



Special Meeting of Council Agenda

to be held on Wednesday 2 December 2015 at 7.00pm
Fitzroy Town Hall

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Order of business

- 1. Statement of recognition of Wurundjeri Land**
- 2. Attendance, apologies and requests for leave of absence**
- 3. Declarations of conflict of interest (Councillors and staff)**
- 4. Council business reports**

1. Statement of Recognition of Wurundjeri Land

“Welcome to the City of Yarra.”

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

2. Attendance, apologies and requests for leave of absence

Anticipated attendees:

Councillors

- Cr Roberto Colanzi (Mayor)
- Cr Geoff Barbour
- Cr Misha Coleman
- Cr Jackie Fristacky
- Cr Sam Gaylard
- Cr Simon Huggins
- Cr Stephen Jolly
- Cr Amanda Stone
- Cr Phillip Vlahogiannis

Council officers

- Vijaya Vaidyanath (Chief Executive Officer)
- Ivan Gilbert (Group Manager – CEO’s Office)
- Andrew Day (Director - Corporate, Business and Finance)
- Chris Leivers (Director - Community Wellbeing)
- Bruce Phillips (Director - Planning and Place Making)
- Guy Wilson-Browne (Director – City Works and Assets)
- Mel Nikou (Governance Officer)

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

4. Council business reports

Item		Page	Rec. Page	Report Presenter
4.1	Amcor Subdivision Planning Report	5	16	Bruce Phillips – Director Planning and Place Making David Walmsley – Manager City Strategy
4.2	Amcor Development Plan Assessment	17	34	Bruce Phillips – Director Planning and Place Making David Walmsley – Manager City Strategy

4.1 Amcor Subdivision Planning Report

Trim Record Number: D15/146884

Responsible Officer: Director Planning and Place Making

Purpose

1. This report considers a 2 lot subdivision of one of the existing larger lots at the former AMCOR paper mill site in Alphington.
2. The proposal is principally to subdivide this lot to align with the arrangements for the joint venture proponents to begin contractual settlement with the AMCOR company. It is understood that this 'superlot' creation is required as part of the first part of the purchase settlement which is to occur in December 2015. (See letter from Contour Planning consultants include as **Attachment 1**).
3. The key matter that Council needs to consider is whether or not this subdivision would '*prejudice the future use and development of the land in an integrated manner*' and will contribute to the vision for the AMCOR site.

Planning Scheme provisions

4. The land is Zoned Mixed Use with a number of Overlays. The Yarra Planning Scheme requires the approval of a Development Plan pursuant to a Development Plan Overlay (DPO) for the site. That Development Plan has not yet been approved by Council but is considered in another item subsequently on this Agenda.
5. A planning permit is required to subdivide land pursuant to clauses 32.04-4 (Mixed Use Zone), 42.01-2 (Environmental Significance Overlay), 43.01-1 (Heritage Overlay), 43.02-3 (Design and Development Overlay), 43.04-1 (Development Plan Overlay) and 44.04-2 (Land Subject to Inundation Overlay).
6. The relevant requirements and decision guidelines with respect to the Amcor site are outlined below:
 - (a) Clause 43.04 – Development Plan Overlay:
 - (i) Schedule 11 to the DPO (section 1.0) lists a number of minor works or other permit triggers for which a permit may be granted before a Development Plan has been approved. One of these is '*Consolidation or subdivision of land.*'; and
 - (ii) The above section also states that '*Before granting a permit the responsible authority must be satisfied that the permit will not prejudice the future use and development of the land in an integrated manner and will contribute to the vision for the Amcor site.*'; and
 - (b) Clause 65 – Decision Guidelines:
 - (i) Under this clause consideration is to be given to a variety of matters including the purpose of the zone, State and Local Policy Planning Framework (where applicable), orderly planning and impact on the amenity of the area.

Background

7. The overall site known as the former Amcor paper mill occupies approximately 16.36 ha of land generally bounded by Heidelberg Road (north), Chandler Highway (west), Parkview Road (east) and the Yarra River (south). The land was used for many years as a paper mill before operations ceased in late 2012.



Figure 1: Location

8. The Amcor site currently comprises some 60 separate titles, however, the bulk of the land is on a single 10.38 ha title which constituted the actual paper mill and associated buildings. The other titles (with few exceptions) are located to the east of this main parcel and mostly comprise vacant land (former house sites), which formed a buffer to Alphington Park and residential areas beyond.
9. The main land parcel and the former buffer land are separated by Latrobe Avenue which runs south from Heidelberg Road. Parkview Road, further to the east, runs parallel to Latrobe Avenue and the two streets are connected at the southern end by Lugton Street.
10. The AMCOR site is now disused and being rehabilitated ready for redevelopment into primarily residential and commercial / retail. This rehabilitation process began some 18 months ago.
11. The applicant for this subdivision (land surveyor) has submitted that there are a number of easements on site which are now redundant (or shortly will be, in the case of E-1 which contains a Melbourne Water sewer which is currently being decommissioned). As such, the easements form unnecessary encumbrances on the land and their removal is sought accordingly.
12. Some previous approvals for changes to title particulars have been provided as part of the rearrangements of the site in preparation of its redevelopment. These have included the following:
 - (a) removal of single dwelling covenants; and
 - (b) the division of part of the land between Chandler Highway and La Trobe Avenue (northern part) into 2 superlots (for arranging land to accord with joint venture responsibilities) – as shown in Figure 2.

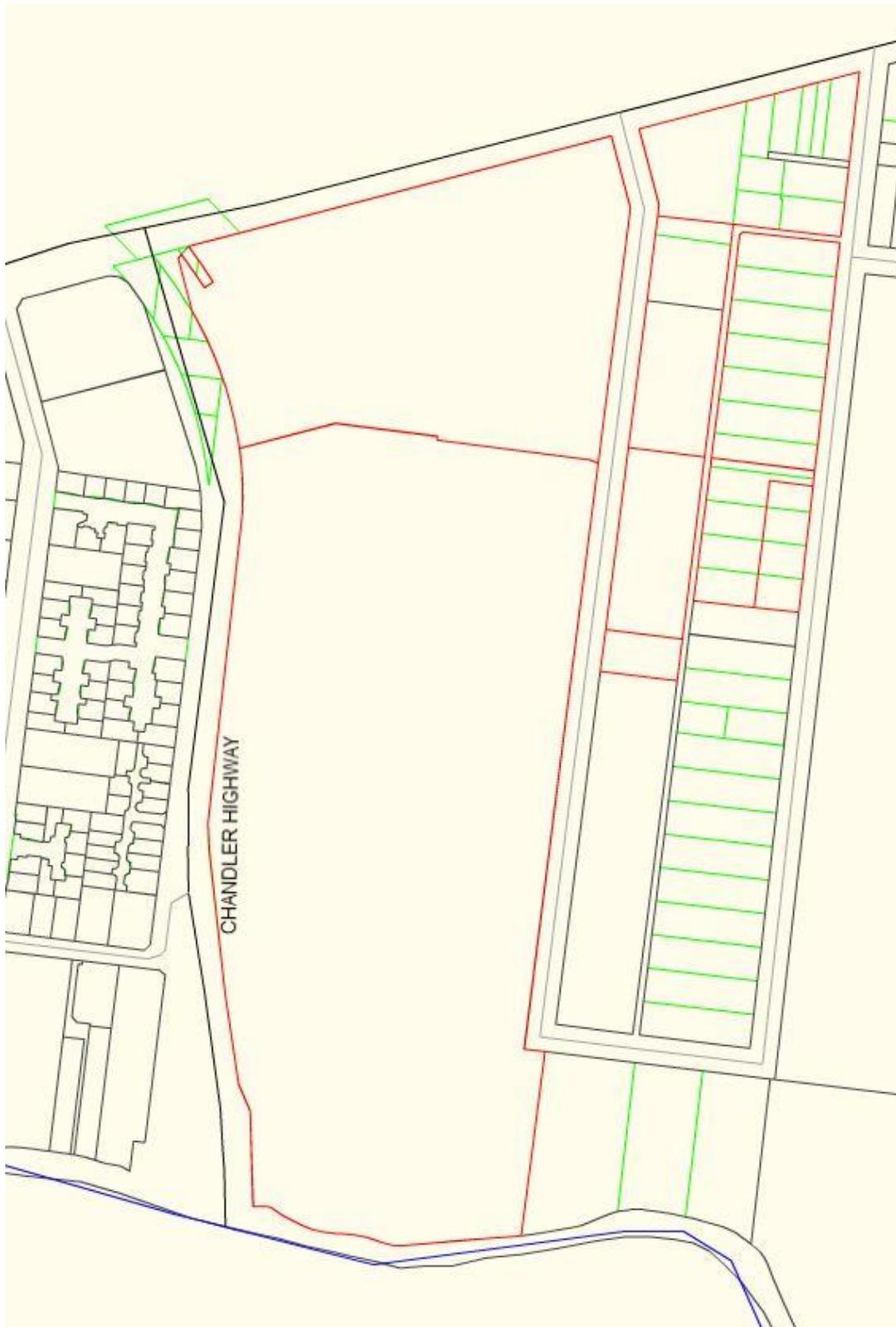


Figure 2: Showing north and south existing superlots between Chandler Hwy and Latrobe Avenue

History of previous subdivision approvals

Permit to Remove Restrictive Covenant

13. Planning permit SP13/0085 was issued for the land on 29 April 2014, allowing 'Removal of a restrictive covenant from all affected titles (i.e. all covenants created upon transfer of individual titles from parent title Vol. 3778 Fol. 755519, being all the land in LP6414.)'

14. The above permit approves the removal of multiple restrictive covenants which affected 24 of the 60 titles. Each covenant restricted development to one dwelling and outbuilding within the original titles created on LP6414 in 1915, many of which were subsequently consolidated to form the main title. As the covenant was inconsistent with the vision for the Amcor site its removal was a necessary first step to commence preparing the site for redevelopment as outlined in Schedule 11 of the DPO. The covenant was removed from the titles on 29 August 2014.

Permit for Subdivision (Boundary Realignment)

15. Planning permit SP14/0006 was issued on 5 August 2014, allowing a two lot subdivision (boundary realignment) in accordance with the approved plan, PS 726451S. The subdivision creates two large lots within that part of the Amcor site located between Chandler Highway and Latrobe Avenue (an area of 10.5 ha).
16. This relates to the northern most portion of the site (NW st) as shown in Fig 2 and 4)
17. The subdivision was certified with a statement of compliance on 6 August 2014 (re-certified for a minor boundary alteration on 6 May 2015). However, the subdivision has not yet been registered.

The Proposal

18. The subject application is to (generally) subdivide the southern part of the land between Chandler Highway and La Trobe Avenue into 2 superlots. See Figure 4 at paragraph 15 showing further detail.
19. The alignment of this proposed subdivision is said to accord with the contractual arrangements for the purchase of the overall AMCOR site insofar as the first part of settlement (see attached letter). It is understood that the terms of settlement require the creation of the two 'super lots' as proposed, with each corresponding to various sections / precincts of the proposed, revised development plan lodged in August 2015 (see below), as follows:

	<i>Land area</i>	<i>Corresponding sections of revised Development Plan</i>
Lot 1	6.891 ha	Artisan Precinct, Outer Circle Precinct, Workshop Precinct, River Front Precinct (part), River Park public open space
Lot 2	1.656 ha	Heritage Precinct (boiler house building and adjacent land), Heritage Park public open space, River Front Precinct (part)



Figure 3: Proposed revised development plan by applicant

20. The proposal, more particularly, as shown in the diagram below, is the proposed subdivision of the subject lot into two lots, in accordance with the plan submitted, PS 739446M.

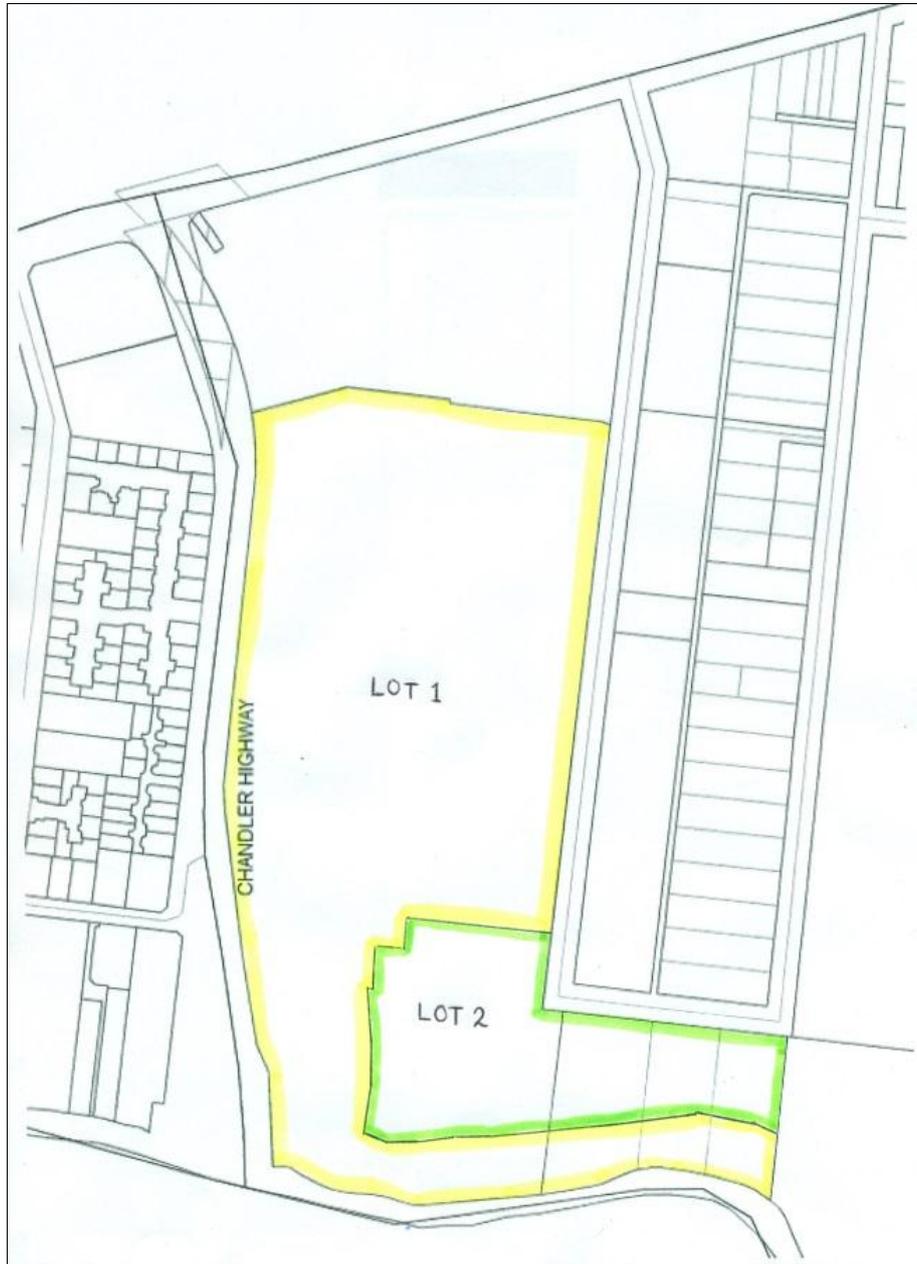


Figure 4: Plan of proposed subdivision – (southern part of site into 2 superlots)

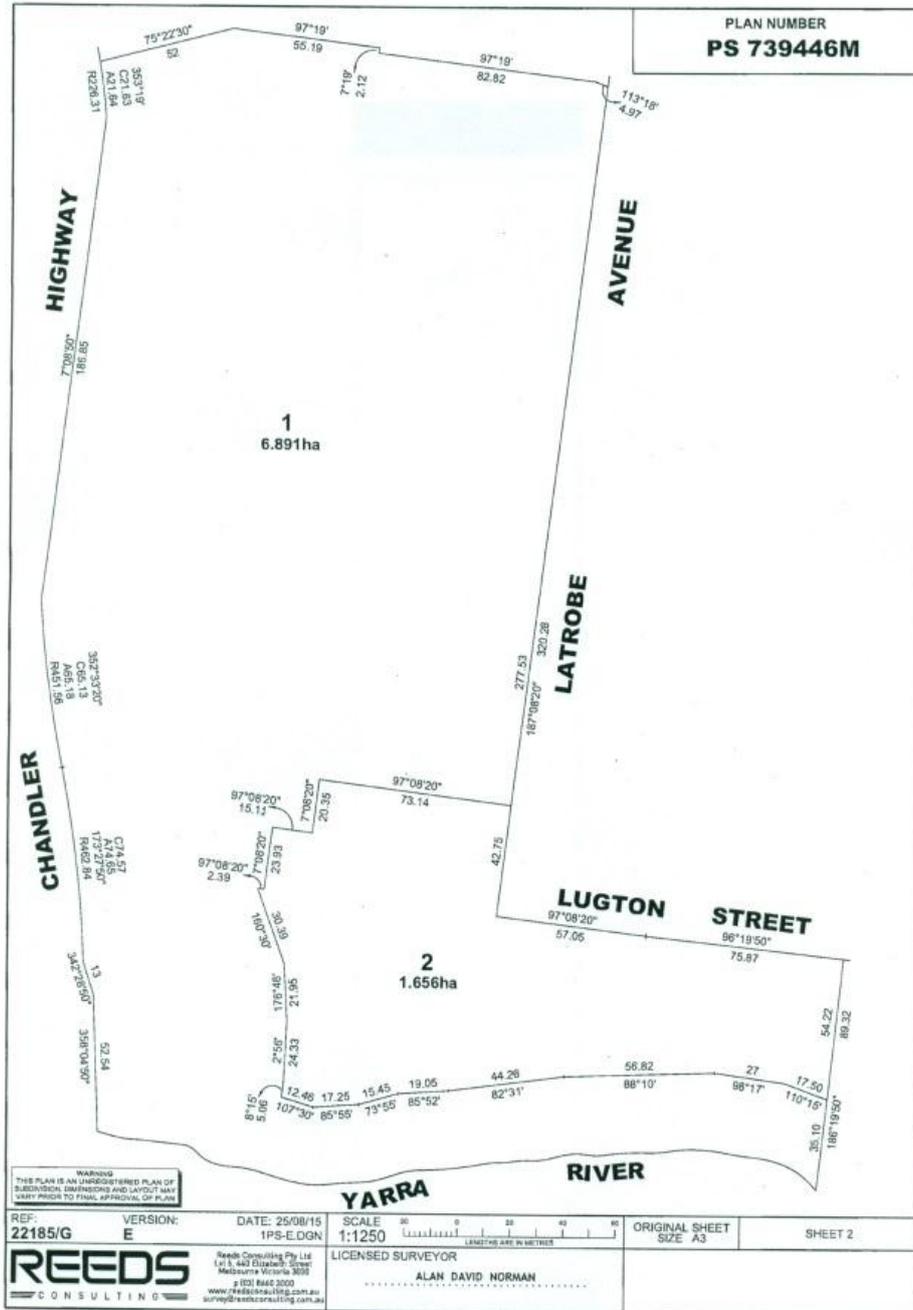


Figure 5: Plan of proposed subdivision – (southern part of site into 2 superlots)

21. The proposed Lot 1 has an area of 6.891 ha and Lot 2 1.656 ha in area.
22. The lots are termed 'super lots' as they do not reflect the final intended division of the overall site but will rather be further subdivided at a later date.
23. Specifically, the proposed subdivision achieves the following:
 - (a) re-subdivides Lot 2 on PS 726451S, which was approved in 2014 but not yet registered. **N.B.** it also incorporates four additional titles to the southeast and incorporates four additional titles to the southeast; at the bottom of Lugton Street;
 - (b) effectively consolidates these four additional titles and realigns boundaries so that the entire southern boundary, defined by the Yarra River, is contained in Lot 1 (together with the river embankment) whilst the smaller Lot 2 incorporates land to the north and west;

- (c) removes the following easements (all within the southern portion of the land):
 - (i) drainage and sewerage easement (E-1) on LP 6414 and PS 726451S;
 - (ii) easement coloured blue on TP475048F in favour of the Melbourne and Metropolitan Board of Works;
 - (iii) easement coloured blue on TP460478M in favour of the Melbourne and Metropolitan Board of Works;
 - (iv) sewerage, drainage and water supply easements (E-2 & E-4) on PS 726451S; and
 - (v) gas supply easements (E-3 & E-4) on PS 726451S.

External Consultation

- 24. The application was not advertised under the provisions of Section 52 of the Planning and Environment Act 1987 as it was not considered that the subdivision would result in material detriment to any person.
- 25. It is noted that the application proposes to subdivide land adjacent to an arterial road. However, as the subdivision comprises two lots and requires no new access (pursuant to clause 52.29 of the Scheme) the subdivision is exempt from referral to the Roads Corporation (VicRoads). Nonetheless, in view of VicRoads' known interest in the development of the AMCOR site (that is, a widening of Chandler Highway adjacent to Amcor may be required in the future), VicRoads was notified and invited to comment on the application.
- 26. VicRoads have provided a response on 25 November (see **Attachment 2**), this is not a formal referral response, however Council should note its contents (see officer assessment section of this report).
- 27. Further, it is noted that under the Yarra Planning Scheme the planning permit application is exempt from formal referral to the servicing authorities – however, referral for 'certification' of the subdivision (being the next process in subdivision matters to lodge for titles at the Titles Office) is required under Section 8 of the Subdivision Act.
- 28. Pursuant to clause 66.01-1 of the Planning Scheme, planning permit applications for subdivision not requiring referral must include the following conditions:
 - (a) *the owner of the land must enter into agreements with the relevant authorities for the provision of water supply, drainage, sewerage facilities, electricity and gas services to each lot shown on the endorsed plan in accordance with the authority's requirements and relevant legislation at the time;*
 - (b) *all existing and proposed easements and sites for existing or required utility services and roads on the land must be set aside in the plan of subdivision submitted for certification in favour of the relevant authority for which the easement or site is to be created; and*
 - (c) *the plan of subdivision submitted for certification under the Subdivision Act 1988 must be referred to the relevant authority in accordance with Section 8 of that Act.*

Other referrals

- 29. Pursuant to Section 8 of the Subdivision Act, the subdivision was referred for certification to Jemena Electricity, APA Group (gas), Yarra Valley Water and Melbourne Water. Jemena, APA and Yarra Valley Water have consented to certification and the issue of a statement of compliance.
- 30. Melbourne Water has not consented to certification of the subdivision at the present stage, having requested the following information from the applicant: '*Melbourne Water requires confirmation that the North Yarra Sewer main has been decommissioned. The easement can only be removed when the sewer has been decommissioned.*' Melbourne Water states the consideration of the plan will recommence when the information is received.

Internal Consultation (One Yarra)

31. The subdivision was referred internally to Yarra Engineering, which required no drainage conditions or other requirements with respect to the subdivision and accordingly consented to certification and the issue of a statement of compliance. The subdivision was also referred informally to Council's Manager City Strategy who has expressed no concern in relation to the subdivision.

Financial Implications

32. The *public open space* provision, as part of the overall redevelopment of the AMCOR site, is proposed as part of the Development Plan arrangements – this is shown on that proposal (see other Agenda item) to provide 4.5 % of the total land site area (inclusive of the approximately 7,800m² area of land in the 30 m strip of land along the river frontage as part of the overall land titled area).
33. The developer contribution of open space provision (the 4.5%) for the overall redevelopment of the AMCOR paper mill site (as foreshadowed in the revised Development Plan submitted to Council in August 2015) is required to be protected in any subdivision arrangements.
34. As said above, Lot 1 of this proposed 2 lot subdivision includes the 30 m strip of land along the river – this was requested by officers so that it is not, at this stage, excised from the overall parcel of land until such time as the Development Plan is approved which will then formally show the open space allocations in the proposed layout of the new estate. It is noted that the revised Development Plan (see report in this Agenda) proposes 4 'spaces' as *public open space* to accord with the 4.5 % provision of the overall titled land. Note: the 30 m strip of land is further space to the 4 spaces of *public open space* proposed.
35. In this regard, the 30 m strip of land would (by virtue of the proposed subdivision), for the time being, remain in private ownership (as part of the proposed lot 1) pending further subdivision that would accord with the then approved Development Plan – it is at that further subdivision stage that the 30 m strip of land (that is shown as 'open space' in the proposed 'Development Plan') could be vested in a public agency such as the Council or Melbourne Water – or remain in private ownership but that has not yet been determined.
36. Other than protecting the Council interest in the open space provision there are no financial implications.

Economic Implications

37. No economic implications apply to the Council in relation to this subdivision of a larger parcel of land forming part of the overall site into 2 smaller 'superlots'.

Sustainability Implications

38. The proposed subdivision itself does not raise any sustainability implications.

Social Implications

39. Nil

Human Rights Implications

40. Nil

Communications with CALD Communities Implications

41. Nil

Council Plan, Strategy and Policy Implications

42. The site is a major strategic redevelopment site and a number of important Council strategies and policies apply but no particular policies directly apply to the proposed 2 lot subdivision.
43. The site needs to be prepared for redevelopment by the joint venture team and they also need to meet their private contractual arrangements for the purchase of the site from AMCOR company. (**N.B.** the first settlement is said to be mid-December 2015).

44. Site preparations have been occurring for some 18 months and that continues. Arranging the large existing lots into other superlot parcels that meet the contractual arrangements represents a procedural matter by and large.
45. This two lot subdivision proposal does not impact on the achievement of the 4.5% open space contribution in the Development Plan.

Legal Implications

46. No know legal implications apply.

Officer Assessment

47. The Development Plan Overlay (DPO) provisions are outlined in clause 43.04 of the Scheme. One purpose of the DPO is to identify areas which require the form and conditions of future use and development to be shown on a Development Plan before a permit can be granted to use or develop the land.
48. The subject site is identified as the 'Amcor Site, Heidelberg Road, Alphington' in Schedule 11 to the DPO. Schedule 11 details a series of requirements for the Development Plan (section 3.0).
49. A proposed Development Plan for the Amcor site has been submitted to Council but has not yet been approved. The officer assessment on that proposed Development Plan is also on this Agenda – see subsequent item.
50. In this regards it is noted that the DPO outlines that the Amcor site:
 - (a) will be redeveloped to provide a predominantly medium to higher density residential development, providing homes for a diversity of households including affordable housing, supported by convenience retailing services and community facilities, with employment opportunities in offices and showrooms along the Heidelberg Road frontage; and
 - (b) that the development will provide a transition in the scale of buildings from Heidelberg Road and Chandler Highway stepping down to the Yarra River in the south and Parkview Road as appropriate.
51. A number of provisions exists in the DPO to manage the site redevelopment (see other item on this Agenda).
52. Before deciding on any planning application, Council must have regard to the decision guidelines of Clause 65. Many of the decision guidelines such as the dimension of lots, the location of reserves for open space, movement of vehicles etc. will ultimately be determined under the future endorsed Development Plan and are not strictly relevant to the 'super lot' subdivision. The decision guidelines relevant to the subdivision, including the orderly planning of the area, are addressed in the 'Conclusion' section of this report.
53. The VicRoads letter dated 25 November 2015, comments that the 2 lot proposal *may* be premature. Officers do not agree. The proposal is part of the assembly of land parcels to prepare the site for redevelopment. It also arranges the parcels according to the joint venture contractual arrangement with the vendor.
54. For the reasons outlined above, the proposed subdivision is not considered to prejudice the future use and development of the site in an integrated manner.

Conclusion

55. Having regard to the relevant decision guidelines of the Scheme, it is considered that the proposed subdivision should be approved, for the following reasons.

56. The proposed lots broadly correspond to various precincts of the redeveloped Amcor site as contemplated in the Development Plan submitted to Council. Although the Development Plan has not yet been approved, it is noted that the plan of subdivision will have no bearing on the final form of the Development Plan; that is, in the event of any inconsistencies between the two plans then the lots in the subdivision would need to be realigned accordingly. It is not anticipated that there would be any issue or difficulty in realigning the lots, should this be required.
57. Further, Schedule 11 to the DPO allows a permit for subdivision to be issued before the Development Plan is approved which is recognition that subdivision, such as in the 'super lot' form proposed, need not prejudice the orderly and integrated planning of the Amcor site.
58. There is the need for an approved Development Plan before the site can be redeveloped; in this context the proposed subdivision does not pre-empt or 'lock in' any particular form of development nor does it prejudice the future development of the site.
59. In essence, it is part of the preparations for the future redevelopment of the site. Any future subdivision based on a specific development could not be approved until the requisite planning permit for buildings and works is first obtained, which in turn would need to accord with the future endorsed Development Plan.
60. The proposed subdivision does not create any roads or reserves, thereby avoiding problems associated with prematurely vesting land in Council's name should the boundaries of lots or vested land need to be altered at a later date. The creation of roads and reserves on subsequent plans of subdivision would occur following a Development Plan being approved.
61. The removal of the easements is considered appropriate and desirable, as all evidence indicates that the easements are (or will be) redundant. These easements currently form encumbrances on the land which need to be removed before construction commences. It is noted that the referral of the plan of subdivision under the Subdivision Act (the 'certification stage') will ensure that all referral authorities must consent (final clearance) to the removal of the easements before a Statement of Compliance can be issued for the subdivision.
62. In view of the above points, it is considered that the proposed subdivision would not prejudice the future use and development of the land in an integrated manner.
63. In this respect it is fundamentally no different from the previously approved two lot subdivision (PS 726451S) – but enables the joint venture commitments to be finalised as part of their contractual arrangements with AMCOR.
64. In this regard, the recommendation is that the 2 lot subdivision be approved subject to conditions.

RECOMMENDATION

1. That Council, having considered the provisions of the Development Plan Overlay Schedule 11 and of the opinion that the proposed 2 lot subdivision will not prejudice the future use and development of the land in an integrated manner, resolve to issue a planning permit for the two lot subdivision (PS 739446M) and removal of easements of land at 626 Heidelberg Road, Alphington, in accordance with the endorsed plans and subject to the following conditions:
 - (a) the subdivision as shown on the endorsed plans must not be altered without the prior written consent of the Responsible Authority;
 - (b) this permit will expire if (a) The subdivision is not certified under the Subdivision Act 1988 within two years of the issue of the permit; or (b) The subdivision is not completed within five years of the date of certification under the Subdivision Act 1988;
NOTE: If the subdivision is not certified within two years of the issue of the permit, the Responsible Authority may extend this period if a request is made before the permit expires or within six months after the expiry date.
 - (c) the owner of the land must enter into agreements with the relevant authorities for the provision of water supply, drainage, sewerage facilities, electricity and gas services to each lot shown on the endorsed plan in accordance with the authority's requirements and relevant legislation at the time;
 - (d) all existing and proposed easements and sites for existing or required utility services and roads on the land must be set aside in the plan of subdivision submitted for certification in favour of the relevant authority for which the easement or site is to be created; and
 - (e) the plan of subdivision submitted for certification under the Subdivision Act 1988 must be referred to the relevant authority in accordance with Section 8 of that Act.
2. That the applicant be advised, that should the approved Development Plan for the redevelopment of this part of the former AMCOR site contain varied boundary alignments, that a further Plan of Subdivision would need to be submitted to align with that Development Plan.

CONTACT OFFICER: Bruce Phillips
TITLE: Director Planning and Place Making
TEL: 9205 5300

Attachments

- 1 Amcor subdivision application further information
- 2 VicRoads' letter dated 25 Nov 2015

4.2 Amcor Development Plan Assessment

Trim Record Number: D15/147347

Responsible Officer: Director Planning and Place Making

Purpose

1. This report provides an overview of the reporting on the revised Development Plan submitted by the proponents for the redevelopment of the former AMCOR site in Alphington.
2. The attached main report provides the detailed information and officer assessment.
3. This overview report is to:
 - (a) provides the context;
 - (b) outline what are considered to be the key decision points for the Council; and
 - (c) outline the broad officer assessment, opinions and conclusions.It also provides the officer recommendations for Council consideration.

Background

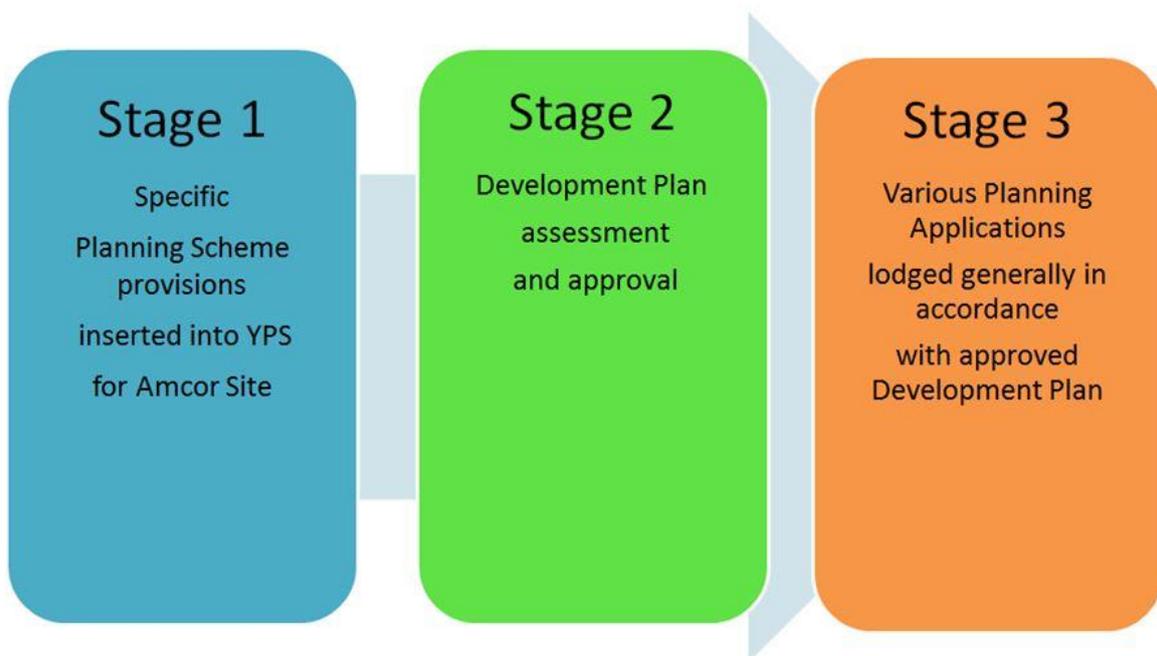
4. The site is well known to the Council, relevant authorities, the local community and abutting municipalities.
5. It was an industrial activity for many years and became disused in 2012 when the paper mill moved its full operation to Botany Bay in Sydney.
6. The site is very large (some 16 ha) and is a strategic redevelopment site in inner Melbourne.
7. The site was rezoned in 2008 to a Mixed Use Zone with an Incorporated Plan Overlay (IPO) – the overlay component was then changed to a Development Plan Overlay (DPO) in 2013. The Yarra Planning Scheme has a number of provisions that need to be considered. The DPO schedule calls up 17 documents for submission to the Council as the Responsible Authority.
8. The redevelopment of the site has been proposed for some years and this more formally began with a draft Development Plan being lodged with Council in 2014. This did not proceed in that format due to design changes required by Vic Roads. It was then adjusted in 2015 and resubmitted to Council for consideration.
9. In December 2014, Council formally resolved to place the proposed Development Plan on public display for the required 28 day period. This occurred during March 2015 and included referral to the authorities outlined in the Development Plan schedule. An Information Session was hosted by Yarra City Council in March 2015 which was very well attended by the community. The proponents hosted two further information sessions.
10. The Council received a summary of approximately 280 submissions which were formally reported to the Council in May 2015 and also received some verbal presentations.
11. Petitions have been lodged with the Council and further signatures in relation to these petitions have been tabled by Councillors over this calendar year.
12. A report on the findings and recommendations of the 'Community Needs Analysis Working Group' were formally tabled at the Council Meeting on 23 June, 2015.
13. In late August 2015, the proponents provided a revised Development Plan proposal for consideration by Council as the Responsible Authority. As the propositions varied in the revised plan it was placed on public inspection for a further 28 days from 5 October to 4 November, 2015.

14. At the time of writing some 85 submissions and 2,215 signatures on petitions have been received and these were summarised and placed before Council at its Special Council meeting on 26 November to be formally received. An opportunity occurred at that meeting for verbal submissions.

Outline of the development approvals process for the site

15. The approvals process for this site involves a stepped process – this is as follows:
 - (a) Development Plan Overlay Planning Scheme provisions inserted into the Yarra Planning Scheme – this occurred in 2013;
 - (b) a Development Plan proposal lodged with Council for formal consideration submitted pursuant to the Development Plan Overlay provisions – this lodgement has occurred and is the subject of this report;
 - (c) civil works approvals sought that meet the requirements of the approved Development Plan;
 - (d) civil works (drains / roads etc.) construction commences;
 - (e) town planning applications lodged – to be *'generally in accordance'* with the approved Development Plan;
 - (f) assessment of the individual town planning applications by the Responsible Authority and Council determinations;
 - (g) Building Approvals sought for the individual building projects;
 - (h) Construction Management Plans submitted, assessed and ultimately approved as appropriate;
 - (i) construction occurs in accordance with planning approvals, building approvals and construction management plan requirements; and
 - (j) subdivision of individual buildings into titles for sale to purchasers.

3 Stages of Planning Approvals – Amcor Site



Key component of the Development Plan Overlay

16. The Development Plan Overlay provides an *Indicative Framework Plan* and also *Building Heights Plan and Table* – these are shown below.

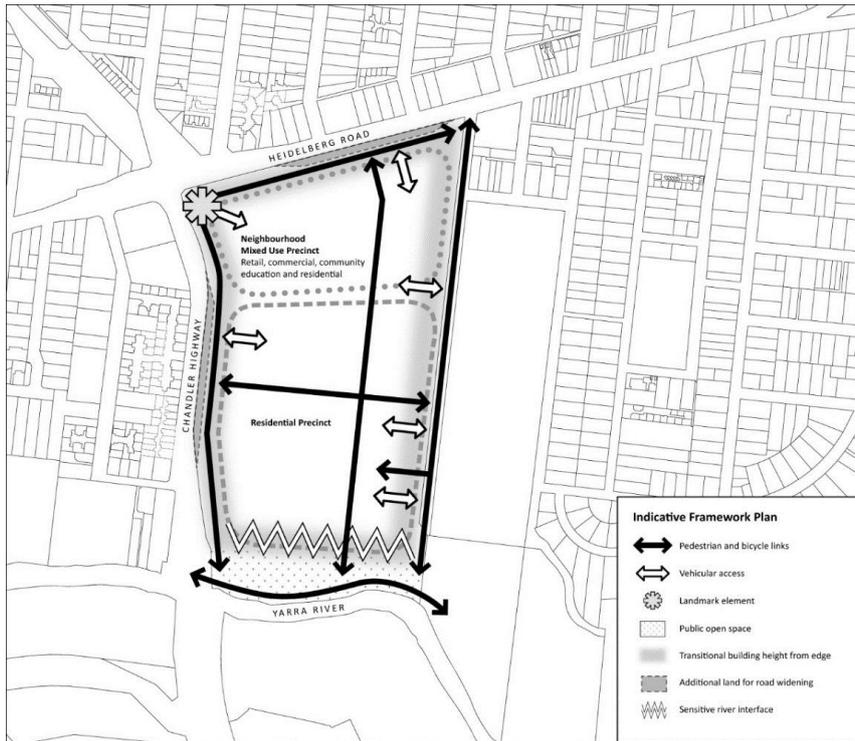


Figure 1 – Indicative Framework Plan

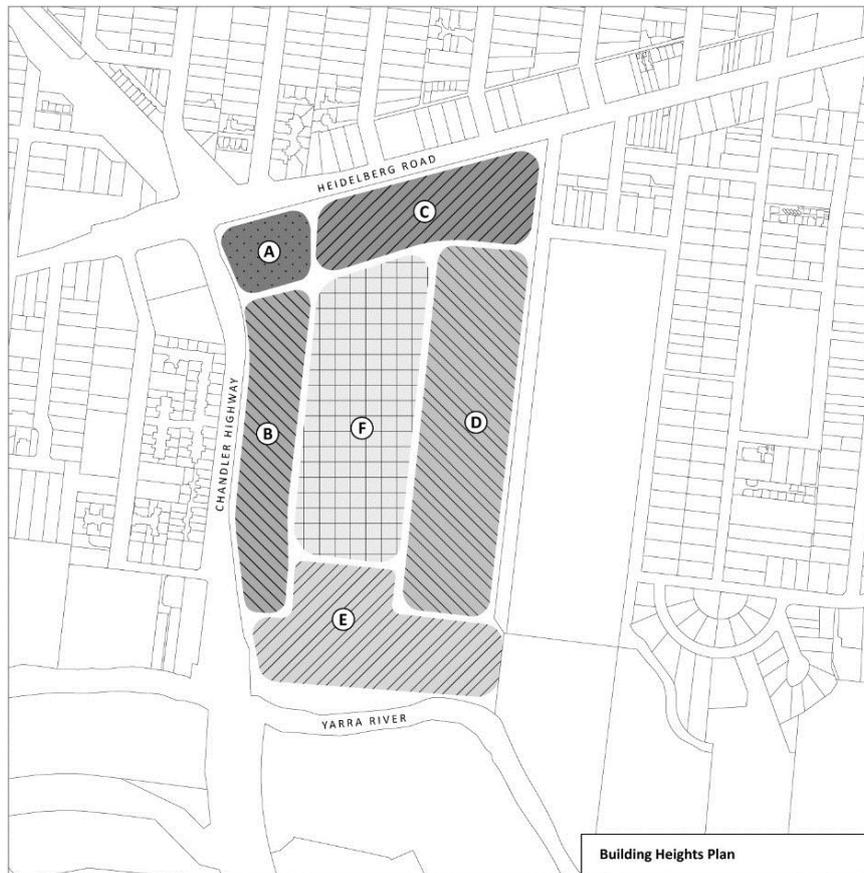


Figure 2 – Building Heights Plan

17. Building Heights Table:

Precinct	Maximum building height	Preferred building heights	Street wall
A		14 storeys	3 storeys
B		5 storeys	3 storeys
C		6 -8 storeys	6 storeys
D	4 storeys		3 storeys, setback from Parkview Road
E	3 storeys		2 storey river interface, setback from crest line of the Yarra River
F	4 storeys		2-3 storeys

18. These diagrams and tables in the Yarra Planning Scheme drive the overall townscape and building bulk for the redevelopment of the site.
19. Further, there are 17 documents required to be submitted pursuant to the Development Plan Overlay – these are:
- (a) Vision;
 - (b) Planning Report;
 - (c) Site Master Plan;
 - (d) Design Guidelines;
 - (e) Heritage Conservation Management & Interpretation;
 - (f) Landscape Concept Plan;
 - (g) Economic Assessment Report;
 - (h) Housing Diversity Report;
 - (i) Community Infrastructure Report;
 - (j) Ecologically Sustainable Design Strategy;
 - (k) Site Remediation Strategy;
 - (l) Traffic Management Plan;
 - (m) Integrated Transport Plan;
 - (n) Acoustic Report;
 - (o) Services and Engineering Infrastructure Report;
 - (p) Development Staging; and
 - (q) Community Engagement Strategy.
20. Officers have been assessing these documents and this has included peer reviews in respect to a number of them.

External Consultation

21. As outlined above, the community and relevant agencies have been notified in early 2015 and again in October 2015 regarding the revised Development Plan proposal.

22. Council has received a summary of the original submissions in May 2015 and in relation to the latest public inspection phase Council formally received the submissions at its meeting on 26 November, 2015.
23. External consultants have been engaged by Council officers on various matters – this has provided reviews of the proponent's plans and also on other aspects requiring particular attention and analysis.

Internal Consultation (One Yarra)

24. A Project Steering Group of *One Yarra* make up has been meeting and coordinating on AMCOR related topics for some 18 months. This has involved various relevant disciplines.
25. The relevant officers have been in constant conversation in assessing the proposed Development Plan (both the original and the revised proposals).

Financial Implications

26. The AMCOR redevelopment raises a number of financial aspects and modelling is underway to analyse these aspects and implications as part of the long term financial planning for the City.
27. Money has been expended on consultants to assist Council officers in analysing the Development Plan proposals.
28. See further comment in the attached report and attachments.

Economic Implications

29. The proposal includes a significant retail and commercial space as part of the overall development proposal – the impacts to the local residential community (across municipal boundaries) and nearby commercial centres (in particular the Fairfield Shopping Centre) have been analysed by Council consultants SGS Urban Economics.
30. This analysis indicates that a retail component of 13,000m² (excluding non-retail use) and with a total supermarket floor area of 6,500m² would be acceptable from a net community benefit point of view. It is noted that it is the supermarket floor area which is considered in economic impact terms to be the key determinant on impact on nearby centres. The level of impact on Fairfield Shopping centre is the main focus in the assessment. This analysis has shown that the retail modelling analysis of trade diversions demonstrates that the proposed 13,000m² retail centre at Alphington will significantly impact supermarket trade at Station Street, Fairfield. See further comment in the attached report (para 104-113) and attachments.

Sustainability Implications

31. The proposed development is very significant – it is the development of an overall precinct (that is, some 16 hectares of land).
32. Sustainability aspects are of major importance. The assessment of the environmental credentials of the proposed development need to be seen from an overall point of view.
33. Precinct assessment tools are the appropriate tools for the Development Plan assessment rather than an assessment tool designed to assess a particular building – the proponent has committed to Enviro Development which is an accredited assessment from the Urban Development Institute. The assessment shown outlines a commitment to achieve 6 out of 6 of the assessment elements for the development of this precinct.
34. ESD officers at Council accept the precinct assessment tool as appropriate.
35. See further comment in the attached report and attachments.

Social Implications

36. Due to the size of the site and the facilities it can be said that a new community is proposed for this part of Alphington.

37. Community Infrastructure is therefore a major matter that requires careful assessment.
38. The Yarra Planning Scheme provisions, (through the Development Plan Overlay), requires the submission of a Community Infrastructure report as part of the documentation to the proposal.
39. The proponents submitted an Assessment Report by ASR consultants and this was peer reviewed by Public Place on behalf of the Council.
40. The development proposes some 2,500 homes and this equates to say approx. 4,500 to 5,000 people who will live on this site. A significant number of workers will also be at the site during business hours.
41. In statutory planning terms, the proponents need to provide (or fund) community facilities that are required due to the projected needs of the community being formed on the site. This in planning terms is called 'nexus'. In this regard, the community facility provision needs to align to the demand being generated by the proposal.
42. The draft Development Plan (August 2015) proposes the following:
 - (a) 300 m2 community meeting room; (including title) 'warm shell';
 - (b) 1,400 m2 'warm shell' provided to Council (including transfer of title) for future community facilities such as an early learning centre; and
(Note: Total floor space being 1,700 m2.)
 - (c) funding for the construction of two multipurpose courts off site (excluding pavilion and lighting). In more recent discussions (November) the proponent has revised the proposal. Rather than fund two multi-purpose courts, they propose the provision of a roof top multi-purpose court with sports pavilion and store room.
43. See further comment in the attached report.

Human Rights Implications

44. No particular human right implications are known.

Communications with CALD Communities Implications

45. Council used the following methods during the exhibition of the draft Development Plan to communicate to non-English speaking residents:
 - (a) translation panel in resident newsletter inviting readers to find out more information about the project in six languages (Cantonese, Greek, Italian, Mandarin, Spanish, Vietnamese);
 - (b) newsletter to residents included advice to non-English speakers to contact Council to request an interpreter at the community information session or 'drop-in' sessions; and
 - (c) Yarra News story was translated in four languages (Chinese, Greek, Italian, and Vietnamese) in the print version and syndicated in four languages (Vietnamese, Turkish, Greek and Arabic) for broadcast media.

Council Plan, Strategy and Policy Implications

46. Due to the scale and components of the site redevelopment there are many Council strategies and policies that are relevant to the assessment. Some of the more important philosophical aspects are outlined:
 - (a) traffic management (strategic and operational);
 - (b) place management / place making;
 - (c) open space planning;
 - (d) economic planning;
 - (e) housing strategies;
 - (f) urban design general (townscape) and specific aspects;

- (g) social aspects and provision for community facilities;
- (h) public transport aspects;
- (i) walking and cycling strategic positions;
- (j) environmental aspects;
- (k) financial aspects; and
- (l) landuse and transport integration.

Legal Implications

47. Senior Council officers have been engaging with Council lawyers and Senior Counsel in respect to some aspects of the proposal and the assessment.

Submissions

48. The original Development Plan was placed on public inspection which generated both submissions from the community and also comments from the agencies outlined in the Development Plan Overlay.
49. Approximately 280 submissions were received from the community and referral authorities, including community groups APMAG (Alphington Paper Mill Action Group) SAFCA (South Alphington and Fairfield Civic Association) and WAR Inc (West Alphington Residents Group).
50. The submissions generally express concerns about the draft Development Plan and its potential impacts on the wider community. A number of key issues and concerns were highlighted throughout the submissions (the number of submissions by issue is shown below) which can be broadly summarised as follows:
- (a) traffic congestion and transport infrastructure (215);
 - (b) the proposed dwelling yield and density (142);
 - (c) open space provision and amenity (132);
 - (d) site layout, design and scale, including building heights (109);
 - (e) the provision of community infrastructure (84);
 - (f) the Yarra River corridor interface (82); and
 - (g) the scale and impact of the activity centre and commercial/retail component (62).
51. In addition, since May 2015 a number of petitions from residents in the general Alphington and Fairfield areas raising concerns similar to those listed above, have been received by Council. In total these petitions include approximately 2,215 signatures.
52. In response to the revised Development Plan placed on public inspection from 4 October to 5 November (inclusive) 85 submissions were received, including letters from a number of the agencies.
53. Two petitions have been received, one requesting a range of outcomes as part of the development. The second requesting Council delay consideration of the Development Plan until the Chandler Highway Project is determined.
54. Council received these submissions at its Special Council meeting on 26 November, 2015 and also received some verbal submissions.
55. The main points in the community submissions received can be said to be in the following categories:
- (a) concern over the scale of the development in terms of the height of buildings, the size of the Activity Centre, the number of dwellings and the potential resulting population of approximately 5,000 new residents on the site;
 - (b) the potential traffic impacts which would result from the activity of residents and workers on the site and the generation of traffic;

- (c) inadequacy of the traffic modelling and assumptions about future traffic volumes and travel behaviour;
- (d) the relationship of the Development Plan with the Chandler Highway project which would potentially impact the site, and should be integrated into the Development Plan, potentially with the identification of the western edge of the Amcor site for road widening in accordance with the requirements of schedule 11 of the DPO and that any widening should occur on east side of existing Chandler Highway Bridge;
- (e) a decision on the Development Plan should be deferred until there is certainty on the Chandler Highway prospect;
- (f) the inadequate provision of parking on the site, although some submitters consider it will encourage car dependency through too much parking provision and the lack of attention to sustainable transport options;
- (g) the lack of provision or planning to integrate walking networks, cycling routes and connectivity with either existing or new public transport services, both on and off the site;
- (h) acknowledgement that the configuration of open space on the site has been changed to include new public spaces, but that there should be more green space on the site and potentially sporting grounds; and
- (i) insufficient commitment to providing new, or improving existing, community facilities on the site or in the area.

See main report attached.

N.B. The submissions have been available to Councillors in the 'Boardbooks' reporting system since mid-November.

56. The main points in the letters from the agencies can be said to be as follows:

- (a) Melbourne Water – river front open space;
- (b) VicRoads – transport and access issues;
- (c) Public Transport Victoria (PTV) – public transport initiatives; and
- (d) Detailed submissions were received from the Cities of Banyule, Boroondara and Darebin.

See main report attached.

N.B. The letters have been available to Councillors in the 'Boardbooks' reporting system since mid-November. Some additional letters from agencies are anticipated which may clarify some of the positions taken in earlier letters. These will be provided to Councillors when they are lodged with Council.

Officer comment on the key determining points

57. The following section seeks to isolate what are the key determining points for Council to consider in relation to the Development Plan assessment:

Traffic management and Chandler Highway aspects

- 58. A great number of submissions refer to traffic aspects and also the State Government project of Chandler Highway widening / new bridge across the Yarra River.
- 59. The final traffic modelling undertaken by the proponent was carried out in accordance with the agreed parameters and assumptions by VicRoads – this included modelling of Chandler Highway with 6 lanes of carriageway (3 in each direction including the river crossing).
- 60. VicRoads by letter dated 4 November 2015, agreed that the traffic modelling was acceptable (see **Attachment 2** to this report).
- 61. A number of community members (particularly those living to the west of Chandler Highway) consider that the proposed new bridge across the Yarra River should be located to the east of the current bridge.

62. Some community members have asserted that Council should not consider the Development Plan until such time as the Minister for Roads makes a determination on the widening of Chandler Highway, and in particular which side of the current bridge the new bridge will be built – it is asserted that a VCAT determination (McLoughlin v Hume CC 2008) supports this position. Officers do not believe this to be the case nor is it necessary for Council as the Responsible Authority to wait until the Minister for Roads makes a determination.
63. The position before Council is considered to be different to that of the case in McLoughlin v Hume CC 2008. The notes below outline this differentiation:
- (a) in that case the land had only one access point and that was a lane owned by the Airport. The Airport had not consented to an upgrade of what was effectively a lane into a more formal road;
 - (b) in the AMCOR site situation two highways exist abutting the site and access is available as they are public roads;
 - (c) VicRoads has agreed to the location of the intersection of the new internal road (Main Street) to Chandler Highway;
 - (d) the AMCOR site redevelopment will take some years to be fully developed – that is, it will gradually be developed (a number of phases), hence the cumulative traffic impact would occur over a number of years;
 - (e) the Chandler Highway widening / new bridge is a committed project by the State Government – it was funded in the May 2015 budget. Further, the State Government are actively pursuing this project;
 - (f) as a consequence, the senior officer opinion is that the Development Plan consideration by Council is a stand-alone (but related matter) to the Chandler Highway project. NB. this is not to understate the importance of the Chandler Highway project in any way to the broader and local community from all points of view;
 - (g) if the Development Plan is approved by Council as the Responsible Authority, the area of the site for road widening by the State Government (either through purchase or compulsory acquisition), would then require the approved Development Plan to be 'adjusted' and revised through a formal process with the Responsible Authority. A formal process exists for this to occur; and
 - (h) In that scenario, the adjusted Development Plan, as a consequence of the modifications to allow for the road widening to occur as a State project, would then be the Development Plan that guides future town planning applications.

VicRoads letter

64. It is noted that VicRoads have requested by letter dated 4 November 2015, that the road widening be a requirement imposed on the Development Plan. This letter is in the submissions document.
- NB. Further letters are anticipated following further conversations with VicRoads.
65. VicRoads argue in this letter dated 4 November that the *Indicative Framework Plan* outlines road widening to both the east side of Chandler Highway (being the land in the AMCOR site on its west side) and also the south side of Heidelberg Road.
66. The proponents argue that the revised Development Plan (August 2015) does allow for the required and necessary traffic lane adjustments in both roads (deceleration lanes for instance) which, they say, is the intent of the *Indicative Framework Plan* and that the land for the duplication works should not be shown as it would impact on the fair and reasonable valuation of the land regarding compensation.
67. There is therefore a difference of opinion between the proponent and VicRoads.
68. Council needs to have regard to the comments of VicRoads request but it is not bound by it – rather, it is a request of the Council as the letter is not a formal referral response under Clause 66 of the Yarra Planning Scheme.

69. Should Council be predisposed to require the Chandler Highway duplication provision to be shown on the Development Plan as VicRoads request, it should only do so with an unqualified indemnity from VicRoads to negate any possible compensation claims on Yarra City Council.
70. It is important to note that in relation to the Chandler Highway duplication:
- (a) a strip of land some 17 m in width approx. on the west side of the AMCOR site would be required by the State Government to be able to duplicate Chandler Highway – that strip of land is required whether the new bridge across the Yarra River goes on the west side of the current bridge or the east side of the current bridge; and
 - (b) if, however, the new bridge was to go on the east side of the current bridge a further portion of land (the SW corner of the AMCOR site) would also be required for the road project.
71. It is the opinion of Senior Council Officers that the request to have the area shown / designated on the Development Plan for the full road duplication is not necessary or required. Once the State Government determine a formal position on the duplication project the land will either be required to be purchased by the State or a compulsory acquisition overlay will be required. The current process over the past 12 months or so has been private treaty land purchase processes by VicRoads – this process has been underway but the valuations are not yet agreed and hence no agreement reached between the proponents and VicRoads at this stage.
72. Should the Council approve a Development Plan (say in December), then once the State has determined its need for land to implement the road duplication, a modification to the approved Development Plan would be required to adjust the layout of the overall site. A process exists for that ‘review’ and that is formal consideration in the chamber of the proposed amending Development Plan – that is, Council consider the proposed changes, and if accepting of the changes, then approves the variation and endorses a new Development Plan.

Interface with Heidelberg Road

73. It should also be noted that no formal timeline has been set by the Minister for Roads for his determination on the alignment of the new bridge across the Yarra River. That could be many months following studies currently underway.
74. The original and revised Development Plan propose to retain the large cream brick building known as the F 6 building (the one between Chandler Highway and La Trobe Street and the paper recycling building – the other cream brick building between La Trobe Street and Parkview Road.
- NB. It is noted that the F6 building is within the heritage overlay but that the paper recycling building is not. Hence, it is only the F 6 building that has demolition controls in the Planning Scheme.*
75. The proponent’s heritage advisers believe that these two buildings have heritage significance and recommend their retention.
76. The F6 building has some recesses in its presentation to Heidelberg Road with some landscaping (including some trees) as can be seen in the photos of this frontage.
77. The widening of the road pavement of Heidelberg Road is proposed as part of the Development Plan proposal to cater for a third lane (for turning left into Chandler Highway) – this, however, effectively narrows the footpath and pushes the pedestrian and cycling shared path into the site – the proponents suggest that this can occur by creating this path effectively through a ‘colonnade’ in the edge of the building.
78. Senior planning officers at Yarra, Darebin Council officers and VicRoads raise significant concern with this proposal.

79. It is considered, in summary form, that the retention of the F6 building compromises the interface with Heidelberg Road from an urban design, amenity, pedestrian and cycling point of view. The pedestrian and cycling path in the colonnade is seen as a poor outcome from a movement point of view. Further, the achievement of a good cycling link along Heidelberg Road is not achieved. VicRoads also express concerns with the footpath effectively being in private land which they do not accept.
80. Whilst heritage aspects are important, a higher order requirement is to achieve good outcomes from the perspectives mentioned above, being urban design, presentation to Heidelberg Road, pedestrian movement and preferred cycling movements (a strategic cycling link). Often, an on balance decision must be made and it is senior officers opinion this is one of those instances.
81. It is also noted that in broad terms, it would seem that the community do not consider this building (F6) to be of utmost importance for retention.
82. In this regard, it is recommended that Council not require the retention of the F 6 building or the paper recycling building – and more particularly, that Council resolve that it be removed in order to achieve the required multipurpose outcomes along the Heidelberg Road frontage. To do otherwise, it is considered, will only result in a poor outcome along this frontage. This requirement can be framed in the Council determination to create certainty for everyone.
83. Similarly, (for the same reasons) the building between La Trobe E and Parkview Road is not considered necessary, or appropriate, to retain via the Development Plan parameters – this should also be shown on the Development Plan to be removed.

1954 Boiler House

84. In a similar manner, the 1954 Boiler House has clear heritage value from a technical point of view - but the successful and effective retention is problematic.
85. It is said by heritage advisers to represent one of the remaining examples of industrial *glass curtain wall* structures in Melbourne. For this reason alone it has heritage value.
86. However, the building has asbestos in the frames for the glass panels and would, due to decontamination of the site, effectively require a dismantling and then a rebuild. This in itself would not strictly be appropriate from a technical heritage perspective.
87. The structure itself is very much a utilitarian building and only existed for the housing of the machinery to serve the boiler functions – the likely adaptability of the building into a useful space is understood to be very limited.
88. A number of community members consider that the building is not appropriate to retain (for various reasons) – some suggest that the proponent would only wish to rebuild an interpretive building to reflect the former building and seek to retain the nine level height in that vicinity.
89. The proponents indicate that it would accept that if the 1954 Boiler House were to be required to be removed via the Council determination on the Development Plan that a new building would comply with the 5 storey building height outlined for that precinct.
90. With the effective need to dismantle and rebuild the structure in order to decontaminate it, and the probable situation that no good economic use can be found for it (in that configuration) that it would be best to create certainty for all concerned and that Council determine, on balance, that it should be removed.

Community Facilities

91. The redevelopment of the site will bring some 5,000 residents to the site and also workers and shoppers during the day.
92. The DPO requires that a community infrastructure assessment be carried out to illustrate the *nexus* for the provision of community facilities.

93. The 'offer' by the proponent is outlined in paragraph 42 of this report. That is, the offer earlier in 2015 was modified by the proponent having regard to the submissions in response to the earlier Development Plan proposal, and in particular to the comments that some recreational facilities need to be provided.
94. It is noted that the peer review on behalf of the Council earlier this year also highlighted that recreation facilities is a matter that the proponent needs to have regard to. This suggests that there is demand for outdoor recreation facilities and that a multi-purpose court on site would meet this identified need.
95. In this regard, the revised Development Plan (August 2015) offer (in addition to the 1,700 m² outlined above) is for the payment to Council in dollar terms equivalent for the construction of 2 multi-purpose courts on land elsewhere (i.e. not within the development precinct).
96. Council officers have, however, been unable to identify an ideal site for this to occur.
97. Further, more recent conversations with the proponent (November 2015), have led to a revised community facilities verbal offer, as follows:
- (a) 300 m² community meeting room (including transfer of title);
 - (b) 1,400 m² 'warm shell' provided to Council (including transfer of title) for future community facilities such as an early learning centre; and
Note: Total floor space still being 1,700 m²
 - (c) The new aspect of one competition compliant multi-purpose court on the roof with a *sports pavilion* (approx. 250m²) and *store room* (approx. 50m²).
98. Officers consider that this option is acceptable on the following basis:
- (a) the demand for community rooms is met (with title to Council);
 - (b) the 1,400 m² 'warm shell' space is provided to Council as a title – the space can be used by the Council for the necessary community facilities in the future as the need arises and the need is determined;
 - (c) the 1,400 m² could be rented by Council at commercial rates in the interim period (a number of years) to assist the Council with revenue that can be cycled into the improvement of community facilities nearby such as Yarralea Children's Centre;
 - (d) the community assessment identified the demand (at the full development of the AMCOR site) for:
 - (i) 22 spaces for 4 year old kinder;
 - (ii) 34-38 Long Day Care places; and
 - (iii) 0.3 EFT for a Maternal and Child Health Nurse; and
 - (e) Yarralea currently has 44 spaces for Kinder. The expansion of Yarralea (from 44 spaces) to cater for the additional 22 extra spaces is a possibility (via alterations and additions) – that is, to cater for a 66 place early learning centre.
N.B. a redevelopment of Yarralea would also accommodate the needs of 34-38 long day care places and 0.3 EFT for a maternal and child health nurse.
 - (f) the provision of a multi-purpose court with associated sports room and storage, in close proximity of the 1,700m² space (being the 300 m² plus the 1,400 m² area) would provide for some recreation facility – the proponents current verbal offer is that this is to be located on the roof of the 1,700 m².
 - (g) this arrangement would cluster these spaces in one specific location and provide for potential synergies.
 - (h) in this regard, this would result in Council achieving the following provision:
 - (i) the 300 m² fitted out and useable for community use early in the development stage (once the commercial area is built) – with title to the Council;

- (ii) the 1,400 m² (provided as a 'warm shell') as potential community space in the future once demand has occurred and known – with title to the Council;
 - (iii) the ability for the Council to let out the 1,400 m² in the interim (some years) for a commercial rental stream income to help Council offset the upgrading of community facilities in the local area (such as Yarralea); and
 - (iv) a competition compliant multi-purpose court with some 250m² sporting change rooms and some 50m² storage (abutting the 1,400 m² – i.e. on the roof of the 1,400 m²); and
- (i) on this basis, the community facilities provision (the *nexus* provision) would be seen to be provided by the proponent.

Affordable Housing

99. The requirement in the Yarra Planning Scheme (the DPO provisions) is clear and certain – it says:

'Provide 5 % of the total number of dwellings for the purpose of affordable housing developed in association with an accredited housing association'

100. It is important to note that this states *in association with an accredited housing association*'. This provides parameters to what the affordable housing outcome is as distinct from an interpretation of what it means.

101. The proponent indicates that over the past 18 months discussions have occurred with a number of housing providers and that an agreed outcome / process to deliver on this obligation has not been able to be arranged at this point in time. The proponent August 2015 position is that if the full 5 % of total dwellings provision cannot be finalised within 12 months after the approval of the Development Plan that five dwellings (one bedroom) be provided, at the proponents cost, to an accredited housing association.

102. Officers have repeatedly stated to the proponent that the Planning Scheme obligation (being the full 5% of the total number of dwellings) simply needs to be met as it is a clear requirement of the development – and that this obligation must be secured via a Section 173 Agreement.

Note: if it proves to be impossible to achieve this outcome, for whatever reason, the Planning Scheme provisions would then need to be changed to provide either some flexibility to this provision or a let out of the requirement. This is because it is currently a mandatory requirement.

Size of the retail component

103. The revised Development Plan (August 2015) has the following retail and commercial components proposed;

- (a) 15,160 m² (13,00m² retail plus 2,160m² non-retail – e.g. Post Office); and
- (b) Commercial 11,500 m².

104. A peer review undertaken for Council indicate that it is the supermarket component that is the main determinant of whether or not the scale of the centre is acceptable or too large. That is, it is the impact on nearby centres that is the main key.

105. This analysis has isolated that it is the impact on the Fairfield Shopping Centre that needs to be closely assessed. That centre currently has three independent supermarkets.

106. It is said by SGS Economics that an impact of not greater than 15 % on another centre is acceptable – that a level of that impact is effectively simply competition. An impact greater than that requires some careful analysis.

107. This peer review by the Council has indicted that a supermarket component of 6,500 m² in this development would mostly affect Station Street, Fairfield.

108. Darebin City Council has commented that the Fairfield centre is quite robust with its niche stores and that it has a point of difference from the proposed centre.

109. It is concluded with the benefit of the SGS economics analysis that the size of the retail component is acceptable and falls within the broader scale of a neighbourhood centre retail offer.
110. The commercial floor space is large but SGS economics do not consider in a shopping centre hierarchy sense that is a matter to be concerned about – that it would, if that level of commercial can be attracted to the site, be supplementary and also provide employment opportunities.
111. Any conditions of approval for the revised Development Plan, however, need to provide a tabulated arrangement of the retail floor space and in particular the supermarket floor space, limit the retail floor space and restrict any under capacity of the commercial space being used for more retail without further express analysis, and if acceptable, town planning permission.
112. This can be dealt with by conditions of approval.

Road Profiles

113. The Development Plan proposal provides for typical road cross sections as referred to in the planning scheme provisions.
114. Council's traffic engineers, however, have held discussions with the proponents (and their consultants) to outline what is considered to be more enlightened road profiles having regard to traffic calming and overall managing the traffic in an improved manner.
115. Officers concerns have been that the more traditional road profiles proposed in the revised Development Plan miss opportunities to improve the spaces in the roads for sustainable transport movement (pedestrians and cycling and also with appropriate landscaping and areas for people to move through) and insofar as urban design.
116. Officers have provided the proponents with some diagrams to explain the different propositions including photos of leading international examples. Those conversations are continuing.
117. It is important to note that the actual road reservations proposed (i.e. the full width of the formal road; being title boundary to title boundary) are considered adequate to achieve the different propositions outlined by Council officers.
118. Changes to the road profile sections can be required via conditions of the Development Plan approval.

Detailed design of the open spaces areas (4)

119. The location and quantum of the open space now proposed in the August 2015 revised Development Plan is considered appropriate. The revised open space provision is very different to the earlier Development Plan allocation which was placed on public inspection in April 2015.
120. The revised Development Plan now comprises the full 4.5 % of the total AMCOR site titled particulars and the provision of 4 distinct spaces.
N.B. that calculation does include all of the titles in the AMCOR site including the 30 m strip of land abutting the Yarra River (but the 30 m strip of land is in addition to the allocation of the 4 spaces provided as public open space).
121. This allocation provides *three parks* distributed throughout the site and also a *piazza* near the commercial area of the development.
122. The dimensions of the 4 spaces are broadly acceptable for the functionality envisaged.
123. The actual imagery shown of the spaces, in the revised Development Plan, are by and large, not acceptable as they have encroachments or other aspects that encumber the actual space – it is noted that the architects have provided imagery for illustrative purposes only.
124. The design of the 4 spaces must therefore be agreed to by the Council and the construction of those spaces must be to the satisfaction of the Council.

125. These matters can be attended to by conditions of approval of the Development Plan.

Entry points to the Yarra River environs

126. Pedestrian / cycle access / entry to the river environs is proposed from internal of the site which is appropriate. The width or entry point of these requires some adjustment to align with view lines and also for the context of the heritage park with the former industrial equipment as key features.
127. Also, at the end of Parkview Road a pedestrian connection should be provided linking with the upper path along the Yarra River.

Identification of the location of the community facilities

128. An approved Development Plan needs to have notations to confirm the broad location of the community facilities community meeting room, and other facilities Council agree to as part of the community facilities provision as part of the development.
129. Similarly, the Development Plan also needs to have a notation saying *possible school campus* with the broad location shown. It is important to restate that the school campus is not part of the *nexus* component of the community facilities – the school component would need to be taken up in a commercial manner by the Department of Education.
130. Conversations have been continuing between the proponent and the Department of Education. Further conversations have been occurring between Council officers and the Department of Education to assist in their knowledge about the revised Development Plan progression. It is understood that the Department of Education is considering a business plan for this proposition to determine any State budget allocation in the forward estimates.
131. The identification and the broad location of these components (as outlined above) can be a requirement via a condition of approval of the Development Plan.

Design Guidelines

132. The various precincts in the revised Development Plan have Design Guidelines. These are quite detailed.
133. In broad terms, it is considered that they are somewhat too detailed.
134. Officers have assessed the Design Guidelines and recommended changes, as outlined in the report.
135. It should be noted that many of the design aspects will be resolved through the planning permit process.

Ownership of the land along the river frontage

136. The 30 m strip of land along the river frontage is currently in AMCOR ownership. The proponents suggest that should be vested in Council. That has not been determined and a matter that Council would need to agree to.
137. It may be more appropriate if that land is vested in Melbourne Water due to the Yarra River environs.
138. This is a matter that is under active consideration – no recommendation is provided at this stage – that is a matter that can be determined at a later time but the proponent would be keen to know soon.

Council RoW

139. Council has a RoW running through the centre of the former residential area (between La Trobe Avenue and Parkview Road) – this was behind the former house sites. That land is some 1,750 m² in area.
140. This may be land that is sought by the proponent – if so, there is a Local Government Act process to close and dispose of the land; commercial arrangements would then need to be determined.

141. This is not required to be determined at this stage but is a matter that is raised for Council awareness.

Summary

142. The former AMCOR industrial site is very large and represents a key strategic redevelopment site for inner Melbourne.
143. The land was rezoned a few years ago with this intent in mind – this planning scheme change rezoned the land to a Mixed Use Zone setting the expectation for the redevelopment of the site. The Development Plan Overlay inserted into the Planning Scheme sets some of the key parameters for the redevelopment of the site including some important matters such as:
- (a) the heights of buildings that can be expected (including some mandatory heights with others shown as preferred heights);
 - (b) the overall framework for the site meaning retail / commercial near the Heidelberg Road end of the site and housing predominantly for the remainder of the site;
 - (c) community facilities to be provided and or funded;
 - (d) an appropriate edge to the river environs; and
 - (e) some allocation of the land for road aspects that directly serve the access / movement to and from the site – for instance, deceleration lanes to key road entry points.
- (see Indicative Framework Plan and Building Heights table)*
144. The redevelopment of this site is therefore in 3 sequential components being:
- (a) specific **Planning Scheme provisions** for the site; setting a certain direction for the site – this occurred a few years ago;
 - (b) approval of a **Development Plan**; to set the framework for future planning permit applications - this is the current process; and
 - (c) various **planning permit applications** which will be lodged with the required design detailing and land use specifications proposed – they will be processed in a statutory planning manner.
145. In the context of the above, it must be remembered that the Development Plan does not and should not, need all the final detailing – that is a subsequent stage.
146. Rather the Development Plan must be at a 'higher level'; in order to set the broad directions but leave the detailing to later.
147. It is noted that some submissions talk about matters that cannot be resolved in the current stage – they either:
- (a) refer to matters (such as some projected building heights) that has already been set by virtue of the planning scheme provisions (the DPO); or
 - (b) are appropriate for the finer detailing in the planning applications to be lodged as the subsequent stage.
148. Council is the Responsible Authority for the site. A decision on the Development Plan is required to be made. This covering report seeks to provide Councillors with what are considered to be the key determining points that Councillors should consider in forming an opinion. A great deal more assessment and analysis is contained in the main assessment report attached.
149. The site redevelopment is a major and complex proposal – in addition to these reports officers have sought to brief Councillors on the various aspects over the past few months to enable Councillors to be sufficiently informed so that the Council can form an opinion on the revised Development Plan and make a determination in December.

150. The revised Development Plan has been on public display for 28 days as required by the Yarra Planning Scheme provisions. Comments have also been sought on the Development Plan proposal from the agencies listed in the overlay.
151. Council has received all the written submissions (community and agencies) in summary form in these reports and also the full submissions in the Boardbooks system for Councillors. Council also provided the opportunity for verbal submissions at the Special Council meeting on 26 November, 2015.
152. Council is now considered to be in a position to formally assess the revised Development Plan proposal.

Options

153. Council has the following options:
 - (a) approve the revised Development Plan consistent with the officers recommendations;
 - (b) approve the revised Development Plan with variations to the officers recommendations;
 - (c) refuse the revised Development Plan if it considers it does not sufficiently satisfy the requirements; and
 - (d) defer consideration of the revised Development Plan if it considers it has insufficient information to make an informed judgment and determination.
154. It is noted that any deferral would likely see an appeal lodged by the proponents against a Council 'non determination' within a reasonable amount of time.
155. It is considered that conditional approval can, and should, be provided to amend the submitted Development Plan to that acceptable to the Council as the Responsible Authority.

Conclusion

156. The redevelopment of the former AMCOR paper mill site is a very major proposal. It will house a large number of people and also contain a significant retail / commercial centre.
157. The site is located on the edge of two busy highways and abuts the Yarra River.
158. The overall urban form of the future re-development of the site has been already determined by the Development Plan Overlay provisions which the Minister for Planning inserted into the Yarra Planning Scheme in 2013. This sets the vision for the site and in particular the townscape form of larger buildings near the corner of Heidelberg Road and Chandler Highway and lower built form opposite Alphington Park and the abuttal to the Yarra River.
159. There are 17 parts to the Development Plan documentation – these have all been assessed and officers have now formed opinions on the documentation and these are represented in these reports – the officer recommendation is driven from these opinions.
160. As said the approvals process for this site involves a stepped process – it is important to restate that the Development Plan sets the *overall framework* for future planning permit applications to be judged against (as well as other relevant provisions of the planning scheme). That is, the Development Plan does not need, and should not, have all the final details required in a planning permit application. It is the submitted planning applications that document the final proposals for each precinct – these will show the particular details of land uses and the articulation of proposed buildings.
161. Council now needs to form an opinion on the revised Development Plan and the officer recommendations and requested to make a determination.
162. The officer recommendation is that, with changes, the Development Plan lodged in August 2015 is suitable for approval.

163. The Council can resolve that changes be made to the Development Plan before it is formally endorsed. This can be achieved in the following manner where:
- (a) Council, as the Responsible Authority, considers the revised Development Plan and determines that subject to certain specified changes (outlined in a resolution) that the Development Plan be approved. This sets the parameters for the changes to be made by the proponent;
 - (b) the proponent changes the proposed Development Plan (known as the main A3 sized document “*Alphington Paper Mill 01 – The Plan*” to align to those required changes and submits the document (as version 2) to the Council for endorsement;
 - (c) officers check the new plan against the Council specified matters – this could involve either a report to Council or assessed and determined by delegation to senior officers in accordance with a specific resolution of the Council – this could specify which officers and which parts of the Council resolution may be dealt with under the specific delegation;
 - (d) the plan (by either Council resolution or under delegated authority), or parts thereof, are formally endorsed as the Development Plan for the redevelopment of the site.
164. Planning applications would then be lodged for various precincts of the site and determinations made having regard to the planning provisions and the approved Development Plan and its contents.

RECOMMENDATION

1. That Council note the officers “Summary Report” and the “Assessment Report” of the proposed Development Plan (August 2015) for the former AMCOR paper mill site, Alphington.
2. That Council note the submissions, petitions and letters from various agencies identified in Clause 4 of schedule 11 to the Development Plan Overlay, that have been received both in relation to the Development Plan (February 2015) and the revised Development Plan (August, 2015).
3. That Council, as the Responsible Authority having noted and considered:
 - (a) the draft Development Plan known as “Alphington Paper Mill Volume 01 – The Plan” and “4-P-M Volume 02 Supporting Documents”, lodged with Yarra City Council in August 2015;
 - (b) all submissions received from the community and from agencies following both the initial public inspection process in March 2015 and in relation to the revised Development Plan placed on public inspection in October 2015; and
 - (c) the officer reports as outlined in this Council Agenda.
 resolve to approve the revised Development Plan (August 2015), in accordance with Development Plan Overlay schedule 11, subject to the following changes being made:

<p>4. Indicative Site Master Plan (Fig 24 Page 39)</p>	<p>Indicate the location of the Activity Centre and indicative location of both the community facilities and the potential school site.</p> <p>Include the Tippler building as a heritage building (existing).</p> <p>The “secondary pedestrian connections” between the Workshop Park and the Artisan Park as well as the “pedestrian connection” for the central part of the Paper Trail which are shown in other strategy plans.</p>
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	<p>Include the River Front Precinct as a separate precinct and include specific design guidelines for this precinct.</p> <p>Remove reference to “mixed use” in the residential development along the Chandler Highway (between Main St and the 1954 Boiler House).</p>
<p>5. Urban Structure and Individual Neighbourhood Character (Fig 26 Page 41, Fig 51 Page 53)</p>	<p>Extend the major pedestrian route from Heidelberg Road down Parkview Road to the River Park to include a link of no less than 4m in width to the upper pedestrian path along the “crest line” (include the upper pedestrian path).</p>
<p>6. Public Realm Strategy (Fig 27 Page 43)</p>	<p>Include the “secondary pedestrian links” as a key design outcome (as distinct from as “possible future connections”).</p> <p>Delete reference in the text to the alfresco dining in the open space.</p> <p>Delete reference to the storm water retention within the 30m River Park.</p>
<p>7. Pedestrian Access and Movement Strategy (Fig 30 Page 45)</p>	<p>Delete “potential private realm pedestrian route” and include “secondary pedestrian routes” in these locations.</p> <p>The Yarra River Shared Trail designated as a “low key path” in accordance with Melbourne Water’s advice.</p> <p>The indication of the possible bike share facility in a location other than in the piazza open space component.</p> <p>Deletion of the reference to the “external improved access to Alphington train station” being outside the scope of the development plan and stating that it is within the scope of work that will be provided by the applicant at the applicant’s expense.</p>
<p>8. Vehicular Movement Strategy (Fig 32 Page 47)</p>	<p>“Private roads” classified according to their function not their ownership.</p> <p>Inclusion of a separate figure showing public and private roads.</p>
<p>9. Land Uses (Fig 33 Page 48)</p>	<p>Delete the words “commercial uses” from Artisan Precinct.</p>
<p>10. Built Form and Interface Strategy (Fig 36 Page 51)</p>	<p>Delete “secondary landmark” graphic on the corner of LaTrobe Avenue and Heidelberg Road.</p> <p>The “Residential edge to Parkview Road” in the Legend to also state “including a 3.0m landscape setback”.</p> <p>Specify the 1954 Boiler House “to be demolished” and the height of new buildings in that location to be in accordance with the DPO Schedule for that precinct as five (5) stories.</p> <p>The proposed Building heights need to be included as part of the retention of the 1920s Boiler House.</p>
<p>11. Heritage and Interpretation Strategy (Fig 38 Page 53)</p>	<p>Include “buildings of heritage significance” to be retained in the Figure.</p>

<p>12. Sustainability – Integrated Water Cycle Management and Stormwater Concept (Fig 39 Page 55)</p>	<p>Delete the Stormwater Treatment Zones within the River park.</p>
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Design Guidelines

13. The Design Guidelines shall be amended in accordance with the tables included under para 54 Part E of this recommendation.

Heritage Conservation Management and Interpretation

14. The draft Development Plan Volume 1 be changed to provide for;
- (a) the demolition of the buildings known as Machine Room 6 and Paper Recycling Building;
 - (b) the demolition of the 1954 Boiler House and that any new building will conform with the building heights in the DPO schedule for that precinct being 5 storeys;
 - (c) including in the Heritage Interpretation Plan options for using the building design and construction treatments, as part of the heritage interpretation;
 - (d) the residential history of the site incorporated into the Heritage Interpretation Plan where it is relevant, such as the interpretation of the remnant walls and stone terracing within the River Park;
 - (e) the Development Plan to specify that the implementation of the Heritage Interpretation Plan will be secured through a planning agreement to ensure it is delivered throughout the development program;
 - (f) the preparation of the detailed design and delivery for heritage interpretation as part of the planning application process to the satisfaction of the responsible authority; and
 - (g) include in the Design Guidelines:
 - (i) reference to the Conservation Management Plan policy in relation to the sedimentation tank and River Pump House;
 - (ii) provide guidance regarding a curtilage to these buildings – and setbacks of any new buildings; and
 - (iii) provide a building setback and landscaping to the interface of new buildings with the Industrial Heritage Park.

Landscape Concept Plan (Open Space)

15. The draft Development Plan Volume 1 be changed to provide for:
- (a) deletion of the reference to the 30m river setback area being vested in Yarra City Council (this will be resolved through further processes and negotiations);
 - (b) Figure 50 “The Alphington Park Master Plan” be retitled the “Alphington Park Landscape Concept Plan” to avoid confusion with the overall site master plan;
 - (c) the “potential future pedestrian connections” specified in the Alphington Master Plan being designated as “secondary pedestrian” connections that must be provided, in accordance with access and movement strategy;
 - (d) the section of the Paper Trail running through the Artisan Precinct to provide for the continuity of the trail through the site and to form part of the heritage interpretation of the former alignment of the outer rail corridor as recommended in the Conservation Management Plan;
 - (e) inclusion of the residential cultural heritage references as part of the heritage interpretation relating to the River Park;

- (f) deletion from Figure 50 the indication of bioswales and wetlands from within the River Park, in accordance with Melbourne Water's advice;
 - (g) the River Front pedestrian access designated as a "low key single pathway" along the river bank and an upper level (within the 10m building setback) path with a 1.8m width for public access;
 - (h) offset the eastern boundary of the River Front residential precinct to provide a 4m pedestrian link between Parkview Road to the river upper pathway;
 - (i) the Design Guidelines to include a building interface treatment on either side of the Heritage Park that provides for building setbacks and landscaping to provide an improved heritage setting of the heritage buildings to be retained; and deleting the 'Urban' interface at this location;
 - (j) the 1920's boiler house chimney to be retained as part of the Industrial Heritage recognition, to not be vested in the Yarra City Council; and
 - (k) that the acceptance, by the Yarra City Council of the elevated water tank in the Industrial Heritage Park open space area is subject to it being in an acceptable environmental and structural condition to the satisfaction of the responsible authority; and that the proponents carry out all conservation management works required in the Conservation Management Plan to the satisfaction of the responsible authority.
16. That the staging plan in the Development Plan be updated to include the timing for the delivery of the River Park.
17. The Development Plan shall provide not less than 7,500m² (4.5% of the total titled site area) as public open space to the satisfaction of the responsible authority. This land shall be unencumbered and vested in Yarra City Council.
18. The detailed designs of the proposed open space shall be to the satisfaction of the responsible authority and will be determined as part of the planning permit process. The applicant shall pay for the construction and detailing of all the public open space areas.
19. All open space vested in Yarra City Council shall be unencumbered and be certified as suitable and fit for use as open space through the Environmental Audit process.
20. The detailed designs of the proposed streets and pedestrian access must be to the satisfaction of the responsible authority and will be determined as part of the planning permit process and civil works approvals.

Economic Assessment Report

21. The maximum amount of retail floor space to be provided in the development is no more than 15,160m², comprising:
- (a) no more than two supermarkets with a maximum total floor space of 6,500m² (between the two supermarkets or combined);
 - (b) mini majors of 1,450m²;
 - (c) speciality Retailing of 5,050m²;
 - (d) non retail floor space 2,160m²; and
 - (e) the total allocation of office/commercial must not exceed 11,500m² and shall not be used for retail purposes.
22. The Development Plan Volume 1 shall be amended to provide a definition of the range of office/commercial uses as distinct from the non-retail shop front uses.

Housing Diversity Report

23. A Section 173 Planning agreement shall be entered into for the provision of the 5% affordable housing requirement specified in the Yarra Planning Scheme (DPO – Schedule 11). This must also consider the location, potential mix of dwellings and form of delivery of the affordable housing. This must be executed prior to the issue of any planning permits for the Activity Centre.

Community Infrastructure Report

24. The applicant must provide community space (not less than 300m² “warm shell”) and a floor area of not less than 1,400m² “warm shell” in the activity centre with a single roof top multi-purpose court (netball standard), with associated sports pavilion and store (approx. 300m²) to the satisfaction of the responsible authority. The title of these spaces shall be transferred to Yarra City Council.

Traffic Management Plan

25. The road profiles, detailed designs of the roads and Council infrastructure shall be designed to the satisfaction of the responsible authority.
26. The design of the Main Street and northern section of La Trobe Avenue shall be reduced to two approach lanes from the site.
27. The proposed left turn slip lane from Main Street into Chandler Highway shall be removed from the road designs.
28. The Development Plan Volume 1 Landscape Concept Plan shall be amended to provide revised indicative road design treatments incorporating contemporary design approaches to the satisfaction of the responsible authority.
29. The proposed treatment of the intersection of Main Street/LaTrobe Avenue/ service road shall be designed to the satisfaction of the responsible authority, incorporating contemporary design approaches to the satisfaction of the responsible authority.
30. The Development Plan shall provide a minimum of one bicycle parking space per dwelling and bike parking rates for other non-residential uses should exceed the planning scheme standards particularly where car parking dispensations are sought.
31. The Development Plan shall indicate the share car parking provision to the satisfaction of the responsible authority.
32. The Development Plan shall be amended to provide for an additional pedestrian crossing on Heidelberg Road between Harker Street and Park Avenue, at the developers cost and to the satisfaction of Vic Roads and Yarra and Darebin Councils.
33. The requirements of Public Transport Victoria, as outlined below, shall be included in the Development Plan Volume 1, and be included as part of the staged works to the satisfaction of the PTV; these are:
 - (a) the developers are to meet all costs for the relocation of bus stops and any new stops, in accordance with their design standards subject to further consideration; and
 - (b) the developers shall provide 3 bicycle Parkiteers, 2 at Alphington Railway Station and 1 at Fairfield Railway Station, including a 10 year maintenance agreement.
34. The requirements specified in the City of Darebin’s ‘Requirements to Support Sustainable Transport’ shall be included in the Development Plan Volume 1 and incorporated into the first stages of works for the development. The costs of the initiatives shall be met by the developer and be carried out to the satisfaction of the responsible authority.
35. The La Trobe Avenue/Heidelberg Road signalisation shall be provided prior to the completion of stage one of the project to the satisfaction of Vic Roads.

Acoustic Report

36. A Noise Management Plan shall be prepared and its recommendations considered as part of the planning application process.

Services and Engineering Infrastructure Report

37. The detailed design of roads and Council infrastructure shall be designed to the satisfaction of the responsible authority.
38. The powerlines along Lugton Street, LaTrobe Avenue and Parkview Road must be placed underground as part of the upgrade of the roads to the satisfaction of the responsible authority.
39. All references to the water treatment zones within the River Park shall be deleted.
40. The developer shall provide the safety and risk assessment required by the APA Group Networks prior to any construction or works commencing

Development Staging

41. The staging plan in the Development Plan Volume 1 shall be revised to incorporate the delivery timing for the:
 - (a) road mitigation works;
 - (b) Sustainable Transport package of works;
 - (c) Public Transport Victoria requirements;
 - (d) additional Heidelberg Road pedestrian crossing;
 - (e) Community Infrastructure; and
 - (f) River Park.

Planning Agreements

42. The following Section 173 Agreements under the Planning and Environment Act 1987, shall be entered into by the owners of the land before the granting of any planning permit in accordance with the approved Development Plan, to the satisfaction of the Responsible Authority:
 - (a) provide 5% of the total number of dwellings for the purpose of affordable housing developed in association with an accredited housing association;
 - (b) provide the first 30 meters of land from the Yarra River, measured from the edge of the river bank, to maintain ongoing public access, protect riparian vegetation and maintain landscape values along the Yarra River; and
 - (c) construct a suitable low key pedestrian and bicycle path along the Yarra River frontage of the site connecting with existing pedestrian and bicycle access ways as required by Melbourne Water.

PART B

43. That Council authorises the Yarra City Council CEO, to assess a further revised Development Plan submitted by the proponents in accordance with the above conditions, and when satisfied that the revisions fully satisfy the Council determination above, endorse the plan as the approved Development Plan under the Yarra Planning Scheme provisions as it relates to the Development Plan Overlay in Schedule 11.
44. That the Council administration include the full Council resolution on the Yarra City Council website.
45. That all submitters be advised of the Council's determinations.

PART C

46. That Council review the current Heritage Overlay to reflect the updated understanding of the site's significance through a new statement of significance, including the Conservation Management Plan as a reference document and removing the need for planning permits where there is no longer a heritage requirement.
47. That Council Officers develop an appropriate community engagement strategy to involve the community in the design of the three green open space components.
48. Council note that:
 - (a) the landscape designs of the streets and pedestrian access ways in the draft development Plan are indicative only and do not represent an agreed design outcome; and
 - (b) the designs of the open space in the draft Development Plan are indicative only and do not represent an agreed design.
49. That the applicant be advised that Council consider that the Heidelberg Road interface shown in the August revised Development Plan is unacceptable, and that this in part, is due to the suggested retention of the current buildings along this interface. In this regard, Council has formed an opinion that those building should be demolished to enable improved urban design, pedestrian, cycling and traffic measures to be achieved.

PART D

50. That the applicant be requested to maximise the retention of mature trees in the designs of the planning permit applications flowing out of the Development Plan.
51. That Council encourages the proponents to urgently pursue further discussions with accredited affordable housing providers, and for Council officers, where possible, to facilitate these discussions.
52. That Council resolve that the alternative offer from the proponents to the provision of the 5% of dwellings as 'affordable housing' is not acceptable, and the Development Plan Volume 1 must be revised to include the amount of affordable housing required under the DPO Schedule.
53. That Council form a joint advocacy committee with Darebin City Council, Banyule City Council and VicRoads, to consider transport, cycling and traffic issues in Heidelberg Road and how they can be improved.
54. That the applicant further be advised that:
 - (a) any requested changes to Council owned RoW will be assessed and processed pursuant to the provisions of the Local Government Act, and further, that Council has made no determinations or indicated any position on this matter at this point in time;
 - (b) the River Front precinct of the development needs to be designed to enable adequate tree canopy (at maturity) to provide a transition from the sensitive river edge environment;
 - (c) all engineering works shall be designed and constructed to the satisfaction of the responsible authority; and
 - (d) all mitigation road works on Heidelberg Road and Chandler Highway, required as a direct consequence of the Development Plan, shall be designed, paid for and completed to the satisfaction of the responsible authority.

PART E

55. Site Guidelines:

Site Guidelines - Proposed Changes to Illustrations and Maps	
Maps/Illustrations	Changes Required
Pedestrian Connectivity (Fig 79)	<p>Modify <i>Pedestrian Connectivity</i> Map to:</p> <ul style="list-style-type: none"> Align the east west pedestrian route from Artisan Park with the street between precincts 2 & 3. Align the east west pedestrian route going through Precincts 4B in line with the main street. Align the east west pedestrian route going through Precincts 7B. in line with the pedestrian link between Precincts 4C and 7C. Add a new pedestrian priority route through Workshop Precinct connecting Artisan Park to Workshop Park.
View lines, Visual Connectivity and Landmarks (Fig 80)	<p>Modify View lines, Visual Connection and Landmarks map (Fig 81) to:</p> <ul style="list-style-type: none"> Add a new View Line from Chandler Highway to Alphington Park. Add a new View Line from Industrial Heritage Park to Alphington Park.
Preferred Maximum Heights (page 109)	<ul style="list-style-type: none"> <i>Design Philosophy</i> should be modified to remove the reference of taller buildings above the preferred height. Remove the reference of <i>buildings presenting Chandler Highway or Heidelberg Road may adopt a higher street wall than suggested for the precinct.</i>
Built Form and Interfaces Table	<ul style="list-style-type: none"> Remove the column on Articulation Zone. Remove the column – Minimum % of site width at maximum setback. Above Podium Setbacks – for Gateway, Village and Artisan Precincts – Revise the minimum guidelines as 2.2m setback is insufficient to provide for proper transition in height. Gateway Built form- Remove the reference of “<i>allowing built form for all levels of the building to be built up to the boundary line.</i>” Add- Buildings are setback and the builtfrom articulation provides for a generous pedestrian arrival zone at the gateway entries along Heidelberg Road and Chandler Highway. Urban Street Wall: Revise the Minimum Setback guideline to the satisfaction of the responsible authority. Urban Street Wall: Landscape Requirements: add a new guideline for workshop precinct “ <i>the laneways to include opportunities for tree plantation</i>”. Landscape Requirements (Park and River FrontPrecinct) Modify <i>opportunities for tree plantation</i> with opportunities for tree plantation to be achieved through builtfrom articulation.

	<ul style="list-style-type: none"> Urban Interface: Remove the General Requirement “Use of front setback to provide a threshold space using landscape pockets to provide façade softening and transition from public to private space.”
Fig 84 Builtform Treatment	<p>Modify Builtform Treatment map to:</p> <ul style="list-style-type: none"> Provide a wider pedestrian Gateway in precinct 2A. Remove the secondary landmark at the north eastern corner of Precinct 1 (Gateway Precinct) and from Precinct 7A (River Front Precinct). Modify the pink podium interface in Precinct 2B at the Gateway location to be in line with the building enveloped shown in Alphington Park Masterplan (Fig50). Remove ‘above podium interface’ between Precincts 2A and 2B. Realign pedestrian link interfaces to be consistent with a modified Pedestrian Connectivity map, to promote visual connections of the site landmarks with Alphington Park and view-lines from Chandler Highway. Include new pedestrian route through Precincts 5 and 3B connecting Workshop Park to Artisan Park and extend a new pedestrian link connecting the Paper Trail. Include additional pedestrian link (at least 4m) in Precinct 7B along the eastern boundary of the site between Parkview Road and upper pedestrian path. Include Garden Interface on the northern side of Precinct 7B (at Lughton Street interface) in-place of Landscape Interface. Remove Urban Interface in Precinct 7B (along Heritage Park and landscape corridor) Remove the “Urban Interface” and provide for landscape and builtform interface for the section south of Latrobe Avenue.
Fig 85 – Articulation Zone Fig 87 Landscape Amenity Zone	Remove Fig 85 – Articulation Zone Remove Fig 87 Landscape Amenity Zone or modify it to the satisfaction of the Responsible Authority
Fig 88 Chandler Highway Interface	Modify the section to create a 2.2 m setback at the ground, first and second floors and upper stories to be set back further by 2.2 m. No projections to encroach the setback distance.
Fig 89 Heidelberg Road interface	<p>3D views (in electronic format) should be submitted for the whole length of the site along and the Heidelberg Road and Chandler Highway interface.</p> <p>A detailed cross section is required to the satisfaction of the <i>Responsible Authority</i> providing dimensions and demonstrating satisfactory public realm outcome.</p>
Fig 90 Parkview Road North Interface	Modify Fig 90 to incorporate 3 storey street wall and at least 6 m upper storey setback instead of 6 storey street wall.
Fig 92: River Boundary and Crest Line	Modify the base and the figure consistent with the Alphington Park Master plan.
Fig 93: River Park Interface Section	Revise Shared Private Path to be called as Shared Path. Modify the width of the shared path from 0.9m to 1.8m.

	Buildings should be setback full 10m minimum. The upper 6.5m setback should be included in the section.
Fig 96	Modify the section 96 to include revised setbacks.
Fig 99 Precinct 1 Section CC	Modify fig 99 (Precinct 1 Section CC) also to incorporate lower street wall and greater upper storey setback instead of 6 storey street wall and a small setback.
Fig 103 and 104 Precinct 2 Sections AA and BB	Modify the section to include revised setbacks.
Fig 105 Precinct 2 Section CC	Remove the section CC as this will need to take into account overshadowing impacts relative to the height.
Fig 119, 120 Pedestrian Link Interface layout and section	<ul style="list-style-type: none"> Revise the layout and section by widening the public walkway zone to be 6.0 m instead of 3.5 m and 1.5 m setback (either side).
Fig 131 and 132 Precinct 6 Indicative layout and Sections	Replace with revised layout and sections to have ground, first and second floors to be setback by 2.2 m and upper stories a further 2.2m.
Fig 135, 136 Sub Precinct 7B Indicative Layout and Sections	Delete indicative layout and section and replace it by updated Fig 93.

56. Site Guidelines:

PRECINCT GUIDELINES	
General Criteria	Guidelines
Gateway Precinct	
Vision	Remove the reference of “that will reuse and extend the existing buildings combined “ from the vision.
Building Height	Remove the reference of “ <i>preferred with the possibility of additional building height with planning approval</i> ”.
Setbacks	Add Above the podium setback to be consistent with <i>Builtform and Interfaces</i> table.
Streetwall Height	Add Streetwall height on the south-eastern side to be reduced to give regards to heritage properties east of the site.
Builtform Articulation	Add-Building mass to be broken into multiple buildings with individual expression. Add Builtform at the north eastern interface to give regard to the low rise houses to its east. Builtform articulation on the eastern side to give regard to the residences east of Parkview Road.
Building separation and overshadowing	Remove the reference of 9 m separation and instead add- Encourage a 12m or more separation (subject to other design considerations such as orientation, building positioning, solar access, overshadowing, outlook, façade length and alignments between the buildings etc. requiring more distance between the buildings). Modify as- Arrange building forms to allow direct solar access to at-least 90% of the units
Entry Definition	Add Gateway – should provide generous/wide pedestrian arrival zone.
Internal Amenity	Replace the word minimize with avoid. Remove the words “where Possible”.
Streets and Publically Accessible Spaces	Include - Heidelberg Road frontage should provide for wide footpaths. Generous public arrival zones are required at gateway locations with high quality public space.
Communal open space	Remove the reference of communal open space on roof areas.
Design Treatment for Common Areas	Replace <i>Generally provide minimum corridor width of 1.5m</i> with Provide minimum corridor width of at least 1.8m
Side and Rear setbacks	Upper level setbacks required so that the buildings above the podiums are well spaced to avoid any overshadowing, overlooking and outlook impacts to the neighbouring buildings.
Village Precinct	

Building Height	Remove the reference of " <i>with the possibility of additional height with planning approval</i> " needs to be removed.
Setbacks	Buildings above the podium level should be recessive.
Builtform Articulation	Add-Building mass to be broken into multiple buildings with individual expression
Building separation and overshadowing	Remove the reference of 9 m separation and instead add- Encourage a 12m or more separation (subject to other design considerations such as orientation, building positioning, solar access, overshadowing, façade length and alignments between the buildings etc. requiring more distance between the buildings). Modify as- Arrange building forms to allow direct solar access to at least 90%of the units.
Entry Definition	Add Gateway – should provide generous/wide pedestrian arrival zone.
Internal Amenity	Replace the word minimize with avoid. Remove the words "where possible".
Streets and Publically Accessible Spaces	Include - Heidelberg Road frontage should provide for wide footpaths. Generous public arrival zones are required at gateway locations with high quality public space.
Private Open Space	Private Open Space to be consistent with Cl. 55 of Yarra Planning Scheme.
Design Treatment for Common Areas	Replace <i>Generally provide minimum corridor width of 1.5m</i> with Provide minimum corridor width of at least 1.8m.
Heritage	Modify as- Refer to conservation policies and Conservation Management Plan for interpretation opportunities.
Design Treatment for Common Areas	Replace <i>Generally provide minimum corridor width of 1.5m</i> with Provide minimum corridor width of at least 1.8m
Artisan Precinct	
Building Types and Mix	For Precinct 3B Add "hospitality" use in the mix
Building Height	Remove the reference of " <i>with the possibility of additional height with planning approval</i> " needs to be removed.
Street Wall Height	For Precinct 3B Remove " <i>potentially higher along the Chandler Highway interface</i> " needs to be removed
Builtform Articulation	Add-Building mass to be broken into multiple buildings with individual expression
Entry Definition	Add Gateway – should provide generous/wide pedestrian arrival zone.

Internal Amenity	<p>Replace the word minimize with avoid.</p> <p>Remove the words “where possible”.</p>
Building separation and overshadowing	<p>Remove the reference of 9 m separation and instead add- Encourage a 12m or more separation (subject to other design considerations such as orientation, building positioning, solar access, overshadowing, façade length and alignments between the buildings etc. requiring more distance between the buildings).</p> <p>Modify as- Arrange building forms to allow direct solar access to at least 90%of the units.</p>
Design Treatment for Common Areas	<p>Replace <i>Generally provide minimum corridor width of 1.5m</i> with Provide minimum corridor width of at least 1.8m.</p>
Park Precinct	
Building Type and Mix	<p><u>Precinct 4A</u></p> <p>Remove – “& opportunity for some SOHO Town Houses”.</p> <p><u>Precinct 4B</u></p> <p>Modify as- Detached Housing. Opportunity for Town Houses or low rise apartments in transitional areas between precincts.</p>
Building Height	<p><u>Park Precinct 4B and 4C</u></p> <p>For Town House replace the reference of 4 Storeys + terrace with 4 storeys inclusive of terrace (so that a covered stairwell does not lead to creating a 5th storey).</p> <p><u>Park Precinct 4B</u></p> <p>For Apartments replace the reference of 4 Storeys + terrace with 4 storeys inclusive of terrace (so that a covered stairwell does not lead to creating a 5th storey).</p>
Maximum Site Coverage	<p>Remove all the text and replace with -As per ResCode requirements.</p>
Front Setback	<p>Add – and Builtform and Interfaces Table 3m with no encroachment.</p>
Side and rear setbacks for (For all the Detached house types)	<p>Remove all the text and replace it with - as per ResCode requirements</p>
Street Wall Height	<p>Remove this guideline (not required for 3-4 storey town houses, apartments)</p>
Building separation and Overshadowing	<p>Remove- “<i>Lightcourts to windows allow encroachments of eaves and gutters within side setbacks (instead of ResCode A16)</i>”</p>
Construction of Walls and Boundaries	<p>Remove all text and replace it with as per ResCode Requirements</p>

Upper Level Built Form	Remove all the text and replace it with building above 3 storeys should be recessive at the Parkview Road interface and for all other street interfaces building above 2 storeys to be recessive.
Internal Amenity	Replace the word minimize with avoid. Remove the words “where possible”.
Garages and Carport	Replace 800mm by 1.00m at the minimum
Façade Treatment	Replace 800mm by 1.00m at the minimum
Town House Specific Guidelines : Side and rear setbacks	Replace the text with <i>To be compliant with Builtform Treatment Plan, Builtform and Interface table and ResCode provisions</i>
Town House Specific Guidelines : Side and rear setbacks	Replace the text with <i>To be compliant with Builtform Treatment Plan, Builtform and Interface table and ResCode provisions</i>
Design Treatment for Common Areas	Replace <i>Generally provide minimum corridor width of 1.5m</i> with Provide minimum corridor width of at least 1.8m
Workshop Precinct	
Building Height	Replace <i>Paper Trail interface where 5 storeys is preferred plus terrace permitted</i> with Paper Trail interface where 4 storeys is preferred plus terrace permitted
Front Setbacks	Add – and Builtform and Interfaces Table
Upper Level Builtform	Replace it with- Upper storey to be recessive.
Entry Definition	Add- Provide recessed entries for creating a transition between the public and private realm particularly along the main streets and Paper Trail
Internal Amenity	Replace the word minimize with avoid. Remove the words “where possible”.
Open Space and Landscape Design Streets and publically accessible spaces	Include provisions for street tree planting.
House Specific Guidelines	n/a
Design Treatment for Common Areas	Replace <i>Generally provide minimum corridor width of 1.5m</i> with Provide minimum corridor width of at least 1.8m
Outer Circle Precinct	
Building Height	Remove reference of “ <i>with the possibility of additional building height with planning approval</i> ”
Internal Amenity	Replace the word minimize with avoid. Remove the words “where possible”.

Design Treatment for Common Areas	Replace <i>Generally provide minimum corridor width of 1.5m</i> with Provide minimum corridor width of at least 1.8m
Mail and Building Services	Replace the words <i>or located</i> with “and located on private land”.
River Front Precinct	
Vision	<p>Precinct 7B</p> <p>Modify and replace the vision and text to reflect the requirements of DPO 11 that</p> <ul style="list-style-type: none"> ○ Buildings must be set within a landscaped garden setting which allows for visual connections to the river corridor; ○ Visually dominant buildings must be avoided through the use of discontinuous forms, well-articulated facades, and natural or recessive materials; ○ Buildings must be oriented to front the Yarra River to provide visually interesting facades to and passive surveillance of the open space corridor and ○ Buildings must be setback 10 metres from the river crest line to provide protection of the tree canopy and reduce the visual impact of the buildings;
Building Type and Mix	<p>Precinct 7B</p> <p>Remove – “with opportunity for low rise apartments”</p>
Maximum site coverage	<p>Precinct 7B</p> <p>Remove the text and replace it with- The site coverage will be dependent on the housing type.</p> <p>The overall site layout should allow for pedestrian as well as visual permeability and buildings set in garden setting</p>
Front, Side and Rear setback	<p>Precinct 7B</p> <p>Front setback: Add- As per the Builtform and Interfaces table.</p> <p>Side and Rear Set Backs: Res Code compliance recommended.</p>
Upper Level Builtform	<p>Precinct 7B</p> <p>Replace the text with</p> <p>Upper level built form above 2 stories to be recessive.</p>
Communal Open Space	n/a
Mail and Building Services	Replace the words <i>or located</i> with “and located on private land”.
Side and Rear Fence	Add 50% of the fence should be transparent.
Design Treatment for Common Areas	Replace <i>Generally provide minimum corridor width of 1.5m</i> with Provide minimum corridor width of at least 1.8m

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Attachments

- 1 Alphington Paper Mill Development Plan Assessment Report - November 2015
- 2 VicRoads' letter dated 4 Nov 2015 on traffic modelling