



Agenda

Council Meeting

7.00pm, Tuesday 16 March 2021

MS Teams

Council Meetings

Council Meetings are public forums where Councillors come together to meet as a Council and make decisions about important, strategic and other matters. The Mayor presides over all Council Meetings, and they are conducted in accordance with the City of Yarra Governance Rules 2020 and the Council Meetings Operations Policy.

Council meetings are decision-making forums and only Councillors have a formal role. However, Council is committed to transparent governance and to ensuring that any person whose rights will be directly affected by a decision of Council is entitled to communicate their views and have their interests considered before the decision is made.

There are two ways you can participate in the meeting.

Public Question Time

Yarra City Council welcomes questions from members of the community.

Ideally, questions should be submitted to Council in writing by midday on the day of the meeting via the form available on our website. Submitting your question in advance helps us to provide a more comprehensive answer. Questions that have been submitted in advance will be answered first.

Public question time is an opportunity to ask questions about issues for which you have not been able to gain a satisfactory response on a matter. As such, public question time is not:

- a time to make statements or engage in debate with Councillors;
- a forum to be used in relation to planning application matters which are required to be submitted and considered as part of the formal planning submission;
- a forum for initially raising operational matters, which should be directed to the administration in the first instance.

If you wish to raise matters in relation to an item on this meeting agenda, Council will consider submissions on these items in conjunction with and prior to debate on that agenda item.

When you are invited by the Mayor to ask your question, please come forward, take a seat at the microphone, state your name clearly for the record and:

- direct your question to the Mayor;
- refrain from making statements or engaging in debate
- don't raise operational matters which have not previously been raised with the Council administration;
- not ask questions about matter listed on the agenda for the current meeting.
- refrain from repeating questions that have been previously asked; and
- if asking a question on behalf of a group, explain the nature of the group and how you are able to speak on their behalf.

Once you have asked your question, please remain silent unless called upon by the Mayor to make further comment or to clarify any aspects.

Public submissions

Before each item is considered, the meeting chair will ask people in attendance if they wish to make submission. If you want to make a submission, simply raise your hand and the Mayor will invite you to come forward, take a seat at the microphone, state your name clearly for the record and:

- Speak for a maximum of five minutes;
- direct your submission to the Mayor;
- confine your submission to the subject under consideration;
- avoid repetition and restating previous submitters;
- refrain from asking questions or seeking comments from the Councillors or other submitters;
- if speaking on behalf of a group, explain the nature of the group and how you are able to speak on their behalf.

Once you have made your submission, please remain silent unless called upon by the Mayor to make further comment or to clarify any aspects.

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.

Arrangements to ensure our meetings are accessible to the public

Council meetings are held at either the Richmond Town Hall or the Fitzroy Town Hall. The following arrangements are in place to ensure they are accessible to the public:

- Entrance ramps and lifts (off Moor Street at Fitzroy, entry foyer at Richmond).
- Interpreting assistance is available by arrangement (tel. 9205 5110).
- Auslan interpreting is available by arrangement (tel. 9205 5110).
- A hearing loop is available at Richmond only and the receiver accessory is available by arrangement (tel. 9205 5110).
- Proposed resolutions are displayed on large screen.
- An electronic sound system amplifies Councillors' debate.
- Disability accessible toilet facilities are available at each venue.

Recording and Publication of Meetings

An audio recording is made of all public Council Meetings and then published on Council's website. By participating in proceedings (including during Public Question Time or in making a submission regarding an item before Council), you agree to this publication. You should be aware that any private information volunteered by you during your participation in a meeting is subject to recording and publication.

Order of business

1. **Acknowledgement of Country**
2. **Attendance, apologies and requests for leave of absence**
3. **Announcements**
4. **Declarations of conflict of interest**
5. **Confidential business reports**
6. **Confirmation of minutes**
7. **Public question time**
8. **Council business reports**
9. **Notices of motion**
10. **Petitions and joint letters**
11. **Questions without notice**
12. **Delegates' reports**
13. **General business**
14. **Urgent business**

1. Acknowledgment of Country

“Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra.

We acknowledge their creator spirit Bunjil, their ancestors and their Elders.

We acknowledge the strength and resilience of the Wurundjeri Woi Wurrung, who have never ceded sovereignty and retain their strong connections to family, clan and country despite the impacts of European invasion.

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.”

2. Attendance, apologies and requests for leave of absence

Attendance

Councillors

- | | |
|--------------------------|--------------|
| • Cr Gabrielle de Vietri | Mayor |
| • Cr Claudia Nguyen | Deputy Mayor |
| • Cr Edward Crossland | Councillor |
| • Cr Stephen Jolly | Councillor |
| • Cr Herschel Landes | Councillor |
| • Cr Anab Mohamud | Councillor |
| • Cr Bridgid O’Brien | Councillor |
| • Cr Amanda Stone | Councillor |
| • Cr Sophie Wade | Councillor |

Council officers

- | | |
|---------------------|--|
| • Vijaya Vaidyanath | Chief Executive Officer |
| • Brooke Colbert | Group Manager Advocacy and Engagement |
| • Ivan Gilbert | Group Manager Chief Executive’s Office |
| • Lucas Gosling | Director Community Wellbeing |
| • Gracie Karabinis | Group Manager People and Culture |
| • Chris Leivers | Director City Works and Assets |
| • Diarmuid McAlary | Director Corporate, Business and Finance |
| • Bruce Phillips | Director Planning and Place Making |
| • Rhys Thomas | Senior Governance Advisor |
| • Mel Nikou | Governance Officer |

3. Announcements

An opportunity is provided for the Mayor to make any necessary announcements.

4. Declarations of conflict of interest (Councillors and staff)

Any Councillor who has a conflict of interest in a matter being considered at this meeting is required to disclose that interest either by explaining the nature of the conflict of interest to those present or advising that they have disclosed the nature of the interest in writing to the Chief Executive Officer before the meeting commenced.

5. Confidential business reports

The following items were deemed by the Chief Executive Officer to be suitable for consideration in closed session in accordance with section 66(2)(a) of the Local Government Act 2020. These items have been presented to Council in a separate agenda for determination as to whether they shall be considered in closed session.

Item

5.1 IntoWork Report

This item is presented for consideration in closed session because it contains council business information, being information that would prejudice the Council's position in commercial negotiations if prematurely released.

This item is considered applicable because it contains information in relation to a commercial negotiations regarding a part Council-owned business entity.

6. Confirmation of minutes

RECOMMENDATION

That the minutes of the Council Meeting held on Tuesday 2 March 2021 be confirmed.

7. Public question time

An opportunity is provided for questions from members of the public.

8. Council business reports

Item		Page	Rec. Page	Report Presenter
8.1	Update on Glenwill's Groundwater Investigations and Yarra Riverbank at Yarra Bend Development, Alphington	9	18	Peter Moran – Manager Traffic and Civil Engineering
8.2	Nicholson Street, Mollison Street and Langridge Street, Abbotsford: Traffic calming trial evaluation	19	33	Peter Moran – Manager Traffic and Civil Engineering
8.3	Status Update - 3-Bin Kerbside Service	34	46	Joe Agostino – Manager City Works
8.4	Fitzroy-Collingwood Interim Planning Scheme provisions (Stage 2) – Alexandra Parade, Victoria Parade (east of ACU) and Fitzroy West	47	63	Fiona van der Hoeven - Assistant Manager City Strategy
8.5	Implementation of the Climate Emergency Plan	65	70	Michael Oke – Sustainability Unit Manager
8.6	Motions for ALGA National General Assembly and MAV State Council	71	73	Rhys Thomas - Senior Governance Advisor

9. Notices of motion

Nil

10. Petitions and joint letters

An opportunity exists for any Councillor to table a petition or joint letter for Council's consideration.

11. Questions without notice

An opportunity is provided for Councillors to ask questions of the Mayor or Chief Executive Officer.

12. Delegate's reports

An opportunity is provided for Councillors to table or present a Delegate's Report.

13. General business

An opportunity is provided for Councillors to raise items of General Business for Council's consideration.

14. Urgent business

An opportunity is provided for the Chief Executive Officer to introduce items of Urgent Business.

8.1 Update on Glenvill's Groundwater Investigations and Yarra Riverbank at Yarra Bend Development, Alphington

Executive Summary

Purpose

To provide Council with a summary of the reports provided by Glenvill (drafted by Douglas Partners on their behalf), investigating the cause of the riverbank slumping at the Yarra Bend Development, Alphington and the subsequent peer review report by Alluvium (on behalf of Council).

Key Issues

The former AMCOR site in Alphington is currently being re-developed. The site is privately owned, including the riverbank.

Slumping of the riverbank has occurred along sections of the pathway on the lower terrace causing two trees to fall into the river, a third tree was removed by Glenvill as a precaution. In response, Council Officers engaged an independent consultancy (Alluvium) to investigate the potential cause of the riverbank slumping and its impact on the riverbank and trees.

There is an existing riverbank pathway that runs along the southern boundary of the site, which has historically been used by the members of the public. The pathway was temporarily closed as it was determined to be unsafe for pedestrian access; an alternative pathway to the riverbank has been provided through the Yarra Bend development site.

A number of reports have been presented to Council on this matter, including most recently on 05 May 2020. At this meeting it was resolved that *"A Final report on the cause and potential permanent mitigation options to address the groundwater and river bank slumping be presented to Council in Feb 2021, with earlier reports to be provided if warranted"*.

Further investigation and collection of groundwater data was carried by Glenvill's consultants (Douglas Partners), between November 2019 and December 2020, and two reports have been submitted to Council. This Council report provides summaries of Glenvill's reports (drafted on their behalf by Douglas Partners), as well as a peer review report of this information by Alluvium (on behalf of Council).

Mitigation works have been completed to manage surface water flows within the site. Officers and Alluvium have reviewed these measures and expect that these works have been somewhat effective, however the extent to which they have addressed the issue at hand (groundwater) is still unclear.

Council Officers have made numerous requests to Glenvill to undertake further investigation in order to provide additional data in line with Alluvium's advice and requirements. Many of these requests have been actioned by Glenvill, however a number have not and have resulted in gaps in some areas of data collection and presentation that make the findings difficult to evaluate. Thus neither Officers or Alluvium are currently in a position to confirm the safety and stability of the subject land and are not able to be confident that Glenvill has a pathway to provide the information necessary to confirm that safety and stability of the site.

Financial Implications

There has been a cost to Council to commission independent expert advice. Council Officers believe these costs incurred to date are reasonable and necessary in order to effectively monitor this significant site, and to protect the riverbank.

There may be some ability to recover costs once/if the cause of the riverbank slumping is determined, however this will be determined by whether the ultimate findings on the cause of the riverbank slumping are definitive; at this stage, they are not.

PROPOSAL

1. That:
 - (a) Council notes this report, and that the cause of the slumping of the riverbank is not yet definitively known;
 - (b) Council notes Glenvill's intention to install additional sub-surface drainage in the riverbank subject to all relevant authority approvals;
 - (c) Council Officers continue to liaise with Glenvill and request further investigations to implement Alluviums recommendations as per their peer review report, and that any additional information/data resulting from such investigations be provided to Council to review;
 - (d) Council Officers continue to monitor and take any necessary action to ensure appropriate management of the Yarra Bend site, including the riverbank, by Glenvill and their agents; and
 - (e) Melbourne Water (MW), Environmental Protection Agency (EPA), Department of Environment, Land, Water and Planning (DELWP) and any other authorities/agencies as appropriate, be informed of current and ongoing investigations and findings.

8.1 Update on Glenvill's Groundwater Investigations and Yarra Riverbank at Yarra Bend Development, Alphington

Reference	D21/20777
Author	Ciaran Maher - Senior Project Engineer
Authoriser	Director City Works and Assets

Purpose

1. To provide Council with a summary of the reports provided by Glenvill (drafted by Douglas Partners on their behalf) investigating the cause of the riverbank slumping at the Yarra Bend Development, Alphington and the subsequent peer review report by Alluvium (on behalf of Council).
2. To advise Council on the proposed next steps.

Critical analysis

History and background

3. The former AMCOR site in Alphington is currently being re-developed.
4. There is an existing riverbank path that runs along the southern boundary of the site.
5. The site is privately owned, including the riverbank.
6. The Development Plan sets out the expectations for site including the design and ultimate treatment of the riverbank as part of the completion of this development by Glenvill (Developer).
7. The riverbank pathway is within the 30-metre wide corridor from the riverbank to the top of the embankment that is proposed to continue to be publicly accessible. The whole abuttal length is to be landscaped to provide public access for pedestrians and potentially cyclists to the river and trails along the river, as per the Development Plan.
8. In January of 2019, a section of the riverbank slumped, causing a tree to fall into the river.
9. Slumping of the riverbank has occurred along sections of the pathway on the lower terrace. The pathway was determined to be unsafe for pedestrian access and has consequently been closed off to the public by Glenvill since January 2019.
10. An alternative pathway to the riverbank has been provided through the Yarra Bend development site, however the section of the riverbank subject to slumping has remained closed to public for safety reasons.
11. A second tree fell into the river in May 2019.
12. Council Officers subsequently engaged an independent consultancy (Alluvium) to investigate the potential cause of the riverbank slumping and its impact on riverbank trees.
13. Based on the independent recommendations presented to Council, a third tree was removed by Glenvill to address an urgent public risk and to avoid any further damage to the riverbank that may have occurred if the tree had fallen.
14. Officers have previously reported to Council on this matter on the following dates:
 - (a) 30 July 2019 (Council report – Urgent Business);
 - (b) 13 August 2019 (Council report);
 - (c) 27 August 2019 (Council report);
 - (d) 24 September 2019 (General Business item);

- (e) 12 November 2019 (Council report); and
 - (f) 05 May 2020 (Council report).
15. All previous reports are accessible on Councils website via the agenda from the relevant meeting.

[Summary of investigation, monitoring and remediation actions to date](#)

16. In line with the recommendations of Alluvium (consulting to Council), a site-wide surface water management plan (SWMP) was prepared by Glenvill. Following a review by Alluvium and Council Officers, this plan was conditionally approved in November 2019.
17. As part of the SWMP, several remediation measures have been implemented on site by Glenvill. These measures were completed prior to the Council Meeting of 05 May 2020, and include the following:
- (a) backfilling and/or sealing of sediment ponds on site to prevent discharge into underlying groundwater;
 - (b) backfilling of locations along the riverbank, where slumping and tension cracking occurred;
 - (c) the construction of permanent drainage infrastructure on the development site, so water is captured in the drains rather than potentially seeping into groundwater;
 - (d) reshaping of land on the development site during construction, so that surface water runs towards treatment locations prior to entering permanent Council drains;
 - (e) the construction of swale cut-off drains to direct surface stormwater to sealed engineered sediment ponds for treatment and disposal;
 - (f) the construction of subsoil 'ag' (agricultural) drains along the ridge line to the embankment, to intercept subsurface runoff, and direct away from riverbank; and
 - (g) installation of temporary sub surface 'ag' drainage within the lower riverbank terrace to lower the groundwater levels and reduce bank moisture condition.
18. At the most recent Council Meeting on 05 May 2020, Council resolved that:
- (a) Council Officers continue to liaise with Glenvill to request further investigations to incorporate Alluviums recommendations as per their peer review report and update Councillors on a regular basis;
 - (b) Council Officers continue to monitor the river bank regularly and take any necessary action to ensure appropriate management of the site, including the river bank, by Glenvill and their agents;
 - (c) the Construction Management Plan, Services and Engineering Infrastructure Report, The Environmental Management Plan, The Stormwater Management Plan and 'The Groundwater Management Plan – AMCOR Site Yarra Riverfront' including appendices be made publicly available, where possible on the Yarra website;
 - (d) Melbourne Water (MW), Environmental Protection Agency (EPA), Department of Environment, Land, Water and Planning (DELWP) and any other authorities/agencies as appropriate, be informed of current and ongoing investigations and findings; and
 - (e) a Final report on the cause and potential permanent mitigation options to address the groundwater and river bank damage be presented to Council in Feb 2021, with earlier reports to be provided if warranted.
19. The Council resolution section 18 (a) – (e) (above), resolved at the Council Meeting of 05 May 2020, have been addressed to date as following:
- (a) Council Officers frequently liaise with Glenvill in relation to riverbank monitoring and investigations. Alluvium have reviewed periodic monitoring reports submitted by Glenvill (drafted by Douglas Partners on their behalf) and provided critical assessment on the findings and gaps in data;

- (b) Council Officers conduct weekly inspections of the riverbank. Where any concerns relating to the condition of the riverbank, or safety of the walking track are identified, they are immediately communicated to Glenvill for action;
 - (c) documents identified in resolution section 18 (c) have been made publicly available on the Yarra website; and
 - (d) Council Officers have liaised with the authorities and agencies, identified in resolution section 18 (d) to keep them informed of current and ongoing investigations and findings.
20. In line with resolution item 18 (e), and to provide information on the cause and potential mitigation options to address issues around groundwater and riverbank damage, monitoring works have been undertaken by the developer between November 2019 and December 2020.
21. The results of the monitoring and proposed management actions to address identified issues has been put forward within the following two reports that have been prepared on behalf of the developer:
- (a) *Yarra River Northern Bank Slump Monitoring Report, Douglas Partners, December 2020* (Attachment 1); and
 - (b) *Yarra River Northern Bank Slump Management Advice, Douglas Partners, January 2021* (Attachment 2).
22. Due to the technical complexity of the reports and issues at hand, the above reports have been peer reviewed by an independent consultant (Alluvium) on behalf of Council (Attachment 3: *Alluvium's Peer Review of Douglas Partners' Reports, February 2021*).
23. Glenvill's reports (drafted by Douglas Partners on their behalf), and Alluvium's subsequent peer review (on behalf of Council), are summarised in the following sections of this report.
24. During a routine (weekly) site inspection on 16 February 2021, Council Officers observed cracking in a localised section of the riverbank track. This matter has been urgently referred to Glenvill (developer) for an immediate conditional assessment of the riverbank, and associated vegetation / trees. Council Officers photographic inspection report can be viewed in full in appendix of this report (Attachment 4: *Ancor Riverbank Inspection 16 February 2021*).
25. On 19 February Glenvill provided a response from their arborist (Tree Logic) which advised the cracks appear to be an extension of an area already flagged due to its past slumping and presumably due to its potential for further soil instability. Thus far, the newly formed cracks are of a sufficient distance from the nearest significant trees (Trees 103 & 81) not to warrant any immediate concern, but to be regularly monitored, i.e. cracks are well outside the Structural Root Zones (SRZ) of both trees, so the root plates and structural roots of both trees are not expected to be impacted. Tree Logic's report can be viewed in full in the appendix of this report (Attachment 5: *Tree Logic - Site Inspection Memo - 17 February 2021*).
26. Council Officers have referred this to Glenvill and (at the time of writing) were waiting on a response from Glenvill in relation to geotechnical and groundwater assessment of the cracking. Some reports in relation to this matter were received from Glenvill just prior to the approval of this report, however officers did not have time to review these reports or include advice on these in this report, and have subsequently referred these to suitably qualified consultants to peer review all the information. As the matter is still developing, additional updates may be available by the time this briefing report is presented, and can be verbally provided as part of the meeting as useful.

Discussion

Yarra River Northern Bank Slump Monitoring Report, Douglas Partners, December 2020

27. This report provides a review of the collected data (photographic surveys, groundwater / river / rainfall level data, water chemistry testing) and technical assessments undertaken by Douglas Partners between November 2019 and December 2020.
28. This data and testing has been undertaken to:
 - (a) record the ongoing condition of the riverbank slumps;
 - (b) assess ongoing general conditions of the riverbank in other areas;
 - (c) check for the development of other zones exhibiting slumping instances; and
 - (d) assess the ongoing drainage / moisture conditions of the lower terrace adjacent to the riverbank.
29. This report sets out the geotechnical data and technical observations of the undertaken monitoring.
30. The interpretation of the findings and recommendations are set out in Douglas Partners' Management Advice report (January 2021).

Yarra River Northern Bank Slump Management Advice, Douglas Partners, January 2021

31. This report provides the geotechnical advice provided by the developer's consultant, Douglas Partners. This is the final report Glenvill has provided in relation to ground water investigations, and at this point Officers understand that Glenvill are not proposing any further ongoing specialist investigations or reports.
32. The report provides a summary of how the data collection relating to each key issue has been analysed and modelled to help reach an expert opinion.
33. The report is complex and specialised in nature. It is understood that the report generally finds that:
 - (a) a slight increase in groundwater was recorded over the past 12 months which is attributed to significant rainfall events in Autumn 2020;
 - (b) the chemical testing has identified that ground water found at the riverbank is similar to that found in upgradient aquifers, and that ground water conditions at the riverbank are most likely influenced by upgradient conditions (beyond the site boundary) and fluctuating river water levels;
 - (c) for the most part there is little noticeable change in riverbank survey points since the commencement of formal monitoring. Where there has been noticeable movement, this has not been considered significant or has been the result of site remediation works; and
 - (d) as the development progresses, the construction of sealed surfaces and other infrastructure will likely further reduce the current impact of groundwater on the riverbanks condition.
34. The report puts forward the following conclusions and recommendations:
 - (a) the installed sub-surface drainage measures, similar to the temporary 'ag' drain, appear to be a viable long-term measure to manage slumping risk;
 - (b) a long-term drainage solution is needed to drain the basalt aquifer close to the river terrace;
 - (c) a permanent subsoil drain will be required in the eastern, but not western, extent of the riverbank, within the development site;
 - (d) this drainage should reduce upgradient groundwater within the riverbank terrace and prevent water seeping from the face of the upper embankment and flowing across the surface of the river terrace. This will help improve bank stability; and

- (e) there is a need for the continuation of ongoing monitoring.

Alluvium's peer review of Douglas Partners' Reports, February 2021

- 35. The Alluvium peer review has identified that:
 - (a) there are gaps in some areas of data collection and presentation that make the findings difficult to evaluate;
 - (b) there is a difference in professional opinion on some aspects of the methodology, integration and analysis of data in the assessment;
 - (c) there is a difference in professional opinion on some aspects of the data interpretation from which certain conclusions have been made; and
 - (d) there is a need to further justify recommendations put forward.
- 36. The Alluvium report puts forward a number of conclusions and recommendations which are summarised below:
 - (a) based on the information provided, Alluvium is not currently in a position to confirm the safety and stability of the subject land and is not confident that Glenvill has a pathway to provide the information necessary to confirm that safety and stability of the site;
 - (b) the proposed riverbank drainage solution put forward by Glenvill is supported as a temporary interim solution, as the installation of additional drainage beneath the bank is likely to reduce groundwater levels;
 - (c) the extent to which the temporary works will address the issues at hand is unclear based on the information provided;
 - (d) there could still be implications arising from the ongoing uncertainty regarding a number of unaddressed issues in Douglas Partners' reports;
 - (e) there is a need to address the broader management of the existing slumps (i.e. vegetation management) and prevent slumping in areas not protected by the existing and proposed drainage; and
 - (f) due to the limitations of Douglas Partners' data and assessment, Alluvium are unable to evaluate whether the drainage design arrangements are appropriate as a longer-term solution to the issues at the site.

Options

- 37. It is noted that the land in question is private and Council statutory powers relating to this matter are limited. As such, it is recommended that Council Officers continue to advocate for ongoing riverbank monitoring, investigation and further development of management options with the developer (Glenvill) and engage other relevant authorities if and as relevant.
- 38. While this issue relates to private land in which Council is only a stakeholder, it is clear that:
 - (a) there is likely to be benefit to the installation of the proposed temporary drainage solution, as an interim measure;
 - (b) there is a need for ongoing representation on behalf of the public as part of the management of the riverbank, including the provision of monitoring reports and seeking assurance and updates from the developer that existing slumps are being managed and future slumps prevented; and
 - (c) a broader approach to the management of the riverbank should be advocated for as part of the overall development of the site and made a key focus in the final riverbank design.
- 39. Council Officers note that Glenvill intend to install additional sub-surface drainage in the riverbank at the earliest opportunity. This infrastructure may be installed by the time a report is presented to Council, as Melbourne Water approval is required and currently being sought.

Community and stakeholder engagement

40. No specific community and stakeholder engagement has been undertaken to inform this report, however Council is aware of significant community interest in this matter and has sought to communicate as appropriate with the local community, including via public reporting and making all relevant reports available on Councils website.
41. Council Officers communicate with Melbourne Water (MW), the Environmental Protection Agency (EPA), the Department of Environment, Land, Water and Planning (DELWP) and other relevant authorities (as needed) to ensure they are informed of current and ongoing investigations and findings for this matter. The advice, guidance and approval of relevant statutory authorities is sought, where applicable and appropriate.

Policy analysis

Alignment to Council Plan

42. Environment, sustainability and bio-diversity outcomes are important to Council and the Community, and Officers' efforts are to achieve the best outcomes possible.

Climate emergency and sustainability implications

43. Not applicable

Community and social implications

44. The protection of the riverbank is important to the local and broader community.
45. The work being undertaken is to ensure that the riverbank is managed in line with DPO requirements and best practice.

Economic development implications

46. Not applicable

Human rights and gender equality implications

47. Not applicable

Operational analysis

Financial and resource impacts

48. There has been a cost to Council to commission independent expert advice. Officers believe these costs incurred to date are reasonable and necessary in order to effectively monitor this significant site, and to protect the riverbank.
49. There may be some ability to recover costs once/if the cause of the riverbank slumping is determined, however this will be determined by whether the ultimate findings on the cause of the riverbank slumping are definitive; at this stage, they are not.

Legal Implications

50. Council is responsible to monitor the development site to ensure that works comply with planning requirements, relevant local laws, environmental requirements (EPA guidelines) and Melbourne Water (MW) requirements. MW is responsible for the riverbank (noting that the land in question is private land). The Development Plan Overlay (DPO) sets out the expectations for the ultimate treatment and design of riverbank at the completion of the development, and Glenwill need to comply with these conditions.
51. There are no obvious legal implications at this stage, however there may be future legal implications, pending further investigations and/or findings in relation to the cause of the riverbank slumping.

Conclusion

52. Issues relating to the stability of the riverbank at the former AMCOR site have been ongoing since early 2019.

53. There has been a range of geotechnical studies, and given the complexity of the issues at hand, Council has commissioned its own independent consultant (Alluvium) to provide expert advice.
54. Mitigation works have been completed to manage surface water flows within the site. We expect that these works have been somewhat effective, however the extent to which they have addressed the issue at hand (groundwater) is still unclear.
55. Council Officers have made numerous requests to Glenvill to undertake further investigation in order to provide additional data in line with Alluviums advice and requirements. Many of these requests have been actioned by Glenvill, however a number have not and have resulted in gaps in some areas of data collection and presentation that make the findings difficult to evaluate. Thus Alluvium is not currently in a position to confirm the safety and stability of the subject land and is not confident that Glenvill has a pathway to provide the information necessary to confirm that safety and stability of the site.
56. Officers continue to liaise with Glenvill and all relevant authorities to monitor and understand the impacts of the development and to ensure the site is being managed appropriately and will take actions as necessary to ensure the riverbank is maintained and protected to enable community access in future.
57. Council Officers will continue to engage consultants Alluvium (and others as necessary), to peer review reports and findings that relate to the riverbank as required.
58. While this issue relates to private land in which Council is only a stakeholder, it is clear that:
 - (a) there is likely to be benefit to the installation of the proposed temporary drainage solution, as an interim measure;
 - (b) there is a need for ongoing representation on behalf of the public during construction, including the provision of monitoring reports and seeking assurance and updates from the developer that existing slumps are being managed and future slumps prevented; and
 - (c) a broader approach to the management of the riverbank should be advocated for as part of the overall development of the site and made a key focus in the final riverbank design.
59. Council Officers note that Glenvill intend to install additional sub-surface drainage in the riverbank at the earliest opportunity. This infrastructure requires Melbourne Water approval, and subject to receiving that approval, may be installed by the time a report is presented to Council.
60. Council Officers will continue to liaise with Glenvill, and others as appropriate, to monitor the site, including the riverbank, and to seek to ensure an outcome that protects the riverbank and supports a final design that is consistent with the requirements of the DPO.

RECOMMENDATION

1. That:
 - (a) Council notes this report, and that the cause of the slumping of the riverbank is not yet definitively known;
 - (b) Council notes Glenvill's intention to install additional sub-surface drainage in the riverbank subject to all relevant authority approvals;
 - (c) Council Officers continue to liaise with Glenvill and request further investigations to implement Alluviums recommendations as per their peer review report, and that any additional information/data resulting from such investigations be provided to Council to review;
 - (d) Council Officers continue to monitor and take any necessary action to ensure appropriate management of the Yarra Bend site, including the riverbank, by Glenvill and their agents; and
 - (e) Melbourne Water (MW), Environmental Protection Agency (EPA), Department of Environment, Land, Water and Planning (DELWP) and any other authorities/agencies as appropriate, be informed of current and ongoing investigations and findings.

Attachments

- 1 Yarra River Northern Bank Slump Monitoring Report, Douglas Partners, December 2020
- 2 Yarra River Northern Bank Slump Management Advice, Douglas Partners, January 2021
- 3 Alluvium's Peer Review of Douglas Partners' Reports, February 2021
- 4 Amcor Riverbank Inspection 16 February 2021
- 5 Tree Logic Site inspection Memo - 17 February 2021

8.2 Nicholson Street, Mollison Street and Langridge Street, Abbotsford: Traffic calming trial evaluation

Executive Summary

Purpose

To provide a review of available data on the traffic calming trial at the intersections of Nicholson Street, Mollison Street and Langridge Street in Abbotsford, and an evaluation of the petitions tabled on 1 December and 15 December in relation to the trial median treatment at this location, in response to the Council resolution of 15 December 2020.

To provide options to improve safety for pedestrians and cyclists at this location, for Council consideration.

Key Issues

Safety concerns were identified for pedestrians and cyclists at the intersections of Nicholson Street, Mollison Street and Langridge Street in the Abbotsford LAPM 13 study in 2018.

The temporary central median island on Nicholson Street was installed as a trial for 12 months to try and address some of these safety concerns in response to the changing movement and physical distancing needs for an immediate and post-COVID 19 context. It should be noted that it was proposed in the LAPM plan to install items 17 (central median) and 19 (threshold treatment and kerb extensions on Langridge Street and raised zebra crossing on Nicholson Street) as a package to achieve the maximum safety benefit.

The trial received mixed responses from the community with some support, but also numerous complaints regarding movement and access problems, despite on-going monitoring and adaptation to safety concerns for the trial duration. Most, but not all these complaints, related to illegal and unsafe driver behaviour.

In response to construction access needs of a development at 20-30 Mollison Street, community feedback and officer advice, Council resolved on 15th of December to remove the temporary central median. Reinstating the central median trial before the construction works have been completed would require the removal of two mature London Plane trees to allow alternative access arrangements.

Officers had intended obtaining traffic volume data during the 12 months trial of the central median island on Nicholson Street once traffic levels had reverted to normal levels, however this was not able to be achieved due to the removal of the trial.

Due to the limitations with available data before, during and after the installation of the central median island on Nicholson Street, Officers cannot accurately measure the success of this trial in achieving its objective of reducing the amount of non-local traffic crossing the cycle route on Nicholson Street, based on the data alone.

Financial Implications

Depending on whether Council resolve to implement additional treatments in this location, and if so, which option is pursued, there could be a financial cost to Council.

There is no current budget allocation for any further works relating to the temporary central median trial at Nicholson Street, Mollison Street and Langridge Streets (Option 1).

Amendments to signs and line marking relating to AM and PM peak hour turn bans are relatively modest and could be funded through existing operational budgets (Option 2).

Discretionary funding of \$30k to undertake Local Government Act (LGA) 1989 access restriction requirements, which include data collection, a Traffic Impact Assessment and consultation, would need to be referred to and considered as part of the 2021/22 budget (Option 3).

\$200k of the existing discretionary funding bid of \$934k for Abbotsford LAPM 13 being considered as part of the 2021/22 financial year budget process would need to be reprioritised to implement a threshold treatment and kerb extensions at Langridge Street and install a raised zebra crossing on Nicholson Street, north of Langridge Street (Option 4 – Recommended option).

PROPOSAL

1. That Council:
 - (a) supports the implementation of the endorsed LAPM 13 Plan, Item 19 (being to replace the Langridge Street zebra crossing with a threshold treatment and kerb extensions; and install a raised zebra crossing north of Langridge Street) excluding the central median;
 - (b) note that this treatment requires an allocation of \$200k, and noting an allocation of \$934k for Abbotsford LAPM 13 is being considered as part of the discretionary expenditure in the 2021/22 financial year budget process and that this allocation would enable the proposed measures to be delivered in 2021/22, refer this to the 2021/22 budget process for formal consideration; and
 - (c) notes that implementation would be subject to Council approval and allocation of sufficient funding in the 2021/22 budget process.

8.2 Nicholson Street, Mollison Street and Langridge Street, Abbotsford: Traffic calming trial evaluation

Reference	D21/19691
Author	Peter Moran - Manager Infrastructure, Traffic and Civil Engineering
Authoriser	Director City Works and Assets

Purpose

1. To provide a review of available data on the traffic calming trial at the intersections of Nicholson Street, Mollison Street and Langridge Street in Abbotsford, and an evaluation of the petitions tabled on 1 December and 15 December in relation to the trial median treatment at this location, in response to the Council resolution of 15 December 2020.
2. To provide options to improve safety for pedestrians and cyclists at this location, for Council consideration.

Critical analysis

History

3. During the Local Area Place Making (LAPM) study conducted in Abbotsford in 2018, a LAPM treatment was endorsed for implementation at the intersection of Nicholson Street, Mollison Street and Langridge Street to address safety concerns for people walking and cycling in this area due to a high number of confusing and conflicting traffic movements.
4. This proposal is shown as Items 17 and 19 on the endorsed LAPM Plan for Abbotsford (Attachment 1) and is described in Table 1 and shown in Figure 1 below.

LAPM Treatment Number	Location	Proposed Treatment	Indicative Cost Estimate
17	Nicholson Street	Median island on Nicholson St with left in/left out only at Mollison St (cyclists excepted)	\$50,000 (\$10,000 trial)
19	Nicholson Street /Langridge Street	Redesign Langridge St intersection to be left-in/left-out only (cyclists excepted) Replace Langridge St crossing with threshold treatment and kerb extensions Relocate speed hump on Nicholson St and install raised zebra crossing north of Langridge St	\$200,000

Table 1: Endorsed LAPM 13 Treatments relating to Nicholson Street, Langridge Street and Mollison Street, Abbotsford

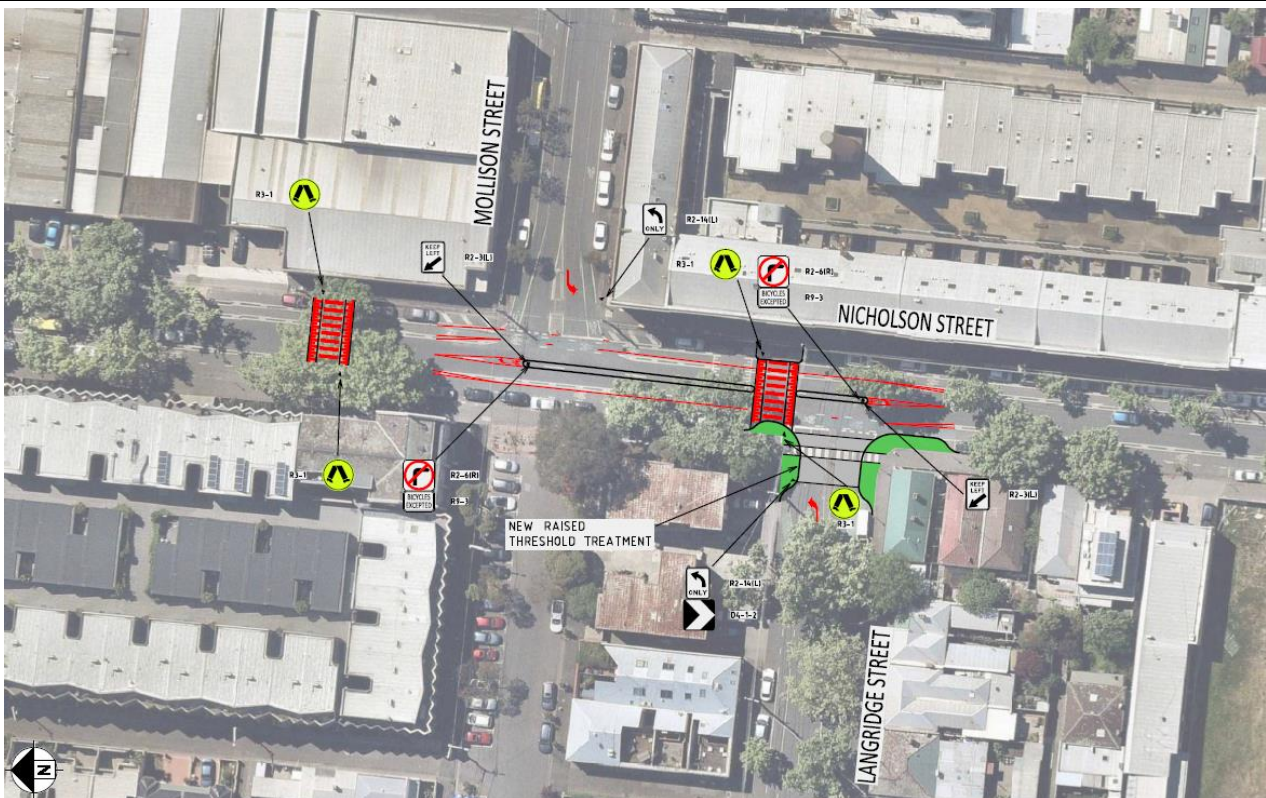


Figure 1: Items 17 and 19 in endorsed Abbotsford LAPM Plan

Background

5. Due to the impacts of the COVID-19 pandemic in 2020, regarding physical distancing requirements, the need became apparent for Council to respond to the challenges presented regarding the changing movement and access needs for the Yarra community and visitors, in both an immediate and post-COVID-19 context.
6. A Council resolution on the 5th of May 2020 to respond to these needs and subsequent Council report on 23 June 2020 (Attachment 2), resulted in the development of temporary traffic management trials, which included a temporary central median preventing east-west movements (except for pedestrians and cyclist movement) across Nicholson Street at Mollison Street and Langridge Street. This is a partial component of the LAPM endorsed overall traffic improvement proposal for Nicholson Street (Items 17 and 19 of the LAPM 13 endorsed plan).
7. The central median trial was installed on Monday 24 August 2020.
8. The trial objectives were to provide safer and more sustainable alternative travel options, while continued physical distancing considerations for the community were prevalent. Community concerns were anticipated regarding this trial, which were subsequently considered by way of on-going monitoring and adaptation to any notable safety concerns for the trial duration.
9. It became apparent in December 2020 that a development at 20-30 Mollison Street, currently under construction in close proximity to the temporary median trial on Nicholson Street, would require a crane lifting zone for the site from mid-January 2021 that would need full access to the intersection of Mollison Street/Nicholson Street and removal of the temporary median to allow for truck movements.
10. The only other feasible location for the crane lifting zone is on Nicholson Street, however this would require the removal of two mature London Plane trees.

11. Following community feedback and advice from officers that there were ongoing safety issues related to illegal and unsafe driving behaviour, and that at least part of the median treatment would need to be removed to accommodate the development requirements outlined above, Council resolved on December 15th 2020 to remove the temporary central median on Nicholson Street and requested Council Officers to bring back a report in March reviewing available data on the traffic calming trial at Nicholson Street, Mollison Street and Langridge Street in Abbotsford.
12. The temporary central median was removed on December 22nd, 2020.

Trial Monitoring

13. Following installation of the central median spring back paddles and separator kerb, Council Traffic Engineering Officers monitored the operation of the temporary median on a weekly basis to observe driver, cyclist and pedestrian behaviour.
14. Several of the spring back paddles on the separator kerb were damaged following installation and were subsequently replaced.
15. Initially Council Officers reported drivers performing U-turns at either end of the central median, so No U-turn signage was installed.
16. Traffic volumes during the trial were observed to be significantly less than before the COVID-19 pandemic on streets in the vicinity of the trial, however this was also observed throughout the City of Yarra.
17. In response to community feedback regarding the operation of the Nicholson Street/Gipps Street intersection, this was also a focus of the monitoring. During the weekly monitoring during peak and off-peak times, this was observed to be operating satisfactorily.

Iterative Amendments

18. Following a review of feedback and monitoring of the operation of the temporary central median and in response to non-compliant driver behaviour regarding U-turns, Council Officers installed *No U-turn* signs at each end of the central median to try and address the issue of vehicles undertaking this manoeuvre. This amendment subsequently reduced the number of community enquiries regarding the median treatment from over 10 daily, to 3-4, with the sentiment changing from outright opposition, to complaints primarily in relation to non-compliant driver behaviour.
19. 'Three Bags Full' café on the corner of Nicholson Street and Mollison Street submitted a request to remove the kerbside barriers immediately adjacent to the café as visibility for their business advertising was compromised. They noted that this was an issue for them as they recover from the economic repercussions of the COVID-19 pandemic. A safety assessment was conducted, and the request granted in early December, as safety for patrons and road users was considered not to be compromised with the removal of the barrier.

Data Analysis

Crash data – period between 01/07/2015 and 30/06/2020

20. Nicholson Street/Mollison Street: No crashes in the last five years.
21. Nicholson Street/Langridge Street: Three crashes in the last five years. All crashes are classified 'other injury' category (no hospitalisation or emergency department attendance record) and occurred in 2016, 2019, and 2020.
22. Details of the three crashes:
 - (a) 2016 - One motorcyclist lost their balance and fell while turning right from Nicholson Street into Langridge Street;
 - (b) 2019 - Motorist on Langridge Street entering Nicholson Street failed to stop and give way to cyclist travelling northbound on Nicholson Street; and
 - (c) 2020 - Motorist turning right from Nicholson Street into Langridge Street collided with cyclist travelling north on Nicholson Street.

23. It should be noted that crash data in VicRoads Road Crash Information System includes reported crashes that Victoria Police attend. It is possible that there could be crashes in this location that have not been reported.
24. The crash data in VicRoads Road Crash Information System is typically six months behind due to data processing requirements and therefore the latest data is up to 30 June 2020 (before the trial was installed). We anticipate that crash data relating to the trial duration (24/08/20 – 22/12/20) would be available in July 2021.

Traffic volume and speed data

25. Traffic volume and speed data was collected in 2017 for the purpose of the Abbotsford LAPM (LAPM 13) study.
26. Traffic data was also collected from 1st – 5th February 2021. This data was collected over five days, however on one of the days Victoria Crescent was closed at some stage and traffic was diverted to Mollison St so higher volume numbers were recorded than expected. This day has been removed from the data to be representative and therefore a four-day average has been used.

Nicholson Street between Victoria & Langridge Street	85 th Percentile Speed (average)	Total Daily Volume (average)
2017 data before Trial	36.5 km/h	6,963
2021 data after Trial	36.1 km/h	6,240

Langridge Street between Charles & Nicholson Street	85 th Percentile Speed (average)	Total Daily Volume (average)
2017 data before Trial	41.6 km/h	6,999
2021 data after Trial	40.0 km/h	4,391

Mollison Street between Nicholson Street & Victoria Crescent	85 th Percentile Speed (average)	Total Daily Volume (average)
2017 data before Trial	37.8 km/h	3,830
2021 data after Trial	34.3 km/h	2,753

27. Traffic speed on Nicholson Street has stayed at a similar level of 36km/h and traffic volume has decreased by 10%.
28. Traffic speed on Langridge Street has slightly decreased to 40km/h and traffic volume has decreased by 37%.
29. Traffic speed on Mollison Street has decreased to 34km/h and traffic volume has decreased by 28%.
30. A comparison of traffic speed surveys before and during COVID-19 restrictions showed that speed remained at similar levels and therefore the 2021 speed data is considered representative.
31. Traffic volume has decreased significantly from 2017 to February 2021. It is considered that the 2021 traffic volume data is likely lower than representative conditions due to the continued impact of COVID-19 restrictions, specifically in relation to people working from home and significantly lower public transport patronage.

Intersection movement data

32. All movement data for motor vehicles and cyclists was collected in 2014 for the intersections of Nicholson Street/Mollison Street and Nicholson Street/Langridge Street.
33. This data collection was replicated on Wednesday 3rd February 2021.

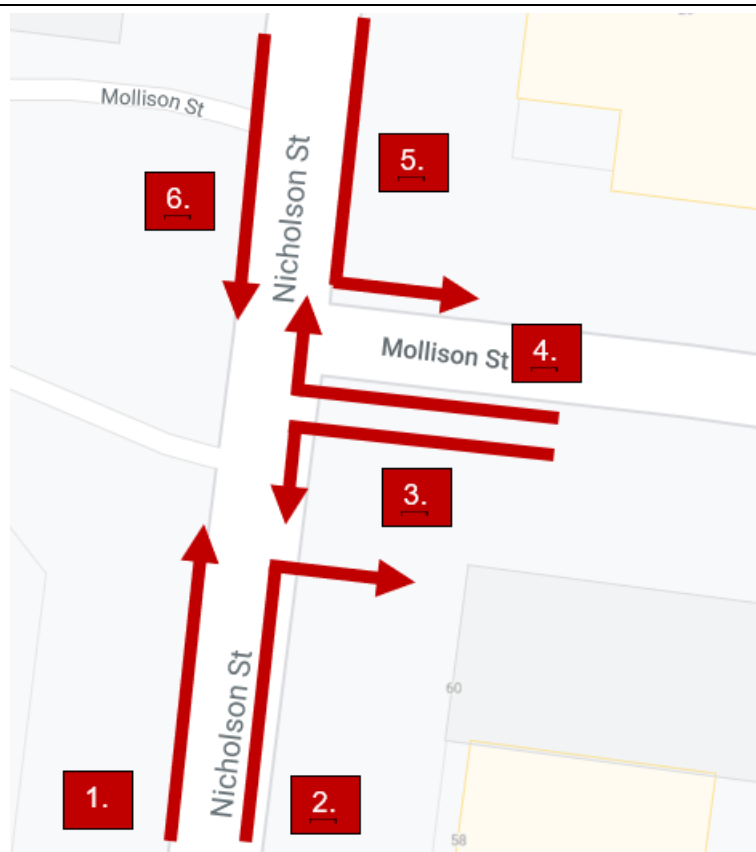


Figure 2: Nicholson Street/Mollison Street motor vehicle and cyclist movements

Movement data Nicholson Street/Mollison Street intersection

AM PEAK	2014 Data before trial 7AM-9AM		2021 Data after trial 7:30AM-9:30AM	
Movement No:	VEHICLE	CYCLIST	VEHICLE	CYCLIST
1.	324	64	327	52
2.	206	11	128	15
3.	216	17	129	31
4.	41	5	60	12
5.	72	6	163	16
6.	610	149	630	157
PM PEAK	2014 Data before trial 4:30PM-6:30PM		2021 Data after trial 4:30PM-6:30PM	
Movement No:	VEHICLE	CYCLIST	VEHICLE	CYCLIST
1.	575	210	432	161
2.	209	11	116	36
3.	406	16	175	19
4.	145	7	61	10
5.	44	3	38	5
6.	586	56	365	43

34. AM Peak motor vehicle data was at similar levels for the straight through movements northbound and southbound on Nicholson Street between 2014 and 2021 but there were significant fluctuations in the following:
- (a) Right turn from Nicholson Street to Mollison Street decreased by 78 movements (-38%);
 - (b) Left turn from Mollison Street to Nicholson Street decreased by 87 movements (-40%);
 - (c) Right turn from Mollison Street to Nicholson Street increased by 19 movements (+46%); and
 - (d) Left turn from Nicholson Street to Mollison Street increased by 91 movements (+127%).

35. AM Peak cyclist data was at similar levels between 2014 and 2021, except for the left turn from Mollison Street to Nicholson Street, which increased by 14 movements (+82%).
36. PM Peak motor vehicle data decreased significantly (25-58%) for all movements, except for the left turn from Nicholson Street to Mollison Street, which remained at a similar level.
37. PM peak cyclist data decreased significantly for the straight through north and southbound movements on Nicholson Street and increased significantly in the right turn movement from Nicholson Street to Mollison Street by 25 movements (+227%).

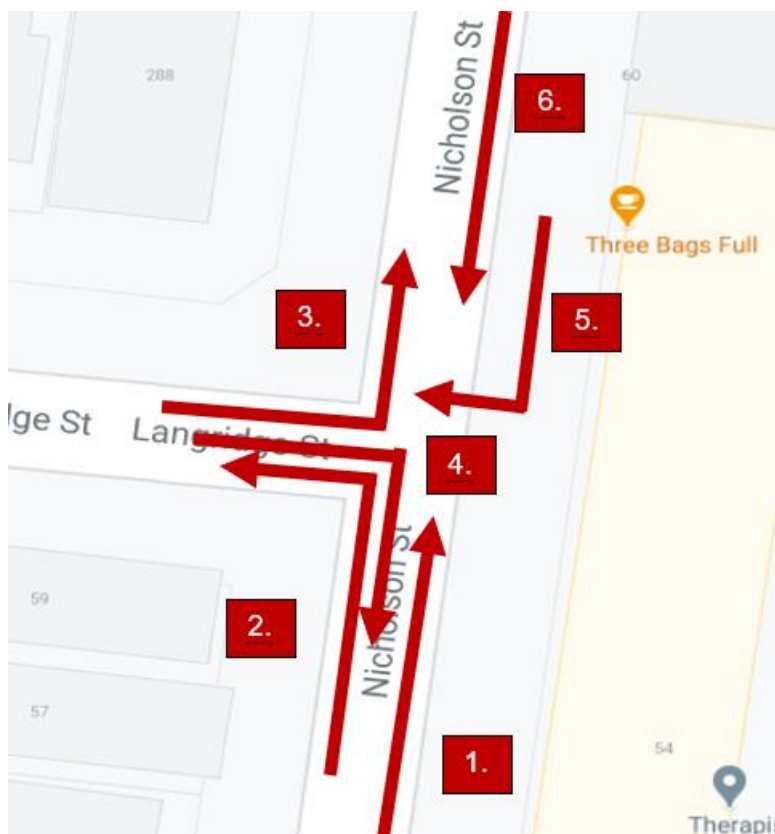


Figure 3: Nicholson Street/Langridge Street motor vehicle and cyclist movements

38. Movement data Nicholson Street/Langridge Street intersection.

AM PEAK	2014 Data before trial 7AM-9AM		2021 Data after trial 7:30AM-9:30AM	
Movement No:	VEHICLE	CYCLIST	VEHICLE	CYCLIST
1.	229	47	183	44
2.	133	32	149	17
3.	301	28	244	28
4.	86	36	62	27
5.	438	44	183	38
6.	388	122	591	131
PM PEAK	2014 Data before trial 4:30PM-6:30PM		2021 Data after trial 4:30PM-6:30PM	
Movement No:	VEHICLE	CYCLIST	VEHICLE	CYCLIST
1.	460	165	299	138
2.	141	29	150	22
3.	324	56	213	67
4.	113	38	102	23
5.	546	22	230	19
6.	446	50	318	53

39. AM Peak motor vehicle data decreased significantly (19-58%) between 2014 and 2021, apart from a small increase in the left turn movement from Nicholson Street to Langridge Street and a significant increase in the straight through north bound movements on Nicholson Street (203 movements (+52%).

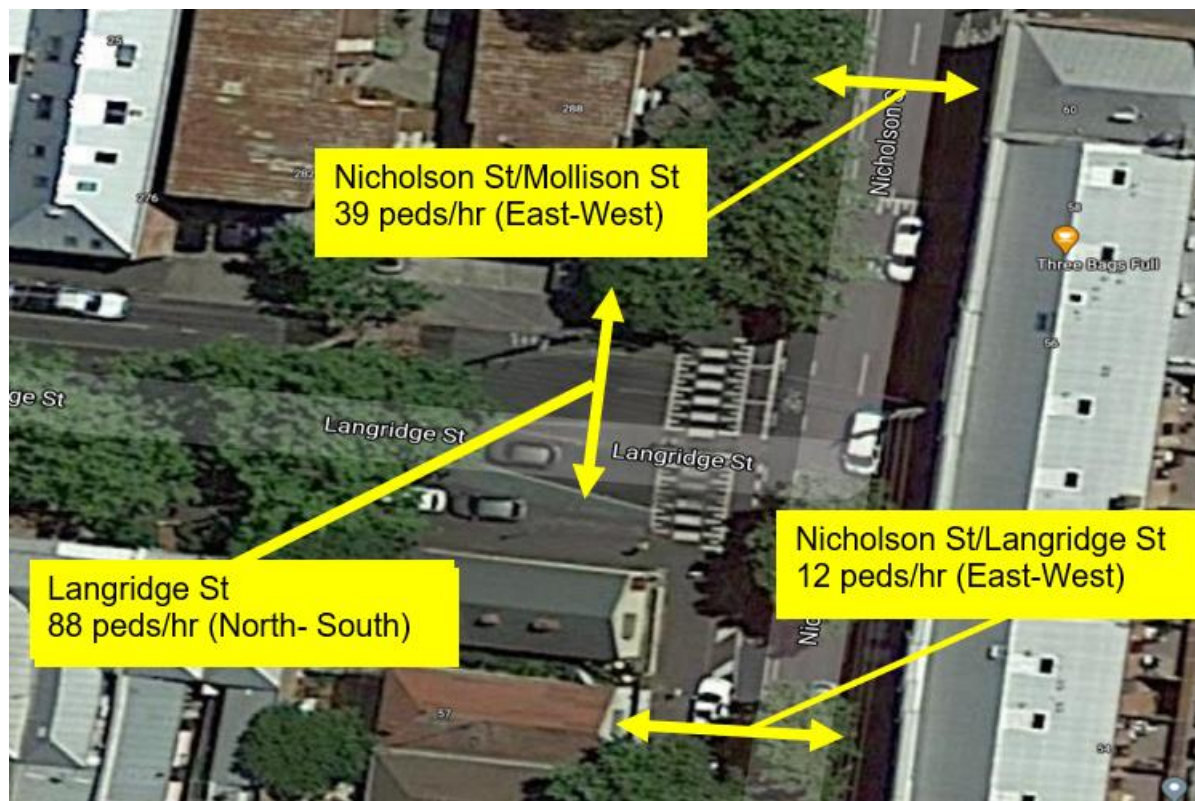
40. AM Peak cyclist data was at similar levels between 2014 and 2021, except for the left turn movement from Nicholson Street to Langridge Street, which decreased by 15 movements (-47%).
41. PM Peak motor vehicle data decreased significantly (10-58%) for all movements, except for the left turn movement from Nicholson Street to Langridge Street, which increased slightly.
42. PM peak cyclist data was steady except for a decrease of 27 movements (-16%) northbound on Nicholson Street and 15 movements (-39%) undertaking the right turn from Langridge Street to Nicholson Street.
43. Motor vehicle data decreased significantly in the AM and PM peak from 2014 to 2021. As noted earlier in the report, it is considered that traffic volume is not representative due to the impact of COVID-19. These impacts include the large proportion of people still working from home and that significantly lower public transport patronage levels.
44. Cyclist data has reduced slightly in the AM and PM peak from 2014 to 2021, except for a small increase in the AM peak at the Nicholson Street/Mollison Street intersection. There were small fluctuations between the individual movements that could be explained by less commuter cyclists due to increased working from home and increased local trips.

Pedestrian Data

45. Peak hour pedestrian movements before trial (2017):



46. Peak hour pedestrian movements after trial (February 2021):



47. Pedestrian crossing movements in the peak hour on Nicholson Street, north and south of Langridge Street, have reduced according to data collected for the Abbotsford LAPM study in 2017 and data collected in February 2021.

48. The pedestrian zebra crossing warrants from DoT are:

	Pedestrians/hour	Vehicles/hour
Zebra crossing without flashing light	More than 20 peds	More than 200 veh
Zebra crossing with flashing light	More than 60 peds	More than 500 veh

49. The most recent pedestrian data still indicates that east-west pedestrian movements on Nicholson Street, north of Langridge Street, meet DoT warrant requirements for a zebra crossing without flashing lights with 39 pedestrian movements in the peak hour.

50. As noted earlier, the Council resolution on the 5th of May 2020 and Council report on 23 June 2020 proposed increased opportunities for physical distancing due to COVID-19 restrictions. The temporary Nicholson Street median trail aimed to facilitate this through reducing the amount of non-local traffic crossing the cycle route on Nicholson Street, therefore making it safer and more attractive.

51. As previously discussed, traffic volumes have decreased significantly from before the trial was implemented (2014/2017) to after it was removed (February 2021), however it is considered that the February 2021 traffic volume data is not representative due to the continued impact of COVID-19 restrictions.

52. Data collection was not undertaken while the temporary central median trial was installed due to traffic conditions being unrepresentative and volumes significantly reduced because of the impact of COVID-19. Council officer’s site observations outlined in paragraphs 13-16 confirm this.

53. Irrespective of the performance or perceptions of the success of this trial treatment, the trial ultimately needed to be removed for an extended period to accommodate the adjacent development requirements, as outlined earlier.
54. Had the trial still been in place once traffic conditions returned to closer to pre-COVID levels (considered in March 2021 for local streets), then data collection at that time would have been undertaken and would be expected to provide more informed decision making on its effectiveness at reducing the volume of non-local (rat running) traffic using Langridge Street and Mollison Street.

Options

Option 1 – Reinstate the temporary median at Nicholson Street.

55. After consideration of the community feedback and operation of the central median trial, it is evident that despite some community support, it has not been positively received by all members of the community, nor have the full benefits of the original LAPM proposal been realised as only part of the proposal was implemented as a trial.
56. The treatment endorsed in the Abbotsford LAPM 13 Plan included relocating a zebra crossing, installing a threshold treatment and a central median. This aimed to more comprehensively address road safety at this location. Therefore, the full safety benefits for cyclists and pedestrians were not realised by the central median trial.
57. A development at 20-30 Mollison Street is currently under construction with a crane lifting zone proposed for its Mollison Street frontage from mid-January 2021 for approximately 18 months, in close proximity to this trial. Truck access to this lifting zone would not be possible if the trial is reinstated. The only other option for a crane lifting zone for the site is on Nicholson Street, which would require the removal of two mature London Plane trees close to this site.

Option 2 – Introduce AM and PM peak hour turn bans at Nicholson Street/Mollison Street and Nicholson Street/Langridge Street.

58. Non-compliance of peak hour turn bans is commonplace and enforcement is very rarely undertaken by Victoria Police.
59. Peak hour turn bans were considered as part of the Abbotsford LAPM study but not pursued at this location due to requiring enforcement to be effective.

Option 3 – Pursue implementation of items 17 and 19 of the endorsed LAPM 13 Plan

60. Items 17 and 19 of the endorsed LAPM plan are described in Table 1 and shown in Figure 1. They include redesigning the Langridge Street and Mollison Street intersections with Nicholson Street to be left in/left out only (cyclists exempted) through a central median island, replacing the Langridge Street zebra crossing with a threshold treatment and kerb extensions, and installing a raised zebra crossing north of Langridge Street.
61. As evidenced by the crash statistics, there is a pattern of turning motorist collisions with cyclists whilst negotiating the intersection of Nicholson and Langridge Streets. Therefore, to try and address this and the pedestrian safety improvements in accordance with the endorsed LAPM plan, funding of \$30k for this could be referred to and considered as part of the 2021/22 budget to undertake Local Government Act (LGA) 1989 access restriction requirements, which include data collection, a Traffic Impact Assessment and consultation.
62. Pending favourable LGA consultation, discretionary funding could be sought in the 2022/23 financial year budget process to deliver Abbotsford LAPM Items 17 and 19.

Option 4 – Pursue implementation of item 19 of the endorsed LAPM 13 Plan but exclude central median

63. Item 19 of the endorsed LAPM Plan is described in Table 1 and shown in Figure 1. This includes replacing the Langridge Street zebra crossing with a threshold treatment and kerb extensions and installing a raised zebra crossing north of Langridge Street.

64. This should improve pedestrian safety at this location through providing a raised zebra crossing at a pedestrian desire line on Nicholson Street and remove the uncertainty and safety issues of the existing zebra crossing on Langridge Street. These safety issues include vehicles propping on the crossing and uncertainty when turning into or out of the Langridge Street/Nicholson Street intersection due to the presence of the raised zebra crossing immediately across the Langridge Street intersection approach.
65. Cyclist safety would also be improved by reducing vehicle speed on Nicholson Street and reducing confusion at the Langridge Street/Nicholson Street intersection (as noted above).
66. As previously discussed, a temporary trial of the central median in Nicholson Street was undertaken and attracted significant opposition from the community. This is summarised in the next section of this report.
67. It is proposed that \$200k of the existing discretionary funding bid of \$934k for Abbotsford LAPM 13 being considered as part of the 2021/22 financial year budget process, be reprioritised to deliver Item 19 of LAPM 13 (replacing the Langridge Street zebra crossing with a threshold treatment and kerb extensions and installing a raised zebra crossing north of Langridge Street), excluding the central median.

Community and stakeholder engagement

68. Approximately 10,000 residents live in the LAPM precinct of Abbotsford.
69. The LAPM study for the Abbotsford precinct (LAPM 13) was undertaken between October 2017 and November 2018.
70. The LAPM plan endorsed by Council on 18 Dec 2018 includes Items 17 and 19 relating to Nicholson Street/Mollison Street/Langridge Street.
71. Consultation undertaken as part of the LAPM study on the draft LAPM plan across the whole precinct in June/July 2018 received the below responses relating to these treatments.

Number	Description	Responses	Like	Dislike
17	Median island on Nicholson Street with left in/left out only at Mollison Street (cyclists excepted)	28	61%	39%
19	Redesign Langridge Street intersection to be left in/left out only (cyclists excepted) Replace Langridge Street crossing with threshold treatment and kerb extensions Relocate speed hump on Nicholson Street and install raised zebra crossing north of Langridge Street	18	61%	39%

72. The Local Area Study Group considered the draft LAPM plan in Sept 2018 and the whole Abbotsford LAPM precinct was sent the recommended LAPM plan and invited to participate at the Council meeting on 18 Dec 2018.
73. Following implementation of the trial median treatment, 68 submissions of recorded community feedback were received, with 15 in support and 53 in opposition.
74. One petition in opposition was received during the trial with 464 signatures. Ninety-four signatures were from Abbotsford residents. This was tabled at the 1 December Council Meeting.
75. One petition was received in support of the trial with 106 signatures. Ten signatures were from Abbotsford residents. This was tabled at the 15 December Council Meeting.

76. It should be noted that multiple signatures in the petitions were from the same households, duplicate and triplicate responses were included, and signatures from wider metropolitan Melbourne and interstate were present.
77. Summary of opposition feedback:
- (a) Creating more problems than resolving noted LAPM study issues;
 - (b) Concerns around motorist U-turns and resulting dangerous behaviour;
 - (c) Restricted access issues to residential properties;
 - (d) Impact on local traffic movements;
 - (e) Concerns that the LAPM study in 2018 was not recent enough to be considered valid for community consultation;
 - (f) Extension of trips (800m detour);
 - (g) Lack of community consultation;
 - (h) Concerns regarding emergency services vehicle access;
 - (i) Cyclist non-compliant behaviour;
 - (j) Increased traffic congestion;
 - (k) Dangerous consequences at other intersections especially for cyclists and pedestrians;
 - (l) Increase in traffic now on other local roads; and
 - (m) Local residents and businesses unable to drive directly to their homes or workplaces, increasing travel time and traffic.
78. Summary of feedback in support:
- (a) Safety benefits of the temporary median strip for cyclists and pedestrians;
 - (b) Requests to lengthen the median strip; and
 - (c) Requests for enforcement of illegal driver U-turns.

Policy analysis

Alignment to Council Plan

79. Objective Six of the Council Plan 2017-2021 refers to *A Connected Yarra, a place where connectivity and travel options are environmentally sustainable, integrated and well-designed.*
80. *Strategy 6.1: Manage traffic movement and promote road safety within local roads.*
81. *Strategy 6.5: Develop and promote pedestrian and bicycle infrastructure that encourages alternative modes of transport, improves safety and connectedness.*

Climate emergency and sustainability implications

82. Improvements in cycling and pedestrian connectivity and safety, support the usage and encouragement of sustainable transport options.
83. Implementation of the median using an 'iterative trials' approach is consistent with Council's Climate Emergency Plan, Action 4.2 which states:

Increase sustainable transport solutions throughout the city including:

Using iterative trials for temporary sustainable transport infrastructure, car free zones and curfews and reallocation of car space for sustainable transport modes.

Community and social implications

84. There are no social implications specifically addressed within this report.

Economic development implications

85. There are no identified economic implications.

Human rights and gender equity implications

86. There are no identified human rights implications.

Operational analysis

Financial and resource impacts

87. Depending on whether Council resolve to implement additional treatments in this location, and if so, which option is pursued, there could be a financial cost to Council.
88. There is no current budget allocation for any further works relating to the temporary central median trial at Nicholson Street, Mollison Street and Langridge Streets (Option 1).
89. Amendments to signs and line marking relating to AM and PM peak hour turn bans are relatively modest and could be funded through existing operational budgets (Option 2).
90. Discretionary funding of \$30k to undertake Local Government Act (LGA) 1989 access restriction requirements, which include data collection, a Traffic Impact Assessment and consultation, would need to be referred to and considered as part of the 2021/22 budget (Option 3).
91. \$200k of the existing discretionary funding bid of \$934k for Abbotsford LAPM 13 being considered as part of the 2021/22 financial year budget process would need to be approved and the projects reprioritised to implement a threshold treatment and kerb extensions at Langridge Street and install a raised zebra crossing on Nicholson Street, north of Langridge Street (Option 4 – Recommended option).

Legal Implications

92. Council has an overall obligation under the Road Management Act 2004 to manage the local road network in a manner that gives due consideration to community safety.

Conclusion

93. Safety concerns were identified for pedestrians and cyclists at the intersections of Nicholson Street, Mollison Street and Langridge Street in the Abbotsford LAPM 13 study in 2018.
94. The temporary central median island on Nicholson Street was installed as a trial for 12 months to try and address some of these safety concerns in response to the changing movement and physical distancing needs for an immediate and post-COVID 19 context. It should be noted that it was proposed in the LAPM plan to install items 17 (central median) and 19 (threshold treatment and kerb extensions on Langridge Street and raised zebra crossing on Nicholson Street) as a package to achieve the maximum safety benefit.
95. The trial received mixed responses from the community with some support, but also numerous complaints regarding movement and access problems, despite on-going monitoring and adaptation to safety concerns for the trial duration. Most, but not all these complaints, related to illegal and unsafe driver behaviour.
96. In response to construction access needs of a development at 20-30 Mollison Street, community feedback and officer advice, Council resolved on 15th of December to remove the temporary central median. Reinstating the central median trial before the construction works have been completed would require the removal of two mature London Plane trees to allow alternative access arrangements.
97. Officers had intended obtaining traffic volume data during the 12 months trial of the central median island on Nicholson Street once traffic levels had reverted to normal levels, however this was not able to be achieved due to the removal of the trial.

98. Due to the limitations with available data before, during and after the installation of the central median island on Nicholson Street, Officers cannot accurately measure the success of this trial in achieving its objective of reducing the amount of non-local traffic crossing the cycle route on Nicholson Street, based on the data alone.
99. Peak hour turn bans typically have high non-compliance rates. Enforcement by Victoria Police is very infrequent due to other priorities.
100. Noting the level of opposition to the central median trial and that LAPM Plan Item 19 (but excluding the central median), should improve pedestrian and cyclist safety at this location, it is considered that Option 4 is the most appropriate to pursue.
101. Option 4 proposes that \$200k of the existing discretionary funding bid of \$934k for Abbotsford LAPM 13 being considered as part of the 2021/22 financial year budget process be reprioritised to deliver endorsed LAPM Plan Item 19 (to replace the Langridge Street zebra crossing with a threshold treatment and kerb extensions; and install a raised zebra crossing north of Langridge Street) but exclude the central median.
102. Officers have proposed funding for LAPM 13 treatments in the Discretionary CAPEX program for 2021/22, and subject to Council support, this treatment could be delivered in 2021/22.

RECOMMENDATION

1. That Council:
 - (a) Supports the implementation of the endorsed LAPM 13 Plan, Item 19 (being to replace the Langridge Street zebra crossing with a threshold treatment and kerb extensions; and install a raised zebra crossing north of Langridge Street) excluding the central median;
 - (b) note that this treatment requires an allocation of \$200k, and noting an allocation of \$934k for Abbotsford LAPM 13 is being considered as part of the discretionary expenditure in the 2021/22 financial year budget process and that this allocation would enable the proposed measures to be delivered in 2021/22, refer this to the 2021/22 budget process for formal consideration; and
 - (c) notes that implementation would be subject to Council approval and allocation of sufficient funding in the 2021/22 budget process.

Attachments

- 1 Attachment 1 - Abbotsford LAPM 13 Endorsed Plan
- 2 Attachment 2 - Transport, movement and access response to impacts of COVID-19.

8.3 Status Update - 3-Bin Kerbside Service

Executive Summary

Purpose

The purpose of this report is to update Council on the current status of the 3-bin kerbside service roll out, including data on material volumes collected and bin audits to understand how bins are being used, the amount of material and their contents.

Key Issues

On 23 November 2020, the 3-bin service commenced across Yarra. The default service for single dwellings includes:

- A weekly rubbish collection
- A fortnightly recycling collection
- A fortnightly glass only collection

This service was implemented in recognition that the comingled recycling service in which glass is collected with plastic and paper/cardboard and compacted, was leading to glass fragments contaminating the paper, cardboard and plastic, resulting in poor material quality and poor recycling outcomes.

The 3-bin service was implemented to improve the quality of material being collected and recycled. With this new service came some changes to bin infrastructure and the collection regime (as above).

Whilst there is a need to have some kind of standardisation in relation to bin infrastructure, noting the varying household sizes and types in Yarra, Officers have tried to meet individual needs as much as possible.

Residents in single dwellings can request to have a smaller glass bin, upsize their bins as required, elect not to have a glass bin if they do not require one, and we are aware some residents have elected to share with their bin with their neighbours.

There is no default position for bin infrastructure at the Multi-Unit Development (MUD) sites due to a vast range of building types and either dated or in some cases no existing Waste Management Plans. The MUD sites require a tailored solution on a site by site basis. Officers have commenced working with MUD sites and this work will continue to ensure MUD sites are engaged and appropriately managing their waste/recycling.

The process of transitioning to a new kerbside service across the municipality is a huge undertaking as it touches all properties across Yarra. As a general observation the 3-bin service implementation has run to the expected schedule. A service of this type usually takes several months to establish and bed in the basic functions such as adjusting to collection schedules and correct use of the bins.

The expectation prior to the roll out of the 3-bin service was that there would be a six-month adjustment period for residents to adjust to a fortnightly recycling collection and the change in acceptable materials. The issue of bin capacity has been intensified by the increased volumes of cardboard flowing into the kerbside system. Key issues have included adjusting to bin capacity, understanding the acceptable plastics including the Tetra Pack exclusion and the need to flatten cardboard boxes.

Currently 72 out of the 79 Victorian Councils have a fortnightly recycling service. An extensive audit of the single dwelling bins has indicated that a fortnightly recycling frequency can be a successful model in Yarra. Capacity issues at most single dwellings can be resolved by flattening cardboard boxes or increasing the capacity of the recycling bin. It is critical to maintain a focus on waste reduction targets which should be the guiding principle for future sustainability.

The average capacity usage for the recycling bins is approximately 75% compared to approximately 70% for rubbish bins, which indicates that the issue of bin capacity is not a universal issue across Yarra, but is confined to pockets across the municipality. This is primarily a human behaviour issue rather than a systems issue.

The average for recycling bins with lids not fully closed is 26% and the average of material beside recycling bins is 8% or 1,044 out of 13,518 bins audited; these are considered to be overflowing bins. This problem is limited to confined areas of the municipality and is not a universal issue across Yarra. Most of the recycling bins with lids not closed were due to unflattened boxes in the bin. Flattening the recycling material and providing a larger bin where required is expected to resolve the capacity issues for recycling bins. Some households may have to drop off bulk cardboard occasionally (for packaging for one-time purchases such as furniture or a fridge), but for most households this is unlikely to be necessary as a regular occurrence.

The average for rubbish bins with lids not fully closed is 17% and the average of material beside bins is 2% or 403 out of 17,806 bins audited; these are considered to be overflowing bins. This problem is confined to pockets of the municipality and is not a universal issue across Yarra. Rubbish is a weekly service and yet 17% of bins have lids that are not fully closed. Bins with lids up is not a new issue and can be seen across all Victorian Councils.

Glass bins are underutilised; however, this is not a surprising confirmation. The original modelling was based on a 47-litre bin for glass collections, however WorkSafe Victoria required that the bins must be suitable to be placed on a mechanical lifter. A special consideration was given to allow a limited number of smaller bins for glass across the municipality.

The audits conducted at MUD sites have confirmed there are historical issues that need to be resolved. A key issue is that material is being disposed without any attempt to reduce the volume; flattening boxes for example will address the issue of capacity. It will be necessary to work one on one with MUD sites to ensure the correct bin capacity and the correct use of bins. This provides an opportunity to create a best practice model for MUD sites to ensure suitable systems and high-quality recycling material.

It will be a worthwhile exercise to repeat the audits in approximately 3 months, and ongoing, to measure and compare results to the current audit results. This will provide data to determine if any adjustments to the service are required. This will also allow a holistic assessment of the service to integrate solutions for the diversion of FOGO from the landfill stream.

The future model for a holistic model that deals with recycling, glass and FOGO should be based on data, information and options to establish the most suitable model for Yarra.

Financial Implications

There are no significant financial or resource implications as a result of this report as the report is providing an update only.

PROPOSAL

That Council:

- (a) note the report; and
- (b) note that Officers will continue to monitor the service and to make adjustments as necessary; and to continue to support residents to make adjustments to minimise waste, maximise recycling and appropriately dispose of waste where disposal is necessary.

8.3 Status Update - 3-Bin Kerbside Service

Reference	D21/19027
Author	Joe Agostino - Assistant Manager City Works
Authoriser	Director City Works and Assets

Purpose

1. The purpose of this report is to update Council on the current status of the 3-bin kerbside service roll out, including data on material volumes collected and bin audits to understand how bins are being used, the amount of material and their contents.

Critical analysis

History and background

2. On 23 November 2020, the 3-bin service commenced across Yarra. The default service for single dwellings includes:
 - (a) A weekly rubbish collection;
 - (b) A fortnightly recycling collection; and
 - (c) A fortnightly glass only collection.
3. This service was implemented in recognition that the comingled recycling service in which glass is collected with plastic and paper/cardboard and compacted, was leading to glass fragments contaminating the paper, cardboard and plastic, resulting in poor material quality and poor recycling outcomes.
4. The 3-bin service was implemented to improve the quality of material being collected and recycled. With this new service came some changes to bin infrastructure and the collection regime (as above).
5. Whilst there is a need to have some kind of standardisation in relation to bin infrastructure, noting the varying household sizes and types in Yarra, we have tried to meet individual needs as much as possible.
6. Residents in single dwellings can request to have a smaller glass bin, upsize their bins as required, elect not to have a glass bin if they do not require one, and we are aware some have elected to share with their bin with their neighbours.
7. There is no default position for bin infrastructure at the MUD sites due to a vast range of building types and either dated or in some cases no existing Waste Management Plans. The MUD sites require a tailored solution on a site by site basis. Officers have commenced working with MUD sites and this work will continue to ensure MUD sites are engaged and appropriately managing their waste/recycling.

Discussion

8. The 3-bin service has been in transition for a three month period and the main focus has been to shift the glass items out of the recycling bins and to allow residents to adjust to the 10 collection areas (and collection dates) so that the correct bins are presented on the correct collection cycle.
9. The key areas of concern from residents making enquiries has been:
 - (a) Recycling bin capacity issues due to the fortnightly collection schedule (This has been the most common enquiry, but has reduced as residents realise they can request an upsized recycling bin);
 - (b) Acceptable materials (Change in the acceptable contents of the recycling bin);

- (c) Confusion about plastics that are or are not accepted in the recycling bin;
 - (d) Confusion about Tetra Pack containers (Fruit juice/Milk); and
 - (e) Over capacity of the 80lt glass bin.
10. Other peripheral areas of concern/themes:
- (a) A perception that recycling is being sent to landfill (Note, the data provided within this report does not support this perception); and
 - (b) A perception that weekly recycling will allow people to place unacceptable plastics back into the recycling bin.
11. Key factors in dealing with the areas of concern for residents will be:
- (a) Ongoing community engagement and information;
 - (b) Confirming the options to change their bin infrastructure;
 - (c) Working 1:1 with residents to resolve their issues; and
 - (d) Confirming options to dispose of excess material, such as the drop off points in Clifton Hill and Burnley.

Cardboard Volumes

12. An unexpected consequence of the COVID pandemic and resultant restrictions, which resulted amongst other things in an increase in working from home and an increase in online shopping, has been an extraordinary amount of cardboard in the kerbside recycling stream. This is unprecedented and has caused capacity issues in some of the recycling bins, particularly if material such as cardboard boxes have not been flattened. The kerbside system was not designed to cope with the volumes of cardboard now flowing in and out of some households, however this issue can be resolved by following several relatively simple processes including:
- (a) Where possible reduce volume of material brought into the household;
 - (b) Flattening boxes prior to disposal;
 - (c) Upsizing recycling bins if required; and/or
 - (d) Taking large cardboard items or excess material to the Clifton Hill or Burnley St Richmond drop off areas.

Bin Upsizes/Downsizes

13. Since the commencement of the 3-bin service on 23 Nov 2020, there has been a consistent stream of requests for a change in bin sizes. To date the number of requests fulfilled has been approximately:
- (a) Recycling Bin Upsize: 1,500; and
 - (b) Glass Bin Downsize: 500.

Face to Face Community Engagement

14. Due to COVID restrictions the planned face to face community engagement sessions were not able to be implemented. Since the easing of COVID restrictions, face to face engagement has been possible. Table 1 below provides a list of sessions that have occurred or been planned. Face to face sessions will continue to be rolled out beyond the below schedule. The sessions completed to date have proven to be valuable with regards to community interaction and feedback.
15. The sessions have been attended by Councillors and Council Officers. The key queries from residents attending the face to face engagement sessions have been much the same as the queries received via customer service:
- (a) Confusion about plastics that are or are not accepted in the recycling bin;

- (b) Confusion about Tetra Pack containers (Fruit juice/Milk);
- (c) Acceptable materials (Change in the acceptable contents of the recycling bin); and
- (d) Recycling bin capacity issues due to the fortnightly collection schedule (This has reduced as residents realise, they can request an upsized recycling bin).

Table 1

Date	Location	Time	Ward	Status
Sat 6 Feb	Swan Street outside of Coles	9:30am-11:30am	Melba	Complete
Sat 13 Feb	Piedmontes Fitzroy North	10am-12pm	Nicholls	Complete
Thu 18 Feb	Outside Carlton Library (corner Newry and Rathdowne streets)	3:30pm-5:30pm	Nicholls	Complete
Sat 20 Feb	Clifton Hill Depot	11am-1pm	Langridge	Complete
Thu 25 Feb	Corner of Smith Street Stanley Street, Collingwood (south side of road)	12pm-2pm	Langridge	Complete
Sat 27 Feb	Victoria Gardens Shopping Centre	10am-12pm	Melba	Complete
Sat 13 Mar	Collingwood Children's Farm	9.30am-11.30am	Langridge	
Sun 21 Mar	Piedimonte Fitzroy North	2-4pm	Nicholls	

- 16. It is anticipated that several face to face engagement sessions will be held for residents within the Abbotsford trial area to gain a better understanding of the 4-bin model after a period of adjustment maturity. The Abbotsford trial has been in progress for over 12 months and feedback from the trial residents informed the 3-bin service roll-out and will be valuable insight when considering solutions for diverting FOGO material out of the landfill stream.
- 17. Individual advice has been provided to many residents, including information about the rationale for the change, the appropriate way to dispose of different material, and options for alternative means of disposal (drop off etc.), and in some cases leading to a change in bin infrastructure.

Kerbside Material Weights to Date

- 18. Table 2 below provides a snapshot of material weights for the first 3 months of the 3-bin service. It is important to note that this data reflects weight, not volumes as such. The table provides weighbridge data for all the kerbside material collected over the 3 month period broken down by month and compared to the same period of the previous year. This includes single dwellings, MUD sites and commercial premises (receiving a residential collection service).
- 19. The key observations from Table 2 include:
 - (a) Total recycling tonnes by weight have reduced compared to the same period for the previous year (over the last 3 years the weight of recycling has been in decline and is predominately related to the reduction of magazines and newspapers in the kerbside recycling material profiles as the community has adopted electronic media. These items carry significant weight and hence the reduction in weights);
 - (b) The landfill weights have remained consistent when compared to weights for the previous year. Over the 3-month period the landfill weights have reduced by 35.48 tonnes. The main observation that should be highlighted is that this demonstrates that since the introduction of the 3-bin service there has not been any additional material flowing into the landfill stream; and

- (c) The percentage of glass flowing out of the yellow lid recycling bin into the separate glass stream has increased on a monthly basis.

Table 2

KERBSIDE MATERIAL WEIGHTS – 3 MONTH PERIOD						
	Recycling Tonnes	Glass Tonnes	Glass as a % of Total Recycling Tonnes	Total Recycling Tonnes	Landfill Tonnes	Variance in Tonnes
Dec-20	422.50	184.86	30.43%	607.36	1222.58	+11.30
Dec-19				728.35	1211.28	
Jan-21	353.67	206.52	36.85%	560.19	1054.76	- 88.56
Jan-20				730.02	1143.32	
Feb-21	334.45	230.00	40.74%	564.45	1104.34	+41.78
Feb-20				647.88	1062.56	
Landfill weight variance over 3 months						-35.48

Initial Audits – Single Dwellings

20. Initial audit data has been collected for analysis of the 3-bin service to date. Table 3 below provides data collected with a focus on single dwelling bins. This provides averages across the ten collection areas for rubbish bins, recycling bins and glass bins. The sample for the glass bins is less than the rubbish and recycling due to time constraints and avoiding commencing the audit too early in the transition period. The priority was the combination of rubbish/recycling bins. However, the glass bin sample is adequate to provide information on trends.
21. NOTE: This audit has focused on the 3-bin service and the Abbotsford trial area has not been included to avoid skewing the 3-bin results. The trial area will be audited as a stand-alone area over the coming months.

Table 3

	RUBBISH BINS				RECYCLING BINS				GLASS BINS			
	Bin Count	Lids Up	Waste Beside Bin	Average Capacity Used %	Bin Count	Lids Up	Waste Beside Bin	Average Capacity Used %	Bin Count	Lids Up	Waste Beside Bin	Average Capacity Used %
Mon 1 Richmond	2505	492	100	70.21%	1507	381	70	67.62%	540	7	36	34.61
Mon 2 Richmond	1251	166	38	75.34%	1253	177	95	75.45%	N/A	N/A	N/A	N/A
Totals	3756	658	138	72.78%	2760	558	165	71.54	540	7	36	34.61%
		18%	4%			20%	6%			1%	7%	
Tue 3 Rich/Abbotsford	1297	213	14	62.53%	1541	535	69	77.78%	N/A	N/A	N/A	N/A
Tue 4 Rich/Abbotsford	1204	232	26	72.22%	1171	266	90	72.47%	N/A	N/A	N/A	N/A
Totals	2501	445	40	67.38%	2712	801	159	75.13%				
		18%	2%			30%	6%					

	RUBBISH BINS				RECYCLING BINS				GLASS BINS			
	Bin Count	Lids Up	Waste Beside Bin	Average Capacity Used %	Bin Count	Lids Up	Waste Beside Bin	Average Capacity Used %	Bin Count	Lids Up	Waste Beside Bin	Average Capacity Used %
Wed 5 Coll/Fitzroy	1237	292	48	74.06%	1272	438	205	74.69%	721	3	0	31.8%
Wed 6 Coll/Fitzroy	1700	300	29	62.42%	1011	254	118	66.61%	480	17	6	29.83%
Totals	2937	592	77	68.24%	2283	692	323	70.65%	1201	20	6	30.81%
		20%	3%			30%	14%			2%	0.5%	
Thu 7 C/Hill, Abbots	1210	169	2	77.55%	1248	368	60	81.50%	N/A	N/A	N/A	N/A
Thu 8 C/Hill, Abbots	2359	209	31	57.19%	961	138	61	67.50%	685	2		26.07%
Totals	3569	378	33	67.37%	2209	506	121	74.50%	685	2		26.07%
		11%	1%			23%	5%			0.3%		
Fri 9 P/Hill/Carlton Nth	1926	435	53	77.73%	1884	575	135	80.32%	N/A	N/A	N/A	N/A
Fri 10 P/Hill/Carlton Nth	3117	445	62	74.93%	1670	422	141	82.29%	854	2		25.50%
Totals	5043	880	115	76.33%	3554	997	276	81.30%	854	2		25.50%
		17%	2%			28%	8%			0.2%		
Totals	17806	2953	403	70.42%	13518	3554	1044	74.62%	3280	31	42	29.25%
		17%	2%			26%	8%			1%	1%	

Glossary of Audit Categories

22. The same audit categories were used for the rubbish bin, recycling bin and the glass bin to ensure consistency of analysis and comparison. A description for each category is provided below.

CATERGORY	DESCRIPTION	COMMENTS
Bin Count	Total bins counted for audit purposes	This provides the baseline for calculating percentages
Lids Up	All bins with lids not fully closed were recorded	This is not an overflowing bin. It is important to note that an overflowing bin is a situation where there is material on the ground beside the bin.
Waste Beside Bin	This is a full bin which has additional material beside the bin	This is considered an overflowing bin. Material beside the bin could be oversized material, excess material, hard waste, inappropriate material, bagged rubbish or cardboard.
Average Capacity Usage	Each bin was visually inspected to visually measure the capacity used at the time of the audit.	For each street audited, average capacity usage was recorded. This is represented as an average capacity used percentage in Table 3 above.

Audit Methodology

23. The audit focused on capturing relevant data across the 10 collection areas in the most consistent manner possible to allow comparison and analysis.

The audit methodology included:

- (a) A very comprehensive sample has been taken across the 10 collection areas;
- (b) Commencing data capture at 5.00am as it was necessary to stay in front of collection vehicles;

- (c) The raw data was recorded manually street by street; and
- (d) The same data was collected for each material stream.

Summary Analysis – Table 3

24. The key observations from Table 3 above include:

- (a) **Rubbish Bins, Weekly Collection** – 17,806 bins counted, 2,953 (17%) with lids not fully closed, 403 (2%) bins with waste beside bins (these are considered overflowing bins), average utilisation 70.42%;
- (b) **Recycling Bins, Fortnightly Collection** – 13,518 bins counted, 3,554 (26%) with lids not fully closed, 1044 (8%) with material beside bins (these are considered overflowing bins), average utilisation rate 74.62%;
- (c) **Glass Bins, Fortnightly Collection** – 3,280 bins counted, 31 (1%) with lids not fully closed, 42 (1%) with material beside bins (these are considered overflowing bins), average utilisation rate 29.25%;
- (d) Glass bin capacity is underutilised, this is not a surprising result (noting the 80lt bins were a requirement of WorkSafe and understood to be greater capacity than most residents require for a fortnightly collection);
- (e) Observations from the auditors were that most of the recycling bins with lids not closed and material beside bins were due to cardboard that had not been flattened, the remainder could be remedied by a larger recycling bin;
- (f) Observations from the auditors were that the recycling bins with lids not closed were predominately 120 litre recycling bins;
- (g) Observations from the auditors were that most of the rubbish bins with lids not closed and material beside bins were 80 litre bins and any overflow was predominately due to excess household waste;
- (h) On average the capacity utilisation for the recycling bins and the rubbish bins is under 75%; and
- (i) The average utilisation capacity of the recycling bins is approximately 5% more than the rubbish bin, even though the recycling bins are collected fortnightly.

Proactive Campaign – Bins with lids up or overflowing

25. Preparations are currently being made for a proactive campaign that will target bins with lids up or bins with additional material beside the bin which are considered overflowing. The collection crews will carry a bin tag which will be placed on bins with lids up or material beside bins after the bins have been emptied. The tags will encourage residents to try flattening recycling, particularly cardboard boxes, or to request a larger recycling bin. Tags will also be used for any overflowing rubbish bins to raise awareness and encourage residents to contact Council if they have capacity issues.

Other Comments Regarding Table 3

26. There are aspects of information in the raw data that are not apparent in the summary provided on Table 3 above. Comments include:

- (a) Lids not closed is not a new issue and can be observed throughout all Victorian Councils regardless of collection frequencies;
- (b) The issues of lids not closed and material beside bins (overflows) occurs more in some pockets across the municipality and is not a universal issue;
- (c) In some instances, the kerbside system is simply overused by some residents (i.e. being used to dispose of material that should be disposed of via other means, such as cardboard packaging for new white goods, furniture or large electronics); and
- (d) It is critical to focus on waste reduction and the appropriate disposal of material, as these are important regardless of the collection frequency.

National and State Waste Reduction Targets

- 27. Both National and State Governments have set waste reduction targets as below:
 - (a) National Targets - Reduce total waste generated in Australia by 10% per person by 2030; and
 - (b) Victorian Targets - Cut total waste generation by 15 per cent per capita by 2030.
- 28. The State Government has also mandated, as part of its Circular Economy Policy adopted in 2020, a 4-bin (or 4-stream) kerbside collection service for all Local Governments in Victoria by 2030.
- 29. Given Yarra has already moved towards the circular economy model and is currently assessing models for FOGO diversion, it is critical that the waste reduction targets are kept front of mind and remain a guiding principle and a priority.

MUD Sites

- 30. Approximately 85% of existing MUD sites in Yarra are serviced by Council. There are a number of historical issues with MUD sites including, poor building designs, access issues, incorrect bin infrastructure, no waste management plans, inadequate waste management plans, shared bins, transient populations and lack of planning for waste management.
- 31. A major issue which creates ongoing challenges at the MUD sites has been the difficulty in engaging with Body Corps, Site Managers and site Operators. Council does not have the details of Property Managers, and despite contacting all properties, not all have responded or engaged with Council. This limits the speed of progress at MUD sites.
- 32. By population, approximately 70% of people in Yarra live within the MUD sites. These sites need to be considered on an individual basis as their needs, issues and solutions vary. It will take 6 – 12 months to ensure all the MUD sites have a tailored solution to suit their individual site needs. Officers have proactively contacted many properties and continue to seek to engage with sites and their property managers.
- 33. To date, since the 3-bin service has commenced there has been engagement via webinars, direct contact and email contact with approximately 330 MUD sites. Officers will continue to seek to engage MUD sites, in the first instance to ensure the appropriate bin infrastructure and education material is implemented. This will also allow for additional discussion on individual site needs.

MUD Recycling Bin Audit

- 34. The audit at the MUD sites has not been as extensive as the single dwelling audit. This has been due to time restraints and the recognition that there are existing significant issues at some MUD sites. Table 4 below provides a snapshot of an audit of the recycling bins at MUD sites. The focus of this audit was to identify priority sites that could be targeted and resolved across all the waste streams.

Table 4

MUD SITES RECYCLING BIN AUDITS				
	Bin Count	Overfull	Average Capacity Used	Additional Cardboard
Mon 1	373	80	102.2	15
Mon 2	295	42	102.1	13
Totals	668	122	102.15	28
		18%		4%
Tue 3	210	44	104.3	4
Tue 4	140	24	104	2
Totals	350	68	104.15	6
		19%		2%
Wed 5	166	66	105.7	7

MUD SITES RECYCLING BIN AUDITS				
	Bin Count	Overfull	Average Capacity Used	Additional Cardboard
Wed 6	92	46	109	3
Totals	258	112	107.35	10
		43%		4%
Thu 7	307	44	105.7	7
Thu 8	261	35	101	21
Totals	568	79	103.35	28
		14%		5%
Fri 9	149	25	103.3	4
Fri 10	150	30	102	13
Totals	299	55	102.65	17
		18%		6%
Totals	2143	436	103.93	89
		20%		4%

Summary Analysis – Table 4

35. The key observations from Table 3 above include:

- (a) **Recycling Bins, Fortnightly Collection** – 2,143-bins counted, 436 (20%) bins were overfull, 89 (4%) additional piles of cardboard;
- (b) The average utilisation rate of the recycling bins is 103.93%; (Solution for capacity issues will include adding increased bin capacity and ensuring all cardboard is flattened);
- (c) There were 86 (4%) of additional cardboard beside bins; and
- (d) The Wednesday areas are a standout regarding overfull bins at over double the % of full bins compared to other areas.

Other Comments Regarding Table 3

36. There are aspects of information in the raw data that are not apparent in the summary provided on Table 4 above. Comments include:

- (a) Observations from the auditors were that most of the overflowing recycling bins were due to cardboard that had not been flattened;
- (b) There is a significant volume of cardboard at most of the MUD sites;
- (c) Hard waste is often found in the larger shared bins located at some MUD sites;
- (d) Weighbridge data from the MUD sites demonstrates that a major issue at MUD sites is volumetric based, in other words a lot of cardboard boxes that are not flattened;
- (e) As per the single dwellings, in some instances, the kerbside system is simply overused or used incorrectly by some MUD sites;
- (f) Improved engagement with MUD property managers (and residents) will be critical to resolving the issues noted in the above; and
- (g) Community engagement directly with residents rather than site operators will be critical for the MUD sites.

Cardboard Separation Trial – MUD Sites

37. There may be an opportunity to separate cardboard out as a single material at MUD sites or selected MUD sites; i.e. to collect this in dedicated cardboard only bins.

38. The benefits would include:

- (a) A cleaner stream of material – improved recycling and a lower gate fee cost;
 - (b) A focus on flattening a single stream material – creates more space on the sites;
 - (c) More difficult to conceal contamination and glass in the mixed recycling bin;
 - (d) Creates a best practice model for MUD sites; and
 - (e) An opportunity to engage directly with residents during the implementation phase.
39. The plan is to carry out a trial across potentially 30 willing MUD sites that will act as data collection points. These sites would then be reference points and examples for other MUD sites. It is estimated that a trial may be implemented around the end of April 2021.

Cardboard Drop Off Facility – Burnley Street Depot

40. On Friday 26 Feb 2021, a cardboard drop off facility was operational to provide an option for residents and businesses at the Southern end of the municipality. The facility is serviced by the existing recycling collection vehicles and as such, can be offered at no additional cost to the collection service. Approximately 5 cubic metres of cardboard is being collected daily.

Options

41. This report is seeking to provide an update for Council only; as such, not further options have been explored. Officers will continue to explore options to support the community to make this transition.

Community and stakeholder engagement

42. Significant consultation and engagement has taken place, and more is planned; some of this is outlined earlier in the report.

Policy analysis

Alignment to Council Plan

43. This service is a component of meeting Councils objective that *Council leads on sustainability and protects and enhances its natural environment.*

Climate emergency and sustainability implications

44. The 3-bin service aligns closely with Councils sustainability commitments.

Community and social implications

45. This report indicates that a minority of residents have found it difficult to make a transition to a 3-bin waste service.

Economic development implications

46. No Economic Development implication have been identified within this report.

Human rights and gender equality implications

47. There are no known Human rights or Gender Equity implications as a result of this report.

Operational analysis

Financial and resource impacts

48. There are no significant financial or resource implications as a result of this report as the report is providing an update only.

Legal Implications

49. There are no known legal implication as a result of this report.

Conclusion

50. The process of transitioning to a new kerbside service across the municipality is a huge undertaking as it touches all properties across Yarra. As a general observation the 3-bin service implementation has run to the expected schedule. A service of this type usually takes at least three months to establish and bed in the basic functions such as adjusting to collection schedules and correct use of the bins.
51. The expectation prior to the roll out of the 3-bin service was that there would be a six month adjustment period for residents to adjust to a fortnightly recycling collection and the change in acceptable materials. The issue of bin capacity has been intensified by the increased volumes of cardboard flowing into the kerbside system. Key issues have included adjusting to bin capacity, understanding the acceptable plastics including the Tetra Pack exclusion and the need to flatten cardboard boxes.
52. Currently 72 out of the 79 Victorian Councils have a fortnightly recycling service. An extensive audit of the single dwelling bins has indicated that a fortnightly recycling frequency can be a successful model in Yarra. Capacity issues at most single dwellings can be resolved by flattening cardboard boxes or increasing the capacity of the recycling bin. It is critical to maintain a focus on waste reduction targets which should be the guiding principle for future sustainability.
53. The average capacity usage for the recycling bins is approximately 75% compared to approximately 70% for rubbish bins, which indicates that the issue of bin capacity is not a universal issue across Yarra, but is confined to pockets across the municipality. This is primarily a human behaviour issue rather than a systems issue.
54. The average for recycling bins with lids not fully closed is 26% and the average of material beside recycling bins is 8% or 1,044 out of 13,518 bins audited; these are considered to be overflowing bins. This problem is limited to confined areas of the municipality and is not a universal issue across Yarra. Most of the recycling bins with lids not closed were due to unflattened boxes in the bin. Flattening the recycling material and providing a larger bin where required is expected to resolve the capacity issues for recycling bins. Some households may have to drop off bulk cardboard occasionally (for packaging for one-time purchases such as furniture or a fridge), but for most households this is unlikely to be necessary as a regular occurrence.
55. The average for rubbish bins with lids not fully closed is 17% and the average of material beside bins is 2% or 403 out of 17,806 bins audited; these are considered to be overflowing bins. This problem is confined to pockets of the municipality and is not a universal issue across Yarra. Rubbish is a weekly service and yet 17% of bins have lids that are not fully closed. Bins with lids up is not a new issue and can be seen across all Victorian Councils.
56. Glass bins are underutilised; however, this is not a surprising confirmation. The original modelling was based on a 47-litre bin for glass collections, however WorkSafe Victoria required that the bins must be suitable to be placed on a mechanical lifter. A special consideration was given to allow a limited number of smaller bins for glass across the municipality.
57. The audits conducted at MUD sites have confirmed there are historical issues that need to be resolved. A key issue is that material is being disposed without any attempt to reduce the volume; flattening boxes for example will address the issue of capacity. It will be necessary to work one on one with MUD sites to ensure the correct bin capacity and the correct use of bins. This provides an opportunity to create a best practice model for MUD sites to ensure suitable systems and high-quality recycling material.
58. It will be a worthwhile exercise to repeat the audits in approximately 3 months, and ongoing, to measure and compare results to the current audit results. This will provide data to determine if any adjustments to the service are required. This will also allow a holistic assessment of the service to integrate solutions for the diversion of FOGO from the landfill stream.

59. The future model for a holistic model that deals with recycling, glass and FOGO should be based on data, information and options to establish the most suitable model for Yarra.
60. Officers will present further information back to Council on options for a FOGO service in the latter part of 2020/21.

RECOMMENDATION

1. That Council:
 - (a) note the 'Status Update 3 Bin Kerbside Service' report; and
 - (b) note that Officers will continue to monitor the service and to make adjustments as necessary; and to continue to support residents to make adjustments to minimise waste, maximise recycling and appropriately dispose of waste where disposal is necessary.

Attachments

There are no attachments for this report.

8.4 Fitzroy-Collingwood Interim Planning Scheme provisions (Stage 2) – Alexandra Parade, Victoria Parade (east of ACU) and Fitzroy West

Executive Summary

Purpose

The purpose of the report is for Council to consider requesting that the Minister for Planning, in accordance with Section 8 (1) (b) and 20 (4) of the *Planning and Environment Act 1987*, to introduce 'Interim' *Design and Development Overlays* (DDOs): Schedules 38, 39 and 40; to land along Alexandra Parade, Victoria Parade (east of ACU) and Fitzroy West.

Key Issues

Council and the Yarra community places great importance on planning provisions to better manage development pressure, change and provide as much certainty as possible for future development outcomes.

To respond to the increasing development pressure along Alexandra Parade and Victoria Parade, and the mixed use zone area in Fitzroy West, officers have prepared draft 'Interim' *Design and Development Overlays* (DDO's) with the advice of expert consultants to better guide development.

This work represents Stage 2 of a wider built form program in relation to the Fitzroy and Collingwood activity centres and precincts.

The work provides a strategically sound basis, ensuring a balance between maintaining Yarra's heritage fabric and protecting sensitive residential interfaces whilst guiding new development.

The work builds on and supports the *Yarra Housing Strategy 2018* and the *Yarra Spatial Economic and Employment Strategy 2018*.

Financial Implications

The administrative fee to DELWP for requesting the Minister for Planning to introduce 'Interim' DDOs would be met within the existing strategic planning budget.

PROPOSAL

In summary, that Council:

- (a) note the officer report and attachments for the Fitzroy-Collingwood Stage 2 interim built form provisions for Alexandra Parade, Victoria Parade and the Fitzroy West Mixed Use Zone area;
- (b) adopt the three individual Precinct Review and Built Form Framework reports, supporting Heritage Analysis and Recommendations and the Traffic Engineering Assessment prepared by Hansen Partnership, GJM Heritage and Traffix Group at Attachments 1 to 7;
- (c) adopt the interim Design and Development Overlay Schedules 38, 39 and 40 included in Attachment 8;
- (d) request the Minister for Planning to introduce DDO schedules on an interim basis for the three Stage 2 Fitzroy-Collingwood precincts outlined above, in accordance with the amendment documentation outlined in the attachments;
- (e) authorise officers to consult with the Minister for Planning to assist the Minister to prepare, adopt and approve the Amendment; and
- (f) authorise the CEO to make any minor adjustments required to meet the intent of the resolution.

8.4 Fitzroy-Collingwood Interim Planning Scheme provisions (Stage 2) – Alexandra Parade, Victoria Parade (east of ACU) and Fitzroy West

Reference	D21/3558
Author	Kate Johnson - Strategic Planner
Authoriser	Director Planning and Place Making

Purpose

1. The purpose of the report is for Council to consider requesting that the Minister for Planning, in accordance with Section 8 (1) (b) and 20 (4) of the *Planning and Environment Act 1987*, to introduce 'Interim' *Design and Development Overlays* (DDOs) to land along Alexandra Parade, Victoria Parade (east of ACU) and Fitzroy West.

Critical analysis

History and background

Managing Growth in Yarra's activity centres

2. Demand for housing within the City of Yarra is high due to its proximity to employment opportunities, heritage character and cultural offerings.
3. This has led to increased levels of planning applications for multi-dwelling and commercial developments. This trend is supported by state and local policy that directs higher density housing and employment opportunities towards activity centres.
4. *Plan Melbourne* and the *Yarra Planning Scheme* generally direct job and housing growth towards major activity centres and to a lesser degree towards neighbourhood activity centres. The planning system in Victoria generally expects that these major activity centres accommodate a higher rate of change than other areas.
5. Activity centres are defined by state policy as community hubs where people shop, work, meet, relax and live. They should provide a broad range of goods, services and diverse offerings, focusing on mixed-use development including retail, commercial and residential, and should be well connected by transport modes. These centres support local economies and the development of 20-minute neighbourhoods outlined in *Plan Melbourne*.
6. Council and the Yarra community places great importance on planning controls to better manage change and provide as much certainty as possible for future development outcomes. This includes ensuring a balance between maintaining heritage fabric in Yarra's activity centres and protecting sensitive residential interfaces whilst guiding new development.
7. To address these issues, Council has been undertaking a program of preparing built form frameworks for its activity centres to enable the introduction of the interim *Design and Development Overlays* (DDOs) in the Yarra Planning Scheme, while permanent built form provisions are progressed. This work is well progressed in:
 - (a) Johnston Street (permanent provisions gazetted by the Minister for Planning (Minister));
 - (b) Queens Parade (permanent provisions for Parts 1 and 3 gazetted by the Minister);
 - (c) Swan Street (interim provisions in place; and permanent provisions currently being considered for approval by the Minister);
 - (d) Bridge Road and Victoria Street (interim provisions in place, and strategic work underway to inform permanent provisions);

- (e) Collingwood South (interim provisions in place);
- (f) Heidelberg Road (interim provisions currently being considered for approval by the Minister); and
- (g) Fitzroy and Collingwood Stage 1 (interim provisions for Brunswick, Smith, Johnston and Gertrude Streets and Mixed Use Zone areas behind those corridors and in Fitzroy East are currently being considered for approval by the Minister).

Fitzroy and Collingwood Activity Centres

8. The Fitzroy and Collingwood activity centres are important for Yarra and inner Melbourne. They host a variety of employment, cultural and housing opportunities and they are known for their heritage retail strips and former industrial history. The area has transitioned from its industrial past to an area characterised by its vibrant retail, hospitality and arts and culture scene, with greater levels of residential and some office developments.
9. Within Fitzroy and Collingwood, there are several overlapping activity centres and mixed use areas. They include the Brunswick Street and Smith Street Major Activity Centres, the Johnston Street and Gertrude Street Neighbourhood Activity Centres and Mixed Use Zone areas in Fitzroy East and adjacent to the major corridors.
10. These areas were part of a first stage (Stage 1) of Yarra’s built form program for Fitzroy and Collingwood (refer to Figure 1). These proposed interim provisions were informed by comprehensive background work, including independent urban design, heritage and traffic advice. On 19 December 2019 Council resolved to request interim DDOs from the Minister for stage 1. A decision on the request has not been made yet.
11. Stage 2 (subject of this report), includes the Fitzroy West Mixed Use zone area and the boulevards of Victoria Parade and Alexandra Parade (refer to Figure 1). Next to the activity centres, these areas are also experiencing increased development pressure, however, the Yarra Planning Scheme currently provides limited guidance about the preferred built form outcomes, including building heights and setbacks.
12. The introduction of interim DDOs into the Yarra Planning Scheme would fill the gap in policy in these areas and provide strong guidance for new developments.
13. Table 1 should be read in conjunction with Figure 1 to clearly illustrate the precincts and their stage of preparation.

Table 1: Built Form Control – Stages

Stage	Precinct
<p>Stage 1 Precincts – completed, interim provisions currently being considered by the Minister for Planning.</p>	<p>Brunswick Street Precinct (B) Town Hall Precinct (TH) Fitzroy East Precinct (FE) Gertrude Street Precinct (G) Johnston Street – west of Smith Street (J) Smith Street (S)</p>
<p>Stage 2 Precincts – subject of this report.</p>	<p>Alexandra Parade (A) Victoria Parade (V) Fitzroy West (FW) Note: Collingwood Mixed Use (North) (CN) is proposed to be included within a separate stage as it is subject to the outcome of a Victorian Heritage Register application.</p>

Figure 1: Built Form Control – Fitzroy and Collingwood Study Area and Precincts



Figure 2

Legend	Activity Spines	Mixed Use Precincts	Boulevard Precincts
study area	brunswick street	fitzroy west	alexandra parade
precinct boundary	smith street	fitzroy east	victoria parade
	gertrude street	collingwood	
	johnston street	town hall	

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Discussion

Study Area

- The current stage 2 work covers the remaining 3 precincts in the Fitzroy and Collingwood Study Area - the major boulevards of Alexandra Parade and Victoria Parade to the north and south, and the mixed use precinct of Fitzroy West (see Fig 2 below).

Figure 2: Stage 2 - Precinct Boundaries Map

Fitzroy & Collingwood Stage 2 - Area Map



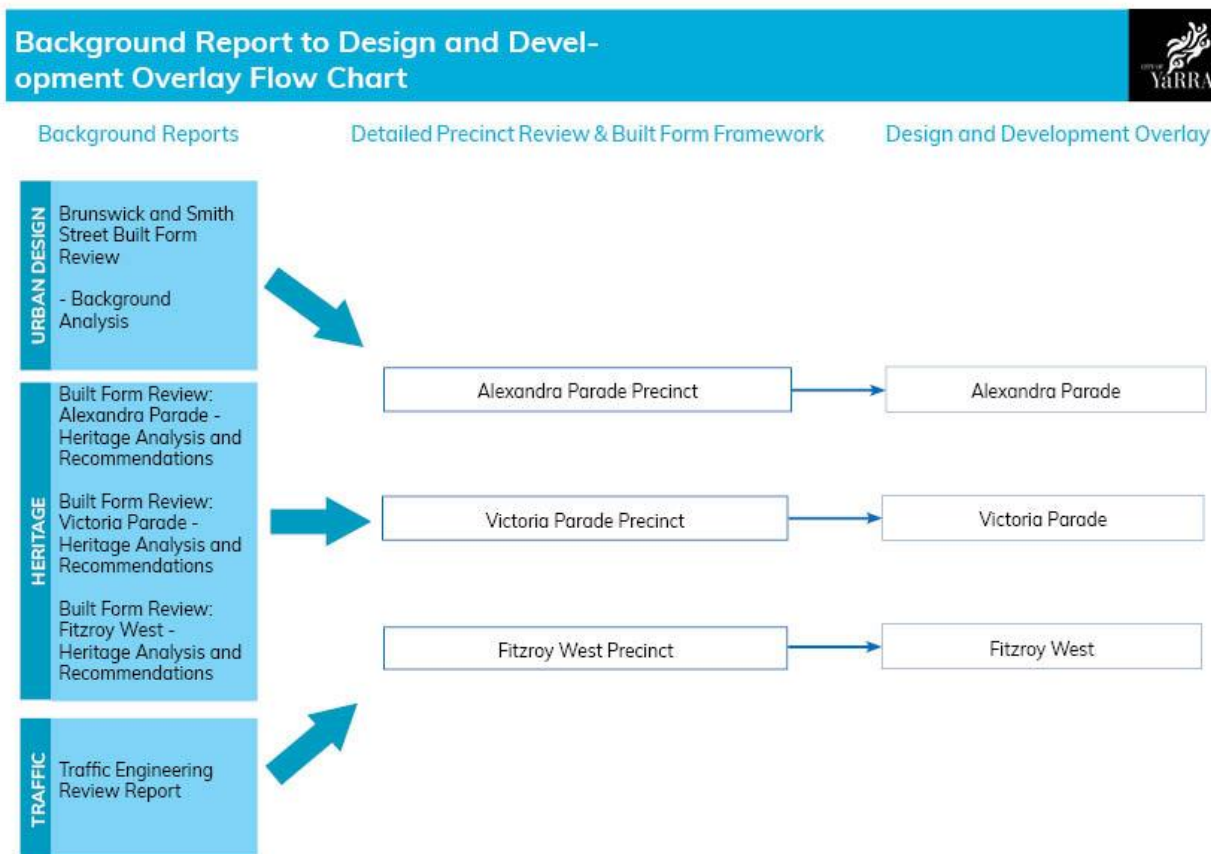
Legend

- DDO38 - Alexandra Parade
- DDO39 - Victoria Parade
- DDO40 - Fitzroy West

Approach

15. The interconnected nature of the Fitzroy/Collingwood activity centres, mixed use precincts and corridors means they are unique in comparison to other retail strips within inner Melbourne. A more holistic approach was taken to respond to the inter-relationship across the centres. This allowed the recognition of commonalities and differences between the areas.
16. Council commissioned ‘Hansen Partnership’ in association with ‘GJM Heritage Consultants’ and ‘Traffix Group’ to prepare a range of strategic work to underpin the introduction of interim DDO schedules for the precincts in Stage 2.
17. As per the built form work in Stage 1, the proposed built form provisions for Stage 2 have been informed by comprehensive strategic work (see Figure 3 for an overview), which included:
 - (a) overarching background documents analysing existing conditions, current built form, heritage fabric and traffic matters;
 - (b) detailed ‘Built Form Frameworks’ to provide specific context analysis, framework plans and built form provision recommendations;
 - (c) consideration of recent planning applications, Victoria Planning Panel recommendations and Victorian Civil and Administrative Tribunal (VCAT) decisions; and
 - (d) substantial testing of different options using cross sections and 3D-modelling.
18. Officers then translated the recommendations from the three individual Built Form Frameworks, heritage and traffic reports into three schedules to the DDO. The schedules draw on character distinctions found in the Built Form Frameworks.

Figure 3: Fitzroy/Collingwood Stage 2 Activity Centres Built Form Work Overview



Brunswick and Smith Street Built Form Review – Background Analysis Report

19. Hansen Partnership, with specialist advice from GJM Heritage Consultants and Traffix Group, prepared the *Brunswick and Smith Street Built Form Review – Background Analysis Report*.
20. The *Background Analysis Report* provides a detailed analysis on existing conditions (including policy, physical attributes, and recent development trends) across the entire study area for both Stages 1 and 2. It reviewed existing conditions and identified the general direction of a *preferred* future built form character for each Built Form Framework precinct.
21. The document assisted in identifying appropriate ways to accommodate growth and change within the retail corridors, boulevards and mixed use areas. A set of overarching principles guided the preparation of the subsequent Built Form Frameworks.

Heritage Advice

22. GJM Heritage were engaged to provide heritage advice to inform the Built Form Frameworks and prepared the following reports to assist officers in preparing built form provisions and controls for the area:
 - (a) *Built Form Review: Alexandra Parade – Heritage Analysis and Recommendations;*
 - (b) *Built Form Review: Victoria Parade – Heritage Analysis and Recommendations; and*
 - (c) *Built Form Review: Fitzroy West Mixed Use Precinct – Heritage Analysis and Recommendations.*
23. The three 'Heritage Analysis and Recommendations' analysed gaps, inconsistencies and inaccuracies with the current heritage controls within Stage 2 and provided recommendations for addressing these issues. It considered the built form parameters that are required to ensure the values of the heritage places in the three precincts are appropriately managed and protected. The advice promotes good heritage outcomes being achieved for development on land subject to, or abutting, the Heritage Overlay.
24. The heritage advice has informed Hansen's Built Form Frameworks and ensured that DDO provisions appropriately respond to heritage fabric and values within Alexandra and Victoria Parades and the Fitzroy West Mixed Use Precinct. This combined work has had a strong influence on the proposed street wall heights, building setbacks and building heights in the proposed DDOs.

Traffic Advice

25. Traffix Group prepared a Traffic Engineering Assessment that informed the development of the DDOs. It focussed on identifying changes required to achieve safe and efficient vehicular and pedestrian access as the area is developed in accordance with the built form requirements.

Precinct Review and Built Form Frameworks

26. Hansen Partnership, in association with GJM Heritage Consultants, subsequently prepared three 'Built Form Frameworks' for the Stage 2 precincts.
27. The Built Form Framework reports provide the strategic justification and evidence (alongside other reports) needed to enable the Minister to consider a request to prepare and approve interim DDO schedules. They would provide the basis for the preparation of future permanent planning controls.

Interim Design and Development Overlay Schedules

28. The 'Precinct Review and Built Form Framework Reports' for Victoria and Alexandra Parades include some allotments fronting the corridors that are currently zoned General Residential Zone (GRZ), Schedules 1, 3 and 4. As the GRZ, and its respective schedules, already guide future development, including overall heights and Clause 54 or 55 requirements, the decision was made to not include them in the respective DDO areas.

29. The recommended *interim* provisions provide a balance between heritage, sensitive residential interfaces and guiding change across the activity centres.
30. Heritage matters have been considered strongly in preparing the proposed interim DDO's. It means that strong built form provisions are proposed to protect the heritage character of the precincts with the majority of change concentrated in a few areas only, in locations with few heritage constraints.
31. Each DDO schedule has been tailored to address the unique built form typologies, heritage and character of that precinct. Table 2 provides a summary of the proposed future scale each in the proposed interim DDOs for each precinct.

Table 2: Proposed DDO Precinct Summary of Future Scale

<i>DDO Schedule</i>	<i>Summary</i>
<i>Alexandra Parade (DDO38)</i>	<ul style="list-style-type: none"> • This precinct generally comprises land with a primary frontage to Alexandra Parade between George Street in the west and Hoddle Street in the east. The northern side of the Parade is defined by the extent of Commercial 2 Zone and Mixed Use Zone. The southern side reflects equally diverse zoning designation, comprising Commercial 1 Zone, Commercial 2 Zone and Mixed Use Zone. (Refer to Figure 2) • The Alexandra Parade boulevard is defined by a wide road profile and tree-lined central median. The Clifton Hill Shot Tower (Municipal Landmark) is a key feature of Alexandra Parade, maintaining views to the Shot Tower is a clear consideration for the future scale. The precinct is further characterised by varied lot sizes and inconsistent built forms with regards to age, height and style. • Future development along Alexandra Parade would confine taller buildings to the eastern and western ends of the precinct on larger allotments compromising non-contributory buildings. Development in the centre of the precinct and surrounding the Shot Tower would maintain key views to the Municipal Landmark. (Refer to Figure 4)
<i>Victoria Parade (DDO39)</i>	<ul style="list-style-type: none"> • This precinct comprises land subject to the Commercial 1 Zone on the northern side of Victoria Parade between Napier Street to the west and Hoddle Street to the east. (Refer to Figure 2) • Victoria Parade is a grand boulevard comprising a broad central median with tram tracks and established street trees which creates a strong public realm condition. • To the west of Wellington Street a finer grained subdivision pattern accommodating rows of traditional Victorian terraces is found, some being listed on the Victorian Heritage Register. East of Wellington Street, Victoria Parade is dominated by a mix of lot sizes and highly varied built form, including commercial buildings on large lots. There are minimal heritage buildings found to the east of Wellington Street. • The intent of this precinct is for future development along the western end of Victoria Parade to respect the valued and prominent heritage fabric. The eastern end of the boulevard forms part of one of Yarra's major employment precincts (known as the Gipps Street precinct) as identified in proposed local planning policy in the current planning scheme amendment C269. This area would provide opportunity for higher development as part of the employment precinct. (Refer to Figure 4)
<i>Fitzroy West (DDO40)</i>	<ul style="list-style-type: none"> • This precinct covers land subject to the Mixed Use Zone and Commercial 2 Zone between Nicholson Street in the west and to the rear of lots to Brunswick Street in the east. The study area extends north south between the rear lots of Johnston Street and properties with a frontage to Alexandra Parade at the corner of Nicholson Street. (Refer to Figure 2)

- | | |
|--|---|
| | <ul style="list-style-type: none">• The Fitzroy West precinct is an eclectic area, comprising a network of narrow one-way streets and wider, tree lined streets in combination with a mix of building typologies. It is defined by clusters of attached traditional Victorian terraces of one and two storeys, larger heritage and non-contributory buildings, recent warehouses as well as scattered Victorian retail and commercial forms.• Future development in the Fitzroy West precinct needs to strongly relate to its heritage fabric and street profile. It should be framed by a variety of low-rise heritage and mid-rise contemporary infill on larger allotments.• Recommended building heights for the Fitzroy West precinct would support lower- to mid-rise development ranging from 3 to 6 storeys with a few minor sites which can accommodate up to 7 and 8 storeys. (Refer to Figure 4) |
|--|---|

Figure 4: Stage 2 General Heights Map

Fitzroy & Collingwood Built Form - Levels of Change
Stage 2



32. The content of the proposed interim DDOs have considered and been guided by the key directions from Amendments C220 (Johnston Street), C231 (Queens Parade) and C191 (Swan Street). They follow the approach taken as per Stage 1 interim DDOs in Amendment C270.

Built Form Design Controls within the DDOs

33. The DDO schedules provide guidance on building heights, street wall heights, upper level setbacks, front setbacks, rear setbacks, building separation and access and movement.
34. Key proposed built form requirements are summarised below in Table 3. The proposed 'metrics' are summarised in Table 4.

Table 3: Proposed Built Form Requirements

Built Form Requirements	General Description of Proposed Elements
Street wall	<ul style="list-style-type: none"> • Retain the existing heritage street wall along streets. • Infill development must match the height of the adjacent heritage street wall to achieve a consistent heritage street wall. • New development would “turn a corner” and apply the same street wall height for a minimum distance along the side street. • <i>Mandatory</i> controls are proposed to areas with consistent heritage street walls to ensure this significant element of the street is retained. This is reflected in <i>DDO39 – Victoria Parade</i>. • Areas where there is limited heritage consistency, a new street wall would be created.
Upper level setbacks	<ul style="list-style-type: none"> • The recommended upper level setbacks ensures development does not overwhelm the heritage buildings and that the heritage streetscape remains a prominent and defining element of the Fitzroy/Collingwood areas. • Upper levels should avoid a stepped form. Certain heritage places may require a stronger setback, depending on the individual heritage building and development proposal. • Development within or adjacent to land subject to the Heritage Overlay would generally be required to provide for a 6m <i>preferred</i> setback behind the street wall. • In areas with consistent heritage character a <i>mandatory</i> 6m setback is proposed for: <ul style="list-style-type: none"> ○ <i>DDO38 Alexandra Parade</i> (heritage buildings); ○ <i>DDO39 Victoria Parade</i> (land subject to or immediately adjacent to a HO along Victoria Parade and Wellington Street). ○ <i>DDO40 Fitzroy West</i> (heritage buildings) • <i>Preferred</i> (that is, discretionary) 3m upper level setbacks apply towards side streets.
Overall building heights	<ul style="list-style-type: none"> • The heights have been determined through an analysis of heritage values, lot depths, rear interface conditions and other built form elements (see Figure 4 – General Heights Map and Attachment 8). • <i>Mandatory</i> maximum height controls are proposed in <i>DDO40 – Fitzroy West</i> to Victorian terrace buildings within the Heritage Overlay, where there are consistent heritage streetscapes and are recommended to reduce the visual impact of new development and better respect the heritage significance of the heritage forms.

	<ul style="list-style-type: none"> • For areas with less heritage consistency <i>preferred</i> (discretionary) height provisions being more suitable. • <i>Alexandra Parade, Victoria Parade and Fitzroy West Schedules</i> include a set of criteria that a development would need to comply with to exceed the <i>preferred</i> height limit. New development would need to achieve: <ul style="list-style-type: none"> ○ increased separation distances; ○ higher ESD standards; ○ increased private and communal open space; ○ housing diversity; and ○ no additional amenity impacts to residentially zoned properties.
<p>Rear interface and heights and setbacks</p>	<ul style="list-style-type: none"> • DDOs address residential interfaces through boundary wall heights and building setbacks at the rear. • Rear interface heights are determined by the adjacent zone and whether a laneway separates the properties from the proposed DDO area. • These heights are <i>preferred</i> (discretionary) to accommodate the vast variety of conditions on adjacent sites that are too numerous and varied to be expressed definitively in a DDO. These include topography changes, changing floor to ceiling heights in heritage buildings and garages/outbuildings to the rear of residential properties outside of the overlay areas. • A maximum 8m boundary wall height is proposed for sites abutting properties in the Neighbourhood Residential Zone (NRZ) and General Residential Zone (GRZ) where there is no lane and 11.2m is proposed for land which abuts a laneway or is in the MUZ. • The assessment of visual bulk and potential overshadowing would also assist in determining the appropriate boundary wall height. • A <i>mandatory</i> 45 degree setback envelope for upper levels above the rear interface height is proposed towards residential interfaces. This is to ensure that development provides an appropriate transition to the lower scaled development in adjacent residential zones.
<p>Overshadowing and daylight</p>	<ul style="list-style-type: none"> • There are a range of provisions that would manage overshadowing and daylight access to public land and sensitive residential land. • <i>Mandatory</i> controls regarding limiting overshadowing on the opposite footpaths and kerb outstands between 10am and 2pm at the equinox (Sept) are proposed for main streets, wider side streets and kerb outstands with seating and planting as well as the central median of the two boulevards. • The protection of sunlight to these locations is considered very important to retain quality public spaces to ensure ‘life and attraction’ at the street level for residents, workers and visitors. • <i>Preferred</i> (discretionary) overshadowing and daylight access provisions are proposed referring to: <ul style="list-style-type: none"> ○ Clause 55.4-5 for adjoining land within the NRZ and/or GRZ; ○ Clause 55.4-5 for single dwellings within the MUZ; and ○ Ensure adequate daylight access to habitable room windows.
<p>Building layout</p>	<ul style="list-style-type: none"> • The retention of commercial activity is integral to the vibrancy of these centres. • The schedules include provisions to ensure shop widths are not reduced to the extent they become commercially unviable and to incorporate floor to floor heights suitable for commercial activity (4m) at ground level, where heritage is not a constraint.

<p>Common boundary and building separation</p>	<ul style="list-style-type: none"> To reduce the need for screening, allow for daylight access and create views to blue sky between buildings when viewed from the street, minimum setbacks are proposed at upper levels between buildings: <ul style="list-style-type: none"> 4.5m to a balcony or living room window; and 3m to a commercial or non-habitable window.
<p>Heritage</p>	<ul style="list-style-type: none"> The schedules include heritage design requirements which address upper level setbacks, design of upper levels and façade design. They are included to guide decision-making for commercial and industrial buildings, at least until such time as the heritage policy in Clause 22.02 is amended through Amendment C269, to more comprehensively address industrial, commercial and retail places. The proposed 'Interim' provisions provide for strong heritage protection through the above mentioned requirements on: <ul style="list-style-type: none"> street wall height; overall height; façade design requirements; upper level visibility; and retaining heritage fabric and avoiding heritage facadism. Heritage consideration has played a strong role in determining the proposed requirements to limit visibility and to retain the heritage character of streetscapes.

Table 4: Proposed Precinct Specific Control Metrics

DDO Schedule	Street Wall	Upper Level Setback	Building Heights	Rear Boundary Wall Height
<p>DDO38 – Alexandra Parade</p>	<p>Discretionary See Map 1 & 2, Attachment 8.</p> <p>Match the parapet height of the adjacent heritage building to the width of boundary or 6m, whatever is less.</p>	<p>Mandatory 6m for heritage buildings.</p> <p>Preferred (discretionary) 6m for sites immediately abutting land subject to the HO.</p> <p>6m minimum for non-contributory sites on the northern side of Alexandra Parade and Cecil, Council George, Gore and Smith Streets.</p> <p>3m minimum for all other non-contributory sites.</p> <p>Upper levels above Noone Street should be visually limited from the opposite footpath.</p> <p>3m minimum for side streets.</p>	<p>Discretionary See Map 1 & 2, Attachment 8.</p> <p>Ranging between 11.2m (3 storeys) to 33.6m (10 storeys).</p>	<p>Discretionary See rear controls Table 3</p>
<p>DDO39 – Victoria Parade</p>	<p>Mandatory Street wall height within or adjacent to HO, match parapet height of adjacent heritage building to the width of</p>	<p>Mandatory Minimum 6m for land subject to or immediately adjacent to a HO along Victoria Parade and Wellington Street</p>	<p>Discretionary See Map 1 & 2, Attachment 8.</p> <p>Ranging</p>	<p>Discretionary See rear controls Table 3</p>

DDO Schedule	Street Wall	Upper Level Setback	Building Heights	Rear Boundary Wall Height
	boundary or 6m, whatever is less. Discretionary See Map 1 & 2, Attachment 8.	Discretionary 6m minimum for all other sites. 3m minimum for side streets.	between 11.2m (3 storeys) to 40m (12 storeys, highest levels being limited from view).	
DDO40 – Fitzroy West	Discretionary See Map 1, Attachment 8. Match parapet height of adjacent heritage building to the width of boundary or 6m, whichever is less.	Mandatory 6m minimum from principal street frontage of heritage buildings. Discretionary 6m minimum from secondary street frontage of heritage buildings on corner sites. 6m minimum for non-contributory sites fronting Alexandra Parade and Nicholson, Cecil, Westgarth, Kerr and Argyle Streets and key corners at intersections. 3m minimum for non-contributory sites fronting Rose, Fitzroy, Spring and Henry Streets. 3m minimum for side streets.	Mandatory Victorian terraces within the HO - 11m/3 storeys. See Attachment 8. Discretionary See Map 1, Attachment 8. Ranging between 11.2m (3 storeys) to 27.2m (8 storeys).	Discretionary See rear controls Table 3

Mandatory Controls

35. All three DDO schedules include *some* proposed mandatory controls which address elements most important to the respective locale, such as building heights, setback and street wall height.
36. Guidance of the application of ‘mandatory controls’ is provided in the State Government *Planning Practice Note 59 and 60*. *Planning Practice Note 60* details that mandatory height and setback controls would only be considered in ‘exceptional circumstances’, where they are absolutely necessary to achieve the built form objectives or outcome identified within a comprehensive built form analysis.
37. Council officers have considered the Planning Practice Notes in the application of mandatory controls. Specifically the Practice Notes requires that mandatory controls must: be underpinned by comprehensive strategic work; consistent with state policy; take into consideration recent development activity; and provide capacity to accommodate growth.
38. It is considered that the extensive strategic work undertaken should provide sufficient justification for the use of some particular *mandatory* controls in the interim DDO schedules.
39. It is important to note that the application of mandatory controls has been carefully considered and applied selectively and are not proposed to apply across all precincts and/or to all requirements within the DDO schedules.

Collingwood North

40. One precinct (Collingwood North) has not been included as part of the suite of DDO schedules being proposed as there is currently an application being considered by Heritage Victoria for the development of the Police Warehouse building located along Wellington Street. Once a decision is made by Heritage Victoria, work would be completed on the strategic evidence for a DDO on that precinct.

Options

41. There are two options for Council:
- (a) request the Minister for Planning for the introduction of three *interim* DDO schedules into the Yarra Planning Scheme under Section 8(1)b and Section 20(4) of the *Planning and Environment Act 1987*;
 - or
 - (b) undertake the full amendment process to seek permanent provisions in Alexandra Parade, Victoria Parade and Fitzroy West.
- NB. This option would require a longer process, expected to take a minimum of 18 months leaving the study area without built form provisions for an increased time period.
42. Interim DDO provisions are applied without community consultation, usually via a request for a Ministerial Amendment (under Section 20(4) of the *Planning and Environment Act 1997*). These (once approved by the Minister) form a holding position while the *permanent* provisions go through a full amendment process, including public exhibition and the ability to make submissions to an independent Planning Panel.
43. Interim provisions are usually applied for a set period of time – usually two years. Council can apply for an extension of the interims, but must be able to demonstrate that it has made progress on introducing permanent provisions.
44. It is ultimately the Minister for Planning who can provide approval for Interim DDO's, and any extensions to the Interim DDO's.
45. Officers recommend that Council undertake **Option A** as outlined above – seek Interim provisions at this point in time.
46. It is likely that the interim DDO schedules would expire after 2 years. During this time Council can progress permanent DDO schedules in a separate amendment, or possibly via a Standing Advisory Committee process that Council considered at its meeting on 2 March 2021.
47. The community would have an opportunity to submit during the processes seeking to introduce the permanent DDO schedules into the planning scheme.
48. The option of seeking Interim provisions firstly is consistent with the approach taken with Stage 1 and would provide increased certainty to the community. That is, it would come into effect sooner than a full amendment process to guide development in Alexandra Parade, Victoria Parade and Fitzroy West.

Community and stakeholder engagement

49. No formal external consultation has been undertaken to inform the draft 'Interim' DDO schedules; and there would be no formal statutory opportunity for the community to submit on the draft interim DDO schedules before it is submitted to the Minister for Planning.
50. Council has undertaken extensive consultation with the community through Amendments C220 (Johnston Street), C231 (Queens Parade) and C191 (Swan Street). The drafting of the interim DDO schedules for this Stage 2 proposal have been informed by those Amendments.

51. The community would have the opportunity to submit on the permanent DDO schedules as part of a planning scheme amendment that seeks to introduce permanent provisions. The Planning and Environment Act 1987 establishes an extensive public consultation process with minimum statutory requirements.
52. The strategic background reports and DDOs have been prepared with input from Council's Urban Design, Strategic Planning and Statutory Planning teams and Council's Senior Heritage Advisor.

Policy analysis

Alignment to Council Plan

53. The request to introduce 'Interim' DDO schedules for the Fitzroy/Collingwood activity centres also supports the following strategies in the Council Plan:
 - (a) *4.2 Actively plan for Yarra's projected growth and development and advocate for an increase in social and affordable housing; and*
 - (b) *4.3 Plan, promote and provide built form and open space that is accessible to all ages and abilities.*

Climate emergency and sustainability implications

54. The 'Interim' DDOs would seek to best manage the redevelopment of the land, this would provide an opportunity to address climate emergency objectives:
 - (a) opportunity for greater levels of sustainability through the redevelopment of land in keeping with Council's ESD policy; and
 - (b) facilitate sustainable communities that are walking distance to sustainable transport options, employment and services.

Community and social implications

55. There are no specific social implications for requesting the Minister for Planning to introduce interim DDO's, that approach seeks to provide increased certainty to the community around future built form in the area outlined in this report.

Economic development implications

56. There are no economic implications for requesting the Minister for Planning to introduce interim DDOs to the areas outlined in this report.
57. Planning provisions exist to manage development opportunities.

Human rights and gender equity implications

58. There are no known human rights implications for requesting the Minister for Planning to introduce 'Interim' DDOs to the areas outlined in this report.

Operational analysis

Financial and resource impacts

59. The statutory request fee is accounted for in the strategic planning budget.

Legal Implications

60. The approach outlined in this report is in accordance with the requirements of this *Planning and Environment Act 1987*.

Conclusion

61. Three *Heritage Built Form Reviews* and three *Built Form Frameworks* have been prepared and provide built form recommendations for the future development in the Fitzroy/Collingwood precincts of Alexandra Parade, Victoria Parade and the Fitzroy West Mixed Use Zone area.

62. The reports' recommendations seek to balance the need to accommodate growth and development in activity centres with the strong heritage values and sensitive residential interfaces.
63. The introduction of 'Interim' provisions as detailed in the three DDO schedules (Attachment 8) into the Yarra Planning Scheme would improve planning provisions across the precinct and provide greater planning certainty.
64. Interim DDOs, (once approved by the Minister), would form a holding position while the proposed *permanent* provisions go through a notification process and review by a Panel or an Advisory Committee.
65. Whilst no formal community consultation has been undertaken on the recommended 'Interim' DDO schedules, the community would have an opportunity to submit during formal exhibition processes to introduce permanent DDO schedules into the planning scheme.
66. It is recommended that Council now resolve to seek interim planning scheme provisions, from the Minister for Planning for the 3 areas subject to this report, as a means of seeking to manage development pressure and to steer development activity.

RECOMMENDATION

1. That Council:
 - (a) notes the officer report and attachments for the Fitzroy-Collingwood Stage 2 interim built form provisions for Alexandra Parade, Victoria Parade and the Fitzroy West Mixed Use Zone area;
 - (b) adopts for the purpose of supporting the amendment request, the three individual Precinct Review and Built Form Framework reports, supporting Heritage Analysis and Recommendations and the Traffic Engineering Assessment prepared by Hansen Partnership, GJM Heritage and Traffix Group at **Attachments 1 to 7**;
 - (c) requests the Minister for Planning in accordance with sections 8(1)(b) and section 20(4) of the *Planning and Environment Act* 1987 to introduce Design and Development Overlay Schedules 38, 39 and 40 on an interim basis into the Yarra Planning Scheme (**Attachment 8**);
 - (d) authorises officers to consult with the Minister, in accordance with sections 8(1)(b), 20(4) and 20(5) of the Act, to assist the Minister to prepare, adopt and approve the Amendment; and
 - (e) authorises the CEO to make any minor adjustments required to meet the intent of the above resolution.

Attachments

- 1 Attachment 1 - Alexandra Parade Built Form Framework
- 2 Attachment 2 - Victoria Parade Built Form Framework
- 3 Attachment 3 - Fitzroy West Built Form Framework
- 4 Attachment 4 - Alexandra Parade Heritage Review
- 5 Attachment 5 - Victoria Parade Heritage Review
- 6 Attachment 6 - Fitzroy West Heritage Review

- 7** Attachment 7 - Traffic Engineering Assessment
- 8** Attachment 8 - DDO38, DDO39 and DDO40
- 9** Attachment 9 - Statutory Documentation

8.5 Implementation of the Climate Emergency Plan

Executive Summary

Purpose

To provide Council with an update on implementation of Council's Climate Emergency Plan 2020-2024.

Key Issues

Council adopted its first Climate Emergency Plan in June 2020, and since that time solid progress has been made to implement the plan.

75% of actions (89 out of 119 actions) are either completed, in progress or on-going and embedded into Council's business. There were 17 actions (14%) where implementation has been delayed to some extent, due to COVID-19 related delays and/or there's a need for funding for full implementation. The remaining actions were not due to start in this period.

A brief progress report on implementation of the Climate Emergency Plan, including the status of headline actions, is provided at Attachment A.

Financial Implications

There are no financial implications of this progress update, however during future budget deliberations, Council may consider funding further actions from the Climate Emergency Plan.

PROPOSAL

That Council notes the strong progress that has been made towards implementing actions in the Climate Emergency Plan.

8.5 Implementation of the Climate Emergency Plan

Reference	D21/14202
Author	Kelly Heffer - Sustainability Engagement Officer
Authoriser	Director Planning and Place Making

Purpose

1. To provide Council with an update on implementation of Council's Climate Emergency Plan 2020-2024.

Critical analysis

History and background

2. On 2 June 2020, Council adopted its first Climate Emergency Plan, acknowledging the increasing urgency and scale of the climate emergency. The plan sets out Yarra's priorities and proposed actions for the next four years.
3. At the time of adoption, Council recognised the opportunity for communities, businesses and governments to 'build back better': to recover from the COVID-19 pandemic and act on the climate emergency to create a healthier, more equitable, prosperous society.
4. The Climate Emergency Plan set objectives and targets, as well as a range of actions to:
 - (a) accelerate carbon emission reductions;
 - (b) create a climate adapted city — across green spaces, streets, and hard assets and infrastructure; and
 - (c) support the community to act on the climate emergency, as well as to live with worsening climate impacts.
5. The plan has 34 numbered actions, each with several sub-points, totalling 119 actions. This includes 20 headline actions (page 8 of the Climate Emergency Plan).
6. When the plan was adopted the following key actions were highlighted:
 - (a) introduce zero carbon standards for new commercial and residential developments, working with other government partners to amend the planning scheme;
 - (b) enable the community to cut their carbon emissions, lead grassroots projects and collectively push for urgent climate action;
 - (c) help residents and businesses take up renewable energy and facilitate solar installations;
 - (d) 'get off gas' by transitioning all Council's buildings to be all electric, powered by renewable energy;
 - (e) speed up the roll out of cycling infrastructure by trialling temporary protected bike lanes to inform permanent upgrades;
 - (f) transition all Council's fleet to electric vehicles powered by renewable energy;
 - (g) create climate adapted green spaces by harvesting more stormwater to irrigate parks; and
 - (h) advocate for urgent climate action by other levels of government, including strong renewable energy and carbon emissions reduction targets, along with policy and economic measures that both enable recovery from the pandemic and drive emissions reductions.

7. In the period just prior to the Climate Emergency Plan being adopted, Council had responded to the COVID-19 pandemic by redirecting funds to business and community support packages, and experienced a downturn in revenue.
8. This COVID-19 response resulted in the deferral of some actions in the Climate Emergency Plan that would have been most likely funded in 20/21. It was recommended at the time that Council consider funding further action in future budgets.
9. Despite the deferral of some funding and pandemic-related disruption to Council's work, many actions have been progressed within normal budget resourcing allocations.

Discussion

Summary of progress to date

10. Solid progress has been made in the nine months since the Climate Emergency Plan was adopted in June 2020, with 75% of actions (89 out of 119 actions) either completed, in progress or on-going and embedded into Council's business.
11. There were a further 13 actions in progress but where further funding is required for full implementation; and 4 actions where implementation has been delayed due to COVID-19 related impacts).
12. The remaining 13 actions were not due to start in this period.
13. A brief progress report on implementation of the Climate Emergency Plan, including the status of headline actions, is provided at Attachment A.

Highlights of actions being implemented to date

14. Many key actions in the plan are well underway and the following provides progress highlights since the adoption of the plan. Further detail on implementation of all headline actions is in Attachment A.
 - (a) Zero carbon standards for new developments: Work towards a planning scheme amendment to introduce zero carbon standards for new residential and commercial developments is well under way. A zero-carbon standards factsheet is being developed jointly with the *Council Alliance for a Sustainable Built Environment (CASBE)*, and in alignment with the City of Melbourne's current amendment. A partnership has been established with the City of Moreland for a joint planning scheme amendment, with other councils looking to join. Examples of zero carbon developments have been published on the Council website and engagement with the planning and development sector continues;
 - (b) 'Take Climate Action' community engagement: A new initiative in 2020 that delivered 18 educational events, engaged 1,029 people to reduce emissions and push for urgent change. The events ranged from skills to effectively advocate for change, behaviour change sessions on reducing individual and household carbon emissions, and a focus on a renewables-led economic recovery. In addition, a new Community Skills for Climate Action training program is being scheduled;
 - (c) '100% Renewable Yarra' community engagement: This initiative includes a refreshed Yarra Solar Program in partnership with Yarra Energy Foundation (YEF), online events and resources to assist residents and businesses to switch to 100% renewable electricity, install solar, create an all-electric home and use less energy. Work is under way with the City of Melbourne and *Northern Alliance for Greenhouse Action (NAGA)* to explore a partnership with renewable electricity retailers;
 - (d) Climate Action funds in Yarra's Annual Grants: Yarra's annual Sustainability Grant stream was modified to focus on climate action, with an additional \$38,000 of additional funding (total of \$80,000) available for community-led projects in 2021. Throughout the year, Council continues to support community-driven initiatives through partnering, promotions and small project grants of up to \$1,000;

- (e) Getting Council's buildings off gas: Phasing out gas co-generation systems has begun, starting at Fitzroy Swimming Pool which has already been turned off. Investigations and design work are under way for phasing town halls and recreation centres away from gas. For small sites, the transition to all-electric operations and cessation of gas usage is under way, including replacing all gas cooktops with electric induction;
- (f) Temporary cycling infrastructure trials: Trials are under way including separated bike lanes in Elizabeth St, Richmond; temporary cycling infrastructure, including a new pop-up bike lane in Park St east of Nicholson St; other modifications were also endorsed by the previous Council such as separators for bikes at some intersections and are to be progressively installed;
- (g) Fleet transition to electric vehicles: The transition continues with the procurement of electric tippers for hard rubbish collections and cessation of diesel uses until practical electric vehicles enter the market. Efficient hybrid options are utilised as a transitional technology for passenger fleet where zero emissions vehicles and charging infrastructure are not practical. Further transition of the fleet to electric vehicles requires investment in a power supply upgrade;
- (h) Climate resilient green spaces through stormwater harvesting and treatment: The Integrated Water Management Plan was adopted in September 2020 and works are being completed to expand the Edinburgh Gardens stormwater harvesting scheme to treat and store additional water to meet most of the park's irrigation needs, saving 20 million litres of drinking water each year. In addition, the Ramsden Reserve stormwater harvesting project in Clifton Hill is enabling treatment and storage for irrigation, while reducing nutrients and excess flows to the Merri Creek; and
- (i) Advocating to governments for strong climate action: Council is a founding and active member of *Climate Emergency Australia* and continues to partner with others to advocate for change. Examples include advocating to the State Government for zero carbon developments as a key post-pandemic economic recovery measure; advocating for the state government to set strong, ambitious emissions reduction targets and to support electric vehicle take-up; advocating to the Federal Government for a COVID recovery that addresses the climate crisis; and successfully advocating for the first electric bus trial to be in Yarra.

Actions requiring further funding

15. Notwithstanding the strong progress, there are several actions in the Climate Emergency Plan that require further funding to proceed to full implementation. These actions are subject to future budget cycles and Council considerations and decisions.
- (a) progression of the zero carbon developments work to a planning scheme amendment requires additional budget and allocation of staff resources. The amendment would first be required to be approved by Council and then provided to the Planning Minister for consideration;
 - (b) preparatory work for the development of an Integrated Transport Plan (ITP) is under way, however commitment to scope, timeline and funding is required from Council before development of the plan;
 - (c) officers have been actively engaging with large businesses in Yarra about their energy use, renewable energy targets and determining level of interest in a group Power Purchase Agreement (PPA). There is a strong appetite, including at a regional level with other councils, but would require additional resourcing from Council;
 - (d) staff have been formulating a project to support low-income households to take up solar energy systems and energy retrofits, including partnerships with community housing providers. This action would require resourcing to proceed to implementation;
 - (e) the investigation of potential sites for the installation of some public-use electric vehicle charge points commenced, however, funding is needed to progress this project to installation if that is what Council wish to do;

- (f) delivery of additional safe cycling infrastructure requires further Council funding;
- (g) retrofitting Council's facilities away from using gas to being powered entirely by renewable electricity;
- (h) to ensure all Council buildings' roof space is maximised with solar panels;
- (i) replacement of all Council's diesel- and petrol-powered vehicles with electric vehicles, where practical. Further transition of the fleet to electric vehicles requires investment in a power supply upgrade;
- (j) upgrades of residential streetlights from T5 to LED lights;
- (k) upgrades of main roads streetlights to LED requires additional funding;
- (l) the roll out of a municipal-wide, four-bin food and organic waste kerbside collection service (noting the glass only bin has been rolled out);
- (m) the Climate Emergency Plan included an action to maximise opportunities for increased permeability, vegetation cover, improved walking and cycling infrastructure during streetscape capital works processes - these are being investigated, and
- (n) additional active transport infrastructure, traffic calming and filtering solutions via local '*access and movement*' projects are being considered and would require additional budget for implementation.

Options

16. There are no options to consider with this update report.

Community and stakeholder engagement

17. There has been no specific external consultation on this progress update, however the community continues to be engaged through the implementation of the Climate Emergency Plan.
18. Consultation has occurred with the various teams responsible for implementing actions to confirm progress to date. Key teams include Waste Minimisation and Urban Agriculture, Sustainable Transport, Buildings, Assets and Engineering, Urban Design, Strategic Planning, Statutory Planning, City Works and Biodiversity.

Policy analysis

Alignment to Council Plan

19. The implementation of the Climate Emergency Plan responds to the following Council Plan commitment: *Strategy 3.3 Leads in sustainable energy policy and deliver programs to promote carbon neutral initiatives for the municipality.*

Climate emergency and sustainability implications

20. Implementation of actions in the Climate Emergency Plan have multiple sustainability benefits including urban forest, urban agriculture, biodiversity, sustainable transport, integrated water management, and waste management and resource recovery.
21. Through implementing actions in the Climate Emergency Plan, Council is reducing its own carbon emissions, assisting the community to do the same, advocating to government and fostering resilience to climate related shocks and stresses.

Community and social implications

22. The actions in the Climate Emergency Plan being implemented have considerable social benefits. These include enabling a community that is actively engaged to reduce carbon emissions, taking climate action and more resilient to climate impacts.

Economic development implications

23. While this progress update doesn't have specific economic implications, actions being progressed in the Climate Emergency Plan are contributing to the economic opportunities of reducing carbon emissions through investing in renewable energy, electric vehicles and zero carbon developments.

Human rights and gender equality implications

24. Through implementing the plan, Council is seeking to address the human rights implications of the climate crisis.
25. Climate change impacts are not likely to be felt by everyone equitably; they are likely to be disproportionately felt by vulnerable people, such as those on low incomes or with pre-existing health conditions.

Operational analysis

Financial and resource impacts

26. There are no financial implications of this progress update, however during future budget deliberations, Council may consider further funding actions from the Climate Emergency Plan.

Legal Implications

27. The progress update on implementing the Climate Emergency Plan has no legal implications.

Conclusion

28. Council has made strong progress towards implementing actions in the Climate Emergency Plan, with 75% of actions (89 out of 119 actions) either in progress, completed or on-going and embedded into Council's business.
29. The reallocation of funds due to the COVID-19 pandemic at the time of the plan's adoption, reduced the ability for some further actions to be funded in the last Council budget. Council may consider funding further actions in future budgets.

RECOMMENDATION

1. That Council notes:
- (a) the officer report providing an update on the implementation of the Council's Climate Emergency Plan;
 - (b) the strong progress that has been made to date since the adoption of the Plan in mid-2020; and
 - (c) that notwithstanding the strong progress, there are several actions in the Climate Emergency Plan that require further funding to proceed to full implementation and that these actions be referred to future Council budget cycles for consideration.

Attachments

- 1 Attachment A Progress report - Implementation of Climate Emergency Plan - March 2021

8.6 Motions for ALGA National General Assembly and MAV State Council

Reference	D21/21705
Author	Rhys Thomas - Senior Governance Advisor
Authoriser	Group Manager Chief Executive's Office

Purpose

1. To provide an opportunity for Council to consider submitting motions to:
 - (a) the Australian Local Government Association (ALGA) National General Assembly to be held in Canberra on 20-23 June 2021; and
 - (b) the Municipal Association of Victoria (MAV) State Council to be held in Melbourne on 21 May 2021.

Critical analysis

History and background

2. The ALGA National General Assembly and MAV State Council are an opportunity to further Council's policy positions at a national and state level, particularly in relation to advocacy matters. Once submitted, the motions are taken to the relevant forums, and debated by the members. If adopted, they become the formal position of the ALGA and MAV respectively.

Discussion

ALGA National General Assembly

3. Council has an opportunity to submit motions for consideration by the ALGA National General Assembly. To be eligible for inclusion in the National General Assembly Business Papers, and subsequent debate on the floor, motions must meet the following criteria:
 - (a) Be relevant to the work of Local Government nationally
 - (b) Not be focussed on a specific location or region – unless the project has national implications;
 - (c) Be consistent with the themes of the National General Assembly;
 - (d) Complement or build on the policy objectives of your state and territory local government association;
 - (e) Be submitted by a council which is a financial member of their state or territory local government association;
 - (f) Propose a clear action and outcome i.e. call on the Australian Government to do something; and
 - (g) Not be advanced on behalf of external third parties that may seek to use the NGA to apply pressure to Board members, or to gain national political exposure for positions that are not directly relevant to the work of, or in the national interests of, local government.
4. Motions must be submitted to the ALGA Secretariat by 26 March 2021.

MAV State Council

5. Council has the opportunity to submit motions for consideration by the MAV State Council. To be eligible for inclusion and presentation to the State Council, motions must:
 - (a) be of state-wide significance to local government; and

(b) not be identical or substantially similar to a motion previously considered.

6. Motions must be submitted to the MAV in April 2021.

Options

7. Council has the option of determining whether or not to submit a motion (or motions) to either the National General Assembly or State Council in 2021.

Community and stakeholder engagement

8. There has been no external consultation in the preparation of this report.

9. Invitations have been extended to all Councillors to consider preparation of motions for consideration by Council for submission to the National General Assembly and/or State Council.

Policy analysis

Alignment to Council Plan

10. Any submitted proposed motion should be consistent with Council's established policy position on the relevant subject, including the Council Plan.

Climate emergency and sustainability implications

11. There are no sustainability implications associated with this report.

Community and social implications

12. There are no community or social implications associated with this report.

Economic development implications

13. There are no economic implications associated with this report.

Human rights and gender equality implications

14. There are no human rights or gender equality implications associated with this report.

Operational analysis

Financial and resource impacts

15. As the National General Assembly is interstate, the attendance of Councillors requires approval by Council and will be the subject of a future report. There are no financial implications of submitting motions to the National General Assembly.

16. As the State Council is held in Victoria, no approval from Council is required for attendance. There are no financial implications of submitting motions to the State Council.

Legal Implications

17. There are no legal issues associated with this report.

Conclusion

18. This report provides Councillors an opportunity for Council endorsement of motions for submission to the Australian Local Government Association (ALGA) National General Assembly to be held on 14-17 June 2020 and the Municipal Association of Victoria (MAV) State Council to be held on 15 May 2020.

RECOMMENDATION

1. That Council endorse the following motions for submission to the Australian Local Government Association (ALGA) National General Assembly to be held on 20-23 June 2021, as tabled:
 - (a) _____
 - (b) _____

2. That Council endorse the following motions for submission to the Municipal Association of Victoria (MAV) State Council to be held in on 21 May 2021, as tabled:
 - (a) _____
 - (b) _____

Attachments

There are no attachments for this report.