



# **Johnston Street Local Area Plan**

## **Appendix A – Policy and Strategic Basis**

### **November 2015**





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# 1.0 Introduction

This document has been prepared to support the objectives, strategies and recommendations outlined in the Johnston Street Local Area Plan from a planning policy perspective. It also supports the Johnston Street Issues and Opportunities Paper (2011) which provides further background information and analysis for the Johnston Street Local Area Plan.

The Local Area Plan has been created in response to current State Planning Policies, outlined in the State Planning Policy Framework (SPPF), as well local planning policies (LPPF at Clause 21 and 22) contained within the Yarra Planning Scheme. The following sections summarise the relevant clauses in the Yarra Planning Scheme in relation to activity centres, structure planning and policies that advocate for providing opportunities to accommodate future housing, retail and commercial activity within activity centres like Johnston Street.

The Johnston Street Local Area Plan is also supported by a number of Yarra City Council policies and strategies, which include the following:

- The Council Plan (2014-17)
- Yarra Open Space Strategy (2006)
- Yarra Business and Industrial Land Strategy (2012)
- Yarra Housing Strategy (2010)
- Yarra Bicycle Strategy (2008)
- Yarra Urban Design Strategy (2011)
- Yarra Economic Development Strategy (2015-20)
- Yarra Tourism Strategy (2011-16)
- Yarra Night Time Economy Strategy (2014-18)

## 1.1 The City of Yarra Council Plan (2013-17)

The City Of Yarra Council Plan outlines the broad vision and objectives for the municipality and outlines the following five objectives:

<b>Celebrating Yarra's uniqueness</b>	Yarra is unique. A community different to the other 78 Victorian municipalities. There is a long history and deep identity that matter to people living, moving or visiting Yarra. Our decisions and priorities must respect this.
<b>Supporting Yarra's community</b>	There are strong community values that drive Council services and activity, as well as the representations to State and Federal Governments on community needs and views.
<b>Making Yarra more liveable</b>	Yarra is experiencing rapid change. Many feel this change is too fast. Growth and development need to add to what is valued in Yarra not detract from it. Consideration is needed for how the City's growth can be consistent with local values and amenities.
<b>Ensuring a sustainable Yarra</b>	Council has made significant inroads into reducing Council's environmental 'footprint'. We need to continue this as well as working to reduce the community's 'footprint' through advocacy and partnerships.

## **Leading local government**

There has been a significant improvement in Council's fiscal management and customer responsiveness over the last few years. Our new focus is on how to ensure services meet changing community need and preferences, and emphasising efficiency and effectiveness in these services.

### **1.2 Yarra Open Space Strategy (2006)**

The Yarra Open Space Strategy identifies the areas within Yarra that are deficient in open space as well as areas where existing open space can be enhanced through open space contributions. The Open Space Contribution Policy (Clause 22.12) specifies the areas of Yarra where either a land or cash contribution is preferred. The mechanism for this contribution is found in the schedule to Clause 52.01 – Public Open Space Contribution and Subdivision. The Yarra Open Space Strategy provides the background document that supports an open space contribution rate of 4.5%.

### **1.3 Yarra Business and Industrial Land Strategy (2012)**

The Yarra Business and Industrial Land Strategy (BILS) provides analysis of the existing commercial precincts within Yarra (excluding the five Major Activity Centres). The BILS provides recommendations as to each precinct's future use and whether rezonings are needed to achieve better land use outcomes.

The work undertaken for the BILS is now supplemented by further analysis and commentary provided by SGS Economic and Planning. Their report, *Johnston Street Economic Advice*, is found as Appendix D to the Johnston Street Local Area Plan.

### **1.4 Yarra Housing Strategy (2010)**

The Yarra Housing Strategy responds to the objectives of Melbourne 2030 and the need to identify areas suitable for new residential development that will accommodate future population growth. The strategy identifies that activity centres will accommodate a proportion of the growth in higher density housing across the municipality. This strategy will need to be reviewed and updated to respond to current state planning policies and the directions outlined in *Plan Melbourne*.

### **1.5 Yarra Bicycle Strategy (2010-15)**

The Yarra Bicycle Strategy provides the framework to encourage cycling through the maintenance and enhancement of the existing network of bicycle paths and routes throughout Yarra which includes on and off road bicycle paths, bicycle lanes, streetscape improvements to enhance cycling and prioritisation of some intersections for cyclists. The Johnston Street study area has some key cycling routes predominantly extending in a north-south direction through the area. The cycling routes tend not to be on major roads but on streets like Wellington Street, Trenerry Crescent and Nicholson Street (Abbotsford).

### **1.6 Yarra Urban Design Strategy (2011)**

The Urban Design Strategy highlights Johnston Street as a priority for streetscape and urban design improvement, as well as identifying key entries and potential boulevards, including Hoddle Street.

The Johnston Street Local Area Plan also identifies that Hoddle Street has the potential to create a boulevard character through both built form and landscaping.

### **1.7 Yarra Tourism Strategy (2011-16)**

The Yarra Tourism Strategy aims to promote and facilitate tourism within the City of Yarra through raising awareness of the city's attractions and providing information that will make the visitor experience within Yarra more pleasurable. Making the city both legible and accessible are key elements that can be addressed through urban design and transport interventions.

### **1.8 Yarra Night Time Economy Strategy (2014-18)**

The Night Time Economy Strategy aims to address the impacts of night time activities whilst protecting the activities that make Yarra unique and enjoyable. Activity centres and some other locations are host to a range of night time activities that make Yarra a vibrant and attractive destination to visit. Street activation and pedestrian activity at night time contribute to higher levels of perceptions of safety among the community. There can also be negative impacts from businesses that operate at night time and these need to be considered managed.

## **2.0 State Planning Policy Context**

### **2.1 Plan Melbourne**

*Plan Melbourne* sets out the broad principles for planning in Victoria. Some of the key directions outlined in *Plan Melbourne* that are directly relevant to the study area include the following:

- 20 Minute Neighbourhoods (Activity Centres and Neighbourhood Centres)
- Urban Renewal Precincts / Areas

#### **Activity Centres**

*Enable 20-minute neighbourhoods by providing access to a wide range of goods and services in centres that are planned and coordinated by local governments.*

*The centres will provide employment and vibrant local economies. Some will serve larger subregional catchments. Through the removal of retail floor-space and office caps, activity centres may grow unrestricted.*

#### **Neighbourhood Centres**

*To provide neighbourhood access to local goods, services and employment opportunities. Planning in these locations will help to deliver 20-minute neighbourhoods across Melbourne.*

Johnston Street was previously classified as a *Neighbourhood Activity Centre* under Melbourne 2030 and Yarra Planning Scheme and forms part of a network of activity centres within the immediate area (Smith Street and Brunswick Street). *Plan Melbourne* states that Neighbourhood Activity Centres become Neighbourhood Centres which perform a role and function that responds to their context and character.

***Their key features are:***

- *Generally, a limited mix of uses meeting local convenience needs*
- *Generally less than 10,000 square metres of retail floor space*
- *Accessible to a viable user population by walking/cycling*
- *Accessibility by local bus services and public transport links to one or more Principal or Major Activity Centres*
- *Their role as important community focal points, ideally close to schools, libraries, child care, health services, police stations and other facilities that benefit from good public transport.*

## **2.2 Planning Practice Notes**

### **PPN58 – Structure Planning for Activities Areas**

Practice Note 58 is designed to provide guidance on the preparation of clear and concise structure plans that can be implemented through the statutory planning framework and other relevant mechanisms. The State Planning Policy Framework (SPPF) provides the following guidance on planning for Activity Centres and the preparation of Structure Plans.

### **PPN59 – The Role of Mandatory Provisions in Planning Schemes**

Practice Note 59 outlines the circumstances and requirements for applying mandatory height and setback controls into planning schemes. It highlights that mandatory provisions should only be contemplated in exceptional circumstances.

### **PPN60 – Height and Setback Controls for Activity Centres**

## **2.3 State Planning Policy Framework (SPPF)**

The State Planning Policy Framework (SPPF) implements the state government’s metropolitan planning strategy, *Plan Melbourne*. The SPPF provides the overall direction for planning in Victoria and is structured around the following nine themes:

- Settlement
- Environmental and landscape values
- Environmental risk
- Natural resource management
- Built environment and heritage

- Housing
- Economic development
- Transport
- Infrastructure

In terms of Activity Centre planning and the planning policy context of Johnston Street, the following clauses have particular relevance:

- Clause 11 – SETTLEMENT
- Clause 15 – BUILT ENVIRONMENT AND HERITAGE
- Clause 16 – HOUSING
- Clause 17 – ECONOMIC DEVELOPMENT
- Clause 18 – TRANSPORT

### Clause 11 – SETTLEMENT

Clause 11 focusses on the role of activity centres and activity centre planning. The network of activity centres within the inner parts of Melbourne already exists and creating better links between the centres via sustainable modes of transport is a key objective.

Planning for Activity Centres is to take into account the status and role of the Activity Centre. As a Neighbourhood Activity Centre, Johnston Street is expected to accommodate higher density housing to the degree that it can be accommodated within the existing context of the Activity Centre and be supported by a range of local convenience options and public transport services.

Johnston Street has good access to public transport and accommodates some convenience options. Johnston Street hosts a number of bus routes that connect with other modes within the Principal Public Transport Network.

Clauses most relevant to Johnston Street are listed below:

<b>Clause 11 – SETTLEMENT</b>	
Clause 11.01 – Activity Centres	11.01-2 – Activity Centre Planning
Clause 11.02 – Urban Growth	11.02-3 – Structure Planning
Clause 11.03 – Open Space	11.03-1 Open Space Planning
Clause 11.04 – Metropolitan Melbourne	11.04-1 Delivering jobs and investment 11.04-2 Housing choice and affordability 11.04-3 A more connected Melbourne 11.04-4 Liveable communities and neighbourhoods 11.04-5 Environment and water 11.04-6 A State of cities 11.04-7 Green wedges 11.04-8 Open space network in Metropolitan Melbourne 11.04-9 River corridors

### **Clause 11.01-1 Activity centre network**

Includes the following overarching objective for Activity Centres:

*'To build up activity centres as a focus for high-quality development, activity and living for the whole community by developing a network of activity centres'*

In support of this objective, the following strategies are provided:

*Develop a network of activity centres that:*

- *Comprises a range of centres that differ in size and function*
- *Is a focus for business, shopping, working, leisure and community facilities.*
- *Provides different types of housing, including forms of higher density housing.*
- *Is connected by public transport and cycling networks.*
- *Maximises choices in services, employment and social interaction.*

*Support the role and function of the centre given its classification, the policies for housing intensification, and development of the public transport network.*

### **Clause 11.01-2 Activity centre planning**

Clause 11.01-2 provides guidance for land use and development in activity centres.

*'To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and are highly accessible to the community'.*

*Relevant strategies include:*

- *Undertake strategic planning for the use and development of land in and around the activity centres.*
- *Give clear direction in relation to preferred locations for investment.*
- *Encourage a diversity of housing types at higher densities in and around activity centres.*
- *Reduce the number of private motorised trips by concentrating activities that generate high numbers of (non-freight) trips in highly accessible activity centres.*
- *Improve access by walking, cycling and public transport to services and facilities for local and regional populations.*
- *Broaden the mix of uses in activity centres to include a range of services over longer hours appropriate to the type of centre and needs of the population served.*
- *Provide a focus for business, shopping, working, leisure and community facilities.*
- *Encourage economic activity and business synergies.*
- *Improve the social, economic and environmental performance and amenity of the centre.*

### **Clause 11.02 Urban growth**

#### **Clause 11.02-3 Structure planning**

Includes the following objective:

*'To facilitate the orderly development of urban areas'.*

Relevant strategies to consider include:

*Facilitate the preparation of a hierarchy of structure plans or precinct structure plans that:*

- *Take into account the strategic and physical context of the location.*
- *Provide the broad planning framework for an area as well as the more detailed planning requirements for neighbourhoods and precincts, where appropriate.*
- *Provide for the development of sustainable and liveable urban areas in an integrated manner.*
- *Assist the development of walkable neighbourhoods.*
- *Facilitate the logical and efficient provision of infrastructure and use of existing infrastructure and services.*

### **Clause 11.03 Open Space**

The Open Space network is a key aspect and consideration of the Johnston Street Local Area Plan

#### **11.03-1 Open space planning**

##### **Objective**

*To assist creation of a diverse and integrated network of public open space commensurate with the needs of the community.*

##### **Strategies**

*Plan for regional and local open space networks for both recreation and conservation of natural and cultural environments.*

*Ensure that open space networks:*

- *Are linked through the provision of walking and cycle trails and rights of way.*
- *Are integrated with open space from abutting subdivisions.*
- *Incorporate, where possible, links between major parks and activity areas, along waterways and natural drainage corridors, connecting places of natural and cultural interest, as well as maintaining public accessibility on public land immediately adjoining waterways and coasts.*

### **Clause 11.04 – Metropolitan Melbourne**

#### **11.04-1 Delivering jobs and investment**

##### **Objective**

*To create a city structure that drives productivity, supports investment through certainty and creates more jobs.*

#### **11.04-2 Housing choice and affordability**

##### **Objective**

*To provide a diversity of housing in defined locations that cater for different households and are close to jobs and services.*

### **11.04-3 A more connected Melbourne**

#### **Objective**

*To provide an integrated transport system connecting people to jobs and services, and goods to market.*

### **11.04-4 Liveable communities and neighbourhoods**

#### **Objective**

*To create healthy and active neighbourhoods and maintain Melbourne's identity as one of the world's most liveable cities.*

### **11.04-5 Environment and water**

#### **Objective**

*To protect natural assets and better plan our water, energy and waste management systems to create a sustainable city.*

### **11.04-6 A State of cities**

#### **Objective**

*To maximise the growth potential of Victoria by developing a state of cities which delivers choice, opportunity and global competitiveness.*

### **11.04-7 Green wedges**

#### **Objective**

*To protect the green wedges of Metropolitan Melbourne from inappropriate development*

### **11.04-8 Open space network in Metropolitan Melbourne**

#### **Objective**

*To create a network of metropolitan open space by creating new parks.*

### **11.04-9 River corridors**

#### **Objective**

*To protect and enhance the significant river corridors of Metropolitan Melbourne.*

## Clause 15 – BUILT ENVIRONMENT AND HERITAGE

Clause 15.01 <i>Urban Environment</i>	15.01-1 <i>Urban Design</i> 15.01-2 <i>Urban Design Principles</i> 15.01-4 <i>Design for Safety</i>
Clause 15.02 <i>Sustainable Development</i>	15.02-1 <i>Energy and Resource Efficiency</i>
Clause 15.03 <i>Heritage</i>	15.03 <i>Heritage Conservation</i>

### **Clause 15.01            *Urban environment***

Includes provisions applicable to inner city urban environments such as the Johnston Street Activity Centre. Of most relevance are the following objectives and strategies:

#### **Clause 15.01-1            *Urban Design***

Objective:

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

#### **Clause 15.01-2 *Urban Design Principles***

*To achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.*

#### **Clause 15.01-4 *Design for Safety***

Objective:

*‘Improve community safety and encourage neighbourhood design that makes people feel safe’.*

### **Clause 15.02    *Sustainable Development***

#### **15.02-1            *Energy and resource efficiency***

**Objective**

*To encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.*

**Strategies**

- *Ensure that buildings and subdivision design improves efficiency in energy use.*
- *Promote consolidation of urban development and integration of land use and transport.*
- *Improve efficiency in energy use through greater use of renewable energy.*
- *Support low energy forms of transport such as walking and cycling.*

### **Clause 15.03-1 Heritage Conservation**

Objective:

*'To ensure the conservation of places of heritage significance'.*

A relevant strategy includes:

*Support adaptive reuse of heritage buildings whose use has become redundant.*

## **Clause 16 – HOUSING**

Clause 16.01  
*Residential Development*

*16.01-1 Integrated Housing  
16.01-2 Location of Residential Development  
16.01-3 Strategic Redevelopment Sites  
16.01-4 Housing Diversity  
16.01-5 Housing Affordability*

### **Clause 16 Housing**

An overarching objective for housing states:

*'New housing should have access to services and be planned for long term sustainability, including walkability to activity centres, public transport, schools and open space'.*

#### **Clause 16.01-1 Integrated Housing**

Objective:

*'To promote a housing market that meets community needs'.*

A relevant Strategy includes:

- *Increase the supply of housing in existing urban areas by facilitating increased housing yield in appropriate locations, including under-utilised urban land.*

#### **Clause 16.01-2 Location of Residential Development**

Objective

*'To locate new housing in or close to activity centres and employment corridors and at other strategic redevelopment sites that offer good access to services and transport'.*

A relevant strategy includes:

- *Encourage higher density housing development on sites that are well located in relation to activity centres, employment corridors and public transport.*

#### **Clause 16.01-3 Strategic redevelopment sites**

Objective

To identify strategic redevelopment sites for large residential development in Metropolitan Melbourne.

Relevant strategies for achieving this objective include:

Identify strategic redevelopment sites that are:

- In or beside Neighbourhood Activity Centres that are served by public transport.
- Able to provide 10 or more dwelling units, close to activity centres and well served by public transport.

#### **Clause 16.01-4 Housing diversity**

Objective

*'To provide for a range of housing types to meet increasingly diverse needs'.*

#### **Clause 16.01-5 Housing affordability**

Objective

*'To deliver more affordable housing closer to jobs, transport and services'.*

A relevant strategy to consider includes:

*Increase the supply of well-located affordable housing by:*

- *Facilitating a mix of private, affordable and social housing in activity centres, strategic redevelopment sites.*

General provisions that encourage an integrated approach between land-use and transport planning and support a modal shift to more active forms of transport are included below.

### **Clause 17 Economic Development**

#### **Clause 17 – ECONOMIC DEVELOPMENT**

Clause 17.01-1 Business

*Planning is to provide for a strong and innovative economy, where all sectors of the economy are critical to economic prosperity.*

*Planning is to contribute to the economic well-being of communities and the State as a whole by supporting and fostering economic growth and development by providing land, facilitating decisions, and resolving land use conflicts, so that each district may build on its strengths and achieve its economic potential.*

Clause 17.01-1 Business

**Objective**

- *To encourage development which meet the communities' needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to*

*accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.*

### **Strategies**

- *Locate commercial facilities in existing or planned activity centres.*
- *Provide new convenience shopping facilities to provide for the needs of the local population in new residential areas and within, or immediately adjacent to, existing commercial centres.*
- *Provide small scale shopping opportunities that meet the needs of local residents and workers in convenient locations.*

## **Clause 18 – TRANSPORT**

Clause 18.01  
*Integrated Transport*

*18.01-1 Land Use and transport Planning*  
*18.01-2 Transport System*

### **Clause 18.01-1 Land use and transport planning**

#### **Objective**

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

#### **Strategies**

*Develop transport networks to support employment corridors that allow circumferential and radial movements.*

*Plan urban development to make jobs and community services more accessible by:*

- *Coordinating improvements to public transport, walking and cycling networks with the ongoing development and redevelopment of the urban area.*
- *Concentrating key trip generators such as higher density residential development in and around Central Activities Districts, Principal, Major and Specialised Activity Centres on the Principal Public Transport Network.*
- *Requiring integrated transport plans to be prepared for all new major residential, commercial and industrial developments.*
- *Requiring that substantial increases in activity in employment corridors are connected to the Principal Public Transport Network.*
- *Providing safe, convenient and direct pedestrian and cycling access to activity centres, public transport interchanges and other strategic redevelopment sites.*

### **Clause 18.01-2 Transport system**

#### **Objective**

*'To coordinate development of all transport modes to provide a comprehensive transport system'.*

A relevant strategy to achieve this includes:

*Encourage higher land use densities and mixed use developments near railway stations, major bus terminals, transport interchanges, tramways and principal bus routes. Pedestrian and cyclists access to public transport should be facilitated and safeguarded.*

#### **State Planning Policy and how it applies to the Johnston Street Local Area Plan.**

Plan Melbourne was introduced in May 2014 as this Local Area Plan was being drafted and has influenced the overall direction of the plan. Overall, the Plan maintains a consistent direction in terms of accommodating a more diverse and concentrated land use mix within key precincts within the study area.

State Planning Policy continues to require greater levels of urban consolidation to achieve a more compact and efficient city that is highly accessible and liveable. In achieving this goal, a major component of State Planning Policy is to direct future growth and intensification to activity centres and urban renewal areas that are well located in relation to major transport networks. This includes promoting a clustering of higher density residential, commercial, retail, entertainment, services and commercial uses in activity centres and along designated urban renewal corridors.

The Johnston Street Local Area Plan achieves consistency with the directions outlined in Plan Melbourne, as well as State Planning Policy through the following strategies:

- Identifying opportunities for change in key precincts that are in close proximity to the Public Transport Network;
- Concentrating activities in particular areas and locations to encourage a more economically sustainable and vibrant centre;
- Identifying the level and type of change appropriate for each precinct including nominating areas where increased height and density is appropriate for achieving a more compact and higher density urban form;
- Accommodating anticipated population growth through identifying locations suitable for increased residential densities;
- Directing change away from existing residential areas that hold particular cultural and heritage significance
- Providing specific guidance on the land use and built form outcomes that will allow for urban intensification at preferred locations;
- Encouraging built form outcomes that promote a more sustainable and compact city form whilst increasing the overall capacity of the activity centre to accommodate increased population and increased commercial opportunities.

## 2.4 Local Planning Policy Framework (LPPF)

### CLAUSE 21

<b>Clause 21.03 – VISION</b>	
<b>Clause 21.04 – LAND USE</b>	Clause 21.04-1 Housing Clause 21.04-2 Activity Centres Clause 21.04-3 Industry, Office and Commercial
<b>Clause 21.05 – BUILT FORM</b>	Clause 21.05-2 Urban Design
<b>Clause 21.06 – TRANSPORT</b>	Clause 21.06-1 Walking and Cycling Clause 21.06-2 Public Transport
<b>Clause 21.07 – ENVIRONMENTAL SUSTAINABILITY</b>	21.07-1 Ecologically Sustainable Development 21.07-2 Yarra River, Merri Creek and Darebin Creek
<b>Clause 21.08 – NEIGHBOURHOODS</b>	21.08-1 Abbotsford 21.08-5 Collingwood

The local planning policy section (Clauses 21 and 22) sets out the vision for the municipality and outlines the role that the City of Yarra will have in terms of accommodating future population through an increase in dwellings in specific locations and areas. The municipality will also support opportunities to strengthen employment and business opportunities in existing commercial areas. Overall, activity centres and strategic redevelopment sites will be the preferred locations to accommodate higher density housing in Yarra.

The Local Planning Policy framework (LPPF) includes the Municipal Strategic Statement (MSS) and Local Planning Policy. Together, the MSS and Local Planning Policy Framework provide a more detailed level of guidance on land use and development in Activity Centres that can be applied to the Johnston Street Local Area Plan study area.

Clause 21.08, ‘Neighbourhoods’ section of the MSS provides guidance at a local area level and includes maps, objectives and strategies that implement relevant sections of the MSS.

### ***The Municipal Strategic Statement (MSS)***

#### ***21.03 Vision***

The vision for the City of Yarra in 2020 primarily provides general guidance for future land use and development in the City. Provisions that more closely relate to Activity Centres are as follows:

#### ***Land Use***

*Yarra's exciting retail strip shopping centres will provide for the needs of local residents, and attract people from across Melbourne.*

## **Built Form**

*Yarra will have a distinctive identity as a low-rise urban form, with areas of higher development and highly valued landmarks.*

### **Clause 21.04 Land Use**

#### **Clause 21.04-1 Accommodation and housing**

Clause 21.04-1 seeks to balance the need to accommodate population growth with the desire to protect Yarra's existing character and heritage value. Guidance provided on this issue includes:

*'Yarra is experiencing consistent residential growth. The Metropolitan Strategy, Melbourne 2030, identifies that this trend will continue. Yarra will continue to accommodate its share of the housing growth of the inner Melbourne Metropolitan region (comprising the Cities of Melbourne, Port Phillip, Stonnington and Yarra). However, in order to protect valued character, and particularly its heritage places, the majority of new development will be accommodated on strategic redevelopment sites. These sites are generally located in, abutting, or close to activity centres, or in locations that offer good access to services and transport as required under Melbourne 2030. Other areas such as those in Mixed Use or Business zones will accommodate some population growth, while most established Residential 1 zones are stable and will experience minimal change'.*

This direction is supported by the following objectives and strategies.

#### **Objective 1 To accommodate forecast increases in population.**

- **Strategy 1.1** *Ensure that new residential development has proper regard for the strategies applicable to the neighbourhood in question identified in clause 21.08.*
- **Strategy 1.2** *Direct higher density residential development to Strategic redevelopment Sites identified at clause 21.08 and other sites identified through any structure plans or urban design frameworks.*

#### **Clause 21.04-2 Activity centres**

Clause 21.04-2 identifies the Major Activity Centres located in Yarra together with a brief description of their role, function and broad catchment. Meeting projected demand in existing Activity centres is identified as an issue and underutilised land is recognised as a potential opportunity for meeting future demand. Guidance on this issue includes:

*'Activity centres in Yarra have a retail, hospitality, and service focus. Because of the pattern of development in the municipality, almost all residents are within 400m of an activity centre. The provision of local services is therefore important for maintaining the character of activity centres as local destinations.*

*The presence of service, retail and entertainment uses creates active and vibrant activity centres with good access to services and facilities, which is an important attribute of the municipality.*

*Under Melbourne 2030 Yarra has five Major Activity Centres with a regional retail and entertainment focus. These are Swan, Victoria, Smith and Brunswick Streets and Bridge Road. Yarra also has a number of neighbourhood activity centres which serve local needs. While the Major Activity Centres*

*will continue to be supported to grow and prosper, the need for the provision of shops and services to provide for local day-to-day needs must be met in all activity centres.*

*The activity centres are almost all centred around elongated commercial strips stretched out along Yarra's main roads and feeder roads. Abutting uses along the length of the strips are generally residential, creating interface conflicts where some uses are not well managed or inappropriate uses are permitted.*

*The Business 1 Zone footprint of existing activity centres should remain unchanged as there is scope for further development of the centres to meet projected demand. For example, some centres have discontinuities in their retail or service frontages and there may be existing built stock and land parcels which are underutilised'.*

The following objectives offer specific guidance on the types of uses encouraged in Activity Centres and provide support for the long term viability of activity centres:

**Objective 4** *To maintain a balance between local convenience and regional retail roles in Yarra's activity centres.*

- **Strategy 4.1** *Increase the range of retail, personal and business services, community facilities, and recreation activities, within individual centres.*
- **Strategy 4.3** *Support the role of all activity centres, including Neighbourhood Activity Centres, in providing local day-to-day needs of residents of all abilities.*

**Objective 5** *To maintain the long term viability of activity centres.*

- **Strategy 5.1** *Limit expansion of the Business 1 Zone and new parcels of Business 1 zoning.*
- **Strategy 5.2** *Support land use change and development that contributes to the adaptation, redevelopment and economic growth of existing activity centres.*
- **Strategy 5.3** *Discourage uses at street level in activity centres which create dead frontages during the day.*
- **Strategy 5.4** *Permit residential development that does not compromise the business function of activity centres.*

#### **Clause 21.05-1 Heritage**

This Clause identifies the need for a flexible approach in managing the conversion of existing land uses and the conservation of existing heritage buildings on the land. On this matter the following guidance is provided.

*'In conserving areas of heritage significance there is also a need to provide for adaptive reuse and change of buildings'.*

#### **Clause 21.05-2 Urban design**

**Clause 21.05-2** describes the pattern of urban form that is seen to characterise Yarra.

*‘Looking at the built form of the whole municipality, a clear picture emerges of a low-rise urban form punctuated by pockets of higher development. The low-rise urban form that constitutes much of the municipality is mostly in the one to two storey range, with some three and four storey buildings. The pockets of taller buildings include the high-rise housing estates, some industrial (or ex-industrial) complexes and the landmark towers, spires and signs. Activity centres being generally Victorian and Edwardian in origin, are generally two storeys, with some higher signature buildings’.*

*This characteristic is important as it helps to differentiate Yarra from the urban form of adjoining cities, particularly the City of Melbourne, thus strengthening its sense of place’.*

The following objective and strategies seek to reinforce the pattern of low-rise urban form, whilst creating the opportunity for taller buildings under certain circumstances. The MSS recognises that taller buildings make an important contribution towards shaping the distinctive identity and character of Yarra through the ‘punctuating’ effect they provide in the urban landscape.

***Objective 17 To retain Yarra’s identity as a low rise urban form with pockets of higher development***

General guidance is provided to reinforce the pattern of low-rise urban form in existing residential areas in Strategy 17.1.

Strategy 17.2 states that where there are opportunities for increased heights in activity centres or on strategic redevelopment sites, the preferred maximum heights should generally be no more than 5-6 storeys unless particular benefits can be achieved.

**Strategy 17.1** Ensure that development outside activity centres and not on Strategic Redevelopment Sites reflects the prevailing low-rise urban form.

**Strategy 17.2** Development on strategic redevelopment sites or within activity centres should generally be no more than 5-6 storeys unless it can be demonstrated that the proposal can achieve specific benefits such as:

- Significant upper level setbacks
- Architectural design excellence
- Best practice environmental sustainability objectives in design and construction
- High quality restoration and adaptive re-use of heritage buildings
- Positive contribution to the enhancement of the public domain
- Provision of affordable housing

The following objective includes guidance on built form outcomes in activity centres.

***Objective 21 To enhance the built form character of Yarra’s activity centres.***

**Strategy 21.1** Require development within Yarra’s activity centres to respect and not dominate existing built form.

**Strategy 21.2** Require new development within an activity centre to consider the context of the whole centre recognising that activity centres may consist of subprecincts, each of which may have a different land use and built form character.

**Strategy 21.3** Support new development that contributes to the consolidation and viability of existing activity centres.

#### **21.05-3 Built form character**

General guidance is provided on preferred built form outcomes in Yarra. Of particular relevance to both Johnston and Hoddle Streets is their role as a transport corridor (Objective 26) and for Johnston Street, as an activity centre. Being situated on a transport corridor presents opportunities for urban intensification to allow greater access to public transport for future population and businesses. Encouraging greater levels of street edge activation in new buildings will enhance the role, character and amenity of both Johnston Street and Hoddle Street.

#### **General Objective**

**Objective 23** To maintain and strengthen the identified character of each type of identified built form within Yarra.

#### **Residential areas**

**Objective 24** To maintain and reinforce preferred character

#### **Yarra River Corridor**

**Objective 25** To ensure that development maintains and enhances the environmental, aesthetic and scenic qualities of the Corridor

#### **Transport corridors**

**Objective 26** To improve the built form character of transport corridors

- **Strategy 26.3** Improve the consistency of the built form along Hoddle Street-Punt Road
- **Strategy 26.4** Strengthen the built form definition of the main roads intersections along Hoddle Street- Punt Road within the prevailing scale of development in Yarra.

#### **21.05-4 Public environment**

**Objective 28** To provide a public environment that encourages community interaction and activity

#### **21.06 Transport**

##### **21.06-1 Walking and cycling**

**Objective 30** To provide safe and convenient pedestrian and bicycle environments

##### **21.06-2 Public Transport**

**Objective 31** To facilitate public transport usage

##### **21.06-3 The road system and parking**

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

**Objective 33** To reduce the impact of traffic

### **Clause 21.07 Environmental Sustainability**

**21.07-1** Ecologically sustainable development

**Objective 34** To promote ecologically sustainable development.

Strategy 34.1 Encourage new development to incorporate environmentally sustainable design measures in the areas of energy and water efficiency, greenhouse gas emissions, passive solar design, natural ventilation, stormwater reduction and management, solar access, orientation and layout of development, building materials and waste minimisation.

**21.07-2 Yarra River, Merri Creek and Darebin Creek.**

**Objective 36** To balance the ecological and recreational potential of the waterway Corridors.

**Strategy 36.1** Allow opportunities for passive and active recreation in areas where protecting indigenous flora and vegetation communities and wild life habitat is not the primary objective.

**Objective 37** To protect and enhance the environmental values of land within the waterway Corridors.

### **21.08 NEIGHBOURHOODS**

The neighbourhood section of the MSS (Clause 21.08) draws from previous clauses and provides a general description of each neighbourhood, identifying particular precincts, land use activities, total population and number of dwellings (using ABS census data). The neighbourhood maps identify key landmarks, public transport infrastructure, strategic redevelopment sites, Major and Neighbourhood Activity Centres, and provide broad direction pertaining to access and movement, land use and public safety.

Built form character maps provide guidance on the key character types in each of the neighbourhoods.

A number of strategies are provided under the themes of land use, built form and transport.

The Johnston Street study area is located within the neighbourhoods of Collingwood and Abbotsford. These are referenced at Clause 21.08 with both specific and broad objectives and strategies. The (two) nominated Strategic Redevelopment Sites within the study are located identified under the relevant Clauses in the scheme.

#### **Clause 21.08-1 Abbotsford**

*“Abbotsford is a highly varied neighbourhood with a substantial number of industrial and commercial buildings of various types and eras. The residential precincts are surrounded by industrial development located in the vicinity of Hoddle Street and the Yarra River...”*

*Victoria Park is a major cultural and recreational asset of Yarra. Surrounding Victoria Park is a residential area which is Victorian in origin. To the south of Johnston Street residential areas consist of Victorian and Edwardian streetscapes with a substantial amount of weatherboard housing. These residential neighbourhoods have a consistent character which must be protected.*

*The Collingwood Children’s Farm and the Abbotsford Convent site comprise a regional arts and cultural destination. Care must be taken that future development of these facilities do not compromise the amenity of nearby residential areas.”*

The eastern section of Johnston Street is identified as a Neighbourhood Activity Centre with a number of locational elements that comprise the area.

### **Implementation of strategies**

*The implementation of land use strategies in clause 21.04 includes:*

- *Supporting the development of the Abbotsford Convent site as an arts and community precinct.*

***The implementation of built form strategies in clause 21.05 includes:***

- *Supporting development that maintains and strengthens the preferred character of the relevant Built Form Character type.*
- *Encouraging the redevelopment of the following strategic re-development sites in a way that contributes positively to the urban fabric and public domain of Yarra, and where covered by a Heritage Overlay, protects the heritage of the site and of the area, and where relevant, maintains and reinforces the identified built form character of the area:*
  - *Site 3 Railway Land adjacent to Victoria Park Station.*

***Strengthening the consistency and character of the built form of:***

- *Land adjacent to Alexandra Parade*
- *Land adjacent to Hoddle Street*
- *Land around Victoria Park Station*

### **Clause 21.08-5 Collingwood**

This clause provides a description of the neighbourhood and outlines some of the key elements that contribute to the area, such as key commercial areas, low rise residential areas and Smith Street at the western edge.

*“Much of Collingwood is industrial in character with the residential precincts surrounded by or interspersed with industrial buildings.*

*North of Johnston Street, the residential area is late Victorian and Edwardian retaining some of its original weatherboard cottage character. South of Johnston Street is a large area of public housing generally comprising large blocks of apartments set in grounds.*

*To the south of Johnston Street development is Victorian overlaid with subsequent periods of development. This part of Collingwood is varied in built form and character, ranging from large Victorian factory buildings to small pockets of low rise residential development.”*

**The implementation of built form strategies in clause 21.05 includes:**

- *Supporting development that maintains and strengthens the preferred character of the relevant Built Form Character type.*
- *Encouraging the redevelopment of the following sites in a way that contributes positively to the urban fabric and public domain of Yarra. Redevelopment should also protect the heritage of the site and of the area where subject to the Heritage Overlay and where relevant, maintain and reinforce the built form character of the area.*
  - *Site 6: Collingwood Housing Estate (block bounded by Hoddle, Vere, Wellington and Perry Streets).*

## **2.5 Local Planning Policies (Clause 22)**

The following Local Planning Policies provide specific guidance on matters pertaining to built form outcomes, heritage and landmarks for the Johnston Street Activity centre.

### **Clause 22.02 Development guidelines for sites subject to the Heritage Overlay**

This policy provides guidance for the protection and enhancement of the City’s identified places of cultural and natural heritage significance. The policy provides an explanation of the 3 levels of grading used to classify the heritage significance a place/buildings. This forms a key consideration in the demolition or removal of buildings, restoration or reconstruction and new development in areas covered by a Heritage Overlay.

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

This policy provides guidance for the development of places that are at the interface between two zones that allow commercial and sensitive uses to interface with each other and to manage the potential for amenity conflicts.

### **Clause 22.07 Development Abutting Laneways**

This clause provides a local policy to guide development along laneways which is already occurring within the Johnston Street study area. Development occurring along and fronting onto laneways, needs to respond the characteristics of the laneway and other requirements specified in the policy.

### **Clause 22.10 Built Form and Design Policy**

Provides Design Objectives and Design Guidelines to guide the scale, form and appearance of new development and applies to all new development not included in a Heritage Overlay. The policy

includes design objectives that express the preferred built form outcomes and the guidelines are to be applied to achieve these outcomes. The policy does not provide specific guidance for Major Activity Centres, but rather addresses a set of urban design and general amenity issues that bear some relevance for development occurring in Major Activity Centres.

### **Clause 22.13 Residential Built Form Policy**

This policy applies to the Residential 1 Zone in areas not covered by a Heritage Overlay and refers to the Built Form Character Type as set out in the Built Form Character Maps in Clause 21.08. Of relevance, the objectives of the policy state:

#### **Clause 22.13-2 Objectives**

- To limit the impact of new development on surrounding land, particularly on low rise residential areas.
- To respond to and strengthen the distinct character of different parts of Yarra.

## 3.0 Population and Housing

### 3.1 Demographic Summary – City of Yarra

Source of information: Id Consulting information and data  
<http://forecast2.id.com.au/Default.aspx?id=151&pg=5000>

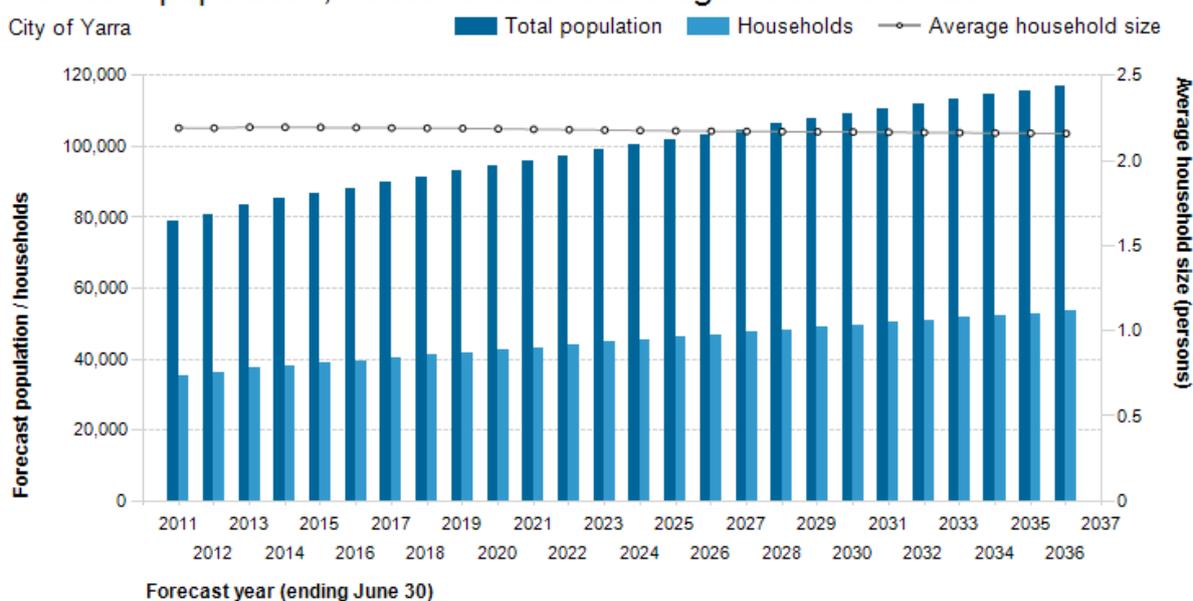
Brief statistics

City of Yarra

<b>Forecast population 2014:</b>	<b>85,119</b>
Change between 2014 and 2036:	31,917
Average annual percentage change between 2014 and 2036:	1.58% per annum
Total percentage change between 2013 and 2031 (18 years):	37.5%

#### Forecast population, households and average household size

City of Yarra



Population and household forecasts, 2011 to 2036, prepared by .id the population experts, August 2013.



#### City of Yarra Summary – Id Consulting

Yarra is an established municipality including some of Melbourne's earliest suburbs. Following initial European settlement from the 1830s, significant development in the Yarra area occurred during the 1880s and 1890s. During this period industry established a strong presence in the area - particularly focused on the Yarra River and surrounding low-lying regions - and associated working class housing dominated the dwelling stock. The late 1800s period remains prevalent in the built fabric of the City, in the form of many Victorian-era terrace and cottage houses, and major industrial buildings. The post war period was another time of substantial development in Yarra, when considerable numbers of migrants moved into the area and public housing estates (including high-rises) were built.

Population loss occurred in the Yarra area between the 1960s and 1980s, alongside a rapid decrease in household size. Subsequently, significant parts of the municipality have been gradually redeveloped and gentrified since the 1980s, with the attraction of greater numbers of young, single, professional, tertiary educated, middle to high income residents to the area. Housing prices in Yarra City have increased, with demand for new housing opportunities high across all areas of the municipality.

Industry remains a feature of Yarra's economy and its land use pattern. In the last two decades, however, the land use geography of the City has undergone change with the closures of older industrial establishments and an increased value of land for residential purposes. This is reflective of the changing economic function of the Melbourne inner region in general. Retail and commercial strips in the City are focused on the arterial road network, with many being known for niche marketing. The City also comprises significant areas of parklands, educational, and medical uses.

The primary housing market role played by Yarra City has moved historically from the provision of modest workers' housing connected with nearby employers through a period of affordable housing area for migrants and lower income households (including rooming houses) to a high-demand 'lifestyle migrant' area attracting professionals, young people, and students. Within the City, different areas have taken on different functions and roles within this housing market. The older, low-lying suburbs of Fitzroy, Collingwood, Abbotsford, and Richmond have traditionally been home to more working class dwellings and to a mix of industrial and commercial land uses. The outlying suburbs of Carlton North-Princes Hill, Clifton Hill, Fitzroy North, and Fairfield-Alphington, were by contrast established slightly later and pitched to a different market - the dwelling stock in these areas includes larger houses and lots, with broader and more consistently designed residential areas, and (with the exception of public uses and parks) less mixing of land uses.

Reflecting the City's development history, the dwelling stock in Yarra includes smaller 'heritage' cottages, 1960s flat development, and contemporary apartment style housing including conversions from other uses. And around 10% of Yarra households are government housing tenants. The City has a significant portion of private rentals, and traditionally, tends to attract large numbers of young people, particularly those aged 18-24 years. The draw of younger people and associated household propensities is in some areas associated with the proximity of Melbourne University and RMIT, as well as to private education providers in the City. Carlton North - Princess Hill, Fitzroy, Fitzroy North, and Richmond are popular areas for student housing. In less central parts of the City, particularly Fairfield - Alphington and Clifton Hill, the amenity of areas tends to attract more mature families and families with children.

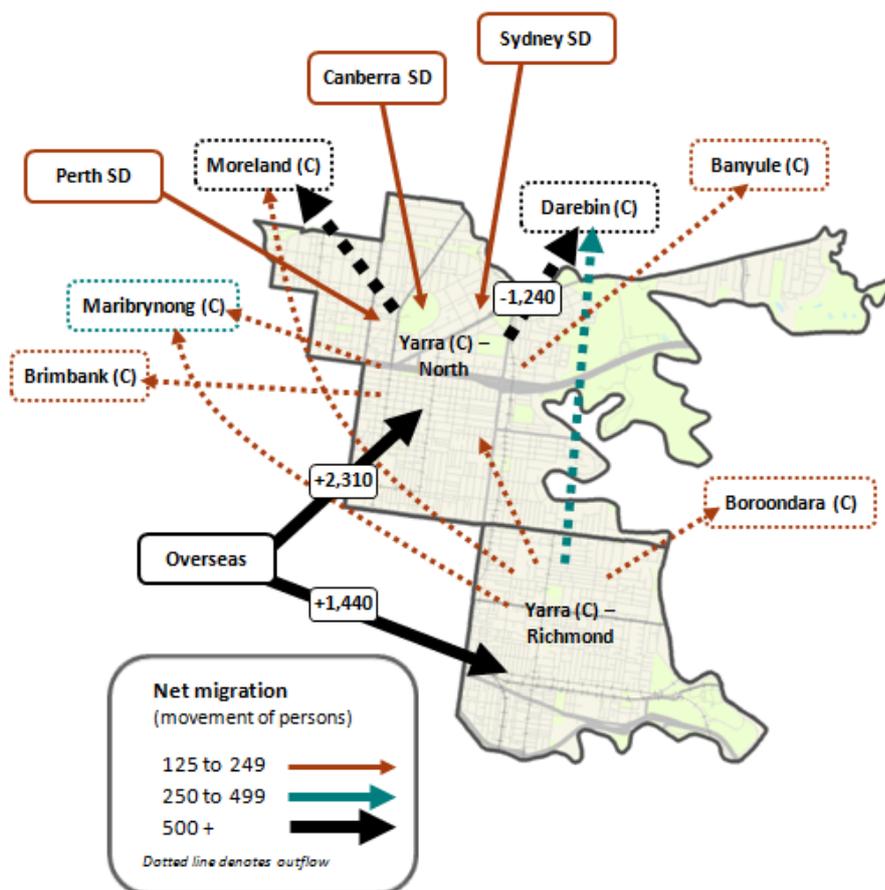
Affordability is a key influence on Yarra's role and function - the process of gentrification in Yarra began in 1970s and 1980s and still continues. The value of land in the City has increased considerably and this influences the type of households that move to and stay in the area. For example, Carlton North - Princess Hill, Clifton Hill, and Fitzroy North were extensively gentrified some time ago and continue to attract higher income couple households. Price and dwelling size considerations mean that many family households and lower income households move out of Yarra, particularly for owner-occupied housing. At the same time, the accessibility of Yarra, along with lifestyle and job opportunities and the availability of both government and private rental housing,

means that the City still gains migrants (for example, to North Richmond) and other diverse population groups.

With the high demand for dwellings across the City, there are significant differences in the supply of residential property within the City which will have a major influence in structuring different population and household futures over the next five to twenty years. The major source of additional dwellings and households in Yarra City is through larger redevelopment sites, including the reuse of prominent industrial and commercial sites. The identified supply of such sites means that this trend is expected to continue to be an important influence on Yarra's housing market. Fairfield - Alphington, Abbotsford and Collingwood are particularly influenced, with significant dwelling additions expected in these areas that have considerable industrial and mixed use activity, both in continuing uses and in remnant buildings. New housing, generally for younger and higher income households, is increasingly important in the shifting profile of these suburbs. Similarly, medium and higher density development in mixed use and commercial areas is expected to continue to be important in Richmond and Fitzroy, where light industry and commercial uses sit alongside older terrace housing and newer infill developments.

### Key drivers of change

Historical migration flows, City of Yarra, 2001 to 2006



### 3.2 Johnston Street Study Area Demographic Profile

The following section is sourced from City Of Yarra's demographic profile information which is provided by iD Consulting and based on 2011 ABS census data.

#### KEY FACTS:

- Population: 5,273 (2011 Census data)
- Population Density: 46.98 / Ha
- Land Area: 112Ha

#### POPULATION, HOUSEHOLDS AND DWELLINGS

- The Census population of the study area in 2011 was 5,273, living in 2,675 dwellings with an average household size of 2.13.
- Within the study area, 13% of households are made up of couples with children compared with 16% in the City of Yarra.
- 87% of the dwellings within the study area are medium or high density, compared to 78% in the City of Yarra (this figure is influenced by the high-rise towers within the Collingwood Housing Estate)

#### HOUSEHOLDS SUMMARY

The study area's household and family structure is one of the most important demographic indicators. It reveals the area's residential role and function, era of settlement and provides key insights into the level of demand for services and facilities as most are related to age and household types.

- In Johnston Street Structure Plan, 13% of households are made up of couples with children compared with 16% in the City of Yarra.

#### HOUSEHOLD SIZE

The size of households in general follows the life-cycle of families. Households are usually small at the stage of relationship formation (early marriage), and then increase in size with the advent of children. They later reduce in size again as these children reach adulthood and leave home. Household size can also be influenced by a lack (or abundance) of affordable housing. Overseas migrants and indigenous persons often have a tradition of living with extended family members which significantly affects household size.

- 35% of Johnston Street Structure Plan's households contain only one person, compared with 31% in the City of Yarra.
- Household size in Australia has declined since the 1970s but between 2006 and 2011, the average household size remained stable for the nation as a whole.
- An increasing household size in an area may indicate a lack of affordable housing opportunities for young people, an increase in the birth rate or an increase in family formation in the area. A declining household size may indicate children leaving the area when they leave home, an increase in retirees settling in the area, or an attraction of young singles and couples to the area.

## **DWELLING TYPES**

Dwelling Type is an important determinant of Johnston Street Structure Plan's residential role and function. A greater concentration of higher density dwellings is likely to attract more young adults and smaller households, often renting. Larger, detached or separate dwellings are more likely to attract families and prospective families. The residential built form often reflects market opportunities or planning policy, such as building denser forms of housing around public transport nodes or employment centres.

- In Johnston Street Structure Plan 87% of the dwellings are medium or high density, compared to 78% in the City of Yarra

## **AGE STRUCTURE**

The Age Structure of Johnston Street Structure Plan provides key insights into the level of demand for age based services and facilities such as child care. It is also an indicator of Johnston Street Structure Plan's residential role and function and how it is likely to change in the future. Within the Johnston Street study area:

- The dominant age group living in the area are those between 24 and 35 years old
- There is a higher proportion of pre-schoolers and a higher proportion of people at post retirement age than the City of Yarra.
- There are 97 people over the age of 85 living in Johnston Street Structure Plan in 2011

## **EDUCATION**

Johnston Street provides access to a range of educational institutions, from Primary Schools through to TAFE and tertiary institutions.

Educational Qualifications relate to education outside of primary and secondary school and are one of the most important indicators of socio-economic status. With other data sources, such as Employment Status, Income and Occupation, Johnston Street Structure Plan's Educational Qualifications help to evaluate the economic opportunities and socio-economic status of the area and identify skill gaps in the labour market.

Within the study area, the following educational statistics are found:

- 2,273 people living in Johnston Street Structure Plan are employed, of which 67% are working full time and 32% part time.
- 1,814 people in the study area have a tertiary qualification
- Overall, 4.0% of the population were attending primary school,
- 3.3% of the population were attending secondary institutions, and
- 10.8% were learning at a tertiary level, compared with 4.1%, 2.9% and 11.6% respectively for the City of Yarra.

## **EMPLOYMENT STATUS**

Employment statistics are an important indicator of socio-economic status. The levels of full or part-time employment, unemployment and labour force participation indicate the strength of the local economy and social characteristics of the population. Employment status is linked to a number of factors including Age Structure, which influences the number of people in the workforce; the economic base and employment opportunities available in the area and; the education and skill base of the population (Occupations, Industries, Qualifications).

- 2,273 people living in Johnston Street Structure Plan are employed, of which 67% are working full time and 32% part time.

## **FUTURE TRENDS**

### ***City Of Yarra***

The main changes in household type for the City Of Yarra between 2011 and 2021 are forecast to be:

- An increase in one parent family, which will increase by 1,001 households, comprising 8.0% of all households, compared to 7.7% in 2011.
- Group households are forecast to increase by 1,152 households, to comprise 13.6% of all households in 2021, compared to 14.8% in 2011.

### ***Abbotsford / Collingwood***

The study area lies within the suburbs of Abbotsford and Collingwood. Analysing the trends for the two suburbs provides a picture of how the Johnston Street study area will change over time, given its status as a Neighbourhood Activity Centre, where opportunities exist to accommodate a variety of dwelling types at higher densities, close to services and public transport.

There has been, and will continue to be, dwelling growth in the three activity centres that sit within Abbotsford and Collingwood. Activity Centres will continue to provide the opportunities for higher density residential development in accordance state planning policies.

For Johnston Street, dwelling (and population) growth will be dependent on the study area's capacity for change. Higher density housing is encouraged in areas close to public transport and a mix of uses that strengthens the activity centre will be encouraged to provide a sustainable future for the activity centre.

*Future Dwelling growth is likely to be in the following form:*

- Higher Density (Apartment) developments
- Smaller household sizes on average (1-2 person households)
- A proportion of student accommodation
- Affordable housing will be encouraged
- Social Housing could potentially increase on and around the Collingwood Housing Estate

## **Where will growth and change occur?**

State Planning Policy (Clause 11) directs future housing growth in the form of higher density residential development to be located in activity centres. Structure plans should identify areas that can accommodate change in terms of both commercial and residential uses.

Population (and dwelling) projections are based on an area's capacity for change and give an indication of how many people will live there in the future. There are many opportunities within the study area for redevelopment (urban renewal) and some sites already have current planning permits, whilst others are known to have the potential for redevelopment in the near future.

*Plan Melbourne* outlines that both Activity Centres and Neighbourhood Centres will continue to accommodate growth based on their context and capacity for change. The land use pattern within the study area may change in the future to include more residential uses mixed in with commercial uses, such as offices. An increase in general activity is desirable as an increased population will help to support local businesses, create more street life and activity, and utilise existing public transport options more efficiently.

Johnston Street serves a role as an Activity Centre, but also serves a function as an arterial road; a transport corridor; a business centre; and as a place where people live. These components provide the basis for what an activity centre might aspire to be but in reality the street is run down and inactive and there are few attractions for local residents in terms of shops or cafes and restaurants.

Opportunities exist for a range of more consolidated land use activity which includes residential, retail, offices and other commercial uses compatible with the mixed use potential of the activity centre.

## Future Population

### How many will live here in future? - City of Yarra and Suburbs

## Population summary

City of Yarra	Forecast year						Change between 2011 and 2036	
Area	2011	2016	2021	2026	2031	2036	Total change	Avg. annual % change
<b>City of Yarra</b>	<b>79,014</b>	<b>88,118</b>	<b>95,909</b>	<b>103,191</b>	<b>110,510</b>	<b>117,035</b>	<b>+38,021</b>	<b>+1.58</b>
Abbotsford	5,194	8,229	10,097	10,521	11,031	11,768	+6,574	+3.33
Carlton North - Princes Hill	8,870	8,771	8,779	8,835	8,918	9,006	+136	+0.06
Central Richmond	12,212	13,594	14,611	15,330	15,924	16,423	+4,211	+1.19
Clifton Hill	6,144	6,303	6,349	6,420	6,508	6,605	+461	+0.29
Collingwood	6,910	7,356	8,280	9,453	10,710	11,603	+4,693	+2.09
Cremorne and Burnley - Richmond South	4,042	4,271	4,693	5,626	6,606	7,675	+3,633	+2.60
Fairfield - Alphington	2,486	2,808	4,067	5,384	6,515	6,550	+4,064	+3.95
Fitzroy	10,056	10,591	10,991	11,634	12,190	12,554	+2,498	+0.89
Fitzroy North	11,407	12,056	12,782	13,559	14,414	15,844	+4,437	+1.32
North Richmond	11,693	14,139	15,260	16,429	17,694	19,007	+7,314	+1.96

Population and household forecasts, 2011 to 2036, prepared by [.id](#) The population experts, August 2013.

Between 2011 and 2036, the population for the City of Yarra is forecast to increase by 38,021 persons (32.49% growth), at an average annual change of 1.58%.

## Key findings – Abbotsford

In 2011, the total population of Abbotsford was estimated to be 5,194 people. It is expected to increase by over 5,300 people to 10,521 by 2021, at an average annual growth rate of 7.31%. This is based on an increase of over 2,200 households during the period, with the average number of persons per household rising from 2.29 to 2.35 by 2021.

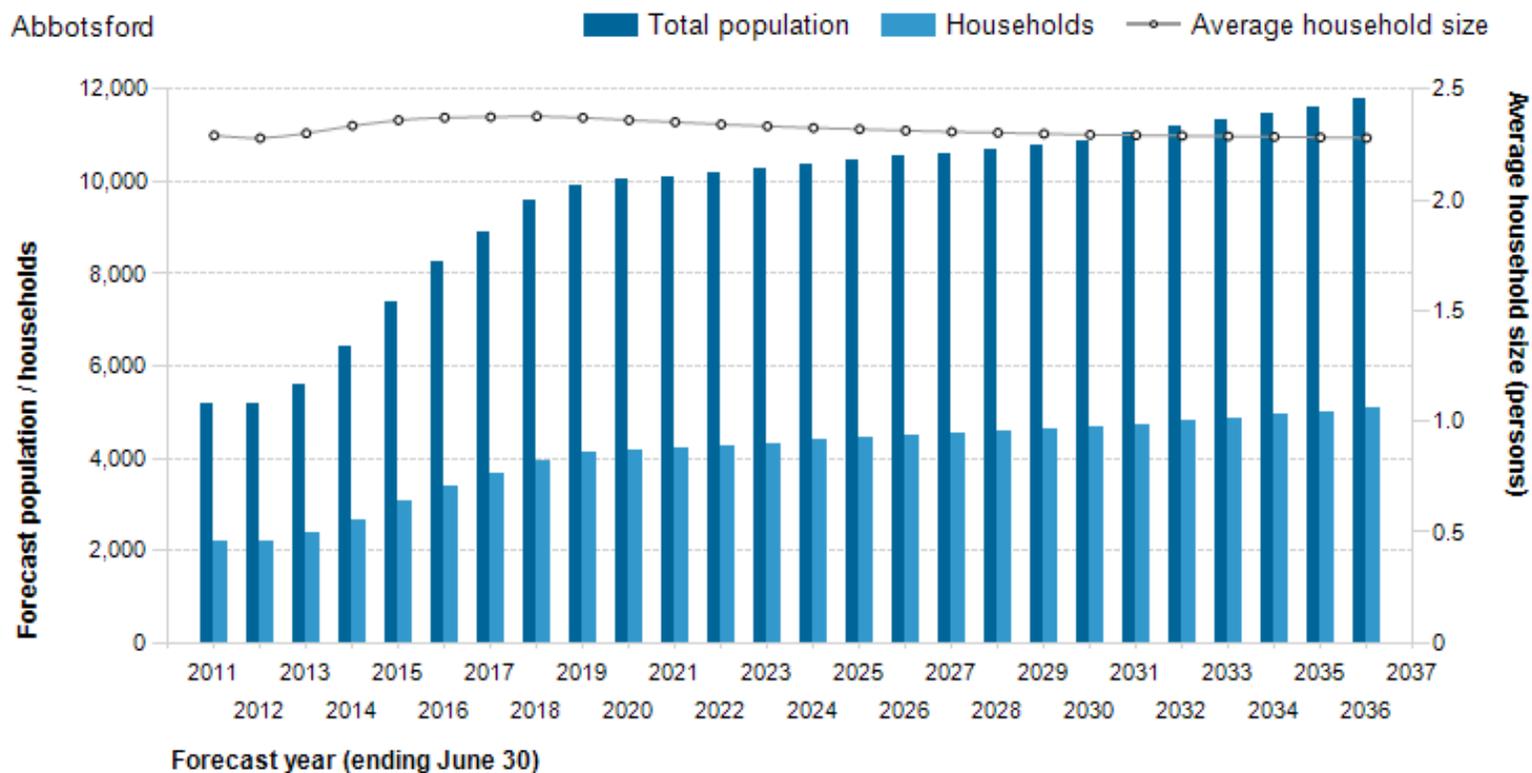
### Forecast population, households and dwellings

Abbotsford	Forecast year					
Summary	2011	2016	2021	2026	2031	2036
Population	5,194	8,229	10,097	10,521	11,031	11,768
Change in population (5yrs)	--	3,035	1,868	424	510	737
Average annual change	--	9.64	4.18	0.83	0.95	1.30
Households	2,183	3,388	4,212	4,464	4,728	5,077
Average household size	2.29	2.37	2.35	2.31	2.29	2.28
Population in non private dwellings	192	192	192	192	192	192
Dwellings	2,295	3,600	4,523	4,800	5,083	5,458
Dwelling occupancy rate	95.12	94.11	93.12	93.00	93.02	93.02

Population and household forecasts, 2011 to 2036, prepared by [.id](#) The population experts, August 2013.

The number of dwellings in Abbotsford is forecast to grow from 2,295 in 2011 to 4,800 in 2021, with the average household size rising from 2.29 to 2.35 by 2021.

## Forecast population, households and average household size



Population and household forecasts, 2011 to 2036, prepared by .id the population experts, August 2013.



## Key findings – Collingwood

In 2011, the total population of Collingwood was estimated to be 6,910 people. It is expected to increase by over 2,500 people to 9,453 by 2021, at an average annual growth rate of 3.18%. This is based on an increase of over 1,200 households during the period, with the average number of persons per household falling from 2.07 to 2.05 by 2021.

## Forecast population, households and dwellings

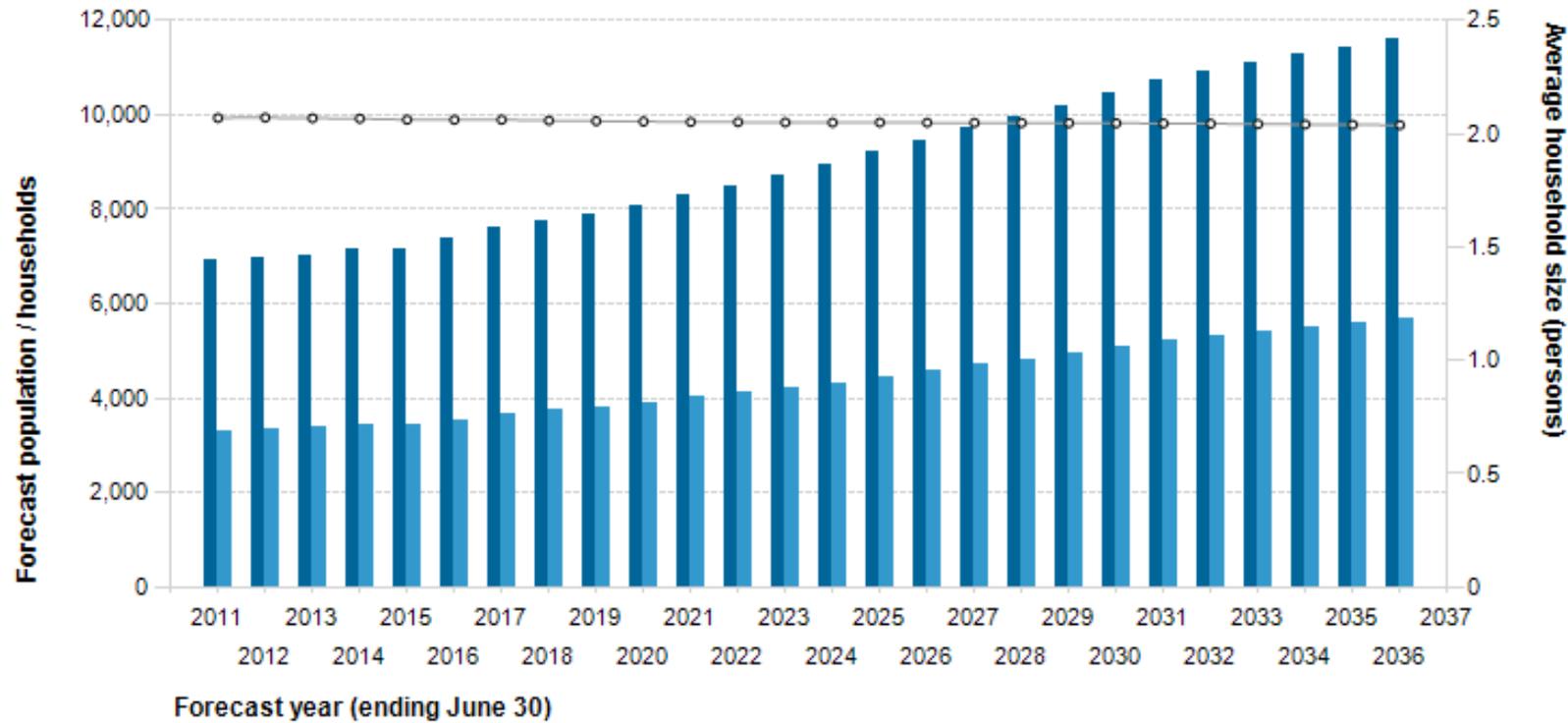
Collingwood	Forecast year					
Summary	2011	2016	2021	2026	2031	2036
Population	6,910	7,356	8,280	9,453	10,710	11,603
Change in population (5yrs)	--	446	924	1,173	1,257	893
Average annual change	--	1.26	2.39	2.69	2.53	1.61
Households	3,304	3,535	4,001	4,579	5,202	5,657
Average household size	2.07	2.06	2.05	2.05	2.05	2.04
Population in non private dwellings	70	70	70	70	70	70
Dwellings	3,465	3,745	4,285	4,925	5,594	6,085
Dwelling occupancy rate	95.35	94.39	93.37	92.97	92.99	92.97

Population and household forecasts, 2011 to 2036, prepared by [.id](#) The population experts, August 2013.

# Forecast population, households and average household size

Collingwood

■ Total population ■ Households —○— Average household size



Population and household forecasts, 2011 to 2036, prepared by .id the population experts, August 2013.



The number of dwellings in Collingwood is forecast to grow from 3,465 in 2011 to 4,925 in 2021, with the average household size falling from 2.07 to 2.05 by 2021.

## 4.0 Relevant VCAT Decisions for Johnston Street

Recent VCAT decisions have highlighted the fact that Johnston Street is an inner urban activity centre that forms part of a local network of activity centres and presents some significant redevelopment opportunities. The street has the potential to accommodate population growth through a higher scale of development and new development can contribute to urban renewal that can improve the character and identity of the street, as well as activate a generally inactive and “run down” street environment.

The following decisions provide some guidance as to the factors that have influenced decisions on planning permit applications along Johnston Street. The most interesting example to “test the water” was an application at 247-259 Johnston Street, Abbotsford which proposed a 17 storey building. A summary of VCAT cases is provided for the following properties along Johnston Street:

- 23-33 Johnston Street, Collingwood
- 247-259 Johnston Street, Abbotsford
- 436-438 Johnston Street, Abbotsford
- 105-107 Johnston Street, Collingwood
- 370 Johnston Street, Abbotsford
- 288-298 Johnston Street, Abbotsford

### 4.1 23-33 Johnston Street, Collingwood (PL08/0894)

#### **VCAT Decision: Permit Granted (reduced to 6 storeys)**

##### **Proposal**

*9 storey student accommodation building (reduced to 6 storeys) with ground floor café and retail*

##### **Key issues considered by VCAT:**

- **Scale of the proposal and off site impacts**
- **Traffic generation and access**

##### **Comments**

An outcome was reached through the mediation process to allow the building permit at 6 storeys.

## 4.2 247-259 Johnston Street, Abbotsford (PLN10/0573)

### VCAT Decision: Council's refusal upheld

#### Proposal:

*Development of the land for the construction of a part 2, part 6, part 9, part 16 and part 17 storey building with one additional basement level, for mixed use comprising 204 dwellings, ground floor retail floor space, and three levels of car parking.*

#### Key Issues that the VCAT members considered:

The scale and intensity of the development proposal was the central issue for discussion and the decision was based on a number of other relevant issues:

- State Planning Policy Context
- Local Planning Policy Context
- Status and hierarchy of Activity Centres
- The purpose of the Business 1 Zone
- Physical context and character

#### Comments:

The VCAT members focussed their attention on the policy context and outlined that there was no guidance or clear direction for this Neighbourhood Activity Centre (or any of the neighbourhood activity centres) within the Local Policy section of the Yarra Planning Scheme.

The distinction between Major and Neighbourhood Activity Centres is set out at Clause 11 of the SPPF (specifically, Clause 11.04-2):

- *Encourage higher density housing in and around **Neighbourhood Activity Centres** that is **designed to fit the context and enhances the character** of the area while providing a variety of housing options for different types of households.*

#### **Ensure Principal and Major Activity Centres:**

*Have the potential to grow and support **intensive** housing developments without conflicting with surrounding land-uses.*

#### Comments:

*Higher density* is an undefined term, but it is assumed that residential densities that are at a level defined as “medium” or “high” density would be appropriate.

Ultimately, the VCAT members concluded that the heights proposed by the applicant and alternative heights put forward in expert evidence were too high in the absence of a clear policy direction for the activity centre. The members state in their report that 5-6 storeys would be the bare minimum for this site. Therefore, a building above 6 storeys would be appropriate in this location.

#### **4.3 436-438 Johnston Street (PL06/0448)**

##### **VCAT Decision: Permit Granted**

##### **Proposal**

*5 storey office building with ground floor café and restricted retail*

##### **Key issues considered by VCAT:**

- **Scale and character of the surrounding area**
- **Impact on neighbouring heritage buildings**
- **Traffic and Access**

##### **Comments**

This decision makes observations about the character of Johnston Street in this location and the character of the surrounding area. It finds that Johnston Street has a robust, rather than sensitive, character which is more related to current commercial uses and the presence of ex-industrial buildings along Trennery Crescent.

This part of Johnston Street is not subject to a heritage overlay and there isn't an established character based on two storey heritage buildings as there is west of Hoddle Street.

#### **4.4 105-107 Johnston Street (PL09/0606)**

##### **VCAT Decision: Permit Granted**

##### **Proposal**

*Part demolition to allow for the construction of a mixed use multi-unit development (comprising of three apartments, five townhouses and a ground floor office) including a reduction in the car parking requirement associated with the Yarra Planning Scheme.*

##### **Key Issues that VCAT considered:**

- The Heritage Overlay
- The Business 1 Zone
- The role of Johnston Street as a Neighbourhood Activity Centre
- Intensity of development on a relatively narrow site

##### **Comments**

The proposal here was considered by Council to be too intense for the site, in that it proposed to build from front to rear boundary and allow up to four storeys, predominantly three storeys across the entire site.

VCAT observed that the site is within the Business 1 Zone (now Commercial 1 Zone) where more intensive development and land use is to be encouraged. Comments were also made

about the role of a Neighbourhood Activity Centre, but it was noted that this was an application for only 8 dwellings, not 80.

It is acknowledged and expected that new development will be of a more intense and higher scale than the existing built form, even within the Heritage Overlay.

#### **4.5 370 Johnston Street (PLN11/0770)**

##### **VCAT Decision: Permit Granted**

##### **Proposal**

*Construction of a six storey building comprising two shops and dwellings, a reduction in the car parking requirements and waiving of the loading bay requirements.*

##### **Key Issues considered by VCAT**

- Proposed height of building
- MACs vs NACs
- State and Local Planning Policy context
- Zoning

##### **Comments**

The comments from the VCAT member, as with a number of other decisions, focussed on the status of the activity centre in the context of Council's local planning policy framework in the Yarra Planning Scheme, but then contrasted this against state planning policy and the physical context and character of Johnston Street.

There is a precedent for height (if not design) set by the Glaxo-Smith Kline building on the corner of Trenerry Crescent, and references were made to the recently refused application for a 17 storey building at 247-259 Johnston Street in terms of building height, context and also the appropriate street wall height for this section of Johnston Street.

#### **4.6 288-298 Johnston Street, Abbotsford (PLN12/1148)**

##### **VCAT Decision: Permit Granted (Condition Deleted allowing building up to 8 storeys)**

##### **Proposal**

*Construction of a multi-level (8 storey) building comprising dwellings, offices, cafe (food and drink premises), use of land for dwellings and offices, sell or consume liquor in association with the cafe pursuant to Clause 52.27, a reduction in the standard parking requirements, waiver of the loading requirements generally in accordance with the submitted plans and supporting information.*

##### **Key Issues considered by VCAT**

- **The Strategic context of the site**

- **Proximity to Victoria Park Station**
- **Building Height and Upper Level Setbacks**
- **Neighbourhood Activity Centre status**

### **Comments**

This decision was based on the Council’s approval of a six storey building which was a conditional approval from the original proposal for eight storeys.

### **4.7 Conclusions drawn from VCAT decisions**

The comments outlined in various VCAT decisions indicate that whilst Johnston Street is a Neighbourhood Activity Centre, the street has the following characteristics and influences:

- It is strategically located close to a train station and also forms part of the PPTN with buses servicing the street. At any point along Johnston Street there is a high level of access to public transport
- Activity Centre policy directs higher density housing to be located within activity centres, regardless of status or hierarchy – Majors and Principals are expected to accommodate much more intensity than a neighbourhood centre
- The Business 1 Zone (now Commercial 1 Zone) affects all of the sites considered in this report. The zone encourages the intensive development of land for business and associated uses
- The context of the activity centre generally supports more intense development where there are few off site impacts, particularly for low-rise residential properties
- The eastern section of the street, where there are few heritage constraints, would benefit from a new urban character and more active street edge to stimulate activity
- The policy direction that states that development should “fit the context” has been interpreted as meaning both physical and policy context. To some extent the policy context is set out in State and Local Planning Policy. Direction around built form is vague and decisions have pointed to a lack of policy direction in this regard.

## 5.0 Panel Reports – Amendment C140 (Smith Street)

Amendment C140 sought to implement the Smith Street Structure Plan through a local policy at Clause 22 and a Design Development Overlay across the entire study area. The Panel report recommended abandonment of the Amendment because of a number of critical issues that were identified in the Amendment and the Structure Plan.

### **These issues/criticisms included the following:**

- The DDO was too generic and covered too large an area, without properly translating the built form recommendations within the structure plan
- The built form recommendations within the plan itself were conservative, unjustified and without supporting evidence
- Smith Street is defined as a single precinct within the plan, despite the varying character and context along the street
- There was a failure to properly identify areas that can accommodate change through higher density residential development (or any form of development)
- The structure plan overall, was inconsistent with both state and local planning policies relating to Major Activity Centres

### **The role of Major Activity Centres**

In the C140 Report, the Panel outlines the role that Major Activity Centres should take in addressing state planning policy objectives. Essentially, MACs are expected to accommodate *intensive* development to support dwelling growth, whilst NACs are also expected to accommodate dwellings at higher densities but also need to have more regard to their context and character. A structure plan would be the means by which character and context is assessed and future built form recommendations are made.

### **Heritage Values and Character**

The Panel acknowledged the constraints that heritage imposes on an area but also highlights that there is a complex array of heritage overlays within the Smith Street study area. The criticism was that the structure attempted to further impose control on new development through over emphasising the importance of the heritage character of the area. The area also has a number of areas with larger sites which weren't subject to the heritage overlay and these were not sufficiently identified or discussed in terms of their opportunities for growth and development within the activity centre.

### **Identification of areas for future change (supporting opportunities for new housing)**

An important outcome of Amendment C140 was the recognition that the structure plan failed to adequately identify areas for change, and specifically to identify areas that could support higher density housing. This issue was relevant to both built form and land use sections within the plan. For this reason, the plan was said to be inconsistent with state and local planning policies.

## 6.0 Conclusions and Implications for Johnston Street

Plan Melbourne has redefined the role of activity centres throughout Melbourne to remove the hierarchy that was applied by Melbourne 2030. Johnston Street has the capacity to accommodate future growth in both residential and commercial land use activity. The context of Johnston Street is that of an inner Melbourne activity centre that is experiencing (and will continue to experience) development pressure because of its convenient location, just 2km from the north eastern edge of the Melbourne CBD, with high levels of public transport access.

The Neighbourhood Activity Centre (NAC) status previously given to Johnston Street in the Yarra Planning Scheme meant that there was an expectation through State Planning Policy objectives that future growth in dwellings would occur in areas that can accommodate change (in terms of land use, built form and character). This has not changed under *Plan Melbourne* and higher density development is expected to be supported by local planning policies and structure/local area plans.

Within the suburbs of Abbotsford and Collingwood, major growth in the supply of dwellings is occurring within the Smith Street and Victoria Street Activity Centres. The Victoria Street East Precinct is an area that has accommodated a high proportion of dwelling growth in recent years and many large scale apartment buildings are currently under construction. The Smith Street Activity Centre is also experiencing significant growth in the number of dwellings.

Johnston street has several larger sites that can accommodate more intense development (refer to Appendix B for an analysis of Built Form opportunities). The future role and character of the area, and opportunities for redevelopment, will be influenced by the current and future zoning of land currently within the Commercial 2 Zone. Larger sites in close proximity to Victoria Park Station present opportunities for urban renewal that will add life and activity to currently underutilised areas. Improvements to the public realm should accompany new development and access to the station, as well as the station itself, should be improved to encourage public transport use.