



**YARRA CITY COUNCIL**  
**Internal Development Approvals Committee**  
**Agenda**

**to be held on Wednesday 11 March 2020 at 6.30pm  
in Meeting Rooms 1 & 2 at the Richmond Town Hall**

**Rostered Councillor membership**

Councillor Stephen Jolly  
Councillor Jackie Fristacky  
Councillor James Searle

- I. ATTENDANCE**  
Mary Osman (Manager Statutory Planning)  
John Theodosakis (Principal Planner)  
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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***“Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra. We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra. We pay our respects to Elders from all nations here today—and to their Elders past, present and future.”***

## **Internal Development Approvals Committee Submissions**

“Prior to the consideration of any Committee Business Report at a meeting of the Internal Development Approvals Committee, members of the public shall be invited by the Chairperson to make a verbal submission. In determining the order of submissions, the Chairperson shall first invite the applicant or their representatives to submit, followed by formal objectors and finally any other interested persons.

All submitters accepting the invitation to address the meeting shall make submissions in accordance with these guidelines (or a variation of these guidelines as determined by the Chairperson at their sole discretion).

- Speak for a maximum of five minutes;
- Direct their submission to the Chairperson;
- Confine their submission to the planning permit under consideration;
- If possible, explain their preferred decision in relation to a permit application (refusing, granting or granting with conditions) and set out any requested permit conditions.
- Avoid repetition and restating previous submitters;
- Refrain from asking questions or seeking comments from the Councillors, applicants or other submitters;
- If speaking on behalf of a group, explain the nature of the group and how the submitter is able to speak on their behalf.

Following public submissions, the applicant or their representatives will be given a further opportunity of two minutes to exercise a right of reply in relation to matters raised by previous submitters. Applicants may not raise new matters during this right of reply.

Councillors will then have an opportunity to ask questions of submitters. Submitters may determine whether or not they wish to take these questions.

Once all submissions have been received, the formal debate may commence. Once the debate has commenced, no further submissions, questions or comments from submitters can be received.”

*Extract from the Council Meeting Operations Policy, September 2019*

## 1. Committee business reports

Item		Page	Rec. Page
1.1	PLN17/0618 - 27 - 45 Best Street and 102 - 114 Scotchmer Street, Fitzroy North.	5	
1.2	PLN19/0483 - 25-43 Wangaratta Street, Richmond - Demolition of the existing buildings for the development of the land to construct two connected buildings (seven and eight storeys plus basement levels) for use as an office with a ground floor food and drinks premises (café) (permit required for office use only, unrestricted hours proposed) and reduction in the car parking requirements.	6	62
1.3	PLN18/0323 - 1 & 3 Adam Street Burnley - Planning Permit Application for part demolition, construction of two (2), double-storey Units (plus roof terraces) at the rear of Nos. 1 & 3 Adam Street, removal of an easement, and reduction in the car parking requirements (including establishment of existing use rights for No. 3 Adam Street as an office).	74	115
1.4	2 Gough Street, Cremorne - PLN15/1176.01 - Section 72 Amendment to allow for changes to the preamble, deletion/amendment of conditions, reconfiguration of building uses, internal reconfiguration, changes to the car parking provision/allocation and built form changes (including new/enlarged terraces over approved roof areas).	120	192
1.5	PLN18/0945 - 130 Gwynne Street, Cremorne - Development of the land for the construction of a triple storey dwelling with a basement.	215	237
1.6	PLN19/0450 - 36-52 Wellington Street, Collingwood - Construction of a multi-storey office building, use of the land for food and drink premises and a reduction in the car parking requirement.	240	288

## 1.1

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### **Planning Application PLN17/0618 - 27-45 Best Street and 102-114 Scotchmer Street, Fitzroy North**

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Reference: D20/39842  
Authoriser: Governance Officer

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#### **Important Information**

Please be advised that the item has been removed from the Internal Development Approval Committee's agenda on 11th March 2020. Please disregard the correspondence dated 25 February 2020.

The application will now be considered at a Special Council Meeting on Tuesday 24 March 2020 at the Fitzroy Town Hall, 201 Napier Street Fitzroy VIC 3065 in the Main Ballroom.

The agenda including Council officer's report, recommendations and plans for the application will be available on the Wednesday prior to the meeting.

#### **Attachments**

There are no attachments for this report.

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- 1.2**      **PLN19/0483 - 25-43 Wangaratta Street, Richmond - Demolition of the existing buildings for the development of the land to construct two connected buildings (seven and eight storeys plus basement levels) for use as an office with a ground floor food and drinks premises (café) (permit required for office use only, unrestricted hours proposed) and reduction in the car parking requirements**
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## **Executive Summary**

### **Purpose**

1. This report provides an assessment of the proposal at 25 – 43 Wangaratta Street, Richmond, for the demolition of the existing buildings for the development of the land to construct two connected buildings (seven and eight storeys plus basement levels) for use as an office with a ground floor food and drinks premises (café) (permit required for office use only, unrestricted hours proposed) and reduction in the car parking requirements.

### **Key Planning Considerations**

2. Key planning considerations include:
- (a) clause 15.01 – Urban Environment;
  - (b) clause 21.05 – Built Form;
  - (c) clause 22.02 – Development Guidelines for Sites Subject to the Heritage Overlay;
  - (d) clause 22.05 – Interface Uses Policy;
  - (e) clause 32.04 – Mixed Use Zone; and
  - (f) clause 52.06 – Car Parking.

### **Key Issues**

3. The key issues for Council in considering the proposal relate to:
- (a) Strategic justification;
  - (b) Use;
  - (c) Built form, Heritage and Urban Design;
  - (d) On-site amenity including Environmentally Sustainable Design;
  - (e) Off-site amenity;
  - (f) Car parking, traffic and access; and
  - (g) Objector concerns.

### **Submissions Received**

4. Two-hundred and three objections were received to the application, these can be summarised as:
- (a) Heritage and Design
    - (i) Design, size, height and mass of the development is inconsistent with the existing neighbourhood character; and
    - (ii) Development not in keeping with historic low-scale precinct.
  - (b) Use and Off-Site Amenity Impacts
    - (i) Amenity impacts to neighbouring residential properties (overlooking, lack of privacy, noise, lack of sunlight, loss of views, waste collection, impact to solar panels);
    - (ii) The volume of the office space and associated workers is too large;
    - (iii) The use of the outdoor terraces will result in excessive noise to residential areas;
    - (iv) Location of the vehicle entrance is not appropriate;
    - (v) Unrestricted hours of operation result in significant noise, light and traffic disturbance to residential properties;
    - (vi) The development will block views of Richmond Hill;
    - (vii) Concern the proposed laneway will foster anti-social behaviours and create an unsafe space during the night;
    - (viii) Shadowing of the Stewart Street park; and
    - (ix) Proposed wind impacts to the street.

- (c) Traffic and Car Parking
  - (i) Too many car parks provided on-site, additional traffic cannot be supported within local road network; and
  - (ii) Not enough car parks provided on-site, the on-street car parking is already at capacity and cannot cater to overflow from development.
  
- (d) Other
  - (i) Development should not go ahead to ensure the current tenants can remain;
  - (ii) Area already experiences a large number of people passing through (e.g. sporting events);
  - (iii) Quality of air will be reduced during construction as well as further pressure on car parking;
  - (iv) Objection to the number of apartments proposed;
  - (v) The proposed development may overload existing infrastructure services; and
  - (vi) The development does not adhere to the protection and conservation of places of Aboriginal cultural heritage significance.

### 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) The following additional setbacks in relation to the southern building:
    - (i) Levels 06 and Level 07 setback from Wangaratta Street 5.188 metres.
    - (ii) Levels 03 and 04 setback from Botherambo Street 5.5 metres.
    - (iii) Level 07 setback from Botherambo Street 15 metres.
  - (b) The following additional setbacks in relation to the northern building:
    - (i) Levels 03 to 05 setback from Botherambo Street 8 metres.
  - (c) The two building indentations within Levels 03 to 05 of the northern building enlarged to provide additional building articulation.
  - (d) A 1 metre wide planter box along the entire eastern edge of the Level 03 terrace to the northern building; and
  - (e) A 1 metre non-trafficable ledge (or similar) provided along the entire eastern edge of the Level 03 and Level 05 terraces to the southern building.
  - (f) Restriction of the office use to 7:00am to 10:00pm, Monday to Friday, and 8:00am to 8:00pm, Saturday and Sunday.

**CONTACT OFFICER:** Michelle King  
**TITLE:** Senior Statutory Planner  
**TEL:** 9205 5333

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**PLN19/0483 - 25-43 Wangaratta Street, Richmond - Demolition of the existing buildings for the development of the land to construct two connected buildings (seven and eight storeys plus basement levels) for use as an office with a ground floor food and drinks premises (café) (permit required for office use only, unrestricted hours proposed) and reduction in the car parking requirements**

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Reference: D19/226317  
Authoriser: Senior Coordinator Statutory Planning

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**Ward:** Melba  
**Proposal:** Demolition of the existing buildings for the development of the land to construct two connected buildings (seven and eight storeys plus basement levels) for use as an office with a ground floor food and drinks premises (café) (permit required for office use only, unrestricted hours proposed) and reduction in the car parking requirements  
**Existing use:** Double storey commercial buildings  
**Applicant:** Wangaratta South Pty Ltd C/O Contour Consultants Aust Pty Ltd  
**Zoning / Overlays:** Mixed Use Zone  
Environmental Audit Overlay, Heritage Overlay (Schedule 332)  
**Date of Application:** 23/07/2019  
**Application Number:** PLN19/0483

### Planning History

#### 25 – 29 Wangaratta Street, Richmond

1. Planning Permit 6595 was issued on 14 September 1992 for *change of use of first floor to Place of Assembly (gymnasium)* in respect of a first floor tenancy. An amendment to this permit to increase patron numbers, construct and display an internally illuminated sign and seek a reduction of car parking was lodged on 10 July 2018 and subsequently lapsed on 28 November 2018 as no response was received to Council's request for further information within the required timeframe.
2. Planning Permit PLN14/0686 was issued on 13 January 2015 for *use of the land as an indoor recreation facility* in respect of a ground floor tenancy. An amendment to this permit to increase patron numbers was lodged on 21 December 2018 and subsequently lapsed on 28 March 2019 as no response was received to Council's request for further information within the required timeframe.
3. Application for planning permit PLN16/0305 to *display advertising signage* lapsed on 05 July 2016 as no response was received to Council's request for further information within the required timeframe.
4. Planning Permit PLN16/0928 was issued on 11 January 2017 to *construct and display business identification signage* in respect of the first floor tenancy operating as a gymnasium.
5. Planning Permit PLN18/0161 was issued on 21 June 2018 for the *construction and display of business identification sign* in respect of a ground floor tenancy.

#### 31 – 43 Wangaratta Street, Richmond



6. Planning permit 2153 was issued on 2 July 1982 by Council, *to construct buildings and works to extend an existing office/warehouse.*
7. Planning Permit PLN16/1148 was issued on 6 April 2017 for *part demolition and buildings and works including external alterations, a reduction in car parking and a reduction in loading bay requirements.*

## **Background**

### Lodgement of additional documents

8. On 5 February 2020 the following documents were submitted to provide clarification to assist in Council's assessment:
  - (a) Memo prepared by ViPac regarding wind dated 5 February 2020;
  - (b) Public laneway detail plan and section prepared by Jack Merlo design and landscape, dated 4 February 2020;
  - (c) Memo prepared by Marshall Day Acoustics, dated 3 February 2020; and
  - (d) Updated shadow analysis prepared by Bates Smart Architects to correct the size of the park from 502sqm to 520sqm and provide a scale to the residential properties.
9. The documents submitted to provide clarification will be utilised within this assessment and are attached to this report.
10. The following updated documents were submitted to provide additional information on the proposed specialist areas on 5 February 2020 and 11 February 2020:
  - (a) Revised Green Travel Plan, prepared by Impact dated 28 January 2020;
  - (b) Revised report prepared by Marshall Day Acoustics, dated 3 February 2020; and
  - (c) Revised Sustainability Management Plan, prepared by Ark Resources, dated 6 February 2020.
11. The documents submitted to provide additional information have not been formally substituted and therefore cannot be relied upon within the assessment of the proposal. These documents therefore have no weight and the original Green Travel Plan, Acoustic Report and Sustainability Management Plan submitted with the application (and advertised) will be relied upon and assessed accordingly.

## **The Proposal**

12. The application is for the demolition of the existing buildings for the development of the land to construct two connected buildings (seven and eight storeys plus basement levels) for use as an office with a ground floor food and drinks premises (café) (permit required for office use only, unrestricted hours proposed) and reduction in the car parking requirements.
13. Key features of the proposal include:

*Use and layout*
14. Provision of a public laneway oriented east-west to provide a pedestrian connection between Botherambo Street and Wangaratta Street. The public laneway divides the northern and southern buildings (Figure 1 and Figure 2). The public laneway is 345sqm in area, and contains landscaping as well as 30 visitor bicycle spaces.



Figure 1: Laneway looking south



Figure 2: Laneway looking north

15. One food and drink premises (café) with a total area of 115sqm is proposed with a direct frontage to Botherambo Street and the proposed public laneway. Access is provided from the laneway. No permit is required for this use.
16. A total of 10,744sqm of open-plan office space in both the northern and southern building is proposed. A permit is required for the office use. The office is proposed to operate with unrestricted hours and staff numbers.
17. The southern building is accessed by a 56sqm entrance foyer fronting Wangaratta Street. The northern building is accessed from a 99sqm showroom/informal lobby that faces Wangaratta Street and wraps around to the public laneway. A further entrance to a 103sqm foyer which provides access to the upper levels of this building is located centrally along the public laneway.
18. The proposal contains 141 car parking spaces across two basement levels, a loading bay, 160 bike storage spaces, end of trip facilities and services. The basement is to be accessed from a double width crossover adjoining Botherambo Street toward the south of the site. The loading bay is also to be accessed from Botherambo Street, located mid-allotment. The staff bicycle spaces and end of trip facilities are directly accessed from Botherambo Street.
19. The proposal provides several outdoor terraces, as follows:
  - (a) Northern building:
    - (i) At the third floor: 192sqm facing west and 357sqm facing east.
    - (ii) At the fifth floor: 12sqm facing west and 3sqm facing east.
    - (iii) At the sixth floor: 336sqm facing west.
  - (b) Southern building:
    - (i) At the third floor: 37sqm facing west and 91sqm facing east.
    - (ii) At the fifth floor: 135sqm facing east.
    - (iii) At the sixth floor: 27sqm facing west.
  - (c) Within the 'link' between the two buildings
    - (i) At the second floor: 56sqm
    - (ii) At the fourth floor: 63sqm
    - (iii) At the sixth floor: 13sqm facing west and 20sqm facing east.

#### *Demolition*

20. All structures on site and existing crossovers are to be demolished.

#### *Construction*

#### *Basement*

21. Two basement levels shared between the two buildings and accessed via Botherambo Street with 141 car parking spaces, including 2 DDA spaces, 8 spaces with electric charging and 4 motorbike spaces. The basement areas house the substation, a range of service cupboards and the rainwater tanks (total 70,000 litres). The basements are generally constructed to all title boundaries.

*'Link' between the two buildings*

22. As previously identified, a public laneway oriented east-west is proposed to provide a pedestrian connection between Botherambo Street and Wangaratta Street. At the ground floor the lane will be 8.2 metres to 8.6 metres in width, with a large circulation area to Wangaratta Street with a width of 17.2 metres and depth of 4.2 metres to 5.3 metres (in front of the northern buildings entrance) also proposed.
23. The two buildings are separated above the ground floor level by 7.7 metres, approximately 20 metres from the southern boundary and 52 metres from the northern boundary. Several 'links' between the two buildings are proposed that are typically constructed with glazing, as follows:
- (a) Level 01: an enclosed link with a width of 7.65 metres, 23.7 metres from the western boundary and 5.4 metres from the eastern boundary. To the east of the link a 0.9 metre wide planter box is proposed.
  - (b) Level 02: an enclosed link with a width of 7.65 metres, 6.19 metres from the western boundary and 22.9 metres from the eastern boundary. To the west of the link a 0.9 metre wide planter box is proposed. An open link is also proposed, 23.74 metres from the western boundary and 5.4 metres from the eastern boundary. A 0.9 metre wide planter box is proposed on the western side.
  - (c) Level 03: an enclosed link with a width of 7.65 metres, 6.19 metres from the western boundary and 22.9 metres from the eastern boundary. To the west of the link a 0.9 metre wide planter box is proposed.
  - (d) Level 04: an enclosed link with a width of 9.9 metres, 13.8 metres from the western boundary and 13 metres from the eastern boundary. To the east of the link a 0.9 metre wide planter box is proposed. Directly adjoining to the west an open link is also proposed, setback 6.19 metres from the western boundary.
  - (e) Level 05: an enclosed link with a width of 9.9 metres, 13.8 metres from the western boundary and 13 metres from the eastern boundary.
  - (f) Level 06: an enclosed link with a width of 5 metres, 15.48 metres from the western boundary and 15.7 metres from the eastern boundary, with access to east and west-facing terraces.

*Northern Building*

24. The ground floor is built to the northern boundary for a length of 35.27 metres and setback from the Wangaratta Street title by a minimum of 800mm (abutting the northern boundary) and a maximum dimension of 5.3 metres (abutting the proposed laneway). The ground floor is generally built to the eastern boundary. The building is 52.25 metres long as it presents to both streets.
25. A single width vehicle crossover is proposed within this building, accessed from Botherambo Street, providing access to a loading bay. Services (including bin store, battery store, toilets, lift core and stairwell) are generally located around the loading bay, centrally within this building.
26. A three storey podium with an overall height of 13.3 metres is proposed to both street frontages. From Wangaratta Street, Level 01 the columns of the building are built with a minimum 0 metre setback, this is replicated at Level 02. Within both levels a curved indent with a setback of 2.77 metres is incorporated into the design.

27. To Botherambo Street, for Levels 01 and 02 the columns associated with the development are built to the boundary. Within both levels a curved indent with a setback of 1.39 metres is incorporated into the design.
28. Above the podium, the proposal adopts a minimum setback of 3.7 metres (Level 03), 3 metres (Levels 04-05) and 9.96 metres (Level 06) to Wangaratta Street. To Botherambo Street, upper level setbacks of 7.1 metres (Level 03), 6.4 metres (Levels 04 and 05) and 10.25 metres (Level 06). The terraces incorporated into the design are as described earlier in the report.
29. The building is built to the northern boundary for 34.42 metres at the ground level, 35.27 metres at Level 01-02, 24.42 metres at Level 03, 25.82 metres at Level 04-05 (including framing) and 15 metres at Level 06.
30. The northern building comprises coloured glazed bricks across the northern podium and glazed concrete batten applied to the upper levels.
31. The northern building will be seven storeys with an overall height of 28.77 metres (including plant/architectural projections).

#### *Southern Building*

32. The ground floor is built to the southern boundary for a length of 34.97 metres and setback from the Wangaratta Street title by a minimum dimension of 1.1 metres. Whilst a nib wall on the southern boundary protrudes by 750mm from the Botherambo title boundary, the balance of the building is setback 750mm from this frontage. The building is 20.9 metres in length as it presents to both streets.
33. A double width vehicle crossover is proposed within this building, accessed from Botherambo Street, providing access to the two shared basement levels. Services (including bin store, fan room, toilets, lift core and stairwell) are generally located along the southern boundary.
34. A three storey podium with an overall height of 13.3 metres is proposed to both street frontages. From Wangaratta Street, Level 01 is setback a minimum 891mm, Level 02 is setback by 5.188 metres to the stairwell, with the balance of the 18 metre wide building setback a minimum 791mm.
35. To Botherambo Street, the nib wall of the podium is proposed to be built to the boundary for Levels 01-02 with the columns also built to the boundary. The windows are setback 510mm from the boundary.
36. Above the podium, the proposal adopts a setback between 3 metres and 5.18 metres (Level 03-07) to Wangaratta Street and 4.7 metres (Level 03-04) and 12.35 metres (Level 05-07) to Botherambo Street. The terraces incorporated into the design are as described earlier in the report.
37. The building is built to the southern boundary for 34.97 metres at the ground level, 34.66 metres at Level 01, 31 metres at Level 02, 26.38 metres at Level 03-04, 18.73 metres at Level 05 and 18.83 metres at Levels 06-07.
38. The southern building comprises off-form textured concrete, glass block applied vertically to the stairwell, powder coated metal cladding and steel balustrades with the materiality applied throughout the whole building, rather than a contrast between the podium and upper levels as proposed for the northern building.
39. The southern building will be eight storeys with an overall height of 32.22 metres (including plant/architectural projections).



Figure 3: Image of the proposed development from the southern side of Stewart Street

## Existing Conditions

### Subject Site

40. The subject site is located on the eastern side of Wangaratta Street and western side of Botherambo Street. The site is 40 metres south of Tanner Street, diagonally sited across from the Stewart Street reserve and 80 metres north of Swan Street. The site consists of two allotments that currently form two addresses, as follows:
  - (a) Lot 1 TP 531525M 31 – 43 Wangaratta Street, Richmond (northern allotment); and
  - (b) Lot 1 TP 672513F 25 – 29 Wangaratta Street, Richmond (southern allotment).
41. Collectively, the site has a northern boundary length of 35.28 metres, a Wangaratta Street frontage of 81.84 metres, a Botherambo Street frontage of 81.48 metres and a southern boundary length of 36.27 metres. The site has a total area of approximately 2920sqm.
42. The northern site is currently occupied by a two-storey brick building. Where facing Wangaratta Street (Figure 4) the building is setback at the ground floor to allow for car parking, there is no formal footpath as this entire frontage is utilised as a crossover. The first floor is built to the street, cantilevering over the ground floor car parking area, creating an undercroft. As it presents to Botherambo Street (Figure 5), the entire building is built to the boundary, with two single width crossovers providing access into the building from this street. Whilst windows face Botherambo Street, these are all obscured.



Figure 4: Northern building existing conditions (Wangaratta Street)  
(Source: Officer image, taken 18/02/2020)



Figure 5: Northern building existing conditions (Botherambo Street)  
(Source: Officer image, taken 18/02/2020)

43. The southern site is currently occupied by a two-storey brick building. Where facing Wangaratta Street (Figure 6) the building is setback approximately 7 metres from the front boundary, with car parking accommodated in the front. The majority of this frontage is utilised as a crossover to provide access to the carparks in the frontage. As it presents to Botherambo Street (Figure 7), the entire building is built to the boundary, with two single width crossovers providing access into the building from this street. Centrally along this street is a double width crossover providing access to a small loading area. Whilst windows face Botherambo Street, these are generally obscured.



Figure 6: Southern building existing conditions (Wangaratta Street)  
(Source: Officer image, taken 18/02/2020)



Figure 7: Southern building existing conditions (Botherambo Street)  
(Source: Officer image, taken 18/02/2020)

Title Documents

- 44. The two titles submitted with the application do not show any covenants, restrictions or easements.

Surrounding Land

- 45. The site sits north of Swan Street, a Major Activity Centre containing a wide range of retail, entertainment, dining and service offerings. To the south of Swan Street is the Cremorne area containing an emerging employment centre focused primarily on office but also containing a number of light industrial and warehouse uses. The MCG, AAMI Park and Rod Laver Arena, sports and entertainment precinct is located on the west side of Hoddle Street. The Melbourne CBD is located 2 kilometres north-west.
- 46. The Bridge Road and Church Street Activity Centres/retail precincts are also located to the north (700m) and east (450m) respectively. Both these and Swan Street contain tram lines, with other public transport options including Richmond Train Station and buses on Hoddle Street.
- 47. The area east and north-east are characterised by 1-2 storey detached and semi-detached dwellings being in the Heritage Overlay and subject to the Neighbourhood Residential Zone (two storey height limit). The Mixed Use zoned area to the west and north-west has seen warehouse conversions with additional built form constructed above original buildings, and contains a number of large sites that can accommodate more intensive development. The mix of zoning is demonstrated in Figure 8 and surrounding built form shown in Figure 9.

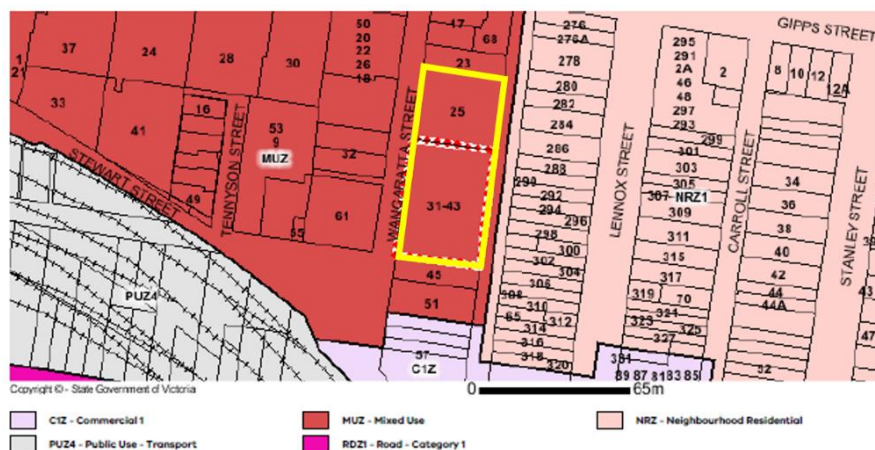


Figure 8: The subject site and surrounding land shown as MUZ, with NRZ to the east (Source: DELWP)

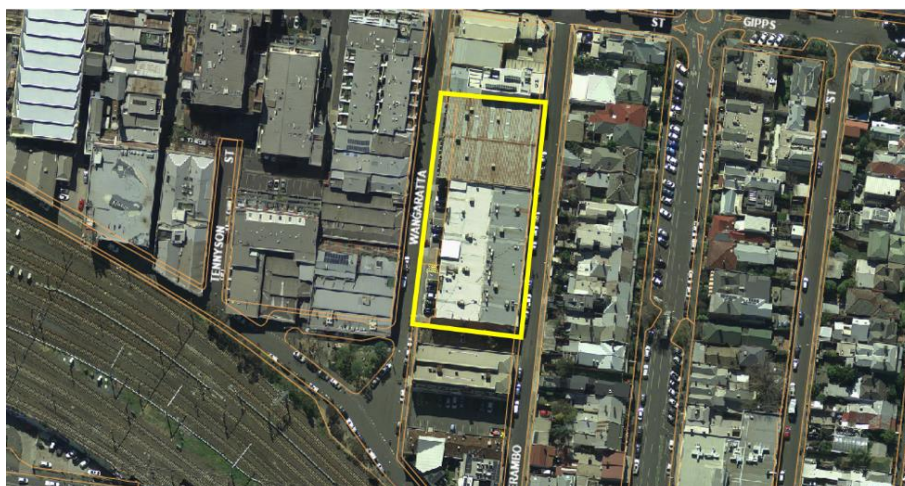


Figure 9: Aerial imagery of the subject site and surrounding built form (Source: City of Yarra GIS: Sept 2019)

48. The site's immediate interfaces are as follows:

*North*

49. To the north of the subject site, at No. 23 Wangaratta Street, is a three storey dwelling that has frontages to both Wangaratta Street and Botherambo Street. The dwelling is built to the common boundary at all floors, with the windows and light courts oriented to the north, with the exception of a third floor balcony located along the common boundary. A floor plan from a recent real estate listing is provided at Figure 10.

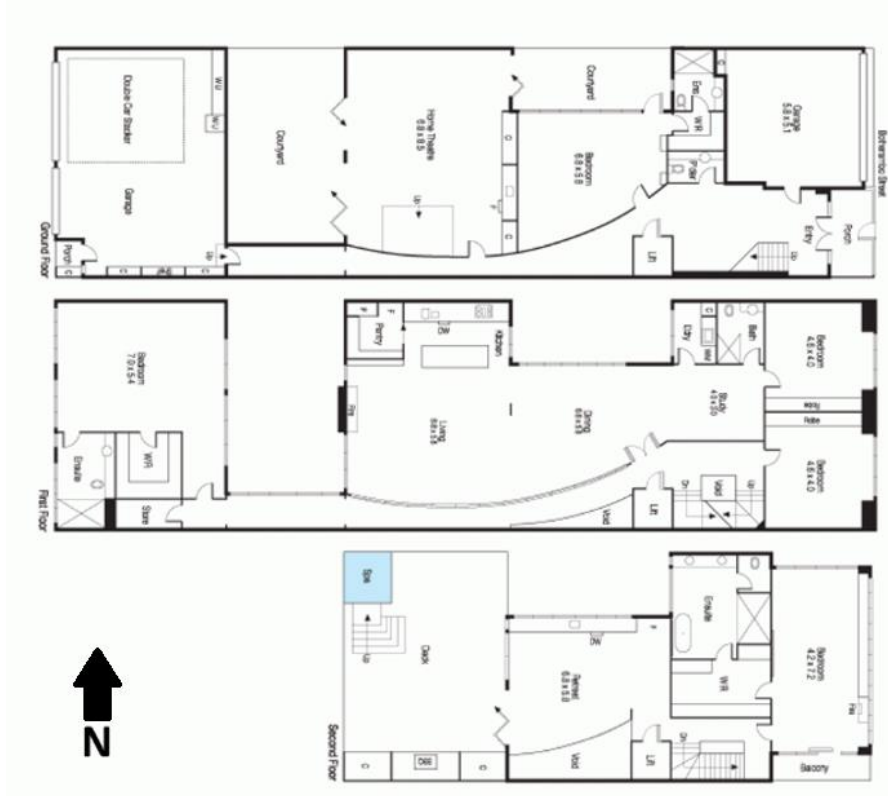


Figure 10: Floor plan of the adjoining dwelling at No. 23 Wangaratta Street  
(Source: <https://www.realestate.com.au/property/23-wangaratta-st-richmond-vic-3121>)

50. Planning Permit application PLN19/0780 concerns this property as well as No. 17 – 21 Wangaratta Street and No. 68 Tanner Street. The application seeks approval for the *demolition of the existing building to allow for the development of the land for the construction of an eight-storey building for use as office(s) and shop(s) and reduction in the associated car parking requirement of the Yarra Planning Scheme.*
51. The application recently finished advertising. The proposed development includes a three-storey streetwall along the three frontages of Wangaratta Street, Tanner Street and Botherambo Street. Above this podium, four further levels with setbacks of 3.4 metres from Wangaratta Street, 4.6 metres from Tanner Street and 5 metres from Botherambo Street are proposed. The topmost level adopts setbacks of 6.9 metres to Wangaratta Street, 13 metres from Tanner Street and 7.4 metres from Botherambo Street. The Wangaratta Street and Botherambo Street elevations are shown in Figure 11.





Figure 11: Wangaratta St and Botherambo St elevation of proposed development pursuant to PLN19/0780

South

- 52. The site to the south, at No. 45 Wangaratta Street, is currently under construction in accordance with Planning Permit PLN15/1260 which allows the use of the land for office, demolition and construction of a seven storey building containing offices and food and drink premises (café) above one basement level in the Mixed Use Zone and Heritage Overlay, reduction in the car parking requirements in clause 52.06.

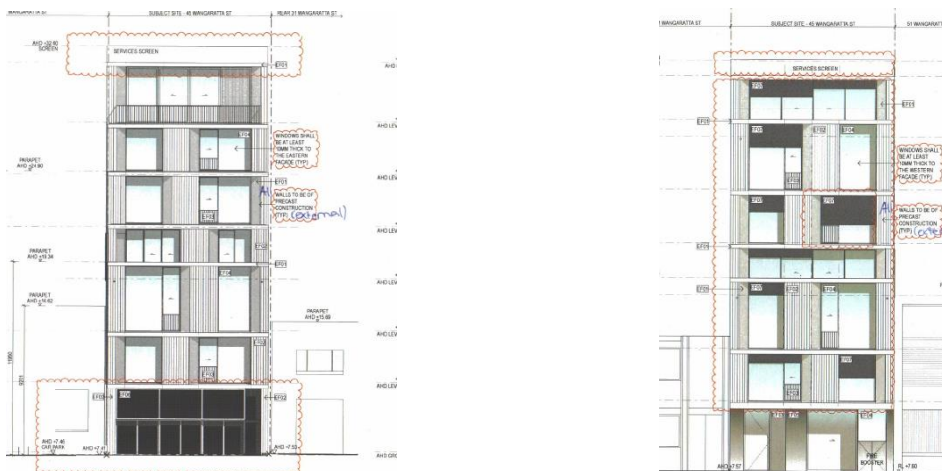


Figure 12: Wangaratta St and Botherambo St elevation of development under construction pursuant to Planning Permit PLN15/1260.

- 53. Further south of this site is two storey commercial building built to all boundaries. Further south is a car park associated with the Corner Hotel which itself is located at the corner of Swan, Botherambo and Stewart Streets.

East

- 54. To the east is Botherambo Street, a one-way (northbound) local road with parallel parking on the western side. On the east side of the street are dwellings generally fronting Lennox Street that are generally graded as ‘contributory’ to the Richmond Hill heritage precinct. The eastern side of Botherambo Street is proliferated by crossovers and high fencing / roller doors associated with rear vehicle access (Figure 13).



Figure 13: The eastern side of Botherambo Street  
(Source: Officer image, taken 18/02/2020)

- 55. Where opposite the subject site, most backyard areas are utilised as secluded private open space. Garage or substantial shed structures are present at No. 304 Lennox Street, No. 306 Lennox Street, and No. 282 Lennox Street. No. 284 Lennox Street presently has a double storey structure on the rear boundary with a first floor habitable space (as seen above in Figure 13).
- 56. No. 53 Botherambo Street is oriented to face Botherambo Street as a result of a recent subdivision and development (Figure 14). First floor windows and a first floor balcony are oriented to face Botherambo Street and as the floor plans from a recent real estate listing demonstrate, the more sensitive habitable rooms are located to the rear of the site and would not have a direct interface with the street (Figure 15). The first floor room that faces the street also enjoys an alternative light source from large north-facing windows.



Figure 14: No. 53 Botherambo Street  
(Source: Officer image, taken 18/02/2020)

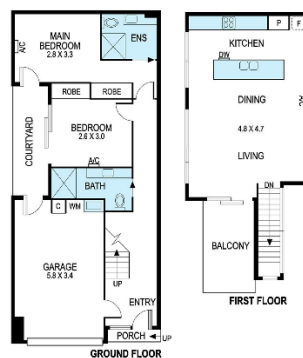


Figure 15: Floor plan of the dwelling known as No. 53 Botherambo Street  
(Source: <https://www.realestate.com.au/sold/property-house-vic-richmond-123922166>)

57. Other dwellings have been the subject of development to increase the floor area toward the rear and include upper level additions. As identified in Figure 16 in respect of No. 292 Lennox Street and No. 298 Lennox Street, these dwellings are typically screened at the first floor to avoid views into the neighbouring secluded private open space areas.



Figure 16: No. 292 Lennox Street and No. 298 Lennox Street  
(Source: Officer image, taken 18/02/2020)

### West

58. To the west is Wangaratta Street, a two-way local road with parallel parking on the western side inline with the southern allotment. The street is proliferated by crossovers and is narrow, approximately 10 metres in width including the footpaths.
59. To the south-west is a triangular Council 'pocket park' located between Stewart and Wangaratta Streets and a car parking area on its northern side. The park contains seating as well as a number of small and medium sized trees. To the north of the park is a mixed use commercial and residential area between Stewart Street and Tanner Street.
60. On the west side of the street is a mixture of commercial and residential uses between Stewart Street and Tanner Street which contain a number of converted factory buildings, as follows:
- No. 61 Stewart Street, to the north of the park, is a double-storey commercial building graded as 'individually significant' to the Richmond Hill heritage precinct. No other buildings within Wangaratta Street are of heritage significance, apart from the Corner Hotel located further south (No. 57 Swan Street).
  - No. 32 Wangaratta Street is a two-storey saw-tooth commercial building, which is constructed to all title boundaries and used by a textile merchant.
  - No. 30 Wangaratta Street is three-storey converted warehouse with fourth level additions, utilised for both commercial and residential purposes.
  - No. 28 Wangaratta Street has recently been converted into townhouses and developed with an additional two storeys. The dwellings are oriented to face both Wangaratta Street to the east and Tennyson Street to the west.
61. The built form is hard edged with 2-3 storey street walls, face brick exteriors and industrial detailing (Figure 17).



Figure 17: The western side of Wangaratta Street  
(Source: Officer image, taken 18/02/2020)

62. Stewart Street runs east-west from Punt Road/Hoddle Street and provides access to the Richmond Train Station. The elevated railway reserve is also located south-west of the site with a two storey equivalent concrete wall and some tree and shrub planting.

## Planning Scheme Provisions

### Zoning

#### *Mixed Use Zone (MUZ)*

63. The purposes of this zone are:
- (a) *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
  - (b) *To provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality.*
  - (c) *To provide for housing at higher densities.*
  - (d) *To encourage development that responds to the existing or preferred neighbourhood character of the area.*
  - (e) *To facilitate the use, development and redevelopment of land in accordance with the objectives specified in a schedule to this zone.*
64. The use of the site for an office requires a planning permit under clause 32.04-2 because the total leasable floor area exceeds 250sqm.
65. The use of the site for a food and drinks premises does not require a permit because the total leasable floor area does not exceed 150sqm.
66. Pursuant to clause 32.04-8 a permit is required to construct a building or construct or carry out works for a use in section 2 of clause 32.04-2.

### Overlays

#### *Heritage Overlay (HO332 – Richmond Hill Precinct, Richmond)*

67. Under clause 43.01-1 of the Scheme, a planning permit is required to demolish or remove a building, 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)*
68. The buildings on the subject site are located within Schedule 332 and identified as 'not-contributory' to this precinct as outlined in the incorporated document.

#### *Environmental Audit Overlay*

69. Pursuant to Clause 45.03-1 of the Scheme, the following requirements apply:
- 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.*
70. The use of the site for offices and food and drinks premises are not sensitive uses and so the requirements of this overlay are not relevant to the application.

Particular Provisions*Clause 52.06 – Car parking*

71. Clause 52.06-1 requires that a new use must not commence or the floor area of an existing use must not be increased until the required car spaces have been provided on the land.
72. Pursuant to Clause 52.06-3 a permit is required to reduce the number of car parking spaces required under this clause.
73. Pursuant to Clause 52.06-5, Column B of Table 1 applies if any part of the land is identified as being within the Principal Public Transport Network Area as shown on the *Principal Public Transport Network Area Maps* (State Government of Victoria, August 2018). The subject site is shown as being within the Principal Public Transport Network Area and therefore Column B applies.
74. Before a requirement for car parking is reduced, the applicant must satisfy the Responsible Authority that the provision of car parking is justified having regard to the decision guidelines at clause 52.06-6 of the Scheme.

Proposed Use	Size	Statutory Parking Rate	No. of Spaces Required	No. of Spaces Allocated
Office	10,744 sqm	3 spaces to each 100m <sup>2</sup> of net floor area	322	140
Food and Drink	115 sqm	3.5 spaces per 100 m <sup>2</sup> of leasable floor area	4	1

75. A total of 141 car spaces are proposed on site, therefore the application seeks a reduction of 185 car spaces.

*Clause 52.34 – Bicycle Facilities*

76. Pursuant to clause 52.34, a new use must not commence until the required bicycle facilities and associated signage has been provided on the land. The purpose of the policy is to encourage cycling as a mode of transport and to provide secure, accessible and convenient bicycle parking spaces
77. Under the provisions of Clause 52.34-3 of the Scheme, the development's bicycle parking requirements are as follows:

Proposed Use	Quantity/ Size	Statutory Parking Rate	No. of Spaces Required	No. of Spaces Allocated
Office (other than specified in the table)	10,744 sqm	1 employee space to each 300 sqm of net floor area if the net floor area exceeds 1000 sqm	36 employee spaces	130 employee spaces
		1 visitor space to each 1000 sqm of net floor area if the net floor area exceeds 1000 sqm	11 visitor spaces.	30 visitor spaces
Retail premises (other than specified in this table)	115 sqm	1 employee space to each 300 sqm of leasable floor area	0 employee spaces	
		1 visitor space to each 500 sqm of leasable floor area	0 visitor spaces	
<b>Bicycle Parking Spaces Total</b>			<b>36 employee spaces</b>	<b>130 employee spaces</b>
			<b>11 visitor spaces</b>	<b>30 visitor spaces</b>
Showers / Change rooms	1 to the first 5 employee spaces and 1 to each additional 10 employee spaces		4 showers / change rooms	12 showers / change rooms

78. The development proposes a total of 94 additional employee spaces and 19 additional visitor spaces above the statutory requirements of the planning scheme. A total 210 lockers are also proposed.
79. Clause 52.34-4 provides design standard for bicycle spaces and signage.

### General Provisions

#### *Clause 65 – Decision Guidelines*

80. The decision guidelines outlined at Clause 65 of the Scheme are relevant to all applications. Because a permit can be granted does not imply that a permit should or will be granted. Before deciding on an application, the Responsible Authority must consider a number of matters. Amongst other things, the Responsible Authority must consider the relevant Municipal Planning Strategy and the Planning Policy Framework., as well as the purpose of the zone, overlay or any other provision. An assessment of the application against the relevant sections of the Scheme is offered in further in this report.

#### *Clause 66.02 – Use and Development Referrals*

81. In accordance with Clause 66.02-11 of the Yarra Planning Scheme, an application to construct a building or to construct or carry out works for an office development comprising 10,000sqm or more of leasable floor area must be referred to the Head, Transport for Victoria. The Head, Transport for Victoria, is a determining referral authority for this application.

### Planning Policy Framework (PPF)

82. Relevant clauses are as follows:

*Clause 11.02 (Managing Growth)*

*Clause 11.02-1S (Supply of Urban Land)*

83. 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)*

84. 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 (Noise)*

*Clause 13.05-1S (Noise abatement)*

85. The relevant objective of this clause is:

- (a) *To assist the control of noise effects on sensitive land uses.*

86. Noise abatement issues are measured against relevant State Environmental Protection Policy (SEPP) and other Environmental Protection Authority (EPA) regulations.

*Clause 13.07 (Amenity and Safety)*

*Clause 13.07-1S (Land use compatibility)*

87. 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 (Built Environment and Heritage)*

*Clause 15.01-1S (Urban design)*

88. 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 15.01-1R (Urban design - Metropolitan Melbourne)*

89. The objective is:

- (a) *To create distinctive and liveable city with quality design and amenity.*

*Clause 15.01-2S (Building design)*

90. 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.*

91. Relevant strategies of this clause are:

- (a) *Require a comprehensive site analysis as the starting point of the design process.*
- (b) *Ensure the site analysis provides the basis for the consideration of height, scale and massing of new development.*
- (c) *Ensure development responds and contributes to the strategic and cultural context of its location.*
- (d) *Minimise the detrimental impact of development on neighbouring properties, the public realm and the natural environment.*
- (e) *Ensure the form, scale, and appearance of development enhances the function and amenity of the public realm.*
- (f) *Ensure buildings and their interface with the public realm support personal safety, perceptions of safety and property security.*
- (g) *Ensure development is designed to protect and enhance valued landmarks, views and vistas.*
- (h) *Ensure development provides safe access and egress for pedestrians, cyclists and vehicles.*
- (i) *Ensure development provides landscaping that responds to its site context, enhances the built form and creates safe and attractive spaces.*

92. This clause also states that planning must consider as relevant:

- (a) *Urban Design Guidelines for Victoria (Department of Environment, Land, Water and Planning, 2017).*

*Clause 15.01-4S (Healthy neighbourhoods)*

93. 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)*

94. 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)*

95. 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)*

96. 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*

97. The objective of this clause is:

- (a) *To ensure the conservation of places of heritage significance.*

98. 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 17.01 – (Employment)**Clause 17.01-1S – (Diversified economy)*

99. The objective of this clause is:

- (a) *To strengthen and diversify the economy.*

100. The relevant strategies of this clause are:

- (a) *Protect and strengthen existing and planned employment areas and plan for new employment areas.*
- (b) *Facilitate growth in a range of employment sectors, including health, education, retail, tourism, knowledge industries and professional and technical services based on the emerging and existing strengths of each region.*
- (c) *Improve access to jobs closer to where people live.*

*Clause 17.02 – (Commercial)**Clause 17.02-1S – (Business)*

101. The relevant objective of this clause is:

- (a) *To encourage development that meets the communities' needs for retail, entertainment, office and other commercial services.*

102. The relevant strategies of this clause is:

- (a) *Plan for an adequate supply of commercial land in appropriate locations.*
- (b) *Ensure commercial facilities are aggregated and provide net community benefit in relation to their viability, accessibility and efficient use of infrastructure.*
- (c) *Locate commercial facilities in existing or planned activity centres.*

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

103. The objective of this clause is:

- (a) *To create a safe and sustainable transport system by integrating land use and transport.*

104. Relevant strategies to achieve this objective include:

- (a) *Develop transport networks to support employment corridors that allow circumferential and radial movements.*
- (b) *Plan urban development to make jobs and community services more accessible by (as relevant):*
  - (i) *Ensuring access is provided to developments in accordance with forecast demand, taking advantage of all available modes of transport and to minimise adverse impacts on existing transport networks and the amenity of surrounding areas.*
  - (ii) *Coordinating improvements to public transport, walking and cycling networks with the ongoing development and redevelopment of urban areas.*
  - (iii) *Requiring integrated transport plans to be prepared for all new major residential, commercial and industrial developments.*
- (c) *Integrate public transport services and infrastructure into new development.*

*Clause 18.02 (Movement Networks)**Clause 18.02-1S – (Sustainable personal transport)*

105. The relevant objectives of this clause is:

- (a) *To promote the use of sustainable personal transport.*

106. Relevant strategies of this policy are:

- (a) *Encourage the use of walking and cycling by creating environments that are safe and attractive.*
- (b) *Develop high quality pedestrian environments that are accessible to footpath-bound vehicles such as wheelchairs, prams and scooters.*
- (c) *Ensure cycling routes and infrastructure are constructed early in new developments.*
- (d) *Provide direct and connected pedestrian and bicycle infrastructure to and between key destinations including activity centres, public transport interchanges, employment areas, urban renewal precincts and major attractions.*
- (e) *Ensure cycling infrastructure (on-road bicycle lanes and off-road bicycle paths) is planned to provide the most direct route practical and to separate cyclists from other road users, particularly motor vehicles.*
- (f) *Require the provision of adequate bicycle parking and related facilities to meet demand at education, recreation, transport, shopping and community facilities and other major attractions when issuing planning approvals.*
- (g) *Provide improved facilities, particularly storage, for cyclists at public transport interchanges, rail stations and major attractions.*
- (h) *Ensure provision of bicycle end-of-trip facilities in commercial buildings*

*Clause 18.02-1R – (Sustainable personal transport- Metropolitan Melbourne)*

107. Strategies of this policy are:

- (a) *Improve local travel options for walking and cycling to support 20 minute neighbourhoods.*
- (b) *Develop local cycling networks and new cycling facilities that support the development of 20-minute neighbourhoods and that link to and complement the metropolitan-wide network of bicycle routes - the Principal Bicycle Network*

*Clause 18.02-2S (Public Transport)*

108. 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)*

109. 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)*

110. The objective of this clause is:

- (a) *To ensure an adequate supply of car parking that is appropriately designed and located.*

111. 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)

112. The relevant policies in the Municipal Strategic Statement can be described as follows:

*Municipal Strategic Statement (MSS)*

113. Relevant clauses are as follows:

*Clause 21.04-2 (Activity Centres)*

114. The relevant objectives of this clause are:

- (a) *To maintain the long term viability of activity centres.*

115. Relevant strategies to achieve this objective include:

- (a) *Strategy 5.2 - Support land use change and development that contributes to the adaptation, redevelopment and economic growth of existing activity centres.*
- (b) *Strategy 5.3 - Discourage uses at street level in activity centres which create dead frontages during the day.*

*Clause 21.04-3 (Industry, office and commercial)*

116. The objective of this clause is:

- (a) *To increase the number and diversity of local employment opportunities.*

*Clause 21.05-1 Heritage*

117. 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.

118. 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*
- (vii) *Strategy 14.9 Apply the landmarks and Tall Structures Policy at clause 22.03*

*Clause 21.05-2 – (Urban design)*

119. 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 19 To create an inner city environment with landscaped beauty;*
- (e) *Objective 20 - To ensure that new development contributes positively to Yarra's urban fabric;*
- (f) *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.*

*Clause 21.05-4 (Public environment)*

120. The relevant objective and strategies of this clause are:

- (a) *Objective 28 - To provide a public environment that encourages community interaction and activity:*
  - (i) *Strategy 28.1 - Encourage universal access to all new public spaces and buildings*
  - (ii) *Strategy 28.2 - Ensure that buildings have a human scale at street level.*
  - (iii) *Strategy 28.3 - Require buildings and public spaces to provide a safe and attractive public environment.*
  - (iv) *Strategy 28.5 - Require new development to make a clear distinction between public and private spaces.*
  - (v) *Strategy 28.8 - Encourage public art in new development.*

*Clause 21.06 – (Transport)*

121. This policy recognises that Yarra needs to reduce car dependence by promoting walking, cycling and public transport use as viable and preferable alternatives.

122. Parking availability is important for many people, however in Yarra unrestricted car use and parking is neither practical nor achievable. Car parking will be managed to optimise its use and to encourage sustainable transport options.

123. Relevant objectives and strategies of this clause are as follows:

- (a) *Objective 30 – To provide safe and convenient pedestrian and bicycle environments.*
  - (i) *Strategy 30.2 – Minimise vehicle crossovers on street frontages.*
  - (ii) *Strategy 30.3 – Use rear laneway access to reduce vehicle crossovers.*
- (b) *Objective 31 – To facilitate public transport usage.*
- (c) *Objective 32 – To reduce the reliance on the private motor car.*
- (d) *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 – Ecologically sustainable development*

124. The relevant objectives and strategies of this clause are:

- (a) *Objective 34 – To promote ecologically sustainable development.*
  - (i) *Strategy 34.1 – Encourage new development to incorporate environmentally sustainable design measures in the areas of energy and water efficiency, greenhouse gas emissions, passive solar design, natural ventilation, stormwater reduction and management, solar access, orientation and layout of development, building materials and waste minimisation.*

*Clause 21.08-2 Neighbourhoods (Central Richmond)*

125. Relevant land use strategies are as follows:

- (a) *Improve the built form of:*
  - (i) *land adjacent to Punt Road.*
  - (ii) *land around Richmond Station.*

126. 'Figure 23 Neighbourhood Map' of this clause shows the site to be located adjacent to the Swan Street Major Activity Centre.

Relevant Local Policies

*Clause 22.02 Development Guidelines for Sites Subject to the Heritage Overlay*

127. 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 22.03 – Landmarks and Tall Structures*

128. This policy applies to all development. Whilst the site is not within proximity to an identified sign or landmark within the policy, the following is relevant: *Ensure the profile and silhouette of new tall structures adds to the interest of Yarra's urban form and skyline.*

*Clause 22.05 – Interfaces Uses Policy*

129. This policy applies to all development and use applications and aims to reduce conflict between commercial, industrial and residential activities. The policy acknowledges that the mix of land uses and development that typifies inner city areas can result in conflict at the interface between uses.

130. It is policy that:

- (a) *New non-residential use and development within Business and Mixed Use and Industrial Zones are designed to minimise noise and visual amenity impacts upon nearby, existing residential properties.*

131. Decision guidelines at clause 22.05-6 include:

- (a) *Before deciding on an application for non-residential development, Council will consider as appropriate:*
  - (i) *The extent to which the proposed buildings or uses may cause overlooking, overshadowing, noise, fumes and air emissions, light spillage, waste management and other operational disturbances that may cause unreasonable detriment to the residential amenity of nearby residential properties.*
  - (ii) *Whether the buildings or uses are designed or incorporate appropriate measures to minimise the impact of unreasonable overlooking, overshadowing, noise, fumes and air emissions, light spillage, waste management and other operational disturbances on nearby residential properties.*

*Clause 22.16 Stormwater Management (Water Sensitive Urban Design)*

132. Clause 22.16-3 requires the use of measures to “*improve the quality and reduce the flow of water discharge to waterways*”, manage the flow of litter from the site in stormwater and encourage green roofs, walls and facades in buildings where practicable.

*Clause 22.17 – Environmentally Sustainable Design*

133. 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.

Other Documents*Swan Street Structure Plan*

134. The Swan Street Structure Plan was adopted by Council at its meeting on 17 December 2013 and is relevant to the site. The Swan Street Structure Plan aims to manage this growth within the Swan Street activity centre and the surrounding area.
135. The subject site is within the Richmond Station Precinct, with the document recommending a height of 5 – 6 storeys and acknowledging that a transition in scale to the low-rise residential dwellings to the east is required. Whilst adopted, the structure plan has not progressed to the formal amendment stage and has limited statutory weight.

*Plan Melbourne*

136. The plan outlines the vision for Melbourne’s growth to the year 2050. It seeks to define what kind of city Melbourne will be and identifies the infrastructure, services and major projects which need to be put in place to underpin the city’s growth. It is a blueprint for Melbourne’s future prosperity, liveability and sustainability.
137. The Richmond - Swan Street area is identified as a Major Activity Centre. The Flinders Station to Richmond Station Corridor is also identified as a Major urban renewal precinct the report stipulating *Major urban renewal precincts will play an important role in accommodating future housing and employment growth and making better use of existing infrastructure.*

*Amendment C191 – Swan Street Major Activity Centre*

138. Yarra City Council is proposing to apply new planning controls to the Swan Street Major Activity Centre, via Amendment C191 and the implementation of a Design and Development Overlay, to help manage future development, protect heritage and support employment in the area.
139. The amendment was on public exhibition for six weeks during February and March 2019. Since then, the amendment has proceeded to a Panel Hearing. The Panel Hearing commenced on 2 December 2019. On 5 December 2019 the Panel Hearing was adjourned and will continue on Monday 27 July 2020. The hearing is expected to run for three weeks.
140. The subject site is not included within the proposed Design and Development Overlay, falling just outside of Precinct 2 (Swan Street Retail Centre) as shown in Figure 18. The overlay supports a discretionary 27 metre (8 storey) height limit for the site known as No. 57 - 61 Swan Street (the Corner Hotel and car park to the north) and bordered by Swan Street, Wangaratta Street and Botherambo Street.

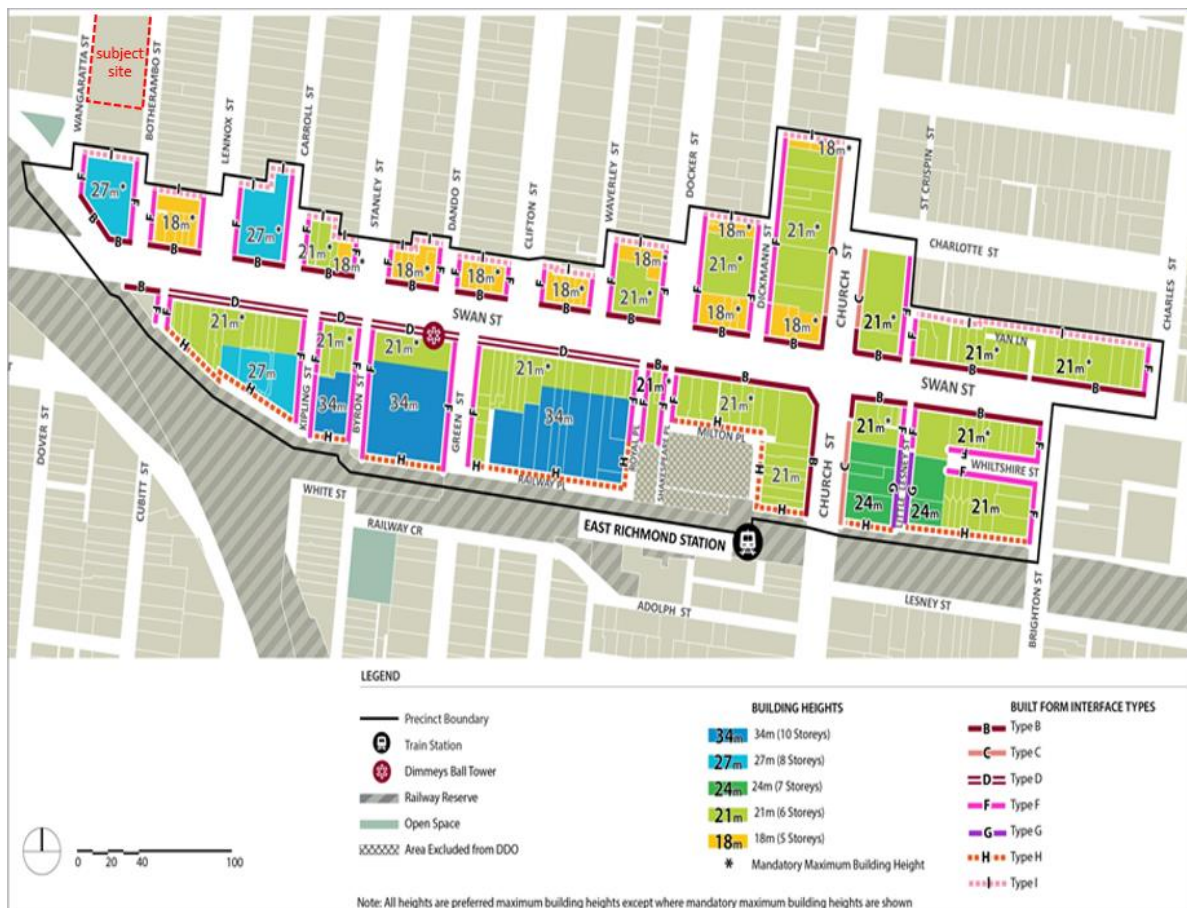


Figure 18: Proposed 'Precinct 2' controls, with subject site highlighted to the north

## Advertising

141. The application was advertised under the provisions of Section 52 of the *Planning and Environment Act (1987)* by 1,154 letters sent to surrounding owners and occupiers and by signs displayed on the Wangaratta and Botherambo site frontages. Council received 203 objections (164 pro-forma), the grounds of which are summarised as follows:

- (a) Heritage and Design
  - (i) Design, size, height and mass of the development is inconsistent with the existing neighbourhood character; and
  - (ii) Development not in keeping with historic low-scale precinct.
- (b) Use and Off-Site Amenity Impacts
  - (i) Amenity impacts to neighbouring residential properties (overlooking, lack of privacy, noise, lack of sunlight, loss of views, waste collection, impact to solar panels);
  - (ii) The volume of the office space and associated workers is too large;
  - (iii) The use of the outdoor terraces will result in excessive noise to residential areas;
  - (iv) Location of the vehicle entrance is not appropriate;
  - (v) Unrestricted hours of operation result in significant noise, light and traffic disturbance to residential properties;
  - (vi) The development will block views of Richmond Hill;
  - (vii) Concern the proposed laneway will foster anti-social behaviours and create an unsafe space during the night;
  - (viii) Shadowing of the Stewart Street park; and
  - (ix) Proposed wind impacts to the street.
- (c) Traffic and Car Parking
  - (i) Too many car parks provided on-site, additional traffic cannot be supported within local road network; and



- (ii) Not enough car parks provided on-site, the on-street car parking is already at capacity and cannot cater to overflow from development.
- (d) Other
  - (i) Development should not go ahead to ensure the current tenants can remain;
  - (ii) Area already experiences a large number of people passing through (e.g. sporting events);
  - (iii) Quality of air will be reduced during construction as well as further pressure on car parking;
  - (iv) Objection to the number of apartments proposed;
  - (v) The proposed development may overload existing infrastructure services; and
  - (vi) The development does not adhere to the protection and conservation of places of Aboriginal cultural heritage significance.

142. Due to the volume of objections received, it was determined at the Development Assessment Panel on 11 December 2019 that a consultation meeting would not be held as there could be no resolution of any issue. A Planning Information Session was held during the advertising period on 31 October 2019, where residents had access to planning officers and the permit applicant. The planning officer overseeing the application has been available via phone and email to residents wishing to discuss the matter further, with several residents making contact.

## Referrals

### External Referrals

143. The application was referred to the following authorities:

- (a) Head, Transport for Victoria
  - (i) The Head, Transport for Victoria advised that they had no objection to the proposal on 16 December 2019.

### Internal Referrals

144. The application was referred to the following units within Council:

- (a) Open Space Unit;
- (b) Streetscapes and Natural Values Unit;
- (c) Urban Design Unit (public realm only);
- (d) Engineering Unit;
- (e) Strategic Transport Unit;
- (f) City Works Unit;
- (g) Heritage Advisor; and
- (h) ESD Advisor.

### External Consultants

- (i) Urban Design (Hansen Architects);
- (j) Acoustics (SLR Consulting); and
- (k) Wind (MEL Consultants).

145. Referral comments have been included as attachments to this report.

## OFFICER ASSESSMENT

146. The primary considerations for this application are as follows:

- (a) Strategic justification;
- (b) Use;
- (c) Built form, Heritage and Urban Design;
- (d) On-site amenity;
- (e) Off-site amenity;
- (f) Car parking, traffic and access; and
- (g) Objector concerns.

### Strategic Justification

147. The proposal satisfies the various land use and development objectives within the PPF, 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.
148. The MUZ objectives readily encourage commercial uses and higher built form, subject to individual site constraints. State and local policies encourage the concentration of development in and around activity centres and intensifying development on sites well connected to public transport.
149. At a State level, the metropolitan planning strategy *Plan Melbourne* seeks to create 20-minute neighbourhoods, where people can access most of their everyday needs (including employment) within a 20-minute walk, cycle or via public transport. These neighbourhoods must be safe, accessible and well connected for pedestrians and cyclists.
150. The site fulfils this criteria, with tram routes along Swan Street, Church Street and Bridge Road, bus routes along Hoddle Street and the Richmond Train Station a 3 minute walk to the west. The proposal includes a total of 160 on-site bicycle spaces, including 30 visitor bike spaces, 6 E-bicycle space, bike repair workshop and end-of-trip facilities thereby encouraging the use of alternative modes of transport to and from the site rather than encouraging the reliance on motor vehicles. This is encouraged by clauses 18.02 – Movement Networks; 21.06-3 – The Road System and Parking; and 21.03 – Vision of the Scheme.
151. Furthermore, *Plan Melbourne* identifies the Richmond-Swan Street area as a Major Activity Centre. The Flinders Station to Richmond Station Corridor is identified as a Major Urban Renewal Precinct with the report stipulating these precincts will play an important role in making better use of existing infrastructure and accommodating future employment growth.
152. The application proposes the construction of a seven and eight storey connected office building on land which is currently underutilised in an area that can accommodate greater built form. Furthermore whilst not identified as a strategic redevelopment site, the site has many of the attributes of one, including the overall size of the site due to the consolidation of allotments, proximity to significant public transport corridors and services within the Swan Street Major Activity Centre.
153. The proposal includes a considerable contribution to the public realm through the provision of a public east-west link (345sqm in area) and a setback at the ground floor resulting in an increased footpath width of at least 2.5m along Wangaratta Street where currently there are no footpaths. A condition can require these works to be completed to the satisfaction of the Responsible Authority and with all works to be at the permit holder's expense.

154. The site is located in an area suitable for redevelopment, with a proposed built form that generally includes some elements of diverse pattern of urban form in the neighbourhood, creates a new built form character and would result in no unreasonable off-site amenity impacts particularly due to the dual street frontages and separation from residences.
155. Having regard to the above, the proposed further development of the site for a greater provision of floor area for office is considered to have strategic planning support, however regard must be had to the appropriate scale of the proposal, based on the individual context and constraints of the land. This aspect of the development will be discussed below.

### Use

156. The office use within the development requires planning permission pursuant to the requirements of the Mixed Use Zone. Clause 22.05 (*Interface Uses Policy*) requires new non-residential use and development within Mixed Use Zones to be designed to minimise noise and visual amenity impacts upon nearby, existing residential properties.
157. The use of the site predominantly as an office building is supported by the Planning Policy Framework and the objectives of the zone, as outlined previously, and promotes urban consolidation within proximity to an activity centre that is well serviced by existing infrastructure and services.
158. The submitted plans note the office floor area as being 'commercial tenancies'. To ensure that the use operates as 'office' in accordance with what has been proposed, a condition will be included to ensure this notation is changed to 'office'. Furthermore, the reference to a 'showroom' along Wangaratta Street will be required to be deleted via condition to ensure that the area operates in accordance with the written submission, as an informal lobby area. The use of the land as a showroom would require a planning permit. This has not been applied for and therefore cannot be assessed. If alternative land uses are proposed within this space the relevant permissions can be applied for at a later date, if required.
159. The proposed office use is largely considered to generate minimal off-site amenity impacts, given the surrounding context and is unlikely to cause unreasonable noise, odour, visual or other impacts to adjacent land. However this will be discussed later in the report.

### *24 hour operation of office and staff numbers*

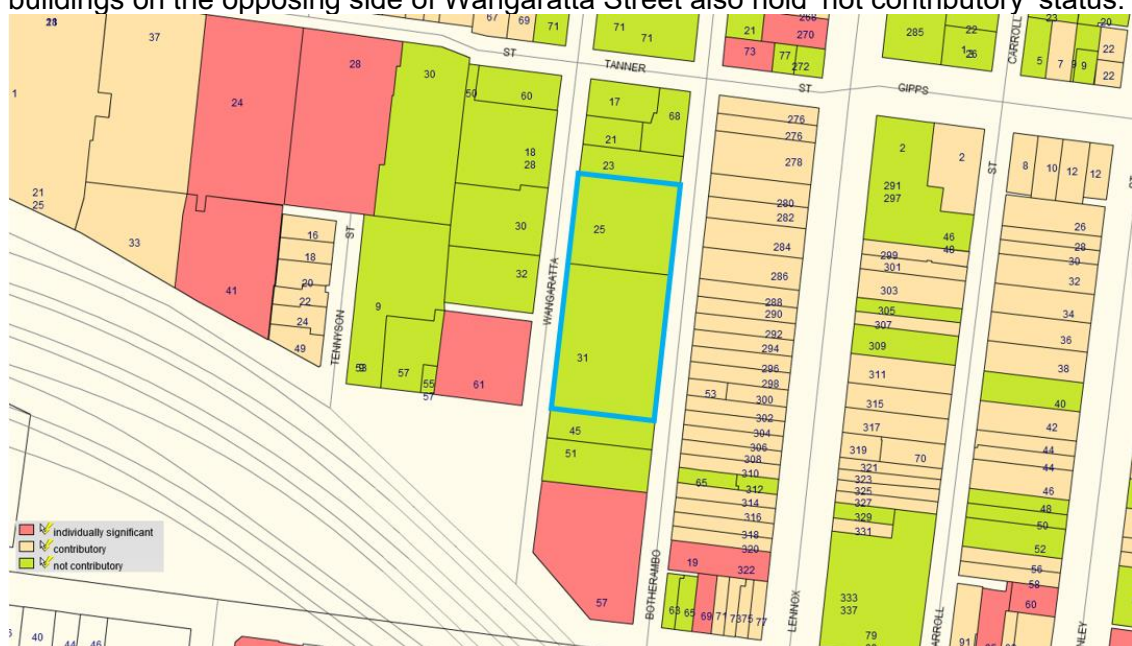
160. The applicant has not included staff numbers for the office as part of the application material, advising that the occupant numbers would be limited by building regulations (1 worker per 10sqm of office area). This would equate to approximately 1,074 staff and is considered acceptable for a proposal of this size and scale. This will not form a condition as it is likely the total area available would be reduced once internal fit-outs are undertaken and the recommended setbacks, discussed further in the report, are taken into consideration. In addition, it is not the number of staff that causes amenity impacts it is the hours of operation, noise and car parking, all of which will be considered within this report.
161. The applicant did not want to limit the hours of operation of the building, indicating workers may need to stay late/come to work early/at weekends from time to time, in order to meet deadlines or in conjunction with flexible working arrangements. While it is not unusual that some staff may need to stay late from time to time, if supported this would allow future occupants the option to operate the building at full capacity 24 hours per day and at weekends.

162. This potential 24 hour/weekend operation is particularly a concern given that the site is located within a MUZ, where it is anticipated future residential growth can be accommodated at higher densities. More importantly, the existing context is one with a large proportion of residences, both on the opposing side of Botherambo Street in a low density neighbourhood residential zone, as well as the opposite side of Wangaratta Street in the medium density MUZ.
163. With existing residential properties in such close proximity, it is considered they would be unreasonably disturbed by large numbers of staff attending the office at night and weekends when residents spend most time at home with higher expectations for amenity. Of particular concern was light spill from the building overnight and its impact on these nearby residential properties.
164. There is limited guidance in the Scheme as to what appropriate opening hours are in the MUZ. The Acoustic report submitted with the application identifies that the development is not expected to operate during the night time. For this reason, it is recommended that the use be permitted to operate only between the hours of 7.00am to 10.00pm on weekdays, this will align with the Acoustic report that identifies no night time operation would occur. The closing time at 10pm during the week would also be in line with sleep disturbance criteria used to assess uses impacts.
165. Furthermore, clause 22.01 (*Discretionary Uses in a Residential 1 Zone*) stipulates that permit required uses in a Residential 1 zone (e.g. Neighbourhood and General Residential Zones) should have hours of operation limited to 8am to 8pm. In light of these hours being supported by the Scheme in a purely residential area and that the proposed uses are located in a MUZ where commercial uses are explicitly encouraged, it is reasonable to permit the uses to operate for a maximum of one hour more in the morning from 7am and two hours later in the evening until 10pm during the weekdays.
166. In relation to the weekend operation, Council officers considered it would be appropriate to support a more limited operation to prevent activity at the site very early in the morning and late in the evening when residents are likely to be home. Given the proximity of the site to the Swan Street MAC, it is considered that the subject site is not located in an area where there would be low daytime activity on the weekend.
167. As such, guidance is drawn from the above mentioned clause 22.01 (*Discretionary Uses in a Residential 1 Zone*). As identified, the policy stipulates that permit required uses in a residential zone should have hours of operation limited to 8am to 8pm. Whilst this policy does not apply to the subject site given it is located within the MUZ, these hours are the maximum hours acceptable in a purely residential area for all days of the week. Therefore, these hours are considered applicable to weekend hours for the subject site, where it is acknowledged weekends are to be afforded a greater level of sensitivity due to community expectations.
168. Individual office tenants have the ability to apply to Council for evening hours (if necessary) giving officers the ability to carry out a full assessment of the impacts of these extended hours in light of the particular operational needs and likely off-site amenity impacts of that particular office use. Subject to the conditions described above, overall the proposed staff numbers and hours of operation are considered to appropriately balance the need to protect the amenity of residents with the operational needs of the office use.
169. A condition will also limit delivery hours to Council's standard delivery times to ensure deliveries are undertaken at appropriate times (7am to 10pm). This will also ensure that adequate hours are provided for cleaning of the office buildings, as the delivery times during the week will align with those during the weekday when regular cleaning after typical office hours is undertaken.

170. 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*) and Clause 22.02 (*Development Guidelines for Sites subject to the Heritage Overlay*).
171. All of the provisions and guidelines support development that responds to the existing or preferred neighbourhood character. Particular regard must be given to the acceptability of the design in terms of height and massing, street setbacks and relationship to nearby buildings.

*Heritage (demolition and new works)*

172. Prior to ascertaining if the proposed building is acceptable, one must consider if the demolition and works to the existing building satisfy Council's policy. The two buildings are graded as being 'not-contributory' within the Richmond Hill heritage precinct (HO332). Council's heritage advisor has confirmed that the full demolition of the buildings is acceptable on this basis. The removal of 'not-contributory' buildings would not detrimentally impact the significant of the wider area and is acceptable.
173. In regards to the proposed new works, the construction of the two connected office buildings of eight and seven storeys, the relevant objectives of clause 22.02-4 are '*to preserve the scale and pattern of streetscapes in heritage places*' and '*to ensure that additions and new works to a heritage place respect the significant of the place.*' Furthermore, Council's local policy contains guidance for sites that benefit from a dual frontage, to ensure that recognition of all adjoining forms and character is afforded.
174. Clause 15.03-1 includes strategies to encourage appropriate development that respects places with identified heritage values, creates a worthy legacy for future generations, and ensures an appropriate setting and context for heritage places is maintained and enhanced. Clause 43.01 includes the purpose to ensure that development does not adversely affect the significance of heritage places.
175. In terms of the immediately surrounding heritage context, the following is noted:
- (a) As demonstrated in Figure 19 the majority of the surrounding buildings within the MUZ, including the directly adjoining northern and southern allotments, are also considered to be 'not contributory' to the heritage precinct. Furthermore, the majority of the buildings on the opposing side of Wangaratta Street also hold 'not contributory' status.



*Figure 19: Map demonstrating the heritage grading's of the subject site and surrounding properties*

- (b) The building to the south-west at No. 61 Stewart Street is graded 'individually significant'. This is a commercial building built to the boundaries with art deco style features at the parapet. It is some 2-3 storeys in height with large windows facing the street. The Corner Hotel building to the south is graded 'individually significant' also.
  - (c) The dwellings fronting Lennox Street are generally graded 'contributory,' however it is noted that primarily new dwellings or backyards interface with the opposing side of Botherambo Street.
176. In regards to the proposed built form and massing of the two connected buildings, Council's Heritage Advisor explicitly states that there are no heritage concerns with the height, scale and bulk of the proposed development, commenting that the design has thoughtfully picked up on industrial characteristics of the area whilst clearly identifying itself as a modernist building.
177. Council's Heritage Advisor provides a critical review of the proposed materiality, concerned that the use of the 'FB2 – warm palette' battens may not stand the test of time. This is considered to be a comment on the material longevity and durability, rather than a critical review of heritage concerns. So far as the dominant materials and colours are concerned the Heritage Advisor raises no issues.
178. The final comment of Council's Heritage Advisor requesting a landscaping plan be incorporated has already been addressed by the permit applicant. A landscape plan was submitted with the application and will be discussed later in this assessment.
179. Given the 'not-contributory' grading of the building and adjoining sites, the overall height and setbacks will have little direct impact on the heritage significance of the surrounding area. The separation distances from heritage buildings and places of significance provide a non-sensitive immediate context.
180. Notwithstanding this, the buildings to the west have already been modified to include additional levels. The proposed podium height reflects the prevailing two-three storey existing streetwall heights that are associated with the more robust industrial and commercial style buildings within the MUZ. The proposed street wall as a result does not overwhelm the closest building of significance, No. 61 Stewart Street, but rather reinforces the hard street edge. The upper levels are substantially set back to ensure that the podium is the dominant form within the street.
181. As it relates to the lower density dwellings to the east, the development includes substantial setbacks from Botherambo Street to scale down to the lower heritage forms noting that the significant fabric generally faces Lennox Street and not Botherambo Street.
182. The design of the building referencing the industrial heritage of the site whilst utilising modern materials results in a design that will fit comfortably in the street, contribute to the emerging modern design and will not detract from heritage buildings in the surrounds.

*Height, scale and massing of the development*

183. The proposed southern building will extend to a maximum height of eight storeys at its peak which equates to approximately 32 metres, with the lift core extending 870mm above. The proposed northern building will extend to a maximum height of 28.77 metres, inclusive of all roof plant. The proposed building will be taller than immediately adjoining sites, however there are other taller buildings in the nearby vicinity such as the immediately adjoining site to the south (seven storeys) and the site at No. 33 – 35 Stewart Street (eight storeys).

184. Furthermore, a current planning application for an eight storey mixed-use building is currently under assessment with Council for the neighbouring site to the north. This statement is not intended to foreshadow any decision regarding this site but merely outlines that this area is currently experiencing a degree of change. Each proposal must be assessed based on its merits, each site and design is different and requires individual assessment.
185. With a maximum height of eight storeys and predominant height of seven storeys, the proposal is in-line with the emerging character of the area, which in the absence of a precinct specific overlay control, is further guided by the MUZ and direction for higher density forms.
186. The issue of development which is higher than abutting built form was discussed in the 2012 'Red Dot' Tribunal decision, *Pace Developments v Port Phillip CC* (includes Summary) (Red Dot) [2012] VCAT 1277:

*[58] We accept that the building will be taller and will be seen, but the notion of respectful development does not mean that new buildings must replicate that which exists nor does it imply that they will not result in change. As we have noted, change must be contemplated in an area where growth is encouraged by the MSS and chance to improve, or perhaps in this case repair, the urban environment.*

187. Considering the street's proximity to the Swan Street MAC, convenient access to Richmond train station, tram and bus routes and the acceptability of the site for renewal from a heritage perspective, it would be a reasonable expectation that this site and others within this row of warehouses would experience further intensification in use and development. While the area has been subject to substantial redevelopment, it continues to present a hard edge character to the street with rectilinear forms and robust materials. There is no doubt that its current use as double storey commercial buildings is an underutilisation of land in an inner city location.
188. In terms of more specific interfaces, the proposed works are an improvement on the existing streetscape through the demolition of older warehouses which do not activate the Wangaratta Street frontage and removal of the large expanses of crossovers along Wangaratta Street for the construction of two modern buildings with various uses and extensive landscaping. The proposal is also including a significant public realm improvement of a mid-block link between Botherambo and Wangaratta Streets and widened footpaths along Wangaratta Street.
189. It is important to acknowledge that the subject site is noted within the SSSP as having a preferred 5 to 6 storey overall height. Whilst it is an adopted document, it can only be given very limited weight as it has not progressed to a planning scheme amendment. This has been repeatedly stated by the Tribunal in numerous decisions, one of which being *Shaw and Wangaratta Street Pty Ltd v Yarra CC* [2017] VCAT 758:

*[20] Parties also made reference to the Swan Street Structure Plan adopted by Council in 2013 but not yet incorporated into the Planning Scheme, either as a specific Design and Development Overlay or as an incorporated document. The Structure Plan has suggested heights of 5-6 storeys (19 metres) on the eastern side of Wangaratta Street and 7-10 Storeys (30 metres) on the western side.*

*[21] I agree with Council and Mr McGurn that I should give little weight to the Structure Plan given it has not been incorporated into the Planning Scheme in some form. I therefore agree with the Tribunal's comments in 429 Swan Street Pty Ltd v Yarra CC [2016] VCAT 370 that:*

*[21] I should give limited weight to the adopted Structure Plan, particularly its site-specific provisions. Ultimately my assessment needs to be based on the particular circumstances of the existing, and likely future, physical context.*

*[22] On balance, I consider there is strong policy support for more intensive built form on the review site. Although local policy is suggesting heights of 5 to 6 storeys in activity centres and strategic redevelopment sites, that cannot be used as a defacto height control and needs to be considered along with site context and all other relevant State and local policies.*

190. It has been seven years since the SSSP was adopted and has not progressed to a Planning Scheme amendment. Many developments have been approved and constructed which exceed the heights proposed within it.
191. The current design and development controls as presented within Amendment C191 for the Swan Street Activity Centre provide a more up to date reflection of development expectations within the area. Whilst this control will not be applicable to the subject site, it is acknowledged that the controls recommend a height of 27 metres (8 storeys) for No. 57 - 61 Swan Street. This site is significantly smaller than the subject site and is also listed as 'individually significant' to the Richmond Hill Precinct. The subject site therefore whilst located to the north of the Swan Street MAC, can be expected to develop in line with this expectation given the large site area and lack of heritage encumbrance.
192. With regard to policy direction under the Scheme, clause 21.05 – *Urban Design* contains Objective 17: *to retain Yarra's identity as a low-rise urban form with pockets of higher development.*

(a) Strategy 17.2 reads as follows:

*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:*

- (i) Significant upper level setbacks*
- (ii) Architectural design excellence*
- (iii) Best practice environmental sustainability objectives in design and construction*
- (iv) High quality restoration and adaptive re-use of heritage buildings*
- (v) Positive contribution to the enhancement of the public domain*
- (vi) Provision of affordable housing*

193. Given the size of the subject site and strategic location in proximity to public transport and other amenities, it is considered that this site is akin to a strategic redevelopment site. In regards to (ii), (iii) and (v), these items are all considered to have been met and will be discussed later in the report. Items (iv) and (vi) are not relevant, given that the buildings on site are not of heritage significance and this is a commercial proposal.
194. It is clear that the proposed height in this location is acceptable, given the approved seven storey development under construction immediately to the south as well as approved eight storey buildings in the area. However, the transition of the building mass and whether the development provides significant, and appropriate, upper level setbacks is key to its acceptability within this specific context. Given the size and length of the subject site to the street, the separation of the mass into two distinct buildings is a welcomed design initiative.
195. Both the northern and southern buildings adopt a three-storey street wall to both streets with an overall height of 13.3 metres. It is acknowledged that the neighbouring building under construction to the south adopts a streetwall height of 11.5 metres. It is considered that the step up in height between this development and the subject site will be appropriately managed through the materiality utilised.



196. The southern building proposes a 1.22 metre high fine steel balustrade above the concrete 12.1 metre high podium. The solid podium elements of the proposed development will generally align with the podium of the neighbouring development to the south, and where stepping up in height the permeable fine steel balustrading will provide a lightweight treatment to differentiate robust podium forms from the marginally taller element. This will also provide a transition to the northern building that adopts a solid 13.3 metre high podium that is further separated by the 7.7 metre wide laneway.
197. Furthermore, the proposed podium heights were supported by Council's external Urban Designers, who stated that the three-storey street wall is appropriate particularly considering that the proposal provides generous floor-to-ceiling heights which is sought after within new commercial buildings to ensure adequate daylight and adaptive reuse of buildings. Above the podium, the two buildings propose significantly different design and massing profiles, and as such will be discussed separately.

#### *Southern building*

198. The southern building is proposed to be the tallest of the two, this building is also significantly narrower and represents approximately 25% of the overall interface with Wangaratta Street and Botherambo Street.
199. Above the podium, the proposed adopts a minimum setback of 3 metres (Level 03-07) to Wangaratta Street and 4.7 metres (Level 03-04) and 12.35 metres (Level 05-07) to Botherambo Street. In respect of the upper level setbacks, Council's external Urban Designer recommended the following:

#### *Wangaratta Street*

- (a) *To balance the outcome of increased street wall height (above 10m prescribed by the Structure Plan), an increase in upper level setback (up to 7m) at the upper 2 levels (6 and 7) is recommended. This will also alleviate overshadowing impacts to Stewart Street Reserve and marginally assist in minimising overshadowing of western Wangaratta Street footpath from 10am at the equinox. In review of shadow diagrams prepared by the architect, the proposed building will cast shadow to 47% of the reserve at 10am.*

#### *Botherambo Street*

- (b) *Botherambo Street (NRZ) frontage: The southern building has adopted a more generous setbacks to its residential interfaces. Above the street wall, upper levels to the south are setback between 4.6m (levels 3 and 4) and 12.25m (levels 5 and 6). The building envelope has clearly attempted to locate most of its 'height' along its western interface and present a predominantly 3-storey profile to its residential interface.*
- (c) *Whilst we are generally supportive of the 'grouping' of upper level setbacks to avoid an overtly stepped building profile, an increase upper level setbacks to 5.5m for levels 3 and 4 and a setback to 15m for the uppermost level (level 7) is required to ensure levels above level 4 are not readily visible from Botherambo Street. Furthermore, an increase to upper level setbacks will also reduce the visual exposure of upper levels from private open space (particularly roof top open spaces).*
200. In regards to the Wangaratta Street interface, there is merit in setting back the upper two storeys to ensure that there is greater balance between the upper five levels and the streetwall. However, it is considered that the suggested 7 metres is not warranted as this would impact the stairwell and result in a complete redesign (currently setback 5.188 metres). It is recommended that an additional setback of 1.93 metres (a 5.188 metre setback) to these two levels is appropriate.

This will ensure that the uppermost levels are setback to align with the stair core and will ensure that the stair core does not become a dominant feature of the design, but rather an anchor point at the boundary interface. In addition, it will be setback behind the approved seven storey built form to the immediate south and views to the upper levels will be concealed from the southern approach.

201. As identified earlier, the Wangaratta Street interface is robust and can accommodate greater built form. The conditional setback will provide a separation between the lower levels as intended by the recommendation of the external Urban Designer. Overshadowing to the public realm will be discussed later in the report.
202. In regards to the Botherambo Street interface it is considered that the recommendations of the external Urban Designer be incorporated as conditions, requiring Levels 03 and 04 be setback 5.5 metres (currently 4.7 metres) and 15 metres for Level 07 (currently 12.25 metres). This will ensure that visual bulk impacts to the more sensitive interface with land zoned neighbourhood residential is ameliorated.
203. As identified by Council's external Urban Designer, the proposed taller building along the southern boundary is considered appropriate and responds to the expected higher development scaling up toward Swan Street. As a result, it is considered that the overall height is successfully managed to each interface.

#### *Northern building*

204. The proposal has sited its lower scale building on the northern portion of the building. The frontage with Wangaratta Street and Botherambo Street represents approximately 65% of the total site frontage.
205. Above the podium, the proposed adopts a minimum setback of 3.7 metres (Level 03) and 3 metres (Levels 04-05) and 9.96 metres (Level 06) to Wangaratta Street. To Botherambo Street, upper level setbacks of 7.1 metres (Level 03), 6.4 metres (Levels 04 and 05) and 10.25 metres (Level 06). In respect of the upper level setbacks, Council's external Urban Designer recommended the following:

#### *Wangaratta Street*

- (a) *Wangaratta Street: consistent with the design objectives of the structure plan, we are generally comfortable with the setback response to this public interface, which has ensured the street wall remains as the predominant built element. The setbacks applied to upper levels has ensured only 2 levels are perceived above the street wall from the opposite side of the street (levels 4 and 5). The 12m setback applied levels (6 and 7 ensures the uppermost levels will be largely concealed within streetscape views.*

#### *Botherambo Street*

- (b) *Botherambo Street: above the street wall, upper levels are setback between 6.4m (levels 3-5) and 10.3m (level 6). As applied to the southern building, positioning of height toward the western interface, presents a predominantly 3-storey profile to the east, with 2 setbacks above the street wall. We recommend a minor increase in setbacks at levels 3-5 (up to 8m) to reduce the visual exposure of built form above the street wall, while maintaining the simplistic massing approach (as opposed presenting a highly stepped form). While level 5 will be visible from rear private open space it is positioned over 17m to the rear of residential boundaries and presents a lightweight and dynamic façade (as opposed to a single plane of reflective glazing). We note however a diminishing effect of the 'sculpted' façade effect given the narrower profile across the eastern elevation. We would recommend the variation in the sculpted floor plate to be larger, commensurate with those found along the Wangaratta Street façade. This will assist to further reduce the breadth of the 'typical' façade effect when viewed from further east.*

*Downward overlooking to private open spaces opposite Botherambo Street will also need to be resolved in detailed design to ensure the design integrity is not diminished. It would also be advantageous, if the architect could demonstrate in 3d illustration how the building will be perceived from several residential lots, particularly those which do not have a garage structure on the western boundary.*

206. The northern building achieves a balance between the podium and upper levels, with the topmost level including the sawtooth roof form well setback from the lower levels. Given the robust nature of development on the opposing side of Wangaratta Street the proposed setbacks are considered appropriate. With regard to the Botherambo Street setbacks, it is considered that the recommendations of the external Urban Designer be incorporated as conditions. This includes the enlargement of the two indentations within the eastern elevation (Levels 03-05) and the setback of these levels to 8 metres (from 6.4 metres).
207. In respect of the Urban Design consultants request for 3D illustrations from secluded private open space areas, it is considered that adequate information has been provided to enable an assessment. It is considered that the 8 metre minimum setback of Levels 03-05 will provide adequate separation from the residential properties on the eastern side of Botherambo Street.
208. As identified by Council's external Urban Designer, the proposed height of the northern building is considered appropriate, with the saw tooth roof profile assisting in establishing visual interest by providing a balance between vertical and horizontal forms. As a result, it is considered that the overall height is successfully managed to each interface, with particular regard to the conditions recommended to increase the setbacks of Levels 03-05 from Botherambo Street.

#### *Architectural Quality*

209. The development is considered to be of high architectural quality and in that regard responds to the design objectives of clause 15.01-2S of the Scheme. The contemporary design is appropriate and responds well to this part of Richmond with the design offering a modern built form that revitalises the street frontage through generously sized openings, upper level communal areas and the provision of several building entrances along both street frontages.
210. The larger portion of the development (northern) presents itself as a modern interpretation of a warehouse through the use of glazed bricks and adopting a sawtooth roof form. Whilst the main building is afforded with double the street exposure of the southern building, this building adopts a lower height with greater street setbacks to break down the appearance of the larger building. Building indentations at the upper levels are also utilised to further break down the mass of the some 40 metres of street interface.
211. Council's external Urban Design consultant was supportive of the overall architectural quality of the development and made the following statements:
- (a) *The architectural language of the proposed development made a strong reference to its industrial context through its robust podium expression, sawtooth roof profile and tactile material palette, which present as a positive contribution in a precinct that is undergoing urban renewal. The architectural interpretation of its industrial context has successfully been reflected in its façade design and materiality, as prominently exhibited in the northern building. The proportions of window openings across the podium replicate those found opposite the site. Further, the adoption of coloured glazed brick and tile cladding across the podium also references the materiality of existing buildings in the precinct.*

- (b) *Within the upper levels, the coloured glazed concrete battens provide visual interest across the broad frontage as well as provide necessary shading to internal spaces. This detail is further expressed vertically along the building entry to Wangaratta Street. This building is also complemented by the integration of landscaping to terraces comprising low shrub planting and small canopy trees in asymmetrical carvings, adding visual interest along the upper level façade. Given the lack of streetscape vegetation in the precinct, we consider this a positive contribution and one which will improve the amenity of the area.*
- (c) *The southern building offers a more minimalist expression aided by a restrained material palette. This building appears as a pavilion-like structure with large floor to ceiling window openings framed by textured off-form concrete construction. Lightweight, powder-coated batten balustrades frame the terraces with upper levels comprising a double height void accommodating a new canopy tree visible from surrounding streetscapes. Importantly, the architectural distinction between the 2 buildings (north and south) enhances its streetscape diversity.*
212. The proposed design is considered overall to be of a high architectural standard, offering a modern built form that revitalises both street interfaces. The design response is such that it provides articulation and a frontage to Wangaratta Street and to the proposed laneway. Whilst the buildings are oriented to address Wangaratta Street it is considered that the eastern ground floor interface still provides an adequate level of activation through the provision of the café and end-of-trip facilities fronting this street.
213. Whilst a double width vehicle crossover is proposed to service the car park entry and exit and a single crossover is proposed to service the loading bay, the proposal still maintains a high degree and transparency at the ground floor between the street and the café, smaller bike parking/repair workshop and larger bike parking area.
214. This is supported by Council's external Urban Designer, who comments that solid walling is only applied to 20% of the site's interface with Botherambo Street. They have also commended the relegation of the back-of-house services to Botherambo Street which allows streetscape improvements to Wangaratta Street, such as the increased width of the footpath and removal of all vehicle crossovers.
215. It is considered that a façade strategy and materials and finishes schedule be submitted to demonstrate:
- (a) elevations at a scale of 1:20 illustrating typical podium details, entries and doors, and utilities and typical mid-level and tower facade details;
  - (b) section drawings to demonstrate façade systems, including fixing details and joints between materials or changes in form;
  - (c) information about how the façade will be maintained, including any vegetation; and
  - (d) a sample board and coloured drawings outlining colours, materials and finishes specifying the following:
    - (i) details of the proposed permeability of the brick screens and perforated metal used within the northern building;
    - (ii) clarification of the proposed masonry colours on the materials legend;
216. This will ensure that the materials to be utilised for the development are reviewed prior to construction to ensure they are of a high architectural quality in accordance with the plans submitted to date.

*Landmarks, Views and Vistas*

217. It is policy at clause 15.01-2S of the Scheme that important landmarks, views and vistas be protected or enhanced. The impact on long range views and vistas are only relevant where they form part of an identified character of an area (within planning policy) and typically apply to landscapes or natural features. This is not the case here and city views are considered opportunistic, not a key feature of the area.
218. The proposed development does not compete with any identified landmarks given its location and is considered to be an acceptable response to the local policy direction under clause 22.03-4 of the Scheme.

*Light, Shade and Public Realm*

219. Planning policy encourages 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 site presently contributes little to the street, having few windows, large areas of blank walls, minimal street level activation and proliferation of car parking and crossovers.
220. Council's internal Urban Design Unit is supportive of the proposed ground floor interface, requesting a number of conditions in regards to the revised pavement treatments. These can easily be included as conditions. Concern was raised with the position of the building entrances with the facades where they protrude creating corners that may result in 'litter traps.' It is therefore recommended a condition be included for these entrances to be integrated with the ground floor façade.
221. In response to concerns raised with overshadowing to the Stewart Street park, the applicant supplied further shadow diagrams on 5 February 2020. These had been further revised to correct the total area of the park (from 502sqm to 520sqm) and more accurately plot the extent of the park. The revised shadow diagrams show that the park will be substantially shadowed by the proposed development at 9AM (shadowing increased from 49% to 94%) with the shadows clearing significantly by 10AM (shadowing increased from 16% to 43%) with all additional shadows cleared by 11AM.
222. The overshadowing of the park is considered acceptable given the following:
- (a) the impact will be limited to two hours during the morning after which time the area would receive full sunlight for the remainder of the day;
  - (b) the impact after 9am reduces to a strip along the eastern side, providing a large area with direct sunlight (approximately 132sqm of 520sqm);
  - (c) The overshadowing would not affect the seating area on the western side of Stewart Street which is opposite the main park area and also provides an open space for the community to utilise; and
  - (d) Users of a small park in an inner-city location surrounded by land designated for increased development should not reasonably expect unconstrained access to direct sunlight during all hours of the day.
223. Similarly, the overshadowing to the opposing side of Wangaratta Street is considered acceptable as this clears by 10:30am, shadowing this footpath for a short period of time within the morning. For the opposing side of Botherambo Street, the footpath is overshadowed from 2pm onwards and again is limited to a short period of time in the afternoon.
224. Finally, objective 2.10 of the DSE Guidelines seeks to ensure that new buildings do not create adverse wind effects including for pedestrians. The applicants supplied a wind impact assessment with the proposal which outlined two areas of concern:
- (a) An increased column width to 800mm (the first entrance to the southern building when accessed from the public laneway from Wangaratta Street) is required to ensure recommended standing criterion at this location (location 28).

- (b) The Level 2 east-facing terrace of the 'link' did not meet the required wind speeds for walking criterion (location 36). The report identified that the landscaping would ensure that the walking criterion is met.
225. The wind report has been peer reviewed externally, the wind consultants raised no concerns with the proposed methodology or findings of the report prepared by the applicant.
226. The first item is easily addressed via condition. In response to landscaping concerns raised by Council's internal Urban Design Unit a landscaping plan has been produced showing the provision of a planter box and tree within the location of this entrance. The applicant has advised that the provision of this tree and planter box would address the concerns that required the provision of the increased column width. In light of this, it is considered that a more flexible condition than a column width increase is used as it is clear that this concern can be addressed via different ways. However, the criterion must be met as set out in the wind assessment.
227. With regard to the first and second item, it is considered that vegetation is not an appropriate wind mitigation measure due to the possibility of vegetation failing, being removed or not growing to anticipated sizes. This will form a condition with an additional condition requiring the second item to be addressed to achieve walking criterion.
228. Subject to conditions it is considered that wind is adequately assessed and will ensure the development would not generate safety concerns for the pedestrian wind environment.

#### *Site Coverage*

229. Whilst not strictly applicable, it is acknowledged that the level of site coverage proposed is well above the maximum of 80 percent as directed by clause 22.10-3.6 that applies to new development not within a Heritage Overlay. However as the existing level of site coverage in the surrounding (and immediate) area and within zoning that encourages higher density development (MUZ, Commercial 1 Zone) is similar, it is acceptable. Commercial buildings in this precinct traditionally have high levels of site coverage with this characteristic being evident throughout Richmond.

#### *Landscape architecture*

230. Landscaping is not a typical feature of commercial buildings in Richmond, the proposal includes a degree of visible landscaping in the form of planter boxes along the edges of terraces and the 'link' between the two buildings. Notable features include:
- (a) A feature landscaped planter within the public laneway opposite the main entrance to the northern building consisting of understorey planting and a feature Port Jackson Fig tree to extend three storeys in height.
  - (b) Provision of a Compact White Crepe Myrtle at Level 02 and Level 04 on the 'link' between the two buildings.
  - (c) Substantial planting of the above podium terraces of Level 03 including the planting of several trees including Dwarf Weeping Wattles (35), Canary Islands Dragon Trees (21), Compact White Crepe Myrtles (7) and Common Olive Trees (3).
  - (d) At Level 05 the east-facing terrace of the southern building proposes to accommodate three Water Gum trees capable of reaching a height of 7 metres.
  - (e) At Level 06, planting is proposed to the west-facing terraces including the planting of several trees including Common Olive trees (4) and Compact White Crepe Myrtles (4). Landscaping is also proposed on the eastern side to the non-trafficable services area.
231. This is a significant improvement compared to existing conditions with the subject site where no landscaping is provided. A substantial number of trees are proposed throughout the design to ensure that adequate landscape perspective is provided through the provision of understorey plantings of shrubs, vines and creepers with upper canopy plantings.

232. Council's Open Space Unit reviewed the proposed landscaping plan submitted and advised that the proposed landscaping scheme, providing vertical green elements, will be beneficial to the amenity of the development and a positive greening measure for the area due to the tree planting and canopy cover proposed.

233. The Open Space Unit required further information in respect of the following:

- (a) Access to the Level 03 western terrace of the southern building appears to conflict with the proposed plantings. As shown in Figure 20 this appears to be the case, the proposed access doors open onto a 400mm high metal planter. This is an obvious conflict that can be addressed via condition.

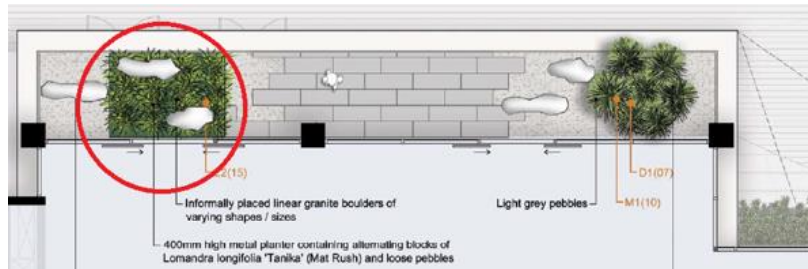


Figure 20: Area of concern as raised by Council's Open Space Unit

- (b) The proposed landscaping includes loose pebbles that may pose a risk if they were to be blown off the upper levels. Details of how upper level mulch/ground covers will be managed can be required to be provided within an updated landscape plan to ensure that there is no risk of these features blowing off in high wind events.
- (c) Details on how the Level 06 terrace on the eastern side of the building will be accessed for maintenance. This terrace is located adjacent to an outdoor area of the building that can be accessed for maintenance purposes. It is likely access would be gained from here, however, a maintenance schedule can form a condition to ensure details are provided.
- (d) The Open Space Unit queried whether any vertical planting will be incorporated into the sawtooth roof feature of the northern building. No vertical planting is proposed. It is considered that the extensive under and upper storey plantings as previously described and shown in Figure 21 would provide adequate greening of this level.

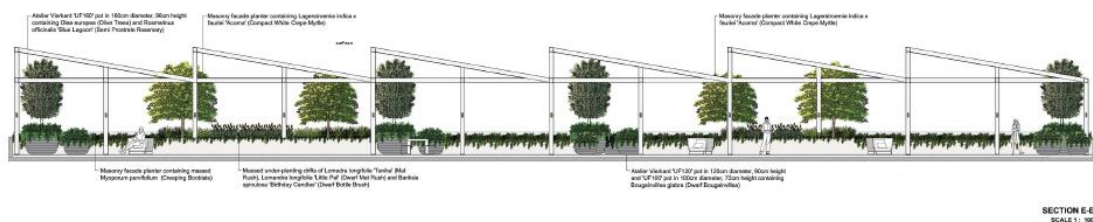


Figure 21: Elevation of the upper level plantings.

234. The Unit specifically required the following to be provided if a permit were issued:

- (a) A typical planter bed detail, including information on waterproofing, growing media, irrigation and mulch. Ensure any mulch specified on the higher levels will not be at risk of blowing away during high wind events.
- (b) Indicate depths of the masonry planters where they have not been specified on the current plans.
- (c) Details of custom furniture proposed, ensuring safety and compliance standards are met.
- (d) The specification of works to be undertaken prior to planting.
- (e) Maintenance schedules and notes, including how any plant failure will be managed.
- (f) Please ensure all plants proposed are not on the list of the DELWP *Advisory List of Environmental Weeds in Victoria*.

235. These items are all considered appropriate and typical of items that are formalised following permit issue and therefore it is recommended they form conditions. This will ensure that the design detail of the proposed landscape scheme is provided for a full review.
236. In regards to street trees, Council's Streetscapes and Natural Values Unit has requested a tree management plan and bond be provided in respect of the two existing street trees on the west side of Wangaratta Street. This is considered a typical requirement, ensuring that Council's existing street trees are maintained and protected during construction and should form conditions of permit.
237. Council's Urban Design Unit commented on the limited capability for additional street tree plantings within Wangaratta Street due to the narrow carriageway width and footpath. To ensure amenity is maximised to this street, the Urban Design Unit has recommended that additional tree planting within the subject site at the western end of the proposed laneway link should be provided. The applicant has reviewed this, advising that an additional Port Jackson Fig capable of reaching 3 storeys in height can be accommodated at the western end of the laneway, against the southern building (as shown on the landscape plan submitted 4 Feb 2020). The tree will be accommodated in a tree pit with a width of 5.4 metres x 3 metres. The addition of this tree will form a condition.
238. Whilst the Urban Design Unit recommended that two trees be implemented at the western edge of the laneway, one either side, it is considered that the provision of one against the southern building is appropriate. The provision of further planting on the northern side would restrict sight lines to the building entrance and it is considered this detriment would not outweigh the benefit additional canopy cover provides particularly as street trees are not characteristic in this pocket of commercial MUZ.
239. In respect of the Botherambo Street interface, Council's Urban Design Unit has commented that the carriageway adjacent to the subject site could accommodate five new street trees. The development of the land will coincide with street tree plantings proposed for the area to be implemented in 2021. Given the scale of works proposed, it is appropriate for the applicant to fund the cost of the additional five street trees adjacent to the development site on Botherambo Street (including tree sourcing, planting and two years of maintenance). This will form a condition. The applicant is agreeable to this.
240. Lastly, a condition will require a detailed design plan to be provided for the proposed pedestrian lane and this will include details of the proposed materials, landscaping, lighting and safety measures in support of 24-hour public access. This will ensure that concerns raised regarding safety and use of the laneway for undesirable activities is addressed.

### *Summary*

241. In summary and subject to conditions, the proposed development will adequately respond to its physical and policy context, striking a balance between surrounding heritage fabric, scale of surrounding building form (both existing and future having regard to policies to intensify development), whilst resulting in a transition down from taller built form to the west to lower 1-2 storey dwellings to the east. The architectural expression including use and composition of materials is an acceptable response to the heritage and non-heritage fabric in the area and will result in a visually interesting contribution to the area.

### On-site amenity

#### *Daylight and Ventilation*



242. The proposed development is considered to provide a good level of amenity and indoor environmental quality. Specifically, this is achieved through good access to daylight for the office space, with two street frontages in excess of 80 metres in width, and a site depth of approximately 36 metres. The development provides large expanses of glazing at all levels and the provision of terraces and courtyards throughout. Furthermore, the separation between the two buildings, in excess of 7 metres, provides further opportunities for daylight penetration within the floorplates.
243. The submitted Sustainable Management Plan submitted with the application indicates that a ventilation system designed to provide high volumes of outside air will be utilised. In addition to this, the provision of several terraces throughout the design provides operable elements to outside. Council's ESD Advisor raised no concern with the proposed daylight and ventilation to the proposed development.
244. In regards to equitable development, the two street frontages of Wangaratta Street and Botherambo Street are also enjoyed by both sites to the north and south, with the northern adjoining development site (inclusive of No. 17 – 21 Wangaratta Street and 68 Tanner Street) also fronted to Tanner Street.
245. The southern adjoining allotment has an approval for a seven-storey office building and as evidenced within the endorsed Sustainable Management Plan has achieved acceptable access to daylight. The northern adjoining development site has provided a Sustainable Management Plan for review, the report identifies that the project achieves at least a 2% daylight factor for 30% of regularly occupied primary areas, meeting the BESS Standards. However that will be assessed further as part of that application.

#### *Circulation Spaces*

246. The main pedestrian entrances from Wangaratta Street, as well as the proposed public laneway connection from Botherambo Street, provide access to the lift cores and stairwells of both building. The food and drinks premises also provides a defined street frontage to Botherambo Street and the proposed public lane. The main entrances are provided with adequate sightlines from Wangaratta Street so people can see both in and out when entering or leaving. The circulation spaces afford a good level of amenity to future building occupants.

#### *Facilities*

247. Communal facilities are provided at each level for the office tenants. Whilst kitchen facilities are not currently shown on the floor plan, it is considered that this will be designed in the detail design stage once the building becomes tenanted. Bicycle parking and end-of-trip facilities are also incorporated into the design on the ground floor with a direct interface to Botherambo Street. External terraces are provided for both buildings at varying levels. These features will further enhance the amenity of the development.

#### *Environmentally Sustainable Design (ESD)*

248. Policy at clauses 15.01-2S, 21.07, 22.16 and 22.17 of the Scheme encourage ecologically sustainable development, with regard to water and energy efficiency, building construction and ongoing management. Council's ESD Advisor confirmed that the proposal was close to meeting Council's Best Practice ESD standards.
249. Further, the redevelopment of the site located in an existing built-up area makes efficient use of existing infrastructure and services, and the proximity of the subject site to numerous public transport modes reduces reliance on private vehicles.
250. Council's ESD Advisor identified areas of deficiencies and outstanding information that needed to be provided. This was outlined within their referral comments as follows:

*ESD Deficiencies*

- (a) *The Application includes a Green Star pathway which shows that the development has the preliminary design potential to achieve a 5 star Green Star standard but is noticeably short on commitments and supporting details. Provide supporting information requested in (3) and/or details of Green Star project registration is required.*
- (b) *Recommend the use of CO monitoring to control car park fans.*
- (c) *Recommend a firm commitment to organics waste separation and collection and receptacles in the café and on all office levels.*

*Outstanding information*

- (d) *A preliminary energy modelling report is required comprising:
 
  - (i) *Façade properties of the building*
  - (ii) *DHW approach for the building*
  - (iii) *HVAC approach for the building**
- (e) *Information explaining the discrepancy between solar output in NREL (106MWh) and NABERS (75MWh)*
- (f) *Confirm extent of water metering proposed for the building.*
- (g) *A WSUD report required prior to construction satisfying site management and maintenance requirements of Clause 22.16*
- (h) *Information about nearest car share or consider on site car share provision*
- (i) *Provide a Green Travel Plan with performance targets and monitoring and reporting components included.*

251. It is considered that all items can be addressed by conditions as these items request further detailed analysis of the ESD measures with items such as the waste management and green travel plan already provided in other reports.

252. Furthermore, the applicant has confirmed that they are committed to achieving a Green Star 5 Star Rating. In terms of Green Star ratings, certification by an accredited professional is required for claiming a particular star rating. The accredited professional reviews environmental sustainability in management, indoor environment quality, energy, transport, water, materials, land use & ecology, emissions and innovation.

253. Council will be requiring its standard condition which requires an implementation report to confirm all measures specified in the Sustainability Management Plan have been implemented in accordance with the approved plan.

Off-site amenity

254. The relevant policy framework for amenity considerations is contained within clause 22.05 (Interface uses policy). As the site surrounds description identifies, there are dwellings located on the opposing sides of both Wangaratta Street (medium density) and Botherambo Street (low density). There is also an existing dwelling adjoining to the site to the north, however, it is noted that this site is earmarked for future redevelopment with a current application before Council.

255. The decision guidelines at Clause 22.05-6 specify that Council should consider (as appropriate);

- (a) *The extent to which the proposed buildings or uses may cause overlooking, overshadowing, noise, fumes and air emissions, light spillage, waste management and other operational disturbances that may cause unreasonable detriment to the residential amenity of nearby residential properties.*

*Noise*

256. Policy at Clause 22.05 of the Scheme seeks to ensure new commercial development is adequately managed having regard to its proximity to residential uses.

257. The proposal is unlikely to result in unacceptable noise emissions to the nearby residential properties given the majority of the building would be used for offices (subject to consideration of hours and sleep disturbance criteria). Due to the nature of the office use there will be minimal noise generated by pedestrian activity, with this activity largely limited to Wangaratta Street which is entirely located within the MUZ. The use also ensures that deliveries to the site will be conducted within the title boundaries in a dedicated loading zone and also within the hours specific by Council's Local Law.
258. The majority of the office space is enclosed and the use conducted indoors (with the exception of the outdoor terraces). The proposed food and drinks premises is located indoors, and does not require a planning permit to operate.
259. The applicant submitted an acoustic report which made the following key recommendations:
- (a) Deliveries will only occur during normal daytime hours (i.e. 0700 to 1800 hours, Monday to Friday, and 0700 to 1300 hours on Saturdays), and that no deliveries will occur outside this period.
  - (b) The waste compactor in the loading bay may only be used during 'daytime' hours only (i.e. 0700 to 1800 hours Monday to Friday and 0700 to 1300 hours on Saturdays). It must only be operated with the loading bay door closed.
  - (c) A review of the selected mechanism and details of the installation regarding the car park entrance door during the detailed design stage of the development.
  - (d) Background music only is proposed for the café (no permit required use) ensuring compliance with SEPP N-2.
  - (e) Use of the office terraces will occur during normal office hours and would be restricted to normal office activities, not including functions or events with either alcohol or music/PA systems being provided.
260. The report was peer reviewed by Council's acoustic consultant, SLR Consulting who confirmed that the report generally addresses the acoustic issues related to the proposal however they suggested the following matters be addressed further, with each of these being discussed individually:
- (a) *The report identifies that the terraces and offices will be utilised during normal office hours and does not address a 24/7 operation.*

As previously identified, 24/7 use of the site for office is considered to have an unreasonable impact on the surrounding area and therefore conditions will require the use to occur between 7AM and 10PM Monday to Friday, and 8AM to 8PM Saturday to Sunday. A condition can require the report to be updated to reflect this.

- (b) *Agreed. Given the size of this project and the proximity of existing dwellings, we recommend that a review of all acoustically significant mechanical plant be conducted during the detailed design phase of the project. This requirement could be included as a permit condition, or as a specific recommendation in the acoustic report. If 24 hour operation may occur, plant and equipment should be designed to ensure that the SEPP N-1 night noise limits are met.*

A condition will require a review of all acoustically significant mechanical plant, including the car park entrance door and loading bay door, prior to the occupation of the development.

- (c) *While we agree that a marginal exceedance of SEPP N-1 limits from occasional use of the loading bay during the day period is unlikely to be a critical compliance issue, we nevertheless note that SEPP N-1 limits are mandatory, and that if there is a risk of ongoing non-compliance, and/or of use of the facility being underestimated, it would be advisable to locate the loading bay in a less sensitive area (e.g. on the western side of the site). This would eliminate noise issues from its use.*

*It is also not clear that all practical measures for controlling noise from the loading bay have been implemented. The loading bay could, for example, be fitted with sound absorptive material to minimise reverberant buildup of noise.*

*The assumption that deliveries occur only during normal office hours should be provided as a recommendation in the report (e.g. in Section 10), particularly if the development is likely to operate during the evening and night periods.*

A condition will require the report to be updated to provide measures to achieve compliance with SEPP N-1 to the loading bay. As discussed above, a pre-occupational acoustic report will also ensure compliance has been achieved following the detailed design stage. A condition will also require the hours for deliveries to be provided as a recommendation and in accordance with the hours of operation as conditioned within this report as well as Council's local law.

- (d) *Given that some access to the carpark is likely at night it is recommended that the report be updated to include sleep disturbance targets for the door, and to provide an acoustic specification for achieving them (e.g. a decibel rating 1 m from any part of the door such that sleep disturbance levels will be met at the closest dwelling). Alternatively, the planning permit could require an assessment to sleep disturbance targets.*

*If extended hours of the use are likely, the carpark equipment will also need to comply with the more onerous SEPP N-1 night limits.*

Given that the use will operate during the evening period, it is recommended that the report be updated to include sleep disturbance targets for the door, and to provide an acoustic specification for achieving them.

- (e) *The indicative assessment provided is satisfactory for the assumed use by office staff during office hours. We assume that the evening assessment has been provided to address noise impacts during the early evening period only, given that daytime use of the facility is proposed. If this area was used for functions during the evening, we would expect higher voice sound power levels to be used.*

*If extended hours of operation are proposed, we would recommend that the terraces are not used during the night period.*

The applicants report identifies use of the office terraces will occur during normal office hours and would be restricted to normal office activities, not including functions or events with either alcohol or music/PA systems being provided. This can form a condition of permit. Furthermore, the restricted hours of operation proposed would ensure that the use is not operational within the night period being Monday – Sunday, 10pm to 7am. The applicant has identified noise management control recommendations can be provided to manage noise.

- (f) *The ground level railway noise measurements are more of a concern, as it seems unlikely that the measurement location had a line of sight to the railway. MDA may have this data obtained at ground level to predict rail noise to upper levels of the building, however this is not clear from the report.*

The applicant has advised that the report can be updated to clarify this.

- (g) *The acoustic rating for 6/12/6.38 double glazing, as specified for the ground floor multi-function room, is higher than SLR would expect. This, however, is not a critical issue on this project given the non-mandatory targets.*

The applicant has advised that the report can be updated to clarify this.

- (h) *Use of the external area in the ground floor café should, if they are proposed, be restricted to the daytime hours. This is consistent with MDA's requirement for café doors and windows to be kept closed in the evening.*

The café use does not require a planning permit, however the report prepared by Marshall Day would ensure that doors and windows to the café are closed if the use operated into the evening. Furthermore, the use would be obligated to comply with the State Environment Protection Policy – Control of Noise from Commerce, Industry and Trade (SEPP N-1) and the State Environment Protection Policy – Control of Music Noise from Public Premises (SEPP N-2). A condition will require the key recommendations of the Acoustic Report to be included as notations on the plans. The applicant has also indicated that the report will be updated to clarify the use of the café to ensure it is compliant.

261. In summary, the issues raised by SLR are generally with the proposed operation of the use 24/7. The restriction of the use so that it will not operate into the night time period will ensure many of the issues raised are addressed. Furthermore, as identified above, a number of additional requirements will form conditions to ensure that all exceedences are addressed.
262. The applicant has provided a response to the issues raised by SLR, indicating that all of the items raised that will form conditions can be addressed within a revised report.
263. In light of the requirement for waste collection to be contained on-site, the report is to be updated to reflect this also. Subject to conditions, it is considered that noise can appropriately be addressed via conditions and the restrictions of the office hours to not occur over the night time period.

*Fumes and air emissions, light spillage*

264. The majority of the office space is enclosed and the use conducted indoors (with the exception of the outdoor terraces). The proposed use is not considered to result in unreasonable air emissions, with light spill from the upper level offices limited due to the nature of the use that is anticipated to be regulated to 7am to 10pm weekdays and 8am to 8pm on weekends. There would be no fumes associated with the office use.

*Visual bulk and overlooking*

265. In regards to visual bulk to the neighbouring dwelling to the north, it is considered that the design of the dwelling itself has ensured that primary views from habitable rooms are oriented to an internal courtyard or to either Wangaratta Street or Botherambo Street. Whilst the dwelling has a roof terrace at Level 03 the terrace has incorporated structures along the common boundary ensuring that views are to the north and west.
266. There is one balcony, also at Level 03, which is oriented along the southern boundary. This balcony is considered to be a secondary space to the larger roof terrace and ground floor courtyard. Furthermore, views from the bedroom this balcony services to the south are also considered to be secondary views with primary outlook provided to Botherambo Street. Given that this site is also identified as a redevelopment site, evidenced by the current planning application (PLN19/0780), it is considered that amenity impacts are limited, and acceptable.

267. In regards to visual impacts to the dwellings fronting Lennox Street, the conditional upper level setbacks will ensure that the upper levels are appropriately setback to manage visual bulk when viewed from the rear of these properties as evidenced within the images presented within the external Urban Designer's comments (Figure 22). As discussed in the site surrounds section, the upper levels of these dwellings are typically screened or to rooms with another outlook provided and therefore impacts to the upper levels would not be unreasonable.

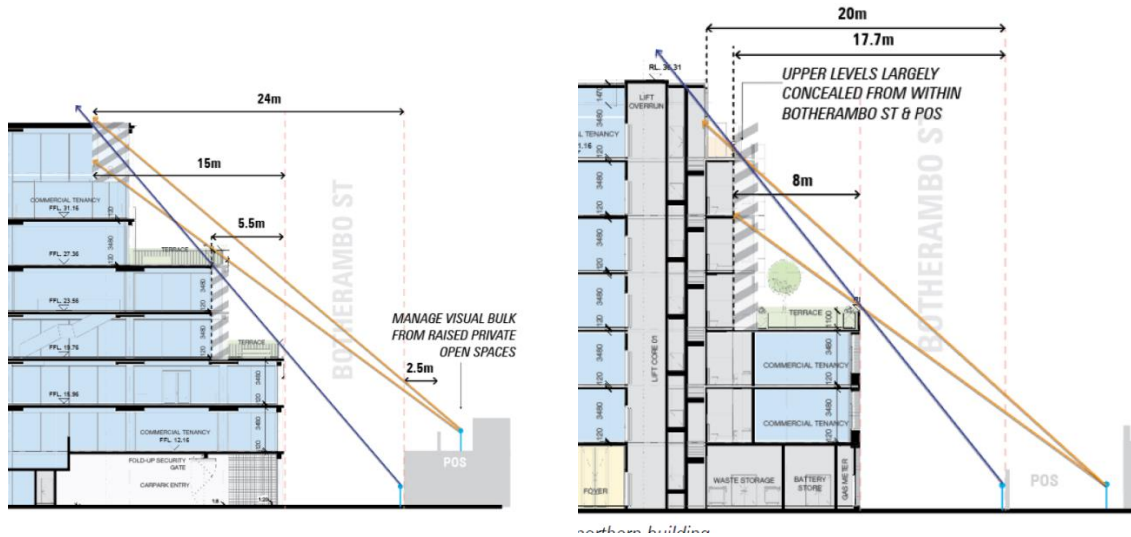


Figure 22: Recommended (and adopted) upper level setbacks where facing Botherambo Street Northern and southern buildings respectively.

268. In regards to visual bulk impacts to the dwellings on the opposite side of Wangaratta Street, it is considered that within this built form context views from windows to built form is not an unreasonable expectation. Traditionally buildings with commercial and industrial uses tend not to include side and rear setbacks and this is evident in both the remnant converted industrial buildings in the area. Minimal side and rear setbacks would be an expected feature of the redeveloped commercial buildings where interfacing with other similarly developed allotments and zoning that encourages higher density forms.

269. In relation to overlooking, it is an accepted principle that overlooking only occurs between habitable rooms (i.e. bedrooms and living rooms) and private open spaces within a 9 metre radius. The proposed development is for an office and therefore is not subject to the same requirements as would be afforded to other built form typologies, such as an apartment building. However, the dwellings on the opposite sides of Wangaratta Street and Botherambo Street are sited in excess of 9 metres from the proposed development. The upper levels incorporate substantial setbacks from the street, increased via condition, that would provide a greater separation to the neighbourhood residential land and assist in mitigating views.

270. With regard to the east-facing terraces, a 1 metre wide planter box is incorporated along the eastern edge of the northern buildings Level 03 terrace that would ensure views downwards are obstructed. This planter is not present within the indent to the terrace (opposite No. 286 and No. 284 Lennox Street) it is considered reasonable that a condition be included requiring the 1 metre planter box to be extended into this area.

271. The east-facing terraces of the southern building do not include a planter box. This is likely due to the use of permeable balustrading to these terraces, and not a solid balustrade as utilised for the northern building. This is not considered to adequately minimise the potential for views and therefore a condition will require a non-trafficable ledge of 1 metre to be provided behind the balustrade. This will maintain the permeability of the balustrading whilst still providing a buffer to restrict views.

272. The only dwelling within 9 metres is the directly adjoining dwelling to the north. There may be views from the east-facing terrace on Level 03 of the northern building into the aforementioned balcony located on the common boundary and into the habitable room window it adjoins. A condition will therefore require the development to comply with the overlooking requirements in respect of this dwelling.
273. Overall, it is considered that the interface between the proposal and the secluded areas of private open spaces of dwellings to the east would not be unreasonable with the physical buffer already provided by Botherambo Street and the conditions outlined above.
- Overshadowing*
274. Standard B21 of Clause 55 seeks to ensure buildings do not significantly overshadow existing secluded private open space between 9am and 3pm on 22 September. Within this six hour time period, the Standard requires a minimum of five hours of sunlight. It is important to note that Clause 55 is not strictly applicable in this instance due to the proposed uses and zoning of the land however, it is used as a reference.
275. This assessment is based on the updated shadow diagrams provided by the applicant submitted 5 February 2020 that are also attached to this report. The only secluded private open space areas that are impacted, are those to the east associated with the dwellings fronting Lennox Street. No overshadowing will be cast to solar panels. Due to the orientation of the land and the setbacks adopted to the east, the development does not overshadow the private open space of any dwellings until 2:30pm, with the exception of No. 286, No. 288, No. 290 and No. 292 Lennox Street. These four dwellings experience limited overshadowing at 2pm.
276. At 2:30pm, the proposal shadows the secluded private open space of the dwellings on the eastern side of Botherambo Street. The additional impact is limited to a half hour in the afternoon at the September equinox. This is considered reasonable when having regard to the site's inner city context and policy support for a taller built form on the subject site. This is echoed within the assessment provided by Council's external Urban Designers, who state:
- (a) *In review of shadow diagrams prepared by the Architect, we acknowledge the proposed development has been arranged as to avoid unreasonable overshadowing of residential lots within the NRZ opposite Botherambo Street. With reference to Standard B21 of ResCode, the proposed development does not cast shadow to private open space at the equinox until after 2pm, ensuring private open space receives a minimum of five hours of sunlight between 9am and 3pm. The architect has adequately demonstrated this through detailed, site by site analysis of shadow to individual residential lots.*

#### *Equitable Development*

277. To ensure the 'fair, orderly, economic and sustainable development of land' in accordance with the objective of the Act, matters of equitable development should be considered.
278. In this instance, the directly adjoining properties are either under development or have a proposed development with Council, demonstrating that the future development of the adjoining properties would not be prejudiced as a result of this proposal. Each site within this block has a frontage to at least two streets, providing ample opportunities for daylight.

#### *Waste management*

279. An initial Waste Management Plan (WMP) was submitted by the Applicant and reviewed by Council's City Works Branch, who requested the following additional information/changes:
- (a) Council does not offer a hard waste drop off service. Refer to website for items accepted at the Recycling drop off Centre.

- (b) Council does not alter signage with regards to waste services at developments. Collection within the boundary of the site is preferred.

280. It is considered that the matters identified above can be addressed via conditions requiring an updated WMP. The collection of waste from within the title boundaries will also assist in ensuring all commercial activities are contained within the boundaries of the site to ensure that unreasonable impacts to the neighbouring residential properties is limited. The waste management practices are therefore considered satisfactory, subject to conditions.

#### Car parking, traffic and access

281. Under clause 52.06 of the Scheme, the applicant is seeking a parking reduction of 185 car parking spaces, with 141 on-site car parking spaces proposed. To support the reduction in the statutory rate, a car parking demand assessment was undertaken by Impact Traffic Engineers, with parking availability in the neighbourhood also reviewed.

#### *Parking Availability*

282. On-street parking occupancy surveys of the surrounding area were undertaken on Wednesday 20 March 2019 at 8:00am, 10:00am, 12:00pm and 3:00pm. The survey area included Wangaratta Street, Botherambo Street, Woodlawn Street, Tennyson Street, Stewart Street, Tanner Street, Sutton Grove, Montgomery Street, and sections of Swan Street, Gipps Street, Carroll Street, Lennox Street, and Stanley Street. The time and extent of the survey area was confirmed to be appropriate by Council's Engineers.

283. Within this area, an inventory of 369 publicly available parking spaces were identified. The survey demonstrated that the availability of on-street parking in the vicinity of the site that could potentially be utilised by future employees is highly constrained, given that the majority of on-street parking is time-restricted throughout the day.

284. The peak parking occupancy of 84% (or 59 available spaces) out of all available spaces occurred at midday. This rate declines slightly over the afternoon, to an occupancy of 80% (or 68 available spaces) 3:00pm. The lowest rate of occupancy is experienced at the start of the day where occupancy of 64% was recorded at 8:00am, where 132 spaces were available.

285. Council's Traffic Engineers confirmed that the availability of short to medium-stay parking would provide regular turnover throughout the day, thereby allowing visitors to park near the site. Surrounding residential car parking is typically protected through the use of on-street permit parking.

286. The limited availability of long-term on-street parking would discourage employees from driving to work, and encourage them to travel by alternative forms of transport. The availability of alternative transport methods will be discussed in turn.

#### *Parking Demand*

287. With regards to the car parking demand generated by the proposed office use, it is acknowledged that the statutory car parking rates outlined in the Scheme are conservative when applied in this instance, given the inner-city location of the subject site and proximity to alternative transport means.

288. It is well documented through recent decisions made by the Victorian Civil and Administrative Tribunal (VCAT) that modal shifts to reduce the reliance on the use of private motor vehicles is not only welcomed, but required, to ensure that a holistic planning approach to precincts that are designated for greater change is applied.



289. A VCAT decision *Grocon (Northumberland St) Developer Pty Ltd v Yarra CC* [\[2017\] VCAT 753](#) regarding an office development at No. 2 – 16 Northumberland Street, Collingwood, discusses this specific precinct with regard to supporting a significant reduction in car parking (386 car parking spaces) with the following assessment made:

*[54] We have concluded that the reduced car parking provision is justified in the circumstances of this application. In doing so, we have had regard to the location within an inner city environment that is earmarked as an employment precinct, with convenient access to a range of alternative transport modes and a constrained supply of on-street parking.*

*We consider that the reduced parking provision will not compromise the viability of the development or precinct, nor will it result in an unacceptable demand for on-street parking, given the saturated conditions that are presently experienced.*

*[55] We agree that employees who are not allocated a car space will utilise alternative transport modes rather than attempt to seek out long term parking in the surrounding street network. This may well include walking to the site for persons who reside in the nearby residential and mixed-use areas. To constrain development of the land for a purpose that is in accordance with the zone purpose on the basis of car parking provision would not be consistent with the policy framework when read as a whole. This includes policies aimed at fostering economic development, employment and environmental sustainability. We reach this conclusion mindful of the site's strategic and physical context and its accessibility by a range of transport modes. In a different context without the level of policy support and more remote from alternative transport modes, there may be less justification for a reduction of the magnitude proposed here.*

290. Further to the above decision, in the VCAT Red Dot Decision *Ronge v Moreland CC* [\[2017\] VCAT 550](#) the Tribunal made the following key statements:

- (a) *Our roads are already congested and will be unimaginably so if a 'business-as-usual' approach is accepted through until 2050. The stark reality is that the way people move around Melbourne will have to radically change, particularly in suburbs so well served by different modes of public transport and where cycling and walking are practical alternatives to car based travel.*
- (b) *A car parking demand assessment is called for by Clause 52.06-6 when there is an intention to provide less car parking than that required by Clause 52.06-5.*
- (c) *However, discussion around existing patterns of car parking is considered to be of marginal value given the strong policy imperatives about relying less on motor vehicles and more on public transport, walking and cycling. Census data from 2011 or 2016 is simply a snapshot in time, a base point, but such data should not be given much weight in determining what number of car spaces should be provided in future, for dwellings with different bedroom numbers.*
- (d) *Policy tells us the future must be different.*
- (e) *Oversupplying parking, whether or not to comply with Clause 52.06, has the real potential to undermine the encouragement being given to reduce car based travel in favour of public transport, walking and cycling.*
- (f) *One of the significant benefits of providing less car parking is a lower volume of vehicle movements and hence a reduced increase in traffic movements on the road network.*
- (g) *Based upon the findings within this recent decision, it would be inappropriate to merely adopt current car parking trends for the proposed development. Consideration needs to be given to the context and opportunities to encourage sustainable transport alternatives.*

291. Based upon the findings within these decisions, it would be inappropriate to merely adopt current car parking trends for the proposed development. Consideration needs to be given to the context and opportunities to encourage sustainable transport alternatives.
292. In support of the reduced car parking on-site, examples of existing offices within the City of Yarra with reduced on-site car parking were provided by Council Engineers. Details of these offices are provided as follows:

Development Site	Approved Office Parking Rate
<b>Cremorne</b>	
60-88 Cremorne Street PLN17/0626 issued 21 June 2018	0.85 spaces per 100 m <sup>2</sup> (233 on-site spaces; 27,306 m <sup>2</sup> )
9-11 Cremorne Street PLN16/0171 (Amended) issued 13 June 2017	0.85 spaces per 100 m <sup>2</sup> (20 on-site spaces; 2,329 m <sup>2</sup> )
<b>Collingwood</b>	
2-16 Northumberland Street PLN16/1150 issued 14 June 2017	0.89 spaces per 100 m <sup>2</sup> (135 on-site spaces; 15,300 m <sup>2</sup> )

293. Council's Engineering Services unit confirmed that the proposed on-site office parking rate of 1.3 spaces is considered appropriate, having regard to the site's good accessibility to public transport services and proximity to Melbourne CBD. The higher rate is also considered acceptable given the opportunities the site provides given its large size and wide frontage to Botherambo Street.
294. Specifically in relation to the particular benefits of the site location, the reduction being sought by the proposal is further supported by the following:
- The site is well serviced by public transport, including the Richmond Train Station, tram services along Swan Street and bus services along Hoddle Street, within 80 metres to 300 metres of the subject site.
  - The surrounding area has a good bicycle network and the development includes employee bicycle parking spaces and end of trip facilities in excess of rates specified within the Scheme to encourage staff to ride to work.
  - Office land uses are particularly conducive to alternative transport modes given that trips typically occur within peak hour when public transport services are most frequent. The regularity and familiarity of the journey is also a factor that encourages alternative travel modes. Employees are also more likely to cycle to avoid peak hour traffic delays.
  - There is limited on-street parking in the area, with restrictive parking controls acting as a disincentive for employees to travel to work by car. Occupant or visitor parking permits will not be issued for the development and building tenants would be entering leases aware of the on-site parking availability. Therefore businesses with a high reliance on car parking are unlikely to take up a lease at the site.
  - Visitors would likely be aware of the car parking constraints in the area or otherwise be made aware by the occupants of the building, thus also encouraging use of alternative modes such as public transport, cycling or taxis;

- (f) Council's Engineering Unit are supportive of the application on the basis that it is in line with the objectives of Council's *Strategic Transport Statement* noting that the site is ideally located with regard to sustainable transport alternatives and the reduced provision of on-site parking would discourage private motor vehicle use.

#### Traffic

295. The following traffic generation for the site was adopted by the Applicant's Traffic Engineers and reviewed by Council Engineers.

Proposed Use	Adopted Traffic Generation Rate	Peak Hour	
		AM	PM
Commercial (Office, Food and Drink Employees)	0.5 trips per parking space per AM peak hour 0.35 trips per parking space per PM peak hour (141 on-site staff spaces)	71	50

296. The proposal would have the following commercial traffic directional split:

- (a) AM Peak – 10% outbound (7 trips), 90% inbound (64 trips); and  
(b) PM Peak – 90% outbound (45 trips), 10% Inbound (5 trips).

297. A number of objections raised issue with traffic impacts, particularly due to the recent changes to the Hoddle Street / Swan Street intersection. The applicant's traffic engineers provided modelling of the traffic impact to the Botherambo Street / Swan Street intersection within the AM peak. The modelling results indicated that post-development the intersection will continue to operate with spare capacity. Council's engineering unit raised no issue the assessment and modelling presented.

298. Council's Traffic Engineers have confirmed that the traffic directional split and distribution assumptions outlined in the table above appears reasonable, and that any increase in the volume of traffic generated by the development could be accommodated on the local road network without adversely impacting on the traffic operation of nearby streets.

#### Access and layout

299. Clause 52.06-9 (Design standards for car parking) of the Scheme relates to the design of car parking areas and contains 7 standards and requirements relating to access way, car parking spaces, gradients, mechanical parking, urban design, safety and landscaping.

300. These details, along with the proposed ramp designs have been reviewed by Council's Engineering Unit who is satisfied with the layout of the car parking area. Council's Engineering Unit has requested that the plans be revised to include the following details / dimensions that will be addressed by way of conditions:

- (a) A bollard is to be provided in the shared area and shown on the drawings.  
(b) The column depths and setbacks from the edge of the aisle are to be dimensioned on the drawings.  
(c) The clearances of parking bays adjacent to a wall are to be dimensioned on the drawings.  
(d) The length of each ramp grade section is to be dimensioned on the drawings.  
(e) The individual motorcycle spaces are to be shown and dimensioned on the drawings.  
(f) The internal dimension of the loading bay is to be shown on the drawings.  
(g) The headroom clearance at the entrance to the loading bay is to be dimensioned on the drawings. The headroom clearance is to accommodate a 6.4 metre Waste Collection Mini Rear Loader vehicle.

- (h) All service cabinet doors that open outwards must be able to swing 180-degrees and be latched to the wall when opened and serviced.

301. Several engineering conditions in regards to civil works, road asset protection, and construction management, impacts of assets on the proposed development, reinstatement of redundant vehicle crossings and modification to car parking signage have been recommended. These conditions are considered standard and should also be included on any permit issued. It will also form a condition of permit that the plans be updated to show the reinstatement of curbs where existing vehicle crossovers are being made redundant.
302. Overall, the proposed design and configuration of access and car parking areas are considered to achieve a satisfactory outcome and will be further improved with the above details requested by Council's Engineering Unit.

#### *Electric vehicles*

303. The application plans indicate that eight bays will provide EV charging stations (basement level 01), equalling 5.6% of the 141 car parking bays. Council's Strategic Transport Officer reviewed the proposal commenting that the provision of eight electric vehicle charging bays is acceptable, additional bays were not required.

#### *Bicycle parking*

304. The application exceeds the clause 52.34 statutory bicycle parking requirements, being:
- (a) 16 staff spaces and 11 visitor bicycle parking spaces (160 bicycle spaces are provided in total); and
  - (b) 4 showers / change rooms (12 are provided).
305. Design and signage requirements are also at clause 52.34-4 and 52.34-5 of the Scheme.
306. The application was referred to Council's Strategic Transport Unit, who recommended that the five bicycle racks that are accommodated centrally within the public walkway (opposite the central planter box) be relocated closer to the Wangaratta Street frontage as the proposed location may impede circulation.
307. It is considered appropriate for the above to form conditions, to ensure the adequate design of the bicycle spaces and to allow for the functional layout of the laneway.

#### *Green Travel Plan*

308. The applicant also supplied a Green Travel Plan (GTP). The GTP is generally adequate but as identified by Council's Strategic Transport Unit, the following will be required to be incorporated:
- (a) The types of bicycle storage devices proposed to be used for employee, resident and visitor spaces (i.e. hanging or floor mounted spaces).
  - (b) The types of lockers proposed within the change room facilities, with at least 50 per cent of lockers providing hanging storage space.
  - (c) Signage and wayfinding information for bicycle facilities and pedestrians pursuant to Australian Standard AS2890.3.
  - (d) Provisions for the green travel plan to be updated not less than every five years.
309. It is considered appropriate for the above to form conditions and these items are easily addressed through a revision of the GTP.

#### Objector concerns.

310. Many of the objector issues have been discussed within the body of the report as shown below. Outstanding issues raised are addressed as follows.
- (a) *Design, size, height and mass of the development is inconsistent with the existing neighbourhood character; and*  
  
Built form and massing (including height and design) is discussed within paragraphs 170 – 241.
  - (b) *Development not in keeping with historic low-scale precinct.*  
  
Heritage aspects are discussed within paragraphs 170 – 182.
  - (c) *Amenity impacts to neighbouring residential properties (overlooking, lack of privacy, noise, lack of sunlight, loss of views, waste collection, impact to solar panels);*  
  
Off-site amenity impacts are discussed within paragraphs 254 – 280.
  - (d) *The volume of the office space and associated workers is too large;*  
  
Staff numbers are discussed within paragraphs 160 – 169.
  - (e) *The use of the outdoor terraces will result in excessive noise to residential areas;*  
  
Noise associated with the outdoor terraces is discussed within paragraphs 256 – 263.
  - (f) *Location of the vehicle entrance is not appropriate;*  
  
This is discussed at paragraph 213 - 214 and within paragraphs 260.
  - (g) *Unrestricted hours of operation result in significant noise, light and traffic disturbance to residential properties;*  
  
Hours of operation are discussed within paragraphs 160 – 169.
  - (h) *The development will block views of Richmond Hill;*  
  
Landmarks, views and vistas are discussed within paragraphs 217 – 218.
  - (i) *Concern the proposed laneway will foster anti-social behaviours and create an unsafe space during the night;*  
  
This is discussed within paragraph 240.
  - (j) *Shadowing of the Stewart Street park; and*  
  
This is discussed within paragraphs 221 – 223.
  - (k) *Proposed wind impacts to the street.*  
  
This is discussed within paragraphs 224 - 228.
  - (l) *Too many car parks provided on-site, additional traffic cannot be supported within local road network; and*
  - (m) *Not enough car parks provided on-site, the on-street car parking is already at capacity and cannot cater to overflow from development.*  
  
Traffic and car parking is discussed within paragraphs 281 – 309.

- (n) *Development should not go ahead to ensure the current tenants can remain;*

This is not a relevant planning matter.

- (o) *Area already experiences a large number of people passing through (e.g. sporting events);*

It is evident that the area displays characteristics of a densified, inner-city location.

- (p) *Quality of air will be reduced during construction as well as further pressure on car parking;*

A construction management plan has been included as a condition to ensure that adequate measures are undertaken during construction.

- (q) *Objection to the number of apartments proposed;*

No apartments are proposed within this development.

- (r) *The proposed development may overload existing infrastructure services; and*

It is considered that the development is well placed in regards to existing infrastructure and would not unreasonable overload existing infrastructure services.

- (s) *The development does not adhere to the protection and conservation of places of Aboriginal cultural heritage significance.*

The site is not within an area of Aboriginal cultural heritage significance.

## Conclusion

311. The proposed development is considered to demonstrate a high level of compliance with policy objectives contained within the Planning Policy Framework and Municipal Strategic Statement. Notably, the proposal achieves the State Government's urban consolidation objectives.
312. The proposal, subject to the 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 policies, the Committee resolves to issue a Notice of Decision to Grant a Planning Permit be issued for the demolition of the existing buildings for the development of the land to construct two connected mixed-use buildings, use of the land for office and reduction in the car parking requirements at 25 – 43 Wangaratta Street, Richmond generally in accordance with the plans noted previously as the "decision plans" and 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 TP\_A01.11 (Rev B) and TP\_A02.B01, TP.A02.B02, TP\_A02.00, TP\_A02.10, TP\_A02.20, TP\_A02.30, TP\_A02.40, TP\_A02.50, TP\_A02.60, TP\_A02.70, TP\_A02.80, TP\_A09.00, TP\_A09.01, TP\_A09.02, TP\_A09.03, TP\_A09.04, TP\_A10.00, TP\_A10.01, TP\_A10.02, TP\_A10.03 and TP\_A10.04 (Rev C), prepared by Bates Smart Architects, but modified to show:

- (a) All notations referring to 'commercial premises' deleted and replaced with 'office'.
  - (b) Deletion of the reference to a 'showroom.'
  - (c) The following setbacks in relation to the southern building:
    - (i) Levels 06 and Level 07 setback from Wangaratta Street 5.188 metres.
    - (ii) Levels 03 and 04 setback from Botherambo Street 5.5 metres.
    - (iii) Level 07 setback from Botherambo Street 15 metres.
  - (d) The following setbacks in relation to the northern building:
    - (i) Levels 03 to 05 setback from Botherambo Street 8 metres.
  - (e) The two building indentations within Levels 03 to 05 of the northern building enlarged to provide additional building articulation.
  - (f) A 1 metre wide planter box along the entire eastern edge of the Level 03 terrace to the northern building;
  - (g) A 1 metre non-trafficable ledge (or similar) provided along the entire eastern edge of Level 03 and Level 05 terraces to the southern building;
  - (h) Entrances where protruding from the main building line recessed to remove the creation of litter traps.
  - (i) Measures to minimise unreasonable overlooking to the building to the north (No. 23 Wangaratta Street) in accordance with Clause 55.04-6 (Overlooking) of the Yarra Planning Scheme.
  - (j) A bollard is to be provided in the shared area and shown on the drawings.
  - (k) The column depths and setbacks from the edge of the car parking aisle are to be dimensioned.
  - (l) The clearances of parking bays adjacent to a wall are to be dimensioned.
  - (m) The length of each ramp grade section is to be dimensioned.
  - (n) The individual motorcycle spaces are to be shown and dimensioned.
  - (o) The internal dimension of the loading bay is to be shown.
  - (p) The headroom clearance at the entrance to the loading bay is to be dimensioned on the drawings. The headroom clearance is to accommodate a 6.4 metre Waste Collection Mini Rear Loader vehicle.
  - (q) All service cabinet doors that open outwards must be able to swing 180-degrees and be latched to the wall when opened and serviced.
  - (r) The five bicycle racks accommodated centrally within the public walkway (opposite the central planter box) relocated closer to the Wangaratta Street frontage;
  - (s) Any requirement of the endorsed Detailed Design Plan (condition 5) (where relevant to show on plans).
  - (t) Any requirement of the endorsed Landscape Plan (condition 6) (where relevant to show on plans).
  - (u) Any requirement of the endorsed Sustainable Management Plan (condition 12) (where relevant to show on plans).
  - (v) Any requirement of the endorsed Green Travel Plan (condition 15) (where relevant to show on plans).
  - (w) Any requirement of the endorsed Waste Management Plan (condition 17) (where relevant to show on plans).
  - (x) Any requirement of the endorsed Acoustic Report (condition 20) (where relevant to show on plans including notations of key commitments).
  - (y) Any requirement of the endorsed Wind Assessment Report (condition 23) (where relevant to show on plans).
2. In conjunction with the submission of development plans under Condition 1, a Façade Strategy and Materials and Finishes Plan to the satisfaction of the Responsible Authority must be submitted to and be approved by the Responsible Authority. When approved, the Façade Strategy and Materials and Finishes Plan will be endorsed and will then form part of this permit. This must detail:
- (a) elevations at a scale of 1:20 illustrating typical podium details, entries and doors, and utilities and typical mid-level and tower facade details;

- (b) section drawings to demonstrate façade systems, including fixing details and joints between materials or changes in form;
  - (c) information about how the façade will be maintained, including any vegetation; and
  - (d) a sample board and coloured drawings outlining colours, materials and finishes specifying the following:
    - (i) details of the proposed permeability of the brick screens and perforated metal used within the northern building; and
    - (ii) clarification of the proposed masonry colours on the materials legend.
3. The use and 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.
4. As part of the ongoing progress and development of the site, Bates Smart 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.

#### Detailed Design Plan (Through-link between Botherambo Street and Wangaratta Street)

5. Before the development commences, or by such later date as approved in writing by the Responsible Authority, a detailed design plan for the through-link, between Wangaratta Street and Botherambo Street (inclusive of the full extent of the pedestrian walk to the kerb lines) to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the detailed design plan will be endorsed and will form part of this permit and must then be maintained to the satisfaction of the Responsible Authority.

The detailed design plan must include details of the proposed materials, landscaping, lighting and safety measures to provide unfettered 24 hour public access for the through-link, between Wangaratta Street and Botherambo Street. Furthermore, the detailed design plan must include the areas within the title boundaries to be utilised as footpath, including the following:

- (a) All pavements surrounding the site (Wangaratta and Botherambo streets) are to be reinstated in accordance with Council's Road Materials Policy - Heritage Overlay Areas.
- (b) All proposed streetscape materials as per Technical Notes: City of Yarra Public Domain Manual and Yarra Standard Drawings.
- (c) Proposed vehicle crossovers to be shown on drawings as per Yarra Standard Drawings.

#### Landscape Plan and Tree Management

6. Before the development commences, an amended Landscape Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Landscape Plan will be endorsed and will form part of this permit. The amended Landscape Plan must be generally in accordance with the Landscape Plans prepared by Jack Merlo and dated 8 July 2019, but modified to include (or show):
- (e) A 1 metre wide planter box along the entire eastern edge of the Level 03 terrace to the northern building;
  - (f) The landscaping on the western level 03 terrace of the southern building to not conflict with access/egress.



- (g) Provision of an additional tree at the western end of the proposed public laneway in accordance with the 'Public Laneway Detail Plan and Section' prepared by Jack Merlo dated 4 February 2020.
  - (h) A typical planter bed detail, including information on waterproofing, growing media, irrigation and mulch. Details of how any mulch specified on the higher levels will not be at risk of blowing away during high wind events must be provided.
  - (i) Indicate depths of the masonry planters where they have not been specified on the current plans.
  - (j) Details of custom furniture proposed, ensuring safety and compliance standards are met.
  - (k) The specification of works to be undertaken prior to planting.
  - (l) Maintenance schedules and notes, including how any plant failure will be managed.
  - (m) All plants proposed confirmed to not be listed within *DELWP Advisory List of Environmental Weeds in Victoria*.
7. Before the buildings is occupied, or by such later date as approved in writing by the Responsible Authority, the landscaping works shown on the endorsed Landscape Plan must be carried out and completed to the satisfaction of the Responsible Authority. The landscaping shown on the endorsed Landscape Plan must be maintained by:
- (a) implementing and complying with the provisions, recommendations and requirements of the endorsed Landscape Plan;
  - (b) not using the areas set aside on the endorsed Landscape Plan for landscaping for any other purpose; and
  - (c) replacing any dead, diseased, dying or damaged plants,
- to the satisfaction of the Responsible Authority.
8. Before the development commences, a Tree Management Plan to the satisfaction of the Responsible Authority must be prepared by a suitably qualified Arborist and must be submitted to and approved by the Responsible Authority. When approved the Tree Management Plan will be endorsed and will form part of this permit. The Tree Management Plan must make recommendations for the protection of two street trees opposite the site on the western side of Wangaratta Street, including:
- (a) pre-construction;
  - (b) during construction; and
  - (c) post construction
  - (d) the provision of any barriers;
  - (e) any pruning necessary; and
  - (f) watering and maintenance regimes,
- to the satisfaction of the Responsible Authority.
9. The provisions, recommendations and requirements of the endorsed Tree Management Plan must be complied with and implemented to the satisfaction of the Responsible Authority
10. Before the development starts, the permit holder must provide a security bond of \$1000 for each of the two street trees (total of \$2000) to the Responsible Authority. The security bond:
- (a) must be provided in a manner, and on terms, to the satisfaction of the Responsible Authority;
  - (b) may be held by the Responsible Authority until the works are completed to the satisfaction of the Responsible Authority; and
  - (c) in accordance with the requirements of this permit; or
  - (d) otherwise to the satisfaction of the Responsible Authority.

11. Before the buildings are occupied, or by such later date as approved in writing by the Responsible Authority, five street trees must be installed within Botherambo Street:
- (a) at the permit holder's cost; and
  - (b) in a location and manner,
- to the satisfaction of the Responsible Authority.

#### Sustainable Management Plan

12. Before the development commences, an amended Sustainable Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Sustainable Management Plan will be endorsed and will form part of this permit. The amended Sustainable Management Plan must be generally in accordance with the Sustainable Management Plan prepared by Ark Resources dated 19 July 2019, but modified to include or show:
- (a) Details of Green Star project registration.
  - (b) The use of CO monitoring to control car park fans (or further justification for an alternative).
  - (c) Commitment to organics waste separation and collection and receptacles in the café and on all office levels.
  - (d) A preliminary energy modelling report is required comprising:
    - (i) Façade properties of the building
    - (ii) DHW approach for the building
    - (iii) HVAC approach for the building
  - (e) Information explaining the discrepancy between solar output in NREL (106MWh) and NABERS (75MWh)
  - (f) Confirm extent of water metering proposed for the building.
  - (g) A WSUD report satisfying site management and maintenance requirements of Clause 22.16
  - (h) Include the Green Travel Plan (with performance targets and monitoring and reporting components included as well as information about the nearest car share).
13. The provisions, recommendations and requirements of the endorsed Sustainable Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.
14. Before the development is occupied, a report from the author of the Sustainability Management Plan, approved under this permit, or similarly qualified person or company, must be submitted to the Responsible Authority. The report must be to the satisfaction of the Responsible Authority and must confirm all measures specified in the Sustainability Management Plan have been implemented in accordance with the approved plan.

#### Green Travel Plan

15. Before the development commences, an amended Green Travel Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Green Travel Plan will be endorsed and will form part of this permit. The amended Green Travel Plan must be generally in accordance with the Green Travel Plan prepared by Impact dated 22 July 2019, but modified to include or show:
- (a) The types of bicycle storage devices proposed to be used for employee, resident and visitor spaces (i.e. hanging or floor mounted spaces).
  - (b) The types of lockers proposed within the change room facilities, with at least 50 per cent of lockers providing hanging storage space.
  - (c) Signage and wayfinding information for bicycle facilities and pedestrians pursuant to Australian Standard AS2890.3.

- (d) Provisions for the green travel plan to be updated not less than every five years.
16. The provisions, recommendations and requirements of the endorsed Green Travel Plan must be implemented and complied with to the satisfaction of the Responsible Authority.

#### Waste Management Plan

17. Before the development commences, an amended Waste Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Waste Management Plan will be endorsed and will form part of this permit. The amended Waste Management Plan must be generally in accordance with the Waste Management Plan prepared by Lid Consulting and dated 18 July 2019, but modified to include:
- (a) Hard waste collection updated to recognise Council does not offer a hard waste drop off service.
  - (b) Collection within the boundaries of the site.
  - (c) Recognition that Council does not alter signage with regards to waste services at developments.
18. The provisions, recommendations and requirements of the endorsed Waste Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.
19. The collection of waste from the site must be by private collection, unless with the prior written consent of the Responsible Authority.

#### Acoustic Report

20. Before the development commences, an amended Acoustic Report 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 Marshall Day Acoustics and dated 2 October 2019, but modified to include:
- (a) The report updated to include the hours of operation as allowed by this permit.
  - (b) Measures to achieve compliance with SEPP N-1 to the loading bay.
  - (c) Commitment to deliveries being within office hours.
  - (d) Sleep disturbance targets for the car park door, providing an acoustic specification for achieving the targets such that sleep disturbance levels will be met at the closest dwelling.
  - (e) Details of the café operations to ensure compliance during the evening/night-time period.
  - (f) Provision of noise management control recommendations can be provided to manage noise from the building terraces.
  - (g) Further analysis of potential noise impacts to upper levels from railway noise.
  - (h) *Clarification regarding the acoustic rating for 6/12/6.38 double glazing in association with the 'multi-function room'.*
  - (i) Section 7.6 updated to acknowledge and assess on-site waste collection.
21. The provisions, recommendations and requirements of the endorsed Acoustic Report must be implemented and complied with to the satisfaction of the Responsible Authority.

22. Following completion of the development, and prior to its occupation, an Acoustic Report to the satisfaction of the responsible authority must be submitted to, and be approved by, the responsible authority. The Acoustic Report must be prepared by a suitably qualified acoustic engineer and must demonstrate compliance of the mechanical plant, car park entrance door and loading bay with both State Environment Protection Policy (Noise from Commerce, Industry and Trade) No. N-1 and sleep disturbance targets at existing dwellings in accordance with the recommendations of the report prepared by Marshall Day Acoustics dated 2 October 2019, and any further revisions submitted to the responsible authority. When approved, the Acoustic Report will be endorsed and will then form part of this permit.

### Wind Report

23. Before the development commences, an amended Wind Assessment Report to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Wind Assessment Report will be endorsed and will form part of this permit. The amended Wind Assessment Report must be generally in accordance with the Wind Assessment Report prepared by Vipac Engineers and Scientists, dated 14 August 2019, but modified to include (or show):
- Assess the proposal as amended pursuant to Condition 1.
  - Recommend measures to achieve standing criterion for location 28.
  - Recommend measures to achieve walking criterion for location 36.

Landscaping is not to be used as a wind mitigation measure.

24. The provisions, recommendations and requirements of the endorsed Wind Assessment Report must be implemented and complied with to the satisfaction of the Responsible Authority.

### Use

25. Except with the prior written consent of the Responsible Authority, the office use authorised by this permit may only operate between the following hours:
- Monday to Friday 7.00am – 10.00pm.
  - Saturday and Sunday 8.00am – 8.00pm.
26. Except with the prior written consent of the Responsible Authority, the use of the office terraces are restricted to the hours referenced within Condition 25. No speakers external to the building within the terraces are to be erected or used.
27. The amenity of the area must not be detrimentally affected by the use or development, including through:
- the transport of materials, goods or commodities to or from land;
  - the appearance of any buildings, works or materials;
  - the emission of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil, or
  - the presence of vermin.

to the satisfaction of the Responsible Authority.

28. Except with the prior written consent of the Responsible Authority, delivery and collection of goods to and from the land may only occur between 7am and 10pm on any day.

### Road Infrastructure

29. 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) Demonstrating satisfactory access into and out of the site with a vehicle ground clearance check using the B99 design vehicle, and be fully dimensioned with actual reduced levels (to three decimal places) as per Council's Vehicle Crossing Information Sheet;
  - (c) at the permit holder's cost; and
  - (d) to the satisfaction of the Responsible Authority.
30. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, all building works and connections for underground utility services outside the building's frontage must be reconstructed:
- (a) at the permit holder's cost; and
  - (b) to the satisfaction of the Responsible Authority.
31. 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, including re-sheeting of the footpaths for the entire width of the property (both Wangaratta Street and Botherambo Street):
- (a) in accordance with Council's *Road Materials Policy - Heritage Overlay Areas*
  - (b) at the permit holder's cost; and
  - (c) to the satisfaction of the Responsible Authority.
32. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority the relocation of any service poles, structures or 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.

#### Car parking

33. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the area set aside on the endorsed plans for the car parking spaces, access lanes, driveways and associated works must be:
- (a) constructed and available for use in accordance with the endorsed plans;
  - (b) formed to such levels and drained so that they can be used in accordance with the endorsed plans;
  - (c) treated with an all-weather seal or some other durable surface; and
  - (d) line-marked or provided with some adequate means of showing the car parking spaces;
- to the satisfaction of the Responsible Authority.
34. The loading and unloading of vehicles and the delivery of goods to and from the land must be conducted entirely within the land to the satisfaction of the Responsible Authority.

#### Section 173 Agreement (Through-link between Botherambo Street and Wangaratta Street)

35. Within six months of the commencement of works, or by such later date as approved in writing by the Responsible Authority, the owner (or another person in anticipation of becoming the owner) must enter into an agreement with the Responsible Authority under section 173 of the *Planning and Environment Act 1987*, providing for the following:

- (a) The Owner must provide unfettered 24 hour public access over (and inclusive of the provision of lighting) over that part of the land to be used for the ground level, through-link between Wangaratta Street and Botherambo Street;
  - (b) The owner is responsible for maintaining at all times the areas that are private land open to the public described in condition 35(a) at the cost of the owners of the site and to the satisfaction of the Yarra City Council;
  - (c) The owner(s) must obtain and maintain insurance, approved by Yarra City Council, for the public liability and indemnify Yarra City Council against all claims resulting from any damage, loss, death or injury in connection with the public accessing the land described in condition 35(a).
36. The owner, or other person in anticipation of becoming the owner, must meet all of the expenses of the preparation and registration of the agreement, including the reasonable costs borne by the Responsible Authority.

### Lighting

37. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, external lighting capable of illuminating access to the pedestrian and vehicular entrances and internal laneway must be provided on the subject site. Lighting must be:

- (a) located;
- (b) directed;
- (c) shielded; and
- (d) of limited intensity

to the satisfaction of the Responsible Authority.

### General

38. Finished floor levels shown on the endorsed plans must not be altered or modified without the prior written consent of the Responsible Authority.
39. Before the building is occupied, any wall located on a boundary facing public property must be treated with a graffiti proof finish to the satisfaction of the Responsible Authority.
40. The development must comply at all times with the State Environment Protection Policy – Control of Noise from Commerce, Industry and Trade (SEPP N-1).
41. The uses must comply at all times with the State Environment Protection Policy – Control of Music Noise from Public Premises (SEPP N-2).
42. 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.
43. All buildings and works must be maintained in good order and appearance to the satisfaction of the Responsible Authority.
44. 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.
45. 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; or
- (c) Sundays, ANZAC Day, Christmas Day and Good Friday at any time.

### Construction Management Plan

46. 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;
- (l) 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;
- (o) 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.  
In preparing the Noise and Vibration Management Plan, consideration must be given to:
  - (i) using lower noise work practice and equipment;
  - (ii) the suitability of the land for the use of an electric crane;
  - (iii) silencing all mechanical plant by the best practical means using current technology;
  - (iv) fitting pneumatic tools with an effective silencer;
  - (v) other relevant considerations; and
- (q) any site-specific requirements.

During the construction:

- (r) any stormwater discharged into the stormwater drainage system must be in compliance with Environment Protection Authority guidelines;
- (s) 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;
- (t) vehicle borne material must not accumulate on the roads abutting the land;
- (u) the cleaning of machinery and equipment must take place on the land and not on adjacent footpaths or roads; and
- (v) all litter (including items such as cement bags, food packaging and plastic strapping) must be disposed of responsibly.

#### Time expiry

47. This permit will expire if:

- (a) the development is not commenced within two years of the date of this permit;
- (b) the development is not completed within four years of the date of this permit;
- (c) the office use is not commenced within five 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:

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

A building permit may be required before development is commenced. Please contact Council's Building Services on 9205 5555 to confirm.

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

Provision must be made for drainage of the site to a legal point of discharge. Please contact Council's Building Services on 9205 5555 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 employees within the development approved under this permit will not be permitted to obtain employee or visitor parking permits.

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 5555 to confirm.

The applicant must apply for a Legal Point of Discharge under Regulation 133 – Stormwater Drainage of the *Building Regulations* 2018 from Yarra Building Services unit. Any storm water drainage within the property must be provided and be connected to the nearest Council pit of adequate depth and capacity (legal point of discharge), or to Council's satisfaction under Section 200 of the *Local Government Act* 1989 and Regulation 133.

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.



Except with the prior written consent of the Responsible Authority, Council assets must not be altered in any way.

No parking restriction signs or line-marked on-street parking bays are to be removed, adjusted, changed or relocated without approval or authorisation from Council's Parking Management unit and Construction Management branch. Any on-street parking reinstated (signs and line markings) as a result of development works must be approved by Council's Parking Management unit.

Only roof runoff, surface water and clean groundwater seepage from above the water table can be discharged into Council drains.

Council will not permit clean groundwater from below the groundwater table to be discharged into Council's drainage system. Basements that extend into the groundwater table must be waterproofed/tanked.

**CONTACT OFFICER:** Michelle King  
**TITLE:** Senior Statutory Planner  
**TEL:** 9205 5333

#### **Attachments**

- 1 PLN19/0483 - 25-43 Wangaratta Street Richmond - Site Plan
- 2 PLN19/0483 - 25-43 Wangaratta Street Richmond - S52 Advertised Plans
- 3 PLN19/0483 - 25-43 Wangaratta Street Richmond - S52 Advertised Landscape Plan
- 4 PLN19/0483 - 25-43 Wangaratta Street Richmond - S55 Head, Transport for Victoria referral response
- 5 PLN19/0483 - 24-43 Wangaratta Street Richmond - Open Space referral response
- 6 PLN19/0483 - 25-43 Wangaratta Street Richmond - Streetscapes and Natural Values referral response
- 7 PLN19/0483 - 25-43 Wangaratta Street Richmond - Internal Urban Design referral response
- 8 PLN19/0483 - 25-43 Wangaratta Street Richmond - Engineering referral response
- 9 PLN19/0483 - 25-43 Wangaratta Street Richmond - Strategic Transport referral response
- 10 PLN19/0483 - 25-43 Wangaratta Street Richmond - City Works Unit referral response
- 11 PLN19/0483 - 25-43 Wangaratta Street Richmond - Heritage referral response
- 12 PLN19/0483 - 25-43 Wangaratta Street Richmond - ESD referral response
- 13 PLN19/0483 - 25-43 Wangaratta Street Richmond - Urban Design (external) referral response
- 14 PLN19/0483 - 25-43 Wangaratta Street Richmond - Acoustic (external) referral response
- 15 PLN19/0483 - 25-43 Wangaratta Street Richmond - Wind (external) referral response
- 16 PLN19/0483 - 23-43 Wangaratta Street Richmond - Memo prepared by Marshall Day Acoustics
- 17 PLN19/0483 - 23-43 Wangaratta Street Richmond - Memo prepared by VicPac regarding wind
- 18 PLN19/0483 - 23-43 Wangaratta Street Richmond - Public laneway detail plans prepared by Jack Merlo Design and landscape
- 19 PLN19/0483 - 23-43 Wangaratta Street Richmond - Updated shadow analysis prepared by Bates Smart Architects

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- 1.3 PLN18/0323 - 1 & 3 Adam Street Burnley - Planning Permit Application for part demolition, construction of two (2), double-storey Units (plus roof terraces) at the rear of Nos. 1 & 3 Adam Street, removal of an easement, and reduction in the car parking requirements (including establishment of existing use rights for No. 3 Adam Street as an office).**
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## Executive Summary

### Purpose

1. This report provides Council with an assessment of planning permit application PLN18/0323 submitted for 1 & 3 Adam Street Burnley. The application seeks approval for part demolition, construction of two (2), double-storey Units (plus roof terraces) at the rear of Nos. 1 & 3 Adam Street, removal of an easement, and reduction in the car parking requirements (including establishment of existing use rights for No. 3 Adam Street as an office). The report recommends approval of the application, subject to conditions.

### Key Planning Considerations

2. Key planning considerations include:
  - (a) Clause 22.02 – Development guidelines for sites subject to the heritage overlay
  - (b) Clause 22.07 – Development abutting laneways
  - (c) Clause 32.09 – Neighbourhood Residential Zone
  - (d) Clause 43.01 – Heritage overlay
  - (e) Clause 52.02 – Easements, restrictions and reserves
  - (f) Clause 55 – Two or more dwellings on a lot
  - (g) Clause 63.11 – Proof of continuous use

### Key Issues

3. The key issues for Council in considering the proposal relate to:
  - (a) Clause 55 – Two or more dwellings on a lot;
  - (b) Heritage;
  - (c) Car parking and access;
  - (d) Easement removal and existing use rights; and
  - (e) Objector concerns.

### Submissions Received

4. Nine (9) objections were received to the application, these can be summarised as:
  - (a) Neighbourhood character / Heritage.
  - (b) Design and overdevelopment (height, scale, bulk, site coverage and permeability).
  - (c) Off-site amenity (overshadowing, overlooking and noise impacts).
  - (d) Car parking, traffic impacts and pedestrian safety.
  - (e) Impacts during the construction phase (structural, noise, traffic access and pest control).
  - (f) Reduced property values.
5. One (1) support letter was received to the application, and can be summarised as:
  - (a) Proposed development will improve the architectural ingenuity of the area.

## **Conclusion**

6. Based on the following report, the proposal is considered to comply with the relevant planning policy and key considerations, and should therefore be supported, subject to conditions generally requiring minor design changes and screening detailing/changes.

**CONTACT OFFICER:** Nish Goonetilleke  
**TITLE:** Senior Statutory Planner  
**TEL:** 9205 5005

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**PLN18/0323 - 1 & 3 Adam Street Burnley - Planning Permit Application for part demolition, construction of two (2), double-storey Units (plus roof terraces) at the rear of Nos. 1 & 3 Adam Street, removal of an easement, and reduction in the car parking requirements (including establishment of existing use rights for No. 3 Adam Street as an office).**

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Reference: D20/22358  
Authoriser: Coordinator Statutory Planning

[Help](#)

**Ward:** Melba Ward

**Proposal:** Part demolition, construction of two (2), double-storey Units (plus roof terraces) at the rear of Nos. 1 & 3 Adam Street, removal of an easement, and reduction in the car parking requirements (including establishment of existing use rights for No. 3 Adam Street as an office).

**Existing uses:** No. 1 Adam Street – Dwelling  
No. 3 Adam Street – Office

**Applicant:** Metropol Planning Solutions

**Zoning / Overlays:** Neighbourhood Residential Zone (Schedule 1)  
Design and Development Overlay (Schedule 5)  
Heritage Overlay (Schedule 322)

**Date of Application:** 10 May 2018

**Application Number:** PLN18/0323

### Planning History

1. Council records show the following planning history for both sites at Nos. 1 & 3 Adam Street Burnley:
  - (a) Planning Permit No. 5887 issued by the City of Richmond on 22 February 1991 for *home occupation from an attached house* at No. 3 Adam Street Richmond.
  - (b) Planning Permit No. 6402 issued by the City of Richmond on 31 March 1992 for the purpose of *installing double glazing to the first floor verandah and reinstatement of verandah decorations* at No. 3 Adam Street Richmond. This permit was subsequently amended on 13 June 1995 to delete reference to the first floor verandah.
  - (c) Planning application No. 5776 lodged with Council on 01 October 1990 for the *consolidation of Nos. 1 & 3 Adam Street Richmond and the construction of three, detached, two-storey town-houses*, was subsequently withdrawn on 13 May 1992.
  - (d) Planning Permit No. 8267 issued by Council on 27 February 1996 for the *construction of 2 attached dwellings at the rear of the existing residence and a 3 lot subdivision* at Nos. 1 & 3 Adam Street Richmond. Subdivisions Permit No. S97/706 was issued by Council on 26 September 1997 for a *3 lot subdivision*. Both the planning permit and subdivision permit have since expired as the works never commenced.
  - (e) Planning application PL06/0544 was refused by Council at the direction of the Victorian Civil and Administrative Tribunal (VCAT) on 22 May 2007 for the *development of the land for the purpose of three additional three storey dwellings to the rear of the site, including partial demolition*.

The key grounds of refusal included the three storey built form (suggesting that 2-storey form with potential recessive 'pop-up' third storey would be more appropriate), the overall design and intensity of three dwellings (lack of articulation and dominance of heritage) and car parking provisions.

## Background

2. The application was received by Council on 10 May 2018 and additional information was received on 13 February 2019. The application was advertised on 27 March 2019 and six (6) objections were received.
3. Whilst the advertising process was occurring, Council sought and received formal referral advice from internal departments within Council, including the Traffic Engineering Unit, Heritage, Civil Engineering Unit, and the Urban Design Unit.
4. A planning consultation meeting was held on 03 June 2019, and was attended by the applicant, one objector and Council Officers.

## Planning Scheme Amendments

### *Amendment VC110*

5. Planning Scheme Amendment VC110 was gazetted on 27 March 2017, and varies the provisions of the Neighbourhood Residential Zone (NRZ), General Residential Zone (GRZ), Residential Growth Zone (RGZ) and Mixed Use Zone (MUZ). More relevantly to this site (which is in the NRZ), the amendment includes the following:
  - (a) Removal of the restriction on the number of dwellings that can be built on land;
  - (b) The mandatory maximum height of 9m and two-storeys, with potential to exceed this height in particular circumstances; and
  - (c) A mandatory minimum garden area requirement for lots greater than 400sqm and above, ranging from between 25 to 35 percent of lot area.
6. Nos. 1 and 3 Adam Street consist of lot areas of 259sqm and 254sqm, respectively. Pursuant to *Clause 32.09-4* of the Yarra Planning Scheme (the Scheme), a lot size between 500sqm to 650sqm is required to be provided with 30% of minimum garden area. At the time this planning application was submitted with Council (10 May 2018), the minimum garden area requirement applied to each lot separately. This was confirmed by VCAT under the red dot decision *Sargentson v Campaspe SC (Red Dot)* [2018] on 07 May 2018. Therefore, given each lot was under 500sqm, the minimum garden area requirement did not apply to the subject (development) site. Compliance with the garden area was therefore not raised at further information stage.
7. However, the most recent red dot decision at VCAT *Clayton Gardens Pty Let v Monash CC (Red Dot)* [2019], dated 31 July 2019 departs from *Sargentson v Campaspe SC (Red Dot)* [2018] in regard to how to calculate the minimum garden area when dealing with multiple lots. The garden area requirement is to be applied to the planning unit, i.e. combination of lots and not on a per lot basis.
8. As a result of this recent VCAT decision, the subject site (despite the two lots being individually less than 500sqm) has an overall area of 513sqm and therefore, the minimum garden area requirement of 30% (for lots above 500sqm – 650sqm) applies to this planning application.
9. Furthermore, *Clayton Gardens Pty Let v Monash CC (Red Dot)* [2019] states that, the minimum garden area requirement must be resolved prior to the grant of a permit.

Section 57A Plans

10. The permit applicant submitted a set of amended plans to Council under Section 57(a) of the *Planning and Environment Act (1987)* (the “Act”) on 03 December 2019 in an attempt to resolve the abovementioned minimum garden area requirements and concerns raised by Council’s Engineering Unit, Urban Design Unit and objectors.
11. The Section 57(a) plans included the following primary plan changes to the originally advertised plans:
  - (a) Deletion of the ground floor, Unit 1 carport located centrally within the site. As a result, a reduction in the car parking requirements was included within the scope of the application;
  - (b) Extent of Unit 3 ground floor footprint reduced, by setting back the pedestrian entrance/corridor from the north, and deleting the bathroom and Bedroom 2;
  - (c) Extent of Unit 4 ground floor footprint reduced by decreasing the bedroom sizes and setting back built-form from the north-eastern splay;
  - (d) Altered setbacks/walls on boundaries at first floor associated with Units 3 and 4, and commensurate internal layout changes;
  - (e) Additional windows along the northern-eastern façade of Units 3 and 4; and
  - (f) Updated swept path diagrams to respond to recommendations by Council’s Traffic Engineering Unit.
12. The following three dimensional (3D) images are a comparison between the originally advertised plans (Figure 1) and the revised proposal (Figure 2), with prominent changes outlined in red.

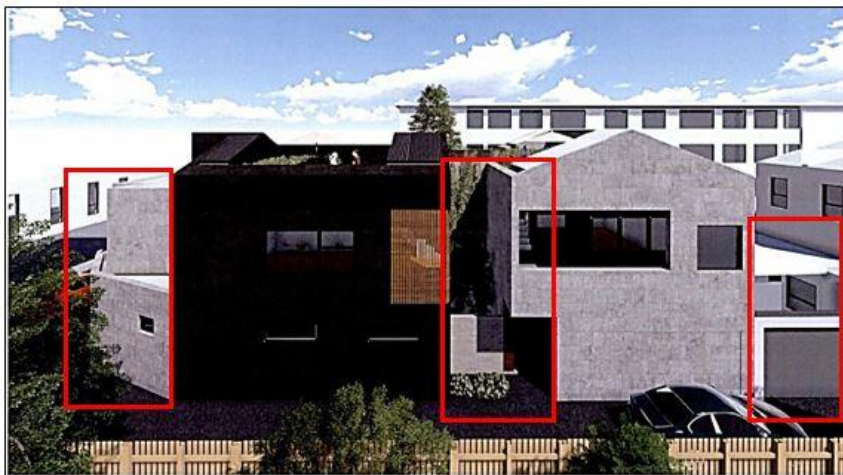


Figure 1: Northern façade of the originally advertised plans



Figure 2: Northern façade of the revised plans (S57a)

13. The latter amended plans show improvements that respond to some of the objector concerns, particularly in relation to excessive site coverage, lack of permeability and vehicle egress/ingress between the subject site and Utopia Place. These plans were re-advertised and three additional objections were received. Some of the original objectors re-emphasised their concerns in relation to vehicle movements along Utopia Place, overlooking and bulk.

#### Sketch Plans

14. On 02 March 2020, the Applicant submitted sketch plans (Revision D: TP-08) in an effort to address concerns relating to overlooking, as raised by the objectors to fronting Madden Grove. The sketch plan shows the addition of an opaque glass screen (to a height of 1.7m above the terrace floor level) above the northern perimeter of the roof terrace to Unit 4.
15. The assessment in this report is based on the amended 57A plans submitted to Council on 03 December 2019, and references the abovementioned sketch plans submitted on 2 March 2020.

#### Existing Use Rights

16. As stated earlier in the report, this application seeks to establish existing use rights for the existing office use at No. 3 Adam Street. This site is located within a Neighbourhood Residential Zone (Schedule 1). Pursuant to *Clause 32.09-2* of the Scheme, an office use is prohibited within this zone. However in accordance with *Clause 63.11 (Proof of Continuous Use)* in relation to an application proceeding under the Act or this scheme, it is sufficient proof of the establishment of an existing use right, if the use has been carried out continuously for 15 years prior to the date of the application proceeding.

17. The following information was provided by the applicant for establishing existing use rights for a company named 'AT Consultants Pty Ltd' operating from No. 3 Adam Street Burnley VIC 3121:

<b>Evidence</b>	<b>Dates</b>
Telstra - phone invoices	31 May 2004 - 15 June 2005
Origin Energy - electricity bill	28 June 2005
Allianz Australia Workers' Compensation letter	20 December 2005
Telstra - phone invoice	15 April 2006
Fairfax - advertising charges	04 June 2006
CGU Workplace Injury Insurance	19 June 2006
Telstra - phone invoices	16 July 2006 - 14 October 2006
Tru Energy - gas account	25 April 2007
OAMPS Public/professional indemnity insurance	03 July 2007
Telstra - phone invoice	15 August 2007
Direct - electricity invoice	03 September 2007
Telstra - phone invoice	14 April 2008
Tru Energy - gas account	26 June 2008
CGU Workplace Injury Insurance	02 August 2008
Yes Optus – phone invoice	07 February 2009
Telstra - phone invoice	14 May 2009
Direct - electricity invoice	03 September 2009
Telstra - phone invoice	14 April 2010
CGU Workplace Injury Insurance	31 July 2010
Telstra - phone invoice	14 August 2010
Direct - electricity invoice	03 March 2011 - 02 August 2011
Telstra - phone invoices	11 January 2012 - 11 June 2012
Direct - electricity invoice	04 August 2012
Telstra - phone invoice	11 April 2013
Direct - electricity invoice	07 August 2013
Upstream Printing Solutions invoice	31 July 2013



Telstra - phone invoices	14 October 2013, 15 March 2014 - 14 June 2014
Direct - electricity invoice	05 July 2014
Telstra - phone invoice	14 December 2014
Direct - electricity invoice	09 February 2015
Telstra - phone invoices	11 April 2015, 11 September 2015 - 11 May 2016
Direct - electricity invoices	06 October 2016 - 06 February 2017
Commander – Management invoice	10 April 2017
Direct - electricity invoices	06 September 2017
Commander – Management invoices	08 February 2018 - 09 July 2018
Commander – Management invoices	22 October 2019
Commander – Management invoices	24 February 2020

18. The applicant has provided detailed documentation for at least every one to two years for the previous 15 years showing that the site has been continually used for commercial (office) purposes. As such, existing use rights for an office at No 3 Adam Street has been established in accordance with Clause 63.11 of the Scheme, and as discussed later in the report.

### **The Proposal**

19. The application seeks approval for part demolition, construction of two (2), double-storey units (plus roof terraces) at the rear of Nos. 1 & 3 Adam Street, including removal of a drainage easement, and reduction in the car parking requirements. As part of the application process, it is sought to establish existing use rights for the use of No. 3 Adam Street as an office.
20. For the purpose of this assessment, the existing dwelling at No. 1 and office at No. 3 Adam Street will be referred to as Units 1 and 2 respectively, with the two new townhouses referred to as Units 3 and 4. Similarly, the “subject site” is inclusive of land at both No. 1 and No. 3 Adam Street.
21. The proposal can be summarised as follows:

#### *Demolition*

- (a) Demolition of sections of boundary fencing (except for the front fence and northern roller-door), the central carport attached to Units 1 and 2, including the carport located towards the rear of Unit 2;
- (b) Removal of the existing easement burdening the land identified as E-3 on Title Plan LP89959.

#### *Development*

- (c) Units 1 and 2 will continue to be used for residential and commercial (office) purposes, respectively, with pedestrian access provided via Adam Street;
- (d) Construction of two (2), attached, double-storey residential units (plus roof terraces) on the combined lot at Nos. 1 and 3 Adam Street. The new units will take up the eastern (currently vacant) portion of the subject sites, with a 5m setback between the existing units and the new units; providing for the majority of secluded private open space (SPOS) for Unit 1;
- (e) The proposal will accommodate:
  - (i) two, ground floor car spaces (each) for Units 3 and 4, with no on-site car parking provided for Unit 1;
  - (ii) pedestrian access to Units 3 and 4 from Utopia Place to the north and east respectively;
  - (iii) a ground floor bedroom for Unit 3, with two bedrooms, a bathroom and an open plan living/dining/kitchen area at first floor;
  - (iv) two bedrooms and bathroom/laundry at ground floor for Unit 4, and an open planning living/dining/kitchen at first floor, including a bedroom with an ensuite;
  - (v) 30.8sqm and 14.2sqm of roof terraces for Units 3 and 4 respectively, provided above the first floor (within the roof ridgeline). Additional SPOS is provided at ground floor for each new unit;
  - (vi) 6m<sup>3</sup> of storage located within the garage of Unit 3 and within the ground floor SPOS of Unit 4, including a 2000L rainwater tank per new unit, connected for sanitary purposes;
- (f) Units 3 and 4 will be separated from Units 1 and 2 by way of a 9.84m long x 7.44m high centrally located wall, and will be setback over 30m from Adam Street, with varied setbacks from the rear boundary. Each new unit at both floors will be built along sections of the northern, southern and eastern boundaries at varied lengths and heights, with minimum setbacks of 0.48m, 1.14m and 2.76m from the north-eastern, northern and southern boundaries, respectively;
- (g) Units 3 and 4 will have a maximum height of 8.9m above natural ground level (NGL);
- (h) The materials proposed are a mix of dark and light-grey cement, stone and timber cladding and Colorbond roofing.

## Existing Conditions

### Subject Site

22. The subject site is located on the eastern side of Adam Street, approximately 160m south of Swan Street and 100m east of Burnley Street. It is generally rectangular in shape, with the exception of a splay located in the north-eastern corner. The site has a total frontage of 9.75m to Adam Street and a maximum depth of 52.30m, consisting an overall combined site area of approximately 513sqm. The northern boundary abuts a 2.76m to 2.95m wide ROW known as Utopia Place. It also extends along the eastern boundary (with a width of 3.17m to 3.36m) and ceases just beyond No. 1 Utopia Place to the south of the site.
23. Each lot forming part of the subject site is occupied by a double-storey, Victorian-era building, with high front parapets and hipped roof forms. No. 1 Adam Street (Unit 1) is currently used as a dwelling and No. 3 Adam Street (Unit 2) is used as an office. Each building consists of a 4.57m wide front (western) setback at both floors, with a 1.87m wide porch and balcony encroaching this setback at ground and first floors, respectively. The existing buildings are built along the northern and southern boundaries for lengths of 20m at ground floor and 13m at first floor, with a minimum setback of 25m from the rear (eastern) boundary. Despite being on two separate Titles, there is no internal fencing delineating the full length of the shared internal title boundary, with the area to the rear of the buildings being a relatively open grassed area, other than for a covered area and carport. The northern boundary consists of a roller door to the rear of the building, followed by 1.8m high fencing, with the southern boundary consisting of 1.8m high fence beyond the boundary wall. A roller-door is also located along the eastern (rear) boundary.



**Figure 3:** The subject sites from Adam Street



**Figure 4:** The subject sites from the corner of Adam Street and Madden Grove



**Figure 5:** The subject sites from Utopia Place to the rear



**Figure 6:** The subject sites from the rear

24. Unit 1 at No. 1 Adam Street consists of a living room, laundry and an open plan dining/kitchen area providing access to the SPOS at ground floor. The first floor consists of two bedrooms and two toilets. Unit 3 at No. 3 Adam Street consists of a reception, office area and kitchen at ground floor, with the first floor consisting of two further office spaces and a toilet.

#### *Title and Plan of Subdivision*

25. There are no restrictive covenants listed against the certificate of titles provided for Nos. 1 and 3 Adam Street. There is however an easement (E-3) on Title which is sought to be removed as part of this application to enable the land to be development.

#### Surrounding Land

26. The immediate surrounds are predominantly residential in nature and is defined by a mix of single to double-storey dwellings; most of which are located on narrow lots with extensive boundary wall construction. There are also several three to four storey 1960's apartments within the vicinity. As shown on Figure 7 below, the surrounding land is largely located within the General Residential Zone, with the subject site being located within a pocket of Neighbourhood Residential Zone. Land to the east and north-east of the site is zoned Commercial 1, and comprises predominately office uses. The broader neighbourhood has quite a mixture of commercial and residential activities.



Figure 7: The land zoning context of the surrounding land (VicPlan, February 2020)



Figure 8: The heritage grading of the subject site and surrounding land (GIS, February 2020)

27. As shown in Figure 8 above, the subject site sits on the cusp of a heritage precinct. With exception of the subject site, the properties to the south and west of Adam Street are of a non-heritage context, and where most variety in built form (scale, type and era) is seen. The properties to the north and east fall within the Heritage Overlay (HO322) with many of these sites 'contributory' to the heritage of the Richmond Hill Precinct. These properties are quite consistent in their character, being predominantly two-storey Victorian terrace homes. The exception is the commercial properties highlighted in green, which are commercial in nature (both use and appearance).
28. To the north of the site, across Utopia Place are the rear secluded private open space areas (SPOS) of dwellings fronting Madden Grove, with numbers 30 to 40 having an immediate interface with the proposed development. The majority of these dwellings consist of gabled roof forms. Further north-east of the subject site is Nos 42 – 44 Madden Grove, which is a single-storey brick building, built to all title boundaries and used for non-residential purposes.
29. To the south of the subject site is No. 7 Adam Street, a four-storey block of apartments typical of 1970's construction with a brick façade and flat roof form. The building is setback 3m from the front boundary and 6.1m from the northern boundary shared with the subject site. Within this setback is a communal driveway area which services at-grade car parking beneath the building. The remainder of the southern boundary of the subject site abuts No. 1 Utopia Place, a double-storey, rendered brick dwelling with a flat roof form. Both the vehicular and dwelling entry access are via Utopia Place to the east, with the dwelling setback 6.5m from the shared boundary to accommodate SPOS.

30. To the east and south-east of the subject site, across Utopia Place are Nos. 140 and 142 Stawell Street; both commercial buildings, with car parking provisions located at grade-beneath the building and accessed via Utopia Place (directly opposite the site). The primary entry to these buildings is via Stawell Street, however with additional entry points via Utopia Place also.
31. To the west of the subject site, on the opposite side of Adam Street are a mix of single and double-storey dwellings amongst a number of three and four-storey block of apartments.
32. The subject site has good access to public transport, retail, and public open space services and facilities, including:
  - (a) Burnley train station located 150m north;
  - (b) Swan Street tram line located approximately 160m further north. Swan Street is an Activity Centre (AC) which consists of commercial uses, including restaurants, cafes and licensed premises;
  - (c) Entrance to the CityLink, connecting both the CBD and eastern suburbs is located approximately 300m; and
  - (d) Golden Square Bicentennial Park located approximately 100m east.
33. Despite Utopia Place being a ROW, it is named and identified as a “road” on Title Plan (LP89959). It provides vehicular access to numerous properties between Adam Street, Madden Grove and Stawell Street, and is shared by both pedestrians and motorists.



Figure 9: The subject site and surrounding land (Council GIS, September 2019)

## Planning Scheme Provisions

### Zoning

34. The subject site is zoned Neighbourhood Residential Zone (Schedule 1). The following provisions apply:
  - (a) Pursuant to *Clause 32.09-4* of the Scheme, the mandatory minimum garden area requirement for lots above 500sqm to 650sqm, is 30 percent of lot area. Given the combined lot area of the subject site is 513sqm, the minimum garden area requirement of 154sqm applies to this proposal. The proposed development provides 154sqm of garden area on-site, which equates to 30% and meet the requirements (see Figure 10 below).



Figure 10: Garden area identified in brown

- (b) Pursuant to *Clause 32.09-6* of the Scheme, a planning permit is required to construct two or more dwellings on a lot. *Clause 55* (two or more dwellings on a lot) applies.
- (c) Pursuant to *Clause 32.09-10* of the Scheme, a maximum building height of 9m and two-storeys generally applies. A building may exceed the maximum where there are buildings on both abutting allotments that face the same street and the new building does not exceed the height or number of storeys than the buildings on the abutting allotments. The proposal has an overall height of 8.9m, with two-storeys and an uncovered roof terrace for each new unit, and therefore satisfies this requirement.

### Overlays

35. The subject site is affected by the Heritage Overlay (Schedule 322). The following provisions apply:
- (a) Pursuant to *Clause 43.01-1* of the Scheme, a planning permit is required to:
- Demolish or remove a building, and;
  - Construct and carry out works.
36. The subject site is affected by the Design and Development Overlay (Schedule 5). The following provisions apply:
- (a) Pursuant to *Clause 43.02-2* of the Scheme, a permit is required to:
- construct a building or to construct or carry out works. This does not apply if a schedule to this overlay specifically states that a permit is not required.
37. Schedule 5 specifically states that a permit is not required for buildings and works. Notice however must be given to the Environment Protection Authority (EPA), Transurban City Link, and Vic Roads in the event that a planning permit is triggered under another provision within the Scheme.
38. However, the City of Yarra has entered into an agreement with the EPA on 10 July 2019 regarding the requirement for notice to be given to the EPA under *Clause 43.02*, Schedule 5. The agreement is to exempt certain applications from being required to be referred to the EPA. These applications are as follows:
- (a) An application to use land or for the construction of a building or the construction or carrying out of works does not require notice to be given to the EPA if the following requirements are met:
- The title boundary of the subject site is more than 50 metres from the centre of the Burnley Tunnel exhaust stack (located at Barkley Ave. Richmond. Latitude - 37.8295434, Longitude 145.0018514); and
  - The proposed building height is less than 10 stories or 30 metres, whichever is lesser.

- (b) *Regardless of clause 3(a) of this Agreement, an application for carrying out of works specified in clause 62.02-2 of the Yarra Planning Scheme (even if a permit is specifically required for any of these matters) does not require notice to be given to the EPA.*

39. As the subject site is over 500m from the centre of the Burnley Tunnel exhaust stack and the proposed overall height of the building, plus the roof terrace will be limited to 8.9m above NGL, notice to the EPA was not required to be given.

#### Particular Provisions

##### *Clause 52.02 Easements, Restrictions and Reserve*

40. The purpose of this clause is to enable the removal and variation of an easement or restriction to enable a use or development that complies with the planning scheme after the interests of affected people are considered.
41. Pursuant to *Clause 52.02* of the Scheme, a planning permit is required before a person proceeds (in this instance) under Section 36 of the *Subdivision Act 1988* to remove an easement.

##### *Clause 52.06 (Car Parking)*

42. The number of car parking spaces required under *Clause 52.06-5* of the Scheme or in a schedule to the Parking Overlay must be provided to the satisfaction of the responsible authority before:
- (a) *a new use commences; or*  
 (b) *the floor area or site area of an existing use is increased; or*  
 (c) *an existing use is increased by the measure specified in Column C of Table 1 in Clause 52.06-5 for that use.*
43. The following table identifies the car parking requirement under *Clause 52.06-5*, the provision on site, and the subsequent reduction:

Land Use	Statutory Requirement	No. required	No. proposed on-site	Reduction required
Existing Dwelling (Unit 1 – 2 Bedrooms)	One to each one or two bedroom dwelling	1	0	1
New Dwellings (Unit 3 – 3 Bedrooms) (Unit 4 – 3 Bedrooms)	Two to each three or more bedroom dwelling	4	4	0

44. The proposal provides Units 3 and 4 with two spaces each, as required by the Scheme. The dwelling at Unit 1, however, will not be provided with a car space, and therefore a car parking reduction pursuant to *Clause 52.06-3* is sought.

##### *Clause 52.34 – Bicycle facilities*

45. This policy only applies to dwellings in developments of four or more storeys. The overall proposal is two storeys in height and therefore these provisions do not apply.

##### *Clause 55 – Two or more dwellings on a lot*

46. Pursuant to Clause 55 of the Scheme, the provisions apply to construct two or more dwellings on a lot.

#### General Provisions

47. An existing use right may be established under this clause even if the use did not comply with the scheme immediately prior to or during the 15 year period.
48. The subject site is located within a Neighbourhood Residential Zone (Schedule 1), where pursuant to *Clause 32.09-2* of the Scheme, an office use is prohibited (Section 3).
49. Clause 63.01 states that an existing use right is established in relation to use of land under this scheme in a number of circumstances, including *If proof of continuous use for 15 years is established under Clause 63.11.*
50. Clause 63.02 states that *if a land use is being characterised to assess the extent of any existing use right, the use is to be characterised by the purpose of the actual use at the relevant date, subject to any conditions or restrictions applying to the use at that date, and not by the classification in the table to Clause 73.03 or in Section 1, 2, or 3 of any zone.*
51. Clause 63.05 states that *a use in Section 2 or 3 for which an existing use right is established may continue to do so provided:*
- (a) *No building or works are constructed or carried out without a permit. A permit must not be granted unless the building or works complies with any other building or works requirement in this scheme.*
  - (b) *Any condition or restriction to which the use was subject continues to be met. This includes any implied restriction on the extent of the land subject to the existing use right or the extent of activities within the use.*
  - (c) *The amenity of the area is not damaged or further damaged by a change in the activities beyond the limited purpose of the use preserved by the existing use right.*
52. Clause 63.11 states that *if, in relation to an application proceeding under the Act of this scheme, it is sufficient proof of the establishment of the existing use right if the use has been carried out continuously for 15 years prior the date of the application or proceeding. It may be established under this clause even if the uses did not comply with the scheme immediately prior to or during the 15 year period, unless either:*
- (a) *At any time before or after commencement of the 15 year period the use has been held to be unlawful by a decision of a court or tribunal.*
  - (b) *During the 15 year period, the responsible authority has clearly and unambiguously given a written direction for the use to cease be reason of its non-compliance with the scheme.*

#### Clause 65 - Decision Guidelines

53. The decision guidelines outlined at Clause 65 of the Scheme are relevant to all applications. Because a permit can be granted does not imply that a permit should or will be granted. Before deciding on an application, the Responsible Authority must consider a number of matters. Amongst other things, the Responsible Authority must consider the relevant State and Local Planning policy Frameworks, as well as the purpose of the zone, overlay or any other provision.

#### Planning Policy Framework (PPF)

##### *Clause 15.01-1 – Urban design*

54. The objectives of this clause are:



- (a) *To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity; and*
- (b) *To create a distinctive and liveable city with quality design and amenity.*

*Clause 15.01-2 – Building design*

55. The objective of this clause is:

- (a) *To achieve building design outcomes that contribute positively to the local context and enhance the public realm.*

*Clause 15.01-5 – Neighbourhood character*

56. The objective of this clause is:

- (a) *To recognise, support and protect neighbourhood character, cultural identity, and sense of place.*

*Clause 15.02-1 – Energy and resource efficiency*

57. 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*

58. The objective of this clause is:

- (a) *To ensure the conservation of places of heritage significance.*

Local Planning Policy Framework (LPPF)

*Clause 21.05-1 – Heritage*

59. The relevant objective of this clause is:

- (a) *Objective 14 – To protect and enhance Yarra’s heritage places.*

*Clause 21.05-2 – Urban design*

60. The relevant objectives of this clause are:

- (a) *Objective 16 – To reinforce the existing urban framework of Yarra.*
- (b) *Objective 20 – To ensure that new development contributes positively to Yarra’s urban fabric.*

*Clause 21.08-2 – Neighbourhoods (Burnley, Cremorne, South Richmond)*

61. This clause describes the neighbourhood as consisting of *largely an eclectic mix of commercial, industrial and residential land use. With two railway lines and both north south, and east west tram routes, the neighbourhood has excellent access to public transport.*

62. The built form character map at Figure 18 identifies the subject site as being within a Heritage Overlay.

Relevant Local Policies

*Clause 22.02 – Development guidelines for sites subject to the Heritage Overlay**Clause 22.02-5.1 – Demolition**Full demolition or removal of a building*

63. *Generally encourage the retention of a building in a heritage place, unless*

- (a) *The building is identified as being not contributory.*

*Clause 22.02-5.7 – New Development, Alterations or Additions*

64. The relevant policies of *Clause 22.02-5.7.1* of the Scheme encourages the design of new development to a heritage place or a contributory element to:

- (a) *Respect the pattern, rhythm, orientation to the street, spatial characteristics, fenestration, roof form, materials and heritage character of the surrounding historic streetscape.*
- (b) *Be articulated and massed to correspond with the prevailing building form of the heritage place or contributory elements to the heritage place.*
- (c) *Be visually recessive and not dominate the heritage place.*
- (d) *Be distinguishable from the original historic fabric.*
- (e) *Not remove, cover, damage or change original historic fabric.*
- (f) *Not obscure views of principle façades.*
- (g) *Consider the architectural integrity and context of the heritage place or contributory element.*

*Clause 22.05 – Interface Uses Policy*

65. This policy applies to land in a residential zone where the land is within 30m of a Business Zone or residential land that is within 30 metres of an existing business use. The subject land is within 7m of land in Commercial 1 Zone and an existing commercial premises, and therefore this policy is relevant.

66. The relevant objectives of *Clause 22.05-2* are:

- (a) *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.*
- (b) *To ensure that residential uses located within or near commercial centres or near industrial uses enjoy a reasonable level of amenity.*

67. *Clause 22.07 – Development abutting laneways*

68. This policy applies to applications for development that is accessed from a laneway or has laneway abuttal, with the relevant objectives as follows;

- (a) *To provide an environment which has a feeling of safety for users of the laneway.*
- (b) *To ensure that development along a laneway acknowledges the unique character of the laneway.*
- (c) *To ensure that where development is accessed off a laneway, all services can be provided to the development. To ensure that development along a laneway is provided with safe pedestrian and vehicular access.*

*Clause 22.16 – Stormwater management (Water Sensitive Urban Design)*

69. Clause 22.16 of the Scheme applies to applications for extensions to existing buildings which are 50 square metres in floor area or greater. The relevant objective of the policy is:

- (a) *To promote the use of water sensitive urban design, including stormwater re-use.*

*Clause 22.17 – Environmentally Sustainable Design*

70. 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.

71. The considerations are energy performance, water resources, indoor environment quality, storm water management, transport, waste management and urban ecology.

Incorporated Documents

72. Appendix 8 to the City of Yarra Review of Heritage Areas, 2007 – The site is identified as being “contributory” to the Richmond Hill Precinct (as identified by Schedule 322 to the Heritage Overlay).

**Advertising**

73. The originally submitted application was advertised under the provisions of Section 52 of the *Planning and Environment Act (1987)* by 117 letters sent to surrounding owners and occupiers and by two signs displayed on site (one at the Adam Street frontage and the second at the rear, along Utopia Place).

74. Council received 6 objections, the grounds of which are summarised as follows:

- (a) Neighbourhood character / Heritage.
- (b) Design and overdevelopment (height, scale, bulk, site coverage and permeability).
- (c) Off-site amenity (overshadowing, overlooking and noise impacts).
- (d) Car parking, traffic impacts and pedestrian safety.
- (e) Impacts during the construction phase (structural, noise, traffic and pest control).
- (f) Reduced property values.

75. One (1) support letter was received to the application, and can be summarised as:

- (a) Proposed development will improve the architectural ingenuity of the area.

76. A planning consultation meeting was held on 03 June 2019 and attended by one objector, the applicant and the Council Planning Officers to discuss the concerns raised.

77. There was no specific resolution reached, however following the meeting, on 03 December 2019, the applicant submitted revised plans under the S57(A) of the Act, in an attempt to redesign the proposal to address the minimum garden area requirements and concerns raised by Council’s Engineering Unit, Urban Design Unit and the objectors.

78. The S57A plans were advertised to all previously notified properties and all objectors. Three additional objections were received, thereby increasing the total number of objections from six (6) to nine (9).

**Referrals**

External Referrals

79. The application was referred to City Link Authority and VicRoads under Section 52 of the Act based on the requirements of the DDO5. There was no objection to the application from any authority.

#### Internal Referrals

80. Both the originally advertised application and amended plans (S57A) were referred to the following areas within Council:
- (a) Heritage
  - (b) Traffic Engineering Unit
  - (c) Civil Engineering Unit
  - (d) Urban Design Unit

### **OFFICER ASSESSMENT**

81. The primary considerations for this application are as follows:

- (a) Clause 55 (Two or more dwellings on lot)
- (b) Heritage
- (c) Car parking and access
- (d) Other matters – Easement and existing use rights
- (e) Objector concerns

#### Clause 55 (Two or more dwellings on a lot)

##### *Standard B1 – Neighbourhood Character and Standard B31 – Design Detail*

82. The proposal seeks to retain the two existing heritage buildings fronting Adam Street, and construct two additional dwellings to the rear, fronting Utopia Place. As described in the site and surrounds, the character of Adam Street is somewhat different to the more consistent heritage character of the land to the north. Within Adam Street, there are 3-4 storey apartment buildings (Nos. 7, 9, 6, 16, 20 and 46 Adam Street) dispersed amongst a mixture of single and double storey terraces and townhouses. The heritage precinct to the north sees a consistency of predominant two-storey Victorian terraces (similar to the existing buildings on site), with some non-contributory commercial buildings to the east and north-east of the site.



*Figure 11: 3D image of street interface with Utopia Place*

83. The main neighbourhood consideration is that of Utopia Place, to which the new dwellings have a direct interface. Utopia Place is typical of other laneways which service vehicular access to the back of house. Consequently, there is no particularly strong or definitive character, but rather a mixture of fences and roller doors, and some robust boundary construction of two or more storeys.

84. Whilst the properties directly abutting the laneway generally address other street frontages, No. 1 Utopia Place to the south-east of the site is an exception. In addition to servicing the front entry to this dwelling, it also provides access to secondary entries into the commercial properties to the east.
85. The design of the proposed units has responded to this context as per the objectives of *Clause 15.01-1* and objective of this clause. Boundary construction to Utopia Place is proposed, which is reflective of the hard-edge two storey wall of the existing building. Whilst intensifying the built form in the rear section of the site, it is well balanced with well recessed elements setback from Utopia Place, and internal spacing as shown on Figure 11 above. Considering the site currently presents hard-edge boundary fencing enclosing the entirety of the northern and eastern boundary, the recessed sections at the pedestrian level will act to “open up” and improve the laneway character. Further discussion regarding compliance with *Clause 22.07 – land abutting laneways* is provided in the policy section to follow.



Figure 12: 3D image of the originally advertised plans



Figure 13: 3D image of the 57A plans

86. Heritage is discussed in a later section of the assessment, however given heritage and neighbourhood character are not mutually exclusive of each other, some discussion is required. The site sits on the periphery of the heritage precinct which extends to the north and east. With commercial properties located to the north-east and east, the more sensitive aspect is to north; the terrace homes fronting Madden Grove. The proposal will not be visible to the streetscape along Madden Grove, as it is located a substantial distance away, and proposes building heights that are equivalent to the scale of these heritage dwellings.

87. The new dwellings will have limited impact to the Adam Street streetscape, being largely concealed by the retained buildings. Any glimpses of the development will be limited and not of concern, as they will not dominate views of the primary heritage facades, and will be read in context of the already diverse and non-heritage character in the remainder of Adam Street.
88. There will undoubtedly be a change to how the site is viewed from the rear perspectives of the properties fronting Madden Grove (north of Utopia Place) and from other areas within private realms. The site currently offers the benefit of an uncharacteristically large and open, undeveloped rear yard area. It is reasonable to expect that the site would experience some further intensification in its use and development, particularly in context of the either high to full site coverage existing in the surrounds.
89. When considering the current outlook, the rear of the properties fronting Madden Grove have more distance views toward the four-storey apartment block at No 7 Adam Street, which has no heritage significance. The proposed double-storey height of the new dwellings are likely to obscure views toward the block of flats, and also provide an appropriate height transition from the their four-storey scale. The two-storey height is also comparable to what exists (the existing double-storey heritage buildings) and the predominantly double-storey scale of the heritage dwellings to the north themselves.
90. The existing northern elevation of the heritage building will be retained, and by virtue of the large 5-8m separation between the existing and new built forms, more than half of the site will remain “unchanged” as viewed from many properties to the north. The intensity of the new built form will be concentrated in the rear/eastern portion of the site, with the internal spacing offering a visual break between the two elements and ensuring that the heritage buildings are clearly identified and preserved.
91. It is therefore considered that the proposed siting and form of the new dwellings will not overwhelm or dominate the heritage character of the area or substantially depart from the existing or preferred future character, therefore complying with the objective of this clause, including the design objectives of *Clauses 15.01* and *21.05* of the Scheme.
92. When looking more intrinsically into the design detailing and design response objectives of Clause 55, the following is of relevance. Based on the originally advertised plans, Council’s Urban Design Unit found the proposal to be responsive to the context, however recommended that as *there is ample distance between the neighbouring buildings due to the laneway separation, that the:*
- (a) *The north-eastern ground floor boundary wall is further setback to avoid a multi-angled wall and to better unify the building form between the ground floor and upper stories.*
  - (b) *The building form is simplified and/or reduced to create only one upper-level setback to the first floor of the north and eastern façades.*
93. As shown on Figure 12 and 13 above, the applicant provided additional setbacks at the norther-eastern splay at ground floor to respond to these comments, with the upper level more simplified. The proposed built-form along the north-eastern corner consequently appears to be less fragmented and more uniformed. Council’s Urban Design Unit is supportive of the changes made under S57A plans.
94. In addition to the above treatment to the north-eastern splay, Council’s Urban Design Unit recommended that that *the boundary of the existing splay be demarcated through landscape treatment*. This has been provided (in addition to increased landscaping along the northern boundary) which provides a softer interface to Utopia Place and further references the landscaping arrangements of surrounding properties.

95. Council's Urban Design Unit were supportive of the use of the light and dark grey cement sheet cladding types, however recommended a vertical sheet layout for the cladding in order to compliment the vertical rhythm of surrounding building features. The amended materials and finishes schedule show vertical cladding proposed for both the dark and grey cladding and as such are supported by Council's Urban Design Unit. The proposed materials and finishes are acceptable as they complement the mixture of building materials found within the surrounding and emerging housing stock. The contemporary approach will emphasise a clear delineation between the old and new built-form.
96. It was recommended that the cement cladding on the southern boundary walls be replaced with a masonry wall type to facilitate installation and maintenance. This will not be required as the construction of the wall will be visited at the Building Permit stage, the wall is not visible to the public realm, and cement clad is a commonly applied material.
97. Overall, the proposed development is contemporary in design, yet complementary to the existing surrounding built form in terms of typology, form and materiality. It will integrate into the surrounding context along Adam Street, Utopia Place, Madden Grove and Stawell Street, which host tall buildings and a mix of styles from the Victorian era through to contemporary. The modern forms as well as the colour and material scheme that includes a mix of light and dark grey cement cladding, combined with timber cladding and varied windows sizes are considered to introduce an interesting design within the public and private realms and will add to the vitality of the surrounding area.

*Standard B2 – Residential Policy*

98. The development will increase the density on site (i.e. two additional dwellings on the combined lots). When assessed against the relevant Planning Policy Framework and Local Planning Policy Frameworks (PPF & LPPF), there is strategic support for the development with regard to its location within an area that contains many resources.
99. The purpose of the Neighbourhood Residential Zone is:
- (a) *To implement the Municipal Planning Strategy and the Planning Policy Framework.*
  - (b) *To recognise areas of predominantly single and double storey residential development.*
  - (c) *To manage and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics.*
  - (d) *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*
100. The proposal fulfils the above by providing what will present to Utopia Place as two individual, double-storey dwellings within an inner-city context that is ideally located to take advantage of existing public transport services.
101. *Clause 11* of the Scheme supports an increase in diversity of choice, economic viability, accessibility and land use and transport integration, whilst facilitating sustainable development that takes full advantage of existing settlement patterns. The future residents of the dwellings will use the services available in the nearby commercial environments.
102. The proposed dwellings also comply with a number of key strategic policies within the Scheme, in particular policy at *Clauses 15.01-1S* and *18.01-1S*, by
- (a) providing higher density housing within close proximity to public transport and retail facilities; and
  - (b) taking advantage of and maximising the existing local infrastructure.
103. As demonstrated above, the proposed building will adequately respect the neighbourhood character.

104. The interface along Utopia Place is a main facet of the development that is required to be considered from a policy and character context. The proposed building satisfies the Development Abutting Laneways policy at *Clause 22.07* of the Scheme as follows:
- (a) Principle pedestrian access arrangements to Unit 1 (existing dwelling) will continue to be from Adam Street. Whilst both the pedestrian and vehicle access to Units 3 and 4 will be from Utopia Place, they will be adequately separated from each other by recessing the pedestrian entrances from the vehicle entrances, reducing any possible conflict between them.
  - (b) Vehicles will ingress and egress within Utopia Place, with some additional movements. The expectation for vehicles to access the garages within one movement would not be reasonable given the constraints of the current conditions (and existing conditions to the site) and Council's Engineering Services Unit is satisfied with the access arrangements from Utopia Place. This will be discussed in depth later in the report. Nonetheless, the design of the garages at the rear effectively integrates into the character of Utopia Place that provides vehicle access to several properties. It is also visually compatible with the local area, and other vehicle access points along Utopia Place. Most importantly, the proposed development will not obstruct access to other properties as all doors/windows will be wholly contained (and inward opening) within the title boundaries of the subject site.
  - (c) Wall-mounted lights along the eastern façade of Unit 3's garage and the northern façade of Unit 4's garage will be provided, leading up to each of the respective pedestrian entrances. This would further improve pedestrian safety. Pursuant to the policy requirements, lighting at the laneway interface must avoid light spill into adjacent private open space and habitable room windows. This will be facilitated by Council's standard condition of permit.
  - (d) The hard-edged walls along sections of the northern and eastern boundaries are comparable to the hard-edged walls of surrounding more contemporary buildings and in this context (Nos. 42 – 44 Madden Grove), and are appropriately sited with regard to the existing character of Utopia Place.
  - (e) The vehicle access gates are shown to open into the site, which ensures that this does not obstruct access to Utopia Place when open.
  - (f) The bin enclosures for Units 3 and 4 will be located within the garage and southern SPOS, respectively. This will ensure that the bins are located within the title boundaries of the subject site, will not spill out onto or be stored within Utopia Place. As a result, the bins will be visually concealed from the public realm. Further, a condition will require the submission of a Waste Management Plan.
105. As demonstrated above, the proposed building will adequately respect the neighbourhood character and meet the policy intent of this clause.
106. A further response to the heritage policy is provided within the "heritage" assessment section below
- Standard B3 – Dwelling Diversity*
107. This standard seeks, "*to encourage a range of dwelling sizes and types in developments of ten or more dwellings*". Accordingly, this standard is not applicable to this development.

*Standard B4 – Infrastructure*



108. The development is located within an existing established residential area. It is not expected the additional dwellings would overload the utility services and infrastructure. The proposed development would be readily connected to the required utility services and infrastructure which are present at the site.
109. Furthermore, the application has been referred to Council's Engineering Services Unit who raise no objection to this aspect of the proposed development. As such the site is considered capable of supporting the proposed dwellings.

*Standard B5 – Integration with the street*

110. This standard recommends developments be provided with *adequate vehicle and pedestrian links that maintain or enhance local accessibility*. It also recommends that *developments should be oriented to front existing and proposed streets*.
111. The retention of the existing heritage buildings on-site removes the ability for the new dwellings to front Adam Street. Whilst Utopia Place is largely defined by the rear interface of properties fronting other streets it is quite an active space, and is not solely "vehicular" based in its use. In addition to its vehicular reliance, it provides pedestrian links for persons travelling to wider areas, and is also actively used by the commercial business to the east, and by No. 1 Utopia Place (which solely addresses the laneway only).
112. It is also a public accessway and a named-road on map, ensuring that way-finding for visitors is not of issue. The increased activity offered by the two dwellings improves pedestrian safety as will the permeability in to the site. The use of paving to delineate the walkways leading to each entrance, combined with landscaping will also help to easily identify the entrances. Council's Urban Design Unit have stated that *the pedestrian entry to Unit 3 is well identified and provides adequate pedestrian refuge from the laneway*. As discussed earlier in the report, as a result of simplifying the north-eastern façade as recommended by Council's Urban Design Unit, the entrance to Unit 4 is more recognisable. The pedestrian entrances to Units 3 and 4 will also include small glass panels, which would further provide a degree of interaction.
113. The garage entrances of both units will consist of different materials from the pedestrian entrances, however they will be the same material and colour as the remainder of the boundary walls around them. To further highlight the location of the vehicular access points along the northern and eastern boundaries to passing pedestrians, and provide for increased glazing at the ground level, a condition on any permit issued will require the provision of transparent elements to these garage doors.

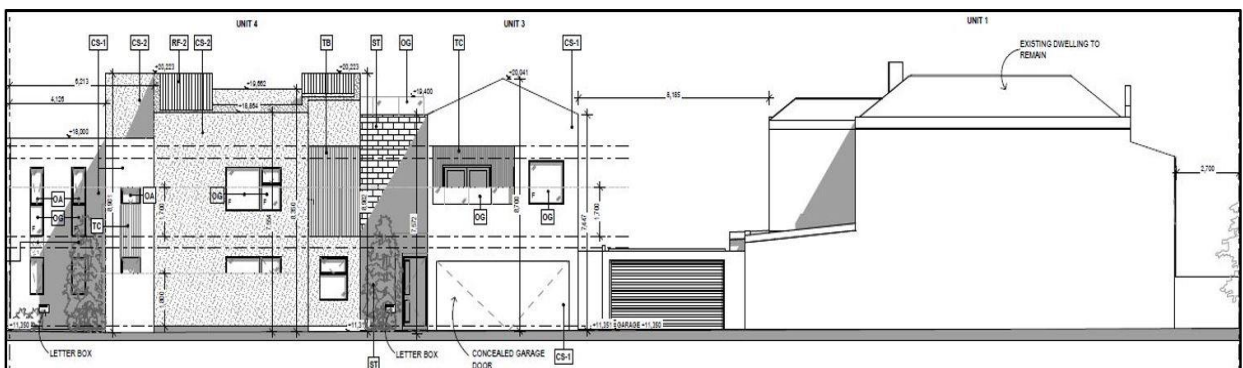


Figure 14: Proposed north elevation, facing Utopia Place

114. As demonstrated in Figures 11, 12 and 13, the use of setbacks at ground floor, especially at the north-eastern corner of the site, combined with upper level windows within the northern and eastern façade walls create a degree of integration with Utopia Place, thereby maintaining a connection with the adjacent streetscape. The windows will allow for passive surveillance opportunities between the public and private realm.

115. The overall development will integrate appropriately with Utopia Place and the broader site context, as encouraged by the objective and standard.

*Standard B6 – Street setback*

116. The purpose of this standard is *to ensure that the setbacks of buildings from a street respect the existing or preferred neighbourhood character and make efficient use of the site.*
117. *Clause 55.03-1* of the Scheme has a number of street setback recommendations for different scenarios/types of sites; such as an existing site between two abutting lots, corner sites or an existing building with no abutting allotments facing the same street where not a corner site. The proposed development is unique the way that the street setback of the existing units to Adam Street (which is the principal street frontage) will remain unchanged.
118. Units 3 and 4 front Utopia Place at varied setbacks. Were the Standard applied, a setback to match the dwelling at No. 1 Utopia Place (approximately 1.8 metres) would be required. However, the Standard is not considered appropriate to apply given it is intended to refer to a residential street where a visible setback pattern is established. Furthermore, No. 1 Utopia Place fronts the southern extension of the laneway and is quite removed from the site.
119. Nonetheless, the garage of Unit 4 (despite being built to the Title boundary) will site behind the front façade of the dwelling at No. 1 Utopia Place due to the variation in the eastern Title boundary locations. As presented to the northern boundary and north-eastern splay, the development incorporates a mixture of hard-edge and highly recessed setbacks, combined with the addition of landscaped areas. The hard-edge treatments are consistent with what is presented by the existing dwelling (and typical for development abutting a laneway), and is balanced with more substantial setbacks which will improve and open-up its current setting. The introduction of timber cladding to parts of the northern façade, along with large window openings, assist in making the upper-floors somewhat lightweight in appearance.
120. As such, the proposed development meets the objective of the clause by providing a balanced response which is consistent with the current character of Utopia Place, whilst making efficient use of the site.

*Standard B7 – Building height*

121. The proposed maximum building height of Units 3 and 4 are 8.9m above NGL, thereby achieving compliance with the maximum 9m specified in the Scheme. Contextually, this is consistent with the current character, being below the height of the existing buildings and comparable to the predominantly two-storey (or more) scale of buildings in the surrounds.

*Standard B8 – Site coverage*

122. The overall site coverage (with all units on-site included) is proposed to increase from 52% to approximately 69%, which does not meet the maximum 60% recommended by the standard. This is an acceptable variation and is reasonable in the context of the site in an inner urban environment with smaller lot sizes, and the established neighbourhood character of high site coverage. Other examples with high site coverage (similar to the subject site) can be found in the area; most notably: Nos. 42 – 44 Madden Grove and Nos.13 and 29 Adam Street and No. 2 Cherrill Street.

*Standard B9 – Permeability*

123. The standard requires a minimum of 20% permeable surfaces on site. Currently, there appears to be permeable surfaces located within the front setback and the rear setback and consists of approximately 210sqm or 40% of the overall site. The proposal will result in a total of a 120sqm of permeable surfaces within the front, rear and side setbacks, and as such 23% of permeable surfaces will be retained on the subject site, which exceeds the standard. Furthermore, the proposed floor plan indicates that there will be a 2,000Ltr rainwater tank, to be used for sanitary purposes of both proposed dwellings. The STORM report provided shows a rating of 108%; which would assist to reduce storm water-runoff.

*Standard B10 – Energy efficiency, Clause 22.16 – Stormwater Management (Water Sensitive Urban Design) and Clause 22.17 – Environmentally Sustainable Design*

124. A Sustainable Design Assessment (SDA), prepared by Sustainable Development Consultants (dated May 2018) was submitted with the originally advertised application. Whilst much of the information will still be relevant to the current scheme, a condition on any permit issued will require an updated SDA that makes reference to the amended plans under S57A. Nonetheless some of the commitments outlined within the SDA report that can be transposed to amended scheme are as follows:

- (a) Provision of LED lighting throughout;
- (b) Minimum of 6.4 and 6.2 NatHERS rating for Units 3 and 4, respectively;
- (c) 5 star heating and cooling systems;
- (d) 4 star WELS rated toilets;
- (e) 3 star WELS rated shower heads;
- (f) No VOC paints;
- (g) 2,000Ltr rainwater tanks to each unit; and
- (h) Incorporation of balconies and timber-cladding to sections of the first floor, north-facing windows in order to filtrate solar access into the living arrangements.

125. On this basis, the proposed development satisfies the requirements of *Clause 22.16 (Stormwater Management)* and *Clause 22.17 (Environmentally Sustainable Development)* of the Scheme.

*Standard B11 – Open Space*

126. Not applicable as no communal open space is proposed.

*Standard B12 – Safety*

127. The pedestrian entrance to the existing units will continue to be clearly visible from Adam Street.

128. The pedestrian entries to Units 3 and 4 will be accessed from Utopia Place. Whilst the entrances will only be visible to Utopia Place, they are clearly distinguishable from the vehicle entrances as a result of the setbacks from the northern and north-eastern boundaries, combined with the use of pavers delineating a pathway to the entrances. The addition of wall-mounted lighting along the walls of each garage leading to the individual pedestrian entrances, further ensures that the objective of this standard is met, providing safety and security for both residents and visitors.

129. The standard encourages that dwelling entries should not be obscured or isolated from the street or internal accessway. Given Utopia Place is shared for both vehicle and pedestrian access, the recessed dwelling entries proposed is appropriate as it provides a transitional space for pedestrians which is removed from the carriageway.

130. The front yards of Units 3 and 4 are consequently open to the laneway, however these are not “private” spaces which require protection or privacy.

*Standard B13 - Landscaping*

131. Landscaping opportunities are provided within the northern and north-eastern frontages of Units 3 and 4. Other areas are provided on the southern setbacks, within the courtyards of both new units. Unit 1 will continue to have landscaping which fronts Adam Street and additional landscaping to the middle of the site. These areas, as well as the amount of planting that would be achievable in each, would improve the sites current visible landscape contribution, which is limited to the frontage at present.

*Standard B14 – Access*

132. This objective and standard seeks to ensure that the number of vehicle crossovers respects the character of the street, whilst maximising the retention of on-street car parking. The proposed development does not seek to introduce any new crossovers to Adam Street, hence maintaining current kerb-side parking. Utopia Place will service access to the two new dwellings, therefore effectively unchanging what exists. It is noted that the roller door to the rear of Unit 1 is maintained, however this is no longer for the purpose of servicing vehicular access.
133. Council Engineers have provided standard conditions and notes to accommodate this development, such as the protection or relocation of infrastructure as necessary.
134. Further to the above, given the location of the new build; i.e. off Utopia Place, Council's Construction Management Unit have required the provision of a Construction Management Plan. In this instance, a standard condition will require a construction management plan to be prepared prior to the commencement of the development. This will also ensure that any emissions and road disruptions during construction will be appropriately managed.

*Standard B15 – Parking location*

135. The on-site car parking spaces for the two new units will be provided at grade. Council's Traffic Engineers have confirmed that the swept path diagrams satisfactorily demonstrate vehicle turning movements into and out of the garages using the B85 design vehicle. This, together with the direct access between the garages and dwellings achieves the objective to provide "convenient" parking for residents. They have also requested for a notation confirming that *for any new internal concrete work, the finished floor levels along the edge of the slab be set 40mm above the edge of Utopia Place*. This will be included as a condition on any permit issued.
136. Habitable room windows will be located directly adjacent to Utopia Place, however with raised sill heights. Given vehicles travel at very low speeds through this area, unreasonable noise impacts are not expected.

*Standard B17 – Side and rear setbacks*

137. This standard stipulates the following:

*"A new building not on or within 200mm of a boundary should be set back from side or rear boundaries:*

- (a) *At least the distance specified in a schedule to the zone, or*
- (b) *If no distance is specified in a schedule to the zone, 1 metre, plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres".*

138. The proposed development incorporates side and rear setbacks at each level of the new units. The following table compares the proposed building setbacks with those required by the standard.
139. For the purposes of this assessment, the northern boundary (to Utopia Place) has been treated as the side boundary.

Table 1 – Side and rear setback requirements

Wall Description	Proposed height	Required setback	Proposed setback	Compliance / Variation
Northern wall	3.29m to 7.57m	1m to 2.66m	1.14m to 5.04m	Complies
Southern wall	7.49m to 8.26m	2.58m to 3.35m	2.76m to 4.51m	Complies
Eastern wall	3.25m to 8.84m	1m to 3.96m	0.48m to 8m	Variation required

140. As demonstrated above, all southern setbacks comply with the standard; with the exception of the eastern setback at both floors.

#### *Eastern setback*

141. *Clause 54.01-4 of the Scheme seeks to ensure that the height and setback of a building from a boundary respects the existing or preferred neighbourhood character and limits the impact on the amenity of existing dwellings.* The proposed eastern walls have a direct interface to Utopia Place, which provides a 3.17m to 3.36m separation from the adjacent commercial property to the east at No. 140 Stawell Street, and a 7.18m distance from wall to wall. Given the separation between and non-residential nature of the adjoining building, there will be no impact from the proposed development. This is similar to the north-eastern corner of the site which is opposite a commercial building at Nos. 42 – 44 Madden Grove more than 3 metres away. Therefore the objective is considered met, which seeks to ensure that the height and setback of a building from a boundary respects the existing or preferred neighbourhood character and limits the impact on the amenity of existing dwellings.

#### *Standard B18 – Walls on boundaries*

142. Pursuant to the standard:

- (a) The total length of walls along the northern boundary should not exceed 19.48m, *unless abutting an existing or simultaneously constructed wall;*
- (b) The total length of walls along the southern boundary should not exceed 20.57m, *unless abutting an existing or simultaneously constructed wall;*
- (c) The total length of walls along the eastern/north-eastern boundary should not exceed 10.52m, *unless abutting an existing or simultaneously constructed wall;* and
- (d) *The maximum height of all boundary walls should not exceed an average 3.2m height, with no part higher than 3.6m unless abutting a higher existing or simultaneously constructed wall on an adjoining lot.*

#### Northern boundary

143. As per above, the northern boundary will be considered as the side boundary for the purposes of this assessment.

144. The proposal incorporates 6.48m wide x 7.57m to 8.7m high wall associated with the ground floor garage and first floor balcony of Unit 3. Following this, a 6.66m long (ground floor) and 6.58m long (first floor) x 7.55m to 8.35m high wall associated with Unit 4 has been proposed.
145. The proposed wall lengths are compliant and incorporate spacing between the built-form and as such, will not appear as continuous boundary construction when viewed from the SPOS further to the north, across Utopia Place. The boundary wall heights, however exceed the recommended Standard. These instances the objective is considered met for the following reasons:
- (a) The boundary walls have a direct abuttal to Utopia Place, which provides a 2.76m – 2.95m wide buffer zone between the development and the rear yards of dwellings fronting Madden Grove. This level of spacing is not considered to adversely impact the amenity of the existing dwellings in the context of the current residential setting. Furthermore, there is approximately 8 metres of separation between the upper levels of the existing buildings and those proposed, therefore providing sufficient visual relief from neighbouring outlooks.
  - (b) The use of a number of different materials (cement and timber cladding), including the addition of windows and a balcony would provide an appropriate level of articulation to the dwellings when viewed from the habitable spaces of dwellings to the north.

#### Southern boundary

146. The proposal incorporates an 11.29m long x 7.29m to 8.6m high wall along the southern boundary (associated with Unit 3) and a 6.52m long x 3.2m to 3.25m high wall along the remainder of this boundary (associated with Unit 4).
147. Similar to the built-form along the northern boundary, the proposed wall lengths along this boundary are separated, and as such will not appear as continuous lengths when viewed from the habitable room windows of the apartment block to the south. These windows are also located over 6m from the proposed boundary walls.
148. Whilst the proposed wall length of Unit 3 meets the length required by the standard, the heights do not meet the average height of 3.2m required by the standard. Nonetheless, the proposed wall heights between 7.29m to 8.6m (associated with Unit 3) is considered acceptable for the following reasons:
- (a) The direct abuttal is to a 6.1m wide concrete driveway of No. 7 Adam Street; the apartment block to the south. This distance provides an adequate buffer from the habitable room windows of this apartment block which faces the subject site.
  - (b) The use of a light material (light-grey concrete cement sheeting) will assist in making the double-storey wall appear less imposing in appearance.
149. The proposed wall length associated with the garage of Unit 4 meets the length required by the standard, however the height of 3.25m does not. Whilst this height will be adjacent to the SPOS of No. 1 Utopia Place, a variation of 5cm is not considered discernible to the eye. Furthermore, the majority of this wall height will be 3.2m, with the section of wall closest to Utopia Place being 0.05m higher than the remainder of the wall. Therefore, the variation is considered acceptable.

#### Eastern boundary

150. For the purpose of this assessment, the north-eastern corner has been included as part of the eastern boundary. The proposal incorporates a 6.23m long x 3.25m high wall along the eastern boundary (associated with Unit 4's garage) which meets the length and height required by the standard.

151. It also incorporates a 3.46m long x 6.65m high wall (associated with Bedroom 3 of Unit 4). Whilst it meets the required length of 10.52m, the height does not meet the average 3.2m height. However, this wall will abut Utopia Place to the east, followed by a double-storey commercial building. In the absence of any sensitive interface, this approach is considered acceptable.
152. In summary, boundary construction is a common characteristic of the area, as evidence by the double storey walls of the existing buildings which are built to both the northern and southern boundaries (and most other terrace homes in the vicinity). Providing a hard-edge treatment to a laneway interface is also a common approach, and promotes activation in a more positive ways that boundary fencing otherwise would. Adequate spacing between the on-boundary elements is also proposed to achieve a balanced outcome.

*Standard B19 – Daylight to existing windows*

153. This standard stipulates the following:

*Buildings opposite an existing habitable room window should provide for a light court to the existing window that has a minimum area of 3 square metres and minimum dimension of 1 metre clear to the sky. The calculation of the area may include land on the abutting lot. Walls or carports more than 3 metres in height opposite an existing habitable room window should be set back from the window at least 50 per cent of the height of the new wall if the wall is within a 55 degree arc from the centre of the existing window.*

154. There are no habitable room windows located within 3m of the subject site. The habitable room windows of Unit 1 will be located well over 5m from the proposed units, with the habitable room windows of No. 7 Adam Street and No. 1 Utopia Place to the south being located over 6m from the subject site.

*Standard B20 – North-facing windows*

155. This standard stipulates the following:

*'If a north-facing habitable room window of an existing dwelling is within 3 metres of a boundary on an abutting lot, a building should be setback from the boundary 1 metre, plus 0.6 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres, for a distance of 3 metres from the edge of each side of the window'.*

156. There are no north-facing windows located within 3m of the subject site. All north-facing windows associated with No. 7 Adam Street and No. 1 Utopia Place are located over 6.1m and 6.5m from the proposed development, respectively.

*Standard B21 – Overshadowing*

157. The standard states, *where sunlight to the secluded private open space of an existing dwelling is reduced, at least 75 per cent, or 40 square metres with minimum dimension of 3 metres, whichever is the lesser area, of the secluded private open space should receive a minimum of five hours of sunlight between 9 am and 3 pm on 22 September. If existing sunlight to the secluded private open space of an existing dwelling is less than the requirements of this standard, the amount of sunlight should not be further reduced.*

158. The proposed development will result in additional overshadowing to the SPOS of the existing dwelling at Unit 1, the concrete driveway of the apartment block to the south (No. 7 Adam Street) and the SPOS of No. 1 Utopia Place between 9.00am to 3.00pm. However, given the concrete driveway is not considered a sensitive interface, or used as SPOS, only the overshadowing caused to the neighbouring SPOS at No. 1 Utopia Place will be discussed.
159. The submitted shadow diagrams show that the total SPOS area to No. 1 Utopia Place is 67sqm. The following table demonstrates in detail the existing and reduced unshadowed areas of this SPOS:

<b>Time</b>	<b>Unshadowed Area (Existing) SPOS</b>	<b>Unshadowed Area (Proposed) SPOS</b>	<b>Increase in Overall Shadows</b>
<b>9.00am</b>	56sqm	54sqm	2sqm
<b>10.00am</b>	53sqm	49sqm	4sqm
<b>11.00am</b>	52sqm	47sqm	5sqm
<b>12.00pm</b>	52sqm	44sqm	8sqm
<b>1.00pm</b>	53sqm	46sqm	7sqm
<b>2.00pm</b>	52sqm	45sqm	7sqm
<b>3.00pm</b>	52sqm	46sqm	6sqm

160. The SPOS of No. 1 Utopia Place will continue to have unshadowed areas over 40sqm, with a minimum width of 3m, between 9.00am to 3.00pm. The most impact the proposal will have on this SPOS is limited to 12noon. Given the limited timeframe (1 hour) during the afternoon in which the greatest impact would occur, the additional shadowing is not considered unreasonable. As such, the proposed development would not drastically reduce the amenity of this space and it will continue to receive adequate sunlight for the reasonable enjoyment of the occupiers. The additional shadowing is therefore not considered unreasonable and compliant with the objective. This dwelling also has a raised balcony which would not be affected.

#### *Standard B22 – Overlooking*

161. The standard states that a habitable room window, balcony, terrace, deck should be located and designed to avoid direct views into the SPOS of an existing dwelling (or a habitable room window) within a horizontal distance of 9 metres (measured at ground level) of the window. Views should be measured within a 45 degree angle from the plane of the window and from a height of 1.7m above floor level. If there is overlooking, windows need to be screened.
162. The above standard does not apply to a new habitable room window, deck or patio which faces a property boundary where there is a visual barrier at least 1.8m high and the floor level of the habitable room window, deck or patio is less than 800mm above ground level at the boundary.
163. No changes are proposed to the existing ground and first floor windows of the existing buildings.

#### Ground floor

164. Overlooking opportunities to the north at ground level from Units 3 and 4 would be suitably limited by existing neighbouring boundary fences that are over 1.8m in height (and given that floor levels of the subject units are less than 800mm above natural ground).

#### First floor



165. The north-facing balcony of Unit 3 will consist of two parts; one fixed, window with obscure glazing followed by a 1.7m high balustrade with obscure glazing. As such, both sections of this balcony meet the requirements of the standard. The Bedroom 1, east-facing window of the new dwelling does not require any privacy screening as views within the 9m arc, across Utopia Place will fall on a commercial building, with no sensitive interfaces.
166. The perimeter of the first floor north-facing balcony of Unit 4 and its north-eastern first floor kitchen window are applied with a timber screen, which appears as a wall. However, the plans do not clarify the transparency of this screen. As the SPOS of dwellings fronting Madden Grove are located approximately 4 to 5m from the balcony and window, a condition on any permit issued will require the screening demonstrate compliance with the objective of Standard B22; i.e. not more than 25% transparency.
167. The first floor, north-facing window of Unit 4's living room consists of two parts; one with a fixed, opaque glass and the other with a fixed, opaque glass up to 1.7m above sill height, with the remainder above this to be operable. As such, this meets the requirements of Standard B22.
168. The north-facing Bedroom 3 windows of Unit 4 are located within 7m of SPOS associated with dwellings fronting Madden Grove. These two windows are proposed to consist of part opaque awning panels and fixed opaque glass at the bottom. The awning panels are identified as being operable, however does not clarify if the opening is restricted, in order to limit overlooking opportunities into the abovementioned SPOS. Therefore, a condition on any permit issued will require these windows to demonstrate compliance with the objective of Standard B22.
169. Similarly, the east-facing windows of Unit 3's Bedroom 2 and Unit 4's Bedroom 3 will consist of part opaque awning windows and part fixed opaque windows. This is acceptable as the direct interface to the east of these windows is a commercial building. Nonetheless, these windows meet the requirements of the standard.
170. The south-facing first floor ensuite window of Unit 4 does not require any screening as this is not a habitable room window. Nonetheless, this window will consist of a sill height of up to 1.7m.
171. The first floor, south-facing window of Unit 4's dining room consists of two parts; one with a fixed, opaque glass and the other with a fixed, opaque glass up to 1.7m above sill height, with the remainder above this to be operable. As such, this meets the requirements of Standard B22.

#### Roof terrace

172. The northern perimeter of Unit 3's roof terrace is located over 10m from the habitable room windows of dwellings fronting Madden Grove. This northern perimeter and a section of the southern perimeter of Unit 3's roof terrace will be located within the ridgeline of the roof and as such, views into the SPOS of dwellings fronting Madden Grove to the north and the habitable room windows of the apartment block at No. 7 Adam Street to the south will be obstructed as shown on Figure 15 below (highlighted built-form which consists of a height of 2.34m).

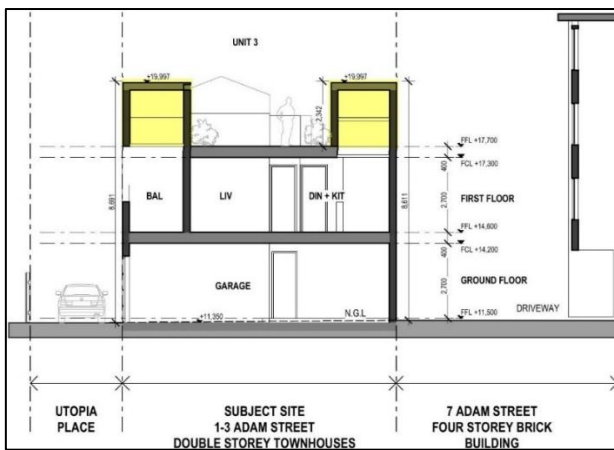


Figure 15: Section showing built-form limiting overlooking from Unit 3 roof terrace

- 173. The remainder of the southern perimeter of Unit 3’s roof terrace will consist of 1.7m high opaque glass, which meets the requirements of the standard, limiting horizontal and downward views into habitable room windows located within the apartment block of No. 7 Adam Street. Similarly, the eastern perimeter of this terrace will also consist of a 1.7m high opaque glass, which would limit views into the SPOS of No. 1 Utopia Place.
- 174. It is acknowledged that the fourth-storey windows of No. 7 Adam Street are located above the roof terrace and may experience views between. However the 9 metre viewing arc does not apply to any views into neighbouring windows which are above a height of 1.7 m from the floor level. This is demonstrated in Figure 16 below (extracted from Planning Practice Note 27 Understanding Rescode) which demonstrates the area which can be considered when assessing overlooking into existing neighbouring windows. As these windows sit above the horizontal and downward viewing arc, they fall outside of the realms of assessment.

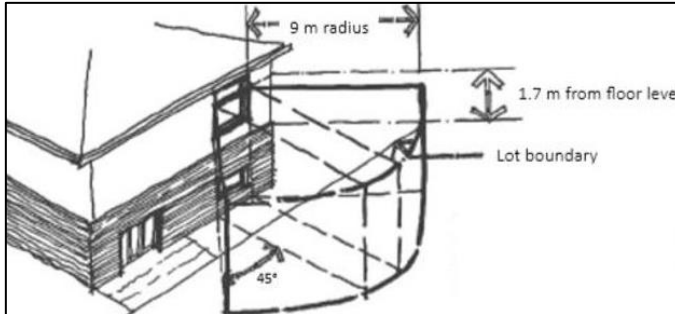


Figure 16: Overlooking from habitable space into neighbouring habitable room windows

- 175. The Applicant has provided the following 3D image (Figure 17) which show that views from Unit 3’s roof terrace (standing deeper into the terrace away from the 1.7m high southern opaque balustrade) will be toward the ceiling of any apartments at No. 7 Adam Street, and not direct horizontal or downwards views. It is therefore compliant with the standard and the limited extent of viewing is within reasonable limits.



Figure 17: Views from the roof terrace to upper level windows at No. 7 Adam Street

176. As shown on Figure 18 below, the northern perimeter of Unit 4’s roof terrace will consist of an upward lip (outlined in blue) which has been shown to obstruct downward views into the SPOS of dwellings fronting Madden Grove in accordance with the standard. The habitable room windows of these dwellings fronting Madden Grove are located beyond the 9m overlooking arc, and hence also compliance with Standard B22.

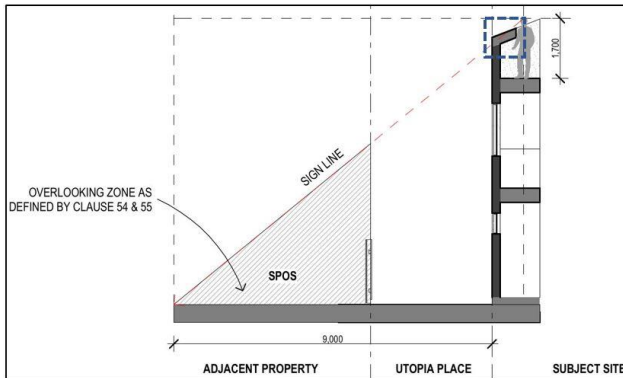


Figure 18: Section showing built-form limiting overlooking from Unit 4 roof terrace

177. However, in response to objector concerns, the applicant has offered to treat the northern lip of the terrace with an additional opaque glass screen to a height of 1.7m above the terrace floor level. The northern elevation and cross section below at Figure 19 show the proposed treatment put forth in the sketch plans received on 2 March 2020. This treatment is considered positive in providing the private open space areas to the north with an added sense of privacy. A condition will require this added screening be applied to the northern perimeter of the roof top terrace of Unit 4, in accordance with the sketch plan referenced above.

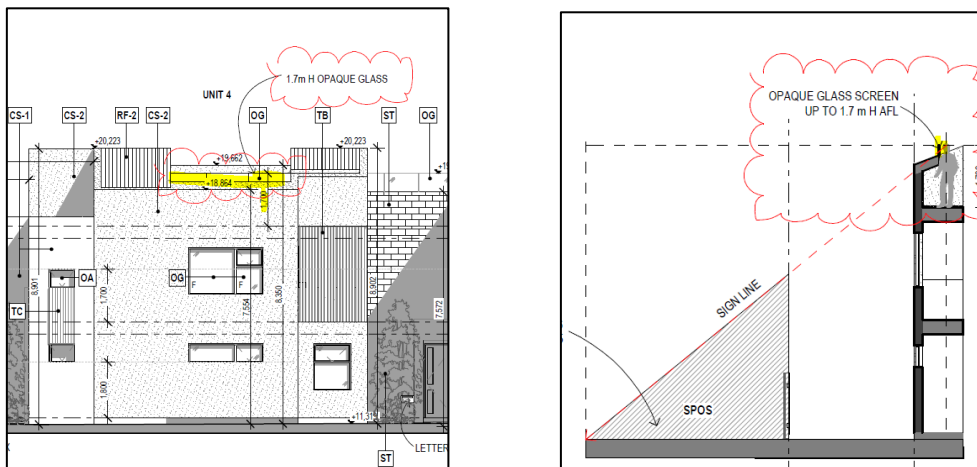


Figure 19: Northern elevation and section showing proposed additional screening as per sketch plans dated 02.03.2020

178. The southern perimeter of Unit 4’s roof terrace does not appear to have any privacy screening or sectional diagrams to show that proposed built-form will obstruct views and as such, a condition will require this southern perimeter to demonstrated compliance with Standard B22.

*Standard B23 – Internal views*

179. Views from the ground and first floor habitable room windows of Unit 1, into the proposed Units 3 and 4 will be obstructed as a result of the proposed double-storey high wall of the new development.

180. It is unclear whether the internal partition between the southern ground floor courtyards of Unit 3 and 4 go far enough to address internal overlooking requirements of the standard. A condition on any permit issued will therefore require the plans to demonstrate full compliance with Standard B23.
181. There will be no internal overlooking from the north and north-western perimeters of the first floor Unit 4 balcony, into the first floor Unit 3 balcony as a result of the double-storey eastern façade of Unit 3.
182. There will be no internal overlooking from the east-facing, first floor Bedroom 2 windows of Unit 3 into the southern ground floor courtyard of Unit 4 as these windows will consist of part opaque awning windows and part fixed opaque windows. Therefore these windows meet the requirements of the standard.
183. Given the roof terraces are to be located within the ridgelines, internal views between each roof terrace at Unit 3 and Unit 4 will be obstructed by proposed 2.34m high built-form.

*Standard B24 – Noise impacts*

184. The proposed development is residential in nature and located in a residential zone. It is reasonable to expect that any noise generated on the site would be normal to what is expected in a residential setting without causing any unreasonable acoustic impacts on neighbouring properties. It is noted that the 'use' of a dwelling is an as-of-right use within the zoning of the subject site.

*Standard B25 – Accessibility objective*

185. The entrances to the new units are generally easily accessible for people with limited mobility. Whilst the living rooms are located at first floor, this would be evident to future occupants. The existing Unit 1 will continue to provide an accessible ground floor living arrangement and the objective of this standard is considered met.

*Standard B26 – Dwelling entry objective*

186. The entrance to the existing dwelling at Unit 1 will continue to be from Adam Street.
187. As discussed earlier in the report, the entrances to the new dwellings at Units 3 and 4 are clearly visible from Utopia Place. The proposed materials, including the setback from the northern boundary and paving leading up to the doors will assist in identifying the dwelling entrances. The provision of wall-mounted lighting leading up to the entrances will further increase the safety and improve the integration between the development and the street. Standard conditions will be imposed to ensure the lights are appropriately baffled and shielded.
188. The standard is met as Utopia Place is a public accessway, and a sense of address and transitional space is achieved through the introduction of recessed and landscaped entries.

*Standard B27 – Daylight to new windows*

189. The standard requires all new windows to face an area with a minimum space of 3sqm and minimum dimension of 1m clear to the sky. All habitable room windows comply.

*Standard B28 – Private open space*

190. Standard B28 generally requires that:

*..a dwelling or residential building should have private open space consisting of:*

- (a) An area of 40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 3 metres and convenient access from a living room, or
- (b) A balcony of 8 square metres with a minimum width of 1.6 metres and convenient access from a living room, or
- (c) A roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.

191. Unit 1 will be provided with 66sqm of SPOS at ground floor, accessed from the existing dining room and located to the east of the building.
192. Unit 3 will be provided with a total of 72sqm of private open space located within the front and rear setbacks at ground floor, first floor balcony and also within the roof terrace. SPOS is located within 14sqm of balcony at first floor, with a width of 2.19m and the 31sqm of roof terrace, with a width well over 2m; both of which can be easily accessed via the first floor living room.
193. Unit 4 will be provided with a total of 46sqm of private open space located within the front, side and rear setbacks at the ground floor, first floor balcony and also within the roof terrace. SPOS is located within 9sqm of balcony at first floor, with a width of 2m and the 14sqm of roof terrace, with a width well over 2m; both of which can be easily accessed via the first floor living room.
194. As such, Unit 1, 3 and 4 complies with the standard, meeting the service and recreation needs of future occupants. The reliance upon balconies and roof terrace is considered appropriate for the reversed living arrangements and the size of dwellings.

*Standard B29 – Solar access to open space*

195. Complies with the standard and the objective. All open spaces (the roof terraces) will have some northerly aspects, ensuring adequate levels of solar access into these areas.

*Standard B30 – Storage*

196. The standard requires that all dwellings are provided with 6m<sup>3</sup> of externally accessible storage.
197. 6m<sup>3</sup> storage areas have been provided within the garage and rear SPOS of Units 3 and 4, respectively, meeting the requirements of the standard.
198. A condition on any permit issued will require the location of 6m<sup>3</sup> storage for the existing dwelling at Unit 1 to be shown on plan.

*Standard B32 – Front fences*

199. Not applicable as there are no new front fences proposed.

*Standard B33 – Common property*

200. This does not apply as there is no common property proposed.

*Standard B34 – Site Services*

201. As discussed earlier in the report, the bins for Units 3 and 4 will be located within the garage and southern SPOS, respectively. This will ensure that the bins are located within the title boundaries of the subject site and will be visually concealed from the public realm.

202. Bin storage for Unit 1 has not been shown on plans. Nevertheless, given Unit 1 has a large area of SPOS, this is adequate space for the provision on bins. A condition on any permit issued will require the provision of bins for Unit 1 to be shown on plans.
203. Individual mail boxes will be provided for each dwelling within the Utopia Place frontages, ensuring that the Standard is met.

*Standard B35 – B49 Energy efficiency*

204. Not applicable as these provisions are only relevant to apartments.

Heritage

205. The decision guidelines from *Clause 43.01-4 Heritage Overlay* and policy from *Clause 22.02 (Development Guidelines for Sites Subject to the Heritage Overlay)* of the Scheme are used to assess the proposed works, in-order to ensure that there is consistency achieved with the heritage values of the surrounding area.
206. The proposed demolition of the verandah, carport, boundary fencing and eastern roller-door are consistent with *Clause 22.02-5.1* of the Scheme which supports demolition located at the rear or is not visible from the street frontage. Overall, the proposed demolition is acceptable as the main buildings on-site will continue to remain in-tact, therefore ensuring that the primary heritage fabric and significance are preserved. This application was referred to Council's Heritage Advisor who is supportive of the extent of demolition and have stated that *the elements to be demolished are not part of the original building fabric of the houses and their removal will not affect the heritage values of either dwellings or the character or appearance of the subject heritage precinct.*
207. *Clause 22.02-5.7* of the Scheme provides direction as to the appropriate design and location of a new development. It states (relevantly) *encourage the design of new development and alterations and additions to a heritage place or a contributory element to a heritage place to:*
- (a) *Respect the pattern, rhythm, orientation to the street, spatial characteristics, fenestration, roof form, materials and heritage character of the surrounding historic streetscape.*
  - (b) *Be articulated and massed to correspond with the prevailing building form of the heritage place or contributory elements to the heritage place.*
  - (c) *Be visually recessive and not dominate the heritage place.*
  - (d) *Be distinguishable from the original historic fabric.*
  - (e) *Encourage setbacks from the principal street frontage to be similar to those of adjoining contributory buildings; where there are differing adjoining setbacks, the greater setback will apply.*
208. The proposed double-storey (plus roof terrace) residential units are appropriate due to the following reasons:
- (a) *Clause 22.02-5.7* of the Scheme provides direction as to the appropriate location for an addition. It states (relevantly) that a new addition to a contributory building *to be sited within the 'envelope' created by projected sight lines* in Figure 1 and 2. The proposed double-storey units will be located towards the rear of the subject site, setback over 30m from Adam Street and 40m from Stawell Street to the east. Therefore, in principle, the proposed development meets the sightline diagrams at both Figures 1 and 2.
  - (b) Units 3 and 4 will be visible from oblique angles when viewed from Adam Street. As illustrated in Figure 20 below, the transition from the existing, light-grey rendered heritage fabric to the proposed dwellings is appropriately treated with a large 5-8m spacing between the new and old, combined with the light-grey colouring separating the heritage buildings from the darker façade beyond.

The modern form also draws upon the verticality of the terraces, though with differing angles and greater articulation. Council's Heritage Advisor is supportive of the new additions as proposed. Therefore, it is considered that the proposed development meets the requirements of *Clause 22.02-5.7.1* of the Scheme, ensuring the new fabric is designed to be *distinguishable from the original heritage fabric*.



**Figure 20:** 3D image of the façade transition from Adam Street to Utopia Place

- (c) *Clause 22.02-5.7.1* of the Scheme discourages elements which detract from the heritage fabric such as unroofed or open upper level decks or balconies. The roof terraces at Unit 3 and 4 are sensitively designed as they will be setback over 30m from Adam Street, and will be incorporated into the ridgeline of the roof forms. Therefore, it is considered that the proposed roof terraces are visually recessive and will not dominate the heritage place.
  - (d) The roof form for the new units are proposed to be contemporary, with a combination of flat and gabled roof forms. The surrounding contributory dwellings along Madden Grove consist of a mix of gabled and hipped roof forms, with the immediately adjacent apartments consisting of flat roof forms. In addition, the combination of roof styles will assist in breaking down the mass of the overall built form. As such, the proposal complies with *Clause 22.02-5.7.1* of the Scheme which encourages new developments to respect the pattern, rhythm, roof form and heritage character of the surrounding historic streetscape.
  - (e) The proposal has adopted contemporary materials (cement, timber and stone cladding), which will appropriately distinguish the new Units 3 and 4 from the original heritage fabric found in the existing Units 1 and 2.
  - (f) In light of the proposed design, setbacks, materials and finishes, the proposed units will not appear to dominate the existing heritage dwelling or streetscape.
209. Council's Heritage Advisor has identified that the existing upper level balcony of No. 3 Adam Street (Unit 2) has a non-original, unsympathetic infill to the façade of the building, recommending it be removed. However, these works were approved by Council under Planning Permit No. 6402 on 31 March 1992 and therefore this recommendation will not be imposed. It has also been recommended that the existing high front fencing along Adam Street (associated with Nos. 1 and 3 Adam Street) be reduced in height to 1.2m. However, this planning application does not propose to alter the front façades nor front fencing of the subject site and therefore, this too will not be imposed.
210. Overall, the proposal appropriately responds to the particular requirements contained within *Clause 22.02* and *Clause 43.01* of the Scheme, and therefore, is considered acceptable in relation to the heritage context of the street.

Car parking and access

211. *Clause 52.06-1* of the Scheme requires that prior to a new use commencing, the car parking spaces required under *Clause 52.06-5* must be provided on the land or as approved under *Clause 52.06-3* to the satisfaction of the responsible authority. As previously identified, the dwellings require a total of five car spaces. Four car spaces are provided for Units 3 and 4 (2 spaces per dwelling) however Unit 1 will not be provided with the one on-site car space required by the Scheme.
212. It should be noted that Unit 2 as an “Office” use would typically generate a requirement for 4 on-site spaces (3 spaces per 100sqm) if it were a new use which was being freshly assessed. However, as the office component is not a “new use” proposed with this application (but rather an existing use that has established existing use rights pursuant to Clause 63.11), there is an inherent right for it continue to operate as enabled by Clause 63.05. Therefore, as Unit 2 does not seek to introduce a new use, or any buildings or works to increase the net office floor area, the usual requirements of Clause 52.06 are not applied. Nonetheless, the use has operated for a period of more than 15 years with an absence of the four spaces that would be required, and is therefore expected to continue to do so without adversely impacting the local area.
213. As identified previously, the site has the advantage of being close to public transport services, such as the Burnley train station and trams along Swan Street. The reduction of car parking associated with Unit 1 is considered appropriate given the context and scale of the site, the proximity to sustainable transport options and the site’s position relative to the Burnley Street and Swan Street. Being a two bedroom dwelling, only one space is required for Unit 1, and future owners would be aware the absence of dedicated parking within the site. The parking demand generated by the development is therefore unlikely to have a detrimental effect on existing parking conditions in the surrounding area.
214. Visitor parking is not required under the Scheme, and there is sufficient short-term car parking in the vicinity of the site to cater for the small parking demand associated with visitors. The short term parking restrictions will provide sufficient car parking turnover within nearby streets. In addition, access to Burnley Street and Swan Street services may encourage sustainable travel options for visitors. This will help to lessen the impact on car parking in the area.
215. Utopia Place primarily services vehicular access to surrounding properties (including the subject site), and hence the continued use of the laneway to provide access to the development is a logical response. It is acknowledged that the carriageway width is quite narrow, however this is an existing condition, and one which is likely to be improved by the proposed development. There is currently a tight pinch point adjacent to the north-eastern splay of the site. By way of removing the boundary fencing from the splay, and setting back built form from this corner with low landscaping affront, vehicle manoeuvrability will be notably improved.
216. Council’s Traffic Engineers found that *a motorist driving a vehicle larger than a standard B85 vehicle would most likely find it difficult to drive through Utopia Place, in particular, the section off Adam Street. Although the carriageway is very narrow in some sections, the width of Utopia Place is still considered adequate to allow a B85 design vehicle to traverse through the street.* However, a concern was also raised that the proposed width of Unit 4’s garage was insufficient to accommodate two B85 design vehicles off Utopia Place to the east. As such, Council’s Traffic Engineers raised a number of requirements based on the advertised plans. These requirements included the provision of swept path diagrams for each individual car entering and exiting each of the spaces and the internal dimensions and garage door width of Unit 4.



The applicant responded to the recommendations as part of the amended plans. As a result, Council's Traffic Engineers confirmed that the amended submission satisfactorily demonstrates vehicle entry and exit movements into and out of Unit 4's double garage via Utopia Place.

217. The need for more than one vehicle movement to access and egress the garages is reasonable in this context, and the widened opening of the garage of Unit 4 and longer depth of that of Unit 3, will ensure the number of required movements is within reasonable limits.
218. Overall, the proposed development will have minimal adverse impact on the car parking conditions in the area. The use of Utopia Place for access is also a continuation of existing conditions and Council's Traffic Engineering Unit raised no objection in this regard. For the reasons provided in the above assessment, the reduction of car parking requirements is acceptable in this instance.

### Other matters

#### *Removal of easement*

219. The development seeks to remove an easement currently burdening a central section of the site. The purpose of *Clause 52.02* is to enable the removal of an easement in order to use/develop the land which complies with the planning scheme, after the interests of affected people are considered.
220. In this instance, Council's Civil Engineering Unit have advised that the *subject easement does not contain any public drainage infrastructure and is not vested in Council* and therefore, will not be affected by the removal of this easement. It has been recommended that the *owner/applicant should consult and address any issues created by the proposal with any affected private parties and seek for a written consent from all relevant parties before finalising the request for removal of easement.*
221. The Applicant provided a Melbourne Water Sewer Assets Plan, a City of Yarra Drainage Plan and a "Dial Before You Dig" request authorised by City West Water, which demonstrates that the existing drainage and sewerage easement is not currently being used by No. 1 Adam Street or any other surrounding lands. This confirms that no existing or adjacent buildings benefit from this easement and therefore, the removal of E-3 is acceptable. The easement removal would need to be carried out prior to construction works commencing.

#### *Existing Use Rights*

222. The subject site is located within a Neighbourhood Residential Zone, Schedule 1, where pursuant to *Clause 32.09-2* of the Scheme, an Office is listed as a prohibited (Section 3) use. *Clause 63.01* states that an existing use right is established if *proof of continuous use is established under Clause 63.11*. *Clause 63.05* allows a use in Section 2 or 3 to continue provided certain requirements are met.
223. As outlined earlier in the report, the applicant has provided detailed documentation for the previous 15 years (continuously for at least one to two years) showing that the site has been continually used for commercial purposes. Whilst *Clause 63.02* does not require an existing use right to be classified as a land use definition defined by the Scheme, the business which has operated from the site (AT consulting - accountants) would be appropriately classified as an "office". It is noted that the previous Tribunal decision in 2007 (PL06/0554) did acknowledge the following (inter alia):

*....I was advised that one of the dwellings is currently used as a business. The legitimacy of this activity was not considered during this hearing....*

224. This demonstrates there are no records of the use being held to be “unlawful” by a decision of a court or tribunal, and no written direction for the use to cease by reason of its non-compliance with the scheme, therefore the conditional test in the *proof of continuous use* is met. The existing use right will run with Unit 2 only. Whilst existing use rights has been established through this application process, this aspect does not require a planning permit.

#### Objector concerns

225. The objector concerns are outlined and discussed below:

(a) *Neighbourhood character / Heritage.*

Neighbourhood character and Heritage have been discussed in paragraphs 82 – 97 and also at paragraphs 205 to 210.

(b) *Design and overdevelopment (height, scale, bulk, site coverage and permeability).*

Matters relating to height, scale and bulk are discussed at paragraphs 82 – 97 within the neighbourhood character assessment, paragraphs 137-152 and also at paragraph 121. Site coverage and permeability are discussed in paragraphs 122 to 125.

(c) *Off-site amenity (overshadowing, overlooking and noise impacts).*

Overshadowing is discussed in paragraph 157 – 160 and noise impacts at paragraph 184. Overlooking is addressed in paragraphs 161-178, noting that the sketch plans referred to earlier in the report propose additional screening to the northern lip of Unit 4’s roof top terrace. This additional screening will be included as a condition on any permit issued.

(d) *Car parking, traffic impacts and pedestrian safety.*

Car parking, traffic impacts and pedestrian safety has been discussed in paragraphs 211 – 218 and also within relevant sections of the Clause 55 assessment. Council’s Traffic Engineering Unit have deemed Utopia Place to have sufficient width and capacity to service vehicles associated with the new dwellings.

(e) *Impacts during the construction phase (structural, noise, traffic access and pest control)*

This will be managed by via a conditional requirement for a Construction Management Plan, to be approved by Council’s Construction Management Unit.

(f) *Reduced property values.*

VCAT has consistently found that property values are speculative and not a planning consideration. Fluctuations in property prices are not a relevant consideration when assessing an application under the provisions of the Planning & Environment Act 1987, nor the Yarra Planning Scheme.

#### **Conclusion**

226. Based on the report, the proposal is considered to comply with the relevant policies of the Yarra Planning Scheme and is recommended for approval, subject to conditions.

## RECOMMENDATION

That having considered all relevant planning policies, the Committee resolves to issue a Notice of Decision to Grant a Planning Permit PLN18/0323 for part demolition, construction of two (2), double-storey Units (plus roof terraces) at the rear of Nos. 1 & 3 Adam Street, removal of an easement, and reduction in the car parking requirements at 1 and 3 Adam Street Burnley VIC 3121, subject to the following conditions:

1. Before the development starts, 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 the 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 plans prepared by YBL Remmus Architecture, dated October 2019 (Rev D: TP-02, TP-05, TP-06, TP-07, TP08, TP-09, TP-10, TP-20 and TP-18) but modified to show the following:
  - (a) Additional screening treatment to the northern perimeter of Unit 4's roof terrace in accordance with the submitted Sketch Plan received on 02.03.2020 (Rev D: TP-08).
  - (b) Provision of transparent elements to the garage doors of Units 3 and 4.
  - (c) The following to demonstrate compliance with the objective of Standard B22 (Overlooking objective) of Clause 55 of the Yarra Planning Scheme:
    - (i) The northern perimeter of the first floor balcony of Unit 4.
    - (ii) The north-eastern, first floor kitchen window of Unit 4.
    - (iii) The northern Bedroom 3 windows of Unit 4.
    - (iv) The southern perimeter of Unit 4's roof terrace.
  - (d) The internal partition between the southern ground floor courtyards of Unit 3 and Unit 4 to demonstrate compliance with the objective of Standard B23 (Internal views) of Clause 55 of the Yarra Planning Scheme.
  - (e) Annotation confirming the finished floor level along the edge of the garage slab set at 40mm above the edge of Utopia Place.
  - (f) Location of 6m<sup>3</sup> of storage and bins for Unit 1.
  - (g) A separate plan showing the easement removal consistent with the Title Plan.
  - (h) Design changes to implement recommendations of the Sustainable Development Assessment condition of this permit.
  - (i) Design changes to implement any recommendations of the endorsed Waste Management Plan condition of this permit.
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. Before the development 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.
4. 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.
5. Before the plans are endorsed, an amended Sustainable Development Assessment to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the Sustainable Development Assessment will be endorsed and will form part of this permit. The Sustainable Development Assessment must include the following:

- (a) The amended plans, lodged with Council on 03.12.2019.
6. The provisions, recommendation and requirements of the plans and endorsed Sustainable Development Assessment must be implemented and complied with to the satisfaction of the Responsible Authority.
7. Before the plans are endorsed, a Waste Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. Once approved, the Waste Management Plan will be endorsed and will form part of this permit.
8. The provisions, recommendations and requirements of the endorsed Waste Management Plan must be implemented and complied with at all times to the satisfaction of the Responsible Authority.
9. A removal of easement plan submitted for certification under the Subdivision Act 1988 must be referred to the relevant authority in accordance with Section 8 of that Act.
10. Prior to commencement of any construction works, the easement affecting the land must be removed from Title.
11. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, all external lighting capable of illuminating access to the pedestrian entries and car parking area must be provided. Lighting must be:
- (a) located;
  - (b) directed;
  - (c) shielded; and
  - (d) of limited intensity.
- to the satisfaction of the Responsible Authority.
12. The area set aside for the parking of vehicles, together with the associated access lanes as delineated on the endorsed plan must:
- (a) be designed, provided and completed to the satisfaction of the Responsible Authority;
  - (b) thereafter be maintained to the satisfaction of the Responsible Authority;
  - (c) be made available for such use at all times and not used for any other purpose;
  - (d) be properly formed to such levels that it can be used in accordance with the endorsed plan; and
  - (e) be drained and sealed with an all-weather seal coat;
- all 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, any damage to Council infrastructure resulting from the development must be reinstated (including the full re-sheeting of the footpath at the front of the property if required by Council):
- (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 redundant vehicular crossing must be demolished and re-instated as standard footpath and kerb and channel:
- (a) at the permit holder's cost; and
  - (b) to the satisfaction of the Responsible Authority.

15. 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;
  - (l) 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;
  - (o) 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. In preparing the Noise and Vibration Management Plan, consideration must be given to:
    - (i) using lower noise work practice and equipment;
    - (ii) the suitability of the land for the use of an electric crane;
    - (iii) silencing all mechanical plant by the best practical means using current technology;
    - (iv) fitting pneumatic tools with an effective silencer;
    - (v) other relevant considerations; and

During the construction:

- (q) any stormwater discharged into the stormwater drainage system must be in compliance with Environment Protection Authority guidelines;
- (r) 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;

- (s) vehicle borne material must not accumulate on the roads abutting the land;
  - (t) the cleaning of machinery and equipment must take place on the land and not on adjacent footpaths or roads; and
  - (u) all litter (including items such as cement bags, food packaging and plastic strapping) must be disposed of responsibly.
16. The provisions, recommendations and requirements of the endorsed Construction Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.
17. The development, once commenced, must be completed to the satisfaction of the Responsible Authority.
18. 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.
19. The easement removal approved under this permit will expire if:
- (b) A removal of easement plan is not certified under the Subdivision Act 1988 within two years of the issue of the permit; or
  - (c) A removal of easement plan is not completed within five years of the date of certification under the Subdivision Act 1988.
20. 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:

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

A building permit may be required before development is commenced. Please contact Council's Building Services on 9205 5555 to confirm.

Provision must be made for drainage of the site to a legal point of discharge. Please contact Council's Building Services on 9205 5555 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.

Any services poles, structures or pits that interfere with the proposal must be adjusted, removed or relocated at the Permit Holder's expense after seeking approval from the relevant authority.

Before any structure can be built over any easement, the applicant must obtain the consent of all Benefitting Owners with rights over the easement, if applicable.

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

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.

**CONTACT OFFICER:** Nish Goonetilleke  
**TITLE:** Senior Statutory Planner  
**TEL:** 9205 5005

**Attachments**

- 1 PLN18/0323 - 1 and 3 Adam Street Burnley - Site Location Plan
- 2 PLN18/0323 - 1 & 3 Adam Street Burnley - Decision Plans (S57A)
- 3 PLN18 0323 - 1 & 3 Adam Street Burnley - Previously Advertised Plans
- 4 PLN18/0323 - 1 and 3 Adam Street Burnley - Heritage Advice
- 5 PLN18/0323 - 1 & 3 Adam Street Burnley - Traffic Engineering Comments
- 6 PLN18/0323 - 1 & 3 Adam Street Burnley - Urban Design Comments

- 
- 1.4 2 Gough Street, Cremorne - PLN15/1176.01 - Section 72 Amendment to allow for changes to the preamble, deletion/amendment of conditions, reconfiguration of building uses, internal reconfiguration, changes to the car parking provision/allocation and built form changes (including new/enlarged terraces over approved roof areas).**
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## Executive Summary

### Purpose

1. This report provides Council with an assessment of planning permit application PLN15/1176.01 being an amendment to Stage 2 of the overall Nylex Silos redevelopment which affects land at 2 Gough Street, Cremorne and recommends approval subject to conditions.

### Key Planning Considerations

2. Key planning considerations include:
  - (a) Section 72 of the *Planning and Environment Act 1987*;
  - (b) clause 15.01 – Urban Environment – Higher Density Guidelines;
  - (c) clause 22.10 – Built Form and Design Policy;
  - (d) Comprehensive Development Zone – schedule 3, Richmond Maltings, 2 Gough Street, Cremorne, and
  - (e) clause 52.06 – Car Parking

### Key Issues

3. The key issues for Council in considering the proposal relate to:
  - (a) Policy and Strategic support;
  - (b) Use;
  - (c) Built form (Urban Design and Heritage);
  - (d) On site amenity;
  - (e) Off site amenity
  - (f) Car & bicycle parking, loading, traffic and access;
  - (g) Other matters including, waste management, sustainability, wind, acoustics, and structural engineers; and
  - (h) Objector concerns.

### Submissions Received

4. Twenty One objections were received to the application, these can be summarised as:
  - (a) Truck movements and impact on surrounding streets (traffic and noise);
  - (b) Location of revised loading bay;
  - (c) Inadequate footpaths;
  - (d) Insufficient car parking.
5. Amended plans were lodged pursuant to Section 57B of the *Planning and Environment Act 1987* and were readvertised to existing objectors only. Five submissions were received, raising the following concerns:
  - (a) Reduction in width of footpaths;



- (b) Extent of frontage used for services and vehicular access;
- (c) Design of the loading dock area including location of roller doors;
- (d) Safety
- (e) Truck queuing impacts to the surrounding area
- (f) Compliance with Melbourne Water conditions;
- (g) Urban Design;
- (h) Safety for cyclists

**Conclusion**

6. 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) Design changes to building B9 to improve internal amenity;
  - (b) Façade strategy to ensure a quality outcome; and
  - (c) Enabling the staging of the development.

**CONTACT OFFICER:** Mary Osman  
**TITLE:** Manager Statutory Planning  
**TEL:** 9205 5300

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**2 Gough Street, Cremorne - PLN15/1176.01 - Section 72 Amendment to allow for changes to the preamble, deletion/amendment of conditions, reconfiguration of building uses, internal reconfiguration, changes to the car parking provision/allocation and built form changes (including new/enlarged terraces over approved roof areas).**

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Reference: D20/4273  
 Authoriser: Manager Statutory Planning

[Help](#)

**Ward:** Melba Ward

**Proposal:** Amendment to the endorsed plans and permit conditions of PLN15/1176 including:

- Changes to the permit preamble,
- deletion/amendment of conditions,
- reconfiguration of building uses,
- internal reconfiguration of buildings,
- changes to the car parking provision/allocation and
- built form changes (including new/enlarged terraces over approved roof areas).

**Existing use:** Vacant

**Applicant:** Caydon Cremorne No.2 Development Pty Ltd

**Zoning / Overlays:** Comprehensive Development Zone – Schedule 3 and part Road Zone (Category 1), Environmental Audit Overlay, Land Subject to Inundation, City Link Project Overlay and Heritage Overlay – Schedule 350 (Sign and Richmond Maltings both included on the Victorian Heritage Register H2049 and H2050).

**Date of Application:** 18 December 2018

**Application Number:** PLN15/1176.01

### Planning History

1. Planning permit PLN15/1179 was issued at the direction of the Victorian Civil and Administrative Tribunal (VCAT) on 22 January 2018 (corrected on 4 April 2018) permitting *'Development of the land for buildings and works, including the construction of three buildings, use of the land as accommodation (dwellings and serviced apartments), function centre, shop and restaurant, food and drink premises (café), art gallery, reduction in the car parking requirements and construction and display of signs (relocation of Nylex and Victoria Bitter signs on top of silos B8 and B9).*
2. Plans have not been submitted for endorsement as an amendment lodged pursuant to Section 72 of the *Planning and Environment Act 1987* (**the application**) has been made.

### Background

#### Application Process

3. The application was lodged with Council on 18 December 2018. A further information letter was sent on 10 January 2019 with all matters addressed by 28 June 2019.
4. The application was then advertised and received 21 objections.
5. A consultation meeting was held on 1 October 2019 and was attended by the permit applicant, objectors and Council officers.

6. During this process, Council had sought and received external referral advice from various consultants in the fields of urban design, acoustics, wind, and structural issues, as well as Council Internal units including waste management, engineering, strategic transport, heritage, landscape and environmental sustainable development (ESD). Referrals were also sought and received from Melbourne Water.
7. To address some of the concerns raised by Officers, Objectors, and referral advice, the application was amended under Section 57(a) of the *Planning and Environment Act 1987* (the 'Act') on 8 November 2019.
8. Amongst other changes, the proposal has been amended as summarised:
  - (a) Ground floor loading bay area redesigned;
  - (b) Pergola added to restaurant terrace area;
  - (c) Minor apartment layout changes;
  - (d) Additional dimensions added to plans; and
  - (e) Wording changes to permit to allow for staging of the development.
9. The s57(a) amended plans were re-advertised to all objector parties and Council received five supplementary submissions.
10. The amended plans have also been re-referred accordingly.
11. Additional information has also subsequently been submitted on a without prejudice basis in sketch plans, and these will be referenced where relevant throughout the report.

#### Heritage Victoria Approvals

12. The subject site includes parts of the site on the Victorian Heritage Register (**the register**). Heritage Overlay schedule 350 relates to 2 Gough Street (Nylex Plastics sign) and 2 and 15 Gough Street (Richmond Maltings) reference as H2049 and H2050 pursuant to the register.
13. Clause 43.01-2 of the Yarra Planning Scheme state that no permit is required under this overlay to develop a heritage place which is included on the register.
14. A number of heritage permits have been granted subsequent to the grant of the planning permit, a relevant chronology of these is provided below:
  - (a) 15 November 2019 – Heritage Victoria Permit P32084 approved archaeological excavation.
  - (b) 2 August 2019 – Amendment to Heritage Victoria Permit P25508 which amongst other things approved an amendment to the scope of works to the fire damaged B6 building and all other Heritage buildings on site..
  - (c) 14 March 2018 – Amendment to Heritage Victoria Permit P27181 approved removal of archaeological remains from the site.
  - (d) 30 March 2017 – Heritage Victoria Permit P26027 approved to temporarily remove the 'Nylex' sign including transfer, storage and reinstatement of sign. A request to extend the expiry of this permit is currently being considered.

#### Planning Scheme Amendments

##### *Amendment VC148*

15. On 31 July 2018, Planning Scheme Amendment VC148 was gazetted by the Minister for Planning. 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.
16. 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).

17. 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 that there is no requirement to provide any visitor car parking spaces as part of the proposal as well as modified rates associated with dwellings and those for the food and drinks premises, office, restaurants, shop.

#### Cremorne – Issues and Opportunities Paper

18. Council is working with the state government and the Victorian Planning Authority preparing a Cremorne Place Implementation Plan (CPIP). This project was in recognition of Cremorne's significant economic role as an Enterprise Precinct under the government's recent policy announcements. The CPIP will set out the key action across governments to support Cremorne's role, including strategic land use planning, transport & movement, car parking, built form and the public realm and open space.
19. The consultation stage has recently been completed and a draft CPIP will be out in April/May 2020.

#### Aboriginal Cultural Heritage Significance

20. The subject site falls within an area of cultural heritage sensitivity. The original officer report (28 June 2017 IDAC meeting) included the following discussion:

"The site is within 500m of the Yarra and therefore, the impact of the proposal on the Aboriginal Cultural Heritage significance of the land must be considered.

The Applicant submitted a Preliminary Cultural Heritage Study as part of the original application, prepared by Ecology and Heritage Partners.

The report confirmed that the site has been subject to significant ground disturbance, so r. 23(2) of the *Aboriginal Heritage Act* 2006 applies and a mandatory Cultural Heritage Management Plan is not required before a permit can be issued. In any event, the report included core samples within the stage 2 area, no Aboriginal artefacts of areas of archaeological likelihood have been identified within the study area'.

#### **The Proposal**

21. The application proposes amendments to both the permit and endorsed plans:

##### Permit

22. The proposal seeks approved for the following amendments to the planning permit:
- Permit preamble to be varied to delete reference to 'serviced apartments' and replace with residential hotel.
  - Modification to a number of the conditions of the original permit as a result of the proposed design modifications to the various buildings; and
  - Inserting staging within the permit to enable the endorsement and ultimately construction of the development in a number of stages.

##### Plans

23. The proposal seeks approval for the following changes to the VCAT determination plans. In a general sense the changes can be summarised as follows:
- Modified apartment mix and layouts resulting in an overall reduction in the number of dwellings from 258 to 173;
  - Increase in the number of hotel rooms from 43 to 200 resulting in an increase of 157 rooms;
  - Increase in office floor area from 2,423sqm to 5,020sqm;
  - Reduction in retail/bakery floor area from 223sqm to 84sqm;
  - Increased provisions of car parking spaces from 239 to 245 spaces;

- (f) Increased provision of bicycle parking from 200 to 288 spaces;
  - (g) Redesign of the loading facilities on site;
  - (h) New terraces
  - (i) Changes to various setbacks;
  - (j) Modified architectural treatment to the exterior of the building including materials and design composition.
24. The amendment retains the fundamental components of the approved development being a mixed use development incorporating a number of retained heritage buildings and signs.
25. For ease of reference, the image below shows the locations of the various buildings. Also below are listed the various heights for each of these buildings:
- (a) Building 4 (B4) – No change proposed
  - (b) Building 5 (B5) – No change proposed
  - (c) Building 6 (B6) – 14 storey (consistent with decision plans)
  - (d) Building 8 (B8) – 9 storey (consistent with decision plans)
  - (e) Building 9 (B9) – 15 storey (consistent with decision plans)

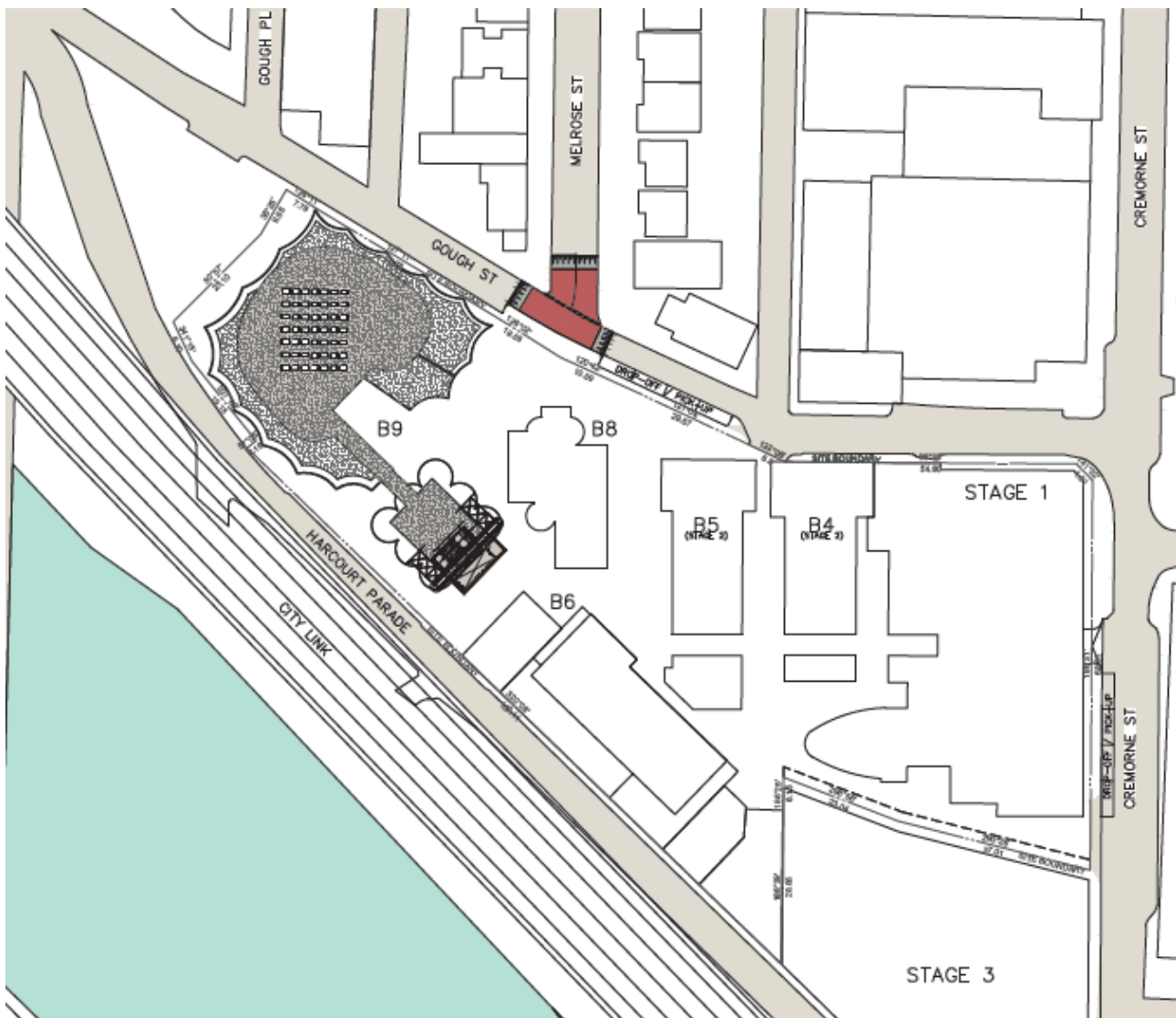


Figure 1 – Building Key

26. Further the table below provides greater detail of the amendments proposed to the development:

(a) Building 6

Level	Proposed Amendments
<b>Ground Level</b>	<ul style="list-style-type: none"> <li>▪ Use changed from office and apartments to office and Residential Hotel;</li> <li>▪ Deletion of heritage visitor centre replaced with hotel lobby and services including ground floor restaurant and office lobby an internal re-arrangement;</li> <li>▪ Length of building presenting to Harcourt Parade increased – built form closer to Stage 3 building 17-21 Harcourt Parade;</li> <li>▪ Deletion of splay in south west corner with the building squared off</li> <li>▪ North elevation wall to include a curtain glass wall in jiggered formation with setback to B5 varied from 6.2m to ranging between 4 – 7.4m</li> </ul>
<b>Level 1</b>	<ul style="list-style-type: none"> <li>▪ Use changed from office to Residential Hotel – function and conference room spaces;</li> <li>▪ Built form changes generally mirror ground floor</li> </ul>
<b>Level 2</b>	<ul style="list-style-type: none"> <li>• Introduction of level 2 previously a void space</li> <li>• 485sqm of office space</li> <li>• Northern wall generally mirrors lower levels with a general length of 37.6m and width varying between 15 – 16.2m</li> </ul>
<b>Level 3</b>	<ul style="list-style-type: none"> <li>• Use changed from apartments to office</li> <li>• No change to built form</li> </ul>
<b>Levels 4 - 10</b>	<ul style="list-style-type: none"> <li>• Use changed from apartments to residential hotel</li> <li>• No change to built form</li> </ul>
<b>Level 11</b>	<ul style="list-style-type: none"> <li>• Use changed from apartments to residential hotel</li> <li>• Increase in built form to south east corner including terrace projecting to building boundary</li> </ul>
<b>Level 12</b>	<ul style="list-style-type: none"> <li>• Use changed from apartments to residential hotel</li> <li>• Increase in built form to south and south west corner including terrace projecting to building boundary(in part)</li> </ul>
<b>Level 13</b>	<ul style="list-style-type: none"> <li>• Use changed from apartments to residential hotel</li> <li>• Increase in built form width from 13.4m to 14m</li> </ul>
<b>Roof</b>	<ul style="list-style-type: none"> <li>• Overall increase in height of building by 200mm – lift overrun 2m</li> <li>• Solar panel shown on roof plan</li> </ul>
<b>Elevations</b>	<ul style="list-style-type: none"> <li>• Elevations updated to reflect fire damage to Building 6</li> <li>• Deletion of suspended tower over heritage building with new level 2 filing in the void space</li> <li>• New terrace areas expressed on southern and western elevation</li> <li>• Minor façade changes</li> </ul>

(b) Building 8

Level	Proposed Amendments
<b>Ground Level</b>	<ul style="list-style-type: none"> <li>▪ Use changed from Residential Hotel to office;</li> <li>▪ Additional structural support added for levels above</li> </ul>
<b>Level 1</b>	<ul style="list-style-type: none"> <li>▪ Inclusion of services</li> </ul>
<b>Levels 2 - 6</b>	<ul style="list-style-type: none"> <li>• Use changed from Residential Hotel to office;</li> <li>• No change to built form</li> </ul>
<b>Level 7</b>	<ul style="list-style-type: none"> <li>• Use changed from Residential Hotel to office;</li> <li>• No change to built form</li> </ul>
<b>Level 8</b>	<ul style="list-style-type: none"> <li>• Increased plant area</li> </ul>
<b>Roof</b>	<ul style="list-style-type: none"> <li>• Deleted reference to location of relocated sign</li> </ul>

	<ul style="list-style-type: none"> <li>• Solar panel shown on roof plan</li> </ul>
<b>Elevations</b>	<ul style="list-style-type: none"> <li>• Structural supports shown on all elevations;</li> <li>• Fenestration changes to addition to silos.</li> </ul>

## (c) Building 9

<b>Level</b>	<b>Proposed Amendments</b>
<b>Basement 4</b>	<ul style="list-style-type: none"> <li>▪ Re organisation of basement level generally within existing envelope;</li> <li>▪ Total number of car parking spaces increased from 62 to 66 including introduction of tandem spaces;</li> <li>▪ 57 bicycle spaces added</li> <li>▪ Redesign of storage areas</li> </ul>
<b>Basement 3</b>	<ul style="list-style-type: none"> <li>▪ Re organisation of basement level generally within existing envelope;</li> <li>▪ Total number of car parking spaces increased from 60 to 64 including introduction of tandem spaces;</li> <li>▪ 57 bicycle spaces added</li> <li>▪ Redesign of storage areas</li> </ul>
<b>Basement 2</b>	<ul style="list-style-type: none"> <li>▪ Re organisation of basement level generally within existing envelope;</li> <li>▪ Total number of car parking spaces increased from 60 to 64 including introduction of tandem spaces;</li> <li>▪ 57 bicycle spaces added</li> <li>▪ Redesign of storage areas</li> </ul>
<b>Basement 1</b>	<ul style="list-style-type: none"> <li>▪ Re organisation of basement level generally within existing envelope;</li> <li>▪ Total number of car parking spaces from 54 to 51 including introduction of tandem spaces;</li> <li>▪ 52 bicycle spaces added</li> <li>▪ Redesign of storage areas</li> </ul>
<b>Ground Level</b>	<ul style="list-style-type: none"> <li>▪ Ground floor footprint has increased towards the east;</li> <li>▪ Retail area to the north east and office area to the south deleted;</li> <li>▪ Residential amenity area added to the south;</li> <li>▪ Redesign of the car park entry and loading area presenting as a triple crossover to Gough Street;</li> <li>▪ Waste room increased in size;</li> <li>▪ Substation increased in size along with number of services</li> <li>▪ Reduction in the number of bike space from 118 to 65</li> <li>▪ Re-location of fire booster to Gough Street;</li> <li>▪ Art gallery located in ground level of the silos</li> <li>▪ Location of above ground water treatment plant adjacent to silos</li> <li>▪ Lift and stair access to the silos structure amended (all levels)</li> </ul>
<b>Level 1</b>	<ul style="list-style-type: none"> <li>▪ Revised layout for apartments</li> <li>▪ Art gallery continues to level 1;</li> <li>▪ No change to built form</li> </ul>
<b>Level 2 &amp;3</b>	<ul style="list-style-type: none"> <li>• Revised layout for apartments</li> <li>• No change to built form</li> </ul>
<b>Level 4</b>	<ul style="list-style-type: none"> <li>• Revised layout for apartments</li> <li>• Built form setback from western boundary increased from 4.18m to 4.6m with slight chamfer deleted reducing setback to north west corner from 6.8m to 6.4m</li> <li>• Art gallery reduced from 317sqm to 230sqm</li> </ul>
<b>Level 5</b>	<ul style="list-style-type: none"> <li>• As above</li> </ul>
<b>Level 6</b>	<ul style="list-style-type: none"> <li>• Revised layout for apartments and built form changes</li> <li>• Nylex Restaurant shown on this level of the silos</li> </ul>
<b>Level 7</b>	<ul style="list-style-type: none"> <li>• Revised layout for apartments and built form changes</li> </ul>

	<ul style="list-style-type: none"> <li>Gym replaces wellness centre in silos and floor are reduced from 317sqm to 230sqm.</li> </ul>
<b>Level 8</b>	<ul style="list-style-type: none"> <li>Revised layout for apartments and built form changes</li> <li>Void area to level 7 gym</li> </ul>
<b>Level 9</b>	<ul style="list-style-type: none"> <li>Revised layout for apartments and built form changes</li> <li>Gym replaces wellness centre in silos and floor are reduced from 317sqm to 230sqm.</li> </ul>
<b>Level 10</b>	<ul style="list-style-type: none"> <li>Revised layout for apartments and built form changes</li> <li>Office floor are in silos reduced from 181sqm to 147.5sqm.</li> </ul>
<b>Level 11</b>	<ul style="list-style-type: none"> <li>Revised layout for apartments and built form changes</li> <li>Office floor are in silos reduced from 181sqm to 136.5sqm.</li> </ul>
<b>Level 12</b>	<ul style="list-style-type: none"> <li>Revised layout for apartments and built form changes</li> <li>Deletion of Nylex function space and replaced with void area</li> </ul>
<b>Level 13</b>	<ul style="list-style-type: none"> <li>Revised layout for apartments and built form changes</li> <li>Deletion of void space and replaced with Nylex function space floor area reduced from 181sqm to 147.5sqm</li> </ul>
<b>Level 14</b>	<ul style="list-style-type: none"> <li>Revised layout for apartments and built form changes including reduction in setback to balcony edges;</li> <li>Nylex café bar replaced with Nylex restaurant, floor area increased from 549sqm to 515.5sqm + new outdoor terrace area (164sqm) on previous roof space.</li> <li>New plant room.</li> </ul>
<b>Roof</b>	<ul style="list-style-type: none"> <li>Solar panel shown on roof plan</li> </ul>
<b>Elevations</b>	<ul style="list-style-type: none"> <li>Façade changes resulting from floor plate changes</li> </ul>

#### Lodgment of S57A plans

27. To address some of the concerns raised by Officers, Objectors and referral comments, the application was amended under Section 57(a) of the *Planning and Environment Act 1987(the Act)*, on 8 November2019.
28. Amongst other changes, the proposal has been amended as follows:
- Ground floor loading bay area (Building 9) redesigned;
  - Pergola added to roof top restaurant terrace (Building 9);
  - Minor apartment layout changes;
  - Additional dimension added to plan;
  - Wording changes to permit to allow for staging of the development
29. The s57(a) amended plans were re-advertised to all objectors.

#### Sketch plans

30. In addition to the amended plans submitted, sketch plans addressing other concerns were also lodged detailing the following changes could be conditioned should an amended permit issue:
- Modifications to dwellings orientated to the west at levels 1 & 2 and interfacing with the approved development at 1-3 Harcourt Parade, Cremorne to address interface issues at these lower levels;
  - Amendment to some apartment types to improve internal amenity

#### **Existing Conditions**

##### Subject Site

31. The subject site is located on the south-west corner of the intersection of Gough and Cremorne Streets in Cremorne and is known as Stage 2 of the broader Nylex Silos Site. Broadly speaking, the site is located in the south-west corner of Cremorne, adjacent to the CityLink, Yarra River and Punt Road.





**Figure 2 – Aerial Photo**

32. The site comprises 2 titles (whole or in part, being legally known as:
  - (a) Lot S2 on Plan of Subdivision 810921M; and
  - (b) In part Lot S100 on Plan of Subdivision 810921M.
33. The overall site is an irregular shaped lot, with a frontage of 68.7m to Cremorne Street and a frontage of 161m to Gough Street. The site also has a 139.1m frontage to Harcourt Parade (adjacent to the CityLink onramp). The overall site (stages 1 & 2) is approximately 11,025m<sup>2</sup>.
34. The location of the proposed works is the western end of the larger property, known commonly as the 'Nylex' site by virtue of the prominent silos and sign adjacent to the Citylink. The significance of the site (and the sign) are highlighted with the site being included on the Heritage Register (two listings – the sign specifically and the site as a whole).
35. Two Heritage Victoria registrations for the site exist and are described as:
  - (a) H2049 – Nylex Sign – The sign is identified as a double sided sky-sign mounted on a cross braced steel frame on top of silos. The sign is of social and historical significance to the state of Victoria. The sign is said to signalise the industrial base of the former City of Richmond. Further, the sign is of social significance for its landmark qualities, forming an unofficial gateway to Melbourne. It is noted that the silos supporting the sign are not referenced in the registration and are not of heritage significance.
  - (b) H2050 – Richmond Malting's – The site was the Barrett Burston Richmond Malting's, initially developed in the 1850s – 1860s. The site is historically, scientifically (technologically), aesthetically, socially and archaeologically significant to the State of Victoria.

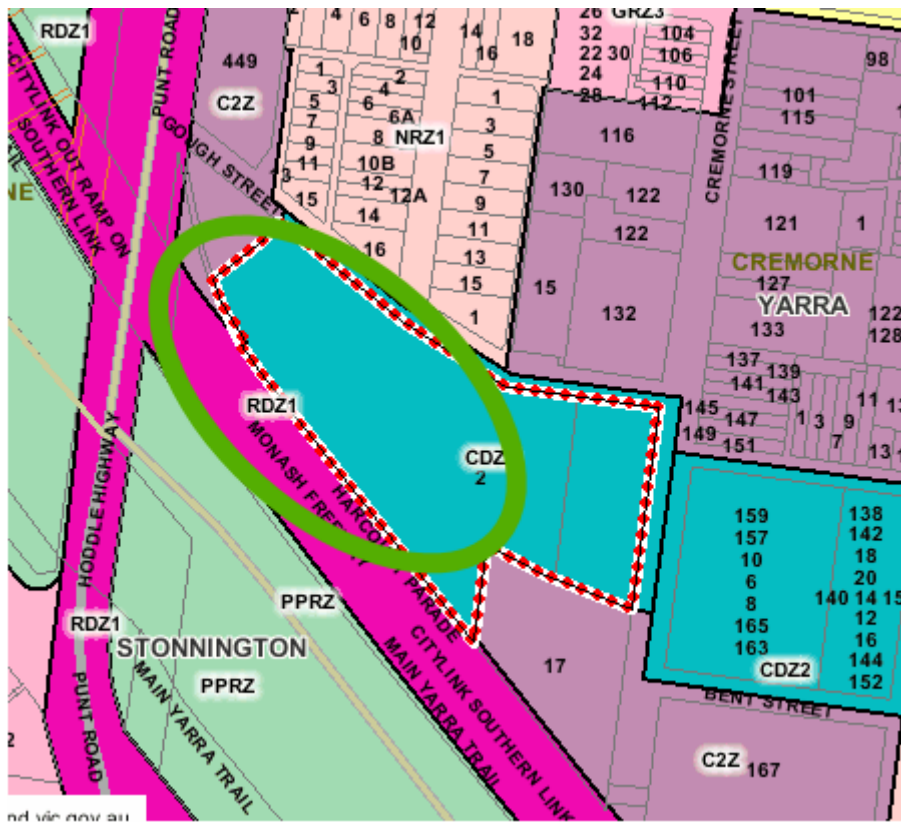


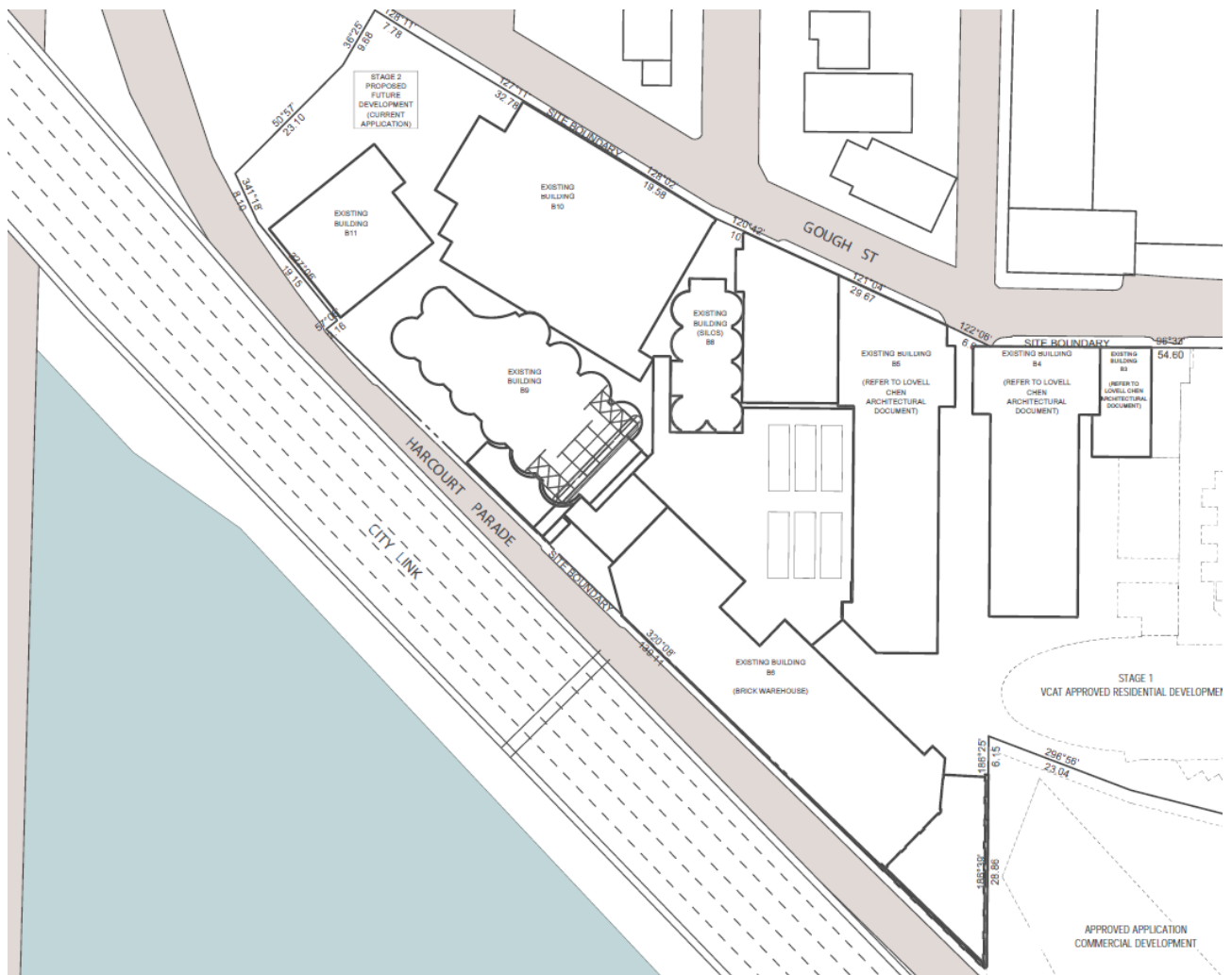
Figure 3 – Zoning Map

- 36. The green oval depicts the general area of Stage 2. The land known as 2 - 50 Gough Street however, is boarded by the red and white dotted line [**Nylex Site**].



Figure 4 – Gough Street

37. Reviewing the built form across the site in its entirety, the site contains a number of buildings, including 3 groups of silos, heritage building stock and non-heritage buildings. The section of the site affected by this application is developed with:
- B11 – a three storey brick building in the western end – 1939 barley store;
  - B10 – a multi-storey brick building in the north-west corner of the site fronting Gough Street – 1956 malt house;
  - B9 - 'Nylex' silos with the iconic sign on top along the Harcourt Parade frontage;
  - B8 – 'VB' silos (displaying the 'Victoria Bitter' sign) to the north-east of the Nylex silos;
  - B6 – Significantly damaged building previously a double storey brick building along Harcourt Parade, south-east of the Nylex Silos – 1920 malt house and mid-1920s extension;
  - B7 – Single storey building north of B6 and generally central to the site – 1950s drum malt house;
  - B5 – three storey building along the Gough Street frontage – 1880 and later malt house; and
  - B4 – three storey brick building – late 1930s malt house.



**Figure 5 – Proposed Buildings**



**Figure 6 – Gough Street**

#### Restrictive covenants

38. There are two Section 173 Agreements relevant to the site.
- (a) Agreement AQ996177P was registered on 8/5/2018 which requires amongst other things:
    - (i) *That the 40 spaces 'quarantined' for Stage 2 will be allocated this future development on the balance of the site at 2 Gough Street Cremorne; and*
    - (ii) *The owner must provide unfettered public access over that part of the land to be used for the widened Gough Street and Cremorne Street footpath*
  - (b) Agreement AQ996255V which applies to land at 17 – 21 Harcourt Parade, Cremorne (Stage 3) which requires:
    - (i) The establishment of an east-west link (between Stages 1 & 3) having a minimum width of 9m and be predominantly clear to sky and treated with signage and materials to delineate this space as a shared zone.
39. The S173 Agreement AQ996177P is partly now redundant, as an amendment to planning permit PLN15/0355 has been issued which deletes the requirement for 40 car parking spaces to be quarantined for Stage 2.

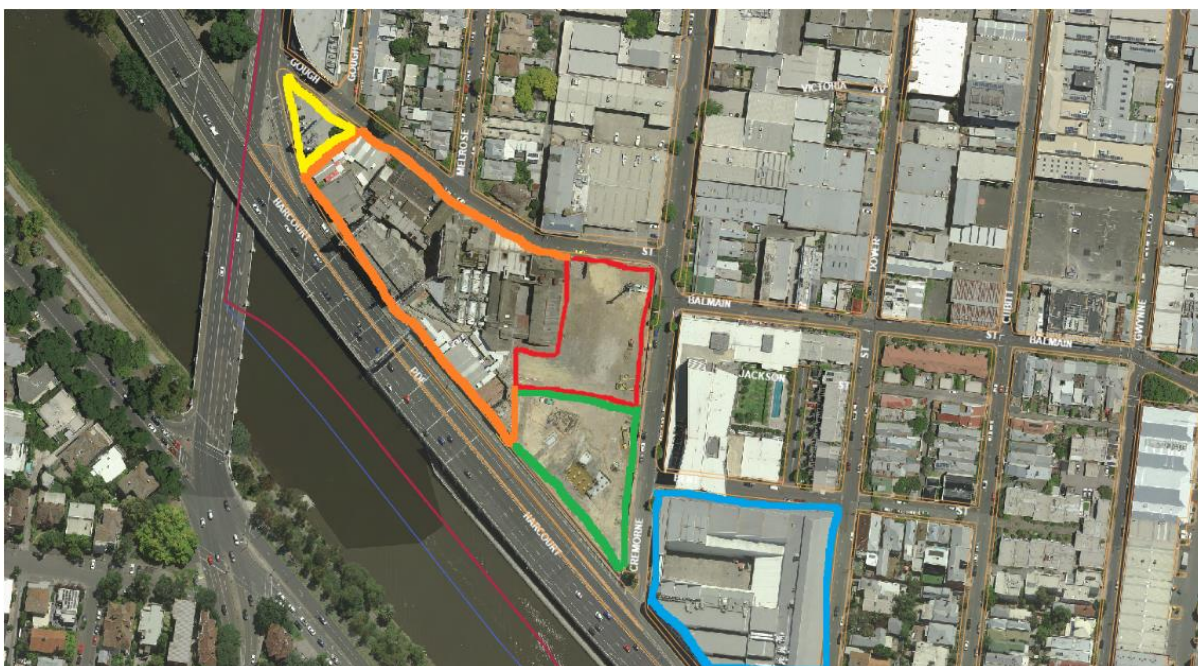
#### Easements

40. A 1.83m wide light and air easement runs along the southern end of the site (the section adjacent to 17-21 Harcourt Parade). The stage 1 application sought to remove this easement, however still remains on title

#### Surrounding Land

41. The site is situated near the interface between the City of Yarra and neighboring municipalities of the City of Melbourne (west of Punt Road) and the City of Stonnington (south of the Yarra River). The site is located within Cremorne.

42. Cremorne is a pocket generally bounded by Hoddle Street/Punt Road to the west, the CityLink and the Yarra River to the south, Church Street to the east and Swan Street to the north. The area is characterised by a number of constrained streets, narrow footpaths and limited 'through roads'. Swan Street is the closest Activity Centre, being approximately 525m to the north of the subject site.
43. The area is provided with public transport options (a Public Use Zone 'cuts' the suburb into 'western' and 'eastern' segments by virtue of the train line) with Richmond Train station being located on the north side of Swan Street. The station is an approximately 525m walk up Punt Road. Trams service Church and Swan Streets (600m and 525m respectively from the site). Two bus routes service Punt Road, with the closest bus stop being approximately 380m south of the site along Punt Road (South Yarra side).
44. Zoning in the area is predominantly Commercial 2, with some residential areas (Neighbourhood Residential and General Residential Zones) and the Comprehensive Development Zone which applies to the subject site. A PUZ2 is located centrally within Cremorne, being home to Kangan Institute (TAFE). This campus has a focus on creative industries (including visual merchandising, retail, hair and beauty, fashion and millinery).
45. The City of Melbourne is located to the west of the subject site with parklands buffering the Yarra River and further to the west are main sporting stadiums and grounds such as Melbourne Park, Melbourne Cricket Ground and Olympic Park.
46. The immediate context of the of the site will notably change over the next 5 – 10 years as the broader Nylex Site is fully developed and surrounding developments commence and or complete construction.
47. In the image below the subject site is shown in orange and is the subject of this report.



**Figure 7 – Development Key**

48. Stage 1 of the Nylex site redevelopment (shown in red). Planning Permit No. PLN15/0355 (known as 'Stage 1' of the Maltings Redevelopment) was issued at the direction of VCAT order P1969/2015 on 15 July 2016 for the land at 50 Gough Street formerly known as 2 Gough Street, Cremorne. The permit allows for a maximum 14 storey building, specifically allowing:
  - (a) the use of the land for dwellings, a shop and supermarket;
  - (b) the construction of a building or carrying out works;

- (c) the reduction in the number of car parking spaces associated with dwellings, shop and supermarket;
  - (d) the waiver of the loading/unloading bay requirement associated with a shop;
  - (e) reduce the loading/unloading bay requirement associated with a supermarket;
49. A number of amendments have been approved for this permit including:
- (a) S87A amendment making changed to permit conditions issued via a consent order;
  - (b) S72 amendment approved changing address of the site and amendments to acoustic conditions;
  - (c) S72 amendment approved deleting 'Soho apartments, increasing office floor area; deletion of conditions requiring the quarantining of 40 car parking space for stage 2 and distribution of additional cars across the site.
  - (d) Secondary consent amendments – approved minor design changes.



**Figure 8 – Stage 1 50 Gough Street, Cremorne**

50. Works on site have commenced.
51. The site at 17 – 21 Harcourt Parade (shown in green) is known as Stage 3. Planning permit PL08/0921 approved a commercial office building of up to 9 storeys in height. Construction has commenced on the site.
52. A number of amendments have been approved for this permit including:
- (a) S72 amendment reducing car parking provision on site;
  - (b) Secondary consent approving internal amendment and a modified external façade;
  - (c) S72 amendment approving a commercial car park on part of the site;
  - (d) Secondary consent – approved minor design changes



**Figure 9 – 17 – 21 Harcourt Parade, Cremorne**

53. Additionally, a current secondary consent application has been received seeking changes to the landscape plan, this is yet to be considered by Council.
54. Shown in blue on the map is 167 Cremorne Street, Cremorne. A planning permit application has been lodged with Council for a refurbishment of part of the site including a new mezzanine and reduction in car parking for an office (no permit required). Council has supported the application and granted a Notice of Decision to Grant a Permit.



**Figure 10 – 167 Cremorne Street, Cremorne**

55. Planning permit PLN18/0002 was issued by Council on 17 January 2020 for land at 1 – 3 Harcourt Parade, Cremorne (shown in yellow) and approved *'use and development of the land with a multi storey building containing a residential hotel, construction and display of a major promotional electronic sign and removal of covenant 1818808 from lot 1 on plan of subdivision 408289Y.*



**Figure 11 – 1 – 3 Harcourt Parade, Cremorne**

56. No construction has commenced on site.
57. Looking more broadly, the surrounding context includes:
- To the north of the subject site, across Gough Street, is a five-storey, office building (as developed under planning permit No. PL03/0445) that is hard edged to all street interfaces and is primarily constructed of glass;
  - To the north-east are single-storey dwellings fronting Gough Place and Melrose Street (which both intersect with Gough Street). These dwellings are zoned Neighbourhood Residential (Schedule 1);
  - East of the dwellings described above are single-storey, Victorian era terraces that are zoned Commercial 2, (with some that may enjoy existing use rights);
  - Further east is Cremorne Street that contains a range of 1-3 storey office/industrial buildings including the "Era" 10-storey, mixed use/apartment building and new and emerging office buildings of approximately 8 storey. A mixture of front setbacks (with car parking) and hard edged development is generally evident;
  - To the south of the subject site is Harcourt Parade and further south-east is an entry ramp to the CityLink. Beyond this at-grade onramp is an elevated ramp of the CityLink with one southbound and 4 City bound lanes. Elevated views are offered from the freeway to the subject site. Further south is the Yarra River environs opposite side of this is the municipality of the City of Stonnington; and
  - To the immediate west of the subject site is Punt Road, a declared road and one of Melbourne's primary arterial roads. Punt Road is an approximately 15m wide carriageway, with two lanes in each direction separated by a median strip and a slip lane to Gough Street. Punt Road is within a Road Zone Category 1.

### **Planning Scheme Provisions**

#### Legislative Provisions

58. The amendment has been requested pursuant to section 72 of the *Planning and Environment Act 1987 (the Act)*
59. Section 72 of the Act states:



- (1) *A person who is entitled to use of develop land in accordance with a permit may apply to the responsible authority for an amendment to the permit.*
- (2) *The section does not apply to -*
  - (a) *A permit or part of a permit issued at the direction of the Tribunal, if the Tribunal has directed under section 85 that the responsible authority must not amend that permit or that part of the permit (as the case requires); or*
  - (b) *A permit issued under Division 6.*

60. The original permit PLN11/1176 issued on 22 January 2018 at the direction of VCAT (corrected 4 April 2018), did not specify that the Responsible Authority must not further amend the permit.
61. The permit was not issued under Division 6.
62. Section 73 of the Act states that Section 47 to 62 of the Act apply to the amendment application. This allows the Responsible Authority to apply the above-mentioned sections of the Act to the amendment application as if it was an application for a permit.
63. Accordingly the relevant sections will be addressed in this report.

#### Zoning

*Comprehensive Development Zone – Schedule 3 (Richmond Maltings, 2 Gough Street, Cremorne)*

64. The purpose of this zone is:
  - (a) *To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
  - (b) *To provide for a range of uses and the development of land in accordance with a comprehensive development plan incorporated in this scheme.*
65. The purpose of schedule 3 is:
  - (a) *To allow a comprehensively staged, mixed use development on the site which will create activity during the day and evening and generate local employment opportunities.*
  - (b) *To conserve and enhance key heritage buildings through refurbishment and reuse.*
  - (c) *To allow the continuation of limited major advertising in the precinct.*
  - (d) *To ensure that development on the site will complement and enhance the Yarra River environs.*
  - (e) *To ensure the combination of uses, their density and the scale and character of development does not prejudice the amenity of the surrounding area.*
  - (f) *To retain the visual dominance and preservation of views of the landmark Nylex sign and associated silos through the sensitive siting of new building envelopes on the site.*
  - (g) *To provide a well designed, attractive open plaza space within the development which is accessible to the surrounding community.*
  - (h) *To ensure a high quality architectural response to the site that acknowledges and is respectful of the scale and form of buildings within the site and its immediate environs*
66. Under schedule 3, the use of the site for offices does not require a planning permit. However, the use of the site as dwelling and hotel (nested within 'accommodation'), a shop, café/restaurant (nested within 'retail premises'), Art gallery and function space (nested within 'place of assembly) all require a planning permit. No changes proposed.
67. Section 2 of schedule 3 states that:

- (a) *Use of land must be in accordance with the Table of uses to this Clause and the comprehensive development plan: "Planning and Design Principles for the Richmond Maltings Site, Cremorne – November 2007". [Design Principles]*
  - (b) *A use must not detrimentally affect the amenity of the neighbourhood, including through the:*
    - (i) *Transport of materials, goods or commodities to or from the land.*
    - (ii) *Appearance of any building, works or materials.*
    - (iii) *Emission of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil.*
68. Under section 4 of schedule 3, a planning permit is required for the proposed buildings and works as the proposal is not generally in accordance with the Planning or Design Principles.
69. Decision guidelines when considering the proposed buildings and works are (as relevant):
- (a) *Consistency with the building envelopes and design principles detailed on the comprehensive development plan: "Planning and Design Principles for the Richmond Maltings Site, Cremorne – November 2007".*
  - (b) *Streetscape character.*
  - (c) *Built form.*
  - (d) *Landscape treatment*
  - (e) *Interface with nearby areas.*
  - (f) *Parking and site access.*
  - (g) *The preservation of the amenity of nearby residents.*
  - (h) *The orderly management of vehicular and pedestrian traffic.*
  - (i) *The visual impact of the building or works on the impact of the area.*
  - (j) *The inclusion of appropriate acoustic measures to attenuate noise levels internally within new or refurbished/converted buildings for residential and other noise sensitive uses, located on the southern part of the site directly adjacent to the Monash Freeway.*
70. The Design Principles offer the following guidance when assessing built form (the full list has been included here, where some items may relate to the balance of the site, any development in this section must ensure it does not undermine the broader objectives of the site):
- (a) *Facilitate safe, convenient and legible public access into and through the site.*
  - (b) *Provide tall development at the eastern end of the site consistent with the built forms adjacent to the east.*
  - (c) *Retain the visual prominence and landmark qualities of the Nylex sign and clock and the 1960's silos which support this heritage feature.*
  - (d) *Provide opportunities for pedestrian access through the site to Harcourt Parade to the south and the Punt Road Bridge. Options for any future potential pedestrian access across or along Harcourt Parade are to be the subject of full discussion and negotiation between VicRoads, CityLink, Council and the land owner.*
71. Pursuant to Clause 37.02-4 of the CDZ it is noted that under this clause, transitional provisions apply to a Section 72 application meaning Clause 58 – Apartment Developments does not apply.
72. Under section 5 specifies the following car parking controls:
- (a) *Café – 0.3 spaces/seat*

- (b) office – 2.6 spaces per 100m<sup>2</sup>;
- (c) shop – 4 spaces per 100m<sup>2</sup>;
- (d) restaurant – 0.3 car spaces / seat
- (e) residential (1-2 bedroom apartment) – 1 resident space per apartment;
- (f) residential (3+ bedroom apartment) – 2 resident car spaces per apartment; and
- (g) residential (general) – 0.12 visitor car spaces per apartment.

Land Use	Units/Area/Seats proposed	No. required	No. proposed	Reduction sought
Dwelling residents	145 x 1 and 2bd	201		
	28 x 3bd and 4bd			
Dwelling Visitors	173 Apartments	21		
Hotel	200 rooms	No specified rate		
Office	5020m <sup>2</sup>	131		
Art Gallery	910m <sup>2</sup> or 50 patrons	No rate specified		
Function Space	148m <sup>2</sup> or 100 patron			
Shop	84 m <sup>2</sup>	3		
Restaurant	295 seats	86		
Cafe	84 seats	25		
<b>TOTAL</b>		<b>467 spaces</b>	<b>245 spaces</b>	<b>222 Spaces</b>

73. A permit may be granted to reduce the number of car spaces required for a particular use if the Responsible Authority is satisfied that the number of spaces required:
- (a) *Is unnecessary in the circumstances;*
  - (b) *Can be provided on nearby land; or*
  - (c) *If the proposal is to achieve a heritage outcome.*
74. This application has a statutory requirement for 467 spaces, with a reduction of 222 being sought.
75. Before deciding on the application, the Responsible Authority must consider:
- (a) *The likely demand for car parking spaces.*
  - (b) *The extent to which the various uses of the land are likely to generate different levels of demand for parking at different times.*
  - (c) *The possible multi-use of car spaces.*
  - (d) *The demand for car spaces generated by the uses established in previous stages of the development.*
  - (e) *The accessibility of the site to vehicle traffic;*
  - (f) *The proposed layout of parking areas.*
76. Section 6 states that the dimensions of the car spaces, access lanes and driveways and layout of parking areas must meet the requirements of Clause 52.06, unless the responsible authority agrees otherwise.

*Part Road Zone – Schedule 1*

77. The southernmost strip of land adjacent to Harcourt Parade is within the RDZ1. This appears to be a planning anomaly, however this zoning must be considered.
78. It is noted that sections of B6 and B8 extended into the RDZ. A condition on the existing permit requires deletion of all works within this area.

#### Overlays

##### *CityLink Project Overlay*

79. This overlay exempts use and development in association with the City Link Project area if the use or development is part of the Melbourne City Link Project (as relevant). The only permit triggers of this overlay relate to signage (none is proposed as part of this application).

##### *Environmental Audit Overlay*

80. Clause 45.03-1 of the Scheme states that 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.*

81. This requirement is already conveyed to the Applicant in the form of a notation on the permit.

##### *Heritage Overlay (HO350 – 2 Gough Street [Nylex Plastics sign] and 2 and 15 Gough Street [Richmond Maltings], both on the Victorian Heritage Register [H2049 and H2050])*

82. Clause 43.01-2 of the Scheme states that no permit is required under this overlay to develop a heritage place which is included on the Victorian Heritage Register.
83. It is noted however, that the CDZ3 Design Principles note the following objectives:
- (a) *Conserve and enhance the key heritage features of the site which depict the various stages of the malting process since the late 19th Century.*
  - (b) *Provide opportunities for interpretation and appreciation of the cultural heritage attributes of the site which are to be retained.*

##### *Land Subject to Inundation Overlay*

84. A planning permit is required under clause 44.04-1 of the scheme to construct a building or to construct or carry out works. This includes roadworks. An application under this overlay is exempt from the notice requirements, however the application must be referred to Melbourne Water under Section 55 of the Act.

#### Particular Provisions

##### *Clause 52.05 – Advertising signs*

85. The purpose of this provision is:
- (a) *To regulate the display of signs and associated structures.*
  - (b) *To provide for signs that are compatible with the amenity and visual appearance of an area, including the existing or desired future character.*
  - (c) *To ensure signs do not contribute to excessive visual clutter or visual disorder.*
  - (d) *To ensure that signs do not cause loss of amenity or adversely affect the natural or built environment or the safety, appearance or efficiency of a road.*

86. A permit is required under clause 52.05-8 of the Scheme to construct and display a major promotion sign (this zone is a category 2 area).

##### *Clause 52.06 – Car parking*

87. The purpose of this provision (amongst others) is to ensure the provision of an appropriate number of car spaces are provided having regard to the activities on the land and the nature of the locality. However, the CDZ3 rates prevail in this instance.

88. Section 6 of the CDZ3 however, states that '*The dimensions of the car spaces, access lanes and driveways and layout of parking areas must meet the requirements of Clause 52.06, unless the responsible authority agrees otherwise*'.

*Clause 52.29 – Land Adjacent to a Road Zone Category 1, or a Public a Public Acquisition Overlay for a Category 1 Road.*

89. A permit is not triggered under this provision as the proposal does not create any new alter access to a category 1 Road.

*Clause 52.34 – Bicycle facilities*

90. The purpose of this clause is to encourage cycling as a mode of transport and to provide secure, accessible and convenient bicycle parking spaces and associated shower and change facilities. Clause 52.34-2 states that a permit may be granted to vary, reduce or waive any requirement of clause 52.34-3 and clause 52.34-4.

Land Use	Units/Area/Seats proposed	No. required	No. proposed	Surplus
Dwelling residents	173 Apartments	35		
Dwelling Visitors	173 Apartments	17		
Hotel	200 rooms	5		
Office	5020m <sup>2</sup>	22		
Art Gallery	910m <sup>2</sup> or 50 patrons	4		
Function Space	148m <sup>2</sup> or 100 patron	-		
Shop	84 m <sup>2</sup>	-		
Restaurant	295 seats (1143sqm)	18		
Cafe	84 seats (84sqm)	-		
<b>TOTAL</b>		<b>101 spaces</b>	<b>288 spaces</b>	<b>+ 187 Spaces</b>

91. Design and signage requirements are at clause 52.34-4 and 52.34-5 of the Scheme and will be referenced throughout the assessment.

#### General Provisions

*Clause 65 – Decision Guidelines*

92. 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 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*

93. The planning scheme requires:

*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 provisions;*

- (d) Any matter required to be considered in the zone, overlay or other provision;
- (e) The orderly planning of the area;
- (f) The effect on the amenity of the area;
- (g) The proximity of the land to any public land;
- (h) The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.

Planning Policy Framework (PPF)

94. Relevant clauses are as follows:

Clause 11.02 (Managing Growth)

Clause 11.02-1S (Supply of Urban Land)

95. The objective is:

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

96. A relevant strategy:

- (a) Planning for urban growth should consider:

- (i) Opportunities for the consolidation, redevelopment and intensification of existing urban areas

Clause 11.03-1S Activity Centres

97. The objective is:

- (a) To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural development into activity centres that are highly accessible to the community.

98. Relevant strategies include:

- (a) Build up activity centres as a focus for high-quality development, activity and living by developing a network of activity centres that:
  - (i) Comprises a range of centres that differ in size and function.
  - (ii) Is a focus for business, shopping, working, leisure and community facilities.
  - (iii) Provides different types of housing, including forms of higher density housing.
  - (iv) Is connected by transport.
  - (v) Maximises choices in services, employment and social interaction.
- (b) Support the continues growth and diversification of activity centre to give communities access to a wide range of goods and services, provide local employment and local economies;
- (c) Improve the social, economic and environmental performance and amenity of activity centres.

Clause 12.03-1S (River corridors, waterways, lakes and wetlands)

99. The objective is:

- (a) To protect and enhance river corridors, waterways, lakes and wetlands.

100. Relevant strategies include:

- (a) Ensure development responds to and respects the significant environment, conservation, cultural, aesthetic, open space, recreation and tourism assets of water bodies and wetlands.

- (b) Ensure development is sensitively designed and sited to maintain and enhance environmental assets, significant views and landscapes along river corridors and waterways and adjacent to lakes and wetlands.
- (c) Protect the Yarra, Maribyrnong and Murray River corridors as significant economic, environmental and cultural assets.

Clause 12.03-1R (Yarra River Protection)

101. The objective is:

- (a) To maintain and enhance the natural landscape character of the Yarra River corridor

102. Relevant strategies include:

- (a) Retain and enhance people's enjoyment of the river and its environment by:
  - (i) Planning for the river and its environs as a recreation and tourism resource.
  - (ii) Ensuring linkages and public access to the river and its parklands are maintained, enhanced and new links created where appropriate.
  - (iii) Avoiding overshadowing of the river, its banks and adjacent public open space to ensure that the amenity of the public realm is maintained year-round.
- (b) Ensure that development is designed and sited to maintain and enhance the river's secluded and natural environment by:
  - (i) Minimising the visual intrusion of development when viewed from major roads, bridge crossings, public open space, recreation trails and the river itself.
  - (ii) Ensuring that the siting and design of buildings avoids conflicting with the local natural landscape and environmental character.
  - (iii) Ensuring building height is below the natural tree canopy and all development is set back a minimum of 30 metres from the banks of the river.

Clause 13.03-1S Floodplain management

103. The relevant objective of this clause is:

- (a) To assist the protection of:
  - (i) Life, property and community infrastructure from flood hazard.
  - (ii) The natural flood carrying capacity of rivers, streams and floodways.
  - (iii) The flood storage function of floodplains and waterways.
  - (iv) Floodplain areas of environmental significance or of importance to river health.

Clause 13.04-1S Contaminated and potentially contaminated land

104. The relevant objective of this clause is:

- (a) To ensure that potentially contaminated land is suitable for its intended future use and development, and that contaminated land is used safely

Clause 13.05-1S Noise abatement

105. The relevant objective of this clause is:

- (a) To assist the control of noise effects on sensitive land uses.

Clause 13.07 Amenity and Safety

Clause 13.07-1S Land use compatibility

106. The objective of this clause is:

- (a) D To safeguard community amenity while facilitating appropriate commercial, industrial or other uses with potential off-site effects.

Clause 15 Built form and Heritage

*Clause 15.01 - Built Environment and Heritage*

## Clause 15.01-1S - Urban design

107. The 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.

108. Strategies of this clause are:

- (a) Require development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate.
- (b) Ensure development contributes to community and cultural life by improving the quality of living and working environments, facilitating accessibility and providing for inclusiveness.
- (c) Ensure the interface between the private and public realm protects and enhances personal safety.
- (d) Ensure development supports public realm amenity and safe access to walking and cycling environments and public transport.
- (e) Ensure that the design and location of publicly accessible private spaces, including car parking areas, forecourts and walkways, is of a high standard, creates a safe environment for users and enables easy and efficient use.
- (f) Ensure that development provides landscaping that supports the amenity, attractiveness and safety of the public realm.
- (g) Ensure that development, including signs, minimises detrimental impacts on amenity, on the natural and built environment and on the safety and efficiency of roads.
- (h) Promote good urban design along and abutting transport corridors.

## Clause 15.01-1R - Urban design - Metropolitan Melbourne

109. The objective of this clause is:

- (a) To create distinctive and liveable city with quality design and amenity.

110. Relevant strategies of this clause are:

- (a) Support the creation of well-designed places that are memorable, distinctive and liveable.

## Clause 15.01-2S - Building design

111. The objective of this clause is:

- (a) To achieve building design outcomes that contribute positively to the local context and enhance the public realm.

112. Relevant strategies of this clause are:

- (a) Ensure a comprehensive site analysis forms the starting point of the design process and provides the basis for the consideration of height, scale and massing of new development.
- (b) Ensure development responds and contributes to the strategic and cultural context of its location.
- (c) Minimise the detrimental impact of development on neighbouring properties, the public realm and the natural environment.
- (d) Ensure the form, scale, and appearance of development enhances the function and amenity of the public realm.
- (e) Ensure buildings and their interface with the public realm support personal safety, perceptions of safety and property security.



- (f) Ensure development is designed to protect and enhance valued landmarks, views and vistas.
- (g) Ensure development provides safe access and egress for pedestrians, cyclists and vehicles.
- (h) Ensure development provides landscaping that responds to its site context, enhances the built form and creates safe and attractive spaces.

113. This clause also states that planning must consider as relevant:

- (a) Urban Design Guidelines for Victoria (Department of Environment, Land, Water and Planning, 2017).

Clause 15.01-4S - Healthy neighbourhoods

114. The objective of this clause is:

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

115. Relevant strategies of this clause are:

- (a) Design neighbourhoods that foster community interaction and make it easy for people of all ages and abilities to live healthy lifestyles and engage in regular physical activity by providing:
  - (i) Connected, safe, pleasant and attractive walking and cycling networks that enable and promote walking and cycling as a part of daily life.
  - (ii) Streets with direct, safe and convenient access to destinations.
  - (iii) Amenities and protection to support physical activity in all weather conditions

Clause 15.01-4R - Healthy neighbourhoods - Metropolitan Melbourne

116. 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

117. The objective of this clause is:

- (a) To recognise, support and protect neighbourhood character, cultural identity, and sense of place.

118. Relevant strategies of this clause are:

- (a) Ensure development responds to cultural identity and contributes to existing or preferred neighbourhood character.
- (b) Ensure development responds to its context and reinforces a sense of place and the valued features and characteristics of the local environment and place by emphasising the:
  - (i) Pattern of local urban structure and subdivision.
  - (ii) Heritage values and built form that reflect community identity.

Clause 15.02 - Sustainable Development

Clause 15.02-1S - Energy and Resource Efficiency

119. 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.

120. Relevant strategies of this clause are:

- (a) Improve the energy, water and waste performance of buildings and subdivisions through environmentally sustainable development.
- (b) Promote consolidation of urban development and integration of land use and transport.
- (c) Improve efficiency in energy use through greater use of renewable energy technologies and other energy efficiency upgrades.
- (d) Support low energy forms of transport such as walking and cycling.
- (e) Reduce the urban heat island effect by greening urban areas, buildings, transport corridors and open spaces with vegetation.

*Clause 15.03*

*Clause 15.03-1S*

121. The objective of this clause is:

- (a) To ensure the conservation of places of heritage significance

122. Relevant strategies of this clause are:

- (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 conservation and enhancement of those places that are of aesthetic, archaeological, architectural, cultural, scientific or social significance.
- (c) Encourage appropriate development that respects places with identified heritage values.
- (d) Retain those elements that contribute to the importance of the heritage place.
- (e) Encourage the conservation and restoration of contributory elements of a heritage place.
- (f) Ensure an appropriate setting and context for heritage places is maintained or enhanced.
- (g) Support adaptive reuse of heritage buildings where their use has become redundant.

*Clause 15.03-2S Aboriginal Cultural Heritage*

123. The objective of this clause is:

- (a) To ensure the protection and conservation of places of Aboriginal cultural heritage.

124. Relevant strategies of this clause are:

- (a) Ensure that permit approvals align with the recommendations of any relevant Cultural Heritage Management Plan approved under the *Aboriginal Heritage Act 2006*.

*Clause 16 Housing*

*Clause 16.01-2S Location of residential development*

125. The objective of this clause is:

- (a) To locate new housing in designated locations that offer good access to jobs, services and transport

126. Relevant strategies of 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 16.01-3S Housing Diversity*

127. The objective of this clause is:

- (a) To provide for a range of housing types to meet diverse needs

128. Relevant strategies of this clause 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

*Clause 16.01-3R Housing diversity – Metropolitan Melbourne*

129. The strategy of this clause is:

- (a) Create mixed-use neighbourhoods at varying densities that offer more choice in housing.

*Clause 17.01 – Employment*

*Clause 17.01-1S – Diversified economy*

130. The objective of this clause is:

- (a) To strengthen and diversify the economy.
- (b) The relevant strategies of this clause are:
- (c) Protect and strengthen existing and planned employment areas and plan for new employment areas.
- (d) Facilitate growth in a range of employment sectors, including health, education, retail, tourism, knowledge industries and professional and technical services based on the emerging and existing strengths of each region.
- (e) *Improve access to jobs closer to where people live.*

*Clause 17.02 – Commercial*

*Clause 17.02-1S – Business*

131. The objective of this clause is:

- (a) *To encourage development that meets the communities' needs for retail, entertainment, office and other commercial services.*

132. *The relevant strategies of this clause is:*

- (a) *Plan for an adequate supply of commercial land in appropriate locations.*
- (b) *Ensure commercial facilities are aggregated and provide net community benefit in relation to their viability, accessibility and efficient use of infrastructure.*

*Clause 17.04 Tourism*

*Clause 17.04-1S – Facilitating Tourism*

133. The objective of this clause is:

- (a) To encourage tourism development to maximise the economic, social and cultural benefits of developing the state as a competitive domestic and international tourist destination.

134. The relevant strategies of this clause is:

- (a) Encourage the development of a range of well-designed and sited tourist facilities, including integrated resorts, accommodation, host farm, bed and breakfast and retail opportunities.
- (b) Seek to ensure that tourism facilities have access to suitable transport.
- (c) Promote tourism facilities that preserve, are compatible with and build on the assets and qualities of surrounding activities and attractions.
- (d) Create innovative tourism experiences.
- (e) Encourage investment that meets demand and supports growth in tourism.

*Clause 17.04-1R Tourism in Metropolitan Melbourne*

135. The objective of this clause is:

- (a) To maintain and develop Metropolitan Melbourne as a desirable tourist destination

136. The relevant strategies of this clause is:

- (a) Maintain Metropolitan Melbourne's position as a global, national and local destination in its own right and as a gateway to regional Victoria by:
  - (i) Developing city precincts and promenades.
  - (ii) Supporting artistic and cultural life.
  - (iii) Improving public facilities, amenities and access.
  - (iv) Maintaining city safety.
  - (v) Providing information and leisure services.
  - (vi) Improving transport infrastructure.

*Clause 18.01 - Integrated Transport*

*Clause 18.02-1S Sustainable personal transport*

137. The objective of this clause is:

- (a) To promote the use of sustainable personal transport

138. The relevant strategies of this clause is:

- (a) Encourage the use of walking and cycling by creating environments that are safe and attractive.
- (b) Develop high quality pedestrian environments that are accessible to footpath-bound vehicles such as wheelchairs, prams and scooters.
- (c) Ensure cycling routes and infrastructure are constructed early in new developments. Provide direct and connected pedestrian and bicycle infrastructure to and between key destinations including activity centres, public transport interchanges, employment areas, urban renewal precincts and major attractions.

- (d) Require the provision of adequate bicycle parking and related facilities to meet demand at education, recreation, transport, shopping and community facilities and other major attractions when issuing planning approvals.
- (e) Ensure provision of bicycle end-of-trip facilities in commercial buildings.

*Clause 18.02-1R Sustainable personal transport – Metropolitan Melbourne*

139. The relevant strategies of this clause is:

- (a) Improve local travel options for walking and cycling to support 20 minute neighbourhoods.
- (b) Develop local cycling networks and new cycling facilities that support the development of 20-minute neighbourhoods and that link to and complement the metropolitan-wide network of bicycle routes - the Principal Bicycle Network.

*Clause 18.02-2S - Public Transport*

140. 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*

141. 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*

142. The objective of this clause is:

- (a) To ensure an adequate supply of car parking that is appropriately designed and located.

143. 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)

144. The following LPPF provisions of the Scheme are relevant:

Clause 21.04 – Land use

Clause 21.04-1 – Accommodation and Housing

145. The relevant Objectives and Strategies of this Clause are:

- (a) Objective 1 To accommodate forecast increases in population.
  - (i) Strategy 1.1 Ensure that new residential development has proper regard for the strategies applicable to the neighbourhood in question identified in clause 21.08;
  - (ii) Strategy 1.2 Direct higher density residential development to Strategic Redevelopment Sites identified at clause 21.08 and other sites identified through any structure plans or urban design frameworks.
- (b) Strategy 1.3 Support residual population increases in established neighbourhoods;
- (c) Objective 2 To retain a diverse population and household structure; and
- (d) Objective 3 To reduce potential amenity conflicts between residential and other uses.

*Clause 21.04-3 – Industry, office and commercial*

146. The objective of this clause is:

- (a) To increase the number and diversity of local employment opportunities

*Clause 21.05 Built Form**Clause 21.05-1 – Heritage*

147. The relevant objective and strategies of this clause are:

- (a) Objective 14 - To protect and enhance Yarra's heritage places:
  - (i) Strategy 14.1 Conserve and enhance identified sites and areas of heritage significance including pre-settlement ecological places;
  - (ii) Strategy 14.2 Support the restoration of heritage places
  - (iii) Strategy 14.3 Protect the heritage skyline of heritage precincts;
  - (iv) 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; and

*Clause 21.05-2 – Urban Design*

148. 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:
    - Significant upper level setbacks
    - Architectural design excellence
    - Best practice environmental sustainability objectives in design and construction
    - High quality restoration and adaptive re-use of heritage buildings
    - Positive contribution to the enhancement of the public domain
    - 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 22 – To encourage the provision of universal access in new development.

*Clause 21.05-4 – Public Environment*

149. The relevant objectives and strategies of this clause are:

- (a) Objective 28 - To provide a public environment that encourages community interaction and activity:
  - (i) Strategy 28.1 Encourage universal access to all new public spaces and buildings.
  - (ii) Strategy 28.2 Ensure that buildings have a human scale at street level.
  - (iii) Strategy 28.3 Require buildings and public spaces to provide a safe and attractive public environment.
  - (iv) Strategy 28.4 Require new development to consider the opportunity to create public spaces as part of new development.
  - (v) Strategy 28.5 Require new development to make a clear distinction between public and private spaces.

- (vi) Strategy 28.6 Require new development to consider the creation of public access through large development sites, particularly those development sites adjacent to waterways, parkland or activity centres.
- (vii) Strategy 28.8 Encourage public art in new development.
- (viii) Strategy 28.9 Apply the Public Open Space Contribution policy at clause 22.12.

*Clause 21.06 – Transport*

*Clause 21.06-1 Walking and cycling*

150. This clause builds upon the objective outlined in 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:
  - (i) Strategy 32.1 Provide efficient shared parking facilities in activity centres.
  - (ii) Strategy 32.2 Require all new large developments to prepare and implement integrated transport plans to reduce the use of private cars and to encourage walking, cycling and public transport.
- (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 Environmental Sustainability*

*Clause 21.07-1 – Ecological sustainable development*

151. The relevant objective of this clause is:

- (a) Objective 34 To promote ecologically sustainable development:
  - (i) Strategy 34.1 Encourage new development to incorporate environmentally sustainable design measures in the areas of energy and water efficiency, greenhouse gas emissions, passive solar design, natural ventilation, stormwater reduction and management, solar access, orientation and layout of development, building materials and waste minimisation; and
  - (ii) Strategy 34.2 Apply the environmental sustainability provisions in the Built Form and Design policy at clause 22.10-3.5.

*Clause 21.08-2 – Burnley, Cremorne, South Richmond*

152. The following relevant commentary is offered in this clause:

- (a) The neighbourhood provides a range of residential opportunities:
  - (i) the Cremorne area has a truly mixed use character with Victorian cottages, apartments and warehouse conversions intermingled with commercial and industrial uses. This mix of uses is valued by the local community and must be fostered
  - (ii) the established residential area surrounding Barkly Gardens provides a range of housing opportunities in small cottages and larger period dwellings
  - (iii) the area east of Burnley Street includes the Golden Square residential area which comprises predominantly cottages of heritage significance.
- (b) This area includes the visually and historically significant silos which host the also significant Nylex Plastics clock and temperature indicator. Views of and to these Melbourne landmarks need to be protected.

- (c) This neighbourhood is largely an eclectic mix of commercial, industrial and residential land use. With two railway lines and both north south, and east west tram routes, the neighbourhood has excellent access to public transport. The Cremorne commercial area functions as an important metropolitan business cluster which must be fostered.

#### Relevant Local Policies

##### *Clause 22.03 – Landmarks Policy*

153. The objective of the clause is to:

- (a) maintain the prominence of Yarra's valued landmark signs
- (b) protect views to the silhouette and profile of Yarra's valued landmarks to ensure they remain as the principal built form reference; and
- (c) ensure the profile and silhouette of new tall structures adds to the interest of Yarra's urban form and skyline

154. The Nylex sign is an identified landmark sign in this policy.

##### *Clause 22.04 – Advertising Signs Policy*

155. This policy applies to all permit applications for advertising signs or for development which incorporates an advertising sign:

156. The relevant objectives of this clause are:

- (a) To ensure that signs contribute to and do not detract from the visual amenity of commercial precincts, activity centres and residential areas.
- (b) To minimise visual clutter.
- (c) To ensure that signs are not the dominant element in the streetscape.
- (d) To protect and enhance the character and integrity of places of heritage significance.
- (e) To protect major view corridors and vistas.
- (f) To maintain vehicular and pedestrian safety.

##### *Clause 22.05 – Interface Uses Policy*

157. This policy technically does not apply to the Comprehensive Development Zone, it includes relevant considerations when assessing section 2 uses. Clause 22.05-3 states that it is policy that:

- (a) New residential use and development in or near commercial centres and activity centres and near industrial uses includes design features and measures to minimise the impact of the normal operation of business and industrial activities on the reasonable expectation of amenity within the dwellings.
- (b) New non-residential use and development within Business and Mixed Use and Industrial Zones are designed to minimise noise and visual amenity impacts upon nearby, existing residential properties.

158. Decision guidelines at clause 22.05-6 include:

- (a) Before deciding on an application for residential development, Council will consider as appropriate:
  - (i) The extent to which the proposed dwellings may be subject to unreasonable noise, fumes and air emissions, light spillage, waste management and other operational matters from the nearby business or industrial uses.
  - (ii) Whether the dwellings are designed or incorporate appropriate measures to minimise the impact of noise, fumes and air emissions, light spillage, waste management and other operational matters from the nearby business or industrial uses.



*Clause 22.12 – Public Open Space Contribution*

159. The objective of this clause are:

- (a) To implement the Yarra Open Space Strategy;
- (b) To identify when and where land contributions for public open space are preferred over cash contributions; and
- (c) To ensure that where appropriate, land suitable for public open space is set aside as part of the design of a development so that it can be transferred to or vested in Council, in satisfaction of the public open space contribution requirement.

160. The subject site is in an area where land in lieu of cash is the preferred method of public open space contribution (area 3121G), however, as the site has already been granted a permit, no further discussion will be offered,

*Clause 22.16 – Stormwater Management (Water sensitive urban design)*

161. This policy applies to applications for more than 50m<sup>2</sup> extensions to existing buildings (amongst others).

162. Under this clause it is policy to:

- (a) Require that development applications provide for the achievement of the best practice performance objectives for suspended solids, total phosphorus and total nitrogen, as set out in the Urban Stormwater Best Practice Environmental Management Guidelines, CSIRO 1999 (or as amended)
- (b) Require the use of stormwater treatment measures that improve the quality and reduce the flow of water discharged to waterways. This can include but is not limited to:
  - (i) collection and reuse of rainwater and stormwater on site
  - (ii) vegetated swales and buffer strips
  - (iii) rain gardens
  - (iv) installation of water recycling systems
  - (v) multiple uses of water within a single manufacturing site
  - (vi) direction of flow from impervious ground surfaces to landscaped areas.
- (c) Encourage the use of measures to prevent litter being carried off-site in stormwater flows, including:
  - (i) appropriately designed waste enclosures and storage bins, and
  - (ii) the use of litter traps for developments with the potential to generate significant amounts of litter.
- (d) Encourage the use of green roofs, walls and facades on buildings where practicable (to be irrigated with rainwater/stormwater) to enhance the role of vegetation on buildings in managing the quality and quantity of stormwater

*Clause 22.17 – Environmentally Sustainable Development*

163. This clause applies to this application as the development is for more than 10 dwellings. A Sustainability Management Plan [**SMP**] is therefore required.

164. This clause states that '*The overarching objective is that development should achieve best practice in environmentally sustainable development from the design stage through to construction and operation*'.

165. The clause outlines objectives relating to energy performance, water resources, indoor environment quality, stormwater management, transport, waste management and urban ecology.

Other relevant documents*Cremorne – Issues and Opportunities Paper*

166. Council is working with the state government and the Victorian Planning Authority preparing a Cremorne Place Implementation Plan (CPIP). This project was in recognition of Cremorne's significant economic role as an Enterprise Precinct under the government's recent policy announcements. The CPIP will set out the key action across governments to support Cremorne's role, including strategic land use planning, transport & movement, car parking, built form and the public realm and open space.
167. The consultation stage has recently been completed and a draft CPIP will be out in April/May 2020.

*Urban Design Guidelines*

168. Clause 15.01-2S states that planning must consider as relevant:
- (a) Urban Design Guidelines for Victoria (Department of Environment, Land, Water and Planning, 2017). (UDG)

*Cremorne and Church Street Precinct Urban Design Framework*

169. The Cremorne and Church Street Precinct Urban Design Framework (UDF) was adopted by Council at its meeting in September 2007. The intent of the UDF was to support redevelopment that contributes to Cremorne as a mixed-use area, while supporting strategic aims to develop employment opportunities in the area.
170. The subject site is highlighted on Map 2 as a site where substantial change is expected and can contribute to improvements to the public domain.
171. Map 5 shows the intersection of the subject site at the Gough Street and Harcourt Parade interface as a key area for street activation. The subject site is located in the Richmond Maltings Sub-Precinct. The aim of the sub-precinct is to encourage redevelopment within the precinct, to restore a significant source of activity and employment in Cremorne, to showcase the heritage structures and to better integrate the precinct with its surroundings. It is highlighted that whilst the UDF remains as an adopted document, it has limited statutory weight and nonetheless, should still be recognised that the proposal achieves this primary aim.

*Swan Street Structure Plan (SSSP)*

172. The SSSP was adopted by Council at its meeting on 17 December 2013. The site is located within the 'Cremorne South' Precinct of the Plan's study area. The Structure Plan prepared for the Swan Street Major Activity Centre [MAC] was in response to the State Government sustainable growth policy, Melbourne 2030; a plan for the growth and development of the Melbourne metropolitan area. One of the principal aims of the policy was to provide a network of activity centres throughout Melbourne, with these centres providing a focus for development and urban expansion in areas well serviced by public transport, existing infrastructure and community services. The Swan Street Structure Plan aims to manage this growth within the Swan Street MAC and the surrounding area.
173. Of relevance to this application are proposed revisions to the built form guidelines that will provide guidance on future built form and how that would be in keeping with the longer term vision for Swan Street and surrounds, along with guidance on urban intensification within the precinct. The plan provides guidance on maximum building heights within each precinct, with seven to ten storeys at the suggested height for this area within the 'Malting's Site' with the subject site identified as a Strategic redevelopment site and a key landmark.
174. The SSSP also includes objectives to consolidate the Precinct's role as a location for offices and employment, provide high quality pedestrian orientated public realm along Church Street, as well as promote public realm improvements through redevelopment opportunities.
175. The rationale entertains the following (as relevant) for the 'Malting's Site' (inclusive of the subject site):

- (a) Redevelopment of large sites provides opportunity for strengthening the built form edge to the river;
  - (b) Opportunities to intensify land uses will strengthen Yarra's employment base through the conversion of redundant industrial or manufacturing land uses.
  - (c) A precedent for height has been established on the Maltings site that has since been reinforced by the Era development and Planning permit issued for 17-21 Harcourt Parade. Heights generally permitted between approximately 36m and 37m.
  - (d) The Comprehensive Development Zone that applies to the Maltings site, ERA development and planning approval for Harcourt Parade, further support this precinct as an emerging pocket of taller development.
  - (e) Reinforcing the role of Balmain Street and Cremorne Street as primary vehicular access to and from the precinct will deter vehicles from travelling through the surrounding network of small residential streets to enter and exit the precinct.
  - (f) Strengthening connections to public transport networks promotes active modes of transport.
176. Whilst adopted, the SSSP has yet to progress to the formal amendment stage and has limited statutory weight, but to the extent that the building achieves the above rationale, and principles of the height anticipated for this site, particularly when compared to the development already approved at the 'Maltings Site', it is considered that it can be supported.
- Yarra Spatial and Economic Employment Strategy - August 2018 – (SEES)*
177. The Yarra SEES was adopted by Council in September 2018, which is intended to assist Council to understand, and capitalise on, Yarra's economic strengths and respond to the key trends and economic drivers over the next 10 to 15 years.
178. The Spatial Economic and Employment Strategy (SEES) includes 6 directions or strategies which inform policy in the Scheme.
179. The subject site is identified as being located within the Mixed Employment Precinct (Major) within Figure 39 at page 60 and of relevance is Strategy 2 which is to retain and grow Yarra's Major Employment Precincts. Essentially, the strategy intends to accommodate projected demand for commercial floor space Yarra's two large consolidated employment precincts at Gipps Street, Collingwood and Cremorne/Church Street South, Richmond should be retained for employment activities. These areas have made a gradual transition from predominantly industrial uses to a wider mix of activities that include professional services, creative industries, medical-related activities and small-scale manufacture. Zoning should continue to exclude residential development to retain the core employment function of these precincts except in the comprehensive development zone which specifically permits residential development.
180. The following direction is provide for the Cremorne / Church Street Precinct at page 65 of the SEES:
- (a) Cremorne/Church St south precinct The Cremorne precinct is also strategically located with respect to public transport, the arterial road network and CBD. Given its current employment focus and the projected demand for employment floor space, retention and intensification of employment should be the focus of renewal efforts. Growth of the Kangan Institute, which specialises in fashion and retail training, should be supported for adding to the diversity of employment but also to underpin a competitive strength for creative firms in this precinct.
181. Whilst adopted, the SEES has limited statutory weight. However, the proposal is supported to the extent that it achieves the direction and vision stipulated for the subject site.

## Advertising

182. The application was advertised under the provisions of Section 52 of the *Planning and Environment Act (1987)* to residents of the City of Yarra, Melbourne and Stonington by 4,751 letters sent to surrounding owners and occupiers and by 3 signs displayed on site. Council received 21 objections, the grounds of which are summarised as follows):
- (a) Truck movements and impact on surrounding streets (traffic and noise);
  - (b) Location of revised loading bay;
  - (c) Inadequate footpaths;
  - (d) Insufficient car parking.
183. A planning consultation meeting was held on 1 October 2018 and attended by objector parties, the Applicant, a Councillor and Council Officers to discuss all issues and concerns raised in the letters of objection. The Applicant made a commitment to review the loading bay arrangement and come back to Council with amended plans.
184. Section 57A amended plans were lodged with Council which were readvertised to existing objectors only. Five submissions were received, raising the following concerns:
- (a) Reduction in width of footpaths;
  - (b) Extent of frontage used for services and vehicular access;
  - (c) Design of the loading dock area including location of roller doors;
  - (d) Safety
  - (e) Truck queuing impacts to the surrounding area
  - (f) Compliance with Melbourne Water conditions;
  - (g) Urban Design;
  - (h) Safety for cyclists

## Referrals

185. The referral comments are based on both the original application plans and the s57A plans

### External Referrals

186. The application was referred to the following authority;
- (a) Melbourne Water
187. Melbourne Water provided comments stating the conditions outlined in their letter to VCAT of 18 July 2017 (being the existing condition on the permit) are still applicable. It should be noted that the numbering of conditions has been amended and therefore do not correlate with the Melbourne Water letter.
188. All Melbourne Water conditions will need to be complied with.
189. Referral responses/comments have been included as attachments to this report.

### Internal Referrals

190. The application was referred to the following units within Council:
- (a) Engineering
  - (b) Strategic Transport
  - (c) Open Space;
  - (d) ESD;
  - (e) Waste Management; and
  - (f) Heritage

191. External Consultants

- (a) Mel Consultants (wind)
- (b) Rob McGauran (Urban Design)
- (c) SLR (Acoustics)
- (d) Ingegnaria Consultants (Structural Engineers)

192. Referral comments have been included as attachments to this report.

**OFFICER ASSESSMENT**

193. The primary considerations for this application are as follows:

- (a) Policy and strategic support;
- (b) Use
- (c) Built form (urban design and Heritage);
- (d) On site amenity
- (e) Off site amenity
- (f) Car & bicycle parking, loading, traffic and access;
- (g) Other Matters including waste management, sustainability, wind, acoustic and structural engineer;
- (h) Amendment to permit structure and
- (i) Objector concerns

Policy and Strategic Support

194. The context of assessing the application for an amendment against strategic policy is firstly recognising that a development is already approved for the site and the policy context for the subject site is generally consistent with that relevant at the time of approval in January 2018.

195. The most relevant policy guidance for this site is contained within the CDZ3 which is a site specific control. The purposes of the CDZ include:

- (a) To allow a comprehensively staged, mixed use development on the site which will create activity during the day and evening and generate local employment opportunities.
- (b) To conserve and enhance key heritage buildings through refurbishment and reuse.
- (c) To allow the continuation of limited major advertising in the precinct.
- (d) To ensure that development on the site will complement and enhance the Yarra River environs.
- (e) To ensure the combination of uses, their density and the scale and character of development does not prejudice the amenity of the surrounding area.
- (f) To retain the visual dominance and preservation of views of the landmark Nylex sign and associated silos through the sensitive siting of new building envelopes on the site. To provide a well designed, attractive open plaza space within the development which is accessible to the surrounding community.
- (g) To ensure a high quality architectural response to the site that acknowledges and is respectful of the scale and form of buildings within the site and its immediate environs.

196. The proposal in its amended form continues to satisfy the various land use and development objectives within state and local policies by, providing an acceptable level of compliance with the relevant policies within the Scheme.

Additionally, state and local policies (such as clauses 11.02-1S and 21.04-3) encourage the concentration of development near activity centres (with the Swan Street Major Activity Centre located 500m north), diversifying employment opportunities and more intense development on sites well connected to public transport.

197. The site continues to provide a mixed use offering of commercial and residential development meeting the objectives of causes 16 and 17 relating to housing and economic development.
198. Overarching State policy at clause 15.01-1S (urban design) seeks to *create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity*. This is reinforced at clause 15.01-2S (building design) which encourages *'...building design outcomes that contribute positively to the local context and enhance the public realm.'* Council's Municipal Strategic Statement seeks to *'ensure that new development contributes positively to Yarra's Urban fabric'* (Objective 20) and also *'maintain and strength the identified character of each type of identified built form within Yarra.'* (Objective 23).
199. Both State and local policies (clause 15.02-1S, 21.07-1) support energy and resource efficiency through environmentally sustainable development, consolidation and integration of urban development and supporting low energy forms of transport.
200. The site is also located close to several public transport options including trams, trains and buses. Bicycle routes along the Yarra River and Cremorne in general provide a better connected journey for cyclists. The development satisfies the objectives of clauses 11.02-1S, 11.03-1 and 18.01-1S of the scheme.
201. The subject site continues to be located in an area identified as being suitable for redevelopment with the proposed amendment continues to be responsive to its approved built form context.

#### Use

202. There are a number of purposes of the CDZ3 as relevant to land use, they include:
  - (a) To allow a comprehensively staged, mixed use development on the site which will create activity during the day and evening and generate local employment opportunities.
  - (b) To ensure the combination of uses, their density and the scale and character of development does not prejudice the amenity of the surrounding area.
203. The amendment seeks to reconfigure a number of spaces resulting in a number of uses moving locations and changes to floor areas of these uses.
204. In summary, the proposed floor area changes include:
  - (a) An increase in office floor area from 2438sqm to 5020sqm
  - (b) An increase in the café floor area from 84sqm to 135sqm
  - (c) An increase in the number of hotel rooms from 43 to 200
  - (d) An increase in the art gallery floor area from 634sqm to 910sqm
  - (e) A decrease in the number of dwellings from 258 to 173 apartments
  - (f) A decrease in the restaurant floor are from 1331sqm to 1143sqm
  - (g) A decrease in the floor are of the function space from 181sqm to 148sqm
  - (h) Deletion of the venue space and heritage interpretation space and
  - (i) No change to floor area for shop
205. While the amendment seeks a change in the number of dwellings, hotel rooms and floor are of uses, the proposal for all intent remains a mixed use development and a number of permit conditions will need to be amended to reflect the changes summarised above.

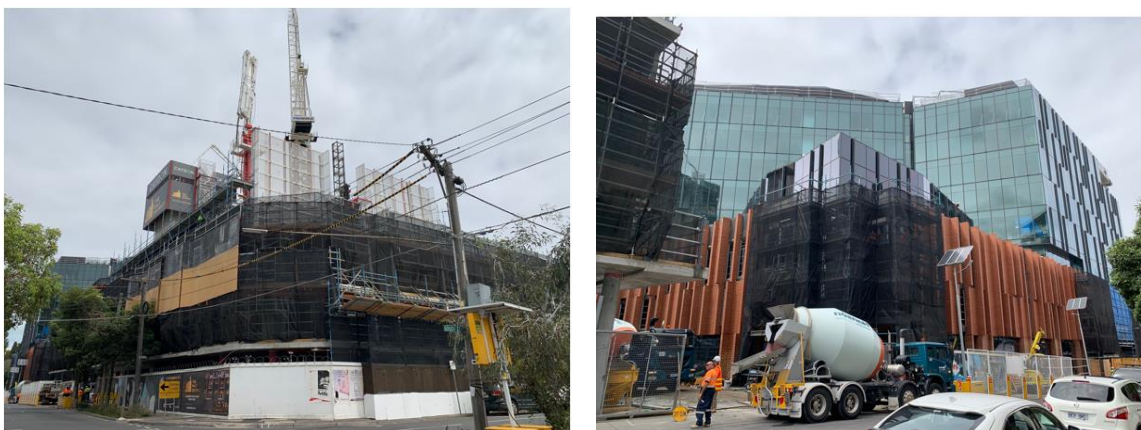
206. None hours of operation are proposed to be amended or patron numbers as already conditioned on the permit, however, the new restaurant forming part of B6 proposes 120 patrons and hours of operation between 6:00am and 11:00pm every day which are similar to uses already approved on site.
207. Car parking will need to be considered as a result of floor area changes and this will be discussed later in the report.

#### Built form (Urban Design and Heritage)

208. When considering the design and built form changes proposed by the amendment, the most relevant aspects of the scheme are provided at Clause 15 (Built form and Environment), Clause 21.05 (Built Form), Clause 22.10 Built form and Design Policy) and the provision of the CDZ3 zone, more specifically the 'Planning and Design Principles for the Richmond Maltins site, Cremorne, - November 2007.
209. The suite of policy directed to built form outcomes support development that responds to its existing or preferred neighbourhood character with particular regard given to height, massing, street setbacks, relationships to the adjoining buildings and heritage.
210. When considering policy, the consideration needs to be limited to the proposed amendments and not a complete reassessment of the application. The site already has an approval for a substantive redevelopment of the site.
211. Importantly as the site is included on the State Heritage Register and has a number of relevant approvals on the site, limited consideration on heritage matters will form part of this assessment.

#### *Context*

212. The immediate site context for the site has significantly changed since the original approval was granted in 2018 with the nearing of completion of the building at 17 – 21 Harcourt Parade and the commencement of works for the Stage 1 building (see image below). Additionally, a planning permit has issued for the site to the immediate east of the site for a hotel building, however works have not commenced on site.



**Figure 12 – Construction along Cremorne and Gough Streets.**

213. As outlined earlier, the approval already permits a significant redevelopment of the site and the proposed amendments seek to refine this approval.
214. In order to assess the amendment, each building will be discussed in turn with concluding comments made regarding the entire site

#### *Buildings B4 & B5*

215. No changes proposed, the conditions already existing on the permit will remain.
216. Heritage Victoria have endorsed plans relevant to the works to these buildings.

#### *Building B6*

217. The changes to the built form of Building 6 can be summarised as:

- (a) New built form as a result of the fire damage (architectural response);
- (b) Change in use from office to hotel;
- (c) Increased width of building;

218. The images below show a visual comparison between the VCAT plans and the proposed amendment



Figure 13 - VCAT plans Building B6





NORTH ELEVATION



SOUTH ELEVATION

Figure 14 – Amended Plans B6

219. The most obvious change to B6 is the infill of the lower levels with new built form previously a void area with the new tower being proposed to be built over the retained heritage building on stilts.



NORTH ELEVATION

**Figure 15 – VCAT Plans B6 detail**

- 220. As a result of the fire on site which significantly damaged the existing B6 building, the design has been modified to infill a portion of the centre of the building with a new glazed section of the building which rises to a height of 3 storey before reverting back to the already approved ‘tower’ footprint.
- 221. This new built form is reflective of the materiality of the upper tower form but does diminish the simplicity of the original design which included the retention of the entire heritage building with a new addition constructed on stilts. It is considered that the visibility of this change will be best appreciated from internal to the site with views externally limited due to the freeway onramp. It is considered that the filling in of these levels is an acceptable outcome.



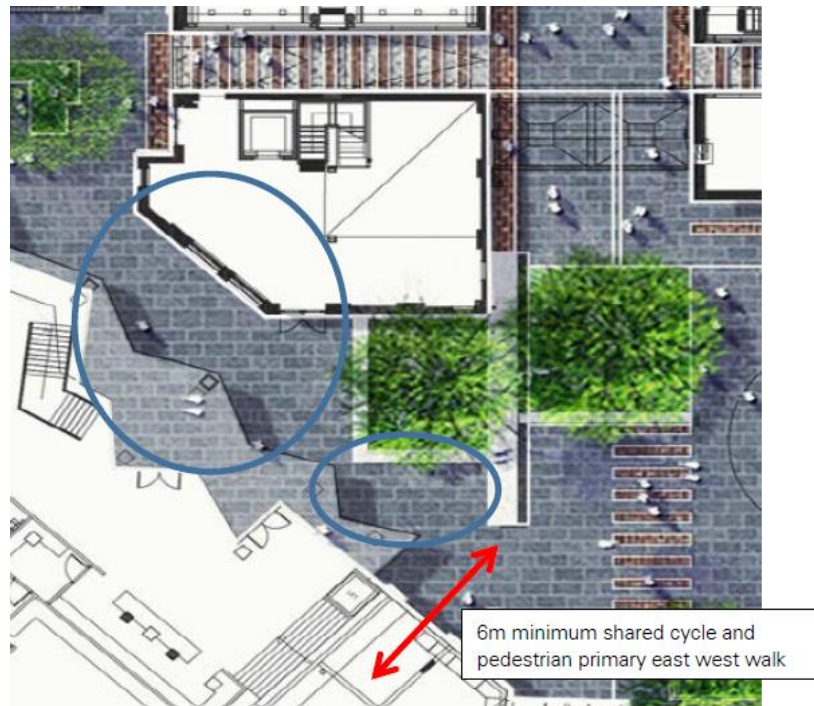
**Figure 16 - B6 Amendment Detail**

- 222. Council’s consultant urban design raised concerns with the loss of integrity of the heritage fabric on site with the new design response. The concern outlined was the impact of the new larger building footprint on the separation distances between other retained heritage fabric and on the quality of the façade being eroded by the filling in of the previous winter gardens with commercial floor area.
- 223. The areas of concern at ground level relevant to B6 were the spacing between B6 and B5 and the spacing between B6 and Stage 3 being 17-21 Harcourt Parade. The plan below details the VCAT landscape plans which show both these areas in pink.



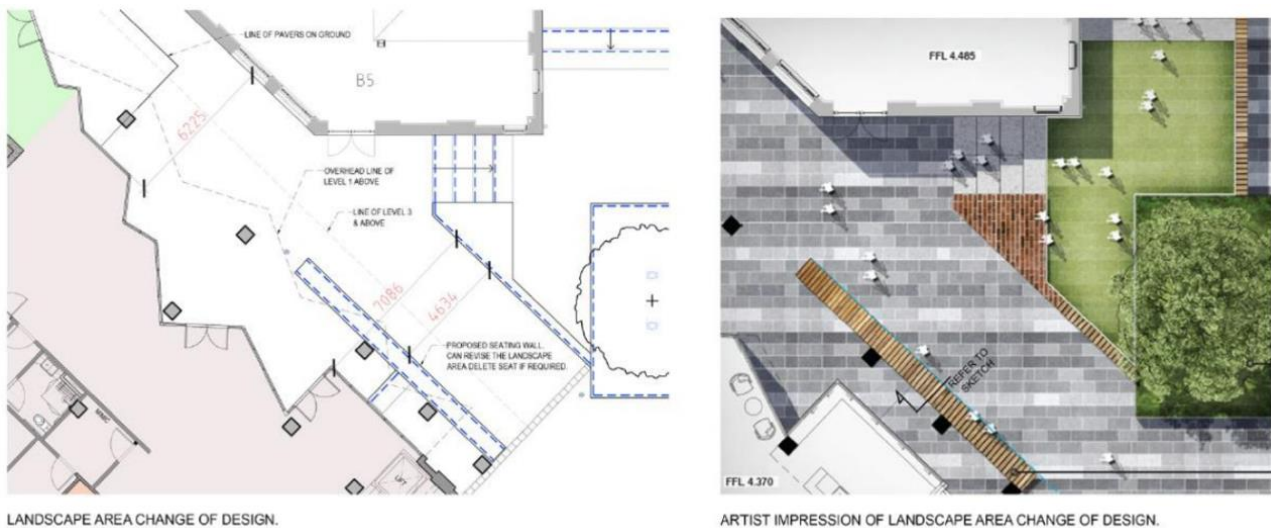
**Figure 17 – VCAT landscape plan detail**

224. Looking at the interface between B6 and B5, the urban design comments seek a minimum 6m separation to ensure sufficient width for easy access for both cyclist and pedestrians. The image below details the current proposed narrowing of this space.



**Figure 18 – Amended landscape detail**

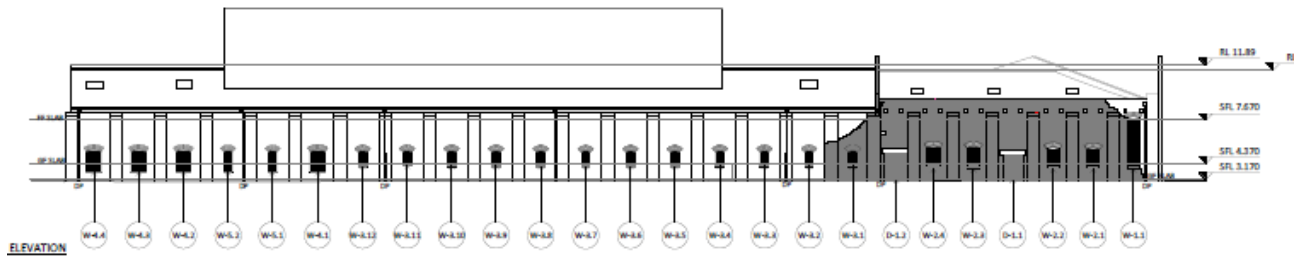
225. In response, the applicant’s urban designer has acknowledged that this is an unacceptable change to how movement around the site will be managed and has suggested that through a redesign of this space a minimum width of 6m can be achieved as shown below.



**Figure 19 – Sketch Plan**

226. This amended landscape treatment will form part of any issued permit improving the interface between building B6 and B5.

227. The amendment seeks to delete the eastern landscaped courtyard where the site abuts the site at 17 -21 Harcourt Parade and to infill this space with a restaurant at ground level. It is acknowledged that this loss of green space is not ideal, however the permit applicant has advised that Heritage Victoria as a result of the fire to building B6 has sought the retention of as much remnant heritage fabric as possible. In this instance, an area of B6 previously proposed to be removed for open space will now be reconstructed in situ.



**Figure 20 – New reconstruction**

228. It is considered that this result is an acceptable outcome.
229. It is also noted that Heritage Victoria approved an amendment to heritage permit P25508 which generally reflects the plans before Council. Conditions of the permit require amended plans to be submitted being detailed design drawings which must include finishes. The condition of the permit (condition 8) is clear in that these plans will be referred to Council for comment.
230. The urban design comments raised concerns with the height and breadth of the tower form. A comparison between the two plans show that they are generally the same with some subtle differences being:
- Deletion of winter gardens and louvered glass and replacement with glass
  - Introduction of two new sections of balconies to the south
231. The renders below show the impact of the deletion of the winter gardens and replacement with glass.



**Figure 21 - VCAT render**



**Figure 22 - Amended render**

- 232. The deletion of the punctuations of the balconies will visually change the appearance of the building somewhat however they relate directly to the change in use of the building. It is considered that the design response is acceptable and now better visually relates with the collections of buildings as they present to the south
- 233. The introduction of two new sections of balcony to the south as shown in pink below make use of previously 'roofed' area and will now provide an open space opportunity to some of the hotel suites and a communal roof terrace
- 234. The visual change amounts to balustrading associated with these spaces. While a minor increase in height, the visual impact of this change is negligible and will not be perceivable at that height.

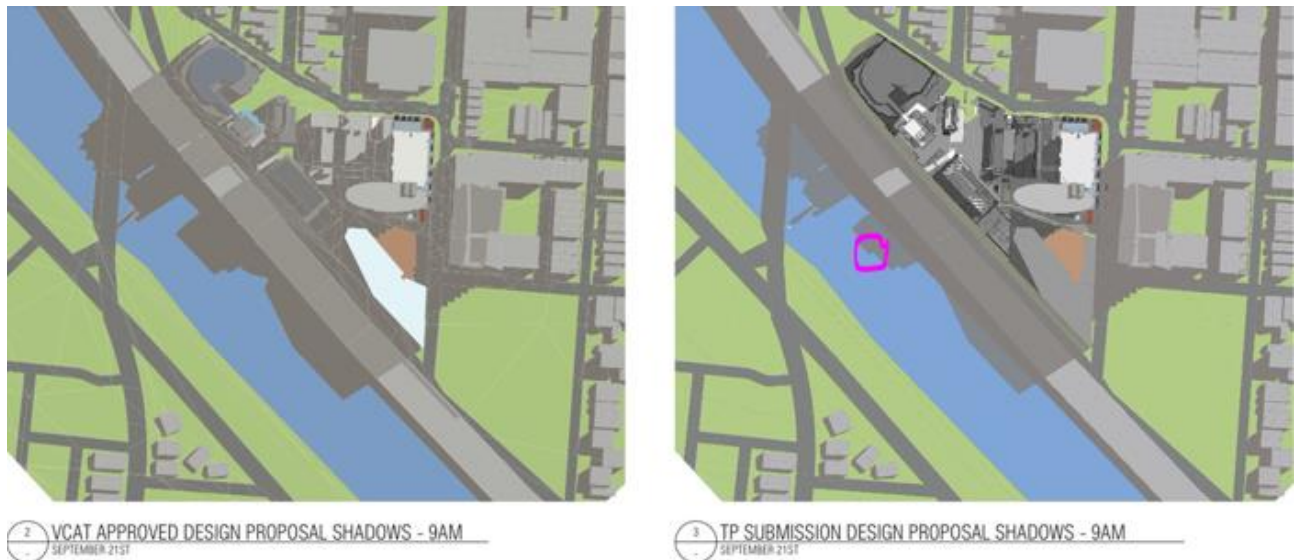


**Figure 23 - VCAT Plan detail**



**Figure 24 – Amended Plan detail**

235. Both Council's and applicants urban designers have not commented on the visual impact of the relocated core to this southern elevation. As proposed it will present as a 2.5 storey high blank concrete wall which has not been shown on the renderes. It is considered that the core can be better treated to be more reflective of the architectural composition of the building or a patterned concrete finish, this will be reflected as a condition on any permit issued.



**Figure 25 – Shadow Diagrams**

236. It is acknowledged that the lift core will marginally increase shadowing to the river however in the context of the overall development, this increase is immaterial.
237. Council's consultant urban designer also raised concern with the materiality of building, a concern was also raised by Council's heritage advisor as part of the Heritage Victoria referral more specifically with the colour of the glazing selected for this building. In response it is considered necessary that a façade strategy be required for all buildings prepared in consultation with DLA Consultant urban designers to ensure the integrity of the overall design is delivered.

*Building B8*

238. The changes to the built form of Building 6 can be summarised as:
- Change in use from hotel to office;
  - Structural supports added;
  - Fenestration changes to silos addition
239. The images below show a visual comparison between the VCAT plans and the proposed amendment.

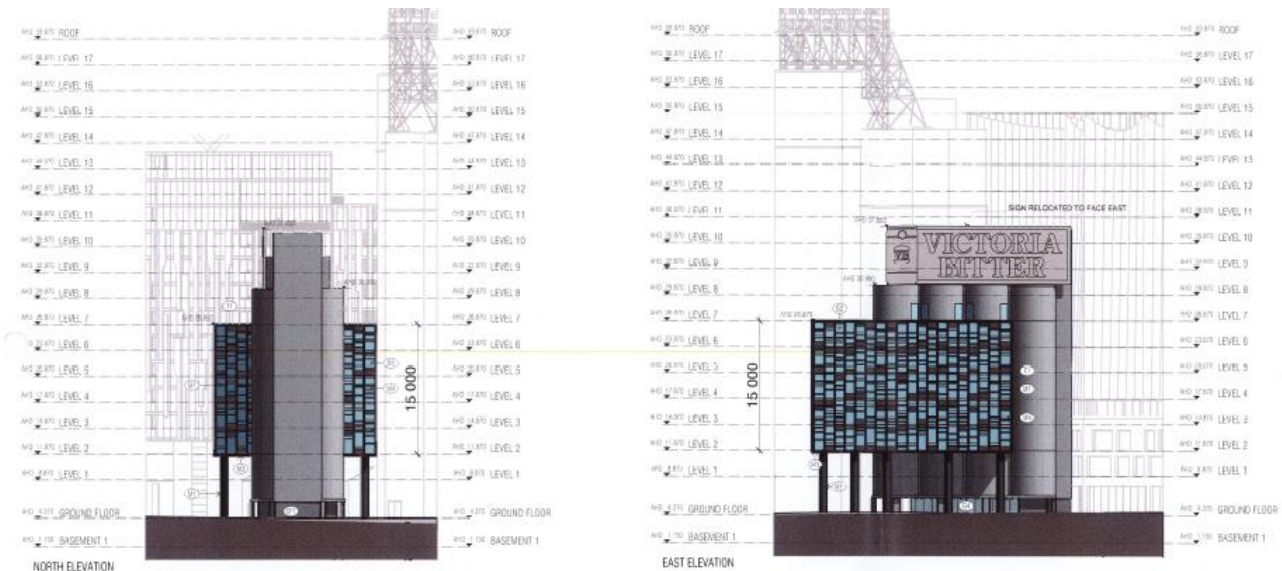


Figure 26 – VCAT Plans

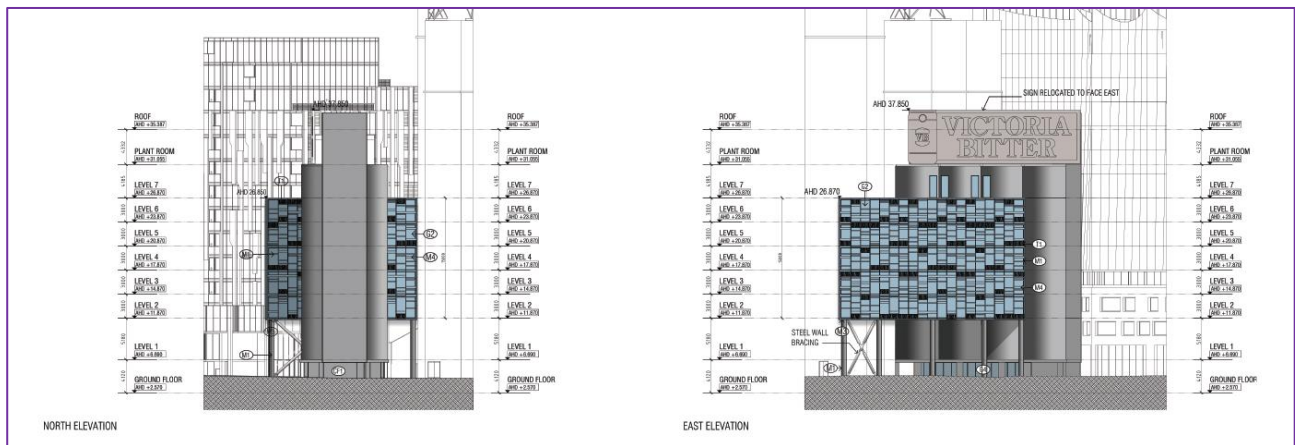


Figure 27 – Amended plans

- 240. The proposed amendments to Building B8 are lesser than to buildings 6 and 9. The use of the building is proposed to be amended from a hotel to an office building. This change in use is appropriate and does not result in a significant number of external changes to the façade.
- 241. The amendment does propose additional fenestration (windows) which will require additional cutouts into the silo structure but these are considered reasonable modifications to the building.
- 242. The glazing patternation across the façade is also proposed to be simplified however subject to a detailed façade strategy being submitted, this is considered to be an acceptable modification.
- 243. The most visual change proposed at the lower levels of the building is the addition of structural supports or cross supports (labelled as steel wall bracing) within the columns or stilts component of the building.
- 244. While it is understood a building needs to be supported the integrity in design of relying on steel bracing rather than another engineering solution which would not impact on the ground plane hasn't been adopted. A condition of any permit will require these to be removed unless structural information is submitted to show this is the only viable solution.

*Building B9*

- 245. The changes to the built form of Building 9 can be summarised as:
  - (a) Reorganisation of uses within the building
  - (b) Façade changes including new balconies and pergolas

(c) Ground floor treatment to Gough Street including public realm works

246. The images below show a visual comparison between the VCAT plans and the proposed amendment.



Figure 28 - VCAT PLANS

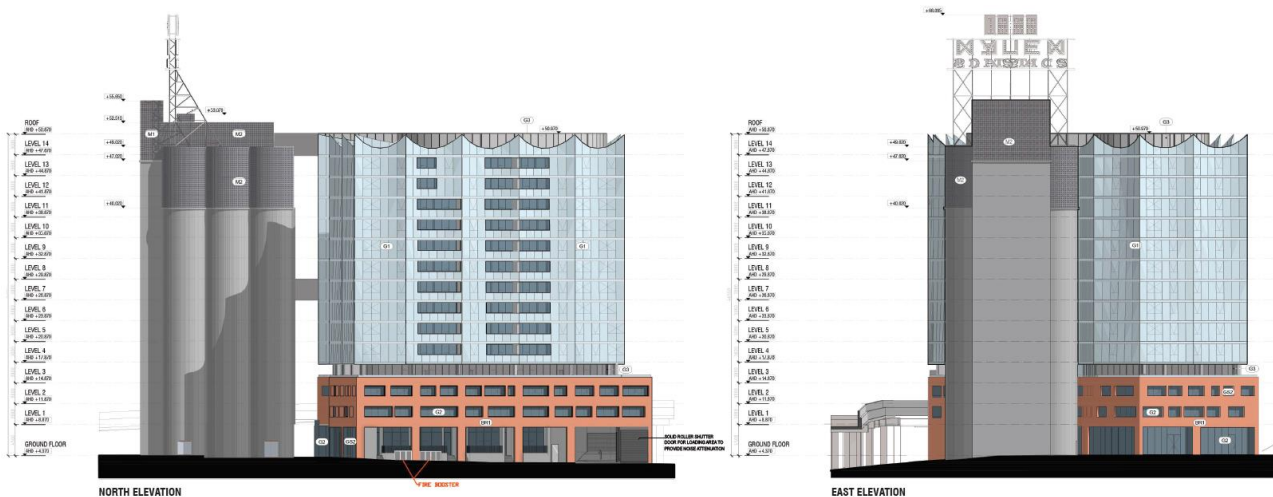


Figure 29 – Proposed amendment

247. The amendment seeks to re-organise uses within the two B9 buildings as well as redesign the apartments within. A number of matters regarding the layout of apartments have been identified and discussed in the assessment below and won't be discussed in the section of the report.

248. The external changes to Building 9 included increased separation from the western boundary as required by condition 1(u), a 3.4m setback between the two buildings as required by condition 1(x), ground level changes namely as a result of the redesign of the loading and car parking area and façade changes including fenestration of the podium level, changes to the fluted treatment of the façade and the addition of two pergolas to the upper level restaurant and dwelling

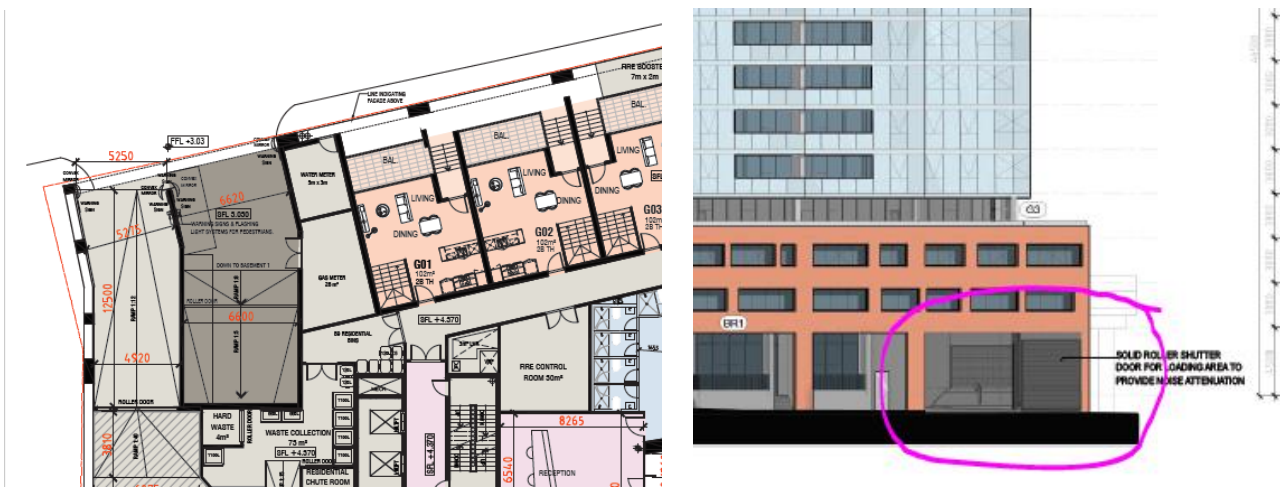
249. At ground level, the VCAT plans showed a double crossover providing access to both the vehicular access and egress and loading area:





**Figure 30 – VCAT plans - Access**

250. The plans now propose separate access for vehicles and loading:



**Figure 31 – Amended Plans - Access**

- 251. The difference in opening width for the accessway for loading and vehicles was (scaled) at 6.6m in the VCAT plans, now proposed to be increased to 11.8m.
- 252. The revised opening was not objected to by Council’s engineering unit who are satisfied that the proposed layout is functional.
- 253. It is evident that the new access layout would require the deletion of a new street tree as shown on the landscape plan and would also require the loss of an additional on street car parking bay.
- 254. It is acknowledged that a preference for a narrower crossover would be ideal, however, the existing conditions of this space is shown in the image below which shows a crossover in this location. The new design for this access area ensures safe access and egress and appropriately manages conflict points with pedestrians and cyclists.



**Figure 32 – Gough Street crossover**

255. It is considered that this change is an acceptable outcome subject to conditions regarding details of the roller door/tilt doors.
256. The podium level of B9 is proposed to be a masonry base (real bricks not brick snap) with the glazed tower above. The proposed amendment seeks to amend the fenestration pattern of the windows from a semi irregular pattern to a more conventional pattern, this change is considered acceptable.
257. Concern was raised by Council's consultant urban designer regarding the softening of the fluted elements of the façade. Both the VCAT plans and the proposed amended plan lack detail and a condition of the permit requires the location of windows and other openings to be shown on elevations which adds to the ambiguity of outcome for this important façade.
258. The renders for both the VCAT plans and the proposed amendments are clear in an intent of outcome (see below) however as discussed above a façade strategy will be required by condition on any permit issued to ensure a quality outcome is achieved.



**Figure 33 - VCAT render**



**Proposed render**

259. The proposed amendment seeks to introduce two pergola elements – a light weight structure over the outdoor terrace (south) to the level 14 restaurant and a pergola to the north west corner of dwelling 1306.
260. The plans show no details for this structure either on the floor plans or elevations. A condition of any permit will require details for these structure to ensure that they are suitable in design.

*Landscape and Public Realm*

- 261. Forming part of the approval for the site, is an overall masterplan for landscape public realm improvements.
- 262. The landscape master plan which accompanied the VCAT documentation included an overall landscape concept for the site which included 7 distinct areas being (see plan below):
  - (a) Heritage Courtyard (area between stage 3 and B6)
  - (b) Landscape terraces (area between B5 and B6)
  - (c) Restaurant Garden (area between B4 and B5)
  - (d) Café Courtyard (area between B5 and Gough Street)
  - (e) Covered outdoor seating (area between B8 and B5)
  - (f) Harcourt Parade Pedestrian Link
- 263. The landscape concept introduced a good amount of greenery to the site and provided a visually interesting ground plane with a mix of materials reflecting the former industrial nature of the site.



**Figure 34 – VCAT landscape concept**

- 264. An amended landscape plan forms part of the application which seeks to simplify the design and deleted a noticeable amount of planting

## 4.2 Precinct Plan

## Legend

- Title Boundary
- FFL Proposed Building Levels
- ① Asphalt Paving to Gough Street  
As per the City of Yarra Standard Details
- ② Bluestone Paving  
As per the City of Yarra Standard Details
- ③ Irrigation Lawn Bed at Grade
- ④ Raised Garden Bed at Grade  
Nominal 450-500mm in height
- ⑤ Brick Clad Seating Wall with Timber Top
- ⑥ Red Brick & Concrete Paving
- ⑦ Garden Bed at Grade
- ⑧ Bicycle Hoops  
62no. bicycle parks provided for Precinct
- ⑨ Raised Brick Clad Planter on Structure  
Nominal 1200mm in height
- ⑩ Pergola Structure
- ⑪ Concrete Wall with Timber Top
- ⑫ Precast Concrete Terraces



**Figure 35 – Amended Landscape concept**

265. While it is understood that the Heritage courtyard has been deleted to facilitate greater reconstruction of the remnant B6 wall, however no justification has been submitted why the landscape plan has been paired back so much and has deleted important features like the Harcourt Parade pedestrian link planting area.
266. A condition on any permit issued will require for a new landscape concept to be prepared which reinstates much of the deleted detail which was shown in the original concept or a suitable alternative.
267. The landscape plans show public realm improvements as contemplated by the original approval for the site, this includes new street trees and reinstatement of redundant crossovers. The application was not required to widen the footpath along Gough Street and this is not proposed by the amendment.

On Site Amenity – Dwellings Clause 58

268. As outlined in the policy section of the report, pursuant to clause 34.01-4 of the Scheme, transitional provisions apply to Section 72 applications meaning clause 58 – Apartment developments does not apply. The applicant has however provided information to show how the amendment addresses many of the elements of Clause 58 and therefore a brief assessment is outlined below.
269. This particular provision comprises 27 design objectives and standards to guide the assessment of new residential development. Given the site's location within a built up inner city residential area, strict application of the standard is not always appropriate, whether the proposal meets the objective is the relevant test.

*Standard D1 – Urban context*

270. Already discussed within the Built Form and Design section of this report. The standard and objective is met.

*Standard D2 – Residential Policies*

271. Already discussed within the Strategic Context section of this report. The standard and objective is met.

*Standard D3 – Dwelling diversity*

272. The proposal is providing a mixture of one, two and three bedroom dwellings with a four bedroom dwelling. The standard and objective is met.

*Standard D4 - Infrastructure*

273. The proposal is located within an established area with existing utility services and infrastructure; there is no evidence to suggest that the proposed development would unreasonably overload the capacity of these existing services. The standard and objective is met.

*Standard D5 – Integration with the street*

274. The proposed development has an interface with Gough Street and Harcourt Parade above ground level. The proposal adequately integrates with the street.

*Standard D6 – Energy efficiency*

275. Council's, ESD officer was satisfied with the submitted Sustainability Management Plan (SMP) however many of the statements are not definitive and therefore the conditions will remain on the permit. Additionally, as a number of the dwellings are required to be redesigned, an amended SMP will be required.

*Standard D7 – Communal Open Space*

276. The building B9 sits within a landscaped ground plane shared within the entire Stages 1 and 2 of the Nylex site. There is no specific communal open space allocated to the residents.

*Standard D8 – Solar access to communal open space*

277. The ground level open space will receive sunlight during the morning hours with the afternoon being overshadowed by the proposal. This scenario is not dissimilar to that already approved.

*Standard D9 – Safety*

278. The Standard is as follows:

- (a) Entrances to dwellings should not be obscured or isolated from the street and internal accessways.
- (b) Planting which creates unsafe spaces along streets and accessways should be avoided.
- (c) Developments should be designed to provide good lighting, visibility and surveillance of car parks and internal access ways.
- (d) Private spaces within developments should be protected from inappropriate use as public thoroughfares.

279. The main lobby area to Building B9 is accessed from a paved plaza which connects to the Gough Street Entry forecourt being the primary entrance to the precinct.

280. This area will be appropriately treated with lighting to ensure a safe access way is developed. Greater detail will need to be submitted with the landscape plan.

*Standard D10 – Landscaping*

281. Landscaping is not a strong feature of the precinct, however a detailed landscape will be required to be submitted to show how the various public space through the site are detailed.

*Standard D11 – Access*

282. All car access is from a single point located to Gough Street.

283. Loading facilities are also concentrated to Gough Street. The Standard and Objective is met.

*Standard D12 – Parking location*

284. The proposal includes four levels of basement parking which supports all uses associated with Stage 2. Accessing parking is via the ingress and egress point from Gough Street with direct access via lifts and stairs to the ground floor lobby area.
285. This complies with the objective and the standard.

*Standard D13 – Integrated water and stormwater management*

286. The SMP talks about a 60,000 litre rainwater collection tanks but is not shown on the plan, a condition of any permit issued will require the location of all rainwater tanks.
287. The applicants SMP states they are well in excess of a 100% STORM score which is in line with the policy direction under clause 22.16 – Stormwater Management (Water Sensitive Urban Design). This complied with the objective and the standard.

*Standard D14 – Building setbacks*

288. This Standard aims to avoid direct views into habitable room windows and private open space of new and existing dwellings, thereby reducing the reliance on screening to inhibit these views.
289. All dwellings have outlook, some with some being dual aspect and either face a street, a side boundary (set back) or face internal to the site.

*Northern Interface – Gough Street*

290. The dwellings orientated to Gough do not face onto any dwellings as the properties on the opposite side of the street are orientated to either Gough Place or Melrose Street and are separated by width of the street being approximately 8.5m

*Southern Interface – Harcourt Parade*

291. The southern dwellings face out onto Harcourt Parade

*Eastern interface*

292. To the east, the building separation where the site interfaces with the property at 1 – 3 Harcourt Parade is either on boundary or includes a separation of 4.5m.
293. At ground level, the subject site locates a loading area immediately abutting the neighbouring property which similarly locates parking at this level.

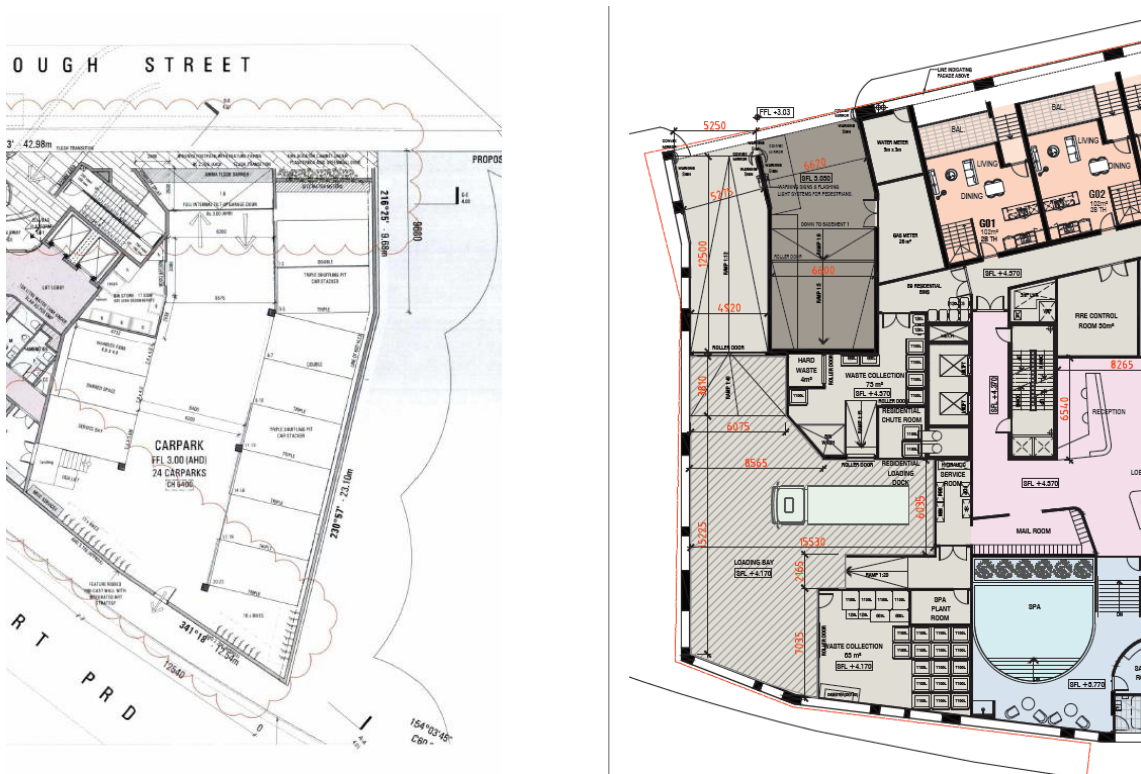


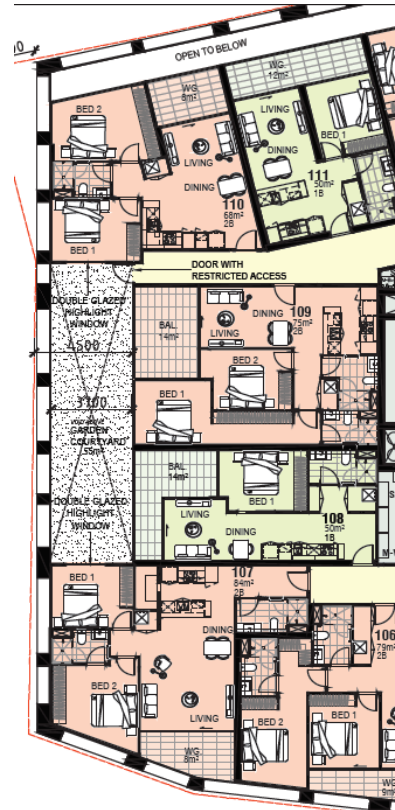
Figure 36 - PLN18/0002 – Ground floor

PLN15/1175.01 – Ground floor

294. At first floor level the interface between the two sites includes in part on boundary construction and a 4.5m setback. During the processing of the application for 1-3 Harcourt Parade, it became apparent that the VCAT plans showed habitable room windows to the common boundary. In response, sketch plans have been submitted to show how equitable development rights are maintained for the adjoining site while ensuring an acceptable level of amenity is afforded to namely the dwellings orientated to this interface at levels 1 and 2.
295. The plans for 1 – 3 Harcourt Parade shows built form setback between 0 – 3m from the boundary. The sketch plans submitted (13 December 2019) show no habitable windows located on the common boundary and the minimum separation distance to the common boundary of 4.5m. The separation distance between the built form and a habitable window is 7.5m being to the bedroom window of dwelling 109, increasing to approximately 9m to the living room window of dwelling 108 (see figure 37) with the bedroom window associated with dwellings 107 and 110 re-orientated to face internal to the site



Figure 37 - PLN18/0002 – First floor



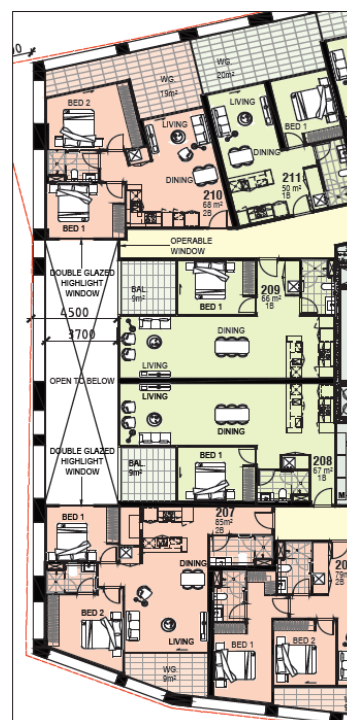
PLN15/1175.01 – First floor

296. It is not proposed to screen either of these windows or the terrace spaces associated with these dwellings as they interface with non habitable spaces.

297. At the second floor a similar interface is proposed.



Figure 38 - PLN18/0002 – Second floor



PLN15/1175.01 – Second floor



298. The separation distance between the built form and habitable windows (living rooms) is 7.5m b (see figure 38) with the bedroom window associated with dwellings 207 and 210 re-orientated to face internal to the site.

299. Daylight modelling has also been submitted which shows an acceptable level of daylight is afforded to these dwellings.

300. From third floor and above, the interface between the two sites increased to 9m.

#### Western Interface

301. The western interface of Building B9 is an outlook into the site. The separation distance to Building B8 (office) is 12.5m and to the B9 annex (silos) between 3.4m to the south west and 10.m.

#### Standard D15 – Internal views

302. Building B9 is shaped as a 'U' with the internal span of building having a separation distance of between 8 – 9.6m, based on these distances there is a potential for windows and balconies to overlook, this will be required to be addressed more generally by way of condition.

303. More specifically, concern with the amenity of these apartments has been raised by Council's consultant urban designer with respect to the extent of screening required to address interlocking.

304. The applicant has submitted revised schematic plans which seek a redesign of the layout of dwellings (for example 101 and 114) from 1x 1 bedroom dwelling and 1 x 2 bedroom to both being 1 bedroom apartments with improved layouts.

#### Standard D16 – Noise impacts

305. The amendment was accompanied by an acoustic report prepared by Octave Acoustics in response to condition 51 of the permit. Council sought a peer review of the report by SLR Consulting Australia who required the following additional information:

- (a) Loading bay details;
- (b) Music noise
- (c) Patron noise from restaurant and other commercial uses;
- (d) Traffic noise

306. The permit applicant submitted a response to the concerns raised by SLR which was again peer reviewed who were then generally satisfied with the submitted information but required additional information regarding the loading bay. This will be required as a condition of any permit and would require the submission of an amended acoustic report.

#### D17 – Accessibility Objective

307. To ensure the design of dwellings caters for people with limited mobility, the Standard notes that at least 50% of new dwellings should provide:

- (a) A clear opening width of at least 850mm at the entrance to the dwelling and main bedroom;
- (b) A clear path with a minimum width of 1.2m that connects the dwelling entrance to the main bedroom, an adaptable bathroom and the living area;
- (c) A main bedroom with access to an adaptable bathroom;
- (d) At least one adaptable bathroom that meets all of the requirements of either Design A or Design B specified in Table D4.

308. As outlined earlier in the report, the provisions of clause 58 are not applicable to this application, however the applicant has submitted that 36% of dwellings area adaptable.

309. As the development is not required to meet these standards, a condition will not require the 50% compliance.

*Standard D18 – Building entry and circulation*

310. The proposal incorporates a large lobby area for the apartment building accessible from the main plaza. Subject to details of the design of the plaza having acceptable levels of visibility and lighting, this is considered to be a good outcome.
311. Within the development, apartments will have their own entry at each level which will be directly accessible from lifts or stairs.

*Standard D19 – Private open space*

312. Of relevance to this development, a dwelling should provide balconies meeting the dimensions outlined in Table 5 of this Standard. This table specifies that:
- (a) A Studio or one bedroom dwelling should have access to a balcony with a minimum area of 8sqm and a minimum dimension of 1.8m, with convenient access from a living room.
  - (b) A two bedroom dwelling should have access to a balcony with a minimum area of 8sqm and minimum dimension of 2m, with convenient access from a living room
  - (c) A three (or more) bedroom dwelling should have access to a balcony with a minimum area of 12sqm and minimum dimension of 2.4m, with convenient access from a living room.
313. The applicant submitted schematic apartment layout addressing internal amenity concerns raised by Council's consultant urban designer, these did not include a BADS compliance schedule and so compliance with standard has been approximated.
- (a) 42% of the apartment comply with both the minimum area and minimum dimension requirements;
  - (b) 92 % of the apartment comply with the minimum area but not the minimum dimension requirements;
314. It is reiterated that compliance with clause 58 is not required.
315. Concern has however been raised with dwellings 402, 502, 602, 802, 902, 1102 and 1302 all are 3 bedroom dwellings with the open space orientated towards the commercial silos with a direct interface with a window, it is considered that these apartments be redesigned to approve outlook and amenity from the balcony spaces.

*Standard D20 – Storage*

316. Of relevance to this development, the total minimum storage space (including kitchen, bathroom and bedroom storage) should meet the requirements specified in Table 6 of this Standard. This table specifies that:
- (a) A studio dwelling should have a total minimum storage volume of 8 cubic meters with a minimum storage volume within the dwelling of 5 cubic metres
  - (b) A one bedroom dwelling should have a total minimum storage volume of 10 cubic meters with a minimum storage volume within the dwelling of 6 cubic metres
  - (c) A two bedroom dwelling should have a total minimum storage volume of 14 cubic meters with a minimum storage volume within the dwelling of 9 cubic meters.
  - (d) A three (or more) bedroom dwelling should have a total minimum storage volume of 18 cubic meters with a minimum storage volume within the dwelling of 12 cubic meters.
317. Storage cages are shown in the basement and the floor layouts show that storage is also provided for within the cabinetry of the dwelling.

*Standard D21 – Common property*

318. The common property areas within the development are generally clearly delineated and would not create areas which were difficult to maintain into the future. The lobby and vehicle access areas are acceptable and are generally cohesive with the overall building design and are therefore considered to be in line with the objectives of this Standard.

*Standard D22 – Site services*

319. The location of mailboxes is shown on plan and located within the ground floor lobby area.

*Standard D23 – Waste and recycling*

320. The applicant submitted an amended Waste Management Plan prepared by Irwin Consultants dated 30 October 2019 which was assessed by Council' Waste Management Unit as acceptable. A condition will required compliance with this updated report.

*Standard D24 – Functional layout*

321. This Standard 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 3.3m and a minimum area of 10sqm for a Studio or one bedroom dwelling and minimum width of 3.6m and minimum area of 12sqm of two or more bedrooms.
322. A BADS schedule has been submitted by the applicant who states approximately 64% of the apartments are compliant with this standard. As these controls do not apply to the site, on balance this is an acceptable outcome.
323. However Council's consultant urban designer has raised concern with the living/dinning areas of dwellings 502, 602, 802 and 902 and bedroom 3 of dwelling 902, a condition of any permit will require a review of these spaces.

*Standard D25 – Room depth*

324. This standard requires that single aspect habitable rooms should not exceed a room depth of 2.5 times the ceiling height; the depth can be increased to 9m if the room combines the living, dinning and kitchen with the kitchen being the furthest from the window, and finished floor level to ceiling is 2.7m
325. Condition 1(p) of the permit requires maximum floor to ceiling height of 2.7m in living rooms and be rooms. The submitted BADS scheduled shows that all living rooms have a ceiling clearance of 2.7m and bedrooms ben 2.4m
326. There are multiple single aspect habitable rooms within the development however.

*Standard D26 – Windows*

327. All habitable rooms within the proposed development contain a window within an external wall to the building.

*Standard D27 – Natural ventilation*

328. The standard requires that at least 40 percent of dwellings should be provided with effective crossover ventilation that has a maximum breeze path through the dwelling of 18m and a minimum breeze path of 5m.
329. This BADS schedule shows that 40% of the dwellings comply.

On Site Amenity - Hotel

330. It has been well established by VCAT that residential hotels do not require the same standard of internal amenity as a dwelling given the short term, temporary nature of the accommodation type.
331. In the matter of *Tribe v Whitehorse CC* [2014] VCAT 212, the Tribunal made the following observations at paragraphs 59 and 62 regarding the serviced apartments, which could equally apply to a residential hotel:

[59] The proposed apartments do not have layouts or facilities consistent with what would typically be provided for dwellings. As noted by the objectors, some apartments do not have balconies or ground level courtyards for open space, living spaces rather than some bedrooms are 'internalised' within the unit layout and facilities like storage and areas to dry clothes are not provided. The 'apartments' are, in many cases small, and more akin to a motel unit with cooking facilities.

[62] By and large, I do not see any difficulty with apartments of the size and type proposed being used for temporary accommodation. However, I would not approve them for dwellings providing permanent accommodation given the standard of amenity they provide. The absence of open space for some apartments, the internal layouts and absence of facilities do not make the proposed units suitable for permanent accommodation

332. However, whilst residential hotels are not expected to provide the same level of internal amenity as permanent accommodation, a level of amenity commensurate with the expectations of temporary accommodation still needs to be considered. This was explored through the recent VCAT decision of nearby site at Nos. 42-44 Oxford Street, 61-63 Cambridge Street and 16 Langridge Street, *Langridge and Cambridge Funding Development Pty Ltd v Yarra CC* [2018] VCAT 703, which at paragraph 126 stated that:

[126] We accept there is limited guidance in the scheme as to the benchmarks that would demonstrate that a hotel room provides acceptable amenity. Clearly daylight, ventilation, safety and communal spaces are necessary starting points.

#### *Daylight and Ventilation*

333. Each room is provide with a large window which essentially covers the full external wall. This is quite reasonable particularly considering the size of the rooms and that half of them have a northern aspect. The windows are not operable, however this is acceptable and typical of a residential hotel due to safety concerns. While this would not be an acceptable arrangement for long-term accommodation, it is considered suitable for short stay accommodation. A notable difference between a hotel room and an apartment is that significantly less time is spent inside the rooms, particularly in bedrooms, during the day. It is quite common for residential hotel rooms to be mechanically ventilated.

#### *Internal arrangements*

334. The rooms are of a reasonable size (between 24sqm and 35qm), and are functional in layout and geometry. They are clearly for short stay with each room being fitted with a bed, side table/s seating area and bathroom. The plans also show a number of DDA compliant rooms.

#### *Circulation Spaces*

335. Corridors are between 1.8 – 2.0m in width with larger areas adjacent to the lobby areas with stair access also available for when occupants are not carrying their luggage.

#### *Facilities*

336. Communal facilities are provided at a various levels including ground level lobby and restaurant area, first floor conference and function space, and upper level terrace areas.

337. Council's urban design recommended reconfiguring floor levels to replace offices at the upper levels and the hotel levels more proximate to the ground floor to better connect with generous ground floor external landscaped area. While a valid suggestion, it is not considered necessary as any floor level is readily accessible to the ground floor plane via the lifts and stairs therefore a reorganisation of the floor plates is not required.

#### Off Site Amenity

338. The key directive in relation to offsite amenity impacts are the following decision guidelines are listed in the CDZ3 (section 4):

- (a) *Interface with nearby areas.*
- (b) *The preservation of the amenity of nearby residents.*

(c) *The visual impact of the building or works on the impact of the area*

339. Each interface will be considered in turn.

*North*

340. The proposal adjoins Gough Street to the north. The land further north is zoned Neighbourhood Residential, Schedule 1. The interface with the residentially zoned land is generally consistent with the existing approval.

*West*

341. As outlined earlier in the report, an approval has been granted to the site to the west for a hotel development.

342. In response to the interface at the lower level, layouts of some of the dwellings have been modified to improve internal amenity on the subject site and will form conditions of the permit

343. Additionally, condition 1(u) of the permit requires B9 to be setback 4.5m above level 3 which has been shown on the plans.

*South*

344. The setbacks from the south do not bring rise to equitable development concerns

*East*

345. The development interfaces with stages 1 and 2 to the east.

346. B6 and B9 are sufficiently setback from stage 1 to ensure that the proposal would not unreasonably impact the amenity of any approved development in this segment.

347. The only change to the already approved interface with the property to the east being 17 – 21 Harcourt Parade is the new ground floor addition to B6 which seeks to fill in a portion of the site with a rebuilt portion of the heritage building. The new section will be built against a similarly constructed wall raising no concerns with this interface.

#### Car & Bicycle Parking, Loading, Traffic and access

##### *Car Parking*

348. Car parking provisions was debated significantly during the course of the Stage 1 VCAT Hearing where reduced parking rates were supported being applied to the site as this is consistent with the strategic direction of reduced reliance on private motor vehicles.

349. Under clause 5 of the CDZ3 parking rates are included which would require a total of 467 car parking spaces be provided for Stage 2.

Land Use	Units/Area/Seats proposed	No. required	No. proposed	Reduction sought
<b>Dwelling residents</b>	145 x 1 and 2bd	201		
	28 x 3bd and 4bd			
<b>Dwelling Visitors</b>	173 Apartments	21		
<b>Hotel</b>	200 rooms	No specified rate		
<b>Office</b>	5020m <sup>2</sup>	131		
<b>Art Gallery</b>	910m <sup>2</sup> or 50 patrons	No rate specified		
<b>Function Space</b>	148m <sup>2</sup> or 100 patron			
<b>Shop</b>	84 m <sup>2</sup>	3		
<b>Restaurant</b>	295 seats	86		
<b>Cafe</b>	84 seats	25		

Land Use	Units/Area/Seats proposed	No. required	No. proposed	Reduction sought
<b>TOTAL</b>		<b>467 spaces</b>	<b>245 spaces</b>	<b>222 Spaces</b>

350. The CDZ3 provisions anticipate reductions to these rate with the relevant decision guidelines outlined as follows:

- (a) The likely demand for car parking spaces;
- (b) The demand for car spaces generated by the uses established in previous stages of the development.

351. When applying the rates accepted by the Tribunal for residential development being:

- (a) 0.5 space x 1 bedroom
- (b) 0.7 spaces x 2 bedroom
- (c) 1 space x 3 bedroom plus
- (d) 0.12 spaces per dwelling for visitors

Land Use	Units/Area/Seats proposed	No. required	No. proposed	Reduction sought
Dwelling residents	65 x 1bd	118		
	80 x 2bd			
	28 x 3 & 4bd			
Dwelling Visitors	173 Apartments	21		
Hotel	200 rooms	No specified rate		
Office	5020m <sup>2</sup>	131		
Art Gallery	910m <sup>2</sup> or 50 patrons	No rate specified		
Function Space	148m <sup>2</sup> or 100 patrons			
Shop	84 m <sup>2</sup>	3		
Restaurant	295 seats	86		
Cafe	84 seats	25		
<b>TOTAL</b>		<b>383 spaces</b>	<b>245 spaces</b>	<b>138Spaces</b>

352. The total number of parking spaces seeking to be reduced is 138 spaces.

353. A Red Dot VCAT decision (*Ronge v Moreland CC [2017] VCAT 550*) made numerous statements with regards to car parking reductions. The Member clearly advocated for a reduction in the statutory car parking provision in inner-city sites such as this. Whilst this decision pertains to a site in Brunswick, the context is similar, being located within proximity to train stations and tram routes. In this instance, the subject site is closer to public transport opportunities and the Melbourne CBD than the review site.

354. Throughout the decision there are numerous relevant statements in support of the reduction and also regarding the limited importance that should be placed on car parking demand assessments. Relevant statements within the summary of this decision are applicable to this application, as follows;

- (a) *State and local planning policies are already acknowledging the change that is required in the way in which people travel with Plan Melbourne 2017-2050 and State policies referring to 20-minute neighbourhoods and greater reliance on walking and cycling.*

- (b) *Our roads are already congested and will be unimaginably so if a 'business-as-usual' approach is accepted through until 2050. The stark reality is that the way people move around Melbourne will have to radically change, particularly in suburbs so well served by different modes of public transport and where cycling and walking are practical alternatives to car based travel.*
- (c) *A car parking demand assessment is called for by Clause 52.06-6 when there is an intention to provide less car parking than that required by Clause 52.06-5.*
- (d) *However, discussion around existing patterns of car parking is considered to be of marginal value given the strong policy imperatives about relying less on motor vehicles and more on public transport, walking and cycling. Census data from 2011 or 2016 is simply a snapshot in time, a base point, but such data should not be given much weight in determining what number of car spaces should be provided in future, for dwellings with different bedroom numbers.*
- (e) *Policy tells us the future must be different.*
- (f) *Oversupplying parking, whether or not to comply with Clause 52.06, has the real potential to undermine the encouragement being given to reduce car based travel in favour of public transport, walking and cycling.*
- (g) *One of the significant benefits of providing less car parking is a lower volume of vehicle movements and hence a reduced increase in traffic movements on the road network.*

355. The *Ronge v Moreland* decision also confirms that in inner city areas where there is access to alternative forms of transport, this need to drastically change how people are currently moving around Melbourne. Providing less car parking spaces encourages people to cycle, walk or use public transport.

356. It is acknowledged, the proposed amendment seeks to reduce the provision of onsite parking from 279 to 245 spaces. This in part reflects the amended composition of the uses on the site but also noteworthy is that condition 62 of the permit requires a maximum of 276 car parking spaces on site (236 spaces on stage 2 and 40 spaces on stage 1) for uses as part of the Car Parking Management Plan and this will be discussed below.

#### *Parking Demand*

357. Condition 62 of the permit outlines the requirement for a Car Park Management Plan which includes details for the allocation of spaces to each tenancy.

358. Council's engineering unit raised concerns with the inconsistencies within the traffic report and the lack of detail regarding allocation of spaces. An amended traffic report was submitted with the S57A plans and the information contained within has been reviewed by Council's Engineering department.

359. The permit applicant has suggested the following allocation of the 245 spaces on site :

- (a) 170 spaces for the residential component;
- (b) 70 spaces visitors and staff; and
- (c) 5 car share spaces

360. Based on both the applicants report and the Engineering advice received, the following assessment is offered.

#### *Café/Restaurant/function centre and Art Gallery*

361. The proposed amendment does include floor area changes (generally increases) to the following uses, restaurant, function centre, art gallery and café (no change in floor area), however, the amendment does not seek changes to conditions of permit which cap patron numbers therefore these uses are determined to have no change in the sense of car parking demand.

362. For greater certainty, Council's engineering unit has summarised the anticipated parking demand and outlined the differences between the applicant and Council's rates.

Use	Anticipated Demand (applicant)	Anticipated Demand (Council)
Café	0	1
Restaurant	14	9
Function Centre	5	5
Art Gallery	0	2
<b>Total</b>	<b>19</b>	<b>17</b>

363. In a general sense the suggested demand from both Council and the applicant are generally consistent. For the purpose of this assessment, the Council anticipated demand will be accepted and form part of the amended condition 62 of the permit.

#### *Shop*

364. The floor areas associated with the shop is not proposed to be amended. The permit applicant has suggested no parking space be provided to this tenancy. For consistency, the stage 1 planning permit allocated one space per tenancy, this rate will be applied to stage 2.

#### *Office*

365. The amendment seeks to increase the office floor area component from 2,438sqm to 5,020sqm. The submitted traffic report seeks to allocate zero car parking to this use.
366. Car parking associated with such developments is generally long-stay parking for employees and short stay parking (approximately up to two house durations) for customers and clients. Council's engineering department have regularly confirmed that the actual parking demand generated by an office use is expected to be lower than the statutory parking rate of 3 spaces per 100 square metres of floor space, as the area has good access to public transport.
367. The original traffic report presented to VCAT by the applicant (expert evidence prepared by GTA) suggested a rate of 1 space per 100sqm of office floor area which was based on similar developments approved by Council.
368. The VCAT decision at paragraph 105 considered the approach adopted by the GTA evidence as a satisfactory approach.
369. The current traffic report offers little in way of evidence to suggest that a rate lesser than 1 space per 100sqm of office floor space and therefore a condition of the allocation schedule will be to allocate car parking at this rate for the office use.

#### *Hotel*

370. The use of part of the site for the purpose of a hotel is consistent with the VCAT plans with the main difference being the VCAT plans showed a boutique hotel with 43 rooms which is now proposed to be increased to a larger scale hotel complex with 200 rooms.
371. At VCAT it was proposed that 2 car spaces would adequately service the needs of the hotel which was accepted by the Tribunal. The current amendment seeks to allocate 10 car parking space to the hotel use which has been accepted by Council's engineering unit as an acceptable rate.
372. The applicants report also seeks to rely on 4 car parking bays on Gough Street as a drop off/pick up zone for taxis, uber and the like. Council's Engineering services unit are not supportive of this and the deletion of the nomination of these public spaces as 'pick – up/drop off spaces will be required from the plans. Condition 62(k) requires details how a hotel drop off area will be managed and this will need to be managed without reliance on public spaces being affected unless otherwise approved by Council.

#### *Dwellings*



373. During the Stage 1 VCAT hearing, reduced rates for the dwellings was set. Based on the revised composition of dwellings at total of 118 car parking spaces are required with 21 spaces required for visitors all of which can be readily accommodated on site.

*Car Parking Conclusion*

374. A total of 245 car parking spaces are proposed to be located on the site, based on the above assessment the allocation of car parking spaces is as follows:

- (a) Café – 1 space
- (b) Restaurant – 9 spaces
- (c) Function centre – 5 spaces
- (d) Art Gallery – 2 spaces
- (e) Shop – 1 space
- (f) Office – 50 spaces
- (g) Hotel – 10 spaces
- (h) Dwellings – 139 spaces (including visitor spaces)
- (i) Car share – 5 spaces

375. The total allocation of car spaces as referenced above is 222 spaces leaving 23 unallocated spaces.

376. It is acknowledged that a reduction parking is still required pursuant to the provisions of the CDZ and clause 52.06 and this should be supported for the following reasons:

- (a) The site has good access to the public transport network, bicycle facilities;
- (b) The proposal includes secure bicycle parking spaces in excess of rates specified within the Scheme. Future employees would be able to take advantage of the nearby bike lanes;
- (c) Occupant or visitor parking permits will not be issued for the development, which will discourage people from driving to the site given the high utilisation of existing on-street car parking, this is a welcomed sustainable option in lieu of on-site car parking and consistent with Clauses 18.02-1s and 21.06-1 of the Scheme;
- (d) Visitors would also be aware of the car parking constraints in the area which would discourage driving for alternative modes such as public transport, cycling or taxis;
- (e) The location of the proposal encourages multi-purpose trips to the area.

*Traffic*

377. The consideration of traffic and parking impacts was rigorously examined as part of both VCAT hearings for both Stages 1 & 2. In the decision of Stage 1 (*Caydon Cremorne No.1 Development Pty Ltd v Yarra CC [2016] VCAT1177*) the tribunal summarised the traffic conditions as follows:

*[86] There is a wide range of initiatives needed to address the traffic congestion issues in Cremorne. Most of these initiatives are beyond the control of the applicant in this case, and are the responsibility of the Council and VicRoads. Limitations on the provision of car parking is however one component of a wider strategy necessary to address traffic congestion generally and, in Cremorne specifically, that does fall within the ambit of the applicant's responsibility. Notwithstanding our reservations about the Council's lack of detailed policy analysis and development on this issue, the existing levels of congestion in Cremorne calls for an approach that at least begins the process of reducing the reliance on car dependency and encouraging increased use of alternative transport methods. The review site is one site where this approach can be usefully employed*

378. The impact of traffic generation by the proposed development has been summarised by the permit applicant who offers the following summary of traffic generation as a comparison between the VCAT proposal and the current amendment.

**Table 13 Development Traffic Generation Comparison**

Stage	Proposed Use	Peak Hour Traffic Generation Rate	Permitted Development		Revised Development		Difference
			Quantity	Peak Hour Traffic Generation	Quantity	Peak Hour Traffic Generation	
2	Residential	0.2 movements Peak Hour Traffic Generation per space	172 spaces	34	170 spaces	34	No change
	Residential Visitor(s)	0.5 movements per occupied space	5 spaces	2	3 spaces	1	-1
	Office (Staff)	0.5 movements per spaces	22 spaces	11	0 spaces	0	-11
	Retail (Staff)	1.0 movement per space	1 space	1	0 spaces	0	-1
	Remaining Land Uses	0.5 movements per occupied space	71 spaces	36	29 spaces	14	-22
<b>Total</b>			<b>276 spaces</b>	<b>84</b>	<b>200 spaces</b>	<b>49</b>	<b>-37</b>

379. Council's engineering unit have reviewed the above information and in their view believe the Peak hour traffic generation would be closer to 60 movements rather than 49 anticipated by the applicant. Council's engineers that 60 movements are acceptable at the peak period.

#### *Layout*

380. Council's engineering unit have reviewed the plans and subject to the following design changes are satisfied with the layout of the car parking area:

- (a) Column positions need to be reviewed for the following spaces:
  - (i) Spaces 43 (TP-166, TP-167 and TP-168);
  - (ii) Space 38 (TP-169)
  - (iii) Spaces 15 and 16 ((TP-166, TP-167 and TP-168); and
  - (iv) Spaces 14 and 15 (TP-169)
- (b) Modifications to the cut back of ramp and column locations as shown on plans prepared by Irwin consultants contained within The Malt District Stage 2 report dated 7 November 2019:
  - (i) 12ME0257 SK179
  - (ii) 12ME0257 SK182
  - (iii) 12ME0257 SK185; AND
  - (iv) 12ME0257 SK188

381. These will form conditions on any permit issued.

#### *Bicycle Parking*

382. The proposed amendment seeks to increase bicycle parking from 200 to 288 spaces. As outlined earlier in the report, the development is required to provide a total of 101 spaces under clause 52.34 of the scheme and is proposed to provide 187 additional bicycle spaces.

383. While it is recognised that the proposal includes an increase in the provision of bicycle parking on site greater than the requirement of the planning scheme Condition 1(oo) of the permit requires no less than 300 bicycle spaces on site. It is therefore suggested that the existing conditions relating to bicycle parking remain on the permit.

384. Council's strategic transport unit were generally satisfied with the design of the bicycle parking space but required additional information to be shown on the landscape plans to show the location of bike parking in the public areas. This will form a condition of any permit issued.

#### Loading

385. The loading facility proposed as part of the original VCAT plans located in the north eastern corner of the site immediately adjacent to land at 1-3 Harcourt Parade, Cremorne. The plan showed a truck being able to enter and exit the site in a forward motion with a double crossover over shared with the basement car park entry/exit.

386. This arrangement was ultimately approved subject to conditions of the permit requiring some additional dimensions.



**Figure 39 – VCAT Loading Plans**

387. As part of the original amendment request, the applicant sought to amend this arrangement (see below) to a triple crossover which facilitated separate access to the basement car parking levels and a separate loading area.

388. Council (including internal referral comments) raised concerns with manoeuvrability, pedestrian safety and design matters which were echoed by a number of objections specifically related to this new loading arrangement.





**Figure 41 – Amended Loading Plans**

390. Conversely, the amendment proposal still retains the triple crossover presenting to Gough Street and its corresponding impact on the streetscape which has been discussed in the urban design section of this report and subject to conditions is considered a reasonable solution for the site.
391. Council's engineering unit have reviewed the practicality of the loading facility and have deemed the outcome satisfactory.

#### Waste

392. The applicant's three submitted amended Waste Management Plans (WMP) prepared by Irwin Consultants for Buildings B6, B8 and B9 were assessed by Council's Waste Management unit and deemed satisfactory. A condition on any permit issues will require compliance with these updated reports.
393. A condition on permit will require the submission of waste management plans for building B4 and B5 which have not been submitted.

#### Sustainability

394. Sustainability Management Plans were lodged for Buildings B6, B8 and B9 which were reviewed by Council's ESD officer and were considered to reasonably address the existing permit conditions.
395. Amendments to these reports will need to be made to address changes to apartment layouts in building B9 and to delete ambiguous language within the reports. Additionally, details such as location of water tanks will be conditioned to be shown on the plans.
396. It is also noted that no SMP reports have been submitted for buildings B4 and B5.

#### Wind

397. The applicant had undertaken a wind tunnel test in 2016 relevant to plans associated with the original application. The most recent amendment has not been tested and both the applicants wind consultant and Council's consultant agree that the prior to the endorsement of plans, a wind tunnel test be required to be undertaken, this will form a condition of any permit issued.

Acoustics

398. An acoustic report was prepared by Octave Acoustics with the amendment application detailing potential noise impacts as a result of the amendment and addressed conditions of the permit. This has been reviewed by SLR Consulting with their full comments attached to this report.

399. Council's acoustic consultant was generally comfortable with the report subject to additional information required for the loading area, this will form a condition on any permit issued.

Structural Engineering

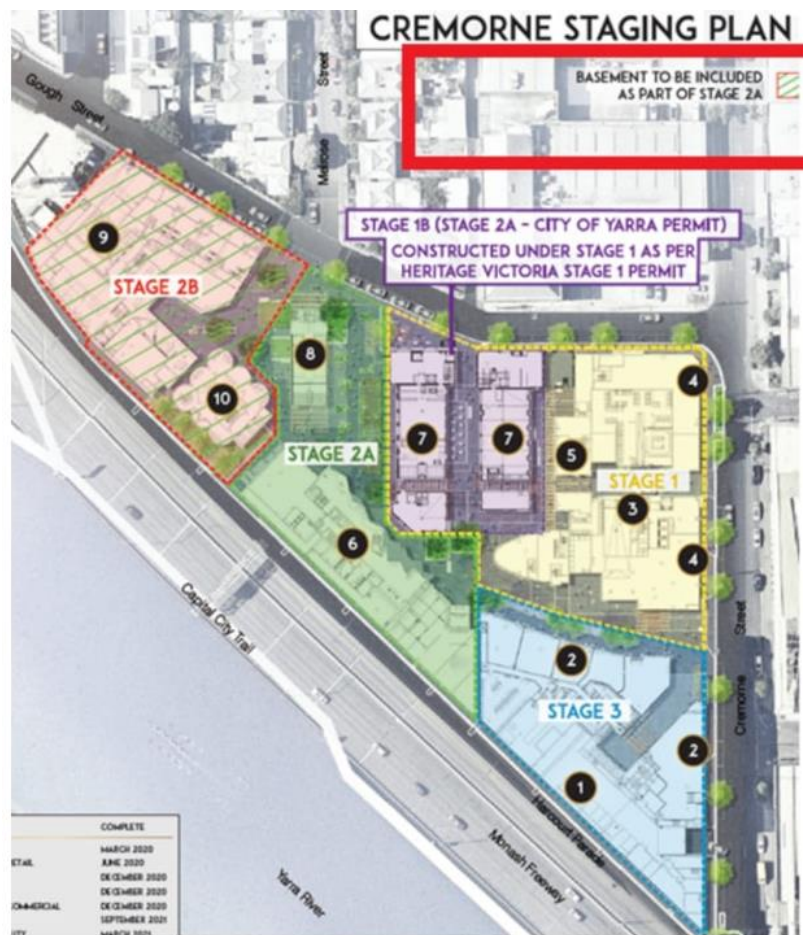
400. Condition 32 of the permit requires the submission of structural reports prior to demolition works commencing.

401. A report has been submitted regarding works to Buildings B4 and B5 which have been peer reviewed by Ingegnaria Consultants who were generally satisfied with the reports subject to additional information being provided. Once this has been submitted, the report for these two buildings can be endorsed.

Amendment to permit structure

402. The applicant seeks to amend the structure of the permit to enable Stage 2 to be approved and constructed in two parts. Staging is proposed to include the following sequence:

- (a) Endorsement and Construction of Building B4 and B5;
- (b) Endorsement and Construction of stage 2A comprising Building B6, B8 and the car park levels and access and egress of Building B9; and
- (c) Endorsement and Construction of the remainder of B9.



**Figure 42 – Staging Plan**

403. It is considered reasonable for a site of this scale to be constructed in staged and the amendment to the permit structure can be amended to facilitate this.

#### Objector Concerns

404. Objector concerns have been addressed within this report:

- (a) Loading (paragraphs 385 - 391)
- (b) Traffic and parking and safety (paragraphs 348 - 381)
- (c) Urban Design (paragraphs 208 - 267)
- (d) Melbourne Water conditions (paragraphs 186 - 189)

#### **Conclusion**

405. The amended proposal continues to demonstrate a high level of compliance with policy objectives contained within the Planning Policy Framework and Municipal Strategic Statement. Notably, the proposal achieves the State Government's urban consolidation objectives, Council's preference to direct higher density commercial development in commercial precincts and aligns with the State Policy as well as the direction given by the Tribunal.

406. The proposal, subject to the conditions recommended, is an acceptable planning outcome that demonstrates clear compliance with the relevant Council policies and is considered to continue to make a substantial contribution to the improvement of the surrounding streetscape.

#### Reading the Recommendation

407. The recommendation outlined below shows:

- (a) New conditions in **bold**; and

- (b) Redundant conditions have been deleted.

## RECOMMENDATION

1. That having considered all relevant matters, the Committee resolves to issue a Notice of Decision to Amend Planning Permit PLN15/1176 with the following preamble:

Development of the land for buildings and works, including the construction of three buildings, use of the land as accommodation (dwellings and **residential hotel**), function centre, shop and restaurant, food and drink premises (café), art gallery, reduction in the car parking requirements and construction and display of signs (relocation of Nylex and Victoria Bitter signs on top of silos B8 and B9).

and subject to the following conditions:

### Staging

- 1 The staging as shown on the endorsed plans must not be altered without the prior written consent of the Responsible Authority.**

### Stage 2A

- 2 Before the development starts, 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 **application plans; TP-000 – TP-006, TP-096 – TP-115, TP-130 – TP-144, TP-150 – TP-155, TP-166 – TP-170, TP-201 – TP-204, TP231, TP-251, TP-301 – TP-303, TP-500 – TP-501, received 8 November 2019 and prepared by Caydon, and TP00 – TP-08, TP10 – TP-13, TP30 – TP32, TP40 – TP-42, TP-60 – TP61 and material details received 18 December 2018 prepared by Lovell Chen but modified to show:**

#### Staging

- (a) **The staging plan for Stage 2A to include:**
- (i) **Building B4, B5, B6, B8 and Victoria Bitter Sign and all basement car park levels within Building B9 including all vehicular access and egress ways an loading area;**
  - (ii) **Building B9 outline on all relevant plans**

#### Land use

- (b) **Development schedule to accurately reflect all uses, floor areas and provision of bikes, cars, storage and the like;**
- (c) the bakery/retail as a 'food and drinks premises (café)';

#### Built form

- (d) a complete set of detailed elevation **and section** drawings of all buildings clearly showing windows, doors, balconies and the like **and to correctly label each use;**
- (e) no works within the Road Zone, Category 1;
- (f) details of the fire booster cupboards and treatments;



- (g) a schedule of external colours and materials, including samples, coloured elevations and perspectives. The façades of all buildings proposing the use of glass must be confirmed as meeting the relevant EPA standards for glare;
- (h) treatment of all lower level walls with a graffiti-proof finish;
- (i) detailed plans showing the interface between the retained/modified heritage fabric and the ground level open space areas;
- (j) **location of all solar panels as outlined within the endorsed SMP;**

#### *Buildings B4 & B5*

- (k) deletion of the servery window facing Gough Street along the northern end of B4 (may be replaced with a window that does not function as a servery);
- (l) consistency between the floor and elevation plans of B4 and B5;
- (m) B4 and B5 windows as openable;

#### *Building B6*

- (n) external, operable, vertical screening to the level 10-12 western windows of building B6;
- (o) the south setback of level 13, building B6;
- (p) **reconstruction of ground floor northern wall (BOH area) to show window openings or blind windows and not to present as a blank wall;**
- (q) **screening of ground floor plant and equipment adjacent to BOH area;**
- (r) **stair element to south elevation to be treated in another material or detail a patterned concrete finish;**

#### *Building B8*

- (s) **notation on roof plan to state location of relocated 'Victoria Bitter' sign;**
- (t) **deletion of structural supports at ground level unless no other option is possible as advised by a suitably qualified engineer.**

#### **Signage**

- (u) details of the relocated sign (Victoria Bitter), including:
  - (i) dimensions;
  - (ii) the colour, materiality and lettering style;
  - (iii) the type and level of illumination; and

#### **B9 Car parking/bicycle parking**

- (v) **a maximum of 245 spaces on site;**
- (w) **deletion of drop off/pick up area shown on Gough Street;**
- (x) ramp grades and lengths dimensioned;
- (y) kerbs, barriers, wheel stops and structural elements shown in the car parking areas;
- (z) the location and dimensions of supporting columns within all car park areas. The car parking spaces must meet diagram 1 of clause 52.06-9 of the Yarra Planning Scheme;

- (aa) sectional drawings of the ramps and access ways, demonstrating a minimum headroom clearance of 2.2m, with the exception being a minimum 2.5m height clearance above disabled car parking spaces;
- (bb) details of car park security (e.g. roller doors, intercoms, swipe card readers, etc.);
- (cc) 1 in 20 scale cross-sectional drawings of the development's vehicular entrances, showing the actual reduced levels (not interpolated levels from the application drawings) of the road profile, the lip of the channel, the invert of the channel, the top of kerb and the existing building line. The existing road profiles of Gough Street (from the kerb line to the centre line of the road) and the access ways inside the property must be accurately drawn. The cross-section must demonstrate that vehicles can traverse the new vehicle crossing and ramp without scraping or bottoming out, using a B99 design vehicle;
- (dd) underside clearance of over-bonnet storage cages;
- (ee) all bicycle parking spaces located to the satisfaction of the responsible authority;
- (ff) bicycle signage as per clause 52.34-5 of the Yarra Planning Scheme;
- (gg) details of bicycle storage/parking systems to the satisfaction of the responsible authority;
- (hh) at least 25% of the provided bicycle parking accessible at ground level (i.e. not hanging systems);
- (ii) an overall provision of 300 bicycle parking spaces including provision for non residential use;
- (jj) all resident and staff bicycle parking spaces secured behind lockable gates;
- (kk) a convex mirror adjacent to the vehicular exit;
- (ll) dimensions of parallel car parking spaces;
- (mm) the width of the aisle between the west row of parking spaces and the face of the column in basements 1-4
- (nn) the length of the loading bay, with a minimum overhead clearance of 4.5m;
- (oo) **review of column locations for the following spaces:**
  - (i) **Spaces 43 (TP-166, TP-167 and TP-168);**
  - (ii) **Space 38 (TP-169)**
  - (iii) **Spaces 15 and 16 ((TP-166, TP-167 and TP-168); and**
  - (iv) **Spaces 14 and 15 (TP-169)**
- (pp) **Modifications to the cut back of ramp and column locations as shown on plans prepared by Irwin consultants contained within The Malt District Stage 2 report dated 7 November 2019 and referenced as:**
  - (i) **12ME0257 SK179**
  - (ii) **12ME0257 SK182**
  - (iii) **12ME0257 SK185; and**
  - (iv) **12ME0257 SK188**
- (qq) dimension of blind aisle extensions;

- (rr) number of car parking spaces, storage cages and bicycle parking spaces to correlate between the project area summary and the plans;
- (ss) at least 5 car share spaces provided on site;
- (tt) **electric vehicle charging point locations**
- (uu) details of the roller/tilt doors to vehicular access and egress point and loading area;**

#### **General**

- (vv) a lighting plan addressing entries and public spaces within the development;
- (ww) a circulation and public access plan, detailing all fixed elements (including seats) to ensure clear and unfettered public movement is provided through the open space areas;
- (xx) Location and details of the water tanks as outlined within the SMP (50,000 litre tanks in B6 and B8)**
- (yy) changes (as necessary) as per the endorsed, **façade strategy, landscape plan** Acoustic Report, Wind Report, Sustainable Management Plan, and Waste Management Plan.

#### **Stage 2B**

- 3 Before the development starts, 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 **application plans; TP-000 – TP-006, TP-096 – TP-115, TP-170 – TP-185, TP-201 – TP-204, TP-271 – TP-273, TP-301 – TP-303, TP-502, TP-599 – TP-613 received 8 November 2019 and prepared by Caydon** but modified to show:

#### **Staging**

- (a) **The staging plan for Stage 2B to include:**
  - (i) **Building B9 and Nylex Sign**
  - (ii) **Buildings B6 and B8 interface with B9**

#### **Land use**

- (b) **Development schedule to accurately reflect all uses, floor areas and provision of bikes, cars, storage and the like;**
- (c) the 'bar' on top of building B9 (inside and outside areas) shown as a 'restaurant';

#### **Built form**

- (d) a complete set of detailed elevation **and section** drawings of all buildings clearly showing windows, doors, balconies and the like **and to correctly label each use;**
- (e) no works within the Road Zone, Category 1;
- (f) details of the fire booster cupboards and treatments;
- (g) a schedule of external colours and materials, including samples, coloured elevations and perspectives. The façades of all buildings proposing the use of glass must be confirmed as meeting the relevant EPA standards for glare;
- (h) treatment of all lower level walls with a graffiti-proof finish;

- (i) detailed plans showing the interface between the retained/modified heritage fabric and the ground level open space areas;

#### *Building B9*

- (j) deletion of all openings in the wall along the western boundary of B9 and treatment of this interface to avoid its presentation as a blank wall;
- (k) screening to habitable room windows, balcony or terrace to address internal overlooking, where necessary, to the satisfaction of the responsible authority;
- (l) at least 25% of the smaller units capable of amalgamation into larger 2 or 3 bedroom apartments; floor, section and elevation plans to correlate;
- (m) maximum floor to ceiling heights of 2.7m in living rooms and bed rooms;
- (n) a general signage plan, directing pedestrians to each residential entry;
- (o) B9 – level 3 and above set back a minimum 4.5m from the western boundary
- (p) B9 – levels 1 to 11 – deletion of the bedroom south of the wintergarden and extension of the adjacent living/dining/kitchen area;
- (q) details of dining and living room furnishing for four adults for the two-bedroom dwellings
- (r) other than the connecting bridges new building B9 segment is to be set back a minimum of 3.4m from the retained B9 silos;
- (s) maximised area of operability for wintergarden facades (above balustrade height);
- (t) **details of above ground rainwater treatment plant adjacent to silos;**
- (u) **redesign of Level 1 & 2 dwellings (west facing) as depicted in sketch plans prepared by Caydon received 13 December 2019;**
- (v) **redesign of dwellings 101, 114, 201, 218, 301, 316, 410, 415, 501, 515, 601, 613, 701, 713, 801, 813, 901, 912, 1001, 1009, 1101, 1112, 1201, 1209, 1301 and 1310 as shown in sketch plan labelled sheet 001 – response to item 55B dated 8 November 2019;**
- (w) **redesign of dwellings 402, 502, 602, 802, 902, 1102 and 1302 to improve outlook and amenity from the balcony space.**
- (x) **Review and redesign apartment layouts for 502, 602, 802 and 902 to improve living/dinner habitable spaces;**
- (y) **Redesign of dwelling 902 as shown in sketch plan labelled sheet 002 – response to item 55Div dated 8 November 2019.**
- (z) **Pergola structure proposed to level 14 dwelling 1306 and outdoor terrace area of the ‘Nylex restaurant’**
- (aa) **Ground level plan to include access and egress and loading area as shown on endorsed plans for Stage 2a.**

#### **B9 Car parking/bicycle parking**

- (bb) **All car parking and loading areas as endorsed under Stage 2A**

#### **Signage**

- (cc) details of the relocated sign (Nylex), including:
  - (i) dimensions;

- (ii) the colour, materiality and lettering style;
- (iii) the type and level of illumination; and
- (iv) confirmation that the Nylex sign will be turned on.

#### **General**

- (dd) a lighting plan addressing entries and public spaces within the development;
- (ee) a circulation and public access plan, detailing all fixed elements (including seats) to ensure clear and unfettered public movement is provided through the open space areas;
- (ff) Location and details of the water tank as outlined within the SMP 60,000 litre tank in B9**
- (gg) changes (as necessary) as per the endorsed, **façade strategy, landscape plan** Acoustic Report, Wind Report, Sustainable Management Plan, and Waste Management Plan.

#### **Occupation of Stage 2A**

- 4 Prior to the occupation of any of the uses in stage 2A, the car parking, access and loading required for these uses must be constructed, completed and be to the satisfaction of the Responsible Authority.**

#### **General**

- 5 The development and uses as shown on the endorsed plans must not be altered without the prior written consent of the responsible authority.
- 6 After the relocation of the Nylex sign, the sign must be turned on to the satisfaction of the responsible authority.
- 7 As part of the ongoing consultant team, Fender Katsalidis Architects and Lovell Chen or an architectural firm(s) 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.

#### **Façade Strategy**

- 8 In conjunction with the submission of development plans before each stage, a Façade Strategy and Materials and Finishes Plan prepared in consultation with David Local Associates to the satisfaction of the Responsible Authority must be submitted to and be approved by the Responsible Authority. When approved, the Façade Strategy and Materials and Finishes Plan will be endorsed and will then form part of this permit. This must detail:**

- (a) elevation drawings at a scale of 1:20 illustrating typical podium details, entries and doors, and utilities and typical facade details for all buildings;**
- (b) section drawings to demonstrate façade systems, including fixing details and joints between materials or changes in form;**
- (c) information about how the façade will be maintained, including any vegetation; and**

- (d) a sample board and coloured drawings outlining colours, materials and finishes to include:**
- (i) the use of actual bricks (i.e. not snaplock) within the podium level of building B9**

#### Landscape Plan

- 9 Before the plans required by Condition No. 2 or 3 of this permit respectively are endorsed, updated landscape plans generally in accordance with the landscape concepts included within The Malt District Cremorne – Stage 2 dated 16 October 2019 prepared by Oculus must be submitted to and approved by the Responsible Authority. When approved, the Landscape plans will be endorsed and will form part of this permit. The landscape plan must show:**
- (a) Areas proposed to be landscaped (stage 2A or 2B)**
  - (b) landscape concepts more consistent with those shown on LP01 – Ground Floor Plan dated 5 June 2017.**
  - (c) street tree species for Gough Street to be – *Hymenosporum flavum*, 100L size or a suitable alternative**
  - (d) the type, location, quantity, pot size, height at maturity and botanical names of all proposed plants. Species within the landscape buffer must be shade tolerant and must provide clear visual links with the pedestrian link (low level shrubs/plants);**
  - (e) the location of all areas to be covered by lawn, paving or other surface materials;**
  - (f) the specification of works to be undertaken prior to planting;**
  - (g) details of the watering and maintenance regime;**
  - (h) garden bed dimensions;**
  - (i) areas of paving and proposed materials;**
  - (j) the location of proposed tree planting – distances from buildings and other infrastructure, planting proposed over the basement levels or under the overhanging built form;**
  - (k) a clear definition of terraced spaces, retaining walls, seating elements and other structures independent of paving treatments;**
  - (l) water sensitive urban design [WSUD] features;**
  - (m) a clear delineation of public/private interface;**
  - (n) cross-sections of open space areas are required, confirming which areas are raised or sunken;**
  - (o) simplification of the ground level paving and lawn treatments (not too busy with larger lawn areas);**
  - (p) proposed treatments to unused roof areas;**
  - (q) the location of street trees with no loss of on street car parking (excluding for the new crossover);**
  - (r) location of bike parking within each landscape precinct;**

**(s) modified landscape treatment to area between B5 and B6 as shown in schematic plan contained within David Lock Associates advice dated 14 February 2020.**

- 10 Finished floor levels shown on the endorsed plans must not be altered or modified without the prior written consent of the responsible authority.
- 11 Before each Stage of 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.
- 12 All screening and other measures to prevent overlooking as shown on the endorsed plans must be maintained to the satisfaction of the responsible authority.
- 13 Before each Stage of the development 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.
- 14 All buildings and works must be maintained in good order and appearance to the satisfaction of the responsible authority.
- 15 All pipes except down 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.
- 16 Before each Stage of the development is occupied, or by such later date as approved in writing by the responsible authority, any wall located on a boundary facing public property must be treated with a graffiti-proof finish to the satisfaction of the responsible authority.
- 17 Before each Stage of the development is occupied, or by such later date as approved in writing by the responsible authority, external lighting capable of illuminating access to the basement car park, pedestrian walkway, laneway and dwelling entrances must be provided. Lighting must be:
  - (a) located;
  - (b) directed;
  - (c) shielded; and
  - (d) of limited intensity,all to the satisfaction of the responsible authority.
- 18 The use and development must comply at all times with the State Environment Protection Policy – Control of Noise from Commerce, Industry and Trade (SEPP N-1).
- 19 The use and development must comply at all times with the State Environment Protection Policy – Control of Music Noise from Public Premises (SEPP N-2).

**General Use Conditions**

- 20 The amenity of the area must not be detrimentally affected by the uses, including through:
  - (a) the transport of materials, goods or commodities to or from land;
  - (b) the appearance of any buildings, works or materials;

- (c) the emission of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil; or
- (d) the presence of vermin;

to the satisfaction of the responsible authority.

### **Dwellings**

- 21 The **gym** located in B9 must only be used by dwelling residents and employees of any business conducted in the development.

### **Shop/Bakery**

- 22 Except with the written consent of the responsible authority the Shop/Bakery must only operate between the hours of 7am to 8pm, any day.

### **B5 café**

- 23 Except with the written consent of the responsible authority no more than 84 patrons are permitted in the B5 café at any one time.
- 24 Except with the written consent of the responsible authority the B5 café must only operate between the hours of 7am to 8pm, any day.

### **B5 restaurant**

- 25 Except with the written consent of the responsible authority no more than 195 patrons are permitted in the B5 restaurant at any one time.
- 26 Except with the written consent of the responsible authority the B5 restaurant must only operate between the hours of 7am to 11pm, any day.

### **B6 restaurants**

- 27 **Except with the written consent of the responsible authority no more than 120 patrons are permitted in the B6 restaurants at any one time.**
- 28 **Except with the written consent of the responsible authority the B9 restaurants must only operate between the hours of 6am to 11pm, any day.**

### **B9 restaurants**

- 29 Except with the written consent of the responsible authority no more than 100 patrons are permitted in the B9 restaurants at any one time.
- 30 Except with the written consent of the responsible authority the B9 restaurants must only operate between the hours of 7am to 1.00am, any day.

### **B9 Function centre**

- 31 Except with the written consent of the responsible authority no more than 100 patrons are permitted in the function centre at any one time.
- 32 Except with the written consent of the responsible authority the function centre must only operate between the hours of 8am to 11pm, any day.

### **B9 Art gallery**

- 33 Except with the written consent of the responsible authority no more than 50 patrons are permitted in the art gallery at any one time.
- 34 Except with the written consent of the responsible authority the art gallery must only operate between the hours of 8am to 6pm, any day.



**Victorian Bitter and Nylex signs**

- 35 The location and details of the VB and Nylex signs, including the supporting structure, as shown on the endorsed plans must not be altered without the prior written consent of the responsible authority.
- 36 The signs must not include any flashing or intermittent light.
- 37 External sign lighting must be designed, baffled and located to the satisfaction of the responsible authority.
- 38 The signage component of this permit will expire if the signs are not erected within six years of the date of this permit. The responsible authority may extend the period referred to if a request is made in writing before the signage component of the permit expires or within six months afterwards for commencement or twelve months afterwards for completion.

**Structural report requirement**

- 39 Before the demolition of either stage (2A or 2B) starts, a structural report to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the structural report will be endorsed and will form part of this permit. The structural report must be prepared by a suitably qualified structural engineer and demonstrate the means by which the retained portions of the buildings on-site will be supported during demolition and construction works to ensure their retention.
- 40 The provisions, recommendations and requirements of the endorsed structural report must be implemented and complied with to the satisfaction of the responsible authority.

**Public Art Management Plan**

- 41 Before either stage (2A or 2B) of the development is occupied, a Public Art Management Plan to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the Public Art Management Plan will be endorsed and will then form part of this permit. The Public Art Management Plan must include, but not be limited to:
- (a) details of the commissioned artist(s);
  - (b) description of art work, including:
    - (i) materials;
    - (ii) colours;
    - (iii) dimensions;
    - (iv) content;
    - (v) special features (e.g. lighting);
  - (c) details of the installation process; and
  - (d) details of art work maintenance schedule.
- 42 Before the final Stage of the development is occupied, buildings or by such later date as approved in writing by the responsible authority, the approved public art must be completed or security to the satisfaction of the responsible authority provided to secure its completion. Once completed, the public art must be maintained in accordance with the endorsed Public Art Management Plan to the satisfaction of the responsible authority.

**Public realm**

- 43 Any damaged roads, footpaths and other road related infrastructure adjacent to the development site as a result of the construction works, including trenching and excavation for utility service connections, must be reconstructed to Council's satisfaction and at the Permit holder's expense.
- 44 Before each stage of the development is occupied, or by such later date as approved in writing by the responsible authority, the footpaths along the Gough and Cremorne Street frontages of the site must be reconstructed:
- (a) at the permit holder's cost; and
  - (b) to the satisfaction of the responsible authority.
- The cross-fall of the reconstructed footpaths must be no steeper than 1 in 40.
- 45 Before each stage of the development is occupied, or by such later date as approved in writing by the responsible authority, the road pavements outside the Gough and Cremorne Street frontages of the site must be profiled and re-sheeted:
- (a) at the permit holder's cost; and
  - (b) to the satisfaction of the responsible authority.
- The cross-fall of the reconstructed footpaths must be no steeper than 1 in 40. Any isolated areas of pavement failure will require full depth road pavement reconstruction.
- 46 Before each stage of the development is occupied, or by such later date as approved in writing by the responsible authority, any redundant vehicular crossing must be demolished and re-instated as standard footpath and kerb and channel:
- (a) at the permit holder's cost; and
  - (b) to the satisfaction of the responsible authority.
- 47 Before each stage of the buildings are occupied, or by such later date as approved in writing by the responsible authority, any new vehicle crossings 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.
- 48 Except with the prior written consent of the responsible authority, Council assets must not be altered in any way. All public works require the consent of the responsible authority prior to any works being undertaken.
- 49 Pit lids and levels must be readjusted to match the surface of the footpath, to the satisfaction of the responsible authority.
- 50 Trees in the road reserves must be provided with structural soils to protect road pavements from damage by roots. The preferred tree cut size is 1.5m x 1.5m.
- 51 The layout of the street trees in Gough Street must show parking spaces between trees.
- 52 All street tree planting works must be carried out by the Council's tree planting contractor. Once tree locations are finalised, a cost to the owner will be determined and the owner is then responsible for payment to Council.

- 53 **Prior to the occupation of Stage 2A and** subject to obtaining the consent of the responsible authority and any other relevant road authority, all of the proposed network improvements set out in the GTA consultants report dated 18 July 2017 must be the subject of detailed plans and specifications prepared by the owner and then approved by the responsible authority. All works must be carried out in accordance with the approved plans and at the owner's cost in each and every respect.

#### **Public Access Management**

- 54 Before each stage of the development starts or at some later time approved by the responsible authority, a Public Access Management Plan must be prepared by the owner and approved by the responsible authority. The Public Access Management Plan must show all areas to be accessible by the public and must provide for the ongoing management and maintenance to the satisfaction of the responsible authority of all publicly accessible areas.
- 55 Once approved, the provisions, recommendations and requirements of the approved Public Access Management Plan must be implemented to the satisfaction of the responsible authority.

#### **Wind Assessment Report**

- 56 Before the plans required by Condition No.2 and 3 of this permit are endorsed respectively, an amended Wind Assessment Report to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority as relevant. When approved, the amended Wind Assessment Report will be endorsed and will form part of this permit. The amended Wind Assessment Report must be generally in accordance with the Wind Assessment Report prepared by Vipac and dated 18 March 2016, but modified to:
- (a) reflect the decision plans submitted for endorsement **including pergola structures on level 14 of building B9;**
  - (b) include wind tunnel modelling to verify the results of the preliminary assessment;
  - (c) show details of the type, size and density of foliage of trees used to mitigate wind impacts; and
  - (d) confirm that the northern B5 café outdoor seating area would fulfil the sitting criteria.
- 57 The provisions, recommendations and requirements of the endorsed Wind Assessment Report must be implemented and complied with to the satisfaction of the responsible authority.

#### **Acoustic report**

- 58 Before the plans required by Condition No. 2 and 3 of this permit are endorsed respectively, an amended Acoustic Report to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority as relevant. 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 **Octave Acoustics, dated 18 October 2019** and include an assessment of how the requirements of the State Environment Protection Policy (Control of Noise from Commerce, Industry and Trade, No. N-1), the State Environment Protection Policy (Control of Music Noise from Public Premises No. N-2) and relevant Australian Standards will be met and must:
- (a) be amended to reflect the decision plans;

- (b) prescribe the form of acoustic treatment to protect all dwelling occupants and nearby occupants from noise generated from the mechanical plant equipment and ventilation mechanisms installed or constructed as part of the development (including the lift, residential air conditioner units and commercial plant and equipment);
- (c) prescribe the form of acoustic treatment to protect all dwelling occupants within the development from noise associated with City Link;
- (d) include an assessment of the remaining land uses on the balance of the site and the impact on the proposed dwellings (unless the land uses on the balance of the site have ceased). The acoustic report must make recommendations to limit the noise impacts in accordance with the State Environment Protection Policy (Control of Noise from Industry, Commerce and Trade) No. N-1 (SEPP N-1), State Environment Protection Policy (Control of Music Noise from Public Premises) No. N-2 (SEPP N-2) or any other requirement to the satisfaction of the responsible authority;
- (e) include an assessment of the impact of the following on the proposed dwellings; car park entrance door, the car park itself, any non-residential land uses, common residential areas, structure-borne noise through the pool and supermarket and shop services. Treatments must be provided to achieve a reasonable level of amenity for residents and must make recommendations to limit the noise impacts in accordance with the State Environment Protection Policy (Control of noise from industry, commerce and trade) No. N-1 (SEPP N-1), State Environment Protection Policy (Control of Music Noise from Public Premises) No. N-2 (SEPP N-2) or any other requirement to the satisfaction of the responsible authority;
- (f) address the impact of the restaurants, food and drinks premises (cafes), shops, function centre, exhibition centre, art gallery and venue on residents on and off the site; and
- (g) demonstrate compliance with the requirements of Schedule 3 to the Comprehensive Development Zone of the Yarra Planning Scheme to ensure that new development or refurbished / converted buildings for new residential and other noise sensitive uses, located on the southern part of the site directly adjacent to City Link, include appropriate acoustic measures as outlined in AS 3671 – 1999 “Acoustics – Road Traffic Noise Intrusion – Building Siting and Construction” to attenuate noise levels internally within the building;
- (h) **address the impact of the loading bay area on dwellings with the door installed to the loading dock must achieve a minimum sound insulation performance of not less than Rw 22db.**

59 The provisions, recommendations and requirements of the endorsed Acoustic Report must be implemented and complied with to the satisfaction of the responsible authority.

60 On the completion of any works required by the endorsed Acoustic Report and before the residential use commences of any Stage of the of the development, an updated Acoustic Report prepared by a suitably qualified acoustic consultant to the satisfaction of the responsible authority must be submitted to the responsible authority demonstrating by measurement that the required level of noise attenuation has been achieved. The report must:

- (a) confirm compliance with relevant conditions of this permit; and
- (b) provide measurement data taken from inside the dwellings of the development demonstrating compliance with State Environment Protection Policy (Control of Noise from Industry, Commerce and Trade) No. N-1 (SEPP N-1), State Environment Protection Policy (Control of Music Noise from Public Premises) No. N-2 (SEPP N-2) or any other relevant requirement.

61 The recommendations and any works contained in the approved Acoustic Report must be implemented and completed and where there are recommendations of an ongoing nature must be maintained all to the satisfaction of the responsible authority.

#### **Residential Hotel Management Plan**

62 Before the residential hotel use starts, a Residential Hotel Management Plan must be submitted to, and approved by the responsible authority. When approved, the Residential Hotel Management Plan will be endorsed and will then form part of the permit. The Residential Hotel Management Plan must detail the following:

- (a) procedures, and standards for guests to minimise amenity and parking impacts in the neighbourhood.
- (b) measures to be taken by the operator to ensure that residential hotel guests and visitors do not cause nuisance or annoyance to persons beyond the land;
- (c) establishment of a line of communication with adjoining owners and occupiers aimed at identifying and addressing amenity concerns;
- (d) an outline of all house rules intended to be used to manage residents and guests including:
  - (i) guest behaviour;
  - (ii) noise;
  - (iii) alcohol consumption; and
  - (iv) methods of eviction if house rules are broken;
- (e) **Management of communal terraces;**
- (f) details of eviction process in the event house rules are broken;
- (g) standards for property maintenance, health and cleanliness; and
- (h) security against thefts and break-ins, including security of guests' belongings.

#### **Sustainable Management Plan**

63 **Before each stage of the development starts as relevant an amended Sustainable Management Plans for all buildings (B4, B5, B6, B8 and B9) to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority.** When approved, the amended Sustainable Management Plan will be endorsed and will form part of this permit. The amended Sustainable Management Plan must be generally in accordance with the **Sustainable Management Plan prepared by Irwin Consult dated 31 October 2019**, but modified to show/reflect/demonstrate:

- (a) the decision plans;
- (b) the changes required as per condition 1 (where relevant);
- (c) a minimum 100% STORM score for each building;

- (d) a minimum 4 star green star rating for each building;
- (e) glazing as either clear or tinted blue with a VLT of 0.6 or higher;
- (f) demonstration that all exposed north, east and west facing dwellings will achieve cooling loads no higher than 30MJ/m<sup>2</sup>/pa;
- (g) daylight modelling for the **amended** western level 1 and 2 B9 dwellings, demonstrating BESS compliance to the satisfaction of the responsible authority;
- (h) provision of a mechanical supply fresh air system to all single aspect dwellings to supply rates 50% above the minimum requirements in AS1668;
- (i) additional ventilation is provided to single aspect dwellings to supply rates 50% above the minimum requirements in AS1668;
- (j) commitment to install extraction fans in all kitchens (not re-circulating ranges);
- (k) include detail on waste and recycling;
- (l) detail hot water system(s) for dwellings;
- (m) nominate the showerhead flowrate and WELS efficiency;
- (n) include solar photovoltaic system(s) to contribute to common area electricity consumption;
- (o) consider FSC accredited timber;
- (p) **delete ambiguous language**

64 The provisions, recommendations and requirements of the endorsed Sustainable Management Plan must be implemented and complied with to the satisfaction of the responsible authority.

**65 Before each stage of the development is occupied, a report from the author of the Sustainability Management Plan, approved under this permit, or similarly qualified person or company, must be submitted to the Responsible Authority. The report must be to the satisfaction of the Responsible Authority and must confirm all measures specified in the Sustainability Management Plan have been implemented in accordance with the approved plan.**

#### **Waste Management Plan**

**66 Before stage 2A starts, Waste Management Plans for Buildings B4 and B5 to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the Waste Management Plan will be endorsed and will form part of this permit. The plan must:**

- (a) reflect the decision plans;**
- (b) be written as a standalone document;**
- (c) be written regardless if a private or Council collection;**
- (d) address both rubbish and recycling for all uses (including hard, recycling and green (food) waste);**
- (e) include bin room details (for all tenants, residential, commercial, retail, supermarket, etc). The bin room(s) must be of an appropriate size for their intended use;**

- (f) **confirm a minimum number of collections for all users, however, more than weekly collection may be considered with appropriate justification; and**
- (g) **include information to tenants, owners corporation, property manager (information pack details);**

**67 The provisions, recommendations and requirements of the Waste Management Plans for Building B6, B8 and B9 prepared by Irwin Consultants dated 30 October 2019 be endorsed and must be implemented and complied with to the satisfaction of the responsible authority.**

**68** The provisions, recommendations and requirements of the endorsed Waste Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.

### **Landscaping**

69 Before each stage of the development is occupied, as relevant, or such later date as is approved by the responsible authority, the landscaping works shown on the endorsed plans must be carried out and completed to the satisfaction of the responsible authority, unless security to the satisfaction of the responsible authority is provided for its completion.

70 The landscaping shown on the endorsed plans must be maintained by:

- (a) implementing and complying with the provisions, recommendations and requirements of the endorsed Landscape Plan;
- (b) not using the areas set aside on the endorsed Landscape Plan for landscaping for any other purpose; and
- (c) replacing any dead, diseased, dying or damaged plants;

all to the satisfaction of the responsible authority.

### **Car parking**

71 Before the development starts, a Car Park Management Plan prepared to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the Car Park Management Plan will be endorsed and will then form part of this permit. The Car Park Management Plan must address, but not be limited to, the following:

- (a) **the development schedule to accurately reflect all uses and floor areas**
- (b) the provision of a maximum of 245 car spaces;
- (c) **the allocation of car parking spaces as follows:**
  - (i) **139 residential spaces;**
  - (ii) **1 café space;**
  - (iii) **14 restaurant spaces;**
  - (iv) **5 function centre spaces;**
  - (v) **2 art gallery spaces;**
  - (vi) **1 shop space;**
  - (vii) **50 office spaces;**
  - (viii) **10 hotel spaces;**
  - (ix) **5 car share spaces**

**The allocation of car spaces can be varies with the written consent of the Responsible Authority.**

- (d) management details for residential loading/unloading when moving;
- (e) the management of visitor car parking spaces and security arrangements for occupants of the development, including details on how residential visitors are to access car parking;
- (f) details of way-finding, cleaning and security of end of trip bicycle facilities;
- (g) any policing arrangements and formal agreements;
- (h) a schedule of all proposed signage including directional arrows and signage, informative signs indicating location of disabled bays and bicycle parking, exits, restrictions, pay parking system etc;
- (i) the collection of waste and garbage including the separate collection of organic waste and recyclables, which must be in accordance with the endorsed Waste Management Plan (refer to Condition No. 57 of this permit);
- (j) how the residential hotel drop off **and pick will** be managed;
- (k) details regarding the management of loading and unloading of goods and materials **for the commercial uses.**
- (l) at least five car share spaces to be provided on site.

72 The provisions, recommendations and requirements of the endorsed Car Park Management Plan must be implemented and complied with to the satisfaction of the responsible authority.

73 Before each stage of the development is occupied, as relevant, the area set aside on the endorsed plans for the car parking spaces, access lanes, driveways and associated works must be:

- (a) constructed and available for use in accordance with the endorsed plans;
  - (b) formed to such levels and drained so that they can be used in accordance with the endorsed plans;
  - (c) treated with an all-weather seal or some other durable surface; and
  - (d) line-marked or provided with some adequate means of showing the car parking spaces.
- to the satisfaction of the responsible authority.

**Traffic, roads and footpaths**

74 Any services poles, structures or pits that interfere with the proposal must be adjusted, removed or relocated at the owner's expense after seeking approval from the relevant authority.

75 Before the development starts, the permit holder must pay a bank guarantee to the value of \$50,000 to the City of Yarra for traffic, car parking, road improvements and associated studies in the Cremorne area.

The bank guarantee may be drawn down by Council and used for the proposed works and study by the responsible authority for traffic/road/car parking improvements in the Cremorne area, in consultation with the permit holder. The bank guarantee will be returned to the permit holder if the traffic/road/car parking improvements are not commenced by the relevant authorities before the final Stage of the development is occupied.



**Green Travel Plan**

- 76 Before each stage of the development is occupied, as relevant, a Green Travel Plan to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the Green Travel plan will be endorsed and will form part of this permit. The Green Travel Plan must include, but not be limited to, the following:
- (a) a description of the location in the context of alternative modes of transport;
  - (b) the provision of real time passenger information displays for nearby stops within each residential lobby;
  - (c) employee / resident welcome packs (e.g. provision of Myki);
  - (d) a designated 'manager' or 'champion' responsible for co-ordination and implementation;
  - (e) details of bicycle parking and bicycle routes;
  - (f) details of Green Travel Plan funding and management responsibilities; and
  - (g) include provisions to be updated not less than every five years.
- 77 The provisions, recommendations and requirements of the endorsed Green Travel Plan must be implemented and complied with to the satisfaction of the responsible authority.

**Construction**

- 78 Before each stage of the development starts, a Construction Management Plan to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the Construction Management Plan will be endorsed and will form part of this permit. The Construction Management 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) a lighting plan which must include:
    - (i) details if any existing public lighting assets require temporary disconnection, alternative lighting must be provided to maintain adequate lighting levels. A temporary lighting scheme can only be approved by Council and relevant power authority;
    - (ii) confirmation that existing public lighting would only be disconnected once temporary alternative lighting scheme becomes operational;
    - (iii) confirmation that the temporary lighting scheme will remain operational until a permanent lighting scheme is reinstated.

- (i) 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;
- (j) the construction program;
- (k) preferred arrangements for trucks delivering to the land, including delivery and unloading points and expected duration and frequency;
- (l) parking facilities for construction workers;
- (m) measures to ensure that all work on the land will be carried out in accordance with the Construction Management Plan;
- (n) an outline of requests to occupy public footpaths or roads, or anticipated disruptions to local services;
- (o) 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;
- (p) 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;
- (q) 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. In preparing the Noise and Vibration Management Plan, consideration must be given to:
  - i using lower noise work practice and equipment;
  - ii the suitability of the land for the use of an electric crane;
  - iii silencing all mechanical plant by the best practical means using current technology;
  - iv fitting pneumatic tools with an effective silencer; and
  - v other relevant considerations.

79 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.
- 80 Before each stage of the development is occupied, or by such later date as approved in writing by the responsible authority, any redundant vehicular crossing must be demolished and re-instated as standard footpath and kerb and channel:
- (a) at the permit holder's cost; and
  - (b) to the satisfaction of the responsible authority.
- 81 Before each stage of the development is occupied, or by such later date as approved in writing by the responsible authority, any new vehicle crossings 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.
- 82 No parking restriction signs must be removed, adjusted, changed or relocated without approval or authorisation from the responsible authority.
- 83 Except with the prior written consent of the responsible authority, demolition or construction works must not be carried out:
- (a) before 7 am or after 6 pm, Monday-Friday (excluding public holidays);
  - (b) before 9 am or after 3 pm, Saturdays and public holidays (other than ANZAC Day, Christmas Day and Good Friday); or
  - (c) at any time on Sundays, ANZAC Day, Christmas Day and Good Friday.

#### **Public lighting plan**

- 84 Before each stage of the development starts, as relevant, a Public Lighting Plan must be submitted to and approved by the responsible authority. When approved, the Public Lighting Plan will be endorsed and will form part of this permit. The Public Lighting Plan must:
- (a) confirm that all primary pedestrian access to a residential/ multi-purpose development will be lit by public lighting installations at least to lighting level P4 as specified in the Australian Standard AS 1125.3.1:2005 Lighting for roads and public spaces - Pedestrian area (Category P) lighting - Performance and design requirements;
  - (b) confirm that any new poles and luminaires required for the development will be sourced from CitiPower/Jemena standard energy efficient luminaires list and comply with relevant CitiPower/Jemena technical requirements;
  - (c) confirm that light spillage into the windows of any existing and proposed residences will be avoided or minimised and must comply with the requirements of Australian Standard AS 4282 – 1997 Control of the obtrusive effects of outdoor lighting;
  - (d) confirm that the locations of any new light poles will not obstruct vehicular access into private property;

- (e) include a commitment that the permit holder will ensure (by contacting relevant power authority) that the existing or proposed power supply conforms to “No Go Zone” requirements from the relevant power authority;
- (f) confirm that the supply and installation of any additional or upgraded lighting, electrical hardware and poles will be funded by the permit holder.

85 The provisions, recommendations and requirements of the endorsed Public Lighting Plan must be implemented and complied with to the satisfaction of the responsible authority.

### **VicRoads Conditions**

86 VicRoads prohibits the construction of building/s or the carrying out of works within the Road Zone Category 1 (i.e. Punt Road and Harcourt Parade).

87 VicRoads prohibits vehicular, pedestrian or cycling access to the site along Harcourt Parade.

88 The luminance of the advertising sign/s (including The Victoria Bitter and Nylex signs) must be such it does not give a veiling of luminance to the driver, of greater than 0.25cdm<sup>2</sup>, throughout the driver’s approach to the advertising sign/s.

89 Before the development starts, a truck wheel wash must be installed at the property boundary to enable all mud and other tyre borne debris from vehicles to be removed prior to exiting land.

90 The truck wheel wash must be maintained in good order during the construction phase of the development and may be removed at the end of the construction phase of the development with the prior approval of the Council.

### **CityLink Conditions**

91 There should be no interruption to traffic flow on CityLink assets.

92 CityLink assets should not be exposed to any waste generated from the project.

93 New buildings should not cause any adverse impacts on the users of CityLink (e.g. reflective glare from the buildings).

### **PTV Conditions**

94 Before the development starts, or at any other time agreed to in writing with Public Transport Victoria, amended plans to the satisfaction of Public Transport Victoria must be submitted to, and approved by, the responsible authority. When approved, the plans will be endorsed and will then form part of the 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 plans submitted with the application but modified to show:

- (a) The design details and the location of the bike share station;
- (b) Consideration must be given to the integration between the bike share station and public access, and connection to exiting shared paths within the vicinity of the site.

95 The bike share station is to be design and constructed to the satisfaction of Public Transport Victoria and the responsible authority and at no cost to Public Transport Victoria before the development is occupied.

**Melbourne Water Conditions**

- 96 The ground floor areas of the new buildings must be constructed with finished floor levels set no lower than 4.37 metres to Australian Height Datum, which is 600mm above the applicable flood level.
- 97 All lifts and stairwells, windows, openings, vents or other entry and exit points that could allow entry of floodwaters to the basement must be set no lower than 4.37 metres to Australian Height Datum, which is 600mm above the applicable flood level.
- 98 The entry / exit driveway of the basement car park at the north west corner of the site must incorporate a flood proof apex set no lower than 4.37 metres to Australian Height Datum, which is 600mm above the applicable flood level.
- 99 Flood resistant materials must be used for the construction of floor levels and walls (including any glass/glazing window panels) below the applicable flood level.
- 100 Signage and flood gauge boards must be provided at the basement car park entrance at the north western end of Gough Street to provide warning for flood depths during extreme flood events, to the satisfaction of Melbourne Water.
- 101 Prior to the commencement of works, a separate application direct to Melbourne Water must be made for any new or modified storm water connection to Melbourne Water's drains or watercourses. Prior to accepting an application, evidence must be provided demonstrating that Council considers that it is not feasible to connect to the local drainage system.
- 102 Pollution and sediment laden runoff shall not be discharged directly or indirectly into Melbourne Water's drains or waterways.
- 103 Prior to the issue of an Occupancy Permit, a certified survey plan showing finished floor levels (as constructed) reduced to the Australian Height Datum must be submitted to Melbourne Water. The Plan must demonstrate that the floor levels have been constructed in accordance with Melbourne Water's requirements.

**Expiry**

- 104 This permit will expire if one of the following circumstances applies:
- (a) the development is not started within three years of the issued date of this permit;
  - (b) the development is not completed within six years of the issued date of this permit;
  - (c) the uses are not commenced within nine years from the date of this permit.

In accordance with Section 69 of the *Planning and Environment Act 1987*, an application may be submitted to the responsible authority for an extension of the periods referred to in this condition.

**NOTES:**

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

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.

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.

All future property owners, residents, business owners and employees 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 vehicle crossing permit is required for the construction of the vehicle crossing(s). Please contact Council's Construction Management Branch on 9205 5585 for further information.

This application was not assessed against Clause 43.01 of the Yarra Planning Scheme (Heritage Overlay) as heritage matters are considered by Heritage Victoria.

**CONTACT OFFICER:** Mary Osman  
**TITLE:** Manager Statutory Planning  
**TEL:** 9205 5300

**Attachments**

- 1 Application plans
- 2 Sketch and Formally Amended Plans
- 3 PLN15 1176.01 - Referral comments

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**1.5      PLN18/0945 - 130 Gwynne Street, Cremorne - Development of the land for the construction of a triple storey dwelling with a basement**

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## **Executive Summary**

### **Purpose**

1. This report provides an assessment of the proposal at 130 Gwynne Street, Cremorne to construct a triple storey dwelling with basement.

### **Key Planning Considerations**

2. Key planning considerations include:
  - (a) Clause 15.01 – Urban Environment ;
  - (b) Clause 22.10 – Built Form and Design Policy;
  - (c) Clause 22.13 – Residential Built Form Policy;
  - (d) Clause 32.08 – General Residential Zone; and
  - (e) Clause 54 – One Dwelling on a Lot (ResCode)

### **Key Issues**

3. The key issues for Council in considering the proposal relate to:
  - (a) Neighbourhood character
  - (b) Clause 54;
  - (c) Improved treatment to visible northern wall;
  - (d) Setback of the terrace from the northern secluded private open space;
  - (e) South-facing windows do not correlate on plans and elevations;
  - (f) Coloured elevation;
  - (g) Graffiti proof finish to fence and ground floor;
  - (h) Notation for small car only; and
  - (i) Objections

### **Submissions Received**

4. Twenty-three objections were received to the application, these can be summarised as:
  - (a) Design (excessive height, scale and bulk);
  - (b) Design out of character with the surrounding area;
  - (c) Off-site amenity impacts (overlooking, overshadowing, loss of light, lack of setbacks);
  - (d) Excessive site coverage and lack of permeability;
  - (e) Car parking (loss of on-street parking, reduction sought);

### **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) The use of a small vehicle only within the car space.
  - (b) Incorporation of additional slits to the fencing.

- (c) Submission of an amended STORM report pursuant to Clause 22.16.

**CONTACT OFFICER:** Gary O'Reilly  
**TITLE:** Senior Statutory Planner  
**TEL:** 9205 5040



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**PLN18/0945 - 130 Gwynne Street, Cremorne - Development of the land for the construction of a triple storey dwelling with a basement**

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Reference: D19/213768  
Authoriser: Coordinator Statutory Planning

[Help](#)

**Ward:** Melba Ward  
**Proposal:** Development of the land for the construction of a triple storey dwelling with a basement  
**Existing use:** Dwelling  
**Applicant:** Robert La Rosa  
**Zoning / Overlays:** General Residential Zone (Schedule 2)  
**Date of Application:** 7 December 2018  
**Application Number:** PLN18/0945

### Planning History

1. No previous planning applications have been lodged with Council for the subject site.

### Background

2. The application was lodged on 7 December 2019, with further information submitted in February 2019. The application was advertised, with 19 objections received.
3. The application was amended pursuant to Section 57A of the *Planning and Environment Act 1987*. The key changes incorporated are described below.
4. The application was readvertised in 23 July 2019 with an additional 4 objections received, bringing the total number of objections to 23. Five objectors who previously objected, submitted supplementary concerns.
5. A Planning Consultation Meeting was held on 29 October 2019, where the key issues raised in the objections were discussed with the Permit Applicant, Objectors and Planning Officers present.
6. While this process was occurring, Council sought and received advice from Council's internal units including Urban Design, Engineering and Environmental Sustainable Development (ESD). Referral advice is attached to this report.

### Aboriginal Cultural Heritage Significance

7. The subject site is located within 200m of the Yarra River as defined in Division 3 of the Aboriginal Heritage Regulations 2007. The development of this site does not trigger the need for a Cultural Heritage Management Plan (CHMP) as the development of one dwelling is exempted under the Aboriginal Heritage Regulations 2018.

### VCAT Proceedings

8. On 1 October 2019, Council was informed that the applicant had lodged a Section 79 'failure to determine within the prescribed time' appeal with the Victorian Civil and Administrative Tribunal (VCAT).
9. No statements of grounds have been received from any third parties.
10. No Compulsory Conference is listed with a VCAT Full Hearing scheduled for one day on the 26 March 2020.

### Lodgment of S57A plans or sketch plans

11. Following advertising and in response to concerns raised by Council's planning officers, internal units and objectors, amended plans were submitted pursuant to Section 57A of the *Planning and Environment Act 1987* on 8 April 2019. Key changes include:
- Deletion of the roof terrace and decrease in building height;
  - Deletion of the swimming pool along the first floor;
  - The built form reduced through a reduction in the height and length of walls constructed along the boundary and incorporation of angled walls along the upper level;
  - Extent of fenestration reduced;
  - Alterations to external materials;
  - Alterations to front and side boundary fencing.



Figure 1: Superseded plans (S52)



Figure 2: Amended Plans (S57A)

12. The amended plans submitted pursuant to Section 57A of the *Planning and Environment Act 1987*, are the decision plans.
13. A submission was received on the 31 January 2020 in the form of a vehicle access assessment, prepared by Ratio Consultants dated 29 November 2019. The assessment included swept path diagrams which demonstrated that a B35 vehicle car can enter and exit the car space in a safe and efficient manner. The plan also confirmed that a B35 vehicle can be accommodated within the 4.9m long car space.

### The Proposal

14. The application is for the construction of a triple storey dwelling with a basement. No planning permit is triggered for the demolition of the existing dwelling.
15. Key features of the proposal include:

#### *Construction*

##### *Basement*

- Partial excavation of the site to allow for the construction of the basement level, which comprises a bedroom, theatre room, en-suite, laundry, stairs and a lift to the upper levels.
- Proposed setbacks of the dwelling
  - A 2.5m setback to the eastern (Gwynne Street) boundary.
  - A zero setback to the southern (Munro Street) boundary.
  - A 2.2m setback to the west (rear) boundary.
  - A zero setback to the northern (side) boundary

##### *Ground floor*

- Development of the ground floor comprises an undercroft parking area (4.75m by 4.9m) and with ancillary bike, bin store, 6m<sup>2</sup> storage area and rainwater tank. An entry, lift, staircase and open plan living area.

- (d) Proposed setbacks of the dwelling:
- (i) A varied 0.83m to 2.5m setback to the eastern (Gwynne Street) boundary.
  - (ii) A varied zero to 0.9m setback to the southern (Munro Street) boundary.
  - (iii) A zero setback to the west (rear) boundary.
  - (iv) A zero metre setback to the northern (side) boundary.

*First floor*

- (e) Development of the first floor comprises an east-facing balcony fronting Gwynne Street, lift, staircase and open plan kitchen and dining area leading out onto the dwelling's private open space (25sqm terrace) within the rear setback.
- (f) Proposed setbacks of the dwelling:
- (i) A varied 0.83m to 2.5m setback to the eastern (Gwynne Street) boundary.
  - (ii) A zero setback to the southern (Munro Street) boundary.
  - (iii) A varied 1.05m to 5.3m setback to the west (rear) boundary.
  - (iv) A zero setback to the northern (side) boundary.

*Second floor*

- (g) Development of a second floor comprises a bedroom, en-suite, retreat and robe stairs and a lift.
- (h) Proposed setbacks of the dwelling:
- (i) A varied 0.83m to 2.5m setback to the eastern (Gwynne Street) boundary.
  - (ii) A zero setback to the southern (Munro Street) boundary.
  - (iii) A 5.95m setback to the west (rear) boundary.
  - (iv) A zero setback to the northern (side) boundary.
- (i) The proposed development is of a contemporary form, constructed from roughcast concrete, copper cladding/screening, smooth concrete, aluminium framed glazing and reed glass balustrade.
- (j) Maximum height of 9 metres above natural ground level.

*Materials and colour schedule*

- (k) Roughcast concrete;
- (l) Copper cladding;
- (m) Copper screening (25% transparent);
- (n) Smooth concrete;
- (o) Aluminium framed glazing; and
- (p) Reed glass balustrade.

**Existing Conditions**

Subject Site

16. The subject site is located on the western side of Gwynne Street at the junction of Gwynne Street and Munro Street. The site has a frontage of 4.92m to Gwynne Street and a maximum site depth of 27.32m, amassing to a total site area of 134sqm. The subject site has a secondary (side) frontage along Munro Street.
17. The land is developed with a single storey rendered dwelling with a metal, flat roof form. The dwelling is single fronted with a minimum setback of approximately 2.9m from the eastern (front) title boundary. There is an existing low timber picket fence (1.1m high approx.) within the dwelling's front setback along Gwynne Street and which extends along Munro Street.

The front setback has a landscaped garden area. The dwelling consists of two bedrooms, a bathroom/wc and an open plan kitchen and living room leading out into the dwelling's secluded private open space/car space within the rear setback. Vehicle access is via the side street, along Munro Street.

18. The title submitted does not show any restrictive covenants affecting the subject site. There is however 0.2m wide brick party wall easement constructed along the northern (side) boundary for 20.2m with No. 128 Gwynne Street.



Figure 3 – Subject site No. 130 Gwynne Street, Cremorne (view from Gwynne Street)



Figure 4 – Subject site No. 130 Gwynne Street, Cremorne (view from Munro Street)

#### Surrounding Land

19. The site is located within a neighbourhood which contains a variety of built form and uses. The immediate area is primarily residential and commercial in character, with the subject site located at the junction between the residential zone to the north and west and commercial zone to the east and south, along the opposite side of Gwynne Street and Munro Street (figures 5 and 6).
20. The subject site is located within a General Residential Zone (GRZ) and forms part of a row of single storey dwellings extending north along Gwynne Street. These dwellings are also located within the GRZ. This section of Gwynne Street is occupied by predominantly single storey terrace dwellings with limited front setbacks (3m), gable-end roofs and verandahs extending from the front facade. None of the dwellings fronting Gwynne Street appear to have car spaces provided, with the dwellings relying on on-street parking.
21. The properties to the east and south are located within a Commercial 2 Zone (C2Z). These properties vary in height between 3 to 4 storeys and operate as commercial uses.

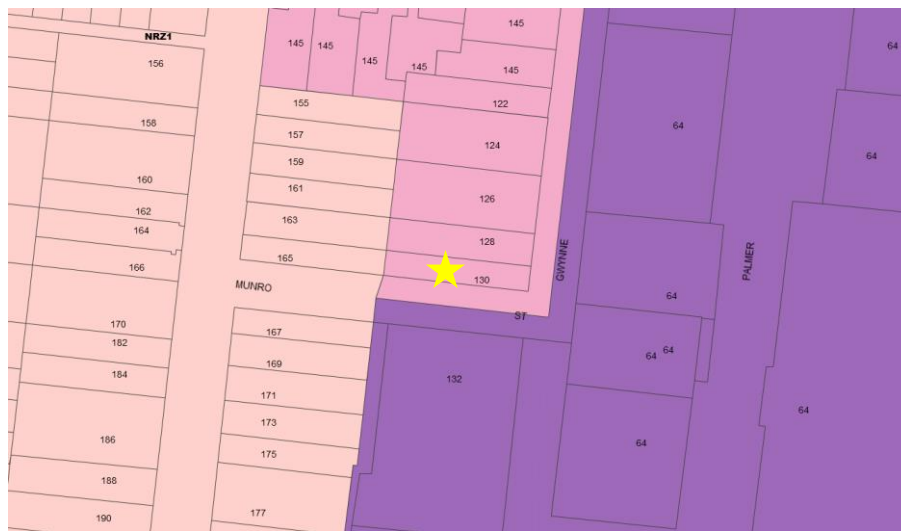


Figure 5 – Zoning map of subject site and surrounds

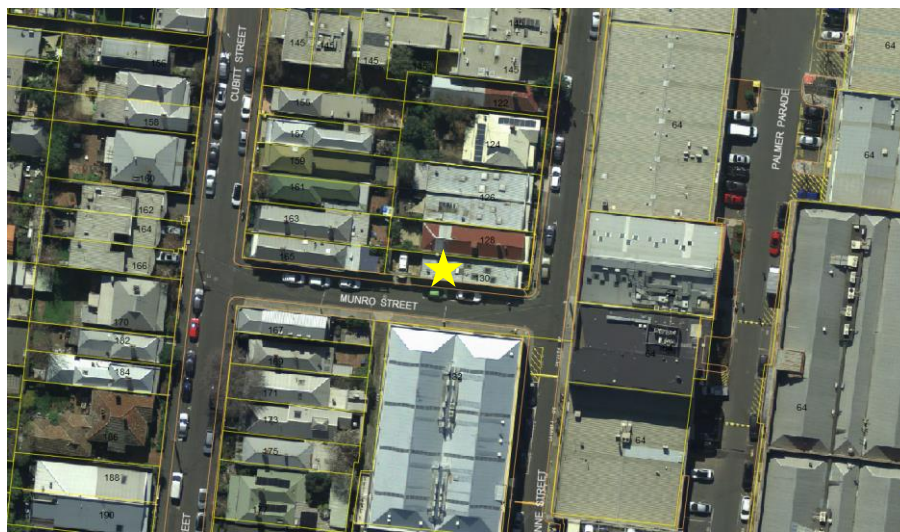


Figure 6 – Aerial photo of subject site and surrounds

22. The site's immediate interfaces are as follows:

North

23. The adjoining land to the north is developed as a single-storey weatherboard dwelling which forms part of a row of dwellings extending north along Gwynne Street. The dwelling has a 2.5m setback from the street, with a gable-end roof and verandah encroaching into this setback and resulting in a 1.1m setback. A low timber picket fence is constructed along the front boundary. The dwelling is constructed to the common boundary with the subject site for a length of approximately 20.18m. The rear of this site consists of the dwelling's secluded private open space.

East

24. To the east, along the opposite side of Gwynne Street, are the rear boundaries of No. 64 Balmain Street, otherwise known as the Rosella factory complex. The Rosella factory complex is a commercial subdivision consisting of various large lots and includes various 1-4 storey warehouse/office buildings and is located within the C2Z. Many of the buildings were constructed in the early 20<sup>th</sup> century with evidence of more recently refurbished and recently constructed commercial development. Interfacing the subject site is the rear boundary walls of units within the complex (figure 4). The walls are constructed from brick, with large proportioned windows and balconies providing outlook and light to the street.
25. Gwynne Street is approximately 9m in width, with parallel car parking provided along the street's western portion. There is a no-stopping along the eastern portion of the street.

South

26. To the south, along the opposite side of Munro Street, is the side boundary of No. 132 Gwynne Street. This property is also known as No. 64 Balmain Street and part of the Rosella factory complex. The land is developed as a 3 storey commercial building constructed to all boundaries. The building appears to have been constructed in the early 20<sup>th</sup> century with evidence of more recently refurbishments along the upper floor level (figure 7). The building has a strong red brick finish along the lower floors with large proportioned fenestration fronting both streets. Along the upper level of the building, there appears to be a more recent addition constructed in a metal finish, while also maintain the large window proportions.



Figure 7 – No. 132 Gwynne Street, Cremorne

West

27. To the west of the subject site is the rear boundary of No. 165 Cubitt Street. This property is developed as a single-storey weatherboard dwelling fronting Cubitt Street. The dwelling is constructed along both side boundaries with the dwelling's secluded private open space located within the rear setback, interfacing the subject site. The open space is approximately 27sqm in area and has a pergola structure constructed above the majority of this space (figure 8).



Figure 8 – Rear setback of No. 165 Cubitt Street (with pergola structure visible)

## Planning Scheme Provisions

### Zoning

28. The subject site is zoned General Residential Zone (Schedule 2). The following provisions apply:
- Pursuant to Clause 32.08-5, a planning permit is required to construct one dwelling on a lot. Clause 54 (one dwelling on a lot) applies.

- (b) Pursuant to Clause 32.08-5, a planning permit is required to *construct or extend a front fence within 3 metres of a street if:*
- (i) *The fence is associated with one dwelling:*
- *A lot less than 300 square metres, or*
  - *A lot of between 300 and 500 square metres if specified in a schedule to this zone, and*
- (ii) *The fence exceeds the maximum height specified in Clause 54.06-2 (1.5m).*
- Given the front fence associated with the new dwelling exceeds a height of 1.5m, a planning permit is required.
- (c) Pursuant to Clause 32.08-4, the garden requirements do not apply to this application given that the subject site is less than 400sqm.
- (d) Pursuant to Clause 32.08-10 (Schedule 2), a building used as a dwelling or residential building must not exceed the height of 9 metres. The proposal seeks an overall height of 9m and therefore satisfies the maximum building height requirement. The above provision also states that a building must contain no more than 3 storeys at any point. A basement level is proposed, however a basement is not considered a storey for these calculations and does not extend more than 1.2m above the ground.

### Overlays

29. The subject site is not affected by any overlays.

### Particular Provisions

#### Clause 52.06 – Car Parking

30. Pursuant to Clause 52.06 of the Yarra Planning Scheme, prior to a new use commencing, the car parking spaces required under Clause 52.06-5 must be provided on the land. Where a use is not specified in table 1 of 52.06-5, car parking spaces must be provided to the satisfaction of the Responsible Authority.
31. Before a requirement for car parking is reduced (including reduced to zero), the applicant must satisfy the responsible authority that the provision of car parking is justified having regard to the relevant decision guidelines at Clause 52.06-6 of the Scheme.
32. The following table outlines the car parking requirement of the proposal under clause 52.06 of the Scheme:

Use	Clause 52.06 requirement	Spaces required	Provided	Shortfall
2 bedroom dwelling	• 1 each one or two bedroom dwelling	1	1	0

33. The proposal will have an overall car parking demand of 1 car space pursuant to Clause 52.06 of the Yarra Planning Scheme. The dwelling is to have one car space located to the rear of the building. As such, no reduction in car parking is required.

#### Clause 54 – One Dwelling on a Lot

34. Pursuant to Clause 54 of the Scheme, the provisions apply to construct one dwelling on the lot.

### General Provisions

#### Clause 65 – Decision Guidelines

35. The decision guidelines outlined at Clause 65 of the Scheme are relevant to all applications. Because a permit can be granted does not imply that a permit should or will be granted. Before deciding on an application, the Responsible Authority must consider a number of matters. Amongst other things, the Responsible Authority must consider the relevant State and Local Planning policy Frameworks, as well as the purpose of the zone, overlay or any other provision.

Planning Policy Framework (PPF)*Clause 15.01-1S (Urban Design) & 15.01-1R (Urban Design – Metropolitan Melbourne)*

36. The objectives of this clause are:

- (a) *To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity; and*
- (b) *To create a distinctive and liveable city with quality design and amenity.*

*Clause 15.01-2S – Building design*

37. The objective of this clause is:

- (a) *To achieve building design outcomes that contribute positively to the local context and enhance the public realm.*

*Clause 15.01-5S – Neighbourhood character*

38. The objective of this clause is:

- (a) *To recognise, support and protect neighbourhood character, cultural identity, and sense of place.*

*Clause 15.02-1S – Energy and resource efficiency*

39. 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.*

Local Planning Policy Framework (LPPF)*Clause 21.05-2 – Urban design*

40. The relevant objectives of this clause are:

- (a) *To reinforce the existing urban framework of Yarra.*
- (b) *To ensure that new development contributes positively to Yarra's urban fabric.*

*Clause 21.08-2 – Neighbourhoods (Burnley – Cremorne – South Richmond)*

41. This clause describes the Cremorne area as having, "a mixed use character with Victorian cottages, apartments and warehouse conversions intermingled with commercial and industrial uses. This mix of uses is valued by the local community and must be fostered".

Relevant Local Policies*Clause 22.05 – Interface Uses Policy*

42. The relevant objectives of this clause are:

- (a) *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.*
- (b) *To ensure that residential uses located within or near commercial centres or near industrial uses enjoy a reasonable level of amenity.*

*Clause 22.10 – Built Form and Design Policy*

43. The relevant objectives of this clause are:

- (a) *Ensure that new development positively responds to the context of the development and respects the scale and form of surrounding development where this is a valued feature of the neighbourhood character.*
- (b) *Ensure that new development makes a positive contribution to the streetscape through high standards in architecture and urban design.*
- (c) *Limit the impact of new development on the amenity of surrounding land, particularly residential land.*



- (d) *Design buildings to increase the safety, convenience, attractiveness, inclusiveness, accessibility and 'walkability' of the City's streets and public spaces.*
- (e) *Create a positive interface between the private domain and public spaces.*
- (f) *Encourage environmentally sustainable development.*

*Clause 22.13 – Residential Built Form Policy*

44. The relevant objectives of this clause are:

- (a) *To limit the impact of new development on surrounding land, particularly on low rise residential areas.*
- (b) *To respond to and strengthen the distinct character of different parts of Yarra.*

*Clause 22.16 – Stormwater Management (Water Sensitive Urban Design)*

45. Clause 22.16 of the Scheme applies to applications for extensions to existing buildings which are 50 square metres in floor area or greater. The relevant objective of the policy is:

- (a) *To promote the use of water sensitive urban design, including stormwater re-use.*

### **Advertising**

46. The application was advertised under the provisions of Section 52 of the *Planning and Environment Act (1987)* by 26 letters sent to surrounding owners and occupiers and by two signs displayed on site. Council received 19 objections, the grounds of which are summarised as follows:

- (a) Built form and neighbourhood character:
  - (i) Not responsive to neighbourhood character or heritage overlay.
  - (ii) Out of character with low scale along street.
  - (iii) Not responsive to design elements along street (i.e. architectural form, building materials).
  - (iv) Exceeds maximum building height permitted under the zone.
- (b) Loss of daylight/overshadowing.
- (c) Lack of setbacks.
- (d) Excessive site coverage/lack of permeability.
- (e) Overlooking.
- (f) Car parking:
  - (i) Loss of on-street car parking.
  - (ii) Extent of reduction sought.
- (g) Setting of a precedent.
- (h) Loss of property values.
- (i) Noise.

47. The Section 57A amended plans were advertised under the provisions of Section 57B of the *Planning and Environment Act (1987)* by 26 letters sent to surrounding owners and occupiers and to all objectors and by two signs displayed on site. Council received 4 additional objections, bringing the total number of objections to 23. No new concerns were raised in the subsequent objections received under the amended plans.

48. A planning consultation meeting was held on 29 October 2019 and attended by two objectors, the Applicant and Council Officers to discuss all issues and concerns raised in the letters of objection. The Applicant made a commitment to review the car parking arrangements and to provide external finishing samples to abutting neighbours.

49. A submission was received on the 31 January 2020 in the form of a vehicle access assessment, prepared by Ratio Consultants dated 29 November 2019. The assessment included swept path diagrams which demonstrated that a B35 vehicle can enter and exit the car space in a safe and efficient manner. The plan also confirmed that a B35 vehicle can be accommodated within the 4.9m long car space.
50. It has been confirmed that the external finishing samples were provided to the relevant objector.

### **Referrals**

51. The referral comments are based on plans prepared by C. McFadyen Design TP01 to TP18 (Rev B), which were advertised pursuant to Section 52 of the *Planning and Environment Act 1987* and amended plans which were prepared by C. McFadyen Design TP01 to TP18 (Rev D) re-advertised pursuant to Section 57B of the *Planning and Environment Act 1987*.

#### External Referrals

52. The application was not required to be referred externally under the Yarra Planning Scheme.

#### Internal Referrals

53. The original application was referred to the following units within Council:
  - (a) Engineering Services Unit (Rev D);
  - (b) Urban Design Unit (Rev D);
  - (c) ESD Officer (Rev B).
54. The amended plans pursuant to 57A were re-referred to Council's Engineering and Urban Design Unit. Their comments reflect the decision plans for this application.
55. The 57A plans were not re-referred to Council's ESD Officer as there were no significant changes between the amended plans and originally advertised plans from an ESD perspective.
56. Referral comments have been included as attachments to this report.

### **OFFICER ASSESSMENT**

57. The primary considerations for this application are as follows:
  - (a) Neighbourhood character
  - (b) Clause 54 (ResCode)
  - (c) Car parking
  - (d) Objections

#### Neighbourhood Character

58. Clause 22.10 (*Built form and design policy*) and Clause 22.13 (*Residential Built Form Policy*) provide specific guidance on assessing appropriate height and scale of new developments in residential contexts. Clause 22.10 provides design guidelines at Clause 22.10-3.2 (*Urban form and character*), Clause 22.10-3.3 (*Setbacks & building heights*), and Clause 22.10-3.4 (*Street and Public Space Quality*).
59. The surrounding area is characterised by a mix of residential and commercial properties, varying in scale from single storey to four storey offices. It is proposed to demolish the existing single storey dwelling (no permit required) and construct a triple storey dwelling, with a basement.
60. The proposal maintains a fine grain subdivision pattern, with the front setback generally consistent with the row of dwellings extending towards the north at 1.3m. The built form extends up to three storeys (9m), reducing to one storey and a terrace towards the rear interface. The front setback is considered an acceptable design response, which generally maintains the front setback along Gwynne Street.

61. To reduce the building's visual bulk the proposal incorporates recessed balconies along the Gwynne Street interface, a cantilevered first floor, an angled second floor towards the eastern, southern and western interfaces, and the use of glazing, roughcast concrete, copper screening and planter boxes. The windows are floor to ceiling in proportion and pick up on the proportions of the adjoining fenestration associated with the Rosella factory complex.
62. The built form towards the rear is single storey in scale, with the first and second floors set back in line with the rear façade of the adjoining property at No. 128 Gwynne Street to the north. A 4.5m by 5.3m terrace is proposed within the rear setback of the first floor. The terrace incorporates a 0.195m setback to No. 128 Gwynne Street (north interface) and a landscaped 1.05m setback to No. 165 Cubitt Street (western interface). This ensures that only a single storey built form and terrace will directly interface the adjoining secluded private open spaces. The setbacks combined with the use of landscaping and screening (copper and reed glass screens) is considered to provide an acceptable level protection while also not presenting an unreasonable built form to the open spaces.
63. Given the location of the subject site on a corner, the surrounding built form context, articulated/setbacks incorporated and permitted height within the zone, a three storey built form is considered acceptable in this instance. The built form will also strongly mark the entrance to Gwynne Street and Munro Street. Clause 22.10 of the Scheme allows the overall height of a building to exceed the prevailing building height of the area where the site is on a corner and does not cause unreasonable off-site impacts. The proposal is consistent with this policy guideline.
64. The dwelling entry is to be located along Munro Street. The internal layout of the dwelling, which incorporates a basement courtyard to Gwynne Street, has resulted in the dwelling entry being located along Munro Street. Although the preference is for the dwelling's entry to be located along Gwynne Street, the restricted lot width combined with the provision of a basement courtyard has led to the entry being relocated to Munro Street. Planted boxes along the balconies to Gwynne Street and Munro Street (terrace), will assist in softening the overall built form.
65. Vehicle access to the site will be retained along Munro Street, with the existing crossover proposed to be widened.
66. Overall, the addition will not detract from the streetscape given the varied existing built form within the streetscape, setbacks provided and use of materials.

#### Clause 54 (ResCode)

67. Clause 54 comprises 19 design objectives and standards to guide the assessment of new residential development. Given the site's location within a built up inner city residential area, strict application of the standard is not always appropriate, whether the proposal meets the objective is the relevant test. The following standards are either not applicable or are met by the existing conditions:
  - (a) A8 – Significant trees (no significant vegetation to be affected);
  - (b) A13 – North-facing windows – Not applicable (there are no north-facing windows within 3m of the proposed development);

#### *Neighbourhood character*

68. This standard encourages proposed development to respond to the existing neighbourhood character or to contribute to a preferred neighbourhood character of the area. An assessment of the proposed development in relation to neighbourhood character has been carried out earlier in the report and found that the proposal provides an appropriate design response respecting both the existing and preferred neighbourhood character, subject to conditions.

#### *Integration with the street*

69. The subject site is a corner site, with the dwelling to be orientated towards both Gwynne Street and Munro Street. The proposed dwelling incorporates an entry along Munro Street but maintains an active frontage and surveillance along Gwynne Street through the incorporation of balconies along the first and second floors. Additional fenestration is provided along Munro Street, along with a first floor terrace to the rear with outlook to Munro Street.
70. The proposed development incorporates a 1.6m to 1.66m high front fence along Gwynne Street, which wraps around and increases in height to 1.8m along Munro Street. Subject to condition for openings (discussed later in this report) the proposed fencing is acceptable given the surrounding context, provision of balconies/fenestration along the upper floor for surveillance and the existing fencing character along Gwynne Street.

#### *Street setback*

71. Under the above standard, the proposed dwelling is required to have a front setback which is the same distance as the setback of the front wall of the existing building on the abutting allotment facing the front street.
72. A review of the plans submitted has identified that the abutting dwelling at No. 128 Gwynne Street has a front setback of 2.554m. The proposed dwelling incorporates a varied front setback of between 1.3m (planter box along first floor) to 2.5m (glazed façade behind balcony), requiring a variation of 1.2m.
73. A variation in the above standard is considered acceptable in this instance given the dwelling's corner site location, surrounding context where buildings are constructed to the front boundary (No. 132 Gwynne Street) and articulation provided by the glazed façade which is set back 2.5m from the Gwynne Street with only the upper floor balconies encroaching into the front setback.

#### *Building height*

74. The above standard states that the maximum building height should not exceed 9 metres with the GRZ (Schedule 2). The proposed dwelling is to have a maximum height of 9m above the natural ground level, which is in accordance with the above standard.

#### *Site coverage*

75. A site coverage of approximately 89% (121sqm) is identified in the site analysis. However a review of the plans indicates that the site coverage is higher at 95% (129sqm), which requires a variation of 35% in the above standard.
76. Although high, this is considered an acceptable variation and is reasonable in the context of the site in an inner urban environment, and the established neighbourhood character which is characterised by high site coverages. Examples of dwellings, rear additions, outbuildings and garage structures exceeding 60% can be identified within the immediately surrounding area. Clause 22.10-3.6 states that a new development should not exceed a maximum site coverage of 80% unless the pattern of site coverage in the immediate area is higher.
77. The adjoining properties to the east and south associated with the Rosella factory complex appear to have a 100% site coverage. In addition there appears to be a number of residential properties (No 124 Gwynne Street, 173 Cubitt Street and 201 Dover Street) which exceed a site coverage of 80%. Given this surrounding context and provision for landscaping (planter boxes) to softer the built form to the residential interfaces it is considered acceptable in this location.

#### *Permeability*

78. The decision plans identify a site permeability of 10% (13.2sqm) located within the front and rear setbacks. These permeable areas includes the 9sqm basement courtyard within the front setback. The courtyard has a balcony structure located above it which reduces the permeable area to approximately 4.7sqm. Including the 4.1sqm permeable area within the rear setback, this equates to a total permeable area of 8.8sqm (6.4%).

79. This requires a variation of 13% in the above standard. A variation is considered acceptable in this instance given the surrounding context where there are high site coverages and as such low areas for permeability, with examples provided in the previous section of this report. The proposed development does incorporate a 3,000 litre rain water tank to reduce the impact of increased stormwater run-off on the drainage system.
80. The amended plans submitted pursuant to Section 57A of the *Planning and Environment Act 1987* did not include a STORM report. However from the original advertised plans (Section 52 plans), the proposal achieved a STORM score of 106% through the installation of a 3,000L rainwater tank. Given the similarities in the overall design response and building footprint in both sets of plans it is considered that the amended plans can achieve a STORM rating of 100%. A condition will be included for an amended STORM assessment to be submitted.

#### *Energy efficiency*

81. Overall, it is considered that the proposal will achieve an appropriate level of energy efficiency, consistent with the objective of the standard. The dwelling will achieve adequate levels of solar access and natural ventilation through the provision of fenestration to all habitable rooms and also allow for cross-ventilation.
82. The basement level bedroom will abut a 9sqm courtyard and will receive an adequate level of daylight pursuant to Clause 54.05-1 (Daylight to New Windows) of the Scheme. A full assessment will be discussed later in this report.
83. Given the east-west orientation of the subject site, overshadowing will be primarily be contained to Munro Street to the south and Gwynne Street in the afternoon period. Some overshadowing to the adjoining properties at No. 165 Cubitt Street will occur during the morning period. However, as will be discussed later in this report, the extent of overshadowing is in accordance with the overshadowing standard and reasonable given the inner-city context.
84. There are no solar panels on adjoining sites affected by the proposed development.

#### *Side and rear setbacks*

85. This standard stipulates the following:  
*“A new building not on or within 200mm of a boundary should be set back from side or rear boundaries:*
- (a) *At least the distance specified in a schedule to the zone, or*
- (b) *If no distance is specified in a schedule to the zone, 1 metre, plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres.”*
86. The proposed development incorporates a three storey built form, with a raked wall constructed along the second floor to Munro Street and a rear setback provided from the western boundary. A review of the proposal against the above standard has identified that the raked wall to the southern boundary is setback approximately 0.21m, requiring a variation in the above standard.
87. The following table identifies the heights, required and proposed setbacks and where the variations to the standard are requested:

<b>Proposed wall</b>	<b>Wall height</b>	<b>Setback required</b>	<b>Proposed setback</b>	<b>Variation required</b>
Southern (second floor)	8.76m to 9m	3.85m to 4.09m	0.21m	3.64m to 3.88m
Western (first floor – dining room window)	5.8m	1.66m	5.9m	N/A

Western (first floor – screening to terrace)	4.56m	1.28m	1.05m	0.23m
Western (second floor)	9m	4.09m	5.9m	N/A

88. The above variations are considered acceptable for the following reasons:

- (a) The subject site is located on a corner site which abuts a C2Z to the east and south where higher built form are present. A review of the surrounding area has identified three/four storey built forms to the east at No. 64 Balmain Street (east) and No. 132 Gwynne Street (south).
- (b) The off-site amenity impacts and in particular overshadowing are considered acceptable with shadowing generally confined to Munro Street and Gwynne Street. There is to be some limited overshadowing in the morning period to No. 165 Cubitt Street will occur during the morning period. However, as will be discussed later in this report, the extent of overshadowing is in accordance with the overshadowing standard and reasonable given the inner-city context.
- (c) A small variation is required for the screening towards the western interface of 0.23m. As discussed above, overshadowing is considered acceptable and to soften the visual bulk, landscaping has been provided to within the 1.2m setback (figure 9)

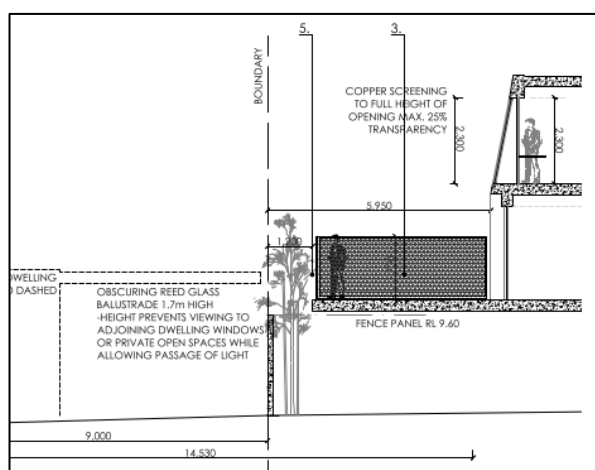


Figure 9 – Screening section showing landscaping buffer to No 165 Cubitt Street

- (d) The variation to the south is more significant however this side does not have a sensitive interface, with Munro Street providing a buffer to the commercial property at No. 132 Gwynne Street.

#### Walls on boundaries

89. This standard stipulates the following:

*“A new wall constructed on or within 200mm of a side or rear boundary of a lot or a carport constructed on or within 1 metre of a side or rear boundary of lot should not abut the boundary:*

- (a) *For a length of more than the distance specified in a schedule to the zone; or*
- (b) *If no distance is specified in a schedule to the zone, for a length of more than*
  - (i) *10 metres plus 25 per cent of the remaining length of the boundary of an adjoining lot, or*

(ii) *Where there are existing or simultaneously constructed walls or carports abutting the boundary on an abutting lot, the length of the existing or simultaneously constructed walls or carports whichever is the greater.”*

90. It is proposed to construct boundary walls along the northern, southern and western boundaries.
91. Pursuant to the above standard the boundary walls along the northern and southern boundaries should not exceed a length of 14.33m. It is proposed to construct a boundary wall length of 26.4m along the northern boundary and 24.45m along the southern boundary. Under the above standard the northern boundary wall will require a variation of 12.07m and the southern wall will require a variation of 10.12m.
92. No variation is required for the proposed western (rear) boundary wall, which has a proposed length of 4.95m.
93. A variation in the northern and southern boundary wall lengths is considered acceptable in this instance for the following reasons:
- The majority of the wall along the northern boundary (21.35m) will abut an existing boundary wall associated with No. 128 Gwynne Street.
  - The two and three storey section of the northern boundary wall will be constructed adjacent to the existing boundary wall/roof associated with No. 128 Gwynne Street, with only the single storey portion and first floor screening associated with the rear terrace directly interfacing the adjoining secluded private open space to the north. The built form mass is further reduced through the use of 25% transparent copper screening and a 0.195m setback.
  - The built form presenting to Munro Street is sufficiently articulated through the use of fenestration, copper screening, rendered finishes and the raked second floor.
  - The majority of overshadowing is contained to Munro Street and Gwynne Street. There will be a limited amount of overshadowing into No. 165 Cubitt Street during the morning period but this is not considered unreasonable as discussed later in this report.
  - All abutting existing habitable room windows will receive daylight in accordance with Clause 54.
94. A variation is also required in relation to the boundary wall heights along the northern and southern boundaries and are as follows:

Boundary	Maximum wall height	Average wall height	Variation required
Northern	8.825m	7.3m	4.2m
Southern	9m	6.2m	2.6m

95. A variation in the wall length is considered acceptable in this instance for the following reasons:
- There are examples of boundary walls constructed in excess of the above standard within the immediate area, with No. 132 Gwynne Street along the opposite side of the street having a triple storey wall constructed to the boundary.
  - The two/three storey portion of the northern boundary wall will be constructed adjacent to the existing boundary wall associated with No. 128 Gwynne Street, with only the single storey portion and first floor screening associated with the rear terrace directly interface the adjoining secluded private open space to the north. The built form is further reduced through the use of 25% transparent copper screening and a 0.195m setback.

- (c) It is considered that given this sensitive interface a greater setback is required to reduce the visual bulk. As such, a condition will be included for the screening to be setback in accordance with Standard A10 of Clause 54.04-1. This will result in a setback of 1.2m from the northern boundary.
- (d) The upper portion of the northern boundary wall will be visible when viewed from the north. To reduce the bulk, it is proposed to incorporate a rough case concrete finish. There are concerns that this treatment does not sufficiently reduce the visual bulk or providing a visual interesting interface. As such, a condition will be included for an alternative treatment to be incorporated to the satisfaction of the Responsible Authority.
- (e) The built form presenting to Munro Street is sufficiently articulated through the use of fenestration, copper screening, rendered finishes and the raked second floor.
- (f) The off-site amenity impacts, in particular overshadowing is contained to Munro Street and Gwynne Street. There will be a limited amount of overshadowing into No. 165 Cubitt Street during the morning period but is in accordance with the relevant overshadowing standard.

#### *Daylight to existing windows*

96. This standard stipulates the following:

*“Buildings opposite an existing habitable room window should provide for a light court to the existing window that has a minimum area of 3 square metres and minimum dimension of 1 metre clear to the sky. The calculation of the area may include land on the abutting lot. Walls or carports more than 3 metres in height opposite an existing habitable room window should be set back from the window at least 50 per cent of the height of the new wall if the wall is within a 55 degree arc from the centre of the existing window”.*

97. The windows of adjoining properties would continue to receive adequate daylight levels in accordance with the standard as these would all continue to face into areas greater than the minimum light court area of 3sqm. The proposed wall heights to where the windows are positioned are excess of 50% of the wall height. This dwelling already has adequate setbacks to facilitate appropriate daylight levels to existing windows.

#### *Overshadowing*

98. This standard requires, where sunlight to the secluded private open space of an existing dwelling is reduced, at least 75%, or 40 square metres with a minimum dimension of 3 metres should receive a minimum of five hours of sunlight between 9am and 3pm on 22 September. If existing sunlight to the secluded private open space (POS) of an existing dwelling is less than the requirements of this standard, the amount of sunlight should not be further reduced.
99. As a result of the east-west orientation of the subject site, overshadowing will be contained to only one secluded private open space at No. 165 Cubitt Street. This property is impacted by shadows cast at 9am and 10am as a result of the proposed 1.7m high first floor terrace screening. Given the inner city context and site orientation this open space experiences overshadowing from existing built forms, fencing and the shadowing caused by the dwelling on the property itself. As a result, the property does not currently meet the above standard, which is a common occurrence within an inner city context.
100. A review of the shadow diagrams submitted with the application has identified that extent of overshadowing is inaccurate as it does not take into account the shadow caused by the reed glass the western side of the first floor terrace. When the glass is taken into account, this results in the following levels of overshadowing:

165 Cubitt Street (SPOS area – 28sqm)

	<b>9am</b>	<b>10am</b>	<b>11am</b>
Existing shadow to POS	14.5m <sup>2</sup> (52%)	8.5m <sup>2</sup> (30%)	No change



Proposed shadow to POS	16.5m <sup>2</sup> (55%)	9.2m <sup>2</sup> (32%)	No change
Increase shadow	2m <sup>2</sup> (3%)	0.7m <sup>2</sup> (2.5%)	No change

101. From the above table, the proposed development will only increase overshadowing by 2sqm at 9am and 0.7sqm at 10am when assessed under the above standard. Taking into account the extent of existing overshadowing, this open space will receive a total of 37% or 10.4sqm of solar access at 9am and 65% or 18.3sqm of solar access at 10am. Furthermore, a 0.5sqm section of the additional shadowing at 10am is cast by the reed glass balcony, which will allow some light to penetrate through this area.
102. Taking into account the inner city context and the 11.5sqm to 13.3sqm of usable space which will receive no additional overshadowing, it is considered that the above variation is acceptable in this instance.

#### *Overlooking*

103. The overlooking standard requires that any habitable room windows or balconies are 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.

#### Ground floor

104. There is no overlooking concerns identified along the ground floor, with boundary walls exceeding 1.8m in height constructed to the abutting secluded private open spaces to the north (No. 128 Gwynne Street) and west (No. 165 Cubitt Street).

#### First floor

105. Overlooking from the first and second floors is confined to the abutting secluded private open spaces to the north (No. 128 Gwynne Street), west (No. 165 Cubitt Street) and south-west (No. 167 Cubitt Street). There is no overlooking concerns to the east or immediately south as both adjacent properties are commercial in nature.
106. To prevent overlooking from the first floor terrace, 1.7m high screening has been provided along the northern and western section of the terrace. The screening is 1.7m high and has a transparency of 25% (or is otherwise obscured) in accordance with the above standard. The south-facing windows appear to be screened but this is not necessary for overlooking purposes as the windows are beyond 9m from the nearest secluded private open spaces and habitable room windows.
107. It has been identified that the copper screen legend on TP-10 (east and west elevations) does not have a 25% transparent notation, as notated on TP-11. A condition will be included to TP-10 to add a notation for the copper screen to be 25% transparent.
108. A 1.25m high balustrade is provided along the southern section of the terrace. A review of the site plan has identified no overlooking into No. 167 Cubitt Street to the south-west with this area of secluded private open space 9.8m away.

#### Second floor

109. Potential overlooking has been identified from the west-facing retreat room into the adjoining open spaces. To prevent overlooking a floor to ceiling copper screen has been provided with a minimum transparency of 25% in accordance with the above standard.
110. The south-facing windows are screened but this is not necessary for overlooking purposes as the windows are beyond 9m from the nearest secluded private open spaces and habitable room windows.

#### *Daylight to new windows*

111. This standard requires all habitable room windows to face an “*outdoor space clear to the sky or a light court with a minimum area of 3 square metres and minimum dimension of 1 metre clear to the sky*”.
112. All of the proposed windows (with the exception of the basement bedroom) will face an area with a minimum space of 3sqm and minimum dimension of 1m clear to the sky.

113. The basement bedroom will interface a 9sqm courtyard. Council's ESD Office has raised concerns that the basement has poor access to daylight and natural ventilation. A review of the courtyard has identified that even with the ground floor balcony overhang, the courtyard will have a void of 6.4sqm, which is well in excess of the minimum 3sqm required under the above standard. However the first floor balcony overhang will only provide an area of 4.8sqm, with a minimum width of between 830mm to 1.095m which is not in accordance with the standard. Given the varied setbacks (widths) provided to the balcony, which exceed 1m, it is considered that adequate daylight will be provided.
114. With regards to the theatre room, this is not considered a habitable room and is unlikely to be used as such given its open plan nature to the staircase and lift area.

*Private open space*

115. This standard stipulates the following:

*"a dwelling should have private open space consisting of an area of 80 square metres or 20 per cent of the area of the lot, whichever is the lesser, but not less than 40 square metres. At least one part of the private open space should consist of secluded private open space with a minimum area of 25 square metres and a minimum dimension of 3 metres at the side or rear of the dwelling with convenient access from a living room".*

116. The proposed development has been provided with a total of approximately 42sqm of private open space within ground floor courtyard, first floor terrace and ground, first and second floor balconies fronting Gwynne Street. A minimum of 25sqm has been provided to the first floor terrace, which has convenient access via the dining room in accordance with the above standard.
117. However as a result of the setting back of the first floor terrace screen from the northern boundary, this will result in a total area of approximately 16sqm. This will require a variation of 9sqm in the above standard. The terrace will still maintain a minimum dimension of 3m. A variation in the overall area is considered acceptable as it will still provide a usable open space, which has good solar access from the midday/afternoon period.

*Solar access to open space*

118. The proposed development provides the dwelling's primary open space in the form of a first floor terrace to the rear (western) boundary. This space will receive appropriate solar access from mid-day and afternoon periods, with no built form directly to the north.
119. Secondary east-facing balconies have been provided with an outlook to Gwynne Street which will receive direct solar access during the morning period.

*Design detail*

120. The proposed materials are generally respectful of the existing and emerging neighbourhood character, with a mix of roughcast concrete, smooth finish concrete, copper cladding, copper screening, reed glass balustrade and fenestration. These materials are considered acceptable and not out of character with materials used in some recent developments within the area. This ensures that the proposed materials are generally sympathetic to the surrounding area and existing dwelling.
121. As discussed earlier in this report there are concerns with regards to the use of the roughcast concrete along the northern boundary wall. The concern is that this finish will not sufficiently reduce the visual bulk when viewed from the north. As such, a condition will be included for an alternative treatment to be incorporated to the satisfaction of the Responsible Authority. A further condition will be included for all elevations to be in colour to assess the proposed finishes.
122. The smooth concrete finish to the fencing fronting Gwynne Street and Munro Street may attract graffiti. Particularly given the commercial interfaces to the east and south. A condition will be included for the fences fronting both streets to be treated with a graffiti proof finish.

*Front fence*

123. Pursuant to Clause 22.10 of the Scheme, “*high solid fence treatments to street boundaries should be avoided*” and development should “*limit front fence heights to allow views into the site from the street*”. Front fences along Gwynne Street are a mix of low timber picket fences, increasing in scale to high rendered and brick fences towards the north. Along Munro Street, only high timber paling fences are constructed to provide privacy to the secluded private open spaces. It is proposed to construct a 1.6m to 1.66m high front fence to Gwynne Street, with the incorporation of six vertical slits. The fence will continue to wrap around Munro Street and increase in height to 1.82m, following the slope of the land. The slits ensure that there is a break/transparency in the fence and also provides some visual interest.
124. Council’s Urban Design Unit have raised concerns with respect to the fence heights and their solid nature along both Gwynne Street and Munro Street. The concern is that their solid nature is, “*preventing and engagement with the street at ground floor except for some (apparent) slits at each end*”. The Urban Design Unit has recommended that the fence height be lowered or made more visually permeable and that at a minimum a third set of slits be added.
125. Given the surrounding context and in particular the commercial interfaces, the slope of the land and presence of other high fences within the surrounding area, the proposed fence height is considered acceptable. However, it is agreed that a third set of slits should be incorporated along Munro Street to increase the street level activation. This will be conditioned on any permit that is issued.

#### Car parking

126. As outlined in the Planning Scheme provisions earlier in this report, a reduction in the statutory car parking requirements is not sought. However, the application is subject to a number of provisions contained within Clause 52.06-9 (Design Standards for Car Parking) of the Yarra Planning Scheme. In particular, Design Standard 2 requires car spaces within a garage or carport to be at least 6m long and 3.5m wide for a single space. The above clause states that plans must meet the design standard of Clause 52.06-9, unless the Responsible Authority agrees otherwise.
127. The car parking area is proposed to have a length (depth) of 4.9m and a minimum width of 4.7m (measured from the roller door entry). The proposed width meets the relevant design standard, however a variation of 1.1m is required for the car space length (depth). A variation is considered acceptable for the following reasons:
- (a) The existing dwelling has a car space in the same location, which is restricted in length to 4.9m because of the width of the site. Therefore there will be no relative change in the existing car parking conditions on-site (figures 4, 10 and 11).

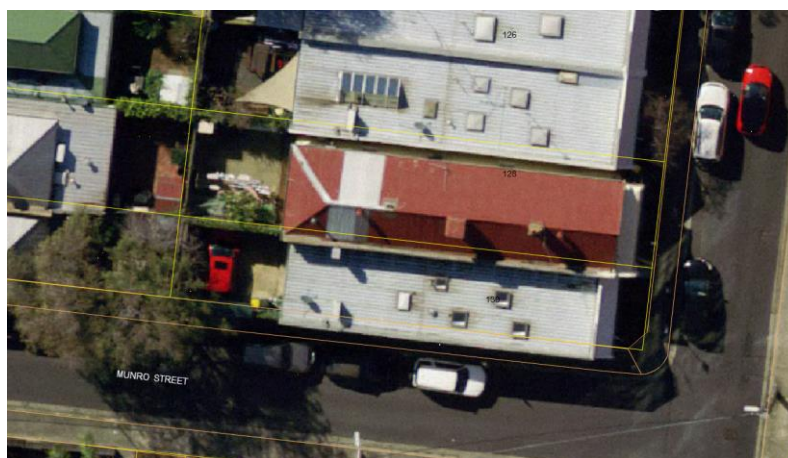


Figure 10 – Aerial photo subject site – September 2015



Figure 11 – Aerial photo subject site – June 2019

- (b) Table 2 of design standard 2 of Clause 52.06-9 (minimum dimensions of car spaces and accessways) permits a car space length of 4.9m. Although it is acknowledged that this section is not relevant to garages, car spaces are permitted to have a length of 4.9m, which is the length proposed under the proposed application.
- (c) The owners would be aware of the reduced width and the need for a small vehicle to occupy the car space. A note will also be included on the plans by way of condition that the car space is to be used for small cars only.
128. The existing floor plans identify a 2.8m wide crossover along Munro Street. It is proposed to construct/widen the crossover to 4.75m to the east, with no apparent extension of the crossover to the west towards No. 165 Cubitt Street. A site inspection has identified two car spaces to the east of the existing crossover (Figure 4).
129. The proposed plans identify that the two car spaces to the east are to be retained. The distance however from the splay of the crossover to the parking sign will be reduced from approximately 13.7m to 11.7m. The car space lengths do not appear to have been altered, from the existing conditions. The result will be that the westernmost of the two spaces to the east of the crossover will be located closer to the splay. There will however still be manoeuvring space to the west of the crossover to manoeuvre into and out of the space. Therefore there will be no reduction in the on-street car parking as a result of the proposed development.
130. As discussed earlier in this report, the applicant has demonstrated that a B35 (small car) can park within the 4.9m long car space. In addition, the plans also demonstrated that a B35 vehicle can enter and exit the car space in a safe and efficient manner.
131. Council's Traffic Engineering Unit have stated, "*Council will not issue a vehicle crossing permit unless the garage dimensions is suitable to accommodate a B85 design vehicle and has the minimum internal dimensions of the garage satisfies the requirements of AS/NZS 2890.1:2004*". This would require the car space to have an internal car space dimension of 5.4m in length. As discussed this is not possible.
132. For the reasons outlined in paragraph 128, it is considered that the construction/widening of the crossover is acceptable in this instance. Furthermore, if the crossover permit is refused, the applicant can still avail the existing crossover.

#### Objector concerns

133. Many of the objector issues have been discussed within the body of the report and are as follows:
- (a) Built form and neighbourhood character (paragraphs 58 to 66)
- (i) Not responsive to neighbourhood character or heritage overlay.

- (ii) Out of character with low scale along street.
- (iii) Not responsive to design elements along street (i.e. architectural form, building materials).
- (iv) Exceeds maximum building height permitted under the zone.
- (b) Loss of daylight/overshadowing (paragraphs 96 to 102).
- (c) Lack of setbacks (paragraphs 85 to 88).
- (d) Excessive site coverage/lack of permeability (paragraphs 75 to 79).
- (e) Overlooking (paragraphs 103 to 110).
- (f) Car parking: (paragraphs 126 to 132).
  - (i) Loss of on-street car parking.
  - (ii) Extent of reduction sought.

134. The outstanding objections raised are as follows:

- (a) Setting of a precedent

When assessing a planning application, each is considered on its merits and not on the precedent of previous applications.

- (b) Loss of property values

The potential devaluation of properties is not a decision guideline which is contained within the Planning Scheme or Planning and Environment Act 1987. Council can therefore not consider the potential devaluation of properties in this application.

- (c) Noise

It is not anticipated that the proposed development will result in any levels of noise above what can be reasonably expected from a residential development. Furthermore, the use as a dwelling is an as of right use within a General Residential Zone.

## Conclusion

135. Based on the above report, the proposal is considered to comply with the relevant planning policy and should therefore be supported, subject to conditions

## RECOMMENDATION

That having considered all objections and relevant planning policies, Council resolve to advise the Victorian Civil and Administrative Tribunal that it supports the decision plans, and that had Council been in a position to, it would have issued a Notice of Decision to Grant a Planning Permit PLN18/0945 for the development of the land for the construction of a triple storey dwelling with a basement at 130 Gwynne Street, Cremorne, 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 C. McFadyen Design, Drawing Nos. 1803-TP01 to TP18, Rev D and dated 24 June 2019 but modified to show:
  - (a) Additional vertical slits along the Munro Street fence.
  - (b) The submission of a Water Sensitive Urban Design Response in accordance with Clause 22.16 of the Yarra Planning Scheme.
  - (c) The copper screen material legend on elevation TP-10 to provide an annotation that it is to be 25% transparent.
  - (d) The copper screening along the northern section of first floor terrace to be set back 1.2m from the northern boundary.

- (e) Any additional screening to the west-facing, first floor window as a result of condition 1(d) in accordance with Clause 54.04-6 (overlooking) of the Yarra Planning Scheme.
  - (f) Notation stating the car space can only accommodate a small vehicle.
  - (g) An alternative finish/material to be incorporated along the second floor northern boundary wall.
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. 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.
  4. 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.
  5. Before the building is occupied, any wall located on a boundary facing public property must be treated with a graffiti proof finish to the satisfaction of the Responsible Authority.
  6. 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; and
    - (b) To the satisfaction of the Responsible Authority.
  7. 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.
  8. 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; or
    - (c) Sundays, ANZAC Day, Christmas Day and Good Friday at any time.
  9. 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 5555 to confirm.

Provision must be made for drainage of the site to a legal point of discharge. Please contact Council's Building Services on 9205 5555 for further information.

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

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 5555 to confirm.

**CONTACT OFFICER:** Gary O'Reilly  
**TITLE:** Senior Statutory Planner  
**TEL:** 9205 5040

**Attachments**

- 1 PLN180723 - 130 Gwynne Street, Cremorne - Site Plan
- 2 PLN180945 - 130 Gwynne Street, Cremorne - S57B Advertised Plans
- 3 PLN180723 - 130 Gwynne Street, Cremorne - ESD Referral
- 4 PLN180945 - 130 Gwynne Street, Cremorne - Engineering Comments
- 5 PLN180945 - 130 Gwynne Street, Cremorne - Urban Design Advice
- 6 PLN180945 - 130 Gwynne Street, Cremorne - Vehicle Access Assessment

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**1.6 PLN19/0450 - 36-52 Wellington Street, Collingwood - Construction of a multi-storey office building, use of the land for food and drink premises and a reduction in the car parking requirement.**

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## Executive Summary

### Purpose

1. This report provides an assessment of the application PLN19/0450 at 36-52 Wellington Street, Collingwood, which proposes the construction of a multi-storey office building, use of the land for food and drink premises and a reduction in car parking
2. The purpose of this report is to form Council's position on the application prior to the compulsory conference at the Victorian Civil Administrative Tribunal (VCAT) scheduled for 26 March 2020 (see VCAT proceedings below).

### Key Planning Considerations

3. Key planning considerations include:
  - (a) Land use (Clauses 11.02, 17.01, 17.02, 21.04 and 34.02 of the Yarra Planning Scheme).
  - (b) Built form and design (Clauses 15.01, 21.05, 22.05, 22.10, 34.02 and 43.01 (Schedules 2 and 11) of the Yarra Planning Scheme).
  - (c) Off-site amenity impacts (Clauses 15.01, 22.05 and 22.10 of the Yarra Planning Scheme).
  - (d) Car and bicycle parking (Clauses 18.01, 18.02, 21.06, 52.06 and 52.34 of the Yarra Planning Scheme).

### Key Issues

4. The key issues for Council in considering the proposal relate to:
  - (a) policy and strategic support;
  - (b) use;
  - (c) built form and design;
  - (d) public realm;
  - (e) sustainable design;
  - (f) offsite amenity impacts
  - (g) car parking / traffic;
  - (h) bicycle facilities; and
  - (i) Objector concerns.

### Submissions Received

5. Eleven (11) objections were received to the application, these can be summarised as:
  - (a) design (height, scale, bulk, character);
  - (b) heritage;
  - (c) amenity (overlooking, overshadowing, loss of light);
  - (d) traffic and car parking;
  - (e) Wind impacts;



- (f) lack of office demand;
- (g) construction impacts;
- (h) loss of views; and
- (i) impact on property values

6. Four (4) statement of grounds have been submitted.

**VCAT Proceedings**

7. On 10 January 2020, Council was informed that the applicant had lodged a Section 79 'failure to determine within the prescribed time' appeal with the Victorian Civil and Administrative Tribunal (VCAT).

**Conclusion**

8. 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 recommendation:

- (a) The western portion of the building reduced by a further storey.

**CONTACT OFFICER:** Amy Hodgen  
**TITLE:** Senior Coordinator Statutory Planning  
**TEL:** 9205 5330

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**PLN19/0450 - 36-52 Wellington Street, Collingwood - Construction of a multi-storey office building, use of the land for food and drink premises and a reduction in the car parking requirement.**

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Reference: D20/25752

Authoriser:

[Help](#)

<b>Ward:</b>	Langridge Ward
<b>Proposal:</b>	Construction of a multi-storey office building, use of the land for food and drink premises and a reduction in car parking
<b>Existing use:</b>	Commercial/warehouse
<b>Applicant:</b>	Hines 36 Wellington Property Pty Ltd
<b>Zoning / Overlays:</b>	Commercial 2 Zone/Design and Development Overlay Schedules 2 and 11
<b>Date of Application:</b>	10 July 2019
<b>Application Number:</b>	PLN19/0450

**Planning History**

1. Council's Records contain a number of previous planning permits associated with the commercial/warehouse uses and associated buildings and works. The planning history does have any bearing on the assessment of the current application.

**Background**VCAT Proceedings

2. On 10 January 2020, Council was informed that the applicant had lodged a Section 79 'failure to determine within the prescribed time' appeal with the Victorian Civil and Administrative Tribunal (VCAT).
3. The closing date for objectors and referral authorities to lodge a statement of grounds with VCAT was 14 February 2020. Four (4) Statement of Grounds have been received.
4. On 24 February 2020, the applicant circulated substituted plans that it intends to rely upon at VCAT. The changes are in response to advice from Council's external urban design consultant. The key changes to these plans included:
  - (a) Reduction in the overall maximum building height by 2.05m
  - (b) Reduction in the height of the western portion of the building by two-storeys
  - (c) Podium height increased by 1 storey
  - (d) Introduction of a lightcourt at the south-east corner of the podium (Levels 1-4)
  - (e) Glazing along the southern boundary wall of the podium removed and brick pattern added for articulation.
  - (f) Setback cantilevered elements at the north-west corner of the building by 1.15m to 2.4m.
  - (g) Change of material to the rooftop services screen (from terracotta to white)
  - (h) Modification to the architectural treatment as illustrated in the images below

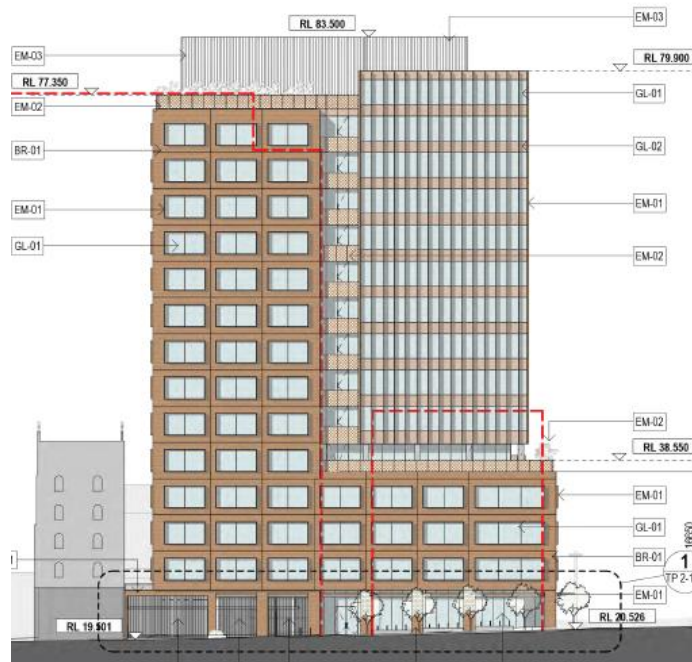


Figure 1: Northern elevation (Advertised)

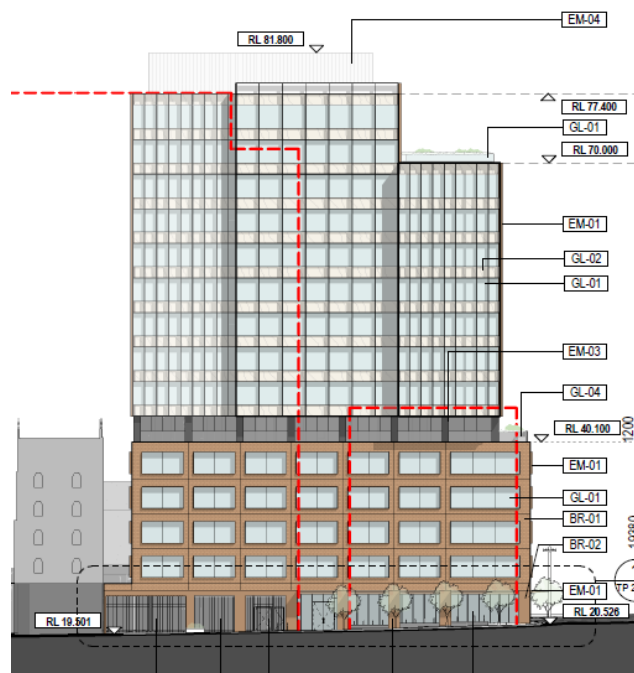


Figure 2: Northern elevation (VCAT Amendment)

5. Notice of the substituted plans has been provided to all parties of the appeal, previous objectors and those original notified by Council of the planning application.
6. A further opportunity for parties to join the VCAT proceedings is created as a result of the circulation of amended plans. The closing day for any additional Statement of Grounds associated with the amended plans is 19 March 2020.
7. A compulsory conference is scheduled on 26 March 2020.
8. If consent cannot be reached between the parties, the matter will proceed to a full hearing over three days, commencing 18 March 2020.

## The Proposal

9. The application seeks to construct a multi-storey office building, use of the land for food and drink premises and a reduction in car parking. The following is a summary of the application based on the amended plans prepared by Jackson Clements Burrows Architects dated 31 January 2020 substituted as part of the VCAT proceedings:

### Use

10. The proposed development will include office (as of right) and two food and drink premises. The food and drink premises will operate between 7am and 6pm, 7 days with a maximum of 150 patrons – 20 patrons for the 70sqm café and 130 patrons for the 511sqm food and drink premises.

### Buildings and works

#### **Basement**

11. Two levels of basement parking is proposed, with a 1.82m setback from Wellington Street, 0.93m – 1.1m setback from the southern boundary and a 0.4m to 1m setback from the eastern boundary.
12. The two levels of basement provide a total of 81 conventional car spaces, including 5 electric vehicle spaces, a delivery bay and two accessible car spaces. Six motorcycle parking spaces are also provided.
13. Various building services are shown including a substation, switch room, fire pump room, water meters and an exhaust fan room.

#### **Ground level**

14. The ground level is to be partly set back from Wellington Street by 3.35m (at the northern end) and partly built to the boundary (at the southern end). Along Northumberland Street, a 3.33m setback is provided at the eastern end, with the western end increasing 6.31m beyond a colonnade, which is set back 3.33m. The eastern wall is built to the boundary at the northern end, tapering away at the southern end as a consequence of a slightly irregular boundary alignment. Similarly, the eastern end of the southern wall is also marginally set back from the boundary.
15. The northern setback is to contain outdoor benches and visitor bicycle parking accommodating 28 bicycles.
16. The ground level comprises a food and drink premises (511sqm) and a café (70sqm) both facing Wellington Street.
17. An office lobby is provided along Northumberland Street, which connects to a lift core comprising 7 lifts including a dedicated goods lift.
18. Vehicle access to the basement ramp is via Northumberland Street at the eastern end, with an 8.55m wide opening to the street.
19. Bicycle parking and end of trip facilities are located within the south-eastern portion of the ground floor accommodating 180 bicycle spaces in two secure rooms, 1 DDA change room, 10 male and 10 female shower/changing facilities with 330 lockers. Direct corridor access to the bicycle facilities is provided via Northumberland Street.
20. A bin store room is located adjacent to the vehicle access ramp.
21. Ground level building services provided including a fire booster cabinet, fire control room and a gas cabinet.

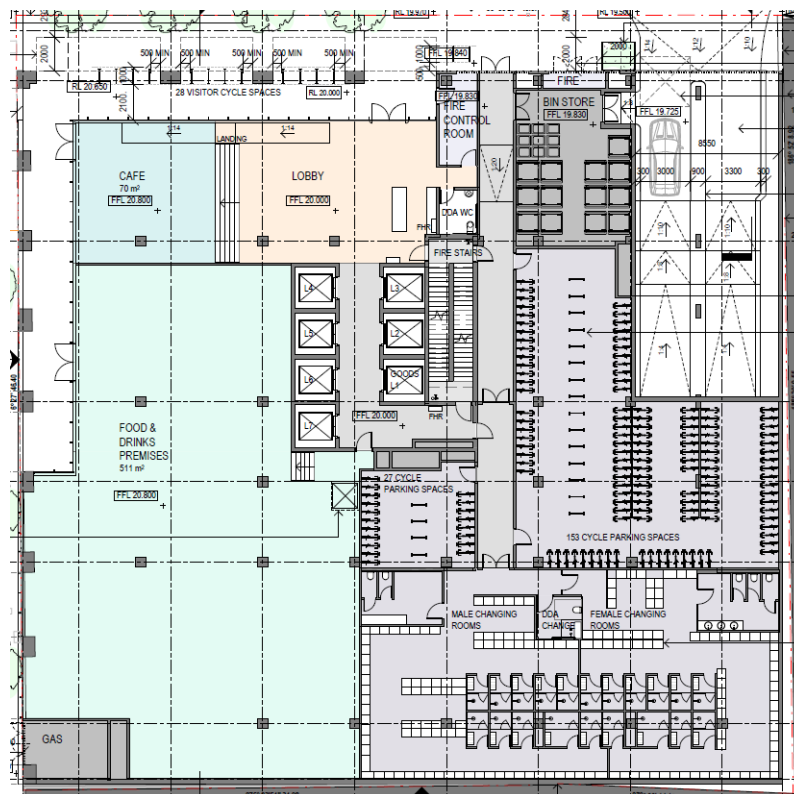


Figure 3: Ground level plan

#### **Mezzanine**

22. A mezzanine level is provided housing additional building services, including a rainwater tank.

#### **Levels 1-4**

23. These levels are built to the western boundary, set back 3.32m-3.34m from the northern boundary, 3.21m-3.63m from the eastern boundary and partly set back 3m from the southern boundary (at the eastern end) and built to the boundary for the remainder.
24. These levels contain a single office tenancy, with a central core and toilet facilities.

#### **Level 5**

25. This level matches the northern and eastern setback of the levels below. The western wall is set back 3.33m from the western boundary and 3m-3.35m from the southern boundary, with a terrace provided within the western setback and part of the southern setback.
26. This level contains a single office tenancy with a central core and toilet facilities.

#### **Level 6-7**

27. This level provides a 2.86m-3.27m setback from the western boundary, a staggered setback from the northern boundary of 1.16m, 2.39m and 3.44m from west to east, a 3.14m to 3.75m setback from the eastern boundary and a 3.71m setback from the southern boundary.
28. These levels contain a single office tenancy with a central core and toilet facilities.

#### **Level 8**

29. The building setbacks of Level 8 match the levels below. The only difference from levels 6 and 7 is the western lift core does not extend to this level, with core rises below.

#### **Level 9-12**

30. The setbacks match levels 6-8 below. There is a slight increase in the leasable floor area with the absence of the western lift core (or riser) on these levels.
31. These levels contain a single office tenancy.

**Level 13**

32. The setback from the western boundary is increased by 11m from the levels below, with this area accommodating an external terrace with perimeter planting. All other setbacks are unchanged.

**Level 14**

33. The setbacks match Level 13, excluding the terrace within the western setback.

**Rooftop plan**

34. A roof top services enclosure is proposed centrally within the roof top area, with a 5m high screen. This is set back 2.4m from the western roof edge, between 3.2m and 4m from the northern edge, 1.5m from the eastern edge and 3.2m from the southern edge.
35. A PV array is proposed above the services enclosure, which will be concealed by the 5m high screen. This screen is also proposed to conceal the roof overrun.

**Elevations/materials**

36. A podium/tower form is proposed with the podium at RL40.1 (max 20.51m above NGL)
37. The overall height of the building is RL 78.55 (max. 59.05m above NGL) to the uppermost parapet level, and RL81.8m (max. 62.29m above NGL) to the top of the roof top services screen.
38. The podium is composed of brick with metal shrouding to window openings.
39. The upper levels are predominated glazed with aluminium fins in a terracotta powder coat finish.

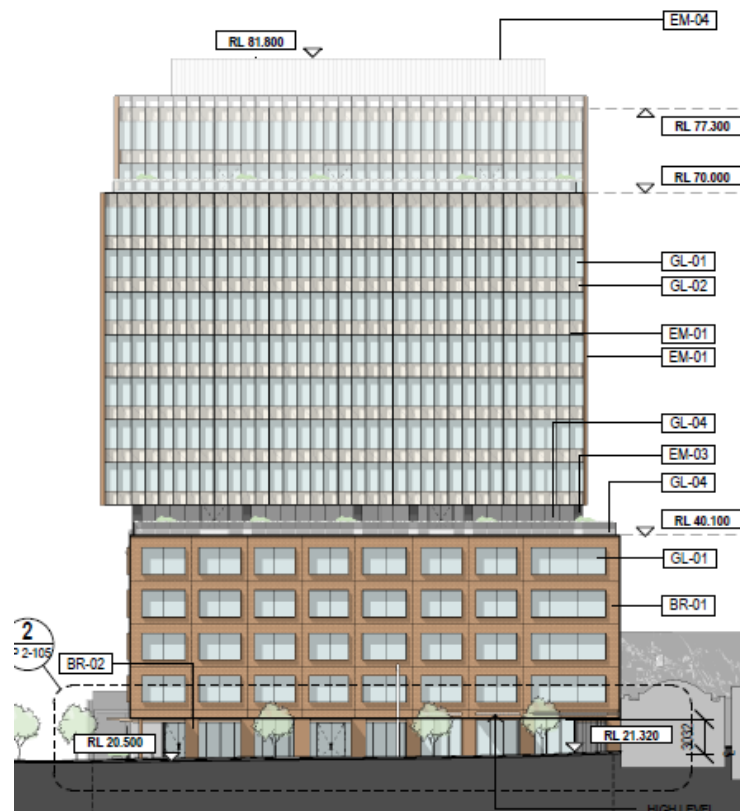


Figure 4: Western elevation (Wellington Street)

**Public realm works**

40. Streetscape improvement works are proposed along both street frontages including:

- (a) Setting back the ground floor along Northumberland Street to provide a more generous footpath
- (b) Street tree planting
- (c) Public seating
- (d) 28 visitor bicycle spaces proposed.

### **ESD initiatives**

- 41. Timber frame (rather than concrete) construction to the upper levels (Levels 5-14)
- 42. 5 star Green Star Design and As-Built Rating tool
- 43. 33kL rainwater tank
- 44. PV solar array to the roof top services

### **Existing Conditions**

#### Subject Site

- 45. The subject site is located on the south-east corner of Wellington and Northumberland Streets in Collingwood. The site comprises three allotments formally described as:
  - (a) Lot 1 on TP810148 (No. 36 Wellington Parade)
  - (b) Lot 1 on TP810151 (No. 38-46 Wellington Parade)
  - (c) Lot 1 on PS508232 (No. 48-52 Wellington Parade)
- 46. There are no covenants or agreements registered on the titles provided, however there is a party wall easement that extends along the western half of the southern boundary associated with the southmost lot (No. 36 Wellington Street).
- 47. The overall site is rectangular in shape with a 46.4m frontage to Wellington Street and a 45.87m frontage to Northumberland Street. The total site area is approximately 2,140sqm.



**Figure 5: Feature and Level Survey**

- 48. The site presently supports two single storey buildings and a double storey building all facing Wellington Street and of masonry construction. The buildings are built to all boundaries, with 100% site coverage.



**Figure 6: Subject site as viewed from Wellington Street**

- 49. Vehicle access from Wellington Street is provided to No. 38-46 Wellington Parade and No. 48-52 Wellington Parade. A second vehicle access point is provided from Northumberland Street toward the eastern end.

Surrounding Land

- 50. The site is within an area undergoing significant transformation. Historically, the area had a character of low scale warehouse and industrial uses, with pockets of larger built form, such as the Northumberland Silos to the east.
- 51. There have been a significant number of recent planning approvals for larger developments within the immediate surrounding area as mapped in the applicant’s site context report (image below).



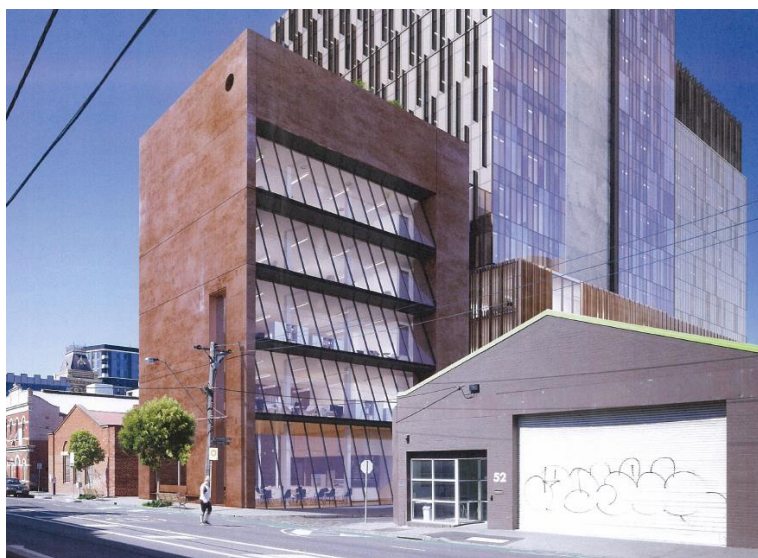
**Figure 7: Surrounding development map prepared by JCB Architects**

- 52. The immediate interfaces are described below:

*North*



- (a) Northumberland Street is a narrow two-way street, with parallel parking along the northern side. There is a narrow footpath along the site frontage of approximately 1.5m in width.
- (b) On the northern side of Northumberland Street is No. 2-16 Northumberland Street. This site is current under construction with a part 5 storey, part 13 storey office building with a café at ground floor as approved under Planning Permit PLN16/0435. The 5 storey building is proposed at the corner of Northumberland and Wellington Streets. An L-shaped internal laneway is also proposed extending from Wellington Street to Northumberland Street.
- (c) Planning Permit PLN16/0435 was issued at the direction of VCAT. While Council officers recommended support, the Internal Development Approvals Committee determined to include a condition requiring the deletion of 3 levels (i.e. reduction to 10 storeys). VCAT however supported the proposal at the full height. Further discussion regarding this decision is provided within assessment section of this report.

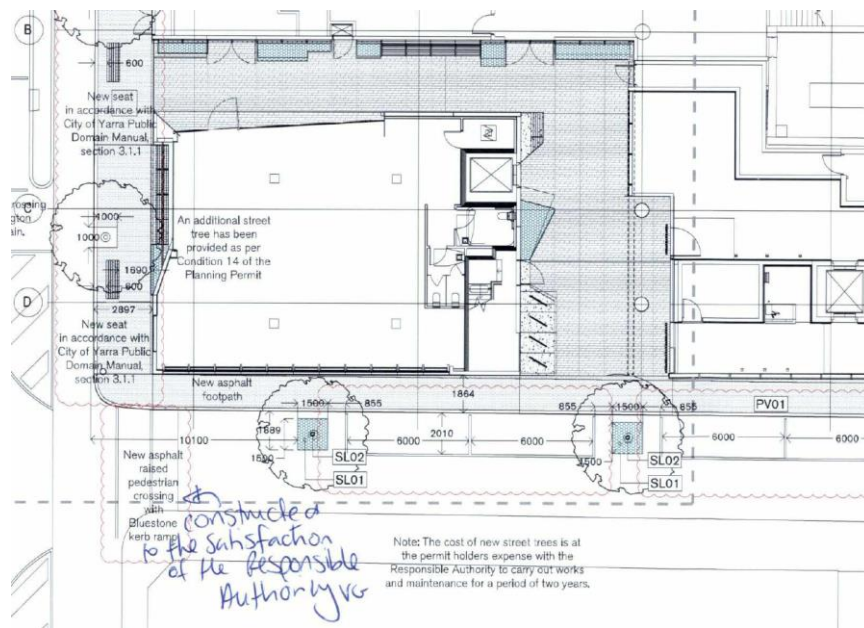


**Figure 7: photo montage of 2-16 Northumberland Street**



**Figure 8: photo montage of 2-16 Northumberland Street**

- (d) Public realm works are proposed as part of PLN16/0435 along Northumberland Street which allow for street tree planting and additional kerbside parallel car parking as illustrated in the image below.



**Figure 9: Excerpt from Public Realm plans under PLN16/0435**

#### East

- (e) The former Victoria Old Distillery is located immediately to the east of the site, which is covered by a site-specific Heritage Overlay (HO116). The distillery is composed of a 5 storey brick building circa 1862. The building is constructed to the common boundary and set back 3.25m from Northumberland Street. A single storey substation is situated within the front setback. Recessed arched window openings are provided to the north, east and west elevations of the building.
- (f) Further to the east of the distillery building are the former silos. In 1996/1997, these were converted into an 11 storey office building, with caretaker's residences under Planning Permits 95/105 and 97/828.

#### South

- (g) Immediately south at No. 32-34 Wellington Street is a single storey office building built to the north and west boundaries. There appears to be a courtyard adjacent to the northern boundary. A further area of open space is located in the south-east corner of the site.
- (h) A heritage citation was prepared for No. 32-34 Wellington Street as the former Sherrin Leather Factory. At its meeting on 22 October 2019, Council resolved to request a heritage overlay to be applied to the site as part of a broader future Planning Scheme Amendment. This has not occurred to date.

#### West

- (i) Wellington Street is to the west of the site. This is a collector street and a key bicycle route comprising 'Copenhagen bike lanes'. Street trees also line both sides of the street.
- (j) On the western side of Wellington Street is No. 1-57 Wellington Street and 71-77 Victoria Parade, which has been cleared in preparation for construction pursuant to Planning Permit PLN16/0922. This permit allows for part demolition and construction of an 11 storey apartment building with ground floor shops, food and drink premises, art and craft centre and office.
- (k) Planning Permit PLN16/0922 was issued at the direction of VCAT following a consent being reached between the parties through compulsory conference.



Figure 10: perspective Wellington Street elevation of 1-57 Wellington Street



Figure 11: 1-57 Wellington Street perspective viewed from the north

- (l) An application under Section 72 of the Act to amend the approved development was received on 20 December 2019 for various changes, of note the amendment seeks to introduce a gymnasium within the ground floor level. This is currently is on hold awaiting further information from the applicant.

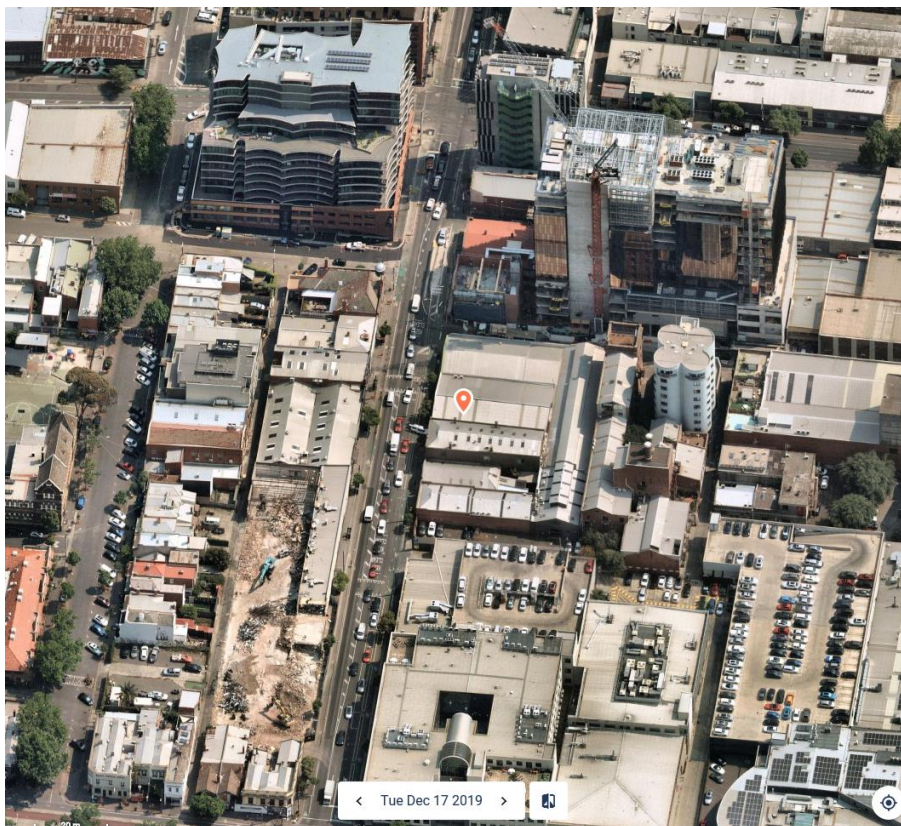


Figure 12: Nearmap Aerial imagery 17 December 2019

## Planning Scheme Provisions

### Zoning

#### *Commercial 2 Zone*

53. Pursuant to clause 34.02-1 of the Yarra Planning Scheme, use of the land as an office does not require a planning permit.
54. A 'Food and Drink Premises' is a Section 1 – 'no permit required' use unless the leasable floor area exceeds 100m<sup>2</sup>. The proposed food and drink premises (included the cafe) have a floor area of 581m<sup>2</sup> and therefore trigger a permit under the zone.
55. Pursuant to clause 34.02-4 of the Yarra Planning Scheme, a planning permit is required to construct a building or construct or carry out works.

### Overlays

#### *Design and Development Overlay – Schedule 2 – Main Roads and Boulevards*

56. Under clause 43.02-2 of the Scheme, a permit is required to construct a building or construct or carry out works.
57. Schedule 2 to the DDO outlines the following design objectives:
- (a) *To recognise the importance of main roads to the image of the City.*
  - (b) *To retain existing streetscapes and places of cultural heritage significance and encourage retention of historic buildings and features which contribute to their identity.*
  - (c) *To reinforce and enhance the distinctive heritage qualities of main roads and boulevards.*
  - (d) *To recognise and reinforce the pattern of development and the character of the street, including traditional lot width, in building design.*
  - (e) *To encourage high quality contemporary architecture.*
  - (f) *To encourage urban design that provides for a high level of community safety and comfort.*
  - (g) *To limit visual clutter.*
  - (h) *To maintain and where needed, create, a high level of amenity to adjacent residential uses through the design, height and form of proposed development.*

58. Decision guidelines include:

- (a) *The contribution of the proposal to the streetscape.*
- (b) *The design, height and visual bulk of the development in relation to surrounding land uses and developments.*
- (c) *The design, height and form of the development in relation to the built form character of the street.*

#### *Design and Development Overlay – Schedule 11 – Gipps Precinct*

59. Under clause 43.02-2 of the Scheme, a permit is required to construct a building or construct or carry out works.
60. Schedule 11 to the DDO outlines the following preferred future character:
- (a) *A built form business and commercial environment which builds on the existing fine grain industrial nature of the area that allows for innovation and interest.*
  - (b) *A vibrant and safe street environment due to an increasing amount of street oriented development, particularly on Gipps and Langridge Street.*

- (c) *A consistent streetscape with active street-frontages and well articulated buildings with street facades built to a height of up to 3-4 storeys. Taller built form will be set back from property boundaries and spaced to create new interest and variety in building forms.*

61. The design objectives are:

- (a) *To recognise the Precinct as a vibrant commercial precinct with a narrow street network.*  
 (b) *To provide a pedestrian friendly environment along all street frontages.*  
 (c) *To ensure building design responds to the inherent industrial character of the Precinct.*  
 (d) *To ensure building design will protect the amenity of existing pockets of residential development.*  
 (e) *To encourage improvements to the public domain, including the provision of public open space.*  
 (f) *To ensure that new development does not adversely impact on pedestrian, cycling and vehicular accessibility.*  
 (g) *To ensure a high standard of architectural design.*

62. The following requirements are also outlined:

*Building heights and setbacks*

- (a) *Taller built form may be appropriate on larger sites able to provide adequate setbacks that respect the narrow streetscape character of the Precinct and avoid overshadowing of neighbouring properties.*  
 (b) *Development above 4 storeys should:*  
 (i) *Demonstrate a high standard of architectural design*  
 (ii) *Minimise overshadowing of adjoining streets, public spaces or private properties*  
 (iii) *Be set back from along the northern side of the following streets:*  
 (1) *Gipps Street*  
 (2) *Langridge Street*

Particular Provisions

*Clause 52.06 – Car Parking*

63. Clause 52.06-1 requires that a new use must not commence until the required car spaces have been provided on the land.

64. A permit is required to reduce (including reduce to zero) the number of car parking spaces specified under this clause. The following table identifies the car parking requirement under Clause 52.06-5, the provision on site, and the subsequent reduction below the statutory requirement:

<b>Use</b>	<b>Area</b>	<b>Rate</b>	<b>No. required</b>	<b>No. proposed</b>	<b>Reduction sought</b>
Office	18,272sqm	3 car spaces to each 100sqm of net floor area	548	81	467
Food and drink premises	581sqm	3.5 per 100sqm of Leasable floor area	17	0	17

<b>Total</b>			<b>565</b>	<b>81</b>	<b>484</b>
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65. Pursuant to Clause 52.06-3, a permit is required to reduce the number of car spaces required under Clause 52.06-5.

*Clause 52.34 – Bicycle Facilities*

66. Pursuant to clause 52.34, 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.
67. The purpose of the policy is to encourage cycling as a mode of transport and to provide secure, accessible and convenient bicycle parking spaces. A new use must not commence until the required bicycle facilities and associated signage has been provided on the land.

Land Use	Units/Area proposed	Rate for staff	Rate for visitors shoppers	No. required	No. proposed	Reduction sought
Office	18,272sqm	1 to each 300sqm of net floor area if the net floor area exceeds 1000sqm	1 to each 1000sqm of net floor area if the net floor area exceeds 1000sqm	55 staff 18 visitor		0
Food and drink premises	581sqm	1 to each 300sqm of leasable floor area	1 to each 500sqm of leasable floor area	2 staff 1 visitor		
<b>Total</b>				<b>57 staff 19 visitor</b>	<b>180 staff 28 visitor</b>	<b>0</b>

68. Pursuant to clause 52.34-3, six showers and six change rooms, or access to a communal change area is required on site. The development includes 20 showers and a male and female changing area on the ground floor, as well as 330 lockers. This requirement is met.
69. Clause 52.34-4 provides design standard for bicycle spaces and signage.

*Clause 53.18 – Stormwater Management in Urban Development*

70. Pursuant to clause 53.18-3, applications to construct a building or construct or carry out works must meet the objectives of Clauses 53.18-5 and 53.18-6 and should meet the standards these clauses. These matters will be discussed within the assessment section of this report.

General Provisions

*Clause 65 – Decision guidelines*

71. The decision guidelines outlined at Clause 65 of the Scheme are relevant to all applications. Because a permit can be granted does not imply that a permit should or will be granted. Before deciding on an application, the Responsible Authority must consider a number of matters. Amongst other things, the Responsible Authority must consider the relevant Municipal Planning Strategy and the Planning Policy Framework, as well as the purpose of the zone, overlay or any other provision. An assessment of the application against the relevant sections of the Scheme is contained in this report

*Clause 66.02 – Use and Development Referrals*

72. Pursuant to clause 66.02-11, an application to construct a building or construct or carry out works for an office development of 10,000 or more square metres of leasable floor area must be referred to the Head, Transport for Victoria. Further detail is provided within the referral section of this report.

Planning Policy Framework (PPF)

73. Clause 11 'Settlement' - *Planning is to recognise the need for, and as far as practicable contribute towards (as relevant);*
- (a) *Diversity of choice.*
  - (b) *Adaptation in response to changing technology.*
  - (c) *Economic viability*
  - (d) *A high standard of urban design and amenity.*
  - (e) *Energy efficiency.*
  - (f) *Accessibility*
  - (g) *Land use and transport integration*
74. *Planning is to facilitate sustainable development that takes full advantage of existing settlement patterns, and investment in transport and communication, water and sewerage and social facilities.*
75. Clause 11.02-1S 'Supply of Urban land' aims to ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.
76. This clause includes several strategies to achieve this objective, including;
- (a) *Opportunities for the consolidation, redevelopment and intensification of existing urban areas.*
  - (b) *Neighbourhood character and landscape considerations.*

*Clause 11.03-2S 'Growth areas'*

77. The objective is: *to locate urban growth close to transport corridors and services and provide efficient and effective infrastructure to create benefits for sustainability while protecting primary production, major sources of raw materials and valued environmental areas.*
78. The clause includes several strategies to achieve this objective.

*Clause 15.01-1S – Urban design*

79. The objective of this Clause is:
- (a) *To create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.*
80. Relevant strategies to achieve this objective include:
- (a) *Require development to respond to its context in terms of character, cultural identity, natural features, surrounding landscape and climate*
  - (b) *Ensure development contributed to community and cultural lift by improving the quality of living and working environments, facilitating accessibility and providing for inclusiveness.*
  - (c) *Ensure development supports public realm amenity and safe access to walking and cycling environments and public transport.*

- (d) *Ensure that the design and location of publically accessible private spaces, including car parking areas, forecourts and walkways, is of a high standard, creates a safe environment for users and enables easy and efficient use.*

*Clause 15.01-2S – Building design*

81. The objective of this Clause is:

- (a) *To achieve building design outcomes that contribute positively to the local context and enhance the public realm.*

82. Relevant strategies to achieve this objective include:

- (a) *Ensure development responds and contributes to the strategic and cultural context of its location*  
(b) *Minimise the detrimental impact of development on neighbouring properties, the public realm and the natural environment.*  
(c) *Ensure the form, scale and appearance of development enhances the function and amenity of the public realm.*  
(d) *Ensure buildings and their interface with the public realm support personal safety, perceptions of safety and property security.*

*Clause 15.01-5S – Neighbourhood character*

83. The objective of this clause is:

- (a) *To recognise, support and protect neighbourhood character, cultural identity, and sense of place.*

84. Relevant strategies to achieve this objective include:

- (a) *Ensure development responds to cultural identity and contributes to existing or preferred neighbourhood character*  
(b) *Ensure development responds to its context and reinforces a sense of place and the valued features and characteristics of local environment and place by emphasising the:*  
(i) *Pattern of local urban structure*  
(ii) *Underlying natural landscape character and significant vegetation*  
(iii) *Heritage values and built form that reflect community identity.*

*Clause 15.02-1S – Energy and resource efficiency*

85. 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.*

86. Relevant strategies to achieve this objective include:

- (a) *Improve the energy, water and waste performance of buildings and subdivision through environmentally sustainable development*  
(b) *Promote consolidation of urban development and integration of land use and transport.*  
(c) *Improve efficiency in energy use through greater use of renewable energy technologies and other energy efficiency upgrades.*  
(d) *Support low energy forms of transport such as walking and cycling.*  
(e) *Reduce the urban heat island effect by greening urban areas, building, transport corridors and open spaces with vegetation.*

*Clause 17.02-1S – Business*



87. The objective of this clause is:
- (a) *To encourage development that meets the community's needs for retail, entertainment, office and other commercial services.*

88. The relevant strategy to achieve this objective is to: *ensure commercial facilities are aggregated and provide net community benefit in relation to their viability, accessibility and efficient use of infrastructure.*

*Clause 18.02-2R – Principal Public Transport Network*

89. The strategies of this clause include:
- (a) *Maximise the use of existing infrastructure and increase the diversity of development along the Principal Public Transport Network, particularly at interchanges, activity centres and where principal transport routes intersect.*

*Clause 18.02-4S – Car Parking*

90. The objective of this clause is:
- (a) *To ensure an adequate supply of car parking that is appropriately designed and located.*
91. The strategies of this clause include:
- (a) *Allocate or require land to be set aside for car parking subject to the existing and potential modes of access including public transport, the demand for off-street car parking and the potential for demand management of car parking.*

Local Planning Policy Framework (LPPF)

92. The relevant policies in the Local Planning Policy Framework (LPPF) can be described as follows:

*Municipal Strategic Statement (MSS)*

93. Relevant clauses are as follows:

*Clause 21.04-3 Industry, office and commercial*

94. The objective of this clause is:
- (a) *To increase the number and diversity of local employment opportunities.*

*Clause 21.05-2 – Urban design*

95. The relevant objectives of this Clause are:
- (a) *To reinforce the existing urban framework of Yarra.*
- (i) *Strategy 16.1 – Maintain and strengthen the preferred character of each Built Form Character Type within Yarra.*
- (b) *To retain Yarra's identity as a low-rise urban form with pockets of higher development*
- (i) *Strategy 17.01 – ensure that development outside activity centres and not on Strategic Redevelopment Sites reflects the prevailing low-rise character.*
- (ii) *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:*
- *Significant upper level setbacks*

- *Architectural design excellence*
  - *Best practice environmental sustainability objectives in design and construction*
  - *High quality restoration and adaptive re-use of heritage buildings*
  - *Positive contribution to the enhancement of the public domain*
  - *Provision for affordable housing*
- (c) *To retain, enhance and extend Yarra's fine grain street pattern.*
- (d) *To create an inner city environment with landscaped beauty.*
- (e) *To ensure that new development contributes positively to Yarra's urban fabric*
- (i) *Strategy 20.1 – Ensure development is designed having particular regard to its urban context and specifically designed following a thorough analysis of the site, the neighbouring properties and its environs*

*Clause 21.05-3 – Built form character*

96. The general objective of this clause is:

- (a) *To maintain and strengthen the identified character of each type of identified built form within Yarra.*

97. The subject site is located within a non-residential area, where the built form objective is to *“improve the interface of development with the street”*.

98. The strategies to achieve the objective are to:

- (a) *Allow flexibility in built form in areas with a coarse urban grain (larger lots, fewer streets and lanes).*
- (b) *Require new development to integrate with the public street system.*

*Clause 21.06 – Transport*

99. This policy recognises that Yarra needs to reduce car dependence by promoting walking, cycling and public transport use as viable and preferable alternatives. Relevant objectives and strategies of this Clause are as follows:

- (a) *Objective 30 – To provide safe and convenient pedestrian and bicycle environments.*
- (i) *Strategy 30.2 – Minimise vehicle crossovers on street frontages.*
- (ii) *Strategy 30.3 – Use rear laneway access to reduce vehicle crossovers.*
- (b) *Objective 31 – To facilitate public transport usage.*
- (c) *Objective 32 – To reduce the reliance on the private motor car.*
- (d) *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 – Ecologically sustainable development*

100. The relevant objectives and strategies of this clause are:

- (a) *Objective 34 – To promote ecologically sustainable development.*
- (i) *Strategy 34.1 – Encourage new development to incorporate environmentally sustainable design measures in the areas of energy and water efficiency, greenhouse gas emissions, passive solar design, natural ventilation, stormwater reduction and management, solar access, orientation and layout of development, building materials and waste minimisation.*

*Clause 21.08-5 Neighbourhoods (Collingwood)*

101. This clause describes the area in the following way (as relevant):

- (a) *The Smith Street major activity centre serves multiple roles for local residents whilst attracting visitors from a larger catchment. It is a classic main road strip generally consisting of buildings of two to four storeys interspersed with the occasional building of up to 6 storeys.*
- (b) *The Gipps Street industrial precinct is characterized by traditional manufacturing, service activities and a considerable portion of activity related to the textile, clothing and footwear sector. The precinct provides the opportunity for a wide range of small to medium businesses to operate in a location that is relatively unconstrained by sensitive uses. To allow flexibility for large sites which may have difficulty in finding new industrial tenants, rezoning to Business 3 will be supported. This will enable the area to retain an industrial character but evolve to provide a wider range of employment opportunities including service business and offices uses. Any change of use should consider opportunities for improvement to the public domain.*

102. Within Figure 13 of Clause 21.08-5, the subject site is identified as being within the Gipps Street Precinct which was supported as being rezoned to Business 3 Zone. This occurred and has since been rezoned to Commercial 2 (formally Business 3 Zone).

103. Figure 14 of Clause 21.08-5, shows the subject site as being within a non-residential built form character area where the objective is to improve the interface of development with the street.

104. The only relevant strategies are to support the rezoning of the Gipps Street industrial precinct to the Business 3 Zone, which as previously stated has been completed.

#### Relevant Local Policies

##### *Clause 22.03 – Landmark and Tall structures*

105. This policy applies to all development. Its policy includes to *ensure the profile and silhouette of new tall structures adds to the interest of Yarra's urban form.*

##### *Clause 22.05 – Interfaces Uses Policy*

106. This policy applies to applications within the Commercial Zones (among others), and aims to reduce conflict between commercial, industrial and residential activities. The policy acknowledges that the mix of land uses and development that typifies inner city areas can result in conflict at the interface between uses.

107. The relevant objective is:

- (a) *To ensure that residential uses located within or near commercial centres or near industrial uses enjoy a reasonable level of amenity.*

108. It is policy that:

- (a) *New non-residential use and development within Business and Mixed Use and Industrial Zones are designed to minimise noise and visual amenity impacts upon nearby, existing residential properties.*

109. A number of decision guidelines for non-residential use and development within the business zones are outlined, including the extent to which the proposal may cause overlooking, overshadowing, noise, fumes and air emissions, light spillage, waste management and other operational disturbances that may cause unreasonable detriment to the residential amenity of nearby residential properties.

*Clause 22.10 – Built form and design policy*

110. This policy applies to all new development not included in a Heritage Overlay. The relevant objectives of this policy are to:

- (a) *Ensure that new development positively responds to the context of the development and respects the scale and form of surrounding development where this is a valued feature of the neighbourhood character.*
- (b) *Ensure that new development makes a positive contribution to the streetscape through high standards in architecture and urban design.*
- (c) *Limit the impact of new development on the amenity of surrounding land, particularly residential land.*
- (d) *Design buildings to increase the safety, convenience, attractiveness, inclusiveness, accessibility and ‘walkability’ of the City’s streets and public spaces.*
- (e) *Create a positive interface between the private domain and public spaces.*
- (f) *Encourage environmentally sustainable development.*

111. The Clause includes various design objectives and guidelines that can be implemented to achieve the above objectives. The design elements relevant to this application relate to:

- (a) urban form and character;
- (b) setbacks and building height;
- (c) street and public space quality;
- (d) environmental sustainability;
- (e) site coverage;
- (f) on-site amenity;
- (g) off-site amenity;
- (h) landscaping and fencing;
- (i) parking, traffic and access; and
- (j) service infrastructure.

*Clause 22.16 Stormwater Management (Water Sensitive Urban Design)*

112. Clause 22.16-3 requires the use of measures to ‘*improve the quality and reduce the flow of water discharge to waterways*’, manage the flow of litter from the site in stormwater and encourage green roofs, walls and facades in buildings where practicable.

*Clause 22.17 – Environmentally Sustainable Design*

113. This policy applies to non-residential development with a gross floor area of 100sqm or greater. 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.

Other Relevant Documents

*Yarra Spatial Economic and Employment Strategy (August 2018)*

114. The Yarra Spatial economic and Employment Strategic (SEES) was adopted by Council on 4 September 2018. It includes the following strategic directions to guide how employment land will be used in future:

- (a) Retain and grow Yarra's major employment precincts
- (b) Retain other Commercial 2 zoned precincts and sites

115. The SEES includes the following observations for the Gipps Street Major Employment precinct:

- (a) *With relatively good accessibility, the Gipps Street precinct it is a desirable location for employment, as well as for housing where it not prohibited by C2 zoning. Assuming the retention of this precinct for employment uses, the capacity analysis has identified capacity for up to 500,000 square metres of floor space. The precinct currently contains in the order of 200,000sqm of floor space and demand for an additional 75,000sqm is projected to by 2031.*
- (b) *Although the notional capacity exceeds demand in the medium term, the Gipps Street precinct represents an important source of employment capacity into the future that could be realised beyond the 15-year time frame considered by this strategy.*

116. The SEES includes a summary of considerations relevant to decisions about the future of employment land in Yarra:

- (a) *The retention of the Gipps Street and Cremorne/Church Street South Major Employment precincts for employment uses only will protect their potential for employment growth, acknowledging their unique character and emerging role as head office and create industry hubs in inner Melbourne.*

### **Advertising**

117. The application was advertised under the provisions of Section 52 of the *Planning and Environment Act (1987)* by 2,692 letters sent to surrounding owners and occupiers and by a sign displayed on site. Council received 11 objections, the grounds of which are summarised as follows):

- (a) design (height, scale, bulk, character);
- (b) heritage
- (c) amenity (overlooking, overshadowing, loss of light);
- (d) traffic and car parking;
- (e) Wind impacts;
- (f) lack of office demand;
- (g) construction impacts;
- (h) loss of views; and
- (i) impact on property values

### **Referrals**

118. The referral comments are based on the advertised plans. Additional comments have been sought from Council's external Urban Design consultant based upon the formally substituted plans. With the exception of matters relating to urban design, the amended plans would not impact comments provided on the advertised plans.

#### External Referrals

119. The application was referred to:

- (a) Head, Transport for Victoria

120. Referral responses/comments have been included as attachments to this report.

#### Internal Referrals

121. The application was referred to the following units within Council:

- (a) Engineering Services

- (b) Streetscape and Natural Values
- (c) Open Space
- (d) Urban Design (regarding public realm works)
- (e) ESD advisor
- (f) Heritage Advisor
- (g) Strategic Transport
- (h) City Works
- (i) SLR Acoustic Consultants
- (j) MGS Architects (Rob McGauran)

122. Referral comments have been included as attachments to this report.

## OFFICER ASSESSMENT

123. The primary considerations for this application are as follows:

- (a) policy and strategic support;
- (b) use
- (c) built form and design;
- (d) public realm;
- (e) sustainable design;
- (f) offsite amenity impacts;
- (g) equitable development;
- (h) car parking / traffic;
- (i) bicycle facilities; and
- (j) Objector concerns.

### Policy and Strategic Support

124. The site is located within the Gipps Street Major Employment Precinct, where the intensification of office development is encouraged (clause 21.08-5, 21.04-3). The Gipps Street Precinct has also been identified within the recent Yarra Spatial Economic and Employment Strategy (August 2018) as an important source of employment capacity for the municipality. The proposed office development is considered appropriate and will reinforce these policies.
125. Overarching State policy at clause 15.01-1S (urban design) seeks to *'create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity'*. Council's Municipal Strategic Statement seeks to *'ensure that new development contributes positively to Yarra's urban fabric'* (Objective 20) and also *'maintain and strengthen the identified character of each type of identified built form within Yarra.'* (Objective 23). The subject site is identified within a non-residential area, with a built form objective to *'improve the interface with the street'*. As will be discussed in further detail, streetscape improvement are proposed as part of the overall development to improve the pedestrian realm experience.
126. Objective 17 of clause 21.05-2 (Urban Design) seeks *'to retain Yarra's identity as a low-rise urban form with pockets of higher development'*. Strategies to achieve this objective include:
- (a) Ensure development outside activity centres and not on Strategic Redevelopment Sites reflects the prevailing low-rise urban form.

- (b) Development on strategic redevelopment sites or within activity centres should generally be no more than 5-6 storeys unless various benefits can be achieved.
127. Having regard to the strategies for Objective 17, it is acknowledged that the site is neither located on a strategic redevelopment site or within an activity centre, however equally, the surrounding area does not reflect a low-rise urban form typical to many other parts of the municipality. It is considered that the 'pocket of higher development' referenced in Objective 17 is an appropriate description for the emerging character of this particular area of Collingwood.
128. As will be discussed in greater detail within the Built Form and Design, the site is within an area undergoing significant transformation, with new buildings being of a substantial scale. The proposed development is considered reflective of this emerging character. The appropriateness of the design response will be discussed having regard to clause 22.10 (Built Form Policy) and the design objectives pertaining to Schedules 2 and 11 of the Design and Development Overlay.
129. Both State and local policies (clause 15.02-1S, 21.07-1) support energy and resource efficiency through environmentally sustainable development, consolidation and integration of urban development and supporting low energy forms of transport.
130. Both State and local policy directives seek to promote the use of sustainable personal transport (Clauses 18.02-1R, 18.02-2R, and 21.06). In regard to car parking, Clause 18.02-4S encourages an adequate supply of car parking to be provided with consideration to existing and potential modes of access including public transport, the demand for off-street car parking, road capacity and the potential for demand management of car parking.
131. At a local level, clause 21.06 acknowledges that whilst parking availability is important for many people, '*unrestricted car use and parking is neither practical nor achievable.*' Matters relating to transport will be covered later within this report.

#### Use

132. While the office use is as-of-right within the Commercial 2 Zone, food and drink premises in excess of 100sqm triggers a planning permit. The proposed food and drink component at ground level is considered an appropriate proportion to the larger office building. The use is also complementary to the primary office activity that is proposed, providing a service for future employees. The provision for a more interactive use at ground level also supports public realm activation objectives.
133. Having regard to the decision guidelines within the Commercial 2 Zone for a new use, the proposed food and drink premises are considered acceptable insofar as the use is not anticipated to adversely impact adjoining land. The hours of operation are 7am to 6pm, 7 days a week. These are consistent with the daytime/evening hours of the EPA State Environmental Protection Policies (SEPP) and largely consistent with standard business hours, whilst also providing activity on weekend. This is considered appropriate, contributing to the food and drink offers for nearby residential properties. It also creates a presence on the street, which would otherwise be unoccupied. This will contribute to the safety of the area.
134. A total capacity of 150 patrons is considered appropriate for the area and would not be expected to result in excessive noise disturbance as will be discussed later within this report. The applicant has confirmed a capacity of 20 patrons for the café and 130 patrons for the larger food and drink premises. The hours and capacity of the food and drink premises would also be included as conditions on any permit that issues. To avoid confusion between the tenancies, a condition should also be added that these tenancies are relabelled as 'Food and Drink (café) Tenancy 1' and 'Food and Drink Tenancy 2'.

#### Built Form and Design

##### *Height and massing*

135. There are no specific height controls that apply to the subject site. In assessing whether the proposed development is an acceptable scale, consideration is to be given to clauses 22.03 (Landmarks and Tall Structures), 22.10 (Built Form Policy) and Schedules 2 (Main Roads and Boulevards) and 11 (Gipps Street Precinct) to the Design and Development Overlay that apply to the site.
136. These policies largely seek contextually appropriate design that responds to the character of the area. They also encourage development to contribute positively to the public realm and minimise off-site amenity impacts. The proposed development's contribution to the public realm and off-site impacts will be discussed later in this report.
137. In regard to the existing context, this is an area that has undergone significant transformation in recent years as highlighted within the surrounding environs description earlier, leading to an emerging pocket of higher development in the range of 9-14 storeys (and 17 storeys at Yorkshire Brewery site). The proposed development at 15 storeys, while at the taller end of the spectrum, is generally consistent with the scale of development occurring.
138. Nevertheless, Council's external urban designer has recommended that the height of the development is reduced by 7.3m to RL70. It is understood that this is so it sits below the development to the north at No. 2-16 Northumberland Street, which is a maximum height of RL77.5. The current application proposes a height of RL77.3, with a services area central to the roof being a height of RL81.8. In other words, the services screen of the proposal would be 4.3m higher than the adjoining development to the north, with the proposed parapet being 0.2m lower. The difference between the heights of the two buildings is not a magnitude that would be perceived as unreasonable or warrants a reduction in building height.
139. A similar situation was presented in relation to the VCAT decision for No. 2-16 Northumberland Street having regard to the Yorkshire Brewery site, where the Tribunal opined at paragraph 37 that a variation of 5m was not unreasonable in the wider context:
- (a) *The difference in overall height will be some 5.0 metres. This is not of such a magnitude that it will result in the office tower appearing as a discordant element in the broader built form profile of the area.*
140. There have been three occasions where Council has unsuccessfully argued at VCAT that the height of a proposed development should be reduced in this area. One of these was No. 2-16 Northumberland Street where Council sought to reduce the building from 13 to 10 storeys. The other two cases were 61-71 Wellington Street & 37-39 Langridge Street (from 14 to 11 storeys) and 107-109 Wellington Street (from 9 to 7 storeys). No. 107-109 Wellington Street, located on the corner of Peel and Wellington Streets is a reasonable distance from the subject site and was determined in 2015, so the commentary within the VCAT decision is less relevant to the current application. However, there is relevant discussions within the other decision as detailed in the paragraphs below.
141. In the case of the planning application PLN16/0435 at No. 2-16 Northumberland Street, Council imposed a condition requiring the deletion of three storeys, reducing the development from 13 storeys to 10 storeys. The Tribunal resolved in June 2017 to grant a permit at its full height (an image of the approved development is provided in the figure below). The Tribunal made the following relevant observations at paragraphs 30 and 37 [emphasis added]:
- (a) *This is a location where taller built forms are beginning to emerge. The completed Yorkshire Brewery development, together with the approval of multi-level buildings of between seven and 14 storeys, are transforming this historically low-rise context into one of the pockets of higher development referred to in the MSS. The proposal is consistent with this emerging pattern of development. Indeed, the Council's acceptance of a 10 storey height for the building supports this observation. It is clear that the deletion of three levels will result in a structure that will sit comfortably in this context of taller forms. It will be within the height range established by the 17 storey Yorkshire Brewery tower and the lower multi-level buildings approved in the mixed-use precinct on the opposite side of Wellington Street.*



**What needs to be decided is whether the additional three storeys will result in the proposed building manifesting as an unacceptable planning outcome.**

- (b) **Compositionally, the development is acceptable and, given our comments about strategic support and off-site amenity impacts, we see no reason to remove three levels from the tower.** As discussed, the site is located in a part of the municipality which is transforming into a pocket of higher development. It will not stand in isolation. ...Due to its breadth and overall size, the building will no doubt be prominent in this locality. We do not consider this outcome to be unacceptable when viewed in the site's strategic and physical context, and when regard is given to the existing and approved multi-level development. **Within any such context, it is not unusual to find that one building is taller than the others. We have not been persuaded that the reduction in height sought by the Council in this instance is justified.**



Figure 13: 2-16 Northumberland Street (render image of approval)

142. In the case of planning application PLN15/0641 at Nos. 61-71 Wellington Street and 37-39 Langridge Street, the applicant sought approval for a 14 storey building on the south-west corner of Wellington and Langridge Streets. Council supported the proposal subject to the deletion of three storeys i.e. reducing the development to 11 storeys. The Tribunal resolved in September 2016 to support the proposal at 14 storeys. An image of the now-constructed building is provided in the figure below. Council's reasoning for deletion of the three storeys was summarised at paragraph 21 of the VCAT decision as follows:

- (a) *The Council has sought the deletion of three levels, being levels 6 and 7 in the middle section of the building and level 12 at the upper level, submitting the proposal is too ambitious. In this respect the Council submitted the removal of levels 6 and 7 will 'diminish the solidity of the northern and southern elevations, particularly when viewed travelling both north and south along Wellington Street and Cambridge Street; will ensure a more polite transition to Cambridge and Derby Streets; and create a less imposing profile to Wellington Street'. In Council's view the deletion of level 12 is 'to minimise the dominance of the building on the skyline and ensure the visual relationship with surrounding development is properly resolved'.*

143. In overturning Council's condition to delete 3 storeys, the Tribunal made the following observations at paragraph 25:

- (a) *We consider this proposal to be well designed and the removal of the three levels, as proposed by the Council, will in our view detract from the elegance of, and will unnecessarily reduce the design quality of the overall proposal which in this location is not warranted. The increased setbacks particularly to the south and south eastern corner, as well as to the west, provide for a reduction in the potential dominance of the upper level built form when viewed from the surrounding streets. The incorporation of plant and equipment within the building is also an excellent outcome.*



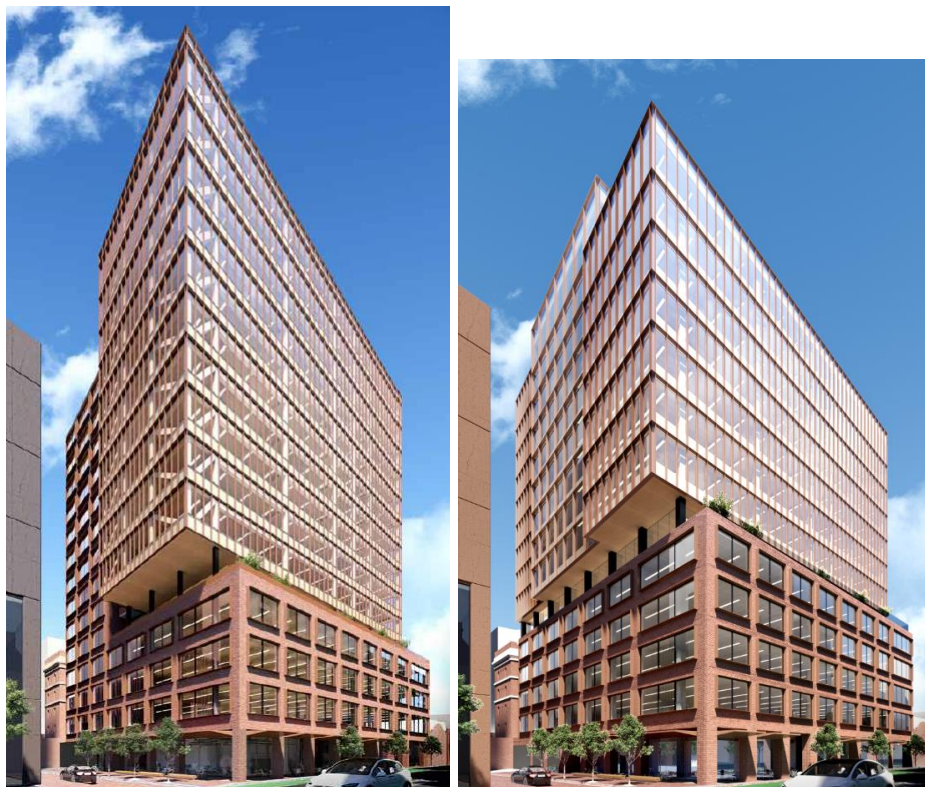
**Figure 14: 61-71 Wellington Street and 37-39 Langridge Street (14 storeys approved) viewed from the subject site.**

144. In these decisions, VCAT has maintained a consistent position that this is an area that can accommodate larger scale built form. This development, like developments before it, is slightly taller, however not so much that it would be noticeable in the broader area. On this basis, it is considered reducing the height to better fit the context of the area is unjustified.

*Podium/tower relationship*

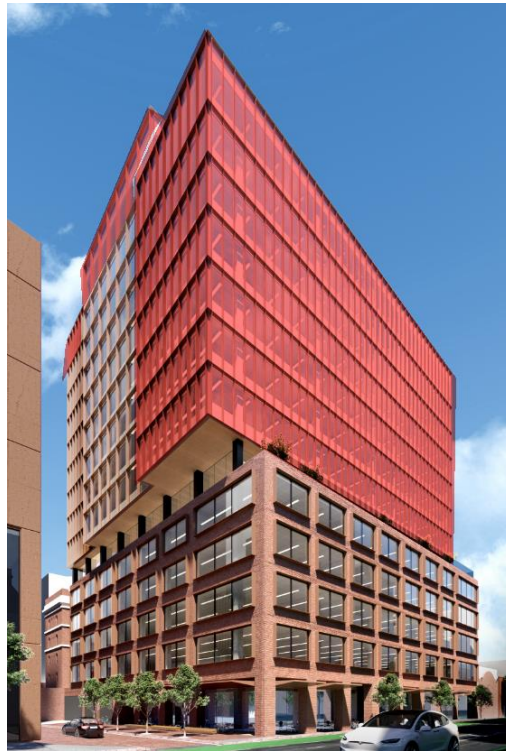
145. Schedule 11 to the Design and Development Overlay, which applies to the eastern side of Wellington Street, states that: *taller built form may be appropriate on larger sites able to provide adequate setbacks that respect the narrow streetscape character of the Precinct and avoid overshadowing of neighbouring properties.*
146. The controls also direct that development above 4 storeys should meet the following criteria:
- (a) Demonstrate a high standard of architectural design
  - (b) Minimise overshadowing of adjoining streets, public spaces or private properties
  - (c) Be set back from along the northern side of Gipps Street and Langridge Street
147. As will be discussed later within the design detail assessment, the composition and quality of the architecture is of a high standard without warranting additional upper level setbacks. The overshadowing impact (as discussed within the assessment of the public realm) is also acceptable without increased setbacks. Furthermore, the site is not located on a nominated street (i.e. Gipps, Langridge) for setbacks above 4 storeys. It is not considered that the above criteria warrants greater setbacks. The appropriate setbacks are therefore to be determined by an appropriate response to the character of the area.
148. A five storey podium is provided to the building. This has been increased from four storeys as proposed in the advertised plans. The scale of the podium is considered appropriate and consistent with the general scale of podiums within the surrounding area, which typically range from 4 to 7 storeys. Council's external Urban Designer also finds the scale of the podium to be satisfactory.

149. The proposed upper levels are set back 2.86-3.27m from Wellington Street. This has not changed from the advertised plans, however the western portion of the building has been reduced in height to 12 storeys (RL70), with the uppermost two storeys set back a further 11m. This change has been made in response to Council officer's and Council's external urban designer's concerns that the massing of the upper levels resulted in an excessively top-heavy design that did not appropriately respond to the streetscape. Render images of the advertised scheme and the current scheme are provided below.



**Figure 15: Render images of the advertised Scheme (left) and VCAT amended scheme (right)**

150. The amended plans were re-referred to Council's external urban designer who is still not satisfied with the mass and scale of the foreground building relative to No. 2-16 Northumberland Street. It was suggested by the urban designer that the western element should be lowered further from RL70 to RL41 to Gridline 4, which equates to deletion of the entire western portion (in addition to reducing the overall height of the building to RL70 as previously discussed). The sections recommended for deleted are shaded in red in the figure below.



**Figure 16: Urban Design recommended amendments (in red)**

151. It appears that the urban designer's comments are weighted too heavily on the substantial upper level setback of the immediately adjoining development at No. 2-16 Northumberland Street, which is set back 24m from the street. This setback is a result of the physical constraints of the site, specifically, having to retain a large portion of the existing Telstra exchange building in the north-western portion of the site. This setback is not reflective of typical upper level setbacks of other recent developments within the immediate surrounds further to the north and on western side of Wellington Street as discussed below.
152. To the north of No. 2-16 Northumberland Street at the south-east corner of Langridge and Wellington Streets presents an 11 storey building built to the Wellington Street boundary to its full height (RL58.55) in accordance with Planning Permit PLN17/0332 (see figure below).



**Figure 17: 51 Langridge Street (Wellington Street elevation)**

153. The proposed development on the opposite side of Wellington Street at No. 1-57 Wellington Street & 71-77 Victoria Parade has also been approved at 11 storeys (RL57.27) set back 2.8m from the Wellington Street boundary above a 6 storey podium as illustrated in the image below, with Wellington Street to the left of the image.

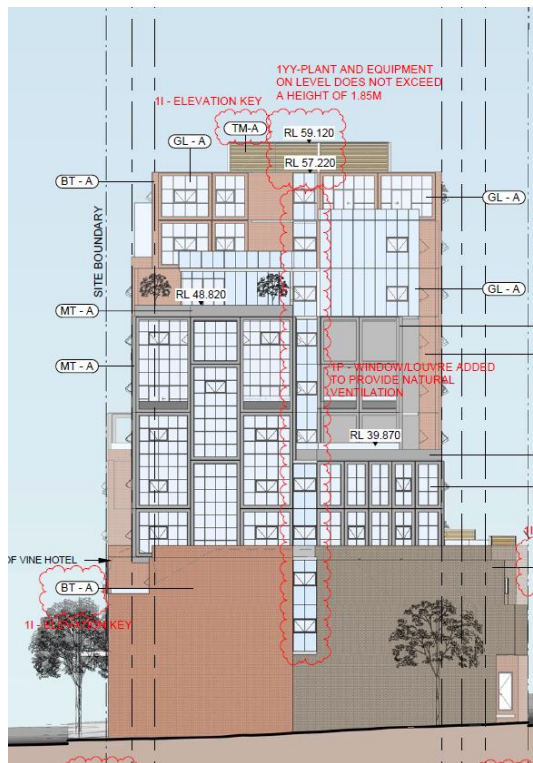


Figure 18: Northern elevation of PLN16/0922 – 1-57 Wellington Street & 71-77 Victoria Parade

154. To the north of No. 1-57 Wellington Street at Nos. 61-71 Wellington Street and 37-39 Langridge Street, the development has been constructed to its full height of 14 storeys (RL63.08) between 0.55m and 1.26m from the Wellington Street boundary as illustrated in the endorsed northern elevation below (Wellington Street to the left):

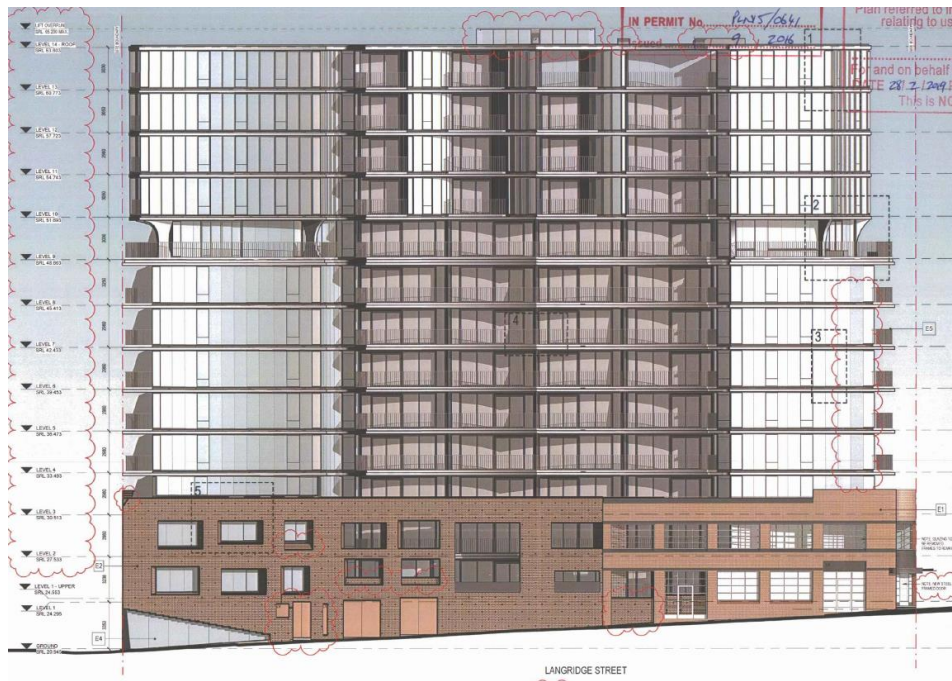
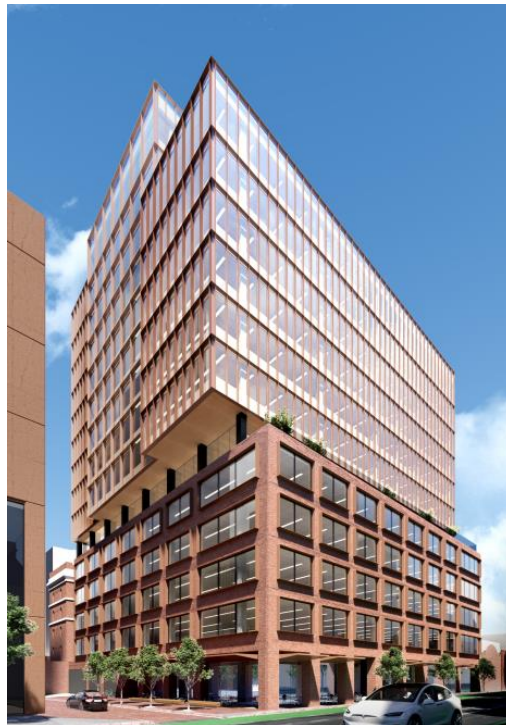


Figure 19: Endorsed northern elevation of No. 61-71 Wellington Street and 37-39 Langridge Street

155. Having regard to the examples above, all within the immediately surrounding area, it would be inconsistent to base a design outcome on a single anomaly, albeit directly adjacent, as it is the combination of developments within an area that establishes its character. These three examples suggest that south of Langridge Street there is a pattern of building heights of between RL57.27 to RL63.08, set back within 3m from Wellington Street. This analysis therefore demonstrates that the reduction of the building height facing Wellington Street as much as RL41 would be unjustified.
156. However, this also suggests that the proposed building height to Wellington Street at RL70, 7m taller than the surrounding developments, in combination with its extensive breadth to Wellington Street of approximately 40m in length, warrants a further reduction to the scale of the upper levels facing Wellington Street. At the request of the Council officers, the applicant has prepared a render image reducing the height of building to Wellington Street by a further storey i.e. approximately RL65. Based on the image below, Council Officers are comfortable that the development will be generally in keeping with the typical building scale that presents to Wellington Street, subject to the reduced height to the western section of the building and should be included as a condition on any permit that issues.



**Figure 20: Render of further level deleted from the western portion**

157. To Northumberland Street, the upper levels will in-part cantilever over the podium (which is set back 3.3m from the northern boundary) up to 2.17m. However, these levels are set back from the northern boundary by between 1.16m to 3.44m. Council's external urban designer has not raised any concern with the setback of the mid-levels, however has suggested that a 6m setback should be applied from Level 9. This is not considered necessary from either an amenity perspective or a character perspective. Given the narrowness of Northumberland Street, setting back the uppermost levels would not have a perceivable visual impact at pedestrian level. This is because the viewing cone within a narrow street is much more restricted in comparison to a wider street such as Wellington Street. In narrow streets, it is the podium that is the more influential element of a building. In this regard, the building is considered appropriate.
158. Additionally, No. 2-16 Northumberland Street is in part (to a length of approximately 30m) set back 2m – 2.3m from Northumberland Street to the full height of the building (being RL77.5m). Given that the proposed upper level setbacks from Northumberland Street are comparable to those to the north, it would be considered inequitable to require any further setbacks of the subject site.

159. The setbacks from the east and south will be discussed within the off-site amenity impacts and equitable development analysis later in this report.

*Design Detail*

160. Being within DDO2 (Main Roads and Boulevards) the site requires a development that is of 'high quality contemporary architecture'.

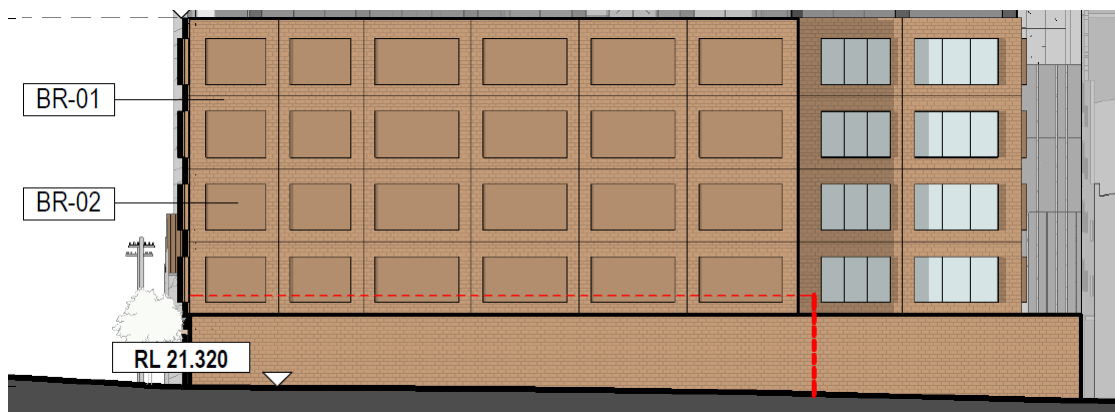
161. The success of the proposed development is its simplicity of forms and lines, which in turn provides an elegance to the building. It will not appear overly busy or discordant in its design. The building is to have a predominately brick base with upper levels of a light weight composition. The level immediately above the podium is inset creating a shadow line between the podium and the tower element. This also creates the perception that the upper levels are 'floating' above the brick base.

162. The course grain is successful in this location as a subtle nod to the robust forms of the large remnant factory and warehouse buildings such as the Foy and Gibson building, which similarly comprise simple lines and material palettes.

163. The predominately brick base composed of 'stretcher bond' varied red toned bricks within the podium responds to the industrial heritage of the area, with rectangular window proportions that are also reflective of the remnant industrial buildings. Along the southern side of the podium, the boundary wall has been articulated using 'stack bond' brick work in a rectangular pattern to emulate the window proportions shown on the other elevations.



**Figure 21: Brick detailing**



**Figure 22: Southern elevation of the podium**

164. The ground level interface to both street frontages incorporates a high proportion of glazing, activated by the ground level food and drink premises and office lobby. This is consistent with the design objectives at clause 22.10-3.4 (Street and public space quality), which is 'to ensure the ground level façade and boundary treatment interface positively with the street' and will also contribute to the preferred future character for the Gipps Precinct as identified in DDO11 for 'increasing amount of street orientated development'. While there is a high level of glazing to the frontage, brick columns are also proposed to extend to the ground, which is well integrated with the upper levels of the podium and responds appropriately to the robust, hard edge character of the area. Specific attention has been given to the experience of the pedestrian, such as the change in bricks from a stretcher bond to a stack bond brick within the ground level columns, the latter being a smoother, slimline brick.



Figure 23: Street level façade treatment

165. Further discussion regarding the streetscape upgrade works will be provided later within the report.
166. The timber framing to the upper levels will contribute to the visual interest of the upper levels, particularly when viewed at night as shown within the project precedents provided of timber frame construction with the application (Refer to Figure 24 below).



Figure 24: Project precedent of timber framing (International House)

167. Along Northumberland Street, the upper levels respond to the finer grain of the street by breaking the form into three segments, this is accentuated by a stepped form and increasing the spacing of the shading devices to the glazing. This modulation also occurs within the southern elevation, with banding provided to articulate the three segments as depicted in the image below. This will add to the articulation of the building as viewed from these elevations.





**Figure 25: southern elevation (including the reduced height of the western portion)**

168. To ensure that the proposed development is executed to a high standard and the integrity of the design is maintained, a façade strategy clearly outlining materials and façade details will be required by condition. This is to include confirmation that actual bricks (i.e. not snap lock) will be used within the podium as well as details of the timber frame construction. A materials sample board is also required to provide greater detail of all materials to be used.

#### Landscaping

169. Clause 22.10-3.9 (Landscaping and Fencing) encourages development that respects the landscape character of the neighbourhood and enhances local biodiversity. Vegetation does not contribute to the character of the area, which is typically hard edge and commercial in nature. Nevertheless, landscaping is to be incorporated within planter boxes along the perimeter of the balconies. This will add additional softening to the built form and is supported subject to some additional detail as outlined by Council's Open Space Unit. Council's external urban designer has also recommended that the planter box be extended along the southern side of the podium terrace at Level 5 (now Level 4). These items can be addressed by way of condition.

#### Heritage

170. The site is not within a Heritage Overlay, however it does have a direct interface with the former Victoria Distillery to the east. Pursuant to Clause 22.10-3.3, new development that is higher than adjacent building should adopt a secondary setback for the higher building component which retains existing view lines to nearby heritage places and other key features.
171. Furthermore, clause 22.10-3.3 also states that the height of new development abutting land in a Heritage Overlay should:
- Adopt a façade height to the street frontage which is no higher than the adjacent building within the Heritage Overlay*
  - Design a site taller structures so that they do not visually dominate surrounding heritage places and*
  - Match the floor levels of the adjacent heritage building.*

172. In reviewing the above policy, Council's heritage advisor notes that literal application of the policy would be at odds with development that has already occurred within the surrounding area. The heritage advisor considered that adoption of a façade height no higher than the Distillery as suggest by policy would not retain the views of the Distillery from Wellington Street. Furthermore, it is unlikely that a taller structure constructed on the site could avoid visually dominating the heritage place. In that regard, the heritage advisor came to the conclusion that it would be difficult to suggest that the advertised plans are unacceptable, even though unfortunate on the existing views from Wellington Street above the parapet of the subject site and that what was being proposed was *'probably the most reasonable approach to development on this site'*.
173. However, Council's heritage advisor has suggested to alleviate the loss of visual identity and principal view of the Distillery from Wellington Street, that an interpretation programme be required as a condition of permit that provides a brief illustrated history and which signposts its location from Wellington Street be installed. This is considered an appropriate response and could be included as part of the proposed public realm works (which are discussed in the following section).
174. Council's heritage advisor has also recommended that prior to any demolition of the existing buildings, that an archival photograph record of the buildings on the site occur. This was requested on the basis that there may be some historical links with these buildings to the brewing industry. However given that the subject site is not within a Heritage Overlay, there is no planning permission required for demolition the existing buildings on the site. As such, it is not considered a reasonable or appropriate condition to impose.
175. While Council's heritage advisor was comfortable with the advertised plans, the substituted plans are considered to provide a more responsive design to the heritage interface. The advertised plans presented a sheer 14 storey wall set back approximately 3m from the boundary shared with the Distillery (as illustrated in Figure 26 below). The substituted plans now express a podium that is more akin to the scale of the Distillery building (as illustrated in Figure 27 below). Furthermore, treatment of the upper levels in a more light weight material (glass and metal fins) as opposed to brick, will also further assist in reducing the mass of the upper levels as they present next to the Distillery building.

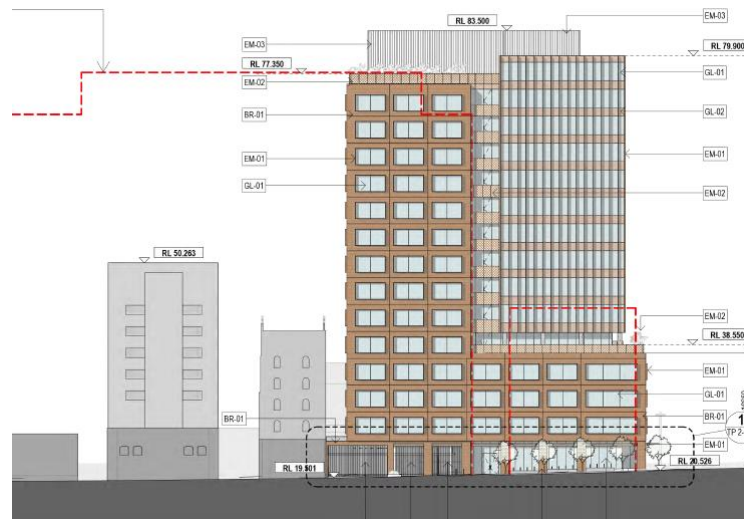


Figure 26: Advertised plans

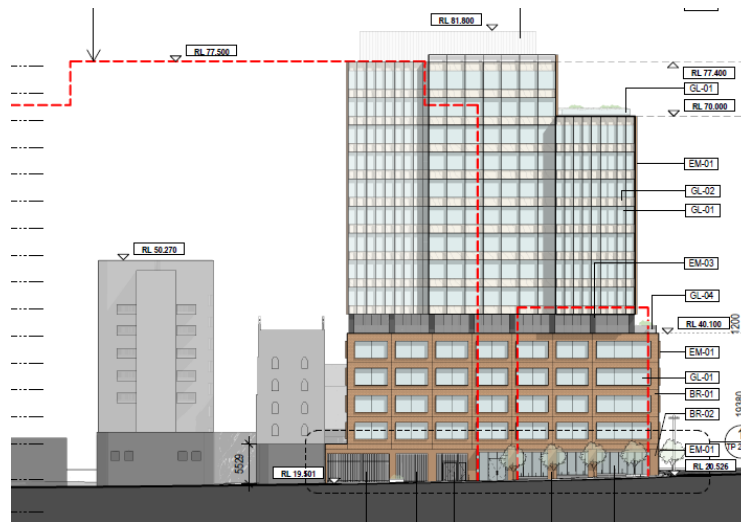


Figure 27: Substituted plans (Decision plans)

176. Furthermore, as outlined within the surrounds description, the site to the immediate south at No. 32-34 Wellington Street has been identified as a site of heritage contribution as the former Sherrin Factory. While this site is not presently within a heritage overlay, it is intended to be included as part of a larger Planning Scheme Amendment in future. Work on this has not yet commenced so limited consideration can be given to this interface. Nevertheless, the ground floor has been designed in a manner that will sit comfortably alongside the heritage building. As illustrated in the images below, the proposed ground level canopy will align with the bottom of the parapet (i.e. where face brick meets the rendered section). This is considered an appropriate response to this interface.

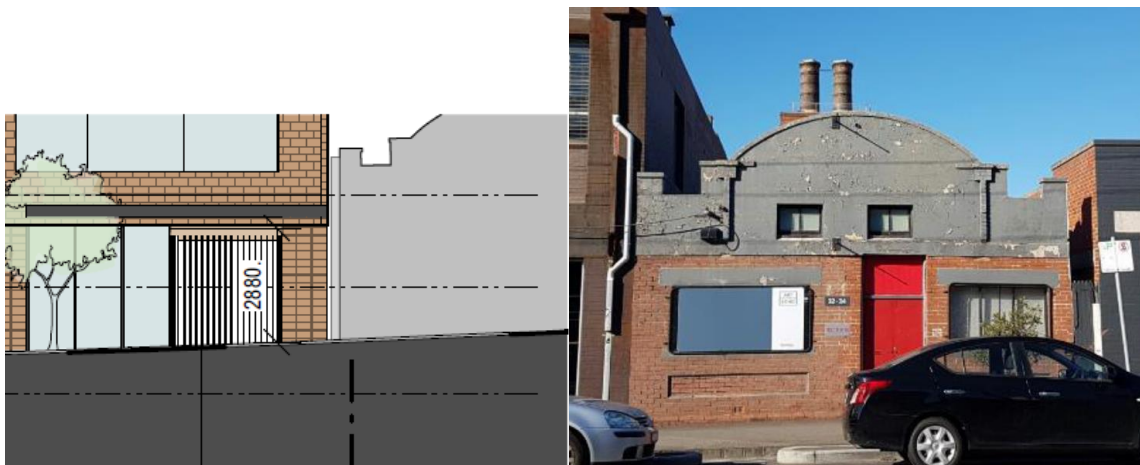
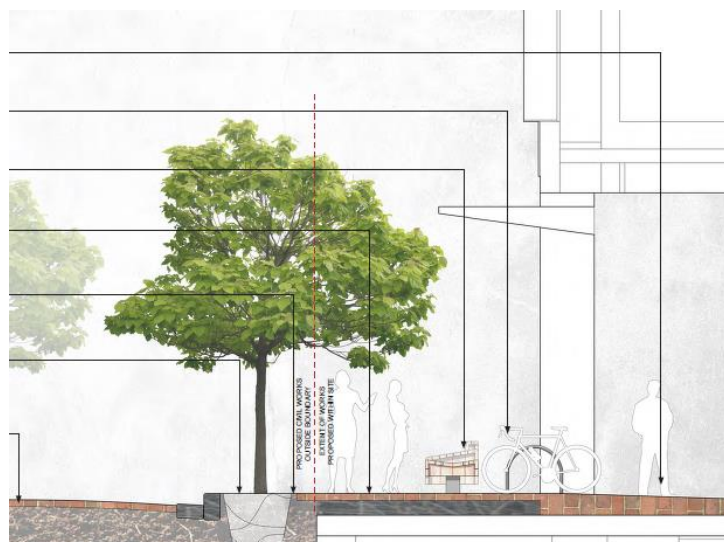


Figure 28: interface with No. 32-34 Wellington Street

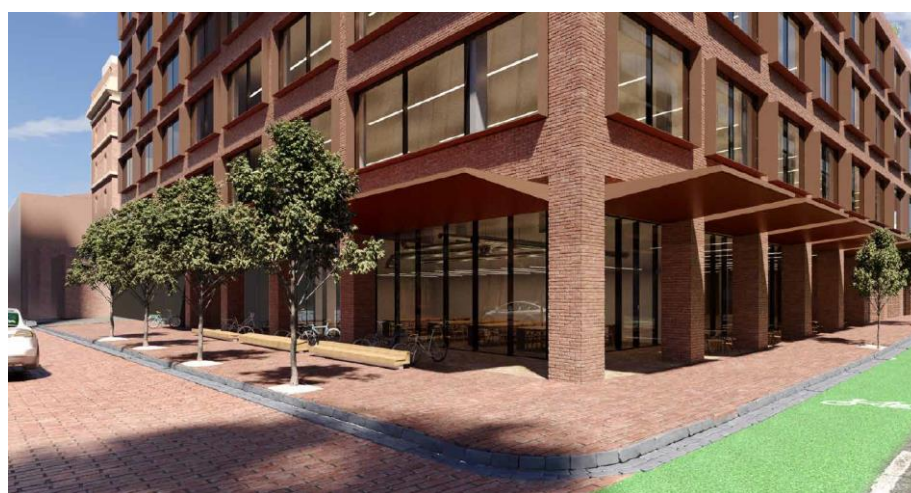
Public realm

*Streetscape works*

177. The preferred character of the Gipps Street Precinct outlined in DDO11 is for ‘a vibrant and safe environment with an increasing amount of street orientated development’. In responding to the preferred future character outcomes, the proposal incorporates public realm improvement works. Specifically these are to address the narrow and inadequate footpath along the southern side of Northumberland Street. The ground level has been set back up to 6.31m from the title boundary. This setback is proposed to accommodate additional tree planting, public seating and visitor bicycle parking. This is illustrated in the images below with the dashed red line representing the property boundary and the current building line.



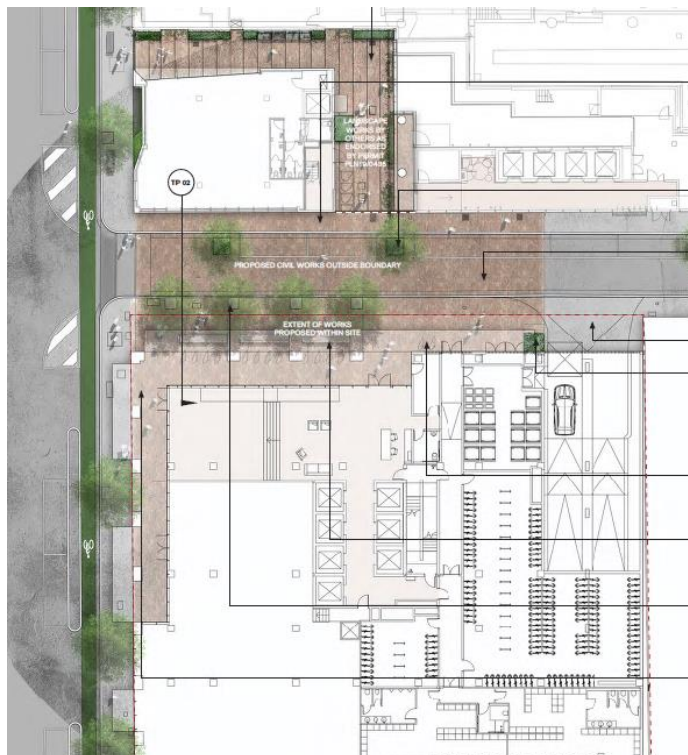
**Figure 29: Cross section of streetscape improvement works**



**Figure 30: perspective view at the corner of Wellington and Northumberland Street with future upgrade works**

178. The proposed design for the streetscape improvement works draws upon the surface treatments employed in the development to the north at No. 2-16 Northumberland Street (as illustrated in the image below) to achieve an integrated approach.
179. The landscape plans for the public realm works have been reviewed by Council's Open Space and Urban Design Units who have requested additional information to be provided and various amendments to materials and design to better align with Council's Standards. These items, in addition with the heritage interpretation programme for the old Distillery discussed within the heritage assessment above, could be addressed by way of permit conditions.
180. Council's Arborist has identified that there appears to be underground services along Northumberland Street that may prevent street tree planting in this location. This would need to be further investigated by way of condition. Additionally, any tree species along Northumberland Street would need to consider shading from the development to the north at No. 2-16 Northumberland Street, soil volumes and the impact the roots may have on the brick paving. It is noted that brick paving is not supported on Council land as it is not consistent with Council's standard materials due to ongoing maintenance concerns, nevertheless, the impact of tree roots on the surface materials need to be considered.

181. As a result of the proposed street tree planting, the footpath along Northumberland Street would be entirely within private property. To ensure that unobstructed access is maintained to the footpath, a condition will be included on any permit that issues that the owner of the land enter into an agreement pursuant to Section 173 of the *Planning and Environment Act 1987* with obligations to ensure that a footpath is maintained unobstructed and in good order to the satisfaction of the Responsible Authority. A condition will also require a 1.5m wide footpath area clear of any obstructions (e.g. street furniture, bicycle parking areas, street trees pits etc) to be nominated on the plans.



**Figure 31: Openwork plan for streetscape works and integration with No. 2-16 Northumberland Street**

182. Furthermore, with the removal of the existing vehicle crossovers to Wellington Street, the raised concrete barrier for the Copenhagen lanes should be extended where adjacent to the redundant crossovers. It would also provide an opportunity for new on-site car parking spaces to be provided. This detail has not been clearly shown on the plans and is recommended on any permit that issues.

#### *Micro climate*

183. The relevant micro climate considerations relate to solar access to footpaths, wind and weather protection. These are discussed in turn below.
184. As mentioned previously, DDO11 encourages development over 4 storeys to minimise overshadowing of adjoining streets. It does not specify hours to be protected, however in the VCAT decision of *Pace Development Group Pty Ltd v Yarra City Council [2015]* at No. 73-77 Wellington Street it was discussed by Council's urban design expert, Rob McGauran that development should not cast a shadow over the opposite footpath at the equinox between 11am and 3pm. This appears to have been accepted by the Tribunal as an appropriate measure. Furthermore, in the VCAT decision of No. 2-16 Northumberland Street, the Tribunal also noted at paragraph 34:
- (a) *By 11.00am the shadow is cast on the pavement itself, meaning that pedestrians will be in sunlight. After this time, the shadow will not affect the footpath. This is a reasonable outcome having regard to the site's context and we are persuaded that the extent of overshadowing has been minimised. The shadow impact does not justify a reduction in the height of the building.*

185. Sectional diagrams were prepared for the original application which clearly demonstrated that by 11am, there would be no additional overshadowing of the footpath at the September equinox (with the orange dashed line reflecting the footpath edge). It is noted that the shadow diagrams are taken a day after the equinox (i.e. 23 not the 22 of September), however the difference would be insignificant.

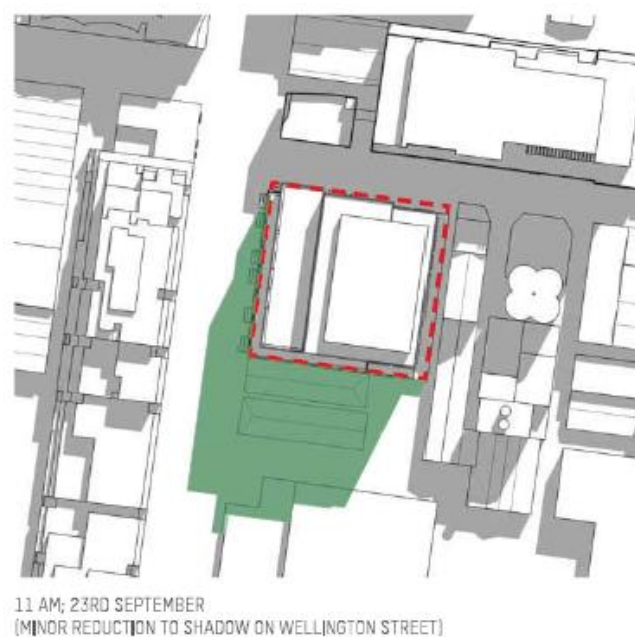


**Figure 32: 11am equinox shadow cross section of advertised application**

186. While a sectional shadow diagram has not been provided for the amended plans, the amended shadow plans clearly show that there would be a reduction in the shadow impact as a result of the reduced building height (refer to figure below). Reducing the height of the western portion of the building as proposed will also assist in further reducing the shadow impact as illustrated in the diagrams below.



**Figure 33: Equinox shadow comparison between advertised scheme (left) and amended scheme (right)**

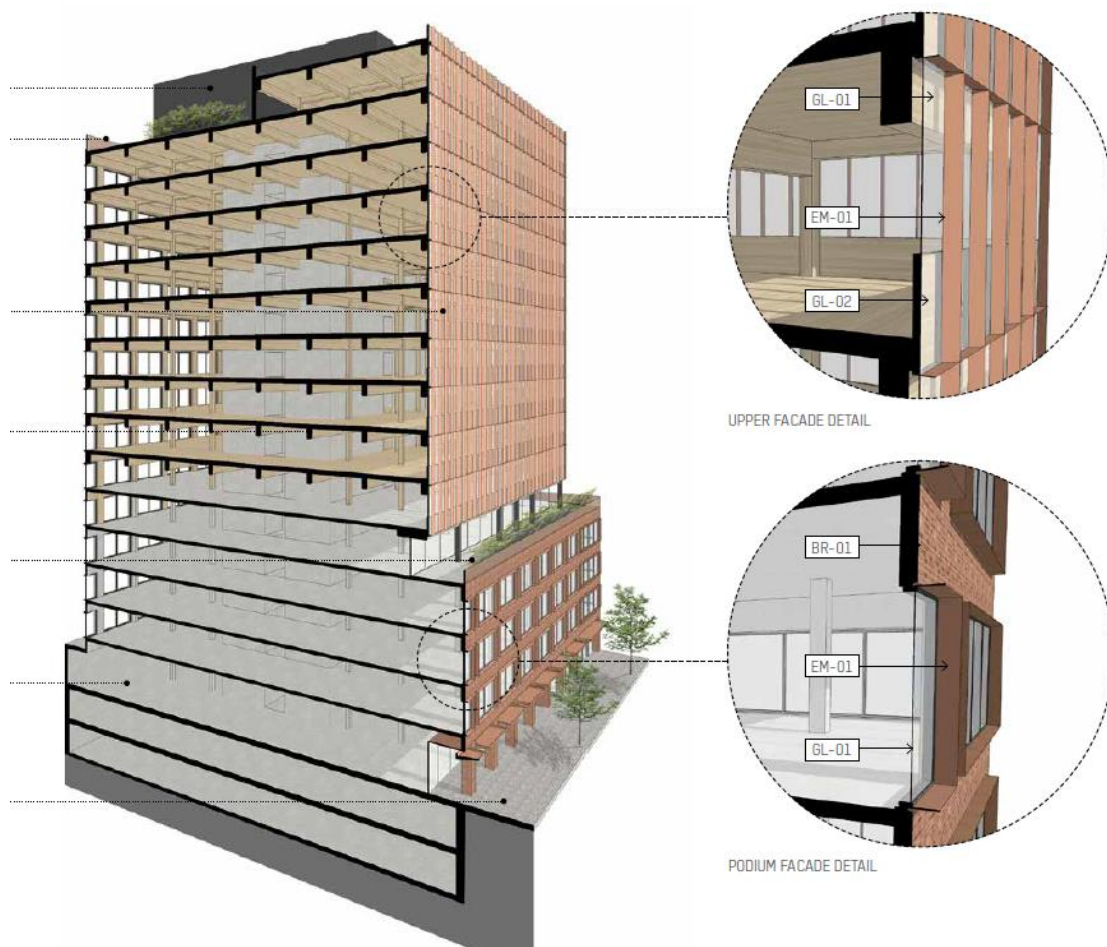


**Figure 34: Equinox shadow based on condition to delete a level from the western portion**

187. On the basis that the proposed development would not cause any additional shadowing of the footpath between the core hours of 11am and 3pm, the proposed development is considered acceptable.
188. A desktop wind report has been submitted with the original application. This has not been updated to reflect the amended plans, however it is not expected that it would significantly change the assumptions within the report. The report anticipates that there may be a possible slight impact on the wind comfort at the ground level pedestrian footpaths and external terraces primarily due to the prevailing northerly, southerly and westerly winds. The wind report suggests a number of treatment strategies to ameliorate the potential impacts including:
- (a) 2m wide awning along Northumberland Street frontage (shown on plans);
  - (b) 2m wide awning along Wellington Street, noting that this could be broken to allow room for canopy trees (shown on plans);
  - (c) Wrap around canopy on the north-west corner may be required subject to further wind tunnel testing (not shown);
  - (d) Porous balustrades and screens between 1.5m and 2.5m in height on the Level 4 terrace (this would now be level 5 terrace – not entirely shown); and
  - (e) Impermeable balustrades 1.5 to the level 14 (now level 13) terrace (shown on plans)
189. The report also recommended in its summary on page iv that:
- (a) *Wind tunnel testing be undertaken at a later detailed design stage to verify the wind conditions and enable a more detailed feedback and design of the proposal and the potential wind mitigation measures.*
190. A peer review of the desktop report has not been undertaken by Council's Wind Consultant based on their initial advice that a wind tunnel is necessary to test the assumptions of the applicant's wind consultant. This would need to be conditioned on permit as a matter to be addressed prior to the endorsement of plans.
191. In regard to weather protection, the combination of recessed ground level (with cantilevering level above) and projecting building canopies along both Wellington Street and Northumberland Street will provide cover to the footpath from rain. However, Council's arborist has raised concern with the proximity of the canopies along Wellington Street to the existing street trees. It has been requested that a minimum 3.5m clearance in radius is provided from the street trees. This will be conditioned accordingly.

Environmental sustainability:

192. The key policy considerations for assessing the environmental sustainability of the development are at clause 52.18 (Stormwater Management in Urban Development), clause 22.16 (stormwater management - Water Sensitive Urban Design) and clause 22.17 (Environmentally Sustainable Design).
193. The proposed development responds to clauses 22.16 and 53.18 by providing a 33kL rainwater tank. A MUSIC Assessment has been provided demonstrating that this would result in a 60.5 percent reduction in stormwater flows. Council's ESD advisor has confirmed that this is an acceptable outcome. The size of the tank has not been shown on the amended plans. This can be readily conditioned on any permit that issues.
194. A Sustainability Management Plan (SMP) has been provided in accordance with clause 22.17 detailing the ESD initiatives for the development. A key initiative of the proposed development is the use of timber frame construction as the primary structure for the upper levels (Level 5-14). This will substantially reduce the embodied energy associated with a standard concrete structure. Council's ESD advisor has highlighted this as a good initiative for the project. However, while reference to the timber frame construction is shown in the supporting documents, it has not been shown on the plans. To ensure that this design initiative is carried across to construction drawings, a condition of permit will requiring the proposed timber construction to be clearly referenced on the section drawings to be endorsed.



**Figure 35: Timber frame construction to Levels 5-14**

195. Other initiatives include:
- (a) 5 star score in Green Star Design and As-Built
  - (b) Minimum 5 star NABERS Base building energy rating



- (c) BESS score of 59%
  - (d) 49% reduction in heating and cooling
  - (e) CO monitoring for car parks
  - (f) Photovoltaic panels
  - (g) Extensive bicycle parking
196. Council's ESD advisor has reviewed the SMP as has identified that there is a deficiency with the shading strategy for the building. The small horizontal overhangs and vertical fins are not considered sufficient to manage heat gain. To resolve this, the depth of the fins may need to be increased and/or glazing coefficients improved. This is a matter that can be resolved via permit condition.
197. Council's ESD advisor has also identified information that is omitted or unclear with the SMP provided and would need to be addressed by way of condition. This includes:
- (a) Daylight modelling for a typical floor
  - (b) U Value, SHGC and VLT of the glazing solution proposed
  - (c) Preliminary energy modelling report
  - (d) Supporting details for Thermal Performance to be based on façade properties
  - (e) Supporting data for Green House Gas reduction credits
  - (f) Solar PV capacity
  - (g) Landscaping shown on terraces to be included in BESS scope
  - (h) A statement addressing how the building design has mitigated urban heat island is addressed
198. Council's ESD advisor has identified omitted information that has been provided with the application. This includes a Green Travel Plan and an operational waste management plan. These reports have been provided and will be discussed later in this report.
199. Council's ESD advisor has also included some additional suggestions for the applicant in their report. These are not considered necessary to be included as permit conditions, however have been provided to the permit applicant for information.
200. Five electric vehicle (EV) charging bays have been provided within Basement 1, which is supported. It has also been recommended by Council's Strategic Transport Unit that a minimum 40A single phase electrical sub circuit be provided throughout the car park to enable additional EV changing opportunities in the future. This can be readily included as a condition on any permit that issues.
201. Given the scale of the development, it is suggested that a post-construction review should be undertaken to demonstrate that the initiatives outlined in the SMP are achieved, including the 5 star Green Star rating.
202. Subject to the items identified above, the proposal will achieve an environmentally sustainable development in accordance with Council policies at clauses 22.16, 22.17 and clause 53.18 of the Yarra Planning Scheme.

#### Offsite amenity impacts

203. The key policy directives in relation to offsite amenity impacts are at clause 22.05 (Interface uses policy) and clause 22.10-3.8 (off-site amenity section of the Built form and design policy). These policies require consideration of the off-site impacts associated with loss of solar access, privacy and noise levels.
204. As identified in the site and surrounds description, there are some lawful caretaker's units located within the converted silos to the east of the proposed development. There is also an approved residential development proposed to the western side of Wellington Street, which falls within a Mixed Use Zone.

205. In the decision of No. 2-16 Northumberland Street, the Tribunal made the following comments in relation to offset amenity impacts to the caretaker dwellings at this site at Paragraph 60:

- (a) *Pursuant to the provisions of this zone, detailed at clause 34.02, a dwelling other than a caretaker's dwelling is a prohibited use. As a consequence, the amenity expectations of persons residing in this zone need to be tempered. A standard of residential amenity commensurate with that experienced in exclusively residential areas and zones cannot reasonably be expected. Put differently, residential amenity should not prevail over the purposes and provisions of the zoning, which support and facilitate non-residential uses.*

206. However, this is not to suggest that off-site amenity impacts are not relevant, as was explained in Paragraph 38 of the Decision of *Krowlikowski & Anor v Yarra CC & Anor*:

- (a) *This, however, does not mean that the amenity impacts of the proposal are irrelevant. Indeed, both the zone provisions and the applicable policies all make it clear that decision makers must consider the effect of proposed use and development on the amenity of the area.*

#### Solar access

207. Acknowledging the decision of Krowlikowski, the Tribunal decision for No. 2-16 Northumberland Street stated the following in paragraph 64 in relation to the anticipated shadow impacts on the caretaker's residents at No. 21 Northumberland Street:

- (a) *We have no reasonable basis to require a modification to the proposed built form arising from its proximity to the neighbouring former distillery complex.*

208. The shadow cast by No. 2-16 Northumberland Street would be significantly greater on the silos given that it is to the north, with the tower element extending approximately 60m in length. Given that the Tribunal was accepting of the shadow impacts from the development at No. 2-16 Northumberland Street, it follows that there would be no reason to require any changes to the current proposal as a result of the shadows it is casting to this site.

209. The proposed apartments to the west of Wellington Street at No.1-57 Wellington Street are to be located at Level 1 and above (with ground level occupied by commercial uses). As discussed earlier, the shadow diagrams for the amended proposal demonstrate that the shadow cast by the development at 11am would not fall on the western footpath, let alone the dwellings within 1-57 Wellington Street. Based on the shadow plans for the amended proposal, it would be expected that there will be some additional shadow impact at 9am to the balconies of the lowermost apartments, however by 10am, it would be expected that the shadows is largely shifted off these dwellings. The limited extent of additional overshadowing to these future balconies is considered acceptable, noting also that these apartments would also have access to a generous roof top terrace that is proposed as part of this development.



Figure 36: 9am and 10am shadows for the amended proposal

*Privacy*

210. There are no concerns with regard to a loss of privacy as a result of the proposed development. There are no habitable room windows within 9m of the development. While there are windows within the silos that may be used for residential purposes, these are located approximately 15m from the subject site.
211. There are also habitable room windows facing the subject site proposed within the approved development at 1-57 Wellington Street on the opposite side of Wellington Street. These are approximately 20m from the subject.
212. There are no other nearby residents either existing or proposed that would likely be affected.

*Noise*

213. An acoustic report prepared by AECOM Australia was submitted with the application detailing potential noise impacts as a result of the development. This has been reviewed by SLR Consulting with their full comments attached to this report. In summary, they have indicated that residents of the silos development may be impacted by noise exceedances of SEPP N-1 due to mechanical plant noise. It has been recommended that further testing of sensitive receivers be undertaken.
214. While the Tribunal decision of No. 2-16 Northumberland Street did not accept that there was a reasonable basis to require a modification of the built form arising from its proximity to the neighbouring distillery complex, they did include permit conditions requiring additional acoustic measures, including compliance with SEPP N-1. A similar approach should be taken for the current application.
215. Council's Acoustic consultant also suggested that an assessment of the food and drink premises would be needed if it were to open outside standard daytime hours. As the food and drink premises is only proposed to open between 7am to 6pm, this is not considered necessary. However, the recommendation to restrict any music played to background music levels is recommended on any permit that issues.

Equitable Development

216. Above the podium, the building proposes setbacks of 3.14m from the eastern boundary and approximately 3m from the southern boundary. Council's external urban designer has recommended that these be increased to 6m above Level 9 for the purpose of maintaining equitable access to daylight and amenity. This is not considered necessary as discussed in the following sections.
217. In relation to the interface to the east, the heritage significance of the former distillery building severely restrains any future development of this site, however, in the unlikely event that this site was to develop, it is considered that the 3m setback above the podium would facilitate equitable access to daylight for any commercial purposes (noting that residential uses are prohibited within the Commercial 2 Zone)
218. In relation to the sites to the south, these are narrow sites that would likely seek to develop to the boundary, thus a setback of either 3m or 6m would be inconsequential. In the event that a number of sites were consolidated into a single development site, the combination of the 3m setback and the unimpeded frontage to Wellington Street would facilitate equitable opportunities for access to daylight and amenity – noting also that these sites are within a Commercial 2 Zone, where residential uses would be prohibited.
219. Furthermore, upper level setbacks in the range of 3m are typical of recent developments along Wellington Street. This includes No. 2-16 Northumberland Street to the north, which is set back 3m from its neighbouring properties at its northern end to a similar height to the subject site. For the reasons discussed above, it is not considered that further changes are required for equitable development opportunities.

Car parking/traffic:*Car parking provision*

220. DDO11 encourages the number of vehicle access points to a site to be limited and where possible consolidated and shared with adjoining sites. The impact of traffic and parking generated by the proposal on the local road network must also be considered.
221. The current application seeks a statutory car parking reduction of 484 car parking spaces, with a total of 81 car spaces provided.
222. The decision guidelines at clause 52.06-7 to be considered include a car parking demand assessment, the availability of car parking in the locality, on-street parking in non-residential zones, any car parking deficiency associated with the existing use of the land, the impact of fewer car spaces on local amenity, and access to or provision of alternative transport modes to or from the land.
223. Having regard to the decision guidelines of clause 52.06-7, the reduction is considered acceptable on the following basis:
- (a) The excellent accessibility of the site to public transport and the on-road bicycle network provides an alternative to staff of the office building and food and drink premises.
  - (b) Given the limited on-street parking within the vicinity of the site, on-street parking would not be a practical option for employees of the site.
  - (c) The proposal includes a generous provision of bicycle parking and end of trip facilities.
  - (d) A Green Travel Plan has been prepared that outlines measures to encourage staff to use sustainable modes of transport. (as discussed below)
  - (e) The customers of the food and drink premises are likely to be from the office tenancies within the building, or from nearby sites.
224. Council engineers have also advised in their referral comments that they are satisfied that the operation of the new office and food and drink premises should not adversely impact on the existing parking conditions in the area, given that they are already constrained.
225. The approved development at No. 2-16 Northumberland Street, Collingwood provides a statutory reduction of 405 car spaces, with 136 car spaces provided on site. The reduction in the car parking requirements was discussed within the VCAT decision, with the following position formed at paragraph 54:
- (a) *We have concluded that the reduced car parking provision is justified in the circumstances of this application. In doing so, we have had regard to the location within an inner city environment that is earmarked as an employment precinct, with convenient access to a range of alternative transport modes and a constrained supply of on-street parking. We consider that the reduced parking provision will not compromise the viability of the development or precinct, nor will it result in an unacceptable demand for on-street parking, given the saturated conditions that are presently experienced.*
226. While the current application seeks a greater reduction than sought at No. 2-16 Northumberland Street, the principles to which the Tribunal found the reduction acceptable apply equally to the subject site.
227. In its decision at No. 2-16 Northumberland Street, the Tribunal also noted at paragraph 55 that:
- (a) *To constrain development of the land for a purpose that is in accordance with the zone purpose on the basis of car parking provision would not be consistent with the policy framework when read as a whole. This includes policies aimed at fostering economic development, employment and environmental sustainability.*
228. Furthermore, to support a reduced reliance on private vehicles, a Green Travel Plan (GTP) has been prepared and submitted with the application. This has been reviewed by Council's Strategic Transport Unit, who were largely supportive of the initiatives proposed. However they have recommended that the GTP be updated to also include the following information;

- (a) Types of lockers within the change-room facilities, with at least 50% of lockers providing hanging storage space
- (b) Security arrangements to access the employee bicycle storage space and
- (c) Signage and wayfinding information for bicycle facilities and pedestrians pursuant to Australian Standard AS2890.3

229. A revised GTP addressing these matters can be required via permit condition, if one is to issue.

230. For the reasons discussed above, the reduction in the statutory car parking requirements is supported.

#### *Car parking design*

231. Pursuant to clause 22.10-3.10, car parking areas should be concealed from street frontages, conveniently located, secure, allow safe and efficient movements, avoid tandem spaces and be well ventilated. The proposed basement car park is consistent with this policy also being secure and fitted with CO<sup>2</sup> monitoring.

232. Council's Engineers have reviewed the car parking layout and access arrangements. They have advised that this is largely satisfactory subject to the following items being addressed:

- (a) A pedestrian sightline triangle (2m x 2.5m) to be superimposed on the drawings at the exit point from the site
- (b) Columns that are non-compliant with Diagram 1 of clause 52.06-9) are to be repositioned or redesigned so that they do not encroach upon the parking space
- (c) 1:8 transition grades at the base of vehicle ramps are to be a minimum of 2.5m in length

233. These matters could be readily addressed via condition on any permit that issues.

#### *Traffic impacts*

234. The traffic report submitted with the application anticipates the following movements in and out of the site:

- (a) AM Peak – 10% outbound (8 trips), 90% inbound (78 trips) and
- (b) PM peak – 90% outbound (74 trips), 10% inbound (8 trips)

235. A SIDRA analysis was undertaken for the intersection of Northumberland and Wellington Streets to assess the potential impact from the additional movements contributed by the proposed development. The modelling also included the anticipated movements from the development at No. 2-16 Wellington Street. The anticipated traffic movements created by the proposed development have been reviewed by Council's Traffic Engineers and deemed to be acceptable.

236. However Council's Engineers have identified that there may be a conflict point at the western end of Northumberland Street, consequent to the parallel parking along the north of the street reducing the carriageway width and preventing the passing of vehicles. Further information is required in relation to how these conflicts will be managed. This will be requested via a Road Safety Audit to further analyse the vehicle movements within Northumberland Street, prior to the endorsement of plans.

237. The initial external urban design advice provided to Council recommended that a basement level be deleted to reduce conflicts with pedestrians and cyclists. This is not considered necessary. As identified above, the additional vehicle movements are considered acceptable. While further information is required to demonstrate how cars will navigate passing movements in Northumberland Street, it is not anticipated that these movements will impact upon the safety of pedestrians or cyclists.

238. Furthermore, in response to the external urban design comments, it is considered that the proposed development will improve the bicycle and pedestrian safety from the existing conditions by removing two double-crossovers along Wellington Street and widening the footpath (as discussed within the public realm improvements).

Bicycle facilities:

239. The proposal contains a total of 180 staff bicycle parking spaces with a minimum of 20% horizontal spaces. End of trip facilities (showers/change areas) and a total of 330 lockers are proposed on the ground floor of the development, accessible from a corridor connected to Northumberland Street.

240. Council's Strategic Transport Unit recommended that the staff bicycle provision be increased from 180 spaces to 186 spaces to achieve BESS best practice of 1 space per 100sqm. Given the significant shortfall in on-site parking, it is considered appropriate to require bicycle parking to achieve best practice. This can be conditioned on any permit that issues.

241. Council's Strategic Transport Unit is supportive of the design and location of the bicycle spaces noting that bicycle parking is located within a secure facility at ground floor, in an easily accessible location. They also note that the bicycle parking is designed in accordance with AS2890.3 with at least 20% of employee spaces being provided as horizontal ground floor spaces. It will be important that the design and layout of the bicycle spaces is not compromised by the additional capacity as discussed above.

242. There are 28 visitor bicycle spaces provided along Northumberland Street within the ground floor setback area. Council's Strategic Transport Unit also encourages that BESS best practice of 1 visitor space per 500sqm of office floor space is met, this equates to 38 visitor spaces. The Strategic Transport Unit have recommended that this could be accommodated along Wellington Street. This is considered a reasonable request given the site's connectivity to the bicycle network and the absence of onsite visitor car parking. This could be conditioned on any permit that issues.

243. While the design of the visitor bicycle spaces is largely supported by Council's strategic transport unit, they have suggested that the hoops are angled to maximise the width of the pedestrian accessway. This amendments should be made within the revised public realm plan previous discussed.

Building services

244. The decision guidelines for buildings and works within the Commercial 2 Zone (Clause 34.02-7), requires consideration of the availability of and connection to services. Clause 22.10-3.11 provides guidance for the design of building services to be appropriately sited and blended into the design of new buildings. This policy also encourages ancillary services to be concealed from the front, side and rear boundary view.

245. The proposed development contains building services largely within the basement levels or internal to the building where they are concealed from view, consistent with clause 22.10-3.11. Notably, the substation is located within the basement where it will not impact upon the streetscape presentation. At street level, it is proposed to include a fire booster cabinet and a fire control room along Northumberland Street, comprising a length of 6.5m. This is considered a modest proportion of the 45.87m frontage. A gas cupboard is also proposed at the southern end of the Wellington Street frontage, with a width of approximately 4m, this is also considered a modest proportion of the 46.4m wide frontage to Wellington Street. The provision of services at street level is considered acceptable and is not anticipated to adversely impact the public realm presentation of the proposed development.

246. A generous roof top services area is proposed, which is to be concealed by a 5m high plant screen. The screen is also intended to conceal the extensive PV solar array which is proposed above the services room. The plant area (and screen), is set back from the building parapet by a minimum of 3m from the north and south boundaries, 2.5m from Wellington Street and approximately 1.5m from the eastern boundary. The services screen is proposed to consist of white metal vertical louvers. It is suggested that a more muted tone, such as light grey would better limit the prominence of the service screen.

This will be included as a condition accordingly. Subject to a light grey finish, it is considered that the location and material of the screen will assist in minimising its visual impact on the overall development. This is considered an acceptable response.

247. Pursuant to Amendment VC142 (gazetted 31 July 2018), the statutory requirement for a loading bay was removed from the Planning Scheme, however a decision guideline was added at clause 65.01 requiring consideration of the adequacy of loading and unloading facilities and associated amenity, traffic flow and road safety impacts. Clause 22.10-3.10 provides additional guidance for loading bays in non-residential development to be:
- (a) Clearly separated and screened from pedestrian areas;
  - (b) In the case of larger sites, allow for vehicle turning to prevent reversing onto and off the site;
  - (c) Provide for loading and unloading to occur entirely off street; and
  - (d) Be concealed from the frontage and street corner.
248. There is a designated delivery bay within Basement 1 that would be able to cater for small vans/commercial vehicles. This would accommodate the demand for day-to-day deliveries to the site, however would not accommodate larger delivers such as furniture removalists. However, this would be an infrequent occurrence to warrant a larger on-site loading bay. Furthermore, this would likely to require a larger vehicle opening to the street, which in turn would be more detrimental to the site. The loading arrangements have also been reviewed by Council's Engineers who have deemed this to be satisfactory.
249. A waste storage room is provided adjacent to the vehicle entry/exit. A waste management plan (WMP) was also submitted with the application. The WMP indicates that waste will be collected on site by a 6.4m long small rigid vehicle. The truck is to reverse into the site outside peak hours. The waste contractor would then be responsible for transporting bins to and from the bin store during collection time.
250. The WMP has been reviewed by Council's City Works Unit. They have raised concerns with the current plan noting that:
- (a) The number of collections is excessive and should be reduced
  - (b) Detail on managing hard waste is required
  - (c) An explanation on how risk associated with the waste management and collection process will be managed.
  - (d) A clause is required within the WMP that would require the potential review if the operational requirements are to change.
251. These matters can be readily addressed by way of permit condition.

#### Objector concerns

252. Matters raised by objectors that have been addressed within the body of the report are summarised below with associated paragraph references:
- (a) design (height, scale, bulk, character); discussed in paragraphs 135 to 168;
  - (b) heritage; discussed in paragraphs 170 to 176;
  - (c) amenity (overlooking, overshadowing, loss of light); discussed in paragraphs 203 to 219;
  - (d) traffic and car parking; discussed in paragraphs 220 to 238; and
  - (e) wind impacts; discussed in paragraphs 188-190.
253. Matters raised in objectors that are not addressed within the report are discussed below:
- (a) Lack of office demand;

- (i) Office is as-of-right within the Commercial 2 Zone, therefore the appropriateness of this use is not a relevant consideration. Nevertheless, an office development is supported by strategic policy as discussed at paragraph 124.
- (b) construction impacts
  - (i) Construction impacts are not relevant in the consideration of whether a proposal is acceptable. A Construction Management Plan is recommended as a standard condition on any permit that issues to manage impacts during the construction stage. Construction impacts on adjacent properties would also be further considered during the building permit stage.
- (c) loss of views
  - (i) Although impact upon views can be considered amongst the amenity impacts of a proposal, there cannot be considered a right to any particular view. In the absence of particular planning controls which might require the protection of, or sharing of views, loss of views is usually afforded very limited weight.
- (d) impact on property values
  - (i) Property values are speculative and not a planning matter. Fluctuations in property prices are not a relevant consideration in assessing an application under the provisions of the *Planning & Environment Act 1987*, or the Yarra Planning Scheme.

## Conclusion

254. The proposal is an appropriate site-responsive development that will further implement the strategic objectives of the Gipps Street Employment Precinct, whilst making a positive contribution to the streetscape and the emerging built form character of this part of Collingwood, consistent with the policy aspirations for the area.
255. The innovative timber frame construction, extensive PV solar array and generous bicycle parking and end of trip facilities will also reinforce Council's policy directives for an environmentally sustainable future.

## RECOMMENDATION

That having considered all objections and relevant planning policies, the Committee resolves to notify the Victorian Civil and Administrative Tribunal and all parties that had Council been in a position to determine the application, it would have issued a Notice of Decision to Grant a Planning Permit PLN19/0450 for construction of a multi-storey office building, use of the land for food and drink premises and a reduction in car parking requirements at 36-52 Wellington Street, Collingwood, subject to the following conditions:

1. Before the development starts 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 plans identified as TP0-100 – TP9-101 dated 31 January 2020, prepared by Jackson Clements Burrows Architects but modified to show:
  - (a) The height of the western portion of the building reduced by increasing the setback of Level 12 by 11m from the western boundary (i.e. to match Level 13), with subsequent relocation of the Level 13 terrace to Level 12;
  - (b) Café relabelled as 'Food and Drink (café) Tenancy 1' and the food and drink premises relabelled as 'Food and Drink Tenancy 2'



- (c) Size of the rainwater tank to be annotated;
  - (d) Timber frame construction to be referenced on the section drawings;
  - (e) A pedestrian sightline triangle (2m x 2.5m) to be superimposed on the drawings at the exit point from the site
  - (f) Columns that are non-compliant with Diagram 1 of clause 52.06-9 repositioned or redesigned to not encroach upon the parking space
  - (g) 1:8 transition grades at the base of vehicle ramps to be a minimum of 2.5m in length.
  - (h) Revised vehicle crossover cross-sectional drawing in accordance with the City of Yarra Vehicle Crossings Information Sheet demonstrating that a 99<sup>th</sup> percentile vehicle profile can traverse the crossover;
  - (i) Changes as a result of the road safety audit if required by the responsible authority;
  - (j) Minimum 1.5m wide footpath area clear of any obstructions (e.g. street furniture, bicycle parking areas, street tree pits etc.) identified along Northumberland Street;
  - (k) Minimum 3.5m clearance in radius is provided from the existing street trees along Wellington Street;
  - (l) Roof top services screen modified from white to be a light grey colour finish;
  - (m) Additional staff bicycle spaces to achieve BESS best practice (i.e. total of 186)
  - (n) Any requirement of the endorsed Façade Strategy and materials and Finishes plan, where relevant show on the plans in accordance with condition 4;
  - (o) any requirement of the endorsed Sustainable Management Plan, where relevant to show on plans in accordance with Condition 9;
  - (p) any requirement of the endorsed Waste Management Plan, where relevant to show on plans in accordance with Condition 12;
  - (q) any requirement of the endorsed Acoustic Report, where relevant to show on plans in accordance with Condition 15;
  - (r) any requirement of the endorsed Wind Report, where relevant to show on plans in accordance with Condition 19; and
  - (s) Any requirement of the endorsed landscaping plan, where relevant to shown on plans in accordance with Condition 17.
2. The use and development as shown on the endorsed plans must not be altered without the prior written consent of the responsible authority.
3. As part of the ongoing consultant team, Jackson Clements Burrows 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.

#### Façade Strategy

4. In conjunction with the submission of development plans under Condition 1, a Façade Strategy and Materials and Finishes Plan to the satisfaction of the Responsible Authority must be submitted to and be approved by the Responsible Authority.

When approved, the Façade Strategy and Materials and Finishes Plan will be endorsed and will then form part of this permit. This must detail:

- (a) elevation drawings at a scale of 1:20 illustrating typical podium details, entries and doors, and utilities and typical tower facade details including;
  - (i) the use of actual bricks (i.e. not snaplock) within the podium
  - (ii) timber frame construction
- (b) section drawings to demonstrate façade systems, including fixing details and joints between materials or changes in form;
- (c) information about how the façade will be maintained; and
- (d) a sample board and coloured drawings outlining colours, materials and finishes

#### Food and drink premises use

5. Except with the prior written consent of the responsible authority, the food and drink premises (incl. café) may only operate between the hours of 7.00am and 6.00pm, seven days per week.
6. No more than 20 patrons are permitted within the Food and Drink (café) Tenancy 1 at any one time.
7. No more than 130 patrons are permitted within Food and Drink Tenancy 2 at any one time.
8. The provision of music and entertainment within the food and drink premises (incl. café) must be at a background noise level.

#### Sustainable Management Plan

9. Before the development starts, an amended Sustainable Management Plan to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the amended Sustainable Management Plan will be endorsed and will form part of this permit. The amended Sustainable Management Plan must be generally in accordance with the Sustainable Management Plan prepared by Aurecon prepared on 28 June 2019, but modified to include or show:
  - (a) A more comprehensive shading strategy
  - (b) Daylight modelling for a typical floor
  - (c) U-Value, Solar Heat Gain Coefficient and Visible Light Transmission of the glazing solution proposed
  - (d) Preliminary energy modelling report
  - (e) Supporting details for Thermal Performance based on façade properties
  - (f) Supporting data for Green House Gas reduction credits
  - (g) Solar photovoltaic system capacity
  - (h) Landscaping shown on terraces to be included in BESS scope
  - (i) A statement addressing how the building design has mitigated urban heat island
10. The provisions, recommendations and requirements of the endorsed Sustainable Management Plan must be implemented and complied with to the satisfaction of the responsible authority.

11. Before the development is occupied, or by such later date as approved in writing by the Responsible Authority, a report from the author of the Sustainability Management Plan, approved under this permit, or similarly qualified person or company, must be submitted to the Responsible Authority.

The report must be to the satisfaction of the Responsible Authority and must confirm all measures specified in the endorsed Sustainability Management Plan pursuant to Condition 9 have been implemented, including a 5 star Green Star rating.

#### Waste Management Plan

12. Before the development commences, an amended Waste Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Waste Management Plan will be endorsed and will form part of this permit. The amended Waste Management Plan must be generally in accordance with the Waste Management Plan prepared by Aecom and dated 15 August 2019, but modified to include (or show/address):
  - (a) Reduce the number of waste collections required;
  - (b) Detail on managing hard waste;
  - (c) An explanation on how risk associated with the waste management and collection process will be managed.
  - (d) A clause that would require the review of the waste management plan if the operational requirements are to change.
13. The provisions, recommendations and requirements of the endorsed Waste Management Plan must be implemented and complied with to the satisfaction of the responsible authority.
14. The collection of waste from the site must be by private collection, unless with the prior written consent of the responsible authority.

#### Acoustic report

15. Before the development commences, an amended Acoustic Report 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 Aecom and dated 28 June 2019, but modified to include (or show, or address):
  - (a) The exact locations of all sensitive receiver locations clearly indicated in the report;
  - (b) SEPP N-1 noise limits determined from all receivers potentially affected by noise from the development; and
  - (c) An assessment of noise from all mechanical plan and equipment to be conducted during the detailed design phase of the project, to ensure that SEPP N-1 noise limits are not exceeded.
16. The provisions, recommendations and requirements of the endorsed Acoustic Report must be implemented and complied with to the satisfaction of the responsible authority.

#### Landscape Plan

17. Before the development commences, a Landscape Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the Landscape Plan will be endorsed and will form part of this permit.

The Landscape Plan must be generally in accordance with the Landscape Town Planning Report prepared by Openwork Pty Ltd and dated 10 September 2019, but modified to include (or show):

- (a) Planting within the title boundaries;
  - (b) The planter boxes extended along the southern side of the Level 4 terrace
  - (c) Detailed planting plan showing the type, location, quantity, height at maturity and botanical names of all proposed plants;
  - (d) Confirm plants are not on the *DELWP Advisory List of Environmental Weeds in Victoria*;
  - (e) detail of supporting structures for any vertical and cascading plants (if proposed);
  - (f) provide a specification of works to be undertaken prior to planting; and
  - (g) detail plant/planting maintenance schedules and requirements
- to the satisfaction of the responsible authority.

18. Before the development is occupied, or by such later date as approved in writing by the responsible authority, the landscaping works shown on the endorsed Landscape Plan must be carried out and completed to the satisfaction of the responsible authority. The landscaping shown on the endorsed Landscape Plan must be maintained by:

- (a) implementing and complying with the provisions, recommendations and requirements of the endorsed Landscape Plan;
  - (b) not using the areas set aside on the endorsed Landscape Plan for landscaping for any other purpose; and
  - (c) replacing any dead, diseased, dying or damaged plants
- to the satisfaction of the responsible authority.

#### Wind Assessment Report

19. Before the development starts, a Wind Assessment to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the Wind Assessment will be endorsed and will form part of this permit. The Wind Assessment must address (include/show):

- (a) Wind tunnel testing to verify the assumptions within the desktop study prepared by Windtech and dated 21 August 2019;
- (b) Achieve recommended criteria without the reliance on vegetation

20. The provisions, recommendations and requirements of the endorsed Wind Assessment Report must be implemented and complied with to the satisfaction of the responsible authority.

#### Public Realm works

21. Before the development starts, an amended Public Realm Plan to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the Public Realm Plan will be endorsed and will then form part of this Permit. The public realm works must be generally in accordance with the Landscape Town Planning Report prepared by Openwork Pty Ltd and dated 10 September 2019, but modified to show:

- (a) Clear distinction between existing and proposed street trees.

- (b) Street tree planting along Northumberland Street to have regard to:
    - (i) any underground services
    - (ii) Shading from the development to the north
    - (iii) Soil volumes
    - (iv) Root impact on surface treatments
  - (c) Minimum 1.5m wide footpath area adjacent Northumberland Street that is clear of any obstructions (e.g. street furniture, bicycle parking areas, street trees pits etc);
  - (d) On-street parking bays and line marking that are impacted by the proposal.
  - (e) Existing and proposed power/light poles;
  - (f) Spot levels, falls/grading along the footpath interfaces.
  - (g) Indication of surface drainage type, locations and materiality
  - (h) Clarify whether tactile indicators and/or handrails are required and demonstrate that these will not obstruct any desired pedestrian line of travel
  - (i) Replace brick pavers within in the public realm (incl. road) with an alternative material in accordance with the City of Yarra's Public Domain Manual and smooth for cyclists;
  - (j) Delineation of the title boundaries (e.g. non slip/trip metal banding)
  - (k) Delete the planter box seat next to the vehicle entrance;
  - (l) Provision for 5 bicycle hoops and a bench seat along Wellington Street in accordance with the City of Yarra's Public Domain Manual;
  - (m) Bicycle hoops along Northumberland Street and Wellington Street to be angled to maximise the pedestrian accessway width;
  - (n) Heritage interpretation programme to include signage near the corner of Northumberland and Wellington Streets that provides a brief illustrated history of the old Victoria Distillery; and
  - (o) the raised concrete barrier for the Copenhagen lane extended across the reinstated vehicle crossing and any subsequent lane marking/painting.
22. The public realm works shown on the endorsed Public Realm Plan must be carried out and completed before the development is occupied or by such later date as approved in writing by the responsible authority, at the permit holder's cost and to the satisfaction of the responsible authority.
23. Prior commencement of the development authorised by this permit, or at a later date if agreed in writing by the responsible authority, the owner (or another person in anticipation of becoming the owner) must enter into an agreement with the Responsible Authority under Section 173 of the *Planning and Environment Act 1987*, which provides for the following:
- (a) Minimum 1.5m wide footpath area adjacent to Northumberland Street as shown on the endorsed plans pursuant to condition 1 of this permit must remain unobstructed and maintained by the owner in good order, at no cost to Council, to the satisfaction of the Responsible Authority.

The owner, or other person in anticipation of becoming the owner, must meet all the expenses of the preparation and registration of the agreement, including the Responsible Authority's costs and expenses (including legal expenses) incidental to the preparation, registration and enforcement of the agreement.

### Road Infrastructure

24. Prior to the endorsement of plans, a Road Safety Audit to assess and provide recommendations on the following:
  - (a) How conflicts will be managed at the western end of Northumberland when parked cars are present
25. Before the development 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.
26. Before the building is occupied, or by such later date as approved in writing by the responsible authority, any redundant vehicular crossings must be demolished and re-instated as standard footpath and kerb and channel:
  - (a) at the permit holder's cost; and
  - (b) to the satisfaction of the responsible authority.
27. Before the development is occupied, or by such later date as approved in writing by the responsible authority, any damage to Council infrastructure resulting from the development reinstated:
  - (a) at the permit holder's cost; and
  - (b) to the satisfaction of the responsible authority.
28. All road pavement reinstatements must be consolidated as single full-width areas of reinstatement to reduce further construction joints in the pavement.

### Car parking

29. Before the development is occupied, or by such later date as approved in writing by the responsible authority, the area set aside on the endorsed plans for the car parking spaces, access lanes, driveways and associated works must be:
  - (a) constructed and available for use in accordance with the endorsed plans;
  - (b) formed to such levels and drained so that they can be used in accordance with the endorsed plans; and
  - (c) line-marked or provided with some adequate means of showing the car parking spaces to the satisfaction of the responsible authority.

### Green Travel Plan

30. Before the development is occupied, an amended Green Travel Plan to the satisfaction of the responsible authority must be submitted to, and approved by, the responsible authority. When approved, the amended Green Travel Plan will be endorsed and will form part of this permit. The amended Green Travel Plan must be generally in accordance with the Green Travel Plan prepared by Aecom and dated 27 August 2019, but include the following:
  - (a) Types of lockers within the change-room facilities, with at least 50% of lockers providing hanging storage space;

- (b) Security arrangements to access the employee bicycle storage space; and
  - (c) Signage and wayfinding information for bicycle facilities and pedestrians pursuant to Australian Standard AS2890.3.
31. The provisions, recommendations and requirements of the endorsed Green Travel Plan must be implemented and complied with to the satisfaction of the responsible authority.

#### Lighting

32. Before the development is occupied, or by such later date as approved in writing by the responsible authority, external lighting capable of illuminating access to the pedestrian and vehicular entrances and internal laneway must be provided on the subject site. Lighting must be:
- (a) located;
  - (b) directed;
  - (c) shielded; and
  - (d) of limited intensity
- to the satisfaction of the responsible authority.

#### General

33. Finished floor levels shown on the endorsed plans must not be altered or modified without the prior written consent of the responsible authority.
34. The amenity of the area must not be detrimentally affected by the construction and use, including through:
- (a) the transport of materials, goods or commodities to or from land;
  - (b) the appearance of any buildings, works or materials;
  - (c) the emission of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil or
  - (d) the presence of vermin
- to the satisfaction of the responsible authority.
35. Before the development 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.
36. All buildings and works must be maintained in good order and appearance to the satisfaction of the responsible authority.
37. All pipes, fixtures and fittings servicing any building on the land must be concealed in service ducts or otherwise hidden from view to the satisfaction of the responsible authority.
38. 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 7.00am or after 6.00pm;
  - (b) Saturdays and public holidays (other than ANZAC Day, Christmas Day and Good Friday) before 9.00am or after 3.00pm; or
  - (c) Sundays, ANZAC Day, Christmas Day and Good Friday at any time.

Tree Management Plan

39. Before the development commences, a Tree Management Plan to the satisfaction of the Responsible Authority must be prepared by a suitably qualified Arborist and must be submitted to and approved by the Responsible Authority. When approved the Tree Management Plan will be endorsed and will form part of this permit. The Tree Management Plan must make recommendations for:
- (a) the protection of the street trees adjacent to the Wellington Street frontage;
    - (i) pre-construction;
    - (ii) during construction; and
    - (iii) post construction
  - (b) the provision of any barriers;
  - (c) any pruning necessary; and
  - (d) watering and maintenance regimes,
- to the satisfaction of the Responsible Authority.
40. The provisions, recommendations and requirements of the endorsed Tree Management Plan must be complied with and implemented to the satisfaction of the Responsible Authority.

Construction Management

41. Before the development starts, 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 road 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;
- (l) 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;
- (o) 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.

In preparing the Noise and Vibration Management Plan, consideration must be given to:

- (i) using lower noise work practice and equipment;
- (ii) the suitability of the land for the use of an electric crane;
- (iii) silencing all mechanical plant by the best practical means using current technology;
- (iv) fitting pneumatic tools with an effective silencer;
- (v) other relevant considerations; and
- (vi) any site-specific requirements.

During the construction:

- (q) any stormwater discharged into the stormwater drainage system must be in compliance with Environment Protection Authority guidelines;
- (r) 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;
- (s) vehicle borne material must not accumulate on the roads abutting the land;
- (t) the cleaning of machinery and equipment must take place on the land and not on adjacent footpaths or roads; and
- (u) all litter (including items such as cement bags, food packaging and plastic strapping) must be disposed of responsibly.

Time expiry

42. This permit will expire if:

- (a) The development is not started within two (2) years of the issue date of this Permit.
- (b) The development is not completed within four (4) years of the issue date of this Permit.
- (c) The use is not started within five (5) years of the issue 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 maybe required before development is commenced. Please contact Council's Building Services on 9205 5555 to confirm.

A vehicle crossing permit is required for the construction of the vehicle crossing(s). Please contact Council's Construction Management Branch on 9205 5555 for further information.

Provision must be made for drainage of the site to a legal point of discharge. Please contact Council's Building Services on 9205 5555 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 employees within the development approved under this permit will not be permitted to obtain employee or visitor parking permits.**

**CONTACT OFFICER: Amy Hodgen**  
**TITLE: Senior Coordinator Statutory Planning**  
**TEL: 9205 5330**

#### **Attachments**

- 1 VCAT Amended Plans
- 2 Zoning Map
- 3 Head, Department of Transport Referral Comments
- 4 External Urban Design Referral Comments (on VCAT Plans)
- 5 Heritage Referral Comments
- 6 Acoustic Referral Comments
- 7 Open Space/Internal Urban design referral comments on Public Realm
- 8 Open Space Referral Comments
- 9 Streetscapes and Natural Values Unit Referral Comments
- 10 Engineering Referral Comments
- 11 Strategic Transport Referral Comments
- 12 City Works Unit Referral Comments
- 13 Streetscape and Natural Values Referral Comments