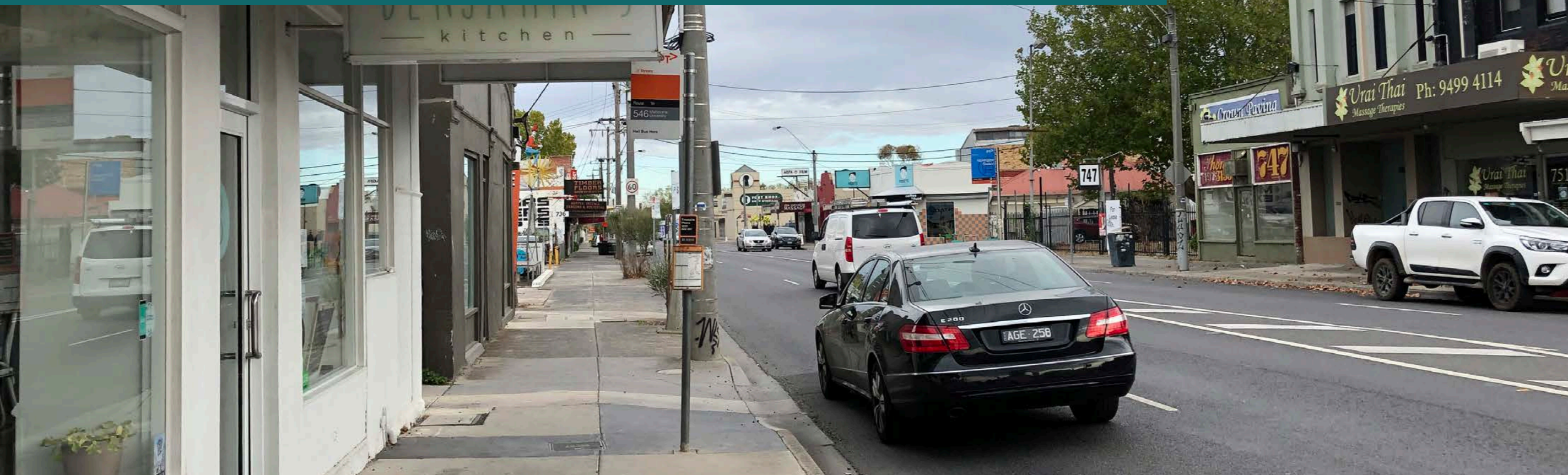


Heidelberg Road Built Form Framework Part 1 Urban Context Analysis

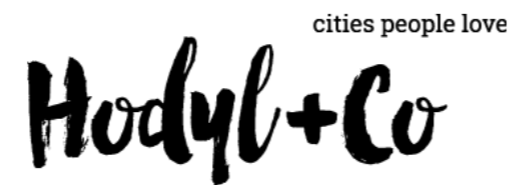


Prepared for the City of Yarra July 2019

This independent report has been prepared for the City of Yarra. All due care has been taken in the preparation of this report. Hodyl + Co, however, are not liable to any person or entity for any damage or loss that has occurred, or may occur, in relation to that person or entity taking or not taking action in respect of any representation, statement, opinion or advice referred within this report.

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July 2019

Version C

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1 Introduction

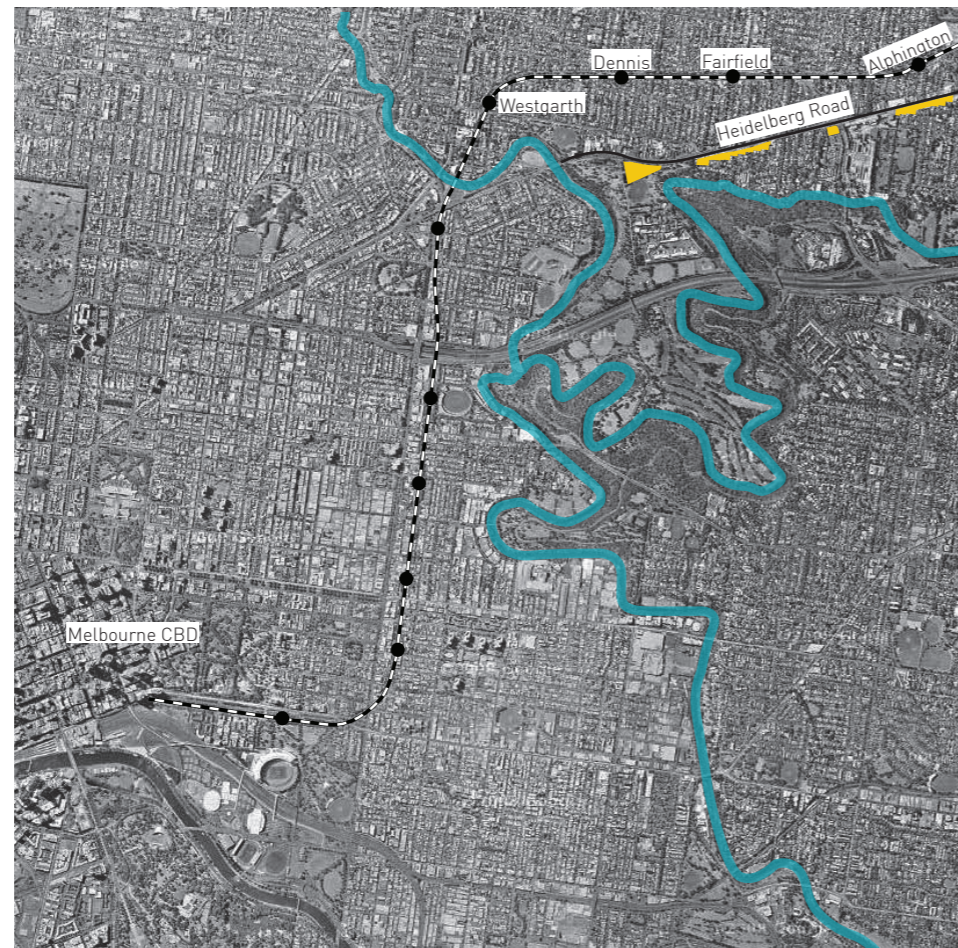


Figure 1. Location plan

- Study Area
- Train station
- Yarra River

1.1 Purpose

This is **Part 1** of the Built Form Framework prepared for the Heidelberg Road Corridor on behalf of the City of Yarra. It incorporates the urban context analysis that informs the development of the strategy and controls that are progressed in **Part 2** of the Built Form Framework.

There are no existing built form controls that apply to the Heidelberg Road Corridor except former Alphington Paper Mill site which has an approved DP011 overlay including general built form guidance. As a result of developments within the former Alphington Paper Mill site and nearby permit applications, the need for clear built form guidance has been identified.

New built form controls within commercial zones must provide for managed growth and change along Heidelberg Road, while also protecting the amenity of the surrounding residential and parkland areas.

1.2 Study Area

The study area includes the land zoned Commercial 1 and Commercial 2 along the southern side of Heidelberg Road within the City of Yarra. This includes four separate areas:

- Precinct 1: Triangular area of Commercial 1 zoned land, bounded by Yarra Bend Road, Heidelberg Road and T.H. Westfield Reserve
- Precinct 2: Commercial 2 zoned land fronting Heidelberg Road between Panther Place and Austin Street
- Precinct 3A: One Commercial 1 zoned site bounded by Coate Avenue, Heidelberg Road and Chandler Highway
- Precinct 3B: Commercial 1 zoned land fronting Heidelberg Road between Parkview Road and Como Street

The study area does not include the former Alphington Paper Mill site, however the redevelopment of this land will transform the character and scale of development along Heidelberg Road. This 16.5 hectare site is expected to accommodate approximately 2500 homes (an estimated 5000 residents) as well as commercial and retail spaces.¹

¹ <https://www.yarracity.vic.gov.au/the-area/planning-for-yarras-future/current-projects/alphington-paper-mill>

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Figure 2. Context plan

1-3 Site photos



Precinct 3B



Precinct 3A



804 Heidelberg Road
[New mixed-use development]



Looking east along Heidelberg Road



700-718 Heidelberg Road
[Site of recent VCAT case]



Chandler Highway



582 Heidelberg Road
[Recent VCAT case]



Coate Avenue

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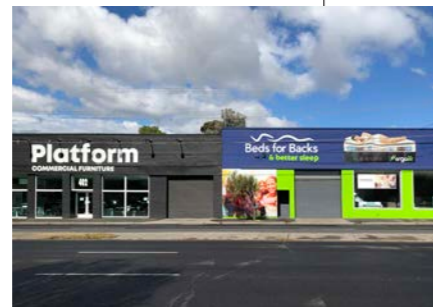
Precinct 2



Precinct 1



Large format retail use



Large format retail use



Automotive repairs/Service station



262 Heidelberg Road
[New mixed-use development]



Porta
[Heritage building]



Porta factory

2 Strategic planning context

2.1 Strategies

The City of Yarra has recently completed a strategic review of housing and employment growth in the municipality.

The Yarra Housing Strategy provides guidance on the scale of housing development supported in Precincts 1, 3A and 3B of this study.

The Employment Strategy identifies the ongoing importance of the Commercial 2 zoned land (Precinct 2 in this study area) for employment uses.

The Urban Design Strategy provides broad guidance on achieving good urban design outcomes across the municipality.

Yarra Housing Strategy 2018

The Housing Strategy estimates that the population of the City of Yarra will grow by 29,000 people by 2031. An additional 13,400 homes will be needed. It articulates the need to manage this growth in a way that maintains the city's key characteristics, liveability and that creates additional benefits, including:

- Increased supply of affordable housing
- Greater choice and diversity of housing
- Well-designed internal and outdoor communal spaces in new development

It focuses on 'providing certainty around the locations and nature of housing change' that is expected within the municipality over the next 15 years. The Strategy includes four strategic directions that articulate Yarra's preferred strategy for managing how this growth occurs:

- Strategic direction 1: Monitor population growth, land capacity and evolving development trends in Yarra to plan for future housing growth and needs.
- Strategic direction 2: Direct housing growth to appropriate locations.
- Strategic direction 3: Plan for more housing choice to support Yarra's diverse community.
- Strategic direction 4: Facilitate the provision of more affordable housing in Yarra.

Yarra has experienced rapid population growth over the past decade. Yarra is now averaging 1160 new dwellings per year. Approvals for apartments over 4 storeys have doubled in the last five years from 2,394 (2006-2010) to 4,904 (2011 – 2015).

Of specific relevance to the Heidelberg Road Corridor the study notes:

- Heidelberg Road is anticipated to take a significant amount of residential growth. The majority of this will be concentrated within the Alphington Paper Mill site.
- The Alphington Paper Mill site is identified as a 'High change area' on the Strategic Housing Framework Plan.
- The CZ1 land is identified as 'Moderate change area'.
- The C2Z area is designated a 'Non-residential area'.
- The residential zoned areas surrounding the corridor are noted as 'Minimal change area'.

Moderate change areas are intended to support 'increased residential densities and housing diversity through mixed-use, infill and shop-top apartment development...' the scale and form of growth will be determined by heritage and/or built form overlays. Where these do not apply, as is currently the case for Heidelberg Road corridor, urban design and/or heritage local planning policies will determine built form outcomes for the area.

Spatial Economic and Employment Strategy (SEES), 2018

Yarra is changing from an historic manufacturing and industrial hub to a knowledge, services and creative industries driven economy. The SEES was prepared to guide Council on the key trends and economic drivers in the municipality over the next 10 to 15 years.

The SEES includes 6 directions which will inform new policy in the planning scheme. They are:

- Strategy 1: Support employment growth in activity centres.
- Strategy 2: Retain and grow Yarra's major employment precincts (Cremorne / Church St and Gipps St Major Employment Precincts).
- Strategy 3: Identify preferred locations for housing growth to reduce pressures or conversion of employment land for housing.
- Strategy 4: Support the expansion of Yarra's health related employment and services in Yarra's health precincts.
- Strategy 5: Retain other C2 zoned land to support the diversity of business and employment opportunities.
- Strategy 6: Plan for the transition of Yarra's remaining industrial areas (longer term these areas will need investigating for their future development, land use and economic opportunities).

Of specific relevance to the Heidelberg Road Corridor:

- The former Alphington Paper Mill site and adjacent C1Z zones east of the Chandler Highway are identified as a Neighbourhood Activity Centre.
- The retention of the majority of C2Z land in Yarra until further strategic planning work is done recommended. This includes the C2Z precinct along Heidelberg Road, Fairfield.
- The approved development plan for the Alphington Paper Mill site allows for up to 11,500 m2 of additional commercial office space.
- Development of the former paper mills site could bring about changes to the network of activity centres which could potentially change the role of the retail and commercial strips along Heidelberg Road.

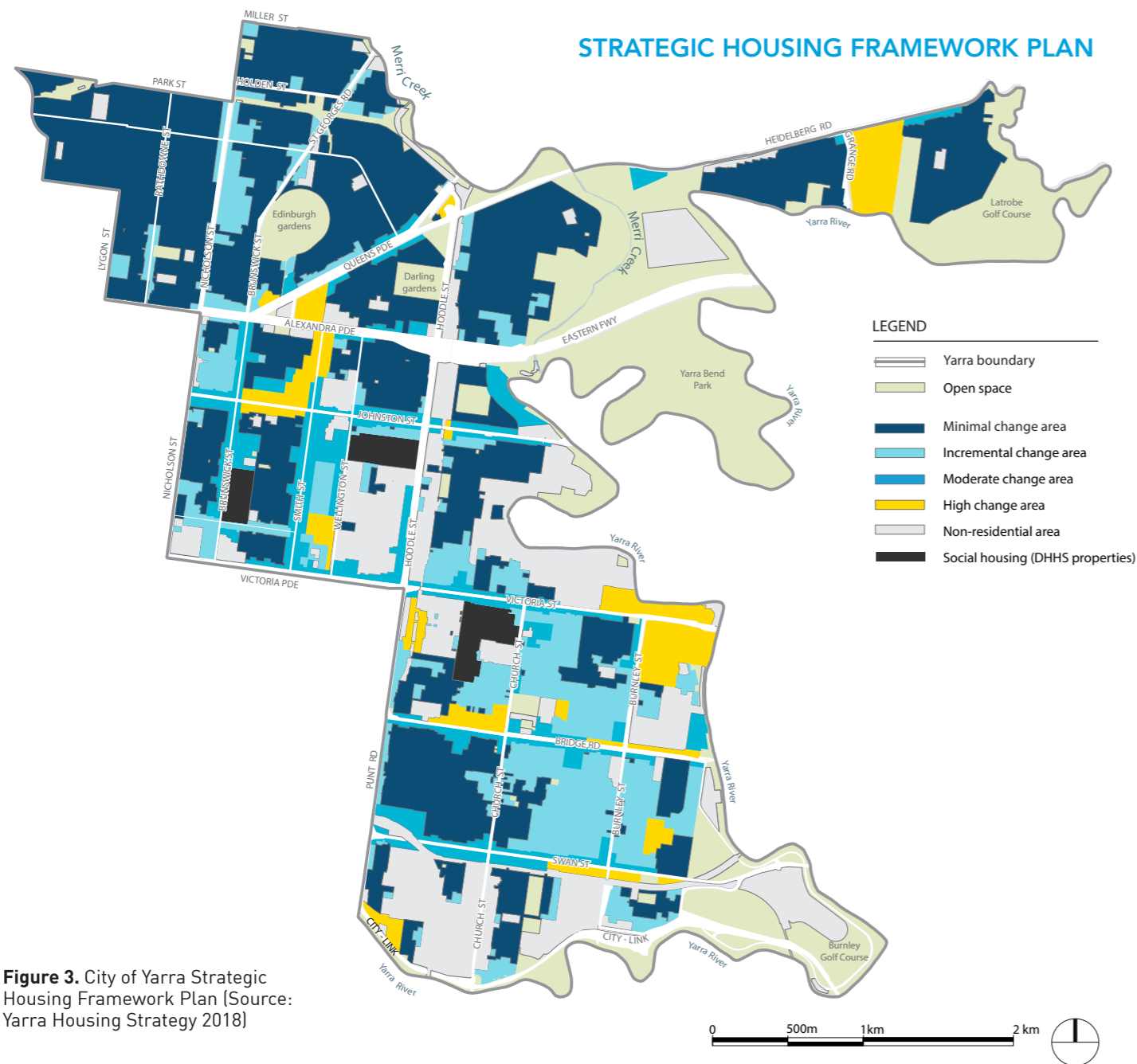


Figure 3. City of Yarra Strategic Housing Framework Plan (Source: Yarra Housing Strategy 2018)

Urban Design Strategy, 2011

The purpose of this strategy is to promote good urban design outcomes for the City of Yarra. It recognises that the need to achieve good design outcomes at an individual site level needs to be balanced with a broader focus on improving the quality of urban design across the municipality. It recognises that good urban design is directly related to the provision of character, heritage, environmental, accessibility and economic outcomes.

The strategy was prepared in 2011 and focuses on the delivery of 5 key objectives.

The specific relevance of each objective to the Heidelberg Road corridor are:

<ol style="list-style-type: none"> Enhanced quality of Yarra's urban form and character <p>Heidelberg Road and Chandler Highway are designated 'main road' with the design intent of 'Coherent built form with improved accessibility lining the route and the consistent greening of the street, where possible'</p>	<ol style="list-style-type: none"> Processes and practice that promote good urban design, which recognise the need to consider design from pre-application to planning assessment.
<ol style="list-style-type: none"> Effective management of growth and change <p>The former Alphington Paper Mill site is listed as a 'strategic redevelopment site', however the rest of the Heidelberg Road corridor is not.</p>	<ol style="list-style-type: none"> Quality public domain and public space in Yarra <p>General principles in regard to delivering a well-designed public domain that brings comfort, safety and connectedness to its users and provides attractive public spaces that add to the activity and vibrancy of the place.</p>
<ol style="list-style-type: none"> Design excellence in new developments, which requires a focus on: <ul style="list-style-type: none"> Design aspects leading to high quality architecture in buildings Integrating environmental sustainable design principles Integrating accessibility design principles into design Designing to promote good health and social wellbeing Responding positively to the existing and preferred neighbourhood character and urban context Identifying sites that require special design consideration 	<ol style="list-style-type: none"> Responding positive to the public domain

2.2 Current planning scheme amendments

There are a number of planning scheme amendments that have been recently initiated by the City of Yarra which are of relevance to this study (see Figure 4).

Many of these incorporate the preparation of built form planning controls along main road corridors that directly interface with low-scale residential areas ('sensitive interfaces').

Increasing the scale and density of development along transport corridors is a sound planning and design objective. This needs to be balanced with reasonable protection of the amenity of existing residents and heritage fabric.

Relevant planning work to this study include Johnson Street (C220) and Queens Parade (C231).

The following summaries the key findings or recommendations of this relevant work.

Johnson Street DDO – Planning Scheme Amendment C220

Status: Planning Panel Report released in February 2019

Johnson Street is oriented east-west. The eastern section incorporates sensitive interfaces immediately to the south of commercial zoned properties that front the high street.

Key proposals

Yarra Planning Scheme Amendment C220 proposes to facilitate the land use and built form objectives and strategies for Precincts 1 and 2 (Johnston Street) of the Johnston Street Local Area Plan (JSLAP) by¹ :

- Rezoning properties within the Commercial 2 Zone (C2Z) and General Residential Zone (GRZ) to the Commercial 1 Zone (C1Z)
- Applying a Design and Development Overlay (DDO)
- Introducing a new Municipal Strategic Statement policy at Clause 21.12
- Applying a new Heritage Overlay (HO) precinct
- Applying the Environmental Audit Overlay (EAO) to sites being rezoned from the Commercial 2 Zone.

The general form and scale envisaged

for the centre was less the focus of the panel, than the specific 'metrics of the various height, setback, overshadowing and sight-line controls and on the extent to which they should be either discretionary or mandatory'². A key concern expressed to the Panel was that mandatory controls could limit innovative design outcomes and compromise the centre from reaching its redevelopment potential. This was not supported by the Panel who noted that the 'east-west orientation of the street, coupled with the relatively shallow depth of many properties and their close abuttal to existing residential areas warrants a cautious approach. These constraints reduce the degree of 'wriggle room' for negotiating well design outcomes'³.

The Panel report also notes that the strategic work is 'demonstrably extensive, robust and up to date'.⁴

Key panel recommendations relevant to Heidelberg Road corridor:

- A mid-rise scale of development is supported by policy in this area.
- The use of an indicative height range in the Design objectives is appropriate.
- The proposed heights are appropriate (apart from one exception where they recommend changes).
- The solar access provisions are appropriate which include sunlight to the footpath on the southern side of Johnson Street
- It is not appropriate to require a greater setback above heritage buildings.
- A 45-degree upper level set back is appropriate above the street wall.
- The rear interface controls are appropriate which include either a 4.5 metre setback or 45-degree setback above 11 metres (or 9 metres in precinct 2rE).
- The building separation requirements are appropriate.
- The corner provisions are appropriate.

The Panel Report supports Council's proposal to make the rear height mandatory to protect established areas. The amount of development that will be permissible under the proposed controls 'errs on the generous side compared with ResCode. As the B17 envelopes demonstrate, the 11 metres rear interface combined with a 45 degree envelope (discretionary control) provides an outcome that results in an envelope similar to the B17 envelope when across a laneway and much more substantial built form where no laneway exists'.⁵

The Panel concludes 'that sufficient strategic work has been carried out for Johnston Street to support mandatory controls in DDO15 and the specific controls are 'absolutely necessary'.⁶

Queens Parade – Planning Scheme Amendment C231

Status: Post exhibition which occurred in October 2018

This amendment seeks to manage the scale and form of new building constructed within this precinct. DDO 16 proposes height and setback controls and seeks to ensure that new development responds to the heritage character of Queens Parade and delivers a high standard of design.

Key proposals within the DDO relevant to Heidelberg Road corridor:

The general design requirements include a mandatory requirement to comply with:

- The rear interface controls are appropriate which include a 4.5 metre from centreline of laneway or 4 metres from the rear boundary. Plus 0.3 metres for every metre of height over 4 metres up to 7.3 metres, plus 1 metre for every metre of height over 8 metres.
- Specific precinct design requirements apply and provide guidance on building height, street wall height, upper level setbacks, street wall setback, setbacks from side and rear boundaries, upper level setbacks.
- The proposed buildings heights range from 9 – 43 metres and include a mix of mandatory and discretionary controls.

1 Panel Report: Yarra Planning Scheme Amendment C220, Johnston Built Form Controls, 22 February 2019
 2 Panel Report: Yarra Planning Scheme Amendment C220, Johnston Built Form Controls, 22 February 2019, pi
 3 Panel Report: Yarra Planning Scheme Amendment C220, Johnston Built Form Controls, 22 February 2019, pii
 4 Panel Report: Yarra Planning Scheme Amendment C220, Johnston Built Form Controls, 22 February 2019, piii
 5 Panel Report: Yarra Planning Scheme Amendment C220, Johnston Built Form Controls, 22 February 2019, p73
 6 Panel Report: Yarra Planning Scheme Amendment C220, Johnston Built Form Controls, 22 February 2019, piii

Darebin St Georges Road Corridor (DD016 | 17) – Planning Scheme Amendment C136 | C137

Status: Approved in September 2016

The following rear setback conditions should be met to minimise unreasonable amenity impacts on residential land to the rear:

- At ground level, the rear setback of a building from the boundary of an adjoining residential site must be set back by a minimum of 3 metres (including a laneway where applicable).
- At first floor level, the rear setback of a building from the boundary of an adjoining residential site must be set back by a minimum of 5.5 metres (including a laneway where applicable).
- Any other upper levels must be set back from the boundary of an adjoining residential site so as to be contained within either a 30 degree or 45 degree setback envelope as shown on the maps in subclause 6.0 below (if no rear setback is indicated the 45 degree envelope is to be applied).

The envelope's angle is to be measured perpendicular to the adjoining residential site's boundary from a height of 3 metres above natural ground level, taken from the middle point of the adjoining site's width.

The Key issues explored through this Panel were:

- Mandatory heights
- Addressing sensitive interfaces through angled envelopes from the rear boundary
- Minimum lot width and site consolidation

Rear setbacks

The majority of properties in Precincts 2 - 3B have direct interface with low-scale residential areas to the south.

The scale and form of this interface will need to be carefully considered to balance potential amenity impacts on these adjacent sensitive uses with the desire to support a moderate scale of change as defined in the Housing Strategy.

Rear and side interface controls for low-scale areas are defined in Clauses 54 and 55 of the City of Yarra Planning Scheme. These provisions apply for buildings up to 4 storeys in a Mixed Use Zone (where it abuts a GRZ, NRZ or RGZ), the GRZ, and the NRZ where no other requirements is included in a schedule or within a design development overlay. This interface requirement is illustrated in Figure 4.

The Johnson Street and Queens Parade amendment investigate what an appropriate interface requirement would be where higher density areas interface directly with low-scale residential areas. The recommendations of each of these amendments is demonstrated in Figure 4.

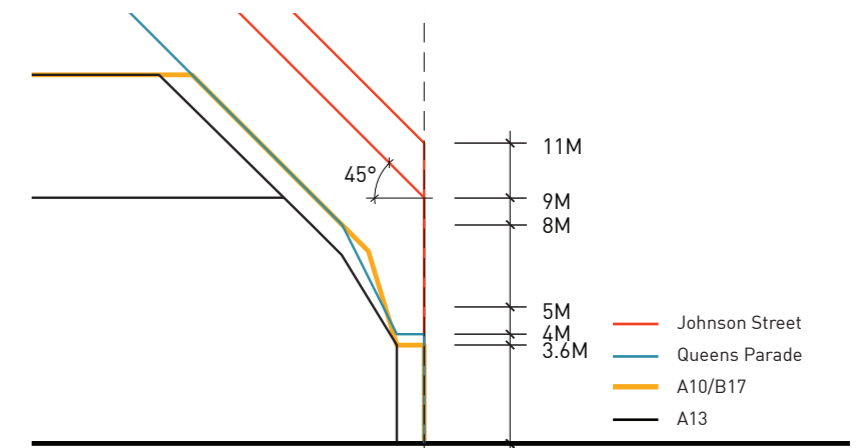


Figure 4. Comparison of rear setback controls in Clauses 54 and 55 and Planning Scheme Amendments for Johnson Street (C220) and Queens Parade (C231)

Key relevance for Heidelberg Road corridor:

A 45 degree angle is adopted in all of these interface requirements. The point of setout for the commencement of setbacks does vary.

The appropriate scale and form of the interface along the southern boundaries of the study area will need to be carefully considered and tested.

3 Local planning context

3.1 Zoning

Study area

Precincts 1, 3A and 3B are in the Commercial 1 Zone. This zone has three purposes:

- To implement the Municipal Planning Strategy and the Planning Policy Framework
- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses
- To provide for residential uses art densities complementary to the role and scale of the commercial centre.

Precinct 2 is in the Commercial 2 Zone which has three purposes:

- To implement the Municipal Planning Strategy and the Planning Policy Framework
- To encourage commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing, other retail uses, and associated business and commercial services
- To ensure that uses do not affect the safety and amenity of adjacent, more sensitive uses.

Key relevance to this study:

Residential development is not allowed within the Commercial 2 Zone. This will be a key point of difference driving the built form outcomes needed within each precinct.

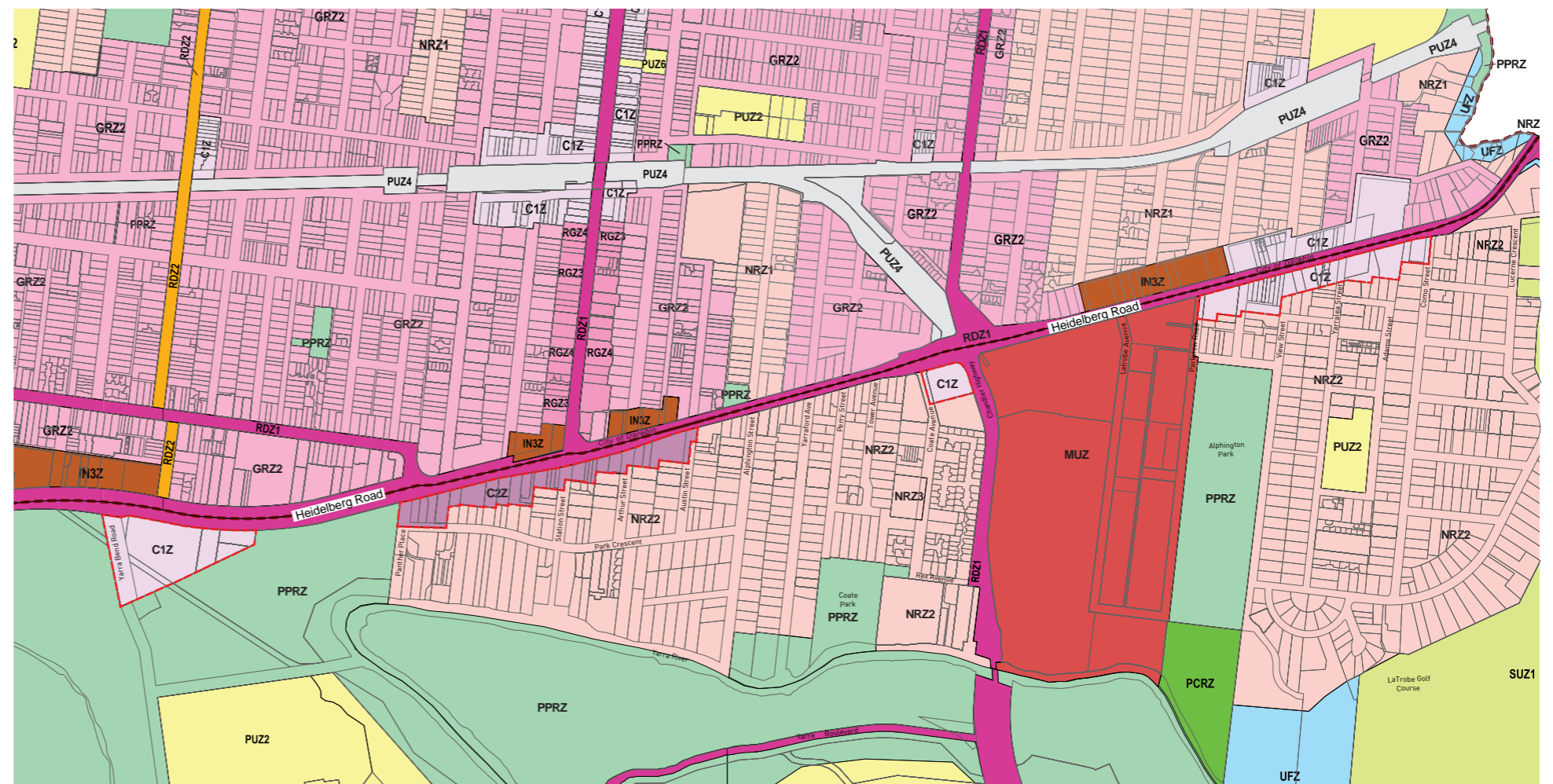


Figure 5. Zoning Map

Context

Heidelberg Road is zoned Road Zone - Category 1. The areas to the immediate south of Precincts 2 - 3B are all zoned Neighbourhood Residential Zone 2 (NRZ2). Between Precincts 2 and 3A the land fronting Heidelberg Road is also zoned NRZ2. To the south of Precinct 1 is the Public Park and Recreation Zone (PPRZ). The properties fronting the north side of Heidelberg Road within the City of

Darebin are zoned a mixture of General Residential Zone 2, Industrial Zone 3, and Commercial Zone 1.

Within the Heidelberg Neighbourhood Activity Centre the Commercial 1 Zone fronts both sides of the street. Along the remaining length of Heidelberg Road the zoning on both sides of the street are not aligned.

Commercial

- C1Z Commercial 1 Zone
- C2Z Commercial 2 Zone

Public Land

- PPRZ Public Park And Recreation Zone
- PUZ2 Public Use Zone - Education
- PUZ3 Public Use Zone - Health And

Community

- RDZ1 Road Zone - Category 1

Residential

- GRZ2 General Residential Zone - Schedule 2
- MUZ Mixed Use Zone
- NRZ1 Neighbourhood Residential Zone - Schedule 1
- NRZ2 Neighbourhood Residential Zone - Schedule1
- NRZ3 Neighbourhood Residential Zone - Schedule3

3.2 Heights and other overlays

There are no height controls that currently apply within the study area.

The preferred maximum height limits for the surrounding context are nominated within each zone, with the exception of the former Alphington Paper Mill site where preferred maximum heights are nominated within the Alphington Paper Mill Development Plan.

The majority of the surrounding context is in a neighbourhood zone or residential zone with nominated height limits of 9 - 11.5 metres.

The height limits within the Paper Mills site are tallest at the intersection of Heidelberg Road and Chandler Highway (Precinct A - 14 storeys) and reduce in scale to 8 storeys further east along Heidelberg Road (Precinct C). Further south the preferred height limits transition down to 5 storeys fronting Chandler Highway (Precinct B) and 3 - 4 storeys within the centre of the site and adjacent to Alphington Park and the Yarra River (Precincts D, E and F).

There are two sites within a heritage overlay. Further work is currently underway to assess other potential sites of heritage significance along the corridor.

Nine sites, including a heritage site, within Precinct 3B are affected by a 12 metre width Public Acquisition Overlay. VicRoads is the acquiring authority and the land is intended to enable road widenings. VicRoads have confirmed that the PAO is still required.

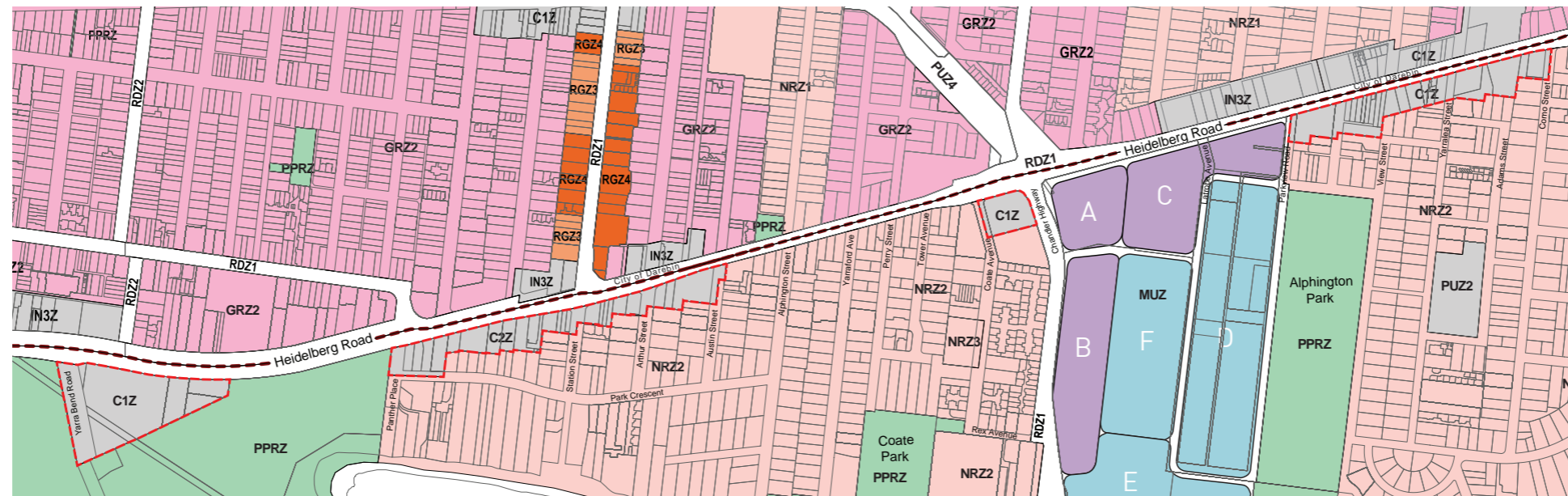


Figure 6. Existing height controls

- Study Area
- Heights determined by zone**
- NRZ None specified (default of 9 metres applies)
- RGZ3 None specified (default of 11 metres applies)
- RGZ4 11.5 metres
- No height specified
- Alphington Paper Mills site**
- A 14 storeys
- B 5 storeys
- C 6-8 storeys
- D 4 storeys
- E 3 storeys
- F 4 storeys



Figure 7. Overlays

- Study Area
- EAO – Environmental Audit Overlay
- PAO – Public Acquisition Overlay 1
- SBO – Special Building Overlay
- Heritage overlay

3.3 Former Alphington Paper Mill site

This Development Plan was prepared in accordance with an Indicative Framework Plan prepared by the City of Yarra and was approved by the City of Yarra in May 2016. The Development Plan prepared by Glenvill (the developer) is organised into six chapters:

- 01 Vision
- 02 Planning Report
- 03 Site Master Plan
- 04 Landscape Concept Plan
- 05 Design Guidelines
- 06 Development Staging

The most specific policy guidance on the desired urban design outcomes for the site are included in Chapter 03 Site Master Plan and Chapter 05 Design Guidelines.

The following summarises the key aspects of the Development Plan that affect the precincts fronting Heidelberg Road - Precinct 1 Gateway and Precinct 2 Village (referred to as Precinct A and C within the Building Heights Precinct Plan respectively).

Preferred and maximum building heights

(Section 5.5)

Building heights should generally be in accordance with the heights indicated on the Building Height Precinct Plan. Precincts A and C have a nominated preferred (i.e. discretionary) maximum height of 14 storeys and 8 storeys. Development applications have generally been approved at these preferred height limits, with the exception of 626 Heidelberg Road (corner of Chandler Highway) where a 17 storey building has been approved.

The nominated building heights and the height of current and approved planning permit applications is illustrated in Figure 8.

The design philosophy driving the proposed height for each precinct is:

Precinct A / 2

- A landmark, place making building will be located on the corner of Chandler Highway and Heidelberg Road that distinguishes itself from other buildings within the precinct.
- A campus of taller buildings will be coordinated to form an appropriate place and one that presents a varied skyline and attractive silhouette when viewed from a distance.
- The building mass will be broken into multiple buildings with individual expression.
- Upper level setbacks will be provided above a podium form where appropriate and suitable separation will be provided between towers.
- Buildings will be designed to ensure an acceptable level of sunlight is maintained to the south side of public roads, pedestrian ways and public open spaces.

Precinct C / 1

The major gateway to the site at the main road intersection with Heidelberg Road will be marked by more visually prominent built form on the east and west sides of Main Street, designed to suitable mark the gateway entry to the site.



Figure 8. Building Heights Precinct Plan (overlaid on aerial image with notations)

- Building heights (approved DPO)
- Building heights (current and approved applications)

Precinct	Max. Building Height	Preferred Building Height	Street wall
A		14 storeys	3 storeys
B	5 storeys		3 storeys
C		6-8 storeys	6 storeys
D	4 storeys		3 storeys, set back from Parkview Road
E	3 storeys		2 storey river interface, set back from crest line of the Yarra River
F	4 storeys		2-3 storeys

Table 1. Building height precinct plan (Figure 98 of the Development Plan)

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Built form and interfaces

(Section 5.6)

Built form should:

- Achieve a high quality architectural response
- Provide for diverse built form
- Demonstrate sufficient articulation to avoid blank, long and continuous facades
- Collectively form a coherent and identifiable precinct.

The preferred built form interfaces are illustrated in Figure 7.

Precinct Guidelines

Further guidance on the preferred built form in Precincts 1 and 2 are included in the Development Plan. This includes guidance on place and character, programme / land use, grain and permeability and precinct interfaces and transitions.

Specific design guidelines are also provided for building heights, setbacks, street wall heights, floor heights, roof forms, built form articulation, corner lots, wind protection, building separation and overshadowing.

Key relevance for the Heidelberg Road Corridor:

The Alphington Development Plan articulates the scale of development preferred within this renewal area. It supports a high degree of change that aligns with the Housing Strategy's designation. This will significantly change the character and degree of activity within the Alphington area. The scale of development within this site is intended to be greater than the remainder of the corridor.

The relationship between the scale and character of development within this renewal area and the remainder of the corridor needs to be tested.

Planning permits have been lodged for the adjacent corner sites at 582 Heidelberg Road and 700 Heidelberg Road. Both of these applications went to VCAT for review where the relationship between the scale of development on the Mill site and these adjacent sites was interrogated.

A permit for a 7 storey building was approved for 700 Heidelberg Road.

The decision on 582 Heidelberg Road is pending (see site photos on page 6).

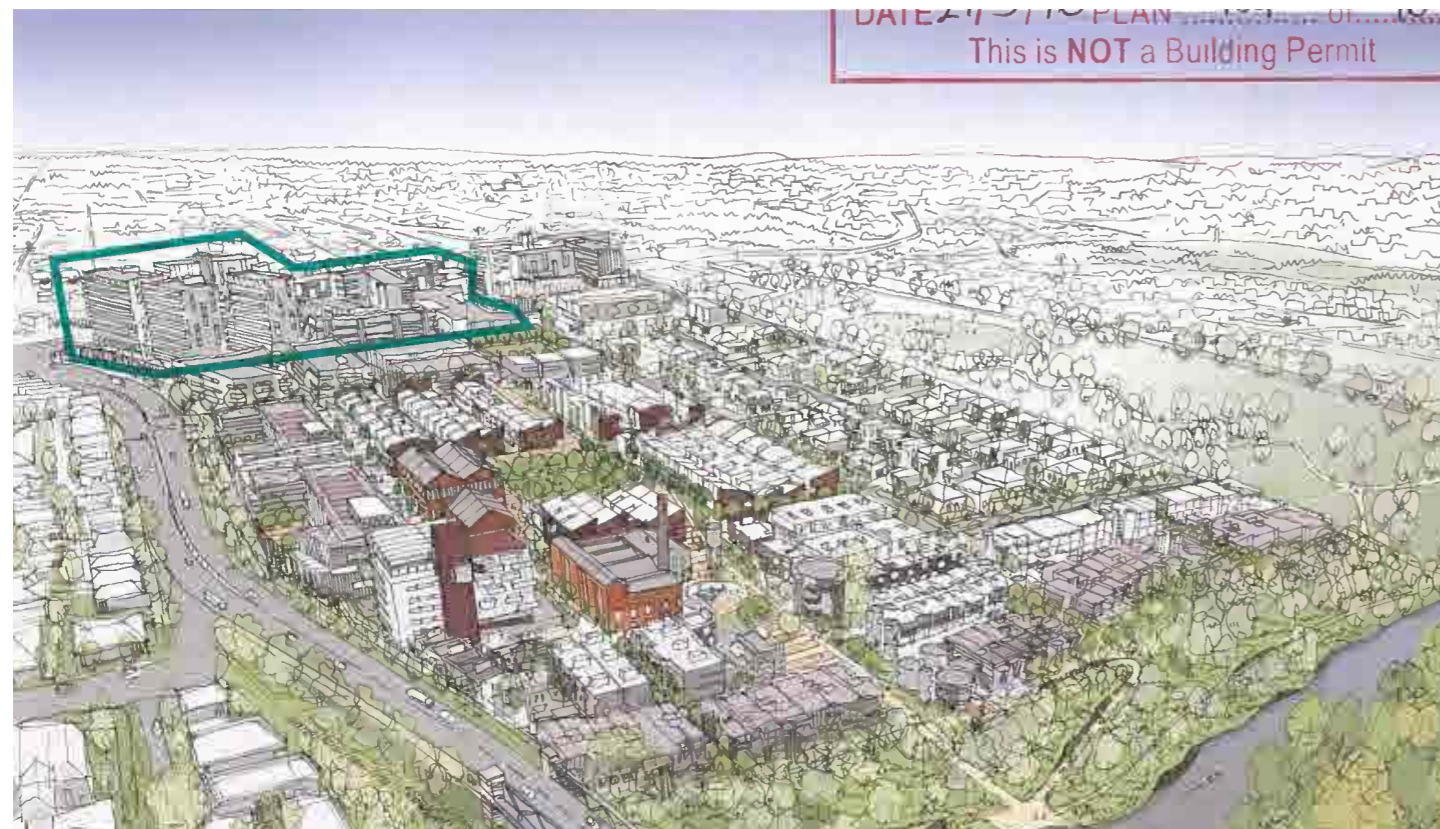


Figure 9. (Left) Alphington Paper Mills - Village Precinct Vision. Artist's sketch of former Alphington Paper Mill Site with Precinct 2 highlighted (p122 of Development Plan). This illustrated the increased preferred building heights on Heidelberg Road.



Figure 10. (Right) Built Form and Interfaces map (p111 of Development Plan)

3.4 Permit activity

There have been three planning permit applications within the study area. These are:

- 802 & 804 Heidelberg Road (Permit number: PLN11/0820)
- 718 Heidelberg Road (Permit number: PLN17/0040)
- 582 Heidelberg Road (Permit number: PLN17/0858)

Two of these three applications have been taken to VCAT. 718 Heidelberg Road was given a permit, however the applicant objected to the conditions applied. VCAT upheld the conditions that were applied and made further recommendations.

582 Heidelberg Road was refused a permit - a decision is currently pending.

The outcomes of these VCAT decisions are of direct relevance to the development of built form controls.

Planning Application Number	Street Address	Podium Height	Height	Permit	Description
PLN17/0858	582 Heidelberg Road	7.55m (2 storeys)	44.8m (14 storeys)	Awaiting Decision (VCAT)	Construction of a multi-storey building, use of the land for dwellings and an indoor recreational facility (gym), reduction in the statutory car parking requirement.
VCAT Reference No. P1558/2018					
PLN17/0040	718 Heidelberg Road	13.8m (4 storeys)	26.2m (8 Storeys)	Permit Amended: 8 March 2018	Development of the land for construction of a multi-storey building, use of land for dwellings and reduction in the statutory car parking requirements.
VCAT Reference No. P607/2018					
PLN11/0820	802 & 804 Heidelberg Road	9.9m (3 storeys)	12.9m (4 storeys)	Permit Amended: 3 May 2016	Mixed use development for construction of ground floor office/food and drink premises and use and development of dwellings above, associated reduction in car parking and loading bay requirements and alteration to access in a Road Zone.

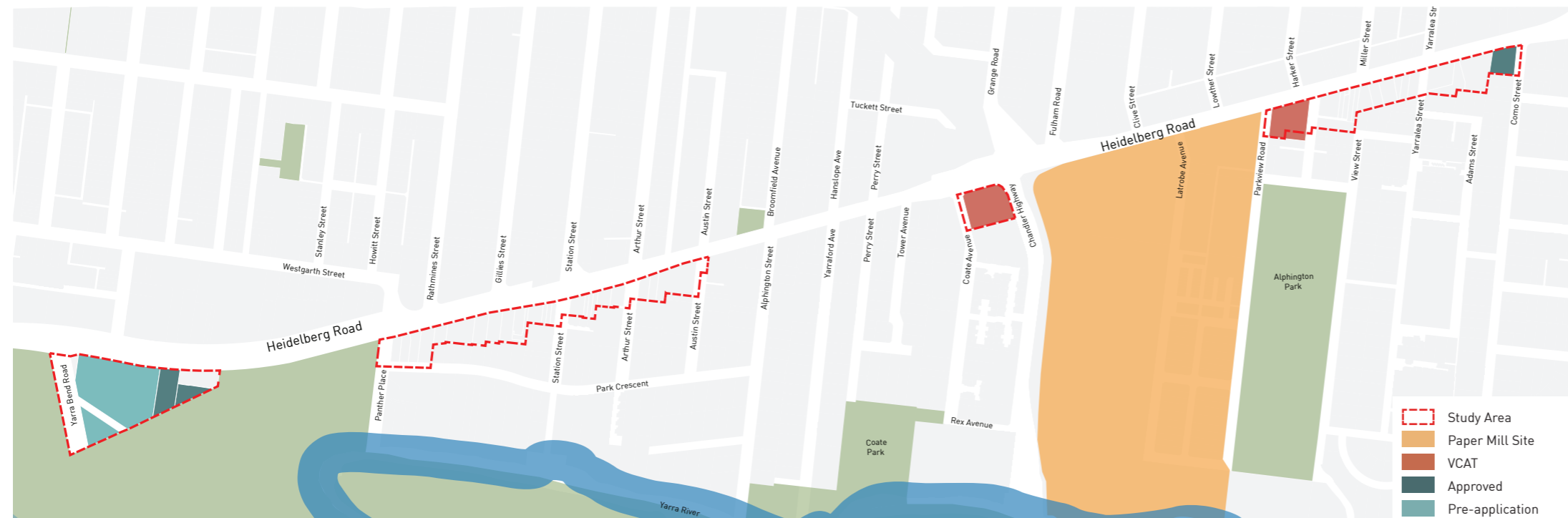


Figure 11. Development Activity

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582 Heidelberg Road



Perspective

718 Heidelberg Road



Perspective

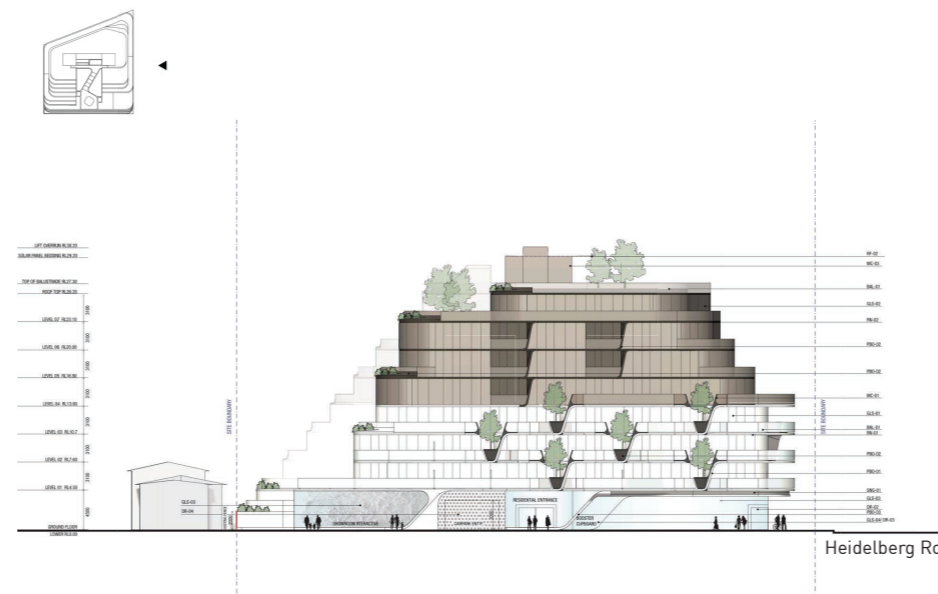
802 & 804 Heidelberg Road



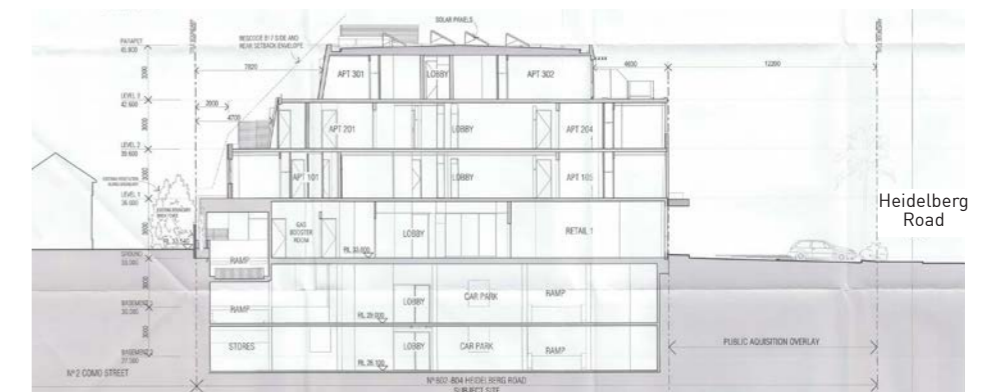
Perspective



Elevation



Elevation



Section

4 Understanding the Place



Image 1. View of Precinct 3B looking west at intersection of Yarralea Street

4.1 Overview

The following investigates the existing conditions in the study area. This highlights the specific place qualities along Heidelberg Road that should be retained and enhanced, as well as the constraints and opportunities that will influence the design and planning of the precinct.

This considers:

- A summary of existing key attributes along Heidelberg Road, including land use, vehicular access, landscape qualities (within the site and the street) and any heritage values
- Existing street - widths and conditions
- Urban structure
- Built form analysis, including building heights, site coverage, front setbacks, frontage quality and private interfaces

This details the specific site conditions that will inform the development of a built form framework for the study area.

Key constraints and opportunities identified through this analysis are documented at the conclusion of this chapter.

Summary of key attributes (refer following pages):

Land use is predominantly for commercial uses, including medical, offices, light manufacturing, automotive repairs, gyms and large retail showrooms. There is a limited number of residential developments which are located in Precinct 1 and 3B.

There are a number of **vehicular crossovers** that come directly off Heidelberg Road. These are distributed along the road corridor. There are limited opportunities for rear access to properties that are within the centre of blocks. Vehicular access will need to be carefully considered in the development of built form controls.

Landscape quality is inconsistent, however generally poor across the study area. There are a limited number of mature street trees, however new street trees have been planted along the length of the corridor. A landscape setback is incorporated into a number of properties across the study area. This is inconsistent, however does provide some visual relief and a more generous pedestrian environment which reduces the dominant impact of traffic the pedestrian experience.

There are two existing sites identified as of heritage significance. Further investigations are underway by a qualified heritage architect and will be incorporated into this report.

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Key Attributes - Precinct 1

Precinct 1 is a triangular area of Commercial 1 zoned land, bounded by Yarra Bend Road, Heidelberg Road and T.H. Westfield Reserve

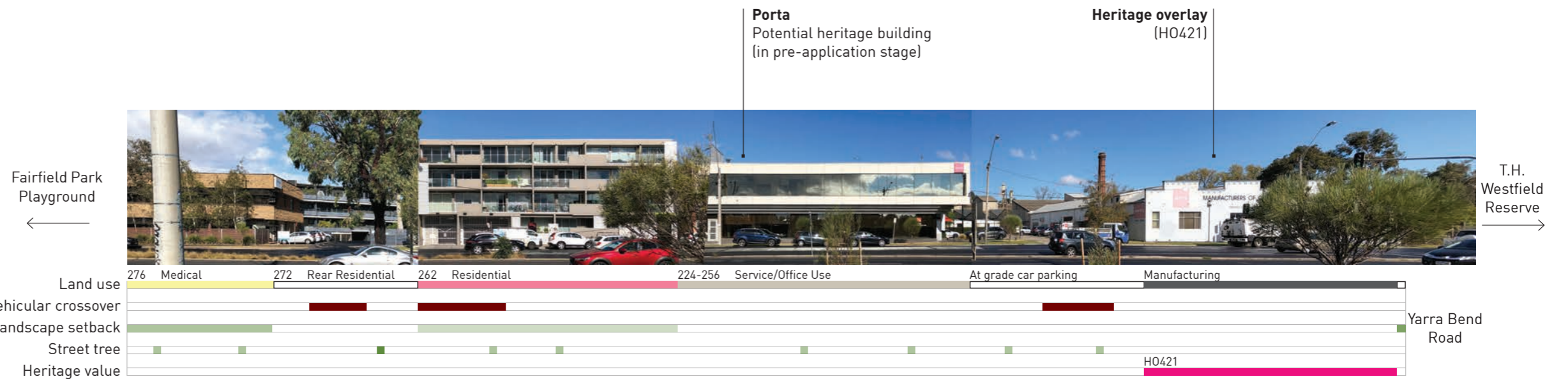
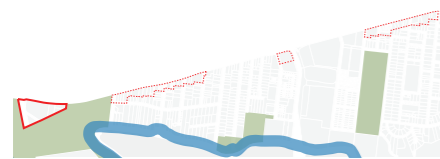


Figure 12. Street Elevation in Precinct 1

Key Attributes - Precinct 3A

Precinct 3A is one Commercial 1 zoned site bounded by Coate Avenue, Heidelberg Road and Chandler Highway

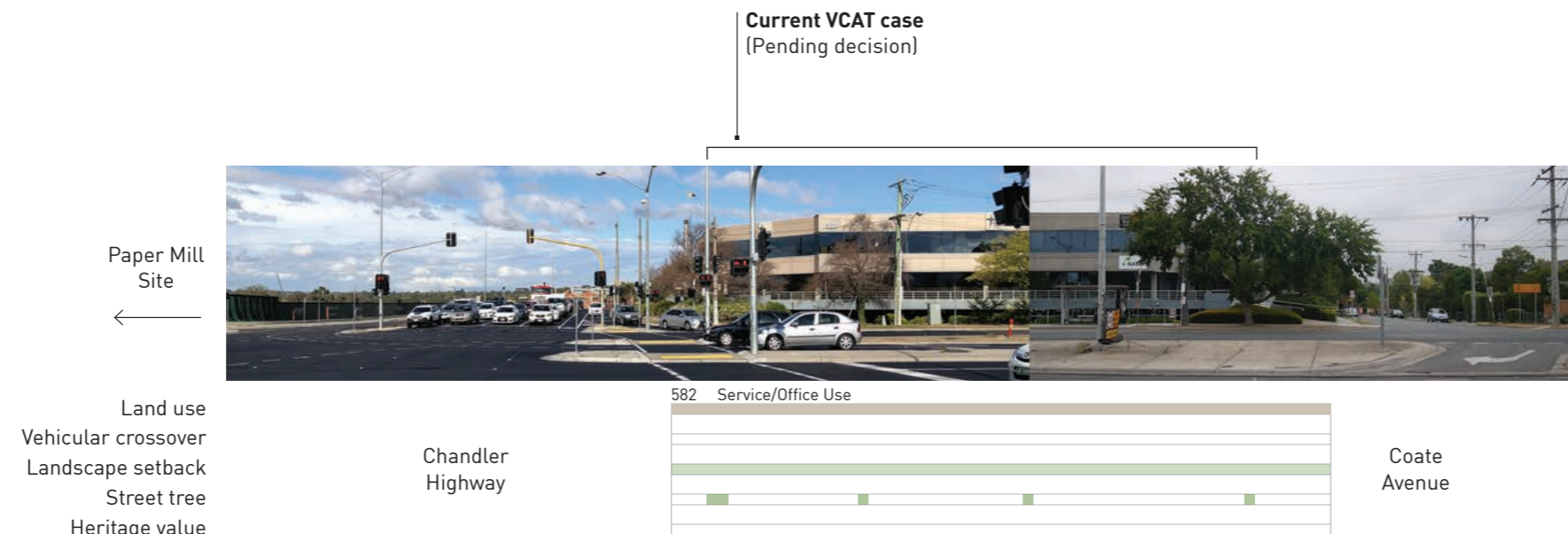
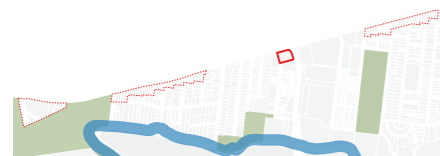
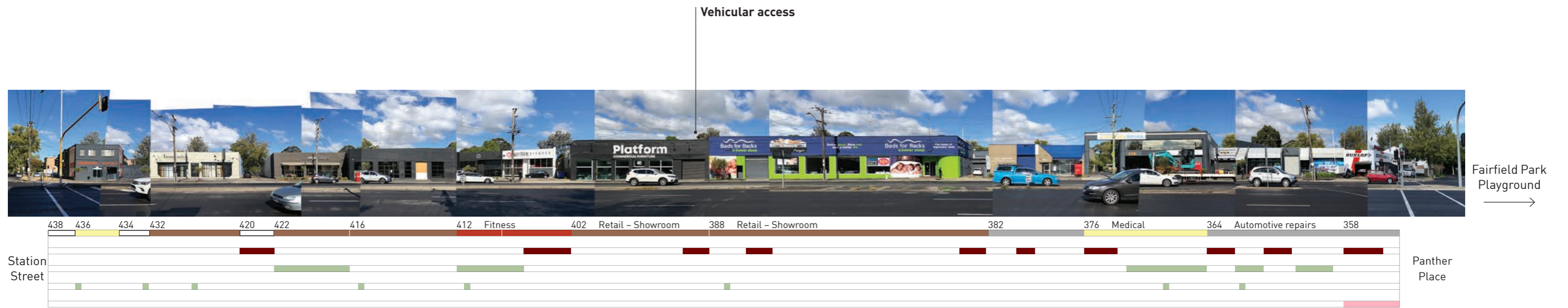


Figure 13. Street Elevation in Precinct 3A

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4.2 Urban structure analysis

Site size

Site sizes vary across the study area.

Precincts 2 and 3B include the greatest range of site sizes (less than 500m² to 2000m²+), site widths (frontages vary significantly from 5.5 to 59 metres) and site depths (which vary from 28 metres to 56 metres).

Precinct 3A is a single large site that is subject to a current development application.

Precinct 1 includes three smaller sites, two of which have been redeveloped recently. It includes one very large site, the largest in the study area.

Site frontages

Precincts 2, 3A and 3B all interface directly with residential areas to the south. Corner sites and those with rear access have the greatest number of site frontages.

The sites within Precincts 2 and 3B are most constrained, with many sites having only 1 street frontage which is to Heidelberg Road. This means that internal amenity within the site must be provided via side and rear boundaries that interface with privately owned sites.

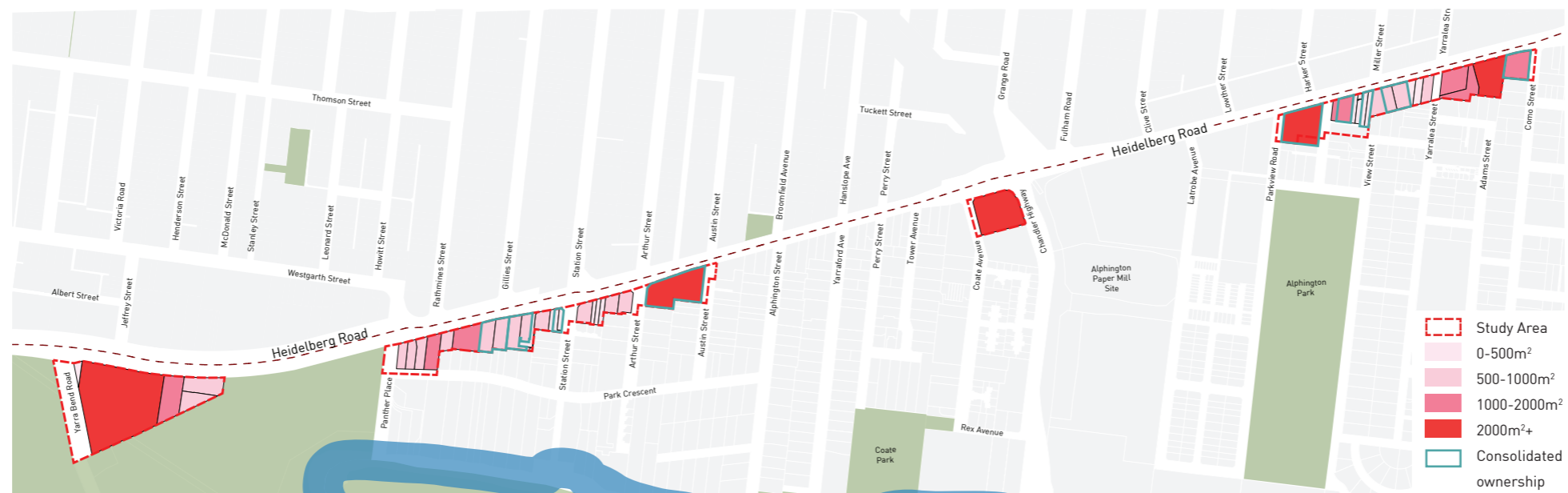


Figure 16. Site size

Key relevance to the development of built form controls:

- A significant number of sites within these Precincts 2 and 3B are narrow, deep sites which will make redevelopment difficult, particularly for residential uses in Precinct 3B. The degree to which site consolidation is encouraged, or not, therefore needs to be considered to balance development capacity with preferred character outcomes.
- Larger sites, particularly those on corner lots, will be able to accommodate the taller and larger amount of development. The impact of these on the amenity of residential areas to the south will need to be carefully considered.

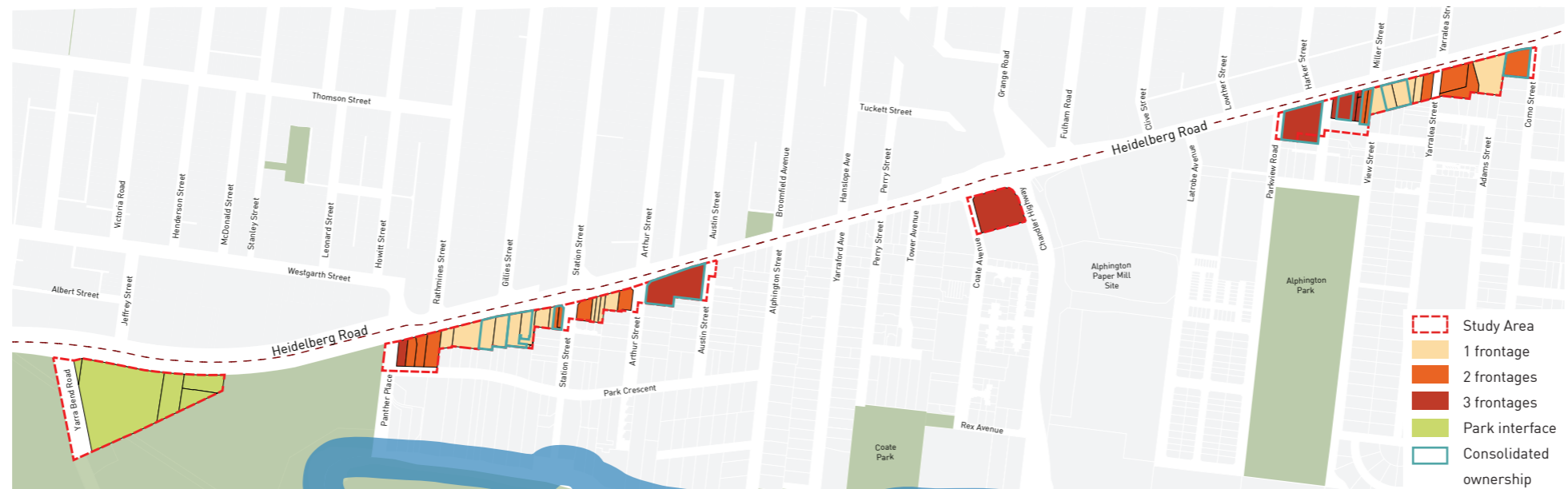


Figure 17. Site frontage

Key relevance to the development of built form controls:

- The number of street frontages that a property has impacts the capacity for redevelopment within a site. Sites with more frontages have greater access to amenity (outlook, daylight, sunlight) which is protected.
- Precinct 1 interfaces with the existing park - impacts of overshadowing of parkland will be important to consider and test.

4-3 Access

Public transportation

The area has relatively good access to local train stations with Fairfield Station and Alphington Station within walking close walking distance. Precincts 2 and 3B have the highest proximity to each station.



Figure 18. Public transportation

Key relevance to the development of built form controls:

- All sites have generally good access to public transport and are suitable for more intensive development.

Access

Vehicular access is predominantly provided from Heidelberg Road.

There is limited rear access with only one laneway located at the rear of properties on the corner of Parkview Avenue and Heidelberg Road.

A small number of sites are accessed from shared driveways. A small number of sites have two driveway access crossovers. There is only 1 site which currently has no vehicular access at all.

A number of sites have car parking within the Heidelberg Road frontage. This contributes to a poor character within the street and a low amenity outcomes for pedestrians.

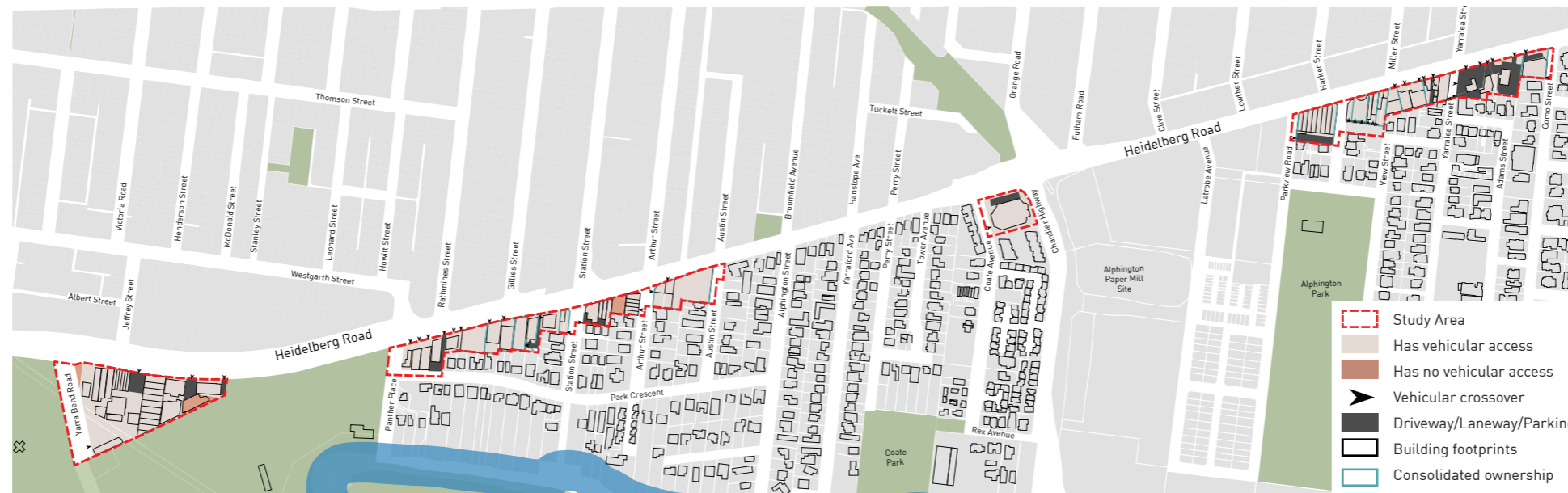


Figure 19. Vehicle Access

Key relevance to the development of built form controls:

- Where possible, vehicular access should be from side streets or the rear. This will not be possible for a large number of sites where the only possible access is from Heidelberg Road.
- Where possible, multiple vehicular access points should be consolidated.
- Rear property boundaries are generally staggered which makes the introduction of new rear laneways difficult and largely impractical.

4.4 Land Use

Land Use

There is a mix of land uses along corridor:

- Precinct 1 (Commercial 1 zone) includes a large manufacturing site, offices, a medical suite and an apartment complex.
- Precinct 2 (Commercial 2 zone) includes predominantly large/showroom retail uses and automotive repair shops. Residential uses are not allowed within the Commercial 2 zone.
- Precinct 3A (Commercial 1 zone) includes a single office building.
- Precinct 3B (Commercial 1 zone) incorporates the Alphington Neighbourhood Centre. The uses here, however, are similar to Precinct 2, with the exception of a post office, two cafes and one apartment building.

Heritage value

A heritage review of the existing buildings is currently underway.

There are only two existing identified heritage buildings. These occur in Precinct 1 and Precinct 3B.

An additional 5 sites have been identified as potential heritage sites.¹ These are predominantly in precinct 3B, with 1 site located in Precinct 2.

¹ To be confirmed by heritage review.

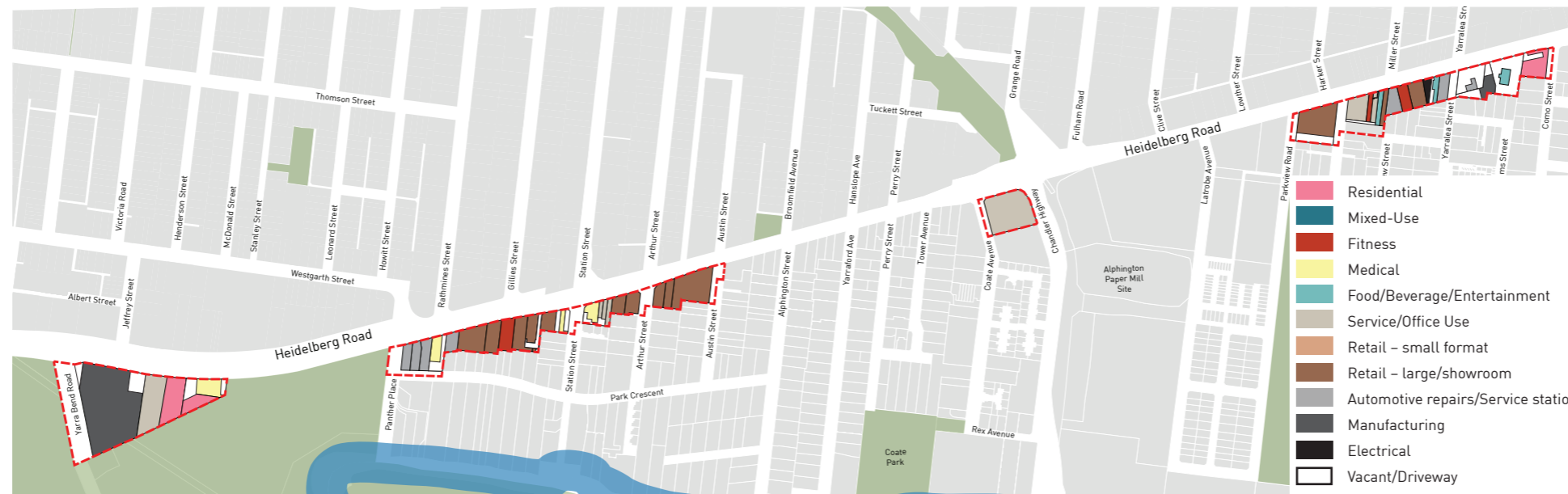


Figure 20. Land Use

Key relevance to the development of built form controls:

- As this area develops there will be greater distinction between the land use mix in Precinct 2 compared to Precincts 1, 3A and 3B as residential uses are not allowed within the Commercial 2 Zone.
- Future land use mix in Precinct 3B should focus on enhancing the amenity and opportunity for local convenience shopping, cafes and restaurants and retail that are suitable in a neighbourhood activity centre.

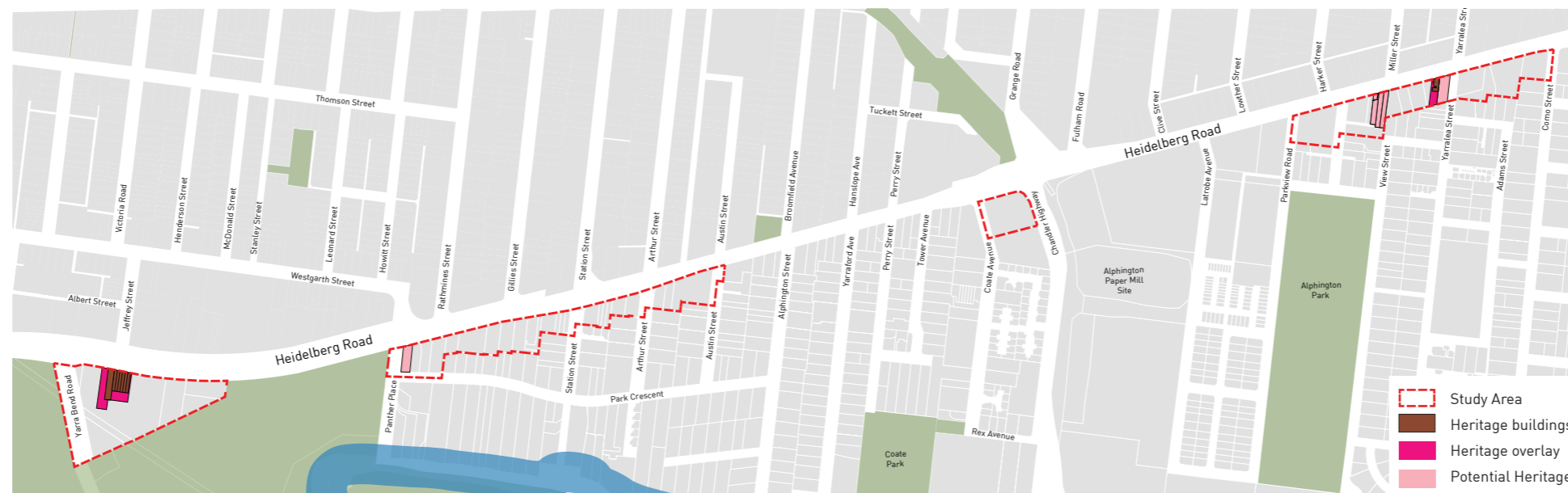


Figure 21. Heritage Value

Key relevance to the development of built form controls:

- Existing heritage buildings are generally not a strong driver of preferred character outcomes in the study area.
- New development controls should, however, consider how new buildings may respond to existing heritage buildings. This is likely to be required in the immediate context of each heritage building, rather than driving the overall design strategy.

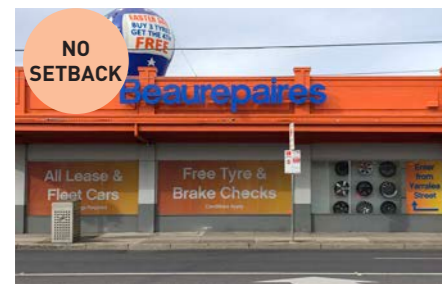
4.5 Public Realm

Front setbacks

There are three types of setbacks identified within the study area:

- No setback (zero lot alignment)
- Landscape setback
- Setback with carparking in front of the building

There is no consistency in setbacks along the study area creating a diverse character.



Frontage quality

An analysis of building frontages illustrates the extent of positive (active), neutral and negative (inactive) frontages.

The frontage quality is dominated by neutral and negative frontages. There are a limited number of active frontages which are within Precincts 2 and 3B and include smaller shops and a cafe/restaurant.

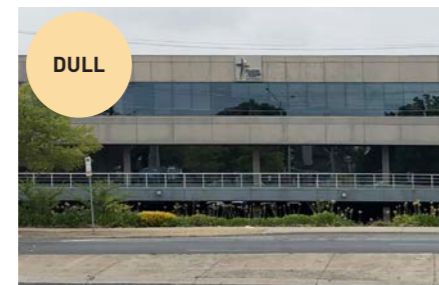


Figure 22. Front setbacks



Figure 23. Frontage

Heidelberg Road Corridor

Heidelberg Road is dominated by commuter traffic. The traffic volumes along the Heidelberg Road were: 15,000-19,000 vehicles eastbound per day, and 17,000-22,000 vehicles westbound per day.¹

Heidelberg Road varies considerably along the length of the study area in width, design and function.

In all areas, on-road, non-separated bicycle lane, shared by car parking spots or moving traffic at clearway times. It merges with turning lanes at intersections.

Traffic movements dominates the pedestrian experience - this is exacerbated by the lack of on-street car parking which means that there is little separation between pedestrians and moving cars and by the lack of vegetation.

Precinct 1

The pedestrian experience is dominated by the wide road reserve (approximately 48 metres) and 8 lanes of traffic. The footpath is relatively narrow in relation to the road width. There is a minimal amount of vegetation (street trees or understorey planting) to soften the impact of the traffic and hard surfaces.

Precinct 2

The road width narrows to approximately 27 metres and reduces to 6 lanes of traffic. Wider footpaths are provided, however the impact of traffic still dominates the pedestrian experience. There is minimal tree planting of understorey planting within the road reserve.

A landscape setback is provided within some properties which contributes to a higher quality pedestrian experience.

Precinct 3A

The road reserve widens at the intersection with Chandler Highway. This intersection is significantly dominated by traffic movements and noise. A narrow footpath is provided. The verge varies significantly in width from 0 metres to 4.5 metres. There are street trees and a grassed verge.

Precinct 3B

The road reserve is narrowest within Precinct 3B (approximately 22 metres). This is the location of the Alphington Neighbourhood Activity Centre.

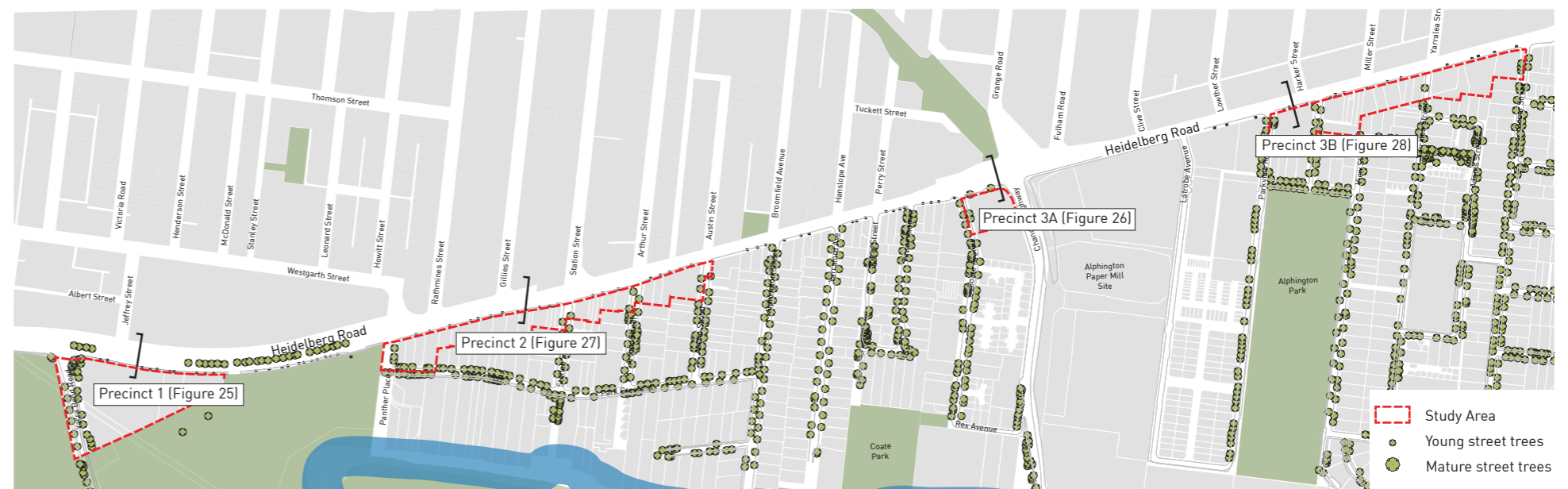


Figure 24. Street trees

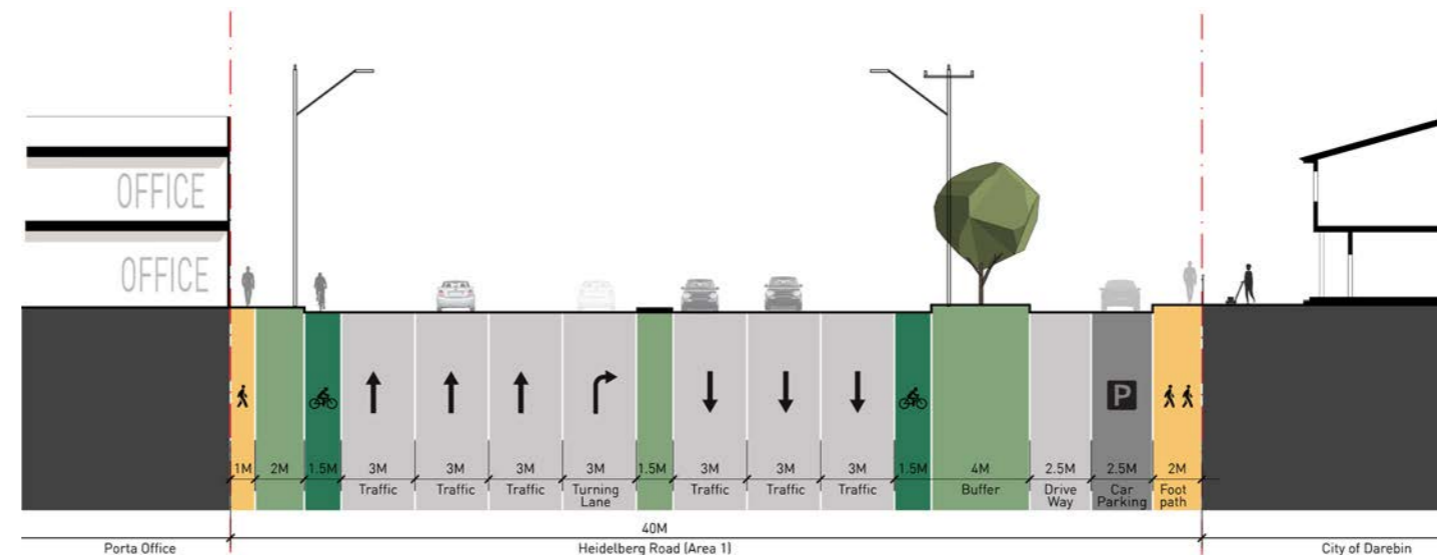


Figure 25. Heidelberg Road section in Precinct 1

1 VicRoads Arterial Road Traffic Volumes, <https://www.vicroads.vic.gov.au/>

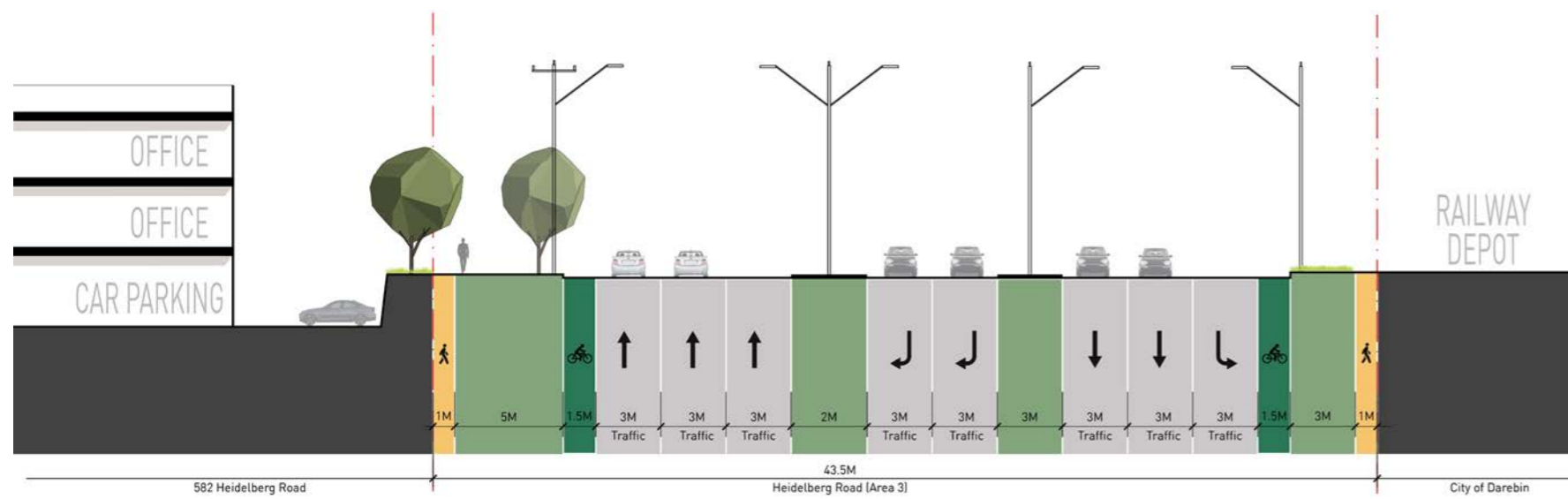


Figure 26. Heidelberg Road section in Precinct 3A

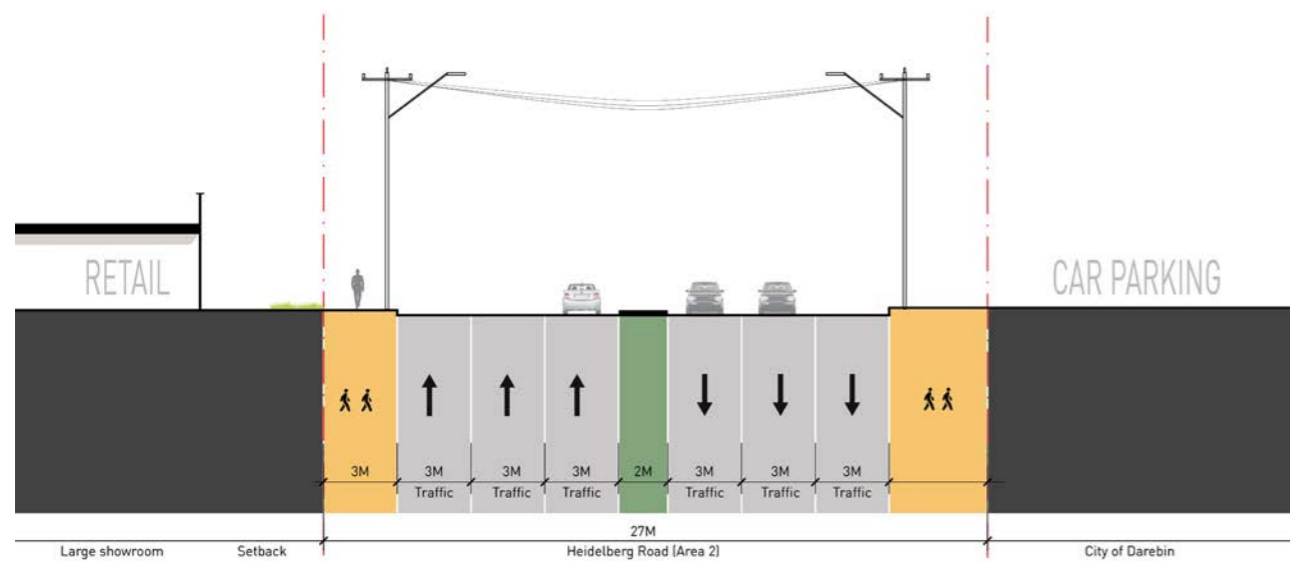


Figure 27. Heidelberg Road section in Precinct 2

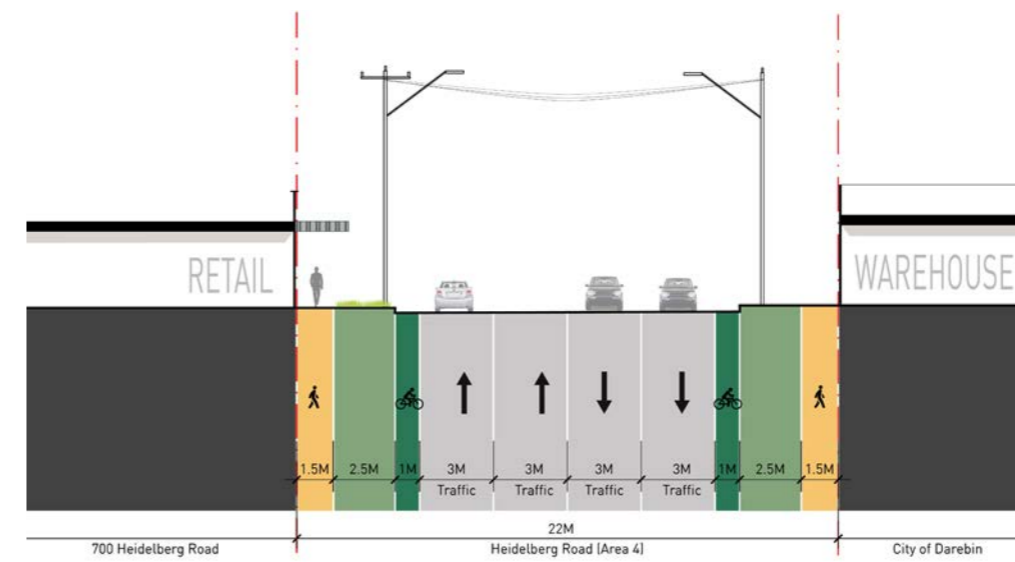


Figure 28. Heidelberg Road section in Precinct 3B

Key relevance to the development of built form controls:

- Traffic dominates the pedestrian experience across the study area, with Precincts 1 and 3A the most affected.
- Recent street tree planting will contribute to softening the overall negative experience.
- There are a number of sites that incorporate landscape setbacks and/or landscape setbacks and car parking which provide some relief from the intensity of the road corridor and traffic. The inclusion of landscape setbacks within the private property should be explored further in the development of built form controls.
- This will need to be balanced with existing character attributes within the finer-grain precincts of the Alphington Neighbourhood Activity Centre.

4.6 Built form analysis

Building heights

The study area is generally low rise (1-2 storeys) built form. There are a relatively small number of sites that are 3-4 storeys. This includes the recently redeveloped site at the eastern end of the study area (within Precinct 3B) at 802-804 Heidelberg Road.

The Housing Strategy identifies the study area as suitable for moderate growth. This will affect Precincts 1, 3A and 3B where residential development is allowed and will result in a change to existing building heights.

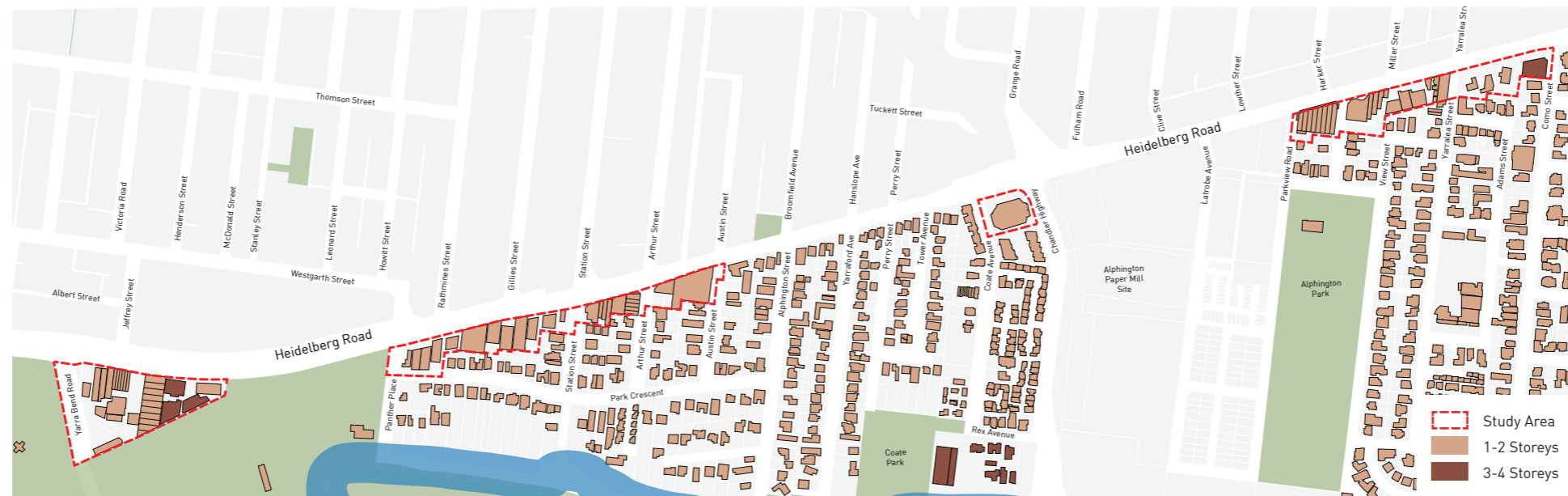


Figure 29. Existing building heights

Key relevance to the development of built form controls:

- The newest development within the study area is at 802-804 Heidelberg Road is 4 storeys in height. This is the only developed site that provides a precedent for potential future character of this corridor. This development demonstrates an effective transition in height to the low-scale areas immediately to the south (see the section on page 17).
- The heights of future buildings along Heidelberg Road will need to be developed with consideration of relationship to the road width, public realm quality and the potential impacts on residential properties to the south (in regards to visual bulk, overshadowing and privacy).

Site coverage

Site coverage varies significantly along the study area and reflects the existing use of the. For examples, sites with the lowest site coverage include drive-thru takeaways (less than 30% of site coverage), while sites with high coverage include warehouses and recently developed large showrooms (over 80% site coverage).



Figure 30. Existing site coverage

Key relevance to the development of built form controls:

- Future land use within each study area will directly impact site coverage requirements.
- Requirements to setback from residential interfaces will effect site coverage outcomes.
- Requirements for landscaping and communal open space within residential developments in Precincts 1, 3A and 3B will also affect future site coverage outcomes.

Sensitive interfaces

There are six different interface conditions along the southern boundary of the study area. These include

- Rear to rear site boundaries
- Rear to side site boundaries
- Side to rear site boundaries
- Side to side site boundaries
- Rear to park
- Rear to laneway

Within these interface types, there are examples of buildings that are setback (with either a landscape or car parking buffer) and examples of building built to boundary (a party wall).

Examples of these are demonstrated in and will have a direct impact on the preferred built form controls. The location of each is mapped in - this demonstrates the fine grain of detail at which will need to be considered.

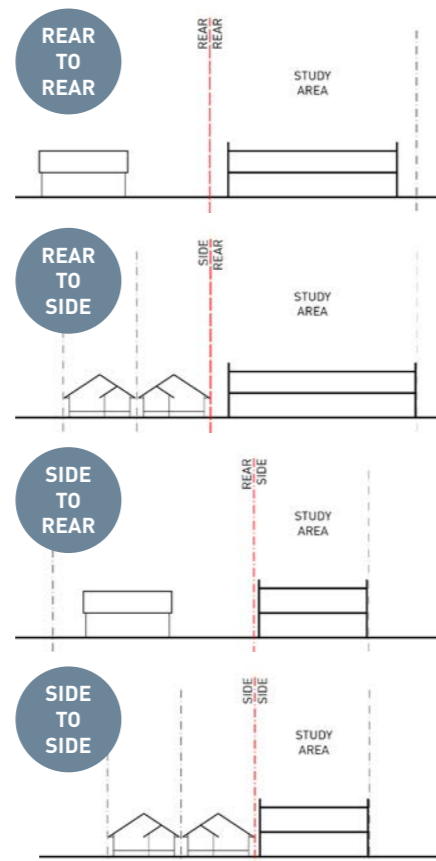


Figure 31. Examples of existing conditions along sensitive interfaces

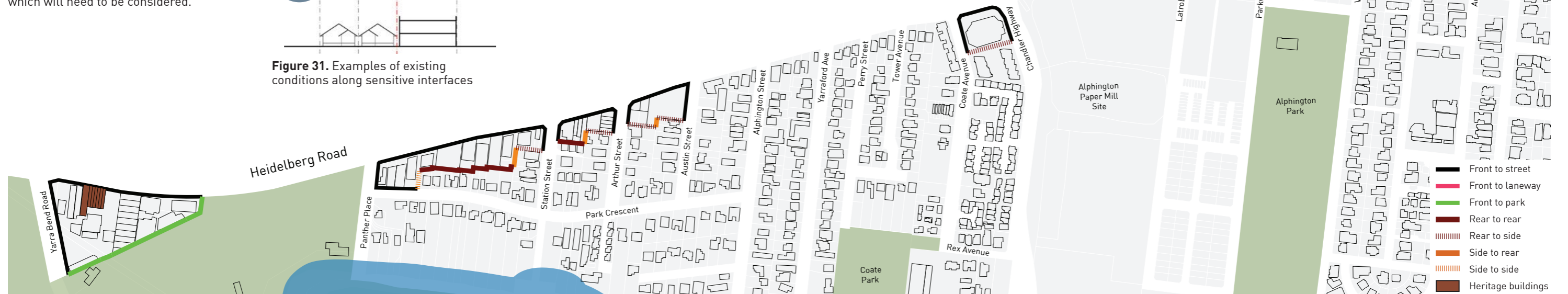


Figure 32. Sensitive interface along southern boundaries

Relevance to development of built form controls:

Setbacks

A preferred character for each area will need to be developed that will inform the preferred setback design. This should consider the relationship of new development to the street conditions (dominance of traffic and footpath width).

Frontages

A significant improvement in streetscape activation is required to improve pedestrian safety and create more attractive and welcoming environment.

Sensitive interfaces

- Each condition will need to be tested to determine building setbacks, as appropriate, along these boundaries to ensure that visual bulk, privacy and overshadowing impacts are carefully considered.
- Opportunities for rear laneway access will be explored to maximise the quality of the pedestrian experience along Heidelberg Road.
- Interfaces to the park will need to be carefully considered to maximise safety for residents and park visitors, particularly at night.

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