



Yarra Planning Scheme Amendment C220

Johnston Street Activity Centre

Planning Evidence

David Barnes

9th October 2018

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Appendix 1 - CV

1 Introduction

1. My name is David Barnes. I am the Managing Director of Hansen Partnership Pty Ltd, which is located at Level 4, 136 Exhibition Street, Melbourne.
2. I hold the following qualifications:
 - Bachelor of Town and Regional Planning (Hons), University of Melbourne, 1980.
 - Master of Business Administration, Royal Melbourne Institute of Technology, 1993.
3. I have practiced as a town planner for over 35 years, working in the public as well as the private sectors. I have also worked overseas in Vietnam on a variety of statutory planning, strategic planning, institutional strengthening and tourism projects.
4. I am both a statutory and a strategic planner. My planning experience covers many aspects of the planning approvals process on a range of projects including residential, industrial, retail, mixed use, tourism and rural developments. I regularly appear before VCAT and Planning Panels Victoria. I have been involved in a broad range of strategic planning projects including the preparation of industrial land use strategies, residential development strategies, integrated municipal strategies, township strategies, town centre strategies, structure plans and urban design frameworks for activity centres and transit cities, tourism master plans and rural land use strategies.
5. In the mid 2000's I was involved in the preparation of an industrial land use strategy for the city of Yarra. That work has since been superseded by other more recent strategic planning work undertaken by Council.
6. I have been instructed by Harwood Andrews on behalf of the City of Yarra to consider the strategic and statutory planning merits of the proposed amendment. In particular I have been instructed to:
 - Review and provide my opinion on the strategic and statutory planning merits of the amendment, the Johnston Street Local Area Plan more generally, whether the Plan is sufficient to support the amendment, and how the amendment could be strengthened or could be addressed by way of post-exhibition changes.
 - Review and provide my opinion on the statutory planning merits of Council's proposed post-exhibition changes.
 - Review and respond to relevant submissions lodged in response to the amendment.
7. I understand that Council is calling urban design evidence in relation to the built form aspects of the amendment. From a planning perspective, my assessment of the built form controls, in particular DDO 15, largely focus on the wording, interpretation and mechanisms used to implement the controls. Whilst I make general comments as a strategic planner about built form matters such as building heights and setbacks, the specific heights and setbacks proposed are more a matter for Council's urban design expert to address.
8. I do not address any aspects of the amendment to do with proposed heritage matters.
9. Hansen Partnership is currently undertaking built form analysis and providing built form advice to Council on a number of projects throughout the municipality. Hansen's urban design team has provided preliminary advice to Council in relation to aspects of this amendment. I have not been involved in providing any of that advice.

10. Key documents I have reviewed in preparing this statement include:
 - The amendment documentation as exhibited.
 - Council's post-exhibition version of the amendment documentation.
 - Submissions to the amendment, as instructed.
 - Relevant Council agendas and minutes.
 - Johnston Street Local Area Plan and background reports.
 - Relevant planning practice notes.
 - Yarra Planning Scheme.
 - Plan Melbourne 2017 – 2050.
11. A summary of my findings in relation to the amendment are provided in the following section of this report.
12. This statement has been prepared in accordance with Planning Panels Victoria Guidelines to Expert Evidence.
13. I have made all the inquiries that I believe are desirable and appropriate and no matters of significance which I regard as relevant have to my knowledge been withheld from the Panel.
14. A copy of my CV is provided in Attachment 1.

2 Summary of findings

15. A summary of my findings in relation to the amendment and relevant background documents follows:
- The *Johnston Street Local Area Plan* and the background reports prepared as part of the preparation of the Plan, provide an appropriate level of analysis and detail to provide strategic justification for the rezoning of land and the application of DDO15 to the Johnston Street area.
 - The rezoning of remaining Commercial 2 zoned land along this part of Johnston Street to a Commercial 1 Zone, is appropriate and will provide an incentive for further renewal and redevelopment within the centre, consistent with State and metropolitan planning policy.
 - I am strongly supportive of the need for a DDO to be placed over land in the centre, to provide guidance regarding the future height and form of redevelopment along the corridor.
 - The format and structure of the amendment is generally consistent with relevant practice notes and established practices.
 - The situation in relation to the application of mandatory built form controls in the Johnston Street Activity Centre has recently changed, given the Minister for Planning's conditional authorisation of the amendment, the *Better Height Controls in Activity Centres Pilot Project* and changes made to relevant planning practice notes. Greater scope now exists for mandatory controls in accordance with revised Planning Practice Note 60.
 - I generally support the post-exhibition provisions of DDO15 subject to the following:
 - I question the need for a mandatory street wall height to the east of the railway bridge. (Sub Precincts 2C, 2D, 2E and 2F)
 - I question whether the preferred minimum upper level setback behind the street wall façade should be increased from 3 metres to 6 metres, as proposed in the post exhibition version of the DDO, for those sub precincts to the east of the railway bridge. (Sub Precincts 2C, 2D, 2E and 2F)
 - Reconsider the approach taken in including both a preferred and a mandatory maximum building height (setback), or alternatively reconsider the criteria used to decide whether the preferred height should be exceeded.
 - Restructure the building envelope requirement:
 - Abandon the 45 degree envelope requirement from the street wall facade, in favour of a more simple setback requirement of 6 metres in heritage areas and 3 metres in other areas.
 - Retain the 45 degree envelope in relation to abutments to properties in a residential zone or a laneway that abuts a residential zone. Such a requirement should generally be mandatory on a rear boundary abutting a property in a residential zone, and discretionary on a rear boundary abutting a laneway which abuts a residential zone.
 - I have made a number of recommendations in relation to issues raised in submissions in Section 9 of my report.

3 Interim controls

16. Amendment C237 introduced interim controls into the Yarra Planning Scheme on the 2nd March 2018. Those controls expire on 31st of December 2109. The controls introduced by that amendment include:
 - Schedule 15 to the Design and Development Overlay (DDO15), whilst a full planning scheme amendment process (Amendment C220) is undertaken.
 - Heritage Overlay (HO505), which applies to the section of Johnston Street between Hoddle Street and the railway bridge.
 - Listing of the *Johnston Street Local Area Plan* as a reference document in the Yarra Planning Scheme.
17. The interim amendment did not rezone any land.

4 The amendment

4.1 As exhibited

The vision for Johnston Street

18. Johnston Street to the east of Smith Street and extending to the Yarra River, is part of the broader Johnston Street Neighbourhood Activity Centre as identified in the Yarra Planning Scheme, which extends to Nicholson Street in the west.
19. The purpose of Amendment C220 is to incorporate the findings of the *Johnston Street Local Area Plan* into the Yarra Planning Scheme. The Plan focuses on that part of Johnston Street to the east of Smith Street, extending to the river.
20. The Local Area Plan envisages Johnston Street as a highly accessible, busy, vibrant, mixed use neighbourhood activity centre, with an active ground level and new mid-rise development that provides for a considerably greater number of jobs and an increased resident population, consistent with metropolitan and local planning policy.
21. It foreshadows an increase in building height and intensity up to around 6 to 7 storeys along the corridor generally, with the potential for higher buildings of up to 8 to 10 stories focussed on the Victoria Park Station area, consistent with the potential that exists for more substantial development along Hoddle Street in the future. That part of Johnston Street west of Hoddle Street has a strong heritage character and will accommodate moderate redevelopment that is respectful of the heritage qualities of the area. Areas to the east of Hoddle Street (more particularly east of the railway bridge) do not have the same heritage values and will evolve to have a more contemporary built form character.

Rezoning

22. Johnston Street between Smith Street and the Yarra River at present is generally included in a combination of Commercial 1 and Commercial 2 zones (See Figures 1 and 2). Currently the land is not covered by any DDO(s) that provide built form guidance in relation to future building heights and setbacks along the corridor, other than the interim DDO.
23. The difference between the two zones is largely the opportunity provided by the Commercial 1 Zone for residential development. Residential development is prohibited in the Commercial 2 Zone.
24. The existing pattern of zoning is largely determined by the previous *Yarra Business and Industrial Land Strategy 2012*, which recommended the retention of areas of Commercial 2 zoned land along parts of Johnston Street, essentially in order to retain employment and related uses.
25. The *Johnston Street Local Area Plan* has revisited that strategy and has recommended that all Commercial 2 zoned land along Johnston Street between Smith Street and the Yarra, be rezoned to a Commercial 1 Zone, other than land to the west of Trenerry Crescent. The reason for this change in approach is due to recognition of the constraints posed by the Commercial 2 zone on new investment and redevelopment along Johnston Street, largely due to the prohibition of residential development.

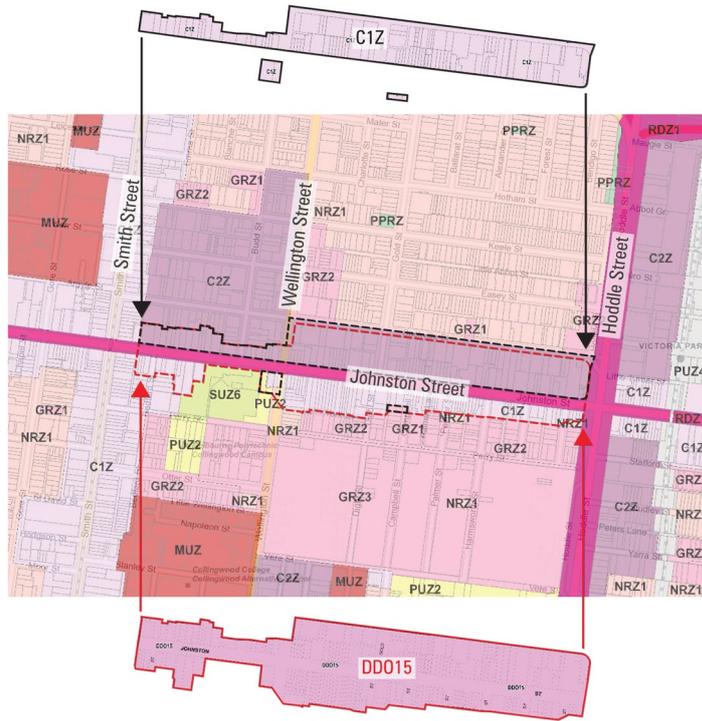


Figure 1 - Existing and proposed planning controls west of Smith Street

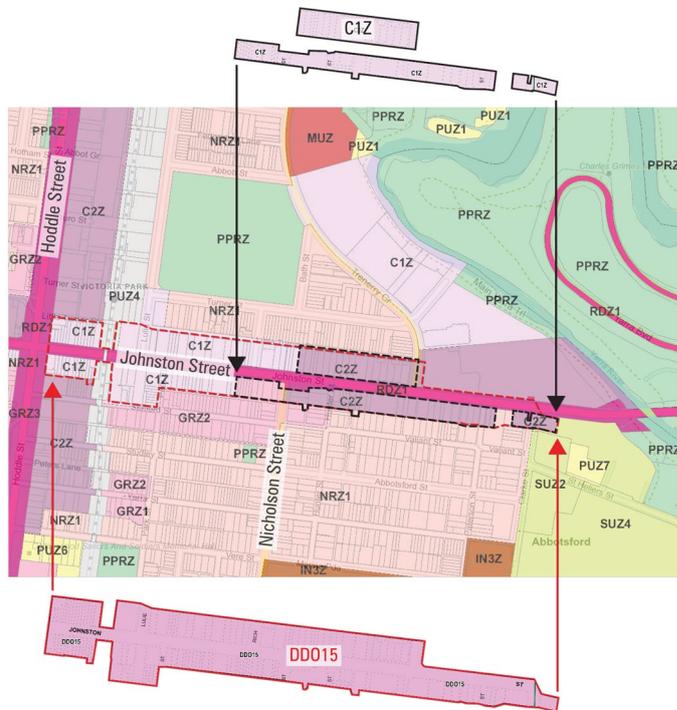


Figure 2 - Existing and proposed planning controls east of Hoddle Street

Design and development overlay

26. The amendment proposes to include a new DDO15 over all land along both sides of Johnston Street between Smith Street and the river, other than for land to the east of Trenerry Crescent, regardless of whether the land is rezoned as part of this amendment or not. The aim of the DDO is to provide consistent built form guidance for the entire street corridor.

New Clause 21.12

27. The amendment introduces a new section into the planning scheme at Clause 21.12 called “Local Areas” and a new subsection at Clause 21.12-1 called “Johnston Street Activity Centre”.
28. The amendment divides Johnston Street into two precincts:
- Precinct 1 to the west of Hoddle Street.
 - Precinct 2 to the east of Hoddle Street.
29. Clause 21.12-1 includes a vision for each of the two precincts and a series of policy objectives for each precinct under the headings of ‘land use and character’, ‘access and amenity’ and ‘equitable development’.

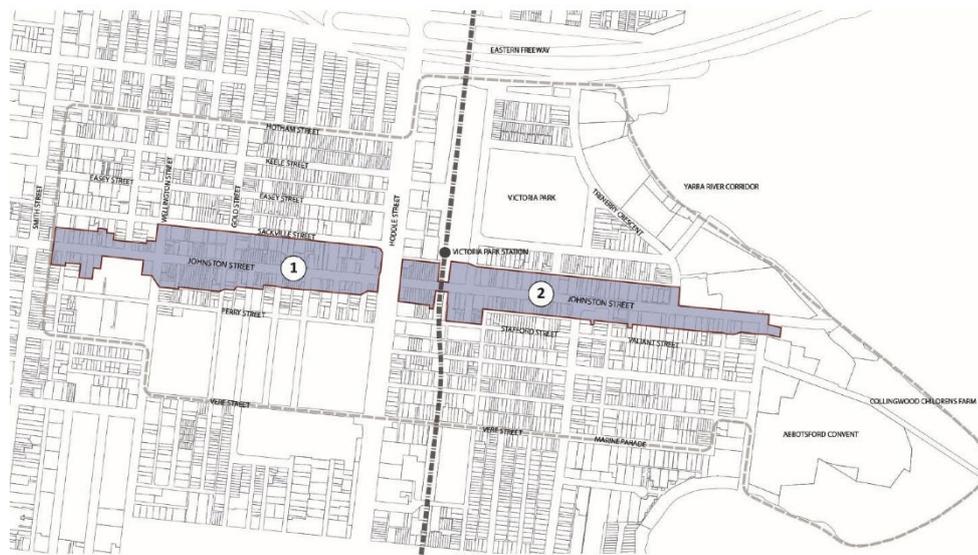


Figure 3 - Johnston Street Local Area Plan (Precincts 1 and 2) (Clause 21.12-2)

Other changes to the planning scheme

30. Other changes proposed by the amendment include the following:
- Applies an Environmental Audit Overlay to sites being rezoned from a Commercial 2 Zone to a Commercial 1 Zone.
 - Applies a Heritage Overlay to properties on both sides of Johnston Street, between Hoddle Street and the railway bridge.
 - Inserts a new reference document at Clause 21.11 titled *Heritage Gap Study: Review of Johnston Street East, March 2016* within Clause 22.02 - Development Guidelines for Sites Subject to the Heritage Overlay.
 - Amends the existing Appendix 8 incorporated document listed in the schedule to Clause 81.01 to include the addresses and gradings of all new and revised places.
 - Renames the existing Appendix 8 incorporated document in Clause 22.02 and in the schedule to clause 81.01 to refer to the new revised date.
 - Amends the schedule to Clause 43.01 (Heritage Overlay).
 - Inserts the *Johnston Street Local Area Plan, 2015*, as a reference document at Clause 21.11.
 - Rezones part of a site at 67-71 Johnston Street from a Public Use Zone to a Commercial 1 Zone (C1Z) to correct a mapping error.

4.2 Submissions

31. Twenty eight submission were made to the amendment when it was exhibited.
32. Changes sought by the submissions were summarised in the Council report dated 21st August 2018, as follows:
 - Objection to mandatory controls.
 - Requirements to exceed preferred heights (with suggested changes).
 - Objection to a height limit at all (whether preferred or mandatory).
 - Interpretation of the height range for mid-rise development.
 - Objection to taller buildings.
 - Requests for a different sub-precinct control to be applied.
 - Requests from landowners to be included in the amendment.
 - Objection to 45 degree building envelope.
 - Upper level side setbacks (on all sites).
 - Request for greater setbacks for individually significant heritage buildings.
 - Uncertainty on the requirements for corner sites.
 - Object to HO being applied.
 - Objection to requirements for floor to floor ceiling heights at lower levels to support commercial development.
 - Protection of the Collingwood Arts Precinct.

4.3 Post exhibition version

33. Council prepared a post exhibition version on the amendment in response to matters raised by objectors.
34. As outlined in the Council officer's report dated 21st August 2018 (page 23), Council officers took the opportunity to consult with an urban design expert, a heritage expert and a legal advocate following exhibition of the amendment and receipt of submissions. Whilst not all matters raised in submissions were resolved, a 'post exhibition' version of the amendment, largely involving DDO15, has been prepared. That version of the amendment addresses some matters raised in the submissions but also makes other changes to improve the interpretation of the requirements of DDO15 and to incorporate recommendations from the experts.
35. Changes made include the following:
 - General wording changes throughout the DDO to improve interpretation.
 - Increase in the setback above the street wall from a discretionary 3m to a discretionary 6m in Precincts 2C, 2D, 2E and 2F.
 - Reduction in the indicative maximum height range from 12 to 10 storeys.
 - A new Sub Precinct 1AAA to the west of the Collingwood Arts precinct, to better manage development on private land adjacent to that public facility (included in interim DDO as part of Minister's authorisation).
 - Change of controls for 220-222a Johnston Street, 153-155 and 165 Sackville Street to reflect that these sites are currently in common ownership and should reasonably have the same provisions applied to all the properties.

- Change 288-296 Johnston Street from Sub Precinct 2D to Sub Precinct 2C to reflect the recommendations in the JSLAP and to acknowledge that the site does not share the same level of sensitivity at the rear interface as properties to the east in Sub Precinct 2D.
- Rewording of the requirement for a 45 degree envelope to improve interpretation. This has included the introduction of a new table in the DDO. It has also included an additional 9th Column in what is now proposed to be Table 2 to the DDO, which sets out mandatory maximum rear interface heights for five of the twelve precincts.
- Changes to the wording of the requirement for upper level side setbacks to ensure they are consistently applied to minimise the visual bulk of developments.

5 Strategic justification

5.1 Johnston Street Local Area Plan

36. The strategic justification for Amendment C220 is provided by the *Johnston Street Local Area Plan 2015*. The Local Area Plan provides background information and a statement of the strategic land use and built form directions for the Johnston Street corridor and a wider study area that includes Hoddle Street, Trenerry Crescent, the Easy Street precinct, Abbotsford Convent and surrounding residential areas. (See Figure 4)

37. Three background reports are annexed to the Local Area Plan that provide more detailed information and analysis regarding:

- The strategic planning policy basis to the Plan.
- Built form analysis and recommendations.
- Economic advice.

38. The Plan sets out an overall vision for the area (p39):

“Johnston Street will evolve into a vibrant and active neighbourhood centre that serves the day to day needs of the local community whilst maintaining a regional role in supporting employment and business opportunities. The area will accommodate a growing population and be well connected by sustainable forms of transport, with activity focussed around Victoria Park Station.”

39. It identifies (p42):

- That Hoddle Street is an urban renewal area under Plan Melbourne and has the potential for significant change.
- That VicTrack land adjacent to Victoria Park Station, as well as land to the west of the railway, also provides significant opportunities for redevelopment.
- That other precincts along Johnston Street will experience lower more moderate levels of change.
- That the central section of Johnston Street (Smith Street to Hoddle Street) is subject to a heritage overlay and has the potential for moderate change that it is respectful of the heritage qualities of the area.
- That the eastern end of Johnston Street is not subject to the same heritage values and has the potential for moderate change with a more contemporary character.
- The potential for an activity node and improved public realm, focussed on the area where the railway line crosses Johnston Street at Victoria Park Station, with the opportunity for a slightly higher built form in that location.
- Minimal change in the existing low rise residential areas surrounding the Hoddle Street and Johnston Street corridors.

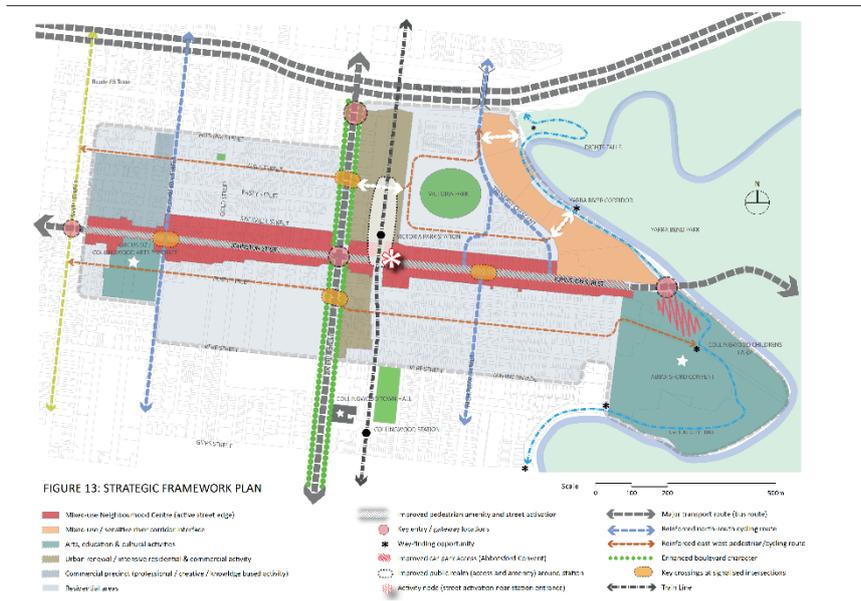


Figure 4 – Strategic Framework Plan (Johnston Street Local Area Plan p41)



Figure 5 – Areas for change (Johnston Street Local Area Plan p 43)

40. The Plan includes objectives for land use, public spaces, access and movement, and built form. It divides the wider area into a number of built form precincts. For each precinct it provides a statement of future character, guidelines, principles, maximum building heights and setbacks (p53).
41. It identifies Johnston Street as being within two general precincts, rather than the 11 sub precincts that are identified in DDO15.

52

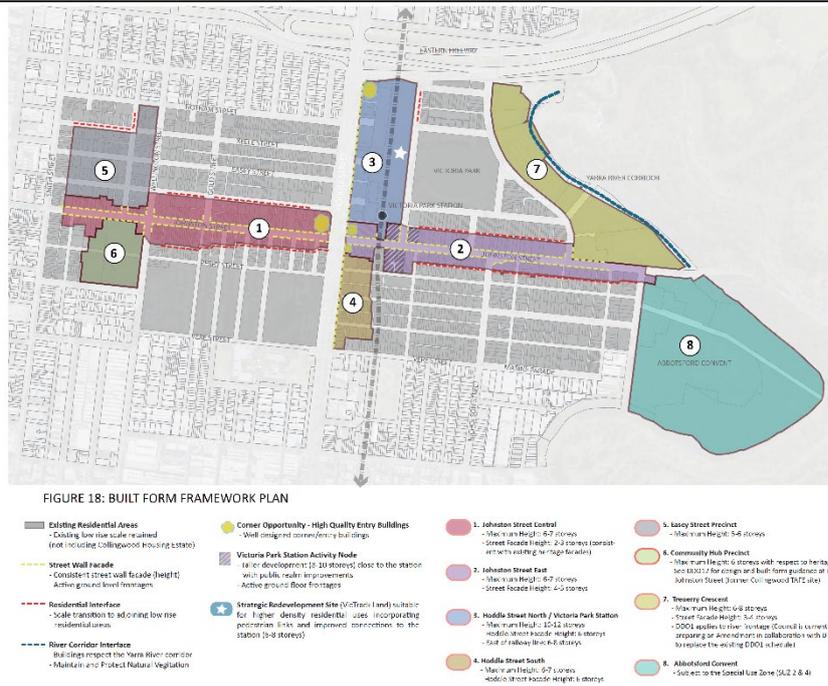


Figure 6 Built Form Framework Plan (Johnston Street Local Area Plan p52)

42. Building heights and setbacks identified for each precinct are set out on Page 53 and are summarised below. The main differences between the two precincts are:
- Generally the same building heights throughout the two precincts i.e. 6 to 7 storeys on sites with the potentially to accommodate built form of that height.
 - A lesser street wall height in heritage areas to the west of Hoddle Street i.e. 2 to 3 storeys compared to 4 to 5 storeys to the east.
 - Greater emphasis on a 6 metre setback of upper levels from the street wall in the heritage areas to the west of Hoddle Street.
 - Potential for taller buildings of up to 8 to 10 storeys on larger sites that are specifically identified closer to the station.

West of Hoddle Street	East of Hoddle Street
<p style="text-align: center;">Maximum heights and set-backs</p> <ul style="list-style-type: none"> • 2-3 storey (11m) street wall facade with respect to existing heritage • 6-7 storeys (23m) on sites able to accommodate upper level setbacks • 2-3 storeys (11m) at the interface with fine grained residential properties • Set back upper levels between 3-6 metres from both street facade and rear interfaces (depending on site context and the presence of heritage fabric) • Behind heritage buildings a setback of 6 metres will generally be required and the heritage building should remain dominant in the streetscape. 	<p style="text-align: center;">Maximum heights and set-backs</p> <ul style="list-style-type: none"> • 4-5 storey (17m) street wall facade • 6-7 storeys (23m) on sites able to accommodate upper level setbacks (a minimum 3m setback from the street facade) • 8-10 (32m) storeys on larger sites (identified in Figure 18), that form a cluster close to the station • 2-3 storeys at the interface with fine grained residential properties • Set back upper levels between 3-6 metres from both street facade and rear interfaces (depending on site context and the presence of heritage fabric) • Behind heritage buildings a setback of 6 metres will generally be required and the heritage building should remain dominant in the streetscape.

43. The buildings guidelines, heights and setbacks are generally consistent with those identified in the *Built Form Analysis and Recommendations* background report.
44. When compared to the built form requirements and controls that are proposed to be included in DDO15, I am satisfied that the overall built form intent has carried through from the background reports to the DDO. However, there are a number of subtle changes that have been made, as follows:
- Absolute heights and setbacks have been stated in the DDO, whereas the background reports referred to a range of heights and setbacks.
 - Heights are expressed in metres rather than storeys.
 - The Johnston Street corridor area has been divided into 11 sub-precincts, rather than the two precincts referred to in the other report.
 - Upper level setbacks above from the street wall and about a rear boundary interface height have been expressed differently, by reference to a 45 degree building envelope.
45. Generally, the Local Area Plan and the background reports prepared as part of the preparation of the Plan, provide an appropriate level of detail and analysis to provide strategic justification for Amendment C220.

5.2 Changes made by Council in response to the Minister's conditional authorisation

46. The DDO provisions as exhibited, deviate from the recommendations of the Local Area Plan as a result of Council's response to the Minister's conditional authorisation of the amendment.

47. By letter dated the 8th March 2018, the Minister for Planning provided conditional authorisation for the amendment. The authorisation was subject to the following condition:

Council must limit the application of mandatory controls to confined locations where there are exceptional circumstances as outlined in Planning Practice Note 60 – Height and setback controls for Activity Centres.

48. The letter went onto state that in addition to that condition Council may consider the following:

In locations where discretionary controls are applied, Council could nominate both a preferred maximum height and an absolute maximum height and outline the requirements which must be met to enable development to exceed the preferred maximum.

The preferred height nominated should be no lower than the heights nominated in Council's authorisation request. The extent of the differences between the preferred maximum and the absolute maximum height should be determined by Council and be based on the strategic context of the location.

For example in many locations the extent of the variation may allow an incremental increase in height variation e.g. 30 per centre. In strategic redevelopment areas such as to the east of Victoria Park Station, a greater difference should be applied.

49. The letter referred to a pilot project that the Department was undertaking to review the role of discretionary and mandatory heights in activity centres.

50. As a consequence of the conditional letter of authorisation, Council varied the built form provisions of the amendment from those recommended in the Local Area Plan. These changes are outlined in the Council Agenda of 31st October 2017. The approach was based on the following principle:

Mandatory height controls have been applied to areas of intact heritage streetscapes and to areas that directly adjoin low scale residential areas. The sensitivity of these locations and the potential adverse impact that taller built form could have on their character and on the amenity of residents is considered to meet the tests of PN60. (page 27)

51. The more detailed changes made are summarised on page 27 of the Council report as follows:

20. The revised DDO includes the following controls:
 - (a) *mandatory minimum setbacks above the street wall* in heritage overlay areas;
 - (b) *mandatory maximum street wall heights* in all precincts, with the exception of precinct 1B; and
 - (c) *mandatory maximum building heights* in – see Map 1:
 - (i) the area between Wellington Street and Hoddle Street on the southern side of Johnston Street which has some highly intact heritage streetscape including a high number of individually and contributory buildings, and interfaces with low scale residential – shown as 1C and 1D; and
 - (ii) the areas that interface with low scale residential zoned land east of the rail corridor – shown as 2D, 2E and 2F.
21. The mandatory minimum *setbacks* above the street wall in heritage overlay areas and the mandatory maximum *street wall heights* are considered necessary to maintain the prominence of the heritage street wall and to achieve a high quality pedestrian environment at street level. Mandatory maximum street wall heights are not proposed in Precinct 1B because it is not considered that the tests of PN60 could be met in this location.
22. The maximum *building height* in the locations proposed for mandatory controls principally allows for an additional 1 to 2 storeys above the preferred heights – See Table 1.

Table 1 – Proposed Revised Building Heights

Original DDO		Revised DDO		
Precinct	Mandatory Maximum Height	Precinct	Preferred Maximum Height	Absolute Maximum Height
1A	6-7 storeys (23m)	1A	24m (7 storeys)	-
		1AA	28m (8 storeys)	-
		1B	24m (7 storeys)	-
1B	6 storeys (20m)	1C	21m (6 storeys)	28m (8 storeys)
		1D	-	21m (6 storeys)
2A	6 storeys (20m)	2A	21m (6 storeys)	-
		2B	21m (6 storeys)	-
2B	8-10 storeys (32m)	2C	34m (10 storeys)	-
2C	6-7 storeys (23m)	2D	24m (7 storeys)	31m (9 storeys)
2D	6 storeys (20m)	2E	21m (6 storeys)	24m (7 storeys)
		2F	-	21m (6 storeys)

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5.3 Policy analysis

52. A strategic planning policy analysis was undertaken as part of the preparation of the *Johnston Street Local Area Plan*, which summarised relevant policies that applied in 2015 (*Johnston Street Local Area Plan Appendix A – Policy and Strategic Basis November 2015*).
53. The review was undertaken prior to the latest release of *Plan Melbourne 2017 to 2050*. However, the policy review generally remains a sound analysis of State and local planning policy implications for Johnston Street.

Plan Melbourne

54. When Plan Melbourne was first released in 2014 it showed Hoddle Street and the Collingwood industrial area as urban renew areas. That is not now the case under Plan Melbourne 2017 – 2050.



Figure 8 - source Plan Melbourne 2014 page 174

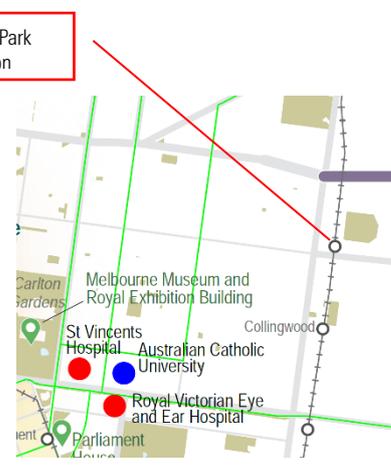


Figure 7 - Plan Melbourne 2017 to 2050 page 26

55. However, strong policy direction remains to:
- Concentrate investment and jobs in the Central City area.
 - Deliver more housing close to jobs and transport.
 - Recognise the importance of neighbourhood activity centres in supporting the significant growth anticipated in higher order metropolitan and major activity centres, especially where they have good access to public transport.
 - Recognise the need for greater flexibility in planning controls in activity centres than in surrounding residential areas to facilitate growth.
 - Recognise the need to prepare local plans in consultation with the community to identify the scope and nature of future growth within activity centres.
 - Recognise the importance of neighbourhood activity centres to the 20 minute neighbourhood concept.

56. These policy directions from Plan Melbourne are generally embedded into the following sections of the State section of the Yarra Planning Scheme:
- 16.01-1S Integrated housing
 - 16.01-1R Integrated housing – Metropolitan Melbourne
 - 11.03-1S Activity Centres
 - 11.03-1R Activity Centres – Metropolitan Melbourne
 - 16.01-2S Location of residential development
 - 16.01-2R Housing opportunity areas – Metropolitan Melbourne

Local planning policies

57. Local planning policy in the City of Yarra is structured along the following themes:
- Land use (21.04)
 - Built form (21.05)
 - Transport (21.06)
 - Environmental sustainability (21.07)
58. Clause 21.4-2 includes policies for activity centres. Policies seek to maintain the balance between the local convenience and the regional retail roles of Yarra’s activity centres. They also place emphasis on maintaining the business function of activity centres and ensuring that housing does not compromise that function.
59. The Strategic Framework Plan (Figure 9) identifies Johnston Street, extending from Nicholson Street in the west to the Yarra River in the east, as a Neighbourhood Activity Centre. It also identifies:
- Major activity centres in the municipality as being Brunswick Street, Smith Street, Victoria Street, Bridge Road and Swan Street.
 - The Easy Street precinct is identified as a Commercial and Industrial Area.
60. Municipal wide urban design policies are contained in Clause 21.05-2. They include the following:
- Retaining Yarra’s identity as a low rise urban form with pockets of higher development.
 - Development on strategic sites and within activity centres to be generally no more than 5 to 6 storeys unless demonstrated that a greater height can be accommodated.
 - Development outside activity centres and not on strategic redevelopment sites to reflect prevailing low-rise urban form.

FIGURE 1. STRATEGIC FRAMEWORK PLAN



Figure 9 - Yarra Strategic Framework Plan

61. The MSS provides policies for each 'neighbourhood' in the municipality (Clause 21.08). Johnston Street east of Smith Street is split between the neighbourhoods of Collingwood (west of Hoddle Street) and Abbotsford (east of Hoddle Street).
62. Key neighbourhood policies relevant to the Abbotsford part of Johnston Street identify:
- Victoria Park Station and land along the east side of the railway line north of Johnston Street as a strategic redevelopment site.
 - Residential land to the south of Johnston Street between the railway and the river as Inner Suburban Residential.
 - Residential land to the south of Johnston Street between Smith Street and Hoddle Street as Urban Residential.
 - Johnston Street East as a main road with the aim to maintain a hard urban edge and reflect the fine grain of subdivision in building design where it exists.
 - Land to the north of Johnston Street along Sackville Street as "Non Residential".
63. The document includes the following summary of policies in relation to Johnston Street, which in my opinion continue to provide a relevant summary of current policy framework (Page 44).

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.

5.4 Built Form Analysis and Recommendations

64. The strategic justification for the built form analysis is based on the *Built Form Analysis and Recommendations Report 2015*, which is provided as Attachment B to the *Johnston Street Local Area Plan*.
65. The *Built Form Analysis* includes recommendations for a wider area than just the Johnston Street corridor.
66. The report is a comprehensive consideration of built form issues to do with the precinct. It addressed matters such as:
- The existing situation.
 - A discussion of good urban design principles and elements.
 - Built form analysis and recommendations.
67. I note that the building heights throughout the report are expressed as storeys, whilst throughout the amendment they are expressed as metres.
68. I note that all built form requirements contained in the document are identified as performance based controls and recommendations (p23). No discussion is included in the report about discretionary vs mandatory requirements. Most requirements are also expressed as a range (i.e. 6 to 7 storeys, or 3 to 6 metres), rather than an absolute figure.
69. In relation to land along Johnston Street the report identified only two precincts, one either side of Hoddle Street. It includes a vision statement and built form guidelines for those two precincts, rather than for the 11 sub precincts that are shown on Map 1 and in Table 1 of Schedule 15 to the proposed DDO control.

Precinct 1 – Future character statement (p24)

The Central part of Johnston Street will become a vibrant, mixed use precinct which comprises medium scale buildings that relate to the busy Johnston Street footpaths. New buildings respect the heritage qualities of the precinct and reinforce a consistent street edge.

A mix of business activity including galleries, studios, professional services, offices, cafes and retail shops provide activity on the street and with offices at upper levels. Residential buildings behind and above the existing commercial activity adds vibrancy to the area.

Precinct 2 – Future character statement (p28)

A vibrant strip links Hoddle Street and Victoria Park Station to the Yarra River and associated activities of the Abbotsford Convent. Shops, offices, building entries and cafes contribute to the lively street environment.

New well designed buildings with four to five storey street wall facades line Johnston Street. Upper levels of taller buildings are set back from the main facades. A hub of activity around the Victoria Park Station entrance on Johnston Street provides a focus along the street.

High quality corner buildings at the intersection of Johnston and Hoddle Streets announce a point of entry into the precinct combined with streetscape improvements.

70. For Precinct 1 to the west of Hoddle Street, it includes the following built form recommendations (page 25 to 27):

- 2 to 3 storey street wall height.
- A preferred maximum height of 6 to 7 storeys on sites able to accommodate upper level setbacks.
- The opportunity for taller buildings on larger sites and where visual dominance of the street and existing fine grained residential impact can be avoided.
- Upper level setbacks above street wall height of 3 to 6 metres, or of 6 metres behind a heritage facade.
- Building separation based on number of storeys and whether the outlook is from a primary or secondary window.
- Residential interface:
 - Minimise impact on adjacent residential development.
 - 2-3 storey interface to a maximum of 1 storey higher than adjacent residential development.
 - 3-6 metre setback from upper level development.
 - Did not show setbacks to all residential areas.

Precinct 1: Plan and indicative section



71. For Precinct 2 to the east of Hoddle Street it includes the following recommendations (28-31):
- 4 to 5 storey street wall height.
 - A preferred maximum height of 6 to 7 storeys on sites able to accommodate upper level setbacks.
 - The opportunity for taller building of up to 8-10 storeys on larger sites in close proximity to Victoria Park Station, and where visual dominance of the street and existing fine grained residential impact can be avoided.
 - Upper level setbacks above street wall height of 3 to 6 metres.
 - Building separation based on number of storeys and whether the outlook is from a primary or secondary window.
 - Residential interface:
 - Minimise impact on adjacent residential development
 - 2-3 storey interface to a maximum of 1 storey higher than adjacent residential development.
 - 3-6 metre setback from upper level development
 - Shows setbacks to all residential areas

Precinct 2: Plan and indicative section



5.5 Johnston Street Economic Advice, SGS, 2015

72. The existing pattern of commercial zonings in the Johnston Street area is largely derived from the *Yarra Business and Industrial Land Strategy 2012*. That strategy, which was prepared before Plan Melbourne and before the introduction of the Commercial 1 and 2 zones, placed emphasis on identifying what industrial or business zoned land should be retained in Yarra for business and employment purposes, given the pressures that were emerging at the time for residential development.
73. As part of the preparation of the *Johnston Street Local Area Plan*, SGS Economics and Planning was engaged to review the economic trends and outlook for the Johnston Street area, to assist Council in making land use planning decisions in Precincts 1 and 2.
74. The report includes a discussion of the regional context, an appraisal of current land uses and recent redevelopments, an assessment of future development options, and the potential for future rezonings. It focussed on the relative merits of retaining land along Johnston Street in a Commercial 2 Zone, compared to rezoning the land to a Commercial 1 Zone. It recommended that rezoning existing Commercial 2 zoned land was the best way to encourage new investment and redevelopment, and to reactivate ground level uses along Johnston Street.
75. Key findings of the report include the following:
 - The City of Yarra is positioned at the centre of an evolving metropolitan economy which is undergoing significant restructuring. The retail sector is evolving, inner city employment land is experiencing various pressures, the service sectors are projected to boom, and population growth is increasingly placing pressure on the City of Yarra to accommodate considerable levels of new dwellings.
 - Johnston Street is one of the City of Yarra's major east-west arterials, carrying significant volumes of traffic, with parking constraints a significant issue when it comes to development and land uses.
 - The area is not a prime retail destination, such as the designated higher order activity centres in Yarra of Smith Street, Brunswick Street, Victoria Street, Bridge Road and Swan Street.
 - The area has been subject to significant recent public sector investment – i.e. the Abbotsford Convent and the Collingwood Arts Precinct on the site of the former Collingwood TAFE.
 - The vacancy rate for the entire precinct is moderately high (10%) and is particularly high in the Commercial 1 Zone (15%), which suggests that this location is presently struggling to attract core retail uses and other commercial uses.
 - The Commercial 2 Zone has largely been an impediment for private sector investment and has prevented reinvestment on sites where buildings and frontages are largely outdated.
 - Retaining the Commercial 2 Zone would likely result in an underutilisation of sites and could become a barrier to optimising benefits which would be provided by investments in the arts and in cultural facilities.
 - The area is not a core employment precinct in Yarra and there would be little net economic loss if existing businesses relocated to core employment areas elsewhere in the municipality.
 - Rezoning to the Commercial 1 Zone would allow opportunities for changes in land use that are currently not available under the current Commercial 2 Zoning.
 - Current land use activity would be able to continue to operate and potentially the expansion of land use opportunities would benefit Johnston Street as an emerging activity centre with a mix of retail, commercial and service based industries, in addition to the incremental growth in population that would occur under the Commercial 1 Zone.

- Making residential land use a legitimate activity would allow small businesses (including art galleries and studios) to have the added convenience of being able to live above downstairs activities. The emergence of the Collingwood Arts Precinct on the former TAFE site could also benefit from on-site residential activity (artist living quarters).
 - The facilitation of population growth will lead to significantly increased demand for retail, hospitality and services, and is the best means of re-activating ground floor sites along Johnston Street.
 - Allowing the market to reinvest in this area is the best means of leveraging the public sector investments in arts or cultural facilities into wider economic benefits.
 - Service industry and office uses would benefit from relocating to core employment precincts elsewhere in the City of Yarra, including the Gipps Street precinct.
76. The report recommended rezoning all properties fronting the Johnston Street frontage that are zoned Commercial 2 to a Commercial 1 Zone.
77. The report provides appropriate strategic justification for the proposed rezoning of Commercial 2 zoned land to a Commercial 1 Zone.

6 Assessment of the amendment generally

6.1 The need for the amendment

78. Johnston Street has for long time been a low amenity, heavily trafficked arterial road and major bus route into the city, that has suffered from low amenity, business vacancies, underutilised and unkept premises, and a lack of new investment and renewal. This is gradually changing as new businesses establish within existing premises and as redevelopment of existing sites begins to occur. I believe that this amendment will assist in facilitating and improving the amenity and character of the street, as well as providing the opportunity to further activate the street level, and to provide for additional housing and job opportunities consistent with metropolitan and local planning policy, and the local context of the area.
79. Rezoning of remaining Commercial 2 zoned land to a Commercial 1 Zone is appropriate and will provide the potential for mixed use developments that comprise a residential component, which is not currently provided for by the Commercial 2 Zone. This will provide an incentive for further renewal and redevelopment within the centre.
80. I am strongly supportive of the need for a DDO to be placed over the land in the centre to provide guidance regarding the future height and form of buildings sought along the corridor. Given its inner city location, proximity to the central city and excellent accessibility, the east end of Johnston Street is likely to increasingly become a focus for new development into the future. In the absence of built form guidance, there will be a lack of certainty for both developers and the community, about the height and form of new development. Each development application will need to be assessed on its merits from a first principles basis. The potential will exist for development of a height that is not appropriate for the corridor. The risk is that an ad hoc character and amenity would evolve for the corridor, which could detract from its potential as an attractive neighbourhood activity centre with strong heritage qualities, and lead to unreasonable amenity impacts on surrounding residential areas.
81. Despite its undoubted development potential, the corridor is constrained by the predominance of narrow, shallow, north south oriented lots that in many cases abut sensitive residential areas that are zoned either General Residential or Neighbourhood Residential. Whilst consolidation of lots may increase the width of development sites, it will not generally increase the depth of sites. In my opinion there is a strong case for built form controls to manage new development on what in many cases are quite constrained sites.

6.2 Form and context of the amendment

82. The inclusion of a new Clause 21.12 into the planning scheme introduces a new clause that will aid in the implementation of local area policies throughout Yarra in the future. The amendment includes an initial sub-clause (Clause 21.12-1) that relates to the Johnston Street Activity Centre (east of Smith Street). Presumably, additional location specific sub-clauses will be added at a later time to implement policies for other areas as they are prepared by Council.
83. The clause introduces a vision for each of the two precincts and some general policy objectives under the headings of:
 - Land use and character
 - Access and amenity
 - Equitable development
84. The structure of the amendment means that policies and controls relevant to Johnston Street will be located in two places in the planning scheme i.e. Clause 21.12-1 and Clause 43.2 - DDO15. An option to combine both land use and built form controls would be to use an Activity Centre Zone. However, an Activity Centre Zone is not generally considered appropriate to apply to a neighbourhood activity centre.
85. The format of the amendment is generally consistent with established practices and is appropriate.

7 Discretionary vs mandatory controls

86. A key planning consideration relevant to this amendment is whether the controls contained in DDO15 should be discretionary or mandatory. A number of submissions raised this as an issue.
87. There has been an ongoing planning debate regarding this issue and a number of practice notes have been prepared to provide direction. However, the situation in relation to this amendment has now changed given the Minister for Planning's conditional authorisation of the amendment, which invited consideration to be given to some mandatory controls. In addition, a pilot project regarding *Better Height Controls in Activity Centres* has just been completed and a number of relevant planning practice notes have been modified as a result.
88. I addressed issues associated with the Minister's conditional authorisation in Section 5.2 of this report.

7.1 Better height control in activity centres pilot project

89. As summarised on the Department of Planning's website, in 2016 the Minister for Planning announced an Activity Centre Pilot Program (<https://www.planning.vic.gov.au/policy-and-strategy/activity-centres/height-controls>). The purpose of the program was to identify how planning controls could be used to provide greater clarity and certainty about development heights in activity centres, and to ensure the community and developers have a clearer understanding of the form of new development expected in activity centres.
90. An aim of the program was to investigate how planning controls could be improved to better reflect and support strategic work undertaken by councils, and to lessen the instances of development proposals far exceeding preferred maximum heights and being out of step with community expectations.
91. Three activity centres were identified for inclusion in the pilot program – Moonee Ponds, Ivanhoe and Johnston Street.
92. The program has only recently been completed and has resulted in:
 - The release of a report titled *Activity Centre Pilot Program Key Findings Report*.
 - Minor changes to *PPN58 Structure planning for activity centres* and *PPN59 the role of mandatory provisions in planning schemes*.
 - More substantial changes to *PPN60 Height setback controls for activity centres*.

Activity Centre Pilot Program Key Findings Report

93. Key findings of this report include the following:
 - Strategic work should underpin controls and needs to be sound and current.
 - Preferred maximum height controls are generally effective.
 - Mandatory heights do not necessarily inhibit development.
 - Widespread application of mandatory maximum heights controls across activity centres could have detrimental consequences.
 - Consistent terminology is required to specify the heights to be used.
 - Preferred heights are more commonly exceeded on larger sites.
 - Precedents can be set by previous approvals.
 - Consideration of off-site impacts is relevant and can vary in decision making.

- Use of subjective terminology can lead to uncertainty in outcomes.
- Floor area ratios can guide preferred built form outcomes in activity centres.
- The requirement for public benefits need to be unambiguous.
- Allowances should be made for sloping land.

Revisions to Planning Practice Note 60

94. Based on the findings of the pilot program minor modification have been made to Planning Practice Notes 58 and 59.
95. *Planning Practice Note 60 Height setback controls for activity centres*, has been revised more substantially to outline instances where mandatory building height controls can be considered in activity centres. (<https://www.planning.vic.gov.au/policy-and-strategy/activity-centres/height-controls>)
96. Councils now have the ability to seek greater certainty through the application of mandatory building height controls if they fulfil certain criteria. This includes completing strategic work that allows for growth and change consistent with State policy. Previously, mandatory building height controls could only be applied in strictly specified 'exceptional circumstances'.
97. Planning Practice Note 60 continues to state that discretionary height controls remain the 'preferred' form of control.
98. In addition, the practice note includes the following directions in relation to discretionary vs mandatory controls:
 - Built form controls can be discretionary or mandatory or a combination of both.
 - In some instances mandatory controls may be appropriate in only particular sections of an activity centre and not in the entire centre.
 - A new section is included on when discretionary controls may be appropriate to apply.
 - A new section is included on when mandatory controls may be appropriate to apply. It states that mandatory controls should only be applied where:
 - Exceptional circumstances exist; or
 - Council has undertaken comprehensive strategic work and is able to demonstrate that mandatory controls are appropriate in the context; and
 - They are absolutely necessary to achieve preferred built form outcomes and it can be demonstrated that exceeding these development parameters would result in unacceptable built form outcomes.
 - Strategic work relied upon to justify mandatory controls should be no older than 5 years.
 - There may be instances where a time limit of 15 years should be applied to mandatory controls in activity centres.
 - A discussion is provided of what constitutes robust and comprehensive strategic work.
 - An expanded explanation is provided of what might include exceptional circumstances.
 - For consistency the terms 'preferred maximum building height' and mandatory maximum building height' should be used.
 - Subjective language such as high standard of architecture, landmark, gateway, iconic.
 - The preference is to express heights and setbacks in metres.

7.2 My response to proposed mandatory controls

99. The Minister’s conditional authorisation, the *Better Height Controls for Activity Centre Pilot Project*, and the relevant revised planning practice notes, provide increased scope for the application of mandatory controls to parts of activity centres, where strategic justification exists to do so.
100. Council has undertaken comprehensive strategic work in responding to land use and built form issues along the Johnston Street corridor. From a planning perspective, I believe that mandatory controls are likely to be necessary to achieve preferred built form outcomes in two key situations:
- Sensitive heritage areas.
 - Sensitive lower rise residential areas adjoining precincts within activity centres, especially where those precincts expected to experience a significantly different and higher built form.
101. Such situations are common place along Johnston Street, given the heritage qualities of the street and the narrow depth of the commercially zoned strip along each side of the street, and its abuttal to residential areas in many places.
102. Examples of more specific situations in which I believe merit exists to consider mandatory height or setback controls in activity centres include the following:
- Direct abuttal to properties in a residential zone – In most situations where the proposed height difference is considerable.
 - Abuttal to a residential laneway – In some situations where the proposed height difference is considerable.
 - Abuttal to a residential street – On few occasions, depending on the streetscape qualities of the street to be maintained or promoted.
 - In heritage areas – In situations where redevelopment is likely to occur above and behind the heritage façades and the heritage streetscape is a valued element.
 - Adjacent to public places, parks, facilities etc.
103. I have used these as guiding principles in assessing the appropriateness of mandatory controls proposed in the amendment.

Maximum building heights

104. In commenting on maximum building heights, I note that building height is only one of the controls contained in the planning scheme amendment. There are a number of other controls such as upper level setbacks from the front and rear of properties, overshadowing requirements for the footpath on the south side of Johnston Street etc. Given the shallow depth of many lots along Johnston Street, such requirements mean that the maximum buildings heights identified may not be able to be achieved in some cases.

West of Hoddle Street

105. Discretionary maximum building heights are proposed for all land on the north side of Johnston Street between Smith and Hoddle. This is entirely appropriate as lots abut land that will remain in either a Commercial 2 Zone, or run through to Sackville Street and will not have direct abuttals to sensitive residential boundaries.
106. A mandatory height is proposed for land along the south side of Hoddle Street in precincts 1C and 1D. I believe this is appropriate as these properties have either a direct abuttal to properties in a residential zone or are separated from residential zoned land by a laneway.

107. I note that a new Precinct 1AA is introduced into DDO15 by the post-exhibition version of the amendment. That precinct applies to properties adjoining the Collingwood Arts Centre to the west. It identifies a mandatory height. I believe that a mandatory height is appropriate for that site, as it has considerable redevelopment potential and is located adjacent to an internal courtyard on the Arts Centre site.

East of Hoddle Street

108. Land on both sides of Johnstone Street around Victoria Park Station have discretionary height limits (Precincts 2A, 2B and 2C). This is appropriate to reflect the increased development potential identified in that area in the Local Area Plan.
109. Further east, land on both sides of Johnstone Street is proposed to have mandatory heights. I have no issue at all with this in relation to land in Precinct 2F, on the south side of Johnstone Street, which has direct abuttal to residential zoned land.
110. Land on the north side of the street (Precinct 2D) does not directly abut residential zoned land but is separated from housing by a laneway. Given that the maximum mandatory height proposed for the precinct is 31m (9 storeys), which is one of the greater heights identified along Johnstone Street, I believe merit exists in applying a mandatory height to that land. I also note that it is proposed to state both a preferred and a mandatory maximum building height for this precinct, consistent with the Minister's conditional authorisation.
111. Land in Precinct 2E (also on the south side of the street) also has a mandatory height specified (24 metres). That precinct is also separated from dwellings by a laneway. I believe merit exists in applying a mandatory height to that land for similar reasons to the above.

Maximum street wall heights

112. Mandatory maximum street wall heights are identified for all precincts except Precinct 1B, which is the precinct fronting Sackville Street.
113. In most cases the amendment has adopted the approach suggested in the Minister's conditional authorisation, of providing a preferred maximum street wall height and then a higher mandatory maximum street wall height. For this reason, I generally support a mandatory street wall height, especially in the heritage areas to the west of the railway bridge. However, from a planning perspective, the justification for a mandatory street wall to the east of the rail bridge, where a more contemporary built form character is sought, is not as strong. The appropriateness of a mandatory control in this location should be further explored by the Panel with Council's urban design expert.

Minimum setbacks (for upper levels from Street Wall Façade)

West of railway bridge

114. A mandatory minimum setback of 6m is proposed for all precincts to the west of the railway bridge, except Precinct 1B, which fronts Sackville Street. Given the western part of Johnston is covered by a heritage overlay, I support a mandatory upper level setback within that part of the street.

East of railway bridge

115. A discretionary minimum setback of 6m is proposed for all precincts to the east of the railway bridge, except for a number of specified properties in Precinct 2E. Given that this location is not in a heritage overlay and the vision for the area is for a higher street wall and a more contemporary built form character, I support a discretionary control in this location.

116. I note that the post-exhibition version of the amendment changes the preferred minimum setback in this area from 3 to 6 metres. Given the more contemporary built form character sought for this area, the higher street wall proposed and the lack of heritage values, I question the appropriateness of increasing the upper level setback to 6 metres. I defer to Council's urban design expert for further justification for a 6 metre setback.

Preferred vs mandatory maximum rear interface heights

117. It is proposed to apply a mandatory maximum rear interface height to those precincts that directly abut properties in a residential zone (Precinct 1D and 2F), and precincts which are separated from a residential zone by a laneway (Precincts 1C, 2D and 2F).

118. I support a mandatory maximum rear interface height in those cases where a direct abuttal to a property in a residential zone exists, in order to protect the amenity of adjoining residential properties and to provide certainty to both residents and developers as to setback requirements (i.e. Precincts 1D and 2F).

119. I do not support a mandatory control were a separation exists by way of a laneway or street. Precincts 1C, 2D and 2E are separated from residential properties by a laneway. Discretion should be available to take into account the width of the laneway in mitigating against adverse amenity impacts of nearby residential properties.

8 Other matters to do with DDO 15

120. In this section of my report I only address those aspect of the proposed DDO with which I have an issue.

Definitions

121. The definitions are a necessary part of this amendment to provide clarity and certainty in the interpretation of the provisions of the DDO. However, I believe that they are likely to provide unnecessary repetition and bulk in the schedule to the DDO in the future, as other similar DDOs are introduced into the planning scheme. In the longer term, it would be better to include all such definitions elsewhere in the one section of the planning scheme, so that they don't need to be repeated in other DDO schedules or in other clauses that use the same definitions.

Building height

122. The amendment generally allows for buildings heights of up to between 6 to 8 storeys in Precinct 1 and between 6 to 9 storeys in Precinct 2, with potential for buildings of up to 10 storeys close to the station.

123. As a planner, I am generally satisfied that the building heights proposed along the Johnston Street corridor will achieve a contribution to growth and development consistent with expectations of State and metropolitan planning policies.

124. I defer to the advice of Council's urban design expert in relation to the appropriateness of the specific heights identified for each sub precinct.

Criteria for exceeding preferred height

125. I understand that the Minister's conditional authorisation for the amendment raised the prospect of stating a preferred and a mandatory maximum building height, and listing criteria considered in approving a development that exceeds the preferred maximum height.

126. In four of the 11 sub-precincts, both a preferred maximum building height and a mandatory maximum building height is proposed. The difference between the two heights is either one or two storeys. A mechanism and criteria are provided in the DDO to aid in making a decision whether a building should be permitted to exceed the preferred maximum height. That criteria references things such as:

- The design objectives of the DDO.
- A preferred mid-rise character of 5 to 10 storeys for the Johnston Street corridor.
- A list of matters such as diverse housing, universal access, ESD excellence, beyond compliance communal or private open space provisions.
- Minimal adverse amenity impacts
- Restoration of the front façade and external features of contributory or individually significant heritage buildings.

127. Despite this approach being consistent with the Minister's authorisation, I question the application of such as approach as proposed in this amendment. In my opinion, all development should comply with most of the criteria listed. The nature of the criteria identified is not in my opinion sufficient to justify additional height. For that to occur the criteria should relate to matters aligned with a public benefit, such as affordable housing, public open space, or community facilities etc.

45 degree envelope from street wall height and rear interface height

128. I find this requirement confusing and poorly expressed. As worded in the exhibited version of the planning scheme, the one control refers to upper level setbacks from both street walls and rear property interfaces. However, it qualifies this statement to only apply to north south oriented lots fronting Johnston Street and Sackville Street. It then further excludes some precincts. The post-exhibition version is reworded and includes a new table that aims to aid in its interpretation. I don't think this is effective.
129. I note that the proposed 45 degree envelope control does not have its origins from either the Local Area Plan or the Built Form Review background document. Those documents referred to a more simple 3 to 6 metre setback from upper levels.
130. I assume that the intent of the rear interface requirement is to apply to situations where there is a residential abuttal. If that is the case it should be stated in the control.
131. In relation to the setbacks above the street wall height:
- The background documents did not refer to a 45 degree setback of upper levels about street wall height, they referred to a setback of 3 to 6 metres.
 - A 45 degree envelope would be more restrictive on taller buildings than a simple 3 to 6 metre setback. It could result in a series of stepped front setbacks for taller buildings. Given the shallow depth of many sites and the requirement for a 45 degree envelope from the rear interface as well, this requirement could substantially constrain some sites. My preference from a planning perspective would be to abandon the 45 degree envelope from the street wall height, in favour of a simple setback requirement for upper levels. Further comment on this matter will be appropriate from Council's urban design expert.
132. In relation to the setback from the rear interface height:
- The Local Area Plan and Built Form Review refer to a "scale transition" to residential areas (JSLAP p52). They also refer to a 2 to 3 storey interface with fine grained residential properties and a setback of upper levels from rear interfaces of 3 to 6 metres, depending on the interface context.
 - Even though a 45 degree envelope was not identified in the background documents, I support such a setback requirement above a rear interface with a property within a residential zone or a laneway which abuts a residential property, as an amenity safeguard. As stated above, such a requirement should be mandatory where abutting a property in a residential zone, and discretionary where abutting a laneway which abuts a residential zone.

9 Comment on submissions made

133. I have been instructed to comment on a number of submissions made to the amendment. My comments are provided in the following table. In explaining the ‘issues’ raised in each submission I have relied on the summary provided by Council in its ‘response to submissions’.

134. I note that many of the submissions raise issues regarding discretionary vs mandatory controls, which I have addressed in the previous section of this report. In this section of focus on other issues particular to specific sites that are raised in the submissions.



Figure 10 - Location of submissions

Land	Submission No.	My comments
<p>329 Johnston St 236 Nicholson St 37 Hunter St</p> 	<p>11</p>	<p>Issues</p> <p>Site specific request to rezone / consolidate other properties into C1Z. Objects to Sub-precinct allocation and 45 degree requirement.</p> <p>The submission is supportive of the rezoning of No. 329 Johnston St to the C1Z and also seeks for 236 Nicholson St and 37 Hunter St to be rezoned from General Residential Zone (GRZ) to C1Z for the following reasons:</p> <ul style="list-style-type: none"> ▪ All of the above sites are within single ownership. ▪ If rezoned, the whole landholding can be efficiently redeveloped (appropriate to the role and function of the activity centre) and will become available for a wide range of uses in accordance with provisions of the zone. <p>The submission also recommends the following changes to the specific design requirements:</p> <ul style="list-style-type: none"> ▪ Amend phrase "the proposal will achieve each of the following" to read, "the proposal can achieve specific benefits, such as". ▪ Delete the fourth dot point as "minimal" is not a quantifiable measure of amenity impacts and will cause confusion. <p>The submission objects to the inclusion of the site at 329 Johnston St in Sub-Precinct 2F and the application of mandatory requirements, for the following reasons:</p> <ul style="list-style-type: none"> ▪ Landholding is one of the largest in the Johnston Street area, which provides a unique redevelopment opportunity.

Land	Submission No.	My comments
		<ul style="list-style-type: none"> ▪ Landholding can accommodate larger heights and smaller setbacks without affecting residential amenity or compromising the character of any of the streetscapes. ▪ Landholding does not abut sensitive interfaces. ▪ JSLAP 2015 nominates a preferred height of 6-7 storeys or 23 metres for this part of Johnston Street while DDO15 nominates a mandatory height of 21 metres. <p>The submission also objects to the 45 degree setback envelope as prescribed in DDO15 for the following reasons:</p> <ul style="list-style-type: none"> ▪ Amenity impacts can be managed without the need to conform to a 45 degree angle measurement. ▪ Blanket approach to all designs, and does not allow for design variation for individual site circumstances and interfaces. ▪ Upper level 45 degree setback envelope is a departure from JSLAP 2015. <p>Comments</p> <p>The rezoning of the two residential properties from a General Residential to a Commercial 1 Zone cannot be undertaken as part of this amendment, as the rezoning has not been exhibited. The question is whether merit existing in rezoning the land in the future, as it is part of a consolidate land holding.</p> <p>The mandatory rear interface height and building envelop controls should not be applied to the boundary between the two zones within the common ownership, provided the two residential properties are part of an integrated development.</p> <p>The land should remain in Sub Precinct 2F.</p>
<p>424 Johnston St</p> 	<p>14</p>	<p>Issues</p> <p>Objects to building heights (generally); requests a different sub-precinct (2C)</p> <p>The submission is supportive of the proposed rezoning of 424 Johnston St to C1Z, as the rezoning will facilitate the best use of the site.</p> <p>The submission requests that the Amendment be changed to:</p> <ul style="list-style-type: none"> ▪ Remove requirements for building heights or setbacks for Sub-Precinct 2D and part of Sub-Precinct 2C on the north side of Johnston St, and that Table 1 be revised to reflect this. <p>Should Council not support the above, the submission requests that 422-430 Johnston St be removed from Sub-Precinct 2D and included in Sub-Precinct 2C. Sub-Precinct 2C and 424 Johnston Street, Abbotsford are sufficiently similar characteristics to warrant the height limits and setbacks being the same.</p> <p>Comments</p> <p>Sub Precinct 2D provides for significant development opportunities of up to 9 storeys. Precinct 2C provides for up to 10 storeys due to its location close to the station.</p> <p>Whilst the property is on the opposite side of Trenery Crescent is a large multi-level modern office development, the site abuts a shared commercial / residential laneway with residential properties and a Neighbourhood Residential Zone to the north.</p> <p>The amendment already allows considerable development potential on the site. I support retention of the proposed mandatory height controls relevant to Precinct 2D and do not support the inclusion of the land in Precinct 2C.</p>
<p>166-168, Johnston St 174-176 Johnston St</p>	<p>15</p>	<p>Issues</p> <p>Key Issues: Mandatory Provisions (street-wall and setback)</p> <p>The submission supports:</p> <ul style="list-style-type: none"> ▪ Rezoning 166-168, 174-176 Johnston, and 121 Sackville Streets to Commercial 1 Zone, as it is consistent with the directions of State Planning Policy and Plan Melbourne 2017-2050.

Land	Submission No.	My comments
<p>121 Sackville St</p> 		<ul style="list-style-type: none"> ▪ Discretionary building heights, street-wall heights, and minimum upper level setbacks of Precinct 1B. <p>The submission recommends removing the mandatory building and street wall heights and setback requirements of Precinct 1A to allow for contextual design opportunities, better responding to State and Local policy.</p> <p>Comment</p> <p>Retain the mandatory street wall height but delete the 45 degree building envelop requirement above the street wall height, in favour of a mandatory 6 metre setback for upper levels behind the street wall, subject to further comment from Council's urban design expert.</p>
<p>40 Johnson St 35-37 Sackville St</p> 	18	<p>Issues</p> <p>Rezoning Request</p> <p>Submission is supportive of the intent of the JSLAP.</p> <p>The submission recommends the following:</p> <ul style="list-style-type: none"> ▪ Amend the Precinct 1 boundary to include all of Sackville Street. ▪ Rezone Sackville Street to C1Z so that development in the area can be maximised. ▪ Amend the Supporting Document (October 2017) and DDO15 to remove all preferred and mandatory heights. ▪ Council undertake an assessment of ownership on all properties within Precinct 1. ▪ Include large landholdings in precincts that allow for more intensive redevelopment (such as Sub-Precinct 1AA). <p>Amend Supporting Document (October 2017) and DDO15 to allow for alternate development scenarios where there are non-sensitive land uses opposite a site and where there is no heritage building located along Johnston Street.</p> <p>Comment</p> <p>The Johnston Street front of this block is already zoned Commercial 1. The southern side of Sackville Street is part of the Easy Street precinct and is zoned Commercial 2. The <i>Yarra Business and Activity Centre Strategy</i> recommended the retention of the Easy Street precinct as a business and industrial area. The additional economic analysis undertaken as part of the <i>Johnston Street Local Area Plan</i> did not address changing the zoning of any land in the Easy Street precinct. Rezoning of the southern side of Sackville Street in this area is beyond the scope of this amendment and should only be considered as part of a wider review of the future zoning of the entire Easy Street Precinct.</p>
<p>196-202 Johnston St</p>	19	<p>Issues</p> <p>Mandatory provisions; 45 degree requirement</p> <p>The submission is generally supportive of the Amendment and rezoning 196-202 Johnston Street, Abbotsford to C1Z.</p> <p>The submission objects to the following aspects of the Amendment:</p> <ul style="list-style-type: none"> ▪ Introduction of mandatory built form controls of any kind. Built form controls should provide design flexibility to ensure optimum development outcomes can be achieved. ▪ Application of a 45 degree setback envelope for new developments on sites with a north south orientation, including 196-202 Johnston Street, Abbotsford as there is little strategic justification for the uses of this principle and it precludes site-specific innovative design.

Land	Submission No.	My comments
		<p>Comment</p> <p>Not supported. See comments in previous section.</p>
<p>288-296 Johnston St</p> 	22	<p>Issues</p> <p>Objects to mandatory building height and allocation into sub-precinct 2D; 45 degree requirement</p> <p>The submission objects to the Amendment stating that DDO15 provisions are based on a flawed interface analysis and lack strategic justification.</p> <p>The submission objects to the following aspects of the Amendment:</p> <ul style="list-style-type: none"> ▪ Removal of the 288 - 296 Johnston Street Collingwood from the Activity Node (as outlined in the JSLAP) and its relocation to Precinct 2D. Given the C1Z of the land to the north, and the proximity of the subject site to the Railway Station there is no strategic justification to remove the subject site from the Activity Node; ▪ Application of mandatory built form controls including the proposed mandatory maximum building height of 31 metres and the mandatory maximum street wall height of 18 metres; ▪ Upper level 45 degree setback envelope requirement; ▪ Absence of transitional provisions in draft DDO15 to protect current planning permit applications. <p>The submission also notes that a planning permit application to develop land at 288 - 296 Johnston Street Collingwood is currently being assessed by Council. The submission notes that it would not be fair to approve the DDO15 in its current form given the planning permit application was prepared in accordance with the existing provisions (with guidance provided by the adopted JSLAP) and the significant investment associated with the acquisition of 296 Johnston Street Collingwood.</p> <p>Comment</p> <p>The post exhibition version of the amendment changes this land from Precinct 2D to Precinct 2C.</p>
<p>220, 222 and 222A Johnston St 153-155 and 165 Sackville St</p>	23	<p>Issues</p> <p>Site specific response required for the submitter’s collection of properties forming a large site.</p> <p>The Submission supports the proposed rezoning of 220, 222 and 222A Johnston Street, 153-155 and 165 Sackville Street, Collingwood to the C1Z and the intent of DDO15.</p> <p>The submission recommends the following changes to DDO15:</p> <ul style="list-style-type: none"> ▪ Include whole landholding within a single sub-precinct rather than a mix of Sub-Precincts (1A, 1AA and 1B),to encourage/facilitate a coherent and comprehensive built form outcome for the area and avoid a compromised design response.

Land	Submission No.	My comments
		<ul style="list-style-type: none"> ▪ Make the building height requirement for the landholding reflect the upper level of the 5-12 storey range referenced in the DD015 design objectives, given the suitability of the landholding for a taller building. ▪ Remove mandatory street wall height, as it is preferable for there to be some flexibility to depart from a preferred street wall height where the site context, design response and land use requirements support this. ▪ Exempt the landholding from the 45-degree setback envelope requirement, at least as it relates to the Johnston Street frontage. Application of the 45-degree envelope to the landholding is likely to undermine the built form response to Hoddle Street and ignores the potential for a building to include upper level elements which 'hold the corner' at the Johnston Street and Hoddle Street intersection. <p>Comment</p> <ul style="list-style-type: none"> ▪ Support the inclusion of the whole property in the one Precinct i.e. Precinct 1AA. ▪ Mandatory minimum setback for upper levels should be made discretionary, to enable a corner building to be designed that appropriately addresses both Johnston Street and Hoddle Street. ▪ Support the removal of the 45 degree building envelop requirement above the street wall height.

10 Conclusion

135. Johnston Street has for long been a low amenity, heavily trafficked arterial road and major bus route into the city, that has suffered from low amenity, business vacancies, underutilised and unkept premises, and a lack of new investment and renewal. This is gradually changing as new businesses establish within existing premises and as redevelopment of existing sites begins to occur.
136. Amendment C220 will assist in facilitating and improving the amenity and character of the street, provide the opportunity to further activate the street level, and provide additional housing and job opportunities consistent with metropolitan and local planning policies, and the context of the area.
137. Rezoning of remaining Commercial 2 zoned land to a Commercial 1 Zone is appropriate and will provide the potential for mixed use redevelopment is currently prohibited by the Commercial 2 Zone.
138. The proposed DDO will provide necessary guidance regarding the type and form of development envisaged for the area, to ensure a well reasoned and appropriate built form response to an area that has the potential to accommodate considerable new development and change.



David Barnes
BRRP(Hons); MBA; FPIA

David Barnes - CV

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Managing Director

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Summary of Experience

David has been a town planner since 1980. With an MBA to supplement his planning qualifications, David is both a strategic planning specialist and an experienced statutory planner. As a statutory planner, David has been involved in obtaining planning approvals for a wide range of projects including residential, retail, commercial, industrial, rural, tourism, entertainment, sports, recreation and community development projects. He has extensive experience representing clients at planning appeals and panel hearings as both an advocate and as an expert witness.

As a strategic planner, David's experience encompasses policy formulation and implementation; preparation of strategy plans, structure plans, urban design frameworks, development plans, planning schemes and amendments; community consultation; preparation of infrastructure funding strategies and development contributions plans; and preparation of commercial, industrial and residential market assessments.

In addition, David has experience in Asia, preparing urban management plans, strategy plans, structure plans, master plans and detailed plans, planning and development controls, and in relation to institutional strengthening programs and professional training programs.

Current Position

Hansen Partnership

Managing Director
January 2012 – present

Past Positions

Hansen Partnership

Director (September 1997 – December 2011)

Henshall Hansen Associates

Director (July 1995 – Aug 1997)
Associate Director (1992 – July 1995)
Senior Planner (April 1988 – November 1989)
Associate (1989-1992)

WBCM Consultants Limited

Senior Urban Planner (July 1985 – April 1988)

Melbourne and Metropolitan Board of Works

Statutory Planner (February – June 1985)
Planning Officer (April 1982 – February 1984)

Estate Office, Victorian Railways

Town planner (November 1980 – April 1982)

Qualifications

- Master of Business Administration, RMIT University (1993)
- Bachelor of Town and Regional Planning (hons), University of Melbourne (1980)

Affiliations

- Property Council of Australia, Victoria Division (2012 – 2016; 2009-2010) - Member of planning committee
- Planning Institute of Australia (PIA) (2007 – present) - Fellow
- Victoria Planning and Environmental Law Association (2009 – present) - member
- Planning Institute of Australia (PIA) (1996-2007) - Member
- Royal Australian Planning Institute - Vice President and Treasurer (1996-1997)

Specialisations

- Strategic planner
- Statutory planner
- Town planning advocate
- Town planning expert witness
- Infrastructure funding and development contributions
- International planning – urban management, institutional strengthening, training

Key Project Experience

Structure Planning

- Review of Bayswater / Bayswater North Industrial Precinct, with the AEC Group, State Development Business and Innovation (2014)
- Bendigo Hospital Surrounds Structure Plan, the City of Greater Bendigo (2013)
- Birregurra Structure Plan Review, Otway Shire Council (2013)
- Chapel Vision Structure Plan Review, Stonnington City Council (2013)
- Warrnambool – North Dennington Structure Plan and Development Control Plan, Warrnambool City Council (2012)
- Hamilton Structure Plan and Town Centre Urban Design Framework, for South Grampians Shire (2010)
- Traralgon Town Centre Structure Plan and Urban Design Framework, for Latrobe Valley Shire (2010)
- Ringwood Transit City Development Contributions Plan, for Maroondah City Council (2009)
- Frankston Safe Boat Harbour Planning Scheme Amendment, for Frankston City Council (2008)
- Clifton Springs Town Centre Structure Plan, for the City of Greater Geelong (2008)
- Warrnambool and Moyne Development Program, for Warrnambool City Council and Moyne Shire Council (2008)
- Spring Creek Urban Growth Framework Plan and Precinct Structure Plan, for the Surf Coast Shire (2008)
- Newhaven, Cape Woolamai and San Remo Structure Plan, for Bass Coast Shire Council (2007)
- Ocean Grove Structure Plan, for the City of Greater Geelong (2006)
- Jackass Flat Structure Plan, Greater Bendigo City Council (2006)
- Burwood Heights Activity Centre Structure Plan, Whitehorse City Council, (2004)
- Torquay / Jan Juc Population and Residential Development Review, (2004)
- West Melbourne Structure Plan, for the City of Melbourne (2003)
- Highett Structure Plan, for the Cities of Bayside and Kingston (2002-2003)

Character Studies

- Barwon Heads Residential and Landscape Character Study (2017)
- Birregurra Neighbourhood Character Study, Otway Shire Council, (2011)
- Romsey Neighbourhood Character Study, for Macedon Ranges Shire, (2010)
- Boroondara My Neighbourhood – Prized Residential Character Areas, for

Boroondara City Council (2008)

- Dandenong Neighbourhood Character Study, for the City of Greater Dandenong (2007-2008)
- Queenscliffe Urban Character Study, for the Borough of Queenscliffe (2000)

Strategy Planning and Studies

- Avalon Corridor Framework Plan, for the Cities of Greater Geelong and Wyndeham, and the Department of Environment Land Water and Planning (2017)
- Baw Baw Rural Land Use Strategy, for the Baw Baw Shire Council (2016)
- Community Plans for Nerrim South, Labatouche, Jindivik and Trafalgar, for the Shire of Baw Baw (2016)
- Ballarat Growth Areas Review, for the Greater City of Ballarat (2016)
- Frankston Native Vegetation Control Review, for the City of Frankston (2015)
- La Trobe University Bendigo Campus Vision, for La Trobe University (2014)
- La Trobe University Boroondara Campus Vision, La Trobe University (2012)
- Mildura Settlement Strategy, Mildura Rural City Council (2013)
- New Gisborne Development Plan, Macedon Ranges Shire Council, (2011)
- Traralgon Growth Areas Review, for LaTrobe City Council (2011)
- Sweetwater Creek, Strategic Justification for Development / Environmental Overlays, for Frankston City Council (2010)
- Shepparton East Outline Development Plan, for the City of Greater Shepparton (2009)
- Fishermans Bend Industrial Land Review, with Charter Keck Cramer, for Port Phillip City Council (2009)
- Melbourne Industrial Land Supply and Demand Study, with Charter Keck Cramer, for Melbourne City Council (2009)
- LaTrobe University Strategy Planning Review, for LaTrobe University (2008/2009)
- Review of Referral Requirements under the Victoria Planning Provisions, for the Department of Planning and Community Development (2008)
- Whitehorse Student Accommodation – Strategic Review and Planning Scheme Amendment, for Whitehorse City Council (2007)
- Geelong Region Strategy Plan, for the G21 Geelong Regional Alliance (2005-2006)
- Bell Street Strategy Plan and Urban Design Framework, Darebin City Council (2005)
- Kingston Retail and Commercial Development Strategy, with Charter keck Cramer, for the City of Kingston (2004)
- Willoughby Industrial Strategy, Willoughby City Council (2003)
- Yarra Industrial Strategy, for Yarra City Council (2003)

- Moorabool Rural Housing Study, for Moorabool Shire Council (2003)
- Ballan Township Strategy Plan, for Moorabool Shire Council (2003)
- Blackrock Shopping Centre Study, for the Cities of Bayside and Kingston, (2002-2003)
- Geelong Western Wedge Strategic Framework Plan and Railway Station Master Plan, for the Department of Infrastructure (2002)
- Bayside Industrial Areas Study, for the City of Bayside (2002)
- Moreland Industrial Areas Review, for the City of Moreland (2002)
- Geelong Industrial Land Use Study, for the City of Greater Geelong, with MacroPlan (2001)
- Anglesea Population Review and Review of Township Boundaries, for Surf Coast Shire Council (2000)
- Torquay Population and Residential Strategy Review, for Surf Coast Shire Council (2000)
- Torquay Industrial Area Review, for Surf Coast Shire Council (2000)
- Bayside Height Control Study, for the City of Bayside (1999)
- Geelong CAA Revitalisation Program, for the Greater City of Geelong (1998)
- Sydenham Activity Area Policy Review, for the City of Brimbank (1998)

Management plans

- Melton North Green Wedge Management Plan, Melton Shire Council (2014)

Infrastructure reviews

- Ringwood Transit City Development Contributions Plan, for the Maroondah City Council (2007)
- Development Contributions Plan for Plenty and Yarrambat, for the Nillumbik Shire Council (1998-1999)
- Car Parking Rate Review, for the Department of Infrastructure (1999)

Sustainability

- Port Phillip Bay Coastal Climate Change Planning Project, for the Municipal Association of Victoria, 2017
- Strengthening Victoria's Food Bowl, with PSI Delta, for Moira Campaspe, Swan Hill and Mildura councils (2011)
- Utilising Victoria's Planning Framework to Support Sustainability, Municipal Association of Victoria (2009-2010)
- Sustainability in the Planning Process, for the municipalities of Moreland, Port Phillip and Darebin (2007-2008)
- Doncaster Hill Energy Plan, for Manningham City Council and Sustainability Victoria (2008)

Urban Design Frameworks

- Torquay Town Centre Urban Design Framework and Investment Facilitation Plan, for Surf Coast Shire (2017)
- Urban Design Frameworks for Longwarry, Nerrim South and Trafalgar, for the Shire of Baw Baw (2016)
- Ringwood Town Centre Urban Design Framework, for the City of Maroondah (2002-2003)
- Knox Central Urban Design Framework, for the City of Knox (2002-2003)

Design Guidelines

- Knox Residential Capacity and Design Guidelines Project, Knox City Council (2010)
- Aireys Inlet Activity Centre Urban Design Guidelines, for Surf Coast Shire, (2008-2009)
- Kingston Residential Design Guidelines, for the city of Kingston (2000)
- Kingston Residential Design Guidelines, for the city of Kingston (2000)
- Miller Street and Gilbert Street Preston Design Guidelines, for Darebin City Council (2009)
- Station Street Fairfield Design Guidelines, for Darebin City Council (2008)
- Victoria Street Urban Design Framework and Streetscape Plan, for the City of Yarra (2002)
- Hastings Foreshore Urban Design Framework, for Mornington Peninsula Shire (2000)
- Carrum Urban Design Framework, for the City of Kingston (2000)

International planning

- Con Dao Tourism Master Plan, for the Ba Ria Vung Tao People's Committee, Vietnam, 2014 to 2016
- Ben Dam Detailed Master Plan and Urban Management System, for the Ba Ria Vung Tao People's Committee, Vietnam, 2013.
- Long Thanh International Airport Master Plan – Vietnam, with the Vietnamese Institute of Architecture Urban and Rural Planning, for the Dong Nai People's Committee (2009-2012)
- Three Delta Towns Water Supply and Sanitation Project – Vietnam, with Gutteridge Haskins and Davey, for AusAide, (2002-2003)
- Capacity 21 Project – Environment Issues in Investment Planning in Vietnam – Quang Ninh Provincial Pilot Project, Ha Long Bay Vietnam, UNDP Project VIE 97/007, prepared for Colenco~Holinger (2000)
- HCMC UNDP Public Administration Reform Project, preparation of Proposal for Consultancy Team, (1999)
- Hanoi Planning and Development Controls, Hanoi, Vietnam, as part of Hanoi Planning and Development Control Project (1995-1997)