



Agenda

Planning Decisions Committee

6.30pm, Wednesday 7 April 2021

MS TEAMS

The Planning Decisions Committee

The Planning Decisions Committee is a delegated committee of Council with full authority to make decisions in relation to planning applications and certain heritage referrals. The committee is made up of three Councillors who are rostered on a quarterly basis.

Participating in the Meeting

Planning Decisions Committee meetings are decision-making forums and only Councillors have a formal role. However, Council is committed 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 is an opportunity for both applicants and objectors to make a submission to Council in relation to each matter presented for consideration at the meeting.

Before each item is considered, the meeting chair will ask people in attendance if they wish to make 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 chair;
- confine your submission to the planning permit under consideration;
- If possible, explain your preferred decision in relation to a permit application (refusing, granting or granting with conditions) and set out any requested permit conditions
- avoid repetition and restating previous submitters;
- refrain from asking questions or seeking comments from the Councillors, applicants or other submitters;
- if speaking on behalf of a group, explain the nature of the group and how you are able to speak on their behalf.

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

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

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

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

Arrangements to ensure our meetings are accessible to the public

Planning Decisions Committee meetings are held at the Richmond Town Hall. The following arrangements are in place to ensure they are accessible to the public:

- Entrance ramps and lifts (via the entry foyer).
- Interpreting assistance is available by arrangement (tel. 9205 5110).
- Auslan interpreting is available by arrangement (tel. 9205 5110).
- A hearing loop and receiver accessory is available by arrangement (tel. 9205 5110).
- An electronic sound system amplifies Councillors' debate.
- Disability accessible toilet facilities are available.

1. Appointment of Chair

Councillors are required to appoint a meeting chair in accordance with the City of Yarra Governance Rules 2020.

2. Statement of recognition of Wurundjeri Woi-wurrung Land

“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.”

3. Attendance, apologies and requests for leave of absence

Anticipated attendees:

Councillors

- Cr Edward Crossland
- Cr Stephen Jolly
- Cr Sophie Wade

Council officers

Ally Huynh (Senior Co-Ordinator Statutory Planning)

John Theodosakis (Principal Planner)

Rhys Thomas (Senior Governance Advisor)

Cindi Johnston (Governance Officer)

4. Declarations of conflict of interest

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. Confirmation of Minutes

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.

6. Committee business reports

Item		Page	Rec. Page
6.1	PLN20/0566 - 1-9 Gertrude St Fitzroy - Full demolition, construction of a multi-level building (5 storeys, plus two basement levels) and a reduction in the car parking requirements with the use of the land for a food and drink premises, shops, art gallery, offices and one dwelling (permit required for dwelling use).	5	51
6.2	PLN17/1059.02 - 33 Peel Street, Collingwood - Amendment to Planning Permit PLN17/1059 to delete the basement levels/car parking, delete Conditions 17, 22, 23 & 24, modify the layout of the ground floor (including an increase in bicycle parking from 12 to 20 spaces) and a reduction in the statutory car parking requirement	61	81

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- 6.1 PLN20/0566 - 1-9 Gertrude St Fitzroy - Full demolition, construction of a multi-level building (5 storeys, plus two basement levels) and a reduction in the car parking requirements with the use of the land for a food and drink premises, shops, art gallery, offices and one dwelling (permit required for dwelling use).**
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Executive Summary

Purpose

1. This report provides the Planning Decision Committee (PDC) with an assessment of the planning permit application PLN20/0566 which is for full demolition, construction of a multi-level building (5 storeys, plus two basement levels) and a reduction in the car parking requirements with the use of the land for a food and drink premises, shops, art gallery, offices and one dwelling (permit required for dwelling use) at Nos. 1 – 9 Gertrude Street Fitzroy VIC 3065, against the provisions of the Yarra Planning Scheme (the Scheme) and recommends that Council notify the Victorian Civil and Administrative Tribunal (VCAT) and all parties to the proceeding that Council supports the application, subject to conditions.

Key Planning Considerations

2. Key planning considerations include:
 - (a) Built form and heritage (Clause 22.02, 22.14 and 43.01);
 - (b) Land use (Clause 34.01);
 - (c) Interface Uses Policy (Clause 22.05); and
 - (d) Car and bicycle parking provision (Clauses 52.06 and 52.34).

Key Issues

3. The key issues for Council in considering the proposal relate to:
 - (a) Policy and strategic support;
 - (b) Built form and heritage;
 - (c) On and off-site amenity impacts;
 - (d) Car parking, traffic, and bicycle provisions;
 - (e) Waste management; and
 - (f) Objector concerns.

Submissions Received

4. Seventy two (72) objections were received to the application and can be summarised as:
 - (a) Design and overdevelopment (height, scale, bulk, materials);
 - (b) Heritage impacts, including lack of integration with the World Environs Heritage Precinct;
 - (c) Off-site amenity (visual bulk, overshadowing, overlooking);
 - (d) Car parking, traffic impacts and pedestrian safety;
 - (e) Issues during construction (noise, traffic, air quality);
 - (f) Reduced property values;
 - (g) Setting a precedents for high development within the immediate area;
 - (h) Impacts to local ecosystems;
 - (i) Unacceptable use of the laneway for an art gallery; and
 - (j) Lack of consultation relating to the Environment Protection and Biodiversity and Conservation Act 1999 (EPBC Act).

5. One (1) support letter was received to the application and can be summarised as:
- (a) Commendable design response to the area.

VCAT Proceedings (remove if not relevant)

6. On 3 February 2021, Council was informed that the applicant had lodged a Section 79 'failure to determine within the prescribed time' appeal with the Victorian Civil and Administrative Tribunal (VCAT).
7. A Compulsory Conference is listed for 25 June 2021 with a VCAT Full Hearing scheduled for five days beginning on 30 August 2021.

Conclusion

8. Based on the following report, that had Council been in a position to make a decision, the proposal would have been considered to comply with the relevant planning policy and should therefore be supported subject to the following key recommendations:
- (a) Deletion of the topmost level;
 - (b) The podium height reduced to be no higher than No. 11 Gertrude Street (abutting bluestone building to the east);
 - (c) Reduce the extent of glazing to the Gertrude Street façade at Level 1 by providing a semi-transparent brick veil (similar to that of hit-and-miss treatment);
 - (d) Proposed hit-and-miss treatment (semi-transparent brick veil) along the western façade at ground level reduced by providing more glazing; and
 - (e) Provision of wall-mounted sensor lighting and property identification to the art gallery, along the western facade at ground level.

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

- 6.1 [PLN20/0566 - 1-9 Gertrude St Fitzroy - Full demolition, construction of a multi-level building \(5 storeys, plus two basement levels\) and a reduction in the car parking requirements with the use of the land for a food and drink premises, shops, art gallery, offices and one dwelling \(permit required for dwelling use\).](#)

Reference	D21/22840
Author	Nish Goonetilleke - Senior Statutory Planner
Authoriser	Coordinator Statutory Planning

Ward:	Langridge
Proposal:	Full demolition, construction of a multi-level building (5 storeys, plus two basement levels) and a reduction in the car parking requirements with the use of the land for a food and drink premises, shops, art gallery, offices and one dwelling (permit required for dwelling use).
Existing use:	Commercial tenancies
Applicant:	Tract Consultants Pty Ltd
Zoning / Overlays:	Commercial 1 Zone Heritage Overlay (Schedule 361) Design and Development Overlay (Schedule 8) Development Contribution Overlay (Schedule 1)
Date of Application:	14 August 2020
Application Number:	PLN20/0566

Planning History

1. Council records indicate that there is no planning permit history for the subject site.

Background

2. The application was received by Council on 14 August 2020 and additional information was received on 10 November 2020. The application was advertised on 10 November 2020 and seventy two (72) objections and one (1) support letter were received.
3. Whilst the advertising process was occurring, Council sought and received formal referral advice from internal departments within Council, including the Traffic Engineering Unit, Heritage, Urban Design Unit, Strategic Planning Unit, ESD Advisor, Strategic Transport Unit, City Works Unit, Open Space Unit and Arborist. External referral comments were received from Acoustic Consultants, with notice given under a S52 of the *Planning and Environment Act* (1987) to the Executive Director Heritage Victoria.

VCAT Proceedings

4. Council was informed by the Applicant that they had lodged a Section 79 'failure to determine within the prescribed time' appeal with the Victorian Civil and Administrative Tribunal (VCAT) on 03 February 2021, with a Compulsory Conference is listed for 25 June 2021 with a VCAT Full Hearing scheduled for five days beginning on 30 August 2021.

Planning Scheme Amendments

Amendment C270

5. Council has prepared a Built Form Framework and Heritage Built Form Review for activity centres in Fitzroy and parts of Collingwood and on 17 December 2019, Council requested the Minister for Planning (the Minister) to consider the approval of proposed interim built form controls (interim Design and Development Overlays/DDOs). These interim DDOs would apply while permanent controls are being prepared.
6. Whilst the subject site is not included in the proposed Gertrude Street Shops DDO (DDO31), which outlines future, mandatory and preferred built form requirements in areas along Gertrude Street, the proposed wider framework will be considered as part of this application.
7. Whilst the Built Form Framework and Heritage Built Form Review is considered in the assessment of this application (being an adopted document by Council) the Amendment has not yet been approved by the Minister and does not form part of the Yarra Planning Scheme (the Scheme). The request for interim controls has not undertaken elements of a formal Planning Scheme Amendment, including exhibition or an independent panel process, with the interim controls providing a 'placeholder' whilst the permanent controls are being prepared. As such, these temporary controls carry limited statutory weight until the formal Amendment is approved by the Minister.

Amendment C238

8. Planning Scheme Amendment C238 was gazetted on 01 February 2021 and inserts a new Schedule 1 to the Development Contributions Plan Overlay (DCPO1) into the planning scheme (*Clause 45.06*) and applies the DCPO1 to all land in the City of Yarra
9. The amendment replaces the Schedule to *Clause 72.03* with a new Schedule to update the list of maps forming part of the planning scheme; and replaces the Schedule to *Clause 72.04* with a new Schedule to incorporate the *Yarra Development Contributions Plan 2017 (HillPDA, April 2019)* (The Plan) into the planning scheme.
10. The Plan requires developers to pay a contribution towards essential city infrastructure and is to ensure that the cost of providing new infrastructure and upgrading existing infrastructure is shared between developers and the wider community on a fair and reasonable basis. The Plan outlines that DCPO charges comprise of Development Infrastructure Levy (DI) and/or a Community Infrastructure Levy (CI). Payment of DI (applicable to all new development) may be made at subdivision stage, planning permit stage or building permit stage whilst payment of the CI (applicable to residential developments/components only) must be made at the building permit stage. A condition and a note have been included in the recommendation to require the development contributions to be met prior to commencement of the development.

The Proposal

11. The application seeks approval for full demolition, construction of a multi-level building and a reduction in the car parking requirements with the use of the land for a food and drink premises, shops, art gallery, offices and one dwelling (permit required for dwelling use). The proposal is summarised as follows:

General

12. Construction of a 5-storey building (plus 2 x basement levels), with a maximum overall height of 19.2m (excluding the lift overrun) above natural ground level (NGL) and street-wall height of 7.8m.

13. The building design would encompass a contemporary, rectilinear form with varied setbacks and vertical window openings to Gertrude Street. The proposal incorporates a two-storey base to the eastern and western title boundaries, with varied setbacks from the southern (front) boundary to provide a 'popping in and out' design to the podium when viewed from Gertrude Street. The upper levels; Levels 2, 3 and 4 are recessed a maximum of 4m, 7m and 10m, respectively, from Gertrude Street, set back a minimum of 0.59m, 2m and 4.22m, respectively from Royal Lane (with terraces encroaching some of these setbacks) and built abutting the majority of the eastern boundary, (with the exception of a 1m setback at Level 4). Whilst the ground floor would be built abutting the majority of the northern title boundary (with the exception of a 1.74m wide recess for vehicle access), the remainder of the floors between Levels 1 to 4 would consist of a minimum setback of 1.3m from Marion Lane. A central lift and stair access extends vertically from ground floor to Level 4;
14. The overall development is proposed to be finished in a mix of 'mid-brown' masonry brickwork (including partial hit-and-miss design), 'warm-toned' concrete, metal wire balustrades and glazing along the southern, northern and western facades (see image below);



Proposed Gertrude Street Façade, looking west (Snohetta Architects October 2020)

Use

15. Commercial tenancies (no permit required uses) between ground floor to Level 3 consisting of:
 - (a) 134sqm of leasable floor area (LFA) of food and drink premises at ground floor;
 - (b) A total of 229sqm of LFA of shops at ground floor dispersed between 4 tenancies;
 - (c) 154sqm of LFA of art gallery with 45 patrons;
 - (d) 1,655sqm of total office net floor area (NFA) between Levels 1 to 3;
16. Dwelling (permit required use) at Level 4 consisting of 3 x Bedrooms;
17. Seventeen (17) on-site car parking spaces provided over the two basement levels and allocated as follows:
 - (a) Food and drink premises x 1;
 - (b) Shops x 3;
 - (c) Art gallery x 1;
 - (d) Office x 10;
 - (e) Dwelling x 2;
18. A total of twenty six (26) bicycle parking spaces provided, with twenty (20) provided on-site within a secure location at basement level 1 and six (6) visitor bicycle spaces within three hoops along the Gertrude Street frontage;

19. Four (4) shower / change rooms provided at basement level 1;

Buildings and Works

20. Full demolition of all fabric on site;

Basements

21. Built abutting all title boundaries, the two basement levels will consist of the following;

- (a) Basement level 2:
 - (i) 9 x car parking spaces (7 allocated for the office uses and 2 for the dwelling) along the southern floorplate;
 - (ii) 4 x storage areas (6sqm, 7sqm, 37sqm and 150sqm);
 - (iii) 2 x unisex toilets, ancillary space (20sqm), including a circulation space (55sqm) abutting the central lift and stairwell which provides access to the upper floors;
 - (iv) Fire tanks, fire pump room, water pump room and substation, with a grease interceptor trap and sewer pump station below;
 - (v) Car lift and associated services along the eastern floorplate;
- (b) Basement level 1:
 - (i) 8 x car parking spaces (1 x each for the food and drink premises and art gallery, 3 x shops, and 3 x office use) along the southern floorplate;
 - (ii) Centrally located male and female end of trip facilities, with 20 secure bicycle parking spaces, adjacent to the central lift/stairwell and main switch board;
 - (iii) 27sqm of storage for the dwelling adjacent to the car lift, communications and sprinkler room;
 - (iv) 20,000 litre rainwater tank connected for sanitary purposes, and associated services along the north-eastern floorplate;

Ground floor

22. The ground floor would consist of varied setbacks from Gertrude Street, ranging between 0.4m to 1.32m, with the majority of this level constructed to the northern (rear), eastern and western title boundaries (and a portion of the western boundary wall consisting of hit-and-miss brickwork), with the exception of a 1.74m setback from the northern boundary providing vehicle access to Marion Lane via a car lift;
23. The ground floor would also consist of the following:
- (a) A food and drink premises and 4 separate shop tenancies (Shops 1 to 4), all accessed via Gertrude Street;
 - (b) An art gallery, including 16sqm of storage towards the north-eastern floor plate, accessed via a 1.8m recess from Royal Lane to the west;
 - (c) A central passageway (between the food and drink premises and Shop 1) provides access to the central lobby/reception, lift/stairwell, including 23sqm of waste storage area, car lift, and WC;
 - (d) A gas meter assembly, substation and car lift access is located towards the north-eastern floor plate;

Level 1

24. This level is built flush to the ground floor, with the exception of the 1.8m recess from Royal Lane and the provision of a minimum 1.3m setback from the rear boundary, with a terrace encroaching this setback;

25. This level accommodates 704sqm of NFA of office, including centrally located lift/stairwell, communications room, ancillary services, waste chute and WCs;

Level 2

26. The majority of Level 2 would be built abutting the eastern boundary, set back a minimum 0.29m from the front boundary and 0.59m from the western boundary, with terraces encroaching these setbacks and set back 1.3m from the rear boundary;
27. This level accommodates 559sqm of NFA of office, including centrally located lift/stairwell, communications room, ancillary services, waste chute and WCs;

Level 3

28. This level would be built to the majority of the eastern boundary, with varied front and western setbacks ranging between 4m and 0.58m to the edge of the terraces and with a minimum 1.3m rear setback;
29. This level accommodates 392sqm of NFA of office, including centrally located lift/stairwell, communications room, ancillary services, waste chute and WCs;

Level 4

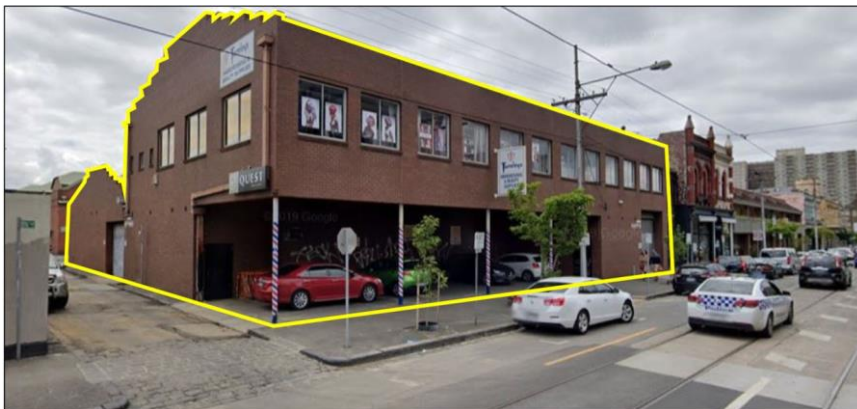
30. Level 4 would have varied front, western and rear setbacks with a minimum of 7m, 2m and 1.3m to the terraces, respectively, and set back 1m from the eastern boundary with a terrace encroaching this setback;
31. This level accommodates 1 x 3 bedroom dwelling with each room consisting of ensuites, an open plan kitchen/dining/lounge room with terraces fronting in all directions, a library, cellar, scullery, WC and laundry; and

Roof Plan

32. An open roof plant area with 40 x solar panels, 2 x gas storage/hot water units accessed via a roof hatch, including the stairs and lift overrun are provided at the roof above Level 4, with a minimum front setback of 16.2m from Gertrude Street, 12.66m from Royal Lane, 1.91m from Marion Lane and 1m from the eastern boundary.

Existing Conditions

Subject Site



Subject site (Google Street View, July 2019)

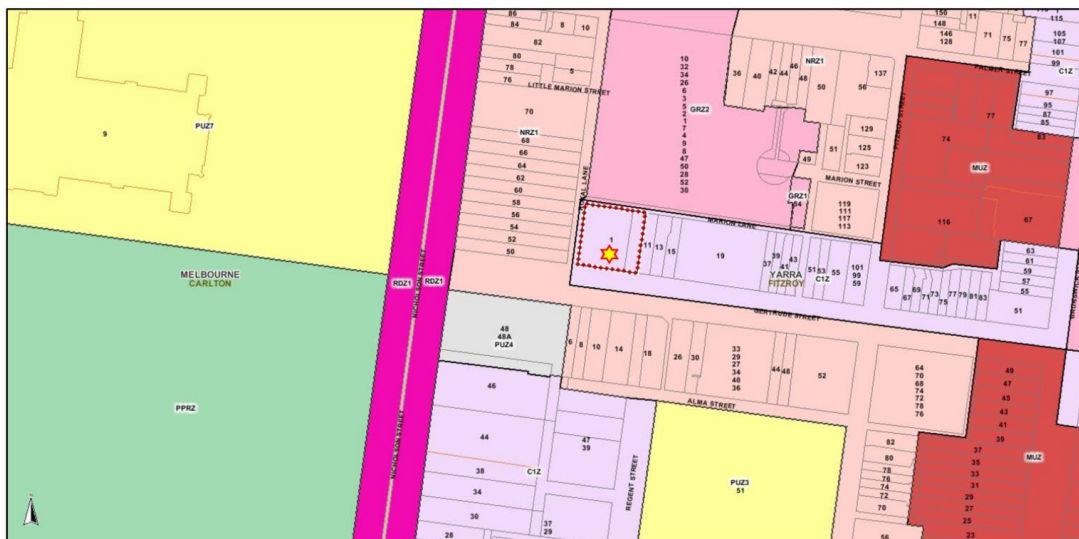
33. The subject site is located on the northern side of Gertrude Street, approximately 60m east of Nicholson Street and 200m west of Brunswick Street. The site is generally rectangular in shape with a frontage of 30.14m to Gertrude Street and a maximum depth of 29.95m, constituting a total area of approximately 903sqm. The western and northern boundaries abut Royal Lane (4.24m wide) and Marion Lane (3.83m wide), respectively.
34. The site is occupied partly by a double-storey (to Gertrude Street and Royal Lane) and partly a single-storey (to Marion Lane), brick commercial building, with a high parapet to Royal Lane, gable roof, which is built to all title boundaries. This site has high site coverage and has on-site car parking at ground floor.

Title and Plan of Subdivision

35. There are no restrictive covenants listed against the certificate of titles provided for the site 1 & 9 Gertrude Street, aside from a shared party-wall easement and drainage easement between the sites. However, a notation on the title plans confirm that these two encumbrances have ceased to affect since 20 July 1967.

Surrounding Land




36. The surrounding land consists of a mix of varied zones as shown on the image below. The northern side of Gertrude Street (inclusive of the subject site) is commercially zoned land (Commercial 1 Zone) to the east, between Royal Lane and Brunswick Street, with residentially zoned land (NRZ1) directly to the south of Gertrude Street, with land zoned General Residential Zone (GRZ2) directly to the north across Marion Lane. To the south-west of the subject site, across Gertrude Street is a small pocket of Public Use Zone (Schedule 4).



Zoning map (Planning Maps Online, January 2021)

37. The built form in the immediate area is varied and contains a mixture of heritage buildings (with varied heritage gradings) and pockets of contemporary building designs. The older housing stock are typically of the Victorian and Edwardian-era and a mix of single to three-storeys in scale. The emerging character of the surrounding area is increasingly diverse, ranging between double to four-storey.

38. The subject site is located within the Gertrude Street Neighbourhood Activity Centre (NAC), approximately 40m to the east of Nicholson Street and 200m west of the Brunswick Street Activity Centre (AC), which comprises a diverse range of retail, hospitality and arts-based offerings and has a night time economy with many licensed premises including bars, nightclubs and restaurants. The subject site is also located within proximity to the Central Business District (CBD), and within 90m east of the Carlton Gardens which houses the Melbourne Museum and the Royal Exhibition Building (REB) and is also part of the municipality of Melbourne City Council.
39. The wider area of Fitzroy is currently going through a period of transition from lower scale buildings to higher density development. The older building stock typically has high site coverage with buildings presenting to the public realm with no setbacks and single to three-storey high boundary walls. The emerging building stock consists of contemporary architectural responses, with generally rectilinear forms, and typically consisting of materials ranging from red brick, concrete and metal cladding with high proportions of glazing. As shown below, the following medium scale developments within this section of Fitzroy have been approved, some of which are under construction or already completed:

Address and Distance to Subject Site	Development	Image
Nos. 70 – 74 Nicholson Street, 33m north-west	3-storey apartment building (Planning Permit PL09//0997, 9.45m above NGL	 (Google Street View, July 2019)
No. 88 Nicholson Street, 100m north-west	4-storey mixed-use building (Planning Permit PLN12/0245), 13.4m above NGL	 (Google Street View, July 2019)
No. 166 – 168 Gertrude Street, 400m east	5-storey mixed-use building (Planning Permit PLN14/0419), 11.72m above NGL	 (Google Street View, July 2019)

40. Further south of the subject site, along Victoria Parade are a number of multi-storey developments associated with the St Vincent's Hospital complex.



(Denton Corker Marshall, October 2020)

41. As shown in the image above, planning application PLN20/0567 at Nos. 27 – 41 Victoria Parade Fitzroy is currently being assessed by Council for the *demolition of the Aikenhead building and partial demolition of the Daly Wing and Brennan Hall buildings at the St Vincent's Hospital complex to allow for the construction of an eleven (11) storey building (plus roof plant and basement) and use of the land for the purpose of a research and development centre and education centre, with a food and drink premises (cafe) at the ground floor and a full reduction in the car parking requirement(s) of the Yarra Planning Scheme*. This site is located at the corner of Nicholson Street and Victoria Parade, approximately 260m south of the subject site.

42. Immediately surrounding the subject site are the following properties:

North

43. To the north of the subject site, across Marion Lane is a part two to part four-storey redbrick serviced apartment building operating as Quest Royal Gardens. This building has varied setbacks from Marion Lane, but has provisions for basement car parking accessed via the corner of Marion Lane and Royal Lane. This building has been graded as being “not-contributory” to the heritage precinct.

South

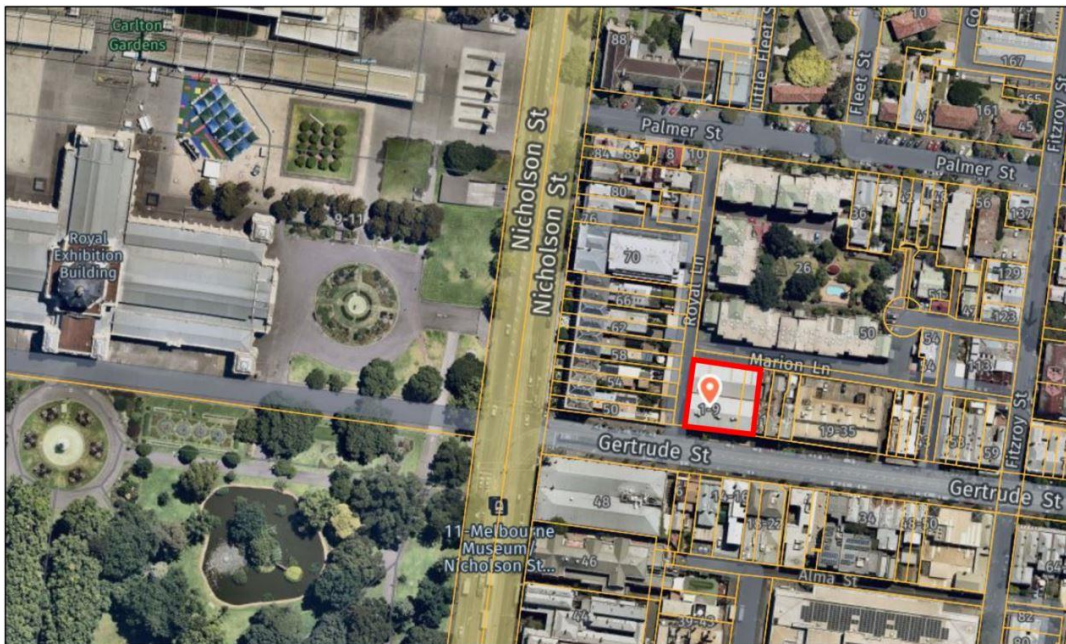
44. To the south of the subject site, across Gertrude Street is a row of double-storey, exposed and rendered brick, heritage buildings with varying heritage gradings, fronting Gertrude Street. The majority of these buildings are used as dwellings.

West

45. To the west of the subject site, across Royal Lane are a row of three-storey terraces known as ‘Royal Terrace’ which are listed on the Victorian Heritage Register. These dwellings consist of a three-storey terraces fronting Nicholson Street (built boundary to boundary), with single to double-storey additions towards the rear, including single-storey garages/outbuildings/studios abutting Royal Lane. Secluded private open space (SPOS) is located between the terrace buildings and single-storey outbuildings to the rear.

East

46. Abutting the subject site to the east is No. 11 Gertrude Street; a double-storey, bluestone, commercial building set back approximately 1.1m from the front boundary and built along the majority of the shared boundary with the subject site, with the exception of a centrally located private open space (POS). This building has been graded as being “individually-significant” to the heritage precinct. Further east are a mix of single to double-storey commercial buildings, of varying heritage grading and some with shop-top-dwellings.
47. Both Royal Lane and Marion Lane are local Right-of-Ways (ROW) with no parking permissible along the length of the laneways. The lanes are narrow in width, and predominantly appear to be ‘back-of-house’ areas with access to car parking areas (commercial and residential) a common feature of the lanes. There are no footpaths provided along Marion Lane, with the footpath provided on the eastern side of Royal Lane being narrow.
48. The subject site has good access to public transport and retail, including:
 - (a) Gertrude Street tram routes, directly outside;
 - (b) Nicholson Street tram routes approximately 40m to the west;
 - (c) Brunswick Street AC and tram lines approximately 200m to the east;
 - (d) Victoria Parade tram and bus services approximately 260m to the south; and
 - (e) Smith Street AC and tram lines approximately 730m east.



The subject site and surrounding land (Nearmaps, January 2021)

Planning Scheme Provisions

Zoning

49. The subject site is zoned Commercial 1 Zone (C1Z). The following provisions apply:
 - (a) Pursuant to *Clause 34.01-1* of the Yarra Planning Scheme (the Scheme) commercial tenancies such as food and drink premises, shop, art gallery (nested under exhibition centre) and office uses are identified as 'Section 1 - Permit not required' uses. There is no limit on LFA or NFA in the schedule to the C1Z, therefore a planning permit is not required for the shop and office uses.
 - (b) Pursuant to *Clause 34.01-4* of the Scheme, a planning permit is required to construct a building or construct or carry out works.

- (c) Pursuant to *Clause 34.01-4* of the Scheme, a planning permit is required to use the land as a dwelling given the residential frontage / access is wider than 2 metres.

Overlays

50. The subject site is affected by the Heritage Overlay (Schedule 361 – World Heritage Environs Area Precinct). The following provisions apply:
- (a) Pursuant to *Clause 43.01-1* of the Scheme, a planning permit is required for demolition and to construct a building and carry out works, including:
 - (i) *A solar energy system attached to a building that primarily services the land on which it is situated if the services are visible from a street (other than a lane) or public park;*
 - (ii) *A rainwater tank if the rain water tank is visible from a street (other than a lane) or public park;*
 - (b) A planning permit is triggered under the overlay for the demolition and proposed works, aside from the solar energy facility (on the roof) and the underground rainwater tank as they are not visible from Gertrude Street.
51. The subject site is affected by the Design and Development Overlay (Schedule 8). The following provisions apply:
- (a) Pursuant to *Clause 43.02-2* of the Scheme, a permit is required to:
 - (i) *construct a building or to construct or carry out works. This does not apply if a schedule to this overlay specifically states that a permit is not required.*
 - (b) Schedule 8 does not specifically state that a permit is not required for buildings and works. Therefore, a permit is triggered for the proposed works under this overlay.
 - (c) In accordance with Section 52(1)(c) of the Act, notice however must be given to the Executive Director Heritage Victoria (HV).
52. The subject site is affected by the Development Contribution Plan Overlay (Schedule 1). The following provisions apply:
- (a) Pursuant to *Clause 45.06-1* of the Scheme a permit granted must:
 - (i) *Be consistent with the provisions of the relevant development contributions plan;*
 - (ii) *Include any conditions required to give effect to any contributions or levies imposed, conditions or requirements set out in there relevant schedule to this overlay.*
53. As the proposed development is not exempt from a development contribution a condition and a note have been included in the recommendation to require the development contributions to be met prior to commencement of the development.

Particular Provisions

Clause 52.06 (Car Parking)

54. The number of car parking spaces required under *Clause 52.06-5* of the Scheme must be provided to the satisfaction of the responsible authority. A planning permit is required for a reduction in the number of car parking spaces.
55. The following table identifies the car parking requirement under *Clause 52.06-5*, the provision on site, and the subsequent reduction:

Proposed Use	Size	Statutory Parking Rate	No. of Spaces Required	No. of Spaces On-site	Reduction Required

Food and drink premises	134sqm	3.5 spaces to each 100sqm of LFA	4	1	3
Shop (Combined)	229sqm	3.5 spaces to each 100sqm of LFA	8	3	5
Art gallery (Place of assembly)	45 patrons	0.3 spaces to each patron permitted	13	1	12
Office (Combined)	1,655sqm	3 spaces to each 100sqm of NFA	49	10	39
Dwelling	1 x 3 bedroom	2 spaces per dwelling	2	2	0
Total			76	17	59

56. With 17 car parking spaces provided on-site, the proposal seeks a total reduction of 59 car spaces.

Clause 52.34 – Bicycle facilities

57. Pursuant to *Clause 52.34-3*, the following bicycle provision is required.

Proposed Use	Size	Rate	No. of Spaces Required	No. of Spaces Provided
Food and drink premises	134sqm	1 employee space to each 300sqm of LFA if the LFA 1 visitor space to each 500sqm of LFA	0	
Shop (Combined)	229sqm	1 employee space to each 600sqm of LFA if the LFA exceeds 1000sqm 1 visitor space to each 500sqm of LFA if the LFA exceeds 1000sqm	0	
Art gallery (Place of assembly)	45 patrons	1 employee space to each 1500sqm of NFA 2 plus 1 visitor space to each 1500sqm of NFA	0 2 visitor spaces	
Office (Combined)	1,655sqm	1 employee space to each 300sqm of NFA if the NFA exceeds 1000sqm 1 visitor space to each 1000sqm of NFA if the NFA exceeds 1000sqm	6 employee spaces 2 visitor spaces	
Dwelling	1 x 3 bedroom	In developments of four or more storeys, 1 resident space to each 5 dwellings	0	

		In developments of four or more storeys, 1 visitor space to each 10 dwellings		
Total			6 employee spaces	20 on-site
			4 visitor spaces	6 visitor off-site

58. The proposal exceeds the bicycle parking rate for office employees/visitors and the art gallery visitor spaces.

Proposed Use	Rate	Required	Provided on-site
Showers / Change rooms	1 to the first 5 employee spaces and 1 to each additional 10 employee spaces	1 showers / change rooms	4 showers / change rooms

59. The proposal also exceeds the showers/change rooms for office employees/visitors.

[General Provisions](#)

Clause 62 – General exemptions

60. Pursuant to *Clause 62.02-2 (Buildings and works not requiring a permit unless specifically required by the planning scheme)*, of the Scheme:

- (a) *Any requirement in this scheme relating to the construction of a building or the construction or carrying out of works, other than a requirement in the Public Conservation and Resource Zone, does not apply to a:*
- (i) *A solar energy facility attached to a building that primarily services the land on which it is situated;*

61. Therefore, the proposed solar panels on the roof do not trigger a planning permit under the C1Z.

Clause 65 - Decision Guidelines

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

[Planning Policy Framework \(PPF\)](#)

63. Relevant clauses are as follows:

Clause 11.01-1R (Settlement - Metropolitan Melbourne)

64. Relevant strategies include;

- (a) *Develop a network of activity centres linked by transport; consisting of Metropolitan Activity Centres supported by a network of vibrant major and neighbourhood activity centres of varying size, role and function.*

- (b) *Create mixed-use neighbourhoods at varying densities, including through the development of urban-renewal precincts that offer more choice in housing, create jobs and opportunities for local businesses and deliver better access to services and facilities.*

Clause 11.02-1S (Supply of Urban Land)

65. The relevant objective is *to ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.*

Clause 11.03 (Planning for Places)

Clause 11.03-1R (Activity centres – Metropolitan Melbourne)

66. Relevant strategies are:

- (a) *Support the development and growth of Metropolitan Activity Centres by ensuring they:*
 - (i) *Are able to accommodate significant growth for a broad range of land uses.*
 - (ii) *Are supported with appropriate infrastructure.*
 - (iii) *Are hubs for public transport services.*
 - (iv) *Offer good connectivity for a regional catchment.*
 - (v) *Provide high levels of amenity.*

Clause 13.05-1S (Noise abatement)

67. The relevant objective is *to assist the control of noise effects on sensitive land uses; while the strategy is to ensure that development is not prejudiced and community amenity is not reduced by noise emissions, using a range of building design, urban design and land use separation techniques as appropriate to the land use functions and character of the area.*

Clause 13.07-1S (Land use compatibility)

68. The relevant objective of this clause is *to protect community amenity, human health and safety while facilitating appropriate commercial, industrial, infrastructure or other uses with potential adverse off-site impacts.*

Clause 15.01 (Built Environment and Heritage)

69. This clause outlines the following guidelines;

- (a) *Planning should ensure all land use and development appropriately responds to its surrounding landscape and character, valued built form and cultural context.*
- (b) *Planning must support the establishment and maintenance of communities by delivering functional, accessible, safe and diverse physical and social environments, through the appropriate location of use and development and through high quality buildings and urban design.*
- (c) *Planning should promote development that is environmentally sustainable and should minimise detrimental impacts on the built and natural environment.*
- (d) *Planning should promote excellence in the built environment and create places that:*
 - (i) *Are enjoyable, engaging and comfortable to be in.*
 - (ii) *Accommodate people of all abilities, ages and cultures.*
 - (iii) *Contribute positively to local character and sense of place.*
 - (iv) *Reflect the particular characteristics and cultural identity of the community.*
 - (v) *Enhance the function, amenity and safety of the public realm.*

Clause 15.01-1S (Urban design)

70. The relevant objective is *to create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.*

Clause 15.01-2S (Building Design)

71. The relevant objective is *to achieve building design outcomes that contribute positively to the local context and enhance the public realm.*
72. The strategies of this clause are:
- (a) *Ensure the site analysis provides the basis for the consideration of height, scale and massing of new development.*
 - (b) *Ensure development responds and contributes to the strategic and cultural context of its location.*
 - (c) *Minimise the detrimental impact of development on neighbouring properties, the public realm and the natural environment.*
 - (d) *Ensure the form, scale, and appearance of development enhances the function and amenity of the public realm.*
 - (e) *Ensure buildings and their interface with the public realm support personal safety, perceptions of safety and property security.*
 - (f) *Ensure development provides safe access and egress for pedestrians, cyclists and vehicles.*
 - (g) *Ensure development provides landscaping that responds to its site context, enhances the built form and creates safe and attractive spaces.*

Clause 15.01-4R (Healthy neighbourhoods - Metropolitan Melbourne)

73. The strategy is *to create a city of 20 minute neighbourhoods that give people the ability to meet most of their everyday needs within a 20 minute walk, cycle or local public transport trip from their home.*

Clause 15.01-5S (Neighbourhood character)

74. The relevant objective is *to recognise, support and protect neighbourhood character, cultural identity, and sense of place.*
75. Strategies are:
- (a) *Ensure development responds to cultural identity and contributes to existing or preferred neighbourhood character.*
 - (b) *Ensure development responds to its context and reinforces a sense of place and the valued features and characteristics of the local environment and place by emphasising the:*
 - (i) *Pattern of local urban structure and subdivision.*
 - (ii) *Underlying natural landscape character and significant vegetation.*
 - (iii) *Heritage values and built form that reflect community identity.*

Clause 15.02-1S (Energy and resource efficiency)

76. The relevant objective is *to encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.*

Clause 15.03-1S (Heritage conservation)

77. The relevant objective is *to ensure the conservation of places of heritage significance.*
78. Strategies include:

- (a) *Encourage appropriate development that respects places with identified heritage values.*
- (b) *Retain those elements that contribute to the importance of the heritage place.*
- (c) *Encourage the conservation and restoration of contributory elements of a heritage place.*
- (d) *Ensure an appropriate setting and context for heritage places is maintained or enhanced.*
- (e) *Support adaptive reuse of heritage buildings where their use has become redundant.*

Clause 17.02-1S (Business)

79. The relevant objective is *to encourage development which meet the communities' needs for retail, entertainment, office and other commercial services.*

Clause 18.01-1S – Land use and transport planning

80. The relevant objective of this clause is *to create a safe and sustainable transport system by integrating land use and transport.*

Clause 18.02-1S (Sustainable personal transport)

81. The relevant objective is to promote the use of sustainable personal transport. Relevant strategies include:
- (a) *Encourage the use of walking and cycling by creating environments that are safe and attractive.*
 - (b) *Develop high quality pedestrian environments that are accessible to footpath-bound vehicles such as wheelchairs, prams and scooters.*
 - (c) *Require the provision of adequate bicycle parking and related facilities to meet demand at education, recreation, transport, shopping and community facilities and other major attractions when issuing planning approvals.*
 - (d) *Ensure provision of bicycle end-of-trip facilities in commercial buildings*

Clause 18.02-2S (Public Transport)

82. The relevant objective is *to facilitate greater use of public transport and promote increased development close to high-quality public transport routes.*

Clause 18.02-2R (Principal Public Transport Network)

83. A relevant strategy of this clause is *to maximise the use of existing infrastructure and increase the diversity and density of development along the Principal Public Transport Network, particularly at interchanges, activity centres and where principal public transport routes intersect.*

Clause 18.02-4S (Car Parking)

84. The relevant objective is *to ensure an adequate supply of car parking that is appropriately designed and located.*
85. A relevant strategy is *to protect the amenity of residential precincts from the effects of road congestion created by on-street parking.*

[Local Planning Policy Framework \(LPPF\)](#)

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

Clause 21.04 (Land Use)

Clause 21.04-1 – Accommodation and housing

87. Relevant objectives and strategies include;

- (a) *Objective 3: To reduce potential amenity conflicts between residential and other uses.*
 - (i) *Strategy 3.2 Apply the Interface Uses policy at clause 22.05.*
 - (ii) *Strategy 3.4 Discourage late night and 24 hour trading activities located near residential zones to minimize impacts on residential amenity.*

Clause 21.04-2 (Activity Centres)

88. Relevant strategies include;

- (a) *Strategy 4.1 Increase the range of retail, personal and business services, community facilities, and recreation activities, within individual centres.*
- (b) *Strategy 5.2 Support land use change and development that contributes to the adaptation, redevelopment and economic growth of existing activity centres.*
- (c) *Strategy 5.3 Discourage uses at street level in activity centres which create dead frontages during the day.*

Clause 21.04-3 Industry, office and commercial

89. The relevant objective for this clause is *to increase the number and diversity of local employment opportunities.*

Clause 21.05 – Built Form

Clause 21.05-1 (Heritage)

90. Relevant objectives and strategies include;

- (a) *Objective 14 To protect and enhance Yarra's heritage places:*
 - (i) *Strategy 14.3 Protect the heritage skyline of heritage precincts.*
 - (ii) *Strategy 14.4 Protect the subdivision pattern within heritage places.*
 - (iii) *Strategy 14.6 Protect buildings, streetscapes and precincts of heritage significance from the visual intrusion of built form both within places and from adjoining areas.*
 - (iv) *Strategy 14.8 Apply the Development Guidelines for Heritage Places policy at clause 22.02*

Clause 21.05-2 (Urban design)

91. The relevant objectives and strategies are:

- (a) *Objective 16 To reinforce the existing urban framework of Yarra;*
- (b) *Objective 17 To retain Yarra's identity as a low-rise urban form with pockets of higher development;*
- (c) *Objective 18 To retain, enhance and extend Yarra's fine grain street pattern;*
- (d) *Objective 20 To ensure that new development contributes positively to Yarra's urban fabric;*
- (e) *Objective 21 To enhance the built form character of Yarra's activity centres;*
 - (i) *Strategy 21.1 Require development within Yarra's activity centres to respect and not dominate existing built form; and*
- (f) *Objective 22: To encourage the provision of universal access in new development.*

Clause 21.05-3 – Built form character

92. The general objective of this clause is:

- (a) *Objective 23 – To maintain and strengthen the identified character of each type of identified built form within Yarra.*

Clause 21.05-4 (Public environment)

93. The relevant objective and strategies are:

- (a) *Objective 28 To provide a public environment that encourages community interaction and activity:*
 - (i) *Strategy 28.1 Encourage universal access to all new public spaces and buildings.*
 - (ii) *Strategy 28.2 Ensure that buildings have a human scale at street level.*
 - (iii) *Strategy 28.3 Require buildings and public spaces to provide a safe and attractive public environment.*

Clause 21.06 (Transport)

Clause 21.06-1 (Walking and cycling)

94. The relevant objective and strategy include:

- (a) *Objective 30 To provide safe and convenient pedestrian and bicycle environments.*
 - (i) *Strategy 30.1 Improve pedestrian and cycling links in association with new development where possible.*
 - (ii) *Strategy 30.2 Minimise vehicle crossovers on street frontages.*
 - (iii) *Strategy 30.3 Use rear laneway access to reduce vehicle crossovers.*

Clause 21.06-2 (Public transport)

95. Relevant objectives and strategies include;

- (a) *Objective 31: To facilitate public transport usage.*
 - (i) *Strategy 31.1 Require new development that generates high numbers of trips to be easily accessible by public transport.*

Clause 21.06-3 (The road system and parking)

96. Relevant objective is *Objective 32: To reduce the reliance on the private motor car.*

Clause 21.07 – Environmental Sustainability

Clause 21.07-1 (Environmentally sustainable development)

97. The relevant objective and strategy of this clause is:

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

Clause 21.08-7 Neighbourhoods (Fitzroy)

98. The following relevant commentary is offered at this clause:

- (a) *Fitzroy is a mixed commercial and residential neighbourhood notable for the consistency of its Victorian streetscapes. It comprises a dense combination of residential areas, shopping precincts and commercial/ industrial activities.*

- (b) *The Gertrude Street centre has a number of eclectic and innovative retailers as well as heritage buildings which help to give the centre an individual and unique sense of place. Gertrude Street also has an arts focus which should be retained and fostered.*

99. Figure 18 (Built form character map: Fitzroy) shows the subject site as being within a 'heritage overlay' where the objective is to *ensure that development does not adversely affect the significance of the heritage place.*

Relevant Local Policies

Clause 22.02 (Development Guidelines for sites subject to Heritage Overlay)

100. The relevant objectives of this clause are as follows:

- (a) *To retain significant view lines to, and vistas of, heritage places.*
- (b) *To preserve the scale and pattern of streetscapes in heritage places.*
- (c) *To ensure that additions and new works to a heritage place respect the significance of the place.*

101. The relevant sections of this clause are as follows:

Clause 22.02-5.1 (Demolition)

102. Generally encourage the retention of a building in a heritage place, unless:

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

Clause 22.02-5.7 (New Development, Alterations or Additions)

Clause 22.02-5.7.1 (General)

103. The relevant objectives of this clause are as follows:

- (a) *Encourage the design of new development and alterations and additions to a heritage place or a contributory element to a heritage place to:*
 - (i) *Respect the pattern, rhythm, orientation to the street, spatial characteristics, fenestration, roof form, materials and heritage character of the surrounding historic streetscape.*
 - (ii) *Be articulated and massed to correspond with the prevailing building form of the heritage place or contributory elements to the heritage place.*
 - (iii) *Be visually recessive and not dominate the heritage place.*
 - (iv) *Be distinguishable from the original historic fabric.*
 - (v) *Not remove, cover, damage or change original historic fabric.*
 - (vi) *Not obscure views of principle façades.*
 - (vii) *Consider the architectural integrity and context of the heritage place or contributory element.*

Clause 22.14 (Development Guidelines for Heritage Places in the World Heritage Environs Area)

104. The relevant objectives are to:

- (a) *To protect significant views and vistas to the Royal Exhibition Building and Carlton Gardens.*
- (b) *To maintain and conserve the significant historic character (built form and landscapes) of the area.*
- (c) *To ensure new development in the area has regard to the prominence and visibility of the Royal Exhibition Building and Carlton Gardens.*

105. The relevant policy of this clause are as follows:

- (a) *Retain and conserve individually-significant and contributory places, including contributory fabric, form, architectural features and settings, to assist with maintaining the heritage character of the setting and context of the Royal Exhibition Building and Carlton Gardens;*
- (b) *Retain and conserve the valued heritage character of streetscapes to assist with maintaining the heritage character of the setting and context of the Royal Exhibition Building and Carlton Gardens.*
- (c) *Retain the predominantly lower scale form of development which provides a contrast to the dominant scale and form of the Royal Exhibition Building.*
- (d) *Protect direct views and vistas to the Royal Exhibition Building and Carlton Gardens from bordering/abutting streets and other views and vistas to the dome available from streets within the precinct including Gertrude Street, Marion Lane and in Victoria Parade immediately east of the junction with Nicholson Street.*

Clause 22.05 (Interface Uses Policy)

106. The relevant policy is:

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

Clause 22.07 (Development abutting laneways)

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

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

Clause 22.16 Stormwater Management (Water Sensitive Urban Design)

108. This policy applies to applications for new buildings (amongst others). *Clause 22.16-3* requires the use of measures to “*improve the quality and reduce the flow of water discharge to waterways*”, manage the flow of litter from the site in stormwater and encourage green roofs, walls and facades in buildings where practicable.

Clause 22.17 (Environmentally Sustainable Design)

109. The overarching objective is that development should achieve best practice in environmentally sustainable development from the design stage through to construction and operation. The considerations are energy performance, water resources, indoor environment quality, storm water management, transport, waste management and urban ecology.

Incorporated Documents

110. Appendix 8 to the City of Yarra Review of Heritage Areas, 2007 identifies the subject site as being “Not-contributory” to the World Heritage Environs Area Precinct (as identified by Schedule 361 to the Heritage Overlay).

Advertising

111. The application was advertised under the provisions of Section 52 of the Planning and Environment Act (1987) by 363 letters sent to surrounding owners and occupiers and by two signs displayed on site; one at the Westgarth Street frontage and the other on the laneway façade.
112. Council received 72 objections, the grounds of which are summarised as follows:
- (a) Design and overdevelopment (height, scale, bulk, materials);
 - (b) Heritage impacts, including lack of integration with the World Environs Heritage Precinct;
 - (c) Off-site amenity (visual bulk, overshadowing, overlooking);
 - (d) Car parking, traffic impacts and pedestrian safety;
 - (e) Issues during construction (noise, traffic, air quality);
 - (f) Reduced property values;
 - (g) Setting a precedents for high development within the immediate area;
 - (h) Impacts to local ecosystems;
 - (i) Unacceptable use of the laneway for an art gallery; and
 - (j) Lack of consultation relating to the Environment Protection and Biodiversity and Conservation Act 1999 (EPBC Act).
113. One (1) support letter was received to the application and can be summarised as:
- (a) Commendable design response to the area.

Referrals

External Referrals

Executive Director Heritage Victoria

114. As stated earlier in the report, the application was referred to the Executive Director Heritage Victoria under Section 52 of the Act based on the requirements of the DDO8. Heritage Victoria objected to the proposed development, with their comments included as an attachment to this report.
115. The application was also referred to the following external referral:
- (a) Acoustic (SLR Consulting).
116. Referral comments have been included as attachments to this report.

Internal Referrals

117. The application was referred to the following areas within Council:
- (a) Traffic Engineering Unit;
 - (b) Heritage Advisor;
 - (c) Urban Design Unit (streetscapes and any capital works only);
 - (d) Strategic Planning Unit;
 - (e) ESD Advisor;
 - (f) Strategic Transport Unit;
 - (g) City Works Unit;
 - (h) Open Space; and
 - (i) Arborist.
118. Referral comments have been included as attachments to this report.

OFFICER ASSESSMENT

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

- (a) Strategic and policy support;
- (b) Land use;
- (c) Built form and heritage;
- (d) On and off-site amenity impacts;
- (e) Car parking, traffic and bicycle provision;
- (f) Waste management; and
- (g) Objector concerns.

Strategic and policy support

120. The subject site is located within a C1Z, which has a key purpose *to create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses*. There is strong strategic direction to support the redevelopment of the site to provide a mixed-use development with a food and drink premises, shops and art gallery at ground floor, offices between Level 1 to 3 and residential use above. The site's location along the Gertrude Street NAC and in proximity to both the Brunswick Street and Smith Street ACs, allows for the site to access well serviced public transport and community services. Policy at *Clauses 11 (Settlement), 16 (Housing), 18 (Transport) and 21.04 (Land use)* of the Scheme, together with Plan Melbourne, encourage the accumulation of activities and the intensification of development in and around activity centres. This ensures efficient use of infrastructure and supports Council's preference that established areas experience residual increases in population growth.
121. The C1Z also specifically identifies the purpose of the land as an area where higher residential density developments are anticipated, with growth specifically directed to occur within or close to activity centres. The dwelling would provide increased housing opportunities consistent with the policy outlined above. The site has excellent access to shops, restaurants, community facilities and supermarkets, ensuring that the proposal will result in efficient use of existing infrastructure, consistent with *Clause 21.04 (Land use)* of Council's MSS. Further, the provision of commercial tenancies at ground level, addressing Gertrude Street, would provide a degree of activity within the street, also consistent with the purpose of the C1Z.
122. However, policy support for more intensive development needs to be balanced with built form and heritage guidance at *Causes 15.03, 21.05-1 and 21.05-2* of the Scheme. These policies call for development that responds to the surrounding context with regard to urban character and cultural heritage. More specifically, Council's local policy at *Clause 22.02* seeks to maintain and conserve the significant historic character of the area.
123. As will be discussed in detail within this report, it is considered that the proposal achieves a good balance of State and local policy in relation to high quality developments and protection of heritage values. However, such strategic direction must be balanced against site constraints, the local built form context, the proposed architectural response and the potential for off-site amenity impacts. These aspects of the development will be discussed in the following sections of this report.

Land use

124. A purpose of the C1Z is *to provide for residential uses at densities complementary to the role and scale of the commercial centre*. Whilst the site is located within the C1Z, Gertrude Street has a high proportion of residential in use and zoning.

On this basis the use of the land for a dwelling at Level 4 would not unreasonably impact any existing commercial uses in the surrounding area, with the closest of these being the abutting commercial uses to the east at No. 11 Gertrude Street and the shop-top-dwellings at Nos. 13 and 15 Gertrude Street.

125. Residential noise is unlikely to impact upon existing uses within these abutting buildings, with internal noise to the dwelling from external sources discussed later in the assessment. The proposed dwelling use must comply with relevant objectives at *Clause 22.05 (Interface uses policy)* of the Scheme, by incorporating measures to minimise the impact of the normal operation of business activities on the reasonable expectation of amenity within the dwellings. This will ensure that the growth of further commercial opportunities within proximity to the new dwelling is not impeded. Furthermore, the residential facet to the proposal is considered appropriate given the nature of residential use found within the immediate area. Based on the appropriate design of the dwelling to ensure this is achieved, the use of the land as a dwelling is considered entirely appropriate in the context and is supported.

Built form and heritage

126. The primary built form considerations for the proposed development are the decision guidelines at *Clause 34.04-8 (C1Z)* and policy at *Clause 15 (Built Environment and Heritage)*, *Clause 21.05 (Built Form)*, *Clause 22.07 (Development abutting laneways)*, *Clause 22.02 (Development Guidelines for Sites Subject to the Heritage Overlay)* and *Clause 22.14 (Development guidelines for heritage places in the world heritage environs area)*. All of these provisions and guidelines support a development outcome that responds to the existing or preferred neighbourhood character and provides a contextual urban design response reflective of the aspirations for the area. Particular regard must be given to the acceptability of the design in terms of height and massing, street setbacks and relationship to adjoining buildings.

Context



The subject site (marked in red) and surrounding built form heights (Nearmaps, January 2021)

127. As outlined earlier within this report, built form in the immediate area is mixed, with an emergence of contemporary, medium to higher-scale development. The neighbouring streets, in particular Nicholson Street, Palmer Street, Victoria Parade, Fitzroy Street and Brunswick Street have altered over recent years due to the approval and construction of a number of medium to high-scale developments with the most substantial change occurring to the south of the subject. These developments are interspersed throughout a predominantly single to three-storey streetscape. This is most clearly demonstrated in the built form context map above.
128. Although low-density, single to triple-storey dwellings remain a key feature of the immediate area, aside from the abutting double-storey, 'Individually-significant' buildings to the east between Nos. 11 to 15 Gertrude Street, these are located largely to the south of Gertrude Street and further west of the subject site, across Royal Lane. Whilst these 'individually-significant', double-storey row of buildings abutting the subject site and immediately across Gertrude Street would not be developed to the same extent as the subject site (given the heritage overlay), it is likely development will occur within the site further east, with the double-storey building at Nos. 19 – 35 Gertrude Street and the surrounding serviced apartments to the north, across Marion Lane classified as 'non-contributory' to the heritage precinct. Within the C1Z and given this context, it is clear that some medium-scale built form would be expected within the immediate surrounds.
129. As noted within the 'Planning Scheme Amendments' section of this report, Council has prepared a Built Form Framework for Gertrude Street Shops (among other areas), and has also requested approval from the Minister to introduce an interim Design and Development Overlay (DDO) while permanent controls are prepared. Whilst the subject site is not included within the interim DDO31, the sites further east, across Fitzroy Street are. A relevant built form objective of the proposed DDO31 is to *ensure development responds to the heritage character and intact streetscape of Gertrude Street by supporting a low-rise character (ranging from 3 to 4 storeys)*.
130. The draft interim DDO31 outlines preferred maximum height and street wall requirements, and anticipates majority of the sites fronting Gertrude Street (beyond Fitzroy Street) can potentially accommodate 11.2m (3-storeys) above retained heritage form or new double to triple-storey street walls ranging between 8m to 11.2m. It has also been recommended that *service equipment and/or structures including balustrades, unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, and structures associated with pedestrian access, green roof areas and other such equipment may exceed the height provided that the equipment/structures are no higher than 2.6 metres above the preferred maximum height*. The proposed development would consist of a height of 19.2m and 5-storeys, with an overall height of 21.45m when including the roof plant. This would be an additional 8m or 2-storeys higher than the preferred height, not including the roof lift, plant, equipment and services which extend a further 2.25m above the proposed building height. Council's Strategic Planning Unit have recommended that one level should be deleted from the proposed development given the location of the subject site which is in proximity to the REB. This recommendation will be discussed in detail later in the 'height section' of this report. Nonetheless, aside from being located within the immediate vicinity of the REB, the subject site is located within an intact heritage streetscape along Gertrude Street, with Royal Terrace to the west and two 'individually-significant' buildings to the east' and therefore, it is recommended that the top-most level be deleted by way of condition.
131. The draft DDO31 also specifies that the preferred new street wall height is two-storeys, with an overall height of 8m above NGL. The proposed development complies with this direction as the proposed podium would be two-storeys, with a maximum height of 7.8m above NGL.

132. In addition to the preferred maximum height and street wall height, the DDO31 also recommends upper levels above the Gertrude Street, street wall be set back a minimum 10m for sites west of Brunswick Street. The proposal does not comply with this direction as the upper level setbacks from Gertrude Street vary between 4m at Level 2, 7m at Level 3 and 10m at Level 4 (up to the building wall). Council's Strategic Planning Unit have recommended that greater setbacks be provided from Gertrude Street at the upper levels in order to reduce the dominance of the built form in relation to the REB. While the Built Form Framework which informed the DDO31 provides some analysis as to the preferred future scale and massing sought within Gertrude Street, this does not outweigh other considerations such as recent approvals in the surrounding area with varied setbacks as well as the strategic direction. Upper level setbacks will be discussed in detail later in the report.
133. As outlined previously, there is no dispute that strategically the subject site is appropriately located for medium-density development, being within proximity to the Brunswick Street and Smith Street ACs and the C1Z, and with excellent access to cycling networks, public transport, services and facilities. Based on these attributes, it is a reasonable expectation that this site will experience intensification in use and development.
134. With regards to the surrounding heritage context, the site is located within the World Heritage Environs Area (WHE) and in proximity to the REB. The immediate vicinity has a highly intact heritage streetscape (unlike the properties further east towards Fitzroy Street and immediately north across Marion Lane which are listed as non-contributory). Therefore, it is important to strike a balance between the potential for higher development and the existing heritage context.
135. In light of this context, the proposed development would not unduly affect the significance of the broader heritage place in accordance with Clause 22.02 of the Scheme, subject to the deletion of the top-most level.

Demolition

136. Prior to ascertaining if the proposed development of the land is acceptable, consideration of the extent of demolition is required. These considerations are outlined at *Clause 22.02* and *Clause 43.01* of the Scheme. As outlined in Council's heritage advice, No. 1 – 9 Gertrude Street is a factory/warehouse constructed between 1960-70s, and is listed in Appendix 8, *City of Yarra Review of Heritage Overlay Areas 2007 (Rev. March 2020)* as No. 7 Gertrude Street with the grading identified as being 'not-contributory'. On this basis, the full demolition of the existing building is supported by local heritage policy at *Clause 22.02-5.1*.

Height

137. The development proposes an overall height of 5-storeys, with the building extending to a maximum height of 19.2m above NGL. The proposed roof plant area/lift overrun would add a further 2.25m to the height, resulting in an overall height of 21.45m above NGL. The street-wall to Gertrude Street, which also includes varied setbacks ranging between 0.4m to 1.32m, would consist of a height of 7.8m above NGL, with the upper levels between Levels 2 to 4 setback between 4m to 10m from this frontage. Views to the roof plant area/lift overrun would be appropriately limited due to its location within the centre of the building.
138. Objectives at *Clause 22.02* of the Scheme aim to (amongst others) preserve the scale and pattern of streetscapes in heritage places, ensure that additions and new works to a heritage place respect the significance of the place and for new buildings to be visually recessive and not dominate the heritage place. Objectives at *Clause 22.14* of the Scheme recommends (amongst others), to *protect significant views and vistas to the Royal Exhibition Building and Carlton Gardens* and *ensure new development in the area has regard to the prominence and visibility of the Royal Exhibition Building and Carlton Gardens*.

139. As demonstrated earlier in the report, the proposed height is within the contextual range of heights of nearby existing and emerging developments. To the north, across Marion Lane is a non-contributory commercial building (Quest Apartments) which do not form part of an intact heritage streetscape. Further east, beyond Nos. 11 and 13 Gertrude Street is a double-storey, not-contributory, commercial building located between Nos. 19 to 35 Gertrude Street. It is expected that medium-scale built form would be located in this part of Gertrude Street given the Commercial 1 zoning and non-contributory status of these buildings in such close proximity to two activity centres. This is clearly different to the residential lower scale to the west, across Royal Lane and to the south, across Gertrude Street where less development is expected (maximum 9m and 2-storeys), and where heritage built form is more intact.
140. A design objective of the DDO31 is to ensure development maintains the prominence of the existing low-scale heritage street wall and fine-grain heritage character through recessive upper levels and a façade composition and articulation that complements the Gertrude Street character. As stated earlier in the report, the proposal varies from the overall building height requirements associated with the DDO31 by an additional 8m (excluding the roof plant height). As part of *Clause 22.02* and *22.14* of the Scheme, Council's Heritage Advisor has identified three key vantage points from where the subject site can be viewed; the REB (predominantly the French fountain forecourt and the Dome promenade) and Carlton Gardens located across Nicholson Street, as well as Royal Terrace, located across Royal Lane to the west. In addition to these, the viewpoint looking further west along Gertrude Street and Marion Lane have also been identified as important vantage points when assessing the proposed development. As a result the applicant provided these vantage points (see images below), which compares existing conditions vs. proposed conditions:



Vantage points from REB and Carlton Gardens (Snohetta Architects January 2021)

Existing and proposed development from REB (Snohetta Architects January 2021)





Existing and proposed development from Carlton Gardens (Snohetta Architects January 2021)



Existing and proposed development west of Gertrude Street (Snohetta Architects January 2021)



141. Given the proposed development is located amongst a highly intact, consistent heritage streetscape to the immediate east and west, including the proximity to the REB and being on the WHE Area, both Council's Strategic Planning Unit and Heritage Advisor recommended that a level be deleted in order to retain views to and 'breathing space' around the heritage features of the REB and low-rise character of the WHE area. As shown on the above images, the proposed development would visually penetrate above the well-established Victorian-era skyline along Gertrude Street and Nicholson Street. Therefore in order to alleviate this, Council planning officers support the deletion of the topmost level from the proposed development. The deletion of the top-most level would also assist in limiting any visual conflict between the Dome promenade of the REB and the parapets of Royal Terrace when viewed from across Nicholson Street to the west, which is compliant with the objectives at *Clause 22.14* of the Scheme. Therefore, a condition would require the topmost level to be deleted. In addition, the reduction in the overall height to 4-storeys from 5-storeys would ensure the upper levels remain visually subservient to the proposed 2-storey street wall and from a strategic context perspective, a 4-storey proposal is commensurate with the anticipated outcome in behind the Gertrude Street spine encouraged in DDO31.
142. Whilst Council's Strategic Planning Unit were supportive of the 7.8m high, two-storey podium to Gertrude Street (as it meets the preferred street wall height outlined in DDO31), Council's Heritage Advisor has recommended that the podium height be reduced to be no higher than the bluestone building abutting the subject site to the east at No. 11 Gertrude Street.

Council's Heritage Advisor has further stated that whilst the existing building on-site is higher than the bluestone building to the east, *this building is of no heritage value and therefore should not be used as precedent*. Given that the height of proposed podium is a minimal departure from the abutting site to the east, with the floor to ceiling heights being 3m and 2.7m at ground level and Level 1, there is scope to reduce the height of the overall podium. Therefore, a condition will require the proposed podium height to be no higher than the abutting bluestone building to the east.

143. Whilst it is acknowledged that the conditional height of the building would be taller than the existing built form to the east and west, based on the above assessment, it is clear this proposal is in-line with the emerging character of the broader area and generally consistent with local and state policy. Whilst initially, this development will be prominent, this will lessen over time as surrounding sites are developed.

Massing

144. The development would provide a two-storey street-wall along the Gertrude Street interface, with the inclusion of small setbacks within lower level frontages ranging between 0.4m to 1.32m; providing a good degree of articulation to the massing of this facade. The objectives of DDO31 states that *new buildings within ACs and inner urban areas such as Gertrude Street should generally be built to the street frontage in order to, respond to the prevailing built form character of the area, provide a clear definition at the street edge; and maximise the developable area*. In addition, *with the exception of retaining existing front setbacks, all new street walls within the commercial and mixed use zone should be built to boundary*. Therefore, Council's Strategic Planning Unit found the proposed setbacks at the podium level to be inconsistent and would not clearly define the street edge as required by the framework for new street walls. However, Council's Heritage Advisor found the *popping in and out for the podium works well*. The front setbacks along the northern side of Gertrude Street is varied; i.e. some buildings being constructed to the boundary, with others being set back a minimum 1m. Therefore, the proposed setbacks to the podium, combined with the height of the street-wall are found to be commensurate with the existing and emerging built form character in the surrounding area (e.g. varied front setbacks and 2-storeys), and is considered to provide a human scale to the development, by focussing pedestrian sightlines to the lower levels. This outcome is supported.
145. The upper levels above the podium are to be set back 4m, 7m and 10m at Levels 2, 3 and 4, respectively, with terraces encroaching these setbacks at Levels 2 and 3. Council's Strategic Planning Unit found that these setbacks at Level 2 and 3 do not comply with the preferred setback of DDO31 which is 10m, in order to *ensure development retains view lines to the drum, dome, lantern and flagpole of the Royal Exhibition Buildings and respects the prominence and integrity of corner heritage buildings*. After the deletion of the topmost level (Level 4), Council's Heritage Advisor has recommended that the new top level (Level 3) be *setback further from the rear (Marion Lane), and considerably from the west, away from Royal Terrace and the Exhibition Building and from the east which will ensure a more recessive form as viewed from the east along Gertrude Street*. Whilst it has been recommended that significant upper level setbacks are required along this section of Gertrude Street, in order to visually conceal upper levels so as to protect views and vistas to the REB and Carlton Gardens, an increased setback to the Levels 2 to 3 are not supported by Council planning officers, based on the following:
- (a) The varied setbacks at Levels 2 and 3, combined with the deletion of Level 4, are found to be adequate to reduce any visual dominance of the proposed built form on-site. The use of angled setbacks from the corner of Gertrude Street and Royal Lane, combined with terraces helps to provide a sense of openness along the Gertrude Street façade;
 - (b) Being a relatively large site and located on a corner (where traditionally more hard edged and taller built form is located) allows for a more robust presentation to the street.

Nonetheless, the proposed angled upper level setbacks, combined with the hit-and-mix brickwork along the western elevation, including extensive glazing to the Gertrude Street façade and western façade at Levels 2 and 3 would help to anchor this corner setting at Gertrude Street and Royal Lane, including when viewed from the corner of Gertrude Street and Nicholson Street;

- (c) The street level activation and the two-storey podium would maintain interest at the lower levels of the development, drawing the eye of pedestrians to these levels and thereby minimising the visual impact of the upper levels;
- (d) The proposed materials for the street-wall are predominantly glazing, with a light brown brick work. Above the street wall, the upper levels will feature more brickwork, with less glazing and terraces. In contrast, the western façade fronting Royal Lane consists of no glazing at ground level and Level 1, but with glazing at Levels 2 to 3 that increase in visual permeability as the development rises. Whilst the hit-and-miss treatment along Royal Lane at ground level is deemed to be inadequate for articulation and activation (discussed later in the report), the broader western elevation is considered to help in positively 'breaking up' the overall visual exposure of the development from the west (see images below); and



Proposed south and west elevations (Snohetta Architects October 2020)

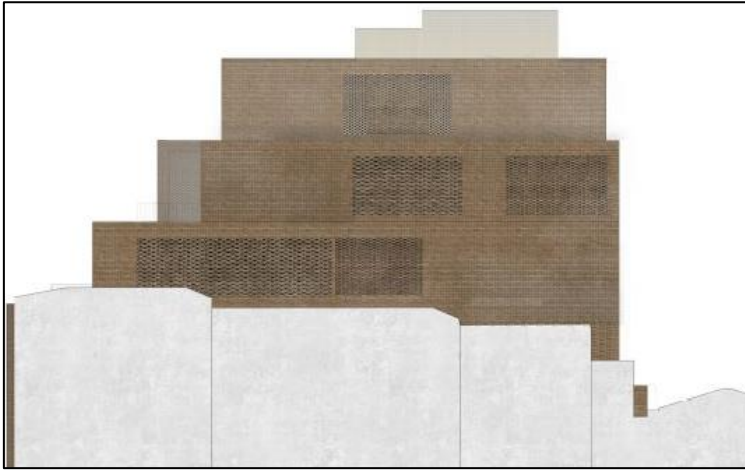
- (e) In addition, the varied upper level setbacks approach allows for the development to avoid a 'wedding cake' typology as it presents to Gertrude Street, Royal Lane and Nicholson Street, and presents more as a backdrop of built form.
146. The proposed development incorporates minimum western setbacks from Royal Lane of 0.59m (terrace encroaching this recess), 0.58m and 2m at Levels 2, 3 and 4. Between Levels 2 to 4, the proposal also incorporates a minimum 1.31m rear setback from Marion Lane. Similar to Council's Heritage Advisor, Council's Strategic Planning Unit have stated that the proposed development does not comply with the building separation and rear boundary requirements identified in the framework. However, the framework does not specify a numerical requirement for building separation and setbacks from rear boundaries. Nonetheless, in order to achieve a level of 'breathing space' around the REB, Council's Strategic Planning Unit have recommended increased setbacks from the west, rear and east between Levels 2 to 4. However, Council's Heritage Advisor only recommended the new level (Level 3) to be set back from these boundaries. This has been recommended as the views of the REB Dome from Marion Lane is an iconic view *which is similar to a long narrow view of the dome of the Florence Duomo*. Council's Heritage Advisor found that the upper levels have the potential to encroach on this Marion Lane viewscape.
147. However, as shown on the images below, the majority of built form along Marion Lane are either built to the boundary or have minimal setbacks. The proposed development does not appear to encroach onto this viewline, especially with the deletion of the topmost level.

Similarly, the deletion of the topmost level would reduce the visibility of the development above Royal Terrace to the west. Therefore, Council's Planning Officers disagree that greater setbacks are required from the western, eastern and rear boundaries at Levels 2 and 3, with the reduced height of the development on-site assisting to maintain a sense of 'openness' to the REB.

Existing and proposed development west of Marion Lane (Snohetta Architects January 2021)



148. As shown below, the subject site presents a 5-storey party wall punctuated by hit-and-miss brickwork at Levels 2 to 4 to the common boundary with No. 11 Gertrude Street. Council's Heritage Advisor found the east elevation to be *blank and highly visible from Gertrude Street which will add to the dominance of the proposed building in views from the east*. Nonetheless, the deletion of Level 4 would help to alleviate most of this visual bulk. Furthermore, it is considered that Levels 2 and 3 consist of a balanced degree of 'brick' to 'hit-and-miss brickwork' ratio and therefore, no further articulation is required along the eastern façade.



Proposed east elevation (Snohetta Architects October 2020)

Public Realm and pedestrian spaces

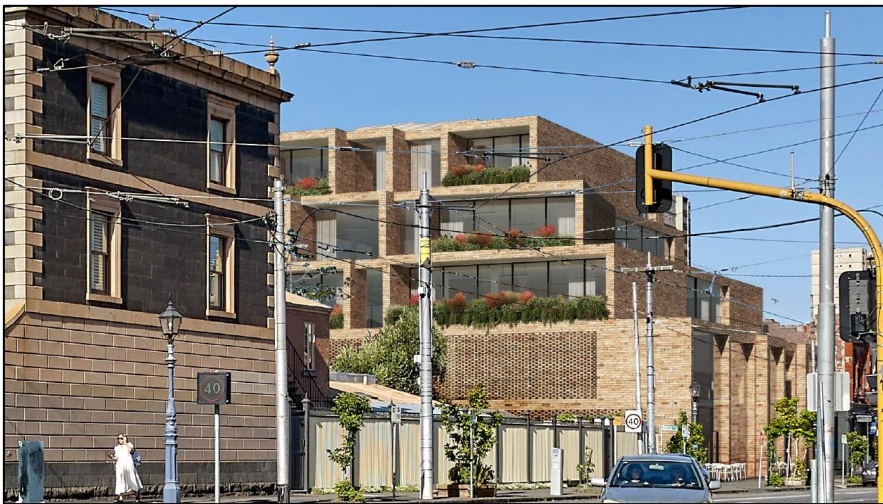
149. *Clause 21.05* (Built form) of the Scheme seeks new development to make a positive contribution to the enhancement of the public domain. This principle requires the design of interfaces between buildings and public spaces to enhance the visual and social experience of the user.
150. Active uses are proposed at ground level, with windows and terraces allowing direct interaction and casual surveillance between the commercial uses and the public realm. The positioning of commercial uses to the primary frontage with individual entrances along Gertrude Street, not only provides a strong sense of address to the commercial uses within the building but also benefits the public realm by maximising the permeability of the street. Council's Urban Design Unit supported the *varying width of the ground floor tenancies and the emphasis on verticality in its reference to the surrounding subdivision pattern*, however further articulation and façade features have been encouraged in order to better integrate the proposed development with the fine-grained heritage character found along Gertrude Street. Currently the proposal incorporates double-storey glazing to the street, which Council's Urban Design Unit found to be *monolithic in appearance and uncharacteristic of the area*. The current shopfront typology along Gertrude Street consists of glazing at ground level with more solid forms at first floor. Other features associated with commercial buildings include awnings, friezes/architraves etc. which create articulation between the ground and first floors in surrounding buildings in the area. Therefore, Council's Urban Design Unit recommended that the extent of glazing to the first-floor tenancies be reduced, and further articulation/architectural detail to be provided in order to *better integrate the shopfronts with the surrounding context and reduce their perceived scale when experienced by pedestrians from the street*. It is agreed that the extent of double-storey glazing to the Gertrude Street façade is uncharacteristic. Therefore, a condition will be included to reduce the extent of glazing to the Gertrude Street façade at Level 1 by providing a semi-transparent brick veil (similar to that of the hit-and-miss brickwork treatment).
151. In contrast, the western elevation at ground level does not appear to have any meaningful articulation and only a treatment of hit-and-miss brickwork. This combined with the lack of glazing at first floor provides an unsafe passageway to the art gallery entrance located towards the rear of Royal Lane. Council's Urban Design Unit found the location of the proposed Art Gallery along Royal Lane to be problematic *due to the lane's inadequate footpath width*. The following options were recommended by Council's Urban Design Unit for the applicant to explore:
 - (a) *Setback the proposed building at ground level to enable the footpath to be widened to ensure DDA compliance; or*

- (b) *Undertake an appropriate traffic study along Royal and Marion Lanes to determine whether the footpath may be extended into the roadway to a compliant width. If this option is pursued, further discussion would be required with council's traffic and civil engineering teams to ensure a feasible outcome.*
152. However, it is considered that the addition of glazing along the western façade at ground floor would help to improve this unsafe passageway. Therefore, in contrast to the first floor southern façade, a condition will require the proposed hit-and-miss treatment (semi-transparent brick veil) be reduced by providing more glazing along the western façade at ground level. Further to this, the plans show sensor lighting to be provided at the entrance to the art gallery, including a security gate which would be closed after hours. However, further improved entry identification and pedestrian safety is required and could be achieved by providing lighting and numbering along the western façade, which would define the entry into the art gallery. A condition will require wall-mounted sensor lighting and property identification to be provided along the western façade at ground level.
153. Vehicle access has been provided via the northern ROW, along Marion Lane (away from Gertrude Street). This ensures that these services do not impact on the pedestrian experience. In addition, the majority of the back-of-house services (water metre, waste, etc.) have been consolidated within the northern ROW façade. This layout is supported as this would ensure the frontage remains primarily pedestrian focused considering Gertrude Street's role as an important shared street and cycling corridor between Nicholson and Brunswick Streets. Council's Strategic Planning Unit were also supportive of this arrangement as DDO31 recommends servicing and car parking to be provided from secondary side streets or rear laneways and consolidate services into basement levels in order to mitigate extent of inactive, blank walls to the public realm. Therefore, the proposal was found to be compliant with the traffic access requirements identified within the framework.
154. Furthermore, Council's Urban Design Unit provided the following recommendations relating to pavements, bicycle hoops and additional information required on the plans;
- (a) *All redundant crossovers on Gertrude Street and Royal Lane are to be removed and pavement is to be reinstated as asphalt footpath with dressed bluestone kerb and pitcher channel;*
 - (b) *Bluestone pitcher along the Marion Lane laneway to be retained and or/reinstated to match existing as required;*
 - (c) *The proposed bicycle parking is to be installed parallel to the kerb and located at the front end of adjacent parking bays (out of the door zone);*
 - (d) *Existing footpath features, including but not limited to, relative levels, trees, pits, drainage, hydrants, signposts, light poles, street furniture, vehicle crossovers, pram ramps etc., to be shown on existing and proposed drawings;*
 - (e) *Existing parking spaces to be shown on the Demolition Plan;*
 - (f) *Any proposed changes to on-street car-parking bays to be shown on Proposed Streetscape Plan (including dimensions as per Australian Standards);*
155. All of the above, except for the demolition plan to show existing parking spaces on-site, will be required by way of condition or note. The demolition is triggered under the heritage overlay and the extent of demolition outlined in the ground floor demolition plan is considered to be adequate.

Architectural quality

156. Policy at *Clause 15.01-2S* encourages high standards in architecture and urban design, whilst *Clause 22.02* encourages the design of new development to respect (amongst others) the pattern, spatial characteristics, fenestration, roof form, materials and heritage character of the surrounding historic streetscape, and to consider the architectural integrity and context of the heritage place.

157. As noted earlier, an increasing degree of modern, higher built form is visible within Gertrude, Palmer and Brunswick Streets, including Victoria Parade, with these contemporary developments providing robust, symmetrical designs, straight lines, glazing and flat roof forms. The proposal responds well to these characteristics, by providing a contemporary, rectilinear form incorporating a mix of traditional (brown brick) and modern materials (glazing).
158. In compliance with *Clause 22.02-5.7* of the Scheme, the design language makes a notable reference to the industrial past by incorporating brick in its podium, with the upper levels consisting of more glazing; a more contemporary architectural presentation which helps to break down the overall massing of the development. This is considered to appropriately respond to the more traditional brick material in the area at ground level and references materials and finishes in the broader heritage precinct. The design has incorporated vertical-rectangular window formats that are reflective of (but not in imitation of) the dominant pattern of fenestration in the heritage precinct. As stated earlier in the report, a condition will require the extent of double-storey glazing fronting Gertrude Street to be reduced by providing less glazing at Level 1 and more semi-transparent brick veil (similar to that of the hit-and-mix brickwork treatment). Subject to condition, the architectural response of the proposed development is found to be well considered particularly in relation to its existing remnant heritage surrounds, past industrial context, and future built form aspirations. Aside from requiring further texture brick along the southern and eastern façade, Council's Heritage Advisor found the proposed colours to be generally acceptable with the *proportions and rhythm of the design to be generally good*.
159. As shown below, given the site's abuttal to a street and the western ROW (Royal Lane), the proposal wraps the brick treatment around the edge of the ROW. This helps to retain the visual link between the various exposed facades of the building, acknowledging views along Gertrude Street from the south.



Brick treatment wrapping around Royal Lane (Snohetta Architects October 2020)

160. Nonetheless, as discussed earlier, a condition will require the ground level to consist of more glazing along the western façade, ensuring there is a visual connection to both Gertrude Street and Royal Lane.
161. The inclusion of an alternatively layered brick treatment (hit-and-miss) to the upper levels add visual interest when viewed from Gertrude Street, Royal Lane and Marion Lane. The profile and materiality of the building aids in the retention of the fine grain expression of the allotments along Gertrude Street whilst smoothly transitioning from the Activity Centre/Spine to NRZ. Overall, the proposed development would be a positive contribution to the existing fabric of Fitzroy, providing a new benchmark for developments in a similar transition zone.

162. Given the prominence of the site and its highly sensitive nature, Council's Heritage Advisor recommended samples of all materials to be provided. Therefore, a condition will require a façade strategy to be provided in conjunction with other Condition 1 requirements, which would detail the proposed design for all façades, including the podium. This would provide Council certainty regarding the high architectural quality of the overall proposal prior to construction, and would also ensure the western elevation (at ground level especially) would maintain a level of articulation as opposed to sheer walls on boundaries. This condition will also require a sample board and coloured drawings outlining colours, materials and finishes for this elevation.
163. Overall it is considered that subject to conditions, the proposed development would achieve a good level of architectural quality. The proposal would significantly contribute to and improve the streetscape through active frontages and use of high-quality materials which the existing building within the subject site currently lacks.

Landscaping

164. The development provides landscaping in the form of landscaping planters along the edges of terraces provided between Levels 2 to Level 4. Given the site context in a C1Z, the extent of landscaping is considered an appropriate response. The landscape plan prepared by Snohetta Architects (dated 20 September 2020) was referred to Council's Open Space Unit who were generally supportive of the landscape plan, but recommended the following:
- (a) *Planting beds to be 450mm deep and not 300mm (to allow greater success for the proposed planters);*
 - (b) *Any mulch used on the higher levels consists of a wind-proof material;*
 - (c) *A detailed planting plan including a plant schedule that includes botanical and common names, size at maturity (height and width), pot size and number of trees. Trees and plants should be shown at mature size on the plan;*
 - (d) *Ensure none of the plants specified are listed on the DELWP advisory list of weeds;*
 - (e) *Provide information around ongoing maintenance procedures;*

165. The above will be required by way of condition.

Site Coverage

166. The overall land would be covered in built form. The degree of built form coverage proposed is similar to that found on many sites within proximity to the land, with intensive development a characteristic of the surrounding neighbourhood, especially within the C1Z. These works would cover 100% of the site and reduce permeability accordingly. The degree of built form is considered acceptable based on the context of the land, which has been one of commercial style buildings, and is not considered to result in a visually bulky or imposing building.

Laneway abuttal

167. The western (Royal Lane) and northern (Marion Lane) ROWs are currently used by vehicles to access numerous sites fronting Gertrude Street, Palmer Street, Fitzroy Street, as well as Nicholson Street. Marion Lane would be used for vehicle access for the 17 on-site car spaces.
168. Whilst a pedestrian entrance is located within the western wall providing access to the art gallery along Royal Lane, this entrance is located away from the vehicle entrance found along Marion Lane. As this entrance is located at a distance from Gertrude Street and cannot be readily viewed from this area, as discussed earlier, in order to ensure pedestrian safety a condition will require external lighting to be provided along the western façade at ground floor and more glazing and less hit-and-miss brick treatment at ground level.

169. All proposed works, including doors and windows would be located wholly within the title boundaries of the subject site. Council's Traffic Engineering Unit is supportive of this as this would ensure the ROWs are not obstructed by built form. Furthermore, the art gallery entrance along Royal Lane is recessed 1.8m and opens inwards within the title boundaries of the subject site. This allows for pedestrians to move out of the laneway, minimising any conflict with on-coming traffic.
170. Given that the car parking access to the site would be provided from Marion Lane and the principal pedestrian entrance is provided via Gertrude Street for the remainder of the uses on-site, and subject to the conditions discussed, the proposal is consistent with *Clause 22.07-3* which states pedestrian entries be separate from vehicle entries.
171. A number of west and north-facing windows and terraces face the ROWs, thereby providing a level of passive surveillance through activity at these frontages. The terraces wrapping around edges of Gertrude Street and Royal Lane, including the window openings would aid in the passive surveillance of the laneway. Potential overlooking to the habitable room windows and SPOS associated with the dwelling to the west will be discussed later within this report. Overlooking to the north, across Marion Lane is limited to the Quest serviced apartments which is not a sensitive use.
172. A designated internal bin storage room for waste is provided at both basement levels and ground level, ensuring that no refuse will be stored in the ROW.
173. Subject to condition, the ROWs would continue to meet emergency services access requirements and will not obstruct existing access to other properties in the laneway. The objectives of Clause 22.07 will be met.

Light and Shade

174. Shadow diagrams provided by Snohetta Architects indicate that a limited section of the northern footpath of Gertrude Street would result in new shadowing between 9am to 11am and 1pm to 3pm, with shadows at 12noon falling on existing shadows on the September equinox. Royal Lane is already in shadow during the morning hours as a result of the existing building on-site. The subject site is within a location where a degree of overshadowing is inevitable due to the mixed built form character which has been established in this area. Irrespective of this, it is considered that the shadowing from the development would not affect the usability of the public realm, being limited in scale and duration on the Gertrude Street interface.
175. The design principles outlined under DDO31 recommends that proposed buildings avoid increased overshadowing of street and public space on the opposite side of Gertrude Street between 10am and 2pm at the equinox (22 September). Given the wide depth of Gertrude Street, the additional shadows would not reach the southern footpath of Gertrude Street. Therefore, whilst the pedestrians using the northern footpath along Gertrude Street would be in shadow, the southern footpath would not be in shadow. Council's Strategic Planning Unit is supportive of the extent of shadows on the public realm as it meets the requirements identified in the framework. Whilst the proposal does overshadow the SPOS of the dwellings associated with Royal Terrace between 9am and 10am at the equinox, Council's Strategic Planning Unit deemed this acceptable as *this is outside the specified time frame (10am to 2pm) on the equinox*.
176. The subject site is located in a commercial precinct and some degree of overshadowing is inevitable due to the hard-edge built form character which has been established. To achieve zero additional shadow impacts to Gertrude Street would require a significantly smaller development at the subject site, contrary to the overall strategic direction of the Scheme for the subject site. In light of this, it is considered that the additional shadowing cast to the northern footpath of Gertrude Street would not unreasonably impact the use of this public space.

On and off-site amenity impacts

On-Site Amenity

177. The development is considered to achieve a good level of internal amenity through the following:
- (a) provision of a suite of ESD features which include natural ventilation to all floors, excellent daylight access to all office spaces and dwelling provided from the northern and western aspects;
 - (b) all floors between Levels 1 to 4 provided with terraces and planter-boxes along respective perimeters; and
 - (c) bicycle parking for both employees and visitors and end of trip facilities for employees.
178. With regards to the wider ESD features of the development; the following have been identified as part of the applicant's SMP (prepared by Ark Resources, dated 30 October 2020):
- (a) Minimum 10% improvement on NCC 2019 Section J reference building;
 - (b) Minimum 6 – 7 Star NatHERS rating for the dwelling;
 - (c) 13kWp rooftop PV system;
 - (d) Electric Vehicle (EV) charging infrastructure for 2 cars;
 - (e) 26 bicycle parking spaces, with 2 being eBikes;
 - (f) STORM rating of a 130% as a result of the proposed 20,000Ltr rainwater tank used for sanitary purposes; and
 - (g) Water-efficient fixtures.
179. To further increase the development's energy efficiency, Council's ESD Advisor recommended a number of modifications and additions to the design as well as the Sustainability Management Plan (SMP). These include the following:
- (a) Provide daylight assessment (hand drawn or modelled) to articulate access;
 - (b) Provide JV3 modelling to support claim above NCC;
 - (c) Provide thermal performance details within JV3 modelling;
 - (d) Provide GHG reduction details within JV3 modelling;
 - (e) Clarify system and consider using a heat pump to further reduce energy consumption;
 - (f) Provide peak demand details within JV3 modelling;
 - (g) Confirm use of HVAC and 3 pipe VRF;
 - (h) Confirm ventilation strategy for the two basement car park levels;
 - (i) Confirm reduction in IPD against NCC;
 - (j) Confirm water metering for individual tenancies;
 - (k) Confirm the use of materials that contain post-consumer recycled content (i.e. insulation), or procure recycled materials (i.e. bricks);
 - (l) Confirm extent of sustainable timber strategy (by weight or cost);
 - (m) Confirm extent of PVC strategy (by weight or cost);
 - (n) Include car share availability within (requested) Green Travel Plan;
 - (o) Identify location of EV charge points on plans (A100 / A101);
 - (p) Provide a Green Travel Plan (GTP) with performance targets and monitoring and reporting components included;
 - (q) Provision of external shading along the north to further increase the thermal performance of the building.
180. These improvements and updates can be included as conditions for an updated SMP. Further, a condition can be added to condition 1 to ensure that all details associated with the endorsed SMP be included on the development plans.

181. Whilst Council's ESD Officer has recommended the introduction of vegetation of ground level and a green roof/wall, this will not be required by way of condition. Given the subject site is located within a C1Z, with limited vegetation already existing along the northern side of Gertrude Street, it is considered that based on the site context, the extent of proposed vegetation associated with the overall development is adequate.

Off-site amenity

182. *Clause 15.01-2S* of the Scheme aims to provide building design that minimises the detrimental impact of development on neighbouring properties, the public realm and the natural environment, with potential impacts relating to overshadowing of SPOS, loss of daylight to windows, visual bulk and overlooking of sensitive areas. The relevant policy framework for amenity considerations is contained within *Clause 22.05 (Interface uses policy)* of the Scheme. In this instance the site abuts land within the C1Z, but with residentially zoned land across laneways to the north and west and on the opposite side of Gertrude Street to the south. Further, the site is located within a neighbourhood where commercial uses are encouraged.
183. Decision guidelines at *Clause 22.05-6* specify that Council should consider (as appropriate); *The extent to which the proposed buildings or uses may cause overlooking, overshadowing, noise, fumes and air emissions, light spillage, waste management and other operational disturbances that may cause unreasonable detriment to the residential amenity of nearby residential properties.*
184. The subject site sits in close proximity to residential buildings within residential zones, the closest of which are the three storey terraces known as 'Royal Terrace' to the west across Royal Lane. Though these dwellings front Nicholson Street they do have rear additions fronting the subject site. SPOS is located between the terrace buildings and single storey outbuildings.
185. *Clause 22.05-4.1* of the Scheme recommends that non-residential development is to be designed to (relevantly):
- (a) *Minimise the potential for unreasonable overlooking of private open space areas and into habitable room windows of adjoining residential properties, through the use of appropriate siting, setbacks, articulation and possibly screens.*
 - (b) *The location, length and height of any wall built to a boundary not adversely impact on the amenity of any adjoining residential properties in terms of unreasonable overshadowing of private open space, visual bulk or loss of day light to habitable room windows.*
 - (c) *Where private open space and/or windows to adjoining residential properties are unreasonably affected, appropriate setbacks from boundaries are to be provided to address loss of daylight, overshadowing and visual bulk impacts.*
 - (d) *Provide for a high level of acoustic protection to adjoining residential properties*
 - (e) *Minimise the opportunity for light spill due to fixed or vehicular lights, outside the perimeter of the site and on to habitable room windows of nearby residential properties.*

Setbacks and visual bulk

186. The proposed development would be visible from the front windows of dwellings on the south side of Gertrude Street and the rear yards of the three storey terraces fronting Nicholson, however the proposed podium height of two storeys with two storeys above would not result in an overwhelming or visually dominant building when viewed from these more sensitive interfaces. The removal of the top level along with the introduction of an enhanced street wall design via conditions combined with the existing quality of the materiality, modulation and articulation of the design, reduce the overall scale of the building and allow it to sit comfortably in this context. As discussed earlier in report, the 2-storey podium is appropriate in context and would complement the double-storey residential dwellings across Gertrude Street.

Daylight to habitable room windows

187. There are no habitable room windows (HRW) located within 3m of the subject site. Therefore, there will be no unreasonable daylight and solar access impacts to north-facing HRW of the residential dwellings to the south.

Overshadowing

188. Shadowing of footpaths were discussed earlier in the report (light and shade section).
189. The SPOS associated with the dwellings across Royal Terrace are impacted by additional shadow between 9 and 10am, in particular the dwelling at 52 Nicholson Street. After 10am there will be no additional impacts to these dwellings. The removal of the top level will ensure that additional overshadowing of no.52 Nicholson Street is acceptable.
190. Whilst not considered as SPOS, the front gardens of the dwellings to Gertrude Street opposite will also not be impacted as a result of the proposed development during the September equinox.

Overlooking

191. Standard B22 of *Clause 55.04-6* (ResCode) of the Scheme includes requirements for managing overlooking, and requires that:
- (a) *A habitable room window, balcony, terrace, deck or patio should be located and designed to avoid direct views into the secluded private open space of an existing dwelling within a horizontal distance of 9 metres (measured at ground level) of the window, balcony, terrace, deck or patio. Views should be measured within a 45 degree angle from the plane of the window or perimeter of the balcony, terrace, deck or patio, and from a height of 1.7 metres above floor level.*
192. The closest POS within proximity to the subject site (and located within the NRZ1) is associated with the dwellings located across Royal Terrace, (Nos. 50 to 58 Nicholson Street) while the closest HRWs are associated with serviced apartments to the north. Subject to the removal of the top level, which is the only residential component, it is considered that the buffer of the laneways will protect both the dwellings fronting Nicholson Street and the serviced apartments to the north from any unreasonable overlooking from the office use. In the event that any residential component is re-introduced into the remaining footprint then further screening would likely be required to the west and north unless sectional diagrams could demonstrate there was no overlooking in accordance with the above standard.

Noise

193. Policy at *Clause 22.05* of the Scheme seeks to ensure new commercial development is adequately managed having regard to its proximity to residential uses. In this instance, the proposed office, food and drink, shops and art gallery uses do not require a planning permit and therefore restrictions cannot be included. Whilst the lack of planning permission required for the office, retail, shops and art gallery use prevents Council controlling hours of operation and employee numbers, a condition will be added ensuring that the development must comply at all times with the *State Environment Protection Policy – Control of Noise from Commerce, Industry and Trade* (SEPP N-1).

194. General conditions would also be included in order to ensure the amenity of the area is not unreasonably compromised due to the proposed uses. These would include restrictions on noise, waste disposal, deliveries and emissions, including light spill. Subject to the above conditions, the use of the land as office, retail (food and drink and shops) and art gallery can be supported.

Wind

195. A Wind Assessment was not undertaken as part of the proposal. This is acceptable, as the proposed height of the development is similar to that of other four-storey buildings (post deletion of a level) found within the immediate area and the neighbouring buildings are between double to three-storeys in height. Wind impacts are of more concern when a proposed development is significantly higher than surrounding built form.
196. Nonetheless, the setbacks above the two-storey podium will provide a degree of articulation which would combat wind impacts by removing sheer walls to all facades. Landscaping and balustrades surrounding the terraces will also alleviate unreasonable wind impacts within these space.

Equitable development

197. To ensure the 'fair, orderly, economic and sustainable development of land' in accordance with the objective of the Act, matters of equitable development must be considered. The Scheme aims to facilitate equitable development opportunities for neighbouring properties within the context of the site's location and that of adjoining properties. In this instance the site has direct abuttal with only one property; No. 11 Gertrude Street to the east. No 11 Gertrude Street like the subject site is zoned C1Z and constructed flush to the subject site. The proposed development has responded relatively appropriately to this abutting site by having three levels of boundary wall and then setting in modestly at the upper residential level but ensuring primary residential outlook is to the north and south. Nonetheless the upper level is recommended for deletion which would further enhance this interface. In the even the abutting Individually Significant site did redevelop it would be in the form of a modest rear addition which could press against the subject proposal.
198. The remaining interfaces are all considered well resolved given the buffer provided by the lanes and Gertrude Street. To the most sensitive interface to the west the proposal sets back further at the upper levels which is considered an acceptable response.
199. As a result of the above, it is considered that the proposal does not unduly compromise or prejudice the future development potential of adjoining properties.

[Car parking, traffic and bicycle provision](#)

Car parking

200. Under the *Clause 52.06-5* of Scheme, the development's parking requirements are as follows:

Proposed Use	Size	Statutory Parking Rate	No. of Spaces Required	No. of Spaces On-site	Reduction Required
Food and drink premises	134sqm	3.5 spaces to each 100sqm of LFA	4	1	3
Shop (Combined)	229sqm	3.5 spaces to each 100sqm of LFA	8	3	5

Art gallery (Place of assembly)	45 patrons	0.3 spaces to each patron permitted	13	1	12
Office (Combined)	1,655sqm	3 spaces to each 100sqm of NFA	49	10	39
Dwelling	1 x 3 bedroom	2 spaces per dwelling	2	2	0
Total			76	17	59

201. Based on the table above, as only 17 car spaces are provided on-site, the development results in a parking shortfall of 59 car parking spaces. Before a requirement for car parking is reduced, the applicant must satisfy the Responsible Authority that the provision of car parking is justified having regard to the assessment requirements of *Clause 52.06-6*.

Availability of Car Parking

202. The subject site is located within an area containing predominantly time-restricted car parking, with periods ranging from ¼ hour to 2 hours. A large proportion of kerb-side parallel parking is restricted to 2 hours, extending along the northern and southern side of Gertrude Street (directly abutting and across the subject site). There are also sections of 'no-stopping' in front of the subject site and across to the south along Gertrude Street, with no parking spaces provided.
203. There are currently two car parking spaces provided along the Gertrude Street frontage of the site; these would not be impacted by the development as car parking on-site would be accessed via Marion Lane to the rear. Instead, the crossovers in front of the site would be made redundant as a result of providing vehicle access to the site from the side. Therefore, a condition will require this redundant crossovers to be demolished and re-instated as standard footpath and kerb and channel. This will allow for existing on-street car parking in front of the subject site to increase from two to four.

Parking Demand for Office Use

204. The applicant provided a Traffic Report, dated 4 November 2020 and prepared by Ratio Consulting, associated with office type developments is generally long-stay parking for employees and short-term parking. In practice, since the area has good access to public transport services, the parking demand generated by the office is expected to be lower than the statutory parking rate of 3 spaces per 100sqm of leasable floor space. The site itself will result in a rate of 0.6 spaces per 100sqm. Council's Traffic Engineering Unit highlighted that Council often approves small scale office developments with no on-site car parking or large scale developments with minimal on-site car parking spaces. This is based largely on the inner-city location of these offices and the proximity they have to public transport. The proposed office (0.6 spaces per 100sqm) is comparable to similar office development approved within the immediate area in Yarra and as such, the provision of 17 on-site parking for the proposed office use is considered appropriate.

Parking Demand for Food and Drink Premises

205. The reduction of 3 spaces for the food and drink component of the proposal would be readily accommodated off-site. Furthermore, given the location of the subject site; i.e. near an AC with good access to public transport, combined with the area's coverage of ¼ hour to 2P restrictions would provide regular turnover of parking throughout the day.

Parking Demand for Shops

206. Council's Engineers have indicated that typically shop uses would generate parking of 1 space per 100 square metres of floor area and that for the proposal the demand would be two spaces. The proposal provides three spaces for the shops with the remaining demand accommodated on-street.

Parking Demand for Exhibition Centre

207. Council's Engineers have indicated that car parking for this type of use is essentially short stay for patrons and long-stay for staff so the one car space provided for this use would be allocated to staff and any shortfall would be accommodated off-site in the surrounding road network or any off-street car park.

Appropriateness of Providing Fewer Spaces than the Likely Parking Demand

208. The additional reduction in car parking being sought by the proposal is supported by the following:

- (a) Given the nature of the area, with a mix of use and central location with good access to public transport. The short-term hour spaces are unlikely to be affected by the proposed office use as they are not convenient for employees working during business hours. The permit-restricted spaces would continue to protect car parking availability for existing, permit-holding residents. Council's Engineering Services Unit confirmed that the occupancy of on-street car parking within this area is very high, making it undesirable for employees to arrive to work via vehicle. This would further encourage staff to commute to the site by using alternative transportation modes;
- (b) Tram services operating along Victoria Parade (250m to the south), and in the immediate area of Nicholson Street and Gertrude Street. The site also has access to bus services operating along Victoria Parade and a nearby train service at Parliament Station (550m to the south);
- (c) The site has good connectivity to the on-road bicycle network, with an acceptable amount of bicycle parking spaces proposed;
- (d) The site is within the Gertrude Street AC and 200m west of the Brunswick Street AC, which consists of a number of retail, entertainment and commercial premises. Visitors to the proposed site may combine their visit by engaging in other activities or business whilst in the area; and
- (e) The proposed development is considered to be in line with the objectives contained in Council's *Strategic Transport Statement*. The site is ideally located with regard to sustainable transport alternatives and the reduced provision of on-site car parking would potentially discourage private motor vehicle ownership and use.

209. The reduction in the car parking requirement associated with the office, food and drink, shops and art gallery uses are considered appropriate in the context of the development and the surrounding area.

Car park access and layout

210. The proposed car parking layout and access shown proposed was assessed by Council's Traffic Engineering Unit, who confirmed that the width of the garage entrance (4.4m) and the headroom clearances are satisfactory and met all relevant standards and guidelines. The dimensions / details of the car spaces, accessible parking space, aisles, ceiling heights, car lift and the vehicle turning movement diagrams were also found to be suitable. However, conditions will require both column depths and setbacks and clearance to walls to be clearly annotated on the proposed plans.
211. Furthermore, the queuing analysis was deemed acceptable as it found that at peak times only one car would queue inside the property and another inside the lift which means there will be no queuing in Marion Lane.

212. To demonstrate the appropriateness of the vehicle entry additional information is required via condition in the form of 1:20 sectional diagrams.
213. Finally the waste collection diagrams demonstrate that a 6.34m long waste vehicle could satisfactorily enter and exit off Marion Lane to the Traffic Engineer's satisfaction.

Bicycle parking

214. The proposal generates a demand of 10 statutory spaces (6 employee and 4 visitor). Whilst generally supportive of the overall proposed bicycle parking numbers and arrangements for employees (on-site) and visitors (within three bicycle hoops along the Gertrude Street footpath), based on the plans, Council's Strategic Transport Unit recommended the following condition:
- (a) *Notations indicating the dimensions of visitor bicycle spaces and relevant access ways to demonstrate compliance with Australian Standard AS2890.3 or be otherwise to the satisfaction of the responsible authority.*
215. This will be required by way of condition.
216. In addition, four shower / change rooms (EOT facilities) are provided within Basement 1 which exceeds Council's best practice standards.
217. Council's BESS guidelines encourage the use of fuel efficient and electric vehicles (EV). Based on the plans, Council's Strategic Transport Unit have recommended that car parking areas should be electrically wired to be 'EV ready' to allow for easy future provision for electric vehicle charging. However, the SMP prepared by Ark Resources state that two car parking spaces on-site will be provided with EV charging infrastructure. However this has not been identified on the floor plans (only the eBike parking has been annotated). Therefore, a condition will require the two EV charging pods to be annotated on the plans. This has also been required by Council's ESD Officer.
218. Both Council's ESD Officer and Strategic Transport Unit have recommended the provision of a Green Travel Plan (GTP) with the following to be included:
- (a) Performance targets and monitoring and reporting components;
- (b) Description of the location in the context of alternative modes of transport;
- (c) Employee welcome packs (e.g. provision of Myki/transport ticketing);
- (d) Sustainable transport goals linked to measurable targets, performance indicators and monitoring timeframes;
- (e) Designated 'manager' or 'champion' responsible for co-ordination and implementation;
- (f) Details of bicycle parking and bicycle routes
- (g) Details of Green Travel funding and management responsibilities;
- (h) Types of bicycle storage devices proposed to be used for employee and visitor spaces (i.e. hanging or floor mounted spaces);
- (i) Security arrangements to access the employee bicycle storage spaces;
- (j) Signage and wayfinding information for bicycle facilities and pedestrians pursuant to Australian Standard AS2890.3; and
- (k) Provisions for the GTP to be updated not less than every five years.
219. As a result of the above recommendations will be required by way of condition.

Traffic

220. Local planning policy at *Clauses 18.02, 21.03, 21.06-3 and 21.07* encourages reduced rates of car parking provision for development sites within close proximity to public transport routes and activity centres.
By providing a lower rate of on-site car spaces, it will ensure that the development does not generate any unreasonable increase in traffic levels for the surrounding road network.
221. The Traffic Report prepared by Ratio Consulting states that the adopted traffic generation for the site is 0.5 trips per space during each peak hour period. Council's Traffic Engineering Unit have confirmed that the traffic generated from the proposed uses are not unduly high and would not pose adverse impacts on the surrounding road network.

Waste management

Waste

222. The Waste Management Plan (WMP) prepared by Ratio Consultants and dated 30 October 2020 indicates that waste collection would be undertaken by a private contractor where *mini rear loaders shall access the area in front of the car lift on ground level from Marion Lane, with the waste contractor responsible for transferring bins between the bin rooms and collection vehicle through the car lift.* To minimise conflict between pedestrians and other incoming/outgoing motorists using Marion Lane, the collection is expected to only take no longer than 5 minutes, with a maximum of two waste streams to be collected on a given day. Furthermore, given the proposal has made arrangements for the 4-way waste stream, the chute intakes and bin rooms would be provided with signs showing correct disposal of each waste stream. Council's City Works Unit have reviewed the WMP and confirmed that this WMP is satisfactory, aside from the following outstanding items:
- (a) *Provide more detail on proposed Council collection process for residential apartment and include relevant proof this operation can occur;*
 - (b) *If Council collection is approved, the apartment would receive the following allocation based on current 3 bin kerbside service;*
 - (i) *80 Litre garbage bin collected weekly;*
 - (ii) *240 Litre recycling bin collected fortnightly;*
 - (iii) *80 Litre glass bin collected fortnightly; and*
 - (iv) *120 Litre food organics and green organics bin*
223. As a result of the condition requiring the deletion of the topmost level, the dwelling use would no longer be part of the proposed development. Therefore, the above recommendations will not be included by way of condition. Rather, a condition will require the WMP to be amended to reflect the new Condition 1 requirements, i.e. deletion of the topmost level.

Loading

224. The Scheme does not provide any requirements for loading bays, rather Council must consider loading and unloading as relevant to the application. A loading bay has not been provided as part of the development. This is considered to be an acceptable outcome given that the majority of the development is associated with an office use. Whilst there will be a food and drink premises, shops and art gallery proposed at ground floor, this is not a largescale operation and deliveries are likely to be from small vehicles which can utilise the on-street parking.

Objector concerns

225. The objector concerns are outlined and discussed below:

- (a) *Design and overdevelopment (height, scale, bulk, site coverage and permeability);*

Matters relating to height, scale and bulk are discussed at paragraphs 137 through to 148. Site coverage and permeability are discussed in paragraph 166.

- (b) *Heritage impacts, including lack of integration with the World Environs Heritage Precinct;*

Heritage has been discussed in paragraphs 126 to 142, 144 to 148 and 156 to 158.

- (c) *Off-site amenity (visual bulk, overshadowing, overlooking);*

Visual bulk is discussed in paragraph 182 to 199. Overshadowing and overlooking have been discussed in paragraphs xx to xx and paragraphs xx to xx respectively.

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

Car parking, traffic impacts and pedestrian safety have been discussed in paragraphs 200 to 224. Council's Traffic Engineering Unit have deemed Marion Lane, the northern ROW to have sufficient width and capacity to service vehicles associated with the new building.

- (e) *Issues during construction (noise, traffic, air quality);*

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

- (f) *Reduced property values;*

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

- (g) *Setting a precedents for high development within the immediate area;*

Each application Council receives is assessed independently on its merits using relevant policy.

- (h) *Impacts to local ecosystems;*

The proposed development is located on a site which was previously used for commercial purposes, with full site coverage. There are no existing trees proposed to be removed, with the existing trees on the Gertrude Street footpath proposed to be protected during construction. Therefore, there is no impact on the local ecosystem. As discussed earlier in the report, the proposed development is recommended to be lowered in height (by way of condition) in order to (amongst other things) reduce any off-site amenity impacts to neighbouring lots. Any noise, traffic and pollution to occur during the construction phase will be managed by the CMP.

- (i) *Unacceptable use of the laneway for an art gallery; and*

Use of Royal Lane to access the proposed art gallery has already been discussed in paragraphs 151 to 152. Nonetheless, conditions have recommended the installation of wall-mounted sensor lighting along the ground floor western façade as well as increased glazing in order to provide safety to pedestrians.

- (j) *Lack of consultation relating to the Environment Protection and Biodiversity and Conservation Act 1999 (EPBC Act).*

As outlined in <https://www.environment.gov.au/epbc/information-for/local-government>, the responsibility for referring an action lies with the person proposing to take the action. Therefore, a local government is responsible for referring actions that the local government proposes to take itself. It is not responsible for referring the actions of other developers. Furthermore, the responsibility for referring an action to the Commonwealth Environment Minister lies with the person proposing to take that action. A local government is only obliged to refer an action that the local government itself proposes to take. It is not responsible for referring the actions of other proponents. Therefore, the responsibility lies with the applicant and not Council to refer this application as per the EPBC Act.

Conclusion

226. Based on the above, the proposed development is considered to demonstrate compliance with policy objectives contained within the Planning Policy Framework and Municipal Strategic Statement. Notably, the proposal achieves the State Government's urban consolidation objectives, Council's preference to direct higher density commercial development in commercial precincts and aligns with the State Policy. The proposed uses are also considered to have strong strategic support and are considered acceptable, subject to conditions.
227. Therefore, the proposal, subject to the conditions recommended, is an acceptable planning outcome that demonstrates compliance with the relevant Council policies.

RECOMMENDATION

That having considered all submissions and relevant planning policies, the Committee resolves to advise the Victorian Civil and Administrative Tribunal that had it been in the position to, it would have issued a Notice of Decision to Grant Planning Permit PLN20/0566 for the full demolition, construction of a multi-level building (plus two basement levels) and a reduction in the car parking requirements with the use of the land for a food and drink premises, shops, art gallery and offices (no permit required uses) at 1 - 9 Gertrude Street Fitzroy VIC 3065, subject to the following conditions:

1. Before the development starts, amended plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and will then form part of the permit. The plans must be drawn to scale with dimensions and three copies must be provided. The plans must be generally in accordance with the plans prepared by Snohetta Architects, dated 29.10.2020 (Rev B: A050), dated 07.10.2020 (Rev A: A051, A052, A053, A054), dated 29.10.2020 (Rev O: A100, A101, A102, A103, A104, A105, A106, A110), dated 07.10.2020 (Rev K: A401, A402, A403, A404, Rev C: A405, A451, A452, A453), dated 29.10.2020 (Rev L: A300, A301), dated 07.10.2020 (Rev A: A320) and dated 14.08.2020 (Rev E: A002), but modified to show the following:
 - (a) Deletion of the topmost level;
 - (b) The podium height reduced to be no higher than No. 11 Gertrude Street (abutting bluestone building to the east);
 - (c) Reduce the extent of glazing to the Gertrude Street façade at Level 1 by providing a semi-transparent brick veil (similar to that of hit-and-miss treatment);
 - (d) Proposed hit-and-miss treatment (semi-transparent brick veil) along the western façade at ground level reduced by providing more glazing;
 - (e) Provision of wall-mounted sensor lighting and property identification to the art gallery, along the western facade at ground level;
 - (f) Existing vehicle crossover on Gertrude Street and Royal Lane shown on demolition ground floor plan demonstrating that they will be removed and replaced with footpath, kerb and channel;

- (g) Any proposed changes to on-street car-parking bays (including dimensions as per Australian Standards);
 - (h) Bluestone pitter along the Marion Lane laneway to be retained and or/reinstated to match existing as required;
 - (i) Annotate the location of the two EV charging pods for vehicles;
 - (j) The column depths and setbacks to be dimensioned on basement plans;
 - (k) The clearance of car spaces adjacent to walls are to be dimensioned on basement plans;
 - (l) 1:20 cross-sectional vehicle access drawing showing the reduced level of the north and south edge of Marion Lane, the centreline of Marion Lane and the finished floor level of the internal slab;
 - (m) Design changes to implement recommendations of the Sustainable Management Plan Condition No. 5 of this permit;
 - (n) Design changes to implement recommendations of the Acoustic Report Condition No. 9 of this permit; and
 - (o) Design changes to implement recommendations of the Landscape Plan Condition No. 11 of this permit.
2. The development as shown on the endorsed plans must not be altered (unless the Yarra Planning Scheme specifies that a permit is not required) without the prior written consent of the Responsible Authority.
3. Prior to the issue of a building permit, commencement of the development, or issue of a Statement of Compliance (whichever occurs first) the Development Infrastructure Levy must be paid to Yarra City Council in accordance with the approved Development Contributions Plan, or the Owner must enter into an agreement with Yarra City Council to pay the amount of the levy within a time specified in the agreement.
4. In conjunction with the submission of development plans under Condition 1, a Façade Strategy and Materials and Finishes Plan to the satisfaction of the Responsible Authority must be submitted to and be approved by the Responsible Authority. When approved, the Façade Strategy and Materials and Finishes Plan will be endorsed and will then form part of this permit. This must detail:
- (a) elevation drawings at a scale of 1:20 illustrating typical podium details, entries and doors, and utilities, including detailed design of all elevations; and
 - (b) a sample board and coloured drawings outlining colours, materials and finishes.

Sustainable Management Plan

5. Before the plans are endorsed, an amended Sustainable Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the Sustainable Management Plan will be endorsed and will form part of this permit. The Sustainable Management Plan must be generally in accordance with the Sustainable Management Plan prepared by Ark Resources and dated 30 October 2020, but modified to include the following:
- (a) All design changes required under Condition 1 of this permit;
 - (b) Any changes required under Condition 16 (Green Travel Plan) of this permit;
 - (c) Provision of external shading along the northern façade to further increase the thermal performance of the building;
 - (d) Provide daylight assessment (hand drawn or modelled) to articulate access;
 - (e) Provide JV3 modelling to support claim above NCC;
 - (f) Provide thermal performance details within JV3 modelling;
 - (g) Provide GHG reduction details within JV3 modelling;
 - (h) Clarify system and consider using a heat pump to further reduce energy consumption;
 - (i) Provide peak demand details within JV3 modelling;

- (j) Confirm use of HVAC and 3 pipe VRF;
- (k) Confirm ventilation strategy for the two basement car park levels;
- (l) Confirm reduction in IPD against NCC;
- (m) Confirm water metering for individual tenancies;
- (n) Confirm the use of materials that contain post-consumer recycled content (i.e. insulation), or procure recycled materials (i.e. bricks);
- (o) Confirm extent of sustainable timber strategy (by weight or cost);
- (p) Confirm extent of PVC strategy (by weight or cost);
- (q) Include car share availability within (requested) Green Travel Plan; and
- (r) Identify location of EV charge points on plans (A100 / A101).

6. The provisions, recommendation and requirements of the plans and endorsed Sustainable Development Assessment must be implemented and complied with to the satisfaction of the Responsible Authority.

Waste Management Plan

7. Before the development commences, an amended Waste Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Waste Management Plan will be endorsed and will form part of this permit. The amended Waste Management Plan must be generally in accordance with the Waste Management Plan prepared by Ratio Consultants and dated 30 October 2020, but modified to include:

- (a) All design changes required under Condition 1 of this permit;

8. The provisions, recommendations and requirements of the endorsed Waste Management Plan must be implemented and complied with at all times to the satisfaction of the Responsible Authority.

Acoustic Report

9. Before the development commences, an amended Acoustic Report to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Acoustic Report will be endorsed and will form part of this permit. The amended Acoustic Report must be generally in accordance with the Acoustic Report prepared by Acoustic Logic and dated 29 October 2020, but modified to include;

- (a) All design changes required under Condition 1 of this permit;
- (b) An updated report include SEPP N-1 limits. If it is still not possible to obtain typical background noise levels, then Zoning Levels can be used as the noise limits;
- (c) A statement added to the report requiring the mechanical plant (including carpark gate, car lift and substation), once designed, be reviewed by a suitably qualified acoustic consultant to ensure SEPP N-1 compliance; and
- (d) The limits on garbage collection hours be written as an absolute requirement (i.e. remove the word “generally”), with the hours reflecting the EPA 1254 Guidelines; 7 am to 8 pm Monday to Saturday and 9 am to 8 pm Sundays and public holidays, if there are two or more collections per week.

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

Landscape Plan

11. Before the development commences, an amended Landscape Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Landscape Plan will be endorsed and will form part of this permit.

The amended Landscape Plan must be generally in accordance with the Landscape Plan prepared by Snohetta Architects and dated 29 September 2020, but modified to include (or show):

- (a) All design changes required under Condition 1 of this permit;
 - (b) Planting beds to be 450mm deep and not 300mm (to allow greater success for the proposed planters);
 - (c) Any mulch used on the higher levels to consist of a wind-proof material;
 - (d) A detailed planting plan including a plant scheduled that includes botanical and common names, size at maturity (height and width), pot size and number of trees. Trees and plants should be shown at mature size on the plan;
 - (e) None of the plants specified are listed on the DELWP advisory list of weeds; and
 - (f) Information around ongoing maintenance procedures;
12. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the landscaping works shown on the endorsed Landscape Plan must be carried out and completed to the satisfaction of the Responsible Authority. The landscaping shown on the endorsed Landscape Plan must be maintained by:
- (a) implementing and complying with the provisions, recommendations and requirements of the endorsed Landscape Plan;
 - (b) not using the areas set aside on the endorsed Landscape Plan for landscaping for any other purpose; and
 - (c) replacing any dead, diseased, dying or damaged plants,
- to the satisfaction of the Responsible Authority.

Tree Management Plan

13. Before the development commences, a Tree Management Plan to the satisfaction of the Responsible Authority must be prepared by a suitably qualified Arborist and must be submitted to and approved by the Responsible Authority. When approved the Tree Management Plan will be endorsed and will form part of this permit. The Tree Management Plan must make recommendations for the protection and preservation of the trees on the Gertrude Street footpath in accordance with AS4970, as well as a robust TPZ fencing with appropriate signage, including:
- (a) pre-construction;
 - (b) during construction; and
 - (c) post construction;
 - (d) the provision of any barriers;
 - (e) any pruning necessary; and
 - (f) watering and maintenance regimes,
- to the satisfaction of the Responsible Authority.
14. Before the development commences, or by such later date as approved in writing by the Responsible Authority, the permit holder must provide a bond to the Responsible Authority for the existing trees on the Gertrude Street footpath, in proximity of the site. The bond:
- (a) is to be to the total value of the \$15,000 for all trees;
 - (b) must be provided in a manner, and on terms, to the satisfaction of the Responsible Authority;
 - (c) may be held by the Responsible Authority until the buildings and works are completed to the satisfaction of the Responsible Authority; and
 - (d) may be applied by the Responsible Authority to allow for a large replacement planting(s) and costs associated with establishment and maintenance.

Once the buildings and works are completed to the satisfaction of the Responsible Authority, any portion of the bond which has not been applied by the Responsible Authority will be refunded to the permit holder.

15. The provisions, recommendations and requirements of the endorsed Tree Management Plan must be complied with and implemented to the satisfaction of the Responsible Authority.

Green Travel Plan

16. Before the development commences, a Green Travel Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the Green Travel plan will be endorsed and will form part of this permit. The Green Travel Plan must include, but not be limited to, the following:
 - (a) All design changes required under Condition 1 of this permit;
 - (b) Performance targets and monitoring and reporting components;
 - (c) Description of the location in the context of alternative modes of transport;
 - (d) Employee welcome packs (e.g. provision of Myki/transport ticketing);
 - (e) Sustainable transport goals linked to measurable targets, performance indicators and monitoring timeframes;
 - (f) Designated 'manager' or 'champion' responsible for co-ordination and implementation;
 - (g) Details of bicycle parking and bicycle routes
 - (h) Details of Green Travel funding and management responsibilities;
 - (i) Types of bicycle storage devices proposed to be used for employee and visitor spaces (i.e. hanging or floor mounted spaces);
 - (j) Security arrangements to access the employee bicycle storage spaces;
 - (k) Signage and wayfinding information for bicycle facilities and pedestrians pursuant to Australian Standard AS2890.3; and
 - (l) Provisions for the GTP to be updated not less than every five years.
17. The provisions, recommendations and requirements of the endorsed Green Travel Plan must be implemented and complied with to the satisfaction of the Responsible Authority.

General

18. The use and development must comply at all times with the State Environment Protection Policy – Control of Noise from Commerce, Industry and Trade (SEPP N-1).
19. Before the development is occupied, or by such later date as approved in writing by the Responsible Authority, all new on-boundary walls must be cleaned and finished to the satisfaction of the Responsible Authority.
20. Before the building is occupied, any wall located on a boundary facing public property must be treated with a graffiti proof finish to the satisfaction of the Responsible Authority.
21. All buildings and works must be maintained in good order and appearance to the satisfaction of the Responsible Authority.
22. Before the development is occupied, or by such later date as approved in writing by the Responsible Authority, all screening and other measures to prevent overlooking as shown on the endorsed plans must be installed to the satisfaction of the Responsible Authority. Once installed the screening and other measures must be maintained to the satisfaction of the Responsible Authority.

23. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, all external lighting capable of illuminating access to the pedestrian entries and car parking area must be provided. Lighting must be:
- (a) located;
 - (b) directed;
 - (c) shielded; and
 - (d) of limited intensity.
- to the satisfaction of the Responsible Authority.
24. The area set aside for the parking of vehicles, together with the associated access lanes as delineated on the endorsed plan must:
- (a) be designed, provided and completed to the satisfaction of the Responsible Authority;
 - (b) thereafter be maintained to the satisfaction of the Responsible Authority;
 - (c) be made available for such use at all times and not used for any other purpose;
 - (d) be properly formed to such levels that it can be used in accordance with the endorsed plan; and
 - (e) be drained and sealed with an all-weather seal coat;
- all to the satisfaction of the Responsible Authority.
25. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the car lift must be installed in accordance with the manufacturer's specifications by a suitably qualified person. The car lift must be maintained thereafter to the satisfaction of the Responsible Authority.
26. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the redundant vehicular crossings on Gertrude Street and Royal Lane must be demolished and re-instated as standard footpath and kerb and channel:
- (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority
27. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the footpath along the property's Gertrude Street frontage must be stripped and re-sheeted with a cross-fall of 1:40 or unless otherwise specified by Council;
- (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.
28. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the half width road pavement of Gertrude Street (in between the south kerb to the centre of the road) must be profiled (grinded). Any isolated areas of pavement failure must be reinstated with full-depth asphalt. All road markings are to be reinstated following the completion of the re-sheet works;
- (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.
29. Prior to the completion of the development, subject to the relevant authority's consent, the relocation of any service poles, street line markings, car parking sensors, service structures, fire hydrants or service pits necessary to facilitate the development must be undertaken:
- (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.

30. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, any damage to Council infrastructure resulting from the development must be reinstated (including the full re-sheeting of the footpath at the front of the property if required by Council):
- (a) at the permit holder's cost; and
 - (b) to the satisfaction of the Responsible Authority.
31. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, bike racks must be installed:
- (a) at the permit holder's cost; and
 - (b) in a location and manner,
- to the satisfaction of the Responsible Authority.
32. Delivery and collection of goods to and from the land may only occur between 7am and 10pm Monday to Saturday, or after 9am on a Sunday or public holiday except for those allowed under any relevant local law.
33. The amenity of the area must not be detrimentally affected by the development, including through:
- (a) the transport of materials, goods or commodities to or from land;
 - (b) the appearance of any buildings, works or materials;
 - (c) the emission of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil, or
 - (d) the presence of vermin.
- to the satisfaction of the Responsible Authority.

Construction Management Plan

34. Before the development commences, a Construction Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plan will be endorsed and will form part of this permit. The plan must provide for:
- (a) a pre-conditions survey (dilapidation report) of the land and all adjacent Council roads frontages and nearby road infrastructure;
 - (b) works necessary to protect road and other infrastructure;
 - (c) remediation of any damage to road and other infrastructure;
 - (d) containment of dust, dirt and mud within the land and method and frequency of clean up procedures to prevent the accumulation of dust, dirt and mud outside the land,
 - (e) facilities for vehicle washing, which must be located on the land;
 - (f) the location of loading zones, site sheds, materials, cranes and crane/hoisting zones, gantries and any other construction related items or equipment to be located in any street;
 - (g) site security;
 - (h) management of any environmental hazards including, but not limited to:
 - (i) contaminated soil;
 - (ii) materials and waste;
 - (iii) dust;
 - (iv) stormwater contamination from run-off and wash-waters;
 - (v) sediment from the land on roads;
 - (vi) washing of concrete trucks and other vehicles and machinery; and
 - (vii) spillage from refuelling cranes and other vehicles and machinery;

- (i) the construction program;
- (j) preferred arrangements for trucks delivering to the land, including delivery and unloading points and expected duration and frequency;
- (k) parking facilities for construction workers;
- (l) measures to ensure that all work on the land will be carried out in accordance with the Construction Management Plan;
- (m) an outline of requests to occupy public footpaths or roads, or anticipated disruptions to local services;
- (n) an emergency contact that is available for 24 hours per day for residents and the Responsible Authority in the event of relevant queries or problems experienced;
- (o) the provision of a traffic management plan to comply with provisions of AS 1742.3-2002 Manual of uniform traffic control devices - Part 3: Traffic control devices for works on roads;

If required, the Construction Management Plan may be approved in stages. Construction of each stage must not commence until a Construction Management Plan has been endorsed for that stage, to the satisfaction of the Responsible Authority.

35. During the construction:

- (a) any stormwater discharged into the stormwater drainage system must be in compliance with Environment Protection Authority guidelines;
- (b) stormwater drainage system protection measures must be installed as required to ensure that no solid waste, sediment, sand, soil, clay or stones from the land enters the stormwater drainage system;
- (c) vehicle borne material must not accumulate on the roads abutting the land;
- (d) the cleaning of machinery and equipment must take place on the land and not on adjacent footpaths or roads; and
- (e) all litter (including items such as cement bags, food packaging and plastic strapping) must be disposed of responsibly.

36. The provisions, recommendations and requirements of the endorsed Construction Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.

37. The development, once commenced, must be completed to the satisfaction of the Responsible Authority.

38. Except with the prior written consent of the Responsible Authority, demolition or construction works must not be carried out:

- (a) Monday-Friday (excluding public holidays) before 7 am or after 6 pm;
- (b) Saturdays and public holidays (other than ANZAC Day, Christmas Day and Good Friday) before 9 am or after 3 pm;
- (c) Sundays, ANZAC Day, Christmas Day and Good Friday at any time.

39. This permit will expire if:

- (a) the development is not commenced within two years of the date of this permit;
- (b) the development is not completed within four years of the date of this permit.

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

Notes:

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

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

Prior to the issue of a building permit for the development allowed by this permit, the Community Infrastructure Levy must be paid to Yarra City Council in accordance with the approved Development Contributions Plan.

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

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

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

The removal of any kerbside parking sensors and any reinstatement of parking sensors will require the Permit Holder to pay Council the cost of each parking sensor taken out from the kerb/footpath/roadway. Any costs associated with the reinstatement of road infrastructure due to the removal of the parking sensors must also be borne by the Permit Holder.

No pipes, ducting or protrusions from the ceiling or walls are to be installed above or within the space clearance envelopes for the car stacker devices.

All future employees working within the development approved under this permit will not be permitted to obtain employee car parking permits.

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

The applicant must liaise with Council's open space unit for the protection of the street trees in the vicinity of the site.

Attachments

- 1 PLN20/0566 - 1 - 9 Gertrude St Fitzroy - Council Traffic Engineering Referral Comments
- 2 PLN20/0566 - 1 - 9 Gertrude St Fitzroy - Council Urban Design Referral Comments
- 3 PLN20/0566 - 1 - 9 Gertrude St Fitzroy - Council Open Space Referral Comments
- 4 PLN20/0566 - 1 - 9 Gertrude St Fitzroy - Council Waste Management Referral Comments
- 5 PLN20/0566 - 1 - 9 Gertrude St Fitzroy - Council ESD Referral Comments
- 6 PLN20/0566 - 1 - 9 Gertrude St Fitzroy - Council Strategic Planning Unit Comments
- 7 PLN20/0566 - 1 - 9 Gertrude St Fitzroy - Council Heritage Referral Comments

- 8** PLN20/0566 - 1 - 9 Gertrude St Fitzroy - Decision Plans
- 9** PLN20/0566 - 1 - 9 Gertrude St Fitzroy - Council Strategic Transport Comments
- 10** PLN20/0566 - 1 - 9 Gertrude Street Fitzroy - External Acoustic Referral Comments
- 11** PLN20/0566 - 1 - 9 Gertrude Street Fitzroy - Council Arborist Referral Comments

- 6.2 PLN17/1059.02 - 33 Peel Street, Collingwood - Amendment to Planning Permit PLN17/1059 to delete the basement levels/car parking, delete Conditions 17, 22, 23 & 24, modify the layout of the ground floor (including an increase in bicycle parking from 12 to 20 spaces) and a reduction in the statutory car parking requirement**
-

Executive Summary

Purpose

1. This report provides an assessment of an amendment to Planning Permit PLN17/1059 to delete the basement levels/car parking, delete Conditions 17, 22, 23 & 24, modify the layout of the ground floor (including an increase in bicycle parking from 12 to 20 spaces) and a reduction in the statutory car parking requirement at 33 Peel Street, Collingwood.

Key Planning Considerations

2. Key planning considerations include:
 - (a) Clause 18.01 – Integrated Transport;
 - (b) Clause 21.06 – Transport;
 - (c) Clause 52.06 – Car Parking;
 - (d) Clause 52.34 – Bicycle facilities.

Key Issues

3. The key issues for Council in considering the proposal relate to:
 - (a) Car parking;
 - (b) Bicycle parking;
 - (c) Waste; and,
 - (d) Objector's concerns.

Submissions Received

4. Seven (7) objections were received to the application, these can be summarised as:
 - (a) Reduction in on-site car parking;
 - (b) Proposed materials and design;
 - (c) Overshadowing of Cambridge Street Reserve;
 - (d) Increase in traffic impacts;
 - (e) Potential for building to remain unoccupied;
 - (f) Concerns with waste storage size/procedures;
 - (g) Height of development.

Conclusion

5. Based on the following report, the proposal is considered to comply with the relevant planning policy and should therefore be supported subject to the following key requirements:
 - a. The increased area of glazing within the northern and western façade at ground level be incorporated into the plans, as demonstrated in the Sketch Plans (dated 11 March 2021);
 - b. The alteration to the internal bicycle layout as demonstrated in the Sketch Plans (dated 11 March 2021) to be incorporated into the design.

CONTACT OFFICER: **Lara Fiscalini**
TITLE: **Principal Planner**
TEL: **9205 5372**

6.2 PLN17/1059.02 - 33 Peel Street, Collingwood - Amendment to Planning Permit PLN17/1059 to delete the basement levels/car parking, delete Conditions 17, 22, 23 & 24, modify the layout of the ground floor (including an increase in bicycle parking from 12 to 20 spaces) and a reduction in the statutory car parking requirement

Reference D21/19074
Author Lara Fiscalini - Principal Planner
Authoriser Senior Coordinator Statutory Planning

Ward: Langridge Ward
Proposal: Amendment to Planning Permit PLN17/1059 to delete the basement levels/car parking, delete Conditions 17, 22, 23 & 24, modify the layout of the ground floor (including an increase in bicycle parking from 12 to 20 spaces) and a reduction in the statutory car parking requirement
Existing use: Vacant warehouse
Applicant: Blueprint Australia
Zoning / Overlays: Mixed Use Zone (MUZ)
 Design and Development Overlay (Schedule 23)
 Environmental Audit Overlay (EAO)
 Development Plan Contributions Overlay (Schedule 1)
Date of Application: 4/12/2020
Application Number: PLN17/1059.02

Planning History

6. Planning Permit PLN17/1059 for development of the land for the construction of a mixed-use building and reduction in car parking requirements was refused by Council on 17 May 2018 on the following ground;
 - (a) *The height of the proposed development does not respond to the site context as envisaged under Clauses 15.01-1 (Urban Design), 22.10-3.2 (Urban Form and Character) and 22.10-3.3 (Setbacks and Building Height), and results in excessive overshadowing to the park to the south.*
7. Council's refusal was reviewed at the Victorian Civil & Administrative Tribunal (VCAT), with Council's decision overturned and Planning Permit PLN17/1059 issued at the direction of VCAT on 11 February 2019 (VCAT order P1315/2018). This permit allowed the construction of six dwellings on a lot, construction of buildings and works and a reduction in the car parking requirement. Plans to comply with this permit were endorsed on 13 December 2019 and the permit was extended (so that works associated with the development could commence by 11 February 2022) on 26 February 2021.
8. On 13 May 2020, Council issued an amendment to this planning permit to alter the materials & design of the building, change the use from residential to office and reduce the statutory car parking rate associated with office use. Plans to comply with the amended permit were endorsed on 2 March 2021.

Planning Scheme Amendments

9. Amendment C238 – Gazetted 1 February 2021 - inserts a new Schedule 1 to the Development Contributions Plan Overlay (DCPO1) into the planning scheme (Clause 45.06) and applies the DCPO1 to all land in the City of Yarra. The amendment replaces the Schedule to Clause 72.03 with a new Schedule to update the list of maps forming part of the planning scheme; and replaces the Schedule to Clause 72.04 with a new Schedule to incorporate the *Yarra Development Contributions Plan 2017 (HillPDA, April 2019)* (The Plan) into the planning scheme.
10. The Plan requires developers to pay a contribution towards essential city infrastructure and is to ensure that the cost of providing new infrastructure and upgrading existing infrastructure is shared between developers and the wider community on a fair and reasonable basis. The Plan outlines that DCP charges comprise of Development Infrastructure Levy (DI) and/or a Community Infrastructure Levy (CI). Payment of DI (applicable to all new development) may be made at subdivision stage, planning permit stage or building permit stage whilst payment of the CI (applicable to residential developments/components only) must be made at the building permit stage.

Background

11. Amended 'Sketch Plans' were submitted by the Applicant on 11 March 2021. These plans include the following changes to the design of the building;
 - (a) Additional section of glazing incorporated into the northern façade at ground level; with a highlight window located in front of the services/bicycle storage room;
 - (b) The entrance door to the end-of-trip facilities in the northern façade at ground level altered from a solid to glazed finish;
 - (c) Increased width of glazing within the western façade at ground level, adjacent to the café; and,
 - (d) Amended internal layout of bicycle storage, with an additional 2 horizontal bicycle spaces provided (increased from 2 to 4 horizontal spaces). The overall number of bicycle spaces remains at 20.
12. The sketch plans will be referenced throughout this report where relevant.

The Proposal

13. The amendment seeks to remove the basement level from the building, thereby removing all car parking spaces and increase bicycle numbers from 12 to 20.
14. In addition, the following amendments to the plans are proposed;
 - (a) Basement level and car stacker pit deleted;
 - (b) Vehicle entrance/crossover on Peel Street removed;
 - (c) Garage door/convex mirror to Peel Street removed and replaced with water metre cabinet;
 - (d) Material finish for this section of wall altered from perforated aluminium to solid powder coated aluminium;
 - (e) Slimline 5000L rainwater tank relocated from basement level to ground level;
 - (f) Electrical (SPD) enclosure relocated further to the west along the Peel Street frontage;
 - (g) Bicycle storage increased in scale, with 12 bicycle spaces increased to 20 (18 vertical, 2 horizontal spaces);
 - (h) Additional WC and shower located within end-of-trip (EOT) facilities at ground level;
 - (i) Café amenities removed;
 - (j) Waste storage room reduced in scale from 13sqm to 9.7sqm; and,
 - (k) Services along the western elevation removed (associated with basement ventilation etc.)

Amend the permit conditions:

15. The following conditions are no longer relevant, given the removal of the on-site car parking, and will be removed as part of this amendment.

Remove Condition 17

16. *Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, the existing vehicle crossing along the southern side of Peel Street must be constructed:*
- (a) *in accordance with any requirements or conditions imposed by Council;*
 - (b) *must be able to accommodate the ground clearance for a B99 design vehicle;*
 - (c) *at the cost of the owner of the subject land; and*
 - (d) *to the satisfaction of the Responsible Authority.*

Remove Condition 22

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

Remove Condition 23

18. *The car stacker devices must be installed, operated and maintained in accordance with the manufacturer's specifications and requirements.*

Remove Condition 24

19. *No pipes, ducting or protrusions from the ceiling or walls are to be installed above or within the space clearance envelopes for the car stacker devices*

Existing Conditions

Subject Site

20. The subject site is located on the southern side of Peel Street, on the corner of Cambridge Street, in Collingwood. The site is slightly irregular in shape, with a frontage to Peel Street of 16.7m and a frontage to Cambridge Street of 13.8m, yielding an overall site area of approximately 230sqm.

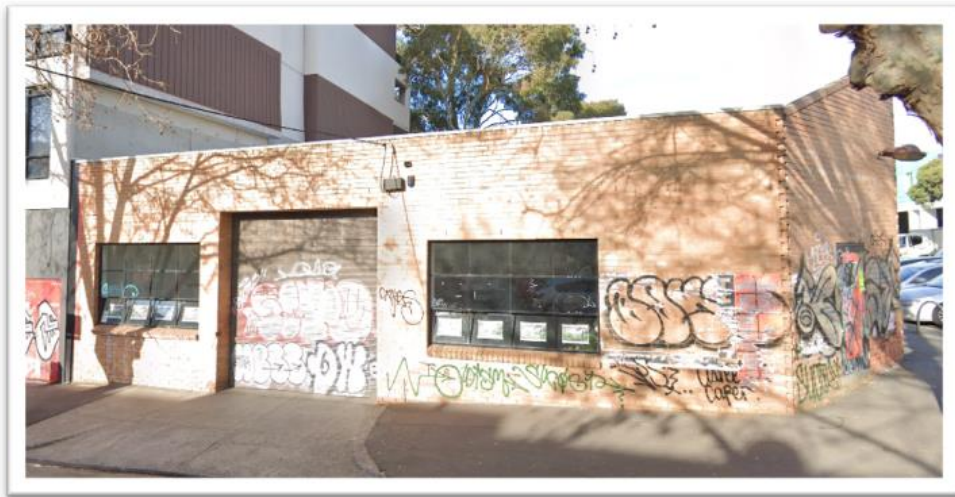


Figure 1: Peel Street façade – Source: Google Street view 4.3.2021

21. The site is developed with a vacant single-storey brick warehouse, constructed to all side boundaries, with a splayed corner fronting Peel and Cambridge Streets. The building has a maximum height of 5.69m above ground level. A roller door and crossover on the Peel Street frontage provides vehicular access to the building. Two large windows address the northern Peel Street elevation, while a row of highlight windows are located on the southern elevation, facing the Cambridge Street Reserve.



Figure 2: Cambridge Street façade – Source: Google Street view 4.3.2021

22. The title submitted with the application includes two easements. Easement E-1 is a carriageway easement for the purpose of ingress and egress of the vehicle stacking system of No. 41 Peel Street. Easement E-2 is an easement for the support of building roof, walls and floor by existing footings and walls. This is an historical anomaly of the existing building where it extends over the western title boundary. The proposed development does not impact either of these easements and is wholly contained within the title lot of the subject site.

Surrounding Land

23. The surrounding area comprises a mix of built form and land uses includes dwellings as well as light industrial, offices and warehouses. The site is located approximately 200m east of Smith Street; a designated Major Activity Centre (MAC) with a tram route to the CBD and Bundoora. The MAC has a local and regional role, including retail, entertainment and service functions.
The MAC and its broader context are undergoing substantial change with new higher density residential developments being constructed. The surrounding area has experienced substantial growth, with lower-scale built form progressively replaced with buildings in the realm of 6 to 13-storeys.
24. Peel, Oxford and Cambridge Streets are quieter streets in terms of traffic flow, with Wellington Street to the east and Langridge Street to the south identified as major municipal roads and carrying the majority of the commuter traffic. Wellington Street has also been fitted with 'Copenhagen' bicycle lanes, which carry high volumes of cyclists.
25. The site is proximate to a variety of public transport connections including tram routes along Smith Street and Victoria Parade, bus routes along Hoddle Street and Johnston Street and Collingwood train station located approximately 540m east of the site.
26. Aside from the services and amenities within Smith Street, the site is 260m north-east of the Gertrude Street Neighbourhood Activity Centre (NAC), 765m south of the Johnston Street NAC, 160m north-east of the Oxford Street park and 100m south-east of Peel Street Park. The site also has direct abuttal with the Cambridge Street Reserve, at its southern interface.

Legislation Provisions

27. The amendment has been requested pursuant to Section 72 of the *Planning and Environment Act 1987* (the Act).
28. Section 72 of the Act states:
(a) *A person who is entitled to use or develop land in accordance with a permit may apply to the responsible authority for an amendment to the permit.*
(b) *This section does not apply to—*
(i) *a permit or a part of a permit issued at the direction of the Tribunal, if the Tribunal has directed under section 85 that the responsible authority must not amend that permit or that part of the permit (as the case requires); or*
(ii) *a permit issued under Division 6.*
29. The planning permit was issued on 11 February 2019. The Tribunal has not directed that the responsible authority must not amend the permit, nor was the permit issued under Division 6 of the Act.
30. Section 73 of the Act states that Sections 47 to 62 of the Act apply to the amendment application. This allows the Responsible Authority to apply the abovementioned sections of the Act to the amendment application as if it was an application for a permit.

Planning Scheme Provisions

Zoning

31. The subject site is zoned Mixed Use. The following provisions apply;
(a) Pursuant to Clause 32.04-2, a planning permit is required to use the land as an office as the leasable floor area exceeds 250sqm;

- (b) Pursuant to Clause 32.04-2, a planning permit is not required to use the land as a food and drink premises (café) as the leasable floor area does not exceed 150sqm;
- (c) Pursuant to Clause 32.04-9, a planning permit is required to construct a building or construct or carry out works for a use in Section 2 of Clause 32.04-2.

Overlays

32. The subject site is affected by the Design and Development Overlay (DDO23), Environmental Audit Overlay and Development Contributions Plan Overlay (DCPO). The following provisions apply;
- (a) Pursuant to Clause 43.02-2, a permit is required to construct a building or construct or carry out works in the DDO. Schedule 23 to the DDO relates to the Collingwood South (Mixed-Use) Precinct, and outlines design objections and height/setback requirements to guide future built form within the precinct.
 - (b) Pursuant to Clause 45.03-1, before a sensitive use (residential use, childcare centre, pre-school centre or primary school) commences or before the construction or carrying out of buildings and works in association with a sensitive use commences, either:
 - (i) *A certificate of environmental audit must be issued for the land in accordance with Part IXD of the Environment Protection Act 1970, or*
 - (ii) *An environmental auditor appointed under the Environment Protection Act 1970 must make a statement in accordance with Part IXD of that Act that the environmental conditions of the land are suitable for the sensitive use.*
33. As the development is for office use, this provision does not apply.
- (a) Pursuant to Clause 45.06-1 a permit granted in the DCPO must;
 - (i) *Be consistent with the provisions of the relevant development contributions plan.*
 - (ii) *Include any conditions required to give effect to any contributions or levies imposed, conditions or requirements set out in the relevant schedule to this overlay*
34. As the proposed development is not exempt from a development contribution, a condition and a note have been included in the recommendation to require the development contributions to be met prior to commencement of the development.
35. A planning permit is not required for works under the overlay.

Particular Provisions

Clause 52.06- Car parking

36. A reduction in the statutory car parking requirement of 30 spaces associated with the approved office and food and drink premises has been approved under a previous amendment to the planning permit. Of these 30 spaces, 26 were associated with the office, and 4 with the food and drink premises. The 7 spaces provided on the site were all allocated to the office use, with no on-site car parking provided for the food and drink premises. For the current amendment, an additional reduction of 7 spaces has been requested, as outlined below.

Proposed Use	Approved Proposal	Amended Proposal	Change
Office	7	0	-7 spaces

Food and Drink Premises (Café)	0	0	0 space
Total	7 Spaces	0 Space	-7 Spaces

37. Pursuant to clause 52.06-3, a planning permit is required to reduce a further 7 spaces.

Clause 52.34 - Bicycle facilities

38. Pursuant to Clause 52.34-1, a new use must not commence until the required bicycle facilities and associated signage are provided on the land. The following table identifies the bicycle parking requirement under Clause 52.34-3 and the provision on site.

Proposed Use	Quantity/ Size	Statutory Parking Rate	No. of Spaces Required	No. of Spaces Allocated
Office (other than specified in the table)	1,132sqm	1 employee space to each 300sqm of net floor area if the net floor area exceeds 1000sqm	4 employee spaces	20 employee spaces
		1 visitor space to each 1000sqm of net floor area if the net floor area exceeds 1000sqm	1 visitor spaces	8 visitor spaces (on Cambridge Street footpath)
Retail premises (other than specified in this table)	107.5sqm	1 employee space to each 300sqm of leasable floor area	0 employee spaces	
		1 visitor space to each 500sqm of leasable floor area	0 visitor spaces.	
Bicycle Parking Spaces Total			4 employee spaces	20 employee spaces
			1 visitor spaces	8 visitor spaces (on Cambridge Street footpath)
Showers / Change rooms		1 to the first 5 employee spaces and 1 to each additional 10 employee spaces	1 showers / change rooms	8 showers / change rooms

39. The proposal seeks to increase on-site bicycle numbers from 12 to 20 and provides 8 visitor bicycle spaces along the Cambridge Street footpath.

[General Provisions](#)

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

[Planning Policy Framework \(PPF\)](#)

41. Relevant clauses are as follows:

Clause 11.02 (Managing Growth)
Clause 11.02-1S (Supply of Urban Land)

42. The objective is:

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

Clause 13.07 (Amenity and Safety)

Clause 13.07-1S (Land use compatibility)

43. The objective is:

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

Clause 15.01-4S (Healthy neighbourhoods)

44. The objective is:

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

Clause 15.01-4R (Healthy neighbourhoods - Metropolitan Melbourne)

45. The strategy is:

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

Clause 15.02 (Sustainable Development)

Clause 15.02-1S (Energy Efficiency)

46. The objective is:

- (a) *To encourage land use and development that is energy and resource efficient, supports a cooler environment and minimises greenhouse gas emissions.*

Clause 17.01 (Employment)

Clause 17.01-1S (Diversified economy)

47. The objective is:

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

48. The relevant strategies of this clause are:

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

Clause 17.02 (Commercial)

Clause 17.02-1S (Business)

49. The relevant objective of this clause is:

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

50. The relevant strategies of this clause are:

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

Clause 18.01 (Integrated Transport)

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

51. The objective is:

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

Clause 18.02 (Movement Networks)

Clause 18.02-1S – (Sustainable personal transport)

52. The relevant objectives of this clause is:

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

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

53. Strategies of this policy are:

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

Clause 18.02-2S (Public Transport)

54. The objective is:

- (a) *To facilitate greater use of public transport and promote increased development close to high-quality public transport routes.*

Clause 18.02-2R (Principal Public Transport Network)

55. A relevant strategy of this clause is to:

- (a) *Maximise the use of existing infrastructure and increase the diversity and density of development along the Principal Public Transport Network, particularly at interchanges, activity centres and where principal public transport routes intersect.*

Clause 18.02-4S (Car Parking)

56. The objective is:

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

57. A relevant strategy is:

- (a) *Protect the amenity of residential precincts from the effects of road congestion created by on-street parking.*

[Local Planning Policy Framework \(LPPF\)](#)

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

Clause 21.04-3 (Industry, office and commercial)

59. The objective is:

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

Clause 21.05-4 (Public environment)

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

- (a) *Objective 28 - To provide a public environment that encourages community interaction and activity:*
 - (i) *Strategy 28.1 - Encourage universal access to all new public spaces and buildings*
 - (ii) *Strategy 28.2 - Ensure that buildings have a human scale at street level.*
 - (iii) *Strategy 28.3 - Require buildings and public spaces to provide a safe and attractive public environment.*

Clause 21.06 (Transport)

61. This policy recognises that Yarra needs to reduce car dependence by promoting walking, cycling and public transport use as viable and preferable alternatives. Relevant objectives and strategies of this Clause are as follows:
- (a) *Objective 30 – To provide safe and convenient pedestrian and bicycle environments.*
 - (i) *Strategy 30.2 – Minimise vehicle crossovers on street frontages.*
 - (ii) *Strategy 30.3 – Use rear laneway access to reduce vehicle crossovers.*
 - (b) *Objective 31 – To facilitate public transport usage.*
 - (c) *Objective 32 – To reduce the reliance on the private motor car.*
 - (d) *Objective 33 To reduce the impact of traffic.*
 - (i) *Strategy 33.1 Ensure access arrangements maintain the safety and efficiency of the arterial and local road network.*

Clause 21.06-1 (Walking and cycling)

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

Clause 21.06-2 (Public transport)

63. The relevant objectives and strategies of this clause are:
- (a) *Objective 31 To facilitate public transport usage.*
 - (i) *Strategy 31.1 Require new development that generates high numbers of trips to be easily accessible by public transport.*

Clause 21.06-3 (The road system and parking)

64. *Objective 32 To reduce the reliance on the private motor car.*

Clause 21.07-1 (Ecologically sustainable development)

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

Clause 21.08-5 (Collingwood)

66. This clause outlines the Cremorne neighbourhood as follows;
- (a) *Much of Collingwood is industrial in character with the residential precincts surrounded by or interspersed with industrial buildings.*
 - (b) *The Smith Street major activity centre serves multiple roles for local residents whilst attracting visitors from a larger catchment. It is a classic main road strip generally consisting of buildings of two to four storeys interspersed with the occasional building of up to 6 storeys.*

Relevant Local Policies

Clause 22.17 (Environmentally Sustainable Design)

67. This policy applies to (as relevant) the development of a non-residential building with a gross floor area of more than 1000sqm. The overarching objective is that development should achieve best practice in environmentally sustainable development from the design stage through to construction and operation. The considerations are energy performance, water resources, indoor environment quality, storm water management, transport, waste management and urban ecology.

Advertising

68. The application was advertised under the provisions of Section 52 of the *Planning and Environment Act (1987)* by 247 letters sent to surrounding owners and occupiers and by two signs displayed on site. Council received 7 objections, the grounds of which are summarised as follows:
- (a) Reduction in on-site car parking;
 - (b) Proposed materials and design;
 - (c) Overshadowing of Cambridge Street Reserve;
 - (d) Increase in traffic impacts;
 - (e) Potential for building to remain unoccupied;
 - (f) Concerns with waste storage size/procedures;
 - (g) Height of development.

Referrals

69. The application was referred to the following units within Council:
- (a) Engineering Services Unit;
 - (b) Strategic Transport Unit;
 - (c) City Works Unit.
70. Referral comments have been included as attachments to this report.

OFFICER ASSESSMENT

71. The primary considerations for this application are as follows:
- (a) Built Form alterations;
 - (b) Car parking;
 - (c) Bicycle facilities;
 - (d) Waste;
 - (e) Other matters; and,
 - (f) Objector concerns.

Built Form alterations

72. The development has been approved as an 8-storey building with a chamfered roofline design that provides setbacks at the upper levels from the southern boundary. The proposed amendment to the development continues to provide the same building setbacks and heights. In this regard the outline of built form has not changed from that which has previously been approved.
73. An assessment in relation to the built form compliance with both the provisions of the Design and Development Overlay Schedule 23 (DD023) and Council's Built Form Policy at Clause 22.10 of the Planning Scheme in terms of building heights and massing were undertaken in the previous officer assessment and the VCAT decision and were determined to be appropriate for the approved built form outcome.
74. With regards to this amendment, the alterations being sought result in minor changes to the appearance of the building, with these changes limited to the ground floor interfaces.
75. The amendment seeks to remove all car parking from the site, with the proposed basement level and car stacking pit to be deleted. This results in the removal of the vehicle entrance and crossover to Peel Street. The previously approved garage door in the northern elevation will be replaced with a water metre cabinet, finished in solid powder coated aluminium.
76. Within the western elevation, addressing Cambridge Street, a number of services associated with the basement ventilation will be removed.
77. Given these changes, Council's Planning Officer requested that the Applicant explore the possibility that the glazing at ground level be increased, to allow further activation to both streetscapes. This was considered to be a possible positive outcome associated with the removal of the basement car park entrance and associated services. In response, Sketch Plans were submitted by the Applicant (dated 11 March 2021). These plans incorporated a highlight window into the northern elevation, the addition of glazing to the entry door in the northern facade and increased glazing within the western façade.
78. These changes are all supported. As demonstrated in Figure 3, the window and door in the northern façade will provide an increased degree of activation to this frontage, with the water metre reduced to a lower height, and the window providing views into the internal bicycle room.



Figure 3: Additional glazing within the northern facade

79. The additional section of glazing to the western façade is also supported, with this glazing providing direct views into the proposed ground floor café. This will increase surveillance and activation within the Cambridge Street frontage. These changes can be facilitated via a condition of the amended permit.
80. Another alteration to occur at ground level is the removal of the café patron amenities. The Applicant has confirmed that the Building Code of Australia regulations do not require separate amenities for café patrons, if the café is to cater for under 30 people. As the proposed café will not exceed these patron numbers; there is no formal requirement for these amenities to be retained.
81. The alteration to the bicycle storage room, end-of-trip facilities and waste storage will be discussed later within this report.

Car Parking

82. The amendment seeks to remove all car parking for the site, with a total of 7 car parking spaces currently proposed in a basement/car stacking arrangement with access from Peel Street. These car parking spaces were allocated to the proposed office use within the building, which extends from Levels 1-7. A café (with a floor area of 74sqm) is proposed at ground level; none of the on-site car parking was allocated to this use. On this basis, the following discussion will focus on whether the removal of all on-site car parking is an appropriate outcome with regard to the proposed office use on the land.
83. The floor area of the proposed offices will not alter (1,110sqm). The planning permit has already approved a reduction in car parking spaces for the office, with a total statutory requirement of 33 spaces generated by this floor area. With 7 on-site car parking spaces previously proposed, a reduction of 26 spaces associated with the office use has already been approved for this site. The current amendment will increase the overall reduction to 33.

Car parking availability

84. Due to the COVID-19 restrictions, a car parking occupancy survey was not undertaken for the proposed amendment, with it considered unlikely that the current circumstances would provide an accurate representation of car parking demands in the surrounding area.
85. It is acknowledged that the on-street parking in this part of Collingwood is generally high during business hours and in the evenings. The area surrounding the subject site is blanketed in time-based parking restrictions which ensure that parking turns over frequently.
86. To allow a review of car parking availability, Council Engineers relied on a car parking occupancy survey undertaken by O'Brien Traffic in 2018 for an office development at No. 48 Oxford Street, Collingwood. This survey was also utilised by Council Engineers for their review on the previous amendment (to reduce 26 car parking spaces) and given the proximity of this site to Oxford Street, the results of this survey are still considered to be relevant.
87. This survey took place on Tuesday 23 October 2018 between 8:00am and 12:00pm and encompassed sections of Langridge Street, Oxford Street, Derby Street, Little Oxford Street, Peel Street and Cambridge Street. An inventory of 334 publicly available spaces was identified. The results of the survey indicated that the peak parking occupancy was at 10.30am and 12:00pm, with only three short-stay car spaces vacant in the study area. Similarly, the demand for long-stay on-street parking was very high. The survey confirmed that on-street parking demand in the area surrounding the development was almost at saturation point.

Car parking demand

88. Council's Engineers acknowledged this outcome and provided examples of other office developments in the municipality that have been approved with substantially reduced rates of on-site car parking. These are demonstrated in the following table.

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

89. Further to this, a 5-storey office development at No. 48-50 Gipps Street, Collingwood was recently approved with no on-site car parking provision (PLN18/0902). The Gipps Street development has a larger floor area (approximately 1,800sqm) than the subject site, with Peel Street substantially closer to public transport than this previous approval.
90. It is widely recognised in transport planning that an office is one land use that is particularly conducive (and important to target) in achieving a mode shift away from private cars to public transport, cycling, walking, etc. This is particularly the case as journey to work trips for office uses are typically made during the commuter peak hours and predominantly involve single occupant vehicles.
91. To support these findings, in a Tribunal decision regarding the car parking reduction associated with an office development, *KM Tram Enterprise Pty Ltd v Boroondara CC* [2018] VCAT 1237, the Member agreed that office developments "are prime candidates" for modal shifts to reduce reliance on private motor vehicles, with the following relevant comments:

[29] In this context of a change from the 'business as usual' approach, I agree with Ms Dunstan that office workers are prime candidates for a mode change given their commuting patterns of travel to and from work during peak times. This is the time when public transport services run at highest frequencies and when Melbourne's roads are most congested. The combination of 'carrot' and 'stick' makes it viable for many office workers commuting to a site such as this to change from private vehicle to public transport.

[30] I am not persuaded that the council's option of reducing the amount of office space so that it better aligns with on-site parking supply is consistent with planning policy. Plan Melbourne which promotes '20-minute neighbourhoods' where most of a person's everyday needs can be met locally within a 20 minute journey from home by walking, cycling or local public transport. The everyday needs referred to include local employment opportunities along with shopping, education and community facilities.

[31] Local employment opportunities in this context are not limited to retail or community services. There is a benefit in encouraging office uses in the '20-minute neighbourhood mix', as it provides opportunities for business owners and their staff to work locally. I find this line of argument is far more persuasive than the council's position of limiting the amount of office floor space so that more cars can be brought into this part of Hawthorn.

92. There is further support for changes to private motor vehicle reliance demonstrated in a Red Dot VCAT decision (*Ronge v Moreland CC* [2017] VCAT 550), which expanded on policy behind this approach. The Member clearly advocated for a reduction in the statutory car parking provision in inner-city sites such as this. Whilst this decision pertains to a site in Brunswick, the context is similar, being located in an inner-city suburb within proximity to public transport opportunities. Relevant statements within the summary of this decision are applicable to this application, as follows;
- (a) *State and local planning policies are already acknowledging the change that is required in the way in which people travel with Plan Melbourne 2017-2050 and State policies referring to 20-minute neighbourhoods and greater reliance on walking and cycling.*
 - (b) *Our roads are already congested and will be unimaginably so if a 'business-as-usual' approach is accepted through until 2050. The stark reality is that the way people move around Melbourne will have to radically change, particularly in suburbs so well served by different modes of public transport and where cycling and walking are practical alternatives to car-based travel.*
 - (c) *A car parking demand assessment is called for by Clause 52.06-6 when there is an intention to provide less car parking than that required by Clause 52.06-5.*
 - (d) *However, discussion around existing patterns of car parking is considered to be of marginal value given the strong policy imperatives about relying less on motor vehicles and more on public transport, walking and cycling. Census data from 2011 or 2016 is simply a snapshot in time, a base point, but such data should not be given much weight in determining what number of car spaces should be provided in future, for dwellings with different bedroom numbers.*
 - (e) *Policy tells us the future must be different.*
 - (f) *Oversupplying parking, whether or not to comply with Clause 52.06, has the real potential to undermine the encouragement being given to reduce car based travel in favour of public transport, walking and cycling.*
 - (g) *One of the significant benefits of providing less car parking is a lower volume of vehicle movements and hence a reduced increase in traffic movements on the road network.*
93. Following on from this, within the Tribunal decision (*Grocon (Northumberland St) Developer Pty Ltd v Yarra CC* [2017] VCAT 753) regarding an office development at No. 2 – 16 Northumberland Street, Collingwood, the Member supported a significantly reduced office car parking rate (405 spaces reduction) and made the following comments:

[54] We have concluded that the reduced car parking provision is justified in the circumstances of this application. In doing so, we have had regard to the location within an inner city environment that is earmarked as an employment precinct, with convenient access to a range of alternative transport modes and a constrained supply of on-street parking. We consider that the reduced parking provision will not compromise the viability of the development or precinct, nor will it result in an unacceptable demand for on-street parking, given the saturated conditions that are presently experienced.

[55] We agree that employees who are not allocated a car space will utilise alternative transport modes rather than attempt to seek out long term parking in the surrounding street network. This may well include walking to the site for persons who reside in the nearby residential and mixed-use areas. To constrain development of the land for a purpose that is in accordance with the zone purpose on the basis of car parking provision would not be consistent with the policy framework when read as a whole.

This includes policies aimed at fostering economic development, employment and environmental sustainability. We reach this conclusion mindful of the site's strategic and physical context and its accessibility by a range of transport modes. In a different context without the level of policy support and more remote from alternative transport modes, there may be less justification for a reduction of the magnitude proposed here.

94. In this instance, the subject site benefits from better accessibility to a range of transport modes, being within 100m of the Smith Street tram route. These decisions are all considered to be relevant to the current application, with the full reduction of on-site car parking within this land further supported by the following;
- (a) The constrained parking environment (with particular regard to long-term parking) in Collingwood would discourage employees from driving or attempting to park on-street. The new offices should not result in a detrimental impact on existing car parking conditions, which are already close to saturation point;
 - (b) The site is ideally located with regard to sustainable transport alternatives and the lack of on-site car parking would discourage private motor vehicle use;
 - (c) The site has good pedestrian access to public transport nodes and the Smith Street MAC. The site is ideally located with regard to sustainable transport alternatives as follows;
 - (i) Smith Street tram services – 190m to the west;
 - (ii) Victoria Parade bus and tram services – 410m to the south; and,
 - (iii) Hoddle Street bus services – 560m to the east.
 - (d) The site has the advantage of being within walking distance of rail, tram and bus services, and within walking distance of the Melbourne CBD;
 - (e) The proposal includes secure bicycle parking spaces in excess of rates specified within the Scheme, with end-of-trip facilities incorporated into the design. Future employees would be able to take advantage of the nearby bicycle infrastructure, with on-road and informal bicycle lanes surrounding the site. The site has good connectivity to the on-road bicycle network;
 - (f) Employee or visitor parking permits will not be issued for the development, which will discourage people from driving to the site given the high utilisation of existing on-street car parking. The office use is particularly conducive to encouraging those with a car to not drive, given trips are made in peak public transport availability periods, trips are planned in advance and the lack of on-site and off-site parking availability is known in advance. These factors support employees to use other modes of transport;
 - (g) Office clients might combine their visit by engaging in other activities or business whilst in the area. Visitors would also be aware of the car parking constraints in the area which would discourage driving for alternative modes such as public transport, cycling or taxis; and,
 - (h) The lack of on-site car parking will limit traffic impacts within the surrounding street networks.

Relevant Local Policy or Incorporated Document.

95. In addition to the above, the proposed reduction in car parking aligns with objectives contained in Council's *Strategic Transport Statement* (2006) and relevant policy within the Yarra Planning Scheme. The following excerpts from the *Strategic Transport Statement* highlight the future vision for transport within the municipality;
- (a) *Yarra's Council Plan, its Municipal Strategic Statement and Municipal Public Health Plan all strongly reinforce the need to reduce car dependence in the City of Yarra by promoting walking, cycling and public transport use as viable and preferable alternatives. This is also a key message of the State Government's plan for Metropolitan Melbourne - Melbourne 2030.*

- (b) *To improve our community's way of life, we must increase the range of personal transport options. The more sustainable transport choices people make, the better the environment will be for everyone's health and well-being. Sustainable transport, by definition, puts the emphasis on walking, cycling and public transport.*
96. The site is ideally located with regard to sustainable transport alternatives and the reduced provision of on-site car parking would potentially discourage private motor vehicle ownership and use. The increased provision of bicycles within the development also foster this change. This outcome is consistent with Clauses 18.02-1S and 21.06-1 of the Scheme, and particularly with relevant objectives and strategies as follows;
- (a) *Clause 18.02-1S (Sustainable personal transport) – Ensure provision of bicycle end-of-trip facilities in commercial buildings.*
97. The development offers generous end-of-trip facilities for cyclists, with separate change rooms/showers provided at each office level.
- (a) *Clause 21.06 (Transport) – Yarra needs to reduce car dependence by promoting walking, cycling and public transport use as viable and preferable alternatives.*
 - (b) *Clause 21.06-1 (Walking and cycling)*
 - (i) *Objective 30 To provide safe and convenient pedestrian and bicycle environments.*
 - (ii) *Strategy 30.2 Minimise vehicle crossovers on street frontages.*
98. The redundant vehicle crossing along the Peel Street road frontage will be demolished and reinstated with kerb and channel and pavement to Council' standards and requirements and at the Permit Holder's expense. This will remove all vehicle crossovers to the site and create a safer pedestrian environment.
- (a) *Clause 21.06-2 (Public Transport)*
 - (i) *Objective31 To facilitate public transport usage;*
 - (ii) *Strategy 31.1 Require new development that generates high numbers of trips to be easily accessible by public transport.*
99. As previously noted, the site is within proximity to a number of public transport options, and within easy walking distance to the CBD.
100. *Clause 21.06-3 (The road system and parking)*
- (a) *Objective 32 To reduce the reliance on the private motor car;*
 - (b) *Objective 33 To reduce the impact of traffic.*
101. The removal of all car parking from the site will have positive effects on traffic congestion in the nearby streets.
102. *Practice Note 22 – Using the Car Parking Provisions* (June 2015) indicates that car parking should be considered on a centre-basis rather than on a site/individual basis. This is applicable to activity centres, such as nearby Smith Street, where spare on-street car parking capacity would be shared amongst sites within the activity centre.
103. The Practice Note also highlights the practicality of providing car parking on the site, particularly for lots of less than 300sqm, stating that it may not be practical to provide car parking on small lots because of limited space or narrow property dimensions. In this instance, the subject site is 230sqm in area, with Traffix Group outlining in their report that the provision of a ground level parking solution, even for a small number of car spaces (with or without stackers) would have negative implications for the design of the building and the use of the ground floor.

104. As noted in this report: *‘The site dimensions do not offer the possibility of an efficient basement carpark as a significant proportion of the site area would be required for any ramp. Traffix Group also previously explored car lift options (with standard basement parking) and could not find a solution that did not provide more than 3 functional car spaces due to the small site area’.*
105. Based on everything outlined above, a full reduction in the car parking provision is acceptable. Council Engineers have also confirmed that the full waiver of parking is considered appropriate in the context of the development and the surrounding area. The operation of the development should not adversely impact on existing on-street parking conditions in the area and Council officers support the reduction in the car parking requirement for this site.

Bicycle facilities

106. The amendment includes an increase in the number of employee bicycle parking from 12 to 20 spaces, with 8 visitor spaces provided on the Cambridge Street footpath. Direct access to the employee bicycle storage is provided within the Peel Street frontage. Along with the increase in bicycle spaces, additional end-of-trip facilities have been incorporated into the ground floor layout, with end-of-trip amenities also provided within each level of the office building. It is noted that these facilities are for employees only and will not be used by café patrons. A notation confirming this will be added to the ground floor plan via a permit condition.
107. Two employee spaces are provided as horizontal spaces, which does not meet the Australian/New Zealand Standard: AS2890.3 requirement for at least 20% of bicycle spaces to be provided as horizontal at-grade spaces. To meet this Standard, 4 employee bicycle spaces should be provided as horizontal racks. The Sketch Plans submitted on 11 March 2021 incorporate this change, by providing a total of 4 horizontal spaces. The layout of the amended spacing has been assessed and approved by Council’s Strategic Transport Unit. A condition can be added to the amended permit to facilitate this change.
108. 8 visitor bicycle spaces are provided on Cambridge Street; the location of these spaces were approved by Council’s Strategic Transport team as part of the previous permit amendment. These spaces will adequately cater for café patrons and visitors to the office.
109. A Green Travel Plan has been endorsed as per the current Condition 8 of the permit; this document will require updating to reflect the increased number of bicycle parking spaces and amended layout being sought. A condition of the permit will ensure this occurs.

Waste

110. The amendment seeks to reduce the capacity of the ground floor waste storage room, with the overall size reducing from 13sqm to 9.7sqm. Waste will continue to be collected from Peel Street, with access via the bicycle storage area. The collection contractor shall transfer bins between the waste area and the truck, with a private contractor undertaking all waste collection services. Two private collections per week will be undertaken
111. It is noted that the original proposal, which contained dwellings, had a waste room of 7.5sqm. When the development was altered to commercial use, Council’s City Works unit recommended the waste room be increased in size. A specific size wasn’t provided at that time; instead it was recommended that the room be ‘double the proposed scale’. This requirement was incorporated into a condition of the previously amended permit.

112. Whilst the current amendment seeks to reduce the size of the waste room to 9.7sqm; on further review Council's City Works unit have confirmed that this size will adequately cater for all waste streams, including garbage, commingled recycling, green waste and food organics, with the capacity of the room also allowing sufficient circulation space.
113. This outcome is supported by Council's City Works Officer, who raised no issue with this change and noted that the updated Waste Management Plan (dated 3 November 2020) and all waste procedures are satisfactory from a City Works Branch's perspective. The amended Waste Management Plan will be endorsed as part of this amendment.

Other matters

114. A number of notations have fallen off the endorsed plans; these must be reinstated onto the amended plans via conditions and are outlined below;
- (a) The notation specifying that the fire booster cabinet doors on the western façade can be opened 180 degrees and latched to the building when opened;
 - (b) The notation confirming that a shower will be provided in the ground floor end-of-trip facilities;
 - (c) The notation confirming that a half-height wall/screen will be provided between the café and office entrance;
 - (d) The current endorsed plan No. 22 (demonstrating the internal layout and images of the ground floor design) to be updated to reflect the changes sought as part of this amendment.
115. Further to this, a notation regarding the layout of the original bicycle parking has been retained on the ground floor plan (Figure 4). This notation must be removed. Also applicable to Figure 4 is the notation regarding the connection of the rainwater tank. This 5,000L tank has been relocated from the basement to ground level, however the notation confirming that it will be connected to ground and Level 1 bathrooms has been removed. A permit condition will ensure this is reinstated.



Figure 4: Notation on ground floor to be removed

Objector issues

116. The majority of objections raised have been addressed in the assessment section of this report, as follows;

Reduction in on-site car parking;

117. These issues have been discussed in paragraphs 82 to 105 of this report.

Proposed materials and design;

118. These issues have been discussed in paragraphs 72 to 80 of this report.

Overshadowing of Cambridge Street Reserve;

119. The extent of shadows within the Reserve will not alter, given the overall height and building footprint of the development will not change as part of this amendment.

Increase in traffic impacts;

120. Traffic impacts will decrease as a result of this amendment.

Potential for building to remain unoccupied;

121. The proposed tenancy of the development is not a planning consideration.

Concerns with waste storage size/procedures;

122. These issues have been discussed in paragraphs 110 to 113 of this report.

Height of development.

123. The height of the development will not alter as part of this amendment.

Conclusion

124. Based on the above report, the proposal is considered to meet the relevant elements of the Yarra Planning Scheme. Subject to the conditions outlined below, the proposal is recommended for approval.

RECOMMENDATION

That having considered all objections and relevant planning policies, the Planning Decisions Committee resolves to issue a Notice of Decision to Amend a Planning Permit PLN17/1059 for the construction of a multi-storey building, use of the land as an office and a reduction in car parking requirement at 33 Peel St Collingwood, generally in accordance with the plans and reports noted previously as the “decision plans” with no change to the permit preamble and the following changes to the permit conditions **(changes in bold and underlined):**

Amended Condition 1 from:

Before the development commences, amended plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and will then form part of this permit. The plans must be drawn to scale with dimensions, and three copies must be provided. The plans must be generally in accordance with the plans prepared by Matt Goodman Architecture, drawing nos. TP0.06, TP0.07, TP1.00 – TP1.08 (inclusive), TP2.01 – 2.04 (inclusive), TP3.01 & TP3.02, dated 18 December 2019, but modified to show;

- (a) Amended plans/elevations to reflect the following changes to the ground floor layout;

- (i) The internal layout altered to ensure that access to the office lift is separate from the café;
- (ii) The entrance door in the north-east corner to be set back from the northern wall to ensure no encroachment of the door onto the adjacent footpath;
- (iii) The waste storage room increased in size to be a minimum of double the proposed scale;
- (iv) The café patron amenities to be replaced with end-of-trip facilities for bicycle riders (including a minimum of one shower and one change room), with café patron amenities to be relocated within the floor space of the café;
- (v) The layout of the bicycle storage room amended to demonstrate that 20% of bicycle spaces are provided as horizontal ground level spaces;
- (vi) Notations indicating the dimensions of bicycle storage spaces and relevant access ways, to demonstrate compliance with Australian Standard AS2890.3 or be otherwise to the satisfaction of the Responsible Authority;
- (vii) The location of the visitor bicycle hoops on the Cambridge Street footpath;
- (viii) The location of all adjacent street trees;
- (ix) The proposed canopy set back a minimum of 750mm from the kerb;
- (b) Relevant plans updated to include external and internal RL levels to determine whether the café entrance door in the southern wall is DDA accessible. If steps and associated infrastructure such as tactiles and handrails are required, these must be setback within the title boundaries;
- (c) Any service cabinet door opening onto a public highway must swing 180-degrees and be latched to the building when opened;
- (d) Amended elevations/sections to demonstrate a minimum height clearance of 2.7m of the proposed canopy above all footpaths;
- (e) Amended annotations on all elevations to match the Materials Schedule, with the material/colour of the proposed canopy included;
- (f) Amended basement plan to include the provision of 'EV ready' car parking charging points;
- (g) An amended Materials Schedule to specify the perforation size of the aluminium screening;
- (h) Glazing materials used on all external walls must be of a type that does not reflect more than 20% of visible light, when measured at an angle of 90 degrees to the glass surface, to the satisfaction of the Responsible Authority;
- (i) Any changes required by the amended Sustainable Management Plan at Condition 3;
- (j) Any changes required by the amended Waste Management Plan at Condition 5;
- (k) Any changes required by the Green Travel Plan at Condition 8.

To;

Before the development commences, amended plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and will then form part of this permit. The plans must be drawn to scale with dimensions, and three copies must be provided. The plans must be generally in accordance with the plans prepared by Matt Goodman Architecture, **drawing nos. TP1.00 – TP1.08 (inclusive), TP2.01 – 2.04 (inclusive), TP3.01 & TP3.02, dated 8 December 2020, but modified to show**

- (a) **Amended plans/elevations to reflect the following changes to the ground floor layout;**
 - (I) **The increased area of glazing within the northern and western façades at ground level, as demonstrated in the Sketch Plans (dated 11 March 2021);**
 - (II) **The amended layout of the bicycle storage room to reflect the changes shown in the Sketch Plans (dated 11 March 2021);**
 - (III) **The following notations to be included;**
 - (i) **The bicycle end-of-trip facilities to be used by office employees only and not by café patrons;**
 - (ii) **The doors to the fire booster cabinet doors on the western façade can be opened 180 degrees and latched to the building when opened;**

- (iii) **Confirmation that a shower will be provided in the ground floor end-of-trip facilities;**
- (iv) **A half-height wall/screen will be provided between the café and office entrance;**
- (v) **The rainwater tank will be connected to ground and Level 1 bathrooms;**
- (IV) **The notation regarding the previous bicycle parking spaces to be removed;**
- (b) **Drawing TP4.07 updated to reflect the changes approved in this amendment.**
- (c) **Any changes required by the updated Green Travel Plan at Condition 8.**

No changes to Conditions 2-4

Amended Conditions 5 & 6 from:

Before the use and development commences, an amended Waste Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Waste Management Plan will be endorsed and will form part of this permit. The amended Waste Management Plan must be generally in accordance with the Waste Management Plan prepared by Leigh Design and dated 2 December 2019, but modified to include:

- (a) the provision of an organic waste stream system;
- (b) the enlargement of the proposed waste room to be at least double the size proposed;
- (c) All details of path of access and hard waste areas.

The provisions, recommendations and requirements of the endorsed Waste Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.

To a new Condition 5:

The provisions, recommendations and requirements of the endorsed Waste Management Plan (prepared by Leigh Design and dated 3 November 2020) must be implemented and complied with to the satisfaction of the Responsible Authority.

Renumber Condition 7 to Condition 6

Renumber Condition 8 to Condition 7 and amend from:

Before the use and development commences, a Green Travel Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the Green Travel plan will be endorsed and will form part of this permit. The Green Travel Plan must include, but not be limited to, the following:

- (a) A description of the location of alternative modes of transport;
- (b) Employee welcome packs (e.g. provision of Myki/transport ticketing);
- (c) Sustainable transport goals linked to measurable targets, performance indicators and monitoring timeframes;
- (d) A designated 'manager' or 'champion' responsible for co-ordination and implementation;
- (e) Details of bicycle parking and bicycle routes;
- (f) Details of GTP funding and management responsibilities;
- (g) The types of bicycle storage devices proposed to be used for employee and visitor spaces (i.e. hanging or floor mounted spaces);
- (h) Security arrangements to access the employee bicycle storage spaces;
- (i) Wayfinding information for bicycle facilities and pedestrians pursuant to Australian Standard AS2890.3; and
- (j) The provisions for the GTP to be updated not less than every five years.

To;

Before the use and development commences, an **amended** Green Travel Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the **amended** Green Travel plan will be endorsed and will form part of this permit. The **amended** Green Travel Plan must be generally in accordance with the current endorsed Green Travel Plan (prepared by Traffix Group and dated February 2021), but updated to include the following;

- (a) Details of the amended bicycle storage layout and provision;
- (b) Removal of all references to on-site car parking provision;
- (c) Amended plan layouts.

Conditions 9-16 renumbered to Conditions 8-15

Delete Conditions 17, 22, 23 & 24 and renumber all remaining Conditions accordingly

Add the Development Contributions Plan Condition and Note.

THE AMENDED PLANNING PERMIT WILL APPEAR AS FOLLOWS;

1. * Before the development commences, amended plans to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plans will be endorsed and will then form part of this permit. The plans must be drawn to scale with dimensions, and three copies must be provided. The plans must be generally in accordance with the plans prepared by Matt Goodman Architecture, drawing nos. TP1.00 – TP1.08 (inclusive), TP2.01 – 2.04 (inclusive), TP3.01 & TP3.02, dated 8 December 2020, but modified to show:
 - (a) Amended plans/elevations to reflect the following changes to the ground floor layout;
 - (i) The increased area of glazing within the northern and western façades at ground level, as demonstrated in the Sketch Plans (dated 11 March 2021);
 - (ii) The amended layout of the bicycle storage room to reflect the changes shown in the Sketch Plans (dated 11 March 2021);
 - (iii) The following notations to be included;
 - (i) The bicycle end-of-trip facilities to be used by office employees only and not by café patrons;
 - (ii) The doors to the fire booster cabinet doors on the western façade can be opened 180 degrees and latched to the building when opened;
 - (iii) Confirmation that a shower will be provided in the ground floor end-of-trip facilities;
 - (iv) A half-height wall/screen will be provided between the café and office entrance;
 - (v) The rainwater tank will be connected to ground and Level 1 bathrooms;
 - (iv) The notation regarding the previous bicycle parking spaces to be removed;
 - (b) Drawing TP4.07 updated to reflect the changes approved in this amendment.
 - (c) Any changes required by the updated Green Travel Plan at Condition 8.

Layout not altered

2. The use and development as shown on the endorsed plans must not be altered (unless the Yarra Planning Scheme specifies that a permit is not required) without the prior written consent of the Responsible Authority.

Sustainable Management Plan

3. Before the use and development commences, an amended Sustainable Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Sustainable Management Plan will be endorsed and will form part of this permit. The amended Sustainable Management Plan must be generally in accordance with the Sustainable Management Plan prepared by JBA and dated 2 December 2019, but modified to include or show:
 - (a) A degree of operability provided to all windows to enable natural ventilation to all office areas with mixed mode HVAC;
 - (b) A PV solar array be included on any usable roof area;
 - (c) An organic waste stream system;
 - (d) 6 WELS Star urinals;
 - (e) Either all ambiguous wording/commitments outlined in the SMP to be fully committed to within the document, or reference to these products removed from the SMP;
 - (f) A minimum of 20% improvement above the NCC energy efficiency standard
4. The provisions, recommendations and requirements of the endorsed Sustainable Management Plan must be implemented and complied with to the satisfaction of the Responsible Authority.

Waste Management Plan

5. * The provisions, recommendations and requirements of the endorsed Waste Management Plan (prepared by Leigh Design and dated 3 November 2020) must be implemented and complied with to the satisfaction of the Responsible Authority.
6. The collection of waste from the site must be by private collection, unless with the prior written consent of the Responsible Authority.

Green Travel Plan

7. * Before the use and development commences, an amended Green Travel Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the amended Green Travel plan will be endorsed and will form part of this permit. The amended Green Travel Plan must be generally in accordance with the current endorsed Green Travel Plan (prepared by Traffix Group and dated February 2021), but updated to include the following;
 - (a) Details of the amended bicycle storage layout and provision;
 - (b) Removal of all references to on-site car parking provision;
 - (c) Amended plan layouts.
8. The provisions, recommendations and requirements of the endorsed Green Travel Plan must be implemented and complied with to the satisfaction of the Responsible Authority.

Street and Park Trees

9. Before the development starts, a street tree and park tree management plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the street tree and park tree management plan will be endorsed and will form part of this permit. The street tree and park tree management plan must provide for reasonable protection of the two street trees on Peel Street and closest adjacent Lemon-Scented Gum (*Corymbia citriodora*) in the Cambridge Street Reserve between the dates of the starting and completion of the development.

Tree Management Plan

10. Before the development (including demotion of buildings) starts, a Tree Management Plan to the satisfaction of the Responsible Authority must be prepared by a suitably qualified Arborist and must be submitted to and approved by the Responsible Authority. When approved the Tree Management Plan will be endorsed and will form part of this permit. The Tree Management Plan must provide the following measures for tree protection for all trees within 10m of the development site before construction starts and during construction:
 - (a) the provision of any barriers;
 - (b) any pruning necessary; and
 - (c) watering and maintenance regimes,to the satisfaction of the Responsible Authority.
11. The provisions, recommendations and requirements of the endorsed Tree Management Plan must be complied with and implemented to the satisfaction of the Responsible Authority.

Cambridge Reserve improvements

12. Before the development commences, or by such later date as approved in writing by the Responsible Authority, an amended Cambridge Reserve Park Concept & Landscaping Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the Plan will be endorsed and will form part of this permit.

The amended Plan must be generally in accordance with the Concept Plan sketch plan prepared by CHT Architects Pty Ltd, drawing no. TP4.03 revision P04 dated 3 December 2018, but modified to include (or show, or address):

 - (a) The location of the BBQ to be central between the two picnic settings.
 - (b) The two picnic settings in a location that will receive no less solar access than under the existing conditions.
 - (c) Paving, stool, and footing details.
 - (d) The type, location and quantities of planting proposed.
 - (e) A plant schedule indicating botanical and common names, quantities, pot size, mature height and spread of all proposed plants.
 - (f) A specification of works to be undertaken prior to planting.
 - (g) Details of plant/planting maintenance schedules and requirements.
13. All works associated with the Cambridge Reserve Park Concept & Landscaping Plan as shown on the endorsed plans must be carried out by or on behalf of the owner of the subject land to the satisfaction of the Responsible Authority
14. Before the building is occupied, all works in the Cambridge Reserve as shown on the endorsed plans must be fully constructed and completed by the owner to the satisfaction of the Responsible Authority

Road Infrastructure

15. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, four bicycle hoops (eight bike spaces) must be installed on the Cambridge Street frontage, within the roadway between the existing street tree and car parking bays:
 - (a) with the existing hoop within the footpath removed to create footpath space, and provide easier access to the spaces within the roadway;
 - (b) the existing parking restriction sign relocated to align with the marked parking bays;
 - (c) the hoops offset from the curb by 600 mm to allow for effective gutter maintenance and cleaning;
 - (d) the hoops spaced 500mm from the tree cut-out, 1 metre apart and at least 1 metre from the nearest parking bay;
 - (e) at the cost of the owner of the subject land; and
 - (f) in a location and manner to the satisfaction of the Responsible Authority.
16. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, any damaged roads, footpaths and other road related infrastructure adjacent to the development site as a result of the construction works, including trenching and excavation for utility service connections, must be reconstructed:
 - (a) at the cost of the owner of the subject land; and
 - (b) to the satisfaction of the Responsible Authority.
17. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, full-width footpath and kerb and channel immediately outside the property's Peel Street road frontage must be re-constructed:
 - (a) at the cost of the owner of the subject land; and
 - (b) to the satisfaction of the Responsible Authority.
18. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, full-width footpath immediately outside the property's Cambridge Street road frontage must be stripped and re-sheeted:
 - (a) at the cost of the owner of the subject land; and
 - (b) to the satisfaction of the Responsible Authority.
19. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, any damage to Council infrastructure resulting from the development must be reinstated:
 - (a) at the cost of the owner of the subject land; and
 - (b) to the satisfaction of the Responsible Authority

Lighting

20. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, external lighting capable of illuminating access to the pedestrian and vehicular entrances must be provided on the subject site. Lighting must be:
 - (a) located;
 - (b) directed;
 - (c) shielded; and
 - (d) of limited intensity,to the satisfaction of the Responsible Authority.

General

21. Finished floor levels shown on the endorsed plans must not be altered or modified without the prior written consent of the Responsible Authority.
22. The amenity of the area must not be detrimentally affected by the use, including through:
 - (a) the transport of materials, goods or commodities to or from land;
 - (b) the appearance of any buildings, works or materials;
 - (c) the emission of noise, artificial light, vibration, smell, fumes, smoke, vapour, steam, soot, ash, dust, waste water, waste products, grit or oil, or
 - (d) the presence of verminto the satisfaction of the Responsible Authority.
23. The use and development must comply at all times with the State Environment Protection Policy – Control of Noise from Commerce, Industry and Trade (SEPP N-1).
24. The use and development must comply at all times with the State Environment Protection Policy – Control of Music Noise from Public Premises (SEPP N-2).
25. Before the building is occupied, or by such later date as approved in writing by the Responsible Authority, all new on-boundary walls must be cleaned and finished to the satisfaction of the Responsible Authority.
26. All buildings and works must be maintained in good order and appearance to the satisfaction of the Responsible Authority.
27. All pipes, fixtures, fittings and vents servicing any building on the land must be concealed in service ducts or otherwise hidden from view to the satisfaction of the Responsible Authority.
28. Except with the prior written consent of the Responsible Authority, demolition or construction works must not be carried out:
 - (a) Monday-Friday (excluding public holidays) before 7.00 am or after 6.00 pm;
 - (b) Saturdays and public holidays (other than ANZAC Day, Christmas Day and Good Friday) before 9.00 am or after 3.00 pm; or
 - (c) Sundays, ANZAC Day, Christmas Day and Good Friday at any time.

Development Contributions Plan

29. Prior to the issue of a building permit, commencement of the development, or issue of a Statement of Compliance (whichever occurs first) the Development Infrastructure Levy must be paid to Yarra City Council in accordance with the approved Development Contributions Plan, or the Owner must enter into an agreement with Yarra City Council to pay the amount of the levy within a time specified in the agreement.

Construction Management

30. Before the development commences, a Construction Management Plan to the satisfaction of the Responsible Authority must be submitted to and approved by the Responsible Authority. When approved, the plan will be endorsed and will form part of this permit. The plan must provide for (as appropriate):
 - (a) a pre-conditions survey (dilapidation report) of the land and all adjacent Council roads frontages and nearby road infrastructure;
 - (b) works necessary to protect road and other infrastructure;
 - (c) remediation of any damage to road and other infrastructure
 - (d) containment of dust, dirt and mud within the land and method and frequency of clean up procedures to prevent the accumulation of dust, dirt and mud outside the land,

- (e) facilities for vehicle washing, which must be located on the land;
- (f) the location of loading zones, site sheds, materials, cranes and crane/hoisting zones, gantries and any other construction related items or equipment to be located in any street;
- (g) site security;
- (h) management of any environmental hazards including, but not limited to contaminated soil; materials and waste; dust; stormwater contamination from run-off and wash-waters; sediment from the land on roads; washing of concrete trucks and other vehicles and machinery; and spillage from refuelling cranes and other vehicles and machinery;
- (i) the construction program;
- (j) preferred arrangements for trucks delivering to the land, including delivery and unloading points and expected duration and frequency;
- (k) parking facilities for construction workers;
- (l) measures to ensure that all work on the land will be carried out in accordance with the Construction Management Plan
- (m) an outline of requests to occupy public footpaths or roads, or anticipated disruptions to local services;
- (n) an emergency contact that is available for 24 hours per day for residents and the Responsible Authority in the event of relevant queries or problems experienced;
- (o) the provision of a traffic management plan to comply with provisions of AS 1742.3-2002 Manual of uniform traffic control devices - Part 3: Traffic control devices for works on roads;
- (p) a Noise and Vibration Management Plan showing methods to minimise noise and vibration impacts on nearby properties and to demonstrate compliance with Noise Control Guideline 12 for Construction (Publication 1254) as issued by the Environment Protection Authority in October 2008. The Noise and Vibration Management Plan must be prepared to the satisfaction of the Responsible Authority. In preparing the Noise and Vibration Management Plan, consideration must be given to using lower noise work practice and equipment; the suitability of the land for the use of an electric crane; silencing all mechanical plant by the best practical means using current technology; fitting pneumatic tools with an effective silencer; and other relevant considerations; and
- (q) any site-specific requirements.

31. During the construction:

- (a) any stormwater discharged into the stormwater drainage system must be in compliance with Environment Protection Authority guidelines;
- (b) stormwater drainage system protection measures must be installed as required to ensure that no solid waste, sediment, sand, soil, clay or stones from the land enters the stormwater drainage system;
- (c) vehicle borne material must not accumulate on the roads abutting the land;
- (d) the cleaning of machinery and equipment must take place on the land and not on adjacent footpaths or roads; and
- (e) all litter (including items such as cement bags, food packaging and plastic strapping) must be disposed of responsibly

Expiry

32. This permit will expire if one of the following circumstances applies:

- (a) The development is not started within two years of the issue date of this permit.
- (b) The development is not completed within four years of the issue date of this permit.
- (c) The office use is not commenced within five years of the issue date of this permit.

In accordance with section 69 of the *Planning and Environment Act 1987*, an application may be submitted to the responsible authority for an extension of the periods referred to in this condition.

Notes:

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

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

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

All future employees within the development approved under this permit will not be permitted to obtain employee or visitor parking permits.

Prior to the issue of a building permit for the development allowed by this permit, the Community Infrastructure Levy must be paid to Yarra City Council in accordance with the approved Development Contributions Plan.

Any services poles, structures or pits that interfere with the proposal must be adjusted, removed or relocated at the owner's expense after seeking approval from the relevant authority. Areas must be provided inside the property line and adjacent to the footpath to accommodate pits and meters. No private pits, valves or meters on Council property will be accepted.

The applicant must apply for a Legal Point of Discharge under Regulation 610 – Stormwater Drainage of the Building Regulations 2006 from Yarra Building Services unit. Any storm water drainage within the property must be provided and be connected to the nearest Council pit of adequate depth and capacity (legal point of discharge), or to Council's satisfaction under Section 200 of the Local Government Act 1989 and Regulation 610.

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

Contaminated groundwater from below the water table must be discharged to the sewer system through a trade waste agreement from the relevant sewer authority.

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

The developer must prepare and submit detailed design drawings of all road infrastructure works and drainage works associated with this development for assessment and approval.

The Permit Holder/developer is responsible for the management and protection of their building from groundwater.

It is also the Permit Holder's onus and responsibility to ensure that rainfall run-off does not enter the property in the event of a heavy storm. Adequate measures should be in place to prevent backwash from entering the property.

Attachments

- 1 PLN17/1059.02 - 33 Peel Street, Collingwood - Current Endorsed Plans
- 2 PLN17/1059.02 - 33 Peel Street, Collingwood - Decision Plans

- 3** PLN17/1059.02 - 33 Peel Street, Collingwood - Sketch Plans
- 4** PLN17/1059.02 - 33 Peel Street, Collingwood - Strategic Transport comments
- 5** PLN17/1059.02 - 33 Peel Street, Collingwood - Engineering Comments
- 6** PLN17/1059.02 - 33 Peel Street, Collingwood - City Works comments