spaces. A note will notify occupants of the office, café and dwellings they are not eligible for on-street car parking permit which will ensure the proposal does not generate increased demand for on-street car parking spaces. Objectors also requested traffic calming be implemented in Chapel Street given its proximity to the school. However given the size of the development it is not considered it would generate enough traffic movements to warrant the introduction of traffic calming measures (as evidenced by Council's engineering referral). For all these reasons, support is recommended for the proposed reduction.

Bicycle facilities

158. The proposal has excellent end of trip cycling facilities including 49 bicycle spaces, showers/change rooms and lockers. These facilities will go some way to encourage employees to cycle to the site, again reducing the demand for on-street car parking spaces. The number of spaces is also well in excess of the 9 required by the Scheme.

Car park access, layout and engineering conditions

- 159. The proposed car parking layout and access was assessed by Council's Traffic Engineers, who confirmed that the car spaces, entranceway, swept paths, basement ramp clearances and headroom clearance was satisfactory and generally meet all relevant standards and guidelines, and the dimensions of the garage were suitable for the type of car stacking system proposed. The only outstanding items to be resolved are as follows:
 - (a) Detail a sight line triangle and demonstrate the perforated brick façade will allow for adequate visibility at the vehicle exit point,
 - (b) The 1:8 grade sections of the basement ramp to a minimum length of 2.5m,
 - (c) Spaces 28 and 55 to have a minimum width of 2.7m,
 - (d) Detail a wall clearance for car space 14 of no less than 300m, and
 - (e) The dimension of the accessible car spaces to be noted and to be a minimum of 2.4m wide.
- 160. The applicant is agreeable to conditions to this effect. The engineers also requested standard conditions in relation to the construction of the crossovers, repairs to any damaged Council infrastructure (including re-sheeting of footpaths, repairs to the rear lane and reconstruction of pram crossover), replacement of removed street line markings, car parking sensors and signs and the provision of a Construction Management Plan. These can be addressed by way of conditions.

Objector Concerns

- 161. The objector concerns will now be addressed:
 - (a) The development would be out of character with the surrounding area and Heritage impacts;
 - (i) These issues have been discussed in detail between paragraphs 90 to 125.
 - (b) Excessive building height, insufficient upper setbacks and visual bulk impacts;
 - (i) These issues have been discussed in detail between paragraphs 104 to 114.
 - (c) Overshadowing and loss of daylight;
 - (i) These issues have been discussed in detail between paragraphs 108 and 109 and 139 to 142.
 - (d) Overlooking;
 - (i) This issue have been discussed in detail between paragraphs 143 to 145.
 - (e) Inadequate on-site car, bicycle parking and traffic impacts;
 - (i) This issue has been discussed in detail between paragraphs 151 to 160.
 - (f) Lack of universal accessibility of apartments;
 - (i) This issue has been discussed in detail between paragraphs 127 to 132.
 - (g) Loss of views;
 - (i) The Planning Scheme does not offer any protection of views. As such this is not a planning related matter.
 - (h) Noise;
 - (i) Objectors have raised concerns in relation to noise impacts from the Rochester Hotel on the proposed development. This issue has been discussed in detail between paragraphs 135 to 138. Objectors have also raised noise issues during the construction phase.
 - A condition of permit will require that a construction management plan is provided and this will allow this issue to be adequately managed.
 - (i) Lack of landscaping.
 - (i) This issue has been discussed in detail between paragraphs 133 to 134.

Other matters

162. The demolition plans only detail demolition to the façade and do not appear to show the full extent of proposed demolition. A condition will require this is corrected and detail of demolition to other facades. A number of the side setbacks were omitted from the sketch plans. A condition will ensure this information is replaced.

Conclusion

163. The proposed development is considered to demonstrate a high level of compliance with policy objectives contained within the State and Local Planning Policy Framework. The proposal, subject to conditions recommended, is an acceptable planning outcome that demonstrates clear compliance with the relevant Council policies.

RECOMMENDATION

That having considered all objections and relevant planning documents, the Committee resolves to issue a Notice of Decision to Grant a Permit (PLN16/1116) for part demolition for the construction of a mixed-use building and a reduction in the car parking requirement at 341-347 George Street, Fitzroy subject to the following conditions:

- 1. Before the development commences, amended plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and will then form part of this permit. The plans must be drawn to scale with dimensions, and three copies must be provided. The plans must be generally in accordance with the decision plans, prepared by D-ARC Architects, received at Council on 27 September 2017 (TP10-B11 Rev M, TP10-B21 Rev K, TP10-001 Rev L, TP10-011 Rev J, TP10-021 Rev K, TP10-031 Rev M, TP10-041 Rev K, TP10-051 Rev A, TP10-061 Rev K, TP00-101 Rev G, TP40-001 Rev J, TP40-002 Rev I and TP41-001 Rev F), but amended to include:
 - (a) all details as shown in the sketch plans (received by Council on 28th March and 5th September 2018) as follows;
 - (i) Increased male and female end of bicycle trip facilities;
 - (ii) Office areas of 100sqm, 112sq, and 198sqm,
 - (iii) Widened corridor areas;
 - (iv) Planter around edge of terrace;
 - (v) 1.7m high translucent glazed screen added to north end of terrace on boundary to Rochester Hotel:
 - (vi) Northern terraces amended to include cut-outs and planters;
 - (vii) Deletion of windows on the south end of the west wall and the east end of the south wall at both level 4 and 5 and replacement with windows facing into balcony areas:
 - (viii) Private terrace amended to communal terrace to north-east corner and planters to terraces:
 - (ix) Increased number of moveable shading screens including material change from a white perforated metal shutters to a timber finish; and
 - (x) Wall colour changed to dark grey lysaght steel cladding on floor 3.

But further modified to show the following:

- (b) Accurately detail demolition to all elevations and floor plans:
- (c) Delete landscaping from void areas to terraces at level 3;
- (d) Dimensioned setbacks of all exterior walls and terrace balustrades to the site boundaries:
- (e) Demonstrate the visible boundary wall adjacent to the Rochester Hotel beer garden will have an articulated finish;
- (f) Deletion of bi-fold doors to the ground floor George Street façade, with an increased solid to void/glazing ratio to both George and Chapel Street ground floor facades through a reduction in the area occupied by glazing;
- (g) Privacy screening to 2nd floor north-facing bedroom windows ensuring no overlooking to secluded private open space or habitable room windows within 9m; and amend external finishes legend to show translucent/glazing to north as per floor plans;
- (h) Detail a sight line triangle and demonstrate the perforated brick façade will allow for adequate visibility at the vehicle exit point;
- (i) The 1:8 grade sections of the basement ramp to a minimum length of 2.5m;
- (j) Car spaces 28 and 55 to have a minimum width of 2.7m;
- (k) Detail a wall clearance for car space 14 of no less than 300m;

- (I) The dimension of the accessible car spaces to be notated and to be a minimum of 2.4m wide: and
- (m) Any alterations to the development required by the updated Acoustic Report at Condition 4.
- 2. The development as shown on the endorsed plans must not be altered (unless the Yarra Planning Scheme specifies that a permit is not required) without the prior written consent of the Responsible Authority.
- 3. The provisions, recommendations and requirements of the endorsed Sustainable Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.
- 4. Before the development commences, an amended Acoustic Report Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Acoustic Report will be endorsed and will form part of this permit. The amended Acoustic Report must be generally in accordance with the Acoustic Report prepared by Acoustic Logic dated 1 September 2017, but modified to include or show:
 - (a) An assessment of music noise from the Rochester Castle Hotel beer garden either when the beer garden is fully occupied, or when music is played at levels commensurate with those that occur when the area is fully occupied. The measurement is to be coordinated with the venue operator. If an exceedance of SEPP N-2 limits is identified at the development, façade upgrade treatments are to be implemented to ensure that the measured levels of music comply with SEPP N-2 indoors, with doors and windows closed.
 - (b) An assessment of music from the Rochester Castle Hotel ground floor dining room either while this space is used for an event with music, or while music is played at levels commensurate with those that occur when the space is used for events. The measurement is to be coordinated with the venue operator. If an exceedance of SEPP N-2 limits is identified at the development, façade upgrade treatments are to be implemented to ensure that the measured levels of music comply with SEPP N-2 indoors, with doors and windows closed.
 - (c) The octave music levels at the façade of the development determined in the assessments referred to in (a) and (b) are to be presented in the report; and
 - (d) The acoustic report must make recommendations to limit the noise impacts (as necessary) inside the proposed dwellings and to the satisfaction of the Responsible Authority.
- Within 3 months of the completion of the building and prior to the occupation of the dwellings, an Acoustic Report to the satisfaction of the Responsible Authority must be prepared by a suitably qualified acoustic engineer and must be submitted to and approved by the Responsible Authority. When approved, the Acoustic Report will be endorsed and will form part of this permit. The Acoustic Report must assess and demonstrate the following:
 - (a) Patron noise does not exceed 30 dBA Leq in bedrooms at night and 35 dBA Leq in habitable rooms at any time, when the outdoor patron area of the Rochester Castle Hotel is fully occupied.
 - (b) Music from the venue does not exceed SEPP N-2 noise limits indoors when music is played within the venue front bar, function room and dining room, and within the beer garden.
 - (c) Mechanical plant noise from the Rochester Castle Hotel does not exceed SEPP N-1 noise limits inside apartments.
 - (d) Demonstrate that assessments of noise from the Rochester Castle Hotel have been coordinated with the hotel management.

- 6. The provisions, recommendations and requirements of the endorsed Acoustic Report, must be implemented and complied with to the satisfaction of the Responsible Authority.
- 7. Before the development commences, an amended Waste Management Plan (WMP) to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Acoustic Report will be endorsed and will form part of this permit. The amended Acoustic Report must be generally in accordance with the WMP prepared by One Mile Grid dated 8 September 2017, but modified to include or show:
 - (a) The waste collection vehicles swept path ingress and egress to the site in the One Mile Grid letter dated 31 August 2018 must be included in/attached to the Waste Management Plan.
 - (b) clearly specify the bin cleaning schedule and who will be responsible for the bin cleaning.
 - (c) specify the washing facilities in the bin room including water supply and connection to sewer for the drain.
 - (d) specify that there will be ventilation in the bin room and the type of ventilation system proposed, and
 - (e) provide detail of how the bin room will be kept vermin proof.
- 8. The provisions, recommendations and requirements of the endorsed Waste Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.
- 9. As part of the ongoing consultant team, D-Arc Architects or an architectural firm to the satisfaction of the Responsible Authority must be engaged to:
 - (a) oversee design and construction of the development; and
 - (b) ensure the design quality and appearance of the development is realised as shown in the endorsed plans or otherwise to the satisfaction of the Responsible Authority.
- 10. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the George, Rochester and Chapel Street footpath frontages to the site and redundant crossovers must be demolished and re-instated as standard footpath and bluestone kerb and channel must have a cross-fall of 1 in 40 or unless otherwise specified by Council:
 - (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.
- 11. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the pram crossing to the front of the site on the corner of Chapel Street and George Street George must be demolished and re-instated in bluestone pitchers:
 - (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.
- 12. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, any damage to Council infrastructure resulting from the development must be reinstated:
 - (a) at the permit holder's cost,
 - (b) to the satisfaction of the Responsible Authority.
- 13. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the bluestone laneway to the north of the site must be repaired:
 - (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.
- 14. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, any new vehicle crossing must be constructed:
 - (a) in accordance with any requirements or conditions imposed by Council;

- (b) at the permit holder's cost; and
- (c) to the satisfaction of the Responsible Authority.
- 15. Except with the prior written consent of the Responsible Authority, Council assets must not be altered in any way.
- 16. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, external lighting capable of illuminating pedestrian entrances must be provided within the property boundary. Lighting must be:
 - (a) located;
 - (b) directed;
 - (c) shielded; and
 - (d) of limited intensity,

to the satisfaction of the Responsible Authority.

- 17. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the car stackers must be installed in accordance with the manufacturer's specifications by a suitably qualified person. No pipes, ducting or protrusions from the ceiling or walls are to be installed above or within the space clearance envelopes for the car stacker devices.
- 18. The car stackers must be maintained thereafter to the satisfaction of the Responsible Authority.
- 19. All pipes, fixtures, fittings and vents servicing any building on the land must be concealed in service ducts or otherwise hidden from view to the satisfaction of the Responsible Authority.
- 20. Prior to the completion of the development, subject to the relevant authority's consent, the relocation of any service poles, street line markings, car parking sensors, service structures or service pits necessary to facilitate the development must be undertaken:
 - (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.
- 21. Before the development is occupied, or by such later date as approved in writing by the Responsible Authority, all screening and other measures to prevent overlooking as shown on the endorsed plans must be installed to the satisfaction of the Responsible Authority.

Once installed the screening and other measures must be maintained to the satisfaction of the Responsible Authority.

- 22. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, all new on-boundary walls must be cleaned and finished to the satisfaction of the Responsible Authority.
- Before the building is occupied, any wall/garage door located on a boundary facing public property must be treated with a graffiti proof finish to the satisfaction of the Responsible Authority.
- 24. Finished floor levels shown on the endorsed plans must not be altered or modified without the prior written consent of the Responsible Authority.
- 25. Before the development commences, a Construction Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plan will be endorsed and will form part of this permit. The plan must provide for:
 - (a) a pre-conditions survey (dilapidation report) of the land and all adjacent Council roads frontages and nearby road infrastructure;

- (b) works necessary to protect road and other infrastructure;
- (c) remediation of any damage to road and other infrastructure;
- (d) containment of dust, dirt and mud within the land and method and frequency of clean up procedures to prevent the accumulation of dust, dirt and mud outside the land;
- (e) facilities for vehicle washing, which must be located on the land;
- (f) the location of loading zones, site sheds, materials, cranes and crane/hoisting zones, gantries and any other construction related items or equipment to be located in any street:
- (g) site security;
- (h) management of any environmental hazards including, but not limited to,:
 - (i) contaminated soil;
 - (ii) materials and waste;
 - (iii) dust;
 - (iv) stormwater contamination from run-off and wash-waters:
 - (v) sediment from the land on roads;
 - (vi) washing of concrete trucks and other vehicles and machinery; and
 - (vii) spillage from refuelling cranes and other vehicles and machinery;
- (i) the construction program;
- (j) preferred arrangements for trucks delivering to the land, including delivery and unloading points and expected duration and frequency;
- (k) parking facilities for construction workers;
- (I) measures to ensure that all work on the land will be carried out in accordance with the Construction Management Plan;
- (m) an outline of requests to occupy public footpaths or roads, or anticipated disruptions to local services;
- (n) an emergency contact that is available for 24 hours per day for residents and the Responsible Authority in the event of relevant queries or problems experienced;
- the provision of a traffic management plan to comply with provisions of AS 1742.3-2002 Manual of uniform traffic control devices - Part 3: Traffic control devices for works on roads;
- (p) a Noise and Vibration Management Plan showing methods to minimise noise and vibration impacts on nearby properties and to demonstrate compliance with Noise Control Guideline 12 for Construction (Publication 1254) as issued by the Environment Protection Authority in October 2008. The Noise and Vibration Management Plan must be prepared to the satisfaction of the Responsible Authority.

26. During the construction:

- (a) any stormwater discharged into the stormwater drainage system must be in compliance with Environment Protection Authority guidelines;
- (b) stormwater drainage system protection measures must be installed as required to ensure that no solid waste, sediment, sand, soil, clay or stones from the land enters the stormwater drainage system;
- (c) vehicle borne material must not accumulate on the roads abutting the land;
- (d) the cleaning of machinery and equipment must take place on the land and not on adjacent footpaths or roads; and
- (e) all litter (including items such as cement bags, food packaging and plastic strapping) must be disposed of responsibly.
- 27. The provisions, recommendations and requirements of the endorsed Construction Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.
- 28. All buildings and works must be maintained in good order and appearance to the satisfaction of the Responsible Authority.

- 29. The development must comply at all times with the State Environment Protection Policy Control of Noise from Commerce, Industry and Trade (SEPP N-1).
- 30. Except with the prior written consent of the Responsible Authority, demolition or construction works must not be carried out:
 - (a) Monday-Friday (excluding public holidays) before 7 am or after 6 pm;
 - (b) Saturdays and public holidays (other than ANZAC Day, Christmas Day and Good Friday) before 9 am or after 3 pm;
 - (c) Sundays, ANZAC Day, Christmas Day and Good Friday at any time.
- 31. This permit will expire if:
 - (a) the development is not commenced within two years of the date of this permit; or
 - (b) the development is not completed within four years of the date of this permit.

The Responsible Authority may extend the periods referred to if a request is made in writing before the permit expires or within six months afterwards for commencement or within twelve months afterwards for completion.

Notes:

A building permit may be required before development is commenced. Please contact Council's Building Services on 9205 5585 to confirm.

This site is subject to a Heritage Overlay. A planning permit may be required for any external works.

The site is located within an Environmental Audit Overlay. Pursuant to Clause 45.03 of the Yarra Planning Scheme, the requirements of the Environmental Audit Overlay must be met prior to the commencement of development permitted under the permit.

Provision must be made for drainage of the site to a legal point of discharge. Please contact Council's Building Services on 9205 5585 for further information.

A vehicle crossing permit is required for the construction of the vehicle crossing. Please contact Council's Construction Management Branch on 9205 5585 for further information.

Areas must be provided inside the property line and adjacent to the footpath to accommodate pits and meters. No private pits, valves or meters on Council property will be accepted.

All future property owners, residents, employees and occupiers residing within the development approved under this permit will not be permitted to obtain resident, employee or visitor parking permits.

In accordance with the Yarra Planning Scheme, a 4.5 per cent public open space contribution will apply in the event of the subdivision of the land.

A local law permit (e.g. Asset Protection Permit, Road Occupation Permit) may be required before development is commenced. Please contact Council's Construction Management Branch on Ph. 9205 5585 to confirm.

These premises will be required to comply with the Food Act 1984. The use must not commence until registration, or other approval, has been granted by Council's Health Protection Unit.

CONTACT OFFICER: Laura Condon

TITLE: Senior Statutory Planner

TEL: 92055016

Attachments

- PLN16/1116 341 347 George Street, Fitzroy Subject site.
- PLN16/1116 341 347 George Street, Fitzroy Decision plans. 2
- 3 PLN16/1116 - 341 - 347 George Street, Fitzroy - Sketch plans.
- 4
- PLN16/1116 341 347 George Street, Fitzroy Sketch shadow plans. PLN16/1116 341 347 George Street, Fitzroy Heritage advice (decision plans). 5
- PLN16/1116 341 347 George Street, Fitzroy Urban Design comments (decision 6
- 7 PLN16/1116 - 341 - 347 George Street, Fitzroy - Urban Design comments (sketch plans).
- PLN16/1116 341 347 George Street, Fitzroy Combined ESD comments. 8
- PLN16/1116 341 347 George Street, Fitzroy Combined acoustic comments. 9
- 10 PLN16/1116 341 347 George Street, Fitzroy Combined Engineering comments.
- 11 PLN16/1116 341 347 George Street, Fitzroy Combined Waste Management comments.