Ordinary Meeting of Council Agenda

to be held on Tuesday 4 February 2020 at 7.00pm
Fitzroy Town Hall

Arrangements to ensure our meetings are accessible to the public

Council meetings are held at either the Richmond Town Hall or the Fitzroy Town Hall. The following arrangements are in place to ensure they are accessible to the public:

- Entrance ramps and lifts (off Moor Street at Fitzroy, entry foyer at Richmond).
- Interpreting assistance is available by arrangement *(tel. 9205 5110).*
- Auslan interpreting is available by arrangement *(tel. 9205 5110).*
- A hearing loop is available at Richmond only and the receiver accessory is available by arrangement *(tel. 9205 5110).*
- Proposed resolutions are displayed on large screen.
- An electronic sound system amplifies Councillors' debate.
- Disability accessible toilet facilities are available at each venue.

Recording and Publication of Meetings

An audio recording is made of all public Council Meetings and then published on Council's website. By participating in proceedings (including during Public Question Time or in making a submission regarding an item before Council), you agree to this publication. You should be aware that any private information volunteered by you during your participation in a meeting is subject to recording and publication.

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Order of business

1. **Statement of recognition of Wurundjeri Woi-wurrung Land**
2. **Attendance, apologies and requests for leave of absence**
3. **Declarations of conflict of interest (Councillors and staff)**
4. **Confidential business reports**
5. **Confirmation of minutes**
6. **Petitions and joint letters**
7. **Public question time**
8. **Delegates' reports**
9. **General business**
10. **Questions without notice**
11. **Council business reports**
12. **Notices of motion**
13. **Urgent business**

1. Acknowledgment of Country

"Yarra City Council acknowledges the Wurundjeri Woi Wurrung people as the Traditional Owners and true sovereigns of the land now known as Yarra.

We acknowledge their creator spirit Bunjil, their ancestors and their Elders.

We acknowledge the strength and resilience of the Wurundjeri Woi Wurrung, who have never ceded sovereignty and retain their strong connections to family, clan and country despite the impacts of European invasion.

We also acknowledge the significant contributions made by other Aboriginal and Torres Strait Islander people to life in Yarra.

We pay our respects to Elders from all nations here today—and to their Elders past, present and future."

2. Attendance, apologies and requests for leave of absence

Anticipated attendees:

Councillors

- Cr Misha Coleman (Mayor)
- Cr Mi-Lin Chen Yi Mei (Deputy Mayor)
- Cr Danae Bosler
- Cr Jackie Fristacky
- Cr Stephen Jolly
- Cr Daniel Nguyen
- Cr Bridgid O'Brien
- Cr James Searle
- Cr Amanda Stone

Council officers

- Vijaya Vaidyanath (Chief Executive Officer)
- Ivan Gilbert (Group Manager Chief Executive's Office)
- Lucas Gosling (Director Community Wellbeing)
- Gracie Karabinis (Group Manager People, Culture and Community)
- Chris Leivers (Director City Works and Assets)
- Diarmuid McAlary (Director Corporate, Business and Finance)
- Bruce Phillips (Director Planning and Place Making)
- Mel Nikou (Governance Officer)

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

4. Confidential business reports

Item

4.1 Matters prejudicial to Council and/or any person

Confidential business reports

The following items were deemed by the Chief Executive Officer to be suitable for consideration in closed session in accordance with section 89 (2) of the *Local Government Act* 1989. In accordance with that Act, Council may resolve to consider these issues in open or closed session.

RECOMMENDATION

1. That the meeting be closed to members of the public, in accordance with section 89 (2) of the *Local Government Act* 1989, to allow consideration of matters prejudicial to Council and/or any person.
2. That all information contained within the Confidential Business Reports section of this agenda and reproduced as Council Minutes be treated as being and remaining strictly confidential in accordance with the provisions of sections 77 and 89 of the *Local Government Act* 1989 until Council resolves otherwise.

5. Confirmation of minutes

RECOMMENDATION

1. That the minutes of the:
   (a) Ordinary Council Meeting held on Tuesday 26 November 2019;
   (b) Ceremonial Council Meeting held on Thursday 28 November 2019;
   (c) Ordinary Council Meeting held on Tuesday 3 December 2019; and
   (d) Ordinary Council Meeting held on Tuesday 17 December 2019,

   be confirmed.

6. Petitions and joint letters

7. Public question time

Yarra City Council welcomes questions from members of the community.

Public question time procedure

Ideally, questions should be submitted to Council in writing by midday on the day of the meeting via the form available on our website. Submitting your question in advance helps us to provide a more comprehensive answer. Questions that have been submitted in advance will be answered first.

Public question time is an opportunity to ask questions about issues for which you have not been able to gain a satisfactory response on a matter. As such, public question time is not:

- a time to make statements or engage in debate with Councillors;
- a forum to be used in relation to planning application matters which are required to be submitted and considered as part of the formal planning submission;
- a forum for initially raising operational matters, which should be directed to the administration in the first instance.

If you wish to raise matters in relation to an item on this meeting agenda, Council will consider submissions on these items in conjunction with and prior to debate on that agenda item.

When you are invited by the Mayor to ask your question, please come forward, take a seat at the microphone, state your name clearly for the record and:

- direct your question to the Mayor;
- refrain from making statements or engaging in debate
- not raise operational matters which have not previously been raised with the Council administration;
- not ask questions about matter listed on the agenda for the current meeting.
- refrain from repeating questions that have been previously asked; and
- if asking a question on behalf of a group, explain the nature of the group and how you are able to speak on their behalf.

Once you have asked your question, please remain silent unless called upon by the Mayor to make further comment or to clarify any aspects.

8. Delegate's reports

9. General business

10. Questions without notice

11. Council business reports

Item		Page	Rec. Page	Report Presenter
11.1	Burnley Golf Course Discussion Paper	8	16	Sally Jones – Manager Recreation and Leisure Services
11.2	Appointment of Chair for Audit Committee	24	25	Ivan Gilbert – Group Manager Chief Executive Office
11.3	Proposed Discontinuance of Road abutting 25 Balmain Street, Cremorne	26	29	Bill Graham – Coordinator Valuations
11.4	Proposed Discontinuance of Road abutting 75-119 Cubitt Street, Cremorne	34	37	Bill Graham – Coordinator Valuations
11.5	Proposed Discontinuance of Road between 2 and 6 Fitzgibbon Street, Cremorne.	49	53	Bill Graham – Coordinator Valuations
11.6	Proposed Discontinuance of road abutting 12-20 Victoria Crescent, Abbotsford	71	75	Bill Graham – Coordinator Valuations
11.7	Heidelberg Road corridor - Local Area Plan and proposed building form and heritage protection	106	119	David Walmsley – Manager City Strategy
11.8	Appointment of Authorised Officers - Planning and Environment Act 1987	600	601	Ivan Gilbert – Group Manager Chief Executive Office

The public submission period is an opportunity to provide information to Council, not to ask questions or engage in debate.

Public submissions procedure

When you are invited by the Mayor to make your submission, please come forward, take a seat at the microphone, state your name clearly for the record and:

- Speak for a maximum of five minutes;
- direct your submission to the Mayor;
- confine your submission to the subject under consideration;
- avoid repetition and restating previous submitters;
- refrain from asking questions or seeking comments from the Councillors or other submitters;
- if speaking on behalf of a group, explain the nature of the group and how you are able to speak on their behalf.

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

12. Notices of motion

Item		Page	Rec. Page	Report Presenter
12.1	Notice of Motion No. 1 of 2020 - Proposal for Yarra City Council to Host the 2020 Australian Local Government Women's Association (ALGWA) Regional Conference	602	604	Misha Coleman - Councillor
12.2	Notice of Motion No. 2 of 2020 - Australian Citizen Julian Assange	606	607	Stephen Jolly - Councillor
12.3	Notice of Motion No. 3 of 2020 - Protection of the Grey Headed Flying Fox	608	611	Bridgid O'Brien - Councillor
12.4	Notice of Motion No. 4 of 2020 - Local Government Bill 2019	614	615	James Searle - Councillor

13. Urgent business

Nil

11.1 Burnley Golf Course Discussion Paper

Executive Summary

Purpose

To propose a process which would which would involve releasing a Discussion Paper and inviting community input into the options available at Burnley Golf Course (BGC), so as to address the risks to Council and the community occurring as a result of golf balls being hit outside of the course; and to provide options, informed by community consultation, for Council to consider.

Key Issues

The BGC is a significant and iconic community asset; BGC sits on Crown Land and is managed by and operated by City of Yarra, as the Committee of Management. BGC is extremely well used by industry standards, attracting approximately 40,000 annual visits per annum, and has two thriving and growing golf clubs (Burnley Women's GC and the Burnley GC). The need to develop options to mitigate current risks has become a high priority, as a result of previous efforts being recognised as being only partially effective.

Options

Officers believe the best way forward is to make the local community aware of the current risks and issues experienced at BGC, by releasing a Discussion Paper and inviting community input into possible options to address this risk. Currently, officers believe available options include;

(a) Do nothing and accept the current risk (not recommended);

(b) Maintain the status quo in terms of course design and install large perimeter fencing along the Monash Freeway and Madden Grove boundaries;

(c) Undertake a redesign of the course, to provide a nine hole, Par 3 golf course layout with a diversified golf offering including mini golf, a short game facility and pavilion, along with a proposed native bush walk (a design which does not require extensive perimeter fencing); and

(d) Other options could be considered based upon community consultation and feedback.

Financial Implications

(a) The proposed consultation could be undertaken within existing resources and is not expected to have any significant financial implications;

(b) In terms of the current known options;

- Whilst there is no immediate financial implication in a 'do nothing' approach, there is significant risk in this approach, and the financial implications in the event of a serious incident, whilst unknowable, could be significant due to Council's potential liability.
- Due to the ongoing risk associated with BGC, one solution includes a high fencing treatment, which has been estimated at a cost in the order of $5-6 million.
- A draft concept design has been developed by Council staff which offers another solution, by redesigning BGC (providing a nine hole, Par 3 course with diversified golf offering, native bush walk and new pavilion), which addresses the risk and expands the appeal and target market of BGC, without requiring high fencing treatments; thus presenting significantly greater value and community benefit for what may be only a slightly greater investment, estimated in the order of $5-7.5 million, pending the scope. The project could be staged, with the pavilion redevelopment being somewhat discretionary, and being delivered as a final phase of the development to enable funding over several financial years.

(c) The financial implications of any other options that are identified through consultation are proposed to be explored and reported to Council post-consultation.

PROPOSAL

Officers propose to release a Discussion Paper outlining the risks and options that have been considered to manage these risks, and undertake community consultation for four weeks and invite input on the potential options available. It is proposed a further report, outlining community feedback and input, including any options identified through this process, be submitted to Council following consultation with stakeholders and the broader community, prior to Council being asked to commit to any particular option.

11.1 Burnley Golf Course Discussion Paper

Reference: D19/215474
Authoriser: Director City Works and Assets

Purpose

1. To propose a process which would involve releasing a Discussion Paper (Attachment 1) and inviting community input into the options available at Burnley Golf Course (BGC), so as to address the risks to Council and the community occurring as a result of golf balls being hit outside of the course; and to provide options, informed by community consultation, for Council to consider.

Background

2. The BGC is a significant and iconic community asset; BGC sits on Crown Land and is managed by and operated by City of Yarra, as the Committee of Management. The BGC is extremely well used by industry standards, attracting approximately 40,000 annual visits, a diverse range of users and a high level of customer satisfaction.
3. Visitation has increased steadily by 5% annually over the last five years. Social golf participation is on the rise in Victoria and Australia. Access to public golf courses is an important ingredient to supporting the rise in casual social golf participation and active communities.
4. As Committee of Management for this Crown Land, the City of Yarra is responsible for the maintenance, capital works and future planning for the facility; it is also responsible for service delivery and risk management on the site.
5. The proposed Discussion Paper will present options to address the existing risks at the course and meet the future golf demands and community expectations of Yarra's projected population of 157,607 by 2041, inviting community feedback and input.
6. There are two vibrant and growing clubs that operate from the course. The Burnley Women's GC (competitive and social) and the Burnley GC (mixed), that have over 200 members between them ranging in ages from 35 to 95.
7. The need to develop options for BGC has been a high priority due to the ongoing risks associated with balls being hit outside the course boundary. The old course design layout is being seriously challenged by its short length and with significant boundary encroachment issues. The course is surrounded by major high traffic roads (Madden Grove and the Monash Freeway) and a railway line, and with new golf equipment technological advances resulting in players being able to hit the ball further, the issue of errant golf balls entering roads is exacerbated.
8. City of Yarra has undertaken a range of measures to address these risks, including the installation of perimeter fencing in key locations, course redesign involving tee-relocations, installation of bunkers and various plantings, to influence golfers to hit away from the boundary, as well as player education on the risks and impacts of balls being hit outside the course. Whilst these have had some impact, they have not eliminated the risks, and balls continue to be hit outside the course boundary.
9. Recreation and Leisure Services has undertaken further research and developed a draft concept/option for the golf course aligned with industry practices that aims to:
   (a) Address the existing risk;
   (b) Explore options to promote participation, meet the needs of the community, generate an all-inclusive customer experience and manage the issues relating to golf ball risk on the adjacent motorways, without the need to invest heavily in large perimeter/containment fencing;

(c) Provide an option for Council which retains and develops BGC as a golf course which meets current and future needs and broaden the user groups; and

(d) Inform Council's future investment and service strategy in providing golf experiences, services and participation journeys within the municipality.

10. Note, The Discussion Paper includes the Recreation and Leisure Services concept plan referred to throughout this report. This is an initial concept only at this stage, that aims to provide a design that addresses the current risks, but could also attract more families, women, juniors and social golfers to play golf including fun, friendly/welcoming, accessible, flexible and social options to play and pathways for learning and development and remove the need to construct large perimeter/containment fencing. It also provides an opportunity to introduce less formal uses in this space, including via a possible native bush walk.

11. The key features of the concept plan include: a nine hole; Par 3 golf course; a mini golf course; a unique premium short game facility; an integrated native bush walk; and new venue/pavilion equipped with improved hospitability capabilities.

12. Whist a nine hole, Par 3 golf course provides an alternative experience to the current operation of BGC, Par 3 courses are an emerging trend within the industry and are designed to reduce the time it takes to play the game, with one of the greatest barriers to people engaging in the game being 'not enough time' (Golf Australia Participation Report 2018).

13. The introduction of a nine hole, Par 3 golf course would still enable Yarra Leisure to continue to host competitions and handicapping rounds for the two golf clubs (The Burnley Women's GC and the Burnley GC), and with the additional hospitality facilities possible in this concept, would be expected to provide further opportunity for our clubs and user groups to grow their membership and participation levels in turn with a more fulfilling user experience.

14. The concept design for the golf course includes a 'double green' to be shared between the second and fourth hole, which is a unique feature proposition for the design, however, not without precedent in golf course design (there are a number of golf courses in the greater Melbourne area who have utilised this feature including the National Golf Club, St Andrews Beach Golf Course, the Sandhurst Club and Moonah Links Resort).

15. The inclusion of a mini golf course would achieve the intent to offer additional avenues for a broader audience to interact with the venue. A mini golf course will provide a fun, entertaining and accessible service for the Yarra community and beyond. There are numerous venues across Australia that have set a precedent for including this in their facility offering such as the "The Range" at Curlewis, Wembley Golf Complex in WA, Golf Central in Brisbane and the La Trobe driving range in Bundoora. In addition, Nillumbik Council are currently installing a mini golf course at the internally operated Yarrambat Golf Course.

16. The premium short game facility provided in the concept plan is designed to further add value to the golf offering at BGC and presents the opportunity to increase the range of programmable activations and usage inclusive of general practise, professional coaching and advances the next step in the golf participation journey following mini golf. The premium aspect is geared around designing a facility and practise area that is second to none and can be marketed as Melbourne's best short game practise area.

17. The venue/pavilion allocated in the concept design has been relocated from its current position to offer improved vistas and integration with the proposed mini golf, short game and native bushwalk facilities. The facility presents a huge range of opportunities for the City of Yarra to create an inclusive space that can not only service the patrons of the BGC, but reach further into the community through the construction of a community/event space and associated amenities that would further highlight the unique location and value of the asset to the Yarra community. (N.B. This is a separable element and not essential to any course redesign to reduce risk and broaden the likely audience for participation at this facility).

18. The proposed course redevelopment could potentially be staged – the first stage being the proposed course redesign (nine hole, Par 3), the diversified golf offering (mini golf and short game practice facility) and native bush walk that would potentially involve minimal golf course

disruptions. The second stage being the development of the new venue/pavilion, which is separable and somewhat discretionary, and could be delivered as a final phase of the development to enable funding and delivery over several financial years.

19. Subject to Council support of the proposed course redevelopment, Officers would proceed as below:

    (a) Present information and options to Council via a Discussion Paper, seeking their endorsement to release this for community consultation (Feb 2020);

    (b) Undertake community consultation on the options that seek to address the risks to Council and the community occurring as a result of golf balls being hit outside of the course, inviting stakeholder and community feedback and input (Feb/March 2020); and

    (c) Officers review the feedback provided via the consultation process and present a report back to Council, recommending next steps (March/April 2020).

External Consultation

20. There has been no formal external consultation at this stage of the process, however clubs and members that operate from BGC are aware of the current risks facing the City of Yarra and have already been impacted by minor course redesign that has been necessary to seek to reduce the risks until a more permanent solution can be found.

21. It is envisaged that broad stakeholder and community consultation would occur following Council's endorsement.

22. It is worth noting that there has been some advocacy from members of the golf course and clubs operating from the course, concerned that changes to the course are being considered. Officers have advised all stakeholders that no decisions will be made without appropriate community and stakeholder consultation.

23. Key stakeholders such as DELWP as the manager of Crown Land on behalf of the State, and VicRoads and Transurban as the relevant road managers, are aware of the current issues and risks, and are keen that these be removed.

24. Officers recommend that public consultation on the BGC that outlines the issues and potential options to address these at BGC, occur. In summary, an external consultation process is proposed to be undertaken over a four week period, starting around February 2020 that will provide community and stakeholders with multiple options and invite comment and feedback on options to address the known risks. Consultation would involve the following:

    (a) Informing VicRoads, DELWP, Transurban and VicTrack;

    (b) Individual meetings to be held with each of the BGC member club committees, the Burnley Women's GC and the Burnley GC;

    (c) On-site community drop in sessions to enable community and stakeholders to have face-to-face engagement;

    (d) On-line engagement through Yarra's "Your Say Yarra" portal including an on-line survey;

    (e) Letter drop to local residents;

    (f) Notifying Yarra Leisure members;

    (g) Social media posts;

    (h) Yarra Life e-newsletter to 13,000 subscribers; and

    (i) News item on Council website.

Internal Consultation (One Yarra)

25. Relevant officers have been engaged in managing the current risks, and exploring alternative means to address this.

26. The proposed approach will rely heavily on the communications team to assist with consultation.

Financial Implications

27. The proposed consultation could be undertaken within existing resources and is not expected to have any significant financial implications.

28. There is $200,000 included in the 2019/20 budget for design works at the BGC; this could be used to fund the design of a perimeter fence to manage the risk, or to explore other options.

29. In terms of the current known options;

    (a) There is no immediate financial implication in taking a 'do nothing' approach, however there is significant risk in taking this approach, and the financial implications for such an approach, whilst unknowable, could be significant in the event of a serious incident, due to Council's potential liability;

    (b) Due to the ongoing risk associated with the course, one solution includes installation of a high perimeter fencing treatment (this would require 480 meters of fencing along Monash Freeway and 250 meters along Madden Grove), which has been estimated at a cost in the order of $5-6 million; and

    (c) The Recreation and Leisure Services concept plan offers another solution by redeveloping the course (i.e. a course redesign to a nine hole, Par 3 with diversified golf offering, native bush walk area and a new venue/pavilion), which provides a way to address the risk and expand the appeal and target market of the BGC, without requiring high fencing treatments; thus presenting potentially greater value and community benefit for what may be only a slightly greater investment, estimated in the order of $5-7.5 million, pending the scope. The project could be staged, with the venue/pavilion redevelopment being somewhat discretionary, and be delivered as a final phase of the development to enable funding over several financial years. It should be noted that these costs are very much estimates and indicative only at this stage. The actual cost to deliver any concept cannot be accurately understood until the concept is confirmed, including all component parts, and they are tested through a competitive procurement process.

30. The financial implications of any other options that are identified through consultation could be explored and reported to Council post-consultation.

31. There is some potential to explore external funding for the redevelopment of the BGC. Sport and Recreation Victoria each year offer a grants program. Based on the 2019/20 grants program the BGC could be submitted under grants categories seeking between $250,000 up to $800,000.

32. Officers will explore other funding opportunities, pending the outcomes of consultation and direction from Council on preferred solutions.

Economic Implications

33. The BGC currently enjoys over 40,000 visitations per annum (amongst the top 20 busiest nine hole golf courses in Australia) and a very high level of customer satisfaction. BGC is part of the Yarra Leisure service which contributes significantly to the local economy through the employment of over 500 staff and contractors, turnover of more than $11 million and over 1 million visitations per annum.

34. Extensive industry research indicates that implementing the suite of proposed changes to the golf course layout (nine hole, Par 3) with diversified golf offering (mini golf and short game practice facility) will result in a substantial increased visitation by a broader range of users to the BGC, and therefore, increased participation.

Sustainability Implications

35. Environmental sustainability is an important factor for the ongoing operations and future investment at BGC. Key features included in the concept plan developed by officers include

a native bush walk adjacent to the Yarra bike track, as well as a new venue/pavilion aligned with Yarra sustainability best practice. Other sustainability aspects would be considered in the detailed design for any redevelopment.

Social Implications

36. The BGC is universally accessible and supports community members in being physically active and socialisation.

37. The future development of BGC takes into consideration the importance of community needs including well-being, health and socialisation, and these have informed the recommendations on what components are required to facilitate greater levels of participation.

38. The proposed concept plan provides the best opportunity to increase participation at the golf course through the diversification of offerings. According to extensive industry research, the realisation of the Recreation and Leisure Services concept plan could deliver a three to five times increase in visitation in the years post construction, broaden the demographic range of people using the facilities and make a positive contribution to health and social well-being through participation.

39. It is noted that the proposed design would have implications for the way the course is currently used, and the golf offering (i.e. reducing the course from a nine hole, Par 4 course to a nine hole, Par 3 course changes the nature of the course). However, written advice from Golf Australia confirms that a nine hole, Par 3 course would be able to be officially rated for both genders and enable the course operators to offer handicap golf competitions as they currently do.

Human Rights Implications

40. There are no human rights implications as a result of this report.

Communications with CALD Communities Implications

41. Any future engagement or changes to facilities and services would be communicated in a range of ways to reflect and meet the needs of our diverse community.

Council Plan, Strategy and Policy Implications

42. The BGC concept plan contributes to the delivery of numerous Council strategies as outlined below.

    (a) Council Plan 2017-2021:

        (i) Strategy 1.2 – Promote a community that is inclusive, resilient, connected and enjoys strong mental and physical health and wellbeing;

        (ii) Strategy 1.6 – Promote a gender equitable, safe and respectful community;

        (iii) Strategy 1.8 – Provide opportunities for people to be involved in and connect with their community;

        (iv) Strategy 2.1 – Build resilience by providing opportunities and places for people to meet, be involved in and connect with their community;

        (v) Strategy 2.5 – Supports community initiates that promote diversity and inclusion.

    (b) Access and Inclusion Strategy 2018-2024:

        (i) Strategy 1.1 – Promote and encourage the application of Universal Design and Universal Access within, and external to Council;

        (ii) Strategy 1.5 – Improve accessibility to City of Yarra buildings and facilities; including ensuring adequate amenities are available; and

        (iii) Strategy 2.1 – Provide and/or support the community to provide a diverse range of accessible community services and arts, cultural, sport and recreational activities that are creative and fun for all abilities and ages; and

(c) Environmental Sustainable Design Policy – Council Buildings:

(i) The BGC development will respond to the ESD requirements of Major Upgrades as required in the ESD Policy.

Legal Implications

43. There are no legal implications as a result of this report. However, should there be a significant incident resulting from a ball being hit outside the confines of the BGC, City of Yarra may be held liable; thus the need for a timely decision on the next steps to address this risk.

Other Issues

44. The BGC is a large green space within the municipality and whilst it welcomes 40,000 visitations each year and steadily rising, possible risk of golf balls being hit into traffic as well as the demand for public open spaces provide challenges for this site and service.

45. The BGC is home to a large number of trees, some of which are significant from the perspective of canopy size, and as habitat for local wildlife.

46. The Victorian Heritage Database notes that BGC contains several remnant River Red Gums, as well as some large Sugar Gums of significance. Consequently, any course redevelopments and/or site design will be informed and aligned with the heritage character of the area.

Options

47. Whilst there may be innumerable options for how to manage this risk and indeed how to use the land BGC occupies, the options that have been considered by officers to date include;

(a) Do nothing, and accept the risk. Officers do not recommend this risk as it presents a serious and unacceptable risk to Council and to members of the community;

(b) Install large perimeter fencing along both the Monash Freeway (480 metres) and Madden Grove (250 metres) boundaries to reduce the risk of golf balls being hit into traffic. The estimated cost is up to $5-6 million including provision for engineering and soil works, noting the figure is yet to be market tested; and

(c) Redevelop the golf course (i.e. a course redesign to a nine hole, Par 3 with diversified golf offering that includes a mini golf course and premium short game facility, an integrated native bush walk and a new venue/pavilion equipped with improved hospitability capabilities to service all facility users), which provides a way to address the risk and expand the appeal and target market of the BGC, without requiring high fencing treatments; thus presenting significantly greater value and community benefit for what may be only a slightly greater investment, estimated in the order of $5-7.5 million, pending the scope. The project could be staged, with the venue/pavilion redevelopment being somewhat discretionary, and being delivered as a final phase of the development to enable funding over several financial years.

48. In addition to these options, stakeholders and other community members may have input or ideas that have not been considered by officers to date.

49. Based on there being a number of options for Council to consider, and the interest from stakeholders and community in the future of the BGC, officers propose to release a Discussion Paper, and then undertake consultation, inviting input and feedback, as a way of ensuring the community understands the current issues and has an opportunity to input into how Council manages these.

Conclusion

50. The BGC is a significant community asset within the City of Yarra.

51. The BGC currently enjoys over 40,000 visitations per annum and a high level of customer satisfaction.

52. The course for many years now has sought to manage the risk of wayward golf balls, including through course redesign and some fencing; this has not been entirely effective, and due to the ongoing risk, the most recent investigations have included installation of a very high perimeter fence, which has been costed at up to $5-6 million.

53. The internal concept plan provides a way to reduce risk and expand the appeal and target market of the BGC, presenting significantly greater value and community benefit for what may be only a slightly greater investment (pending final scope and timing).

54. There would be an impact on some existing users of the course in making a change to the course as proposed.

55. Research indicates the realisation of the concept plan could deliver a three to five times increase in visitation post construction.

56. There may be other options not yet considered by officers. The community consultation proposed is one way to help stakeholders and the community understand the issues, and to invite input on the proposed options and possible solutions, which can be reported back to Council to assist in a decision on the next steps.

RECOMMENDATION

1. That Council:

   (a) endorse Officers to release the Burnley Golf Course Discussion Paper, for public consultation, and inviting feedback and input on options to manage the risks at Burnley Golf Course, for a period of four weeks, commencing in February 2020; and

   (b) Officers provide a report back to Council following this consultation, outlining the feedback and the recommended way forward, for Council consideration.

CONTACT OFFICER: **Sally Jones**
TITLE: **Manager Recreation and Leisure Services**
TEL: **92055371**

Attachments
1⇩ Burnley Golf Course - Discussion Paper 29 Jan 2020

Attachment 1 - Burnley Golf Course - Discussion Paper 29 Jan 2020

Burnley Golf Course

Discussion Paper

Burnley Golf

YaRRA LEISURE

Key Issue

Burnley Golf Course (BGC) is a significant community asset that is extremely well used by industry standards, attracting approximately 40,000 annual visits per annum, and has two growing golf clubs.

The need to develop options for BGC has been a high priority due to the ongoing risks associated with balls being hit outside the course boundary. The course is surrounded by major high traffic roads (Madden Grove and the Monash Freeway) and a railway line, and with new golf equipment technological advances resulting in players being able to hit the ball further and the old course design being of short length, the issue of errant golf balls entering roads is exacerbated.

The need to develop options to mitigate current risks has become a high priority, as a result of previous efforts being recognised as being only partially effective.

Background

1. The BGC is a significant and iconic community asset; BGC sits on Crown Land and is managed by and operated by City of Yarra, as the Committee of Management. The BGC is extremely well used by industry standards, attracting approximately 40,000 annual visits, a diverse range of users and a high level of customer satisfaction.
2. Visitation has increased steadily by 5% annually over the last five years. Social golf participation is on the rise in Victoria and Australia. Access to public golf courses is an important ingredient to supporting the rise in casual social golf participation and active communities.
3. As Committee of Management for this Crown Land, the City of Yarra is responsible for the maintenance, capital works and future planning for the facility; it is also responsible for service delivery and risk management on the site.
4. There are two thriving, vibrant and growing clubs that operate from the course. The Burnley Women's GC (competitive and social) and the Burnley GC (mixed), that have over 200 members between them ranging in ages from 35 to 95.
5. The need to develop options for BGC is a high priority due to the ongoing risks associated with balls being hit outside the course boundary onto major high traffic roads (Madden Grove and the Monash Freeway).
6. The City of Yarra has undertaken a range of measures to address these risks, including the installation of perimeter fencing in key locations, course redesign involving tee-relocations, installation of bunkers and various plantings, to influence golfers to hit away from the boundary, as well as player education on the risks and impacts of balls being hit outside the course. Whilst these have had some impact, they have not eliminated the risks, and balls continue to be hit outside the course boundary.
7. With significant investment likely to be required at BGC to address the risk issue, an opportunity presents to consider the long term usage of the site and its role and capacity in making a positive contribution to the City of Yarra's participation goals.

Attachment 1 - Burnley Golf Course - Discussion Paper 29 Jan 2020



Burnley Golf

YaRRA LEISURE

Options Overview

Recreation and Leisure Services staff have undertaken an initial analysis of the situation and identified options to address the current risks;

1. Do nothing and accept the current risk (not recommended);
2. Maintain the status quo in terms of course design and install large containment/perimeter fencing along the Monash Freeway and Madden Grove boundaries (est. cost $5-6M);
3. Undertake a redesign of the course, to provide a nine hole, Par 3 golf course layout with a diversified golf offering including mini golf, a short game facility and pavilion, along with a proposed native bush walk - a design which does not require extensive perimeter fencing (est. cost $5-7.5M subject to options); and
4. Consider other options based upon community input/feedback.

Context to consider

(a) The BGC is a large green space within the municipality and whilst it welcomes 40,000 visitations each year and steadily rising, possible risk of golf balls being hit into traffic as well as the demand for public open spaces, provide challenges for this site and service.

(b) The BGC is home to a large number of trees, some of which are significant from the perspective of canopy size, and as habitat for local wildlife.

(c) The Victorian Heritage Database notes that BGC contains several remnant River Red Gums, as well as some large Sugar Gums of significance. Consequently, any course redevelopments and/or site design will be informed and aligned with the heritage character of the area.

Attachment 1 - Burnley Golf Course - Discussion Paper 29 Jan 2020

Burnley Golf Course
Discussion Paper

Burnley Golf

YaRRA LEISURE

Option Details

1. Do Nothing

   This options is not considered reasonable based on the current known risks, and the risks to the community if balls continue to be hit beyond the course boundary. For that reason, officers do not recommend this option, and recommend action to remove or significantly reduce this risk.

2. Installation of containment/perimeter fencing

   Officers have undertaken scoping discussions with golfing containment fencing specialists, with initial advice provided that aims to fully address the risks of errant golf balls being hit outside the boundaries of BGC. A fencing solution would entail significant modifications and additions to both the length (approximately 475 metres of along the Monash Freeway boundary and 250 metres of along the Madden Grove Boundary) and height (to 35 metres along all points) of fencing, which has been estimated at a cost in the order of $5-6 million including provision for engineering and soil works, noting the figure is yet to be market tested. The installation of containment fencing to the required specifications would allow the current operations of the BGC to continue, aside from disruptions during construction of the fences.



Figure 1 - BGC Madden Grove Boundary Hole 1 (Red line indicates containment fencing approximately 250m in length)



Figure 2 - BGC Monash Freeway Boundary Holes 3, 6 and 7 (Red line indicates containment fencing approximately 475m in length)

Burnley Golf Course
Discussion Paper

Burnley Golf
YaRRA LEISURE

3. Course re-design and development

The draft concept developed by Recreation and Leisure Services aims to:

- Explore options to promote participation, meet the needs of the community, generate an all-inclusive customer experience and manage the issues relating to golf ball risk on the adjacent motorways, without the need to invest heavily in large perimeter/containment fencing;
- Provide an option for Council which retains and develops BGC as a golf course which meets current and future needs and broaden the user groups; and
- Inform Council's future investment and service strategy in providing golf experiences, services and participation journeys within the municipality.

This is in initial concept only at this stage that aims to provide a design that addresses the current risks, but could also attract more families, women, juniors and social golfers to play golf including fun, friendly/welcoming, accessible, flexible and social options to play and pathways for learning and development and remove the need to construct large perimeter/containment fencing. It also provides an opportunity to introduce less formal uses in this space, including via a possible native bush walk.

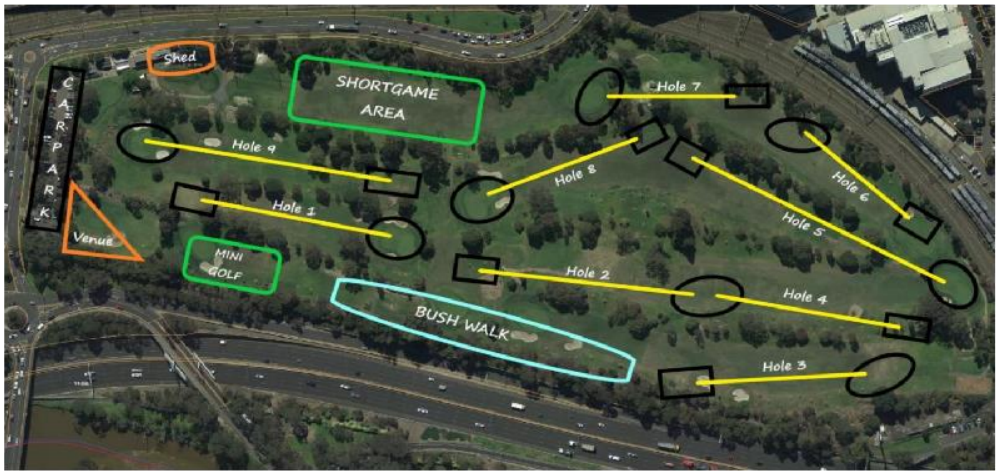


Figure 3 – Recreation and Leisure Services Draft Concept for BGC

The key features of the proposed design include;

- A nine hole, Par 3 golf course
- A mini golf course
- Unique premium short game facility
- An integrated native bush walk adjacent to the Yarra Bike track
- A multipurpose pavilion equipped with improved retail and hospitality capabilities.

The redevelopment concept has been drafted with consideration of the approximate costs to construct containment fencing around the course and whether an alternative concept might provide a way to address the risk and expand the appeal and target market of the BGC, without requiring high fencing treatments; thus presenting a significantly greater value and community benefit, for what may be only a slightly greater investment, pending the project's final scope.

Attachment 1 - Burnley Golf Course - Discussion Paper 29 Jan 2020



Design Functionality – Overview and Intent

The Recreation and Leisure Services concept plan is designed to offer:

- Golf course continuity (though acknowledging a service offering that somewhat differs from the existing offer) ;
- Annual increase in participation. Extensive industry research indicates that implementing the suite of proposed changes to the golf course layout (nine hole, Par 3) with diversified golf offering (mini golf and short game practice facility) will deliver a three to five times increase in visitation in the years post construction, broaden the demographic range of the people using the facilities and make a positive contribution to health and social well-being of participants;
- Additional golf specific facilities to introduce a broader user group to interact with BGC. It is estimated that in Victoria over 950,000 people interact with golf via alternate options such as mini golf and practise facilities, without playing a formal round. In addition, fun and the opportunity to socialise are also key motivators for people to engage in golf;
- Accessible and multi-functional entertainment and hospitality options;
- To build a full customer experience;
- Eliminate the requirement for containment fencing along the entire perimeter abutting roads; and
- Limited negative impact to heritage overlay of the BGC site.

Design Features

A nine hole, Par 3 golf course

The proposed design layout utilises the existing flow of holes in a more effective way so to mitigate the golf ball risk issue. Additionally, the proposed layout would not require the removal of existing trees and utilises the existing irrigation infrastructure.

Further, the Par 3 course design is expected to be of a high quality and construction and would provide BGC a unique proposition to the golf industry, Yarra community, Yarra Leisure members and the general public. Whilst it is acknowledged that a Par 3 golf course would provide an alternate experience to the current operation of BGC, Par 3 courses are an emerging trend within the industry and are designed to reduce the time it takes play the game, with one of the greatest barriers to people engaging with the golf being, 'not enough time' (Golf Australia Participation Report 2018).

It is noted that the proposed design would have implications for the way the course is currently used, and the golf offering (i.e. reducing the course from a nine hole, Par 4 course to a nine hole, Par 3 course changes the nature of the course). However, written advice from Golf Australia confirms that a nine hole, Par 3 course would be able to be officially rated for both genders and enable the course operators to offer handicap golf competitions as they currently do. Therefore, the introduction of a nine hole, Par 3 golf course would still enable Yarra Leisure to continue to host competitions and handicapping rounds for the two golf clubs (The Burnley Women's GC and the Burnley GC) and with the additional hospitality facilities possible in this concept, would be expected to provide further opportunity for our associated clubs and user groups to grow their membership and participation levels in turn with a more fulfilling user experience.

Attachment 1 - Burnley Golf Course - Discussion Paper 29 Jan 2020

Mini Golf

The inclusion of mini golf would achieve the intent to offer additional avenues for a broader audience to interact with the venue and with the sport of golf. There are numerous venues across Australia that have set a precedent by including mini golf in their offering, such as;

- The Range at Curlewis;
- Wembley Golf Complex;
- Golf Central BNE;
- Latrobe Driving Range; and
- Yarrambat Golf Course.

A mini golf course would provide a fun, entertaining and accessible service for Yarra residents and the wider community. Research undertaken into the above mentioned venues indicate a significant increase in visitations across all age ranges, abilities and gender following the installation of mini golf.

Premium Short Game Facility

The premium short game facility provided in the concept plan is designed to add value to the golf offering at BGC, presents the opportunity to increase the range of programmable activations and usage options inclusive of general practise, professional coaching and is a key pillar of the golfing participation journey following mini golf (i.e. mini golf, short game area and nine hole game of golf). The premium aspect is geared around designing a facility and practise area that is second to none and can be marketed as Melbourne's best short game practise area that is accessible to all.

Venue/Pavilion

The venue/pavilion allocated in the concept design has been relocated from its current position to offer improved vistas and integration with the mini golf, short game and native bushwalk facilities. The facility presents a huge range of opportunities for the City of Yarra to create an inclusive space that can not only service the patrons and clubs aligned with BGC, but reach further into the community through the construction of a community/event space and associated amenities that would further highlight the unique location and value of the asset to the Yarra community. (N.B. this is a separable element and not essential to any course redesign to reduce risk and broaden the likely audience for participation at this facility).

The proposed course redevelopment could potentially be staged – the first stage being the proposed course redesign (nine hole, Par 3), the diversified golf offering (mini golf and short game practice facility) and native bush walk that would potentially involve minimal golf course disruptions. The second stage being the development of the new venue/pavilion, which is separable and somewhat discretionary, and could be delivered as a final phase of the development to enable funding and delivery over several financial years.

It is envisaged that in addition to servicing the operational needs of BGC patrons, the pavilion could play host to numerous community events including community events/meetings, wedding and birthday and event celebrations, and (subject to Council approval) might lend itself to commercial activities such as major event receptions, corporate functions and conferences, hospitality, dining and café operations, virtual golf and associated operations.

Attachment 1 - Burnley Golf Course - Discussion Paper 29 Jan 2020



Potential venue/pavilion features might (subject to Council approval) include;

- Dual level building with a terrace/deck area overlooking the golf course to be utilised for functions/dining/events and meetings for up to 100+ patrons
- Commercial kitchen spaces to support events within the venue
- Multipurpose room on the lower level for usage by interested user groups (golf clubs) and for meetings/functions for up to 30 patrons
- Staff/administration offices Bar/café area on the lower level with shared indoor/outdoor seating overlooking the golf course, mini golf and native bush walk
- Retail space equipped with an indoor golf simulator to conduct golf lessons and club fitting
- Bike parking integrated with the Yarra bike track
- Integrated and landscaped path works and surrounds linking the mini golf to the clubhouse

4. Other options based upon community input/feedback

   The purpose of this Discussion paper is to provide some context for the current issues, seek feedback on the options identified to this point, and to invite community members and stakeholders to provide input to these, and potentially to identify other ways to address the risk issues at BGC.

   Any input or options put forward by community members through the consultation period will be considered and be reported back to Council in a subsequent Council report.

Conclusion

1. The BGC is a significant community asset within the City of Yarra.
2. The BGC currently enjoys over 40,000 visitations per annum and a high level of customer satisfaction.
3. The course for many years now has sought to manage the risk of wayward golf balls, including through course redesign and some fencing; this has not been entirely effective, and due to the ongoing risk, the most recent investigations have included installation of a very high perimeter fence, which has been costed at up to $5-6 million.
4. The internal concept plan provides a way to reduce risk and expand the appeal and target market of the BGC, presenting significantly greater value and community benefit for what may be only a slightly greater investment (pending final scope and timing).
5. There would be an impact on some existing users of the course in making a change to the course as proposed.
6. Research indicates the realisation of the concept plan could deliver a three to five times increase in visitation post construction, and introduce a range of new users to BCG and to the sport of golf.
7. There may be other options not yet considered by officers. The community consultation proposed is one way to help stakeholders and the community understand the issues, and to invite input on the proposed options and possible solutions, which can be reported back to Council to assist in a decision on the next steps.

11.2 Appointment of Chair for Audit Committee

Trim Record Number: D20/947
Responsible Officer: Director Corporate, Business and Finance

Purpose

1. To seek Council approval for the appointment of the Audit Committee (the **Committee**) Chair for 2020 as recommended by the Audit Committee.

Background

2. The Charter of the Audit Committee states that "*The Chairperson of the Committee will be an independent member and will be appointed by the Audit Committee annually. The nomination for the position of Chairperson will be submitted to Council for approval.*"
3. The three current external Independent Members are:
   (a) David Ashmore – appointed 2015;
   (b) Helen Lanyon – appointed 2017; and
   (c) Vince Philpott – appointed 2015.
4. At its meeting on 17 December 2019, The Audit Committee appointed Helen Lanyon as its nominee for the position of Chair throughout 2020. Ms Lanyon has held the position of Chair since December 2018.

External Consultation

5. No external consultation has been conducted**.**

Internal Consultation (One Yarra)

6. Members discussed the Chairperson role for 2019/2020 at the 17 December 2019 Audit Committee meeting.

Financial Implications

7. There are no financial implications.

Economic Implications

8. There are no economic implications.

Sustainability Implications

9. There are no sustainability implications.

Social Implications

10. There are no social implications.

Human Rights Implications

11. There are no human rights implications.

Communications with CALD Communities Implications

12. There are no CALD communities' implications.

Council Plan, Strategy and Policy Implications

13. There are no Council plan, strategy and policy implications.

Legal Implications

14. The Audit Committee is an advisory committee to Council and the Committee Charter, as adopted by Council, requires Council to approve the appointment of the Audit Committee Chairperson annually.

Other Issues

15. There are no other issues.

Options

16. There are no other options.

Conclusion

17. At its meeting on 17 December 2019, The Audit Committee appointed Helen Lanyon as its nominee for the position of Chair throughout 2020.

RECOMMENDATION

1. That Council approve the Audit Committee's appointment of Helen Lanyon as Chair of the Audit Committee for 2020.

CONTACT OFFICER: **Rhys Thomas**
TITLE: **Senior Governance Advisor**
TEL: **9205 5302**

Attachments

There are no attachments for this report.

11.3 Proposed Discontinuance of Road abutting 25 Balmain Street, Cremorne

Reference: D19/241250
Authoriser: Director Corporate, Business and Finance

Purpose

1. For Council to consider whether the road shown as Lot 1 on the title plan attached as Attachment 1 (**Title Plan**) to this report, being the whole of the land contained in certificate of title volume 2422 folio 238 (**Road**), should be discontinued pursuant to the *Local Government Act 1989* (**Act**) and sold to the owner of 25 Balmain Street and 128 Cubitt Street, Cremorne (the **Proposal**).

Background

2. The Road is shown as lot 1 on the Title Plan and shown as the area outlined red on the plan attached as Attachment 2 to this report (**Site Plan**). A copy of the title search of the Road is attached as Attachment 3 to this report.
3. Tank Ventures Pty Ltd (**Owner**) is the registered proprietor of all of the properties which abut the Road, being:
   (a) 25 Balmain Street, Cremorne (**25 Balmain**), shown outlined blue on the Site Plan, being the land contained in certificate of title volume 10536 folio 225; and
   (b) 128 Cubitt Street, Cremorne (**128 Cubitt**), shown outlined green on the Site Plan, being the land contained in certificate of title volume 8727 folio 553.
4. Together, the (**Adjoining Properties**).
5. The Road abuts the Adjoining Properties.
6. The Owner has requested that Council discontinue the Road and sell the Road to the Owner (**Proposal**).
7. The Owner has agreed to pay Council's costs and disbursements associated with the proposed discontinuance of the Road, together with the market value (plus GST) for the transfer of the discontinued Road to the Owner, as determined by the Act.
8. The Road:
   (a) is registered in the name of James Palmer Savage as a legal personal representative of Annie Martha Dowding (deceased);
   (b) is shown as a "road' on the registered plan of the Road, being title plan no. TP938653J, a copy of which is attached to Attachment 3 to this report;
   (c) is constructed of gravel and is enclosed with the vacant lot located at 25 Balmain;
   (d) was encroached upon at its eastern boundary by the brick wall at the western boundary of 128 Cubitt; and
   (e) the Building at 128 Cubitt has been demolished, therefore the road is now located in the middle of a vacant land parcel owned by the Owner.
9. 128 Cubitt has legal abuttal to the Road. 25 Balmain does not have legal abuttal on title to the Road.
10. The Road is a 'road' for the purposes of the Act and Council has statutory power to consider discontinuing the Road. If the Road is discontinued it will vest in Council.
11. At its meeting on 27 August 2019, Council resolved to commence the statutory procedures and give notice pursuant to Section 207A and 223 of the Act of its intention to discontinue and sell the Road to the Applicant.

Public Notice

12. The required public notice was placed in The Age, The Domain Review Melbourne Times, Council's Facebook page and Council's website.

13. A copy of the Public Notice (large yellow sign) was attached to the fence of the Adjoining Property.

14. No submissions were received by Council in response to the Public Notice.

Road Status

15. It is established that the Road is a road which council has the power to consider discontinuing pursuant to the Act. If the Road is discontinued, the Road will vest in council. The Adjoining Properties have legal abuttal to the Road, however all of the Adjoining Properties are owned by the Applicant.

Statutory/Public Authorities

16. The following Statutory/Public Authorities have been advised of the Proposal and have been asked to respond to the question of whether they have any existing assets in the Road that should be saved under section 207C of the Act. City West Water, Melbourne Water, CitiPower, United Energy, Multinet Gas, Telstra, Optus, APA Gas, Ausnet and Yarra City Council.

17. City West Water, Melbourne Water, CitiPower, United Energy, Multinet Gas, Optus, APA Gas and Ausnet Services have advised that they have no assets in or above the Road and no objection to the Proposal.

18. Telstra advised that they have assets within the area of the Road but have no objection to the Proposal, provided that a detailed site plan is obtained from Dial-Before-You-Dig to determine the exact location of any Telstra assets.

19. A copy of the site plan obtained from Dial-Before-You-Dig showed no Telstra assets contained in the Road.

20. Yarra Council advised that easements may be required in respect of the downpipes discharging stormwater runoff into the Road and an underground drainage pipe discharging stormwater from the Road into Balmain Street, to:

    (a) maintain the function of any existing property drains discharging into the Road;

    (b) to facilitate future development of abutting properties; and

    (c) maintain the function of existing underground third party utility services (if present).

21. Subsequent to above advice Yarra Council confirmed that 'as the Road is proposed to be fully encompassed by a development and therefore re-purposed", it no longer requires an easement over the Road.

External Consultation

22. Public notice of the proposal was given according to Council's resolution of 27 August 2019.

Internal Consultation (One Yarra)

23. No internal consultation is required for this report.

Financial Implications

24. The Owner/Applicant has agreed to acquire the Road, for its market value (plus GST) as determined by the Act.

25. In addition to the market value (plus GST), the Owner/Applicant has agreed to pay Council's costs and disbursements associated with the proposal.

Economic Implications

26. There are no economic implications arising from this report.

Sustainability Implications

27. There are no sustainability implications arising from this report.

Social Implications

28. There are no social implications arising from this report

Human Rights Implications

29. There are no human rights implications arising from this report.

Communications with CALD Communities Implications

30. All notices and correspondence issued in respect of this proposal will contain a reference to National Relay Service.

Council Plan, Strategy and Policy Implications

31. There are no Council Plan, Strategy or policy implications.

Legal Implications

32. There are no legal implications for this report.

Other Issues

33. There are no other issues.

Options

34. There are no options associated with this report.

Proposal

35. Council must now determine whether the Road is reasonably required for public use in order to decide whether the Road should be discontinued and sold pursuant to clause 3 of schedule 10 of the Act.

36. If the Road is discontinued and sold to the Owner, Council will require the Owner to consolidate the title to the former Road with the title to the Owner's adjoining property within 6 months of the date of the transfer of the Road to the Owner, at the Owner's expense.

RECOMMENDATION

1. That Council, acting under clause 3 of Schedule 10 of the *Local Government Act 1989* (**Act**):

   (a) resolves, having followed all the required statutory procedures pursuant to sections 207A and 223 of the Act pursuant to its power under clause 3 schedule 10 of the Act, and being of the opinion that the road abutting 25 Balmain Street, Cremorne (shown marked lot 1 on the title plan attached as Attachment 1 to this report (**Road**)), is not reasonably required for public use, to discontinue the Road;

   (b) directs that a notice pursuant to the provisions of clause 3(a) of Schedule 10 of the Act is to be published in the *Victoria Government Gazette*;

   (c) directs that, once discontinued, the Road be transferred to the adjoining owner of 25 Balmain Street, Cremorne (**Owner**) for no less than the market value (plus GST) as determined by the Act;

   (d) directs that the CEO sign any transfer or transfers of the Road and any other documents required to be signed in connection with the discontinuance of the Road and its subsequent transfer to the Owner;

   (e) any easements, rights or interests required to be created or saved over the Road by any authority be done so and not be affected by the discontinuance and sale of the Road; and

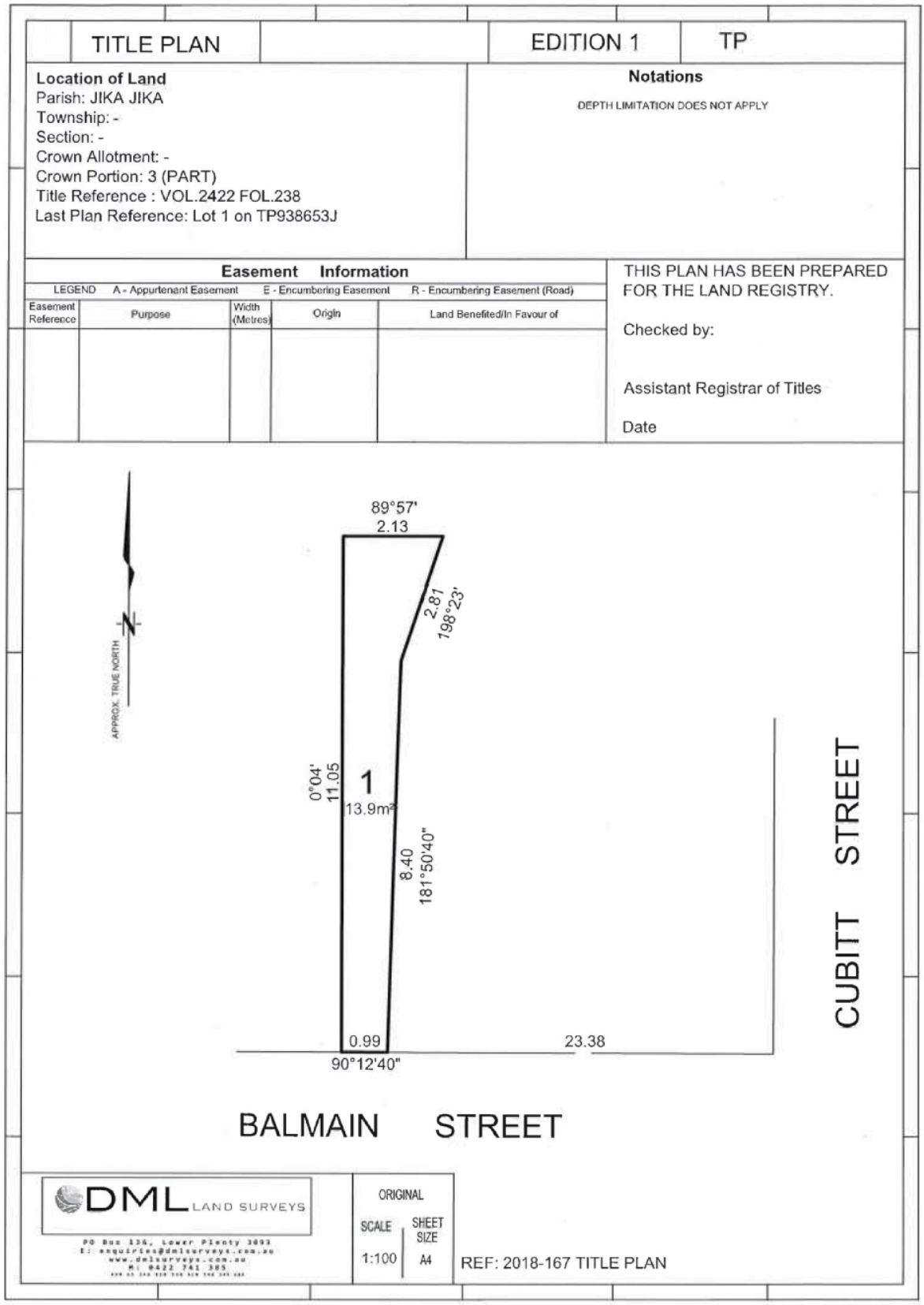
   (f) directs that the Owner be required to consolidate the title to the Road with the title to the property known as 25 Balmain Street, Cremorne, by no later than 6 months after the date of transfer of the discontinued Road.

CONTACT OFFICER: **Bill Graham**
TITLE: **Coordinator Valuations**
TEL: **9205 5270**

Attachments

1⇩ Title Plan
2⇩ Site Plan
3⇩ Title Copy

Attachment 1 - Title Plan



Attachment 2 - Site Plan



Attachment 3 - Title Copy

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TITLE PLAN	EDITION 1	TP 938653J

LOCATION OF LAND

Parish: JIKA JIKA
Township: -
Section: -
Crown Allotment: -
Crown Portion: 3 (PT)

Last Plan Reference:-
Derived From: VOL. 2422 FOL. 238

Depth Limitation: NIL

Notations

ANY REFERENCE TO MAP IN THE TEXT MEANS THE DIAGRAM SHOWN ON THIS TITLE PLAN

Description of Land/Easement Information

THIS PLAN HAS BEEN PREPARED BY LAND REGISTRY, LAND VICTORIA FOR TITLE DIAGRAM PURPOSES

COMPILED: Date: 14/03/2009

VERIFIED: A. DALLAS
Assistant Registar of Titles

ENCUMBRANCES

THE CARRIAGEWAY EASEMENTS
CREATED IN TRANSFER No.'s 498500 & 507097

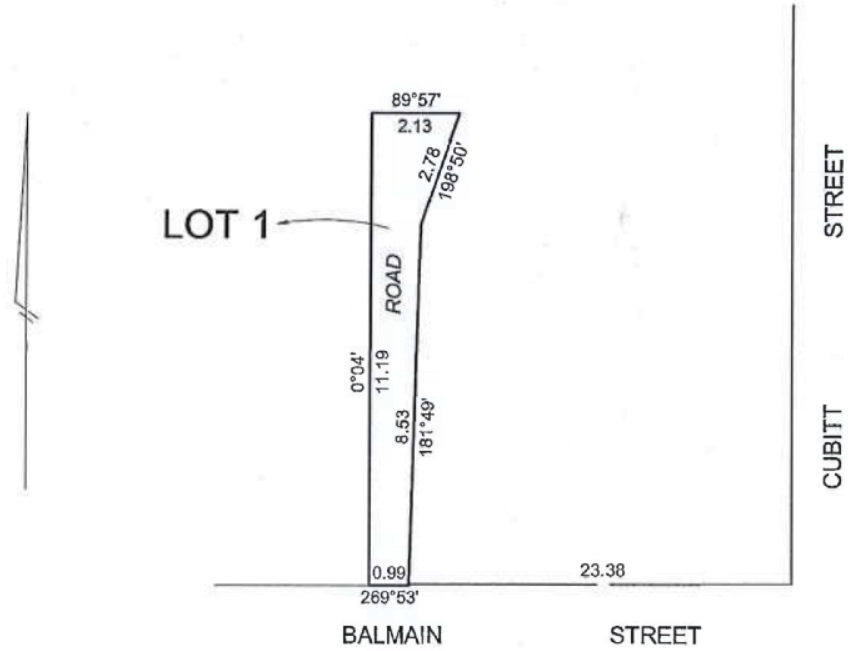


TABLE OF PARCEL IDENTIFIERS
WARNING: Where multiple parcels are referred to or shown on this Title Plan this does not imply separately disposable parcels under Section 8A of the Sale of Land Act 1962
LOT 1 = CROWN PORTION 3 (PT)

LENGTHS ARE IN METRES	Metres = 0.3048 x Feet Metres = 0.201168 x Links		Sheet 1 of 1 Sheets

Attachment 3 - Title Copy

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REGISTER SEARCH STATEMENT (Title Search) Transfer of Land Act 1958

VOLUME 02422 FOLIO 238 Security no : 1240708215430
Produced 14/03/2018 04:30 pm

LAND DESCRIPTION

Lot 1 on Title Plan 938653J (formerly known as part of Portion 3 Parish of Jika Jika).
Created by Application No. 028469 20/05/1892

REGISTERED PROPRIETOR

Estate Fee Simple
Sole Proprietor
JAMES PALMER SAVAGE of 120 WILLIAM STREET MELBOURNE Legal Personal Representative(s) of ANNIE MARTHA DOWDING deceased
Y007296P 10/06/1903

ENCUMBRANCES, CAVEATS AND NOTICES

Any encumbrances created by Section 98 Transfer of Land Act 1958 or Section 24 Subdivision Act 1988 and any other encumbrances shown or entered on the plan set out under DIAGRAM LOCATION below.

DIAGRAM LOCATION

SEE TP938653J FOR FURTHER DETAILS AND BOUNDARIES

ACTIVITY IN THE LAST 125 DAYS

NIL

DOCUMENT END

The information supplied has been obtained by GlobalX who is licensed by the State to provide this information via LANDATA® System

11.4 Proposed Discontinuance of Road abutting 75-119 Cubitt Street, Cremorne

Reference: D19/242031
Authoriser: Director Corporate, Business and Finance

Purpose

1. For Council after considering submissions, to determine whether the road shown as lot 1 on the title plan attached as Attachment 1 (**Title Plan**) to this report, being part of the land contained in Conveyance Book 3 No. 358 (**Road**) should be discontinued pursuant to the *Local Government Act 1989* (**Act**) and sold to the owners of 75-119 Cubitt Street, Cremorne.

Background

2. The Road is shown as the area outlined red on the plan attached as Attachment 2 to this report (**Site Plan**). A copy pf the title search of the Road is attached as Attachment 3 to this report.
3. Cremorne Co Pty Ltd (Owner) is the registered proprietor of the properties which abut the Road, known as 75-119 Cubitt Street, Cremorne, shown delineated blue on the Site Plan, and being the land contained in certificates of title, Volumes (**v**) 8598 Folio (**f**) 294; v6281 f162; v5009 f633; v11475 f493; v9358 f742; v1615 f959; v6372 f209; and v11256 f574.
4. Together, the (**Owner's Properties**).
5. The Owner has requested that Council discontinue the Road and sell the Road to Owner (**Proposal**).
6. The Owner has agreed to pay Council's costs and disbursements associated with the proposed discontinuance of the Road, together with the market value (plus GST) for the transfer of the discontinued Road to the Owner.
7. The Road is:
   (a) registered in the name of William Ryan;
   (b) known to title as a "right of way"; and
   (c) constructed of bitumen and exclusively used as part of a private Car Park located at 75-119 Cubitt Street, Cremorne.
8. The Road is a 'road' for the purposes of the Act and Council has statutory power to consider discontinuing the Road. If the Road is discontinued, the Road will vest in Council.

Public Notice

9. The required public notice was placed in The Age, Domain Review Melbourne Times, Council's Facebook page and Council's website.
10. A copy of the Public Notice (large yellow sign) was attached to the fence of the Adjoining Property.
11. The Property 33-41 Balmain Street, Cremorne, located opposite the proposed Road to be discontinued was provided a copy (by letter) of the public notice.
12. Following the publication of the public notice, one formal submission was received by Council.

Submission to Proposal

13. The Submission received was from a Dover Street, Cremorne Resident.
14. The key themes of the submission may be summarised as follows:
   (a) the road is required for public use due to the lack of public walkways and narrow footpaths in Cremorne;

(b) the public accesses the Road as a pedestrian walkway; and

(c) the Road should be utilised for green space, walking thoroughfare or communal space.

Officer comments in response to the submission.

15. The following officer comments are offered in respect of the submission made in objection to the Proposal.

(a) the Road is exclusively used and contained within a large car park located at the Owner's Properties, (the former Richmond TAFE site);

(b) the proposal does not affect pedestrian access to the thoroughfare between Cubitt Street and Gwynne Street, Cremorne; and

(c) the Road is not appropriate for an alternative use as a green space or communal space as it is not of a sufficient size or configuration for this purpose.

16. A copy of the submission is attached to this report as Attachment 4.

Adjoining Owner

17. The Owner was required to seek consent to the Proposal from the Adjoining Owners at 33-41 Balmain Street, Cremorne (**33-41 Balmain Street**), being the land contained in certificate of title volume 9022 folio 073, and shown delineated green on the Site Plan.

18. The Adjoining Owner confirmed in writing that it does not object to the Proposal.

19. A copy of the correspondence from the Adjoining Owner is attached as Attachment 5.

Statutory/Public Authorities

20. The following statutory/public authorities have been advised of the proposal and have been asked to respond to the question of whether they have any existing assets in the Road that should be saved under section 207C of the Act: City West Water, Melbourne Water, CitiPower, United Energy, Multinet Gas, Telstra, Optus, APA Gas, Ausnet Services and Yarra City Council.

21. Yarra Council, Ausnet Services, Melbourne Water, CitiPower, United Energy, Multinet Gas, Optus and APA Gas have advised that they have no assets in or above the Road and no objection to the Proposal.

22. Telstra advised that it has no assets located within or above the Road, and no objection to the Proposal, provided that the Owner:

(a) calls "Dial before You Dig" prior to any construction activities in the vicinity of Telstra' communication plant; and

(b) upon receipt of plans, obtains a Telstra accredited Asset Plant Locator to confirm the location of the plant.

23. City West Water advised that it has sewer assets in the Road, therefore has requested the following:

(a) a 2 metre wide sewerage easement is created over the road in favour of City West Water;

(b) any proposed fence must be located a minimum distance of 800mm clear of the centreline of the existing sewer mains;

(c) any proposed fences must be located a minimum of 1 metre from sewer manholes and/or inspection shafts; and

(d) any proposal to build over City West water assets requires City West Water's prior written consent.

External Consultation

24. Public notice of the proposal was given in accordance with Council's resolution of 27 August 2019.

Internal Consultation (One Yarra)

25. No internal consultation is required for this report.

Financial Implications

26. The Owner/Applicant has agreed to acquire the Road, for its market value (plus GST) as determined by the Act.

27. In addition to the market value (plus GST) the Owner/Applicant has agreed to pay Council's costs and disbursements associated with the proposal.

Economic Implications

28. There are no economic implications arising from this report.

Sustainability Implications

29. There are no sustainability implications arising from this report.

Social Implications

30. There are no social implications arising from this report.

Human Rights Implications

31. There are no human rights implications arising from this report.

Communications with CALD Communities Implications

32. All notices and correspondence issued in respect of this proposal will contain a reference to National Relay Service.

Council Plan, Strategy and Policy Implications

33. There are no Council Plan, Strategy or Policy implications.

Legal Implications

34. There are no legal implications for this report.

Other Issues

35. There are no other issues

Options

36. There are no options associated with this report

Proposal

37. Council must consider submissions lodged in respect of the proposal.

38. After considering submissions Council must determine whether the Road is reasonably required for public use, in order to decide whether the Road should be discontinued and sold pursuant to clause 3 of schedule 10 of the Act.

RECOMMENDATION

1. That Council having considered all submissions received in response to the public notice regarding Council's proposal to discontinue the road shown as lot 1 on the title plan attached as Attachment 1 to this report (**Road**), being part of the land contained in Conveyance Book 3 No. 358:

   (a) Resolves, having followed all the required statutory procedures pursuant to sections 207A and 223 of the Act pursuant to its power under clause 3 of schedule 10 of the Act, and being of the opinion that the road abutting 75-119 Cubitt Street, Cremorne (shown marked lot 1 on the title plan attached as Attachment 1 to this report is not reasonably required for public use, to discontinue the Road;

   (b) Directs that a notice pursuant to the provisions of clause 3(a) of Schedule 10 of the Act is to be published in the *Victoria Government Gazette*;

   (c) Directs that, once discontinued, the Road be transferred to the adjoining owner of 75-119 Cubitt Street, Cremorne for no less than the market value (plus GST) as determined by the Act;

   (d) Directs that the CEO sign any transfer or transfers of the Road and any other documents required to be signed in connection with the discontinuance of the Road and its subsequent transfer to the Owner;

   (e) Any easements, rights or interests required to be created or saved over the Road by any Authority be done so and not be affected by the discontinuance and sale of the Road;

   (f) Directs that the Owner be required to consolidate the title to the Road with the title/titles to the property known as 75-119 Cubitt Street, Cremorne, by no later than 6 months after the date of transfer of the discontinued Road; and

   (g) Informs the submitter of Council's decision on the matter.

CONTACT OFFICER: **Bill Graham**
TITLE: **Coordinator Valuations**
TEL: **9205 5270**

Attachments
1⇩ Title Plan
2⇩ Site Plan
3⇩ Road Title
4⇩ Submission
5⇩ Adjoining Owner Response

Attachment 1 - Title Plan

TITLE PLAN		EDITION 1	TP

Location of Land
Parish: JIKA JIKA AT RICHMOND
Section:
Crown Allotment:
Crown Portion: 3 (PART) & 4 (PART)
Last Plan Reference:
Part of Road shown in Memorial Book 3 No.358

Notations
DEPTH LIMITATION DOES NOT APPLY

Easement Information

LEGEND A - Appurtenant Easement E - Encumbering Easement R - Encumbering Easement (Road)

Easement Reference	Purpose	Width (Metres)	Origin	Land Benefited/In Favour of
E-1	AS PROVIDED FOR IN Sec.207C LGA 1989	SEE PLAN	Sec.207C LGA 1989	CITY WEST WATER CORP.

THIS PLAN HAS BEEN PREPARED FOR THE LAND REGISTRY.

Checked by:

Assistant Registrar of Titles

Date



REF: 2019-14 Road Closure

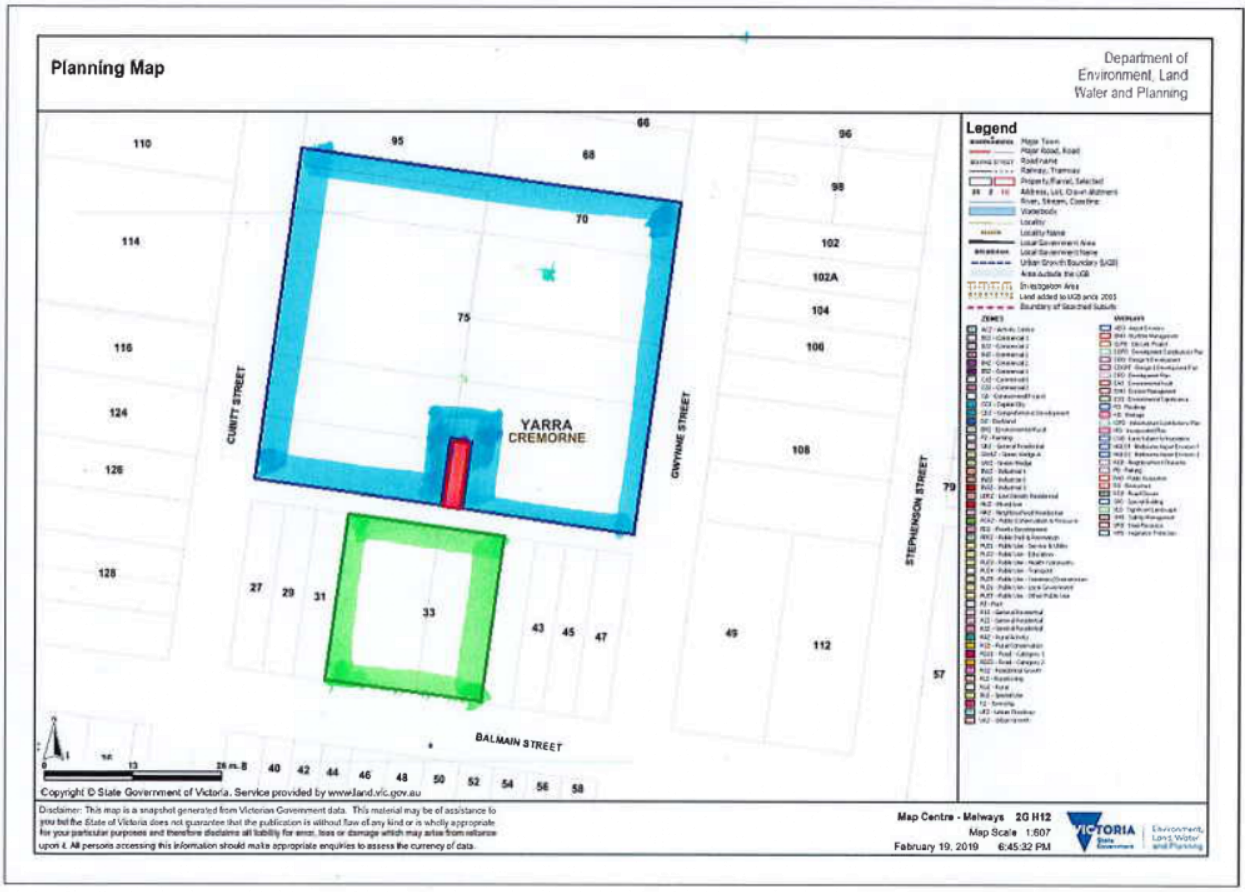
ORIGINAL

SCALE	SHEET SIZE
1:100	A4

DML LAND SURVEYS

PO Box 136, Lower Plenty 3093
E: enquiries@dmlsurveys.com.au
www.dmlsurveys.com.au
M: 0422 741 385

Attachment 2 - Site Plan



Attachment 3 - Road Title

RE:-

PROPERTY:- Part Crown Portions. 3 & 4, Parish of Jika Jika.

YOUR REF:- M. Young / 7618355

A search for the **Last Registered Owner** resulted with copies of the following:-

1.	L.A.S.S.I.		For current map base.
2.	TITLES OFFICE CHART Jika Jika 9		
3.	CONVEYANCE Bk: 3 No: 358	to	W. RYAN. **(Last Registered Owner).**
4.	PLAN IN APPN: 18664		Showing the Land remaining in the above Conveyance.
5.	26F:- NIL		see attached sheet.

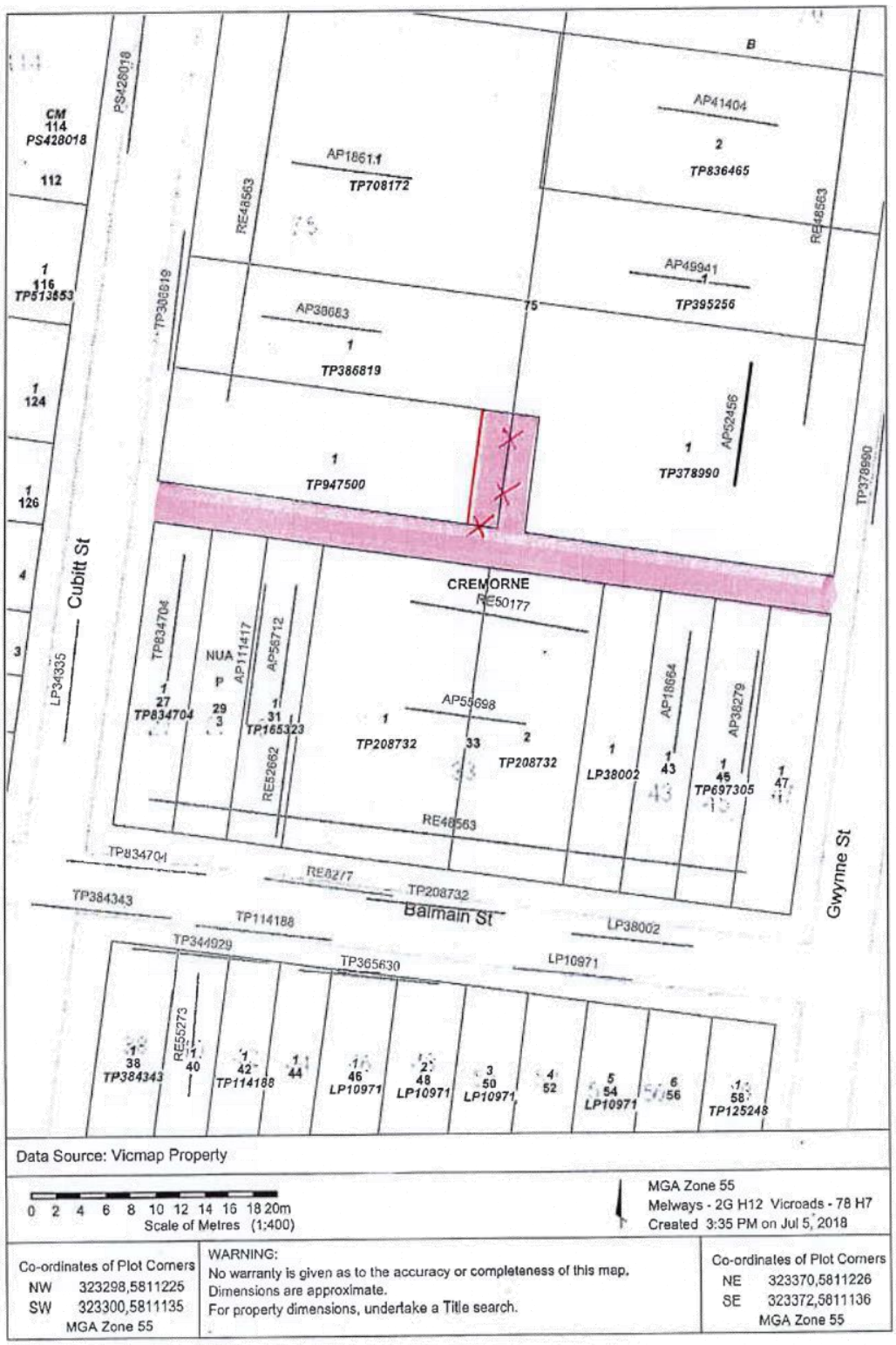
28.6.2018.

Graeme W. Keeshan.
GLOBALX
GPO BOX 1772
Melb 3001
(DX 285)
Ph. 9679 5800.

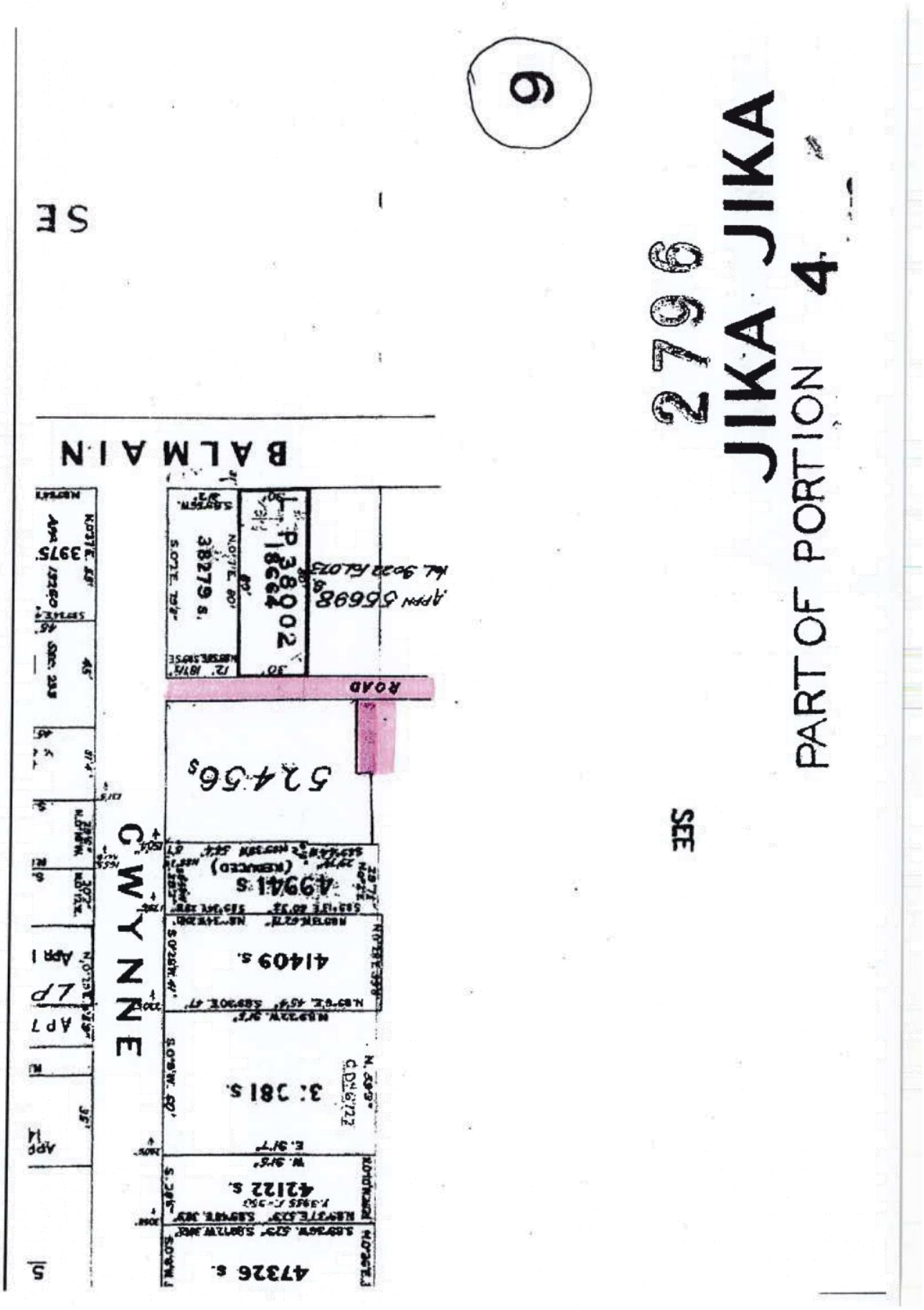
DISCLAIMER:- A search for the last registered owner may not disclose all easements, subsisting interests affecting the above property or guarantee the consistency of the Chain of Title.

Due to changes in procedures at the Lands Titles Office, this search is as accurate as the information contained herein at the date of this search.

Attachment 3 - Road Title



Attachment 3 - Road Title



Attachment 3 - Road Title

CONVEYANCE

BOOK 3 No. 358

DATE 31 / 10 / 1853.

REG 3 / 11 / 1853.

CONSIDERATION £750/-

RECITALS Nil.

PARTIES

Henry GINN

to

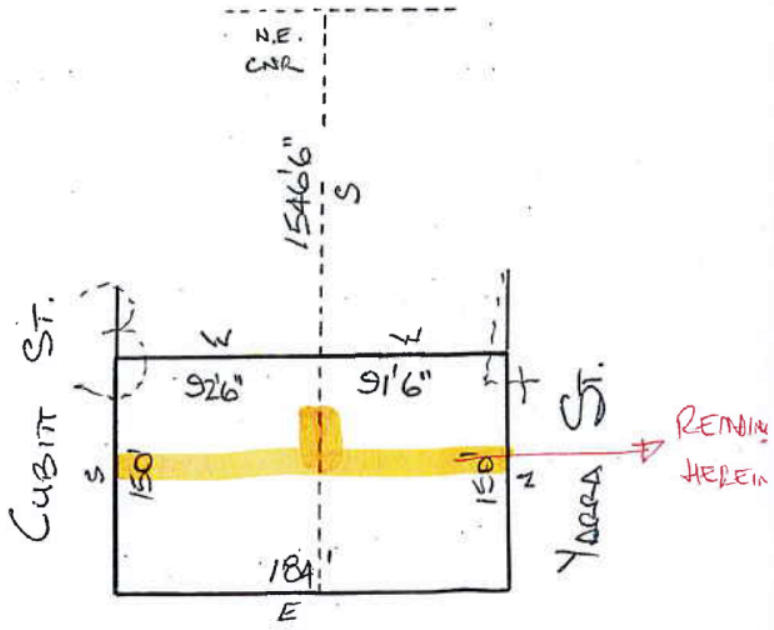
William RYAN.

I/A.

LAND PART CROWN PORTIONS. 3 & 4, PARISH OF JIKA JIKA at Richmond.

GK

FEET & INCHES.



BALMAIN ST.

THE CHAIN OF TITLE UP TO ~~BUT NOT~~ AND INCLUDING BOOK . . 3 . . . . NO . 358 . . HAS BEEN ACCEPTED BY THE REGISTRAR OF TITLES IN A PRIOR APPLICATION / CONVERSION . 18664 . . AND NEED NOT BE PRODUCED WHEN BRINGING LAND UNDER THE TRANSFER OF LAND ACT.

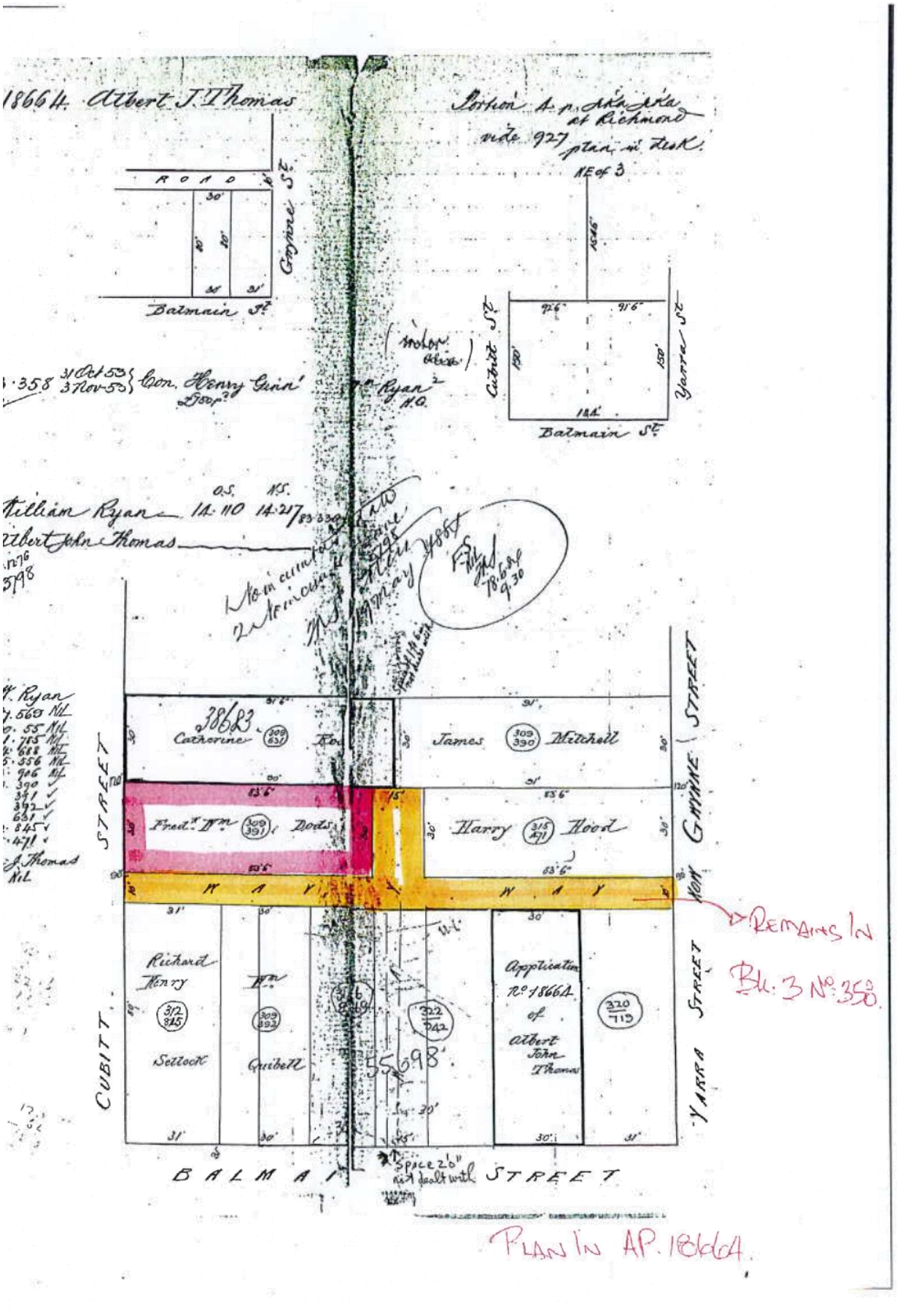
~~FOR REGISTRAR~~ OF TITLES

NOTE:- NO FURTHER REGISTERED DEALINGS WITH LAND COLOURED ORANGE

8

GK

Attachment 3 - Road Title



Attachment 3 - Road Title

DUNEED		C/A A (Pt) POR 5	AP126614J	104423	AH281278X	I/PS644554M	8/6/2010
ELPHINSTONE		CA 11A SEC 3	AP123501P	93211	PS522874Y	TP845311G	26/ 8/2004
GHERINGHAP		CA'S 3 & 4 SEC 14	AP120136C	108560 &116294	V886761W	TP13776A	10/ 2/1999
HARCOURT		(PART)CA 2 SEC 5	AP123982T	93227	AD657946X	TP858569R	02/06/2005
HARCOURT		1 (WH) & 2 (PT) SEC 4	AP128068Y	93252/3	AJ824135G	TP950358R/9P	30/7/2012
HARCOURT		CA 1 (Pt) SEC 6	AP125348J	C.G.30094(1854)	PS608456R	TP915757A	28/9/2007
HARCOURT		CA 27 SEC 4	AP128073G	93263	AJ825929L	TP950363Y	30/7/2012
JIKA JIKA		PORT 49 (PT)	AP131456V	BK B NO 280	AL411777Y	TP955996E	09/10/2014
JIKA JIKA		PORT 52 (PART)	AP127218M	111667	AJ64154M	TP948278C	12/7/2011
JIKA JIKA CITY OF NORTHCOTE		C/A 12(PT) SEC 9	AP138035J	112184	AN694016A	TP962456Y	30/3/2017
JIKA JIKA AT NTH MELB		C/ALLOTS 12,13,14 (PTS)	AP141375P	C/G 3205,6,7 OF 1852	PS818927F	TP965686P	21/06/2018
T/P KALKALLO		C/A's 4 & 5 SEC 2	AP126717X	CGs5521/2 1853		TP946393N	13/8/2010
T/P KALKALLO		C/A'S 2,3,4,5,6,7,8,10 (ALL PART) SEC 6	AP126722F	VARIOUS STARTS FROM AP46336		TP946401S	13/8/2010
T/P KALKALLO		C/A 9 SEC 25	AP126721H	115430		TP946397E	13/8/2010
KORKUPERRIMUL		PORT 11 (PART)	AP125581C	81743	AF722885N	TP924161K	18/3/2008
LANGI-GHIRAN		C/A 2 (PT) SEC 32	AP132892T	97263	AL959658A	TP957658Q	16/06/2015
LARA		PORT 16	AP122312X	-	AB734381L	TP820035U	3/12/2002
LAURISTON		CA 303	AP121724D AP121725B	80888 80888	AB8511B AB8526M	TP800321G	8/ 1/2002 8/1/2002
MALDON		CA 19 SEC B	AP124439L	91307	AE66829N & AP260857R	TP873975T	16/12/2005
MELBOURNE NORTH CITY OF MELBOURNE		CA 1(PT) & CA 20(PT) SEC 43	AP134983E	-	PS 746078A	TP959898H	02/05/2016
MARIBRYNONG		POR B SEC 2 (PT)	AP119117P	CG 26798	AH462111E	TP945836K	9/6/2010
MELBOURNE SOUTH CITY OF PORT MELBOURNE		C/A 1 (PART) SEC 5	AP128053N	TOWN LOT 2141 (1851)	AJ807003W AJ906120Q	TP950332L	20/7/2012
CITY OF SOUTH MELBOURNE (MELBOURNE SOUTH)	AP141385L	C/A 1(Pt) & 2(Pt) SEC 23	AP128831P	114713	AK259717X	TP951705R	27/3/2013
MERIDITH		POR 86	AP126694H	81548	AH408067L	TP946354Y	5/8/2010
MERRIMU T'SHIP OF BACCHUS MARSH	AM50480A (X106C)	POR 11 SEC 15 (Pt)	AP126842U	Bk T No 517	AH599268D **REMOVED**	TP946821T	8/11/2010
MICKLEHAM		POR 11B (Pt)	AP127891A	CG 25247/1852		TP950083F	6/6/2012
MONEA SOUTH		C/A 21 (FORMERLY C/A 21 SEC 2)	AP128067B	106467	AJ819028M	TP950352E	26/7/2012

26FTABLE CURRENT 27/06/18

Attachment 4 - Submission

Graham, Bill

From: [redacted]
Sent: Wednesday, 9 October 2019 9:36 PM
To: Graham, Bill
Subject: Objection to road closure 75-119 Cubitt st

Hi Bill,
>
> I'm writing to object to the closure of the road adjacent to 75-119 Cubitt St Cremorne.
>
> Cremorne is already lacking public walking spaces due to narrow footpaths. It is also suffering from road congestion due to the rapid development of high rise office and apartment towers.
>
> At lunchtime and mornings there are people walking on roads due to lack of public space and cars swerving to miss them, as well as both parties being highly frustrated by the lack of planning to have the capacity for basic amenities for such development in the area.
>
> This road space we use to avoid over crowded walk ways and when roads are congested.
>
> If anything the land should be turned into much needed green space and be dedicated to walking thoroughfare and communal space lacking within the suburb.
>
> Regards
> [redacted]
> Resident [redacted], Cremorne
>
>
> [redacted]

Attachment 5 - Adjoining Owner Response

G & H Lazzarotto Pty Ltd

12 November, 2018

Dear Sir/Madam,

I confirm that G & H Lazzarotto Pty Ltd are the owners of the land identified by the green outline in the attached drawing and known as 33-41 Balmain Street, Cremorne.

I further confirm that we have no objection to the owner of the adjoining land coloured blue making application to City of Yarra for the purchase of the land identified by the red outline in the same attached drawing.

Regards,



Gino Lazzarotto

Director

G & H Lazzarotto Pty Ltd

765 Heidelberg Road

ALPHINGTON VIC 3068

Attachment 5 - Adjoining Owner Response



11.5 Proposed Discontinuance of Road between 2 and 6 Fitzgibbon Street, Cremorne.

Reference: D20/173
Authoriser: Director Corporate, Business and Finance

Purpose

1. For Council to consider whether the road shown as lot 1 on the title plan attached as Attachment 1 to this report (**Title Plan**), being part of the land contained in memorial Book 60 No. 468 (**Road**), should be discontinued pursuant to the *Local Government Act 1989* (**Act**) and sold to the owner of 36-40 Cubitt Street, Cremorne.

Background

2. The Road is shown as the area highlighted red on the plan attached as Attachment 2 to this report (**Site Plan**). A copy of the title search of the Road is attached as Attachment 3 to this report.
3. The Big Group Pty Ltd (Owner) is the owner of the properties adjoining the Road shown outlined green on site plan, being:
   (a) 36 Cubitt Street, Cremorne being the land contained in certificate of title volume 3496 folio 440; and
   (b) 38-40 Cubitt Street, Cremorne, being the land contained in certificate of title volume 8619 folio 651.
4. Together the (**Owner's Properties**).
5. The Road also abuts the following properties:
   (a) 2 Fitzgibbon Street, Cremorne (**2 Fitzgibbon**), being the land contained in certificate of title volume 1964 folio 727 and shown outlined blue on the Site Plan, which is registered in the name of Premium Custody Services Pty Ltd; and
   (b) 6 Fitzgibbon Street, Cremorne (**6 Fitzgibbon**), being the land contained in certificate of title volume 4020 folio 984 and shown outlined purple on the Site Plan, which is registered in the name of Chyka A. Keebaugh.
6. Together the (**Related Owner's Properties**).
7. 55 Dover Street, Cremorne (**55 Dover**), being the land contained in certificate of title volume 6368 folio 473 and shown outlined pink on the Site Plan, which is registered in the name of East Theatrical Pty Ltd.
8. The Owner has requested that Council discontinue and sell the Road to the Owner (**Proposal**).
9. The Road is:
   (a) registered in the name of Frederick Charsley;
   (b) constructed in bluestone;
   (c) known as a 'road' and is listed on Council's register of Public Roads. The Road is therefore a 'road' for the purposes of the Act which Council has the power to consider discontinuing. If discontinued the Road will vest in Council;
   (d) only provides direct vehicular and pedestrian access to the Owner's Properties and the Related Owner's Properties; to back doors, gates and garage doors; and
   (e) does not provide pedestrian access or vehicular access to 55 Dover.
10. 55 Dover does not have any legal abuttal to the Road. A copy of the title search of 55 Dover is attached as Attachment 4 to this report.

11. At its meeting on 17 October 2017 Council:

    (a) Resolved to commence the required statutory procedures to discontinue the Road; and

    (b) Directed that a public notice of the proposed discontinuance of the Road be given in The Age, The Weekly Review Melbourne Times and Council's social media, pursuant to sections 207A and 223 of the Act, and written notice to be given to each adjoining owner.

Register of Public Roads

12. The Road is listed on Council's register of Public Roads. It is considered that the Road is no longer reasonably required for general public use pursuant to section 17(4) of the Road Management Act 2004 as:

    (a) the Road is a dead end and does not provide public access as a thoroughfare to any other public road;

    (b) only the Owner's properties and the Related Owner's Properties have direct access to the Road, to back doors and to garage doors;

    (c) the rear of 55 Dover abuts the Road, however the Road is not reasonably required for use by the Owner of 55 Dover, as:

        (i) 55 Dover does not have any pedestrian or vehicular access to the Road (such as to doors or to gates);

        (ii) there is no evidence that 55 Dover has used the Road for access to his property; and

        (iii) a title search and plan of 55 Dover does not have any rights to access the Road recorded on the title search and plan; and

    (d) The Road has been used exclusively for access to the Owner's Properties and the Related Owners Properties since at least the 1920's.

Public Notice

13. The required public notice was placed in The Age, Domain Review Melbourne Times, Council's Facebook page and Council's website.

14. Council sent a copy of the public notice to the adjoining owner at 55 Dover Street, Cremorne.

15. Following publication of the public notice, Council did not receive any submissions regarding the Proposal.

Road Status

16. It is established that the Road is a road which Council has the power to consider discontinuing pursuant to the Act. If the Road is discontinued it will vest in council.

Public/Statutory Authorities

17. The following Public/Statutory Authorities have been advised on the Proposal and have been asked to respond to the question of whether they have any existing assets in the Road which should be saved under section 207C of the Act: City West Water, Melbourne Water, CitiPower, APA Group, Telstra, Optus and Yarra City Council.

18. Melbourne Water, CitiPower, APA Group, Telstra, Optus and Yarra City Council have advised that they have no assets in or above the Road and no objection to the Proposal.

19. City West Water advised that it did not object to the Proposal subject to the following conditions:

    (a) a 2.0 metre wide sewerage easement in favour of City West Water must be created;

    (b) any proposed fences must be located a minimum distance of 800mm clear of existing sewer mains;

(c) any proposed fence lines must be located a minimum distance of 1.0 metres from sewer manholes and/or sewer inspection shafts; and

(d) any proposal to build over a sewer asset will require City West Water's written consent (i.e. Build-Over Application approval).

20. An appropriately sized sewerage easement in favour of City West Water has been included on the Title Plan.

Adjoining Owners

21. The registered proprietors of the Related Owners' Properties are related parties of the Owner and consent to the proposal for the Owner to purchase the Road.

22. On 24 October 2016 the Owner contacted the registered proprietor of 55 Dover (**Adjoining Owner**) by email in respect of the proposal to discontinue the Road and sell the discontinued Road to the Owner.

23. On 26 October 2016 the Adjoining Owner responded to the Owner by return email, stating that the Adjoining Owner is planning to build on the property at 55 Dover within the next 3 years, and whilst he does not have legal access to the road he still intends to utilise access to the Road.

24. A copy of the public notice published in accordance with Council's resolution dated 17 October 2017 was sent to the Adjoining Owner by Council. Unfortunately the Adjoining Owner did not respond to the public notice.

25. Attempts by Council to contact the Adjoining Owner were unsuccessful. On 17 September 2018 and 31 January 2019 Council's solicitors wrote to the Adjoining Owner by Registered Mail, to seek the Adjoining Owner's consent to:

(a) the Proposal; and

(b) Council's removal of the Road from its Register of Public Roads on the basis that the Road is no longer required for public use.

26. However, in April 2019, the Adjoining owner entered into a Contract of sale to sell 55 Dover to Little Projects Development Management Pty Ltd (**New Owner**). The New Owner is a related party of the Owner. Settlement of the purchase will occur in April 2020.

27. On the 2 October 2019, the New Owner provided its written consent to the Proposal.

28. On the 17 October 2019, the Adjoining Owner (Vendor of 55 Dover) provided its written consent to the Proposal.

29. The Owner and Related Owners now own all parcels surrounding the Road.

30. Copies of the correspondence to and from the Adjoining Owner and the new Owner is attached as Attachment 5 to this report.

External Consultation

31. Public notice of the proposal was given in accordance with Council's resolution of 17 October 2017.

Internal Consultation (One Yarra)

32. No internal consultation is required for this report.

Financial Implications

33. The Owner/Applicant has agreed to acquire the Road, for its market value (plus GST) as determined by the Act.

34. In addition to the market value (plus GST) the Owner/Applicant has agreed to pay Council's costs and disbursements associated with the proposal.

Economic Implications

35. There are no economic implications arising from this report.

Sustainability Implications

36. There are no sustainability implications arising from this report.

Social Implications

37. There are no social implications arising from this report.

Human Rights Implications

38. There are no human rights implications arising from this report.

Communications with CALD Communities Implications

39. All notices and correspondence issued in respect of this proposal will contain a reference to National Relay Service.

Council Plan, Strategy and Policy Implications

40. There are no Council Plan, Strategy or Policy implications.

Legal Implications

41. There are no legal implications for this report.

Other Issues

42. There are no other issues.

Options

43. There are no options associated with this report.

Proposal

44. It is proposed that:

    (a) Council should remove the Road from Council's Register of Public Roads as the Road is no longer required for public use;

    (b) Council should discontinue the Road pursuant to Clause 3 of Schedule 10 of the Act and sell the Road to the Owner as it is no longer reasonably required for public use;

    (c) Require the Owner to observe the conditions imposed by City West Water in respect of the Road; and

    (d) Council should sell the Road to the Owner for its market value (plus GST) as determined by the Act.

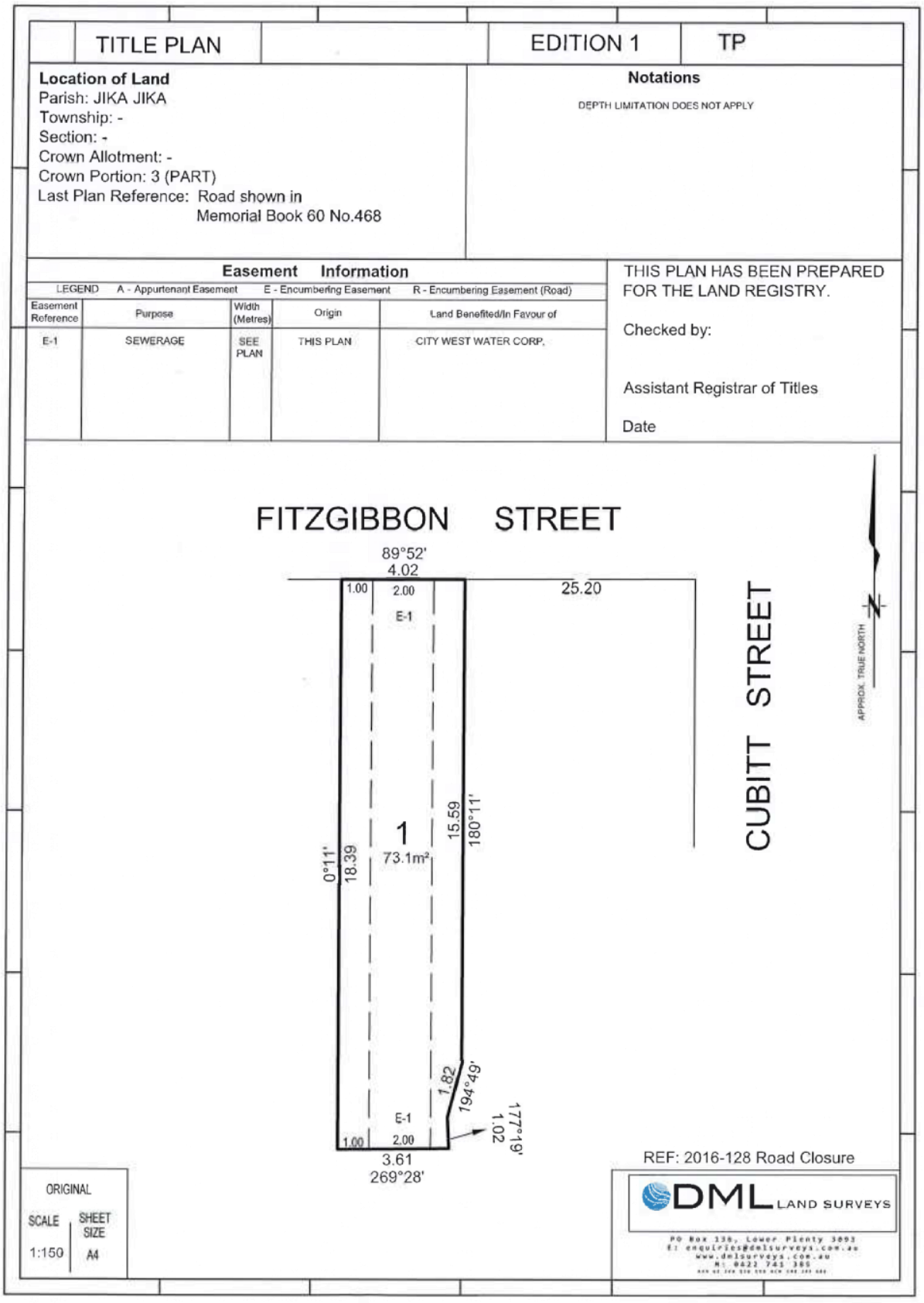
RECOMMENDATION

1. That Council, acting under section 17(4) of the *Road Management Act 2004*, resolves that the road between 2 and 6 Fitzgibbon Street, Cremorne which is shown as lot 1 on the plan contained in Attachment 1 to this report, being part of the land contained in Memorial Book 60 Number 468 (**Road**) , be removed from Council's Register of Public Roads on the basis that the Road is no longer reasonably required for general public use for the following reasons:
   (a) the Road is a dead end and is not used as a thoroughfare to any other public road; and
   (b) only the Owner's property at 36 Cubitt Street and 38-40 Cubitt Street, Cremorne and the properties 2 and 6 Fitzgibbon Street, 55 Dover Street, Cremorne (which are owned by related parties of the Owner) have direct vehicular or pedestrian access to the Road.
2. That Council, acting under clause 3 of schedule 10 of the *Local Government Act 1989* (**Act**):
   (a) resolves that, having followed all the required statutory procedures pursuant to sections 207A and 223 of the Act pursuant to its power under clause 3 of Schedule 10 of the Act, and being of the opinion that the Road is not reasonably required for public use, it discontinues the Road;
   (b) directs that a notice pursuant to the provisions of clause 3(a) of Schedule 10 of the Act is to be published in the *Victoria Government Gazette*;
   (c) directs that once discontinued, the Road be transferred to the adjoining owner of 36 and 38-40 Cubitt Street, Cremorne (**Owner**), for no less than the market value plus GST as determined by the Act;
   (d) directs that the CEO sign any transfer or transfers of the Road and any other documents required to be signed in connection with the discontinuance of the Road and its subsequent transfer to the Owner;
   (e) any easements, rights or interests required to be created or saved over the Road by any Public/Statutory Authority, be done so and not be affected by the discontinuance and sale of the Road; and
   (f) directs that the Owner be required to consolidate the title to the Road with the titles to 36 and 38-40 Cubitt Street, Cremorne no later than 6 months after the date of transfer of the discontinued Road.

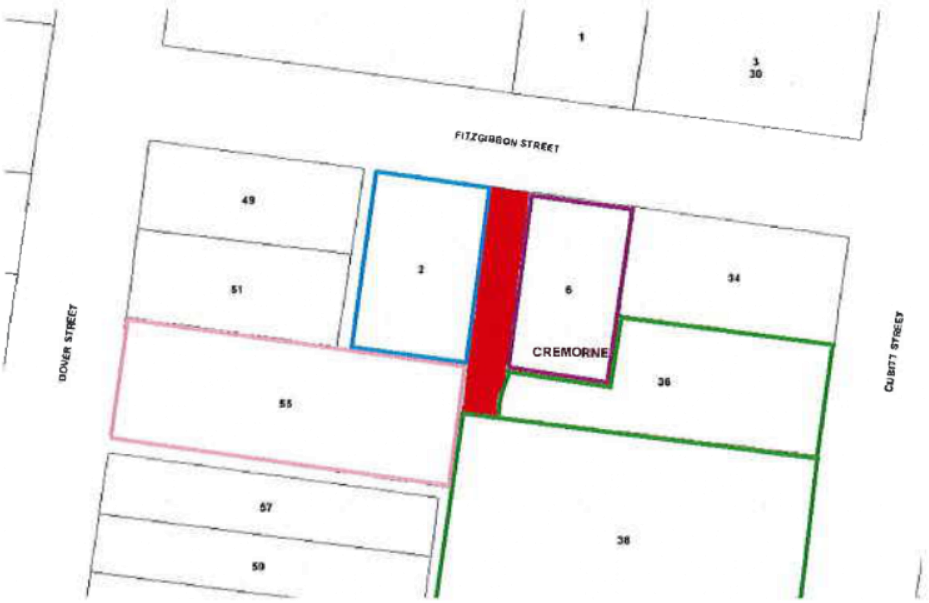
CONTACT OFFICER: **Bill Graham**
TITLE: **Coordinator Valuations**
TEL: **9205 5270**

Attachments
1⇩ Title Plan
2⇩ Site Plan
3⇩ Road Title
4⇩ Title 55 Dover
5⇩ Adjoining Owners Response

Attachment 1 - Title Plan



Attachment 2 - Site Plan



[6796622: 17746055_1]

Attachment 3 - Road Title

RE:-

PROPERTY:- Part Crown Portion. 3, Parish of Jika Jika.

YOUR REF:- E. Page / MN 6796622

A search for the **Last Registered Owner** resulted with copies of the following:-

1.	L.A.S.S.I.		For current map base.
2.	TITLES OFFICE CHART Jika Jika 6		
3.	INDENTURE Bk: 60 No: 468	to	E. CHARSLEY. **(Last Registered Owner).**
4.	PLAN IN APPN: 17171		Showing the Land remaining in the above Indenture.
5.	26F:- NIL		see attached sheet.

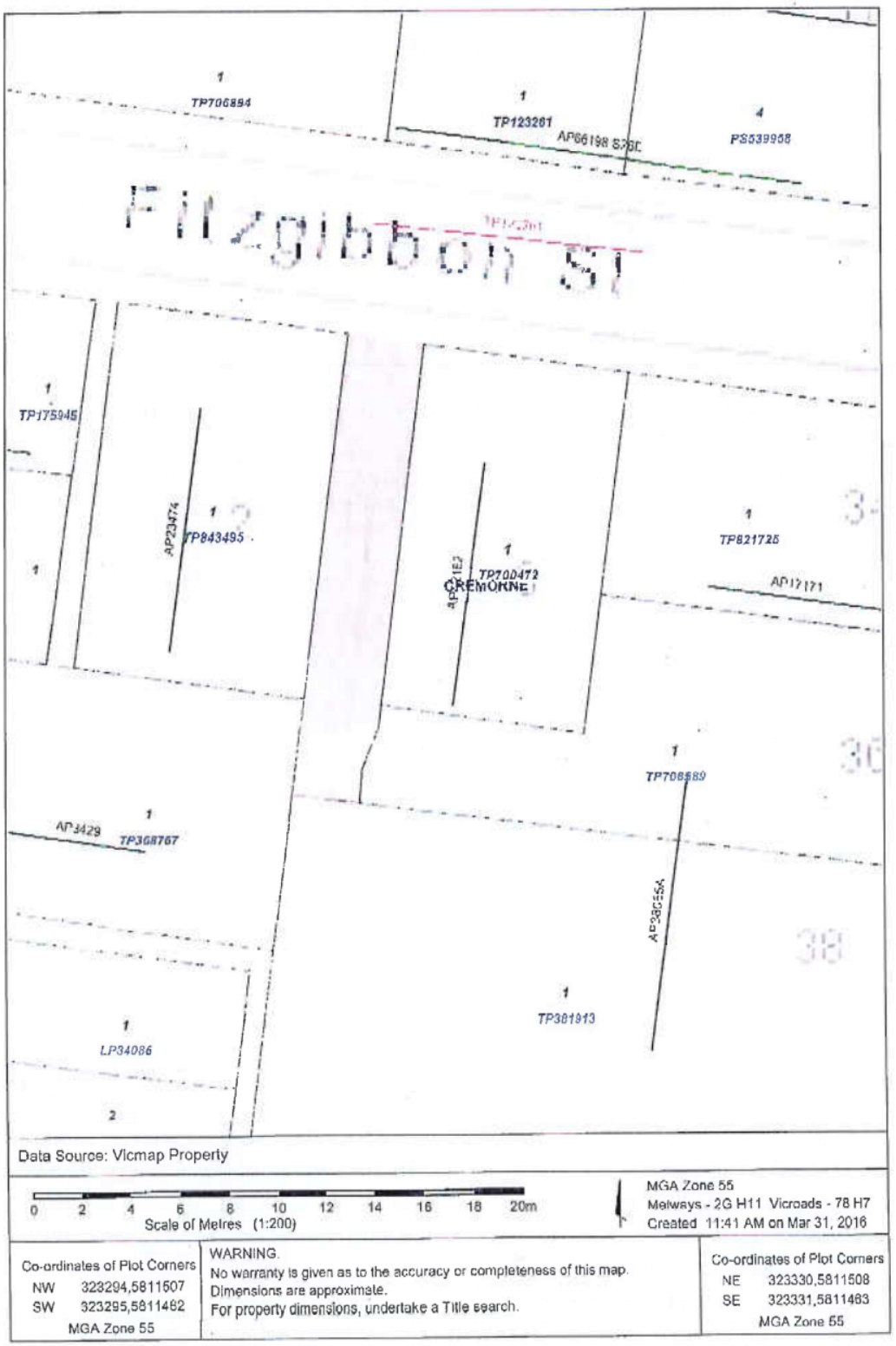
24.3.2016.

Graeme W. Keeshan.
GLOBALX
GPO BOX 1772
Melb 3001
(DX 285)
Ph. 9679 5800.

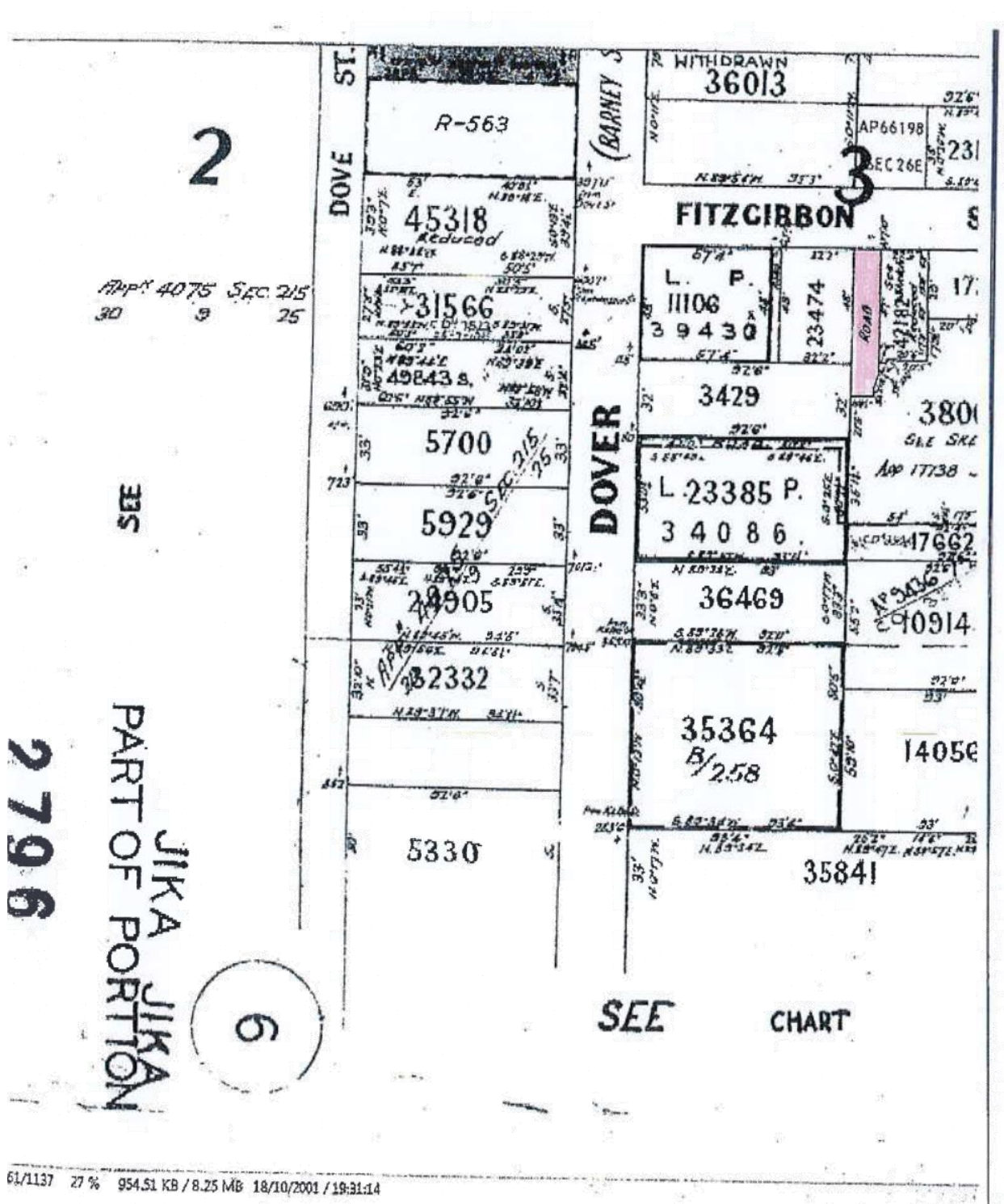
DISCLAIMER:- A search for the last registered owner may not disclose all easements, subsisting interests affecting the above property or guarantee the consistency of the Chain of Title.

Due to changes in procedures at the Lands Titles Office, this search is as accurate as the information contained herein at the date of this search.

Attachment 3 - Road Title



Attachment 3 - Road Title



61/1137 27 % 954.51 KB / 8.25 MB 18/10/2001 / 19:31:14

A Memorial to be registered of

An Indenture bearing date the tenth day of December in the year of our Lord One thousand eight hundred and fifty between John Manley late of the City of Melbourne in the Colony of Victoria but now of Number 18 Surrey street Strand in the County gentleman of the one part and Edward Charsley of Chancery Lane in the City of Melbourne in the Colony of Victoria aforesaid other part of and concerning All that piece or parcel of land in the Colony of Victoria County of Bourke and Parish of Jika Jika at Richmond near Melbourne part of portion Number 3 commencing at a point five hundred seven feet South from a point in the Northern boundary of said portion 3 which is One hundred and twenty two feet six inches East Corner or Angle thereof bounded on the east by a line bearing South One hundred and fifteen feet along Cubitt street thirty of said portion thence on the South by a line at right angles with the last line bearing West ninety two feet six inches along other 3 and thence on the West by a line at right angles with the last line bearing north One hundred and fifteen feet along other part of thence on the North by a line at right angles with the last line bearing East ninety two feet six inches along Bridgetown street thence also reserved out of said portion thence to the commencing point aforesaid with their appurtenances Which Indenture as to the execution John Manley is witnessed by Frederick Charsley of Amersham in the County of Buckingham Solicitor and Henry Long of Russell Road Deptford Attorneys Clerk

As Witness the hand and seal of the this tenth day of December One thousand eight hundred and fifty seven

Signed and sealed by the above named John Manley in the presence of

Frederick Charsley Solicitor Amersham Bucks
Russell Cottage Rokeby Road Deptford

John Manley

In the Supreme Court of the Colony of Victoria

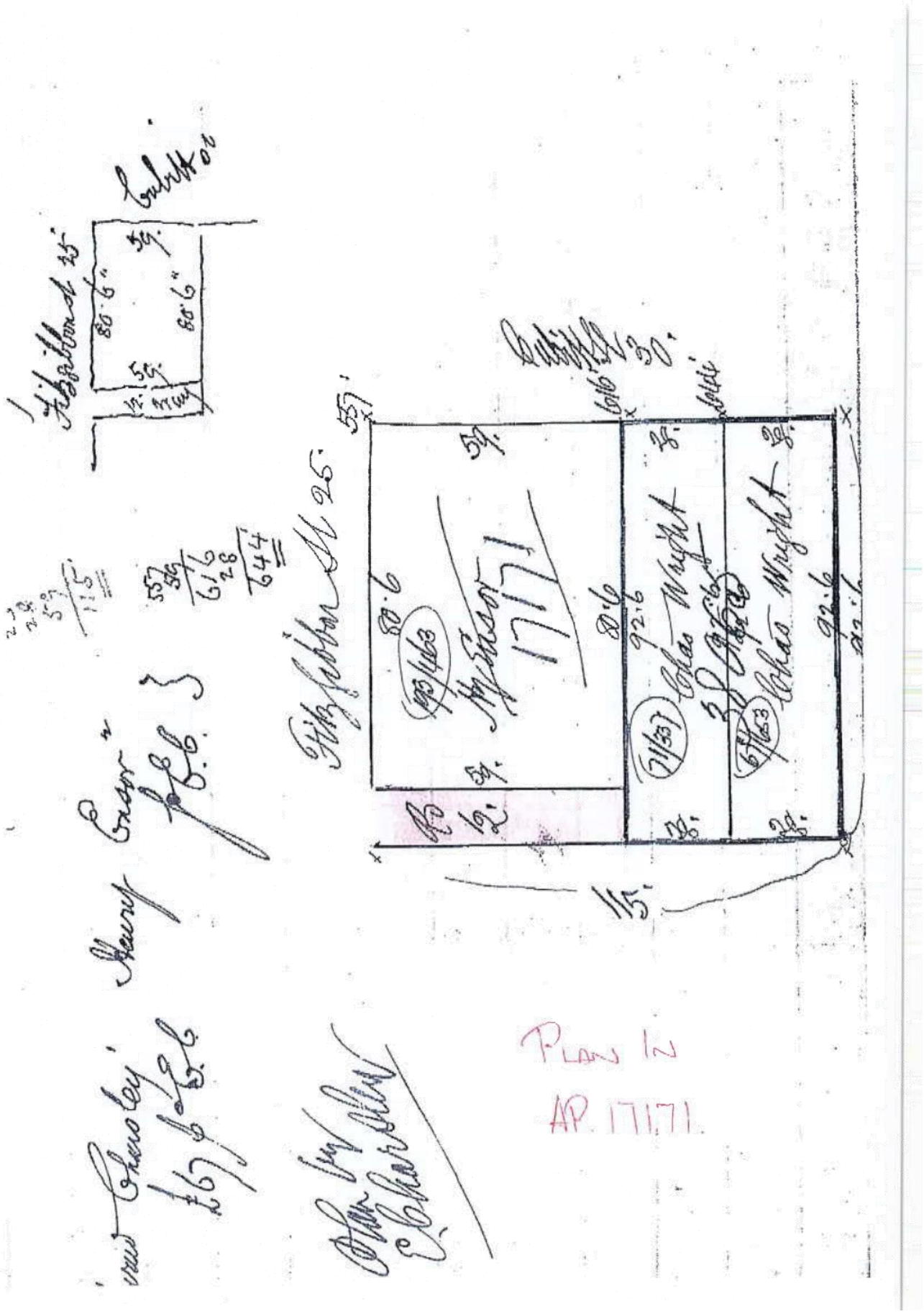
Frederick Charsley of Amersham in the County of Buckingham Solicitor maketh oath and saith That he this Deponent was present John Manley late of the City of Melbourne in the Colony of Victoria but now of Number 18 Surrey Street Strand in the County of sign and seal the memorial above written and this Deponent further saith that he was present and did see the Deed referred to in duly signed sealed and delivered by the said John Manley

Sworn by the Deponent Frederick Charsley at Gittopus Chambers Newgate Street in the City of London this tenth day of December 1857 Before me Charles Humphreys a Commissioner [illegible]

Frederick Charsley

Attachment 3 - Road Title

Attachment 3 - Road Title



DOWLING FOREST TOWNSHIP OF MINERS REST		CA 20(PT) SEC B	AP128538M	83953	AK144886P	TP951205N	22/01/2013
DUNEED		C/A A (Pt) POR 5	AP126614J	104423	AH281278X	TP945825Q	8/6/2010
ELPHINSTONE		CA 11A SEC 3	AP123501P	93211	PS522874Y	TP845311G	26/ 8/2004
FARADAY		C A 2,3,4 &9 (Pts) SEC 2A	AP123983R	Book 185 No 860 Book 188 No 299 Book 194 No 259	AD658782W	TP858629A	02/06/2005
FARADAY		C A 's 5 6 7 & 8 SEC 1	AP122675J	NIL	AC149765U	TP24156V	
GHERINGHAP		CA'S 3 & 4 SEC 14	AP120136C	108560 &116294	V886761W	TP13776A	10/ 2/1999
HAMILTON SOUTH		CA 25 (PT) SEC 22	AP129136D	99612	AK521844F	TP952632M	13/08/2013
HARCOURT		(PART)CA 2 SEC 5	AP123982T	93227	AD657946X	TP858569R	02/06/2005
HARCOURT		1 (WH) & 2 (PT) SEC 4	AP128068Y	93252/3	AJ824135G	TP950358A9P	30/7/2012
HARCOURT		CA 1 (Pt) SEC 6	AP125348J	C.G.30094(1854)	PS608456R	TP915757A	28/9/2007
HARCOURT		CA 27 SEC 4	AP128073G	93263	AJ825929L	TP950363Y	30/7/2012
HARCOURT		CA 34(PT) SEC 4	AP128069W	BK 884 NO 345	AJ824706N	TP950360F	30/7/2012
HEATHCOTE		CA 20	AP122988L	105541	AC486343Q	TP832825V	20/11/2003
HEATHCOTE		CA 21	AP122989J	105542	AC486351R	TP832822C	20/11/2003
JIKA JIKA		PORT 49 (PT)	AP131456V	BK B NO 280	AL411777Y	TP955996E	09/10/2014
JIKA JIKA		PORT 52 (PART)	AP127218M	111667	AJ64154M	TP948278C	12/7/2011
KALKALLO		POR 5 (PT)	AP119112A	108810		TP945830X	9/6/2010
KALKALLO		POR 5 & 8 (PTs)	AP119113X	108811		TP945830X	9/6/2010
T/P KALKALLO		C/A's 4 & 5 SEC 2	AP126717X	CGs552/2 1853		TP946393N	13/8/2010
T/P KALKALLO		C/A'S 2,3,4,5,6,7,8,10 (ALL PART) SEC 6	AP126722F	VARIOUS STARTS FROM AP46336		TP946401S	13/8/2010
T/P KALKALLO		C/A 9 SEC 25	AP126721H	115430		TP946397E	13/8/2010
KORKUPERRIMUL		PORT 11 (PART)	AP125581C	81743	AF722885N	TP924161K	18/3/2008
LANGI-GHIRAN		C/A 2 (PT) SEC 32	AP132892T	97263	AL959658A	TP957658Q	16/06/2015
LARA		PORT 16	AP122312X	-	AB734381L	TP820035U	3/12/2002
LAURISTON		CA 303	AP121724D AP121725B	80888 80888	AB8511B AB8526M	TP800521G	8/ 1/2002 8/1/2002
MALDON		CA 19 SEC B	AP124439L	91307	AE66829N & AF260857R	TP873975T	16/12/2005
MANDURANG T'SHIP OF MANDURANG		CA's 2,10 & 11 SEC 4 CA 9 SEC 1	AP125991G	89670/1/2/3	AG338475R	TP945153B	10/2/2009
MARIBRYNONG		POR B SEC 2 (PT)	AP119117P	CG 26798		TP945836K	9/6/2010

26FTABLE CURRENT 11/01/16

Attachment 4 - Title 55 Dover

Delivered by LANDATA®. Land Victoria timestamp 30/03/2016 11:40 Page 1 of 1
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TITLE PLAN		EDITION 1	TP 368767T

Location of Land

Parish: JIKA JIKA
Township:
Section:
Crown Allotment:
Crown Portion: 3(PT)

Last Plan Reference:
Derived From: VOL 6368 FOL 473
Depth Limitation: NIL

Notations

ANY REFERENCE TO MAP IN THE TEXT MEANS THE DIAGRAM SHOWN ON THIS TITLE PLAN

Description of Land / Easement Information

THIS PLAN HAS BEEN PREPARED FOR THE LAND REGISTRY, LAND VICTORIA, FOR TITLE DIAGRAM PURPOSES AS PART OF THE LAND TITLES AUTOMATION PROJECT
COMPILED: 30/03/2000
VERIFIED: BH

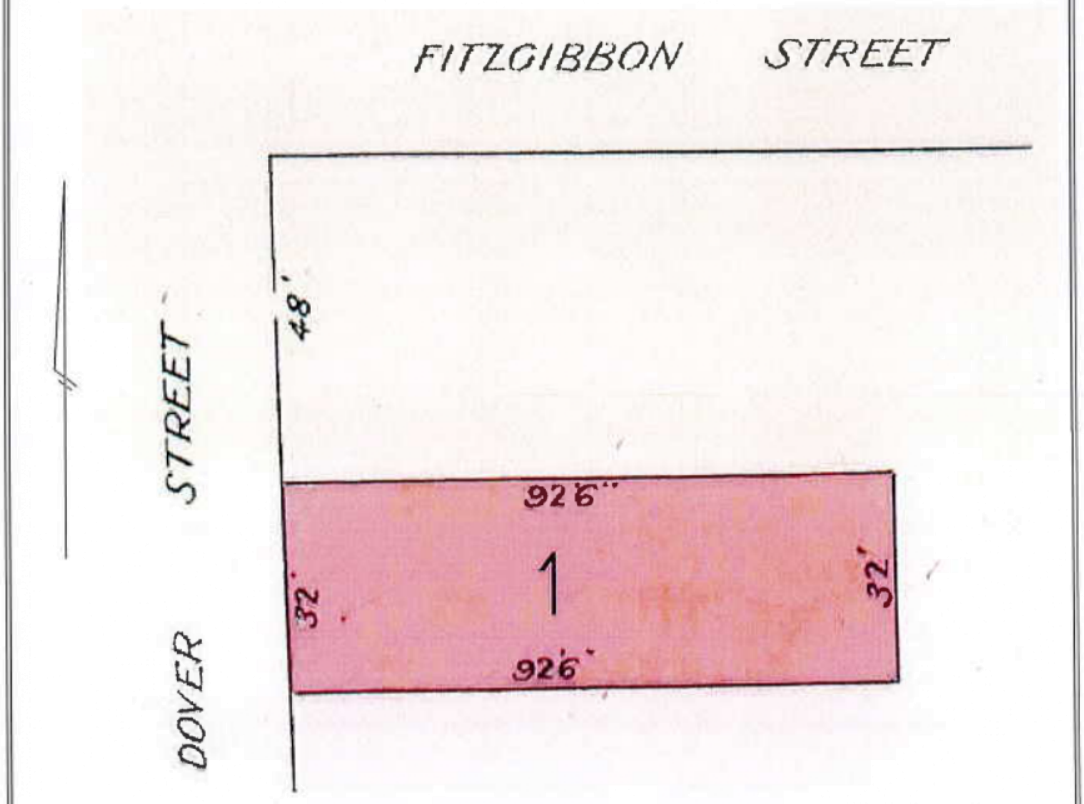


TABLE OF PARCEL IDENTIFIERS
WARNING: Where multiple parcels are referred to or shown on this Title Plan this does not imply separately disposable parcels under Section 8A of the Sale of Land Act 1962
PARCEL 1 = CP 3 (PT)

LENGTHS ARE IN FEET & INCHES	Metres = 0.3048 x Feet Metres = 0.201168 x Links		Sheet 1 of 1 sheets

Attachment 5 - Adjoining Owners Response

Joe Kozlowski

From: [redacted]
Sent: Wednesday, 26 October 2016 2:46 PM
To: [redacted]
Subject: 55 Dover St

Follow Up Flag: Follow up
Flag Status: Flagged

Hi [redacted]

Further to your email below. I am the owner of 55 Dover St. I understand the Big Group want to acquire the lane behind us.

We are planning to put a new building on the site within the next 3 years and it was our intention to utilise the access to the lane.

We are involved in car restoration and having the rear access was one of the reasons for purchasing the property.

By all means give me a call

Kind regards

[redacted]

[redacted]

From: [redacted]
Sent: Monday, 24 October 2016 3:59 PM
To: [redacted]
Subject: Letter to East Theatrical Pty Ltd

Dear [redacted]

Please find attached letter to East Theatrical pursuant to your conversation with Lauren from Maddocks earlier.

Thank you

[redacted]

Attachment 5 - Adjoining Owners Response

Maddocks

Lawyers
Collins Square, Tower Two
Level 25, 727 Collins Street
Melbourne VIC 3008
Australia

Telephone 61 3 9258 3555
Facsimile 61 3 9258 3666

info@maddocks.com.au
www.maddocks.com.au

DX 259 Melbourne

Contact Melanie Young
Direct 03 9258 3649
Email melanie.young@maddocks.com.au
Partner Marine Nincevic
Our Ref MAN:MZY:6796622

17 September 2018

By Registered Post

[redacted]

Dear [redacted]

Yarra City Council
Proposed discontinuance of road adjacent to 2-6 Fitzgibbon Street, Cremorne (Road)

We act for Yarra City Council. We understand that you are the contact for East Theatrical Pty Ltd (**Adjoining Owner**), being the owner of the property known as 55 Dover Street, Cremorne (**Adjoining Property**).

As you may be aware, The Big Group Pty Ltd (**Applicant**), being the owner of 36 and 38-40 Cubitt Street, Cremorne (**Property**), has requested that Council consider the:

(a) removal of the Road from Council's Register of Public Roads on the basis that the Road is no longer required for general public use; and

(b) discontinuance of the Road (shown coloured red on the attached plan) and sale of the former Road to the Applicant.

(together, the **Proposal**).

As part of the Proposal, Council requires the Applicant to write to the owners of any property adjoining the Road, to seek their consent to the Proposal.

The Applicant has provided us with copies of:

(a) an email dated 24 October 2016 from the Applicant to you, on behalf of the Adjoining Owner, requesting consent to the Proposal; and

(b) your email dated 26 October 2016 to the Applicant, noting your intention to develop the Property in the future, and to utilise the Road as part of that future development.

We are informed by the Applicant that since that date, there has not been any further correspondence between the Applicant and any person on behalf of the Adjoining Property regarding the Proposal.

On 17 October 2017, Council resolved to commence the required statutory procedures to discontinue the Road. On 13 December 2017, a public notice setting out the details of the Proposal was published in The Age and The Melbourne Weekly Times, inviting submissions to Council from interested parties regarding the Proposal. A copy of the public notice was also sent to you by Council under cover letter dated 13 December 2017.

Council has not received any submissions from any person regarding the Proposal.

Interstate offices
Canberra Sydney

Affiliated offices around the world through the Advoc network - www.advoc.com

Attachment 5 - Adjoining Owners Response

Maddocks

If you wish to make any comments to Council regarding the Proposal, please provide your comments in writing within 14 days from the date of this letter.

If we do not receive any response from you, Council may resolve to proceed with the Proposal without any further notice to you.

If you have any queries, please contact Melanie Young on 9258 3649.

Yours faithfully

Marine Nincevic
Partner

Attachment 5 - Adjoining Owners Response

Maddocks



[6796622: 22119351_2]

page 3

Attachment 5 - Adjoining Owners Response

Maddocks

Lawyers
Collins Square, Tower Two
Level 25, 727 Collins Street
Melbourne VIC 3008
Australia

Telephone 61 3 9258 3555
Facsimile 61 3 9258 3666

info@maddocks.com.au
www.maddocks.com.au

DX 259 Melbourne

Contact Jonathan Hourigan
Direct 03 9258 3358
Email jonathan.hourigan@maddocks.com.au
Partner Marine Nincevic
Our Ref MAN:JTH:6796622

31 January 2019

By Express Post

[redacted]

Dear [redacted]

Yarra City Council
Proposed discontinuance of road adjacent to 2-6 Fitzgibbon Street, Cremorne (Road)

We refer to the above matter and our previous letter dated 17 September 2018 (copy enclosed).

We note that we have not received your response. Should you wish to provide us with your comments on Council's proposal to discontinue and sell the Road to the Big Group Pty Ltd you **must do so no later than 14 days from the date of this letter**.

If we do not receive any response from you, Council may resolve to proceed with the proposal without any further notice to you.

If you have any queries, please contact Jonathan Hourigan on 9258 3358.

Yours faithfully

Marine Nincevic
Partner

Enc.

Interstate offices
Canberra Sydney

Affiliated offices around the world through the Advoc network - www.advoc.com

[6796622: 23041072_1]

Attachment 5 - Adjoining Owners Response

LITTLE
GROUP

237 Toorak Road
South Yarra VIC 3141
P: +61 3 9825 9800

2 October 2019

Joe Kozlowski
Maddocks
Collins, Tower Two, Level 25,
727 Collins Street
Melbourne

Dear Joe,

Re: Road Discontinuance – Road abutting 2 Fitzgibbon Street and 49-51 Dover Street, Cremorne

As the purchaser of 55 Dover Street, Cremorne, I write to advise that I consent to Council's proposal to discontinue and sell the road abutting 2 Fitzgibbon Street and 49-51 Dover Street, Cremorne to the applicant, [redacted] acting for the Big Group Pty Ltd; and, I consent to Council removing that road from Council's Register of Public Roads.

The particulars of the contract of sale are enclosed for your reference.

Should you require any further information please do not hesitate to contact me on *9825 9800*.

Yours faithfully,

[redacted]

Little Projects Development Management Pty Limited *ACN* 61 165 731 779

Attachment 5 - Adjoining Owners Response

17 October 2019

Joe Kozlowski
Maddocks
Collins, Tower Two, Level 25,
727 Collins Street
Melbourne

Dear Joe,

Re: Road Discontinuance – Road abutting 2 Fitzgibbon Street and 49-51 Dover Street, Cremorne

As the property owner of 55 Dover Street, Cremorne, I write to advise that I consent to Council's proposal to discontinue and sell the road abutting 2 Fitzgibbon Street and 49-51 Dover Street, Cremorne to the applicant, Bruce Keebaugh acting for the Big Group Pty Ltd; and, I consent to Council removing that road from Council's Register of Public Roads.

Should you require any further information please do not hesitate to contact me on [redacted].

Yours faithfully,

[redacted]

Director
East Theatrical Pty Ltd
[redacted]

11.6 Proposed Discontinuance of road abutting 12-20 Victoria Crescent, Abbotsford

Reference: D20/1171
Authoriser: Director Corporate, Business and Finance

Purpose

1. This report seeks Council's authority to re-commence statutory procedures pursuant to the *Local Government Act 1989* (**Act**) to consider discontinuing the road abutting the property known as 12-20 Victoria Crescent, Abbotsford, being part of the land contained in certificate of title volume 6260 folio 907 (**Road**), and shown as lot 1 on the title plan attached as Attachment 1 to this report (**Title Plan**).

Background

2. The Road is shown highlighted red on the plan attached as Attachment 2 to this report (**Site Plan**).
3. CPG Office 1 Pty Ltd (**Owner**) is the registered proprietor of all the land abutting the Road, known as 12—20 Victoria Crescent, Abbotsford (**12-20 Victoria Crescent**), shown delineated blue on the Site Plan, and being the land contained in certificate of title: volume 5320 folio 892; volume 6152 folio 305 and volume 6176 folio 042.
4. Together, the (**Owner's Properties**).
5. The Owner originally requested that Council discontinue and sell to it the whole of the land contained in certificate of title volume 6260 folio 907 (**Land**), being the land shown highlighted red and purple on the Site Plan (**Original Proposal**).
6. The Land also abuts 32-68 Mollison Street, Abbotsford (**32-68 Mollison Street**), being the land contained in certificate of title volume 9022 folio 073, and shown delineated green on the Site Plan.
7. On October 8 2019, Council resolved to commence statutory procedures pursuant to the Act to consider discontinuing the Road. A copy of Council's resolution is attached as Attachment 3 to this report.
8. The Owner subsequently revised its Original Proposal in response to submissions received from adjoining owners that Council discontinue only that part of the Land comprising the Road marked red on the site plan in Attachment 2, and sell the Road to the Owner (**Revised Proposal**).
9. The Revised Proposal allows access to the Access Door through 32-68 Mollison Street to continue via the existing Road. The Road now being considered for discontinuance is shown coloured red on the Site Plan, (Attachment 2) is the northern portion of the Road only.
10. The Owner has agreed to pay Council's costs and disbursements associated with the proposed discontinuance of the Road together with the market value (plus GST) for the transfer of the discontinued Road to the Owner.

Road

11. The Road is known to title as lot 1 on title plan Tp383523N. A manual search of the Road shows that the Road is encumbered by a carriageway easement. A carriageway easement is a right of way, which is a 'road' for the purposes of the Act. Copies of the title plan no TP383523N and the manual search of the Road are attached as Attachment 4.
12. Upon being discontinued, the Road will vest in Council.
13. The Road is not listed on Council's register of Public Roads.

Adjoining Owners

14. Council required the Owner, prior to the publication of the Public Notice to seek consent to the Original Proposal from the owners of 32-68 Mollison Street. Notwithstanding that 32-68 Mollison Street abuts the Land, it does not have road abuttal on its title over the land (and therefore, the Road).

15. Prior to Council considering whether to commence the statutory procedures to discontinue the Land, Council received the following objections on 10 April 2019 in respect of the Original Proposal:

    (a) Natasha Liddell of Meydan Group provided a written objection on behalf Meydan (Property) Pty Ltd, the Owner of 32-68 Mollison Street, on the basis that the owner requires access from the Land to its property through an access door located on its property which abuts the Land; and

    (b) Gintaras Simkus of Direct Planning provided a written objection on behalf Abalbee Pty Ltd, the Owner of 10A Victoria Crescent, Abbotsford, being the land contained in certificate of title volume 9762 folio 253 and shown delineated orange on the Site Plan (**10A Victoria Crescent**). The objection was made on the basis that the Land is required to access 10A Victoria Crescent via a carriageway easement over 32-68 Mollison Street and through the access door located within the carriageway easement.

16. Notwithstanding that 10A Victoria Crescent has a right of over part of 32-68 Mollison Street which abuts the Land, 10A Victoria Crescent does not have a road abuttal on its title over the Land (and therefore the Road).

17. Copies of the correspondence received on behalf of the owners of 32-68 Mollison Street and 10A Victoria Crescent are attached as Attachment 5 to this report.

18. Access from the balance of the Land (excluding the Road) to both 32-68 Mollison Street and 10A Victoria Street via the access door located at 32-68 Mollison Street will not now be affected by the Revised Proposal.

Site Inspection

19. A site inspection of the land was conducted by DML Land surveys Pty Ltd. The site inspection report, which was updated on 2 December 2019 in respect of the Road only, notes that:

    (a) the Road is constructed of bitumen;

    (b) 12-20 Victoria Crescent abuts the eastern boundary of the Road;

    (c) a brick building and galvanised iron warehouse constructed at 12-20 Victoria Crescent currently encroaches over the entirety of the Road;

    (d) 12-20 Victoria Crescent has access and frontage to both Victoria Crescent and Little Nicholson Street; and

    (e) the Road is not required for general public access as the warehouse constructed at 12-20 Victoria Crescent wholly encroaches over the Road;

20. A copy of the site inspection report is attached as Attachment 6 to this report.

Public/Statutory Authorities

21. The following public/statutory authorities have been advised of the Initial Proposal and have been asked to respond to the question of whether they have any existing assets in the Land (and therefore, the Road) which should be saved under section 207C of the Act: City West Water, Melbourne Water, CitiPower, United Energy, Multinet Gas, Telstra, Optus, APA Gas, AusNet Services and Yarra City Council.

22. Yarra Council, Ausnet Services, Melbourne Water, CitiPower, United Energy, Multinet Gas and APA Gas have advised that they have no assets in or above and no objection to the Original Proposal.

23. Optus has advised that it has no assets in or above the Land.

24. Telstra advised that it has no assets located within or above the Land, and no objection to the Original Proposal, provided by the Owner:

    (a) calls Dial Before You Dig prior to any construction activities in the vicinity of Telstra's communication plant; and

    (b) upon receipt of plans, obtains a Telstra accredited Asset Plant Locator to confirm the location of the plant.

25. City West Water advised that it has sewer assets in the Land. City West Water advised that it did not object to the Original Proposal, subject to the following conditions:

    (a) a 2 metre wide sewerage easement is created over the Land in favour of City West Water;

    (b) any proposed fences must be located a minimum distance of 800mm clear of the centreline of the existing sewer mains;

    (c) any proposed fence lines must be located a minimum of 1 metre from sewer manholes and/or inspection shafts; and

    (d) any proposal to build over City West water assets requires City West Water's prior written consent.

26. The Title Plan was prepared to include the easement in favour of City West Water as requested by City West Water.

27. City West Water advised that it no longer had any objection to the Original Proposal, provided that no site works are carried out over the existing sewer property branches until those assets are cut and spread in accordance with the attached diagram labelled CMP/18/01874.

28. As the Title Plan has been amended to reflect the Revised Proposal, no easement over the Road in favour of City West Water is required.

29. A copy of the correspondence received from City West Water is attached as Attachment 7 to the report.

Public Notice

30. Before proceeding with discontinuance, Council must give public notice of the Proposal in accordance with section 223 of the Act. The Act provides that a person may, within 28 days of the date of public notice, lodge a written submission regarding the Proposal.

31. The public notice will be published in the newspapers, Council's social media, as a large yellow sign displayed on site and forwarded to the adjoining owners.

32. Where a person has made a written submission to Council requesting that he or she be heard in support of the written submission, council must permit that person to be heard before a meeting of Council to hear those submissions, giving reasonable notice of the day, time and place of the meeting.

33. After hearing any submissions made, Council must determine whether the Road is not reasonably required as a Road for public use, in order to decide whether the Road should be discontinued.

External Consultation

34. No external consultation is required for this report.

Internal Consultation (One Yarra)

35. No Internal consultation is required for this report.

Financial Implications

36. The Owner/Applicant has agreed to acquire the Road, for its market value (plus GST) as determined by the Act.

37. In addition to the market value (plus GST) the Owner/Applicant has agreed to pay Council's costs and disbursements associated with the proposal.

Economic Implications

38. There are no economic implications arising from this report.

Sustainability Implications

39. There are no sustainability implications arising from this report.

Social Implications

40. There are no social implications arising from this report.

Human Rights Implications

41. There are no human rights issues arising from this report.

Communications with CALD Communities Implications

42. All notices and correspondence issued in respect of the proposal will contain a reference to National Relay Service.

Council Plan, Strategy and Policy Implications

43. There are no Council Plan, Strategy or Policy implications.

Legal Implications

44. There are no legal implications for this report.

Other Issues

45. There are no other issues.

Options

46. There are no options associated with this report.

Proposal

47. It is proposed that: Council should commence the statutory procedures pursuant to clause 3 of Schedule 10 of the Act to discontinue the Road and transfer the discontinued Road to the Owner.

48. The Public Notice will now reflect the Revised Proposal.

RECOMMENDATION

1. That Council, acting under clause 3 of schedule 10 of the *Local Government Act 1989* (**Act**):

   (a) resolves that the required statutory procedures be commenced to discontinue the road abutting the properties known as 12-20 Victoria Crescent, Abbotsford, being part of the land contained in certificate of title volume 6260 folio 907 and shown highlighted red on the plan attached to this report as Attachment 2 (**Road**);

   (b) directs that, under sections 207A and 223 of the Act, public notice of the proposed discontinuance be given in "The Age", "The Weekly Review Melbourne Times" newspapers, Council's social media and displayed on the property;

   (c) resolves that the public notice required to be given under sections 207A and 223 of the Act should state that if the Road is discontinued, Council proposes to sell the discontinued Road to the adjoining owner for market value plus (GST), as determined by the Act; and

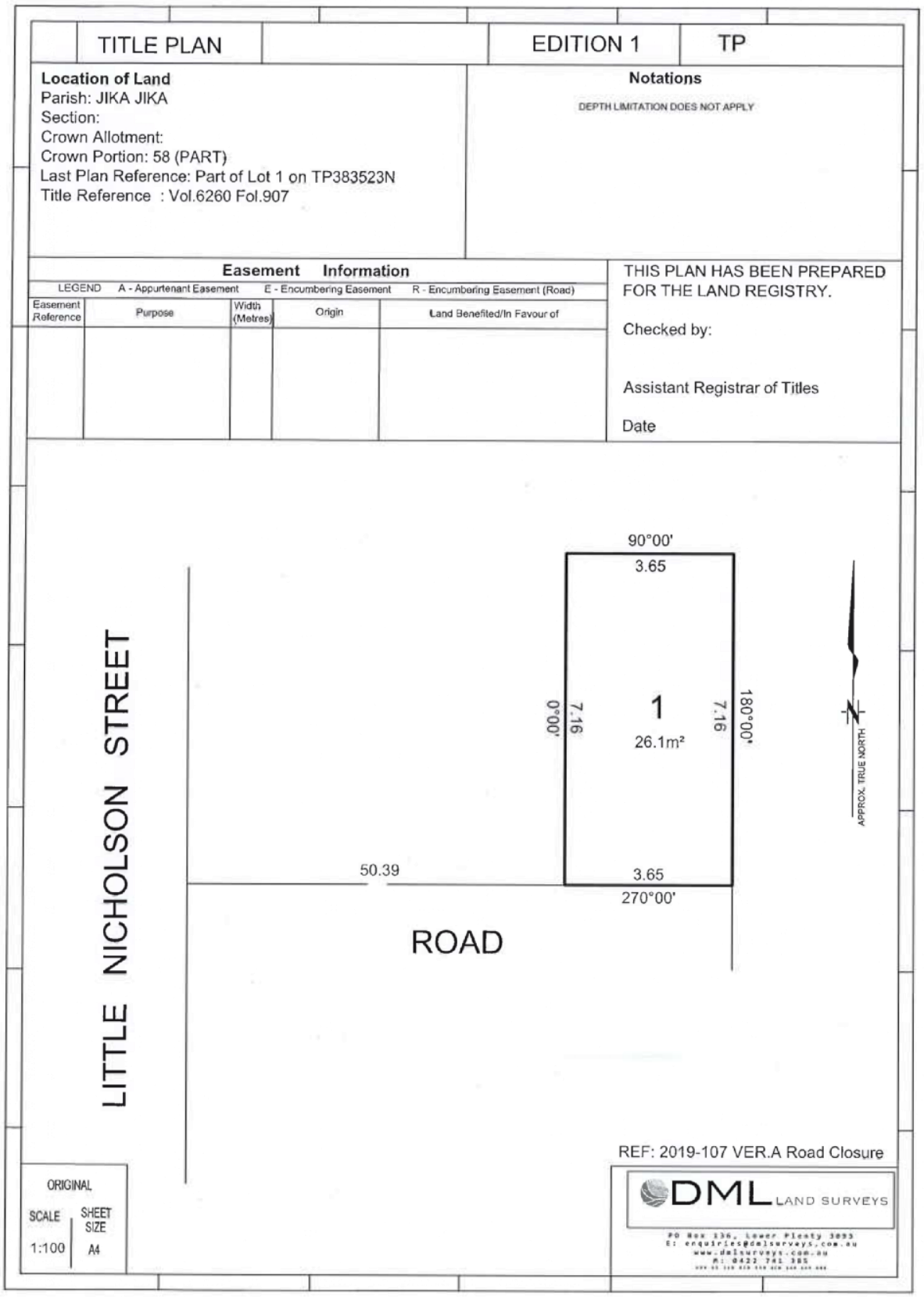
   (d) authorises the Coordinator Valuations to undertake the administrative procedures necessary to enable Council to carry out its functions under section 223 of the Act in relation to this matter.

CONTACT OFFICER: **Bill Graham**
TITLE: **Coordinator Valuations**
TEL: **9205 5270**

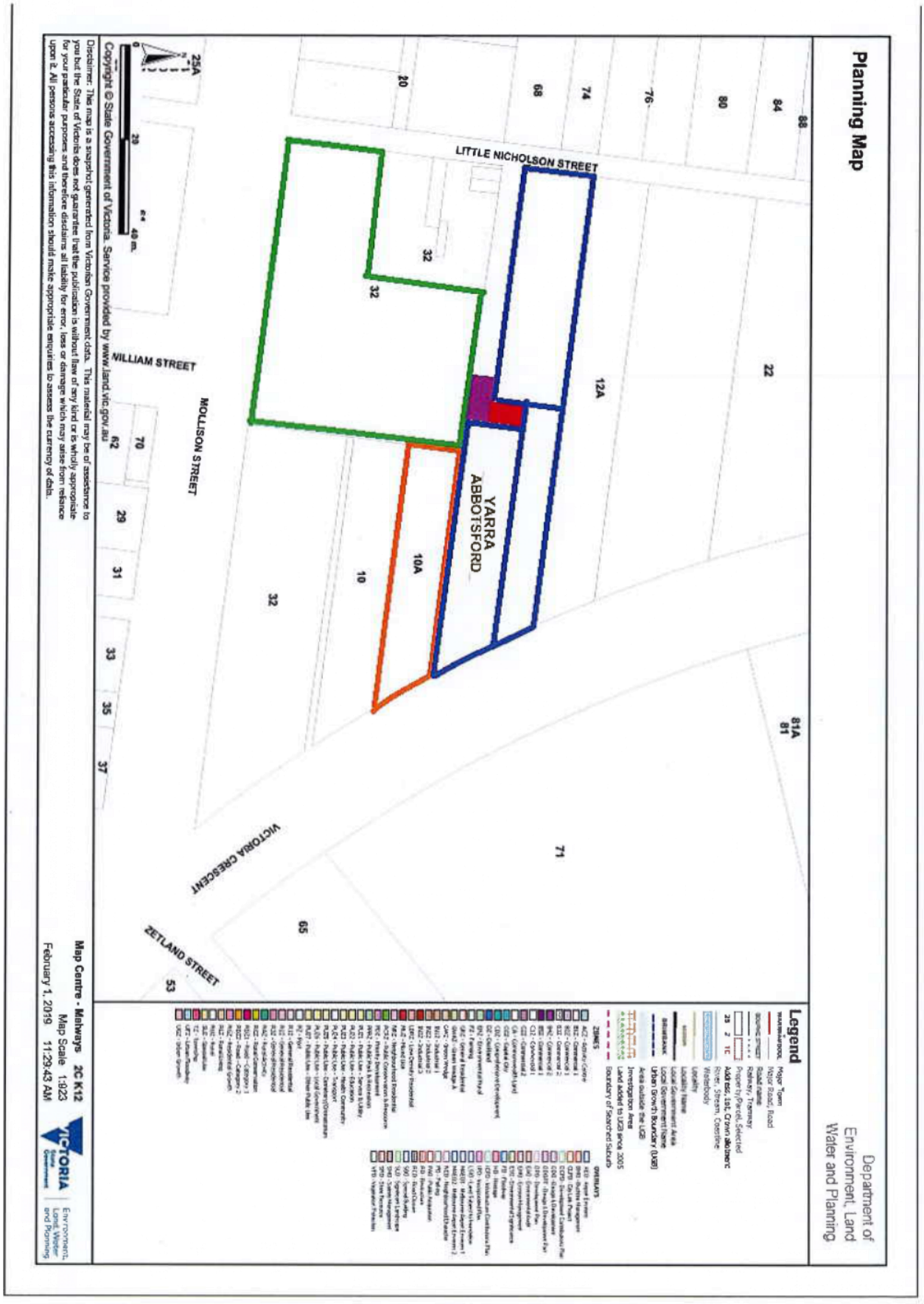
Attachments

1⇩ Title Plan
2⇩ Site Plan
3⇩ Previous Council Resolution
4⇩ Road Titles
5⇩ Adjoining Owner Correspondence
6⇩ Site Inspection Report
7⇩ CWW Response

Attachment 1 - Title Plan



Attachment 2 - Site Plan



Attachment 3 - Previous Council Resolution

11.2 Proposed Discontinuance of Road abutting 12-20 Victoria Crescent, Abbotsford.

Reference: D19/159578
Authoriser: Director Corporate, Business and Finance

RECOMMENDATION

1. That Council, acting under clause 3 of Schedule 10 of the *Local Government Act 1989* (**Act**):
   (a) resolves that the required statutory procedures be commenced to discontinue the road abutting the properties known as 12-20 Victoria Crescent, Abbotsford, being the whole of the land contained in certificate of title volume 6260 folio 907 (**Road**);
   (b) directs that, under sections 207A and 223 of the Act, public notice of the proposed discontinuance be given in the 'The Age,' the Weekly Review Melbourne Times' Newspapers and Council's Social Media.
   (c) resolves that the public notice required to be given under sections 207A and 223 of the Act should state that if the Road is discontinued, Council proposes to sell the Road to the adjoining owner for market value (plus GST) as determined by the Act; and
   (d) authorises the Coordinator Valuations to undertake the administrative procedures necessary to enable Council to carry out its functions under section 223 of the Act in relation to this matter.

COUNCIL RESOLUTION

Moved: Councillor Stone **Seconded:** Councillor Bosler

1. That Council, acting under clause 3 of Schedule 10 of the *Local Government Act 1989* (**Act**):
   (a) resolves that the required statutory procedures be commenced to discontinue the road abutting the properties known as 12-20 Victoria Crescent, Abbotsford, being the whole of the land contained in certificate of title volume 6260 folio 907 (**Road**);
   (b) directs that, under sections 207A and 223 of the Act, public notice of the proposed discontinuance be given in the 'The Age,' the Weekly Review Melbourne Times' Newspapers and Council's Social Media.
   (c) resolves that the public notice required to be given under sections 207A and 223 of the Act should state that if the Road is discontinued, Council proposes to sell the Road to the adjoining owner for market value (plus GST) as determined by the Act; and
   (d) authorises the Coordinator Valuations to undertake the administrative procedures necessary to enable Council to carry out its functions under section 223 of the Act in relation to this matter.

CARRIED

CALL FOR A DIVISION

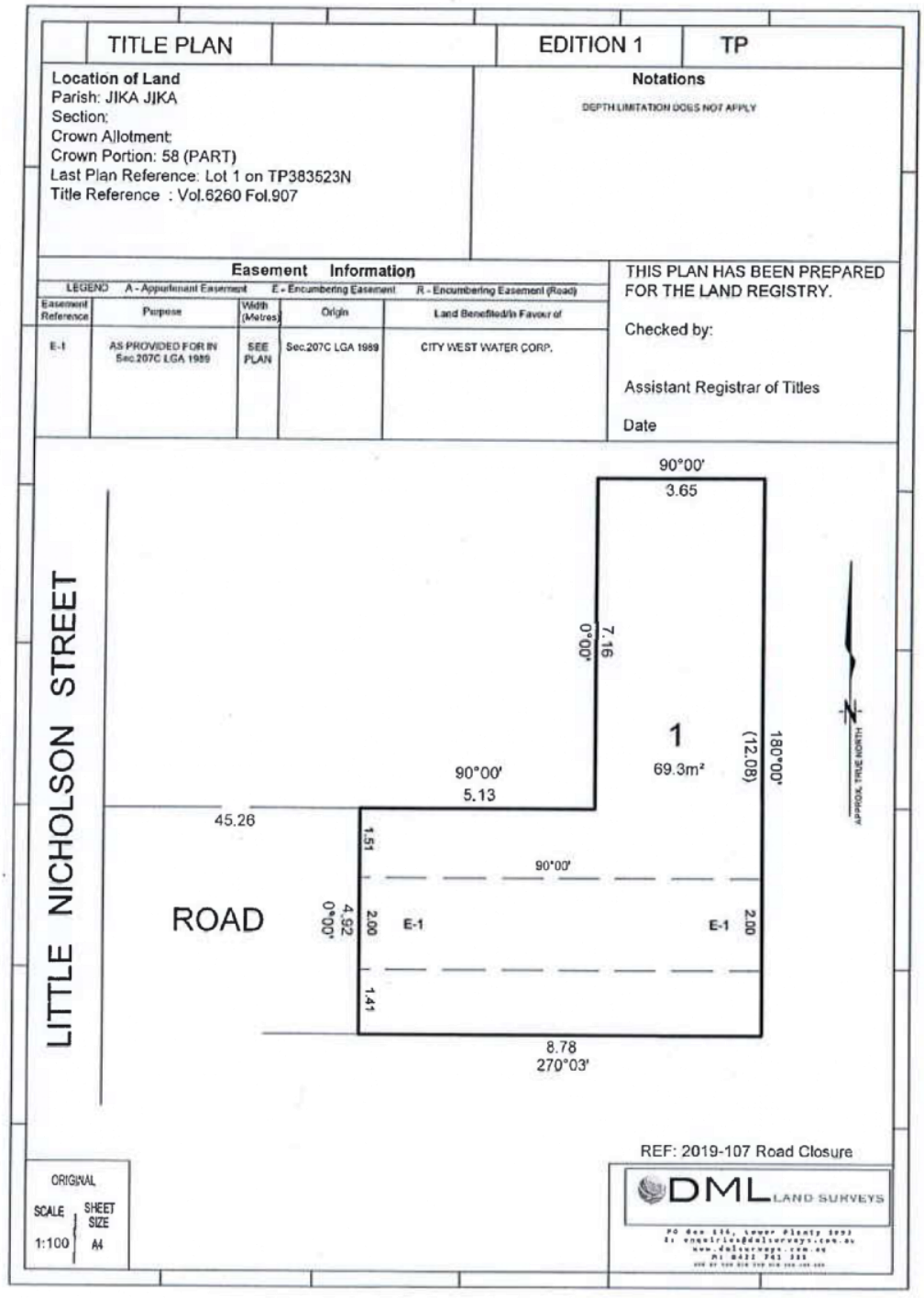
For: Councillor Coleman, Jolly, Stone, Searle and Bosler

Against: Nil

Abstained: Councillor Fristacky

Attachment 3 - Previous Council Resolution

Attachment 1 - Title Plan



Attachment 4 - Road Titles

Attachment - Adjoining Titles

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TITLE PLAN		EDITION 1	TP 383523N

Location of Land

Parish: JIKA JIKA
Township:
Section:
Crown Allotment:
Crown Portion: 58(PT)

Last Plan Reference:
Derived From: VOL 8268 FOL 907
Depth Limitation: NIL

Notations

ANY REFERENCE TO MAP IN THE TEXT MEANS THE DIAGRAM SHOWN ON THIS TITLE PLAN

Description of Land / Easement Information

All that piece of Land delineated and coloured blue on the map in the margin being part of Crown Portion Fifty-eight Parish of Jika Jika County of Bourke - Together with a right of carriage way over the roads colored brown on the said map

ENCUMBRANCES REFERRED TO

ANY EASEMENTS affecting the above-described land

THIS PLAN HAS BEEN PREPARED FOR THE LAND REGISTRY, LAND VICTORIA, FOR TITLE DIAGRAM PURPOSES AS PART OF THE LAND TITLES AUTOMATION PROJECT
COMPILED: 04/04/2000
VERIFIED: GB

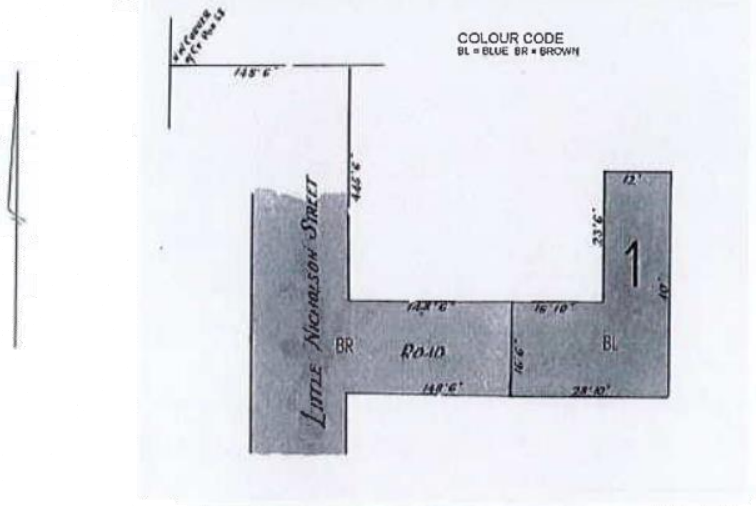
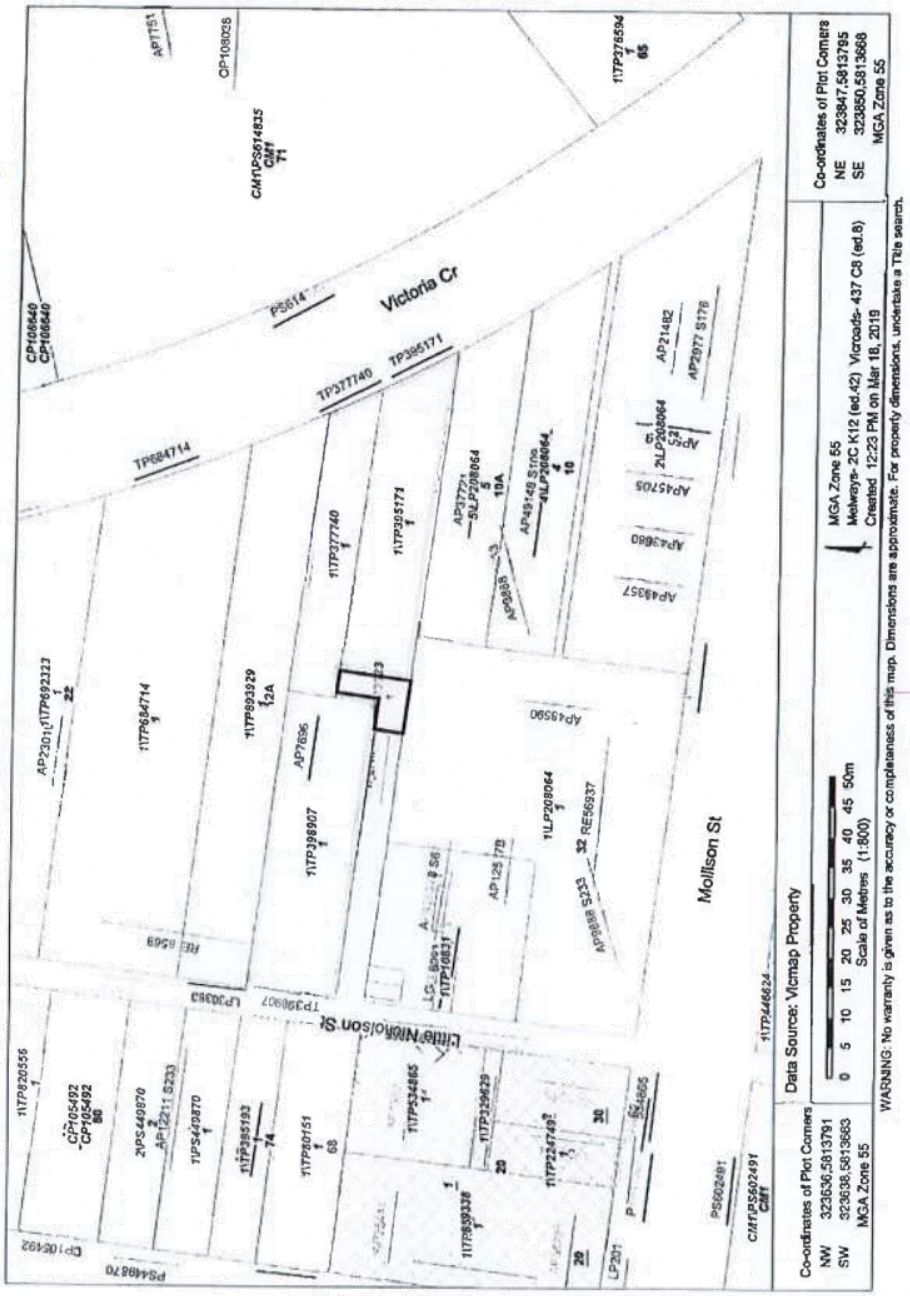


TABLE OF PARCEL IDENTIFIERS
WARNING: Where multiple parcels are referred to or shown on this Title Plan this does not imply separately disposable parcels under Section 8A of the Sale of Land Act 1962
PARCEL 1 = CP 58 (PT)

LENGTHS ARE IN FEET & INCHES | Metres = 0.3048 x Feet | Sheet 1 of 1 sheets

Attachment 4 - Road Titles

Attachment - Adjoining Titles



Attachment 4 - Road Titles

Attachment - Adjoining Titles

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TITLE PLAN		EDITION 1	TP 377740P

Location of Land

Parish: JIKA JIKA
Township:
Section:
Crown Allotment:
Crown Portion: 58 (PT)

Last Plan Reference:
Derived From: VOL 8152 FOL 305
Depth Limitation: NIL

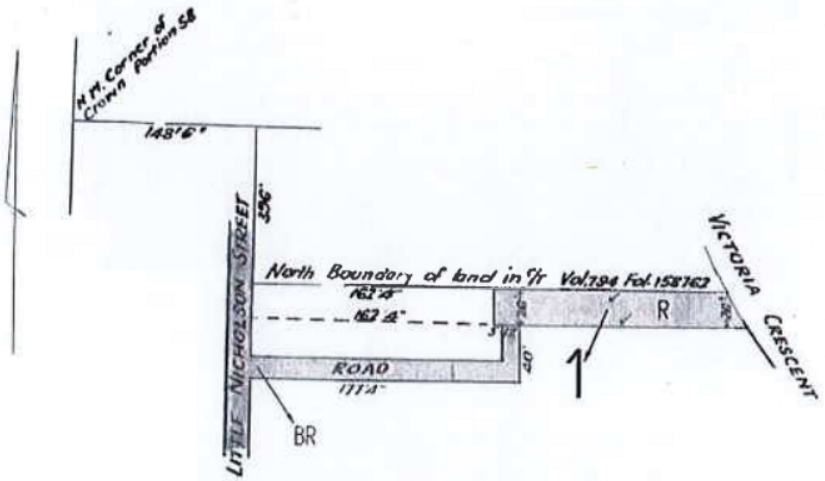
Notations

ANY REFERENCE TO MAP IN THE TEXT MEANS THE DIAGRAM SHOWN ON THIS TITLE PLAN

Description of Land / Easement Information

All that piece of Land delineated and colored red on the map in the margin being part of Crown Portion Fifty-eight Parish of Jika Jika County of Bourke - Together with a right of carriage way over the roads colored brown on the said map -

THIS PLAN HAS BEEN PREPARED FOR THE LAND REGISTRY, LAND VICTORIA, FOR TITLE DIAGRAM PURPOSES AS PART OF THE LAND TITLES AUTOMATION PROJECT
COMPILED: 30/03/2009
VERIFIED: AA



COLOUR CODE
R = RED BR = BROWN

TABLE OF PARCEL IDENTIFIERS
WARNING: Where multiple parcels are referred to or shown on this Title Plan this does not imply separately disposable parcels under Section 8A of the Sale of Land Act 1962
PARCEL 1 = CP 59 (PT)

LENGTHS ARE IN FEET & INCHES	Metres = 0.3048 x Feet Metres = 0.201168 x Links	Sheet 1 of 1 sheets

Attachment 4 - Road Titles

Attachment - Adjoining Titles

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TITLE PLAN		EDITION 1	TP 383523N

Location of Land

Parish: JIKA JIKA
Township:
Section:
Crown Allotment:
Crown Portion: 58(PT)

Last Plan Reference
Derived From: VOL 8280 FOL 937
Depth Limitation: NIL

Notations

ANY REFERENCE TO MAP IN THE TEXT MEANS THE DIAGRAM SHOWN ON THIS TITLE PLAN

Description of Land / Easement Information

All that piece of Land delineated and coloured blue on the map in the margin being part of Crown Portion Fifty-eight Parish of Jika Jika County of Bourke - Together with a right of carriage way over the roads colored brown on the said map

ENCUMBRANCES REFERRED TO

ANY EASEMENTS affecting the above-described land

THIS PLAN HAS BEEN PREPARED FOR THE LAND REGISTRY, LAND VICTORIA, FOR TITLE DIAGRAM PURPOSES AS PART OF THE LAND TITLES AUTOMATION PROJECT
COMPILED: 04/04/2000
VERIFIED: GS

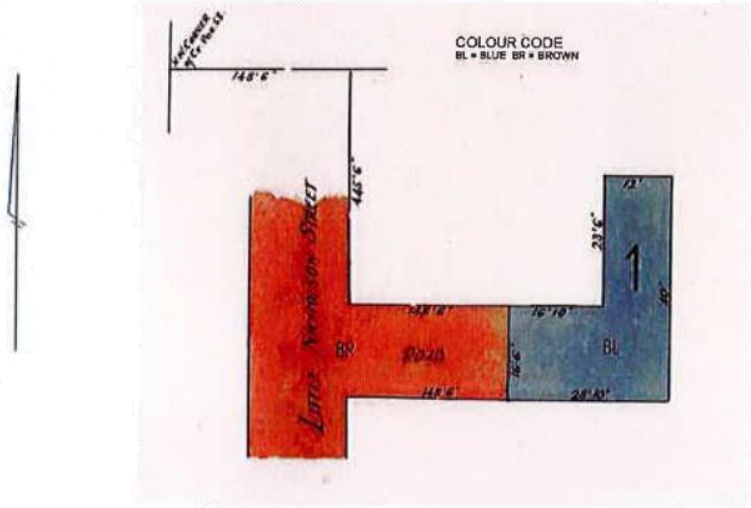


TABLE OF PARCEL IDENTIFIERS
WARNING: Where multiple parcels are referred to or shown on this Title Plan this does not imply separately disposable parcels under Section 8A of the Sale of Land Act 1962
PARCEL 1 = CP 58 (PT)

LENGTHS ARE IN FEET & INCHES	Metres = 0.3048 x Feet Metres = 0.201168 x Links	Sheet 1 of 1 sheets

Attachment 4 - Road Titles

Attachment - Adjoining Titles

Date: 18/03/2019

YOUR REF: V6260 F907 Lot 1 TP383523N

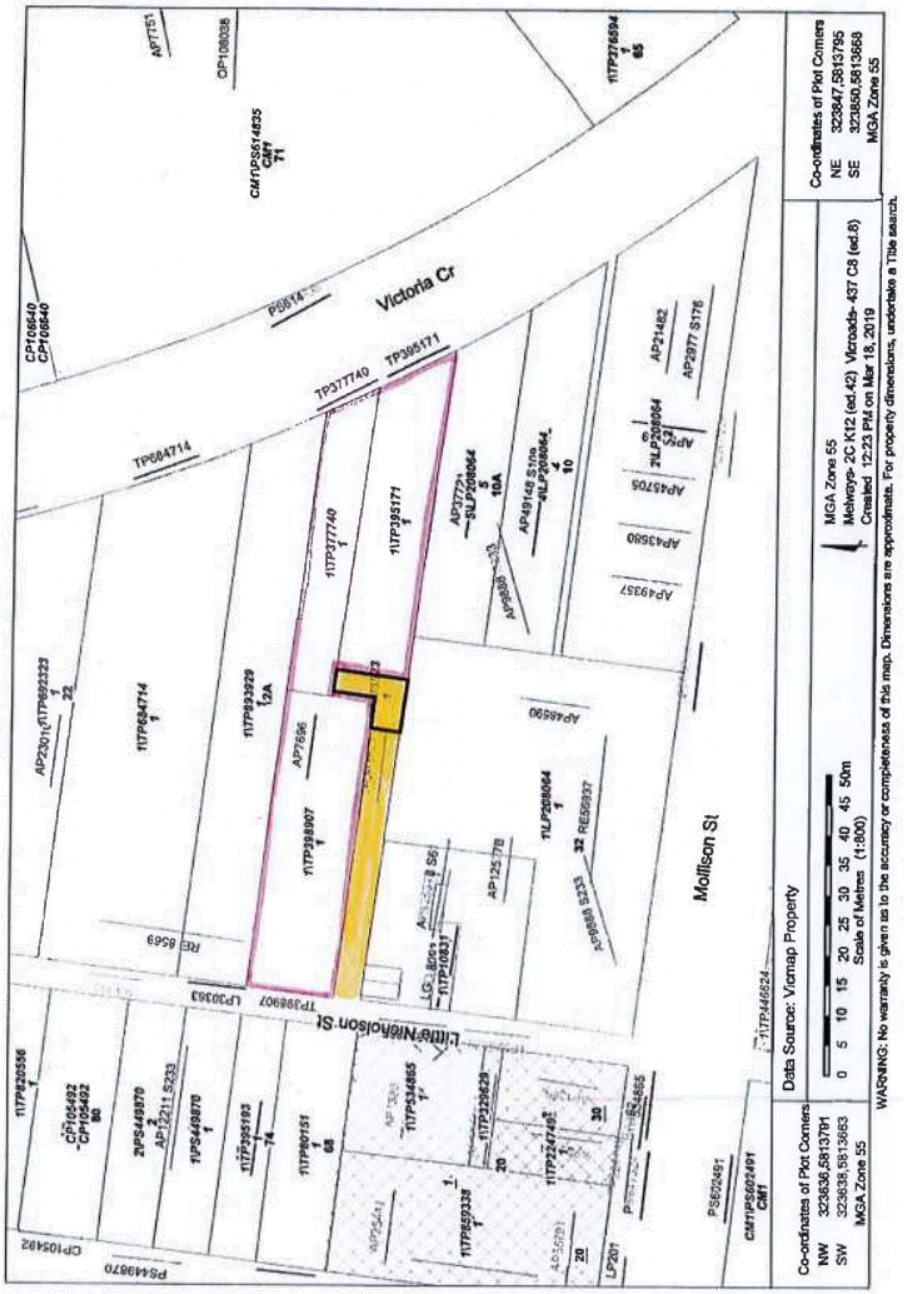
Having viewed all the titles from when the subject land was unencumbered in Certificate of Title V794 F762, I have been able to determine that the three parcels highlighted pink on the attached plan have a right of carriageway over the land highlighted yellow. The subject land outlined in black.
TPs 398907K, 377740P & 395171B (all attached) set out the nature and beneficiaries over the subject land.

Yours sincerely,

Peter O'Loughlin

Attachment 4 - Road Titles

Attachment - Adjoining Titles



Attachment 4 - Road Titles

Attachment - Adjoining Titles

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TITLE PLAN		EDITION 1	TP 398907K

Location of Land

Parish: JIKA JIKA
Township:
Section:
Crown Allotment:
Crown Portion: 58(PT)

Last Plan Reference:
Derived From: VOL 5320 FOL 692
Depth Limitation: NIL

Notations

ANY REFERENCE TO MAP IN THE TEXT MEANS THE DIAGRAM SHOWN ON THIS TITLE PLAN

Description of Land / Easement Information

All that piece of Land delineated and coloured red on the map in the margin being part of Crown Portion Fifty-eight Parish of--- Jika Jika County of Bourke - Together with a right of carriage way over the ----- roads colored brown on the said map -

THIS PLAN HAS BEEN PREPARED FOR THE LAND REGISTRY, LAND VICTORIA, FOR TITLE DIAGRAM PURPOSES AS PART OF THE LAND TITLES AUTOMATION PROJECT
COMPILED: 11/04/2000
VERIFIED: CP

COLOUR CODE
R=RED
BR=BROWN

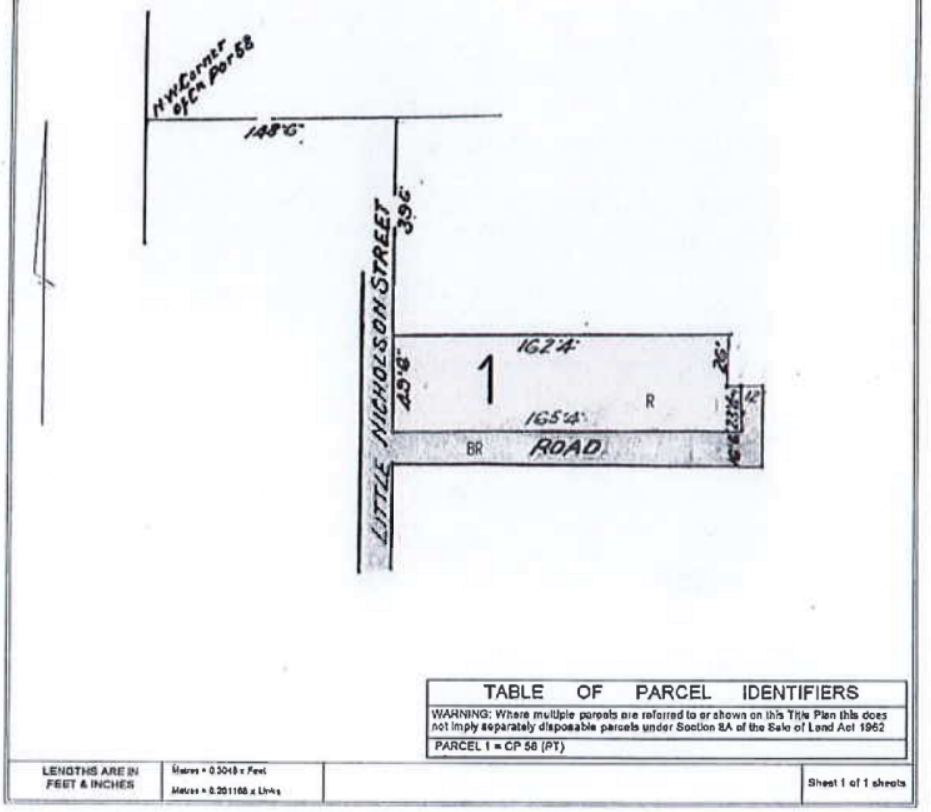


TABLE OF PARCEL IDENTIFIERS

WARNING: Where multiple parcels are referred to or shown on this Title Plan this does not imply separately disposable parcels under Section 8A of the Sale of Land Act 1962

PARCEL 1 = CP 58 (PT)

LENGTHS ARE IN FEET & INCHES | Metres = 0.3048 x Feet; Metres = 0.201168 x Links | Sheet 1 of 1 sheets

Attachment 4 - Road Titles

Attachment - Adjoining Titles

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TITLE PLAN		EDITION 1	TP 377740P

Location of Land

Parish: JIKA JIKA
Township:
Section:
Crown Allotment:
Crown Portion: 58 (PT)

Last Plan Reference:
Derived From: VOL 6152 FOL 305
Depth Limitation: NIL

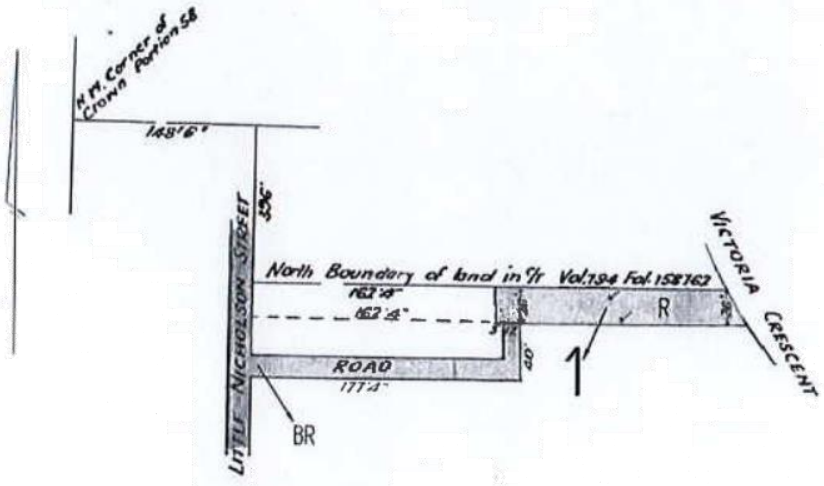
Notations

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THIS PLAN HAS BEEN PREPARED FOR THE LAND REGISTRY, LAND VICTORIA, FOR TITLE DIAGRAM PURPOSES AS PART OF THE LAND TITLES AUTOMATION PROJECT
COMPILED: 30/03/2000
VERIFIED: AA



COLOUR CODE
R = RED BR = BROWN

TABLE OF PARCEL IDENTIFIERS
WARNING: Where multiple parcels are referred to or shown on this Title Plan this does not imply separately disposable parcels under Section 8A of the Sale of Land Act 1962
PARCEL 1 = CP 58 (PT)

LENGTHS ARE IN FEET & INCHES	Metres = 0.3048 x Feet Metres = 0.201168 x Links	Sheet 1 of 1 sheets

Attachment 4 - Road Titles

Attachment 4 - Adjoining Titles

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TITLE PLAN		EDITION 1	TP 395171B

Location of Land

Parish: JIKA JIKA
Township:
Section:
Crown Allotment:
Crown Portion: 58 (PT)

Last Plan Reference:
Derived From: VOL 6175 FOL 042
Depth Limitation: NIL

Notations

ANY REFERENCE TO MAP IN THE TEXT MEANS THE DIAGRAM SHOWN ON THIS TITLE PLAN

Description of Land / Easement Information

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Attachment 5 - Adjoining Owner Correspondence

Attachment 4 - Adjoining Owner response

Gintaras Simkus
Town Planning Consultant
BA International Relations
Grad Dip Urban & Social Policy
PO BOX 5010 Alphington 3078
m 0439330583
e gintaras@directplanning.com.au
www.directplanning.com.au

Mr Aidan Robertson
Associate
ProUrban
Suite 201,
5 Claremont Street
South Melbourne
VIC 3141

10 April 2019

By email

Dear Mr Robertson,

RE: **Discontinuance of Laneway / Road**
LAND: **12 – 20 Victoria Crescent, Abbotsford**

We have been instructed by [redacted] owner of land at 10A Victoria Crescent, Abbotsford to provide some assistance in relation to your clients request to partially close the laneway located to the north of 10A Victoria Crescent, Abbotsford.

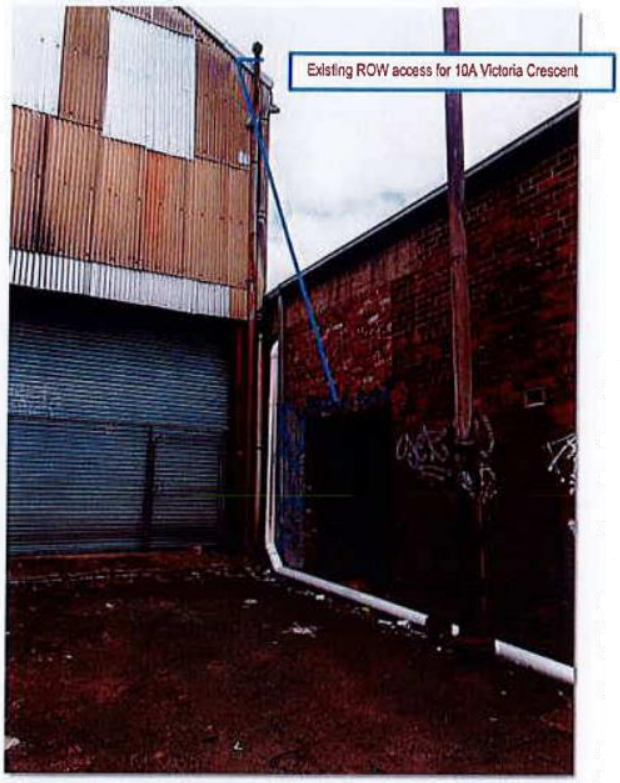
Upon visiting the site and measuring the distance sought for closure, it is apparent that the section of laneway your client seeks to close would interfere with my client's access to a public road. The photo below indicates the laneway closure would occupy land up to the 'stink pipe' located in the laneway. As a result, this would remove my client's access to the existing 'public road'.

My client objects to the closure of this portion of the road.

My client does not object, to the closure or discontinuance of the laneway for that section of land that is currently occupied by building(s). Again, the photo below shows the extent of laneway located from the existing building to the 'stink 'pipe' that is currently understood to be a 'public road'.

Attachment 5 - Adjoining Owner Correspondence

Attachment [illegible] - Adjoining Owner response



As indicated by the above image, the section of ROW sought to be discontinued would remove my client's access to the ROW. He objects to that section being discontinued.

Should you have any further questions or require any clarification please do not hesitate to contact our offices.

Yours faithfully,

Gintaras Simkus
Town Planner
Direct Planning
CC joe.kozlowski@maddocks.com.au

12 – 20 Victoria Crescent *Direct Planning*

Attachment 5 - Adjoining Owner Correspondence

Attachment - Adjoining Owner response

Joe Kozlowski

From: Natasha Liddell <natasha@meydangroup.com.au>
Sent: Wednesday, 10 April 2019 11:10 AM
To: Aidan Robinson
Cc: Joe Kozlowski
Subject: RE: Discontinuance of Road/Laneway - 12-20 Victoria Crescent, Abbotsford
Attachments: 32-68 Mollison Laneway Access Door.pdf; 32-68 Mollison St Survey Excerpt.pdf

FilingDate: 10/04/2019 11:35:00 AM

Dear Aidan

We do not consent to this laneway closure.

Based on the information we have available to us, it would appear that it would result in a portion of the laneway being closed which interfaces with an access door into the rear of our property, as well as a number of service pipes.

In addition to providing access to 32-68 Mollison St, the door connects to an easement through our building to provide access to 10A Victoria Crescent.

These accessways need to be maintained while our site has its current use and development.

The images below highlight our area of concern. If you have feature survey or other information which shows the closure does not affect the doorway and pipes as we assume it does, we would be happy to review our position.

Kind regards,

Natasha Liddell
Principal Planner
Meydan Group
0412 302 122

From: Aidan Robinson <aidan.robinson@pro-urban.com.au>
Sent: Wednesday, 20 March 2019 11:32 AM
To: Natasha Liddell <natasha@meydangroup.com.au>
Subject: Discontinuance of Road/Laneway - 12-20 Victoria Crescent, Abbotsford

Dear Natasha,

We act on behalf of our client, CPG Office 1 Pty Ltd, in relation to the above site and the approved planning permit PLN18/0239.

We have been requested to send the attached letter to all owners of the land at 32-80 Mollison Street, Abbotsford, which includes AH Meydan (Property) Pty Ltd.

The same letter has been sent to you and the following owners of the land (as nominated on the relevant certificates of title) in the post:

Australian Horizons (Property) Pty Ltd
96 Herbert Street
NORTHCOTE VIC 3070

1

Attachment 5 - Adjoining Owner Correspondence

Attachment 4 - Adjoining Owner response

Abalbee Pty Ltd
47 Church Street
Abbotsford VIC 3067

Please contact me if you have any queries.

Kind Regards
Aidan Robinson



Aidan Robinson | Associate
aidan.robinson@pro-urban.com.au
0433 554 844

Suite 201, 5 Claremont Street
South Yarra, VIC 3141

www.pro-urban.com.au

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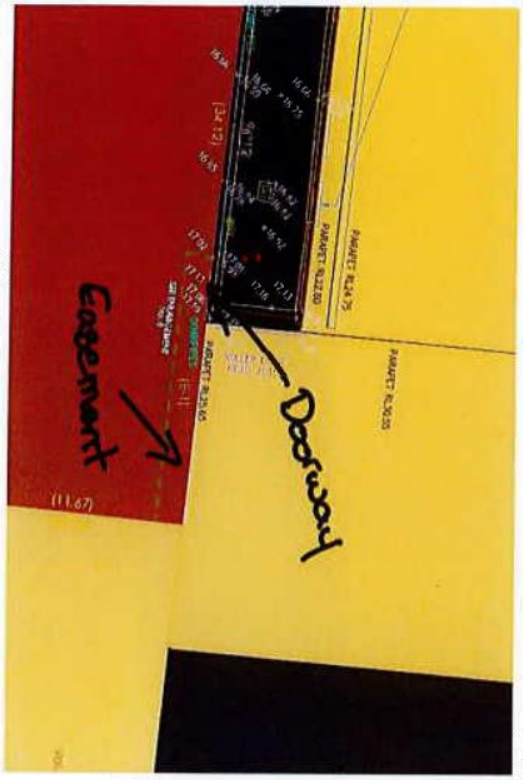
Attachment 5 - Adjoining Owner Correspondence

Attachment 4 - Adjoining Owner response



Attachment 5 - Adjoining Owner Correspondence

Attachment - Adjoining Owner response



Attachment 6 - Site Inspection Report

Maddocks

Ref: MAN:JKOZ:7790675

Maddocks
Lawyers
Collins Square, Tower Two
Level 25, 727 Collins Street
MELBOURNE 3000

Yarra City Council
Proposed discontinuance and sale of road abutting 12-20 Victoria Crescent, Abbotsford

DATE OF INSPECTION: 25/06/2019

PHOTOGRAPHS OF THE ROAD: Attached at the end of this report

IS THE ROAD OPEN AND AVAILABLE FOR USE BY THE PUBLIC? Yes ☐ No ☒

WHAT OBSTRUCTIONS ARE OVER OR IN THE ROAD?

Fencing	☒ Yes	☐ No	Vegetation*	☐ Yes	☐ No
Rubbish	☐ Yes	☐ No	Services*#	☒ Yes	☐ No
Other*	☐ Yes	☐ No	(# Including fire hydrants/plugs.)		

* Provide Details:

No.12A Victoria Crescent abuts the eastern boundary of the subject Road and currenty occupies the whole section of the subject Road with an old brick building and old galv. iron warehouse residing over the Road.

THE MATERIAL WITH WHICH THE ROAD IS CONSTRUCTED:

☐ Nil ☒ Bitumen
☐ Bluestone ☐ Other _____

EVIDENCE OF THE ROAD BEING USED:

☐ Nil ☒ Gates opening onto the road
☐ Tyre marks ☐ Garages opening onto the road
☐ Worn grass ☒ Other old brick building and old galv. iron warehouse residing over the Road

TYPE OF TRAFFIC:

☒ Pedestrian ☐ Vehicular ☐ Animal ☐ Nil

WHAT IS THE ROAD PROVIDING ACCESS TO?

☒ Adjoining properties @ ☐ Reserve/Park
☐ Main Road ☐ Shops

[7790675: 24143154_1]

Attachment 6 - Site Inspection Report

Maddocks

☐ Other _____

@ Specify which properties

No.12A Victoria Crescent abuts the eastern boundary of the subject Road and has direct access to the subject section of Road.

DETAILS OF OTHER SUITABLE MEANS OF ACCESS NEARBY.

No.12A Victoria Crescent has direct access and frontages to both Victoria Crescent and Little Nicholson Street.

DETAILS OF FENCES, BUILDINGS AND/OR LANDSCAPING PLACED ON OR OVER ANY PORTION OF THE ROAD BY ABUTTING PROPERTY OWNERS, AND THE EXTENT OF SUCH ENCROACHMENT.

No.12A Victoria Crescent abuts the eastern boundary of the subject Road and currenty occupies the whole area Road with an old brick building and old galv. iron warehouse residing over this section of Road. No other significant encroachment into the Road exists from the adjacent abutting properties

IS THE ROAD REQUIRED FOR PUBLIC ACCESS? Yes ☐ No ☒

OTHER OBSERVATIONS:

It was evident from our on site inspection of the subject Road that the Road is not required for public access on the basis that the existing old warehouse at 12A Victoria Crescent encroaches over the whole section of Road.

ATTACH ADDITIONAL PAGES IF THERE IS NOT ENOUGH SPACE ON THIS FORM

Signed: Date: 02/12/2019

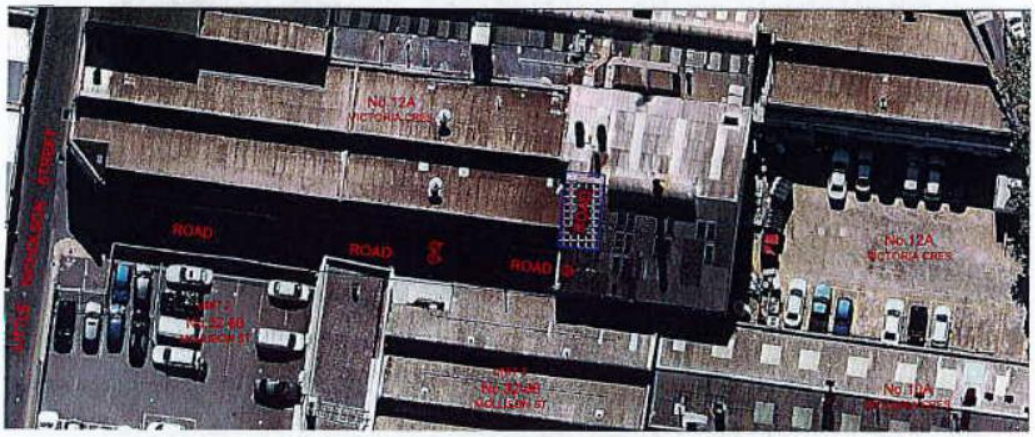
Title/Position: Dean Loney / Licensed Surveyor Company: DML Land Surveys Pty Ltd.

[7790675: 24143154_1]

Attachment 6 - Site Inspection Report

DML LAND SURVEYS
PO Box 136, Lower Plenty 3093
E: enquiries@dmlsurveys.com.au
www.dmlsurveys.com.au
M: 0422 741 385
ABN 65 540 850 350 ACN 148 149 688

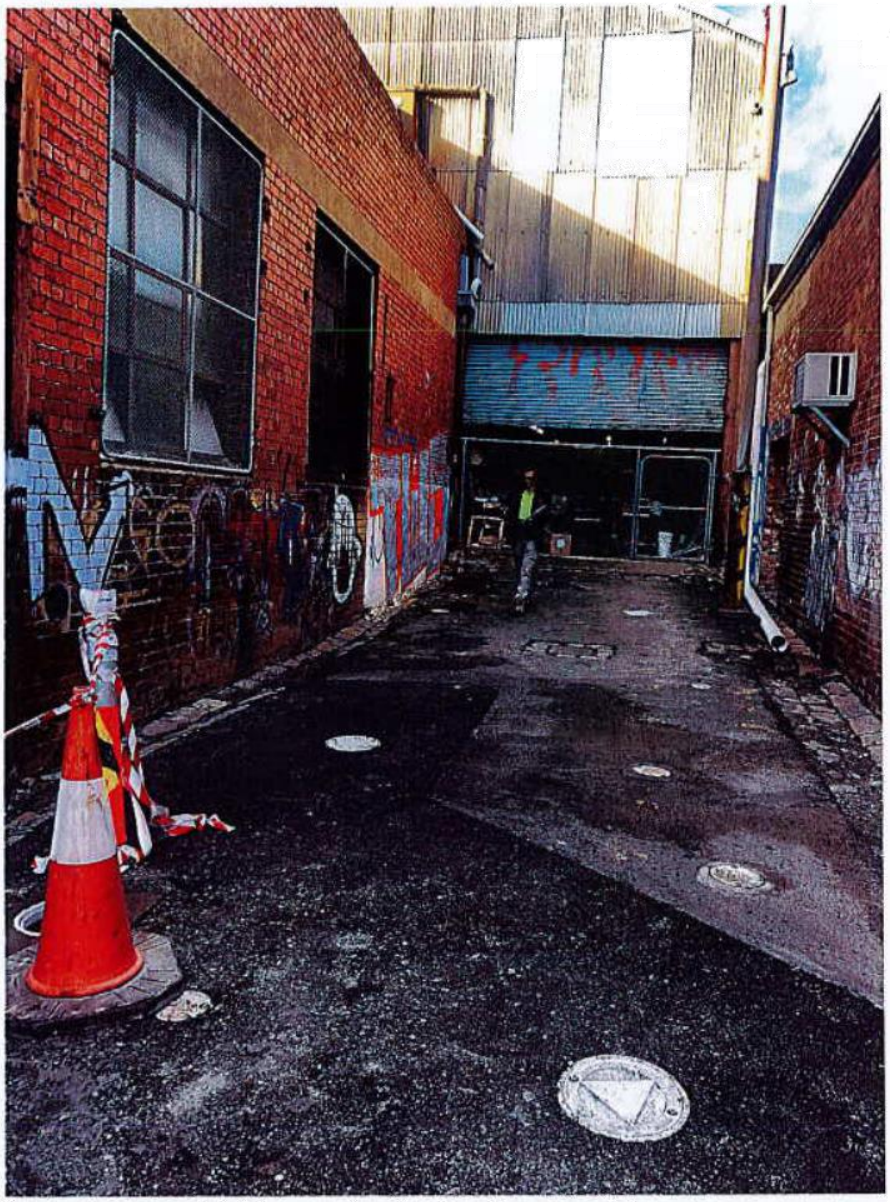
AERIAL PHOTO & PHOTO POSITION



SUBJECT ROAD FOR PROPOSED DISCONTINUANCE IS SHOWN WITH PINK HATCHING ON ABOVE AERIAL PHOTO. NUMBERED PHOTO POSITIONS SHOWN IN RED.

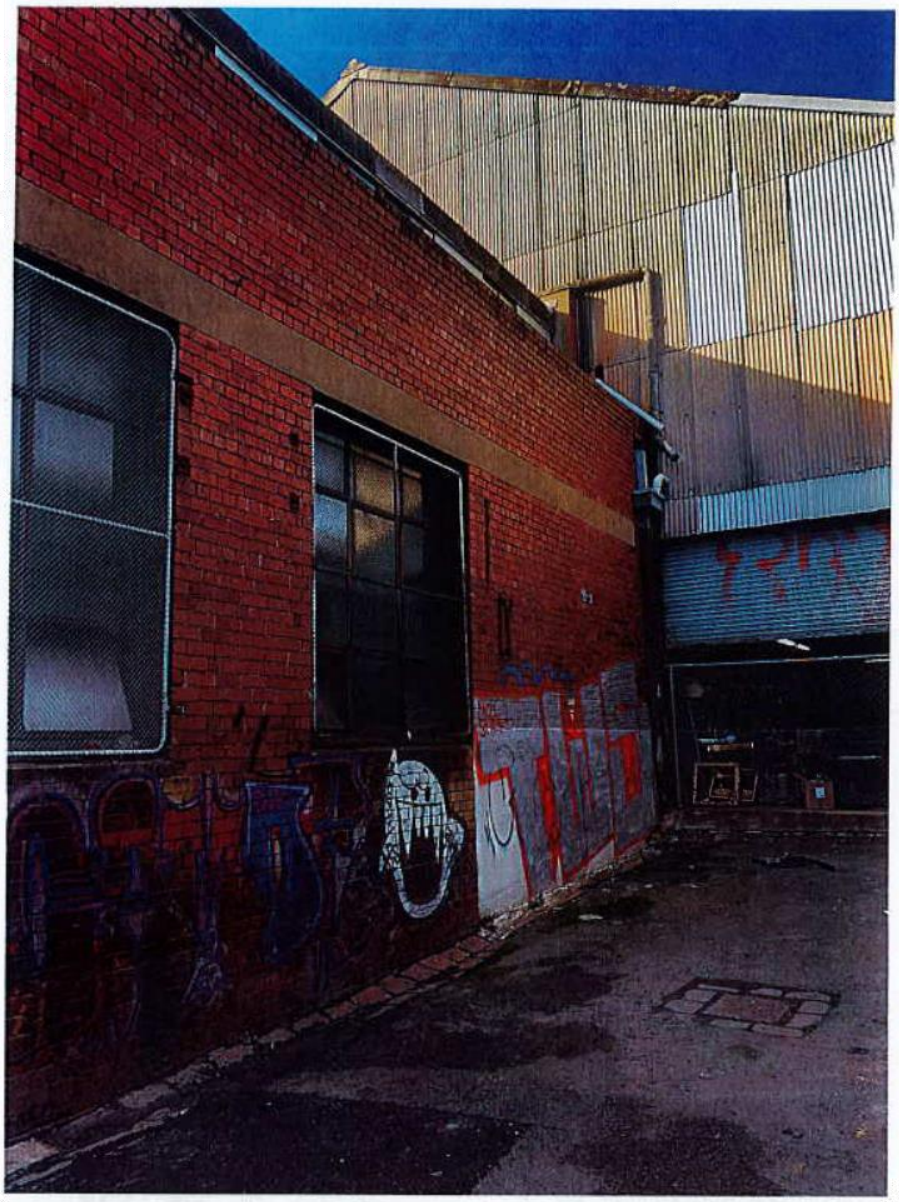
Attachment 6 - Site Inspection Report

PHOTO 1



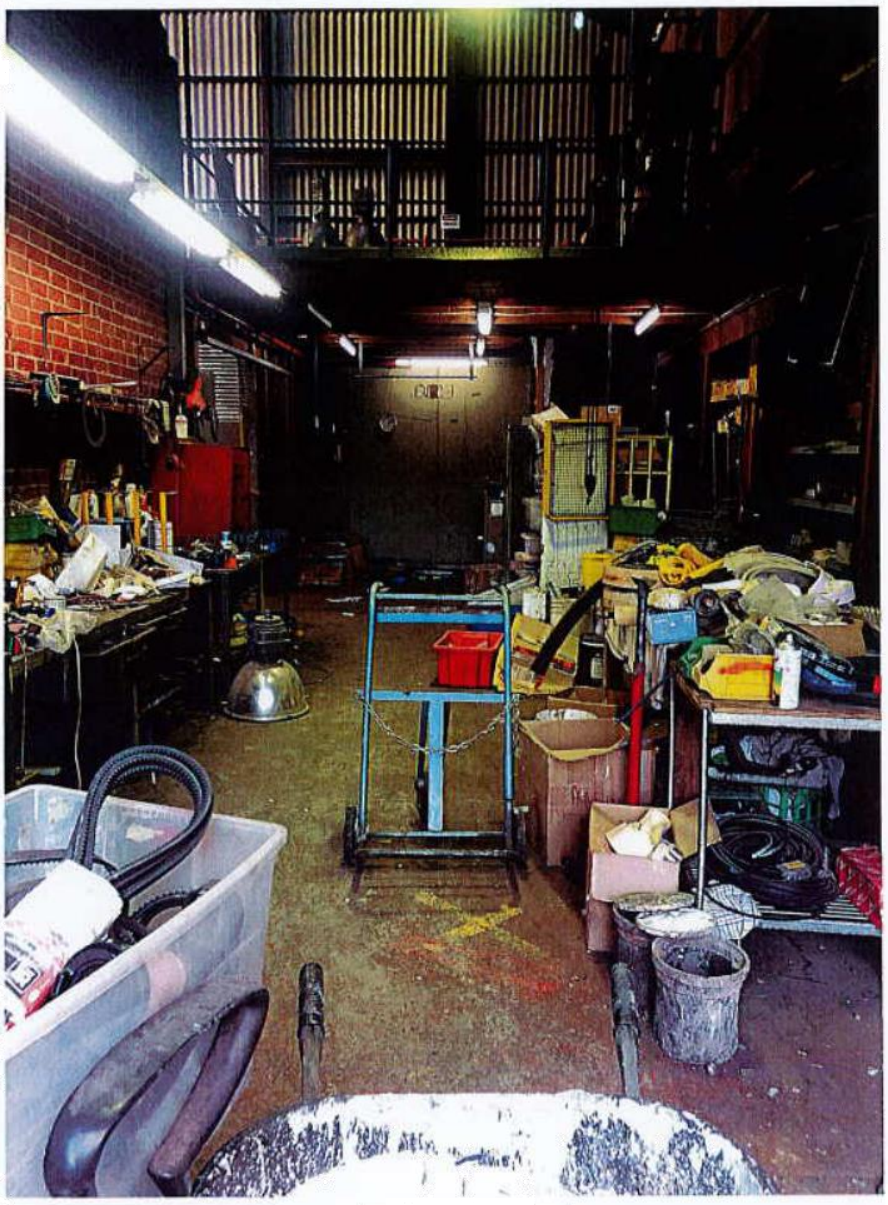
Attachment 6 - Site Inspection Report

PHOTO 2



Attachment 6 - Site Inspection Report

PHOTO 3



Attachment 7 - CWW Response

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Attachment 7 - CWW Response

City West Water™

City West Water Corporation
ABN: 70 066 902 467
1 McNab Avenue
Footscray Vic 3011 Australia
Locked Bag 350 Sunshine Vic 3020
DX 30311 Sunshine
citywestwater.com.au
Telephone (03) 9313 8422
Facsimile (03) 9313 8417

17 May 2019

JOE KOZLOWSKI
MADDOCKS
COLLINS SQUARE, TOWER TWO, LEVEL 25, 727 COLLINS STREET
MELBOURNE VIC 3008

Dear Joe,

Re: **PROPOSED DISCONTINUANCE OF ROAD**
Location: **ABUTTING 12-20 VICTORIA CRESCENT, ABBOTSFORD**
CWW Reference: **19/151**

I refer to your email received by City West Water (CWW) regarding the proposed Discontinuance of Road at the above location and request for comment from CWW. Enclosed for your information are copies of CWW's requirements for working in the vicinity of water and sewer assets and a plan of the general area.

As you will see on the plan provided, the parcel of land proposed for Discontinuance contains existing CWW sewer assets. With respect to these assets, CWW will not object to this proposal subject to the following:

1. A certified Title Plan must show a 2.0m wide Sewerage Easement centrally located over the sewer main in favour of CWW pursuant to Section 12(1) of the Subdivision Act. This plan must then be referred to CWW for consideration prior to offering a withdrawal of objection.
2. Any proposed fences must be located a minimum distance of 800mm clear of the centreline of existing CWW sewer mains.
3. Any proposed fence lines must be located a minimum distance of 1.0m from sewer manholes and/or sewer inspection shafts.
4. Any proposal to build over CWW assets will require CWW's written consent (i.e. Build-Over Application approval).

Naturally, extreme care must be taken when working in the vicinity of CWW assets and CWW will seek cost recovery for any damage caused to its assets that can be attributed this proposal.

If you have any questions, please do not hesitate to contact me on 0407 528 605.

Yours faithfully,

Mark Abraham
Technical Officer, Other Authorities Works

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Attachment 7 - CWW Response

City West Water

QES Management System
Issue Date: 11/01/2019

Protection of City West Water's Water and Sewer Assets
Other Authorities Works

Important Information

This document has been provided by City West Water (CWW) as a reference for standard conditions and requirements when working in close proximity to CWW's existing water and sewer assets.

1. The assets referred to in this document are water and sewer assets owned and/or controlled by CWW. Please note that some assets shown on plans provided by CWW may belong to Melbourne Water, South East Water and Yarra Valley Water.
2. Due to the nature, depth and age of CWW's assets and records, it is impossible to ascertain the exact location of all underground assets. CWW does not guarantee and makes no representation or warranty as to the accuracy or scale of information provided.
3. If asset relocation or protection works are undertaken by CWW as part of the required solution, payment for the cost of this work shall be borne by the customer (e.g. principal developer, council, client, contractor etc.) requiring these works.
4. Unless otherwise stated in this document, all water and sewerage works must be carried out in accordance with the most recent versions of the Water and Sewerage Codes of Australia (MRWA Editions).

Duty to Avoid Damage

1. It is the responsibility of the customer and any person/s engaged by the customer (including, but not limited to; architect, building surveyor, consulting engineer, contractor, developer) to ensure that CWW's assets are protected from the impact of any works.
2. It is the responsibility of the customer or person/s constructing the works to:
   a) obtain 'Dial Before You Dig' plans showing CWW's assets in the vicinity of the proposed works no more than 30 days prior to the commencement of works
   b) locate all underground assets that may be damaged or interfered with by the proposed works via non-destructive digging (NDD) or hand excavation prior to commencement of works
   c) contact CWW's Officer for Other Authorities Works (OAW) via email oaw@citywestwater.com.au if any of CWW's assets will be affected or interfered with in any way by the proposed works
3. If any damage is caused to CWW's assets as a result of works, or if any of CWW's assets are interfered with (including being built over, buried, altered or if any cover or support is removed) without CWW's consent, CWW will seek recovery for the costs of repairing such damage or interference.
4. There are statutory offences under the Water Act 1989 and the Road Management Act 2004 for damaging or interfering with CWW's assets and for building over or removing cover or support of CWW's assets without prior written consent. In the event that damage is caused to CWW's assets, please contact CWW's **Faults & Emergencies on 132 642**.

Attachment 7 - CWW Response

Attachment 7 - CWW Response

City West Water™

QES Management System
Issue Date: 11/01/2019

Standard Work Conditions & Requirements

1. When undertaking works in the vicinity of CWW's underground assets, the minimum clearances and cover in the table below must be maintained at all times:

Clearance	Conditions	
150mm*	Water main ≤ DN375 Sewer main (any size)	Vertical clearance when crossing an asset *Not including road pavement works (refer Section 2 in 'Duty to Avoid Damage')
500mm	Water main > DN375	
300mm	Water main < DN225	Horizontal clearance when running beside an asset
600mm	Water main ≥ DN225 Sewer main (any size)	
600mm	Water and sewer	Depth of cover when operating hand-operated vibrating equipment (e.g. jackhammers/vibrating plates)
1000mm	Water main	Depth of cover when operating mechanical excavators, static and/or vibrating roller equipment etc.
1500mm	Sewer main	
300mm	Clearance from any proposed back of kerb to the outer wall of any CWW asset. **Refer to note 4 below.**	
Minimum cover over assets		
1200mm	VicRoads roadways (assessed on an individual basis)	
750mm	Major roadways (assessed on an individual basis)	
600mm	Sealed roadways	
450/600mm	Nature strip, reserve (Residential/Commercial)	

IMPORTANT: CWW's Officer for OAW must be contacted via email at least 14 days prior to any works in the vicinity of water and/or sewer mains 300mm or greater in diameter as additional work conditions may apply.

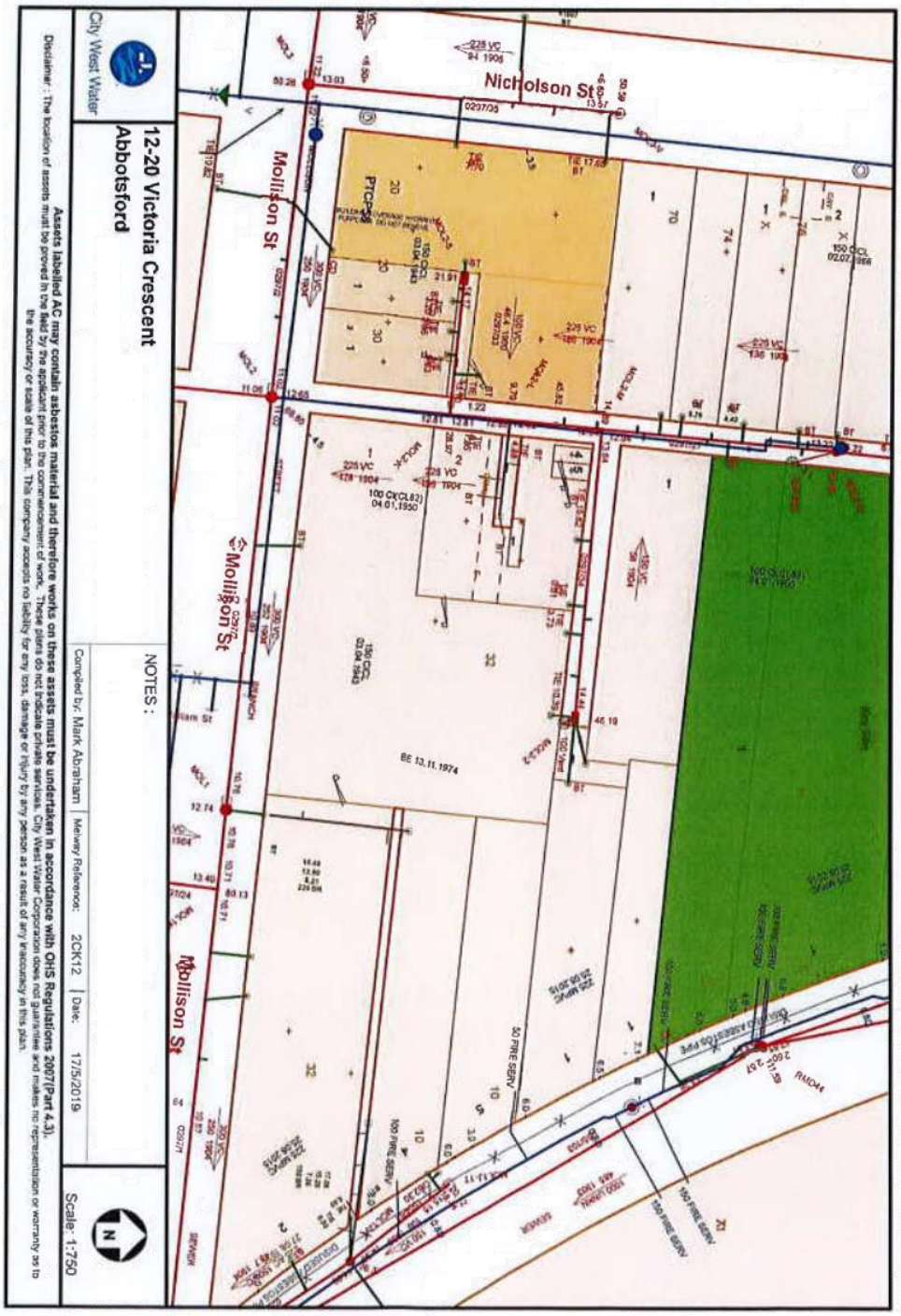
2. All new and existing covers on CWW surface fittings must match the proposed finished surface levels.
3. No new or existing hydrants are to be located within road pavements or crossovers. Hydrants must be converted below ground and relocated at least 1.0m clear of the roadway or crossover. Valves are not to be positioned within a kerb and channel under any circumstances.
4. No CWW water main which is currently located in a nature/median strip is to be relocated underneath any pavement or kerb and channel without prior written approval from CWW.
5. All works on CWW assets (including abandoned assets) must be undertaken by CWW or CWW accredited consultants and contractors listed at: www.citywestwater.com.au. All relevant CWW procedures and applications remain applicable.
6. Should any of CWW's assets be exposed during the course of the works, 150mm of embedment material similar to existing (unless otherwise specified by CWW) must be placed around the pipe and the trench backfilled and compacted in accordance with requirements relating to asset location.
7. CWW has a target for planned water supply interruptions to be completed in less than **150 minutes**. It is the expectation of CWW that consultants and contractors will assist in decreasing the interruption times and thus reducing the impact of works on affected customers.

NOTE: If you feel that any of the above requirements cannot be met, please contact CWW's Officer for OAW via email for advice on how best to resolve the situation.

This document is "UNCONTROLLED" if it has been saved locally or printed

Attachment 7 - CWW Response

Attachment - CWW Response



Attachment 7 - CWW Response

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Attachment 7 - CWW Response



11.7 Heidelberg Road corridor - Local Area Plan and proposed building form and heritage protection

Executive Summary

Purpose

This report outlines the strategic planning work undertaken between Darebin and Yarra Councils that aims to set a common vision and key land use and planning directions for the Heidelberg Road Corridor between the Merri and Darebin Creeks in form of a local area plan.

Based on this work the report recommends that Council submit a request to the Minister for Planning to introduce interim Heritage Overlays to several properties and an interim Design and Development Overlay Schedule for the commercially zoned land along Heidelberg Road (within the City of Yarra).

Key Issues

Yarra's activity centres are identified as key locations for employment and residential growth in both State and Local Policy.

Land along Heidelberg Road in Fairfield and Alphington is experiencing development pressure due to its good access to Melbourne CBD, proximity to public transport and other employment and activity centres.

The communities in Fairfield and Alphington have expressed concerns about the scale and amount of development and have sought stronger planning provisions to achieve greater certainty and a balance between allowing some development, retaining a sense of place and protecting adjacent residential areas.

In response, officers have prepared a draft Local Area Plan and draft interim planning provisions for the Heidelberg Road corridor in conjunction with officers from Darebin Council. The Plan includes a strategic framework for the corridor and proposes the introduction of an interim Design and Development Overlay (DDO) for the Commercial 1 and Commercial 2 Zone areas and some Heritage Overlays along Heidelberg Road.

The provisions would be sought on an interim basis until such time as strategic planning work is completed by Darebin City Council so that Local Area Plan can be finalised and permanent planning scheme amendments can be prepared and exhibited for both Yarra and Darebin. That would then involve consultation with the local community as a standard planning scheme amendment process.

Financial Implications

The costs associated with obtaining expert advice assessing building form, heritage and traffic / access issues is within the 2019/20 Strategic Planning budget.

PROPOSAL

That Council request the Minister for Planning to introduce interim planning provisions, including a DDO and Heritage Overlay for the Heidelberg Road corridor through Yarra Planning Scheme Amendment C272.

11.7 Heidelberg Road corridor - Local Area Plan and proposed building form and heritage protection

Reference: D20/6667
Authoriser: Director Planning and Place Making

Purpose

1. The purpose of this report is to outline:

   (a) the Background Issues and *Discussion Paper* and the *draft Local Area Plan* for the Heidelberg Road Corridor;

   (b) the content of the draft interim heritage and built form provisions for the Commercial 1 and Commercial 2 Zone areas along the Heidelberg Road corridor (within City of Yarra);

   (c) the process for requesting interim provisions (i.e. a request for a Ministerial amendment to the Yarra Planning Scheme through under Section 20(4) of the *Planning and Environment Act 1987); and*

   (d) how permanent provisions would be progressed in collaboration with Darebin City Council.

Background

Managing Growth in Yarra's activity centres

2. Demand for housing within the City of Yarra is high due to its proximity to employment and public transport and Yarra's heritage character, amenity and cultural offerings. State and Local policy support directing employment opportunities and higher density housing to activity centres. Council's adopted *Housing Strategy 2018* sets out Council's approach for managing population and housing growth across the municipality.

3. Yarra's communities acknowledge a need for a degree of change to accommodate growth. However, the community place great importance on planning provisions that better manage change and provide as much certainty as possible about future development outcomes. This includes ensuring a balance between maintaining heritage fabric in the shopping centres and protecting sensitive residential interfaces whilst guiding new development.

4. In response, Council has been progressively introducing interim planning provisions across activity centres to improve guidance for the development occurring in activity centres.

The Heidelberg Road Corridor Local Area Plan (HRCLAP)

5. The former Alphington Paper Mill site (APM) is a significant redevelopment site referenced in *Plan Melbourne* and marked as a high change area. Redevelopment is guided by a site specific Development Plan Overlay and an approved Development Plan. Redevelopment of this site will see a very significant increase in the local population and housing and an expanded economic role of the Heidelberg Road *Neighbourhood Activity Centre*. The APM site is a strategic site where the major growth and change will occur along the corridor. The site will accommodate the tallest forms of buildings along the corridor and it is intended that the other development areas will be lower in height and subservient in their proposed height and scale.

Discussion

6. The local community and representatives on the Council Community Reference Group (CRG) for the former Amcor site, raised concerns about the developments being proposed outside the APM site along Heidelberg Road and requested Darebin and Yarra Councils undertake strategic planning work to prepare new planning provisions to better guide development and provide greater certainty to the community.

7. Darebin and Yarra City Council CEO's agreed to commence a joint strategic planning study for the Heidelberg Road corridor to provide a common strategic basis for a Local Area Plan and new planning provisions. A collaborative approach has assisted achieving coordinated outcomes between Councils.

8. To overcome the differences in resource commitments and timing between Darebin and Yarra City Council, the approach has been to prepare a common strategic framework, (the Local Area Plan), for the Heidelberg Road Corridor and for Yarra to commence detailed work on built form and heritage provisions for those areas within the Yarra municipality.

9. It is not proposed to change the boundaries of the APM development area. The APM will continue to be guided by what is affected by the current Development Plan Overlay.

Approach

10. The projects outlined in this report consist of two components:
    (a) a Background Issues and Discussion (the Paper); and
    (b) the Heidelberg Road Corridor Local Area Plan (HRC LAP), both undertaken in conjunction with officers from the City of Darebin.

11. Detailed built form and heritage assessments undertaken by the City of Yarra, with City of Darebin input includes:
    (a) urban context analysis;
    (b) heritage report;
    (c) transport report;
    (d) Built Form Framework, Design Strategy and Recommendations; and
    (e) preparation of interim Heritage Overlays and an interim Design and Development Overlay.

12. Yarra's detailed built form, heritage and transport work is focused on the commercial zones in the three precincts identified in the Local Area Plan along the south side of Heidelberg Road.

13. All the work considers but does not propose changes to the approved Development Plan for the APM site.

14. The overall project and the draft Paper was discussed with the Alphington Paper Mill Community Reference Group (APM CRG). Subsequently, the Alphington-Fairfield Appropriate Development Association (AFADA) has responded to the Paper and provided comments in a written submissions.

15. The key points made by the community included:
    (a) support urgent introduction of interim planning provisions;
    (b) mandatory heights, generally 4 storeys and 5 storeys on larger sites (+1,000 sqm);
    (c) transitional rear setbacks, based on 2 storey podium height, dependent on rear interface/overshadowing impact);
    (d) change designation in Yarra Housing Strategy from 'moderate' to 'incremental';
    (e) see higher ESD standards;
    (f) no roof tops terraces;
    (g) no on-street parking permits for new residents;
    (h) change some rear lots associated to Heidelberg Rd frontages from C1Z to NRZ;
    (i) heritage protection for some sites (all within residential land, not within C1Z), and
    (j) upgrades to bike paths, street furniture, some intersections and public transport.

Scope and study area

16. The Heidelberg Road Corridor between the Merri and Darebin Creeks marks the municipal boundary between the cities of Darebin and Yarra.

17. The Local Area Plan has considered a wider study area including residential land along the Heidelberg Road Corridor generally between the Merri and Darebin Creek and the Hurstbridge Railway Line and Yarra River.

18. The primary focus of the Discussion Paper and HRC LAP has been the commercial and industrial zone land adjoining Heidelberg Road in both Darebin and Yarra. The context plan below (see Figure 1) shows the study area, the three precincts identified and some of the key features along the corridor.

19. The boundary of Precinct 3: Heidelberg Road Neighbourhood Activity Centre, is consistent with the boundary in the study *Activity Centres – Roles and Boundaries, March 2018*, which includes land at 512 Heidelberg Road, west of the Chandler Highway.

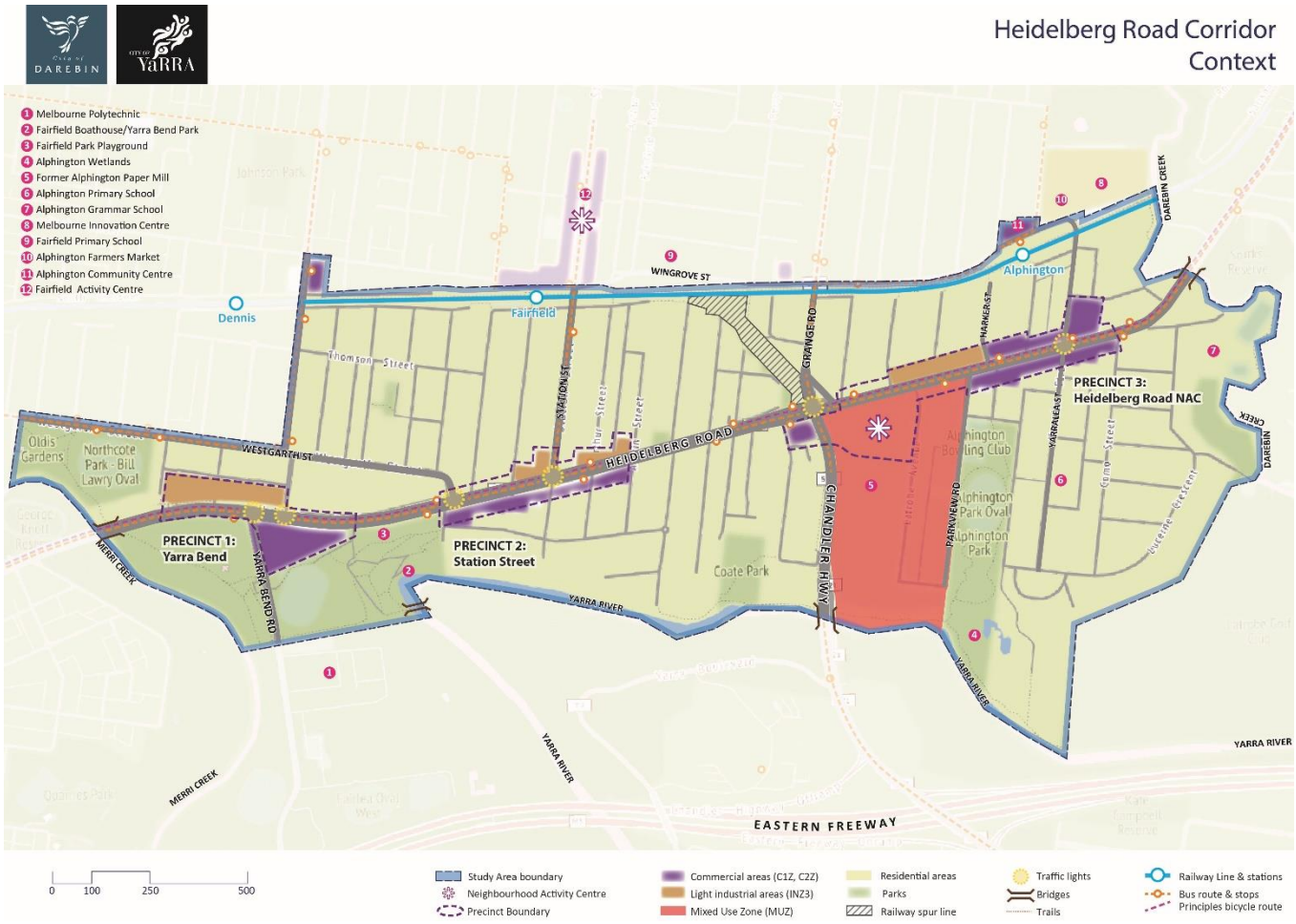


Figure 1: Heidelberg Road Corridor Context

Heidelberg Road Background and Discussion Paper

20. The Paper provides an understanding of the existing context and main issues along the Heidelberg Road Corridor based on information from existing policies, strategies, and workshop discussions between Darebin and Yarra officers and verbal and written submissions from the APM CRG and AFADA.

21. The Paper identifies three precincts along Heidelberg Road (see Figure 1 and Attachment 1):

    (a) Precinct 1 – Yarra Bend;

    (b) Precinct 2 – Station Street; and

(c) Precinct 3 – Heidelberg Road Neighbourhood Activity Centre (not including the APM land).

22. Table 1 below provides a summary of the matters considered in the Paper:

Table 1: Heidelberg Road Background Issues and Discussion Paper - Key Findings

Issues	Key Findings
Economic	• Investigate the options for the future development and zoning of industrial land in City of Darebin. • Consider applying the C1Z to the Alphington Village (the retail core of APM) to replace the existing Mixed Use zone with no change to the existing DPO approved Development Plan (not part of this proposal).
Population, Community Facilities and Housing	• Housing affordability is an issue, common to Melbourne. The APM redevelopment would contribute approximately 2,500 dwellings with a mix of apartments and town houses to the local area. • As part of the APM redevelopment new community facilities will be provided and located within the APM site.
Transport and Movement	• High vehicle traffic volumes and the width of Heidelberg Road exacerbates the disconnection and barriers between the north and south side of Heidelberg Road. • Limited bus operation hours and poor services make use of bus public transport unattractive. • The corridor has good access to the rail network. • The APM redevelopment, in conjunction with Darebin Council will contribute to improvements in pedestrian and cycling connections. • Bicycle lanes on Heidelberg Road are unsafe. • Walking environment along Heidelberg Road can feel unsafe and has poor amenity due to limited pedestrian crossings, short duration of pedestrian light cycles, fast moving traffic, and the lack of separation from traffic. • A Public Acquisition Overlay (PAO) affects the corridor and if implemented for vehicle traffic would further exacerbate the issues.
Public Realm and Built Form	• There is a lack of landscaping along Heidelberg Road creating a harsh environment that can make walking and cycling uncomfortable. • No built form planning provisions are in place to guide development which can lead to poor development outcomes and uncertainty in planning decisions. • Some development proponents use the APM as a benchmark, leading to out of scale proposals being lodged for consideration. • Each precinct lacks a strong urban design identity.
Open Space and Environment	• Improved connectivity across Heidelberg Road would make open space to the south more accessible. • Lack of canopy trees along Heidelberg Road exacerbates the heat island effect along the corridor.

Heidelberg Road Corridor Local Area Plan

23. The LAP proposes a vision for the Heidelberg Road Corridor and its three precincts. It outlines a set of overarching directions, outcomes and objectives to achieve the vision. Strategic actions guide the realisation of the vision.

24. The proposed Vision for the LAP is '*A better connected community, more diverse business activity and greener, quality streetscapes in Heidelberg Road's precincts.'* It aims to provide a guide for how future development and changes within the three precincts along the corridor can achieve the vision.

25. The framework directions are:

    (a) allow a greater land use diversity across the corridor;

    (b) advocate for better public transport services;

    (c) increase cycling and walking connections and route safety;

    (d) improve housing diversity and affordability;

    (e) improve the public realm in each precinct;

    (f) create a stronger place identity in each precinct; and

    (g) allow moderate levels of change, sensitive to the adjacent residential areas and heritage fabric.

26. The key outcomes and objectives in the LAP are summarised in Table 2 below:

Table 2: **Heidelberg Road Corridor Local Area Plan – Key Outcomes and Objectives**

Diverse economic activity	**Community well-being**	**Improved active transport services and accessibility**	**Individual precinct identity**
Attract a wide range of businesses now and into the future.	Support locating community services closer to the area of need.	Improve public transport services to and along Heidelberg Road.	Create a more pedestrian-oriented, attractive and safe public realm.
Ensure employment-generating land uses are attracted to and retained within the corridor.	Increasing housing diversity and affordability.	Improve access to existing public transport	Ensure public realm and built form achieve a stronger place identity for each precinct.
	Pursue new green space opportunities north of Heidelberg Road.	Increase connections and safety for bike riders.	Ensure new development is sensitive to adjacent residential areas.
		Increase number of pedestrian crossing points along Heidelberg Road.	
		Increase safety for pedestrians.	
		Minimise pressure for parking in residential areas adjoining Heidelberg Road.	

Reduce or limit vehicle crossovers onto Heidelberg Road to minimise conflicts with pedestrians / vehicles.

27. Key strategic actions from the LAP include:

    (a) each Council to prepare built form frameworks and planning scheme provisions;

    (b) advocate for improved transport and traffic conditions along the corridor including walking and cycling infrastructure and public transport service and facility improvements;

    (c) support a range of housing forms and affordable housing in new development;

    (d) investigate streetscape improvements in key precincts; and

    (e) investigate zone changes in some locations on the northern (Darebin) side of the corridor.

28. An overview of the issues, framework, opportunities and improvements maps strategic actions (and the interim DDO control maps) is provided in **Attachment 1**.

29. The full Background Paper is in **Attachment 2** and the Local Area Plan is in **Attachment 3**.

30. Alongside the overarching strategic work, Yarra investigated heritage, transport and built form matters to inform the draft built from provisions.

    Heritage Report

31. Yarra commissioned a heritage report which investigated potential gaps in local heritage significance and planning scheme protection. This work was in two stages:

    (a) the *Heidelberg Road Heritage Review (Stage 1) 2019 RBA Architects* (see **Attachment 4**) made a preliminary assessment of heritage places and a built form review which provided input into the Built Form Framework; and

    (b) the *Heidelberg Road Heritage Review (Stage 2) 2019 - Stage 2 Report (recommendations & citations for proposed heritage overlays) RBA Architects* finalised the recommended additions to the Heritage Overlay and provided the citations for each of the proposed Heritage Overlays (see **Attachment 5**).

32. The Heidelberg Road corridor has relatively little heritage building stock. The heritage reports recommend five additional properties in three new Heritage Overlays and provides heritage related recommendations and built form guidance for these places and two existing Heritage Overlays:

    (a) New **HO510** – 358 Heidelberg Road, Fairfield – Garage – car repairs and dwelling;

    (b) New **HO511** - 730-734 Heidelberg Road, Alphington – three shops;

    (c) New **HO512** - 760 Heidelberg Road, Alphington – former shops;

    (d) Existing **HO71** – Former Butcher Shop, 756-758 Heidelberg Road, Alphington (HO71); and

    (e) Existing **HO421** – Porta Factory, 224 Heidelberg Road, Fairfield.

33. The built form guidance for these proposed and existing heritage places has been used in the proposed built form framework. These included the visibility of the brick chimney at the Porta site and setbacks above the heritage street walls of 6 metres to create a sufficient separation between upper level development and heritage fabric below.

34. Other properties fronting Heidelberg Road that were considered, but did not meet the threshold for local heritage protection, is given at Section 4.3 and 4.4 of the Stage 1 report.

35. The property at 2 Killop Street, Alphington is proposed to be removed from the existing Heritage Overlay (Alphington East Precinct HO362). The dwelling which occupies 2 Killop Street is a late 20th Century structure which does not contribute to the Alphington East Precinct which is 'largely characterised by Victorian, Edwardian and Interwar houses with pitched, gabled or hipped roofs.' The Stage 1 Heritage Report concludes at page 13:

> "*The building is not related to the significance of the precinct (HO362) and should be omitted.*"

Transport Report

36. The transport report (see **Attachment 6**) analyses the existing and future movement and access conditions within the three precincts. Based on the analysis, it makes recommendations on the location of preferred vehicle access and provides advice on the content of the proposed built form control,

37. Key recommendations are to:

    (a) avoid vehicle access from Heidelberg Road;

    (b) support pedestrian friendly development;

    (c) provide the required car parking amounts on development sites;

    (d) utilise side streets and laneways where possible; and

    (e) support the improvement of key intersections for pedestrians and cyclists.

Built Form Framework

38. The built form analysis for the three commercial precincts on the south side of Heidelberg Road consists of two reports.

39. The *Heidelberg Road Built Form Framework Part 1 Urban Context Analysis - Hodyl & Co, July 2019* (see **Attachment 7**)**,** provides an in-depth analysis of the urban context, recognising the parklands, sensitive residential properties, urban design conditions and heritage advice.

40. The *Heidelberg Road Built Form Framework – Design Strategy & Recommendations - Hodyl & Co, September 2019* (see **Attachment 8**)*,* formulates a design strategy and outlines the approach used for preparing built form recommendations for each precinct. This was used to guide proposed built form planning scheme provisions and respond to the relevant issues and actions in the Discussion Paper and LAP. The heritage advice discussed above has informed the built form framework.

41. The proposed provisions aim to balance heritage values, rear residential interface impacts and development opportunities. Key factors to determine the potential built form envelope were:

    (a) a street wall height that provides a sense of enclosure to the road without being overwhelming;

    (b) overshadowing of rear residential properties to comply with ResCode;

    (c) visibility of building bulk from the front and rear;

    (d) existing and proposed heritage fabric;

    (e) VCAT decisions; and

    (f) property lot depths and size.

42. The Built Form Framework uses the same precincts as those in the LAP but splits Precinct 3 into two parts:

    (a) Precinct 3A deals with a single large site between Chandler Highway and Coate Avenue (572 Heidelberg Road) which has been the subject of a recent VCAT decision; and

(b) Precinct 3B deals with land east of the APM land from Parkview Road to Como Street.

43. The recommended building height provisions generally range between 4 to 6 storeys, depending on lot depth, rear interface context, existing recent developments and heritage fabric. The 8 storey maximum at Precinct 1 and Precinct 3A are the exceptions.

44. The tallest forms of up to 8 storeys are proposed at the Porta site in Precinct 1 and in Precinct 3B. Heights ranging between 4 to 6 storeys are proposed in other precincts. Street wall heights range between 2 to 4 storeys. Requirements for ground floor rear setbacks are recommended where the adjoining dwelling is located within 15m of the lot boundary.

45. The Porta site is large and relatively unconstrained, with two road frontages and very limited residential interfaces. It is identified as a strategic development site in the Yarra Planning Scheme (Porta Pty Ltd at the SE corner of Yarra Bend Road). The main sensitivity for this site is the adjoining Yarra Bend parkland and the heritage fabric of the factory and brick chimney. Requirements and guidelines are proposed to include ground floor and upper level setbacks towards Heidelberg and Yarra Bend Road, a mix of building heights and forms, the parkland and retaining key views to the chimney from Jeffrey Street, Yarra Bend Road and the rear parklands. Street wall heights are recommended to be 4 storeys but discretionary, which allows a more nuanced transition down towards the heritage factory.

46. Precinct 2 is a non-residential precinct and recommended maximum heights range between 5 and 6 storeys. Some commercial properties front both Heidelberg Road and Park Crescent. The proposed interim DDO18 includes provisions and controls to ensure a transition to the otherwise residential street of Park Crescent. This includes controls and provisions regarding a low street wall, setbacks above and addressing residential interfaces. The precinct also includes a proposed interim heritage overlay, which has limited development opportunity due to the existing building footprints.

47. The Precinct 3A land adjoins residential areas and has been the subject of a recent VCAT decision which refused a development proposal of 13 storeys. Evidence prepared on behalf of the City of Yarra at the VCAT hearing recommended a height of 8 storeys with the height and bulk of a development transitioning down towards Coate Avenue and adjoining residential interfaces, including ground floor setbacks. This approach has been tested further in the built form framework.

48. In Precinct 3B, the site at 700-718 Heidelberg Road between Parkview Road and Park Avenue was also subject to a recent VCAT decision. The proposed 8 storey development was reduced to 5 storeys by VCAT, with the decision noting that design flaws resulted in a height reduction. The decision indicated that the large site could accommodate a higher form, subject to better design.

49. 700-718 Heidelberg Road is a larger site in comparison to others in the precinct, but it is not listed as a strategic site in the Planning Scheme like the Porta site in Precinct 1. It is recommended to make a distinction based on the lack of Planning Scheme designation and the former APM site being able to accommodate sufficient housing growth in Precinct 3B. A maximum of 6 storeys is recommended for the site.

50. Lower heights and more constrained built form of up to 5 storeys is recommended between Park Avenue and Yarralea Street, Alphington (in the centre of Precinct 3B), partially due to the location of a number of existing and proposed heritage places and a finer grain lot pattern. A lower street wall of 2 storeys is proposed to assist retaining a more intimate character for the centre.

51. East of Yarralea Street, allotments are larger. A 12 metres wide Public Acquisition Overlay (administered by VicRoads) reduces the potential for development. Due to the sensitive residential interfaces directly abutting these sites, a maximum height of 5 storeys is recommended. The street wall height is recommended to increase to 4 storeys to provide for a stronger sense of enclosure as occurs with the development on the corner of Como Street.

Proposed Built Form Provisions – Interim Design and Development Overlay 18

52. The Draft Interim DDO18 (see **Attachment 9**) proposes a mix of mandatory and discretionary height limits, upper level setbacks and street wall requirements which are designed to achieve these objectives. The provisions are summarised in **Table 3** and the proposed interim provision maps are in **Attachment 1**:

Table 3: Summary of proposed building form requirements in the proposed interim DDO

D = Discretionary

M = Mandatory

Requirement	Precinct 1 – Yarra Bend	Precinct 2 – Station Street	Precinct 3A – Coate Avenue (572 Heidelberg Road)	Precinct 3B – Heidelberg Road NAC
Ground floor setbacks - front	3m to Heidelberg Rd and Yarra Bend Rd – M	3m to Heidelberg Rd and Park Cres – D	3m to Heidelberg Rd – M 4.5m to Coate Ave – M	3m Parkview Rd to Park Ave – D; 0m Park Ave to Yarralea St – D PAO of 12m between Yarralea St to Como St (M)
Street Wall Heights	4-6 storeys to Heidelberg Rd – D	4 storeys to Heidelberg Rd – M 2 storeys – M to Park Cres	4-8 storeys to Chandler Hwy & Heidelberg Rd – M 3 storeys Coate Ave - M	4 storeys between Parkview Rd to Park Ave – M 2 storeys between Park Avenue to Yarralea Street – M 4 storeys – M east of Yarralea St
Upper level setbacks	6m – M	6m from frontage streetwall (Heidelberg Rd and Park Cres) and 3m from other side street – M	6m from Heidelberg Rd streetwall – D 10 metres from Coate Ave streetwall, further 10 metres above secondary street wall – M	6m from frontage streetwall – M 3m from side street – D
Overall Heights	8 storeys (Porta) - M	5-6 Storeys – M	8 storeys – M Note: at corner of Heidelberg Rd & Chandler Hwy	6 storeys Parkview Rd to Park Ave – M Note: NRZ requirements still apply to relevant parcel 5 storeys east of Park Ave – M
Rear Interface	3m setback from parklands – M	8m boundary wall height – D Envelope to be	8m boundary wall height – D Envelope to be	8m boundary wall height – D Envelope to be

	4 storeys height at park interface – M Envelope to be contained within 45 degree angle above – M	contained within 45 degree angle above – M	contained within 45 degree angle above – M	contained within 45 degree angle above – M Note: NRZ requirements still apply to relevant parcel
Design Requirements	View lines and setbacks from heritage place	No setback for heritage place at Panther Place	Setbacks vary from Coate Ave and rear interface	Setbacks and building form are influenced by the related PAO and VicRoads requirements for the areas covered by the PAO.

53. See Attachment 2 for a map of recommended street wall heights and overall building heights.

Next Steps

54. The Paper and draft Local Area Plan (LAP) have been prepared by officers from the City of Darebin and Yarra. It is proposed that the draft LAP would be used as an interim position until Darebin City Council has prepared its economic analysis and detailed built form work. After such time, the intention is to update the LAP and jointly consult/exhibit planning scheme amendments proposing permanent planning provisions.

55. The LAP would be implemented collaboratively between the two Councils and/or with state agencies, for example advocating for improved bus services. Other projects, such as preparing built form provisions or streetscape upgrades, would be undertaken individually with Councils keeping each other informed.

Request interim amendment – C272

56. Consultant reports and other formal planning scheme amendment documentation has been finalised.

57. Should Council chose to adopt the amendment, the necessary documentation (see **Attachment 10**) would be sent to the Minister for Planning.

Future permanent planning provisions

58. Once Darebin City Council has conducted necessary background work, it is envisaged to undertake a joined consultation effort to finalise the HRC LAP and for Yarra City Council to pursue permanent built form provisions.

External consultation

59. Council officers have consulted with Darebin City Council including:
    (a) Strategic Planning;
    (b) City Design;
    (c) Economic Development;
    (d) Sustainable Transport;
    (e) Traffic Engineering; and
    (f) Community Wellbeing.

60. Council officers also sought input from the Department of Transport to understand the status of the Public Acquisition Overlay. It was advised that the likely intention is to retain the PAO.

61. Council has also briefed the APM CRG (which includes local groups WARI, SAFCA, APMAG).

62. Representation from the Alphington Fairfield Appropriate Development Association (AFADA) was also present at the APM CRG meeting. Written submissions were received from AFADA and residents following the Community Reference Group briefing.

63. The submissions were considered in preparing the Paper, HRC LAP and built form provisions.

Internal Consultation (One Yarra)

64. Internal consultation has included:

    (a) Urban Design;

    (b) Economic Development;

    (c) Strategic Transport;

    (d) Senior Heritage Advisor

    (e) Traffic Engineering;

    (f) Open Space; and

    (g) Community Infrastructure Planning.

Financial Implications

65. The cost of work involved in preparing the current proposals is within the Strategic Planning budget.

Economic Implications

66. The proposals support Council's *Spatial Economic and Employment Strategy 2018* by providing moderate scale redevelopment on commercial zone land which could provide additional floor-space for offices and retail activities. The C2Z land between Panther Place, Station Street and Austin Street (Precinct 2) is retained and provides scope for increased office space and other commercial activity, but excludes apartment redevelopment.

67. There are no economic implications for requesting the Minister for Planning to introduce interim DDOs.

Sustainability Implications

68. The Paper and draft LAP include directions, desired outcomes, objectives and actions which would improve sustainability through improved access to services and open space, potential public realm improvements, the protection of access to sunlight and improved access to public transport.

69. There are no sustainability implications for requesting the Minister for Planning to introduce interim DDOs.

Social Implications

70. The building form proposals aim to improve conditions for pedestrians along Heidelberg Road.

71. There are no specific social implications for requesting the Minister for Planning to introduce interim DDOs, however, they would provide increased certainty to the community around the future built form in the area.

Human Rights Implications

72. There are no particular human rights implications anticipated.

Communications with CALD Communities Implications

73. CALD communities would be considered as part of the future proposed consultation.

Council Plan, Strategy and Policy Implications

74. The proposals are both consistent with and help to implement the Council Plan 2017 – 2021. Strategy 4.2 is to '*Actively plan for Yarra's projected growth and development and advocate for an increase in social and affordable housing'* and through Initiative 4.2.9 '*Develop planning controls for Heidelberg Road, Alphington in conjunction with Darebin Council*.'

75. The proposals are also consistent with the objectives and policy in the Yarra *Housing Strategy 2018* and the *Spatial Employment and Economic Strategy 2018* because they direct moderate scale growth to the commercial zones in the corridor and seek to strike a reasonable balance between growth and protecting heritage buildings, character and the amenity of the adjoining residential zones.

Legal Implications

76. There are no particular legal implications from the proposals. The proposed interim Amendment C272 would be sought from the Minister for Planning under Section 20(4) of the Planning and Environment Act 1987 (the Act).

Other Issues

77. The proposals are unusual because they involve a corridor which is split by the Yarra / Darebin municipal boundary. The current proposals aim to address this by preparing a Local Area Plan (LAP) and Discussion Paper which apply to both the Darebin and Yarra parts of the corridor. Adopting them as an interim position would allow their formal utilisation to inform the built form framework. The proposed interim provisions in Amendment C272 would apply to the Yarra Planning Scheme.

78. It is anticipated that once Darebin City Council has completed the preparation of land use and built form investigations, both Council could coordinate a joined consultation effort to finalise the LAP and align permanent built form provisions for the Heidelberg Road Corridor, as needed.

Conclusion

79. The *Heidelberg Road Background and Discussion Paper 2019* and the draft *Heidelberg Road Corridor Local Area Plan* have been developed in a collaborative process between Darebin and Yarra Council officers. They assist communicating existing issues and propose common directions and outcomes for future improvements. They provide a strategic justification for the proposed interim built from provisions for the City of Yarra areas of the corridor.

80. **Amendment C272 seeks to introduce interim provisions which provide balanced guidance for the City of Yarra areas along the Corridor while permanent provisions would be prepared, exhibited and reviewed in the future**. In particular, the provisions include a mix of mandatory and discretionary requirements which would reduce the risk of amenity impacts at the interface between the commercial and residential zones and provide greater planning certainty.

81. Seeking the introduction of the proposed Heritage Overlay and Design and Development Overlay schedules as interim provisions by the Minister for Planning under Section 8(1) b and Section 20(4) of the *Planning and Environment Act 1987* would be the quickest way of introducing necessary planning provisions while additional strategic studies are undertaken.

RECOMMENDATION

1. That Council:

   (a) note the officer report regarding recent planning studies in relation to Heidelberg Rd;

   (b) note the strategic planning work and preliminary consultation undertaken while preparing the proposals, together with the supporting building form, heritage and transport documents in the attachments to this report;

   (c) endorse, for the purpose of informing Amendment C272 and for future public consultation, the *Heidelberg Road Corridor Local Area Plan October 2019* **(Attachment 3)** and the associated *Heidelberg Road Corridor – Background Issues and Discussion Paper October 2019* **(Attachment 2)**; and

   (d) endorse for the purpose of Amendment C272 the *Heidelberg Road Heritage Review (Stage 1) 2019* **(Attachment 4)**, the *Heidelberg Road Heritage Review (Stage 2) 2019 - Stage 2 Report* **(Attachment 5)**, the *Heidelberg Road Built Form Framework Part 1 Urban Context Analysis, July 2019* **(Attachment 7)** and the *Heidelberg Road Built Form Framework – Design Strategy & Recommendations, September 2019* **(Attachment 8)**.

2. That Council:

   (a) resolve to seek Interim Design and Development Overlays to enable improved management of new development proposals along the south side of Heidelberg Road as outlined in the report;

   (b) write to the Minister for Planning requesting Interim provisions be approved for the Yarra Planning Scheme through the Amendment C272 introducing a new Design and Development Overlay (DDO18) and additional Heritage Overlays (HO) **(Attachment 10)** under S 20(4) of the Planning and Environment Act 1987; and

   (c) note that a further report will be provided to Council regarding finalising the Heidelberg Road Corridor Local Area Plan, and exhibiting permanent built form provisions, once Darebin City Council has finalised similar proposals.

CONTACT OFFICER: **Peter Mollison**
TITLE: **Senior Strategic Planner**
TEL: **9205 5023**

Attachments

1⇩ Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview
2⇩ Attachment 2 - Draft Background Issues and Discussion Paper
3⇩ Attachment 3 - Heidelberg Road Local Area Plan Draft
4⇩ Attachment 4 - Heidelberg Road Heritage Review Stage 1
5⇩ Attachment 5 - Heidelberg Road Heritage Review Stage 2
6⇩ Attachment 6 - Heidelberg Road Transport Engineering Advice
7⇩ Attachment 7 - Heidelberg Road Urban Context Analysis
8⇩ Attachment 8 - Heidelberg Road Built Form Framework
9⇩ Attachment 9 - Heidelberg Road DDO 18
10⇩ Attachment 10 - Yarra C272 Amendment Documents

Attachment 1 - Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview



1

Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

Figure 2: Framework Directions

Draft Vision

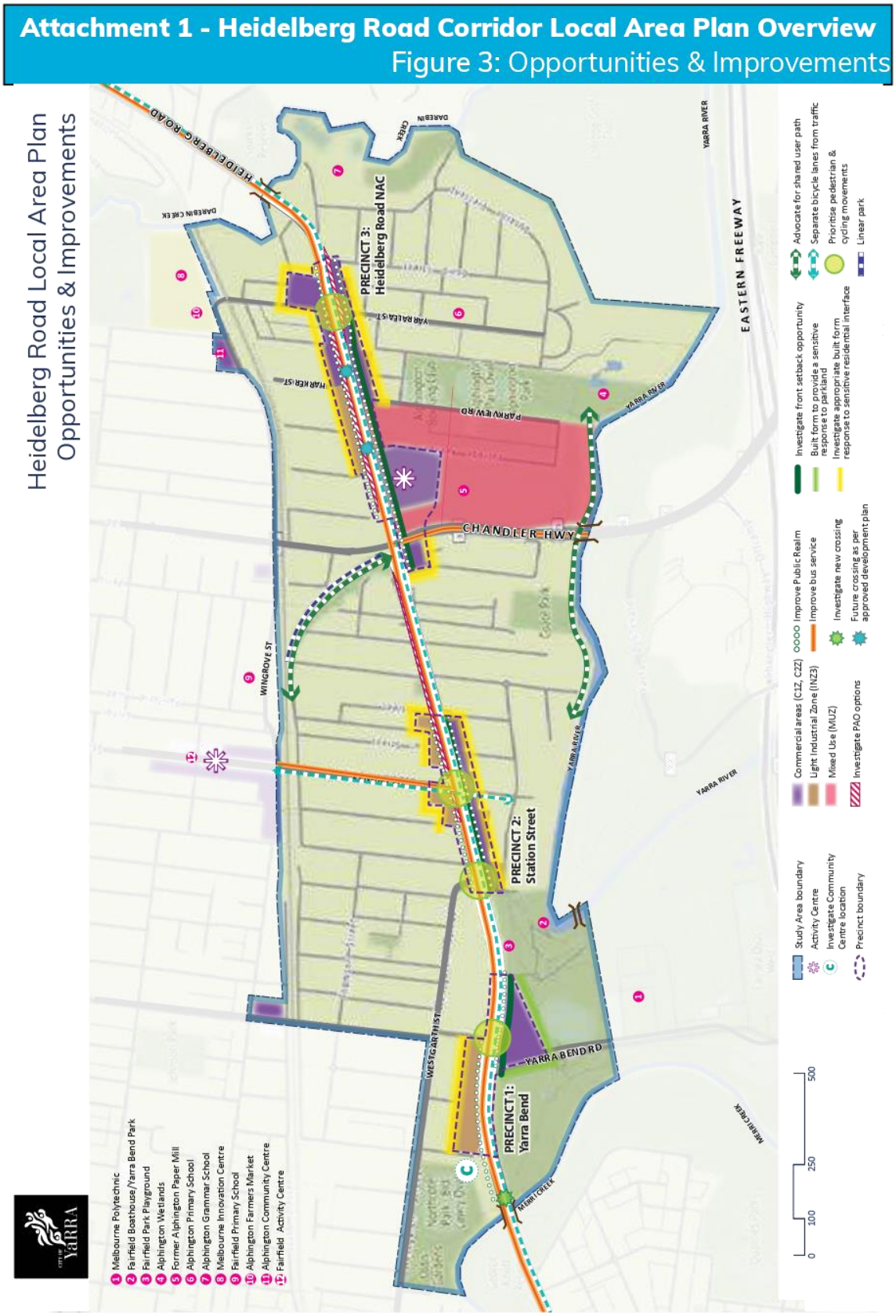
"The Heidelberg Road corridor will be a greener, better-connected, more pedestrian friendly and vibrant place"



Framework Directions

- Allow greater land use diversity across the corridor
- Advocate for greater public transport services
- Increase cycling and walking connections and route safety
- Improve housing affordability
- Improve the public realm in each precinct
- Create a stronger place identity in each precinct
- Allow moderate levels of change, sensitive to its hinterland

Attachment 1 - Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview



Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

Table 1: Key Objectives and Strategic Actions

Outcome	Key Objective	Strategic Actions	Applicable Areas	Responsibilities
Higher Economic Vibrancy	Attract a wide range of businesses now and into the future	Review the zoning of Industrial land (currently IN3Z) along the northern side of Heidelberg Road. Consider the directions provided in the Darebin Economic Land Use Strategy, the Darebin Creative and Cultural Framework and Implementation Plan, and in any additional strategic work deemed necessary for determining the future zoning of the IN3Z land.	All precincts	Darebin City Council Darebin City Council
	Ensure employment-generating land uses are attracted to and retained within the corridor	Retain the Commercial 2 Zone on the south side of Heidelberg Road as per adopted Yarra SEES 2018. Rezone land as part of the Alphington Village development from MUZ to C1Z.	Station Street Precincts Heidelberg Road NAC	Yarra City Council Yarra City Council
Community Well-being	Support locating community services closer to their likely area of need	Support the provision of community infrastructure as per APM Development Plan and relevant planning permits.	Heidelberg Road NAC	Yarra City Council
	Increase housing diversity and affordability along the Heidelberg Road Corridor	Support moderate housing change allowed by the applicable zone and direction in respective housing strategies/policies. Encourage a mix of dwelling types in new significant development along the corridor to support household diversity. **Pursue the provision of social and/or affordable housing as part of rezoning, and in significant redevelopments along the corridor (as per the City of Yarra's Social and Affordable Housing Strategy 2019, where within the City of Yarra).** Advocate to the State Government to ensure that any residential use on the Fairfield Rail Spur site be exclusively for public or social housing at accessible locations on the site (while maintaining a shared user path connection between the Fairfield Station and the Heidelberg Road NAC).	All precincts All precincts All precincts Adjacent to Heidelberg Road NAC	Darebin and Yarra City Council Darebin City Council Darebin and Yarra City Council Darebin City Council
	Pursue new green space opportunities north of Heidelberg Road	Advocate to the State Government to ensure that the Fairfield rail spur site has a linear park through the length of the site and provides open space to serve the local community, such as skate facilities and basketball/netball half court.	Adjacent to Heidelberg Road NAC	Darebin City Council

Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

Table 1: Key Objectives and Strategic Actions

Outcome	Key Objective	Strategic Actions	Applicable Areas	Responsibilities
Improved Transport Services and Accessibility	Improve public transport service to and along Heidelberg Road	Advocate to Department of Transport to extend the service hours for bus route 546 into the weekend and for later hours, upgrade bus shelters and provide for additional bus priority measures along Heidelberg Road.	Entire Heidelberg Road Corridor	Darebin and Yarra City Council
		Advocate to Department of Transport for a bus service on Chandler Highway across the Eastern Freeway to Kew/Hawthorn/ Burnley.	Heidelberg Road NAC	Darebin and Yarra City Council
		Advocate to Department of Transport that if the PAO is acted upon, it is to be utilised for public or active transport purposes.	Station Street Precinct and Heidelberg Road NAC	Darebin and Yarra City Council
	Improve access to existing public transport	Advocate to the State Government (Department of Transport, DELWP and VicTrack) to ensure that the redundant Fairfield rail spur site has a shared user path through the length of the site to provide a connection from the APM to Station Street, Fairfield.	Adjacent to Heidelberg Road NAC	Darebin and Yarra City Council
		Advocate to VicRoads for the additional Heidelberg Road crossings at Latrobe Avenue and Harker Street are implemented to increase access to bus stops and railway stations.	Heidelberg Road NAC	Darebin and Yarra City Council
	Increase connections and safety for bike riders	Advocate to the Department of Transport as the responsible authority for Heidelberg Road for a fully separated bi-directional bike path on the south side of Heidelberg Road - including the southern side of the Merri Creek Bridge.	Entire corridor	Darebin and Yarra City Council
		Investigate options to increase safety for bike riders and potentially advocate to the State Government.	Entire corridor	Darebin and Yarra City Council
		Ensure bike rider safety when pursuing additional Heidelberg Road crossings at Harker. Street and improving intersections, for example Yarralea Street, Station Street and/or Jeffrey Street.	All precincts	Darebin and Yarra City Council
		Investigate upgrading the footpath along the railway line between Fulham Road and Yarralea Street to a 3m shared user path, as well as provide connections onto all intersecting side streets.	Heidelberg Road NAC	Darebin City Council
		Investigate better connectivity options to the Merri Creek Trail, including new Heidelberg Road crossing at the Merri Creek Bridge to improve access to the wider bicycle network.	Yarra Bend Precinct	Darebin and Yarra City Council
		Investigate the opportunity for a shared user path along the Yarra River from Alphington Street to the APM Site.	Heidelberg Road NAC	City of Yarra

Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

Table 1: Key Objectives and Strategic Actions

Outcome	Key Objective	Strategic Actions	Applicable Areas	Responsibilities
	Increase permeability for pedestrians across Heidelberg Road	Implement the additional Heidelberg Road crossings at Latrobe Avenue and Harker Street as part of the APM Development.	Heidelberg Road NAC	Darebin and Yarra City Council
		Pursue a new Heidelberg Road crossing at the Merri Creek Bridge.	Yarra Bend Precinct	Darebin and Yarra City Council
		Support new pedestrian connections between the two sides of Heidelberg Road to achieve better access to existing open spaces south of Heidelberg Road.	All precincts	Darebin and Yarra City Council
	Increase safety for pedestrians	When undertaking built form investigations, consider ways to create greater separation and/or a stronger sense of openness from Heidelberg Road.	All precincts	Darebin and Yarra City Council
		Advocate for longer pedestrian light cycles at intersections, in particular Yarralea Street, to improve pedestrian safety.	All precincts	Darebin and Yarra City Council
		Advocate for signal prioritisation at intersections to increase safety for pedestrians.	All precincts	Darebin and Yarra City Council
		Advocate to raise pedestrian crossings across Yarralea Street and investigate whether other intersections along Heidelberg Road may require similar upgrades as change occurs.	All precincts	Darebin and Yarra City Council
	Minimise pressure on parking in residential areas behind Heidelberg Road	Investigate potential options to limit overflow of car parking from new development into existing residential areas behind Heidelberg Road.	All precincts	Darebin and Yarra City Council
	Reduce or limit vehicle crossovers onto Heidelberg Road	When undertaking built form investigations, consider vehicle access from side streets and/or lanes to achieve a pedestrian-friendly and safer outcome towards Heidelberg Road.	All precincts	Darebin and Yarra City Council
		Support lot consolidation for narrower development sites fronting Heidelberg Road otherwise creating sufficient vehicle access would lead to a poor urban design outcome for pedestrians.	All precincts	Darebin and Yarra City Council

Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

Table 1: Key Objectives and Strategic Actions

Outcome	Key Objective	Strategic Actions	Applicable Areas	Responsibilities
Individual Precinct Identity	Create a more pedestrian-oriented, attractive and safe public realm	Investigate options for greater separation from Heidelberg Road to provide relief from heavy traffic and create a greater sense of space for pedestrians and potential trading/ commercial space.	All precincts	Darebin and Yarra City Council
		Investigate ways to increase canopy landscaping and level of landscaping consistency in each precinct.	All precincts	Darebin and Yarra City Council
		Investigate ways to achieve more active frontages at ground level (and other Crime Prevention Through Environmental Design approaches), fine grain facade articulation and lower street wall heights of 2 to 4 storeys to maintain a human scale and general sense of openness for each precinct.	All precincts	Darebin and Yarra City Council
		Pursue lower speeds for Heidelberg Road to increase safety and improve place quality in the Heidelberg Road Neighbourhood Activity Centre.	NAC	Darebin and Yarra City Council
	Ensure public realm and built form efforts achieve a stronger place identity that is suitable to each precinct's context and role	Both municipalities pursue a streetscape and planting palette to achieve consistency in the streetscapes.	Entire corridor	Darebin and Yarra City Council
		Increase canopy landscaping within each precinct and investigate ways to soften the public realm.	All precincts	Darebin and Yarra City Council
		Create a connection to the Yarra Bend Parklands in the Yarra Bend Precinct and be sensitive to the parkland (increase canopy cover on larger sites, create view lines and/or connections, maintain lower interface edge).	Yarra Bend	Darebin and Yarra City Council
		Support a modern, more attractive commercial strip in all precincts while preserving its own identity.	All precincts	Darebin and Yarra City Council
		Strengthen the Heidelberg Road Neighbourhood Activity Centre as a fine-grain, lower-scale local shopping strip with increased staying-quality for people.	Heidelberg Road NAC	Darebin and Yarra City Council
	Ensure new development is sensitive towards existing residential uses	Encourage moderate mid-rise development that is lower and subservient to the APM.	All precincts	Darebin and Yarra City Council
		Prepare built form controls that minimise overshadowing of adjoining sensitive spaces, minimises visual bulk and overlooking.	All precincts	Darebin and Yarra City Council

Attachment 1 - Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

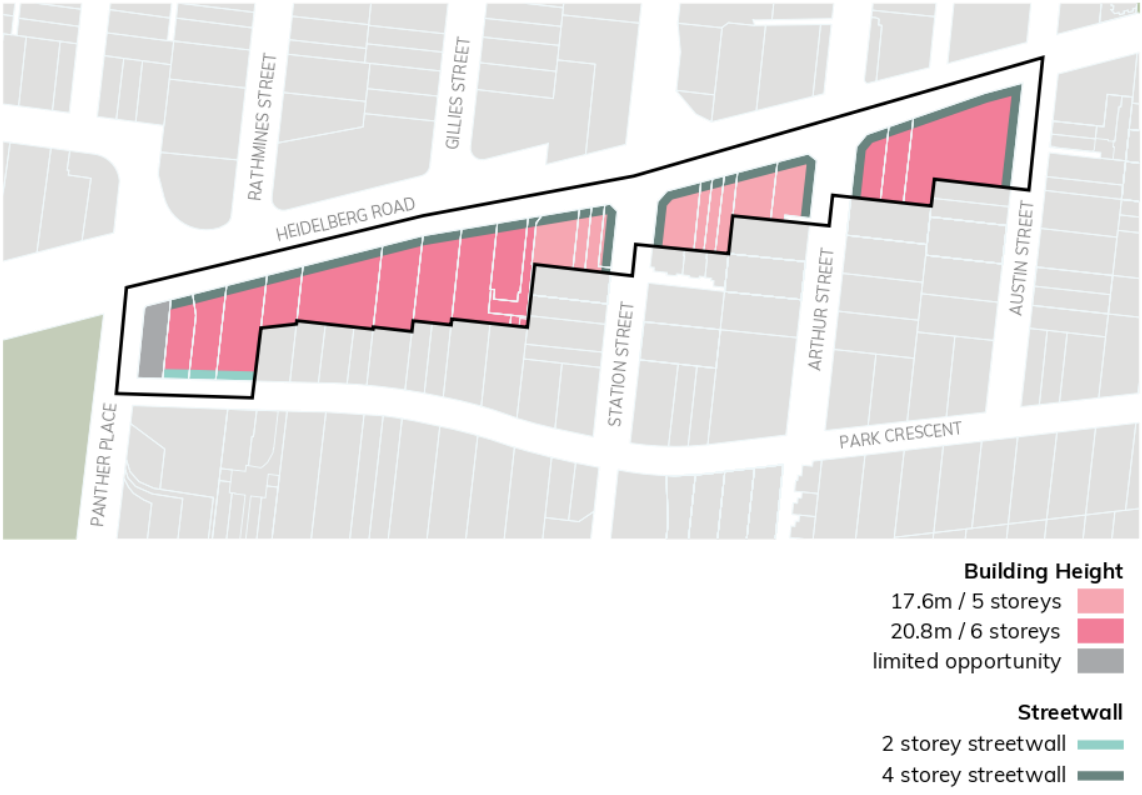
Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

Figure 4: Heidelberg Road Interim DDO18 Map - Precinct 1



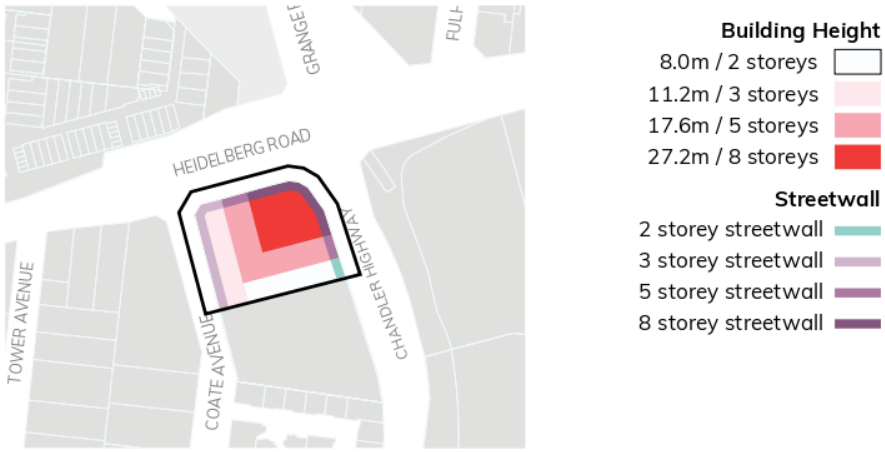
Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

Figure 5: Heidelberg Road Interim DDO18 Map - Precinct 2



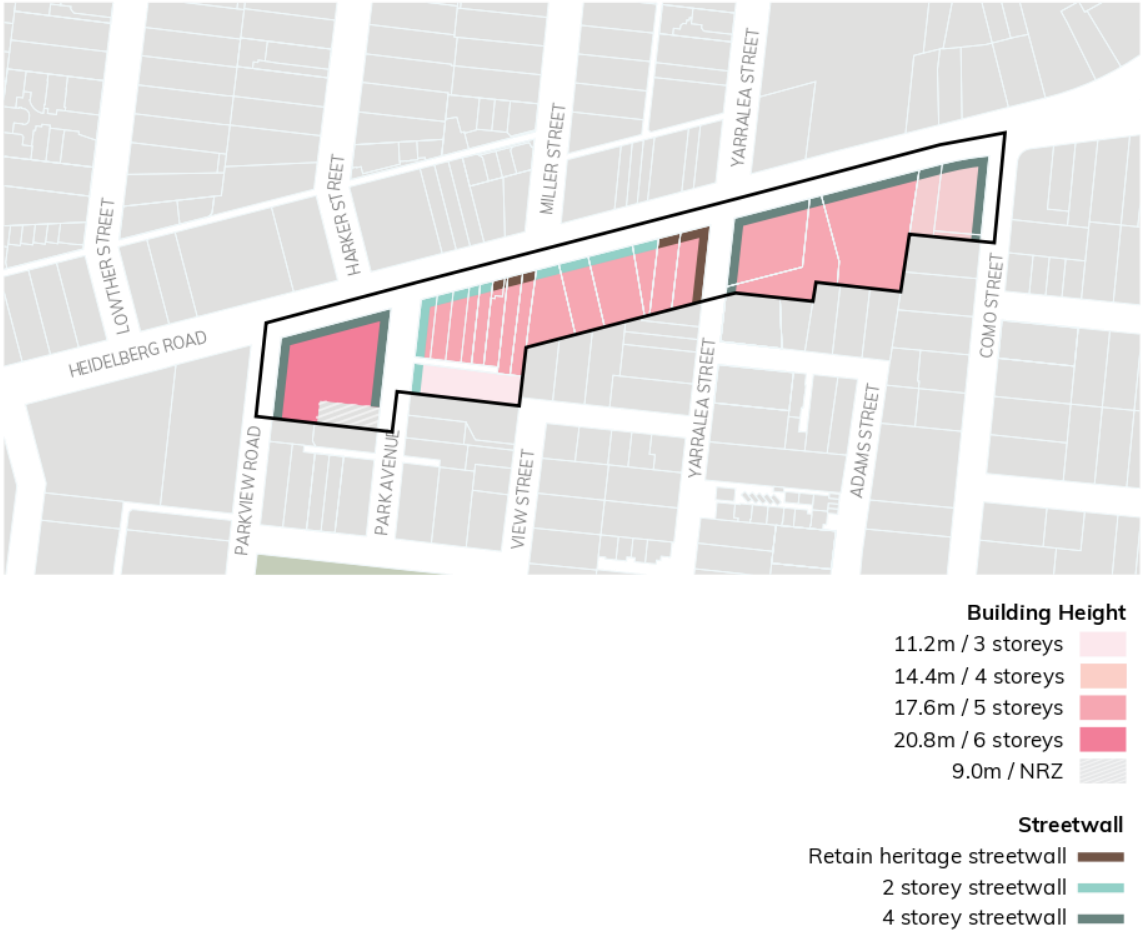
Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

Figure 6: Heidelberg Road Interim DDO18 Map - Precinct 3A



Attachment 1 - Heidelberg Road Corridor Local Area Plan Overview

Figure 7: Heidelberg Road Interim DDO18 Map - Precinct 3B



Attachment 2 - Attachment 2 - Draft Background Issues and Discussion Paper





Yarra City Council

Heidelberg Road Corridor

Background Issues and Discussion Paper

13 November 2019

CITY OF YARRA



Acknowledgement

Yarra City Council and Darebin City Council acknowledge the Wurundjeri as the Traditional Owners of this country, pay tribute to all Aboriginal and Torres Strait Islander people in Yarra and Darebin and give their respect to Elders past and present.

DRAFT



List of Acronyms

- Alphington Paper Mill site and redevelopment (APM)
- Commercial 1 Zone (C1Z)
- Commercial 2 Zone (C2Z)
- Commercial 3 Zone (C2Z)
- Darebin Economic Land Use Strategy 2014 (DELUS)
- Darebin Planning Scheme (DPS)
- Darebin Housing Strategy 2013 - revised 2015 (DHS)
- Design and Development Overlay (DDO)
- General Residential Zone (GRZ)
- Heritage Overlay (HO)
- Industrial 3 Zone (IN3Z)
- Mixed Use Zone (MUZ)
- Neighbourhood Activity Centre (NAC)
- Neighbourhood Residential Zone (NRZ)
- Plan Melbourne 2017-2050 (Plan Melbourne)
- Public Acquisition Overlay (PAO)
- Residential Growth Zone (RGZ)
- Road Zone – Category 1 (RDZ1)
- Special Building Overlay (SBO)
- Special Use Zone (SUZ)
- Water Sensitive Urban Design (WSUD)
- Yarra Housing Strategy 2018 (YHS)
- Yarra Planning Scheme (YPS)
- Yarra Spatial Economic and Employment Strategy, August 2018 (SEES)

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FOSSETTÉ
-cafe & food-
FOSSETTÉ
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coffee
&food
FOSSETTE
737
ZEN JAPANESE
MASS
BACK IN MOTION
EGG ROLL
& COFFEE
$10.50

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Executive Summary

The Alphington Paper Mill (APM) redevelopment is a key driver for change along Heidelberg Road. Due to its significance, interest in the area is growing, and change in other parts along Heidelberg Road is likely. Darebin and Yarra City Councils have committed to prepare an overarching, strategic plan to ensure future development and change outside of the APM addresses current issues, and the Heidelberg Road corridor better serves the local community. This Background Issues and Discussion Paper is the result of collaboration between Councils to identify key issues and implications. This will inform a subsequent Local Area Plan and opportunities for the Heidelberg Road corridor.

The APM is the largest development site within the study area. The current planning policies and strategies of both Councils direct moderate levels of growth towards Heidelberg Road, with the surrounding residential hinterland identified as minimal change. Both planning schemes generally support more sustainable outcomes, including the uptake of public and active transport over private vehicles, a more pedestrian-friendly public realm, reduction of the urban heat island effect and resource-efficient built form that is sensitive towards its surrounds. The industrial areas along the north side of Heidelberg Road are identified for further investigation.

Three distinct commercial/light industrial precincts along Heidelberg Road are the main focus for this Paper (see Map 1). Development will be directed towards them as other areas have limited scope for development growth. These precincts are:

- Precinct 1 Yarra Bend Precinct: a mixed area with apartments, timber manufacturing and restricted retail surrounded by significant parklands on the south side.
- Precinct 2 Station Street Precinct: a strip of warehouses with restricted retail, offices and automotive repair and car sales uses; of note is the triple storey Grandview Hotel and a large car sales business.
- Precinct 3 Heidelberg Road Neighbourhood Activity Centre: a mixed area including the APM and large warehouses to the eastern end, more traditional small shop frontages at its core and again larger footprint uses to the eastern end.

The precincts currently have lower levels of amenity due to the wide road width, high traffic volumes and speed, lack of pedestrian and cycle connectivity across the road, inconsistent and partially inactive building frontages, lack of landscaping and narrow footpaths that abut the road space. Large parts of the study area are outside of the Principal Public Transport Network, bicycle and pedestrian connections are inconsistent and/or unsafe, limiting synergies between the north and south sides of Heidelberg Road and limiting access to existing infrastructure (i.e. railway stations, parklands, businesses). Recent built form outcomes vary in quality and lack consistency. Previous approaches and solutions may need to be reconsidered as the APM and other changes increase land use and development activity along Heidelberg Road. A brief summary of the issues and implications is provided below.



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Economic

- The redevelopment of the APM will change the economic role of the Heidelberg Road NAC (Precinct 3) as a place and will likely trigger further use and development changes and opportunities.
- The appropriateness of the Industrial 3 Zone (IN3Z) along the north side of the road should be reconsidered in light of the directions provided in the Darebin Economic Land Use Strategy, the Darebin Creative and Cultural Infrastructure Framework and Implementation Plan and additional strategic work where necessary.
- Continuing to apply the MUZ for all of the APM site may no longer be the most appropriate zone and may lead to unnecessary planning permit requirements for the Alphington Village commercial precinct. A Commercial 1 Zone is more consistent with the approved Development Plan as it applies to the Alphington Village commercial precinct which is the main hub for retail and commercial activity.
- A lack of strategic guidance and planning requirements for development and the public realm may lead to inconsistent and poor quality outcomes and limit future opportunities.

Population

- A small population and low housing density has led to lower levels of local commercial and other service provision as activity is dispersed over the study area.
- High housing prices due to the dominance of large allotments and detached houses in an inner urban area make it difficult for middle to lower income households to be proximate to services and employment options.
- The APM will increase the population, help diversify the available dwelling types and concentrate the provision of additional services, particularly in Precinct 3, but it does not address all service and community facility issues across the corridor.
- Pressure on other precincts along Heidelberg Road will increase and their role in relation to the APM is less clearly defined, particularly Precincts 1 and the remainder of Precinct 3.

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Transport and Movement

- High traffic volumes are likely to increase even further, exacerbating existing issues such as constrained pedestrian and cycle movement and north-south crossings, and poor street amenity due to traffic noise and other pollution.
- A lack of separation from fast moving traffic, lack of crossing opportunities and short traffic light cycles for pedestrians make walking less attractive, limit accessibility to services and reduce the potential synergies between businesses on either side of Heidelberg Road. A lack of designated, separated bicycle lanes on Heidelberg Road, combined with a lack of crossing opportunities and lack of prioritisation at traffic lights make bike riding unsafe and less attractive to a wider range of users. The variations in road width and traffic lanes from 4 to 6 has impacts on traffic flow in general, and also on the capacity to improve conditions for pedestrians, cyclists and public transport. Reducing this to a consistent four lanes could provide opportunities for improvements for the other modes. This issue in turn relates to the PAO.
- Implementing the PAO to facilitate private vehicle movement would likely exacerbate existing issues.
- The limited bus operating hours, no bus priority and poor provision of bus shelters limit potential uptake of this mode as an alternative to the private vehicle, in turn increasing or reinforcing the high vehicle reliance of the study area.
- A direct pedestrian and cycle connection between the APM and the Fairfield Railway Station/ Activity Centre on Station Street is missing.
- Upgrades to the Chandler Highway, additional crossing points in Precinct 3 and the east-west bicycle route along the Eastern Freeway will address some issues, but not all and will increase traffic flows.
- Some sites require careful consideration to allow vehicle access because additional crossovers onto Heidelberg Road should be discouraged to reduce conflicts between vehicles using the crossovers and other road users.





Public Realm and Built Form

- Landscaping is missing or inconsistent along Heidelberg Road, in turn making walking and visiting the precincts less attractive for the pedestrians and cyclists.
- Built form responses across the corridor are inconsistent and suggest a low priority has been given to quality of street frontages or interfaces of the existing businesses.
- Specific built form guidance for industrial and commercial sites along the Heidelberg Road corridor is required to improve local character and amenity.
- Recent development proposals on Commercial 1 Zone land are using the approved APM Development Plan building heights as a precedent to propose tall buildings within the study area that exceed moderate change levels likely to cause significant off-site amenity impacts to residential zoned land including overshadowing, loss of privacy and excessive building bulk.
- The APM will help improve parts of the public realm and built form issues in the Heidelberg Road NAC, but not all.
- Implementing the PAO by widening Heidelberg Road to facilitate vehicle movements would likely lead to poorer public realm outcomes.

Open Space and Environment

- Lack of connectivity to the existing open spaces.
- A lack of canopy landscaping reduces habitat-linkages and exacerbates urban heat island effect along Heidelberg Road which makes it uncomfortable for the pedestrians and cyclist.
- Lack of WSUD treatment along Heidelberg Road.
- Poor provision of local parkland north of Heidelberg Road.

The proposed local area plan will consider the issues and implications to formulate a future direction and desired outcomes for the three precincts along the Heidelberg Road Corridor which will guide improvements more comprehensively.







1. Purpose, Approach and Context

Purpose

The aim of this Background Issues and Discussion Paper (this Paper) is to inform a future high-level plan that guides change towards improving the attractiveness of Heidelberg Road for people and businesses. The focus rests with the commercial and light industrial precincts as the most likely areas where change could be accommodated. A wider study area recognises the role the surrounding context plays in relation to the functioning of Heidelberg Road as a corridor and regarding each precinct.

The development of a new mixed use centre and approx. 2,500 dwellings at the former APM site is a key driver for attracting further changes in other areas along Heidelberg Road in Alphington and Fairfield. Developments will include supermarkets, smaller retail shops, a community space, a child care centre, apartments and community housing. In its Council Plan 2017-2021, Yarra City Council has committed to preparing an overarching plan for the remaining areas outside of the APM to ensure change occurs in a guided manner, responds to the local scale, local community needs and leads to positive outcomes in the medium to long term. Based on community expectation, Darebin and Yarra City Council recently agreed to collaboratively prepare such a plan, based on existing, collective knowledge.

This Paper describes the study area, analyses regional and local planning directions and describes the urban context and local conditions. Based on this, key issues and implications are identified to understand the impact upon Heidelberg Road and its precincts. A future local area plan will formulate desired outcomes and make recommendations for improvement.

The APM Development Plan and its approved developments are not being revisited or re-assessed. Findings (or impact) from the approved Development Plan and associated work have been considered and included where relevant. The zoning of land within the General Residential and Neighbourhood Residential Zones is not proposed to be changed, and therefore has not been analysed in detail in this paper.

Approach

This Paper is informed by:

- the APM Development Plan and relevant planning permits;
- directions and information from existing Darebin and Yarra Council strategies and policies;
- feedback from previous community consultations (for example from the Yarra Housing Strategy); and
- a workshop between officers from the City of Darebin and City of Yarra to discuss key issues and opportunities.

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Preliminary Consultation

Preliminary consultation occurred with key community groups during July and August 2019 about a draft of this Discussion Paper. Council received a range of submissions and input from individuals and groups including:

- Alphington and Fairfield Appropriate Development Association Inc.
- South Alphington and Fairfield Civic Association
- West Alphington Residents Inc.

The issues raised by these submissions included:

- A preference for mandatory rather than discretionary or performance related height controls.
- The need to protect the amenity of residential properties at the interface with new development.
- The relevance of recent VCAT decisions about sites in the vicinity of APM and the Heidelberg Road Neighbourhood Activity Centre.
- The need for short-term interim protection to protect the precincts along Heidelberg Road.
- The relevance of recent apartment design requirements to be applied as mandatory controls.
- Proposals to use the Public Acquisition Overlay to introduce separated bicycle lanes and tree lined footpaths between Grange Road and Yarralea Street.
- Rezoning industrial zone land to a Commercial 2 Zone to promote local employment.
- Encouraging high quality environmentally sustainable design.
- Heritage protection for a variety of specific sites.
- Protection and management of rear laneways.
- Support for development contributions to help provide new local infrastructure and community services to meet the needs of a growing population.
- Managing new car-parking provision to minimise use of on-street space by new residents to maximise street activation by avoiding ground level car-parking in new development.
- Improve the safety of road crossings and intersections such as the junction of Yarralea Street and Heidelberg Road for pedestrians and cyclists (particularly students attending local schools and pre-school centres).
- Advocate to Improve local bus and train service to provide a better alternative public transport system.
- Retain the former railway spur site connecting with APM as a public land connection between APM Fairfield Station and shopping centre.

The issues and submissions have helped to inform this Discussion Paper.

This Paper and the future local area plan will inform and guide subsequent detailed projects, such as built form frameworks and controls, associated heritage advice and streetscape master plans.

Context and Local Features

The study area generally covers land between the Merri and Darebin Creeks, the Yarra River and the Hurstbridge Railway Line (see Map 1 below). Measured from the intersection with the Chandler Highway, it is approximately 5.5kms to the edge of Melbourne's CBD. Heidelberg Road is a key arterial road that connects the suburbs of Heidelberg and Ivanhoe with Clifton Hill via Alphington and Fairfield. Key north-south intersections are with the Chandler Highway/Grange Road in Alphington and with Hoddle Street in Clifton Hill. Nearby activity centres are in Station Street, Fairfield, High Street in Northcote and on Queens Parade in Clifton Hill. Most notable destinations or known features in or around the study area are the Fairfield Boathouse, the former APM site, the commercial shopping strip on Station Street in Fairfield, the Yarra River, Merri and Darebin Creeks and associated parklands.

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In terms of public transport, the study area is serviced by the Hurstbridge Railway Line and 3 bus routes. Key bicycle routes follow the creek and parklands as well as some on-road routes on Heidelberg Road, Station Street and Westgarth Street. The majority of the street network consists of local streets that service the suburban residential areas behind Heidelberg Road. The width of Heidelberg Road varies but is generally wider west of Station Street (between 26 to 29 metres approx.).

The Heidelberg Road Corridor incorporates three commercial/light industrial precincts that are distinct from each other in economic activity, built form and the look and feel of their public realm:

Precinct 1 - **Yarra Bend Park**: Consists of a small commercial and light industrial area, the commercial (C1Z) is located to the south of Heidelberg Road bounded by the parkland and the light industrial (IN3Z) is located to the north of Heidelberg Road bounded by Holmes Street, Albert Street and Jeffrey Street. Most significant elements along Heidelberg Road are the large parkland, industrial and warehouse buildings next to public housing flats and the increased width of Heidelberg Road. On the north side of Heidelberg Road, the precinct contains a mix of commercial and industrial uses fronting Heidelberg Road and on the south side of Heidelberg Road, the precinct currently contains a mix of industrial, offices and residential apartments.

Precinct 2 - **Station Street**: The area contains showrooms, bulky goods services and a light industrial area between Panther Place and Austin Street. The more continuous row of warehouse buildings on the south side of Heidelberg Road is complemented by a more varied built form to the north, consisting of warehouses, a parking lot, residential buildings and most notably the three storey heritage building of the Grandview Hotel on the corner with Station Street. Heidelberg Road narrows slightly at this point, gaining a sense of enclosure.

Precinct 3 - **Heidelberg Road Neighbourhood Activity Centre**: This precinct includes commercial and industrial zone land plus the main mixed use / commercial area of APM. East of the Chandler Highway and Grange Road, Heidelberg Road narrows significantly (13 metres approx.). Currently, warehouse buildings and a storage facility dominate the northern side between Clive Street and Harker Street, with the future developments on the APM site creating a modern identity to the south. East of Harker Street and Park Avenue the built form changes towards a more traditional shopping strip of smaller shop fronts. The narrow corridor of Heidelberg Road reinforces the sense of enclosure. The area includes an island site at 582 Heidelberg Road between Chandler Highway and Coate Avenue.







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All areas have a lack and/or inconsistency of landscaping and canopy trees, with the footpath often being hard on the road edge with fast and high volumes of traffic. A more detailed impression of the corridor can be seen in the photographic survey in Appendix A.

The vast majority of the housing stock in the study area consists of low-density, suburban detached or semi-detached dwellings on medium sized lots between the commercial and light industrial areas and in the hinterland to the corridor. Some are covered by heritage overlays. The built form is generally low with mostly single storey buildings. Exceptions to this are the public housing estate on the north side adjacent to the Merri Creek, a couple of 3-4 storey residential buildings east of Yarra Bend Road, a recent townhouse development west of Grange Road and the future developments at the APM. With the exception of the Yarra River environs and two creek banks, the study area is relatively flat in its topography

Due to the proximity to the APM, high exposure to Heidelberg Road, larger land sizes on Heidelberg Road in comparison to the residential hinterland and more restrictive residential zoning of the hinterland it is reasonable to expect that most changes (development and land use) will concentrate on Heidelberg Road. The wider study area shows the proximity to nearby destinations such as Station Street, Fairfield, public transport connections and significant parkland (see Map 1 below). Existing residential areas are unlikely to experience significant change but have been included to acknowledge that the functioning of a corridor is more than just the commercial strip of shops or showrooms fronting it. They all form part of each place on Heidelberg Road. However, the focus of this analysis rests on the commercial and industrial land abutting Heidelberg Road. Map 1 shows the wider context and main features in the area.

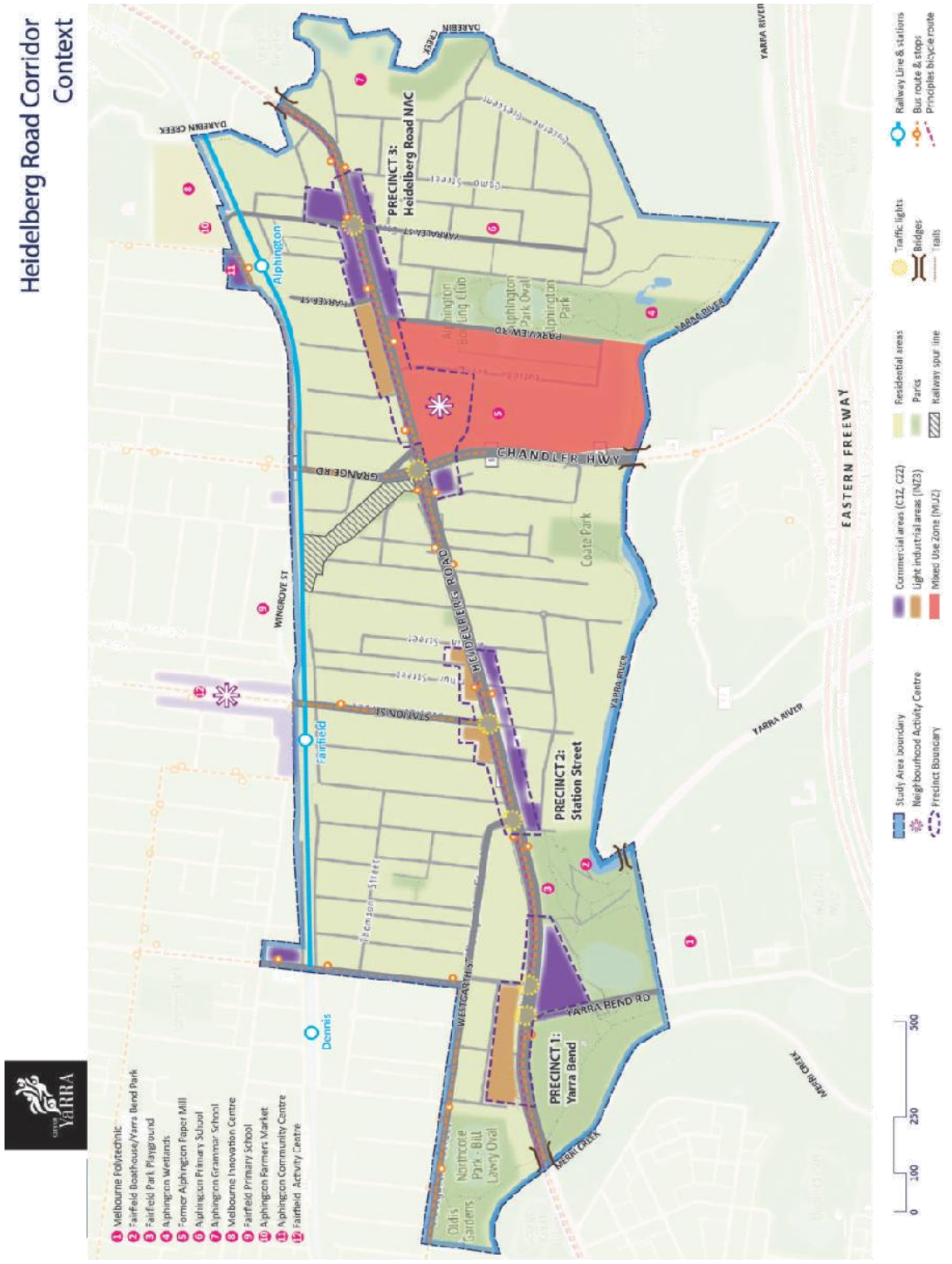








Map 1: Study Area



Alphington Paper Mill Redevelopment

The APM site in Alphington is a 16.5 hectare parcel of land on the corner of Heidelberg Road and the Chandler Highway, extending down to the Yarra River. The site is a major strategic redevelopment within the City of Yarra and within inner Melbourne.

Amcor ceased its paper production and recycling operations at the site in late 2012, and during 2013 arranged for the land to be sold. As part of this, the planning controls over the site were changed by the Minister for Planning. A Mixed Use Zone (MUZ) and a Development Plan Overlay was introduced which allows a mix of commercial and higher density residential uses and specifies the requirements for redevelopment. The Development Plan for the APM site was endorsed by Council on 27 May 2016. The vision for the site includes a 'Village Precinct' next to Heidelberg Road with shops, offices, open spaces, community facilities and dwellings.

Numerous planning permits have been issued for the APM, including apartment buildings along Heidelberg Road and townhouses towards the south-east of the land. Heights ranging from 17 to 14 storeys are concentrated around the north-west corner with the Chandler Highway and taper down to 8 and 6 storeys along Heidelberg Road (eastern edge of the APM). On the 30 April 2019 Council approved the Alphington Village development. This part of the APM forms the main mixed use component of the development and comprises two supermarkets, spaces for retail/hospitality, a child care centre, a community meeting space, a multi-purpose court (to be owned by Council) and apartments. Significantly, the developer and a community housing provider have negotiated the provision of 165 apartment dwellings as affordable housing. This was in response to the DPO requirements for 5% affordable housing. For an overview of the APM and recent planning permit approvals and applications see Map 2 below.

Due to the scale and mix of uses in an otherwise low-density area, changes on the APM are the key driver for future changes that are likely along the Heidelberg Road Corridor, especially in the Heidelberg Road Neighbourhood Activity Centre. Recent planning permit applications for mixed use developments around the APM demonstrate the increased attraction for investment.





Map 2: Alphington Paper Mill Developmet Plan and Recent Planning Permit Activity

Building Height Precinct Plan from approved Development Plan, page 109 (purple - preferred heights, blue - maximum heights).



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

5 Building heights (approved DPO)
4 Building heights (current and approved applications)

Fairfield Rail Spur Site

The Fairfield Rail Spur site has previously provided an important direct pedestrian connection between the Fairfield Railway Station, the APM site, and Heidelberg Road. The site also has an extensive history of use by the local community. More recently, the State Government utilised the site as part of the nearby Grange Road Level Crossing Removal Project.

The Fairfield Rail Spur Site is owned by the State Government and managed by VicTrack. It is expected that any site specific planning for the long-term use of the site will be managed by VicTrack, and include engagement with the local community and Darebin City Council.

Darebin City Council, at the Council Meeting of 29 April 2019, adopted the following position in relation to the site:

That Council, advocates to the State Government to ensure that the Fairfield Rail Spur:

- Has a direct shared user path and linear park through the length of the site
- Provides open space to serve the local community, such as skate facilities and basketball/netball half court
- Provides that any residential use should be exclusively for public or social housing at accessible locations on the site

Advocates to the State Government to retain the Fairfield Rail Spur site as public land.

Advocates to the State Government to consult with Council and the community about any future uses or development of the Fairfield Rail Spur Site, to inform any decision about its future use.

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2. Planning Background

The Background Issues and Discussion Paper has been prepared within the context of relevant planning strategies and policies. A summary of the relevant planning strategies and policies related to Darebin City Council and Yarra City Council are provided below:

Metropolitan Planning Context

Plan Melbourne is the Victorian Government's metropolitan planning strategy. It was initially released in 2014 and revised in 2017. Plan Melbourne highlights a shift towards an economic, population and transport focussed urban structure for metropolitan Melbourne with five subregions comprising the metropolitan area. The City of Yarra is located within the inner metro region, while the City of Darebin is in the northern region. Some elements of Plan Melbourne that have particular relevance to the study area include the following:

- Providing for jobs growth and an adequate supply of commercial land to accommodate new jobs close to where people live.
- Support a network of activity centres linked by transport.
- Plan for and develop urban renewal precincts.

The former APM was identified as an example of urban renewal (Plan Melbourne 2017 – 2050 Policy 1.3.1):

"Urban renewal precincts should be developed as mixed-use neighbourhoods that offer a range and choice of housing as well as other services. They should offer high levels of amenity and connectivity and integrate into surrounding neighbourhoods.

An example of an urban renewal precinct is the former Amcor Paper Mill site in Alphington, which is set to be developed into a major residential precinct with shops, offices, open spaces and community facilities as well as commercial and retail spaces. The site—which includes affordable housing—will create local jobs and provide up to 2,500 homes for around 5,000 residents."

Plan Melbourne also promotes housing choices close to jobs and services. It develops the concept of 20-minute neighbourhoods with compact, walkable spaces close to public transport (Policy 2.1.2). It also calls for planning to make sure housing supply meets projected needs (2.1.3).

Plan Melbourne also indicates the need for greater certainty about the scale of growth and change in suburbs (2.1.4):

"In areas where greater change is expected—such as urban renewal precincts and mixed-use and activity centre areas—requirements to adhere to preferred heights will also be strengthened. This will be achieved by improving the way height in strategic locations is managed and decisions are made."

It also addresses the way arterial roads are designed at Policy 3.1.3 and meeting the needs of all road users. This includes commuter cycling and better pedestrian friendly neighbourhoods (3.3.1).

At Policy 4.1.2 it deals with integrating place-making into road-space management:

"VicRoads is applying a new transport-planning approach, based on principles relating to 'movement and place', to better engage with the community in considering how streets should perform their movement and place function. This will help the government work with the community to determine what types of movement should be prioritised in each location, and encourage greater interaction between people and places."

Movement and Place

Heidelberg Road and other arterial roads zoned Category 1 Road Zone (RDZ1) in the study area, are managed by VicRoads as the road management authority. VicRoads currently manages the number of trips and priority of different transport modes through the 'Movement & Place' approach and the SmartRoads framework. In principle, it tries to recognise the increasing importance of active transport modes over vehicle trips and attempts to integrate land use and transport planning considerations to better reflect the interplay between land use activity, place function/role and appropriate transport solutions. According to VicRoads' SmartRoads framework map, Heidelberg Road and the Chandler Highway are part of the 'Principal Bicycle Network'. The Chandler Highway and Grange Road are identified as a 'Preferred Traffic Route'.

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Local Planning Context

Below is a summary of the most relevant, overarching strategies and policies to understand the local planning direction for the study area. Other relevant, partially more specific policies and strategies are also included.

Yarra Planning Scheme and Most Relevant Policies

The Yarra Planning Scheme (YPS) identifies the section of Heidelberg Road east of the APM as a Neighbourhood Activity Centre (NAC) at Clause 21.03 – Vision, with the centre shown in Map 3 below. The APM is identified as a strategic redevelopment site. The YPS policies describe the Heidelberg Road Corridor as a 'main road strip'. The corridor functions as a main route which is part of the wider metropolitan arterial road network. Chandler Highway and Grange Road are a major north – south route with the Yarra River crossing point connecting it to the Eastern Freeway.

The Yarra Housing Strategy 2018 (YHS) provides direction for housing growth across the municipality. The purpose of the Strategy is to provide guidance for new housing to meet projected future demand and direct it to the most appropriate locations. In the Heidelberg Road area it indicates:

- Minimal change areas apply to land in the Neighbourhood Residential Zone (NRZ) which applies to most of the established residential areas.
- Moderate change areas apply to Commercial 1 Zone (C1Z) land which applies to parts of Heidelberg Road.
- High change areas apply to the Mixed Use Zone (MUZ) land (APM).

Feedback from the YHS consultation indicated that the community agreed with the minimal change designation of the residential hinterland to Heidelberg Road, with some supporting the moderate designation for the C1Z areas and some requesting a minimal change designation.

Map 3: Yarra Strategic Framework Plan



Yarra Spatial Economic and Employment Strategy, August 2018 (SEES) provides strategic directions for commercial and industrial uses. This strategy identifies areas which will play different roles. The Strategy includes proposals for:

- Employment growth in activity centres (including Heidelberg Road, Alphington).
- Retain and grow major employment precincts.
- Identify preferred locations for housing growth.
- Support the expansion of health related employment and services in Yarra's health precincts.
- Retain other Commercial 2 Zone (C2Z) precincts (including the area near the junction of Station Street, Fairfield).

Clause 21.05 Built Form sets out to enhance Yarra's heritage places, concentrate higher built form in activity centres and strategic sites, retain a fine grain street pattern, improve the built form character of transport corridors and achieve an urban environment that encourages community activity and interaction. In Strategy 17.2 it specifically refers to development in activity centres being no more than 5-6 storeys in height, unless certain criteria are met, such as significant upper level setbacks and design excellence.

Clause 21.06 Transport provides objectives and strategies to reduce car dependency and promotes walking, cycling and public transport. It includes directions such as reducing crossovers to main streets, improving walking and cycling linkages and using rear laneways for access where possible.

Clause 21.07 Environmental Sustainability includes objectives and strategies to achieve a more sustainable built form to minimise greenhouse gas emissions, improve air quality, minimise water usage, to protect waterways and reduce waste.

Clause 21.08-6 Neighbourhoods sets out the locally specific objectives and strategies, including the neighbourhood of Alphington and Fairfield. It identifies the APM and the C1Z land adjacent to Yarra Bend Road as strategic redevelopment sites and the C1Z east of the APM as a neighbourhood activity centre. General guidance for both the Commercial 1 and 2 Zone areas is for development to maintain the hard edge with Heidelberg Road and to reflect the fine grain of the subdivision pattern. The Yarra Bend Road area should improve the interface with the street.

Clause 22.05 Interface Uses Policy intends to reduce the potential for conflicts between commercial and new residential uses as development occurs.

Clause 22.10 Built Form and Design Policy generally guides built form in Yarra towards a positive contribution to the streetscape, responding to local character, scale and form, limiting the negative impacts on surrounding land and to be environmentally sustainable.

Clause 22.17 Environmentally Sustainable Development provides a framework to consider environmentally sustainability early on in the design process to achieve more environmentally sustainable building design, integrated water management, improved affordability and reduced running costs and an improved amenity and liveability for occupants, whether in commercial or residential buildings.





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Darebin Planning Scheme and Most Relevant Policies

The Darebin Planning Scheme (DPS) directs growth to activity centres and to different types of change area. This includes larger centres and 'substantial change' areas such as Preston Central and around Northland as shown on the Strategic Housing Framework.

The Darebin Housing Strategy 2013 (revised 2015) is implemented as Clause 21.03 of the Darebin Planning Scheme and identifies three 'Housing Change Areas' (see Map 4):

- Minimal housing change – parts of Alphington near the railway station and in the Neighbourhood Residential Zone (NRZ)
- Incremental housing change – areas in the General Residential Zone (GRZ) and along Heidelberg Road
- Substantial housing change – areas along Station Street in the Residential Growth Zone (RGZ) and Commercial 1 Zone (C1Z)

Substantial change is anticipated along Station Street, Fairfield, in the RGZ and the C1Z. The form and scale of development in these locations will be guided by the relevant zones and overlays of the DPS. The likely scale is, based on current (Darebin RGZ3 & 4, DDO20) and proposed provisions (Darebin Amendment C161 via proposed DDO21) generally four storeys, which would result in redevelopment at a much lower scale than is envisaged by the Development Plan for parts of the Alphington Paper Mill site.

The area between Holmes Street and Jeffrey Street (included as part of Precinct 1 in this background issues paper) is identified on the Strategic Housing Framework Plan at clause 21.03-1 of the Darebin Planning Scheme as a "Potential Future Substantial Housing Change Precinct".

Clause 21.04 – Economic Development. The Strategic Economic Development Framework Plan at this clause identifies land between Holmes Street and Jeffrey Street (included as part of Precinct 1 in this background issues paper) as being suitable for mixed employment. Locations proximate to Precinct 2 and 3 in this paper are identified as 'local centres' on the framework plan. The clause goes on to recommend that future land use options on Heidelberg Road be examined. The accommodation of smaller restricted retail and trade supply outlets on parts of Heidelberg Road is also supported.

Clause 21.05 – Transport and Infrastructure identifies the Darebin and Merri Creek bridges as key gateways into the municipality. It aims to increase the integration of transport and land use decisions to support walking and cycling infrastructure and facilities and supports to increase density near train stations and key public transport routes.

Clause 22.04 – Industrial and Commercial Activity seeks to ensure that a high standard of urban design is achieved in industrial and commercial areas across the municipality, including suitable landscaping. It guides developments towards minimising negative amenity impacts and reduce conflicts with existing nearby sensitive uses.

Clause 22.06 – Multi-Residential and Mixed Use Development facilitates mixed use developments, requires a high standard of urban design outcomes in the built form, including achieving environmentally sustainable design. New development should create a quality interface with the public realm. Lot consolidation is encouraged to achieve better overall design outcomes, including locating the bulk towards the front to reduce rear bulk visibility and to encourage front- and rear facing developments.

Clause 22.12 – Environmentally Sustainable Development is in its essence similar to Yarra's Clause 22.17 (see above).

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The Darebin Economic Land Use Strategy 2014 (DELUS) considers the future of pockets of Industrial 3 Zone (IN3Z) land along the north side of Heidelberg Road and makes recommendations in regard to the potential rezoning of these areas as follows: The IN3Z land between Holmes and Jeffrey Streets is recommended for rezoning to a Mixed Use Zone (MUZ) with a schedule that includes an objective requiring or encouraging employment uses in appropriate locations. The IN3Z land between Gillies and Austin Streets is recommended for rezoning to the Mixed Use Zone. The IN3Z land between Clive and Harker Streets is recommended for rezoning to the Commercial 2 Zone.

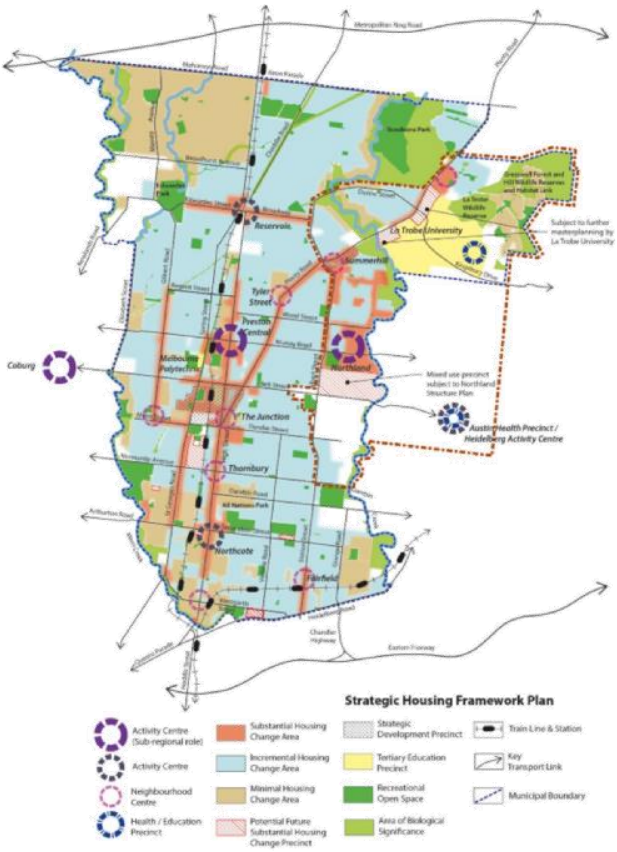
No change to the zoning of Commercial 1 Zone land east of Harker Street is suggested in DELUS.

It is noted that the new Commercial 3 Zone (C3Z) was not considered as a potential option in DELUS as this zone was developed by DELWP since the completion of DELUS.

Darebin's Transport Strategy 2007 – 2027 (and review November 2015) supports an increased role of sustainable transport modes, integrate transport, quality urban design and land use function, reduce transport demands in new developments and improve health and environmental outcomes.

Darebin's Creative and Cultural Infrastructure Framework and Implementation Plan (2018) aims to increase the number of spaces to support creative and cultural uses, help to deliver fit-for-purpose facilities and assist in raising Darebin's profile as a destination for creative practices. The framework recommends that consideration be given to piloting a special use zone in the area of IN3Z land between Holmes Street and Jeffrey Street (part of Precinct 1 in this background issues paper). The implementation plan contends that a mixed-use zoning is likely to result in a reduction in employment in these spaces and increased pressure on existing creative industries to relocate.

Map 4: Darebin Strategic Framework Plan



Zones and Overlays

Most of the land in the study area is zoned as residential (NRZ and GRZ, see Map 5 below). The APM is zoned as MUZ, whereas zoning along Heidelberg Road is made up of C1Z, C2Z, IN3Z and residential zones in between these areas. Numerous heritage overlays apply to residential land and parts of the APM (see Map 6 below). Most notable development overlays are applying to the APM and southern end of Station Street. Environmental and landscape significance is recognised by the Environmental Significance Overlay and Significant Landscape Overlay which apply to the Merri and Darebin Creek environs and to the Yarra River corridor. Along the Yarra River these overlays are supplemented by a Design and Development Overlay (DDO 1) which applies to areas at the interface between the River parklands and private land. It applies to environs adjoining the Yarra River in parts of Fairfield and Alphington. DDO 1 is intended to minimise the impact of any new development on the River corridor and associated parkland.

The Planning Scheme Overlays Map also shows land which may potentially be contaminated and can be developed for sensitive land uses like housing. These areas are covered by the Environmental Audit Overlay. Areas within the study area are subject to potential overland flooding. These are covered by the Special Building Overlay (SBO) and a Land Subject to Inundation Overlay (LSIO) along the creeks and rivers. These areas are identified by Melbourne Water using flood modelling. The Public Acquisition Overlay (PAO1), with VicRoads as the acquiring authority, applies to both sides of Heidelberg Road, generally between Gillies Street and the former spur line, between Fulham Road to near Yarralea Street, along the bend of Heidelberg Road west of Arbor Street on the north side and the south side of Heidelberg Road between View Street and Como Street. The overlay may impact upon the development potential of a number of properties on the north side of the corridor.

Other Relevant Local Policies - Yarra Planning Scheme

Clause 21.10 Future Work mentions to investigate height controls for Neighbourhood Activity Centres and to investigate heritage protection for areas in Alphington.

Clause 22.07 Development Abutting Laneways gives preference to achieve vehicle access off laneways and to ensure pedestrian safety is maintained.

Clause 22.16 Stormwater Management (WSUD) aims to reduce suspended solids to reduce pollution in waterways, reduce peak stormwater peak flows and to promote the reuse of stormwater in new development and extensions over 50 square meters.

Other local policies and strategies – City of Yarra.

Yarra's Urban Forest Policy 2017. This aims to create a more liveable city supported by a healthy and growing urban forest. It makes recommendations on managing current and future tree stock in terms of its health, coverage, distribution and diversity. The goal is to achieve a canopy cover increase of 25% by 2040, compared to 2014 levels. It represents an increase from 17% to 21.25% in total. Analysis associated with this work indicate that the Heidelberg Road study area (where in Yarra) is in comparison heavily treed, whether in parklands, streets or private land. Hotspots in terms of the urban heat island effect are located along the Chandler Highway, Heidelberg Road and some of the residential streets that have less canopy cover. The appendix to the Urban Forest Strategy 2017 shows the canopy cover by suburb. The imagery for Alphington and Fairfield show that coverage is generally high, except for Heidelberg Road and the Chandler Highway.

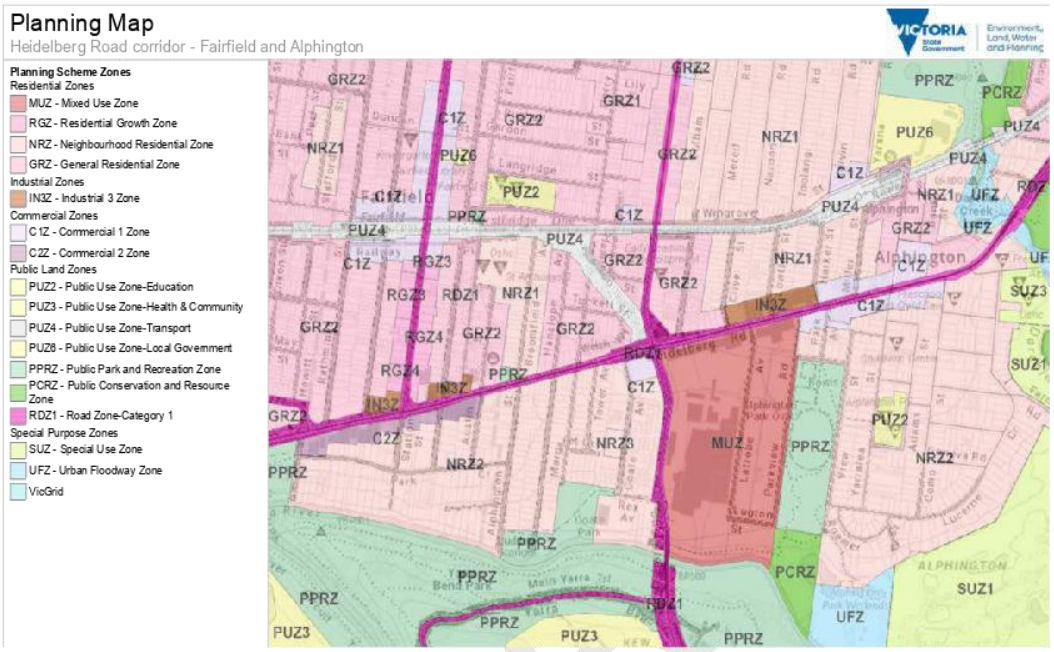
Strategic Community Infrastructure Framework 2016. This sets a broad framework for community infrastructure across the municipality.

Community Infrastructure Plan 2018. The Community Infrastructure Plan includes information and proposals for more defined local areas. The neighbourhood profile of Alphington-Fairfield is at page 63. The profile contains:

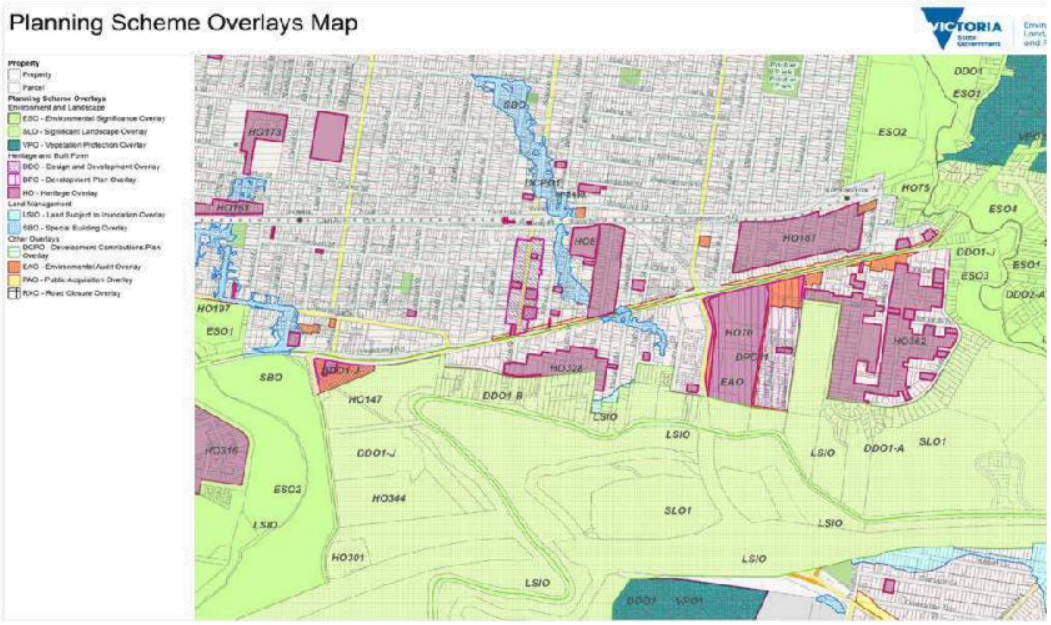
- Current community infrastructure planning (CIP) considerations
- Future considerations for CIP
- A table containing key Community Infrastructure which identifies Council and non-Council facilities and services*
- Other information
- Likely provision gaps

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Map 5: Zoning in the Study Area



Map 6: Overlays in the Study Area



Other Relevant Local Policies – Darebin Planning Scheme

Clause 22.03 – Darebin Creek – Adjacent Land Design and Development policy seeks to ensure new development contributes to local Darebin Creek character and that aesthetic impact is considered in assessing new development along the creek environs.

Other local policies and strategies – City of Darebin

The Cycling Strategy 2013-2018 aims to significantly increase the use and safety of cycling and to develop it to the first mode of choice for transport, especially for shorter trips between 2 and 7 km. One of the main objectives is to create a cohesive high quality network of cycle routes that enable direct access to popular destinations within and around Darebin.

Walking Strategy 2018-2028, November 2018 seek to encourage walking as a safe and attractive mode of transport for all by providing quality infrastructure, better pedestrian amenity and education around walking. Some key goals include upgrades to the walking network and enhance connectivity to important destinations, to reduce barriers to improve community health, safety and equity of access. The strategy identifies Heidelberg Road crossings of Station Street, Grange Road and Yarralea Street as primary pedestrian routes and Gillies Street and Jeffrey Street as secondary routes. The strategy goes on to describe the preferred design outcomes for these routes.

The Green Streets Streetscape Strategy 2012-2020 aims to increase the tree canopy cover to 25%, increase Water Sensitive Urban Design (WSUD) and passive irrigation measures, increase the permeable surfaces within streetscapes and increase the opportunities for urban food production.

The Urban Forest Strategy 2013-2028, aims to increase liveability and provide a greater connection with nature across Darebin. It seek to achieve this by increasing tree coverage on public lands to at least 25% over 15 years and increase indigenous and native trees to provide local habitats.





Implications of Strategy and Policy Direction

In summary, the Darebin and Yarra Planning Scheme and other Council policies and strategies indicate the most intensive growth in the study area will take place on the APM, as identified in the approved Development Plan. Within the APM, the highest level of activity and development will be located along Heidelberg Road and at the Chandler Highway intersections. Most employment growth is likely to be accommodated in the APM, and to a lesser extent in the existing C1Z, C2Z and IN3Z land abutting Heidelberg Road.

The residential hinterland to Heidelberg Road is identified as low-change areas. Moderate change is directed towards the commercial areas along Heidelberg Road (where outside of the APM), supporting a mix of uses with restricted retail/bulky goods and light manufacturing in the Yarra Bend Precinct and Station Street Precinct, and strengthening the Heidelberg Road NAC in terms of achieving a wider mix and higher intensity of uses, including residential. The C2Z in Precinct 2 is not identified to be changed, whereas the future status of the IN3Z pockets along the north side of Heidelberg Road is to be investigated. Yarra City Council's built form policy provides guidance that development in activity centres and strategic redevelopment sites should be no more than 5-6 storeys. There is currently no specific built form guidance for the study area, such as a Design and Development Overlay, from either Council. DDO1 in the Yarra Planning Scheme provides guidance only to properties in the Yarra Bend Precinct on the south side of Heidelberg Road. Future land uses and built form needs to consider sensitive residential interfaces.

The various strategies and policies support a public realm and infrastructure that is pedestrian and cycle friendly. They aim to reduce negative impacts of climate change (i.e. a locally reduced heat island effect through canopy landscaping) and recommended providing urban infrastructure and built form that is water-sensitive, and more resource and energy efficient. Creating better connections across Heidelberg Road is identified as a need to improve cycling as a transport mode and to better connect the community and visitors with services and existing assets (i.e. parks, community houses, schools, railway stations). The importance of significant parklands along the Merri, Darebin and Yarra is recognised and needs to be protected and enhanced as change occurs.



3. Place Analysis

The place analysis focusses on the general economic role and function of Heidelberg Road, likely population changes, transport matters and trends, the status of the public realm, built form and open space provision. It provides a general description, highlights key issues that have either been identified in existing policies and/or strategies, previous community consultations, site inspections or in a collaborative workshop between Darebin and Yarra Officers. A photographic survey to support the analysis is provided in Appendix A. Supporting maps can be found in Appendix B and census and population data is available in Appendix C. A detailed list of issues and opportunities that were identified in the workshop is provided in Appendix D. Key issues and constraints are visualised in Map 7.

Economic Role and Function

Economic activity in the study area is mostly concentrated within the three precincts along Heidelberg Road. Broadly, these precincts plays an important role by providing for a range of uses, including local services, restricted retail, space for small-scale light industrial uses and associated employment opportunities. The APM and its mixed use Alphington Village development will be a key driver for change in the local area, providing an economic anchor particularly to the Heidelberg Road NAC (Precinct 3). It will significantly increase economic activity, the retail and hospitality offering and provide additional employment opportunities.

Yarra Bend Park: The area is spread diagonally across Heidelberg Road and the nature of economic activity differs between the sides. On the south side there is the industrial use of Porta Pty Ltd, a large timber product manufacturer. Residential apartments and a rehabilitation centre are located east of Porta Pty Ltd. Land on the north side is occupied by light industrial and some restricted retail uses (i.e. smaller furniture shop), storage facilities, engineering firm, gardening store, art gallery and function services.

Station Street: Land in this precinct is dominated by a mixture of light industrial and restricted retail uses. Some offices, recreational and few retail uses are also found. Namely these are car sales yards, auto repair shops, furniture or tile stores, small offices, gyms, a café and most notably the Grandview Hotel on the corner with Station Street. The nature of businesses between the north and south side of Heidelberg Road appear to be similar. Most land uses likely benefit from the high exposure and medium to larger land parcels and buildings. Upon two site inspections of Heidelberg Road (17 December 2018 and 17 April 2019), the vacancies in Precinct 2 appeared to be relatively low, although further investigation would be required to confirm vacancy rates.

Heidelberg Road NAC: The land uses in these areas include a wide variety of services, ranging from a large footprint storage facility, restrictive retail premises, offices, automotive repairs east of Harker Street to small, local retail services between Park Avenue/Harker Street and Yarralea Street. These include a restaurant, café, post office, massage parlour and gym. Around Yarralea Street and east of this location, the nature of businesses changes again to uses with larger building footprint, such as a large bottle shop, automotive repairs and take away premises. In the NAC some vacancies were visible, but the area still showed a certain level of economic activity. In the medium to long-term the level of activity in the NAC will likely increase as the APM is redeveloped and the area's economic profile as a destination increases. The APM will include a shopping and commercial centre with two supermarkets, specialty shops, hospitality, offices and community facilities. This will strengthen the role of the remaining NAC on Heidelberg Road as its population catchment and commercial exposure is increased.

Other small-scale economic and non-residential land use activities such as medical centres, shops, cafes, churches, schools and childcare services are located in the residential areas, spread out over the study area. A small local employment hub just outside of the study area is the Melbourne Innovation Centre on Wingrove Street, Alphington, just south of the Darebin Parklands.

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TILE GALLERY

Issues and Implications

An increase in population and economic activity, largely due to developments at the APM will likely trigger higher levels of interest and change in three precincts, especially Precinct 3. The push for residential development is likely to increase the pressure on economic uses and the provision of employment spaces in new development. The City of Yarra is also seeing recent increases in office-developments, particularly in areas similar to Precinct 2. The appropriateness of the industrial zoning along the north side has been questioned in the DELUS.

The recent Darebin Creative and Cultural Infrastructure Framework highlights the need to support creative industries through any zoning changes, and discusses an alternate option for the north side of Precinct 1. Connections, public realm and built form matters are discussed in separate sections. However, generally a lack of crossing opportunities and lower quality of public realm is likely limiting current and future potential as it hinders exchange between the north and south side, discourages walking and reinforces the transient nature to travel through, rather than stop. As no local guidance regarding development changes and public investment, risks of inconsistent outcomes.

Yarra Bend Park: As industrial uses tend to move out of inner city locations, it is likely that the Porta Pty Ltd enterprises may relocate and the area will be redeveloped with a change in use, most likely including significant numbers of dwellings. This may have implications for the north side in the form of pressure to rezone to allow similar uses.

Station Street: The area benefits from the high exposure, appears to exhibit few vacancies and seems to function reasonably well. The high exposure along Heidelberg Road is likely a key factor for this. Yarra's SEES recommends retaining the current C2Z on the south side. Similar to Precinct 1, the appropriateness of industrial zoning along the north side may require further investigation.

Heidelberg Road NAC: Due to the APM the area has already attracted development proposals and will likely continue to do so. This will also come with increased economic activity as the resident population increases and the area transforms to a retail, business and community destination. Local guidance on preferred built form development and public realm outcomes currently does not exist. Development proposals are therefore using the precedent of the APM as a means of justification. The local area (including land around Precinct 3) currently does not have convenient access to a larger supermarket. Independent, smaller supermarkets are located outside of the study area. Developments at the APM will increase the variety of the retail options in the study area and beyond. This may or may not lead to some change in the nature of the retail offer in surrounding centres as commercial activity in the APM is introduced. An increase in worker population will likely support existing businesses nearby. Creating convenient and direct pedestrian and bicycle connections will be important to harness potential benefits of an increased worker and residential population. Additional crossing points as negotiated through the APM Development Plan and the Chandler Highway bicycle upgrades will help address some of these issues, but not all. The approved uses and development in the Alphington Village (APM site) are located in a MUZ, which is part of suite of residential zones. This mismatch will likely lead to unnecessary conflicts between the approved uses and MUZ.

Implication Summary

- The redevelopment of the APM will change the economic role of the Heidelberg Road NAC (Precinct 3) as a place and likely trigger further use and development changes and opportunities.
- The zoning of IN3Z land along the north side of Heidelberg Road may no longer be suitable, and may provide opportunities for change.
- Continuing to apply the MUZ for all of the APM site may no longer be the most appropriate zone and may lead to unnecessary planning permit requirements for the Alphington Village commercial precinct.
- A lack of strategic guidance and planning requirements for public realm and built form changes may lead to inconsistent and poor outcomes and limit future opportunities.

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Map 7: Key Issues and Constraints



Population, Community Facilities and Housing Changes

The study area includes significant parts of the suburbs of Fairfield and Alphington. Significant parts of the suburbs are located outside of the study area boundary. For detailed population, household and dwelling data please see Appendix C. Some estimates and forecasts are only available for the entire suburbs. Where available, smaller statistical areas have been used.

Population

The total number of people who stated Alphington and Fairfield as their permanent residence on Census Night 2016 was 5,081 and 6,559 respectively. Within the study area there were 6,325 residents, being evenly spread between Fairfield and Alphington. The below analysis concentrates on the study area only where consistent data sets between the City of Darebin and Yarra exist.

The population is projected to increase in the medium to longer term. The area south of Heidelberg Road, in the City of Yarra, is projected to increase from a population of 3,015 in 2019 to 9,843 in 2041. A significant proportion of that increase will be attributable to the APM redevelopment. Projections for this site indicate a new population ranging between 4,000 and 4,500 people by 2026.

Forecasts relating to age cohorts only exist for entire suburbs, not for smaller statistical areas. They indicate that the largest age groups in 2026 will be in 25 to 29 years of age and in 2041 30 to 34 years. Except for the age cohort of 85+, the smallest growth will occur for the people cohort 65+ and under 20 years of age cohorts. As such, there will be a strong increase in young adults and middle aged population groups, which balances an otherwise generally aging population. Household types are generally projected to remain similar, with lone person households continuing to be the dominant type after couples with children and couples without.

Dominant household size is the lone person household at 33.6%, followed by 'traditional' family of couples with children at 23.27% couples without children 22.69%. The median age is 37.72 years, so slightly older than the Greater Melbourne average of 36. Dominant age cohorts is the 35-49 age group at 23%, followed by the 25-34 age group at 20.32%.

People across the study area generally have a higher income than the Melbourne average, per capita as well as per household. The SEIFA index of disadvantage is 1085. It means the people in the study area are quite advantaged in comparison to the Melbourne average. Unemployment rates are low at 4.89%.







Dwelling Types and Housing Diversity

The overall dwelling stock is predominantly suburban style detached housing, with very little higher density housing such as apartments and an average proportion of medium density housing. Density within the study area is relatively low at 19.42 people per hectare. The proportion of detached housing is much higher in both suburbs than the Inner Metropolitan average of 22.5%, and is particularly high in Alphington. Density data was only available for the entire suburban areas, but can still be uses to gain insight. The proportion of higher density dwellings is significantly lower in Alphington (1.8%) and Fairfield (4.79%) when compared to the Inner Metropolitan average of 43%. The slightly increased percentage of higher density dwellings in Fairfield compared to Alphington is likely due to recent developments along Station Street. The proportion of medium density housing is generally similar to the Inner Metropolitan average. Based on inspection of VicPlan aerial imagery, most medium density dwellings appear to be located outside of the local area plan study boundary. Heritage Overlays that cover a significant portion of the study area's residential land offer a reasonable explanation for this.

The dominant housing tenure is private ownership (incl. mortgage/ being purchased) at approx. 60%, followed by private rental arrangements (35.66%). Social housing is very low at 3.97%. Housing costs are comparatively high in Alphington and Fairfield, whether purchasing or renting. The reported level of renting stress is 19.57%. It is noteworthy that the rental stress in Fairfield is approx. 8% higher than in Alphington.

Recent development trends have seen incremental redevelopment of detached and attached housing in established residential areas in the Neighbourhood Residential Zone and General Residential Zone in the study area. Apartment and attached housing development has been approved and constructed in some sections of Heidelberg Road and in the early stages of redevelopment in the APM site. The approved Development Plan for the site indicates a mix of housing, with an indicative yield of 2500 dwellings.

As indicated in the table the form of housing in the new development in the APM varies. In general the lower scale townhouse and detached housing occurs towards the Yarra River with the higher density and taller building forms located closer to Heidelberg Road and the Chandler Highway. The APM development will significantly increase the supply of housing and increase the diversity of housing in the area. This development will provide 165 dwellings (apartments) as affordable community housing. A new internal street network, forms a connective grid of local streets and a new internal street landscape (also see Map 1 in Section 1 of this Paper).

The other areas which have recently seen approved or proposed apartment developments include parts of the C1Z immediately east of the APM and the site at the south – west corner of Heidelberg Road and Chandler Highway. These proposals have included buildings between five and eight storeys east of the APM and thirteen storeys for site at the south – west corner of Heidelberg Road and Chandler Highway. Recent VCAT decision have either amended proposals to be reduced to 5 storeys or refused the 13 storey proposals. The decisions were not a dismissal of the heights per se but a result of inadequate urban design outcomes.

Amendment C161 to the Darebin Planning Scheme proposes new planning controls to guide the scale of development in the Station Street Activity Centre to generally four storeys in height. Height limits proposed in the amendment reflect the identified heritage character of the traditional shopping strip. The Panel report reviewing these proposals generally supported the amendment, subject to some changes.

A public housing estate is located west of Area 1 in Northcote. The estate consists of approximately 130 dwellings.

Table 1: Dwelling Type Comparison

	Detached Dwelling (% of total)	Medium Density Dwelling (% of total)	High Density Dwelling (% of total)
Alphington	67.5%	30%	1.8%
Fairfield	55%	33%	5%
Inner Metro Area	22.5%	33%	43%

Table 2: Alphington Paper Mill site - approved development plan housing diversity

Housing Type	Estimated Percentage of the Total New Housing
Detached housing	5 - 10%
Townhouses	15 - 25%
Apartments	45 - 70%
Live / work	0 - 10%
Affordable housing	5%
Industrial re-use / interpretation	5 - 15%
Approximate total dwellings	**2500**

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Community Facilities and Infrastructure

Community facilities and/or infrastructure are assessed in the Community Infrastructure Plan 2018 (Yarra City Council) and in similar work by Darebin City Council. Community services and infrastructure were also assessed as part of the background report for the APM Development Plan.







Community infrastructure and services include:

Within the Fairfield – Alphington study area	Outside the Fairfield – Alphington study area
Yarralea Children's Centre	Collingwood Leisure Centre
Alphington Bowls Club	Collingwood Library
Alphington Park Oval and Pavilion	Alphington Community Centre (located in Darebin and Yarra City Council contributes funding, the Centre is a part of the Yarra Neighbourhood House Network)
Fairfield Oval Park:	Darebin International Sports Centre (DISC) is located at John Cain Memorial Park
- Boathouse and Tea Gardens (not managed by Council)	Ivanhoe Library
- Fairfield Amphitheatre	Northcote Library
- Playground	Northcote Swimming Pool
- Maxwell Sutherland Pavilion	North Fitzroy Library, Bargoonga Nganjin
- Cricket nets	Ivanhoe Aquatic Centre
- 2 x soccer grounds, 1 x cricket ground	Darebin Arts (variety of flexible spaces)
- Dog off-leash area	Sparkes Reserve
Yarra Bend Park:	Westgarth Primary School
- Fairlea East and West Ovals, Fairlea Pavilion	Fairfield Primary School
- McCutcheon Oval and Deep Rock Pavilion	Spensley Street Primary School
- Cox Oval	
- Olney Oval	
- Corben Oval and Pavilion	
Alphington Primary School	
Alphington Grammar School	
Alphington Grammar Preschool	
Gum nut Preschool and Childcare	
Complete Care for Kids	
Smart Start Early Learning and Development Centre	
Perry Street Child Care Centre	
Alfred Nuttall Memorial Kindergarten	
Ivanhoe Northcote canoe Club	
St Andrews Kindergarten	
Main Yarra Trail	

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The APM redevelopment will include a mix of community facilities including a 300m2 community space, a multi-purpose court and a 1400m2 'warm shell' (a flexible space which is connected to utilities but which will be fitted out to meet a future use). These facilities will be located in the proposed 'town centre' with retail, service and other facilities, near the corner of Heidelberg Road and Chandler Highway.

Likely provision gaps

Recent assessment in the City of Yarra Community Infrastructure Plan 2018 suggests gaps including:

- A modern maternal and child health facility integrated with associated services
- Better pedestrian and cycling connections to existing and future public spaces and facilities so they are accessible by more sustainable forms of transport
- Spaces / places for active and passive recreation which are close to or integrated with activity centres or other facilities along the Heidelberg Road corridor

Issues and Implications

Areas with a relatively small population combined with low housing density are often less attractive for a diverse range of retail options and other service provisions. It increases the dependence on further travel to meet those needs. Rising prices, whether purchasing or renting, combined with dominant, low density, detached dwellings, have led to the areas of Alphington and Fairfield to become more unaffordable, especially for lower income households. This makes it harder for young adults and families to find housing closer to employment opportunities in the inner Melbourne areas.

A future local area plan cannot solve these bigger socio-economic trends and disparities, but it can give local direction to help address some of the potentially negative effects. As the population increases, the current housing options and level of available services is unlikely to cover the future needs. The APM and its recently approved planning permit for the Alphington Village will increase the dwelling diversity and supply more affordable housing (community housing) to increase accessibility for lower income households in a soon to be well-serviced inner urban area. The APM will increase the population density and diversify the local retail and services options. It will assist in increasing the longer-term viability for local businesses, provide more employment opportunities and likely reduce travel times for the community to cover daily needs.

As changes at the APM elevate the profile, there likely will be increased pressure on the other precincts to provide a greater housing diversity. These locations have a different context and constraints. Housing changes in the other Heidelberg Road precincts need to acknowledge the primacy of housing activity is within the APM and be complementary to it, rather than equal.

The Alphington Community Centre is located near Alphington Station on Kelvin Road. Based on comments from regular users, a community centre near the public housing estate in Northcote is missing because the Alphington Community Centre is not easily accessible due to limited bus operation hours along Heidelberg Road. Other community facility gaps should be investigated including the provision of a modern maternal and child health facility integrated with other services. Improved connections for pedestrians and cyclists would help to make community facilities generally more accessible for a range of users. Redevelopment and change along the corridor should also aim to provide a range of informal and flexible spaces for recreation within the main activity centres and other commercial activity areas.

Implication Summary

- A small population and low housing density has led to lower levels of local commercial and other service provision as activity is dispersed over the study area.
- High housing prices due to the dominance of large allotments and detached houses in an inner urban area make it difficult for middle to lower income households find accommodation close to services and employment opportunities.
- The APM will increase the population, help diversify the available dwelling types and concentrate the provision of additional services, particularly in Precinct 3, but it does not address all issues across the corridor.
- Pressure on other precincts along Heidelberg Road will increase and their role in relation to the APM is less clearly defined, particularly Precincts 1 and the remainder of Precinct 3.
- Potential gaps in community facilities should be investigated to see how they may be best filled as redevelopment occurs, including better connections for pedestrians and cyclists and the provision of spaces for passive or active recreation in commercial or activity centre areas.

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Transport, Movement and Access

The study area is connected by arterial roads, most notably Heidelberg Road, the Chandler Highway and Grange Road. Heidelberg Road, Chandler Highway / Grange Road, Station Street and Westgarth Street are categorised as Road Zone 1 (also see Map 5). The local street network services the residential, suburban hinterland. The width of Heidelberg Road (kerb to kerb) varies. It is generally narrower around the Merri and Darebin Creek bridges and east of Station Street, Fairfield (approximately 13 metres, with the exception of the Chandler Highway/Grange Road intersection). It widens west of Station Street and in parts includes a median with trees (approximately 23 to 26 metres, 29 metres with slip lanes).

A Public Acquisition Overlay (PAO) applies to Heidelberg Road between Darebin Creek, Alphington and Gillies Street, Fairfield. The PAO purpose is to facilitate the purchase of land to allow for a road widening to improve traffic management and accommodate increasing traffic. The Department of Transport and VicRoads are responsible for this PAO and have indicated that it is intended to remain in place. It could, potentially, be used for public transport or 'active transport' for example bicycle lanes or designated bus lanes and wider footpaths and better conditions for pedestrians. It is understood that there are no specific proposals to implement the Heidelberg Road PAO.

Vehicle Movements

Movement along the Heidelberg Road Corridor is dominated by vehicle traffic along Heidelberg Road and the Chandler Highway / Grange Road. The annual average daily volumes for Heidelberg Road as available in the VicRoads Arterial Road Traffic Volumes suggest that the traffic volume is comparable to Bell Street (Coburg, Heidelberg West) or Victoria Parade (Fitzroy, Collingwood; data was accessed via www.vicroads.gov.au on 1 May 2019). Depending on the section of Heidelberg Road, this equates to approx. 10,000 to 22,000 vehicle movements a day. The Chandler Highway currently carries 20,000 to 24,000 movements. Station Street also connects Heidelberg Road with considerable amounts of traffic (6,000-8,000, depending on direction; sources on VicRoads Open Data). The volumes show Heidelberg Road is a key east-west connector that feeds into the Chandler Highway, Hoddle Street and Eastern Freeway network. Heidelberg Road is subject to clearways during morning and afternoon peak hours (west- and east-bound, respectively).

The proportion of people in the study area travelling to work by car is relatively high for an inner Melbourne location at 48.24%. This is mirrored by the high percentage of households (37.89%) with two cars. 25% of people take public transport to work (with 8% more in Fairfield in comparison to Alphington), whilst 3% walk.

Site Access

Direct vehicle access to individual properties along the Heidelberg Road Corridor varies. The generally fine-grain street network often provides additional access from side streets and laneways. In some instances narrower lots (below 15 metres width) do not have vehicle access from Heidelberg Road and have no side street or laneway access. In combination with the clearway, vehicle parking is at a premium for these sites in particular. Vehicle parking on side streets is partially time restricted. VicRoads is responsible for the clearway provisions.



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Public and Active Transport

The study area is serviced by the railway stations of Dennis, Fairfield and Alphington along its northern boundary. Bus routes along Heidelberg Road are the 546 (running along Heidelberg Road between Heidelberg Station and Melbourne University) and the 609 (running along Chandler Highway, Heidelberg Road and Station Street between Kew and Fairfield). The 508 starts at Alphington Station and runs north along Grange Road, eventually connecting to Moonee Ponds. Bus route 546 does not operate on Saturdays or Sundays, despite larger parts of the study area being outside the Principal Public Transport Network (see Map 2). It operates at 30 minute intervals throughout the weekdays, with the last bus leaving citybound at 7PM (Melbourne Polytechnic stop, Yarra Bend Road).

A network of off-road bicycle paths follows the creek environs and parklands, complemented by on-road bicycle lanes on Heidelberg Road, Station Street (south of the railway line), Westgarth and Jeffrey Streets. Heidelberg Road is part of the Principal Bicycle Network and has line markings for on-road bicycle lanes. The bike lanes are shared with fast moving traffic (60km/h, during clearway hours), parked cars (outside of clearway hours) and become inconsistent at intersections (i.e. Station Street). Priority signalling at traffic lights does not exist. Yarralea Street is a main connection for the Alphington Primary School but does not have bicycle lane marking. As part of the Chandler Highway Bridge duplication the old bridge will become designated for pedestrians and bike riders only and designation on the Chandler Highway should be improved.

Footpath widths along Heidelberg Road vary between the 3 precincts and between the north and south sides. In precinct 2 and 3 they are mostly hard to the road edge with moving traffic. Pedestrian crossing points over Heidelberg Road exist at the following intersections:

- Jeffrey Street
- Westgarth Street
- Station Street
- Grange Street / Chandler Highway
- Yarralea Street





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The creek and parklands are well known for the numerous walking paths along the creeks and the Yarra River, attracting local residents and visitors alike. The former railway spur from the Hurstbridge Line previously serviced the AMCOR Paper Mill. Since this service ceased, local residents have used the former spur line for walking. More recently, the space was utilised during construction of the Grange Road level crossing removal project. Darebin City Council has adopted an advocacy position in relation to the Spur Line Site (see section 1 in this paper) which includes advocating for a direct shared user path to be provided through the length of the site. This path would provide a direct connection between the APM and the Fairfield Railway Station and Activity Centre on Station Street.

Fairfield and Alphington Station are important transport nodes in the study area.

The approved Development Plan for the APM site sets out a range of improvements to facilitate access to these stations.

Map 8 below shows the current bicycle routes in blue, public transport options (railway stations in red, bus routes in orange numbers) and hierarchy of the street network.

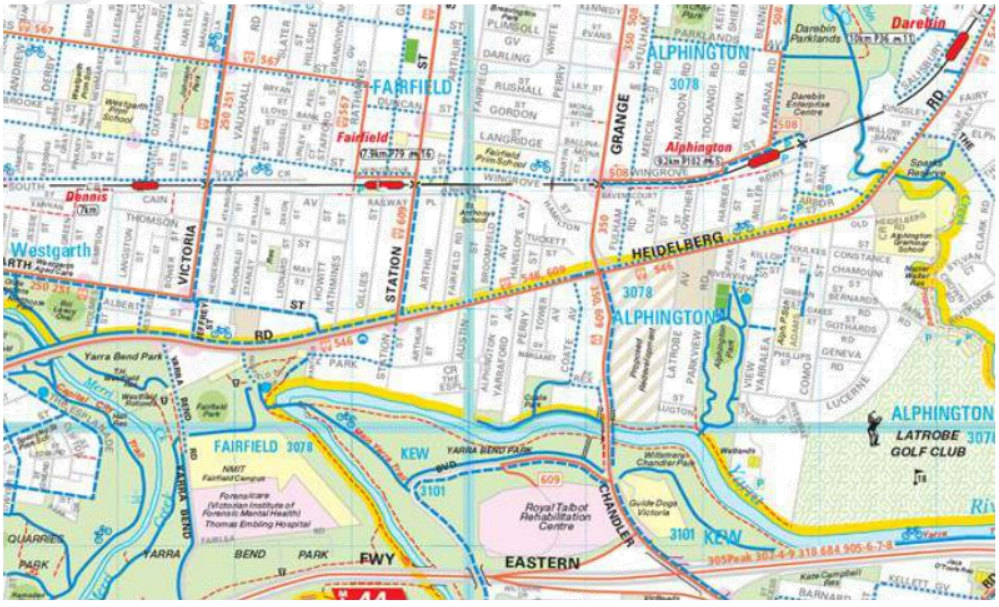
Issues and Implications

The forecast increase in traffic volumes will likely lead to longer travel times and congestion at peak hours. Flow-on effects include more pollution (noise & air), likely increased conflicts with bike riders and pedestrians, longer bus travel times (there are no bus lanes or bus priority along Heidelberg Road) and reduced productivity and efficiency overall. Upgrades to the Chandler Highway and the level crossing removal at Grange Road will provide some relief to congestion, but the traffic volume created by the APM developments is estimated to fully utilise this new capacity.

Inconsistent and less frequent bus operation hours, poor or non-existent bus shelters and no priority for bus services is likely to discourage higher public transport usage as an alternative to private vehicle use. This could increase traffic volumes and reliance on private vehicles. For a growing community in proximity to numerous significant employment areas such as Collingwood, Fitzroy, Cremorne, Heidelberg, Northland / Preston East and the CBD, current bus operating hours are likely insufficient for future travel needs.

The shared, inconsistent and partially occupied bicycle lanes are unsafe and discouraging to most riders as they require changing lanes into moving traffic, or do not offer enough separation from fast moving vehicles. A lack of priority at intersections (I.e. at Yarralea Street), combined with a lack of connections, whether across Heidelberg Road or along the Yarra River (i.e. in Precinct 1 at the Merri Creek Bridge, in Precinct 3), generally discourages more vulnerable and less confident bike users. Upgrades to the Chandler Highway, additional crossing points in Precinct 3 and the completion of a future east-west bicycle route along the eastern freeway will help address some issues.

Map 8: Travel-smart Map



Similar issues and implications apply to walking. Generally, the current pedestrian realm feels relatively unpleasant and unsafe, due to the low amenity streetscape and high volumes of traffic, along with the lack of crossing opportunities. This discourages walking. A convenient and direct connection to Fairfield Railway Station and Station Street activity centre is currently lacking. Pedestrian movement across Heidelberg Road in Precincts 2 and 3 is currently very limited, preventing potential synergies between businesses and reducing accessibility to services for people. Additional crossing points in Precinct 3 will address some of the connectivity issues. Due to the lack of footpath space, proximity to traffic, and short traffic light cycles for pedestrians, conflicts between users at Yarralea Street intersection have been reported. Being a school route, the current traffic solutions make it less safe for children to walk (or cycle) to school.

The future intention to implement PAO on Heidelberg Road is unclear and uncertain at this point. Its original purpose was for road widening, but it could potentially be utilised for public or active transport services. There is opportunity to resolve the future of the PAO and use it to facilitate improved active transport and streetscape amenity.

As VicRoads is the authority for Heidelberg Road as a Category 1 Road Zone, additional vehicle cross overs along Heidelberg Road frontages are likely discouraged or not supported. Some smaller sites do not have side street or laneway access. Further consideration needs to be given to how to provide access to these properties should uses and development intensify. Potential conflicts between side-street parking for businesses and the adjoining residential areas need to be considered, especially as the clearway along Heidelberg Road is likely to continue to apply.

Implication Summary

- High traffic volumes are likely to increase further, exacerbating existing issues.
- The limited bus operating hours limit potential uptake of this mode as an alternative to the private vehicle, in turn increasing or reinforcing the high vehicle reliance of the study area.
- A lack of designated, separated bicycle lanes on Heidelberg Road, combined with a lack of crossing opportunities and lack of prioritisation at traffic lights make cycling unsafe and less attractive to a wider range of users.
- A direct pedestrian and cycle connection between the APM and the Fairfield Railway Station/ Activity Centre on Station Street is missing.
- A lack of separation from fast moving traffic, lack of crossing opportunities and short cycles of the traffic light and associated long waiting times for pedestrians make walking less attractive, limit accessibility to services and reduce the potential cohesiveness of the Heidelberg Road NAC being impacted by the separation created by Heidelberg Road.
- Utilising the PAO for a road widening to facilitate private vehicle movement would likely exacerbate existing issues with increased traffic noise, traffic volumes, pollution and greater difficulties crossing the road; alternatively it could be used for pedestrians and cyclist and streetscape improvements.
- Some sites require careful consideration to allow vehicle access as additional crossovers onto Heidelberg Road would be discourage.



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Public Realm and Built Form Design

Overall Character

The majority of the study area is designated for residential use or parkland. Most of the study area's road network is comprised of local residential streets, some with a significant tree canopy (i.e. Miller Street, Broomfield Avenue, Alphington Street). The residential areas on either side of Heidelberg Road are hemmed in by the Yarra River to the south and the Hurstbridge Railway Line to the north. Some streets connect across the railway line (i.e. Jeffrey St/Victoria Parade, Station Street, Grange Road and Yarralea Street) or align in a north-south direction, but without a connection across the railway. However, the street network and subdivision patterns north of the railway line and those between the north and south side of Heidelberg Road differ from each other despite similarities in construction periods for these areas. The residential areas are occupied by a mix of predominantly detached housing and some medium density housing such as lower scale apartments and attached houses. The general character of these areas can be described as 'leafy suburban' with larger lots, local residential streets and houses in garden settings which create a high proportion of canopy trees and shade. Heritage studies have identified significant precincts and individual heritage overlays across the study area as shown in Map 6. A Heritage Overlay also applies to the APM which recognises key industrial buildings and features on the site. A DDO also applies to the southern section of Station Street to manage development in this area.

The current building forms in the wider study area are mostly low rise, with one and two storey houses in the residential areas and one, two and occasionally three storey commercial buildings on the commercial and industrial zoned land. The major departure from this will be taller buildings allowable on the APM which range from six to 17 storeys (see Map 2). These taller structures will be concentrated along Heidelberg Road and the Chandler Highway.

Heidelberg Road Character

When travelling through the Heidelberg Road Corridor, its look and feel changes quite considerably due to the change in its width and the alternating residential and commercial pockets. Due to this the commercial areas are defined as three distinct precincts, each with its own character. Local landmarks in the study area include older hotels such as the former Tower Hotel at the corner of Heidelberg Road and Old Heidelberg Road, Alphington, and the Grandview Hotel at the north-west corner of Station Street and Heidelberg Road. Other elements include the heritage structures from the Porta buildings (incl. chimney), the former Paper Mill which will be retained in the redevelopment, the Chandler Highway Bridge over the Yarra River and the River corridor and associated parkland with remnant indigenous vegetation and landforms. These include a former pool and a billabong at the southern end of Alphington Park.

Yarra Bend Park between the Merri Creek and Jeffrey Street/Fairfield Park Drive includes larger and medium-sized lots and distinction of character between the industrial/warehouse buildings on the north and large parklands on the south side. Of note is the 'island'-like location of properties on the south side that are surrounded by parkland. Next to the large parklands leading to the Yarra River are the historic factory buildings and chimney of the current Porta Pty Ltd site at 224-256 Heidelberg Road. The public housing estate adjacent to the Merri Creek on the northern side of Heidelberg Road is also visible landmark. Heidelberg Road is approximately 26 to 29 metres wide in this area, reinforcing a disconnection between the two sides. A small nature strip separates the footpath from moving traffic along the south side, landscaping is inconsistent or missing. The northern side of the precinct differs from the south side as a service road and small nature strip separates the footpath and frontages from Heidelberg Road lanes. Landscaping is also inconsistent.

Station Street between Panther Place/Gillies Street and Austin Street resembles the character of a post-war light industrial, commercial, restricted retail/bulky goods strip due to the medium-sized frontage width, small to medium sized warehouse buildings and Heidelberg Road still being relatively wide (approx. 24 metres). Notable buildings are the 3 storey Grandview Hotel and the large car sales yard with a modern building between Arthur and Austin Streets. The precinct has no nature strip on either side of Heidelberg Road, landscaping is sporadic and the footpath is hard alongside the road edge. Numerous properties have front setbacks that are occupied by car parking, whilst others have retained the building line with the footpath.

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Heidelberg Road NAC also bears unique characteristics. Between the Chandler Highway and Park Avenue/ Harker Street large warehouse buildings and the APM dominate the streetscape. Currently, a small nature strip separates footpath from road. The approved Development Plan for the APM will allow a mix of medium and denser housing, a new shopping centre with supermarkets, specialty shops and office space (also see Map 1). The APM will create a new contemporary architectural character with taller buildings and improved widened footpaths and tree planting along the southern side of Heidelberg Road. This will set a precedent for improvements elsewhere along the corridor. East of this, Heidelberg Road narrows considerably (to approx. 13 metres). Up to Yarralea Street, more typical, single storey shop frontages on narrower lots form a more enclosed and slightly more intimate character.

For a detailed, recent photo survey of each precinct please see Appendix A.









Issues and Implications

Along Heidelberg Road, the public realm and building interfaces in Precincts 1 to 3 appears harsh and uninviting, and lacks a sense of identity. This is symptomatic and likely due to the cumulative effect of:

- narrow footpaths with a lack of or limited separation from fast moving traffic, making pedestrians feel less safe
- a lack of consistent and meaningful landscaping, making the precincts less attractive
- a lack of weather protection above the footpaths, reducing pedestrian-friendliness, especially in Precinct 3
- blank building walls along Heidelberg Road reinforcing the harsh feel to the environs
- current low level of pedestrian activity

These factors reinforce the transient nature of Precincts 1 to 3 where people are discouraged to stay or linger in the precincts, which in turn has implications for businesses. Particularly in precinct 3 where Heidelberg Road and the footpaths are at their narrowest and there is limited separation from the road, these conditions create a harsher environment and diminish the potential to rejuvenate the corridor despite the APM injecting more potential for activity.

As built form guidance or plans for streetscape improvements currently do not exist, there is no clear preferred character for the precincts. The APM will only transform parts of the Heidelberg Road NAC. Recent built form and other urban design proposals provide ad-hoc solutions and use the higher forms at the APM as a precedent, leading to unacceptable outcomes.

The PAO that alternates between the north and south side of Heidelberg Road would require an acquisition of approx.10m from frontages. This would be a severe impact, especially for Precinct 3 where lots generally are less deep and sometimes narrower. Acting on the PAO would, from an urban design point of view, execrable the issues further and make the two sides of Heidelberg Road feel less connected.

Implication Summary

- Walking is discouraged due to narrow footpaths, lack of separation from traffic and lack of crossing points
- Landscaping is missing or inconsistent, in turn making walking and staying in the precincts less attractive
- Built form responses across the corridor are inconsistent and suggest a low priority has been to given to quality street frontages or improved street interfaces for businesses
- Recent development proposals on Commercial 1 Zone land are using the approved APM Development Plan building heights as a precedent to propose tall buildings that exceed moderate change levels and the City of Yarra local policy of restricting height to 5-6 storeys in most circumstances
- The APM will help improve parts of the public realm and built form issues in the Heidelberg Road NAC, but not all
- Implementing the PAO to widen the road and facilitate vehicle movements would likely lead to poorer public realm outcomes including increased traffic, noise and associated amenity impacts on people using the corridor

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Environment and Open Space

With the exception of the Darebin Parkland at the eastern end of the study area, the distribution of open space is one-sided as all large and medium-sized parks and open spaces are south of Heidelberg Road. The most significant areas are adjacent to the Yarra River (Yarra Bend Park) and the Merri and Darebin Creeks. These are going to be protected and improved through initiatives which include stronger planning scheme controls and a proposed Yarra Strategic Plan which is being prepared by the State Government. Other parkland areas include Coate Park and Alphington Park, and the Alphington Wetlands adjacent to the Yarra River. The Old Alphington Swimming Pool is south of Alphington Park.

Issues and Implications

A growing population and local workforce will likely result in greater demand for parklands and local open spaces for respite, recreation and sporting facilities. Due to the lack of signalised pedestrian and bicycle crossing points, the significant parklands on the south side of Heidelberg Road are hard to access for the community on the northern side of Heidelberg Road.

More specific built form guidance currently does not exist to minimise potential negative impacts on the amenity and character of parkland and the public realm. The close proximity of significant bushland along the Yarra River and Merri and Darebin Creek is not legible or clear in some streetscapes, especially along Heidelberg Road.

Due to the lack of treatment via WSUD elements or landscaping along, road-run-off from Heidelberg Road is not adequately addressed.

Implication Summary

- Connection and visibility issues limit the accessibility of existing open space
- A lack of canopy landscaping along the main roads reduces or interrupts habitat-linkages
- A lack of canopy and other landscaping along Heidelberg Road means the urban heat island effect is not addressed along the corridor
- Poor provision of local parkland north of Heidelberg Road





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4. Way Forward

Local Area Plan

To assist in formulating the general future direction for the Heidelberg Road study area, it is recommended that an overarching Local Area Plan (LAP) is prepared as a 'road map' for future development and change. The LAP will help to achieve more attractive and distinctive places in Precincts 1 to 3, and better connect the community with areas inside and outside of the study area.

The LAP will:

- Communicate the key issues discussed in this Paper
- Utilise the key implications identified in this Paper to inform future directions and desired outcomes
- include the following:
  - an agreed vision as an overall goal;
  - key outcomes to address the key issues;
  - key actions regarding future projects that may be undertaken;
  - responsibilities, potential timing and identified trigger points, where relevant.

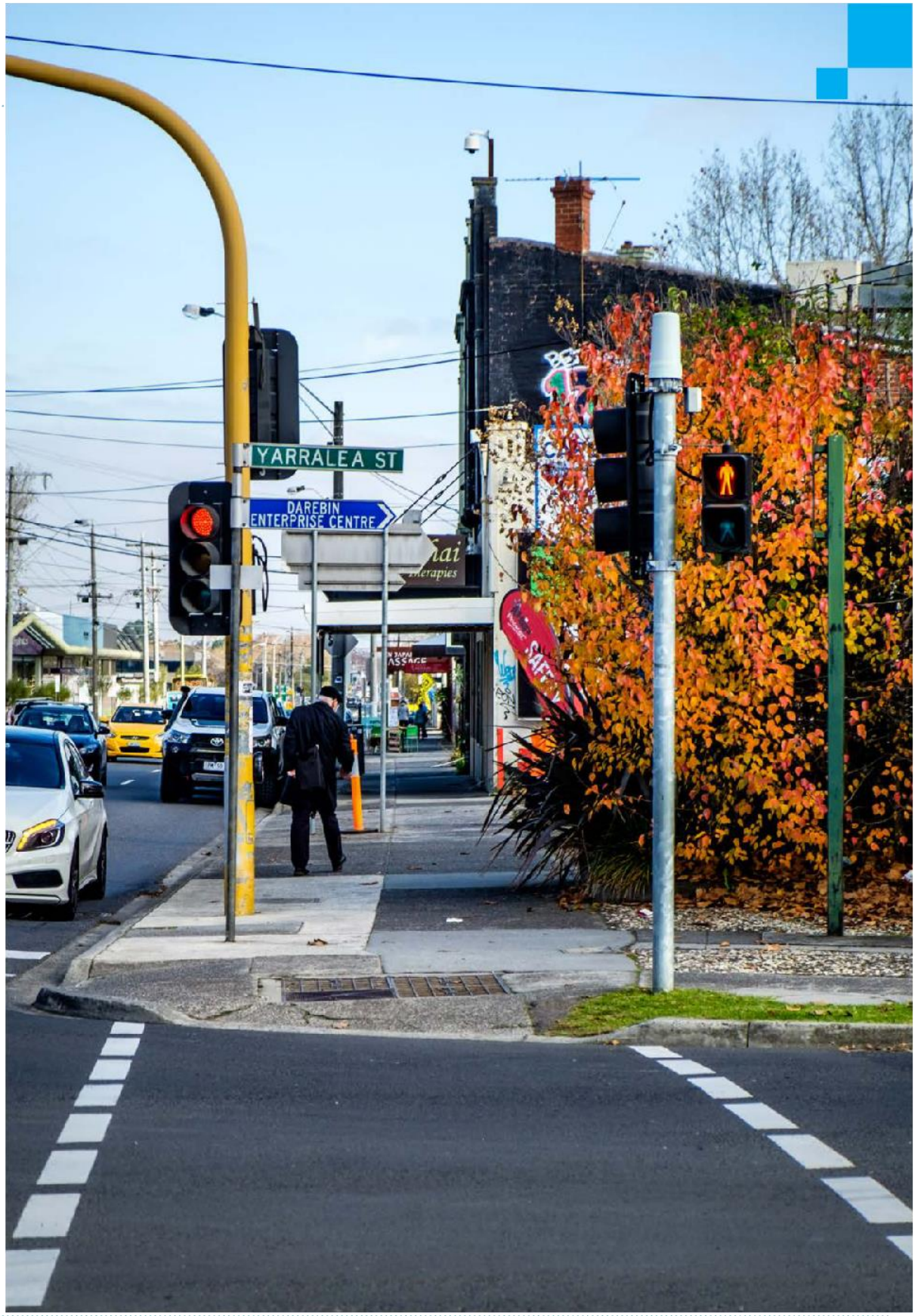
The LAP will achieve common strategic directions for Darebin and Yarra Councils to inform: urban design and built form controls; directions for public realm work; advocacy work for improved transport outcomes; and communicate the preferred future direction for development and change generally.

As part of the LAP, a heritage assessment and urban design and built form study is underway by Yarra City Council for the southern side of Heidelberg Road.

Given development pressure is continuing within the study area along Heidelberg Road, it is important to provide a basis for planning policy and controls. Depending on the urgency, Councils could consider interim built form controls to ensure a minimum level of consistency is implemented early.

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ENTERPRISE CENTRE

References

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Darebin Housing Strategy 2013 (revised 2015)

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Darebin Cycling Strategy 2013-2018

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Darebin Walking Strategy 2018-2028

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Id Community – Demographic Resources: Community Profile, Social Atlas, Population Forecast

NE Link – Environment Effects Assessment – Appendix C Forecast traffic volumes

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Strategic Community Infrastructure Framework – Yarra City Council 2016

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VicRoads Movement and Place: https://www.vicroads.vic.gov.au/traffic-and-road-use/traffic-management/smartroads

VicRoads Open Data

Yarra Housing Strategy 2018

Yarra Planning Scheme

Yarra Spatial Economic and Employment Strategy, August 2018

Yarra Urban Forest Policy 2017

Appendices List

A. Photographic Survey

B. Map Information

C. Census 2016 Population and Dwelling Data - Id Data and Forecasts

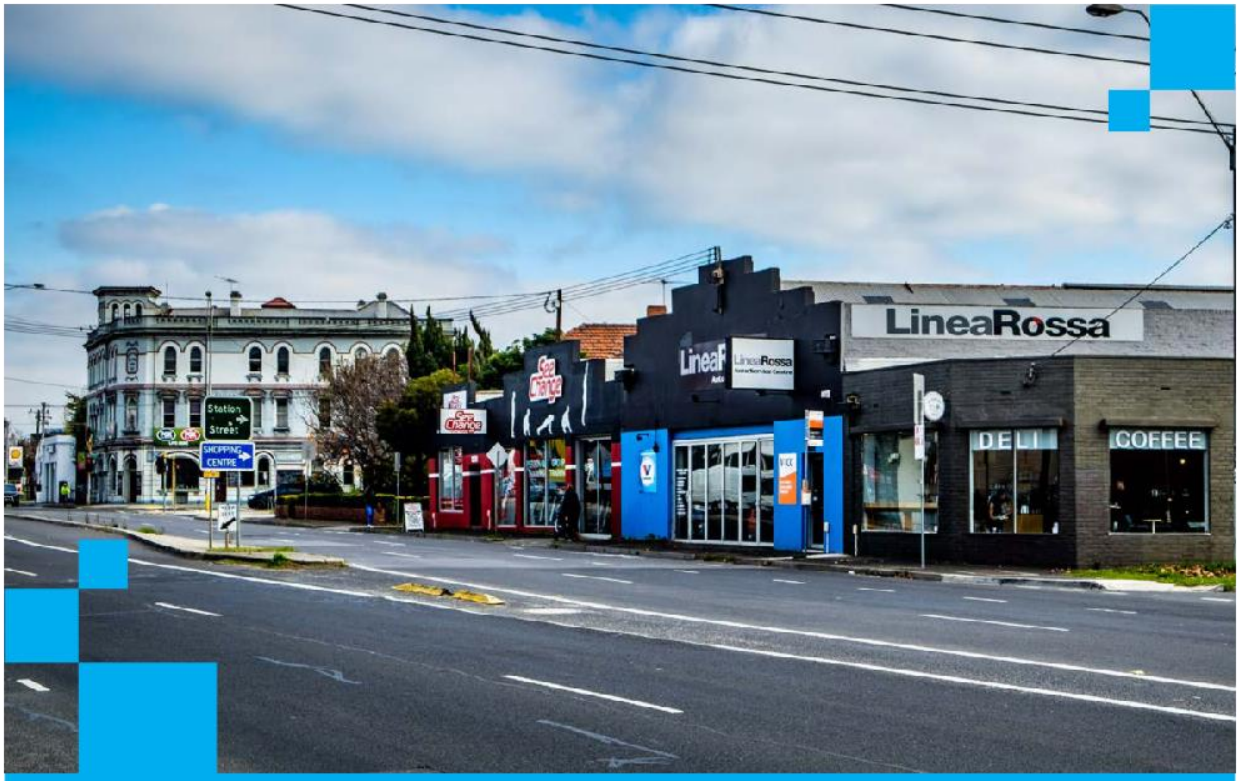
D. Heidelberg Road Corridor: Issues and Opportunities Tables

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Version Number	Purpose/Change	Date
0.1	First working draft	1/10/2019
0.2	Second working draft	14/11/2019

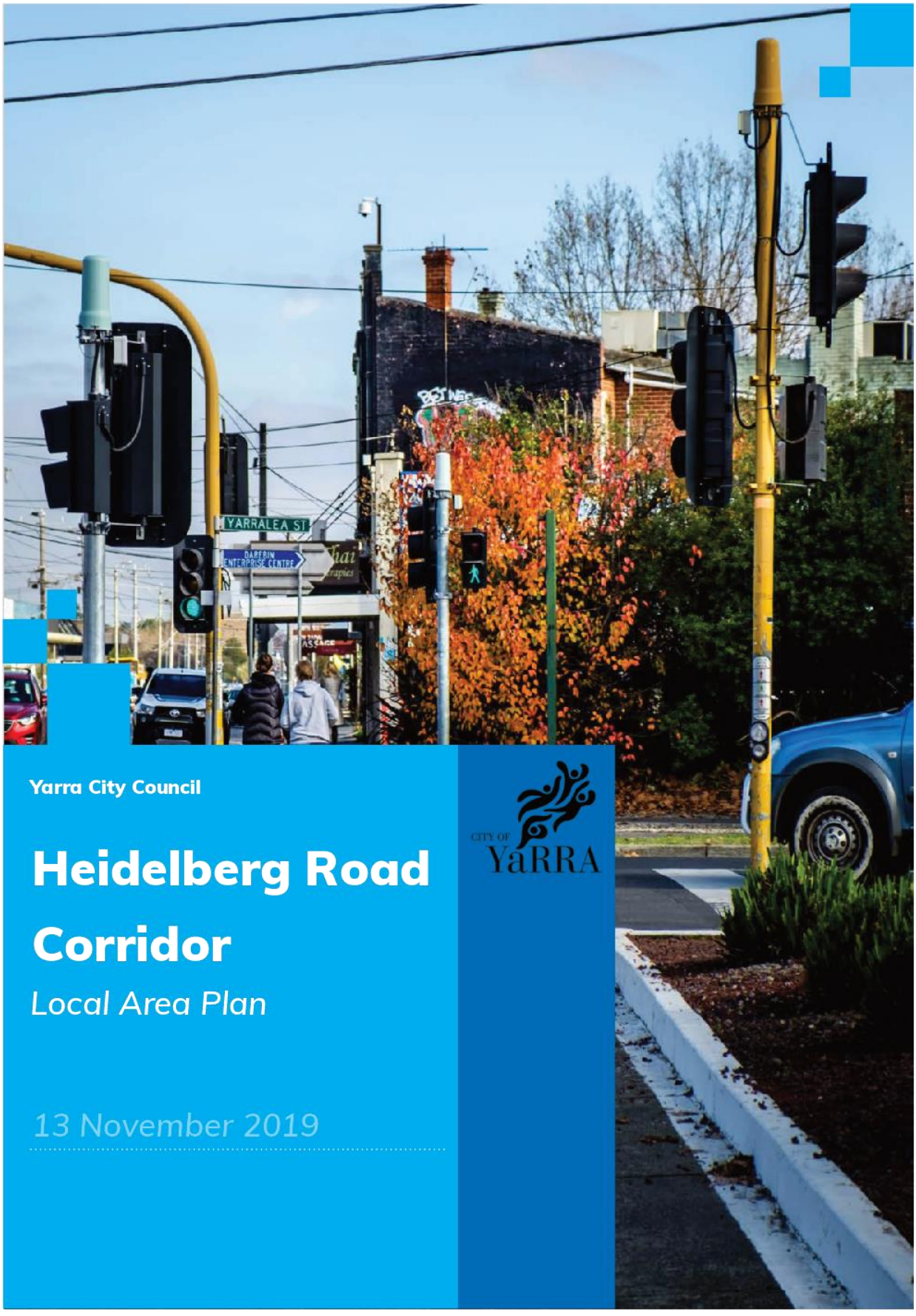
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Attachment 2 - Attachment 2 - Draft Background Issues and Discussion Paper



Heidelberg Road Corridor Background Issues and Discussion Paper

Attachment 3 - Attachment 3 - Heidelberg Road Local Area Plan Draft



Acknowledgement

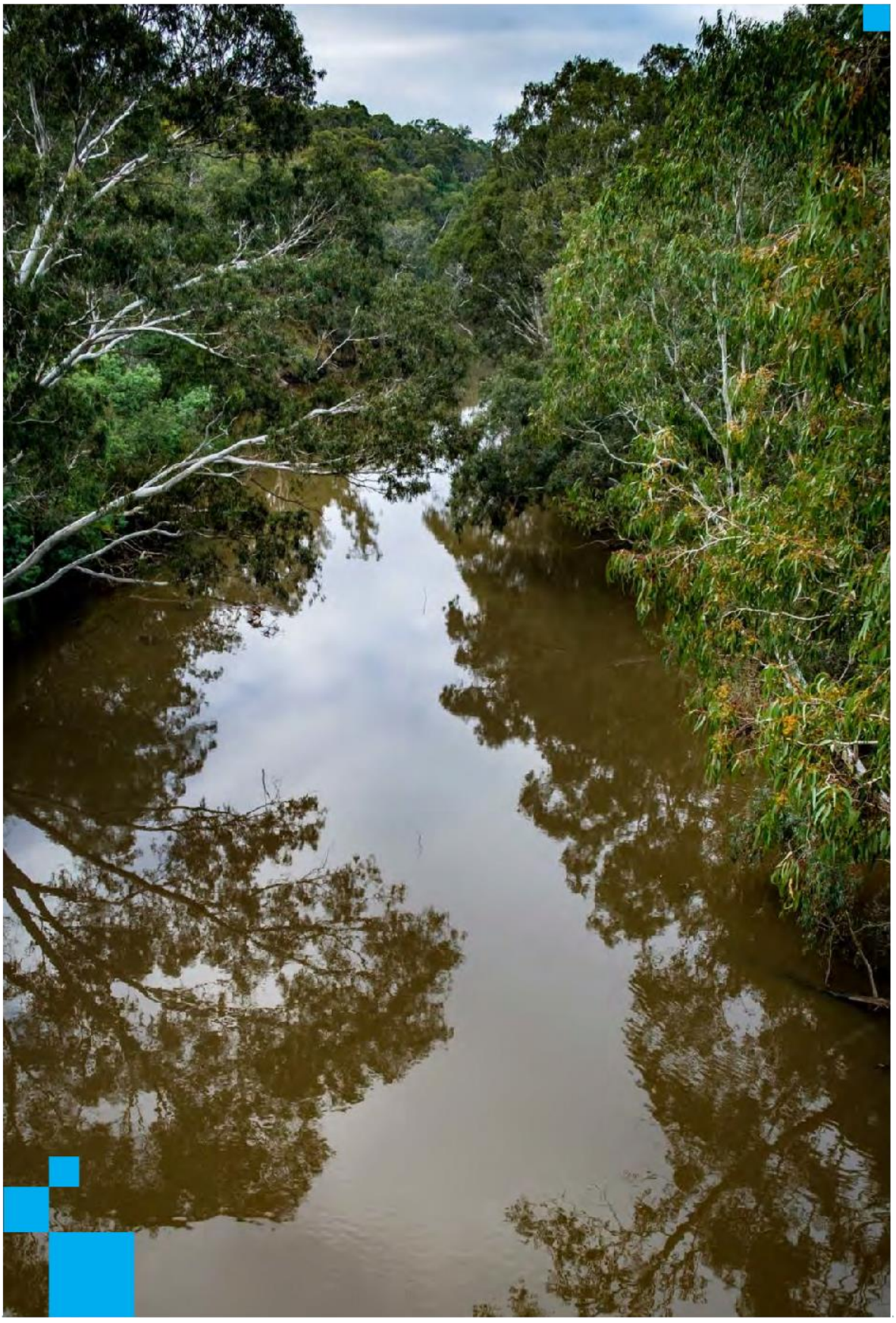
Yarra City Council and Darebin City Council together acknowledge the traditional owners of this land, the Wurundjeri people, and pay respect to all Aboriginal and Torres Strait Islander people in Yarra and Darebin, and to their elders past and present.

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Glossary and Acronyms

• APM	Alphington Paper Mill site (APM) and associated redevelopment Development Plan, endorsed 27 May 2016
• C1Z	Commercial 1 Zone
• C2Z	Commercial 2 Zone
• DDO	Design and Development Overlay
• DELUS	Darebin Economic Land Use Strategy 2014
• DHS	Darebin Housing Strategy 2013 (revised 2015)
• DPS	Darebin Planning Scheme
• GRZ	General Residential Zone
• HO	Heritage Overlay
• HRC-LAP	Heidelberg Road Corridor Local Area Plan
• IN3Z	Industrial 3 Zone
• MUZ	Mixed Use Zone
• NAC	Neighbourhood Activity Centre
• PAO	Public Acquisition Overlay
• Plan Melbourne	Plan Melbourne 2017-2050
• RGZ	Residential Growth Zone
• SBO	Special Building Overlay
• SEES	Spatial Economic and Employment Strategy, August 2018 (Yarra City Council)
• YHS	Yarra Housing Strategy 2018
• YPS	Yarra Planning Scheme

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What is the Heidelberg Road Corridor Local Area Plan?

The HRC-LAP (the Plan) has been prepared by Yarra & Darebin Councils to provide strategic guidance on the future land use planning and development outcomes of the commercial areas along the Heidelberg Road corridor, between the Darebin and Merri Creeks. The Plan responds to the development pressures being experienced along the corridor and the continuing need to provide for Melbourne's housing growth. The Plan has been informed by the background material contained in the Heidelberg Road Background Issues and Discussion Paper 2019, which provides a detailed analysis of the three precincts and identifies key issues and potential opportunities (see Appendix A). It is also informed by directions and information from existing Council strategies, policies and feedback from previous community consultations (for example from the Yarra Housing Strategy) and initial consultation by the City of Yarra with the Alphington and Fairfield Appropriate Development Association and Yarra Council's Amcor Community Reference Group.

Draft Vision

"The Heidelberg Road corridor will be a greener, better-connected , more pedestrian friendly and vibrant place."

The Plan sets out a general framework and preferred outcomes, objectives and strategic actions concentrating on three commercial precincts along the corridor, being:

- Precinct 1 – Yarra Bend Park;
- Precinct 2 – Station Street; and
- Precinct 3 – Heidelberg Road Neighbourhood Activity Centre.



Attachment 3 - Attachment 3 - Heidelberg Road Local Area Plan Draft

Framework Directions



Framework Directions

Allow greater land use diversity across the corridor

Advocate for greater public transport services

Increase cycling and walking connections and route safety

Improve housing affordability

Improve the public realm in each precinct

Create a stronger place identity in each precinct

Allow moderate levels of change, sensitive to its hinterland

Draft key outcomes and objectives to achieve the vision are:

Diverse economic activity

Attract a wide range of businesses now and into the future

Ensure employment-generating land uses are attracted to and retained within the corridor

Community well-being

Support the location of community services closer to their likely area of need

Increase housing diversity and affordability along the Heidelberg Road Corridor

Pursue new green space opportunities north of Heidelberg Road

Improved active transport services and accessibility

Improve public transport service to and along Heidelberg Road

Improve access to existing public transport

Increase connections and safety for bike riders

Increase permeability for pedestrians across Heidelberg Road

Increase and enhance pedestrian connections, safety and amenity.

Minimise pressure on parking in residential areas behind Heidelberg Road

Reduce or limit vehicle crossovers onto Heidelberg Road

Individual precinct identity

Create a more pedestrian-oriented, attractive and safe public realm

Ensure public realm and built form efforts achieve a stronger place identity that is suitable to each precinct's context and role

Ensure new development is sensitive towards existing residential uses

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1. Introduction

Wider Context

Metropolitan Melbourne is experiencing strong population growth and this trend is forecast to continue as Melbourne reaches an anticipated population of 8 million by 2051 (Plan Melbourne 2017-2050). The cities of Yarra and Darebin are expecting commensurate growth due to proximity and access to employment areas, schools, amenities, transport options and significant parklands along the Yarra River and Merri and Darebin Creeks. This Plan considers how best to facilitate growth within the Heidelberg Road corridor, with a focus on several key commercial/ light industrial precincts which front Heidelberg Road.

The study area is broadly defined by the land between the Hurstbridge Railway Line to the north, the Yarra River to the south, and the Merri and Darebin Creeks, to the east and west respectively. The Plan considers the relationship of the corridor to key destinations such as the former Amcor Alphington Paper Mill (APM) site, the Station Street Fairfield activity centre and Alphington and Fairfield Rail Stations, as well as surrounding transport and pedestrian connections (such as the Fairfield Rail Spur), parklands, and low-density residential areas.

The Plan area is approximately 5.5kms from the Melbourne CBD, as measured from the intersection with the Chandler Highway. Heidelberg Road and the Chandler Highway/ Grange Road are significant arterial roads that will continue to influence the development of the corridor. At the intersection of these roads, the redevelopment of the APM site is already driving development change in the adjoining activity centre.

The community, and Darebin and Yarra City Councils together have a desire to provide for positive long-term outcomes for the corridor's commercial precincts. Notwithstanding its arterial road status, Heidelberg Road can and should improve to become more user friendly and attractive for businesses.

Map 1 shows the wider context of the Heidelberg Road corridor, its key features, and the three commercial/ light industrial precincts.

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The Plan Area

Heidelberg Road is a key arterial road that connects Heidelberg with Clifton Hill, traversing the suburbs of Alphington and Fairfield. The topography of the study area varies, largely depending on the proximity of the land to the banks of the Yarra River and the Darebin and Merri Creeks. The area north of Heidelberg Road between Merri Creek and Grange Road is relatively flat. The land to the remaining north of Heidelberg Road, east of Grange Road, rises progressively towards Darebin Creek. The south side of Heidelberg Road falls increasingly towards the banks of the Yarra River and Darebin Creek.

The key intersections of Heidelberg Road are at Chandler Highway/ Grange Road in Alphington, and at Hoddle Street in Clifton Hill (located outside of the study area). A recent upgrade to the Chandler Highway and to the rail crossing separation in Grange Road has improved traffic movements through the area and surrounding bicycle and pedestrian links.

In terms of public transport, the corridor and its precincts are serviced by the Hurstbridge Railway Line and 3 bus routes. Key bicycle routes follow the creek and parklands as well as some on-road routes on Heidelberg Road, Station Street and Westgarth Street. Most of the street network consists of local streets that service the residential areas behind Heidelberg Road. The width of Heidelberg Road varies, though is generally wider to the west of Station Street.

Residential development is characterised by low-density, detached and semi-detached dwellings on medium sized allotments. Exceptions to this include: the public housing estate at the western edge of the study area; several 3-4 storey residential buildings east of Yarra Bend Road; and, a recent townhouse development along Heidelberg Road, west of Grange Road. Adding greater variation to local building heights, the APM redevelopment will include 14-17 storey residential buildings. There are also several residential heritage precincts within the study area.

Surrounding residential areas and parkland are not envisaged to undergo significant change, however both have been included in the study area to acknowledge their role in shaping the character, use and development of each precinct.









AMCOR Alphington Paper Mill Development

The redevelopment of the former Amcor Alphington Paper Mill (APM) site south-east corner of the Chandler Highway and Heidelberg Road will significantly change the land use and economic role of the Heidelberg Road corridor. The redevelopment is already driving new development proposals in the Heidelberg Road Neighbourhood Activity Centre - Precinct 3 and is likely to continue to be a catalyst for further developments and land use changes in this precinct.

The redevelopment of this major strategic site will result in a substantial increase to local housing supply and, with the Alphington Village commercial and mixed-use centre, will expand the retail and commercial function of the precinct. The development will have the effect of extending the length of the neighbourhood activity centre to the Chandler Highway (included within the Precinct 3 boundary).

The APM redevelopment will include:

- Up to 2500 dwelling with a houses, townhouses and apartments,
- 13,500m2 retail floor space including two supermarkets, shops and hospitality,
- 11,500m2 commercial floor space
- a community building with meeting spaces and indoor multi-purpose court (to be owned by Council)
- a minimum of 5% affordable housing
- 3 new local parks
- Landscaping improvements and public access to the river front land
- Improvements to bus stops, crossings and pedestrian and cycling links to the Alphington Station.

The form and density of development will change the appearance of this part of Heidelberg Road. The tallest buildings will range from 14 to 17 storeys in height, which are to be concentrated around the north-west corner of the APM site. Building heights will reduce to 8 to 6 storeys along Heidelberg Road (to the eastern edge of the APM site) and to the remaining section adjoining the Chandler Highway. Townhouses and low-rise apartments will occur across the remainder of the site.

Fairfield Rail Spur Site

The Fairfield Rail Spur site is located diagonally opposite the APM site and has long provided an important pedestrian link between the Fairfield Railway Station and the APM. The land also has an extensive history of use by the local community.

The Fairfield Rail Spur is owned by the State Government and managed by VicTrack. It is expected that any site-specific planning for the long-term use of the site will be managed by VicTrack, and that it will include engagement with the local community and Darebin City Council.

Darebin City Council has an adopted position to advocate to the State Government to ensure that the Fairfield Rail Spur:

- Has a direct shared user path and linear park through the length of the site;
- Provides open space to serve the local community, such as skate facilities and basketball/netball half court; and,
- Provides that any residential use should be exclusively for public or social housing at accessible locations on the site.

It was also resolved that Council would advocate to the State Government to retain the Fairfield Rail Spur site as public land, and that the State Government consult with Council and the community about any future uses or development of the Fairfield Rail Spur Site, to inform any decision about its future use.

The retention of the Rail Spur link as public land will be key to safeguarding pedestrian

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Precinct Characteristics

There are three commercial/light industrial precincts along the Heidelberg Road Corridor (see Map 1). Each precinct is distinct in their economic role & function, built form, appearance, and feel of the public realm. The Heidelberg Road Background Issues and Discussion Paper 2019 and this HRC-LAP mainly focus on the three commercial/light industrial precincts along Heidelberg Road. Some consideration has been given to the entire Heidelberg Road Corridor where relevant:

Precinct 1 – Yarra Bend Park

consists of a small commercial and light industrial area around Jeffrey Street, Northcote, and Yarra Bend Road, Fairfield. Most significant elements along Heidelberg Road are the large parkland, industrial and warehouse buildings next to public housing flats, and the increased width of Heidelberg Road. Of note is the 'island'-like location of properties on the south side that are surrounded by parkland. Next to the large parklands leading to the Yarra River are the historic factory buildings and chimney of the Porta Pty Ltd site at 224-256 Heidelberg Road. The public housing estate adjacent to the Merri Creek on the northern side of Heidelberg Road is also a visible landmark. Heidelberg Road is approximately 26 to 29 metres wide in this area, reinforcing a disconnection between the two sides. A small nature strip separates the footpath from moving traffic along the south side. The northern side of the precinct differs as a service road and small nature strip separates the footpath and frontages from Heidelberg Road lanes and the area is more accessible by a local street network. Landscaping is inconsistent or missing on both the sides.



Precinct 2 – Station Street contains showrooms, bulky goods services and a light industrial area between Panther Place and Austin Street. The more continuous row of warehouse buildings on the south side of Heidelberg Road is complemented by a more varied built form to the north, consisting of warehouses, a car sales yard, residential buildings and most notably the three storey heritage building of the Grandview Hotel on the corner with Station Street. Heidelberg Road narrows slightly at this point, gaining a sense of enclosure. The precinct has no nature strip on either side of Heidelberg Road, landscaping is sporadic and the footpath is hard on edge with the road. Numerous properties have front setbacks that are occupied by car parking, whilst others have retained the building line with the footpath.



Precinct 3 – Heidelberg Road Neighbourhood Activity Centre is located predominantly east of the Chandler Highway and Grange Road intersection, within which Heidelberg Road narrows significantly (13 metres approx.). Currently, warehouse buildings and a storage facility dominate the northern side up to Harker Street, with future development on the APM site creating a modern identity to the south. A small nature strip separates footpath from road. The approved Development Plan for the APM will allow a mix of medium and denser housing, a new shopping centre with supermarkets, specialty shops and office space. The APM will create a new contemporary architectural character with taller buildings, widened footpaths, and tree planting along the south side of Heidelberg Road. East of Harker Street and Park Avenue, the built form changes towards a more traditional shopping strip of smaller shop fronts. The narrow corridor of Heidelberg Road reinforces a sense of enclosure. The precinct includes an island site at 582 Heidelberg Road, although it is not part of the NAC proper.



Planning Policy Summary

Plan Melbourne and the Darebin and Yarra Planning Schemes indicate that the highest level of growth and development along the Heidelberg Road Corridor is to occur within the APM. The approved Development Plan for the APM site concentrates the tallest and most intense development towards the Heidelberg Road and Chandler Highway frontages. The respective municipal housing strategies and/or local policies, support moderate (Yarra side) or incremental (Darebin side) levels of housing change along Heidelberg Road. All the residential land (either with or without heritage protection) along and behind the Heidelberg Road Corridor on the Yarra side is identified as a minimal change area. On the Darebin side, the residential land is identified for incremental change, and minimal change where the Heritage Overlay applies.

The Strategic Framework of the Darebin Planning Scheme identifies parts of the industrial zoned land along Heidelberg Road as potential future housing change area. The Yarra Planning Scheme identifies the commercial land on the eastern end of Heidelberg Road as a neighbourhood activity centre (NAC). The adopted Yarra Housing Strategy 2018 (YHS) states that the estimated supply of new dwellings within Yarra's NACs is 4,400 dwellings up to 2031. Given recent approvals and commencement of construction at the APM, it is likely that the estimates are conservative and will be exceeded. Yarra City Council's local policy for built form in neighbourhood activity centres (Clause 21.05-2) expresses preference for a lower street wall height and lower built form. The protection of heritage fabric is important in both planning schemes.

The various strategies and policies of both planning schemes generally support a public realm and infrastructure that is pedestrian and cycle friendly. They aim to reduce negative impacts of climate change (for example a locally reduced heat island effect through canopy landscaping) and they recommend providing urban infrastructure and development that is more resource and energy efficient.

Creating better connections across Heidelberg Road is identified as a key objective that is needed to improve cycling and walking as transport options and to better connect the community and visitors with services and existing assets (such as parks, community houses, schools, and railway stations). The importance of significant parklands and waterways along the Yarra River, and Merri and Darebin Creeks is recognised and needs to be protected and enhanced as change occurs.

Zoning

The main purpose of zoning is to guide the use of land. The Commercial 1 Zone (C1Z) is generally applied to land designated for retail and shop uses with denser residential development above, often within activity centres. The Commercial 2 Zone (C2Z) is most suitable for restricted retail premises (for example bulky goods stores), offices, warehouses and low-impact manufacturing. The Industrial 3 Zone (IN3Z) is intended to be applied to light industrial areas and manufacturing, often surrounding more heavy industrial uses. The Mixed Use Zone is part of the suite of residential zones and is to provide for housing at higher densities (than other residential zones), whilst still allowing the consideration of some commercial and lighter manufacturing uses.

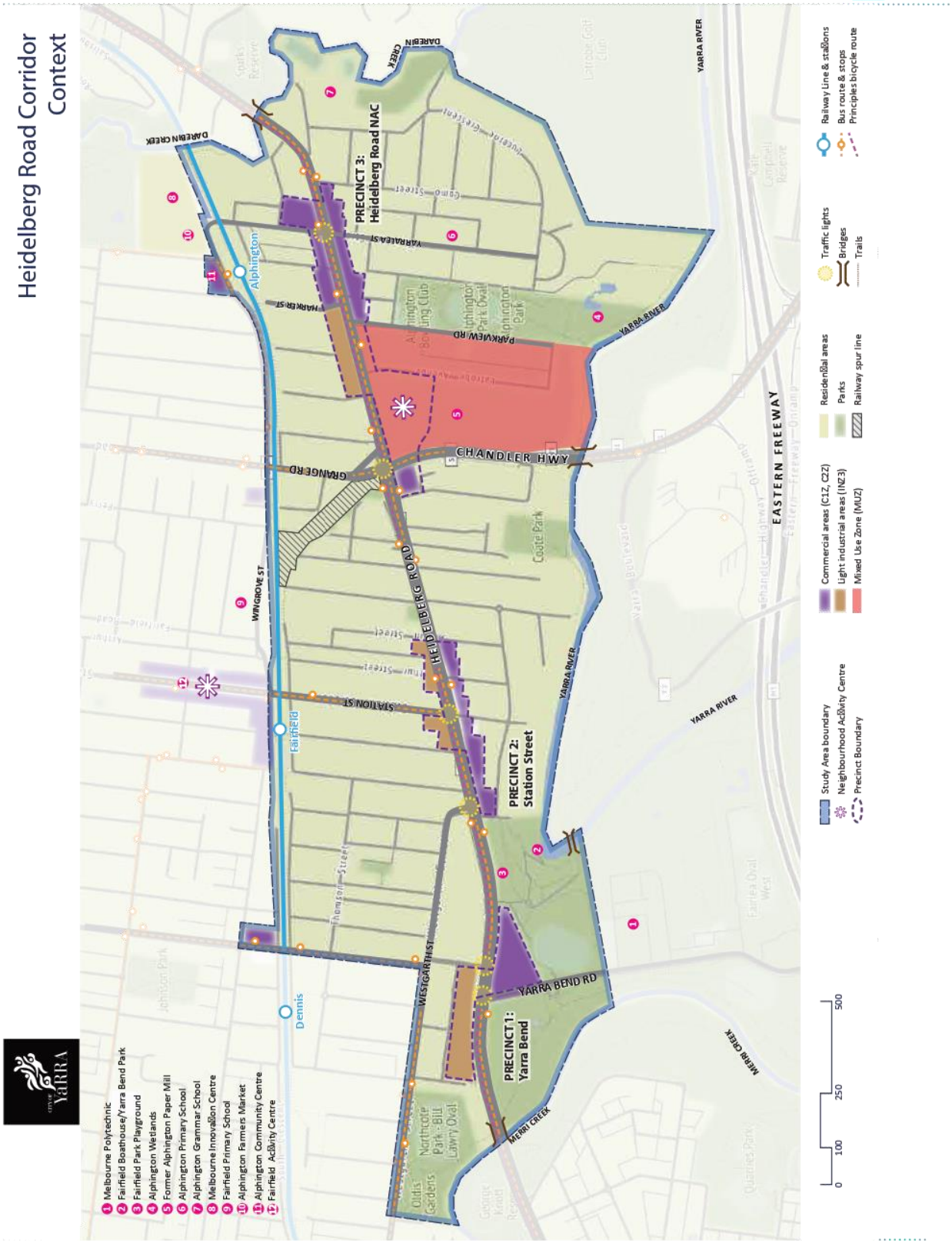
The zoning of industrial land along the north side of Heidelberg Road is to be reviewed in consideration of the directions contained in the Darebin Economic Land Use Strategy (2014), the Darebin Creative and Cultural Infrastructure Framework and Implementation Plan (2018) and from additional strategic work where necessary. The recently adopted Yarra Spatial Economic and Employment Strategy, August 2018, supports the retention of the C2Z in the Station Street Precinct and the strengthening of the Heidelberg Road Neighbourhood Activity Centre in Alphington. The highest level of economic growth is expected to occur in the Heidelberg Road NAC, particularly in the APM site. With the exception of some Heritage Overlay sites, specific local built form guidance for areas outside of the APM is missing in each planning scheme.

For a more detailed summary and analysis please refer to the Heidelberg Road Background Issues and Discussion Paper 2019 (the Paper). In the Paper, the metropolitan and local policy context was analysed. For a zoning and overlay map please refer to Appendix B).

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Map 1: Context

Heidelberg Road Corridor Context



2. Place Qualities, Key Issues and Opportunities

The Background Issues and Discussion Paper 2019 identifies a series of issues that relate to community infrastructure, transport and access, urban design, built form and economic activity within the precincts along Heidelberg Road (see Map 2). These were identified through:

- Feedback from previous strategic consultations (such as the Yarra Housing Strategy consultation);
- Advice and feedback from the Alphington Paper Mill Community Reference Group and the Alphington and Fairfield Appropriate Development Association;
- The APM Development Plan;
- Recent planning permit applications and VCAT decisions;
- Existing strategies and policies in Plan Melbourne, the Darebin and Yarra Planning Schemes and adopted strategies;
- General enquiries and feedback from residents and visitors to Darebin's and Yarra's sustainable transport, traffic engineering, urban design, statutory planning, strategic planning and social planning units in relation to for example road safety, parking, planning applications;
- Desktop analysis and site visits.

The advice and feedback provided from the Alphington Paper Mill Community Reference Group and submissions from the Alphington and Fairfield Appropriate Development Association can be summarised as follows:

- Support for lower moderate heights in the remainder of the Heidelberg Road NAC (outside of the APM) with mandatory controls to provide greater planning certainty;
- Strong protection towards the rear interface with residential land;
- Valuing of the intimate 'village' character of the Heidelberg Road NAC;
- Support for environmentally sustainable design in development;
- Support for a greater mix of uses;
- Support for better connections across Heidelberg Road, particularly within the Heidelberg Road NAC;
- Concerns about pedestrian safety, especially around Yarralea Street due to school traffic;
- Concerns raised about additional pressure on residential car parking in side streets and new development needs to supply car parking as required per planning schemes; and,
- Concerns about change resulting from the APM developments in general.

For details please see the Heidelberg Road Background Issues and Discussion Paper 2019. The below provides a brief summary of the qualities, key issues and potential opportunities that could arise out of future changes. Some apply to the entire Heidelberg Road Corridor, whereas others are highlighted as precinct specific where applicable. As corridor-wide and precinct specific issues are linked, they are addressed within each topic.

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Economic Activity

As an arterial road, Heidelberg Road offers a high level of exposure that is especially beneficial to restricted retail businesses (such as bulky goods stores). Being proximate to the CBD and offering a variety of building types and sizes, the precincts are likely attractive to a variety of businesses.



Redevelopment of the Alphington Paper Mill (APM) precinct will change the economic role of the wider Heidelberg Road Neighbourhood Activity Centre (Precinct 3) and is likely to trigger further land use and development changes, opportunities and challenges. It is also likely to influence changes in other parts of the corridor (Yarra Bend and Station Street Precincts).



The zoning of IN3Z land along the north side of Heidelberg Road should be reviewed in consideration of the Darebin Economic Land Use Strategy, the Darebin Creative and Cultural Infrastructure Framework and Implementation Plan, and additional strategic work where



Population, Housing, Community Services

The residential parts of the study area can be described as green, leafy suburbs with older intact (and partially heritage protected) suburban housing stock. The attractive aesthetic qualities of local streets and the proximity of railway stations and the CBD, are reflected in the high land values.

High housing prices for relatively large allotments with detached houses makes it difficult for middle to lower-income households to live close to services and employment. A relatively small population and low housing densities have led to lower levels of local commercial and other service provision because activity is dispersed across the wider study area.

The APM redevelopment will boost the local population, diversify dwelling types and provide additional services and community facilities (as per the Alphington Village planning permit), particularly in Precinct 3. Pressure for redevelopment will increase in Precincts 1 and 2, and issues of housing diversity and dwelling type will need to be addressed, as will the need to define preferred development intensity.

There is an opportunity to concentrate growth within the precincts along Heidelberg Road, in response to pressure and demand for housing in proximity to employment areas and services. Existing suburban areas to the rear of the corridor can therefore remain for minimal and incremental growth.

An increase in housing density in focussed locations will increase housing diversity and provide, in relative terms, more affordable housing stock in the otherwise expensive suburbs. There is a need to ensure that affordable housing is provided as part of any rezoning or major development that occurs in the precincts. A more diverse and larger population would also help to support existing businesses and would likely attract other businesses and services. A stronger case for improving public transport services could also be made.

On the southern side of the corridor, the highest level of change and capacity will be contained within the APM with an estimated 2,500 dwellings over time. The YHS 2018 estimates that in Yarra's NACs approximately 4,400 dwellings could be supplied until 2031. Comparing this with the future dwelling numbers in the APM does not mean that other areas along the Heidelberg Road Corridor are automatically minimal change areas. However, the figures for the City of Yarra demonstrate that areas within Yarra that are outside of APM are not required to accommodate high change levels in order to meet the required housing capacity. A moderate to lower moderate housing capacity change is likely sufficient to meet longer term capacity needs. The Porta Pty Ltd site within Precinct 1 is mentioned as a strategic site in the Yarra Planning Scheme and identified as moderate change. Precinct 3 within the City of Yarra is also designated as moderate change. The current detailed built form investigation for commercial land within the City of Yarra will help determine where the differences within the moderate change designation lies.

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Transport & Movement

The study area has the potential to be a well-connected multi-modal transport area. Heidelberg Road acts as an east-west connector (Heidelberg to Clifton Hill) and Chandler Highway/Grange Road as a north-south connector, there are three railway stations, and a bus service operates along Heidelberg Road between Heidelberg and Melbourne University. The study area also includes a variety of bicycle routes (commuter and recreational purposes) and number of walking paths along significant parklands. There are however several key factors that limit the effectiveness of some transport modes and the serviceability of the study area.

Current high traffic volumes in Heidelberg Road and Chandler Highway / Grange Road are likely to increase, thereby exacerbating existing issues such as pedestrian and cyclist safety, and comfort of travel. The number of traffic lanes on Heidelberg Road currently varies from four to six along the length of the corridor. This not only impacts traffic flow, it significantly limits the ability to achieve better pedestrian, cycling and public transport outcomes due to mode share conflict in the roadway. A lack of designated, separated bicycle lanes along Heidelberg Road, combined with poor crossing opportunities and prioritisation at traffic lights, make bike riding unsafe and less attractive to a wide range of users.

The limited bus operating hours also limits the potential to reduce private vehicle reliance in the study area.

Several factors also dis-incentivise walking, including poor separation from fast moving traffic, lack of crossing opportunities and short traffic light cycles. This not only affects pedestrian accessibility to services, it reduces the potential connections and synergies between businesses on either side of Heidelberg Road. Poor conditions and connections, especially to the south of Heidelberg Road, also constrain the role played by railway stations and rail services for populations along the corridor.

Upgrades to Chandler Highway (including the new Yarra River bridges), additional pedestrian / cycle crossing points in Precinct 3 and the east-west bicycle route along the Eastern Freeway will address some issues, but many traffic and access issues remain unresolved.

Heidelberg Road is an arterial road and controlled by VicRoads. A Public Acquisition Overlay (PAO) applies to southern side up to the Yarralea Street intersection and along the north side from Yarralea Street to the west of Station Street. Implementing the PAO to facilitate the movement of vehicle traffic is likely to exacerbate safety, character and amenity issues.

Through advocacy to the State Government, there is an opportunity for a shared user path to be provided through the length of the Fairfield Rail Spur site to provide a non-vehicular connection from the APM site to Fairfield Station and the surrounding residential area. Reinforcement of this historic link will enhance walkability and service connection to the Precinct 3 neighbourhood activity centre.

Vehicle access to some sites from Heidelberg Road may be constrained. In some locations, rear or side street access is not feasible. The provision of new access points (crossovers) to the Heidelberg Road frontage are likely to be discouraged or refused for traffic management reasons. The applicable clearway times also reduce parking availability on Heidelberg Road during peak hours. These conditions have the potential to increase overflow car parking into residential side streets.

As changes to the road network occur, there is opportunity to improve existing bus services, including in a north-south direction to capitalise on the Chandler Highway bridge duplication. There is also the potential to improve access to train stations to provide a more effective alternative to private vehicle reliance. Better safety for bike riders would also likely assist to increase the local uptake of this mode for a wider range of users as well as reduce conflicts between







Public Realm & Built Form

Each precinct is distinct in terms of its immediate surrounds and functional role. Yarra Bend Park (Precinct 1) has the most unenclosed feel of the three precincts, with parkland located opposite its northern part. It also has a more fragmented and industrial feel compared to the southern side of Precinct 2, owing in part to a variety of commercial built form and an inconsistent pattern of setbacks. Station Street (Precinct 2) marks a crossing and connection point between the Station Street retail shopping strip and the restricted retail (such as bulky goods) strip on Heidelberg Road. The Heidelberg Road Neighbourhood Activity Centre (Precinct 3) is a changing and emerging small activity centre that has maintained its sense of a local retail strip at its core. Within each precinct, there are shortfalls that prevent a greater sense of place and identity creation.

Across the precincts, walking is made uncomfortable by narrow footpaths, poor separation from traffic, and a lack of crossing points along Heidelberg Road. Landscaping (in particular canopy trees) is missing or inconsistent, making walking and visiting the precincts less comfortable physically, as well as less visually attractive. The built form character along the corridor is inconsistent and geared to address transient needs and passing traffic rather than also catering for a local catchment. Implementing the PAO to facilitate vehicle traffic along Heidelberg Road may cause poorer public realm outcomes, such as a wider and more dominant road space and inappropriate building setbacks.

The APM development will help improve parts of the public realm and some built form issues in the Heidelberg Road Neighbourhood Activity Centre, though it will not resolve all public realm issues in Precinct 3.

Recent development proposals have used the APM Development Plan as a precedent for taller buildings which exceed moderate change levels and the Yarra Planning Scheme local policy for 5-6 storey building heights. Recent VCAT decisions and associated analysis highlight the potential impacts of more intensive redevelopment of commercial zoned land at the interface with residential zoned land. These impacts can include; overshadowing, loss of privacy and building bulk. These impacts tend to be greater when the new development is north of the residential zone land, as is the case on the south side of Heidelberg Road. Allowing change to occur also means needing to protect sensitive rear interfaces more directly.

Areas of identified local heritage significance are limited to a relatively small number of commercial or industrial buildings across the 3 precincts along Heidelberg Road. They include some older shops near Yarralea Street, Alphington, prominent hotels such as the Grandview at Station Street, Fairfield and the Porta Mouldings building opposite Jeffrey Street, Fairfield. There are more substantial Heritage Overlay areas covering adjoining residential and parkland areas.

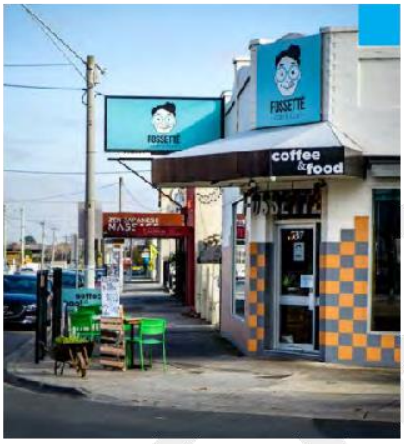
Going forward, there is a benefit in defining each precinct's future identity and character to guide public realm and built form changes so to create a stronger sense of place. Collaboration between Darebin and Yarra City Councils will be important to achieve as much alignment and consistency as possible in relation to streetscape upgrades, built form, and potentially heritage investigations. Public realm improvements should aim to increase landscaping in each precinct and potentially investigate opportunities on side street corners.

A positive relationship between the ground floor of buildings and footpaths that provides a pedestrian friendly and higher-amenity public realm should be sought.

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Open Space & Environment

Fairfield and Alphington are well known for significant parklands and recreational opportunities along and/or near the Yarra River. However, there is an imbalance in the spatial distribution of those open spaces.

Within Alphington and Fairfield, 10% of households do not have access to public open space within a 500 metre walking catchment. Poor or constrained connections for pedestrians and cyclists limit the accessibility of existing open space. Heidelberg Road, for example, is a major access barrier constraining access to parkland along the Yarra River. A lack of canopy tree and landscaping along Heidelberg Road reduces potential habitat linkages. The limited tree canopies and the lack of shade and other landscaping along the corridor do not assist in reducing the local 'heat island' effect.

Increasing and/or improving pedestrian and bicycle connections across Heidelberg Road creates an opportunity to overcome the uneven distribution of open space. This is of particular importance for precincts where housing growth will occur as it will likely encourage people to be more active and to reduce car reliance in higher density areas. Addressing landscape inconsistencies along Heidelberg Road will assist to increase habitat linkages and reduce the urban heat island effect. Utilisation of the Fairfield Rail Spur site for a shared user path and formalised open space, would also improve open space provision and the promotion of sustainable transport.

To ensure that efforts are coordinated, a guiding plan is needed that establishes and communicates use and development expectations for all









Map 2: Issues


Heidelberg Road Corridor
Issues & Constraints
HEIDELBERG ROAD
DAREBIN CREEK
DAREBIN
YARRA RIVER
Alphington
Fairfield
Dennis
YARRA RIVER
MERRI CREEK
Sensitive Residential interface
Sensitive Open Space interface
Railway Line & stations
PPTN Catchment
EAO
PAO
Low pedestrian amenity
Bicyle safety issues
Study Area boundary
Barrier
0
100
250
500

3. A Draft Plan for Heidelberg Road

A vision was drafted to ensure future projects and works achieve a common goal for each precinct along the corridor. Key outcomes and strategic actions will assist in guiding future work on how and what to achieve so the vision is realised over time.

Draft Vision

"The Heidelberg Road corridor will be a greener, better-connected , more pedestrian friendly and vibrant place."

The three distinct precincts along the Heidelberg Road corridor will become livelier, by accommodating new and more diverse businesses and, where appropriate, housing in the form of apartments to accommodate growth and support existing and future businesses.

The public realm will be improved, providing a more welcoming place for residents, visitors and workers, with improved building frontages, landscaping to the streetscape, and a greater sense of openness.

Outside of the APM, the scale and form of buildings will be lower, reinforcing the primacy of the APM site's built form and achieving a more moderate scale suited to the local context and role of each precinct. Guided by this Local Area Plan and new design controls, modest, mid-rise commercial, apartment and office buildings will improve the appearance and character of Heidelberg Road.

The pedestrian and cycling environment will be much more attractive, with improved and increased crossing options, better and safer links to parkland, improved public transport service, community facilities and schools. The corridor will benefit from stronger links to the local and regional parkland along the Merri Creek, Darebin Creek and Yarra River.

The existing small neighbourhood activity centre (Yarra City Council) east of Chandler Highway / Grange Road will be transformed by redevelopment on the APM site and changes within the adjoining commercial land on both sides of Heidelberg Road. Improvements to the existing shops in the neighbourhood activity centre will assist to create a destination with an identity as a modest, local, modern shopping strip.



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Framework Directions



Framework Directions

- Allow greater land use diversity across the corridor
- Advocate for greater public transport services
- Increase cycling and walking connections and route safety
- Improve housing affordability
- Improve the public realm in each precinct
- Create a stronger place identity in each precinct
- Allow moderate levels of change, sensitive to its hinterland

Draft Key Outcomes

Diverse Economic activity

The corridor will support a wider range of activities and business, providing employment and services to the local and regional population.

Precinct 1 – Yarra Bend will build on its role as a destination for a mix of light manufacturing, restricted retail, creative uses, offices and potentially emerging commercial uses. A moderate extent of denser more diverse housing will benefit from proximity to parkland, and will increase the levels of business activity in the precinct.

Precinct 2 – Station Street will strengthen its role as a destination for restricted retail, offices, low-impact manufacturing and potentially creative and residential uses to make use of the high exposure on Heidelberg Road (and its intersection with Station Street) in an inner urban location.

Precinct 3 – Heidelberg Road Neighbourhood Activity Centre will strengthen its role as a local mixed-use neighbourhood centre that provides new employment options, offers services and retail options for the community. Denser and more diverse housing provision will concentrate at the APM with more moderate built form outcomes at the surrounding areas to the east and west.

Community well-being

The community will be well connected to local destinations on both sides of Heidelberg Road. More affordable housing will improve access for lower income households to employment opportunities and services. Better connections will increase the accessibility of open space. Community spaces at the APM will assist to provide services where the highest level of change will occur.

Improved sustainable transport services and accessibility

Transport will become more sustainable and safer by giving greater priority to pedestrians and cyclists at intersections and improving routes. Public transport services will improve in frequency, reliability and operation times to become a better, true alternative to driving. Additional crossing points and paths will assist to connect the community across the north-south divide and improve access to existing services and parks. New bus services will connect the



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Individual precinct identity

The **Yarra Bend Precinct 1** marks the entry to significant parklands with views of remnant bushland along the Yarra River. Changes should integrate the park setting into the public realm and built form to create a more visible connection.

Lower street wall heights (of up to 4 storeys where in the City of Yarra) will achieve a balance between street enclosure and pedestrian scale, as well as forming an appropriate lower interface to the parklands from the north side of the road. Opportunities to integrate the landscape character into site frontages and streetscape will be utilised.

Larger strategic sites adjacent to the parklands need to ensure ground floor activation is achieved to the edges. View lines and pedestrian connections need to achieve a sense of openness and connection with the parklands. The Porta site is a strategic site in the Yarra Planning Scheme, though not located within an activity centre. It can accommodate moderate heights of up to 8 storeys in certain parts, ensuring a lower transition to the existing heritage fabric, associated chimney and adjoining parklands. There is an opportunity to better define the interface with parkland to the south side through lower building interfaces, and careful material and colour choices that fit in with the park setting. Retaining visibility of the industrial past in buildings towards Heidelberg Road is also important to the precinct's identity.

The **Station Street Precinct 2** will benefit from an improved pedestrian environment in the public realm and improved building frontages. A greater degree of separation from Heidelberg Road will increase a sense of openness at pedestrian level, allow extra space for landscaping to soften the hard edges and increase the attractiveness of this commercial strip. The PAO may be an opportunity to provide for a more generous public realm, in the form of a landscaped street setback on the northern side of Heidelberg Road. Lower street wall heights (of up to 4 storeys where in the City of Yarra) will achieve a balance between street enclosure and pedestrian scale. Generally, future development could achieve a moderate building height (between 5 to 6 storeys within the City of Yarra), depending on lot depths, rear interface conditions and site accessibility.

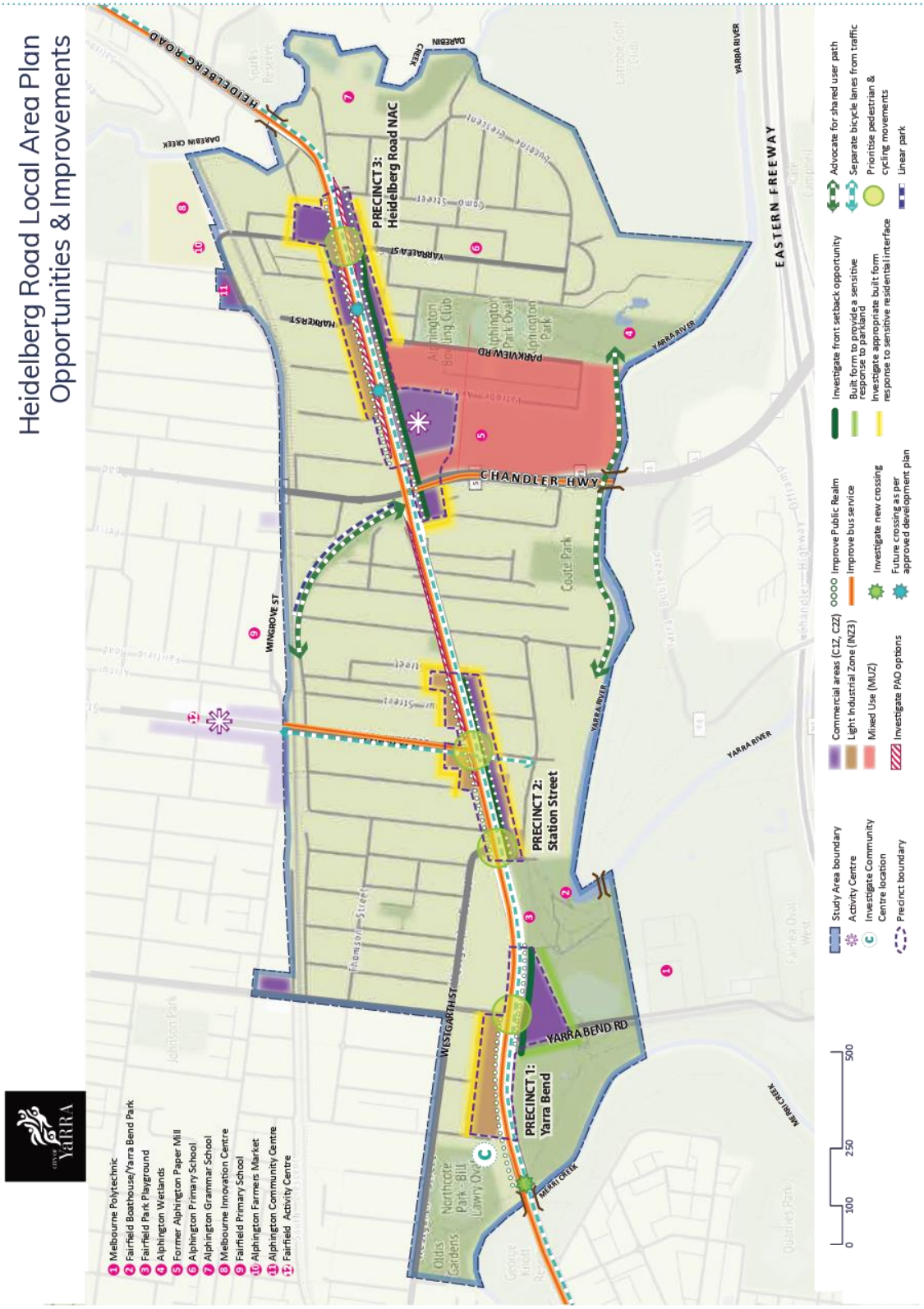
The **Heidelberg Road Neighbourhood Activity Centre Precinct 3** will resemble a traditional, retail shopping area at its core between Harker St/Park Avenue and Yarralea Street, book-ended by more robust forms at the western and, to a lesser degree, at the eastern end. The western area of the APM will mark the most prominent built form and highest levels of activity along the entire Heidelberg Road corridor. Small front setbacks at ground level allow for a greater sense of separation and pedestrian-friendliness with higher street walls providing a greater sense of enclosure along Heidelberg Road. The retail core of this precinct will have lower street wall heights (around 2 storeys within the City of Yarra) to retain the traditional fine grain character and to achieve a balance between street enclosure and pedestrian scale. The smaller lots would likely accommodate only modest building heights (between 4 to 5 storeys within the City of Yarra), particularly due to the PAO on the north side of the road reducing the developable depth of these lots. Larger lots could accommodate moderate mid-rise buildings heights (up to 6 storeys within the City of Yarra), depending on the capacity to limit overshadowing and create greater separation to minimise bulk.

The eastern end of the precinct could potentially accommodate more robust forms with landscaped front setbacks to address the street setback space created by the PAO.

A higher quality public realm, and improved building frontages, along with upgraded pedestrian and bicycle crossing points will improve street amenity, helping to attract visitors, encouraging them to linger, and facilitating movement between retail premises on the north and south side of Heidelberg Road and destinations beyond.

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Map 3: Opportunities



Draft Key Objectives and Strategic Actions

The objectives and strategies were drafted to address and provide direction on key issues and opportunities within each precinct and across the Heidelberg Road Corridor. Adhering to these objectives and actions, will ensure that the precincts along Heidelberg Road become more people-oriented, better connected, and more attractive places for the community and businesses.

Table 1: Draft Key Objectives and Strategic Actions

Outcome	Key Objective	Strategic Actions	Applicable Areas	Responsibilities
Higher Economic Vibrancy	Attract a wide range of businesses now and into the future	Review the zoning of Industrial land (currently IN3Z) along the northern side of Heidelberg Road. Consider the directions provided in the Darebin Economic Land Use Strategy, the Darebin Creative and Cultural Framework and Implementation Plan, and in any additional strategic work deemed necessary for determining the future zoning of the IN3Z land.	All precincts	Darebin City Council Darebin City Council
	Ensure employment-generating land uses are attracted to and retained within the corridor	Retain the Commercial 2 Zone on the south side of Heidelberg Road as per adopted Yarra SEES 2018. Rezone land as part of the Alphington Village development from MUZ to C1Z.	Station Street Precincts Heidelberg Road NAC	Yarra City Council Yarra City Council
Community well-being	Support locating community services closer to their likely area of need	Support the provision of community infrastructure as per APM Development Plan and relevant planning permits.	Heidelberg Road NAC	Yarra City Council
	Increase housing diversity and affordability along the Heidelberg Road Corridor	Support moderate housing change allowed by the applicable zone and direction in respective housing strategies/policies. Encourage a mix of dwelling types in new significant development along the corridor to support household diversity. Pursue the provision of social and/or affordable housing as part of rezoning, and in significant redevelopments along the corridor (as per the City of Yarra's Social and Affordable Housing Strategy 2019, where within the City of Yarra). Advocate to the State Government to ensure that any residential use on the Fairfield Rail Spur site be exclusively for public or social housing at accessible locations on the site (while maintaining a shared user path connection between the Fairfield Station and the Heidelberg Road NAC).	All precincts All precincts All precincts Adjacent to Heidelberg Road NAC	Darebin and Yarra City Council Darebin City Council Darebin and Yarra City Council Darebin City Council
	Pursue new green space opportunities north of Heidelberg Road	Advocate to the State Government to ensure that the Fairfield rail spur site has a linear park through the length of the site and provides open space to serve the local community, such as skate facilities and basketball/netball half court.	Adjacent to Heidelberg Road NAC	Darebin City Council

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Outcome	Key Objective	Strategic Actions	Applicable Areas	Responsibilities
Improved Transport Services and Accessibility	Improve public transport service to and along Heidelberg Road	Advocate to Department of Transport to extend the service hours for bus route 546 into the weekend and for later hours, upgrade bus shelters and provide for additional bus priority measures along Heidelberg Road.	Entire Heidelberg Road Corridor	Darebin and Yarra City Council
		Advocate to Department of Transport for a bus service on Chandler Highway across the Eastern Freeway to Kew/Hawthorn/ Burnley.	Heidelberg Road NAC	Darebin and Yarra City Council
		Advocate to Department of Transport that if the PAO is acted upon, it is to be utilised for public or active transport purposes.	Station Street Precinct and Heidelberg Road NAC	Darebin and Yarra City Council
	Improve access to existing public transport	Advocate to the State Government (Department of Transport, DELWP and VicTrack) to ensure that the redundant Fairfield rail spur site has a shared user path through the length of the site to provide a connection from the APM to Station Street, Fairfield.	Adjacent to Heidelberg Road NAC	Darebin and Yarra City Council
		Advocate to VicRoads for the additional Heidelberg Road crossings at Latrobe Avenue and Harker Street are implemented to increase access to bus stops and railway stations.	Heidelberg Road NAC	Darebin and Yarra City Council
	Increase connections and safety for bike riders	Advocate to the Department of Transport as the responsible authority for Heidelberg Road for a fully separated bi-directional bike path on the south side of Heidelberg Road - including across the southern side of the Merri Creek Bridge.	Entire corridor	Darebin and Yarra City Council
		Investigate options to increase safety for bike riders and potentially advocate to the State Government.	Entire corridor	Darebin and Yarra City Council
		Ensure bike rider safety when pursuing additional Heidelberg Road crossings at Harker. Street and improving intersections, for example Yarralea Street, Station Street and/or Jeffrey Street.	All precincts	Darebin and Yarra City Council
		Investigate upgrading the footpath along the railway line between Fulham Road and Yarralea Street to a 3m shared user path, as well as provide connections onto all intersecting side streets.	Heidelberg Road NAC	Darebin City Council
		Investigate better connectivity options to the Merri Creek Trail, including new Heidelberg Road crossing at the Merri Creek Bridge to improve access to the wider bicycle network.	Yarra Bend Precinct	Darebin and Yarra City Council
		Investigate the opportunity for a shared user path along the Yarra River from Alphington Street to the APM Site.	Heidelberg Road NAC	City of Yarra

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Outcome	Key Objective	Strategic Actions	Applicable Areas	Responsibilities
	Increase permeability for pedestrians across Heidelberg Road	Implement the additional Heidelberg Road crossings at Latrobe Avenue and Harker Street as part of the APM Development.	Heidelberg Road NAC	Darebin and Yarra City Council
		Pursue a new Heidelberg Road crossing at the Merri Creek Bridge.		
		Support new pedestrian connections between the two sides of Heidelberg Road to achieve better access to existing open spaces south of Heidelberg Road.	All precincts	Darebin and Yarra City Council
	Increase safety for pedestrians	When undertaking built form investigations, consider ways to create greater separation and/or a stronger sense of openness from Heidelberg Road.	All precincts	Darebin and Yarra City Council
		Advocate for longer pedestrian light cycles at intersections, in particular Yarralea Street, to improve pedestrian safety.	All precincts	Darebin and Yarra City Council
		Advocate for signal prioritisation at intersections to increase safety for pedestrians.	All precincts	Darebin and Yarra City Council
		Advocate to raise pedestrian crossings across Yarralea Street and investigate whether other intersections along Heidelberg Road may require similar upgrades as change occurs.	All precincts	Darebin and Yarra City Council
	Minimise pressure on parking in residential areas behind Heidelberg Road	Investigate potential options to limit overflow of car parking from new development into existing residential areas behind Heidelberg Road.	All precincts	Darebin and Yarra City Council
	Reduce or limit vehicle crossovers onto Heidelberg Road	When undertaking built form investigations, consider vehicle access from side streets and/or lanes to achieve a pedestrian-friendly and safer outcome towards Heidelberg Road.	All precincts	Darebin and Yarra City Council
		Support lot consolidation for narrower development sites fronting Heidelberg Road otherwise creating sufficient vehicle access would lead to a poor urban design outcome for pedestrians.	All precincts	Darebin and Yarra City Council

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Outcome	Key Objective	Strategic Actions	Applicable Areas	Responsibilities
Individual Precinct Identity	Create a more pedestrian-oriented, attractive and safe public realm	Investigate options for greater separation from Heidelberg Road to provide relief from heavy traffic and create a greater sense of space for pedestrians and potential trading/ commercial space.	All precincts	Darebin and Yarra City Council
		Investigate ways to increase canopy landscaping and level of landscaping consistency in each precinct.	All precincts	Darebin and Yarra City Council
		Investigate ways to achieve more active frontages at ground level (and other Crime Prevention Through Environmental Design approaches), fine grain facade articulation and lower street wall heights of 2 to 4 storeys to maintain a human scale and general sense of openness for each precinct.	All precincts	Darebin and Yarra City Council
		Pursue lower speeds for Heidelberg Road to increase safety and improve place quality in the Heidelberg Road Neighbourhood Activity Centre.	NAC	Darebin and Yarra City Council
	Ensure public realm and built form efforts achieve a stronger place identity that is suitable to each precinct's context and role	Both municipalities pursue a streetscape and planting palette to achieve consistency in the streetscapes.	Entire corridor	Darebin and Yarra City Council
		Increase canopy landscaping within each precinct and investigate ways to soften the public realm.	All precincts	Darebin and Yarra City Council
		Create a connection to the Yarra Bend Parklands in the Yarra Bend Precinct and be sensitive to the parkland (increase canopy cover on larger sites, create view lines and/or connections, maintain lower interface edge).	Yarra Bend	Darebin and Yarra City Council
		Support a modern, more attractive commercial strip in all precincts while preserving its own idenity.	All precincts	Darebin and Yarra City Council
		Strengthen the Heidelberg Road Neighbourhood Activity Centre as a fine-grain, lower-scale local shopping strip with increased staying-quality for people.	Heidelberg Road NAC	Darebin and Yarra City Council
	Ensure new development is sensitive towards existing residential uses	Encourage moderate mid-rise development that is lower and subservient to the APM.	All precincts	Darebin and Yarra City Council
		Prepare built form controls that minimise overshadowing of adjoining sensitive spaces, minimises visual bulk and overlooking.	All precincts	Darebin and Yarra City Council

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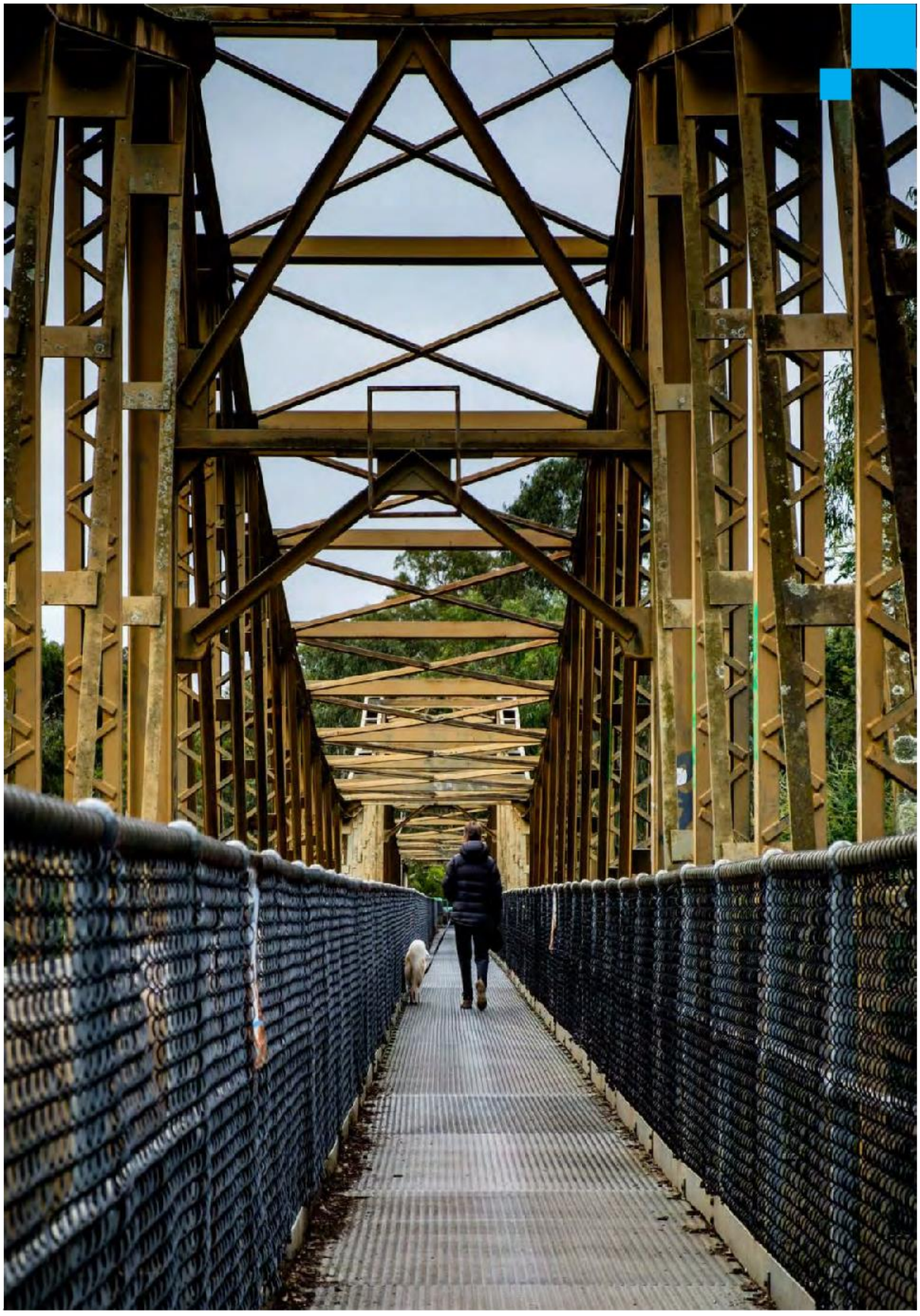
4. Implementation

This Local Area Plan identifies key issues and opportunities for the use and development of the Heidelberg Road corridor, with particular focus on three predominantly commercial precincts. The key outcomes of this Plan envisage a future for the corridor that is more connected and pedestrian oriented as growth and change occurs.

Some of the objectives and strategic actions can be pursued jointly between Yarra and Darebin City Councils, whereas others are likely to be independent projects involving a consultative approach with the other Council. Advocacy work is more likely to be successful when undertaken collaboratively. Whereas built form work and heritage investigations can be undertaken independently, in consultation with the other Council, and in alignment with the key outcomes and objectives of this Plan.

The vision of this Local Area Plan will be achieved by ensuring that future private and public projects are guided by the Plan's actions and outcomes.





Reference List

Alphington Paper Mill Development Plan, endorsed 27 May 2016 – Volume 1 & 2

Chandler Highway Modelling 2015 – Aecom for VicRoads

Community Infrastructure Plan - Yarra City Council 2018

Community Infrastructure Planning Policy - Yarra City Council 2016

Darebin Planning Scheme

Darebin Housing Strategy 2013 (revised 2015)

Darebin Creative and Cultural Infrastructure Framework and Implementation Plan 2018

Darebin Cycling Strategy 2013-2018

Darebin Economic Land Use Strategy 2014

Darebin Greenstreets Streetscape Strategy 2012-2020

Darebin Transport Strategy 2007 – 2027 (and review November 2015)

Darebin Urban Forest Strategy 2013-2028

Darebin Walking Strategy 2018-2028

Demographic Estimates and Projections Australia, Australian Bureau of Statistics 2018

Heidelberg Road Background Issues and Discussion Paper 2019

Heidelberg Road Built Form Framework (Part 2): Design Strategy and Recommendations 2019

Id Community – Demographic Resources: Community Profile, Social Atlas, Population Forecast

NE Link – Environment Effects Assessment – Appendix C Forecast traffic volumes

Plan Melbourne 2017-2050

Strategic Community Infrastructure Framework – Yarra City Council 2016

The Darebin Economic Land Use Strategy 2014

VicRoads Movement and Place: https://www.vicroads.vic.gov.au/traffic-and-road-use/traffic-management/smartroads

VicRoads Open Data

Yarra Housing Strategy 2018

Yarra Planning Scheme

Yarra Social and Affordable Housing Strategy 2019

Yarra Spatial Economic and Employment Strategy, August 2018

Yarra Urban Forest Policy 2017

DRAFT

Appendices List

A. Heidelberg Road Background Issues and Discussion Paper 2019

B. Zoning and Overlay Maps

C. Photographic Survey

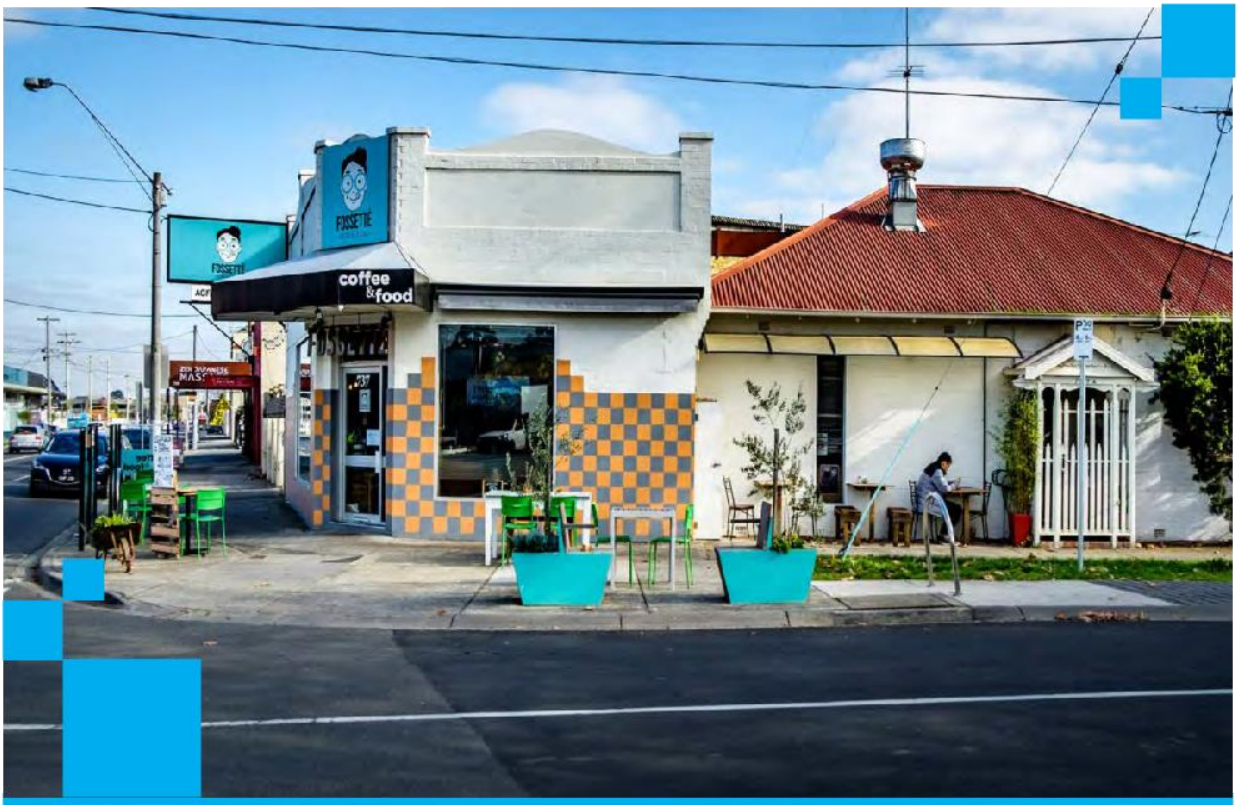
Version Number	Date
0.1	31/10/2019
0.2	21/11/2019

Status of this document

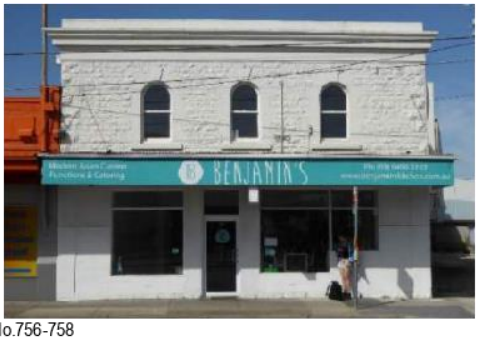
This draft Strategy is currently an internal working draft, has not been endorsed by the Yarra City Council and is not intended for further distribution.

DRAFT

Attachment 3 - Attachment 3 - Heidelberg Road Local Area Plan Draft



Heidelberg Road Corridor
Local Area Plan



No.756-758


No. 358

Heidelberg Road Heritage Review (Stage 1)
2019

Stage 1 Report

City of Yarra

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Project No.	Version	Issued to	Date Issued
2019.16	Draft	Joerg Langeloh Peter Mollison	19 July 2019
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Attachment 4 - Attachment 4 - Heidelberg Road Heritage Review Stage 1

1 INTRODUCTION

1.1 Brief

This report, the *Heidelberg Road Heritage Review 2019,* has been prepared by RBA Architects + Conservation Consultants for the City of Yarra. It relates to the building stock within the Commercial 1 and Commercial 2 Zones along (the south side of) Heidelberg Road between the Merri and Darebin creeks.

The brief was to undertake the following:

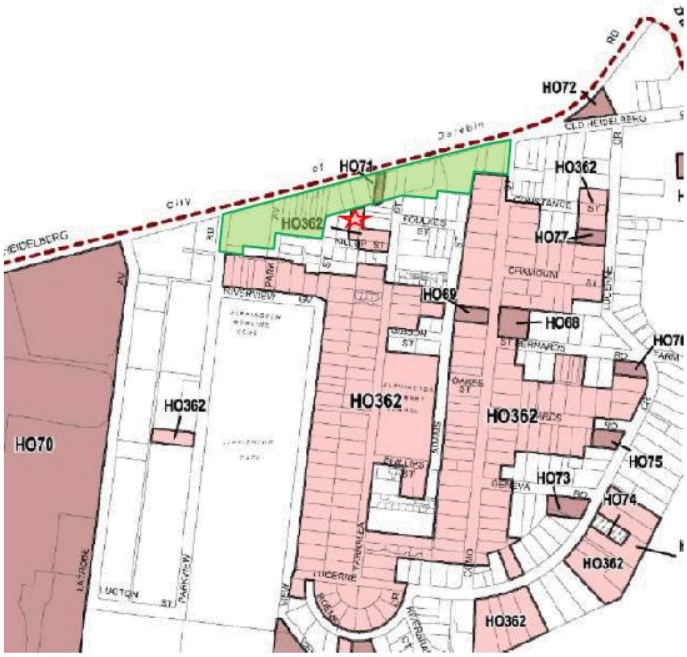
- Review the heritage values of HO 71 (756-758 Heidelberg Road, Alphington) and the currency of its citation,
- Determine whether 2 Killop Street, Alphington should be included in HO362 (Alphington East Precinct),
- Identify any sites of potential heritage value in the study area,
- Provide recommendations for built form controls for any existing and recommended heritage overlays.

1.2 Location

The study area primarily relates to the commercial zones along the south side of Heidelberg Road and extends across parts of the suburbs of Fairfield (western part) and Alphington (eastern part).



Map No. 3HO
Existing HO421 (Porta)
Western part of study area (Commercial 1 and 2 Zones) shown in green



Map No. 4HO showing existing HO71 and 2 Killop Street, Alphington (identified with a star, part of HO362)
Eastern part of study area (Commercial 1 and 2 Zones) is shown in green

1.3 Background

Previous Heritage Studies

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8, prepared by Graeme Butler and Associated, revised May 2017
- City of Yarra Heritage Review, Thematic History Volume 1, prepared by Allom Lovell & Associates, July 1998
- City of Northcote Urban Conservation Study prepared by Graeme Butler, revised February 1983

Existing Listings

There are three sites in the study area listed in the Schedule to the Heritage Overlay:

- HO421 – Porta factory, Heidelberg Road, 224 Heidelberg Road. Existing citation not to be reviewed.
- HO70 – Australian Paper Mills Boiler House, 626 Heidelberg Road. This building has been the subject of a previous amendment and will not be considered as part of this project.
- HO71 – Shops, 756-758 Heidelberg Road – basalt building constructed circa 1860. Existing citation to be reviewed.

1.4 Acknowledgements

The authors are grateful for the assistance provided by the City of Yarra officers.

2 METHODOLOGY

2.1 Introduction

The methodology adopted in undertaking this phase of Heidelberg Road Heritage Review (stage 1) was in accordance with the processes and criteria outlined in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance*, known as the *Burra Charter* (Australia ICOMOS, 2013). The key tasks included:

- Site inspections - largely limited to a visual assessment of each property from the perimeter and were undertaken during April 2019.
- Preliminary historical research and analysis of the extant fabric in relation to documentary evidence where applicable.
- Preparing data sheets.
- A preliminary assessment of the significance of each place based on the research and the extant fabric, and with reference to the relevant HERCON criteria.

2.2 Research

Primary sources were mainly employed and have included:

- Photographs, including aerial photographs, held by:
    - Landata (aerial),
    - Darebin Archives,
    - National Archives of Australia (NAA),
    - State Library of Victoria (SLV),
    - University of Melbourne (aerial).
- Drainage plans (Yarra Valley Water),
- Melbourne Metropolitan Board of Works (MMBW) Plans, held by the State Library Victoria,
- Sands & McDougall's street directories,
- Plans (SLV, etc),
- Various newspapers (*Age*, *Argus*, *Herald*, etc).

2.3 Data Sheets + Citation

A data sheet was prepared for individual buildings, or groups of buildings, of potential significance within the study area. A citation was prepared for HO71.

Within the data sheets/citation the following are provided:

- Name (usually relating to the original owners or purpose),
- Address,
- Summary history – including date of construction and period (Federation, Interwar, Post WWII),
- Summary description – including assessment of condition and intactness (poor, fair, good),
- Comparative – examples of similar places,
- Relevant HERCON Criteria,
- Recommendation.

2.4 Preliminary Assessment of Significance

For heritage professionals generally in Australia dealing with post-contact cultural heritage, the process outlined in the *Burra Charter* underpins the approach to heritage assessment and conservation adopted by the authors of this report.

Burra Charter

The methodology adopted in the assessment of the significance (or heritage values) has been in accordance with the process outlined in the *Burra Charter* (or The Australia ICOMOS Charter for Places of Cultural Significance). As outlined in the *Burra Charter*, the criteria considered include aesthetic (including architectural), historical, scientific (or technical), social and spiritual values. These values have been translated into the HERCON Criteria, discussed below.

2.5 Applying the Heritage Overlay

'Applying the Heritage Overlay' August 2018 (Planning Practice Note 1) provides guidance about the use of the Heritage Overlay, including the following:

- What places should be included in the Heritage Overlay?
- What are recognised heritage criteria?
- Writing statements of significance.

The practice note indicates that the HERCON criteria are to be employed when assessing heritage significance.

HERCON Criteria

These widely used criteria were adopted at the 1998 Conference on Heritage (HERCON) and are based on the earlier, and much used, Australian Heritage Commission (now Australian Heritage Council, AHC) criteria for the Register of the National Estate (RNE).

The HERCON criteria are essentially a rationalised (more user-friendly) version of the AHC Criteria (which included different sub-criteria for cultural or natural heritage). It is also noted in the aforementioned practice note that 'The adoption of the above criteria does not diminish heritage assessment work undertaken before 2012 using older versions of criteria.' Reference to the relevant HERCON criteria is outlined at the end of the data sheets. The definition of these criteria are outlined in the following table.

Criterion	Definition
A	Importance to the course, or pattern, of our cultural or natural history (historical significance).
B	Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).
C	Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential)
D	Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness)
E	Importance in exhibiting particular aesthetic characteristics (aesthetic significance).
F	Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).
G	Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance)
H	Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

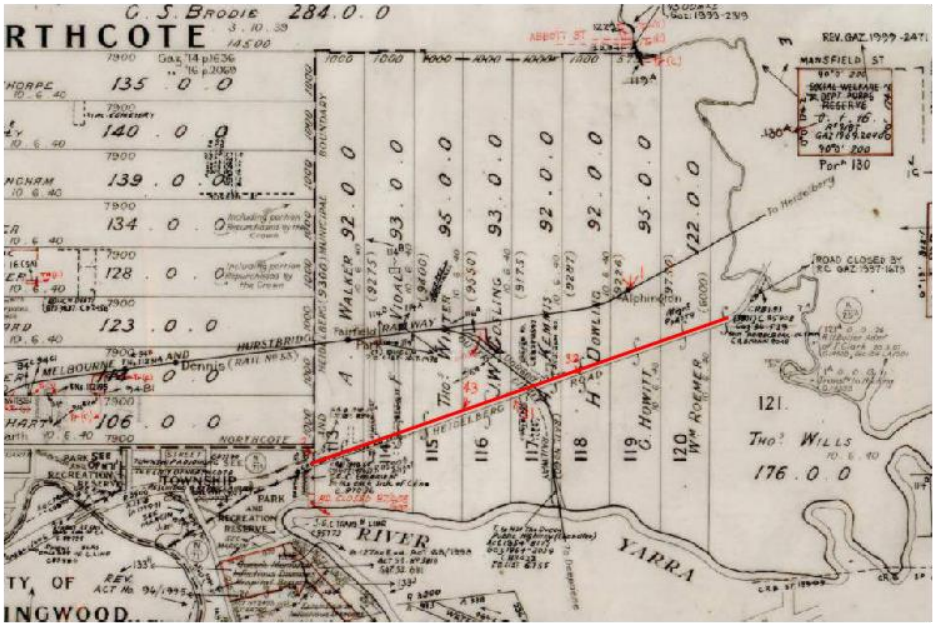
3 STUDY AREA – Overview of Development

3.1 Introduction

The existing heritage studies provide scant information regarding the residential and commercial development within the Heidelberg Road study area, particularly during the 20th century. Due to the lack of background information a brief historical overview has been produced, outlining what is evident from historical aerials and MMBW plans.

3.2 Historical Overview

The study area along Heidelberg Road is located in what was the Parish of Jika Jika. The area includes sections of what is now Fairfield, Alphington and Northcote. During the 1840s the land was divided into a series of narrow allotments with frontages to the Yarra River or Darebin Creek.[1]



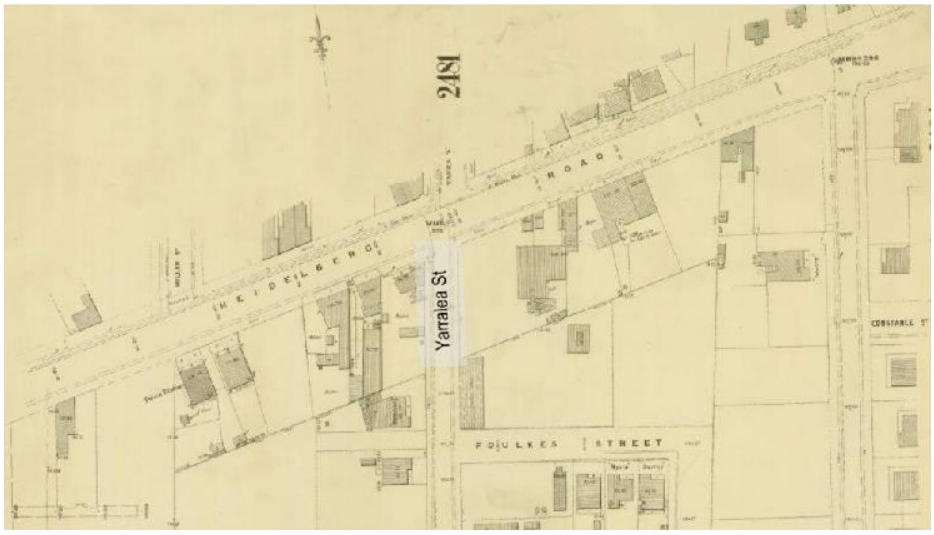
Part of Parish of Jika Jika J16(5)
Section of Heidelberg Road within study area (red line)
(Source: Landata)

From the mid to late 1800s Heidelberg Road functioned as the main thoroughfare for visitors en route to the town of Heidelberg and the shops served those travelling as well as local residents.[2] This included Fulham Grange, an early farm and vineyard owned by the Perry Brother's and "Alphington Village," a resting place for travellers west of the Darebin Creek crossing, established by William Manning in 1854.

In 1900 several shops and retailers occupied the south side of Heidelberg Road. At that time the section of road between Grange Road and Como Street included a butcher, general store, post office and telephone office.[3]

1 City of Darebin
2 City of Yarra Heritage Review, Allom Lovell & Associates, 1998
3 Sands & McDougall directory, 1900

By 1914, as evident in the following MMBW, some parts of Heidelberg Road had been fairly developed, though other sections were sparsely developed. Early houses and buildings along Heidelberg Road were either timber or masonry (brick or stone), often with smaller outbuildings to the rear.



1914 MMBW Detail Plan 1318
Showing east end of Heidelberg Road - about Yarralea Street, Alphington
(Source: SLV)

By 1931, there was considerable development along Heidelberg Road. For instance, the land between Panther Place and Grange Road consisted of typically narrow, rectangular allotments with some larger, vacant lots.



1931 Aerial, Heidelberg Road - west end of study area (between Panther Place and Grange Road)
(Source: Landata, 1931 Nov - Maldon Prison, Proj. No. 1931, Run 15, Frame 2741)

By 1945, according to the following aerials, a number of light commercial buildings (a combination of shops and warehouses) had been constructed on the south side in this section of the Heidelberg Road. Some smaller parcels had been consolidated into larger sites.



1945 Aerial, Heidelberg Road – west end of study area (between Panther Place and Austin Street)
(Source: Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59,529)



1945 Aerial, Heidelberg Road – east end of study area (between Parkview Road and Lucerne Crescent)
The northern half of Alphington East Precinct (HO362) is evident
(Source: Landata)

By 1956, the concentration of commercial/light industrial sites along parts of Heidelberg Road, similar to the current circumstance, had been established. A number of previously vacant sites had been developed with small warehouses, etc.



1956 Aerial, Heidelberg Road – study area
(Source: Landata, Melbourne Outer Suburbs Project, Pro. No. 250, Run 13, Frame 146)

A 1978 aerial highlights the large number of light commercial buildings that had been constructed along the south side of Heidelberg Road by that time, including at the Paper Mills site.



1978 Aerial, Heidelberg Road – study area
(Source: Landata)

4 FINDINGS

4.1 Introduction

This section outlines the findings regarding the following:

- HO71,
- Places of Potential Heritage Value,
- Other Sites Considered,
- 2 Killop Street, Alphington.

4.2 HO71

It was confirmed that the basalt building at 756-758 Heidelberg Road (HO71) more than adequately meets threshold for local significance.

An updated citation was prepared for HO71 that meets the contemporary standard, refer to Appendix A.

4.3 Places of Potential Heritage Value

Datasheets (refer to Appendix B) have been prepared for five individual places which were considered to be of potential heritage significance. Details of these five sites are outlined in the following table. Of these, three were considered to have strong potential to meet the threshold for local heritage significance (those at nos 358, 730-734, and 760-764), with the other two (nos 460, 774) less so.

On further discussion with Council, only three have been recommended for further work in Stage 2 and were reviewed in regards to built form analysis and recommended controls.

Address – No. (Heidelberg Rd)	Name	Date/Period	Details
358	House & Tyre Outlet	Late 1950s/Postwar	House – Modernist influence Unusual combination of house and adjoining tyre outlet
460	Duncan Rubber Co. Showroom & Warehouse	1956/Postwar	Sawtooth roof forms Intact facades
730-734	Group of 3 shops	1933/Interwar	Single storey builldings with intact shopfronts
760-764	A Cooper Knitting Manufacturer	Mid-1930s/Interwar	Single storey buiding with intact parapet and most original openings
774	Former Ampol Service station	By 1965/Late 20th century	Stages of construction not certain Original frame (sign) survives

4.4 Other Sites Considered

The following table outlines the other buildings in the study area which were noted for their potential heritage value. A data sheet was not prepared for this group as they were generally assessed as not having sufficient potential to reach the threshold for local heritage significance.

Of this group, the earlier buildings had been altered to varying degrees, whereas the two late 20th century buildings were largely intact. The latter two, whilst good examples, are difficult to assess in regards to other similar building stock in the municipality as there are few, if any, from this time that have been assessed as having heritage value. This is in part because many such buildings are located within precincts whose significance primarily relates to late 19th century (Victorian), and possibly early 20th century (Federation and/or Interwar) phases of development and so have tended to be graded non-contributory. These two buildings might warrant consideration as part of a latter 20th century review of similar buildings across the municipality.

No.	Details	Image
276	Office building (Wellways) Brutalist style – constructed in 1975 (Yarra Valley sewerage plan). Architect unknown. From 1965 until at least 1971 - occupied by Collins Motors (The Age). Large two storey Brutalist building with a bold rectangular form, bands of textured concrete, and metal-framed windows with brise-soleil (sunshade) to upper level with some intervening textured, cream brick piers to side and rear. Some yellow/gold tinted glass – possibly Stopray range, manufactured by the Glaverbel (Industries) or similar. Intact, good example but only 45 years old and limited appreciation for this type of architecture	
388	Shop/Warehouse (Beds for Backs) Interwar/Art Deco brick garage – ca late 1930s From at least 1933 (Sands) 388-394 is occupied by Elite Knitting Co Pty Ltd 1935 MMBW – extant building not evident. Subject site consists of four lots (brick building to two west sites and timber buildings to east side) 1945 aerial – extant building evident Curved entrance with original brick steps, JD emblem, rendered parapet, steel hopper windows to recessed west section. Roof truss/sawtooth roof evident through vehicular opening. Façade is considerably altered	

No.	Details	Image
402	Shop (Platform Commercial Furniture) Interwar/brick garage – ca 1940 1931 Aerial – structure with a similar building footprint and gabled roofs as extant building From at least 1933 (Sands) – 402-406 is occupied by F W Smith, motor garage 1935 MMBW – one brick and one timber building on the front of the site 1945 aerial – extant buildings evident Brick parapet with brick capping Large openings introduced to façade, much altered Short return at east end intact	
728	Shop (Take shape) Interwar period Prior to 1945 – no. 728 not listed 1945 aerial – site appears vacant 1955 – no. 728 is listed and included in nos 726-730 1968 image (NAA) – originally had a stepped parapet with steel framed hopper windows. Rosmear Engineering Co. P/L, plumber's requisites, occupy the building (Sands) Much altered facade	
750-754	Pair of shops Federation period – by 1914, possibly earlier 1898 – site is possibly occupied by Mrs H Schmidt bakery and occupied by Wm Johnson, baker in 1904 (Sands) 1914 MMBW – extant building footprint evident (timber building) 1916 – site (then no. 373) is listed as vacant Single storey pair with pyramidal/hip roof. Pair of curved parapets and capped piers, altered openings. Relatively early, distinctive form, but partly altered facades	
782	Factory/Head Office (Machinery Forum) Contemporary two storey brick building constructed in 1981 (Yarra Valley sewerage plan). Architect unknown. 1954 – previous factory on subject (782-788) with bluestone buildings 1962 – previous factory on subject site. Auction for 'modern factory, store, offices 1978 aerial - vacant but site configuration suggested Unusual L-shaped plan and form dictated by site configuration which wraps around no. 774. Distinctive undulating façade to the north west and south west corner. Arched entry door and 'lozenge'-shaped window on the east facade	

No.	Details	Image
	Machinery Forum, since 1956 (website) Intact Late 20th century building with distinctive form, and broadly reflective of Brutalist style Good example but less than 40 years old and limited appreciation for this type of architecture	

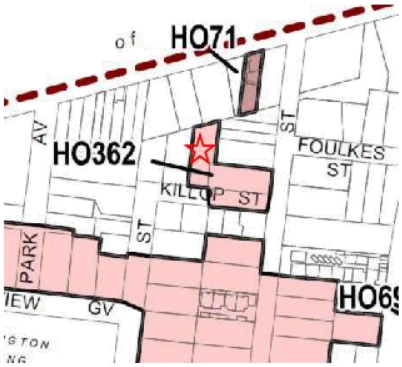
4.5 2 Killop Street, Alphington

2 Killop Street is located in the north end of the Alphington East Precinct Heritage Overlay (HO362). This residential precinct is broadly bound by Lucerne Crescent (to the east), Romer Crescent (to the south) and View Street (to the west), however there are some smaller outlier sections.

2 Killop is located in one of the small peripheral sections of HO362 that also includes 59 Yarralea Street. The latter is a weatherboard-clad bungalow with a distinctive oblong opening to the porch.

The statement of significance for Alphington East Precinct Heritage Overlay (HO362) is as follows:

> **Why is it significant?**
> The precinct is historically and aesthetically significant as a residential enclave, physically contained by the early transport route of Heidelberg Road and the natural barrier of the Yarra River, which was built up in the late Victorian-era and early 20th century as consistent and well preserved house groups in the Italianate, Federation and Californian Bungalow suburban styles, differing to most other parts of the City by their garden setting and deep garden setback. (Criteria A & E)
>
> The precinct is aesthetically significant for the distinctive street layout arising from Manning's early Alphington village subdivision, with its curving base in the form of Roemer Crescent at the Yarra River. (Criterion E)
>
> The precinct is historically significant for the artistic associations of the area as the chosen domain (along with the adjoining Ivanhoe and Heidelberg areas) of many prominent artists and businessmen linked with art and artisan pursuits from the late 19th and early 20th centuries. (Criterion A)



HO362 and 2 Killop Street (star)


2 Killop Street (Nearmap 2019)

2 Killop Street is a single storey house constructed during the late 20th century and consists of a series of rendered cubic forms with a parapet concealing the roof. The colour palette is relatively plain and with teal accents to the trims

and mouldings. The street façade features a curved bay window and a small entrance canopy but is dominated by a double width garage.

To the west at 4 Killop Street is a much altered timber building, probably dating to the Interwar period, which is appropriately not included in the heritage overlay.

The house at 2 Killop Street is an anomaly at the edge of the Alphington East Precinct largely characterised by Victorian, Edwardian and Interwar houses with pitched, gabled or hipped roofs. Prevailing wall types include weatherboard, face pressed brick and stucco wall cladding. Street facing timber verandahs supported by timber posts are also common.[4] 2 Killop Street was constructed during a latter period and varies greatly in style, form and materials to the graded building stock in the precinct. The building is not related to the significance of the precinct (HO362) and should be omitted.



2 Killop Street – façade/south elevation, included in HO362



4 Killop Street – not included in HO362



59 Yarralea Street – east elevation, included in HO362



59 Yarralea Street – south elevation, included in HO362

[4] Statement of Significance, Alphington East Precinct (VHD)

5 BUILT FORM REVIEW

5.1 Introduction

Built form guidelines have been developed for the following five sites, two of which are existing heritage overlays (HO71 + HO421) and three proposed heritage places.

- Porta Factory - 224 Heidelberg Road, Fairfield (HO421)
- House (Valeema) & Tyre Outlet - 358 Heidelberg Road, Fairfield
- Group of 3 Shops - 730-734 Heidelberg Road, Alphington
- Former Butcher Shop - 756-758 Heidelberg Road, Alphington (HO71)
- A Cooper Knitting Manufacturer - 760-764 Heidelberg Road, Alphington

5.2 Porta Factory - 224 Heidelberg Road, Fairfield (HO421)

Existing Conditions

The Porta Factory was constructed during the 1920s. The original roof consists of three narrow, gabled roofs and a tall corniced chimney stack in exposed face brick to the south of the building. On the west face is the word 'PORTA', vertically displayed in cream bricks. The Heidelberg Road façade retains the original stepped parapet and consists of a moulded brick capping and paired corbels. The street level façade has four original window openings with multi-paned timber-framed windows, concrete lintels and moulded brick sills and a single course brick plinth. The east (side) elevation retains an original window and moulded brick sill. Nearby is a small, original dormer roof section.

A sympathetic, narrow brick addition (relating to the vehicular entry) constructed after 1945, has been built to the west of the original building extending past and enclosing the area around the brick chimney. The detailing on the street facing parapet matches that of the original section and also includes a corbelled brick eave to the west end. The façade has a single timber-framed window with matching moulded brick sill and a double timber door with vertical boards and concrete lintel. To the west side is a small skillion roofed addition.

The entire street façade has been painted.

The Porta Factory is included within DDO1-j (Map No. 3DDO) of the Yarra Planning Scheme and part of the site constitutes heritage overlay HO421. The heritage overlay includes a small section of the more recently constructed metal clad building to the west. This section is not considered to have heritage significance.

Recommendations

- Retain original, three narrow gable roofs including dormer roof in the north-west corner,
- Retain brick chimney stack including iron bands,
- Maintain a view/sightline of the original cream brick 'PORTA' sign integrated into the west face of the chimney. The sightline would ideally be from the north-west corner of the site and from Heidelberg Road.
- Generally, retain an open space to the rear of the building to allow interpretation of the original roof forms,
- Retain street facades including original stepped parapet and detailing, openings, concrete lintels, multi-paned timber-framed windows and moulded brick sills. Encourage removal of paint to reveal original face brick finish.
- Maintain visibility of the single window on the east (side) elevation. Retain a 5-metre setback from Heidelberg Road and about a 3-metre separation from the east (side) elevation.
- Retain post-1945 narrow, gable roofed brick addition to the west including parapet, openings, windows and doors, and parapet on the street façade. Allow removal of small skillion-roofed structure on the west side.
- Maintain a 3-metre setback from Heidelberg Road and a 3-metre separation from the west (side) elevation of the post-1945 brick addition.

- Allow the removal of the recently constructed metal clad building to the west



Retain single window, lintel and sill on east elevation



Retain view/sightline of integrated 'PORTA' sign on chimney from the street

5.3 House (Valeema) & Tyre Outlet, 358 Heidelberg Road, Fairfield

Existing Conditions

The two storey L-shaped house was built in two stages and consists of the rectangular east half of the building constructed circa late 1950s, and the subsequent west wing and entry porch. The parts are highly intact and integrated. The strong form of the building is most visible from Panther Place from the south and west, where the gable roofs and blank west wall are most evident. Openings and steel-framed windows on the south and west elevations are original elements.



Panther Place (west elevation) – building form and original openings



Park Crescent (south elevation) – original openings

The single storey tyre outlet building is visible from the intersection of Heidelberg Road and Panther Place. The original parapet roof of the tyre outlet and prominent gable roof of the house are visible. On the north-east corner of the tyre outlet building is a chamfered brick corner with original raised street numbers. The upper section of the brick façade features brick courses in a header configuration and a horizontal, shallow recessed panel on the north façade.

Below this is an original garage opening and rendered concrete lintel. On the west façade of the tyre outlet is an original timber door and two large original steel windows. To the front of the site are the location of the petrol bowers is evident.



Heidelberg Road – original parapet roof, openings, doors and windows of tyre outlet. Original bowser pipes to front of site (indicated).



Heidelberg Road – original roof form of house is visible

Recommendations

House (Valeema)

- Limited opportunity for alterations and additions,
- Retain existing building form including gable roofs and entry portico,
- Retain original glazed roof tiles,
- Retain original openings and steel-framed windows,
- Retain existing pattern of openings and minimal window to wall/ratio, to maintain the bold yet restrained aesthetic of the house.

Tyre outlet

- Limited opportunity for alterations and additions,
- Retain original brick parapet,
- Additions should maintain a 2-metre setback from the edge of the parapet,
- Additions should maintain a 2-metre setback from the north face of the house, ensuring the original roof form remains legible,
- Retain original brick detailing including header and rowlock course configurations, shallow recessed panel and small chamfered brick corner with raised signage to the north-west corner,
- Retain original openings, concrete lintel and timber door and steel framed windows on the west façade,
- Retain indications of bowsers to the front of the site,
- Allow removal of lightweight canopy to the west side,
- Retain original street numbers reading '358' and possibly 'Bridgestone tires' sign,
- Opportunity to extensively glaze-in open parts of the site.

5.4 Group of 3 Shops - 730-734 Heidelberg Road, Alphington

Existing Conditions

The group of three shops maintain intact parapets that are visible from Heidelberg Road. The single storey post office building at no. 730 has an original square pediment and capped brick piers, which have been painted. The original hipped roof to the rear of the parapet is visible from Heidelberg Road. Nos 732 and 734 have original plain parapets

that have also been painted. A narrow walkway between no. 730 and no. 732 enables visibility of the east parapet return of no. 730 and the west parapet return of no. 732. The original red brick walls are also evident.



No. 730 – the original parapet, east return and hipped roof are visible from Heidelberg Road



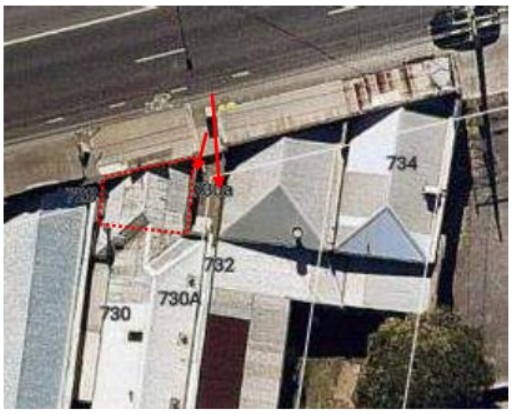
No. 732 – the original parapet and west return are visible from Heidelberg Road

The shopfront of no. 730 is highly intact and retains the original shopfront and symmetrical configuration. This consists of the original recessed entry floor tiles with pressed metal ceiling above, dark green wall tiles and mouldings to the lower section, copper-finish shopfronts and toplight windows with textured/patterned glass.

Nos 732 and 734 retain original shopfronts bearing the name of the manufacturer (Duff) however these have been overpainted. A section of the original horizontal moulding to the west end of no. 732 also survives.



No. 730 – original shopfront



No. 730 – original section of roof visible from Heidelberg Road indicated by the dotted line. Visible parapet returns of nos 730 and 732 indicated by the red arrows
(Source: Nearmap)

Recommendations

General

- Retain brick parapets. Encourage paint removal to expose original red brick,
- Retain walkway/separation to front between no. 730 and no. 732 to maintain visibility of the east parapet return of no. 730 and the west parapet return of no. 732. Allow removal/replacement of the brick wall and door leading to the walkway.
- Retain original canopies.

No. 730

- Maintain original gable roof form and visibility from Heidelberg Road. Additions to the first floor and above should retain a 6-metre setback from the street parapet,
- Retain original shopfront configuration and finishes including recessed entry, original floor tiles, pressed metal ceiling, wall tiles and mouldings, copper finish shopfronts and toplight windows with translucent glass.

Nos 732 and 734

- Additions to the first floor and above should retain a 6-metre setback from the street parapet,
- Retain original shopfront joinery. Encourage removal of paint to expose original finishes.

5.5 Former Butcher Shop, 756-758 Heidelberg Road, Alphington (HO71)

Existing Conditions

The two storey building was constructed circa 1860 and is the oldest surviving commercial building of the Alphington Village. The former Butcher Shop has original basalt walls (now overpainted), hipped roof form, rendered moulded parapet, three semi-circular arched windows with brick dressings and keystones to the first level street façade, and a single window with brick dressings to the west (side) elevation.

The building is located at the west end of Heidelberg Road and has a prominent street presence. This is partly due to the low scale massing of the adjacent buildings. The street façade, original parapet and hipped roof are widely visible from the street and the west (side) elevation remains exposed.



The entire west (side) elevation of the former Butcher Shop (HO71) remains exposed



The prominence of the former Butcher Shop (HO71) is evident from the intersection of Heidelberg Road and Yarralea Street
(Source: googlemaps)

Recommendations

- Retain form and visibility of the original hipped roof.
- Retain original basalt walls and plinth. Encourage removal of paint to reveal basalt and brick.
- Retain two storey street façade including three arched openings and timber-framed windows to the first floor with brick dressings and keystones, and moulded parapet and cornice.
- Retain single arched opening and timber-framed window to the first floor of the western (side) elevation.
- A maximum of three storeys to the rear to retain the prominence of the subject building.
- Maintain a minimum 3-metre separation from the west (side) elevation to enable visibility of the original basalt wall and window opening, and legibility of the original building form.
- Retain shopfront wall tiles (contributory element) and encourage removal of paint to expose original finishes.

5.6 A Cooper Knitting Manufacturer, 760-764 Heidelberg Road, Alphington

Existing Conditions

The former factory building is located adjacent to the former Butcher Shop (HO71), in the south-west corner of the intersection of Heidelberg Road and Yarralea Street. The original brick parapet of the former factory building has been painted and consists of capped brick piers and small sections of roughcast render. Sections of original soldier course detailing have been retained below the parapet edge.

A remnant section of an early brick wall to the front of the site is visible from Yarralea Street. The original eastern plane of the narrow, gable roof beyond is also visible from street level.



The original form is visible from the intersection of Heidelberg Road and Yarralea Street



Original roof form and openings along Yarralea Street

The Heidelberg Road façade retains the original chamfered entrance in the north-east corner, three original window openings and timber frames to the east and west window. An original moulding at the west end also survives. The Yarralea Street façade retains original concrete lintels and door and window openings, although three windows at the south end have been truncated and glass bricks added. The timber windows and doors are either original or early additions.



Retain eastern plane of narrow, gable roof
(Source: Nearmap)



Encourage removal of paint and fixed rendered panels on parapet

Recommendations

- Retain original form of parapet and brick detailing,
- Encourage removal of paint on brick walls and parapet to reveal earlier finishes. Encourage removal of non-original panels on parapet,
- Maintain a 6-metre setback from Heidelberg Road,

- Retain front gable roof section,
- Retain the eastern plane of the long, gable roof along Yarralea Street,
- A maximum of three storeys to the rear of the building to retain the prominence of the former Butcher Shop, adjacent to the subject site,
- Maintain street facades including the chamfered entrance, original concrete lintels, openings, timber windows, timber shopfront frames and mouldings, and concrete lintels on the street facades,
- Retain shop canopy,
- Allow the removal/modification of buildings to the west half of the site that are not visible from the road.

APPENDIX A - HO71 Citation

FORMER BUTCHER SHOP (HO71)

Address	756-758 Heidelberg Road, Alphington
Significance	Local
Construction Dates	c. 1860
Period	Early Victorian
Date Inspected	2019



Statement of Significance

What is Significant?
The two storey Former Butcher Shop at 756-758 Heidelberg Road, Alphington, constructed circa 1860. Significant aspects include the basalt walls, both front and side elevations (now overpainted), hipped roof, rendered moulded parapet, three semi-circular arched windows to the upper level façade with basalt sills, brick quoining and keystones, and a single window with basalt sill and brick quoining to the west side.

The tiling to the shop front (now overpainted) dates to the early 20th century and is a contributory element. The canopy dates to the mid-20th century and is also a contributory element.

How is it Significant?
The Former Butcher Shop at 756-758 Heidelberg Road, Alphington, is of local historical and aesthetic significance to the City of Yarra.

Why is it Significant?
The Former Butcher Shop is of historical significance as the oldest surviving commercial building of the original Alphington Village, established in the 1850s and 1860s. The village was a small enclave along the main road and served as a stopping point

en-route to Heidelberg. The building was occupied by a succession of butchers from the 1860s to the early 1930s. (Criterion A)

The Former Butcher Shop is of aesthetic significance as a largely intact (apart from the shop front) early-Victorian period commercial building of basalt construction. The building is designed in the Regency style and features a well-composed, symmetrical façade of elegant proportions with pronounced classical detailing such as quoining and keystones (in light of much contemporary architecture). The building demonstrates restrained classical detailing largely in basalt - walls of rock-faced ashlar blocks contrasting with plain-faced (smooth) elements (prominent keystones, sills and the moulded parapet), in combination with brick (possibly cream) quoining to the windows. (Criterion E)

Description

The building at 756-758 Heidelberg Road, Alphington, is a two-storey building with predominantly basalt walls designed in the Regency style. The façade is symmetrically composed and consists of a basalt plinth, three arched windows at first floor and a prominent moulded parapet and cornice that conceals a metal-clad hipped roof.

The Regency style refers to the era in the early 19th century when George IV was Prince Regent and is stylistically characterised by a simplified and restrained elegance. Facades were symmetrically composed and typically consisted of a parapet concealing the roof beyond. This is evident in the balanced arrangement of arched openings and prominent moulded cornice. While stucco was the main material, external masonry walls were often finished in face brickwork with refined and subtle brick detailing. This is reflected in the subtle projections of brick quoining to the windows and outer edges of the facade and visual contrast of brick (possibly cream) and basalt.



Symmetrical first floor features three original arched windows


Shop front

The first floor windows are intact and feature brick quoining, keystones and projecting basalt sills with a smooth finish that contrasts with the rough basalt wall. Projecting keystones and expressed basalt quoining to the edges of the façade, demonstrate a restrained elegance indicative of the Regency style.

The west (side) elevation is exposed and features a single segmental arched window with brick quoining and smooth basalt sill. The timber sash windows are not original however are consistent with the aesthetic of the building. The façade, including the basalt parapet and side elevations have been painted, however it is likely the brick quoining to the windows was originally cream coloured.

The shop front of the subject building has undergone substantial alterations, probably multiple times. The entrance is off centre and there are large timber-framed windows to either side. The lower part of the wall consists of overpainted tiles dating from the early 20th century and the upper section has been rendered. A cantilevered canopy dating from the mid-20th century has replaced the earlier verandah.



View from east



West elevation

Possible Architect

Given the refinement of the façade, it is likely the subject building was architect designed. The possible application of cream brick quoining to windows and doors is a stylistic device evident in the work of prominent Melbourne architects, Crouch and Wilson. The practice was responsible for the design of a number of noted buildings during the Victorian period, including 12 Jolimont Terrace in East Melbourne constructed in 1868. The two storey basalt residence is similar to that of the former Butcher Shop and consists of cream brick quoining and lintels to windows and doors.

The partnership of Crouch & Wilson was formed in 1858 by Thomas James Crouch (1832-89) and Ralph Wilson. Crouch was born in Hobart and was trained by Alexander Dawson. In 1852 he moved to Melbourne and in 1859 formed a partnership with Ralph Wilson. Due to Crouch's Wesleyan background, the practice was engaged to design some 40 churches throughout Victoria, Tasmania and New Zealand. They are particularly noted for their use of brickwork, both polychrome and in combination with basalt.[5]

History

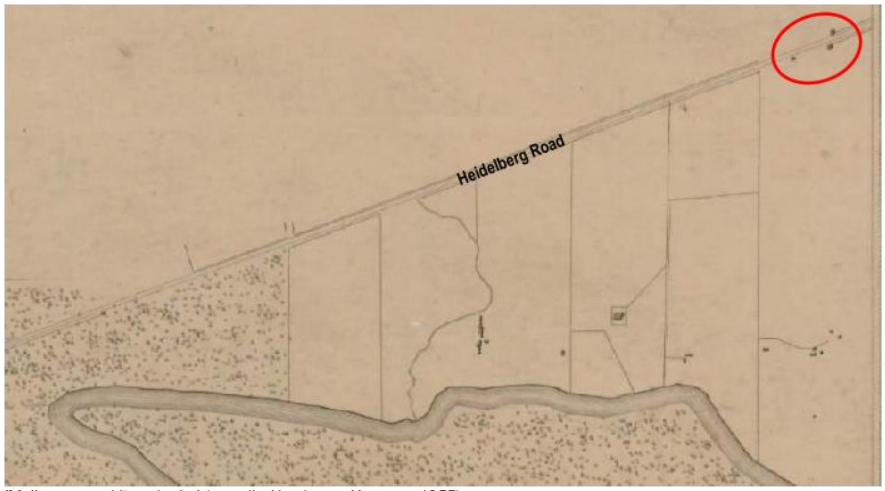
The subject site formed part of Crown Portion 120, Parish of Jika Jika, comprised of 122 acres purchased by Sydney based merchant Charles William Roemer in 1840.[6] In 1852, the property was acquired by Charles Montagu Manning (Solicitor General of Sydney) who saw potential for establishing a resting place on the way to Heidelberg. Manning subdivided the land into 130 lots of varying sizes, including provision for shops on both sides of Heidelberg Road.[7] From 1853, lots from the 'Alphington Estate' were being offered for sale.[8]

> This fine estate is about three miles from Melbourne, on the high road to Heidelberg. It contains 122 acres of land, subdivided into lots to suit purchasers; and is particularly well adapted for market gardens, villas, etc.[9]

The land was slow to sell however, with only 16 sales by the end of 1856.[10] The map below shows that by 1855 a few buildings had been constructed in Alphington either side of Heidelberg Road. Amongst the earliest buildings were a general store with post office, the Wesleyan Chapel (extant) in Darebin, a bakery, a butcher (subject site) and at least two hotels.[11]

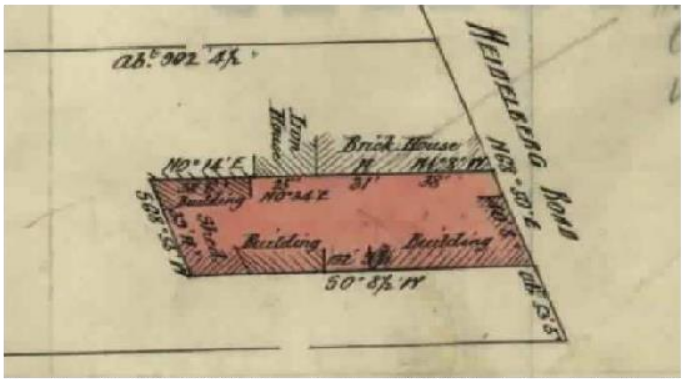
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5 Elva Errey, 'Victorian Architectural Ornament 1880-1920', Melbourne University 1972, p332
6 Roemer also purchased other land in the Port Phillip District, totalling 847 acres (343 hectares) - A F Pike, 'Charles William Roemer 1799-1874', Australian Dictionary of Biography
7 Andrew Lemon, *The Northcote Side of the River*, 1983, p48
8 The Alphington Estate was named after Alphington (near Exeter) in Devonshire, England, the birthplace of Charles Montagu Manning. *The Argus*, 5 April 1854, p9.
9 *The Argus*, 8 August 1853, p8
10 A Lemon, *The Northcote Side of the River*, p48
11 A Lemon, *The Northcote Side of the River*, p48



'Melbourne and its suburbs' (compiled by James Kearney, 1855).
Map dated 1855 showing a section of Heidelberg Road in Fairfield and Alphington. The map shows Heidelberg Road largely undeveloped, apart from three buildings (indicated) in the vicinity of the subject site.
(Source: State Library of Victoria)

Land containing the subject site was purchased by John Mason in 1855. The extant two storey basalt building was constructed in the late 1850s or early 1860s. By 1863 it was owned and occupied by the butcher Thomas King(s), and there was a slaughter house and yards to the east.[12] It appears that King also worked as a baker for a period during the 1860s.[13] During the 1860s, King placed various advertisements for staff in the newspaper, including for 'a steady man as butcher' (February 1863), 'a young lad that can kill and dress sheep' (March 1865), and 'a steady baker' (April 1865).[14] The building is said to have undergone improvements in 1865 and in 1868.[15]



Plan of the subject site in 1887 (Heidelberg Road is at right). Hatching indicates the location of buildings.
(Source: Certificate of Title, Vol. 1886 Fol. 194)

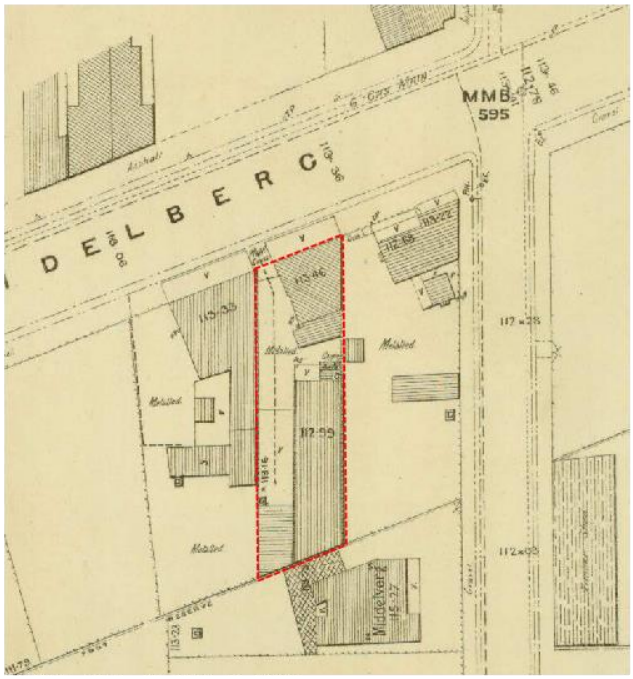
12 Graeme Butler, *City of Northcote Urban Conservation Study*, 1982 (Building Reference Number: 49)
13 *The Argus*, 25 April 1865, p1; Sands and McDougall's Street Directories 1866+1867
14 *The Argus*, 3 February 1863, p1 (the reference to 'J' C King in the advertisement appears to be in error); *The Argus*, 8 March 1865, p1; *The Argus*, 25 April 1865, p1.
15 Graeme Butler, *City of Northcote Urban Conservation Study*, 1982 (Building Reference Number: 49)

Around 1879, the subject site was purchased by John Woolcock, butcher of Johnston Street Collingwood[16] - the Torrens title was obtained by Woolcock in 1887.[17] The 1887 title plan shows a building at the front of the site in the location of the subject building, as well as buildings on the east boundary and a building at the rear on the west boundary.

It appears that John Woolcock occupied the building for several years following the purchase. John Woolcock died in 1912, and the property was retained by members of the Woolcock family until 1959, after which time there have been various owners.[18]

From about 1890 to the early 1930s, the shop was leased to various butchers, including Ferrar Phillips (c.1890-1904), Charles W Phillips (1905-1912), Frederick R Vizard (1913-1915), Alfred Helm (1917-1919), and A E Wortley (1920-c.1930). After this time, the use of the site changed – in the 1930s and 1940s it was occupied by fruiterers, first William Eldridge and later L Buffington, and from the 1950s to the 1970s by confectioners including S C Gailey, S Brown, B Gaynor, I S Martin and K Papas.[19]

The MMBW plan of 1914 shows the footprints of the buildings at the subject site at that time. The extant basalt building is shown with a front verandah and additional masonry and timber sections attached behind (probably single storey, now removed). Large timber buildings and a covered area are shown in the rear yard, with access from Heidelberg Road provided on the west side of the site. The building footprints are consistent with those in the 1945 aerial photograph.

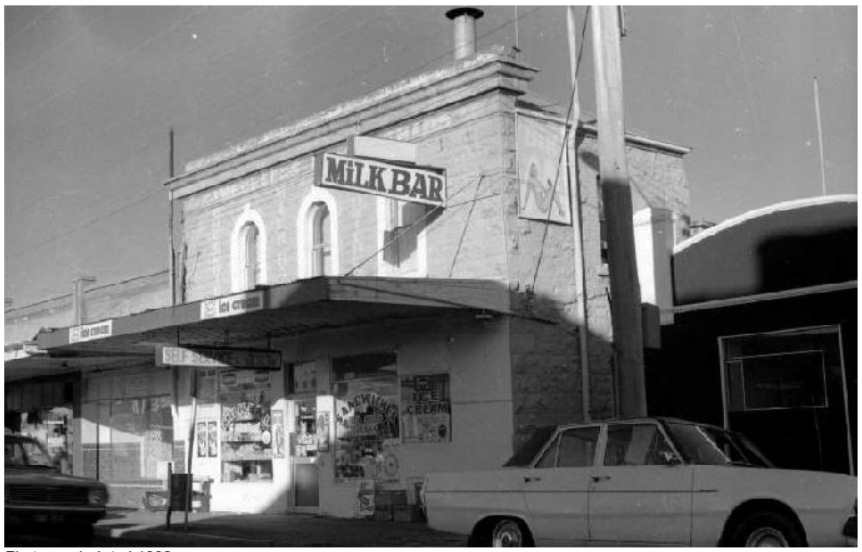


MMBW Detail Plan No. 1318, dated 1914
(Source: State Library of Victoria)

16 Graeme Butler, *City of Northcote Urban Conservation Study*, 1982 (Building Reference Number: 49)
17 Certificate of Title, Vol. 1886 Fol. 194
18 Certificate of Title Vol. 5698 Fol. 563
19 Sands and McDougall's Street Directories



Aerial photograph dated December 1945
(Source: Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523)



Photograph dated 1982
(Source: Darebin Archives LHRN3652)

By the 1980s, the front verandah had been replaced with a cantilevered canopy and the basalt walls had been painted. Between 2013 and 2016, the rear part of the site behind the basalt building was redeveloped.

Comparative Analysis

Details of most of the buildings dating to the 1850s and 1860s with an individual heritage overlay in the City of Yarra are summarised in the following table. Several are constructed in basalt with others being of brick and timber. Only a few display the influence of the Regency style, primarily HO183 + HO121 (both houses), or have some classicising detailing. The main shop buildings on Victoria Street, Abbotsford (Nos 295+511) are less articulated examples. In light of this, it can be said that the subject building is a rare and distinguished example of its type in the muncipality.

HO	Name & Address	Date	Details
HO3 (VHR H654)	Former Grosvenor Common School 2 Bond Street, Abbotsford	1863	Two storey brick with some basalt to ground floor
HO227	House 6 Bosisto Street, Richmond	1858	Single storey basalt, coursed and quarry faced, cornice and parapet. Some Regency style influence
HO102	House 10-16 Derby Street, Collingwood	1868-69	Two storey bi-chrome brick, rendered cornice/parapet
HO13	House 13 Grosvenor Street, Abbotsford	1867	Single storey brick cottage, gable roof
HO14	House 19 Grosvenor Street, Abbotsford	Pre-1864	Single storey timber cottage, gable roof
HO268	Roeberry House 3 Hull Street, Richmond	1861	Two storey rendered stone with some classicising detailing
HO270	House 72 Kent Street, Richmond	1865	Single storey basalt cottage, gable roof Later verandah detailing
HO27	House 233 Langridge Street, Richmond	Pre-1870	Single storey brick, hipped roof, symmetrical Has some Italianate detailing including cornice
HO275	Warehouse 41 Madden Grove, Richmond	Circa 1860s (?)	Single storey basalt with red and cream brick detailing
HO115	Houses x2 12 Napoleon Street, Collingwood	Pre-1858 (?)	Single storey basalt, rendered façade, hipped roof
HO38	Houses x2 39 Nicholson Street, Abbotsford	1868-69	Part single, part two storey basalt with rendered façade, gable roofs
HO183 (VHR H172)	Royal Terrace 50-68 Nicholson street, Fitzroy	Circa 1860	Three storey, Regency style – basalt and render
HO121	Houses 37 Oxford Street, Collingwood	1869	Two storey brick, brown brick with cream brick quoining + dressings, concealed roof. Regency style
HO122	Houses 39-41 Oxford Street, Collingwood	Pre-1858	Pair of single, storey timber cottages with gable roofs
HO56	Shop 295 Victoria Street, Abbotsford	1868	Two storey, rendered masonry corner building with parapet concealing roof, limited detailing
HO61	Shop 511 Victoria Street, Abbotsford	1860	Two storey, red-brown brick corner building, with rendered parapet concealing roof, limited detailing

Condition
Good

Integrity
Largely intact

Previous Assessment
City of Northcote Urban Conservation Study (Graeme Butler, 1982) – Recommended for state and local listing.
City of Yarra Heritage Review (Allom Lovell and Associates, 1998) – Graded 'B'[20] and recommended for heritage overlay controls

Heritage Overlay Schedule Controls

External Paint Controls	No
Internal Alteration Controls	No
Tree Controls	No
Outbuildings and/or Fences	No

Extent of Heritage Overlay
The proposed extent of the heritage overlay would be to maintain the current heritage overlay (HO71) as indicated.



Recommended extent of Heritage Overlay
(Source: Nearmap, April 2019)

20 Three gradings were used in the study: 'A' (primary significance – state level), 'B' (primary significance – local level) and 'C' (contributory significance – local level)

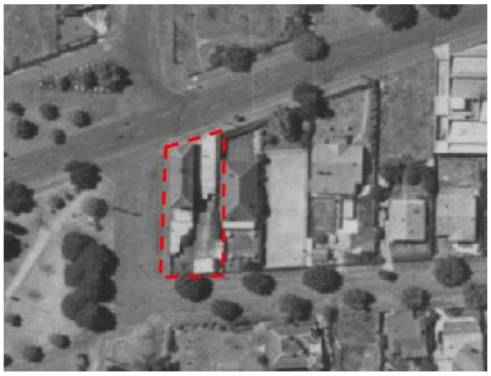
APPENDIX B – Data Sheets

No.	Address	Name
1	358 Heidelberg Road, Fairfield	House (*Valeema*) & Tyre Outlet
2	460 Heidelberg Road, Fairfield	Duncan Rubber Co. Showroom & Warehouse
3	730-734 Heidelberg Road, Alphington	Group of 3 shops
4	760-764 Heidelberg Road, Alphington	A Cooper Knitting Manufacturer
5	774 Heidelberg Road, Alphington	Former Ampol Service station

HOUSE (VALEEMA) & TYRE OUTLET

Address 358 Heidelberg Road, Fairfield

Previous Assessment N/A



1945 aerial showing earlier timber buildings on the subject site (Source: Landata)



Nearmap 2019

History

- In 1935 several timber framed buildings (probably a house and outbuildings) were located on the subject site. At that stage Panther Place was known as Bond Street. In 1938 no. 358 was occupied by Miss A R Williams, confectioner.[1]
- In 1945 several structures are apparent on the site however the extant buildings are not evident.[2]
- In 1945 no. 358 was occupied Mrs E F Chappel and in 1950 was occupied by Chas H Chappell.[3] The garage is not listed in 1950.
- By 1955 no. 358 had two listings - Lincoln Tyre Service, motor tyres and Mrs E Z Chappell.[4]
- The extant house and tyre outlet were constructed in stages. It is likely the first part of the house and tyre service were constructed during this period.
- A 1956 aerial[5] shows part of the extant house to the south of the site and part of the extant tyre outlet to the north of the site.
- In 1960 no. 358 is listed as Fairfield Tyre Service. R A Cutts is also listed as occupying the site.[6]
- Alterations: A western wing and entrance gable have been added to the house and the tyre outlet may have been extended to the south. Painted signage has been added to the street facades of the tyre outlet.

1 Sands & McDougall directory, 1938
2 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59529
3 Sands & McDougall directory, 1945-1950
4 Sands & McDougall directory, 1955
5 1956 Feb - Landata, Melbourne Outer Suburbs Project, Pro. No. 250, Run 13, Frame 146
6 Sands & McDougall directory, 1960



Panther Street (west) elevation



House – Park Crescent (primary) façade
Junction between original (right) and additions (left)



Tyre outlet



Tyre outlet

Description

- No. 358 is located at the intersection of Heidelberg Road and Panther Place. A two storey Post-WWII period dwelling with an L-shaped footprint is located to the south of the site with frontages to Panther Place and Park Crescent. The painted brick building is indicative of the period with its uncomplicated form and consists of two low-pitched intersecting gable roofs and a single storey entrance gable on the Park Crescent façade with a small sign 'Valeema.'[7] Original elements such as the steel windows and glazed roof tiles remain.
- It is likely that the house was built in two stages as discerned by the slightly different colour tiling to the roof sections (west wing and entry porch) and a break in the brickwork.
- A single storey garage/tyre outlet adjoins the dwelling to the north. The brick building is largely rectangular in footprint, with a chamfered north-west corner. The brick walls and parapet roof have been painted. Large steel framed windows and roller door openings are located on the north and west facades. A brick flange at the north-east corner accommodates a street number (probably original). awning/carport extends from the south end of the west façade.
- A frame mounted 'Bridgestone tires' sign has been installed on the roof (possibly at an early stage). Original bowser pipes remain to the front of the site.
- Condition: poor ☐ fair ☐ **good** ☒
- Intactness: poor ☐ fair ☐ **good** ☒

Comparative

- No ready comparison for this combination.

7 The derivation of the name is uncertain, possibly an adaptation of Walima – banquet part of traditional Islamic wedding.

- 28-30 Johnston Street, Collingwood (part of HO324, Johnston Street Precinct). Not significant. Basic brick garage constructed in 1960s-70s.

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	The two storey brick house and tyre outlet are representative of the Post-WWII period activity along the Heidelberg Road, which has long been a major thoroughfare with pockets of commercial/industrial development.
E	Aesthetic	Intact and unusual example of a combined house and adjoining tyre outlet on a prominent corner site, probably built in stages during the 1950s.

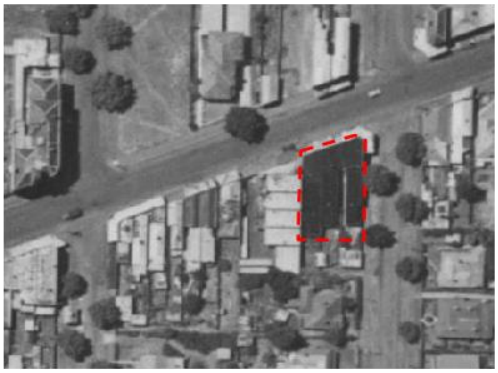
Recommendations

It is considered that the place has strong potential to meet the threshold for local significance and is recommended for further assessment during Stage 2.

DUNCAN RUBBER CO. SHOWROOM & WAREHOUSE

Address 460 Heidelberg Road, Fairfield

Previous Assessment N/A



1945 aerial showing earlier buildings on the subject site
(Source: Landata)



1978 aerial showing the extant building
(Source: Landata)

History

- In 1945 the site was occupied by three small buildings with verandahs along Heidelberg Road, and larger rectangular sections with chimneys to the rear.[1]
- From 1945 to 1950, nos 460-464 (the subject site) was occupied by various individuals and retail shops. In 1945 Mrs L A Crocker, fruiterer is listed at no. 460 and Mrs S Connor, a grocer, is listed at no. 464. In 1950 T Robbins occupied a factory situated at no. 464 and rubber goods manufacturer, Duncan Rubber Co. occupied no. 462.
- From 1955 to 1965 nos. 460-464 (the subject site) was occupied solely by rubber goods manufacturers, Duncan Rubber Co Pty Ltd.[2] The site appears vacant in a 1956 aerial of the site,[3] and it is likely the extant building was constructed soon after for the company.
- The extant building is evident in a 1978 aerial.[4]
- Alterations: The original materials have been painted and tile cladding has been added to the chamfered corner entry at street level.

1 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523
2 Sands & McDougall directory, 1955-1965
3 1956 Feb - Landata, Melbourne Outer Suburbs Project, Pro. No. 250, Run 13, Frame 146
4 1978 Apr - Landata, Western Port Foreshores, Proj. No. 1716, Run 3, Frame 105



Heidelberg Road (north) elevation


Arthur Street (east) elevation


Sawtooth roof forms from Heidelberg Road


Steel framed windows on the Arthur Street (east) facade

Description

- The two storey brick building is located at the intersection of Heidelberg Road and Arthur Street and is currently occupied by a tile company. The entrance to the building is located on a chamfered corner to the north-east edge of the site. The Heidelberg Road facade has a brick sections at either end with a partial return to Arthur Street.
- The Heidelberg Road façade is divided into four bays by a series of steel girders. The ground floor features four large rectangular windows while the first floor consists of four large tripartite timber windows with wide mullions. Unusually horizontal timber board cladding spans between the steel girders. The chamfered corner is articulated in a similar manner.
- The original cream brick colour employed to the street elevations has been recently painted (evident on Google streetview). Original openings with multi-paned steel framed windows and brick sills remain at ground and first floor level and prominent rainwater heads are recessed at street level. The rear (south) façade retains the original red brick facade and cream brick quoining to the south west corner of the building.
- The sawtooth roofs are highly visible and highlight the function of the building, and is unusual in this largely suburban context.
- Condition: poor ☐ fair ☐ **good** ☒
- Intactness: poor ☐ fair ☐ **good** ☒

Comparative

- Few buildings of the Post WWII period are probably noted as contributory but several are located in precincts whose significance relates to earlier periods (Victorian, Federation and Interwar).
- An example at 409-429 Gore Street, Fitzroy (part of HO334, South Fitzroy Precinct). Not contributory. Two storey, brick factory, now painted also, constructed during 1960s. It has long banks of metal framed windows and recessed glazed entry.

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	Representative of the Post-WW II period and the expansion of commercial development in the Heidelberg Road area during the 1950s.
E	Aesthetic	Intact example of a two-storey Postwar period factory built on a prominent corner site with sawtooth roof forms. The brick building is distinguished by the expression of steel girders, large expanses of glazing and combination of materials including timber boards. Original openings, timber and steel windows remain intact.

Recommendations

It is considered that the place has potential to meet the threshold for local significance and could be further assessed during Stage 2.

GROUP OF 3 SHOPS

Address 730-734 Heidelberg Road, Alphington

Previous Assessment N/A



1945 Aerial
(Source Landata)



Nearmap 2019

History

- In 1933 the subject site at nos 730-734 was vacant.[1]
- In 1933, nos 730-734 were listed as occupied.[2] This includes R Nickless, fruiterer at no. 730 and E J March, bootmaker at no. 734.
- The extant buildings at nos 730-734 appear in a 1945 aerial.[3] A hipped gable roof is situated to the front of the three sites with narrower buildings and minor structures to the south of no. 732 and 734.
- By 1968, the Alphington Post Office was located no. 730.[4] The building continues to operate as a Post Office.



Heidelberg Road elevation – no. 734 (left) and no. 732 (right)



Heidelberg Road elevation – no. 730 (left) and no. 728 (right)

1 MMBW Plan 116, dated ca 1933
2 Sands & McDougall directory, 1933
3 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523
4 National Archives of Australia, 1968



1968 Heidelberg Road elevation – no. 730 (Alphington Post Office) (Source: NAA)





Shopfront – no. 730

Description

- The group of three Interwar period shops at nos 730-734 Heidelberg Road are each located on a narrow allotment.
- Nos 732-734 are a single storey brick pair of shops with a plain parapet that conceals two metal clad hipped gable roofs. To the rear of no. 732 is a narrow outbuilding and a timber shed. The two structures appear in a in a 1945 aerial and are possibly original.

  The street facades are identical and for the most part retain original shopfronts. The badge of the manufacturer (Duff) survives on each shopfront however these have been overpainted. The configuration of the shopfronts and detailing of the parapet is typical of the Interwar period and despite having been painted, are intact.
- No. 730 is single storey brick building and is more elaborate than nos. 732-734. The stepped parapet features a square pediment and capped brick piers at either end. The original configuration of the shopfront remains and features a central recessed tiled entry with pressed metal ceiling, copper-finish shopfronts and dark green tiles and mouldings to the lower section.
- Condition: poor ☐ fair ☐ **good** ☒
- Intactness: poor ☐ fair ☐ **good** ☒

Comparative

- Interwar period shops have probably not been well assessed in some precincts if the period of significance relates primarily to earlier periods, Victorian and Federation.
- 207 Bridge Road, Richmond (part of HO310, Bridge Road Precinct). Not contributory. Single storey brick shop constructed in 1930. Altered shopfront though Roman brown brick pier intact.
- 160 Johnston Street, Collingwood (part of HO324, Johnston Street Precinct). Not contributory. Single storey brick, paired shops with stepped parapet and recessed shopfronts. Largely intact.

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	Representative of the Interwar period and the expansion of commercial development in the Heidelberg Road area.
E	Aesthetic	Intact group of single-storey Interwar period buildings. The brick buildings feature original parapets and intact shopfronts.

Recommendations

It is considered that the place has strong potential to meet the threshold for local significance and is recommended for further assessment during Stage 2.

A COOPER KNITTING MANUFACTURER

Address 760-764 Heidelberg Road, Alphington

Previous Assessment N/A



1945 Aerial



Nearmap, 2019

History

- In 1914 the subject site at the intersection of Heidelberg Road and Yarra Street (now Yarralea Street) was occupied by timber-framed structures with a frontage to Heidelberg Road.[1] Smaller timber structures were situated to the middle of the site.
- Mrs Mary Kennedy, grocer, occupied no. 383 (the subject site) from at least 1916 to 1921.[2]
- Various occupants are listed as occupying no. 383 during the 1920s – early 1930s. In 1922, no. 383 is occupied by Ryan James, hairdresser and tobacconist. The building later functions as a billiard saloon from 1925-1931.[3]
- The timber structures remained on the site until at least 1933.[4] (At this stage Yarra Street had been renamed Sutton Street however Street Directories maintain Yarra Street until 1942 at which stage it is renamed Yarralea Street).
- In 1933, no. 383 was renumbered as nos 760-764. No. 760 was listed as vacant while no. 762 and no. 764 were occupied by D Nicholson, hairdresser and J Harris, billiard saloon.[5] In 1935 no. 760 was occupied by F Fletcher, boot repairer, no. 762 was listed as vacant and no. 764 was occupied by D Nicholson, hairdresser.[6]
- A Cooper, knitted goods manufacturer occupied no. 764 in 1938 and 1945[7] for who the extant building was probably constructed.
- The extant building, with the exception of a few minor structures to the west of the site is evident in a 1945 aerial of the site.[8] The site consisted of small gabled roof forms to the north of the site with narrower gabled roof forms to the rear.
- Alterations: The central window on the Heidelberg Road façade has been modified and the original façade has been repainted. Rendered panels have been added to the parapet. The southern windows on the east elevation have been truncated in height.

1 MMBW Detail Plan 1318, dated 1914
2 Sands & McDougall directory, 1919-1921
3 Sands & McDougall directory, 1925-1931
4 MMBW Plan 116, dated ca 1933
5 Sands & McDougall directory, 1933
6 Sands & McDougall directory, 1935
7 Sands & McDougall directory, 1938, 1945
8 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523



Heidelberg Road (north) elevation


1982 image – showing original parapet detailing


Yarralea Street (east) elevation



Yarralea Street (east) elevation

Description

- The single storey brick building is located on the corner of Heidelberg Road and Yarralea Street. The entrance is located on a chamfered north-east corner.
- The building consists of diverse roof sections indicating some staged construction on the site and typically clad with metal sheeting.
- A brick parapet features on the Heidelberg Road facade with a partial return to Yarralea Street. The parapet consists of capped brick piers that extend through the parapet and small sections of roughcast render. Original contrasting brick elements such as soldier course detailing below the parapet edge has been painted. The south and east facades are relatively plain.
- Concrete lintels and the original pattern of openings remain on the street facades and the outermost windows on the Heidelberg façade retain their original timber mouldings. The north end of the Yarralea Street façade features original timber windows with brick sills. Further south glass bricks have been introduced into the truncated openings.
- Condition: poor ☐ fair ☐ **good** ☒
- Intactness: poor ☐ fair ☐ **good** ☒

Comparative

- Interwar period factories/warehouses have probably not been well assessed in some precincts if the period of significance relates primarily to earlier periods, Victorian and Federation.
- 33 Spensley Street, Clifton Hill (part of HO316, Clifton Hill East Heritage Overlay). Not significant. Brick factory/warehouse, now units constructed in 1925. Façade largely intact.

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	Representative of the Interwar period and commercial development in the Heidelberg Road area during the late 1930s.
E	Aesthetic	Intact example of a single-storey Interwar period building built on a prominent corner site. The brick building is distinguished by its parapet and projecting piers, and articulated with a combination of smooth and rough cast render. Original pattern of openings remains intact with some change to the windows.

Recommendations

It is considered that the place has strong potential to meet the threshold for local significance and is recommended for further assessment during Stage 2.

FORMER AMPOL SERVICE STATION

Address 774-780 Heidelberg Road, Alphington

Previous Assessment N/A



1978 Aerial



Nearmap, 2019

History

- In 1933[1] several timber-framed structures were located on the subject site and by 1945[2] multiple structures were evident on the site. Some of the structures are visible in 1954.[3]
- In 1955, no. 774 is not listed.
- In 1956 several structures were situated on the east half of the site while the remainder of the site consisted of a large grassed area. The extant building is not evident.[4]
- In 1960 Richardson & Kirwan Py Ltd operated a 'used trucks' business from the site [5]
- In 1965 no. 778 is listed as Ampol Service Station.
- The subject building is evident in a 1978 aerial of the site.[6] The roof form is slightly different from the existing roof however the building footprint is the same. The entire site appeared to be paved.

1 MMBW Plan 116, dated ca 1933
2 1945 Dec - Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523
3 1954 Mar - Landata, Melbourne and Metropolitan Project No. 3, Proj. No. 174, Run 19, Frame 42
4 1956 Feb - Landata, Melbourne Outer Suburbs Project, Pro. No. 250, Run 13, Frame 146
5 Sands & McDougall directory, 1960
6 1978 Apr - Landata, Western Port Foreshores, Proj. No. 1716, Run 3, Frame 105



Yarralea Street (west) elevation



Heidelberg Road - west wing



Heidelberg Road – east end



Signage in north-west corner

Description

- The single storey Postwar service station is located on the corner of Heidelberg Road and Yarralea Street. The building is located to the rear south-east corner of the site and comprises an east and a west wing. A sign, whose frame is probably original, is located in the north-west corner of the site while the remainder of the site is concreted.
- The skillion roof forms are a distinctive feature of the building. The west wing consists of a metal-clad roof and external wall that 'wraps' around the building while the east wing consists of a cantilevered roof supported on thin columns, forming a carport. The north facades have a combination of infill panelling and glazing.
- The original brick wall on the south facade remains however some openings have been modified.
- Condition: poor ☐ fair ☐ **good** ☒
- Intactness: poor ☐ fair ☐ **good** ☒

Comparative

- It seems no service station has been identified as contributory to a precinct, or individually significant, in the municipality. This may be the most intact, relatively early example.
- 206-208 Johnston Street, Fitzroy (part of HO334, South Fitzroy Precinct). Not contributory. Had been a similar type but altered/rebuilt.
- 786-794 Nicholson Street, Fitzroy North (part of HO327, North Fitzroy Precinct). Not contributory. Similar scale/type which may be (partly) intact.

HERCON Criteria

Criterion	Detail	Applicability
A	Historical	Representative of the Postwar period and the expansion of commercial development in the Heidelberg area during the early 1960s.
E	Aesthetic	Intact example of a Postwar period service station built on a prominent corner site. The building is distinguished by its skillion roof forms which are evocative of the period.

Recommendations

It is considered that the place has potential to meet the threshold for local significance and could be assessed during Stage 2.



No.760-764



No. 730-734

Heidelberg Road Heritage Review (Stage 2)
2019

Stage 2 Report (recommendations & citations for proposed heritage overlays)

City of Yarra

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Attachment 5 - Attachment 5 - Heidelberg Road Heritage Review Stage 2

1 INTRODUCTION

1.1 Overview

This report, the *Heidelberg Road Heritage Review 2019,* has been prepared by RBA Architects + Conservation Consultants for the City of Yarra.

It provides recommendations and citations for the following three proposed heritage overlays within the Commercial 1 and Commercial 2 Zones along (the south side of) Heidelberg Road between the Merri and Darebin creeks.

- No. 358 – House *(Valeema)* & Service Centre
- No. 730-734 – Group of 3 shops
- No. 760-764 – A. Cooper Knitting Factory (Former)

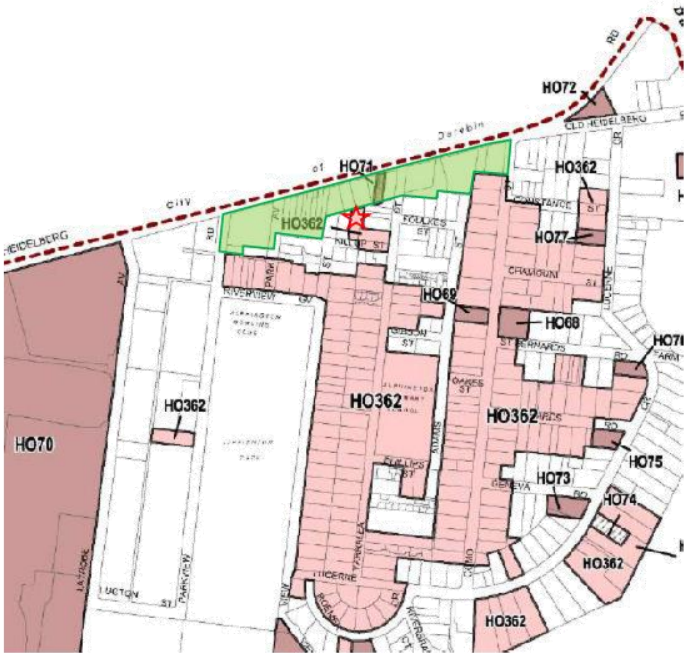
In addition, an overview of the development along Heidelberg Road has been prepared to assist with the preparation of the citations and the attribution of significance.

1.2 Location

The study area primarily relates to the commercial zones along the south side of Heidelberg Road and extends across parts of the suburbs of Fairfield (western part) and Alphington (eastern part).



Map No. 3HO
Existing HO421 (Porta)
Western part of study area (Commercial 1 and 2 Zones) shown in green



Map No. 4HO showing existing HO71 and 2 Killop Street, Alphington (identified with a star, part of HO362)
Eastern part of study area (Commercial 1 and 2 Zones) is shown in green

1.3 Background

Previous Heritage Studies

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8, prepared by Graeme Butler and Associated, revised May 2017
- City of Yarra Heritage Review, Thematic History Volume 1, prepared by Allom Lovell & Associates, July 1998
- City of Northcote Urban Conservation Study prepared by Graeme Butler, revised February 1983

Existing Listings

There are three sites in the study area listed in the Schedule to the Heritage Overlay:

- HO421 – Porta factory, Heidelberg Road, 224 Heidelberg Road.
- HO70 – Australian Paper Mills Boiler House, 626 Heidelberg Road.
- HO71 – Shops, 756-758 Heidelberg Road – basalt building constructed circa 1860. Existing citation was reviewed in Stage 1.

1.4 Acknowledgements

The authors are grateful for the assistance provided by the City of Yarra officers.

2 METHODOLOGY

2.1 Introduction

The methodology adopted in undertaking this phase of Heidelberg Road Heritage Review (stage 2) was in accordance with the processes and criteria outlined in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance*, known as the *Burra Charter* (Australia ICOMOS, 2013). The key tasks included:

- Site inspections - largely limited to a visual assessment of each property from the perimeter.
- Historical research and analysis of the extant fabric in relation to documentary evidence.
- Preparation of a physical description.
- Assessment of the significance of each site based on the research and the extant fabric.
- Preparation of citations (statement of significance, history and description) for those places warranting heritage protection, with reference to the relevant HERCON criteria.

2.2 Research

A combination of primary and secondary sources were consulted as follows.

Primary sources were mainly employed and have included:

- Photographs, including aerial photographs, held by:
    - Landata (aerial),
    - Darebin Archives,
    - National Archives of Australia (NAA),
    - State Library of Victoria (SLV),
    - University of Melbourne (aerial).
- Drainage plans (Yarra Valley Water),
- Melbourne Metropolitan Board of Works (MMBW) Plans, held by the State Library Victoria,
- Sands & McDougall's street directories,
- Plans (SLV, etc),
- Various newspapers (*Age*, *Argus*, *Herald*, etc.).

2.3 Citations

A citation was prepared for 3 individual buildings, or groups of buildings, of potential significance within the study area.

Within the citations the following are provided:

- Name (usually relating to the original owners or purpose),
- Address,
- History – including date of construction and period (Federation, Interwar, Post WWII),
- Description – including assessment of condition and intactness (poor, fair, good),
- Comparative – examples of similar places,
- Relevant HERCON Criteria,
- Recommendation.

2.4 Assessment of Significance

Each statement of significance is provided in the recognised, three part format of:

- What is significant?
- How is it significant?
- Why is it significant?

Burra Charter

For heritage professionals generally in Australia dealing with post-contact cultural heritage, the process outlined in the *Burra Charter* underpins the approach to heritage assessment and conservation adopted by the authors of this report.

The methodology adopted in the assessment of the significance (or heritage values) has been in accordance with the process outlined in the *Burra Charter* (or The Australia ICOMOS Charter for Places of Cultural Significance). As outlined in the *Burra Charter*, the criteria considered include aesthetic (including architectural), historical, scientific (or technical), social and spiritual values. These values have been translated into the HERCON Criteria, discussed below.

2.5 Applying the Heritage Overlay

'Applying the Heritage Overlay' August 2018 (Planning Practice Note 1) provides guidance about the use of the Heritage Overlay, including the following:

- What places should be included in the Heritage Overlay?
- What are recognised heritage criteria?
- Writing statements of significance.

The practice note indicates that the HERCON criteria are to be employed when assessing heritage significance.

HERCON Criteria

These widely used criteria were adopted at the 1998 Conference on Heritage (HERCON) and are based on the earlier, and much used, Australian Heritage Commission (now Australian Heritage Council, AHC) criteria for the Register of the National Estate (RNE).

The HERCON criteria are essentially a rationalised (more user-friendly) version of the AHC Criteria (which included different sub-criteria for cultural or natural heritage). It is also noted in the aforementioned practice note that 'The adoption of the above criteria does not diminish heritage assessment work undertaken before 2012 using older versions of criteria.' Reference to the relevant HERCON criteria is outlined at the end of the data sheets. The definition of these criteria are outlined in the following table.

Criterion	Definition
A	Importance to the course, or pattern, of our cultural or natural history (historical significance).
B	Possession of uncommon, rare or endangered aspects of our cultural or natural history (rarity).
C	Potential to yield information that will contribute to an understanding of our cultural or natural history (research potential)
D	Importance in demonstrating the principal characteristics of a class of cultural or natural places or environments (representativeness)
E	Importance in exhibiting particular aesthetic characteristics (aesthetic significance).
F	Importance in demonstrating a high degree of creative or technical achievement at a particular period (technical significance).
G	Strong or special association with a particular community or cultural group for social, cultural or

Criterion	Definition
	spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions (social significance)
H	Special association with the life or works of a person, or group of persons, of importance in our history (associative significance).

3 STUDY AREA – Overview of Development

3.1 Introduction

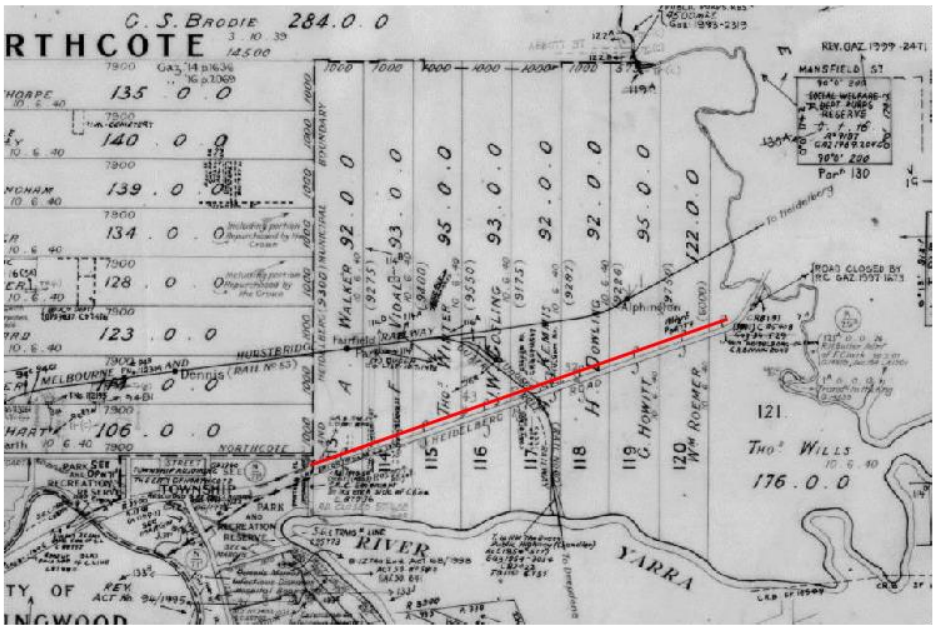
Heidelberg Road has a distinct history as it was established as a major thoroughfare early in Melbourne's history and has accommodated some industrial activity in an otherwise largely residential/suburban part of Melbourne.

This preliminary overview of development of the relevant part of Heidelberg Road has been prepared given the lack of specific detail regarding it in the Thematic History (Allom Lovell & Associates, *City of Yarra Heritage Review*, vol. 1, 1998). This is partly due to the study area being located on the periphery of the municipality, and over the last 150 years of European development, Heidelberg Road has typically formed the barrier between municipalities, such that its history has been traditionally fragmented by this artificial division.

3.2 Historical Overview

The study area along Heidelberg Road is located in what was the Parish of Jika Jika. During the 1840s the land was initially divided into a series of large but generally narrow (about 90-100 acres) Crown allotments with frontages to the Yarra River or Darebin Creek. The rich soil, topography of the land, and close proximity to the Yarra River was considered desirable.[1] The area includes sections of what is now Fairfield, Alphington and Northcote.

Heidelberg Road was developed along the line of an earlier track leading to Heidelberg via a crossing point on the Darebin Creek (now Alphington). The Heidelberg area attracted wealthy settlers from the late 1830s. Despite the road being well used by those travelling to and from Heidelberg, development along the road (in today's Alphington and Fairfield region) was initially slow.[2]



Part of Parish of Jika Jika J16(5)
Section of Heidelberg Road within study area (red line) (Source: Landata)

1 City of Darebin
2 Andrew Lemon, *The Northcote Side of the River*, 1983, p35-36

Alphington Village was established by William Montagu Manning (Solicitor General of Sydney) who acquired Charles William Roemer's original Crown Allotment 120 in 1852 and, seeing potential for a resting place on the way to Heidelberg, subdivided the land into 130 lots of varying sizes, including provision for shops on both sides of Heidelberg Road.[3] The allotments were distributed around a north-south access road called Yarra Street (now Yarralea Street) which extended towards the Darebin Creek.[4]

From 1853, lots from the 'Alphington Estate' were offered for sale.[5] The land was slow to sell however, with only 16 sales by the end of 1856.[6] Amongst the earliest buildings in Alphington were a general store with post office, a bakery, and at least two hotels.[7] The former butcher shop at 756-8 Heidelberg Road was built circa 1860 and is the oldest surviving commercial building of the original Alphington Village. The Wesleyan Chapel constructed circa 1859 on the north side of Heidelberg Road also remains. (City of Darebin)



'Melbourne and its suburbs' (compiled by James Kearney, 1855).
Map dated 1855 showing a section of Heidelberg Road in Fairfield and Alphington with only a few buildings recorded (indicated).
(Source: State Library of Victoria)

While the Fairfield-Alphington area remained sparsely settled it was not unproductive and local farms were able to provide local produce to travellers passing through the area.[8] 'Fulham Grange' was an early farm and nursery located halfway between Fairfield and Alphington and along the Yarra River. Established in 1849 by Richard Perry, the portion of land consisted of 75 acres on the north side of Heidelberg Road and 25 acres of land on the south side of the Heidelberg Road, which was bound by the Yarra River.[9] Fulham Grange was captured by painter Eugene von Guerard in 1855 and depicted the untamed bush and 'real Australian trees… with a degree of care and accuracy of scientific value.'[10] A farmhouse, vegetable garden, vineyard, carriage and birdhouse are evident in von Guerard's painting '…a pocket of cultivation nestled cosily in the bush.'[11]

3 A Lemon, *The Northcote Side of the River*, p48
4 Graeme Butler, *City of Northcote Urban Conservation Study,* revised February 1983, p5
5 The Alphington Estate was named after Alphington (near Exeter) in Devonshire, England, the birthplace of William Montagu Manning. *The Argus*, 5 April 1854, p9.
6 A Lemon, *The Northcote Side of the River*, p48
7 A Lemon, *The Northcote Side of the River*, p48
8 A Lemon, *The Northcote Side of the River*, p48
9 *Leader,* 24 December 1875, p9
10 A Lemon, *The Northcote Side of the River*, p48
11 A Lemon, *The Northcote Side of the River*, p48

The nursery expanded in 1869 to include a jam factory with fruit cultivated in the extensive gardens, supplying various fruit preserves, bottled fruits and the like.[12]



1855 The farm of Mr Perry on the Yarra. Painted by Eugene von Guerard
(Source: www.bonhams.com/auctions/21362/lot/17/)

The land boom of the 1880s saw prominent land speculators Charles Henry James and Percy Dobson acquire large sections of land along Heidelberg Road, and large housing estates were established in the Fairfield-Alphington area. Many of the estates were created from early farms lining the Yarra River such as Fulham Grange.

James and Dobson were responsible for housing estates such as Fulham Grange Estate, Fairfield Park and St James Park. 95 allotments in the Fulham Grange Estate were auctioned as early as March 1883 at a 'most successful sale' held by Gemmell, Tuckett and Co.[13]

In April of that year, further allotments in the Fulham Grange Estate with frontages to the Yarra River were advertised and catered to affluent buyers.

> 'To Gentlemen Seeking Suitable Land for the Erection of Villa Residences, Speculators, Builders, and Others.
> Fulham Grange Estate. Heidelberg Road. Perry's Nurseries.
> ... All that valuable block of land, situated on the Heidelberg-road, and known as the
> Fulham Grange Estate,
> being that portion of the estate having frontages to the
> River Yarra'
>
> 'Subdivided into 75 full sized building allotments... being only about four miles from the City of Melbourne, commanding most charming and lovely views as far as the eye can reach.'
> 'The whole of this land had been in a high state of cultivation for a great many years. Sections of land sold at £100 per acre were planted with ornamental trees and shrubs as well as fruit trees of every description... within a very short distance of the Clifton-hill omni-buses and equal distance from the Alphington and Fairfield park railway stations.'

A further 47 allotments in the Fulham Grange Estate Extension No. 3 were auctioned in September 1884.[14] 30 of those allotments were located along the newly named Grange Road and Fulham Road. In September 1885 'valuable village sites' fronting Heidelberg Road were advertised.[15]

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12 www.bonhams.com/auctions/21362/lot/17/ accessed 5 September 2019; 'Messrs. Perry Brothers' Jam Factory,' *Cornwall Chronicle,* 15 May 1869, p2

13 Real Estate, *Herald,* 5 March 1883, p3. It is likely the 1883 auction included allotments with Heidelberg frontages, however due to poor image quality this could not be verified.

14 Land Sale at Fulham Grange, *Age,* 1 September 1884, p6

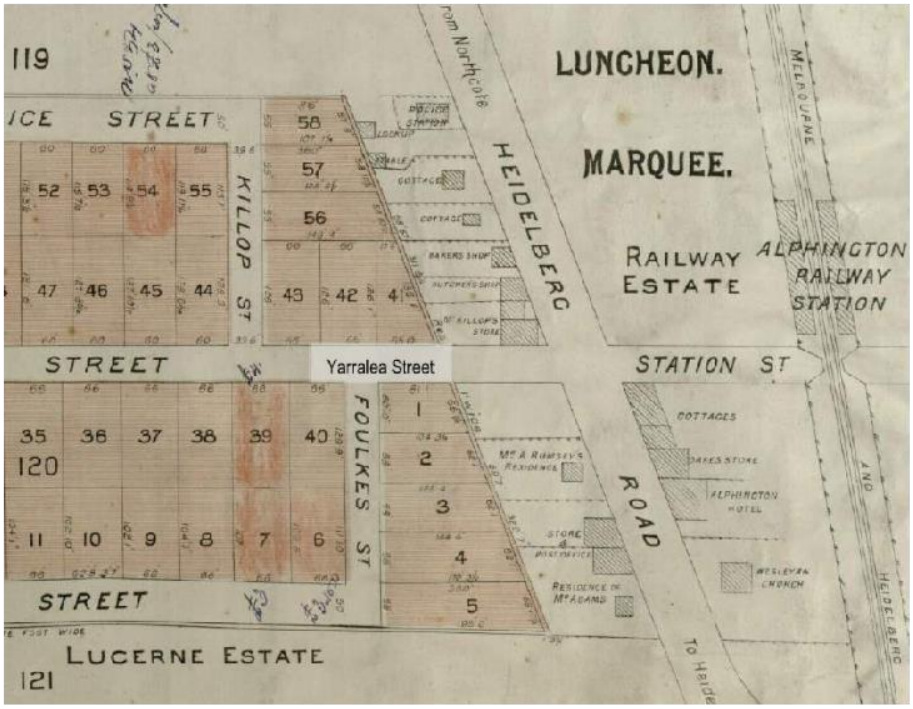
15 Sales by Auction, *Argus,* 2 May 1883, p6

> 'Valuable villa sites' situate in Fulham Grange Estate on the south side of the Heidelberg Road, Alphington and being the pick of the land in Perry's Nursery.
> Having frontages to the Heidelberg Road, Fulham Road, Grange Road.
> Each allotment having good frontages and noble depths.'

Many of the housing estates in the Fairfield-Alphington area were viewed as being largely remote. Despite auction notices advertising the convenience of the nearby Alphington and Fairfield park railway stations along Heidelberg Road, the stations were not officially opened until 1888.[16] The opening of the Fulham Grange Railway Station in March 1891, near the intersection of Grange Road and Heidelberg Road, was a failed attempt to improve public transport in the area as the route was closed two years later.[17] Despite the establishment of street facing allotments along Heidelberg Road, many of those allotments about Grange Road, remained undeveloped and vacant.[18]

In 1885 a large section of the Lucerne Estate, east of Alphington Village, was sold at auction. The estate formed part of Crown portion 121 purchased by Thomas Wills in 1840 who had erected a bluestone mansion called *'Lucerne'* (demolished in 1962).[19]

In 1887 '58 splendid villa sites' were advertised in the auction notice for Knockando Estate, south of the Alphington Village. At that stage the village was well established, catering to travellers as well as local residents. The village consisted of several small shops including a baker, butcher, Mr. Killop's store, Oakes store, small cottages and residences. There was also a police station, post office, Alphington Hotel and the Wesleyan Church.



Extract from an auction notice for Knockando Estate in Alphington dated 1887, showing the development existing along Heidelberg Rd at that time. Yarra Street is to the centre of the image and Lucerne Estate is to the bottom of the image.
(Source: State Library of Victoria)

16 Yarra City Council
17 Yarra City Council
18 1910 MMBW Detail Plan 1315
19 Darebin City Council

The *Alphington East Residential Precinct* (HO362) captures this early phase of residential development and is described as 'a residential enclave physically contained by the early transport route of Heidelberg Road and the natural barrier of the Yarra River that includes Victorian, Federation and Interwar houses, with garden allotments.'[20] A number of notable artists resided in the area during the early 20th century, such as William Frater (56 Lucerne Crescent - now demolished) and William McInnes (54 Lucerne Crescent).

Several institutional buildings were constructed at the west end of Heidelberg Road (Fairfield) during the late 19th century such as the Yarra Bend Asylum Lodge and the Infectious Diseases Hospital. The Grand View Hotel (HO36) at 429 Heidelberg Road was constructed in 1888 and by the turn of the century a modest strip of shops had been erected along Heidelberg Road, between the Merri Creek and Austin Street.[21] This included several grocers, a laundry, dairy, news agent, bootmaker, fruiterer and wood merchants and saw mills.

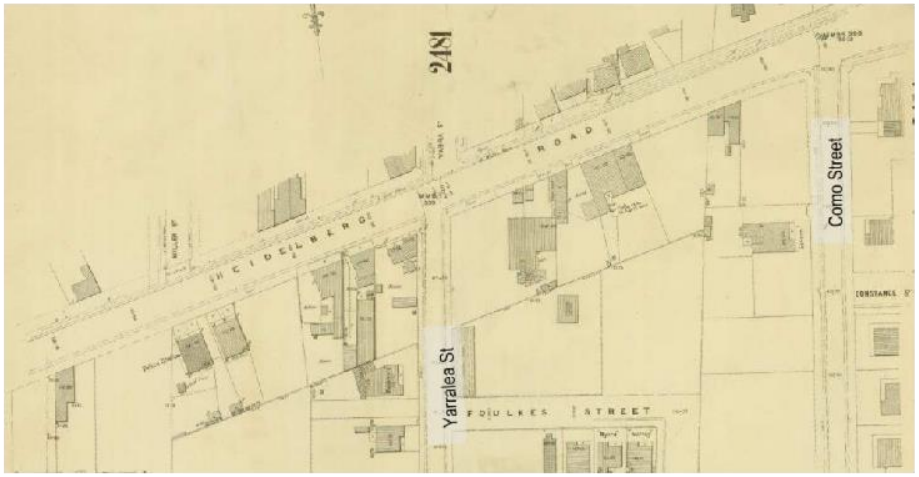
In 1910 '19 splendid business and villa allotments' in the Alphington Park Estate on the south side of Heidelberg Road were advertised.[22] The subdivision centred around Park Avenue and was bound by Riverview Grove to the south. The subdivision consisted of eight business allotments, each with an approximately 50-foot frontage to Heidelberg Road.



Auction notice for Alphington Park Estate in Alphington dated 1910, showing eight rectangular allotments with frontage to Heidelberg Road.
(Source: State Library of Victoria)

By 1914 several buildings in the original Alphington Village had been demolished and new buildings erected.[23] Some buildings such as the former butcher shop remained although additional structures had been constructed to the rear. Small groups of timber houses had been constructed south of the street facing allotments while some lots remained vacant.

20 Statement of Significance, Alphington East Precinct, VHD.
21 Sands & McDougall directory, 1900, p286
22 Auction Notice dated 1910, State Library of Victoria
23 1914 MMBW Detail Plan 1318, SLV



1914 MMBW Detail Plan 1318
Showing Alphington Village at the east end of Heidelberg Road - about Yarralea Street, Alphington
(Source: SLV)

Some sections along Heidelberg Road remained largely undeveloped as evident in the following MMBW dated 1914. Allotments directly to the west of the Alphington Village between St Elmo Road (now Latrobe Avenue) and Park Avenue were vacant while some development (four masonry public buildings) had occurred on the north side of Heidelberg Road.[24]



1914 MMBW Detail Plan 1317
Showing the east end of Heidelberg Road - about Parkview Road, Alphington
(Source: SLV)

24 Trevor Westmore, MMBW Plans – Terms and abbreviations, September 2018

By 1919 the Fairfield-Alphington region had experienced a steady increase in the number of commercial and residential buildings. The north side of Heidelberg Road consisted of primarily residential buildings while the south side consisted of a combination of primarily small commercial premises, including grocers, cycle builders, a confectioner, and a bootmaker, with some residential buildings.[25]

During the 1920s a number of businesses related to the motor vehicle industry were being established along Heidelberg Road, e.g. garages, engineers, motor body parts were being built.[26] In 1921, there was one motor garage, along Heidelberg Road, located between Parkview Road and Park Avenue.[27] By 1923 this had been renamed the G H Underwood Alphington Central Motor Garage.[28] By 1926 three motor garages were listed on the north side of Heidelberg Road and two were listed on the south side.[29]

The following MMBW dated 1931, shows the development along the west end of Heidelberg Road, Fairfield between Panther Place and Grange Road. The south side of the road consisted of typically narrow, rectangular allotments with some larger, vacant lots. The west end by Panther Place was considerably developed and consisted of narrow commercial buildings while the east end by Grange Road was sparsely developed and consisted of residential buildings.



1931 Aerial, Heidelberg Road - west end of study area (between Panther Place and Grange Road)
(Source: Landata, 1931 Nov - Maldon Prison, Proj. No. 1931, Run 15, Frame 2741)

During the mid-1920s/early 1930s a small number of light commercial/manufacturing businesses were constructed along Heidelberg Road. In 1924 knitting manufacturer, F G Stirling was first listed on the south side of Heidelberg Road, close to Bond Street and in 1933 the Elite Knitting Co Pty Ltd was listed in a similar location.[30] During the late 1930s there was an increased demand for wool textile manufacturing in a bid to aid in Australia's war effort. In 1935 the Alpha Spinning Mills are listed at 714-716 Heidelberg Road and in 1938 A Cooper, knitting manufacturer is listed at no. 760.

The following aerials dated 1945, show a number of light commercial buildings (a combination of shops and warehouses) had been constructed along parts of Heidelberg Road. Some smaller parcels had been consolidated into larger sites and warehouse buildings constructed.

25 Sands & McDougall directory, 1919, p104
26 Sands & McDougall directory, 1930, p312
27 Sands & McDougall directory, 1921, p92
28 Sands & McDougall directory, 1923, p97
29 Sands & McDougall directory, 1926, various
30 Sands & McDougall directory, 1924, p375, 1933, p313



1945 Aerial, Heidelberg Road, Fairfield - west end of study area (between Panther Place and Austin Street)
(Source: Landata, Melbourne and Metropolitan Area Project, No. 5, Run 27, Frame 59,529)



1945 Aerial, Heidelberg Road, Alphington – east end of study area (between Parkview Road and Lucerne Crescent)
The northern half of Alphington East Precinct (HO362) is evident
(Source: Landata, Melbourne and Metropolitan Area Project, No. 5, Run 27, Frame 59,523)

Some allotments in the former Alphington Village had also been subdivided and narrow buildings constructed while some adjacent sites remained vacant.

By 1956, the concentration of commercial/light industrial sites to the far east and west ends of Heidelberg Road, similar to the current circumstance, had been established. A number of previously vacant sites had been developed with small warehouses, etc.



1956 Aerial, Heidelberg Road – study area
(Source: Landata, Melbourne Outer Suburbs Project, No. 250, Run 13, Frame 146)

A 1978 aerial highlights the large number of light commercial buildings that had been constructed along the south side of Heidelberg Road by that time, including at the Paper Mills site.



1978 Aerial, Heidelberg Road – study area
(Source: Landata, Western Port Foreshores, Project No. 1716, Run 3, Frame 105)

4 STAGE ONE – PRELIMINARY REVIEW AND BUILT FORM GUIDELINES

4.1 Components

The stage one report related to the following:

- HO71 – review of heritage value and citation,
- Preliminary assessment of places of potential heritage value,
- 2 Killop Street, Alphington.
- Built form review

4.2 HO71

It was confirmed that the basalt building at 756-758 Heidelberg Road (HO71) more than adequately meets threshold for local significance. An updated citation was prepared for HO71 that meets the contemporary standard.

4.3 Places of Potential Heritage Value

Datasheets were prepared for five individual places which were considered to be of potential heritage significance. Details of these five sites are outlined in the following table. Of these, three were considered to have strong potential to meet the threshold for local heritage significance (those at nos 358, 730-734, and 760-764), with the other two (nos 460, 774) less so.

On further discussion with Council, only three have been recommended for further work in Stage 2 and were reviewed in regards to built form analysis and recommended controls.

Address – No. (Heidelberg Rd)	Name	Date/Period	Details
358	House *(Valeema)* & Tyre Outlet	Late 1950s/Postwar	House – Modernist influence Unusual combination of house and adjoining service centre
460	Duncan Rubber Co. Showroom & Warehouse	1956/Postwar	Sawtooth roof forms Intact facades
730-734	Group of 3 shops	1933/Interwar	Single storey builldings with intact shopfronts
760-764	A. Cooper Knitting Manufacturer	Mid-1930s/Interwar	Single storey buiding with intact parapet and most original openings
774	Former Ampol Service station	By 1965/Late 20th century	Stages of construction not certain Original frame (sign) survives

Other Sites Considered

Seven other buildings in the study area which were noted for their potential heritage value and were assessed as not having sufficient potential to reach the threshold for local heritage significance at this time: nos 276, 388, 402, 728, 750-754, and 782 Heidelberg Road.

Of this group, the earlier buildings had been altered to varying degrees, whereas the two late 20th century buildings were largely intact but difficult to assess in regards to other similar building stock in the municipality as there are few, if any, from this time that have been assessed as having heritage value.

4.4 2 Killop Street, Alphington

A review of 2 Killop Street, located in the north end of the Alphington East Precinct Heritage Overlay (HO362), was undertaken.

2 Killop Street is located in one of the small peripheral sections of HO362 that also includes 59 Yarralea Street. The latter is a weatherboard-clad bungalow with a distinctive oblong opening to the porch. The late 20th century house at 2 Killop Street was determined to be an anomaly at the edge of the Alphington East Precinct largely characterised by Victorian, Edwardian and Interwar houses with pitched, gabled or hipped roofs. It varies greatly to the graded building stock in the precinct and it was recommended to be removed from the precinct on this basis.

4.5 Built Form Review

Built form guidelines have been developed for the following five sites, two of which are existing heritage overlays (HO71 + HO421) and three proposed heritage places.

- Porta Factory, 224 Heidelberg Road, Fairfield (HO421).
- House *(Valeema)* & Service Centre, 358 Heidelberg Road, Fairfield.
- Group of 3 Shops, 730-734 Heidelberg Road, Alphington.
- Former Butcher Shop, 756-758 Heidelberg Road, Alphington (HO71).
- A. Cooper Knitting Factory (Former), 760-764 Heidelberg Road, Alphington.

5 STAGE TWO – CITATIONS FOR PROPOSED HERITAGE OVERLAYS

5.1 Recommendations

Further research and analysis undertaken during 2019 has confirmed that the three proposed heritage overlays warranted recommendation for inclusion in the Schedule to the Heritage Overlay in the Yarra Planning Scheme. The proposed citations for these places are included in the Appendix A.

Address – No. (Heidelberg Rd)	Name	Date/Period	Details
358	House *(Valeema)* & Service Centre	House – 1955 (east wing), c.1980 (west wing) Service centre – 1955 Postwar	House – Modernist influence Unusual combination of house and adjoining service centre
730-734	Group of 3 shops	c.1922 Interwar	Single storey builldings with intact shopfronts
760-764	A. Cooper Knitting Factory (Former)	1922 Interwar	Single storey buiding with intact parapet and mostly original openings

5.2 Locations

The three proposed heritage overlays are indicated in the maps below-

- 358 Heidelberg Road – House *(Valeema)* & Service Centre



358 Heidelberg Road is located to the west end of the subject area at the intersection of Heidelberg Road and Panther Place (Source: Nearmap 2019

- 730-734 Heidelberg Road – Group of 3 shops
- 760 Heidelberg Road – A. Cooper Knitting Factory (Former)



730-734 Heidelberg Road and 760 Heidelberg Road (at the intersection of Yarralea Street) are located to the east end of the subject area.
(Source: Nearmap 2019)

APPENDIX – Citations

	Address – No. (Heidelberg Rd)	Name
1	358	House *(Valeema)* & Service Centre
2	730-734	Group of 3 shops
3	760-764	A. Cooper Knitting Factory (Former)

HOUSE *(VALEEMA)* & SERVICE CENTRE

Address	358 Heidelberg Road, Fairfield
Significance	Local
Construction Dates	House *(Valeema)* 1955 (east wing) and c.1980 (west wing); Service centre 1955
Period	Postwar
Date Inspected	Early 2019



Statement of Significance

What is Significant?
The two storey house *(Valeema)* constructed in 1955 (main part/east wing) and circa 1980 (addition/west wing), and the single storey service centre constructed also in 1955, at 358 Heidelberg Road, Fairfield.

Significant aspects of the two storey house include the form of the building, gable roofs (including original glazed tiles), brick walls, steel-framed windows and minimal window to wall ratio. The 'Valeema' name plate and light fittings on the entry porch are contributory elements.

As the brick walls of the building have a bagged/painted finish, it is appropriate to have paint controls so that future colour schemes and finishes are complementary.

Significant aspects of the single storey service centre building include the original parapet, brick walls including the small projection at the north-east corner (with the original street number '358'), original openings, including concrete lintel to the north

elevation, glazed timber door and steel-framed windows on the west elevation, and roof-mounted 'Bridgestone' and 'tires' signage. The bowser platforms to the front of the site are contributory elements. The lightweight canopy to the west side is not significant.

How is it Significant?
The House *(Valeema)* and Service Centre at 358 Heidelberg Road, Fairfield are of local historical and aesthetic significance to the City of Yarra.

Why is it Significant?
The House *(Valeema)* and Service Centre at 358 Heidelberg Road, Fairfield are of historical significance to the City of Yarra as a long-standing combined commercial and residential site from the late 19th century onwards, that represents a key phase of development during the Post-WWII period. The combined function of house and tyre service centre was established on the site in 1953, operating from two Victorian period buildings on the northern part of the site. During 1955, the whole site was extensively redeveloped whilst retaining the dual function of house and service centre though in two distinct buildings. (Criterion A)

The House *(Valeema)* and Service Centre are aesthetically significant as an unusual and intact combination of house and service centre that are expressed as two distinct entities and designed in the Postwar period. The design of the house and service centre reflect the Modernist aesthetic and consist of bold yet restrained forms that are enhanced by the prominent corner site. The low-pitched gable roof of the house is indicative of the Melbourne Regional Modernist style, which is uncommon in the municipality. (Criterion E)

Description

The site at 358 Heidelberg Road has three street frontages – Heidelberg Road (north), Panther Place (west) and Park Crescent (south). The house is located at the southern end of the site and the service centre at the north. A high brick fence, painted and with a timber gate, separates the two parts of the site. The prominent corner site overlooks Yarra Bend Park.

The two storey L-shaped house was designed in the Postwar period. It is a substantial house that was built in two stages and consists of the likely architect designed main rectangular, eastern section constructed in 1955, and the subsequent west wing and entry porch constructed circa 1980. The two parts are intact and well integrated as they have been designed in a similar mode but the junction between the two parts is evident to the south elevation.

The entrance to the house fronts Park Crescent, though the building is most visible from Panther Place to the west. A high timber fence has been erected along the south boundary and part way along the west boundary of the site. The south (front) yard and west (side) yard are grassed.

The main part of the house has a bold rectangular form and the west wing is a smaller version of it, both with prominent gabled ends that address the street. The low-pitched gable roofs of the extant house are clad in glazed tiles with minimal eaves overhang. The brick walls have been painted a neutral white colour with a bagged finish, enhancing the bold yet restrained aesthetic of the building.


House - façade, south elevation


House – south elevation, window openings and portico. The junction between the original eastern section and later west wing is evident.

The strong volumetric expression of the building is evident from Park Crescent and Panther Place. The south facing elevation is articulated by a series of rectangular openings (original as well as later additions) that maintain a minimal window to wall ratio pattern across the facades. The windows are typically steel-framed casement windows with a horizontal mullion to the upper section and brick sills. At ground floor is a brick entry porch addition constructed circa 1980 that mirrors the low-pitched slope of the main gable and the bagged finish of the brick walls. The porch features a steel entry grille and light fittings to either side. Above the door is a name plate that reads 'Valeema.'

The west wing presents a blank wall to the street boundary, which heightens the bold form of the building. The addition has been sympathetically designed and maintains the aesthetic evident in the original part of the house.

The upper section of the north facing gable end is visible above the garage from Heidelberg Road and Panther Place. There are vents to the roof space, visible in the upper part of the wall. At each end of the original wing is a narrow slit with a wider vent to the west wing.

Awning blinds have been added to various windows at the north-west corner of the wings.



House – west elevation



Service centre and house beyond – north-west corner from Heidelberg Road. Note 'Bridgestone' signage mounted to parapet.

The single storey service centre building at the front of the site at the intersection of Heidelberg Road and Panther Place was constructed at the end of the Postwar period and its cuboid form also reflects the Modernist aesthetic.

The building has an elongated footprint that is angled to Heidelberg Road but more so than that of the street itself. The front part of the site is paved and there is vehicular access from both roads. There are two concrete platforms, indicating the location of former petrol bowsers, to the front of the site. A brick wall defines the east boundary in front of the garage.

The brick building and parapet have been painted however the original openings and brick detailing is evident beneath. The north elevation has a large garage opening with (rendered) concrete lintel. The upper section of the brick façade features brick courses in a header configuration and a horizontal, shallow recessed panel on the north façade. There are original raised street numbers to the pier at the north-west corner and the small projection at the upper end of the of the service centre building in the north-east corner.

On the west façade of the service centre is an original glazed, timber-framed door and two large multi-paned steel windows. Awning blinds have been added above the openings and a lightweight canopy has been added to the garage opening at the south end.

A large 'Bridgestone' tyres sign has been mounted on the roof of the west side of the building and 'tires' to the east side, the latter being the preferred spelling in the North America. Their date has not been confirmed but the signage may date to the early 1960s as imported Bridgestone tyres were available in Australia from 1961.[1]

[1] *Age*, 20 December 1961, p26. Bridgestone is a leading Japanese tyre manufacturer but an Australian division existed from 1980 to 2007 (https://en.wikipedia.org/wiki/Bridgestone, accessed 04.09.19)

Three flagpoles have been mounted on the building and are located on the front section of the roof, the north elevation and west elevation.



Service centre – north-east corner elevation
Note 'tires' signage mounted to parapet and small projection with street number (highlighted)



Service centre – west elevation

The house and service centre are indicative of the Modernist aesthetic which evolved from the late-1920s in Europe. The style was adopted internationally, in Australia primarily after WWII with several regional versions of Modernism evolving in various parts of the country.[2] Elements of the Modernist style include the use of geometric and bold forms and restrained facades with minimal, if any, ornamentation. Roofs concealed by parapets, contrasting angular forms, an emphasis on the horizontal, and the use of large steel-framed windows are typical of the Modernist style.

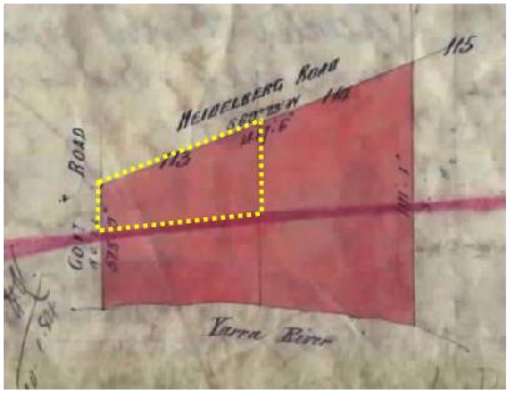
The design of the house is indicative of what has been identified as the Melbourne Regional version of Modernism which characteristically integrated a low-pitched roof – a broad gable or skillion - a familiar traditional roof form rather than the flat roofs of the International Modernist style.

History

The subject site formed part of Crown portion 113, Parish of Jika Jika, which was comprised of 92 acres purchased by A Walker in 1840.[3] It was one of several similarly narrow allotments with frontages to the nearby creeks and the Yarra River.[4] The rich soil, topography of the land, and close proximity to the Yarra River was considered desirable.[5] Heidelberg Road was located to the south of the allotments and was developed along the line of an earlier track leading to Heidelberg. The road served as an early transport route for those travelling to and from Heidelberg and includes sections of what is now Fairfield and Alphington.

The land boom of the 1880s saw prominent land speculators Charles Henry James and Percy Dobson acquire large sections of land along Heidelberg Road. In 1883 a large section of Crown portion 113 that included the subject site, was transferred to James and Dobson and the land to the north of Park Crescent was subdivided.[6] The allotments facing Heidelberg Road were of varying widths and depths. The subject site was located in the north-west corner of the subdivision.

2 Apperly, Richard & Reynolds, Peter L & Irving, Robert, 1926- & Mitchell, Solomon (1989). A pictorial guide to identifying Australian architecture : styles and terms from 1788 to the present (3rd ed). Angus & Robertson, Sydney p218
3 Landata, Parish of Jika Jika J16(5)
4 A Lemon, *The Northcote Side of the River*, p7
5 City of Darebin, www.darebin.vic.au
6 Certificate of Title, vol.1515/folio 977

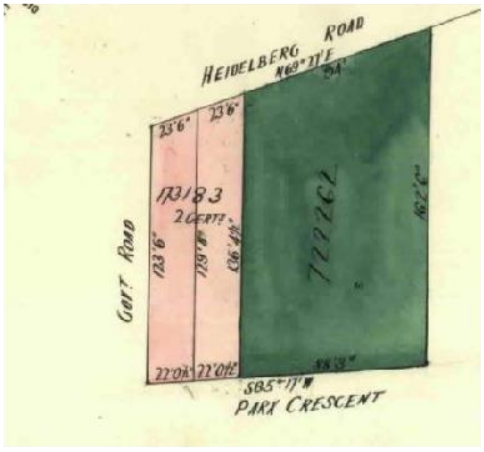


Plan of part of Crown portion 113 and 114, Park Crescent is roughly indicated. The approximate area of the 1883 subdivision is shown dashed.
(Source: Certificate of Title, vol.1515/folio 977)



Plan of subdivision in 1883. The location of the subject site is indicated by the red arrow.
(Source: Certificate of Title, vol.1515/folio 977)

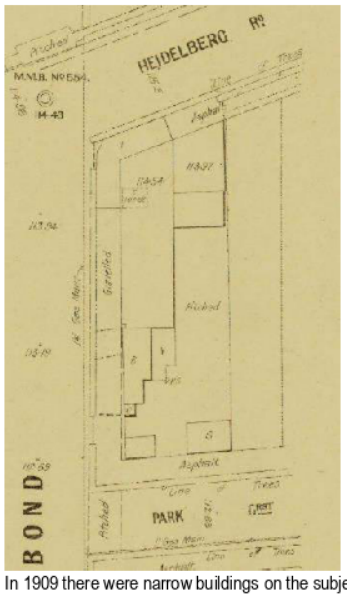
In 1885 land containing the subject site was transferred to salesman, Frederick William Oehr.[7] Oehr further subdivided the land to form two narrow allotments and in 1886 the western allotment was transferred to grocer, John Dickson.[8] At that stage the south side of Heidelberg Road remained sparsely developed with only five commercial premises between Bond Street (what is now Panther Place) and Austin Street.[9] The western allotment was occupied by several grocers during the late 19th and early 20th century including Freeman Bros. (1897-1900), Charles Ponsford (1904 - grocery and hay and corn store), George H Osborne (1912), Edward G Ball (1913) and Walter L Newnham & Co. (1914).



In 1885 two narrow allotments with northern frontage to Heidelberg Road and southern frontage to Park Crescent were formed.
(Certificate of Title, vol.1767/folio 376)

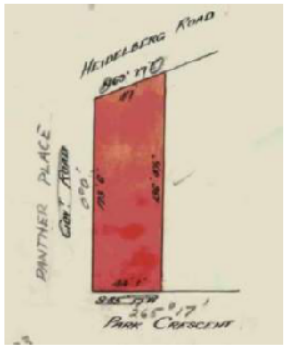
7 Certificate of Title, vol.1767/folio 376
8 Certificate of Title, vol.1840/folio 367801
9 Sands & McDougall directory, 1897, p221

In 1909 buildings with a narrow footprint and a north-west corner verandah are evident on the subject site. [10]



In 1909 there were narrow buildings on the subject site.
(MMBW Detail Plan 1270, SLV)

In 1919 the two narrow allotments were consolidated to form the extant subject site, which had a 47 foot frontage to Heidelberg Road, 123.5 foot frontage to Panther Place and about a 44 foot frontage to Park Crescent. That year the site was transferred to grocers, Walter Lachlan Newnham and Charles Herbert Fullard, who continued to occupy the site until at least 1923.[11] At that stage there were 15 commercial premises on the south side of the road between Panther Place and Arthur Street. This included a blacksmith, saddler, cycle builder and bootshop.[12] During the 1920s the subject site was primarily occupied by grocers and produce dealers.[13]



In 1919 the two narrow allotments were consolidated to form the extant subject site.
(Certificate of Title, vol.4181/folio 836140)

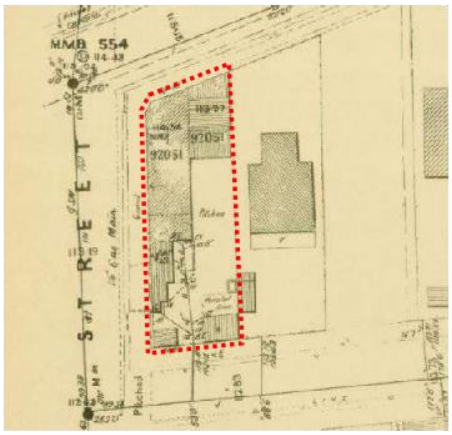
10 MMBW Detail Plan 1270, dated 1909
11 Certificate of Title, vol.4181/folio 836140
12 Sands & McDougall directory, 1919, p104, 326. The subject site is listed as 121-123 Heidelberg Road. Newnham & Son are listed as coachbuilders and occupy 221-223 Heidelberg Road at the intersection of Arthur Street.
13 Sands & McDougall directory, 1925, p390

From the 1920s, several motor vehicle related businesses such as garages, engineers and motor body parts, were being established along Heidelberg Road, being a major thoroughfare.[14] By 1931, the allotments on the south side of Heidelberg Road consisted of light commercial buildings with some vacant lots and Panther Place had been renamed Bond Street. The subject site was occupied by H Stewart, grocer, and thereafter occupied by various produce merchants throughout the 1930s and early 1940s.[15]



Aerial photograph dated 1931, with subject site indicated
(Source: Landata, Maldon Prison Proj. No. 1931, Run 15, Frame 2741)

The MMBW plan dated 1935 shows that the front building was constructed of brick or stone with a hipped roof (and possible chimney) and the structures to the east side and south (rear) were constructed of timber.[16]



MMBW Detail Plan No. 1314, dated 1935
(Source: State Library of Victoria)

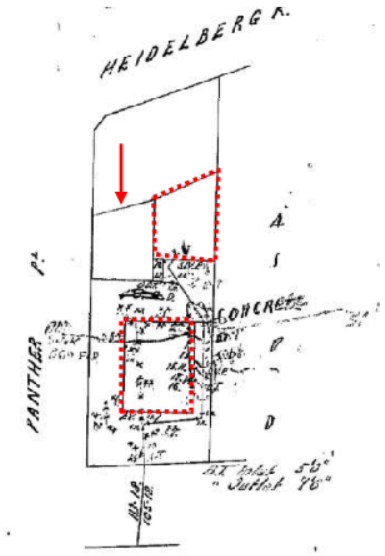
14 Sands & McDougall directory, 1930, p312
15 Sands & McDougall directory, 1931, p313
16 MMBW Detail Plan No. 1314, dated 1935

In 1945 the function of the site shifted from a commercial to residential purpose when it was occupied solely by Mrs E F Chappel, and then Charles H Chappell in 1950.[17]

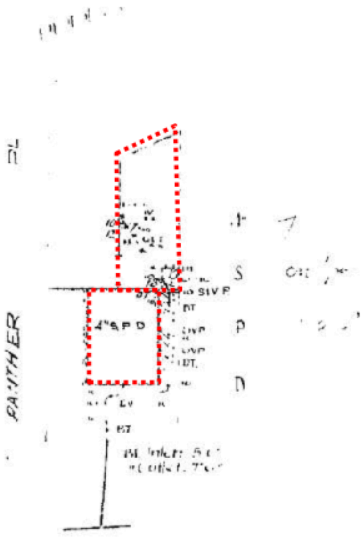
The combination of house and service centre was first established on the site in 1953 when it was purchased by George Bertram Stringer and Harry John King, who had recently become owners of the Lincoln Tyre Service.[18] By 1955 the two independent functions were re-instated at the site when the front part was operating as the Lincoln Tyre Service and the rear house was being occupied by Mrs E Z Chappell.[19]

In 1955 the site was however completely redeveloped though henceforth continued to serve the dual function of a house and service centre. In June and July of that year, the Lincoln Tyre Service advertised for a few staff members.[20] By August 1955 the earlier structures had been demolished and replaced by the main part of the house and the front section of the service centre, as evident in the Property Sewerage Plan.[21] Initially there was probably a canopy to the west side of the service centre building.[22]

In 1959 the subject site was purchased by tyre dealer, Retford Alexander Cutts who occupied the residence and further developed the site.[23] The site operated as the Lincoln Tyre Service until 1960 at which stage it was listed as Fairfield Tyre Service.[24] By 1966 the service centre had been extended south to coincide with the existing footprint.[25] The canopy/structure to the west side had been removed and the extant courtyard wall between the service centre and house had been erected.



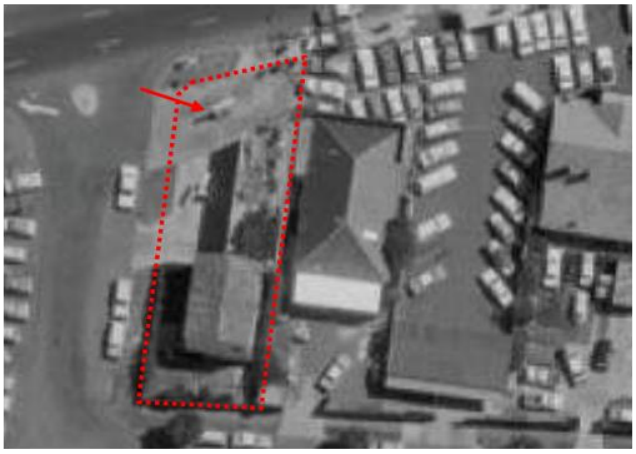
Property Sewerage Plan of subject site dated 1955. The main part of the house and the front section of the extant service centre are indicated and dashed red. To the west side of the service centre was probably a lightweight structure or canopy.
(Source: Yarra Valley Water, Plan No. 92051-1)



Property Sewerage Plan of subject site dated 1966. The main part of the house and the extant service centre are indicated and dashed red.
(Source: Yarra Valley Water, Plan No. 92051-2)

17 Sands & McDougall directories, various
18 Certificate of Title, vol.7842/folio 155
19 Sands & McDougall directory, 1955, p359
20 *Argus*, 1955, various
21 Yarra Valley Water, Property Sewage Plan dated 1955, Plan No. 92051-1
22 The buildings are likely to have been designed by an architect however this has not been confirmed, in part because the building file for the subject site could not be located.
23 Certificate of Title, vol.8218/folio 609
24 Sands & McDougall directory, 1960, p376
25 Yarra Valley Water, Property Sewage Plan dated 1966, Plan No. 92051-2

The main part of the house and service centre (as it stands today) are evident in 1969.[26] The south face of the house is blank with the exception of a single window at first floor level. The building has a light and monochromatic colour palette. The front of the site is paved and includes the extant bowser platforms. Cutts occupied the subject site until at least 1974.[27]



Aerial photograph dated 1969, showing the main rectangular form of the extant house and extant service centre. The extant bowser platforms are evident to the front of the site.
(Source: Landata, 1969 Eastern Freeway Project, Proj. No.754, Run 4, Frame 143)

The existing lightweight canopy on the west side of the service centre had been constructed by 1979 while the extant west wing addition and entry porch of the house were constructed after this period.[28] The western face of the addition was designed in an aesthetic similar to the original house and remained blank to the street. Windows were likely added to the south face of the main part of the house at this stage.

The service centre currently operates as the Fairfield Alignment & Tyre Service.

Lincoln Tyre Service

Lincoln Tyre Service was established as a Lincoln Retreads P/L in 1933 with £5000 capital and £1 shares being offered. The original directors were John Herbert Rudge and Ian Wischer.[29] Their operations relocated over the years, commencing at 430 Riversdale Road Hawthorn, and later moving to 490 Toorak Road, Burwood.[30] By 1952, Stringer and King owned the company and had changed the trading name to Lincoln Tyre Service.[31] The following advertisement, issued soon after the renaming of the company, indicates that they also suppled other garages.

26 1969 - Eastern Freeway Project, Proj. No.754, Run 4, Frame 143
27 Sands & McDougall directory, 1974, p382
28 Aerial photograph dated 1979, Landata, Heytesbury North Project, Proj. No. 793, Run 3, Frame 157 – image not reproduced due to poor quality
29 'New Companies', *Herald*, 20 July 1933, p38
30 Sands & McDougall directory, 1950, p2756
31 *Age*, 31 July 1952, p9



(Source: *Mountain District Free Press*, 26 November 1953, p4)

Thematic Context/Comparative Analysis

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8 (revised May 2017)
- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 7: Individually significant places not from the main development era (revised May 2008)
- City of Yarra Heritage Review (Allom Lovell and Associates, 1998)
- City of Northcote Urban Conservation Study (Graeme Butler, revised February 1983)

Known comparable places in the City of Yarra

There are no ready comparisons for this combination across the municipality. Postwar buildings with individual overlays built after WWII are primarily ecclesiastical buildings and do not make for ready comparison.

There are no examples of Modernist houses or garages with individual overlays built after WWII as many such buildings are located within precincts whose significance primarily relates to the late 19th century (Victorian), and possibly early 20th century (Federation and/or Interwar) phases of development and so have tended to be graded non-contributory.

- 28-30 Johnston Street, Collingwood (part of HO324, Johnston Street Precinct). Not significant. Constructed in the 1960s-70s, the basic single storey brick building has a central, garage opening.
- 2 St Georges Road, Fitzroy North (part of HO327, North Fitzroy Precinct). Not contributory. Constructed between 1950-1965 the single storey brick motor garage has a rectangular form with a chamfered entrance and large garage openings. The garage has a parapet roof and large over painted, multi-paned steel windows.
- 310 St Georges Road, Fitzroy North (part of HO327, North Fitzroy Precinct). Not contributory. Group of four interlocking, two-storeyed brick units. Each unit has a rectangular form and a hip roof and the north and south walls of each unit remain blank. While the function of the building differs from the subject building, a similar Modernist aesthetic is evident.
- 50 Westbank Terrace, Burnley (part of HO331 Racecourse Precinct, Richmond). Not contributory. Constructed between 1950-1960 the single storey 'neighbourhood house' consists of two gable roofed structures with a blank north wall and minimal openings. While the function of the building differs from the subject building, a similar Modernist aesthetic has been utilised.

Condition
Good

Integrity
Mostly intact

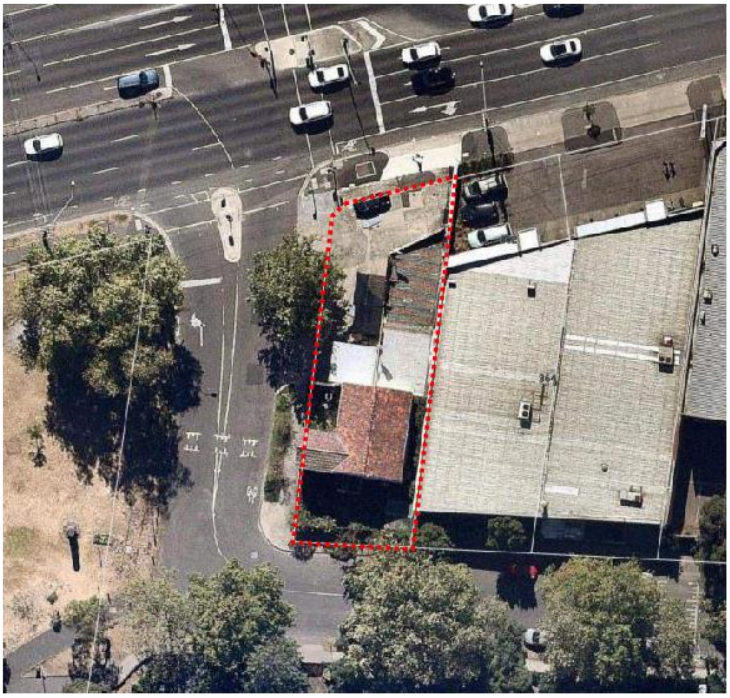
Previous Assessment
N/A

Heritage Overlay Schedule Controls

External Paint Controls	Yes
Internal Alteration Controls	No
Tree Controls	No
Outbuildings and/or Fences	No

Extent of Heritage Overlay

The proposed extent of the heritage overlay would be the parcel of land associated with 358 Heidelberg Road, Fairfield.



Recommended extent of heritage overlay
(Source: Nearmap, August 2019)

GROUP OF 3 SHOPS

Address	730-734 (including 730A) Heidelberg Road, Alphington
Significance	Local
Construction Dates	circa 1922
Period	Interwar
Date Inspected	Early 2019



No. 730



Side access no. 730A (right), no. 732 (centre) and no. 734 (left)

Statement of Significance

What is Significant?
The group of three Interwar period shops at 730-734 Heidelberg Road, Alphington, constructed circa 1922.

Significant aspects of the shops include the brick walls and parapets (now painted), hipped roof forms (largely concealed), street canopies including original soffit linings, the configuration of the shopfronts, shopfront joinery and finishes, tiled mouldings to the west end of no. 732, the recessed entrance of no. 730 including floor tiles, mouldings, pressed metal ceiling and toplights with textured glass. In addition, the original side access to no. 730 (now 730A) as it extends to the depth of the front hipped roof of no. 732, where the intact (unpainted) return walls remain visible.

How is it Significant?
The group of three shops at 730-734 Heidelberg Road, Alphington are of local historical and aesthetic significance to the City of Yarra.

Why is it Significant?
The group of three shops at 730-734 Heidelberg Road, Alphington are of historical significance to the City of Yarra as one of the few remnant intact buildings that denote the Interwar period phase of development in this part of Heidelberg Road area (Alphington Village) during the early 1920s, when building activity increased, including much redevelopment, and the area's commercial function was consolidated. Whilst no. 734 was not purpose built as a post office, it has functioned as such for about half a century. (Criterion A)

The group of three shops are aesthetically significant as an intact group of single-storey, brick Interwar period commercial buildings. Whilst modest in scale, they retain their original parapets and unusually their original shopfronts, two of which were manufactured by Duff (nos 732-734), with the other (no. 730) being notable for intact canopy, the copper finish to its framing and green tiles to the stallboard. (Criterion E)

Description

The group of three shops at nos 730-734 Heidelberg Road were constructed during the Interwar period. The shops are located in a commercial strip on the south side of Heidelberg Road between Park Avenue and Yarralea Street, and are each situated on a narrow allotment. No. 730 is separated from nos 732-734 by a narrow side access (part of no. 730A). The shops are single-storied and feature original parapets and shopfronts.

The subject shops are typical of the Interwar period and feature relatively plain parapets with little ornamentation and street canopies. The brick shop at no. 730 has a symmetrical façade and is the most elaborate of the three shops. The shop has a stepped brick parapet (overpainted) that conceals a metal clad hipped roof and features a square pediment and capped brick piers at either end. The east parapet return has been retained and the original red brick wall is evident. The combination of face brick to the parapet section and render to the lower section was common during the Interwar period.

The shopfront is highly intact and retains the original configuration and finishes which are indicative of the Interwar period. This consists of the recessed entry, floor tiles with pressed metal ceiling above, dark green wall tiles and mouldings to the stallboard, copper-finish shopfronts, and framing with highlights (often overpainted). The toplight windows have textured/patterned glass which is also indicative of the Interwar period. The canopy is clad in corrugated metal sheeting and has a plaster board lined soffit with thin metal battens and a small 'Post Office' sign mounted on the lower edge of the fascia.



Nos 730-734 Heidelberg Road



730 Heidelberg Road – parapet and shopfront



No. 730 Heidelberg Road – typical Interwar shopfront configuration



No. 730 Heidelberg Road – recessed entry including original tiles and pressed metal ceiling

Nos 732-734 are a pair of brick shops with a plain brick parapet (overpainted) that conceals two hipped roofs clad with corrugated sheeting. The west parapet return of no. 732 has been retained and the original red brick wall is evident. The east (side) brick wall of no. 734 has been painted.

The street facades are identical and for the most part retain original shopfronts. The badge of the manufacturer (Duff) survives on each shopfront however the framing has been painted on no. 732. Tiled mouldings to the west end of no. 732 also survive. The configuration of the shopfronts and detailing of the parapet is typical of the Interwar period and despite having been painted, are intact. The canopies have been slightly modified however the original metal corrugated lined soffit no. 732 remains.



Nos 732-734 Heidelberg Road - shopfronts



No. 734 Heidelberg Road – original badge of manufacturer (Duff)

The original side access (no.730A) extends the depth of the hipped roof of no. 732. This separation provides visibility of the intact side parapets of nos. 730 and 732. The front brick wall and door have more recently been added to the laneway and are not significant. To the rear of no.730A is a narrow outbuilding and a small shed (not inspected, evident from aerial). To the rear of no. 732 is a narrow outbuilding which appears in a 1922 sewerage plan of the site and is possibly original. To the rear of this is a detached timber shed which appears in a 1945 aerial.

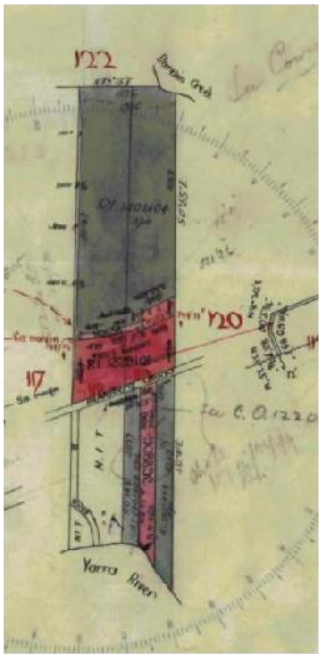
History

The subject site formed part of Crown Portion 119, Parish of Jika Jika, which comprised of 95 acres purchased by G Howitt in 1840.[1] It was one of several similarly narrow allotments with frontages to the nearby creeks and the Yarra River.[2] The rich soil, topography of the land, and close proximity to the Yarra River was considered desirable.[3] Heidelberg Road was located to the south of the allotments and was developed along the line of an earlier track leading to Heidelberg. The road served as an early transport route for those travelling to and from Heidelberg and included sections of what is now Fairfield and Alphington.

In 1852 Alphington Village was established by William Montagu Manning (Solicitor General of Sydney) serving as a resting a place for travellers. The village, located east of the subject site, included the extant former butcher shop at no. 760 constructed circa 1860.

The land boom of the 1880s saw prominent land speculators acquire large sections of land along Heidelberg Road. In 1885 land containing the subject sites was purchased by Albert Miller.[4] Land to the south side of Heidelberg Road was subsequently divided into narrow allotments extending to the Yarra River.[5] In 1896 land containing the subject site was transferred to Edith Maud Bancroft.[6]

1 Landata, Parish of Jika Jika J16(5)
2 A Lemon, *The Northcote Side of the River*, p7
3 City of Darebin, www.darebin.vic.au
4 Certificate of Title, vol.1424/folio 284790
5 Record of Subdivision vol.1424/folio 284790
6 Certificate of Title, vol 2608/folio 521464

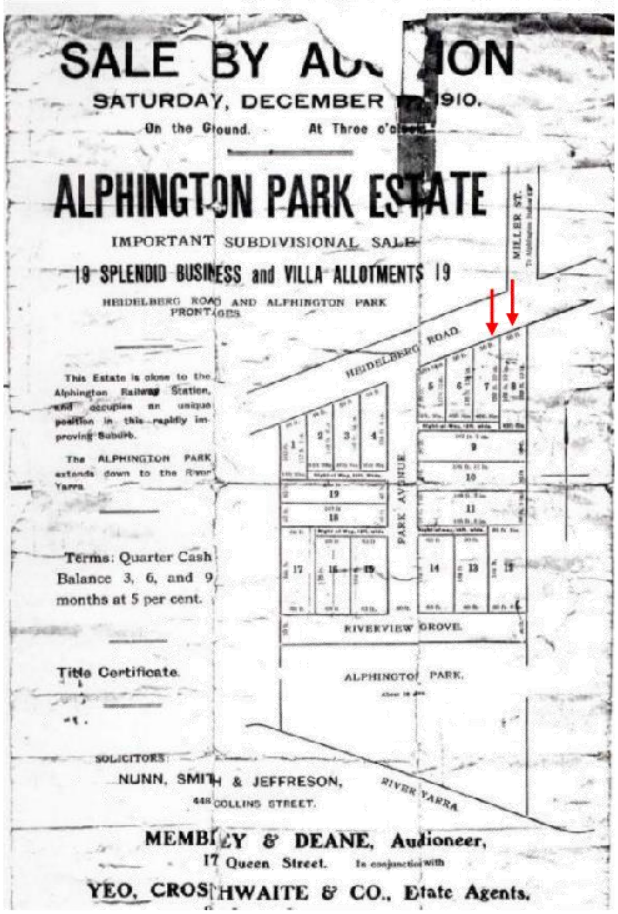


Plan of subdivision in 1885. Land including the subject site was subdivided into narrow allotments
(Source: Certificate of Title, vol.1424/folio 284790)

In 1910 the section of land between Riverview Grove and Heidelberg Road was acquired by George Robert Bennet, James Eldridge Rowe and George Washington Whitcher, and subdivided to form the 'Alphington Park Estate.'[7]

The Estate was subdivided into '19 splendid business and villa allotments.'[8] The allotments were roughly rectangular and included eight business allotments, each with an approximately 50-foot frontage to Heidelberg Road. Part of the subject site (no. 730) formed part of allotment 7, while the remainder of the site (nos 732 and 734) comprised allotment 8, which was slightly longer.

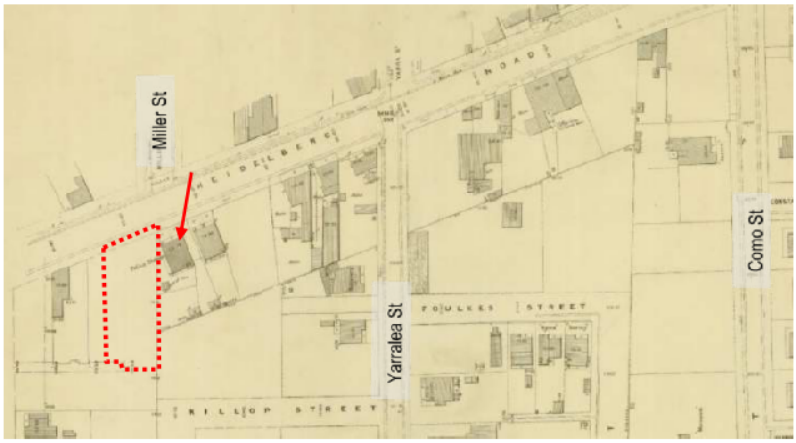
7 Certificate of Title, vol.3475/folio 694831
8 Auction notice for Alphington Park Estate in Alphington dated 1910



Auction notice for Alphington Park Estate in Alphington dated 1910, showing eight rectangular allotments with frontage to Heidelberg Road. The approximate location of subject sites 730-734 Heidelberg Road is indicated. Alphington Village is located directly east of the estate. (Source: State Library of Victoria)

The following MMBW plan dated 1914 shows the buildings that had been constructed nearby in Alphington Village to the east of the subject site and prior to its development. Early houses and buildings were either timber or masonry (brick or stone), often with smaller outbuildings to the rear. Amongst the earliest buildings in Alphington were a general store with post office, butcher, Wesleyan Chapel, a bakery, and at least two hotels.[9] A police station was located adjacent to the subject site. Residential development had occurred to the south of Alphington Village while a large majority of the street allotments along Heidelberg Road (including the subject sites) remained vacant.[10]

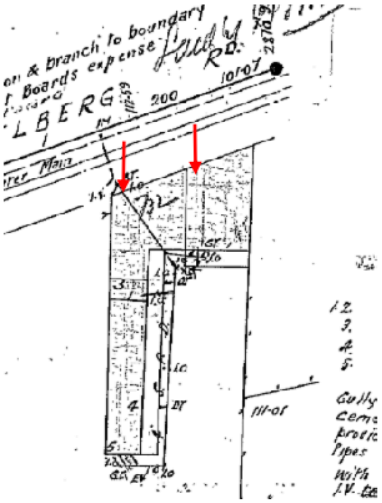
9 A Lemon, *The Northcote Side of the River*, p48
10 1914 MMBW Detail Plan 1317



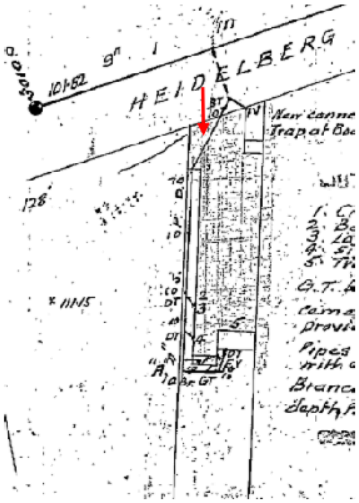
1914 MMBW Detail Plan 1318
Showing the Alphington Village at the east end of Heidelberg Road - about Yarralea Street, Alphington. The approximate boundaries of the subject site is indicated and the sites are vacant. The police station is indicated by an arrow. (Source: SLV)

In 1916 allotment 8 (nos 732 and 734) was acquired by Thomas Trevena, tailor, which included the right of carriage way to the south of the site.[11] Nos 732 and 734 had been constructed by 1923.[12] Both buildings were roughly square in footprint with a chamfered corner however no. 732 included a narrow section that extended to the rear of the site.

The subject building at no. 730 had been constructed by 1924 and had a long narrow rectangular footprint with a stepped section, providing side access.[13] All three building footprints are similar to the extant footprints on the site.



Plan of nos 732 & 734 dated 1923. The building footprint is almost identical to the extant buildings
(Source: Yarra Valley Water, Plan No. 131291-2)



Plan of no. 730 dated 1924. The building footprint is almost identical to the extant buildings
(Source: Yarra Valley Water, Plan No. 136627-6)

11 Certificate of Title, vol.3966/folio 793102
12 Yarra Valley Water, Plan No. 131291-2 dated 1923
13 Yarra Valley Water, Plan No. 136627-6 dated 1924

In 1924 the subject shops were occupied by various commercial businesses. Bootmaker, E J March is listed as occupying no. 730 from 1924-31 and no. 734 from 1933 until at least 1960.[14] Ironmongers and estate agents appear to have occupied no. 732 in 1924 and 1925 and news agency G E A Richardson, appear to have occupied no. 734 in 1926 and 1927.[15] Small commercial businesses continued to operate from the subject sites throughout the 1930s. A Nicholes, a tailor, occupied no. 732 from 1931 to 1933 and the adjacent site at no. 730 from 1935 to 1945.[16]

The subject buildings are evident in a 1945 aerial. A hipped gable roof as well as the canopies are evident to the front of the three buildings with narrower sections and minor structures to the rear of nos 730 and 732.



Aerial photograph, December 1945. 730-734 Heidelberg Road is indicated.
(Source: Landata, Melbourne and Metropolitan Area Project, Project No. 5, Run 27, Frame 59523)

In 1948 no. 730 was transferred to Robert Dunstan McMullen, engineer and Norma Eileen Cattermole, married woman.[17]

In 1948 drawings for a proposed brick factory to the rear of the no. 734 were submitted to the City of the Heidelberg.[18] At this time, the occupier of the building was Mr G H Bryant and the owner of the property was J P Monro.[19] The factory was constructed for Goodwear Plating, an electro plating and metal polishing business, however the building no longer survives.

Circa 1968 the Alphington Post Office was relocated to no. 730.[20] A historic photograph dated 1968 shows the unpainted brick parapet, canopy, shopfront configuration and wall tiles.[21] In 2010 no. 730 was subdivided into two lots, no. 730 (front shop) and no. 730A (rear lot including side access). No. 730 continues to function as a Post Office.

14 Sands & McDougall directory, various. E J March is listed as occupying no. 359 from 1924-1931. In 1933 the street numbers are modified and March occupies the subject site at no. 730.
15 In 1924, ironmonger R S Witcher occupies no. 357 and Land & estate agents occupy no. 357a. G E A Richardson occupies no. 355.
16 Sands & McDougall directory, various. In 1931 A Nicholes occupies no. 357 which is listed as no. 732 in 1933.
17 Certificate of Title, vol.7554/folio 047
18 VPRS 010150, P 0000, Unit 000114
19 VPRS 010150, P 0000, Unit 000114
20 Sands & McDougall directory, 1970, p5. The Alphington Post Office occupied 724 Heidelberg Road from at least 1942 to circa 1968.
21 B5919, 20, NAA



1968 - No. 730 (Alphington Post Office) and adjacent side access (front of 730A).
(Source: B5919, 20, NAA)

Thomas Duff & Bros. Pty Ltd.

Thomas Duff & Bros., was a family enterprise and one of Melbourne's well-known shopfitters, operating from circa 1910 until at least 1942.[22] Duff operated from West Melbourne in the 1920s, relocating to Port Melbourne in the 1930s and North Melbourne in the early 1940s. They manufactured a variety of shop fittings including 'partitions, desks, chairs, tables, screens, showcases, shopfronts, etc.' Duff are responsible for the remodelling of the London Stores at the corner of Elizabeth and Bourke Streets, renovated at the end of the 1930s. The substantial shopfronts featured large display windows that integrated recent lighting methods.[23] Thomas Duff died in May 1921 at his residence in Carlisle Street, Balaclava.[24]

Thematic Context/Comparative Analysis

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8 (revised May 2017)
- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 7: Individually significant places not from the main development era (revised May 2008)
- City of Yarra Heritage Review (Allom Lovell and Associates, 1998)
- City of Northcote Urban Conservation Study (Graeme Butler, revised February 1983)

Known comparable places in the City of Yarra

Interwar period shops have not been well assessed across the municipality as many such buildings are located within precincts who significance primarily relates to the late 19th century (Victorian) and possibly early 20 century (Federation) phases of development and so have tended to be graded non-contributory.

- 207 Bridge Road, Richmond (part of HO310, Bridge Road Precinct). Not contributory. Constructed in 1930, the single storey brick shop has an altered shopfront though the Roman brown brick pier is intact.
- 160 Johnston Street, Collingwood (part of HO324, Johnston Street Precinct). Not contributory. The single storey brick, paired shops have a stepped parapet and recessed shopfronts. The shops are largely intact.

22 Sands & McDougall directory, various; Sands & McDougall directory, various; Sands & McDougall directory, 1942, p2173
23 'Building and Architecture: Modern Shopfronts,' *Age,* 26 December 1929, p4
24 *Herald,* 13 January 1922, p10

Other municipalities

- 684-690 High Street, Reservoir (part of High Street (Reservoir) Commercial Precinct, City of Darebin). Contributory. Constructed in 1928, the Interwar period group of shops have original parapets. No. 682 has an original recessed shopfront.

Condition
Good

Integrity
Mostly intact

Previous Assessment
N/A

Heritage Overlay Schedule Controls

External Paint Controls	Yes
Internal Alteration Controls	No
Tree Controls	No
Outbuildings and/or Fences	No

Extent of Heritage Overlay
The proposed extent of the heritage overlay would be the parcels of land associated with 730, 730A, 732 and 734 Heidelberg Road, Alphington.



Recommended extent of heritage overlay
(Source: Nearmap 2019)

A. COOPER KNITTING FACTORY (FORMER)

Address	760-764 Heidelberg Road, Alphington
Significance	Local
Construction Dates	1922 (front part), 1930s-1940s additions
Period	Interwar
Date Inspected	Early 2019



Statement of Significance

What is Significant?
The single storey brick building at 760-764 Heidelberg Road, Alphington, constructed 1922, with additions made during the late 1930s and early 1940s.

Significant aspects include the Heidelberg Road and Yarralea Street facades including brick parapet, visible gable roof sections (primarily to the east side), chamfered corner entrance, concrete lintels, pattern of openings and shopfronts, canopy, and remnant wall moulding (west end of north elevation).

How is it Significant?
The single storey building at 760-764 Heidelberg Road, Alphington – the former A. Cooper Knitting factory - is of local historical and aesthetic significance to the City of Yarra.

Why is it Significant?
Initially constructed as three premises in 1922, the single storey building at 760-764 Heidelberg Road, Alphington was expanded and later consolidated by A. Cooper Knitting Manufacturer. It is representative of the commercial and industrial development that occurred during the Interwar period along Heidelberg Road, and in particular was one of a few knitting enterprises that were established along Heidelberg Road at this time. The rapid expansion of the building during the late 1930s and early 1940s is indicative of the important role of the local knitting industry during WWII. (Criterion A)

The single storey building is aesthetically significant as an intact example of an Interwar period building constructed on a prominent corner site. The brick building is distinguished by its parapet and projecting piers articulated with a combination of smooth and roughcast render contrasting with variations in the brickwork. The original pattern of openings, shopfront division, and canopy remains mostly intact. (Criterion E)

Description

The single storey brick building is located on the corner of Heidelberg Road and Yarralea Street. The entrance is located at the chamfered north-east corner. The building consists of various roof sections indicating some staged construction on the site and typically clad with metal sheeting.

A brick parapet extends the length of the Heidelberg Road facade with a partial return to Yarralea Street and its detailing is indicative of Interwar period design. It is divided into three sections (relating to the original three premises) defined by capped brick piers. The parapet has been overpainted but the original format of contrasting materials and textures remains evident (refer historic photograph below) – red brick against grey smooth and roughcast render. The piers mostly have a smooth rendered finish with a central brick strap and the intervening areas are mostly roughcast render (the panels are fixed over) defined by a soldier brick course above (but below the rendered parapet edge) and stretcher courses below (the upper one of which is projecting). Similar detailing is evident to the lower short return on Yarralea Street however the parapet to the chamfered corner is differentiated by having a smooth rendered finish.



Heidelberg Road (north) elevation



Yarralea Street (east) elevation

The shopfronts are typical of the Interwar period and consist of a recessed entry, large shopfront windows with lower masonry stallboard, framing with highlights (often overpainted) and a cantilevered awning, whose soffit is lined with a narrow corrugated sheet metal. The outermost windows on the Heidelberg façade retain curved sections of timber mouldings (possibly original) and there is an original section of moulded tiling to the pier/wall at the west end of the façade.



Yarralea Street (east) elevation – parapet detailing


Yarralea Street (east) elevation

The Yarralea Street elevation has a much lower parapet so that the long gable roof section, clad in corrugated sheet metal, is widely visible. The brick walls in stretcher bond are painted and a concrete lintel extends above all the openings except for the vehicular entry at the southern end.

The regular pattern of openings remains intact consisting of two doorways and several windows. To the north end, there are timber windows with brick sills though at the southern end the windows have been truncated and glass bricks have been introduced. The doorways have a toplight and largely glazed timber-framed door. The extant joinery to the windows and doors are likely not original but possibly indicative of the original types.

History

The subject site formed part of Crown Portion 120, Parish of Jika Jika, comprised of 122 acres purchased by Sydney based merchant Charles William Roemer in 1840.[1] It was one of several similarly narrow allotments with frontages to the nearby creeks and the Yarra River.[2] The rich soil, topography of the land, and close proximity to the Yarra River was considered desirable.[3] Heidelberg Road was located to the south of the allotments and was developed along the line of an earlier track leading to Heidelberg. The road served as an early transport route for those travelling to and from Heidelberg and includes sections of what is now Fairfield and Alphington.

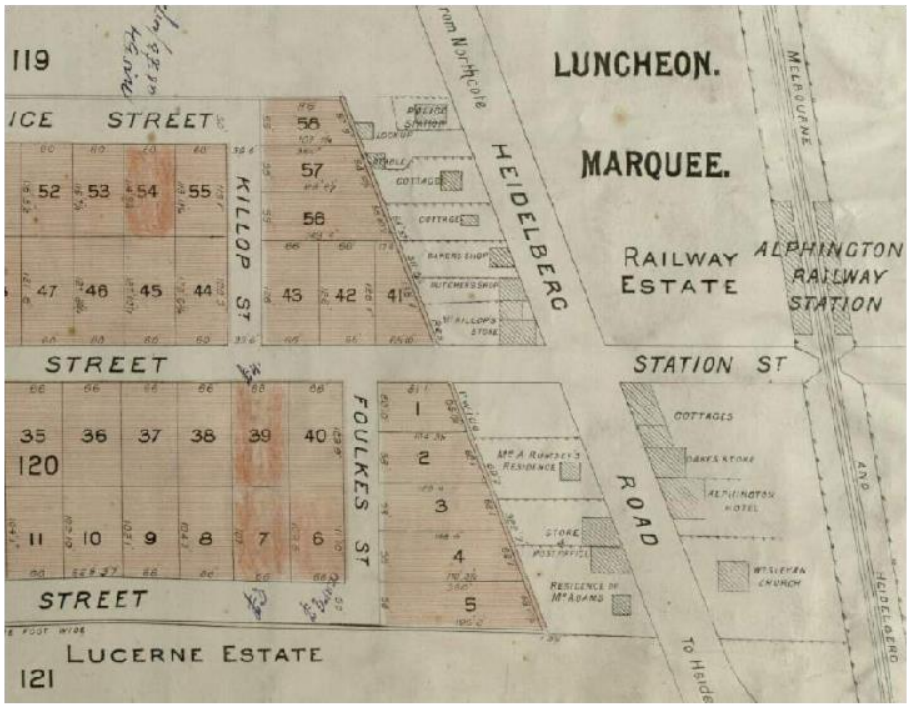
Development along Heidelberg Road remained sparsely settled.[4] Alphington Village was established by William Montagu Manning (Solicitor General of Sydney) who acquired Roemer's original Crown Allotment 120 in 1852 and, seeing potential for a resting place on the way to Heidelberg, subdivided the land into 130 lots of varying sizes, including provision for shops on both sides of Heidelberg Road.

From 1853, lots from the 'Alphington Estate' were offered for sale. The land was slow to sell however, with only 16 sales by the end of 1856. Amongst the earliest buildings in Alphington were a general store with post office, a bakery, and at least two hotels. The former butcher shop at 756-8 Heidelberg Road was built circa 1860 and is the oldest surviving commercial building of the original Alphington Village. The Wesleyan Chapel constructed circa 1859 on the north side of Heidelberg Road also remains.

A building had been erected on the subject site by 1887 and was acquired by storekeeper, John McKillop who continued to occupy the building until at least 1900.[5] That same year, land to the south of Alphington Village was subdivided and advertised as Knockando Estate which comprised of '58 splendid villa sites.' [6] The following auction notice shows the subdivision and buildings in Alphington Village about Yarralea Street. The village catered to travellers as well as local residents and consisted of

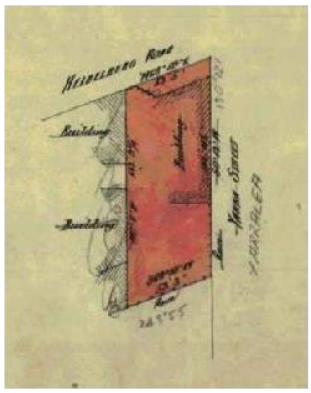
1 Landata, Parish of Jika Jika J16(5)
2 A Lemon, The Northcote Side of the River, p7
3 City of Darebin, www.darebin.vic.gov.au
4 A Lemon, The Northcote Side of the River, p50
5 Auction Notice dated 1887, State Library of Victoria; Certificate of Title, vol.1886/folio 096, 1st edition – McKillop died in 1902; Sands & McDougall directory, 1900, p80
6 Auction Notice dated 1887, State Library of Victoria

several small shops including a baker, butcher, store, small cottages and residences. There was also a police station, post office, Alphington Hotel and the Wesleyan Church.



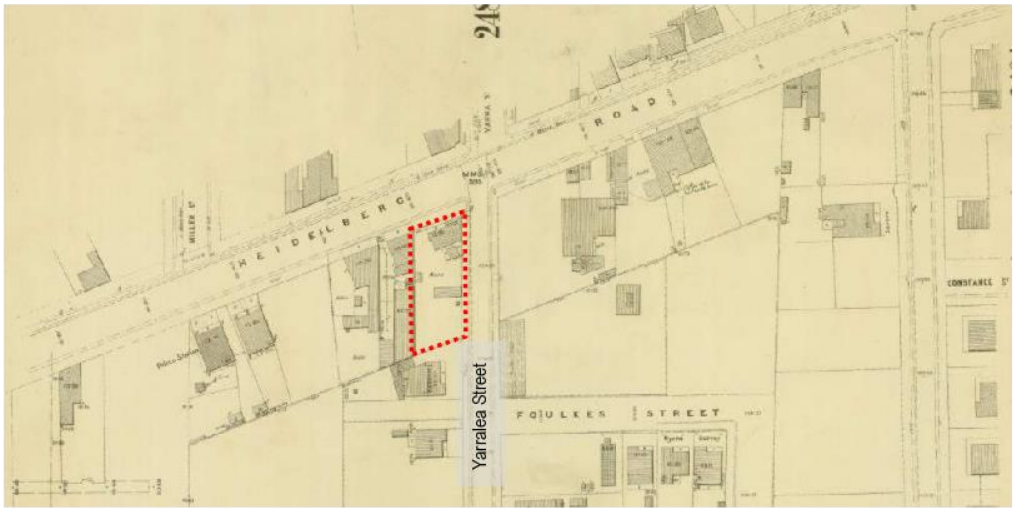
Extract from an auction notice for Knockando Estate in Alphington dated 1887, showing the development existing along Heidelberg Rd at that time. Yarra Street is to the centre of the image and Lucerne Estate is to the bottom of the image.
(Source: State Library of Victoria)

An 1887 plan provides further detail about the subject site. The Heidelberg Road frontage measured about 53.5 feet while the Yarra Street (now Yarralea Street) frontage measured 160 feet. McKillop's store is positioned at the front of the site and has an angled street façade. The extant former butcher shop is also evident.



Plan of the subject site in 1887
(Source: Certificate of Title, Vol.1886 Fol. 096)

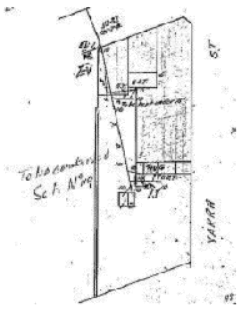
By 1914 some of the buildings on the south side of Alphington Village had been demolished. Some buildings such as the former butcher shop remained with additional structures constructed to the rear. The earlier McKillop's store at the subject site had been demolished and replaced with several timber buildings with verandahs, fronting Heidelberg Road.[7] Smaller timber structures were situated in the middle of the site.



1914 MMBW Detail Plan 1318 showing Alphington Village at the east end of Heidelberg Road - about Yarralea Street, Alphington. The subject site is indicated and consists of several timber structures. (Source: SLV)

Grocer, Mrs Mary Kennedy, occupied the subject site from at least 1916 to 1921 at which stage it was transferred to James Ryan, a hotelkeeper of Heidelberg Road.[8] James Ryan, hairdresser and tobacconist, was listed at the site in 1922 (then no. 383).[9]

In September 1922, Henry Thomas Rust – a farmer residing nearby at 19 Yarra Street, Alphington – acquired the site.[10] It is not certain whether Ryan or Rust redeveloped the site, but at this time the original timber structures were replaced by the front part of the extant building, which was then comprised of three sections – two small premises and a larger corner premises (refer following).



Property Sewerage Plan dated September 1922. The footprints of the three original shops are outlined.
(Source: Yarra Valley Water, Plan No. 101207-3)

7 MMBW Detail Plan No. 1318, dated 1914.
8 Certificate of Title, vol.1886/folio 096; Sands & McDougall directory, 1916-1921. The subject site is listed as no. 383.
9 Sands & McDougall directory, 1922-1923
10 Certificate of Title, vol.1886/folio 096, 1st edition

In 1923, H T Rust was identified at the site as a hairdresser and tobacconist (possibly an error) and in 1924, H T Rust was listed again as such, in addition to an adjoining unnumbered premises with a draper, John Foley. In 1925, H T Rust was identified as an estate agent at no. 381 as well as A Leithoff, hairdresser and tobacconist, and Phillip V McGavin, billiard saloon, both at no. 383.[11] A year prior, a billiard license had been transferred from Rust to McGavin.[12] The billiard saloon continued to operate at the site until 1931.[13]

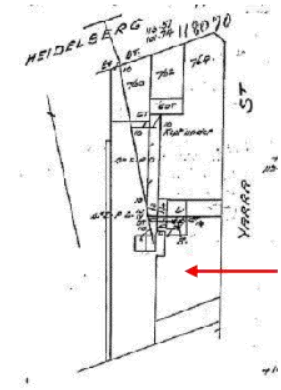
By the early 1920s the Fairfield-Alphington region had experienced a steady increase in the number of residential and commercial buildings. The south side consisted of a combination of primarily small commercial premises, including grocers, cycle builders, a confectioner, and a bootmaker, with some residential buildings.[14] During the 1920s to early 1930, other occupants at the site included a bootmaker and fruiterer.[15] From about 1935 to 1965 the shop at no. 760 was leased to several boot repairers including F Fletcher from circa 1935 to 1950. The central shop at no. 762 was leased to a confectioner, Mrs D Stevens in 1938 before operating as a cake shop from circa 1942 to 1955.

In June 1938, Hilda Mary Cooper of Cedric Street, Ivanhoe acquired the site.[16] From that time until circa 1970, the corner premises at no. 764 was occupied by knitted goods manufacturer, A. Cooper. For over a decade though (from 1938 to 1950) it seemed to also accommodate a hairdresser.[17] In April 1939, the A T Cooper and Co P/L – 'knitting mill proprietor and manufacturers of woollen goods and warehouseman' – was established with £3000 capital. The two subscribers were Alan T Cooper, manufacturer of 16 Station Street, Aspendale and Robert N Vreland, solicitor of 430 Little Collins Street, Melbourne.[18] In the 1937, Alan Theophilus Cooper had been identified as a mechanic living in Cedric Street, Ivanhoe, in the same street/at the same address as Hilda Mary.[19]

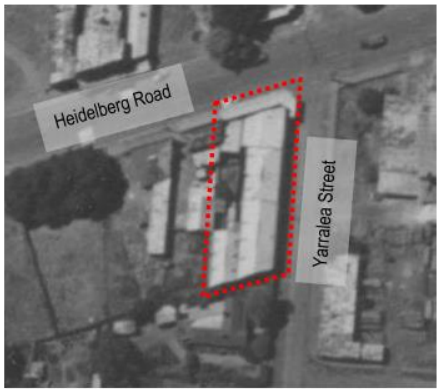
The late 1930s saw an increase in wool textile manufacturing in a bid to aid in Australia's war effort.[20] Local woollen mills intensified production to meet the demand for woollen goods such as blankets, rugs, hosiery and other knitted goods. It is not known what products the newly created company of A. Cooper sold however his business would have been impacted by the wartime demands that were placed on the textile industry. By 1940 Cooper had expanded their knitting manufacturing business and a narrow building was constructed on the south half of the site.[21]

By 1945 Cooper had further expanded, as evident in a historic aerial.[22] The rear building had been extended north to form the extant gable roof on the east side of the site and a smaller building had been constructed in the south west corner of the site. The gable roof, skillion roof and street canopies of the three shops in the north part of the site are also evident.

11 Sands & McDougall directory, note that the listings were typically delayed by a year
12 'Law Notices', *Age*, 14 March 1924, p6
13 Sands & McDougall directory, 1925-1933. In 1933 the building is renumbered as no. 764.
14 Sands & McDougall directory, 1919, p104
15 Sands & McDougall directory, 1922, p96
16 Certificate of Title, vol.1886/folio 096, 1st edition
17 Sands & McDougall directory, 1938, 1945
18 'New Companies', *Herald*, 29 April 1939, p2
19 Electoral Role 1937, subdivision of Ivanhoe, p19
20 'Local woollen mills helping in war effort.' Herald, 22 June 1940, p6
21 Yarra Valley Water, Property Sewerage Plan, Plan No. 101207-0
22 Landata, Melbourne and Metropolitan Area Project, Project No. 5, Run 27, Frame 59523, 1945



The Property Sewerage Plan dated 1940 shows a second building was constructed to the rear of the site indicating the expansion of knitted goods manufacturer, A T Cooper Py Ltd.
(Source: Yarra Valley Water, Plan No. 101207-0)



An aerial photograph dated December 1945
(Source: Landata, Melbourne and Metropolitan Area Project, Proj. No. 5, Run 27, Frame 59523)

In 1952, ownership of the site was transferred to A T Cooper & Company P/L, who retained it until 1969, when it was sold to Lawrence Valentine Rigby, used car proprietor and Doreen Muriel Rigby.[23] In 1970, A T Cooper, drapers were listed at no. 760 with TAB of Victoria at no. 762 and State Savings Bank (SSB) at no. 764. Both TAB and SSB were listed in 1974 but Cooper was not listed at no. 760.[24]

Subsequently the three premises have been consolidated and the Heidelberg Road shopfront entrances modified. Despite changes to the original shopfronts, the division of the three premises and early timber mouldings remain. Toplights are likely concealed by extant sheeting and other early building fabric beyond this may survive.

A historic photograph dated 1982 shows the original presentation of the parapet. Render with contrasting red brick soldier course detail is evident below the parapet edge.[25]



Photograph dated 1982 showing original presentation of parapets
(Source: Darebin Archives LHRN3652)

23 Certificate of Title, vol.1886/folio 096, 1st and 2nd editions
24 Sands & McDougall directory, 1974, p11
25 A soldier course is a set of bricks laid vertically with the narrow face exposed.

Thematic Context/Comparative Analysis

- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 8 (revised May 2017)
- City of Yarra, Review of Heritage Overlay Areas 2007, Appendix 7: Individually significant places not from the main development era (revised May 2008)
- City of Yarra Heritage Review (Allom Lovell and Associates, 1998)
- City of Northcote Urban Conservation Study (Graeme Butler, revised February 1983)

Known comparable places in the City of Glen Eira
To date, many Interwar period factories and warehouses that have been included as an individual overlay consist of iconic landmark factories or complexes that are often built on a much larger scale than the subject building:

- Dimmeys, 140-160 Swan Street, Cremorne (HO335). The grand two storey drapery store was built in stages between 1907 and 1918 and extended in 1986. The brick building was designed in the American Romanesque style by notable architects H W & F B Tompkins and consists of large plate glass windows (that have replaced original display cases at ground floor) and a four storey clock tower surmounted by a dome.[26] The ground floor functions as a showroom, similar to the subject building.
- Rosella Factory Complex Precinct, 57 & 64 Balmain Street, Cremorne (HO349). The Rosella complex was designed by architect J E Burke and established in 1905 with subsequent buildings constructed during the 1920s. Elements include parapets and saw-tooth roofs, large window openings at street level (previously with multi-paned glazing) rendered concrete lintels and a combination of timber and steel-framed doors and windows.[27]

Interwar period factories/warehouses/showrooms have also been included as individually significant or contributory buildings within precincts:

- MacRobertson Pty Ltd, confectionary works offices, former, 214 Argyle Street, Fitzroy (part of HO334 South Fitzroy Precinct). The single storey factory building was constructed in 1937 for manufacturer MacRobertson Pty. Ltd. Designed in the Moderne style the rendered façade features a banded parapet, overpainted brick work detailing and large steel framed multi-paned windows.
- London Baby Carriage Manufacturers Pty Ltd, Factory and showroom, 151-161 Bridge Road, Richmond (part of HO310 Bridge Road Precinct). The factory and showroom was built in 1941 for Hilda and Ruby Wrixon and is located on a corner site. The single storey brick building was designed in the Moderne style and features a parapet with horizontal banding which has been painted. The street façade consists of large expansive window openings.
- 33 Spensley Street, Clifton Hill (part of HO316, Clifton Hill East Heritage Overlay). Not significant. Brick factory/warehouse, now units constructed in 1925. Façade largely intact.
- Pelaco Factory (& Sign), Former, 21-31 Goodwood Street, Richmond (part of HO332C Richmond Hill Precinct). Individually significant. Large industrial complex associated with Australian shirt manufacturer, Pelaco constructed circa 1922. The utilitarian four storey brick building consists of a rendered upper floor, large steel framed windows and an early neon sign\

Condition
Good

Integrity
Mostly intact

Previous Assessment
N/A

26 Statement of Significance, Dimmeys, VHD.
27 Statement of Significance, Rosella Factory Complex Precinct, VHD.

Heritage Overlay Schedule Controls

External Paint Controls	Yes
Internal Alteration Controls	No
Tree Controls	No
Outbuildings and/or Fences	No

Extent of Heritage Overlay

The proposed extent of the heritage overlay would be the parcel of land associated with 760-764 Heidelberg Road, Alphington



Recommended extent of heritage overlay
(Source: Nearmap 2019)

Traffix Group

Traffic and Vehicle Access Assessment

Heidelberg Road, Fairfield / Alphington

Prepared for
City of Yarra

November 2019

G27460R-01B

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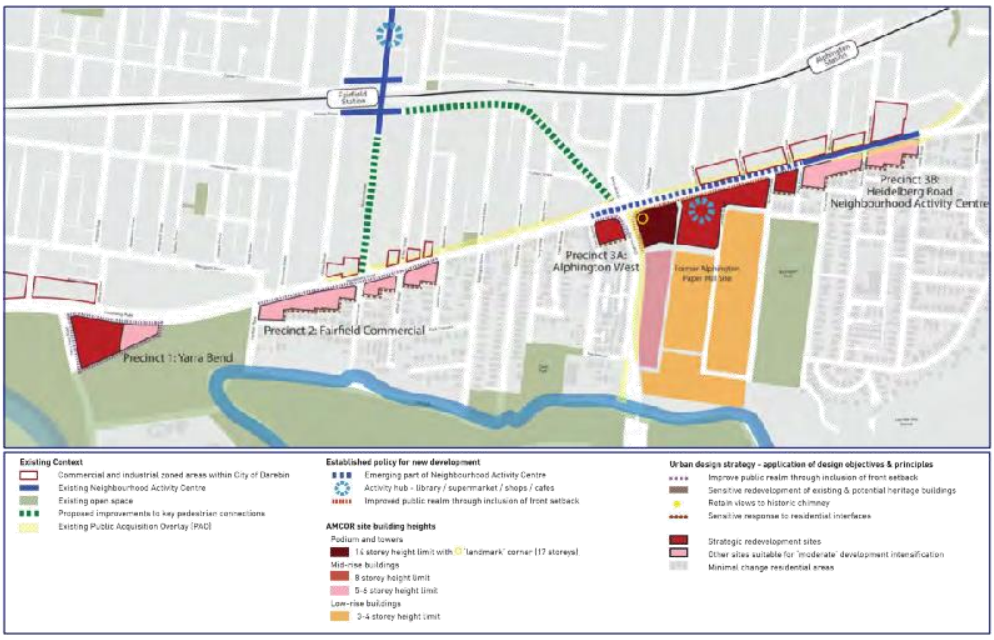
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1. Introduction

Yarra City Council has completed a Built Form Framework study for the Heidelberg Road Corridor in Fairfield and Alphington. This Built Form Framework defines the preferred future built form character of the precincts and include principles, guidelines and requirements to guide future development and to manage the level of change. Importantly, this framework will inform the preparation of Design and Development Overlay (DDO) controls and policy for the area.

The study area is detailed in the following figure, as set out within the Urban Design Strategy – Summary Plan (prepared by Hodyl & Co), and comprises Heidelberg Road between Merri Creek and Darebin Creek, development/access to C1Z, C2Z and MUZ areas on the south side of Heidelberg Road (the Yarra CC side of the road) as well as impacts to the adjacent local road network. We note that the study area does not include the Former Alphington Paper Mill Site.



The current use of the land within the study area is currently predominantly commercial in nature. This will change towards a greater proportion of residential development within the commercially zoned land.

The likely increase in residential development throughout the area poses transport challenges for all modes along the Heidelberg Road Corridor and the immediate area. Specific issues which have arisen as part of the local area plan insofar as they relate to transport matters include:

- The increase in overall traffic movements is likely to exacerbate existing issues, including potentially increasing conflicts with other vulnerable road users, increase to bus travel times. The development of the Alphington Paper Mill site is likely to further exacerbate these isues.
- The limited bus operating times, lack of bus shelters and lack of priority movements along Heidelberg Road and at intersections are likely detractors from utilising bus services.
- Inconsistent, shared nature and non-existent provision of bicycle lanes along Heidelberg Road through the precinct discourages bicycle riders (particularly less confident riders).
- A lack of separation from fast moving traffic, lack of crossing opportunities and short traffic light cycles and associated long waiting times for pedestrians make walking less attractive, limit accessibility to services and reduce the potential synergies between businesses on either side of Heidelberg Road.
- Uncertainty with regard to the intention of the Public Acquisition Overlay to potentially widen Heidelberg Road.
- Challenges with regard to vehicle access to potential development sites which do not have frontages to local roads or laneways.

While the traffic impacts of growth along the Heidelberg Road Corridor is acknowledged as a consideration, there is strategic policy support to facilitate increased commercial and residential development in this area. In considering the planning of similar centres across Melbourne, Planning Panels have acknowledged that "future congestion should not stifle development" and the "challenge of managing the road network should not prevent the Amendment from progressing".

It is important that this project recognises the network constraints, the strong strategic support for development in the precinct, and the approach of Planning Panels in the discussion and advice on the future traffic conditions and future performance of Heidelberg Road and the local road network. In particular, this project must help to ensure that future consideration of traffic issues is focused on how best to manage the impacts of future development through improved access arrangements and measures to promote sustainable and active modes of travel through new development.

Traffix Group has been engaged by Yarra City Council to undertake a high level assessment of the future traffic conditions and performance of Heidelberg Road and the local street network taking into account the planned future development, prepare access and movement plans and provide input into the content of the future Design and Development Overlay to facilitate appropriate access and movement throughout the Heidelberg Road Corridor. The objective of the access and movement plans and the DDO is to facilitate 'best practice' access controls to properties abutting Heidelberg Road.

2. Scope & Methodology

The purpose of this study is to provide:

- a high level assessment of the future traffic conditions and performance of Heidelberg Road and local street network, with the planned future development,
- access and movement plan for the study area showing the location and form of new, altered and retained access arrangements and laneways required to provide appropriate access to future developments,
- advice on the content of the future Design and Development Overlay to facilitate appropriate access and movement through new development, and
- undertake a review of the existing public transport, bicycle and pedestrian considerations and infrastructure within the study area.

2.1. Methodology

The adopted methodology for undertaking this study was as follows:

- Undertake a case study of Victoria Street, which is a similar nearby inner urban area which has experienced significant growth in residential development along the corridor over the past 10 years, focusing on the "before" and "after" data for key transport measures, including traffic volumes, bicycle usage and public transport changes.
- Use the Victoria Street example as a basis for assessing the potential impacts additional development may have on the transport network, including the network performance of Heidelberg Road and the local road network as well as increased public transport use and the like.
- Undertake thorough site inspections of the entire study area to document and map:
  - existing access arrangements for each individual property,
  - existing traffic management treatments for all arterial and local roads and laneways/carriageway easements within the study area,
  - existing configuration of each road and laneway/carriageway easement within the study area (including carriageway width and road reservation width), and
  - foreseeable access constraints to each individual property should development occur.
- Liaise with representatives from Council to understand the relevant concerns and desirable access outcomes having regard to the potential impact on the safety and efficiency of the road network.
- Prepare "access" maps showing the preferred location and form of new, altered and retained access arrangements and laneways required to provide appropriate access to future developments, in consultation with Council.
- Review the traffic engineering and transport aspects of the future Design and Development Overlay, which sets out design objectives and outcomes, permit application requirements, and decision guidelines for assessing future planning permit applications, based on the desired access outcomes for future development.

2.2. Reference documents

The following reference documents were used in relation to this assessment

- Heidelberg Road Built Form Framework, Urban Context Analysis - Part 1, prepared by Hodyl & Co (dated September, 2019),
- Heidelberg Road Built Form Framework, Design Strategy & Recommendations - Part 2, prepared by Hodyl & Co (dated September, 2019),
- Heidelberg Road Corridor – Background Issues and Discussion Paper (dated 10th September, 2019),
- Heidelberg Road Corridor Draft Local Area Plan (dated 15th August, 2019), and
- Heidelberg Road – Transport Relevant Sections of proposed interim Design and Development Overlay.

3. Policy Context

3.1. Plan Melbourne 2017-2050

Plan Melbourne is the State Government plan that will guide the growth of Melbourne city for the next 35 years. It sets the strategy for supporting jobs, housing and transport, while building on Melbourne's legacy of distinctiveness, liveability and sustainability.

The plan includes a number of key transport and urban planning objectives that are relevant to the Heidelberg Road Corridor. The most relevant objectives are listed in the table below.

Table 1: Key Objectives of Plan Melbourne in relation to the Heidelberg Road Corridor

Outcome	Directions	Policy
Outcome 2 Melbourne provides housing choice in locations close to jobs and services.	Manage the supply of new housing in the right locations to meet population growth and create a sustainable city.	Facilitate an increased percentage of new housing in established areas to create a city of 20-minute neighbourhoods close to existing services, jobs and public transport.
	Deliver more housing closer to jobs and public transport.	Facilitate well-designed, high-density residential developments that support a vibrant public realm in Melbourne's central city. Direct new housing and mixed-use development to urban renewal precincts and sites across Melbourne. Support new housing in activity centres and other places that offer good access to jobs, services and public transport Provide support and guidance for greyfield areas to deliver more housing choice and diversity.

Outcome	Directions	Policy
Outcome 3 Melbourne has an integrated transport system that connects people to jobs and services and goods to market.	Transform Melbourne's transport system to support a productive city.	Provide high-quality public transport access to job-rich areas. Improve arterial road connections across Melbourne for all road users. Provide guidance and certainty for land use and transport development through the Principal Public Transport Network and the Principal Freight Network. Improve the efficiency of the motorway network. Support cycling for commuting.
	Improve local travel options to support 20-minute neighbourhoods.	Create pedestrian-friendly neighbourhoods. Create a network of cycling links for local trips. Improve local transport choices.
Outcome 5 Melbourne is a city of inclusive, vibrant and healthy neighbourhoods.	Create a city of 20-minute neighbourhoods.	Create mixed-use neighbourhoods at varying densities. Support a network of vibrant neighbourhood activity centres.
	Create neighbourhoods that support safe communities and healthy lifestyles.	Improve neighbourhoods to enable walking and cycling as a part of daily life.

3.2. State Planning Policy Framework (SPPF)

Clause 18 of the SPPF details state-wide objectives, strategies and policy guidelines relating to transport, including land use and transport planning, the transport system, walking, cycling, the principal public transport network, management of the road system, car parking ports, airports and freights.

The SPPF Transport objectives that are relevant to Yarra are set out in Table 2 below.

Table 2: SPPF Transport Objectives

Clause	Objectives
18.01-1 Land Use and Transport Planning	To create a safe and sustainable transport system by integrating land-use and transport.
18.01-2S Transport System	To coordinate development of all transport modes to provide a comprehensive transport system.
18.02-1S Sustainable Personal Transport	To promote the use of sustainable personal transport.
18.02-2S Cycling	To integrate planning for cycling with land use and development planning and encourage as alternative modes of travel.

Clause	Objectives
18.02-2R Principal Public Transport Network	To upgrade and develop the Principal Public Transport Network and local public transport services in Metropolitan Melbourne to connect activity centres, link activities in employment corridors and link Melbourne to the regional cities.
18.02-3S Management of the Road System	To manage the road system to achieve integration, choice and balance by developing an efficient and safe network and making the most of existing infrastructure.
18.02-4S Car Parking	To ensure an adequate supply of car parking that is appropriately design and located.

Detailed state-wide requirements in relation to car parking, loading and bicycle parking are set out at Clause 52.06, 65.01 and 52.34 of the Planning Scheme respectively.

3.3. Local Planning Policy Framework

While Clause 18 sets out the state-wide planning policy in relation to transport, each Council also sets its own local policies at Clauses 20, 21 and 22 of the Planning Scheme.

Clause 21 sets out the Municipal Strategic Statement (MSS).

Clause 21.03 sets out the vision for the municipality, as follows:

Land Use

- *The City will accommodate a diverse range of people, including families, the aged, the disabled, and those who are socially or economically disadvantaged.*
- *Yarra will have increased opportunities for employment.*
- *There will be an increased provision of public open space.*
- *The complex land use mix characteristic of the inner City will provide for a range of activities to meet the needs of the community.*
- *Yarra's exciting retail strip shopping centres will provide for the needs of local residents, and attract people from across Melbourne.*

Built Form

- *Yarra's historic fabric which demonstrates the development of metropolitan Melbourne will be internationally recognised.*
- *Yarra will have a distinctive identity as a low-rise urban form, with areas of higher development and highly valued landmarks.*
- *People will safely get together and socialise in public spaces across the City.*
- *All new development will demonstrate design excellence.*

Transport

- *Local streets will be dominated by walkers and cyclists.*

- *Most people will walk, cycle and use public transport for the journey to work.*

Environmental sustainability

- *Buildings throughout the City will adopt state-of the-art environmental design.*
- *Our natural environment will support additional species of flora and fauna.*

This vision is pursued by the objectives and strategies set out in the land use, built form, transport, environmental sustainability and neighbourhood sections under Clauses 21.04-21.08.

Clause 21.06 sets out Yarra's detailed local Transport policy. The preamble states the following:

Yarra needs to reduce car dependence by promoting walking, cycling and public transport use as viable and preferable alternatives. This is also a key message of Melbourne 2030 and fundamental to the health and well-being of the community.

While the scope of the planning scheme in managing an integrated transport system is limited, Council will work towards improving the quality of walking and cycling infrastructure as a priority. Note that the term "walking" includes people who use wheelchairs.

Parking availability is important for many people, however in Yarra unrestricted car use and parking is neither practical nor achievable. Car parking will be managed to optimise its use and to encourage sustainable transport options.

The specific objectives and strategies for Transport management in Yarra are detailed in Table 3 below.

Table 3: LPPF Transport Objectives & Strategies

Clause	Objective	Strategies
21.06-1 Walking & Cycling	To provide safe and convenient pedestrian and bicycle environments.	30.1 Improve pedestrian and cycling links in association with new development where possible. 30.2 Minimise vehicle crossovers on street frontages. 30.3 Use rear laneway access to reduce vehicle crossovers.
21.06-2 Public Transport	To facilitate public transport usage.	31.1 Require new development that generates high numbers of trips to be easily accessible by public transport.
21.06-3 The Road System & Parking	To reduce the reliance on the private motor car.	32.1 Provide efficient shared parking facilities in activity centres. 32.2 Require all new large developments to prepare and implement integrated transport plans to reduce the use of private cars and to encourage walking, cycling and public transport.
	To reduce the impact of traffic.	33.1 ensure access arrangements maintain the safety and efficiency of the arterial and local road networks. 33.2 Ensure the level of service needed for new industrial and commercial operations does not

Clause	Objective	Strategies
		prejudice the reasonable needs of existing industrial and commercial operations to access Yarra's roads.

The City of Yarra is currently undertaking a review of a number of Municipal Strategic Statement (MSS) policy themes, including Transport.

Yarra's Planning Scheme Review – Report on Findings (October 2014) sets out the following in relation to the current Transport policy in the Planning Scheme:

> *An effective and efficient transport network is at the heart of a vibrant, equitable and prosperous municipality. In inner city environments, the management of the limited road and transport space and resources can require balancing of a number of objectives. This is a particular challenge in Yarra, due to the travel demands generated by:*
>
> - *the strategic location of the municipality on the edge of the central city*
> - *the significant and growing mobile population, and*
> - *the presence and proximity of major event attractors.*
>
> *Transport is currently addressed separately in the Context and Vision provisions of the Scheme as well as in strategy at Clause 21.06. It is also addressed in some specific policies such as the parking, access and traffic provisions of Built Form and Design Policy (Clause 22.10).*
>
> *The current policy expresses a preference to reduce car dependency and encourage walking, cycling and public transport use. This appears to have had some success, with Yarra having a higher bicycle use rate than other parts of Melbourne.*
>
> *There are still, however, inconsistencies regarding the requirement for Green Travel Plans, the use of car share schemes and reductions or waiving of on-site car parking.*
>
> *Carparking was considered a particularly contested political issue in the initial consultation; any position or strategy regarding carparking is unlikely to satisfy all stakeholders. The Parking Strategy and Local Area Transport Management Policy provides a framework for the development of local area traffic management schemes.*
>
> *The Scheme would be assisted with clear direction about how Council seeks to facilitate greater use of public transport, walking and cycling, and how and in what circumstances this will translate into reduced car parking, car sharing schemes and the like. The approach should include consideration of car parking in activity centres on a precinct wide basis (rather than site-by-site) as well as strategies relating to visitor car parking and increased bicycle parking.*

3.3.1. Clause 22.07 – Development Abutting Laneways

The City of Yarra has a specific policy in relation to development abutting laneways.

The local policy identifies the need to retain existing laneways and enhance their amenity. It also states that, where appropriate, laneway access for vehicles is to be used in preference to street frontages to reduce vehicle crossovers.

Objectives

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

Policy

It is policy that:

- *Where vehicular movement in the laneway is expected to cause a material traffic impact, a traffic impact assessment report be provided to demonstrate that the laneway can safely accommodate the increased traffic.*
- *Where alternative street frontage is available, pedestrian access from the street be provided.*
- *Pedestrian entries be separate from vehicle entries.*
- *Pedestrian entries be well lit to foster a sense of safety and address to a development. Existing lights may need to be realigned, or have brackets or shields attached or additional lighting may be required.*
- *Lighting be designed to avoid light spill into adjacent private open space and habitable rooms.*
- *Vehicle access be provided to ensure ingress and egress does not require multiple vehicular movements.*
- *Windows and balconies overlook laneways but do not unreasonably overlook private open space or habitable rooms on the opposite side of the laneway.*
- *Development respect the scale of the surrounding built form*
- *Development not obstruct existing access to other properties in the laneway.*
- *Doors to car storage areas (garages) not protrude into the laneway.*
- *The laneway not be used for refuse storage.*
- *All laneway upgradings which provide improved access to the development be funded by the developer.*
- *The laneway meet emergency services access requirements.*

Relevant additional policies and studies (which do not form part of the Planning Scheme) are summarised below.

3.3.2. Council Transport Statement 2006

City of Yarra's Strategic Transport Statement 2006 sets out a clear desire to reduce car dependence in the City of Yarra by promoting walking, cycling and public transport use as viable and preferable alternatives.

The Strategic Transport Statement sets out the following hierarchy of transport modes which forms the basis for decision making and actions related to transport in the City:

1. Pedestrians (including wheelchairs and walking with prams)
2. Cyclists
3. Tram
4. Bus/train
5. Taxi users/car sharers
6. Freight vehicles
7. Motorcyclists
8. Multiple occupants local traffic
9. Single occupants local traffic
10. Multiple occupants through traffic
11. Single occupants through traffic

The vision of Council's Transport Statement 2006 is … *"to create a city which is accessible to everyone irrespective of levels of personal mobility and where a fulfilling life can be had without the need for a car"*.

There are seven key Strategic Transport Objectives (STO) to achieve this vision.

Of particular relevance is STO 5, which is to … *"ensure Council's response to parking demand is based on Yarra's hierarchy and sustainable transport principles"*.

3.3.3. Transport Statement Review 2012

The City of Yarra's Strategic Transport Statement was reviewed in 2012.

Relevant key actions include the following:

- *Develop guidelines for assessing planning permit applications for car parking dispensation.*
- *Develop guidelines for car share operators that address the issues of location, number of bays and signage so that operators are clear as to the process and responsibilities.*

3.3.4. Yarra Parking Management Strategy

The Yarra Parking Management Strategy provides the framework around Yarra's policies for parking permit schemes, parking enforcement, the provision of disability access parking, managing parking around shopping strips, signage and all other parking-related issues and topics.

Council's website states that the fundamental aims of the Strategy are:

- *to reduce the number of cars parking in Yarra,*
- *to promote public transport as an alternative to driving, and*
- *to ensure visitors contribute to the cost of providing Yarra's parking infrastructure.*

A key aim underpinning this strategy is Council's desire to promote sustainable travel, such as cycling, walking and public transport.

Action Area 4 of Council's Parking Management Strategy is an integrated approach for Municipal Parking Strategy and in particular identifies a need to further develop Yarra's policy to provide a disincentive to car ownership and use by working with other sections of Council to promote behaviour change, sustainable transport and introduce more sustainable transport infrastructure.

3.3.5. Liveable Yarra Project

In 2015 Council undertook an extensive community engagement process known as the "Liveable Yarra Project". The consultation consisted of a number of elements including a People's Panel, Advisory Committees, and Targeted Community Workshops, and covered a range of topics, one of which was "Access and Movement".

The "engagement summary" document prepared by Capire Consulting Group (January 2016) summarised the consultation in relation to access and movement as follows:

> *"Access and movement received the highest number of priority votes at 64. Actions around the improvement of cycling, walking and non-automotive transport modes were strongly supported. Panel members suggested trialling street closures to "reclaim" street share for cyclists and pedestrians. The trade-off of busier arterials was seen as largely acceptable pending the trials. Panel members were very supportive of Council efforts to lobby for public transport upgrades."*

The specific Access and Movement recommendations which were summarised in the "engagement summary" document are as set out in Table 4 below.

Table 4: Summary of Parking Recommendations from Liveable Yarra Project

Action No.	Action	Support from People's Panel
1	Articulate targets for street share. Develop a municipality wide plan for transport and access.	86% support 12% not sure 2% disagree
2	Close local (residential) streets to through traffic including living streets.	36% support 48% not sure 16% disagree
3	Increase space for pedestrians and bikes, dedicated lanes/corridors. Decrease car space on the streets.	63% support 22% not sure 15% disagree
4	Require better bicycle parking as part of major development.	76% support 14% not sure 10% disagree
5	Reduce barriers that discourage riding, improve safety, connections, lighting. Council to provide additional cycling infrastructure – a comprehensive network that consistently provides a good level of service.	75% support 18% not sure 7% disagree
6	Move away from a "predict and provide" approach to providing car parking in new development.	86% support 12% not sure 2% disagree
7	Continue to work with State Government to improve performance of current public transport infrastructure assets.	36% support 48% not sure 16% disagree
8	Continue lobbying for improved public transport (new infrastructure and services).	63% support 22% not sure 15% disagree

4. Existing Conditions

4.1. Study Area

The study area extends for an approximately 1.2km long section of Heidelberg Road between Yarra Bend Road and Como Street as shown in the locality plan provided on the following page at Figure 1. The total study area is spread out along this stretch of Heidelberg Road and comprises of 4 precincts (Precincts 1, 2, 3a and 3b). The study area straddles City of Yarra and City of Darebin with Heidelberg Road separating the two municipalities.

Land within the study area is generally zoned either 'Commercial 1 Zone' or 'Commercial 2 Zone', as detailed in the Land Use Zoning Map at Figure 2.

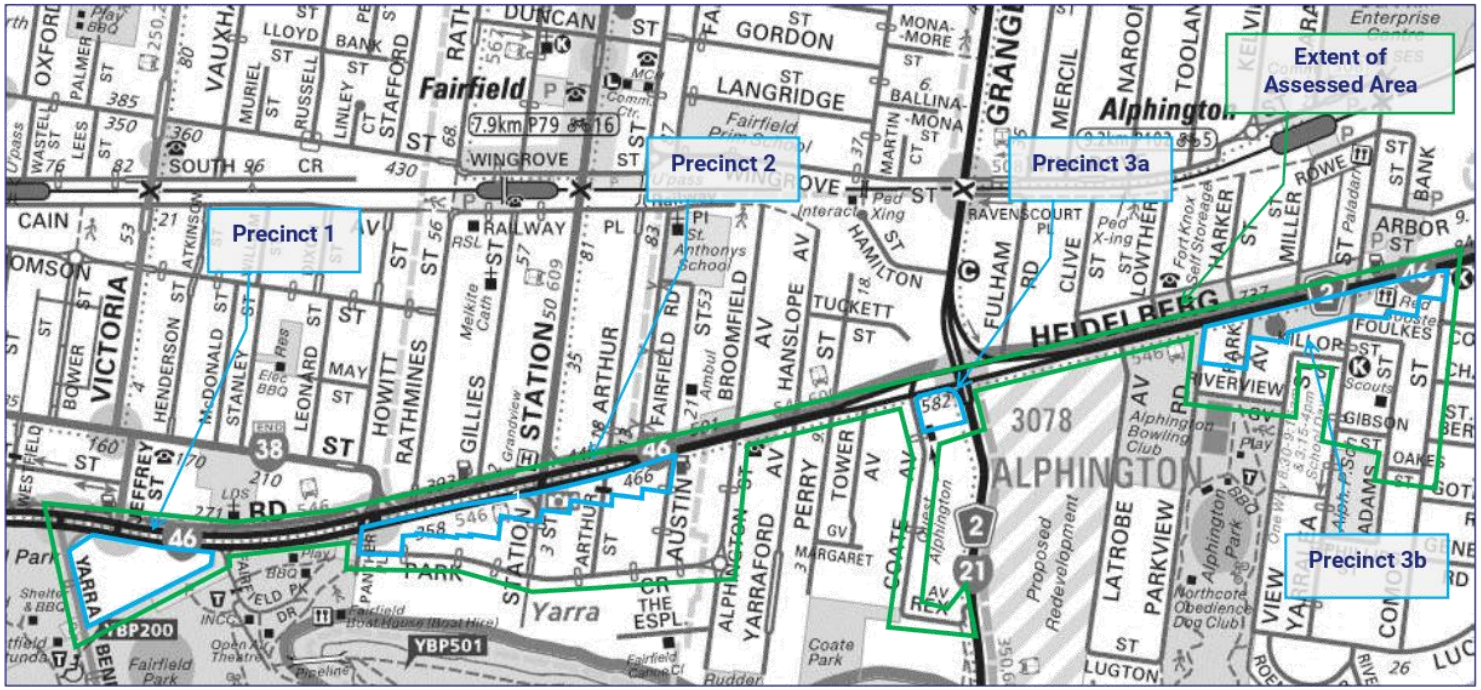
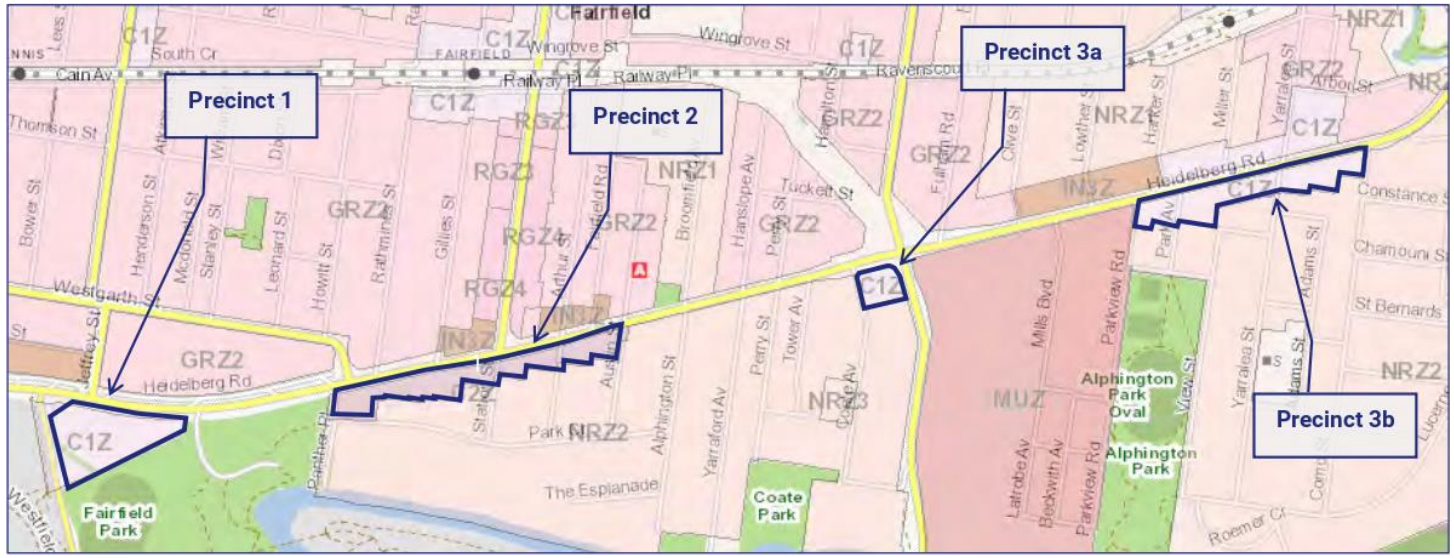


Figure 1: Locality Map

Source: Melway



Source: VicPlan

Figure 2: Land Use Zoning Map

Land use within the study area generally comprises a mixture of commercial and industrial use along Heidelberg Road and residential areas immediately north and south of Heidelberg Road.

Key features and land uses located in close proximity of the study area include:

- Alphington Station, located at the north-east corner of the study area.
- Fairfield Station, located west of Station Street and centrally north of the study area.
- Former Alphington Paper Mill, a proposed redevelopment of a mixed use precinct within Precinct 3a on the corner of Chandler Highway and Heidelberg Road.
- Alphington Park, located at the intersection of Parkview Road and Riverview Grove.
- Fairfield Park, located west of Panther Place.
- Yarra Bend Park, located west of Yarra Bend Road.
- Yarra River, located south of the study area.
- Heidelberg Road Neighbourhood Activity Centre is located at the east end of the study area.
- Fairfield Village Neighbourhood Activity Centre is located approximately 450m north of Heidelberg Road.
- Eastern Freeway, located approximately 1km south of the study area.

All of these areas are readily accessible from various parts of the study area via walking, cycling or a short public transport trip.

4.2. Alphington Paper Mill Site

Whilst not located within the study area, the former Alphington Paper Mills site is located in between Precinct 3a and 3b, and accordingly the considerations of the associated development plan for this site is relevant to our assessment of the overall study area.

The Development Plan for the former Alphington Paper Mills site was endorsed in May, 2016, with the following key elements included within the overall plan (quoted from Council's website):

- *4.5% open space*
- *1700 square metres of community facilities and multi-purpose sports court*
- *30 metre wide buffer to the Yarra River*
- *5% affordable housing provision*
- *13,500 square meters of retail and commercial floor space*
- *Estimated 2500 dwelling in the form of town houses and apartments.*

The development plan has been informed by the following objectives (as set out within the overview of the Development Plan documentation:

- *A vibrant community that retains links to the former Alphington Paper Mill and industrial structures of heritage significance. These structures will be adapted and / or interpreted where practical to maintain a visual link to the site's industrial history.*
- *Thriving mixed use precincts, including a well-connected town centre, a village piazza and a community and learning hub. Provide increased live / work opportunities, education and community uses, affordable housing, higher density housing, retail and hospitality.*
- *An increased range of dwelling types that contribute to increased diversity within the local area and respond to changing household sizes, includes 5 per cent of the total dwellings as affordable housing.*
- *A traditional street pattern that efficiently utilises the existing street network, provides a street frontage to the heritage structures to be retained and responds to the topography of the site.*
- *A landscape character relative to the scale of development proposed, which brings the leafy character of Alphington Park and streets into the site before transitioning to the main street landscape envisioned for the northwest corner of the site. North / south corridors link to an industrial heritage landscape and the Yarra River as well as the 'Paper Trail' linear park. These distinctive landscapes contribute to the identification of a series of neighbourhoods with diverse identities and character.*

4.3. Road Network

The following describes the higher order roads within close proximity to the study area, and which have a direct impact on the study area. This study has also reviewed the local roads and laneways within the study area and a detailed review of the existing conditions of these streets is included at Appendix A of this report.

Due to the location of the Yarra River, and associated lack of north-south routes, travelling to and from the south from the Heidelberg Road corridor is somewhat restricted and can only be provided via Chandler Highway. This has impacts on all modes of transport, particularly on cycling and walking

The configuration of **Heidelberg Road** varies considerably throughout each of the precincts. Along its entirety, Heidelberg Road is a VicRoads declared arterial road and Road Zone Category 1 and extends throughout the study area in an east-west direction.

At **Precinct 1**, Heidelberg Road is configured with three lanes in each direction separated by a central median. The westbound carriageway accommodates a kerbside bicycle lane/car parking lane. The westbound carriageway accommodated a kerbside bicycle lane and a service road accommodating one lane for eastbound traffic and kerbside car parking.

The speed limit within this precinct is 60km/h.



Figure 3: Precinct 1 – Heidelberg Road – view east



Figure 4: Precinct 1 – Heidelberg Road – view west

At **Precinct 2**, Heidelberg Road is generally configured with three lanes in each direction separated by a central median with the kerbside lanes accommodating on-street car parking outside of Clearway times. Localised widening occurs at the signalised intersections to accommodate turn lanes. Towards the east end of the precinct, Heidelberg Road narrows to two-lanes in each direction.

The speed limit within this precinct is 60km/h.



Figure 5: Precinct 2 – Heidelberg Road – view east



Figure 6: Precinct 2 – Heidelberg Road – view west

Either side of **Precinct 3a**, Heidelberg Road is configured with two lanes in each direction, with the kerbside lanes accommodating on-street car parking outside of Clearway times. Localised widening occurs at the signalised intersection with Chandler Highway to accommodate three lanes and turn lanes.

The speed limit within this precinct is 60km/h.



Figure 7: Precinct 3a – Heidelberg Road – view east



Figure 8: Precinct 3a – Heidelberg Road – view west

At **Precinct 3b**, Heidelberg Road is configured with two lanes in each direction, with the kerbside lanes accommodating on-street car parking outside of Clearway times. Localised widening occurs at the signalised intersection with Yarralea Street to accommodate right turn lanes from Heidelberg Road.

The speed limit within this precinct is generally 60km/h, with a 40km/h limit applying west of Park Avenue, relating to roadwork.



Figure 9: Precinct 3b – Heidelberg Road – view east



Figure 10: Precinct 3b – Heidelberg Road – view west

Chandler Highway is a VicRoads declared arterial road and Road Zone Category 1 which extends in a north-south direction between Heidelberg Road in the north (where it continues as Grange Road) and the Earl Street in the south (where it continues as Princess Street).

Chandler Highway is separated by a central median and typically provides three through traffic lanes in each direction, with kerbside bicycle lanes on both sides. No Stopping restrictions apply along both sides of Chandler Highway.

A posted speed limit of 60km/h applies to Chandler Highway in the vicinity of the study area.

Within the study area (south of Heidelberg Road), **Station Street** is a local road[1] which extends in a north-south direction between Heidelberg Road in the north, where it becomes a VicRoads declared arterial road and Road Zone Category 1, and a dead end in the south.

Station Street typically provides one through traffic lane in each direction with indented kerbside parallel parking on both sides. On-street parking is typically short-term (2P).

A posted speed limit of 40km/h applies to Station Street south of Heidelberg Road.



Figure 11: Station Street - view north



Figure 12: Station Street - view south

Westgarth Street is a VicRoads declared arterial road and Road Zone Category 1 which extends in an east-west direction between Heidelberg Road in the east and Merri Parade in the west.

Westgarth Street typically provides one through traffic lane in each direction, with dedicated bicycle lane on both sides. Kerbside parking is provided adjacent to the bicycle lanes on both sides. On-street parking is generally unrestricted.

A posted speed limit of 60km/h applies to Westgarth Street.

Yarra Bend Road is a local road[1] which extends in a north-south direction between Heidelberg Road in the north and a loop road to the south, which provides access to the parklands.

Yarra Bend Road provides one through traffic lane in each direction. No kerbside parking is provided on both sides of Yarra Bend Road and limited indented parking are provided on the west side of the road.

The default suburban speed limit of 50km/h applies to Yarra Bend Road.

[1] As defined in the City of Yarra Road Management Plan Register of Public Roads, dated 4th July, 2017.



Figure 13: Yarra Bend Road - view north



Figure 14: Yarra Bend Road - view south

4.3.1. Arterial Road Traffic Volumes

The following table sets out the Average Annual Daily Traffic Volumes of the arterial roads within the study area. This information is sourced from the VicRoads Arterial Road Database (April, 2018).

Table 5: Arterial Road Traffic Volumes (Source: VicRoads Arterial Road Database – April 2018)

Road Name	Average Annual Daily Traffic Volume (two-way)
Heidelberg Road (each precinct)	
Btw Westfield St/Jeffrey St (Precinct 1)	30,000
Btw Jeffery St/Westgarth St (Precinct 1)	30,000
Btw Westgarth St/Station St (Precinct 2)	29,000
Btw Station St/Chandler Hwy (Precinct 3a)	28,000
Chandler Highway	
Btw Heidelberg Rd/Yarra Bvd	40,000
Grange Road	
Btw Chandler Hwy/Separation St	22,000
Station Street	
Btw Heidelberg Rd/Separation St	16,900
Westgarth Street (north and south)	
Btw Heidelberg Rd/Jeffrey St	6,400

4.3.2. Existing Parking Conditions

On-street parking within the study area is a mixture of short-term (2P or less), medium-term (3 & 4P), unrestricted and permit zone restrictions.

Parking along the south side of Heidelberg Road within the study area is generally unrestricted outside of Clearway 6:30am-9:30am Mon-Fri times, with some short-term parking within Precinct 3b.

Parking within the local streets in the vicinity of the study area is generally controlled by short-term restrictions.

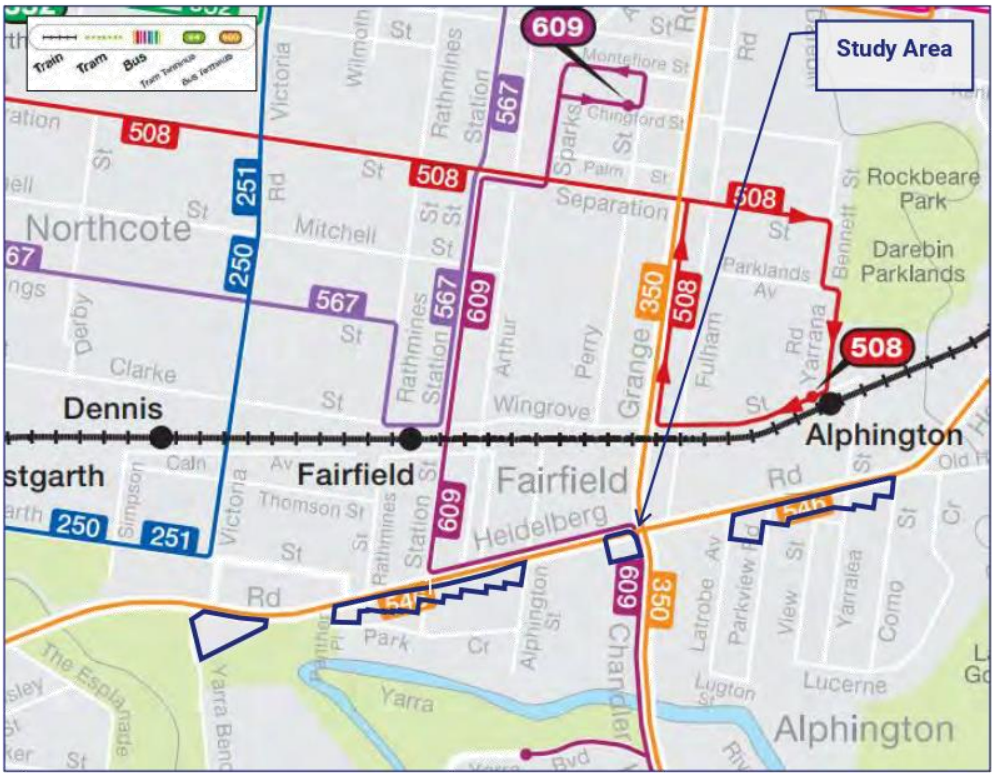
A map detailing the various car parking restrictions throughout each precinct is provided at Appendix B.

4.4. Public Transport

The study area has access to a number of public transport services including rail and bus services within walking distance of the study area.

The existing public transport services within close proximity of the study area are shown on the Public Transport Map at Figure 15 and a summary provided at Table 6.

The study area is partially located within the PPTN Area, as detailed in the map at Figure 16.



Source: Public Transport Victoria

Figure 15: Public Transport Map

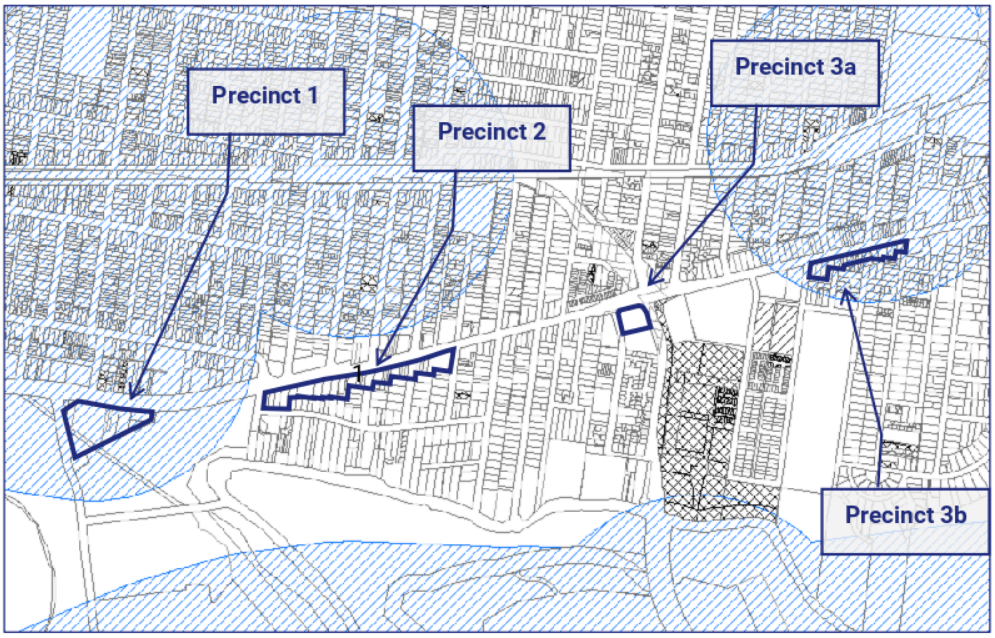


Figure 16: PPTN Map

Table 6: Summary of Public Transport Services

Service	Between	Via	Operating Times (Frequency)		
			Weekday	Saturday	Sunday
Dennis Station, Fairfield Station and Alphington Station – located north of study area					
Hurstbridge Line	Hurstbridge & City	Alphington	Operate at high frequency		
Heidelberg Road – operates through the study area					
Bus Route 546	Heidelberg Station & Queen Victoria Market	Clifton Hill & Carlton	6:20am-6:50pm 30 minutes	Does Not Operate	
Bus Route 609	Hawthorn & Fairfield	Kew	8:05am-1:55pm 60 minutes	Does Not Operate	
Grange Road – located north of the study area					

Service	Between	Via	Operating Times (Frequency)		
			Weekday	Saturday	Sunday
Bus Route 350	La Trobe University & City	Eastern Freeway	7:05am-6:30pm 20 minutes	Does Not Operate	
Westgarth Street – located north of the study area					
Bus Route 250	La Trobe University & City	Westgarth	5:30am-11:20pm 20-30 minutes	6:15am-11:45pm 30-40 minutes	6:40am-10:45pm 30 minutes
Bus Route 251	Northland SC & City	Westgarth	6:50am-8:50pm 20 minutes	7:20am-7:10pm 30-40 minutes	8:25am-5:45pm 40 minutes
Wingrove Street – located north of the study area					
Bus Route 508	Alphington Railway Station & Moonee Ponds	Northcote & Brunswick	5:30am-10:35pm 10-20 minutes	6am-11:35pm 30-60 minutes	8:20am-10:40pm 40-60 minutes

We note that the bus services which travel south, along Chandler Highway, do not operate on the weekend and as such, it is not possible to travel south of the Yarra river efficiently on the weekends.

Similarly, the bus routes which operate along the Heidelberg Road throughout the study area do not operate on the weekends.

The remaining bus services do not operate at high frequency during peak or off-peak times.

4.5. Sustainable Travel Modes

The study area is served by an adequate network of bicycle routes, albeit with some discontinuity and functionality issues. Figure 17 below shows the Travel Smart Map for the study area.



Source: City of Yarra

Figure 17: Travelsmart Map

4.5.1. Cycling

Heidelberg Road provides on-road bicycle lane between Yarra Bend Road/Station Street and Coates Avenue/Chandler Highway. The other sections of Heidelberg Road within the study area are nominated as an informal bicycle route. The bicycle lanes along Heidelberg Road within the study area are disconnected are inconsistent. They are relatively unsafe and not well suited to less experienced cyclists. While there are dedicated bike lanes in some sections many parts of Heidelberg Road either have no bike lane or one shared with parked cars outside the clearway times. In practice the discontinuous route will be of little value to inexperienced cyclists.

On-road bicycle lanes are provided on several of the north-south streets which intersect the study area including Westgarth Street, Station Street, and Chandler Highway. Key off-road bicycle routes include the Capital City Trail to the west, the Main Yarra Trail along the Yarra River to the south and a bicycle trail which extends along the Eastern Freeway.

Chandler Highway provides a good connection from the study area to the south, via dedicated on-street bicycle lanes from Heidelberg Road to the Eastern Freeway. To the south of the Eastern Freeway an-off-road shared path continues to the south-east.

4.5.2. Car Share

As shown on the TravelSmart map at Figure 17, two car share vehicles located north of the study area, in the vicinity of Fairfield Railway Station.

4.5.3. Walking

The study area is somewhat walkable where only some services and destinations are within a convenient walking distance. The Walkscore[2] map for Fairfield and Alphington is illustrated in Figure 18, with a score of 69. This is a measure of the level of accessibility to local services by walking. The score is classified as 'Somewhat Walkable', which states that some errands can be accomplished on foot.

We note that the main pedestrian connection to local services within close proximity to the study area is via Heidelberg Road. The main shopping precinct in close proximity to the study area is Fairfield Village, which is located at least 500m from Precinct 2 of the study area, with greater walking distance for the remaining precincts. We note that level of accessibility to local services within the study area will increase when the development at Alphington Paper Mill site is complete. Upon completion, the development will add additional services including retail shops, restaurant, banks, post office and commercial uses.

The following railway stations are within close proximity to the study area:

- **Dennis Station**, located approximately 750m walking distance from Precinct 1 (10 minutes walk).
- **Fairfield Station**, located approximately 700m walking distance from Precinct 2 (10 minutes walk).

[2] https://www.walkscore.com/AU-VIC/Melbourne/Alphington

- **Alphington Station,** located approximately 850m walking distance from Precinct 3a and 550m walking distance from the east end of Precinct 3b (7-10 minutes walk).

The study area also has access to several walking routes including The Main Yarra Trail along the Yarra River and walking paths through Coate Park and Alphington Park.

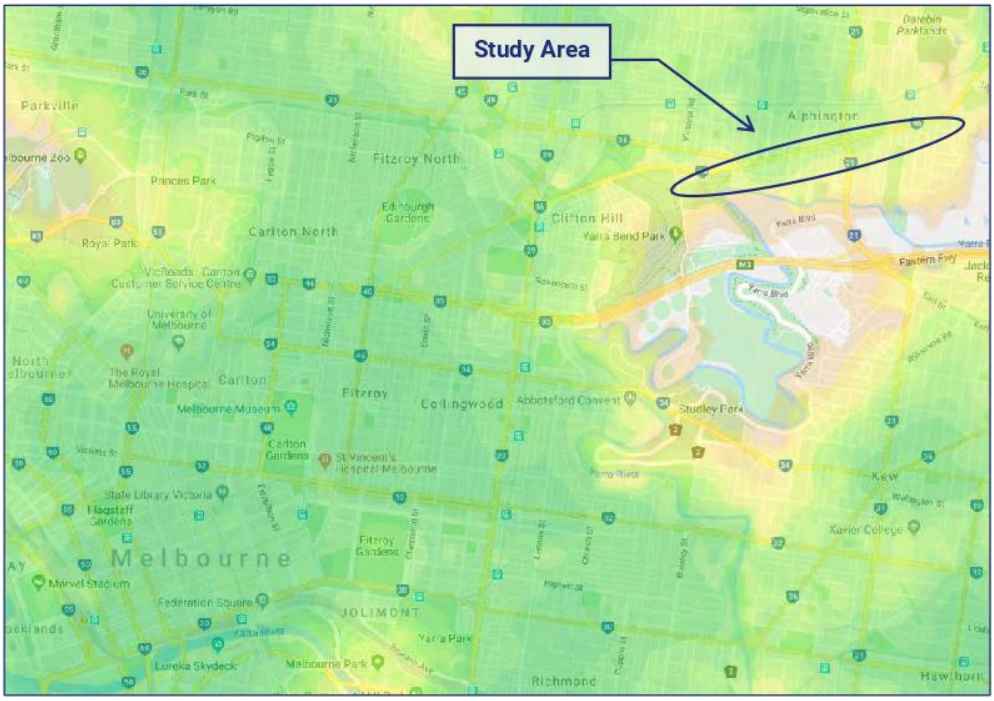


Figure 18: Walkscore Map - Fairfield & Alphington

4.6. Demographics

4.6.1. Car Ownership Statistics

The majority of new dwellings within the study area will be apartment style dwellings. A review of car ownership statistics for 'flats units and apartments' within the suburbs of Fairfield and Alphington and the City of Yarra highlights the following average car ownership statistics. This data was recorded by the Australian Bureau of Statistics (ABS) in the 2016 census.

We note that the sample size for these suburbs is quite limited, as the housing stock is still mostly semi-detached and detached dwellings, rather than apartments. However, the level of apartments is expected to increase in the near future.

These statistics indicate that the parking requirements for dwellings set out under Clause 52.06-5 of the Planning Scheme are generally higher than the car ownership statistics for one and three-apartments in this locality.

Table 7: ABS Census Car Ownership Statistics (2016) – Flat/Unit/Apartment

Type of Dwelling	Number of Cars	Alphington Suburb	Fairfield Suburb	Yarra LGA
1 bedroom Flat/Unit/Apartment in one or more storey block	**Average no. of cars per dwelling**	**0.9**	**0.8**	**0.7**
	0 cars	20%	28%	38%
	1 car	71%	67%	55%
	2 or more cars	9%	5%	7%
2 bedroom Flat/Unit/Apartment in one or more storey block	**Average no. of cars per dwelling**	**1.2**	**1.2**	**0.9**
	0 cars	13%	15%	26%
	1 car	56%	61%	56%
	2 or more cars	31%	24%	19%
3 bedroom Flat/Unit/Apartment in one or more storey block	**Average no. of cars per dwelling**	**1.8**	**1.6**	**1.2**
	0 cars	8%	0%	20%
	1 car	22%	37%	48%
	2 or more cars	70%	63%	33%

4.6.2. Journey to Work Data

A review of Journey to Work data for the suburbs of Alphington and Fairfield, the City of Yarra and the Greater Melbourne highlights the following statistics. This data was recorded by the Australian Bureau of Statistics (ABS) in the 2016 Census.

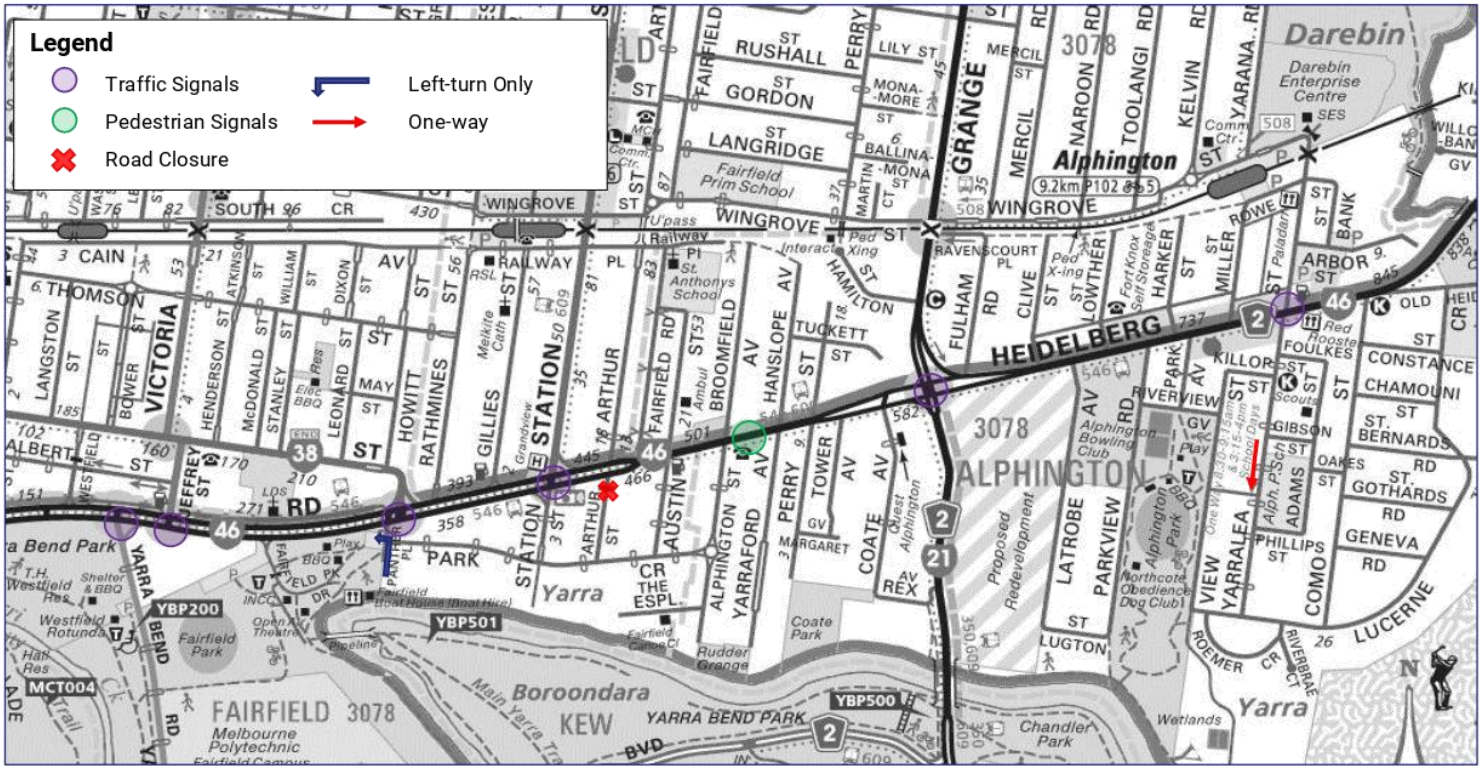
This data highlights a stronger reliance on public transport, walking and cycling for those living (in particular) within the study area compared with the Melbourne metropolitan area.

Table 8: ABS Census Journey to Work Data (2016)

% mode of travel for 'journey to work' trip	Live within the area (i.e. place of residence)				Work within the area (i.e. place of employment)		
	Alphington	Fairfield	City of Yarra	Greater Melb.	Alphington-Fairfield SA2*	City of Yarra	Greater Melb.
Car as driver	48.3%	43.4%	32.8%	60.2%	68.8%	48.5%	59.8%
Public Transport	22.2%	27.4%	28%	15.4%	6.9%	23.7%	15.8%
Walking	2.6%	3.2%	12.4%	3%	3.5%	5.9%	3.1%
Cycling	6.4%	6.5%	8.6%	1.4%	1.9%	4.3%	1.4%
Other (car passenger, motorcycle, taxi)	3.3%	3.3%	2.9%	4.5%	3.4%	3.4%	4.4%
Other Data (worked at home, did not go to work, mode not stated)	15.6%	14.4%	13.1%	13.8%	14.5%	12.5%	13.9%

4.7. Traffic Management

A detailed review of the existing traffic management measures within the study area is provided at Appendix C. The following map summarises the traffic management measures along or immediately adjacent to Heidelberg Road.



Source: Melway

Figure 19: Traffic Management Map

5. Transport Impacts

The primary purpose of this study is to review the traffic engineering implications of the implementation of the Design and Development Overlay, which introduces a range of built form controls to the Yarra Planning Scheme. This amendment is required to implement the recommendations of the Heidelberg Road Built Form Framework prepared by Hodyl & Co in order to allow for more intense development along the Heidelberg Road Corridor.

The key transport engineering impact of the proposed controls is the direction to use local roads and rear laneways for vehicle access to new developments wherever possible and avoid new crossovers to Heidelberg Road. As a result, the use of the laneways and local roads with the study area will increase. This study reviews the potential impacts of new development and makes recommendations to manage the increased use of local roads and laneways.

The following sections provide:

- An overview of the likely traffic impacts of increased development along Heidelberg Road, by reviewing a case study of Victoria Street, Richmond.
- A discussion regarding access to Heidelberg Road being avoided if possible, for vehicle access.
- Identification of locations which may require additional analysis to be completed as part of a development application.
- Recommendations for provision of car parking within each precinct.
- Analysis of potential capacity of the road network to accommodate on-street parking generated from developments.

This study does not seek to undertake detailed traffic modelling of Heidelberg Road or its key intersections. Traditional traffic modelling relies on estimates of future growth of land use intensity and assumptions about future trip generation rates and transport mode choice to assess the impact on a transport network. In our view, these critical modelling assumptions cannot be determined with any certainty for this area.

There are a number of factors that mean that preparing a detailed traffic model for this Activity Centre is not possible. At this time, Yarra City Council has not completed a detailed study regarding possible increases in dwelling numbers or commercial floor space on specific sites, which is an essential requirement of any model.

Future policy on car parking provision is expected to move away from a 'predicted and provide' approach to car parking provision (as identified by the Liveable Yarra Project) towards using car parking as a tool to encourage sustainable transport choices. Car parking provision rates are expected to be lower than have historically been required. The provision of car parking can have a significant impact on the traffic generated by a development site and the mode choice of trips generated by any development and this will greatly affect any assessment of future traffic conditions.

Fundamentally though, a detailed traffic model would not assist in achieving the key objectives of this study, which is to best manage the transport challenges posed by new

development. This is primarily achieved by applying best principles access management techniques to manage this new development.

This study aims to promote alternative transport modes in the following key ways:

Public Transport

- Maximise the accessibility of public transport, including fixed rail and bus services

Walking

- Provide a high quality pedestrian environment, including minimising the impact of vehicle access points along key pedestrian routes, especially Heidelberg Road
- To protect and enhance pedestrian connectivity to key destinations
- Promote public transport by providing good pedestrian and cycling links to public transport stops

Cycling

- Promote a safe cycling environment by minimising the number of conflict points with vehicles

Key outcome of this assessment is an Access and Movement Plan for properties abutting Heidelberg Road. This plan applies best practice vehicle access management techniques to properties abutting Heidelberg Road to manage the impacts of vehicle access to abutting properties on these three modes and maximise the efficiency of the arterial road network. A detailed model of traffic movement along Heidelberg Road would be of no assistance to this assessment. These techniques would be recommended notwithstanding any traffic model.

To take a historical example, a detailed traffic model of the Swan Street/Lennox Street intersection or Swan Street/Church Street intersection would have no impact on vehicle access locations adopted for the Dimmeys redevelopment at 140 Swan Street. Vehicle access to the rear and side of the property, rather than directly to Swan Street was chosen on best practice access management principles.

This report does include a detailed review of Victoria Street, Richmond, as a case study of how traffic conditions on Heidelberg Road are likely to change over time. Victoria Street has a number of parallels with Heidelberg Road and has and will experience some significant development. This case study provides a high level overview of how additional development on Heidelberg Road will change the transport conditions along Heidelberg Road. In our view, this case study provides a better guide to the likely future transport conditions along Heidelberg Road than any mathematical model, which would be based on highly uncertain assumptions regarding development scale, future trip generation rates and mode choices.

5.1. Traffic impacts along Heidelberg Road

In order to assess the likely traffic impacts of increased development along Heidelberg Road, we have undertaken a case study and review of Victoria Street, Richmond. The review generally covers the period between 2006 and 2016.

In April, 2010, Yarra City Council adopted the Victoria Street Structure Plan, a document that built on planning work that occurred between 2002 and 2010. Since that time, significant redevelopment has occurred, particularly within the eastern and western precincts identified by this structure plan.

The following reviews the changes to Victoria Street and the changes in transport along Victoria Street as a model for how Heidelberg Road may evolve over time.

It should be noted that there are some similarities and differences between Heidelberg Road and Victoria Street. Both are key arterial roads located within inner Melbourne providing important routes for travel from outer areas through to the CBD. However, a distinction needs to be made in comparing between Victoria Street as it is now and Heidelberg Road as it is currently.

Victoria Street does perform better in a number of areas compared to Heidelberg Road in terms of its sustainable transport characteristics. This includes closeness to the CBD, the availability of on-road public transport services, walkability and availability of local services. However, access to metropolitan rail services is higher for most of Heidelberg Road than Victoria Street. This provides a different level of public transport access to the CBD (and wider Melbourne).

However, it should be recognised that many of Victoria Streets sustainable transport characteristics have improved markedly in the last 20 years, including increased tram services, number and quality of bicycle connections and changing land use all occurred over the review period.

Heidelberg Road has significant scope for improvement in the areas of cycling, walking and access to local services. This includes the provision of increased on-road public transport services, where there is significant scope to extend the frequency and hours of operation of existing bus services. The full development of the Paper Mill site will provide a much higher level of access to local services within a walkable distance than at present. There are also opportunities to increase the walking and cycling environment along Heidelberg Road.

From a transport perspective, the study area has considerable potential to improve in the key areas that have assisted in achieving the shift in travel patterns seen in Victoria Street.

5.2. Case Study – Victoria Street

In order to assess the likely traffic impacts of increased development along Heidelberg Road, we have undertaken a case study and review of Victoria Street, Richmond. The review generally covers the period between 2006 and 2016. ‘

The case study is provided in detail at Appendix D.

5.2.1. Summary of Case Study

Based on the study, the following conclusions can be drawn from the development of Victoria Street over the last 10 years:

- Victoria Street has experienced significant development over the last 10 years, with over 3,000 new dwellings being constructed on properties that directly abut Victoria Street.
- The daily volume of traffic on Victoria Street has decreased, in some sections by up to 25%.
- Sustainable transport modes for journey to work purposes have significantly increased within the City of Yarra and Richmond for both residents and employees in Richmond.
- Public transport services (trams) on Victoria Street have doubled.
- Bicycle usage has increased significantly as a transport mode within Richmond and Victoria Street.
- Alternative transport modes such as car share vehicles have become available over time.

From the review of case study data, a modal shift is certainly occurring and it is modal shift that is accommodating the increased transportation activity within Richmond. While the population and development intensity along Victoria Street has increased, the daily traffic volumes along Victoria Street and parallel traffic routes has reduced over time and been taken up by alternative transport modes.

It is not evident from the arterial road volume data that non-local traffic is dispersing to other routes. The traffic volumes on Victoria Street, Bridge Road and Swan Street have all fallen over the last 10 years. While, locally generated traffic within Richmond would be displacing non-local or through traffic, however the main shift appears to be towards sustainable transport modes.

A key driver of this change is due to:

- Changes in land use over time along Victoria Street with a shift away from manufacturing towards service and professional industries.
- An increasing mix of land uses including a significant increase in dwellings and new mix of commercial uses in place of industrial uses.
- A change in demographic with the gentrification of Richmond. Residents of Richmond are increasingly younger persons employed in professional industries who live and work locally (including the CBD and nearby Activity Centres). Travel by private car is not necessarily the most convenient mode of travel for many trips to either work or everyday destinations (shopping, etc.). The increased number of dwellings on Victoria Street are well served for everyday needs by a short walk to Victoria Gardens.

5.3. Traffic Impacts to Local Road Network

The following sets out our high level review of the potential traffic impacts to local roads within the study area generated by the proposed height controls and level of development that could potentially occur within the area. The following highlights any locations that should be further analysed during the application process for vehicle access to certain streets.

5.3.1. Precinct 1

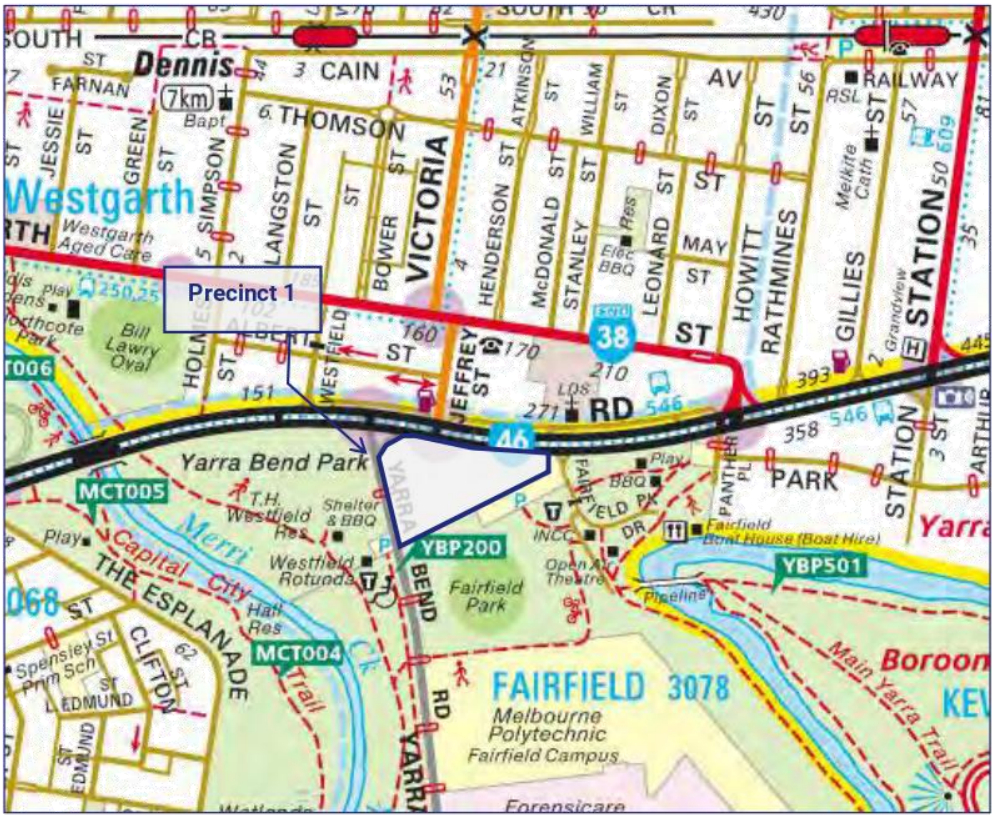


Figure 20: Precinct 1 Map

We understand that the redevelopment of the land in this precinct is likely to be largely residential, with a small amount of commercial. Based on the access and movement plan detailed in Section **Error! Reference source not found.**, vehicle access for the western part of the precinct should be undertaken via Yarra Bend Road, with the remaining properties accessing Heidelberg Road directly.

Existing usage of Yarra Bend Road includes recreational uses associated with Yarra Bend Park, as well as Melbourne Polytechnic and the Thomas Embling Hospital.

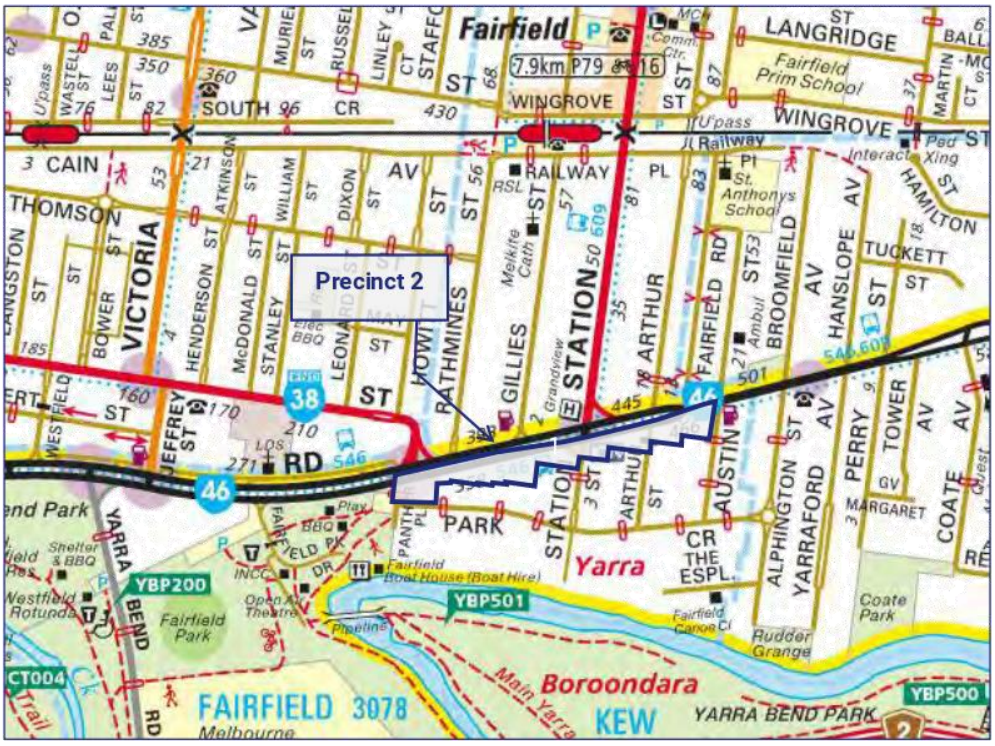
We are satisfied that the level of traffic likely to be generated by Precinct 1 to Yarra Bend Road is expected to be able to be accommodated by Yarra Bend Road, particularly given that the Yarra Bend Road/Heidelberg Road intersection is controlled by traffic signals.

Further, the portion of the precinct which will take vehicle access to Yarra Bend Road is currently occupied by industrial uses, which are likely to be generators of traffic and would include heavy vehicle traffic.

Accordingly, we do not believe the level of traffic generated by the level of development proposed for this precinct will pose a significant issue for the operation of Yarra Bend Road or its intersection with Heidelberg Road.

For any redevelopment of this site utilising Yarra Bend Road for access, the application material would need to include detailed traffic analysis including Sidra analysis of the intersection to ensure that the capacity of the intersection is not exceeded.

5.3.2. Precinct 2



The level of traffic generated as a result of the development proposed for this precinct of a 5 storey height limit is not expected to be significant. We do not expect that the level of traffic will increase to a detrimental level on any of the adjoining local roads.

The block bound by Panther Place and Station Street includes a significant number of properties which will be required to either continue to take vehicle access directly to Heidelberg Road, or not provide parking on the site. The remaining properties accessing the local road network directly do not have the development potential to cause a detrimental impact to Panther Place or Station Street.

We note that Panther Place and Station Street are both controlled by traffic signals at their intersections with Heidelberg Road.

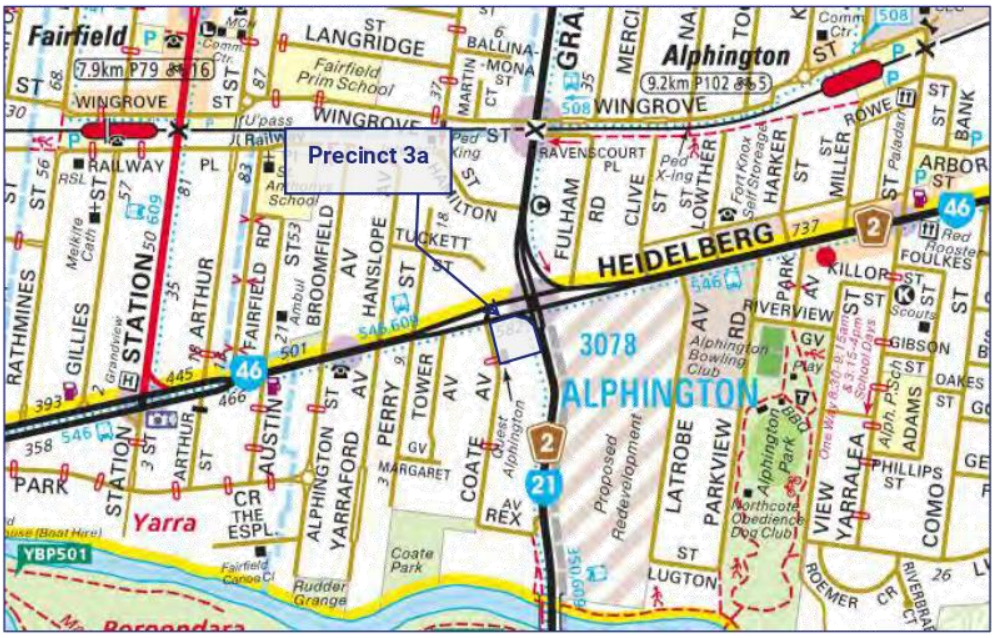
Arthur Street includes a road closure which is located close to the intersection with Heidelberg Road. This road closure will only allow for the properties within the DDO area to access Heidelberg Road. All other properties to the south (and outside the study area) cannot access Heidelberg Road from Arthur Street. Accordingly, it will only be the two sites on either side of Arthur Street which will take access to this section of Arthur Street.

Arthur Street is restricted to left-in/left-out and accordingly, we are satisfied that the likely traffic increase to the intersection will be minor and accommodated by the left-in/left-out nature of the road.

The Heidelberg Road Built Form Framework does not indicate that the intention is for vehicle access to be undertaken via Austin Street. In the access maps discussed at Section 6.3.1 and attached at Appendix F, we are satisfied that vehicle access could be taken to Austin Street and it would be beneficial to do so for the block bound by Austin Street and Arthur Street.

If vehicle access were taken to Austin Street we do not believe this would have a significant impact to Austin Street, as the current use of the site as a car dealership with service centre included would generate a level of traffic which would be potentially comparable to the development potential of this land.

5.3.3. Precinct 3a



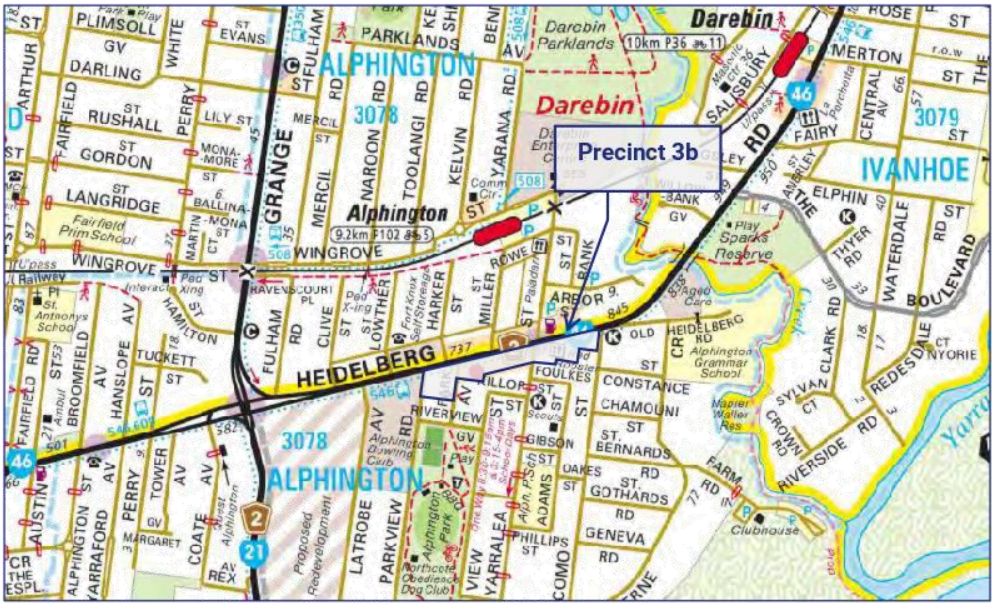
The level of traffic impact from any redevelopment of this site would need to be assessed as part of any development proposal submitted.

The level of development is potentially quite significant and given there is only one option for vehicle access, to Coate Avenue, this would need to be critically assessed.

However, given the Coate Avenue/Heidelberg Road intersection is downstream from the Chandler Highway intersection, there are large gaps in the traffic which can be used by vehicles to enter (via right turn) or exit via left or staged right turn during the large breaks in the traffic.

The site is already occupied by a two-storey office development with associated carpark (94 spaces). Accordingly, it is likely that this development is already generating a moderate level of traffic. Any traffic surveys and analysis should ensure that the existing traffic generated by this site is taken into account during the assessment.

5.3.4. Precinct 3b



The level of traffic generated as a result of the level of development proposed for this precinct, of a mostly 5 storey height limit, is not expected to have a significant traffic impact to local roads. We do not expect that the level of traffic will increase to a detrimental level on any of the adjoining local roads.

The block bound by Parkview Road and Park Avenue, known as 700-718 Heidelberg Road has received a Planning Permit from VCAT (Aleks Nominees Pty Ltd v Yarra CC [2018] VCAT 1315) for an 8 storey mixed use building over 3 levels of basement parking. The building is to contain 2 retail tenancies, 105 dwellings and 153 car spaces, accessed via both Parkview Road and Park Avenue.

The traffic associated with the use of this land will effectively be split between two local roads. We do not believe that either of these roads will be greatly impacted by this development, or similar development in the event an amended permit was to be issued.

The block bound by Park Avenue and Yarralea Street includes a significant number of properties which will be required to either continue to take vehicle access directly to Heidelberg Road (due to no alternative), or not provide car parking on the site. The remaining properties accessing the local road network directly do not have the development potential to cause a detrimental impact to Park Avenue or Yarralea Street. We note that Yarralea Street is controlled by traffic signals at its intersection with Heidelberg Road.

Property No's 774 and 782 will each have vehicle access to Yarralea Street. Given that the intersection of Yarralea Street is controlled by a set of traffic signals we do not believe there would be a detrimental impact to Yarralea Street as vehicle access to Heidelberg Road is controlled already. However, for any redevelopment of this site utilising Yarralea Street for access, the application material would need to include detailed traffic analysis, including Sidra analysis of the intersection to ensure that the capacity of the intersection is not exceeded.

We do not expect any further increase to traffic along Como Street as the only site which would require vehicle access already provides what is described under the design strategy as 'Existing medium-density, mid-rise housing'. This is a relatively new development and is highly unlikely to be redeveloped further in the short/medium term.

5.3.5. Summary

Overall, we are satisfied that the traffic generated as a result of this fairly moderate level of development across each of the precincts will not have a detrimental impact to the operation of the local road network.

Given the level of development potential and number of properties which are served, the locations that may require intersection analysis to form part of any application material are:

- the Yarra Bend Road/Heidelberg Road intersection,
- the Coate Avenue/Heidelberg Road intersection, and
- the Yarralea Street/Heidelberg Road intersection.

5.4. Parking Impacts to Local Road Network

The following sets out the general approach to parking demands within each of the different precincts. Each of the precincts has different locational attributes which would be more or less conducive to allowing for car parking reductions.

Precinct 1 and 3b are located within the PPTN area and as such are more conducive to allowing for car parking reductions. Whereas, Precincts 2 and 3a are not, and may be less conducive.

Maps detailing the on-street car parking restrictions within the study area are provided at Appendix B.

The below recommendations assume that an improvement to the overall bicycle connectivity is improved generally in line with the recommendations set out within Section 7

5.4.1. Precinct 1

Whilst located within the PPTN area, the sites located within Precinct 1 are located 700m from the nearest railway station (Dennis Railway Station). The site is located within the PPTN due to its proximity to Westgarth Street, where Bus Routes 250 and 251 operate. These bus routes only operate at 20 minute frequencies during the peak periods and as such does not offer a high level of service.

Accordingly, whilst located within the PPTN, we do not believe there is much scope for properties within this area to receive a car parking reduction for long term parking (staff or residents).

Accordingly, consideration can be given to potential car parking reductions in this precinct. However, an application would need to include a robust assessment of the likely car parking demand so a the proposed use.

For general retail uses, such as shops, food and drink or restaurants, a car parking reduction could be granted for the customer components (i.e. short term users), whereas the staff component should generally provided.

Under existing conditions, the on-street carparking along Heidelberg Road in this precinct is unrestricted outside of Clearway Times. During our site inspection these car spaces were in high demand and were likely associated with long-term car parking for staff of the commercial/industrial uses of the precinct.

The residential uses permitted within this precinct will generate visitor car parking demands. These demands do not need to be provided on the sites as they are located within the PPTN, where there is no requirement for visitor parking. Accordingly, the most proximate area for visitor parking is along the site's frontage to Heidelberg Road. If this is occupied by long-term car parking which is not turning over during the day, there will be limited capacity for visitor or customer parking to occur and visitors will overflow into the car parking for Fairfield Park and Yarra Bend Park.

This should be avoided, and as such Council should explore restricting car parking along Heidelberg Road to short-term parking.

5.4.2. Precinct 2

Precinct 2 is located within a commercial precinct which comprises a mixture of retail and restricted retail uses. Accordingly, any redevelopment of this precinct will include an intensification of the commercial uses on the site.

The general approach to finer grain retail uses on narrower sites would be to ensure that staff parking is provided on the site, with all customer car parking accommodated on-street within the area consistent with a centre based approach to parking demands.

However, for larger sites and for bulky goods (i.e. restricted retail uses) an on-site customer car parking provision may be beneficial for a specific use which includes picking up of goods. Short term loading spaces could be included within the design of a specific site.

Generally speaking, customer car parking demands can be accommodated off-site in the nearby area.

For sites which do not have car parking along their site's frontage, it may be appropriate to require some level of on-site visitor parking to be provided. The provision of visitor car parking should be considered for property numbers 358 to 376, on the corner of Panther Place and Heidelberg Road, where the only street frontage with on-street parking is Park Crescent, a residentially sensitive area.

The remainder of the block between Panther Place and Station Street may also need to provide some level of visitor parking, as there is limited availability of on-street parking available to these sites. The majority of these sites are quite deep with limited street frontage and therefore limited car parking availability directly adjacent. Accordingly, the overflow generated by their development potential is likely to exceed the on-street parking adjacent to the land.

The remainder of the precinct has access to a higher number of street frontages and therefore on-street car parking. Accordingly, these sites could potentially achieve a higher level of car parking reduction for visitor and customer car parking.

The block between Station Street and Arthur Street includes a number of fine-grained sites and as such may not be conducive to providing on site car parking, particularly for visitors or customers. In some cases, commercial uses could also be provided without or with very limited car parking.

On narrow sites that are difficult to provide parking on, the inability to provide car parking should not be a limiting factor in the development potential of a site. Rather, the provision of alternative travel modes, such as bicycles, motorcycles and scooter parking should be explored as an alternative to car parking.

For example, the space that is required for a single car space, can accommodate up to 8 bicycle spaces (potentially more if you take into account the space required for manoeuvrability of a car), as detailed below. Accordingly, for some developments this may be more beneficial to providing a very small number of car spaces.

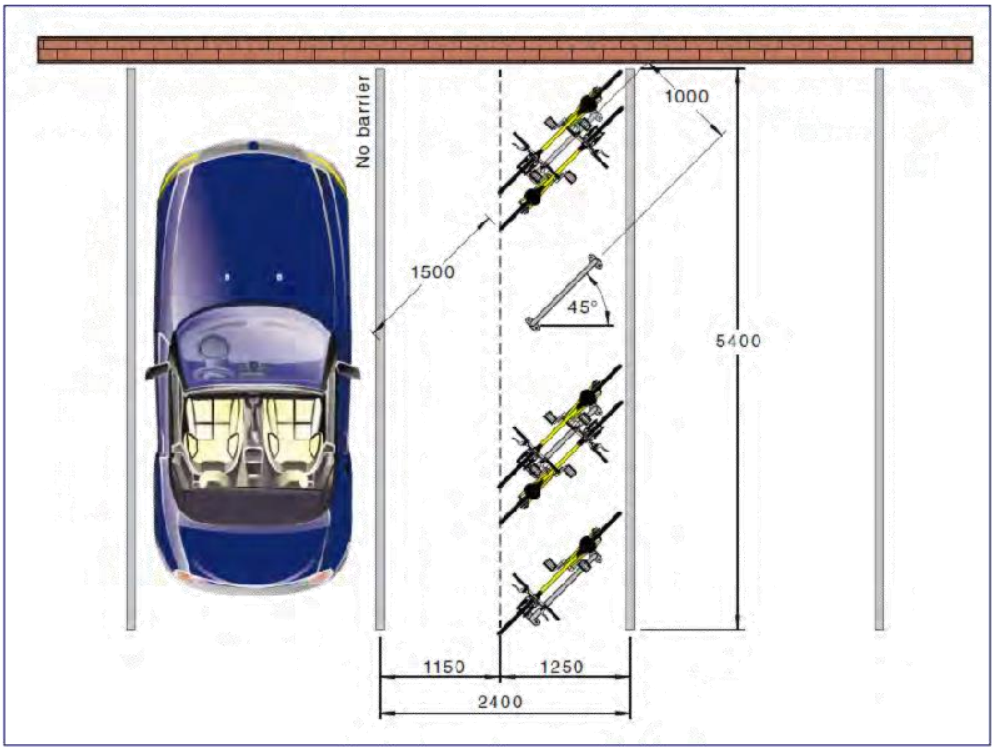


Figure 21: Conversion of Car Space to Bicycle Spaces (AS2890.3-2015)

5.4.3. Precinct 3a

The site located within Precinct 3a has only one street frontage that can accommodate on-street parking, Coate Avenue. The remaining street frontages are Heidelberg Road and Chandler Highway which do not provide for on-street car parking in this location.

The adjoining land uses to the south of the site are residential in nature. Accordingly, any overflow car parking demand should be confined to along the site's frontage to Coate Avenue, such that the car parking impact is limited.

Accordingly, the car parking demand generated by the site should be accommodated on the site, with a short-term overflow which is limited to the number of car spaces which can be accommodated along the site's frontage.

5.4.4. Precinct 3b

Precinct 3b is located within a commercial precinct which comprises a mixture of retail and restricted retail uses. Accordingly, any redevelopment of this precinct will include a retail presence on the ground floor and potentially residential uses above.

The general approach to finer grain retail uses on narrower sites would be to ensure that all staff parking is provided on the site, with all customer car parking accommodated on-street within the area consistent with a centre based approach to parking demands.

However, for larger sites and for bulky goods (i.e. restricted retail uses) an on-site customer car parking provision may be beneficial for a specific use which includes picking up of goods. Short term loading spaces could be included within the design of a specific site.

Visitor demands generally peak at opposing times to retail uses, with retail customers typically peaking during the day, whilst residential visitor parking typically peaks during the evening and on weekends. Accordingly, the sharing of the on-street car parking resources is appropriate in this case and can be accommodated within the area, without significant encroachment into residentially sensitive areas.

The precinct is located within the PPTN Area and as such, no residential visitor car parking is required on any of these sites.

The block between Park Avenue and Yarralea Street includes a number of fine-grained sites and as such may not be conducive to providing on site car parking. In some cases, depending on the site constraints and limitations, dwellings and retail uses could also be provided without or with very limited car parking.

On narrow sites that are difficult to provide parking on, the inability to provide car parking should not be a limiting factor in the development potential of a site. Rather, the provision of alternative travel modes, such as bicycles, motorcycles and scooter parking should be explored as an alternative to car parking.

The local streets to the south of Precinct 3b includes significant 'unrestricted' car parking. Accordingly, once development increases along the corridor, overflow car parking may encroach into these residentially sensitive areas.

Council could consider introducing short-term car parking for these residentially sensitive areas to protect existing residents from significant encroachment from new development, where unrestricted car parking prevails.

5.4.5. Summary

Overall, we are satisfied that the parking impacts of the redeveloped sites will not have a detrimental impact to the parking availability of the area.

Generally speaking all long-term car parking demand should be provided on the site, with short-term car parking accommodated on-street. Short-term car parking may be required to be provided on the site if:

- the site does not have access to on-street car parking adjacent to the site,
- any overflow car parking would encroach significantly into residentially sensitive areas, or
- access for customers to collect goods for larger retail uses.

We note that visitor parking cannot be requested to be provided on sites within the PPTN Area.

The residential areas which abut the commercial areas to the south generally have car parking restrictions which protect these areas from parking associated with the commercial

precincts. i.e. short/medium term and permit zones. Accordingly, these parking restrictions will continue to protect the residential areas when development increases along the corridor.

Those on-street car parking areas which are not currently protected by timed or 'Permit Zone; restrictions should be contemplated by Council.

A reduction of long-term car parking for staff or residents could be considered for fine grained sites where vehicle access would be required to Heidelberg Road or if the provision would be low due to the width of the site or other access constraints.

This would be appropriate in this area, as the area is served by fixed rail and it is not necessary that each individual development achieve an exact mix of parking rates as some will be able to readily provide parking and some will not.

6. Access and Movement Plans

A map of existing vehicle access points to properties within the study area is included at Appendix E of this report.

The following section sets out our recommended Access and Movement Plans for all properties within the study area. The detailed Access and Movement Plans are attached at Appendix F.

6.1. Access Management Principles

VicRoads generally adopts the AustRoads Guide to Traffic Management with regard to its access management principles for managing the arterial road network. In particular, the AustRoads Guide to Traffic Management Part 5: Road Management sets out the following relevant guiding principles:

- *Transport and other functions served by roads, the needs of abutting land use, along with wider government strategic objectives, all influence how roads are managed. The functional classification of a road relates to its role within the road network. There are two main functions of road networks and roads:*
  - *'mobility' that is concerned with the movement of through traffic and focussed on the efficient movement of people and freight, and*
  - *'access' that relates to the ease with which traffic from land abutting roads can enter or leave the road.*
- *Recent developments in policy and strategic planning initiatives are aimed at giving greater recognition to walking activity in road and transport planning. This has arisen from policy settings in the transport and health sectors recognising the need to move towards more sustainable forms of transport (by foot, bicycle or public transport) and towards healthier activity (walking, cycling) by the community generally (AustRoads 2013a).*
- *This has led to recognition of the need for planning and providing a road network which caters for the potential increase in active travel such as walking and cycling. This is a fundamental factor for consideration in striving for balance between the mobility and access functions of roads in the network.*

Importantly, in the context of the Heidelberg Road corridor, as an inner area, the move to sustainable forms of transport (foot, bicycle or public transport) has more than just health benefits. It is an integral component to the success of the implementation of the Heidelberg Road corridor DDO, having regard to the capacity constraints of Heidelberg Road to accommodate additional vehicle movements.

Accordingly, it is imperative that the planning for an increase in the density of development is accompanied by an access management strategy that recognises the importance of these sustainable transport modes, and also plans for the inevitable increase in pedestrians and cyclists as well as improvements to the public transport network along this important corridor.

The AustRoads Guide to Traffic Management Part 5: Road Management states the following in relation to the role of different road types:

- *The primary function or balance of different functions may be reflected in the classification of a road. In its purest form, road classification may consist of two basic road types which have fundamentally different traffic and environmental goals:*
  - *arterial roads, the main function of which is to provide for the safe and efficient movement of people and freight, and*
  - *local roads, which provide direct access to abutting land uses and which contribute to the overall functioning of areas bounded by arterial roads or other barriers. The basic function of a local road is to provide a good environment in which to live or conduct a business and to enable vehicular access to abutting land.*
- *The need for access planning and management arises because vehicle movements generated by abutting properties can potentially create interruptions in the traffic flow along a road. On many roads, these interruptions are of little or no concern. However, on arterial roads carrying high traffic volumes or fast moving traffic, where traffic efficiency is of greater importance, these interruptions can create a greater risk of crashes, inefficiencies and other costs to the community. An effective access management strategy for a road or site contributes to the best outcome for the community by protecting the level of traffic service on important through traffic routes while providing road users with safe and appropriate access to adjacent land.*

Heidelberg Road is an arterial road (Road Zone Category 1) and accordingly it has an important role in the broader arterial road network context to provide for through traffic. Heidelberg Road is also located on the Principle Bicycle Network (PBN).

The role of Heidelberg Road creates an environment which is not conducive to providing direct vehicular access to properties which could create interruptions in the flow of both vehicular and pedestrian traffic along Heidelberg Road.

Accordingly, taking into account Heidelberg Road's primary purpose, and noting that within the study area the majority of properties have alternative access potential (generally via local roads and some laneways/carriageway easements), there should be strong policy support within any Planning Scheme amendment (such as the DDO) to guide future access to development to be via the lower order road network.

Safety

Part 13 of the AustRoads Guide to Traffic Management addresses Road Environment Safety, as follows:

- *Managing safety in the road environment means managing the risk that injury will occur, whether it arises from the behaviour of road users, the performance of vehicles or the characteristics of the road environment. Making roads safer means reducing the risk. This applies to all road users – vehicle drivers, riders, passengers, cyclists, and pedestrians.*
- *Safe operation of the road and traffic system is a fundamental goal for road designers and traffic engineers who have a prime responsibility for addressing the safety factors related directly to the road environment itself.*

Fundamental principles for managing safety in road design, traffic management and remedial treatment practice include:

- speed management,
- conflict management,
- hazard management, and
- road user information management.

In the context of managing vehicular access to Heidelberg Road, conflict management is the primary safety principle which can be influenced.

Notably, it is important to provide a continuous safe environment for pedestrians at-grade along the Heidelberg Road public realm, and this can be achieved by minimising private property access points.

Policy Support

Council's Strategic Transport Statement sets out the following hierarchy of transport modes which forms the basis for decision making and actions related to transport in the City:

1. Pedestrians (including wheelchairs and walking with prams)
2. Cyclists
3. Tram
4. Bus/train
5. Taxi users/car sharers
6. Freight vehicles
7. Motorcyclists
8. Multiple occupants local traffic
9. Single occupants local traffic
10. Multiple occupants through traffic
11. Single occupants through traffic

Council's transport modal hierarchy for decision making places pedestrians and cyclists in the top 2, and places vehicular traffic at the bottom.

This hierarchy recognises the importance of sustainable modes into the future, and supports the recommended access management strategy to utilise lower order roads for vehicle access wherever possible, with direct access to Heidelberg Road being a last resort (with consideration for "no parking provision" potentially being preferable for some individual sites).

6.2. Benefits of Limiting Vehicle Access to Heidelberg Road

The principle of limiting direct vehicle access to Heidelberg Road provides the following key benefits:

- It promotes a safe and friendly pedestrian walking environment, by reducing breaks in the footpath, reducing pedestrian-vehicle conflict points and increasing the amount of active street frontage along Heidelberg Road. It also eliminates instances of vehicles blocking the footpath.
- It limits vehicle access to Heidelberg Road to public road intersections, where Council and VicRoads have a greater degree of control in the implementation of traffic management measures. This improves the efficiency and safety of the road network for all users.
- The reduced number of intersections allows the concentration of effort of traffic management measures and safety improvements at a limited number of locations.

However, the benefits of limiting vehicle access to Heidelberg Road need to be tempered against other competing demands, including:

- Some sites do not have alternative access options and have existing access points to Heidelberg Road. It is not possible to deny access to sites that already have direct access to Heidelberg Road and do not have viable alternatives. However, upon redevelopment these accesses can include new controls to limit their impact, in particular left-in/left-out restrictions. A left-in/left-out restrictions results in the smallest impact on the arterial road network from an efficiency and safety perspective. Noting that most sites (except in Precinct 3b) are opposite a central median separating east and west-bound movements and will need to be left-in/left-out regardless.
- For some land uses (such as supermarkets), convenient and direct access to the arterial road network is important for the viability of the use and to minimise impact on local roads.

6.3. Access and Movement Plans

The detailed access and movement plans are attached at Appendix F.

To implement these plans will require some changes to the existing traffic management treatments and the configuration of public roads and laneways. This includes widening laneways to accommodate additional vehicle movements, specifically to accommodate simultaneous two-way traffic flow. This would involve developments abutting certain laneways being required to setback at ground level (although the building could extend over the laneway at upper levels).

Proposed access management plans attached at Appendix F show the recommended traffic management changes and instances where laneways should be widened, to accommodate a rear outcome for redevelopment sites fronting Heidelberg Road.

The plans classify road frontages into three categories:

- **Access prohibited (unless there is no reasonable alternative)** – this category is where vehicle access is not desirable or supported. This classification generally relates to Heidelberg Road frontages (or Chandler Highway, in Precinct 3a).
- **Access not preferred** – this category relates to locations where access is not preferred in favour of alternatives. However, these sites may not have reasonable alternative access locations (i.e. vehicle access to these sections may be the only option available to the site). Vehicle access solutions that do not involve access to these locations are encouraged. This may include consolidation of sites that allow vehicle access to a preferred location or the non-provision of car parking for smaller development sites.
- **Access preferred** – vehicle access to these frontages is supported and encouraged.

It is noted that there are a number of areas, where access is not currently available via either a side (local) road or a rear laneway or are otherwise constrained, as follows:

6.3.1. Precinct 2

Location 1: corner of Heidelberg road and Panther Place (property numbers 358 to 376)

Location 2: south-west corner of Heidelberg road and Station Street (property numbers 416 to 438)

Location 3: south-east corner of Heidelberg road and Station Street (property numbers 440 to 452)

Location 4: block between Arthur Street and Austin Street (property numbers 468 to 484, currently occupied by Mercedes car dealership)

6.3.2. Precinct 3b

Location 5: block between Parkview Road and Park Avenue (property number 712)

Location 6: south-east corner of Park Avenue and Heidelberg Road (property numbers 720-734)

Location 7: property numbers 754 and 756

The following sets out our review of each of the abovementioned areas.

Location 1 - corner of Heidelberg road and Panther Place (property numbers 358 to 376)

Location 1 is shown in the figure below, indicated by the yellow line.



Source: Nearmap

Figure 22: Aerial Photo – Location 1

Property number 358 has three street frontages with a wide frontage to Panther Place, and two narrow frontages to Heidelberg Road and Park Crescent. This site currently has 3 vehicle access points, including one to Heidelberg Road and two to Panther Place.

The site is also noted as "Sensitive redevelopment of existing & potential heritage buildings" as set out within the Urban design strategy. Accordingly, any redevelopment of the site needs to also take into consideration the heritage aspects of the building and associated constraints.

The following discussion is undertaken purely from a traffic engineering and access planning perspective.

Vehicle access should not be permitted to Heidelberg Road as the intention of the DDO is to limit the number of vehicle access points to Heidelberg Road. The question then becomes where is the best location for vehicle access along Panther Place or Park Crescent. The options for vehicle access are as follows:

1. The northern most existing access location to Panther Place.
2. The existing approximate mid-block crossover to Panther Place.
3. Creating a new crossover at the eastern boundary of the site to Park Crescent.
4. Consolidating the site with the adjacent site at No. 364 and creating a new crossover at the site's consolidated eastern boundary.

Table 9: Review of Access Options – Location 1

Option		Advantages	Disadvantages/Challenges	Recommendation
1.	The northern most existing access location to Panther Place	• No impact to Heidelberg Road frontage.	• Unable to turn right out of the site due to the location of infrastructure associated with the traffic signals • Limited sight distance to the Heidelberg Road intersection • Difficult location to provide access whilst maintaining active street frontage to Heidelberg Road	Discard. The safety impacts associated with the limited sight distance is not acceptable.
2.	The existing approximate mid-block crossover to Panther Place.	• No impact to Heidelberg Road frontage. • Location with the best sight distance for this site. • Facilitates safest vehicle access to this site	• Difficulty in turning right out of the site, due to likely queues forming across the access from Heidelberg Road. Keep Clear line marking could be provided to ensure that egress from the site can be provided Otherwise, may be required to be left-out only. • Difficult location to maintain street presence to Heidelberg Road	Consider. May be problematic for building design reasons.
3.	New crossover at the eastern boundary of the site to Park Crescent	• No impact to Heidelberg Road frontage. • Maintains street presence at Heidelberg Road	• Limited sight distance to the bend at Panther Place/Park Crescent • Will require removal of vegetation along verge on Park Crescent.	Discard. The safety impacts associated with the limited sight distance is not acceptable.

Option		Advantages	Disadvantages/Challenges	Recommendation
4.	Consolidating with the adjacent site and new crossover at eastern boundary.	• No impact to Heidelberg Road frontage. • Maintains street presence at Heidelberg Road • Acceptable sight distance to the bend to the west	• Will require removal of vegetation along verge on Park Crescent. • Complexity with regard to agreements between the two sites with regard to consolidation.	Preferred option. But only if Council deems it appropriate to consider approaching land owners regarding consolidation.

Property No's 364 and 376 should both create vehicle access to Park Crescent, in preference to Heidelberg Road.

The vehicle access points to No. 364 is too close to the Heidelberg Road/Panther Place/Westgarth Street intersection and as such should be removed and reinstated as kerb and channel. Entering traffic in this location would reduce the efficiency of through vehicle movements (including bicycles) through the intersection.

Similarly, access to and from the site would be problematic, as when accessing the site from the west (i.e. from the city) would require a vehicle to travel past the site and perform a U-Turn at the Station Street/Heidelberg Road intersection, impacting this intersection.

If vehicle access to this site is provided to Park Crescent, the issues regarding access from the west would be removed as access from the west could be facilitated via the right turn movement at Panther Place.

The Design Strategy for Precinct 2 indicates that the existing access to No. 376 should be retained for a redeveloped site. Our preferred access to this site is to Park Crescent. Whilst there is an existing two-way accessway to Heidelberg Road in this location, the crossover is of a substandard design and includes a street pole in the centre of the access, separating entry and exit movements. This is problematic in terms of clearances to the pole, particularly for larger vehicle access. The figure below shows this arrangement.



Figure 23: Existing Vehicle Access to No. 376

Maintaining access to Heidelberg Road for No. 376 creates the same issues with regard to vehicle access as described for No. 364

The preferred access location to Park Crescent is the existing crossover to this site, which is located at the eastern boundary.

This access location will increase traffic along Park Crescent. However, given this area is indicated as suitable for moderate redevelopment intensification for a height limit of 5 storeys, the associated traffic impact is expected to be low. We also expect traffic to be distributed to the east and west depending on direction of travel.

Vehicle access to Heidelberg Road for loading requirements may be maintained if cannot be facilitated to Park Crescent.

Location 2 - south-west corner of Heidelberg road and Station Street (property numbers 416 to 438)

Location 2 is shown in the figure below, indicated by the yellow line, with the indicative location of the ROW shown in green.



Figure 24: Aerial Photo – Location 2

Property No's 416 to 432 each have frontages to the ROW which extends in an L-shape from Heidelberg Road to the south-east corner of No. 416.

Each of these sites currently have vehicle access to the ROW, either by property access or by car parking within a setback arrangement.

Our recommendation is that vehicle access to the ROW continues, post redevelopment of each of these sites.

The ROW is currently provided at a width of 5.0m as it connects to Heidelberg Road. Under the ultimate arrangement of the ROW, it should be at least 6.1m wide to accommodate two-way movements.

The logical way to ensure that this occurs is to require sites No. 420 and No. 432 to set back their buildings equally to ensure that the necessary widening occurs and is equally distributed between the two sites. The necessary widening is detailed in the figure below.

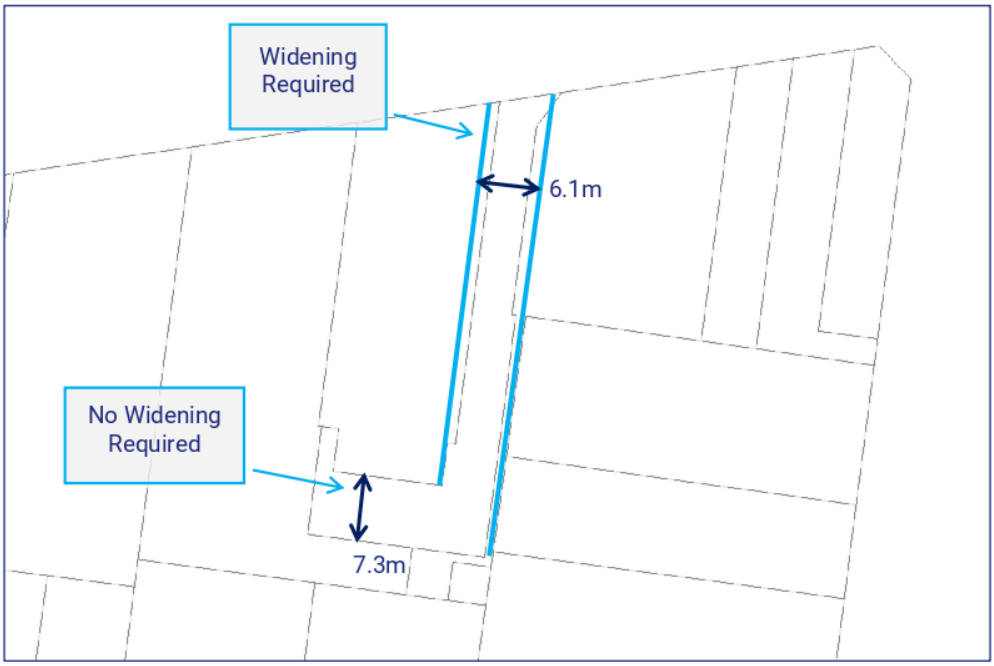


Figure 25: Require Lane Widening

We note that the current width of the lane is sufficient to provide for constrained two-way movements. Accordingly, we do not believe there will be an issue arising with regard to the order with which the site develop. For example, if No. 416 develops before the other two, the laneway will practically operate as allowing for two-way movements, such that the environmental capacity of the laneway will not be exceeded.

We understand that through discussions with Council that Property No 434-438 are likely to be developed as one consolidated site due to the ownership of the land. Accordingly, the access to the site should be provided to Station Street as far south as possible.

Location 3 - south-east corner of Heidelberg road and Station Street (property numbers 440 to 452)

Location 3 is shown in the figure below, indicated by the yellow line, with the indicative location of the carriageway easement shown in green.



Figure 26: Aerial Photo – Location 3

We understand that a carriageway easement is provided in favour of each of the properties detailed below. Under existing conditions each of these properties have vehicle access to the carriageway easement either via property access or by car parking within a setback arrangement.

We recommend that each of these properties, upon redevelopment, continue to rely on this carriageway easement for vehicle access.

Given the level of development that is identified within this precinct, we do not expect these sites to generate the level of traffic that would necessitate the need for widening the easement to accommodate two-way movements (i.e. over 30 movements per peak hour), particularly given the size of No's 448, 450 and 452.

However, if No. 440 did develop beyond the 5 storey height limit and generate significant traffic that would cause the easement to exceed its environmental capacity, this may necessitate the need to, at a minimum, create a passing opportunity along this property's

frontage. As the largest site, with access to the easement, No. 440 is the driver as to whether widening of the laneway were to be required.

It may not be possible to provide for a passing area at the entrance to the carriageway easement due to the presence of a significant street tree which may need to be preserved (others to advise on).

However, a passing bay along the frontage to No. 440 would suffice if this situation arose. It is highly unlikely that the development of No's 448, 450 and 452 would be the driving force behind widening the easement.

As discussed at Section 5.4, given their width, No's 448, 450 and 452 are ideally dimensioned for the provision of low or no parking to be provided. Accordingly, if this were the case, no traffic impacts would result.

Vehicle access to Heidelberg Road should be prohibited for each of the abovementioned sites.

Location 4 - block between Arthur Street and Austin Street (property numbers 468 to 484, currently occupied by Mercedes car dealership)

We note that the Design Strategy details vehicle access to No's 468 to 484 is to Arthur Street, but not to Austin Street.

From an accessibility perspective, vehicle access to Austin Street is a more preferable option. The Austin Street/Heidelberg Road intersection allows for all movements, as opposed to the Arthur Street/Heidelberg Road intersection, which is restricted to left-in/left-out movements.

Whilst either location would be acceptable for access to No's 468 to 484, from an access perspective Austin Street would be preferable.

Location 5 - block between Parkview Road and Park Avenue (property number 700-718)

We note that the Design Strategy does not detail an access location to No. 700-718. This site has three street frontages, including Heidelberg Road, Park Avenue and Parkview Road.

Heidelberg Road would not be acceptable from a vehicle access perspective, given.

The former Paper Mills site development site lies directly to the west of this land parcel, and has vehicle access to Parkview Road. The Paper Mills development site is significant and will accordingly generate significant traffic to the network

Accordingly, it would be preferential if vehicle access to No. 712 were to occur to Park Avenue, rather than Parkview Road in order to distribute traffic throughout the network rather than concentrate it to Parkview Road.

However, both local streets would be appropriate for vehicle access provided the necessary capacity analysis was completed for the Parkview Road.

We note that this site received a Planning Permit from VCAT (Aleks Nominees Pty Ltd v Yarra CC [2018] VCAT 1315) for an 8 storey mixed use building over 3 levels of basement parking. The building is to contain 2 retail tenancies, 105 dwellings and 153 car spaces, accessed via both Parkview Road and Park Avenue. This is a satisfactory arrangement and is likely to distribute the traffic appropriately.

Location 6 - south-east corner of Park Avenue and Heidelberg Road (property numbers 720-734)

Location 6 is shown in the figure below, indicated by the yellow line, with the ROW location shown in green.



Figure 27: Aerial Photo – Location 6

Properties 720 to 732 each have vehicle access to the laneway which extends to Park Avenue under exiting conditions. In addition to these properties, the carpark (accommodating approximately 23 car spaces) located on the south side of the laneway associated with the office on the north side also has vehicle access to the laneway.

We recommend that each of these properties, upon redevelopment, continue to rely on this laneway for vehicle access.

Assuming the continuing use of the carpark (or redevelopment of the carpark maintaining vehicle access to the ROW) and taking into account the development potential of the sites on the north side of the ROW, it is likely that the ROW will require a passing area to be provided at the entrance to the ROW.

This would increase the capacity such that vehicle access to each of the sites can be accommodated.

The passing area should be designed such that a vehicle can enter the ROW, prop clear of the footpath and allow another vehicle to pass. It should be a minimum of 6.1m wide to accord with AS2890.1-2004 for two-lane, two-way access.

As discussed at Section 5.4, given their width and challenges associated with providing adequate access to Heidelberg Road, No's 728, 730, 732 and 734 are suited for consideration for a zero-parking solution. Accordingly, if this were the case, no traffic impacts would result.

Vehicle access to Heidelberg Road should be prohibited for each of the abovementioned sites.

Location 7 - property numbers 754 and 756

Location 7 is shown in the figure below, indicated by the yellow line.



Figure 28: Aerial Photo – Location 7

As discussed at Section 5.4, given their width and challenges associated with providing adequate access to Heidelberg Road, a Road Zone Category 1, No's 754 and 756 are ideally suited for the provision of no parking to be provided. Accordingly, if this were the case, no traffic impacts would result.

These sites are particularly difficult to provide access to, as an accessway would need to be at least 6.1m wide (assuming that over 10 car spaces are provided, being the threshold for a two-way accessway to a Road Zone).

Accordingly, the majority of their 12-14m frontages would be occupied by vehicle accessways, within close very close proximity, which would compromise the pedestrian experience/safety and other non-traffic engineering related considerations.

There is added complexity associated with No. 756 as it also identified as 'Sensitive redevelopment of existing & potential heritage buildings', as well as being restricted by an existing heritage overlay.

The option of providing a development with zero parking may be preferential to providing vehicle access to Heidelberg Road.

We also note that this site is located within 400m of Alphington Railway Station and is one of the most well located with respect to public transport in the study area.

7. Alternative Transport

7.1. Bicycle Infrastructure

As set out within Section 4.5.1, the current bicycle conditions throughout the study area vary at different points along Heidelberg Road and is discontinuous. Accordingly, this results in a confusing and potentially dangerous environment for cyclists, which discourages use of bicycles along Heidelberg Road.

The bike lanes through the corridor commonly share the kerb space with parked vehicles outside of Clearway times. Accordingly, outside of Clearway times, the bicycle lanes are not able to be used.

We note that during clearway times in some locations, the bicycle lanes are narrow, resulting in cyclists travelling quite close to adjacent traffic lanes.

The treatments at signalised intersections is inconsistent throughout the study area. This ranges between a high level at the Heidelberg Road/Chandler Highway intersection which includes kerbside bicycle lanes on the arrival and departure lanes, head-start areas and hook turn storage boxes, compared with a very poor level of infrastructure at a number of intersections.

In each of the precincts all redevelopment should provide for bicycle parking with provisions at least in line with Clause 52.34 of the Planning Scheme. If dwellings without car parking are provided, additional bicycle parking should be provided to ensure no dwelling is at a transport disadvantage.

The design of the bicycle parking facilities should be provided in accordance with the requirements of AS2890.3-2015, including the provision of 20% of spaces designed as a floor mounted space.

Any development within the study area should ensure that bicycles are logically placed with respect to the bicycle paths and bicycle lanes to ensure easy access to designated bicycle routes.

7.1.1. Precinct 1

The sites located within Precinct 1 are particularly well located with respect to bicycle infrastructure, with bicycle lanes located adjacent the site on Heidelberg Road (both directions) and off-road shared paths located to the south of the site throughout the parklands.

There are also good cycling connections from the site to Dennis Railway Station via Jeffrey Street and Victoria Street.

The design strategy for Precinct 1 demonstrates that the bicycle lanes will be maintained along Heidelberg Road.

Whilst the existing infrastructure is suitable, some improvements can be made in some areas. We recommend liaising with the relevant authorities, i.e. Department of Transport (PTV and VicRoads) and Darebin City Council in relation to considering the following, which is currently lacking:

- head-start areas for bicycles at the Heidelberg Road/Yarra Bend Road and Heidelberg Road/Jeffrey Street intersections, and
- additional bicycle parking for Dennis Railway Station to encourage bicycle access to the railway station.

7.1.2. Precinct 2

The bicycle lanes which extend along Heidelberg Road within Precinct 2 do not continue through the intersection with Station Street creating an unsafe arrangement. This is a deterrent for bicycle travel along this stretch of Heidelberg Road.

Bicycle lanes are provided along Westgarth Street and Station Street, providing for convenient bicycle access to Dennis Railway Station (via Westgarth Street and Victoria Street) and Fairfield Railway Station via (Station Street).

The existing bicycle infrastructure is lacking in this area. We recommend liaising with the relevant authorities, i.e. Department of Transport (PTV and VicRoads) and Darebin City Council in relation to the following:

- bicycle consideration at the Station Street/Heidelberg Road intersection to redesign the intersection to incorporate high quality bicycle infrastructure to encourage bicycle usage and increase safety at the intersection for cyclists, and
- additional bicycle parking for Fairfield Railway Station to encourage bicycle access to the railway station.

7.1.3. Precinct 3a

The recent upgrade to the intersection of the Heidelberg Road/Chandler Highway intersection has included significant provisions for bicycles including kerbside bicycle lanes on the arrival and departure lanes, head-start areas and hook turn storage boxes. Accordingly, the bicycle infrastructure in this precinct is good.

7.1.4. Precinct 3b

Bicycle lanes extend along Heidelberg Road within the western portion of Precinct 3b, but do not continue east of Miller Street and through the intersection with Yarralea Street and then do not continue to the east of this intersection. The non-provision of bicycle lanes in this area and restriction of bicycle lanes outside of clearway times by parked cars acts as a deterrent for bicycle travel along this stretch of Heidelberg Road.

Similarly, bicycle lanes are not present on Yarralea Street to assist access to Alphington Railway Station.

The existing bicycle infrastructure is lacking in this precinct. We recommend liaising with the relevant authorities, i.e. Department of Transport (PTV and VicRoads) and Darebin City Council in relation to considering the following, which is currently lacking:

- investigate the provision of bicycle lanes if the Public Acquisition Overlay is acted upon by the Department of Transport,
- bicycle consideration at the Yarralea Street/Heidelberg Road intersection to redesign the intersection to incorporate high quality bicycle infrastructure to encourage bicycle usage and increase safety at the intersection for cyclists, and
- additional bicycle parking for Alphington Railway Station to encourage bicycle access to the railway station.

7.1.5. Summary

Overall the bicycle infrastructure within the study area is lacking in most areas and should be improved. We recommend liaising with the relevant authorities, i.e. Department of Transport (PTV and VicRoads) and Darebin City Council in relation to considering the following, which is currently lacking:

- bicycle consideration at signalised intersections within the study area, intersection to redesign intersections to incorporate high quality bicycle infrastructure to encourage bicycle usage and increase safety at the intersection for cyclists. This could include continuous bicycle lanes through the intersection or head start areas for bicycles,
- additional bicycle parking at Dennis, Fairfield and Alphington Railway Stations to encourage bicycle access to the railway station, and
- creating a be a continuous safe bike lane which is not interrupted at intersections or by parked vehicles.

7.2. Public Transport

7.2.1. Fixed Rail

The study area has access to three railway stations within close proximity, including Dennis, Fairfield and Alphington Railway Stations. These railway stations are located on the Hurstbridge line and offer a high level of service to and from the City with services operating every 5-10 minutes during peak periods and every 20 minutes during off-peak times.

We do note however, that there appears to be a lack of bicycle parking at these railway stations which could create a detraction for potential users of the train services, given the lack of car parking at the stations.

As stated on Metro Train's website:

> *Parkiteer bike cages provide a convenient, undercover and secure place to park your bike, allowing fast access to the station to continue your journey by public transport.*

Accordingly, providing a secure undercover space to park a bicycle would potentially attract additional users of fixed rail for the existing population, as well as any new residents to the area.

7.2.2. Bus Services

A detailed summary of the bus routes available within close proximity to the study area is provided at Section 4.4. The majority of the bus services provided within the study area do not provide a high level of service, with services ranging from every 20 minutes to every 60 minutes during the peak periods. Some services do not operate on the weekend, including along Heidelberg Road. i.e. on the weekend no bus services operate along Heidelberg Road.

Furthermore, there is a lack of bus shelters provided along Heidelberg Road which could be a detractor for potential users of the services.

We recommend liaising with PTV to increase the frequency of services for the existing bus routes within the area and potentially for services to operate during the weekend. Particularly Bus Route 546, which could create a convenient connection through the study area, enabling access to the retail and community services which will be offered as part of the redevelopment of the former Paper Mills site.

We also recommend liaising with the Department of Transport in relation to incorporating considerations for buses within any widening of Heidelberg Road, as well as additional bus shelters at regular intervals along Heidelberg Road.

7.2.3. Walking

The study area is somewhat walkable where only some services and destinations are within a convenient walking distance. We note that the main pedestrian path connecting the study area to local services in close proximity is via Heidelberg Road.

We also note that access to the nearest railway stations within the study area is not ideal, with Precinct 3a located at least 850m walking distance to the nearest railway station. Given its greater distance, this could discourage potential users of the train services.

Accordingly, providing a possible pedestrian link to Fairfield Station along the disused Outer Circle train line can improve pedestrian connectivity to Precinct 2 and 3a (both of which are located outside the PPTN area). This could potentially attract additional users of the train services and Fairfield Village shopping precinct for the existing population, as well as any new residents to the area. This is consistent with the recommendation put forward in the Alphington Paper Mill Development Plan.

8. Interim Design and Development Overlay – Working Draft

The following table sets out our discussion and recommendations for the transport engineering aspects of the interim Design and Development Overlay. This Extract is provided at Appendix G.

Table 10: Review of Design and Development Overlay

Current Text from Working Draft	Comments	Potential Re-Wording
Access, parking and loading areas requirements Car parking should be located within a basement or concealed from the main and side streets.	Agree	-
Providing recessed parking spaces at the ground floor of buildings and onsite parking spaces at the front of properties should be avoided, except for development east of Yarralea Street, Alphington.	There will be some instances where car parking may be recessed on the ground level from laneways or carriageway easements. We assume that the reasoning behind providing no parking within the front setbacks of buildings east of Yarralea Street is due to the PAO, which if enforced, would need to be removed. Accordingly, any car parking which is provided within the front setbacks in these areas should be of little consequence to the overall viability of the developments, and should include car spaces such as visitors or customers. Rather than resident or staff parking.	Providing recessed parking spaces at the ground floor of buildings and onsite parking spaces at the front of properties should be avoided, except for development which includes vehicle access to laneways and for development east of Yarralea Street, Alphington.
Pedestrian access to buildings should be achieved via Heidelberg Road or side streets and must be clearly visible, secure and have an identifiable sense of address. Residential and commercial entrances should be distinguishable from each other. Primary access from laneways should be avoided.	Agree.	-

Current Text from Working Draft	Comments	Potential Re-Wording
The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and ventilated.	Agree.	-
Bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.	Agree.	-
Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high quality pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity.	Agree.	-
Development must not provide new vehicular access from Heidelberg Road.	As detailed extensively at Section 6.3, there will be instances when vehicle access to Heidelberg Road is the only viable option for vehicle access. The word 'must' does not allow for any variation to allow for access to Heidelberg Road in the aforementioned situations.	Development must not provide new vehicular access from Heidelberg Road, unless there is no reasonable alternative. In the event that access is taken to Heidelberg Road, only one crossover to a development site will be permitted to Heidelberg Road.
Development with redundant vehicle access points to Heidelberg Road should reinstate the kerb, linemarked parking bays, and relocate any parking signs.	Agree.	-

Current Text from Working Draft	Comments	Potential Re-Wording
Application Requirements The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority: A Traffic and Parking Assessment Report which includes an assessment of the cumulative impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.	We agree with these requirements for an application. We also recommend that the cumulative impact should extend to any other developments which may not be located within the precinct, but would still impact upon the proposed development. As well as the functionality of laneway/s, the assessment should also assess the impact to any relevant intersections with Heidelberg Road.	A Traffic and Parking Assessment Report undertaken by a suitable qualified traffic engineer which includes an assessment of the cumulative impacts of traffic and parking in the nearby area including an assessment of the ongoing functionality of laneway/s, any relevant intersection and local roads where applicable.
Decision Guidelines The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority: The cumulative impact of development on traffic and parking in the nearby area, including on the functionality of laneway's.	See above.	The cumulative impact of development on traffic and parking in the nearby area, including on the functionality of laneways, any relevant intersection and local roads.

9. Conclusions and Recommendations

Traffix Group has been engaged by Yarra City Council to undertake the following:

- a high level assessment of the future traffic conditions and performance of Heidelberg Road and local street network with the planned future development,
- access and movement plans for the study area showing the location and form of new, altered and retained access arrangements and laneways required to provide appropriate access to future developments,
- advice on the content of the future Design and Development Overlay to facilitate appropriate access and movement through new development, and
- undertake a review of the existing public transport, bicycle and pedestrian considerations and infrastructure within the study area.

The assessment of future traffic conditions is in the form of a case study regarding the changes to transport patterns over the last 10 years along Victoria Street, where significant development has been undertaken. This review found that there has been a significant mode shift in the area, resulting in reduction in traffic on the arterial road network. This is due to a combination of factors including changes in land use patterns, the changing demographics of Richmond and additional residents working and living locally.

The Heidelberg Road corridor is placed to encourage each of these outcomes. Heidelberg Road is readily accessible by public transport and alternative transport modes and can readily encourage local living through a greater diversity of land uses. As such, we are satisfied that the traffic impacts of new development on Heidelberg Road can be managed, with a large proportion of the new trips generated, being taken up by travel modes other than private car.

Access and Movement Plans have been prepared for all properties abutting Heidelberg Road to map out how vehicle access to new developments can be managed to reduce the impact of vehicle access directly to Heidelberg Road. Suitably designed and controlled vehicle access is a key component in achieving the objectives of maximising the efficiency of Heidelberg Road for vehicles, cyclists and providing a high quality pedestrian environment.

Additional studies may be required for some locations to determine whether laneway widening is required as a result of some development. Additional studies may also be required to determine any detrimental impacts on signalised intersections within the precincts.

Recommendations have been made in relation to liaising with other stakeholders in relation to upgrading bicycle infrastructure throughout the precincts, improving the connectivity to nearby railway stations and improving the level of service for buses within the area.

This report also undertakes a review of the transport related aspects of the interim Design and Development Overlay and outlines any alterations required in this regard.

Appendix A

Road Network

Traffix Group G27460R-01B

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix E - Existing Access Conditions

Traffix Group

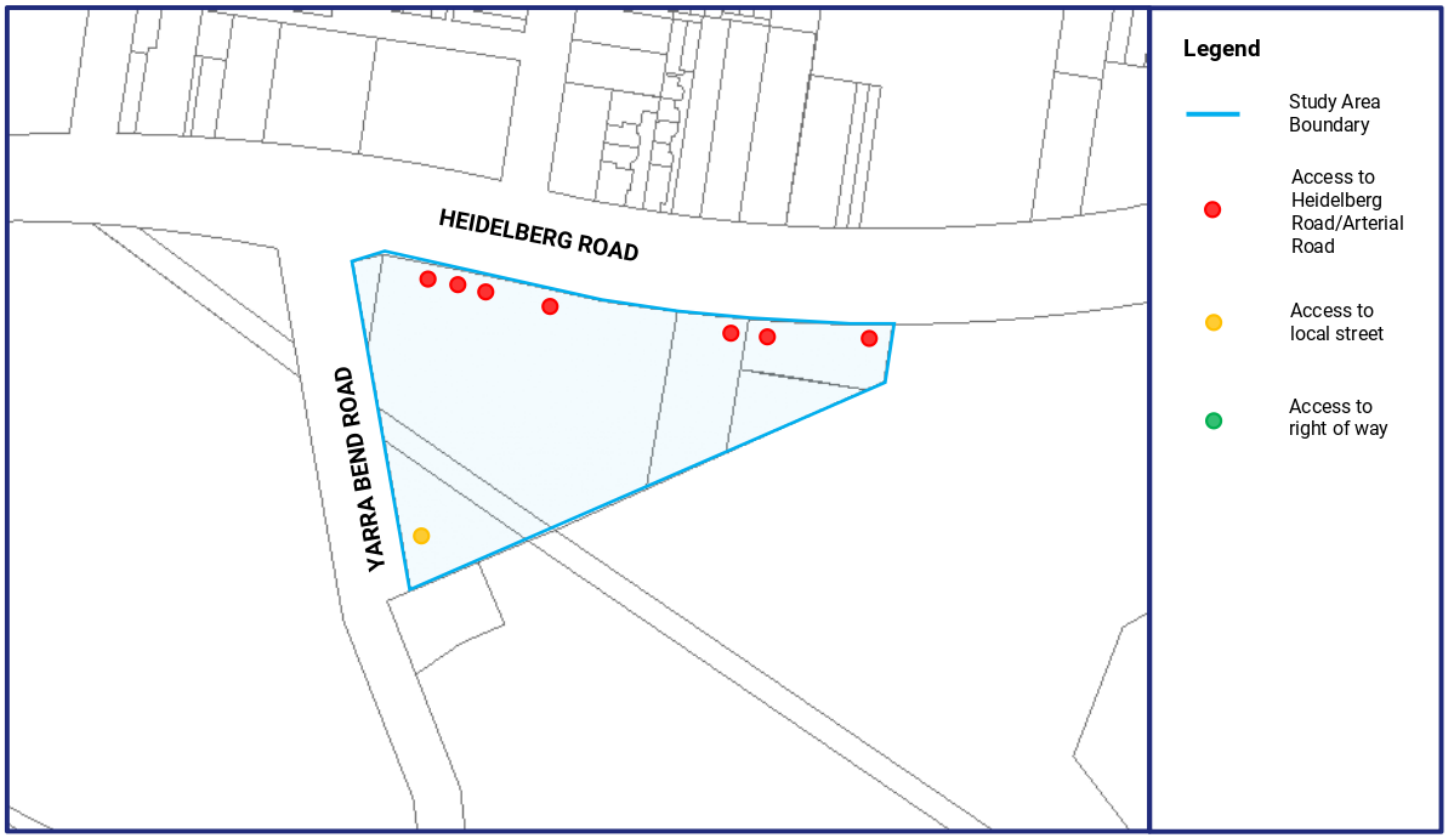


Figure E1: Precinct 1

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix E - Existing Access Conditions

Traffix Group

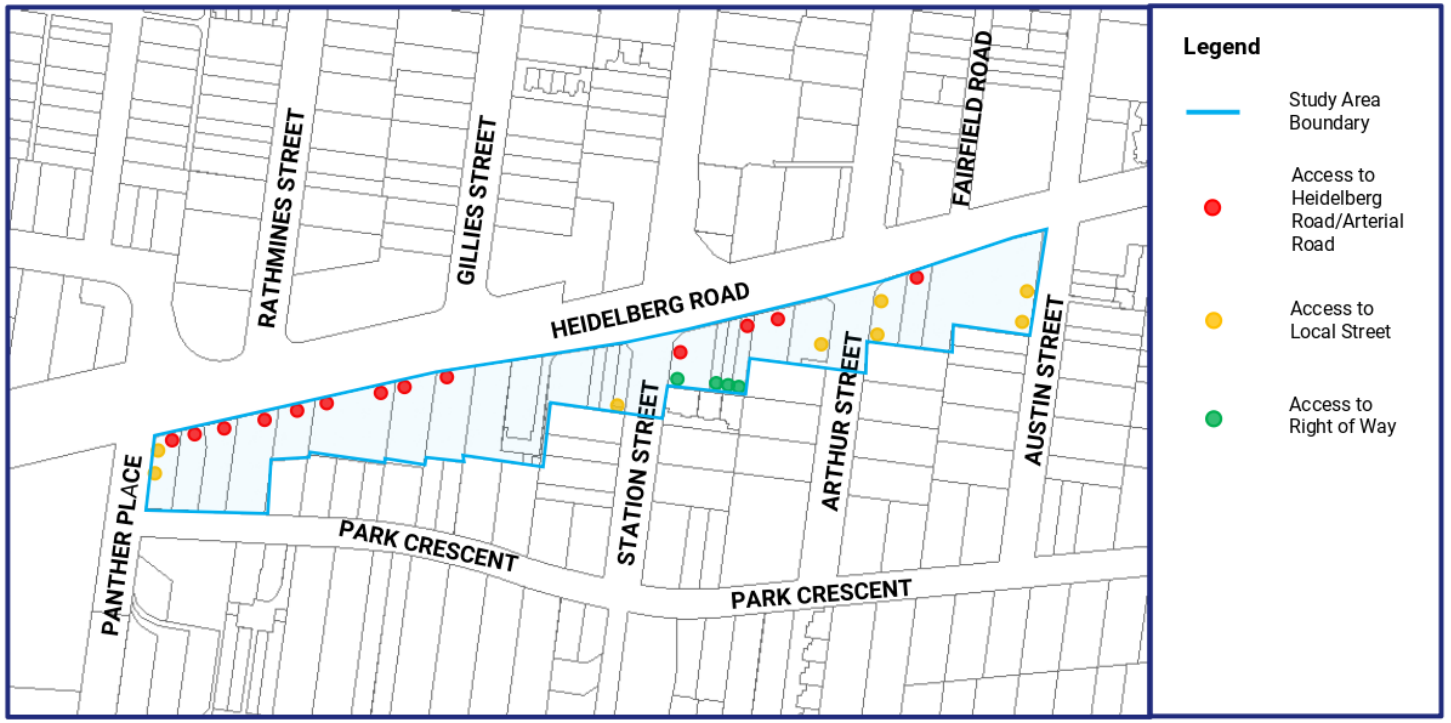


Figure E2: Precinct 2

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix E - Existing Access Conditions

Traffix Group

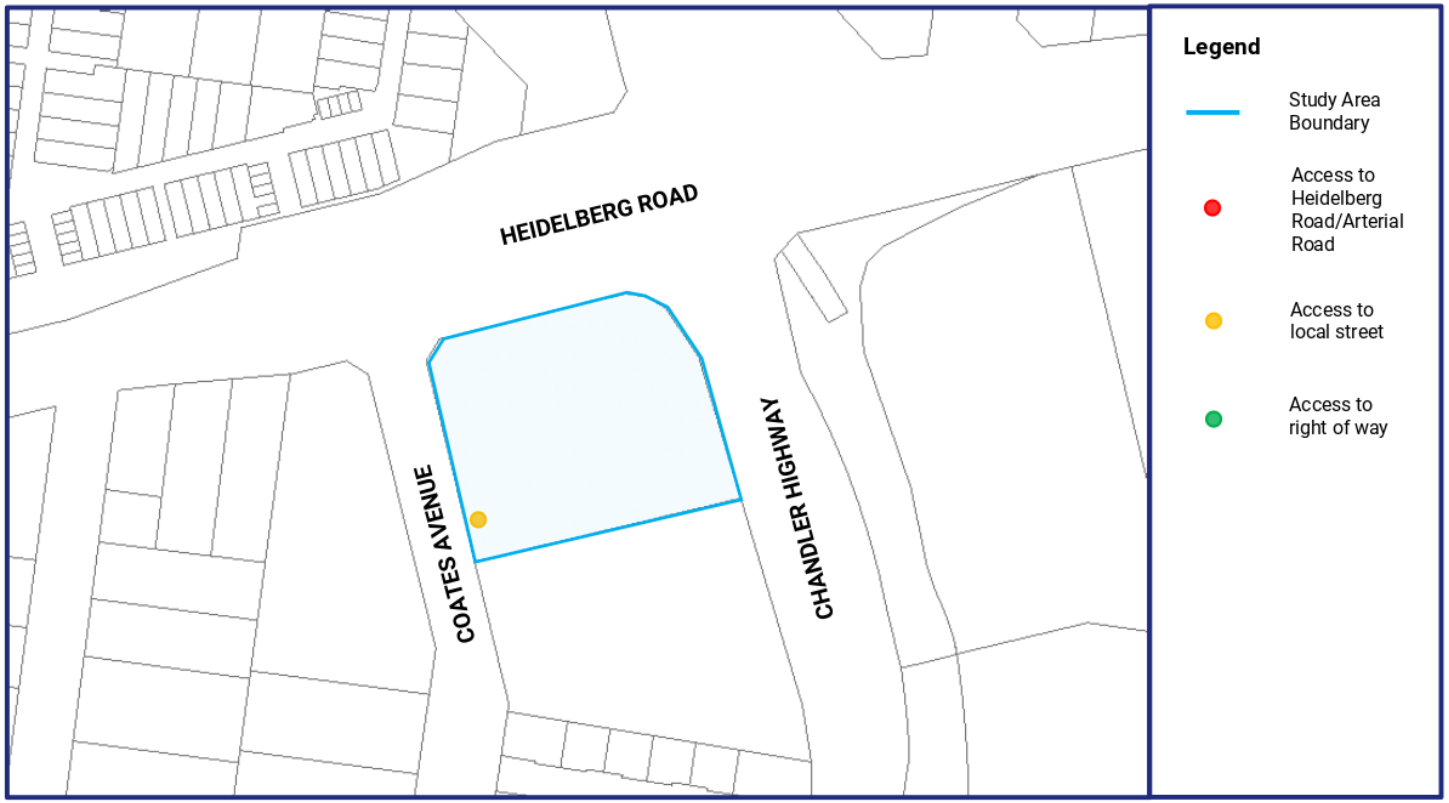


Figure E3: Precinct 3a

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix E - Existing Access Conditions

Traffix Group

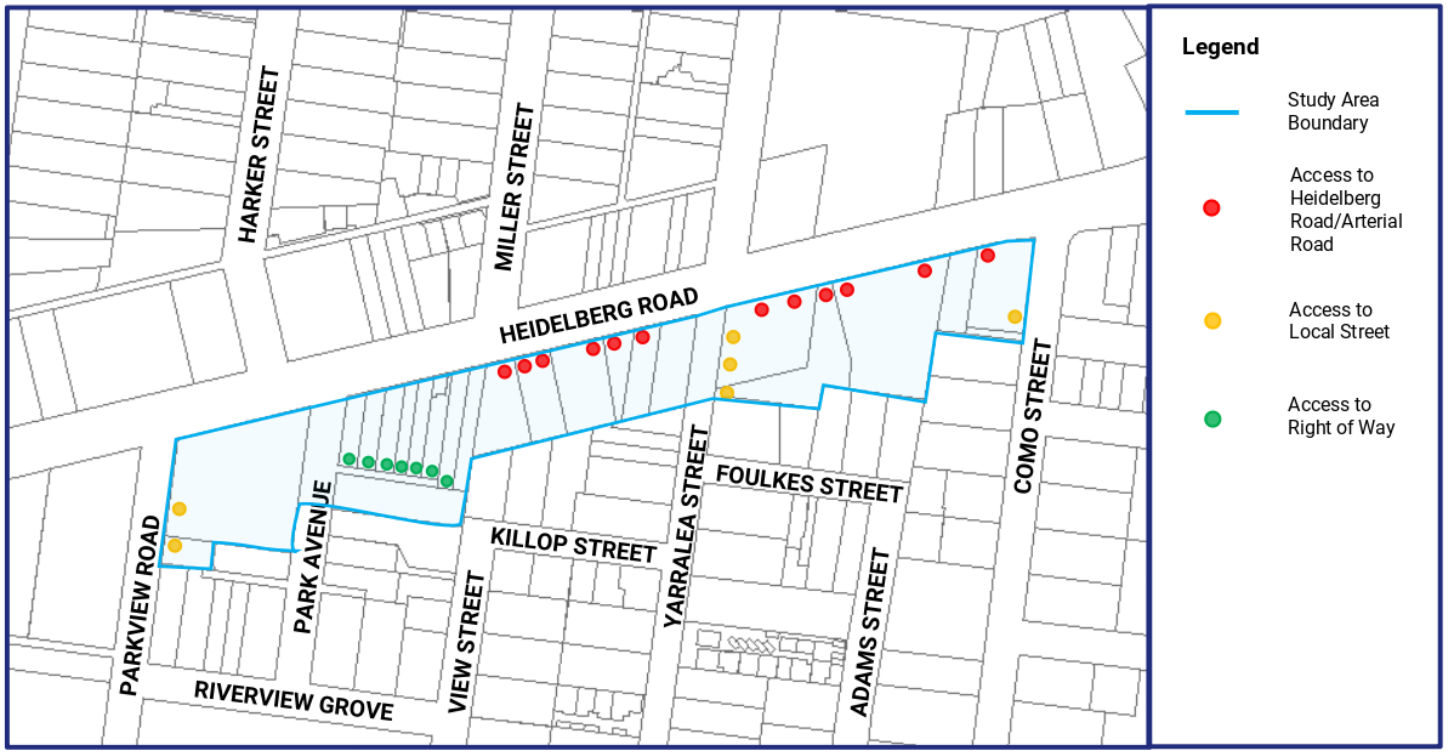


Figure E4: Precinct 3b

Appendix B

Existing Car Parking Restrictions

Traffix Group G27460R-01B

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix B - Existing Parking Conditions

Traffix Group

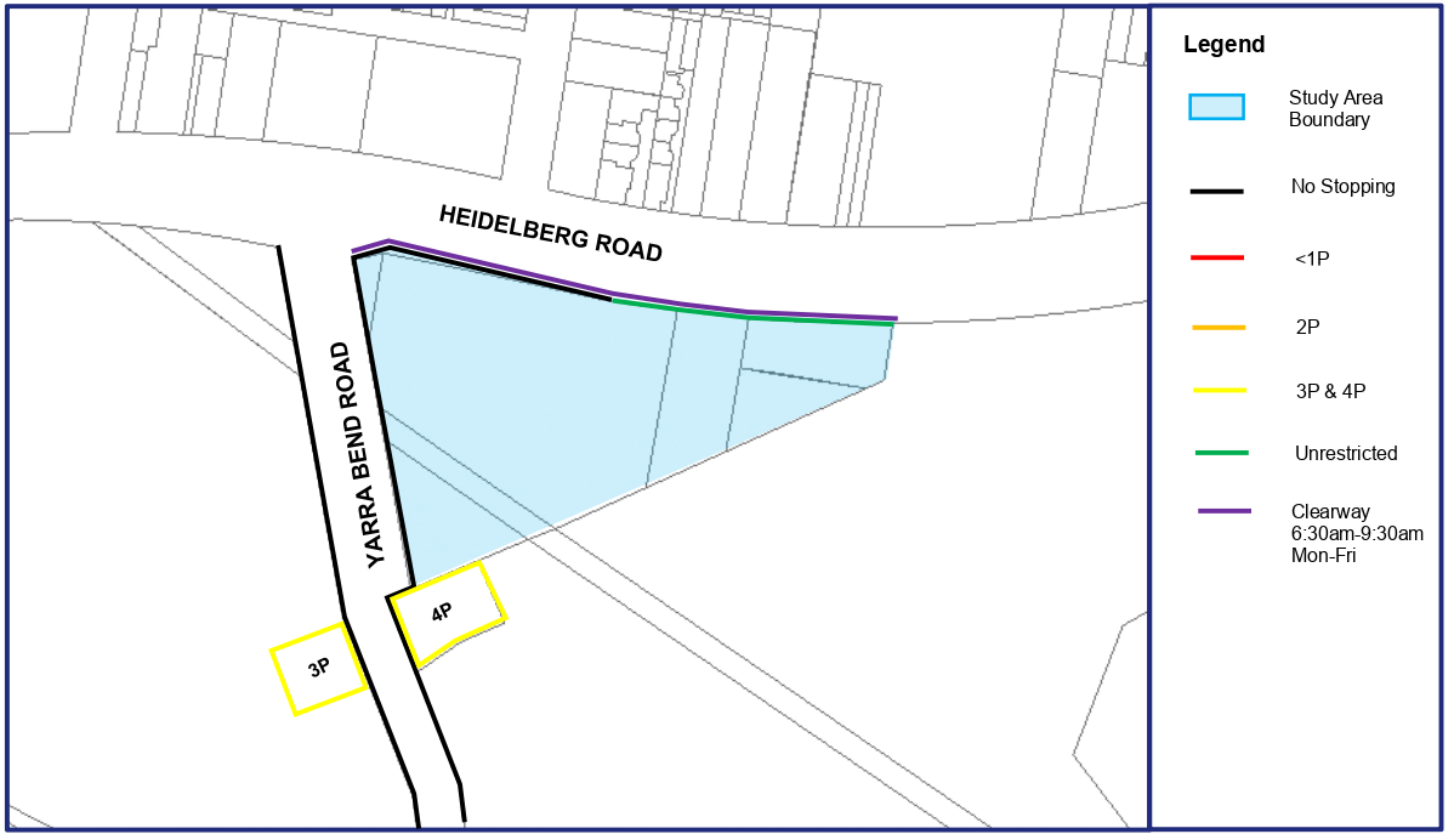


Figure B1: Precinct 1

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix B - Existing Parking Conditions

Traffix Group

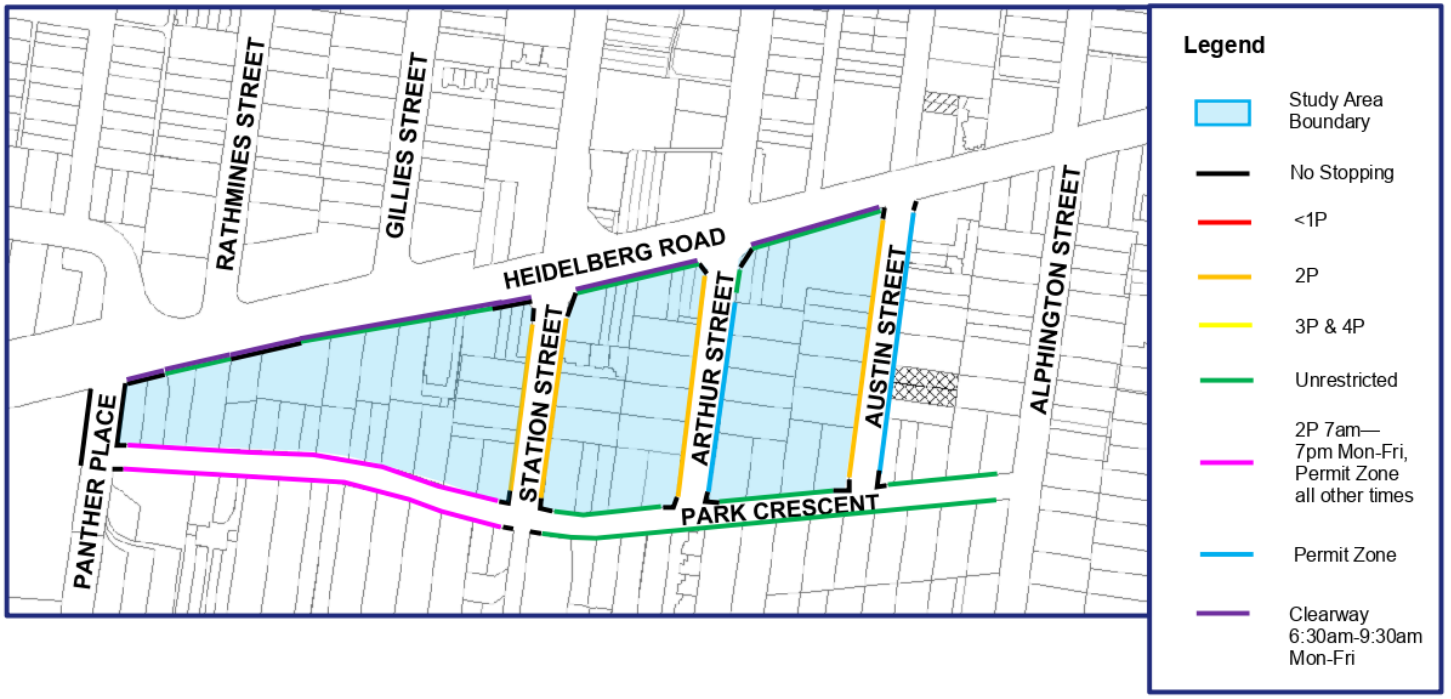


Figure B2: Precinct 2

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix B - Existing Parking Conditions

Traffix Group

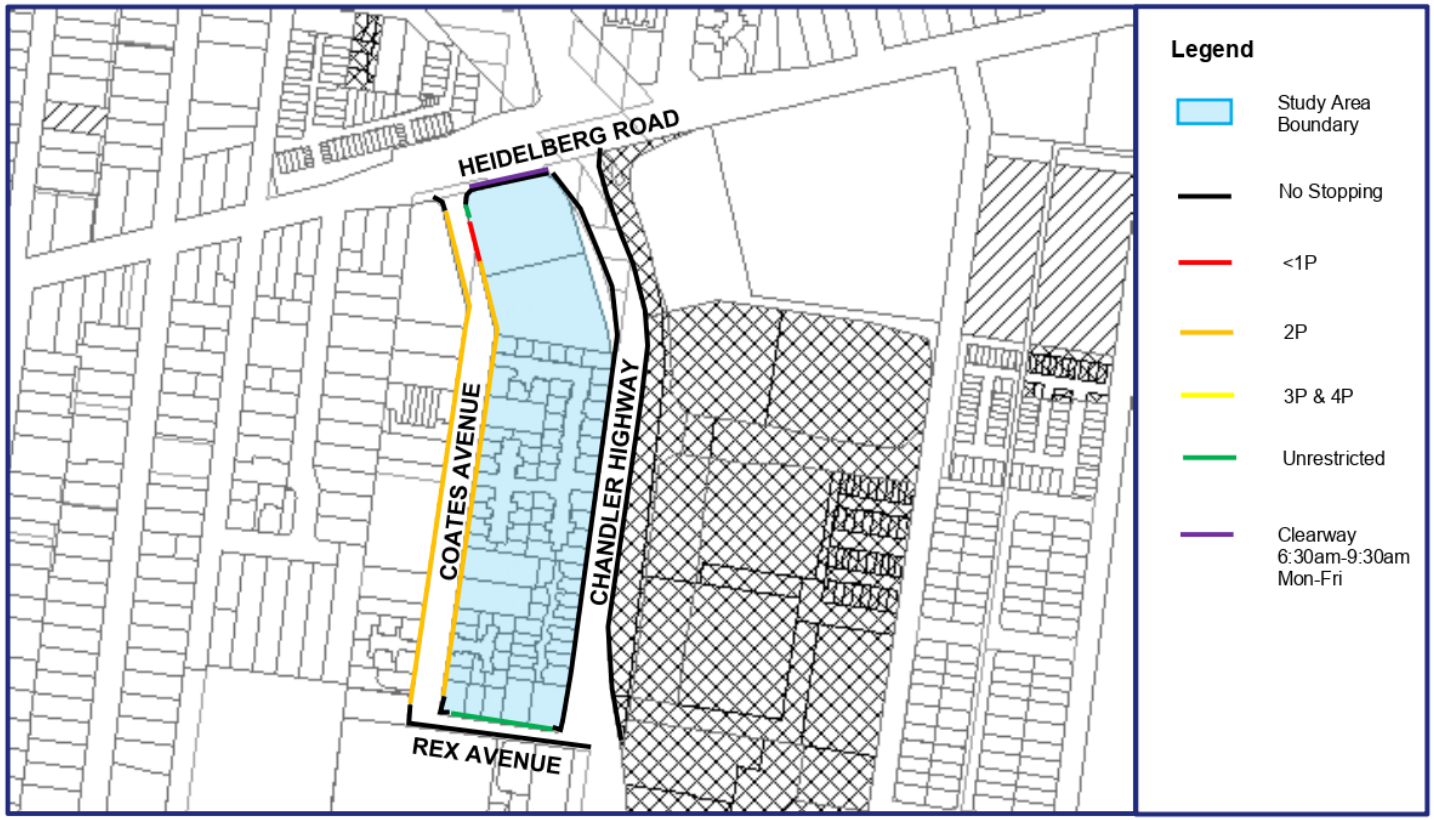


Figure B3: Precinct 3A

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix B - Existing Parking Conditions

Traffix Group

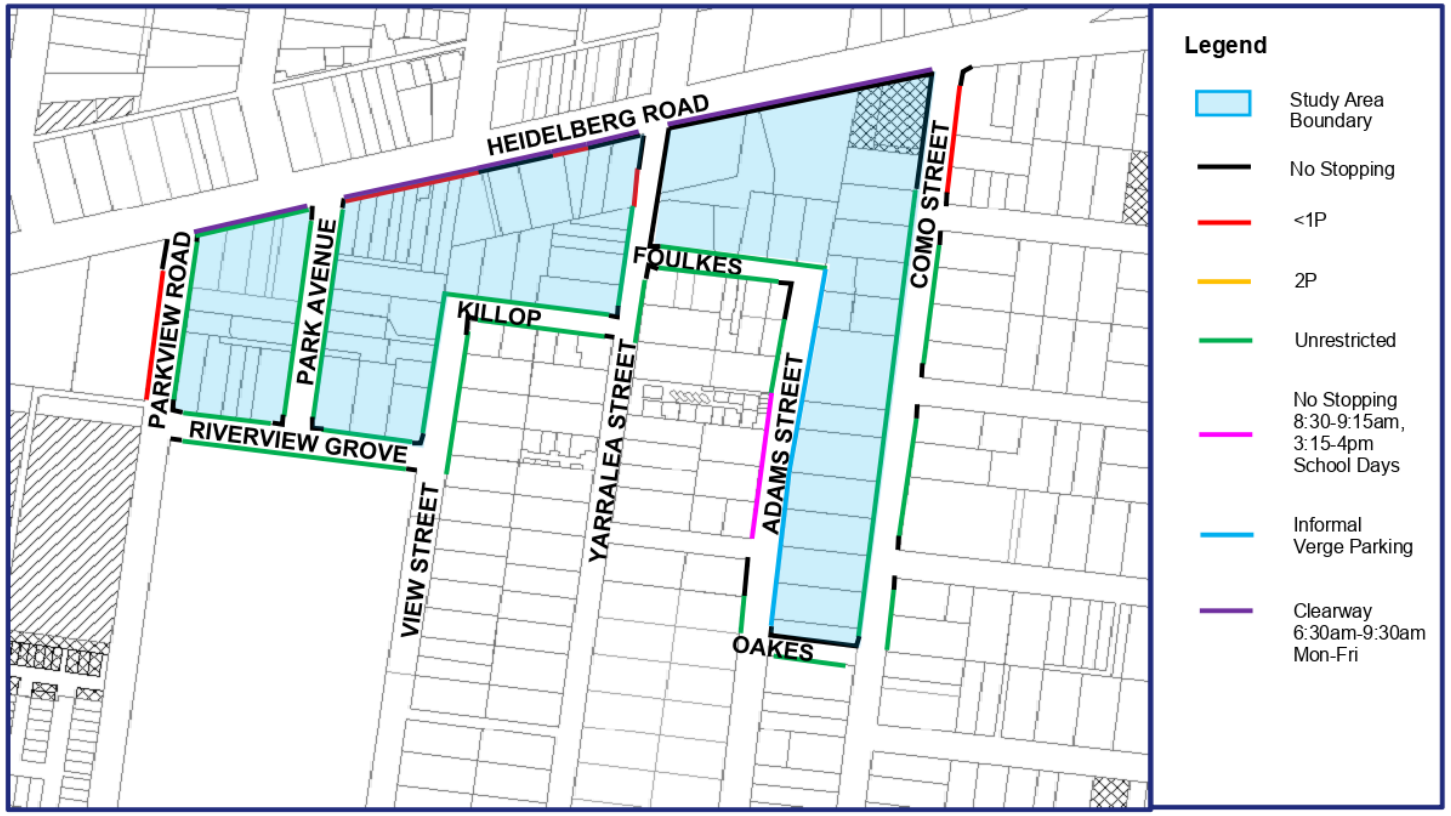


Figure B4: Precinct 3B

Appendix C

Existing Traffic Management

Traffix Group G27460R-01B

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix C - Existing Traffic Management Conditions

Traffix Group



Figure C1: Precinct Area 1

Appendix C - Existing Traffic Management Conditions

Traffix Group



Figure C2: Precinct 2

Appendix C - Existing Traffic Management Conditions

Traffix Group



Figure C3: Precinct 3A

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

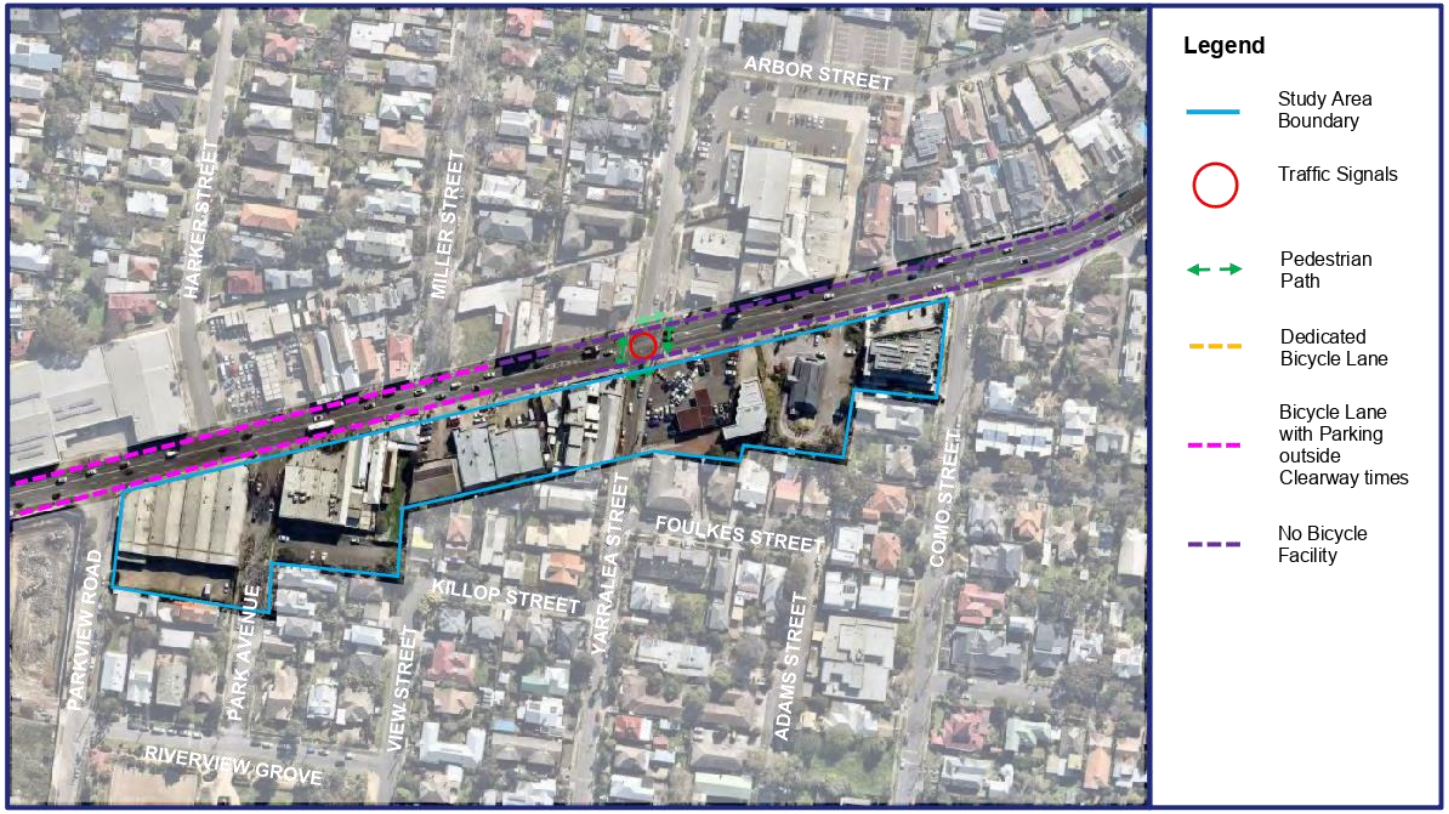


Figure C4: Precinct 3B

Appendix D

Victoria Street Case Study

Traffix Group G27460R-01B

Victoria Street Description

Victoria Street is similar to Heidelberg Road in many respects, including:

- It is a parallel east-west transport route between Melbourne's inner eastern suburbs and the CBD.
- It has a large number of intersections with minor local roads.
- Land use is a mixture of residential, commercial and industrial land uses.

In April, 2010, Yarra City Council adopted the Victoria Street Structure Plan, a document that built on planning work that occurred between 2002 and 2010. Since that time, significant redevelopment has occurred, particularly within the eastern and western precincts identified by this structure plan.

The following reviews the changes to Victoria Street and the changes in transport along Victoria Street as a model for how Heidelberg Road may evolve over time.

Increase in Activity along Victoria Street

The number of people living within the Richmond Statistical Local Area has increased from 23,797 people in in 2001 to 26,121 in 2011, which is a 9.7% increase over that time period.

Yarra City Council has provided data on the increased development that has occurred directly adjacent to Victoria Street in the last 10 years. This data was sourced from the valuation and permit information data by Council and Housing Dwelling Development data provided by the State Government.

Table D1 sets out the change in dwelling numbers along Victoria Street and Table D2 sets out the change in commercial floor space along Victoria Street.

Table D1: Change in Dwelling Numbers along Victoria Street – 2007-2016

Year	Total Dwellings	Yearly Change	Net Change Since 2007
2007	135		
2008	139	+4	**+4**
2009	200	+61	**+65**
2010	254	+54	**+119**
2011	347	+93	**+212**
2012	626	+279	**+491**
2013	1499	+873	**+1364**
2014	2119	+620	**+1984**
2015-2016	2490	+371	**+2355**

The change in dwelling density is highlighted in the following two maps.



Figure D1: Change in dwelling density – 2007-2016

Table D2: Change in Commercial Floor Space along Victoria Street – 2007-2013

Year	Commercial Floor Space	Yearly Change	Net Change Since 2007
Pre-2007	46,737m²		
2009	45,006m²	-1,731m²	**-1,731m²**
2010	46,609m²	1,603m²	**-128m²**
2013	42,814m²	-3,795m²	**-3,923m²**

Review of Arterial Road Traffic Volumes

The following presents a review of arterial road traffic volumes over the last 10 years of available data for the three key parallel traffic routes through Richmond, Swan Street, Victoria Street and Bridge Road. This is set out in detail in Table D3.

Table D3: Arterial Road Traffic Volumes (Source: VicRoads Arterial Road Database - Feb 2017)

Road Name	Two-Way Annual Average Daily Traffic Volume[1] by Year					
	2006	2013	2014	2015	2016	Change 2006-2016
Swan Street						
Btw Church/Lennox	18,000	17,800	17,300	17,200	17,200	-800
Btw Coppin/Church	21,000	21,000	20,600	20,300	20,300	-700
Btw Burnley/Coppin	19,600	20,300	20,200	20,300	20,200	+600
Btw Madden/Burnley	15,300	15,600	15,600	15,600	15,200	-100
Victoria Street						
Btw Church/Hoddle	22,700	18,600	18,300	18,200	18,000	-4,700
Btw Burnley/Church	22,000	20,000	18,800	18,500	18,300	-3,700
Btw High/Burnley	24,000	23,000	23,000	23,000	23,000	-1,000

Road Name	Two-Way Annual Average Daily Traffic Volume[1] by Year					
	2006	2013	2014	2015	2016	Change 2006-2016
Bridge Road						
Btw Hoddle/Lennox	20,000	18,400	18,300	18,300	17,900	-2,100
Btw Lennox/Church	19,500	18,700	18,500	18,400	18,200	-1,300
Btw Church/Coppin	22,000	20,800	19,500	19,500	18,600	-3,400
Btw Coppin/Burnley	23,000	20,700	20,600	20,600	20,600	-2,400
Btw Burnley/Yarra	27,000	24,000	24,000	23,000	23,000	-4,000
Note: Annual Average Daily Traffic Volume is the sum of all traffic over the year divided by 365						

The above illustrates that arterial road traffic volumes have generally fallen between 2006 and 2016. Traffic volumes on Victoria Street in particular have fallen substantially over the last 10 years. There has not been a significant change to the traffic carrying capacity of these streets within this time period .

Furthermore, this decrease in traffic volumes is also reflected at key intersections during the commuter peak hours. Table D4 provides a comparison between current and historical data for two key intersections along Victoria Street and illustrates a drop in traffic volumes at these locations during peak hours. The Burnley Street/Victoria Street and Flockhart Street/Victoria Street intersections are the closest signalised intersections to where the highest level of development has occurred.

Table D4: Review of Peak Hour Traffic on Victoria Street

Intersection & Year of Survey	Two-Way Peak Hour Traffic Volume on Victoria Street	
	AM Peak	PM Peak
Flockhart Street (west of)		
2006[1]	2,203	2,267
2015[2]	1,827	1,957
Change	-376 (-21%)	-310 (-16%)
Burnley Street (east of)		
2012[3]	1,933	1,831
2016[4]	1,709	1,649
Change	-224 (-13%)	-182 (-11%)

Notes:

1. Data collected by Grogan Richards dated 11th July, 2006.
2. Data sourced from VicRoads by Cardno, dated 11-15th May, 2015.
3. Data sourced from VicRoads by Traffix Group, dated 7th June, 2012.
4. Data collected by Ratio Consultants dated 14th April, 2016.

Review of Travel to Work Behaviour

The follow tables review the journey to work data sourced from the Australian Bureau of Statistics for the period from 2001 to 2016.

Table D5 presents data for journey to work based on place of residence within the City of Yarra.

Table D6 presents data for journey to work for people working within the Richmond Statistical Local Area (workers do not necessarily need to reside within Richmond).

The data indicates a clear trend over time for a decrease in the mode share of private cars. For people living within the City of Yarra, this decrease is realised by an increase in bicycle and walking trips. This is a strong indication of local living and working locally.

For people working within Richmond, the decrease in mode share of cars is higher. The change has resulted in a significant increase in public transport use (a relative 60% increase) and to a lesser extent walking and cycling. This is reflective of residents outside of Richmond travelling further and accordingly cycling and walking in particular are not a suitable mode for these longer trips.

Table D5: Journey to Work Data - Place of Residence within City of Yarra

Mode of Travel	Year				Change 2001-2016
	2001	2006	2011	2016	
Car as Driver	48%	43%	40%	38%	-10%
Car as Passenger	4%	3%	3%	2%	-2%
P/Trans	30%	28%	30%	32%	+2%
Motorcycle	1%	1%	1%	1%	-
Bicycle	5%	8%	10%	10%	+5%
Walked	11%	15%	13%	14%	+3%
Other	1%	2%	3%	3%	+2%
Total	100%	100%	100%	100%	

Table D6: Journey to Work Data - Place of Work within Richmond SLA

Mode of Travel	Year				Change 2001-2016
	2001	2006	2011	2016	
Car as Driver	73%	67%	61%	41%	-32%
Car as Passenger	5%	4%	4%	2%	-3%
P/Trans	15%	19%	24%	34%	+19%
Motorcycle	0%	1%	1%	1%	+1%
Bicycle	1%	2%	3%	6%	+4%
Walked	5%	6%	6%	14%	+9%
Other	1%	1%	1%	2%	-
Total	100%	100%	100%		

Change in Public Transport Services

The key public transport service for Victoria Street is tram services that run the length of the Activity Centre. Victoria Street is currently serviced by the following tram routes:

- Route 109 – service between Box Hill and Port Melbourne via the CBD.
- Route 12 – service between Victoria Gardens and St Kilda. This route commenced operation in July, 2014.

The changes in July, 2014 doubled the number of services between Victoria Street, Richmond and the CBD. While Tram Route 24 was removed at the same time, this service only operated during the AM and PM peak periods (approximately 7-9am and 4:30-6:30pm).

On Church Street, the peak hour only service Route 79 was terminated with Route 78 being extended to operate more than 18 hours per day.

Bus Route 684 used to operate along Victoria Street, however this service did not stop along Victoria Street (service between the CBD and Eildon via Healesville).

The key public transport service on Victoria Street is the tram services along Victoria Street and these have significantly improved in frequency over the last 10 years.

Increase in Bicycle Use

As set out above, the mode share of bicycles for journey to work purposes has increased from 5% to 10% by residents of Yarra and increased from 1% to 6% for employees within Richmond.

For Victoria Street, the Super Tuesday bicycle counts undertaken by Bicycle Network illustrate an increase in cycling numbers. The Super Tuesday counts are undertaken on an annual basis over the surveyed two hour, 7-9am commuter peak hour.

For the intersection of Victoria Street/Burnley Street/Walmer Street (which connects to the Capital City Trail along the Yarra River), the number of cyclists increased from 298 to 483 cyclists over the two hour period between 2011 and 2015 (62% increase).

Rise of Car Share

Car sharing schemes provide an alternative to car ownership for residents and actively encourage the use of alternative transport modes. Residents within Richmond do not need a car for everyday trips as they have easy access to public transport and are within convenient walking and cycling distance of many activities within the Melbourne CBD and Activity Centres. Car share vehicles provide a car on demand for those trips that specifically require a vehicle.

A study by Phillip Boyle & Associates (dated 18th June, 2015) was recently completed on behalf of the City of Melbourne, which reviewed car share policy in the City of Melbourne. This review found that car share significantly reduced car ownership and car use by members. The review identified that each new car share vehicle results in residents disposing of 10 privately owned vehicles (a net reduction of nine vehicles).

The study found that car ownership is reduced by:

- People replacing a private car with a car share membership as it is more cost-effective if you travel low kilometres (less than 15,000km per annum) and use alternative modes for many trips, and
- People who do not own a car, postpone or avoid purchasing a car by using a car share service.

In 2006, car share was in its infancy. The two leading car share company's today in Melbourne are Fleixcar (founded in 2004) and GoGet (arrived in Melbourne in 2004).

There are now multiple car share pods operated by three companies within close proximity of Victoria Street. The availability of these car share pods supports residents who do not own a car and businesses by providing a share car for work-based business trips (which allows employees not to drive to work).

Appendix E

Existing Vehicle Access Points

Traffix Group G27460R-01B

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix E - Existing Access Conditions

Traffix Group

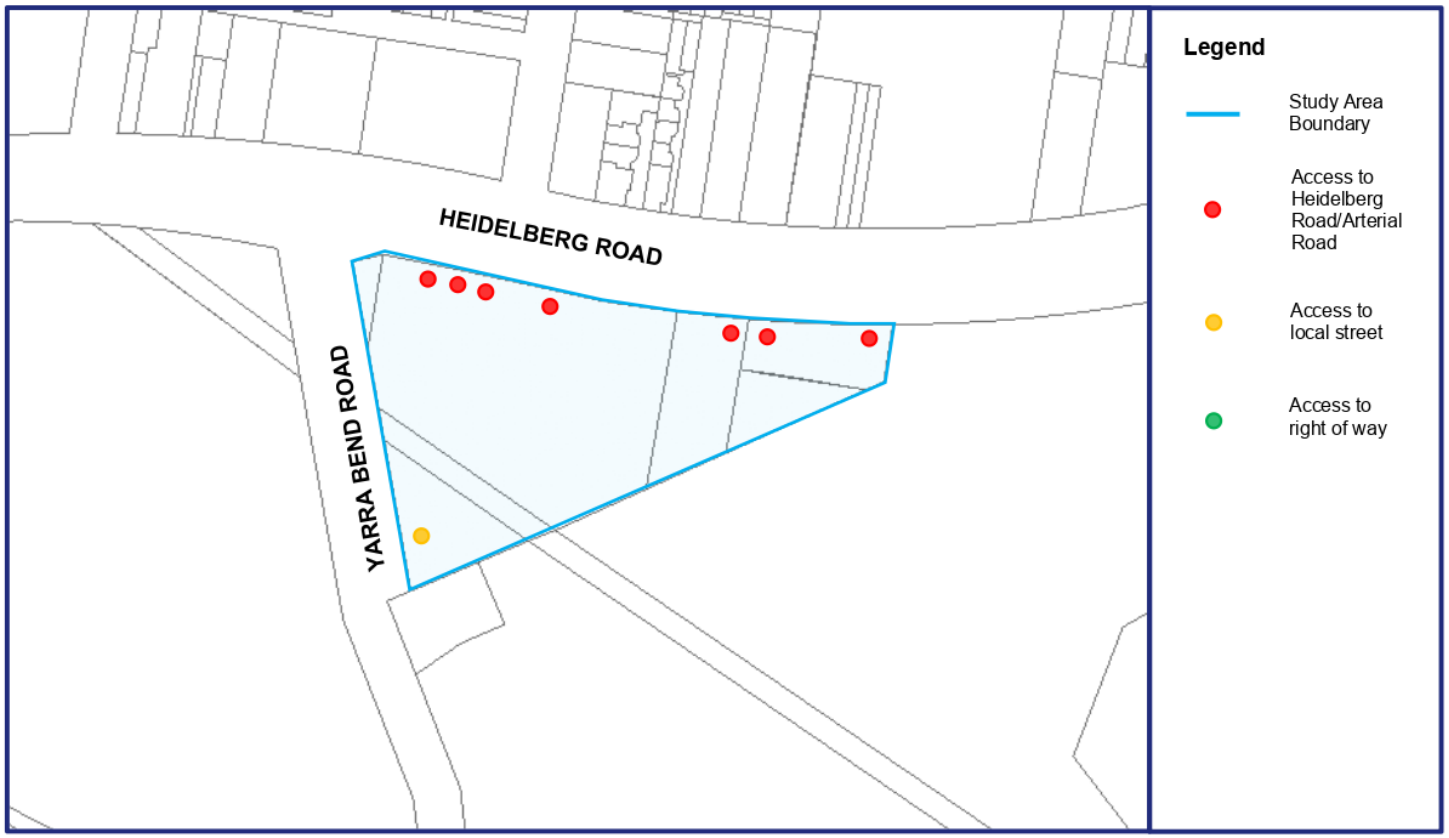


Figure E1: Precinct 1

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix E - Existing Access Conditions

Traffix Group

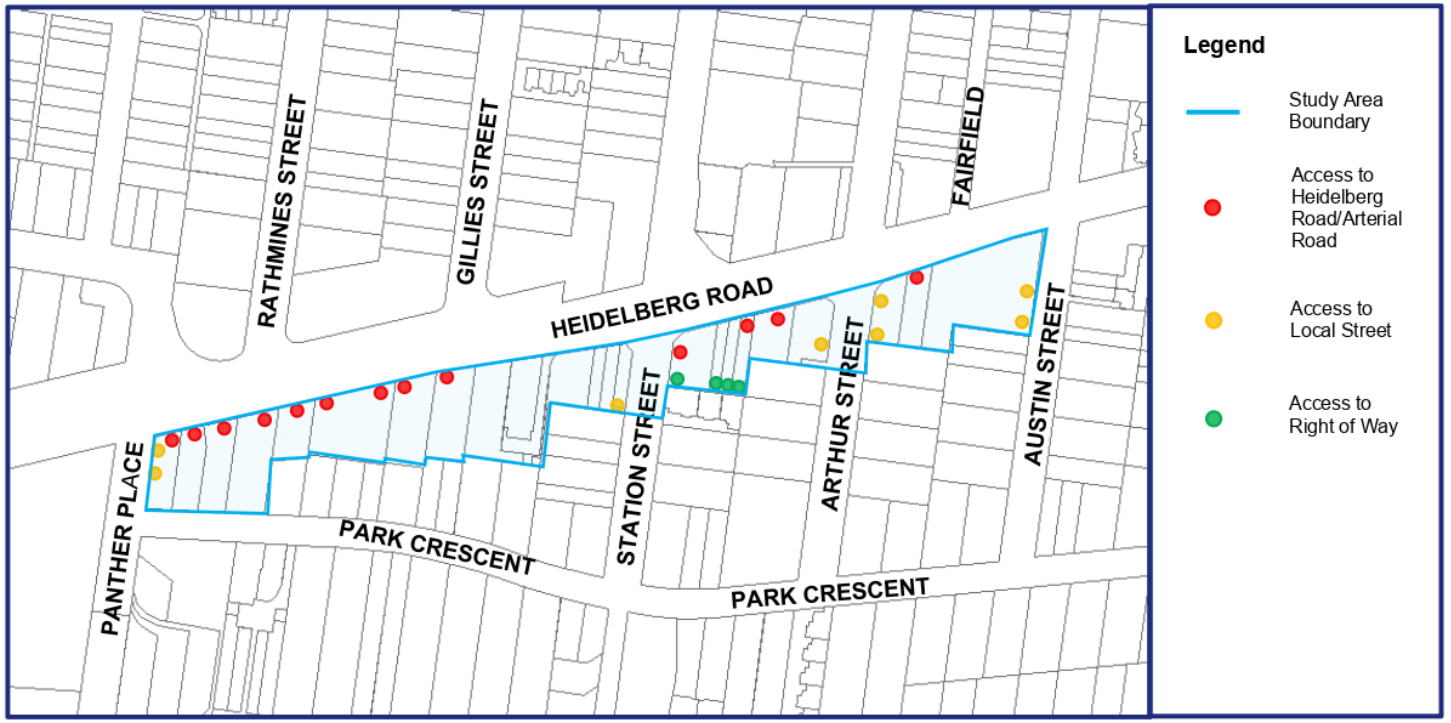


Figure E2: Precinct 2

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix E - Existing Access Conditions

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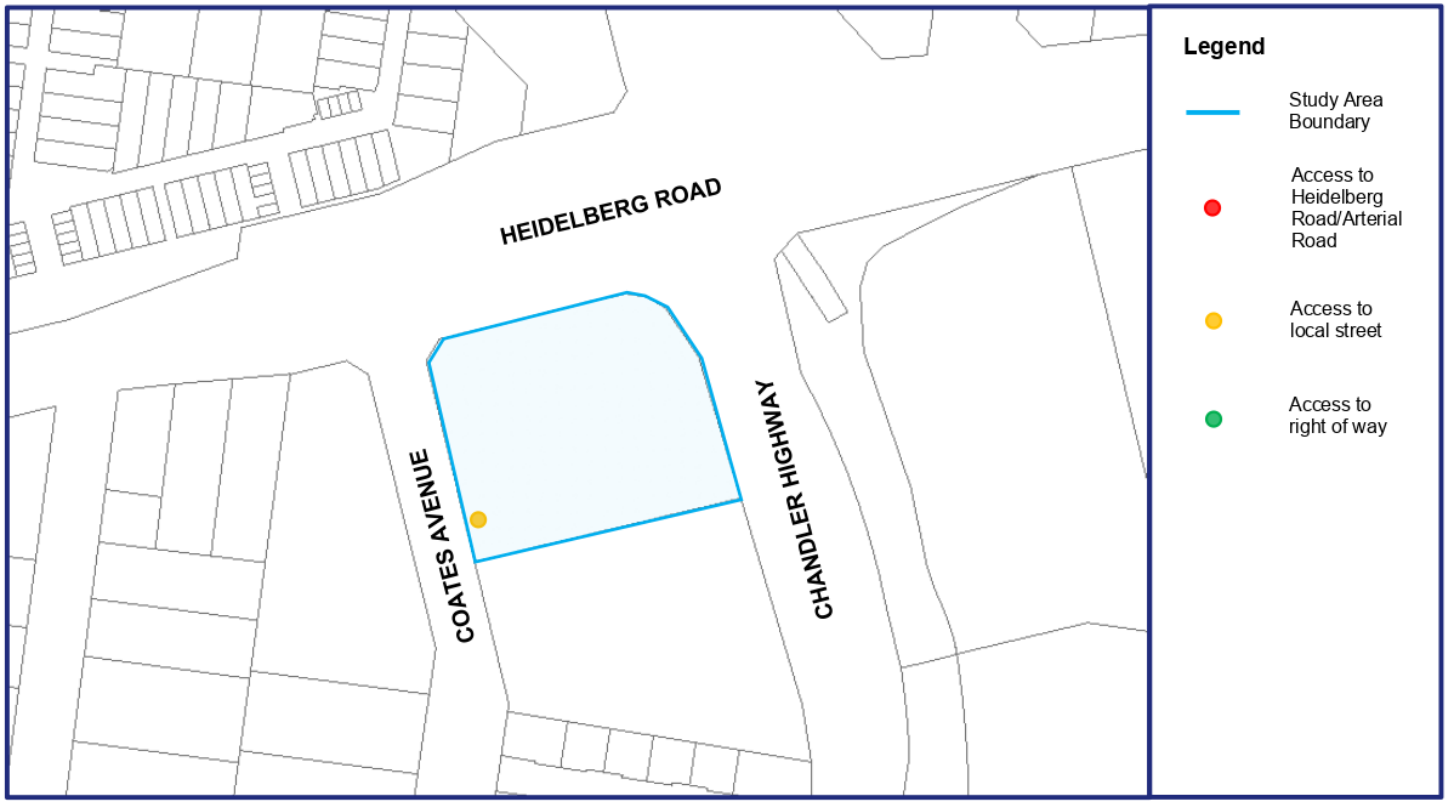


Figure E3: Precinct 3a

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix E - Existing Access Conditions

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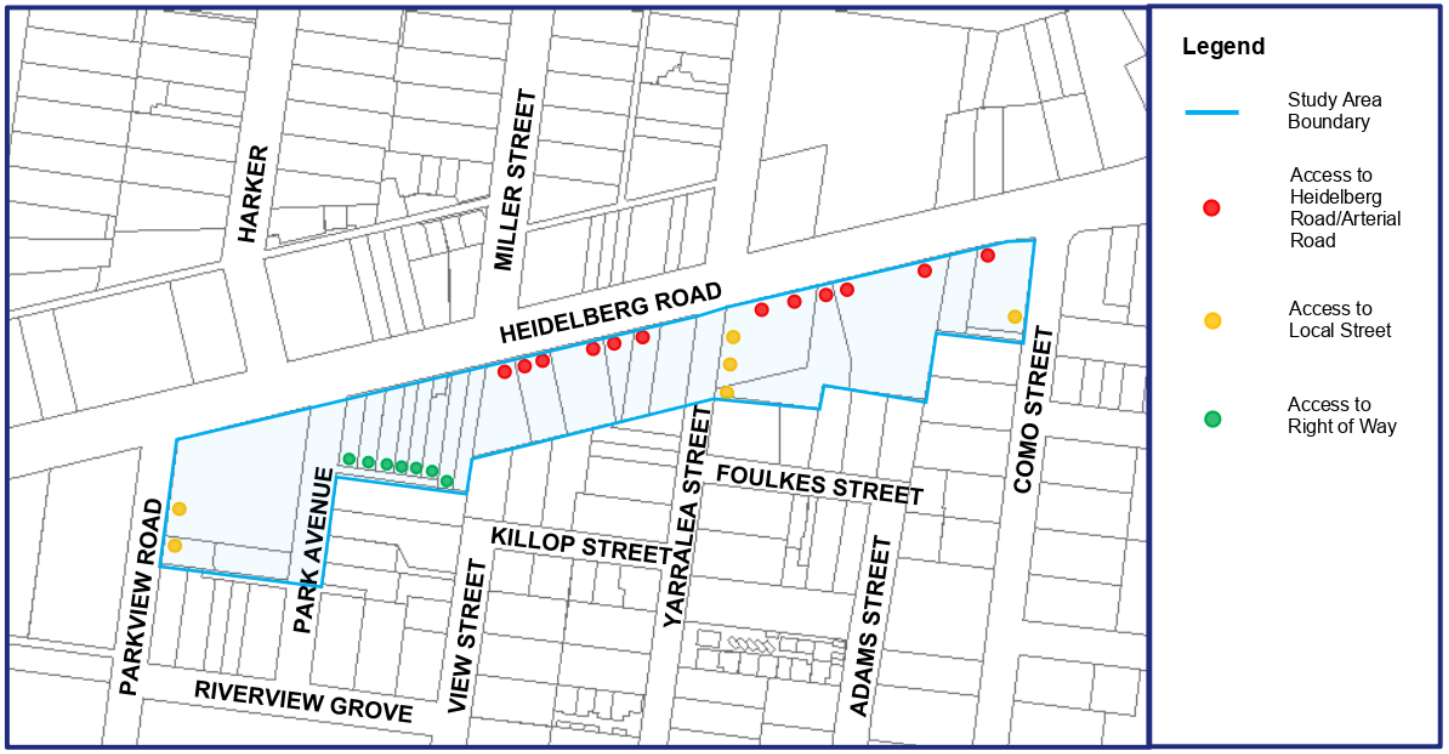


Figure E4: Precinct 3b

Appendix F

Access and Movement Plans

Traffix Group G27460R-01B

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix F - Access Maps

Traffix Group

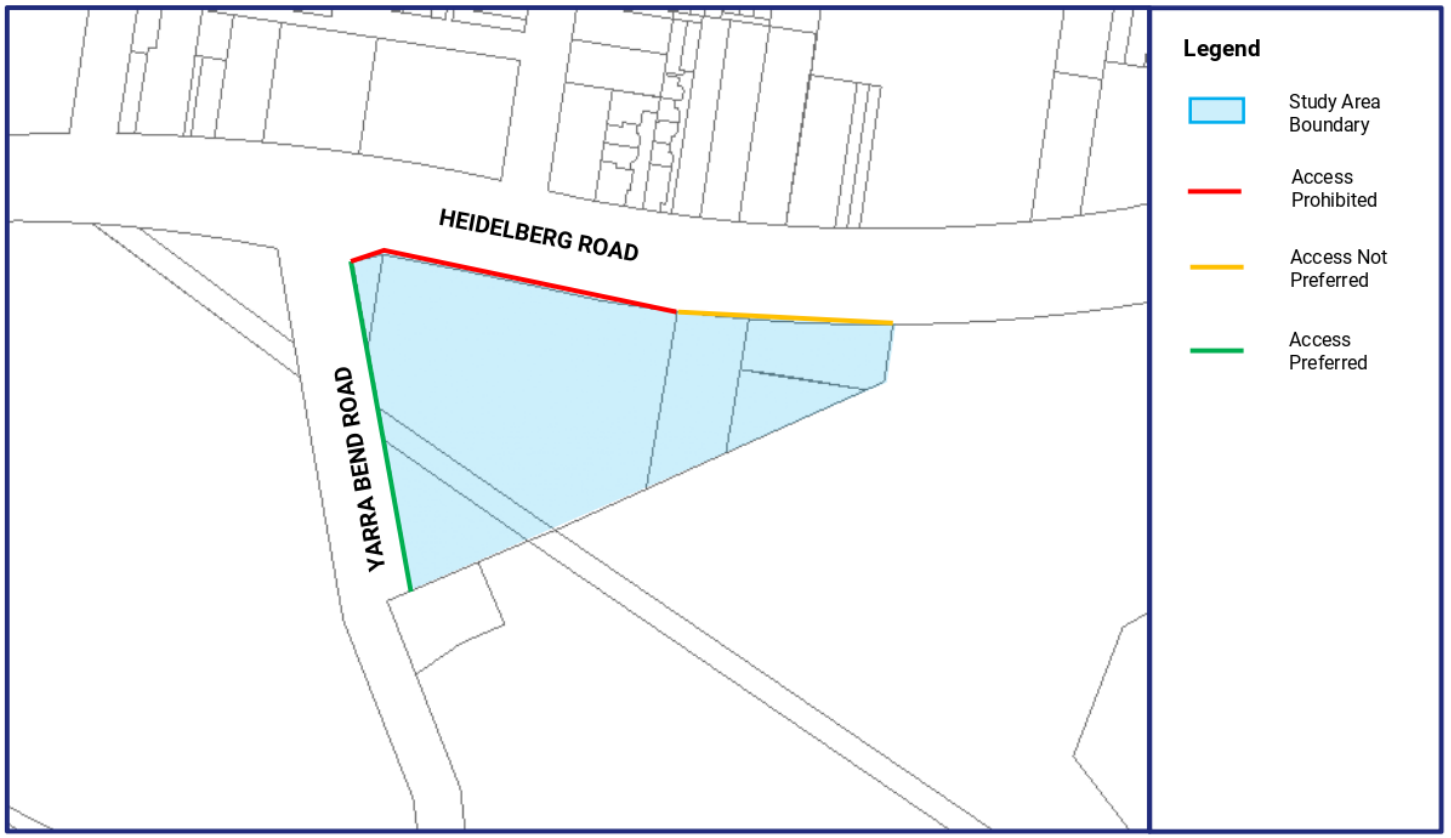


Figure F1: Precinct Area 1

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix F - Access Maps

Traffix Group

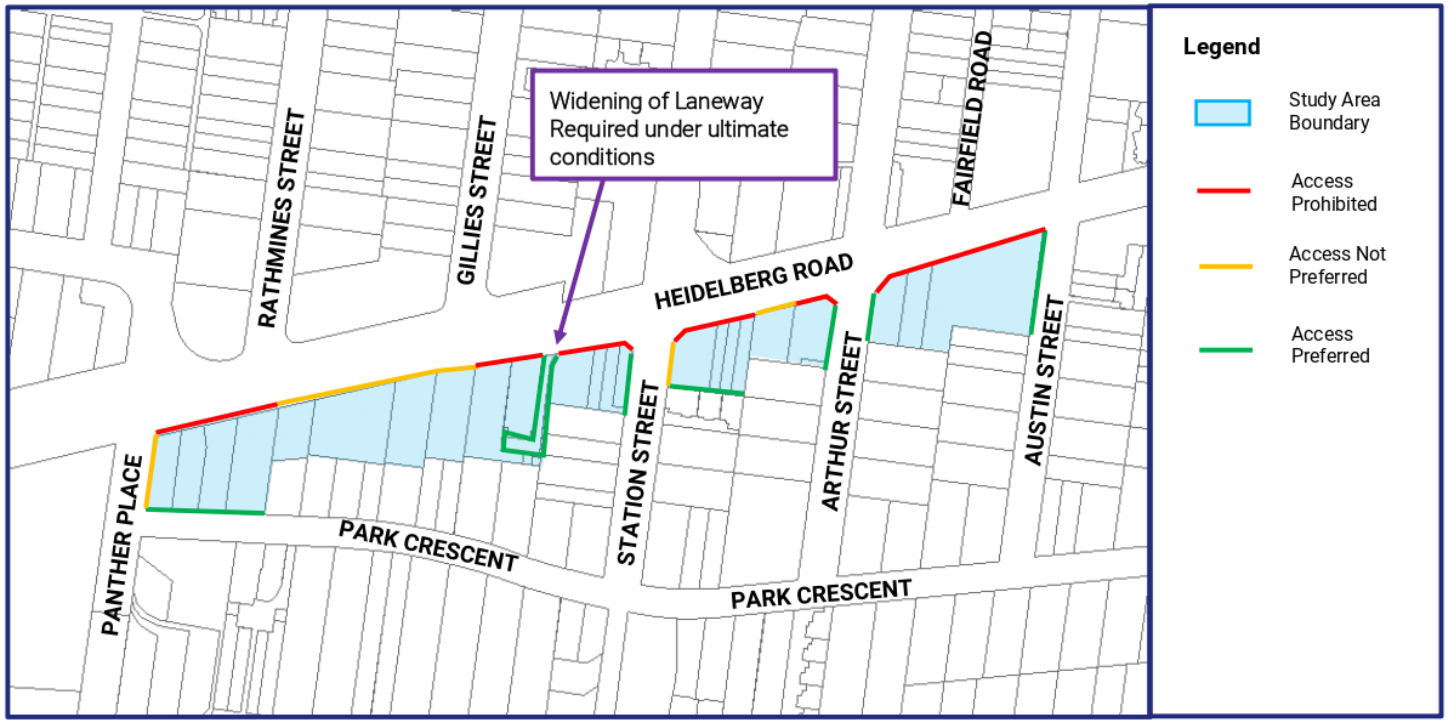


Figure F2: Precinct 2

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

Appendix F - Access Maps

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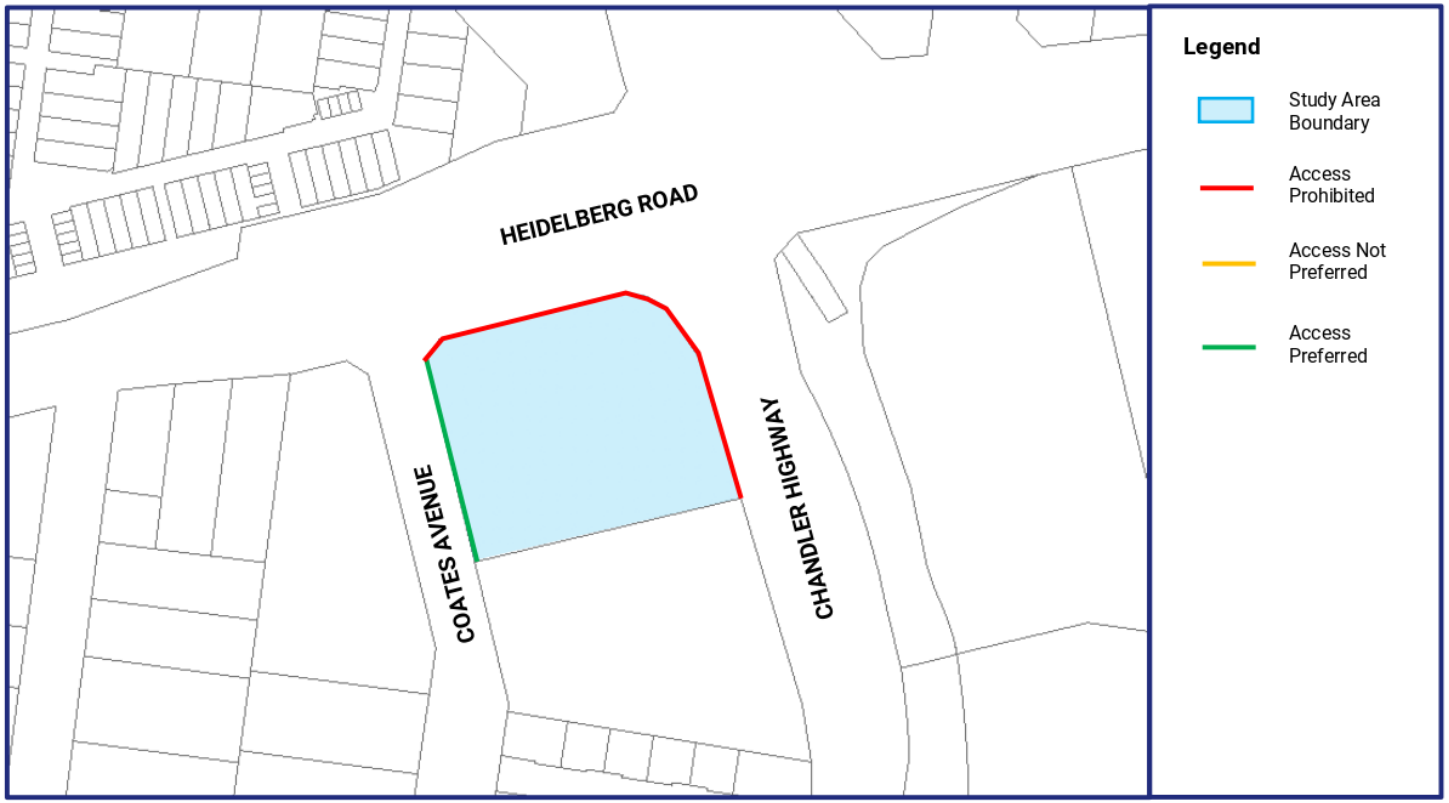


Figure F3: Precinct 3A

Attachment 6 - Attachment 6 - Heidelberg Road Transport Engineering Advice

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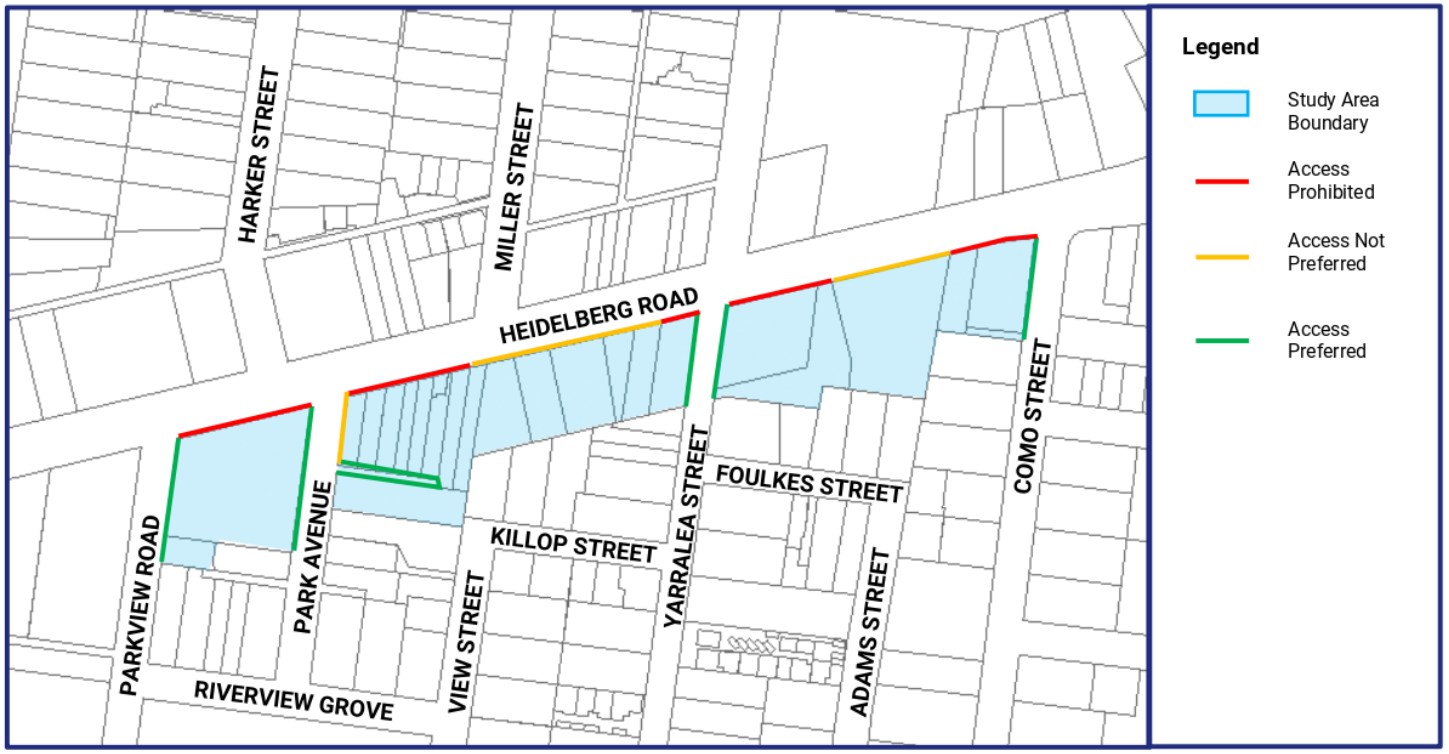


Figure F4: Precinct 3B

Appendix G

Interim Design and Development Overlay

Traffix Group

G27460R-01B

Heidelberg Road – Transport Relevant Sections of an interim Design and Development Overlay

The below is an extract from the working draft of the proposed interim Design and Development Overlay that, if Council adopts it, would apply to the Commercial 1 Zone areas within the City of Yarra along Heidelberg Road.

The most transport-relevant passages have been extracted.

Objectives

Provide a greater sense of openness towards the Heidelberg Road footpath via small front setbacks and still achieves activated, pedestrian-oriented façades and passive surveillance.

Definitions

Laneway means a road reserve of a public highway 9 metres or less wide.

Road boundary means the boundary between the public road and the private property.

Shared zone means a road or network of roads where pedestrians, cyclists, and vehicles share the roadway.

Street-wall means the facade of a building at the street boundary, or, if the existing heritage building is set back from the street boundary, the front of the existing building.

General Requirements

A permit cannot be granted under this Design and Development Overlay to vary a requirement expressed with the term 'must'.

The below requirements apply to an application to construct a building or construct or carry out works.

Street Wall Height and Boundary Set Back Requirements

Towards Heidelberg Road, development

- in Precincts 1 and 3A must achieve a minimum 3 metres front setback, including side boundary walls, to provide better separation with Heidelberg Road and space for circulation and canopy landscaping
- in Precincts 2 should achieve a minimum 3 metres front setback, including side boundary walls, to provide better separation with Heidelberg Road and space for circulation and canopy landscaping.
- in Precinct 3B, between Park Avenue and Yarralea Street, should achieve a continuous street wall with no front setback.

Front Setback Design Requirements

Front setbacks should be designed to create a sense of openness and clear line of sight at pedestrian level between the public footpath and street wall and include:

- unobstructed access by avoiding steps, fences and narrow spaces between planting areas
- canopy trees
- creating a subtle distinction towards the public realm, including but not limited to different paving material, pattern and/or placement of planting.

Access, parking and loading areas requirements

Car parking should be located within a basement or concealed from the main and side streets.

Providing recessed parking spaces at the ground floor of buildings and onsite parking spaces at the front of properties should be avoided, except for development east of Yarralea Street, Alphington.

Pedestrian access to buildings should be achieved via Heidelberg Road or side streets and must be clearly visible, secure and have an identifiable sense of address. Residential and commercial entrances should be distinguishable from each other. Primary access from laneways should be avoided.

The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and ventilated.

Bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high quality pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity.

Development must not provide new vehicular access from Heidelberg Road.

Development with redundant vehicle access points to Heidelberg Road should reinstate the kerb, linemarked parking bays, and relocate any parking signs.

Application Requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A site analysis and urban design context report which demonstrates how the proposal achieves the Design Objectives and Requirements of this schedule.
- To the satisfaction of the Responsible Authority, development proposals should be accompanied by a wind study analysis to demonstrate that pedestrian spaces, balconies, communal areas and secluded private open spaces will not be adversely affected by wind effects.

- A Traffic and Parking Assessment Report which includes an assessment of the cumulative impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.

Decision Guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- Whether the design of the streetscape interface makes a positive contribution to an active, pedestrian-oriented street environment and/or public realm.
- The design of the retail streetscape interface along the main street frontage.
- Whether the development delivers design excellence, including but not limited to building siting, scale, massing, articulation and materials.
- Whether the development mitigates negative wind effects for the public realm and surrounding sites.
- The cumulative impact of development on traffic and parking in the nearby area, including on the functionality of laneway's.

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis



Heidelberg Road Built Form Framework
Part 1
Urban Context Analysis

Prepared for the City of Yarra July 2019

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Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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

Prepared by Hodyl + Co
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Project team:
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Bec Fitzgerald

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July 2019
Version C

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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1
Introduction

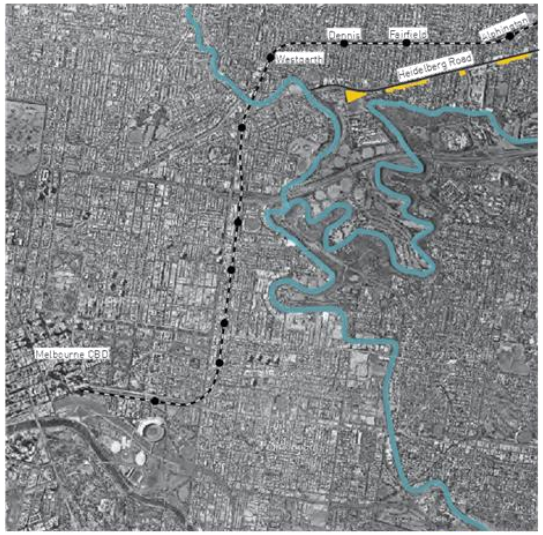


Figure 1. Location plan

1.1 Purpose

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

There are no existing built form controls that apply to the Heidelberg Road Corridor except former Alphington Paper Mill site which has an approved DPO11 overlay including general built form guidance. As a result of developments within the former Alphington Paper Mill site and nearby permit applications, the need for clear built form guidance has been identified.

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

1.2 Study Area

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

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

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

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

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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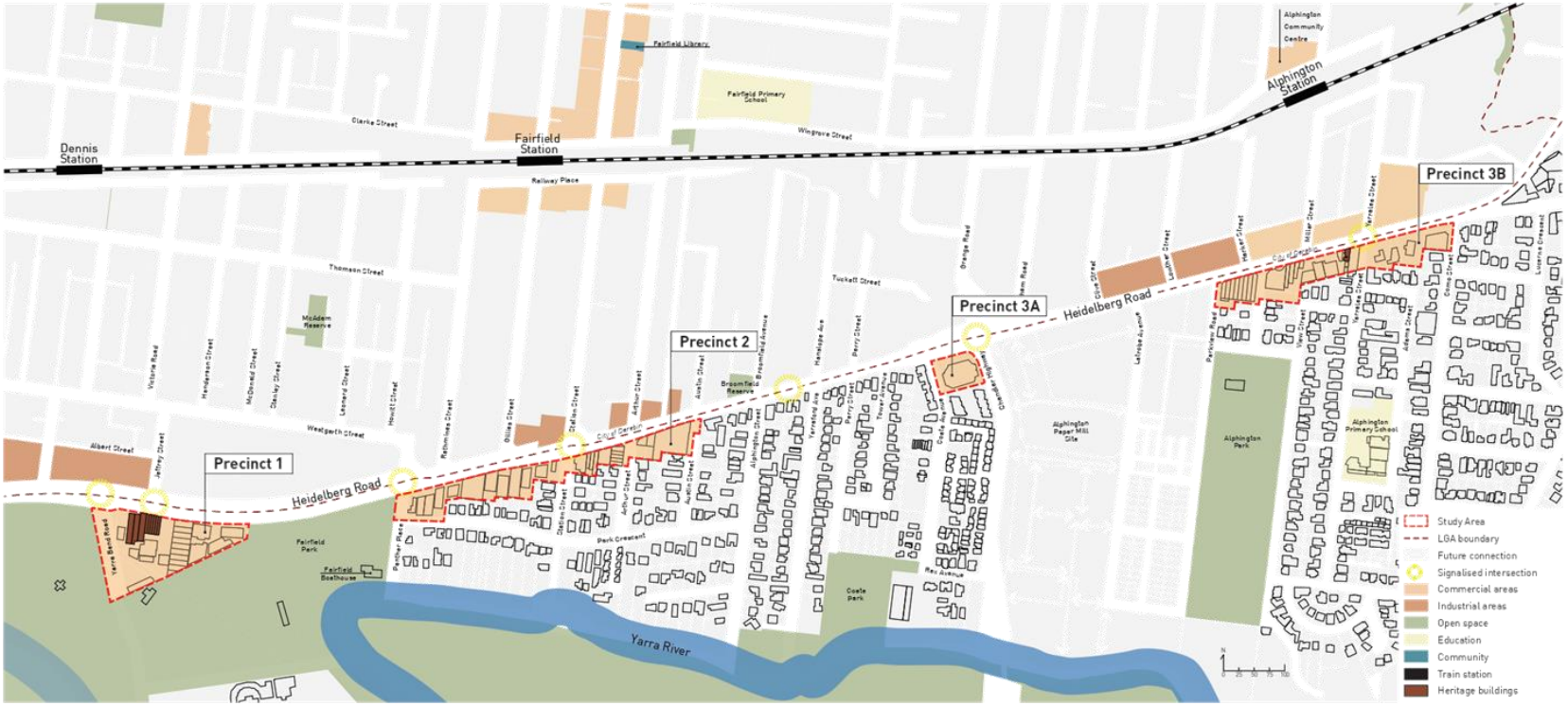


Figure 2. Context plan

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1-3 Site photos



Precinct 3B



Precinct 3A



804 Heidelberg Road
[New mixed-use development]



Looking east along Heidelberg Road



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



Chandler Highway



582 Heidelberg Road
[Recent VCAT case]



Coate Avenue

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Precinct 2



Precinct 1



Large format retail use



Large format retail use



Automotive repairs/Service station



262 Heidelberg Road
[New mixed-use development]



Porta
[Heritage building]



Porta factory

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2
Strategic planning context

2.1 Strategies

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

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

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

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

Yarra Housing Strategy 2018

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

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

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

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

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

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

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

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

Spatial Economic and Employment Strategy (SEES), 2018

Yarra is changing from an historic manufacturing and industrial hub to a knowledge, services and creative industries driven economy. The SEES was prepared to guide Council on the key trends and economic drivers in the municipality over the next 10 to 15 years.
The SEES includes 6 directions which will inform new policy in the planning scheme. They are:

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

Of specific relevance to the Heidelberg Road Corridor:

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

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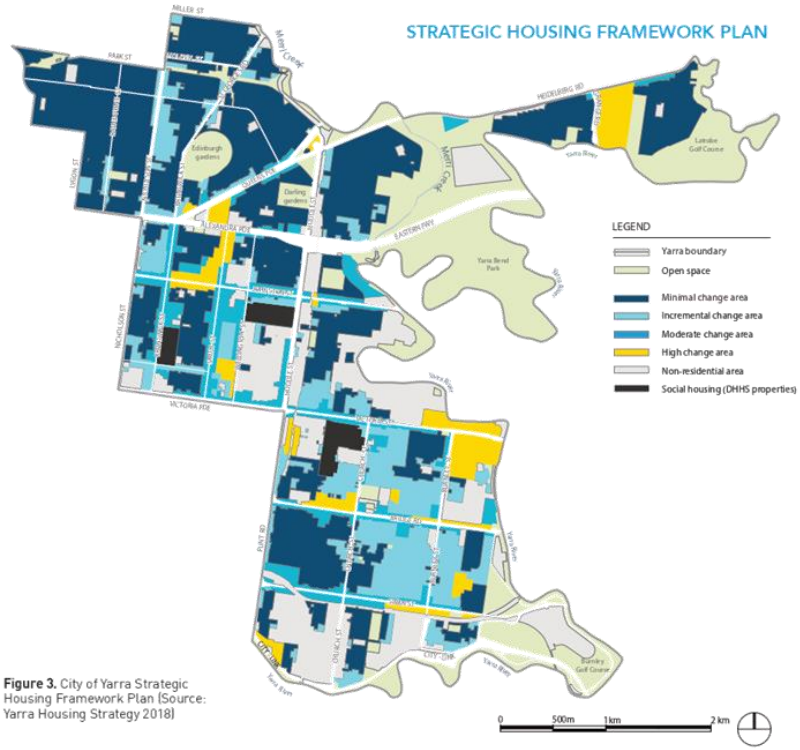


Figure 3. City of Yarra Strategic Housing Framework Plan (Source: Yarra Housing Strategy 2018)

Urban Design Strategy, 2011

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

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

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

1. Enhanced quality of Yarra's urban form and character

   Heidelberg Road and Chandler Highway are designated 'main road' with the design intent of 'Coherent built form with improved accessibility lining the route and the consistent greening of the street, where possible'

2. Effective management of growth and change

   The former Alphington Paper Mill site is listed as a 'strategic redevelopment site', however the rest of the Heidelberg Road corridor is not.

3. Design excellence in new developments, which requires a focus on:
   - Design aspects leading to high quality architecture in buildings
   - Integrating environmental sustainable design principles
   - Integrating accessibility design principles into design
   - Designing to promote good health and social wellbeing
   - Responding positively to the existing and preferred neighbourhood character and urban context
   - Identifying sites that require special design consideration
   - Responding positive to the public domain

4. Quality public domain and public space in Yarra

   General principles in regard to delivering a well-designed public domain that brings comfort, safety and connectedness to its users and provides attractive public spaces that add to the activity and vibrancy of the place.

5. Processes and practice that promote good urban design, which recognise the need to consider design from pre-application to planning assessment.

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2.2 Current planning scheme amendments

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

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

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

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

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

Johnson Street DDO – Planning Scheme Amendment C220

Status: Planning Panel Report released in February 2019

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

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

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

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

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

Key panel recommendations relevant to Heidelberg Road corridor:

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

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

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

Queens Parade – Planning Scheme Amendment C231

Status: Post exhibition which occurred in October 2018

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

Key proposals within the DDO relevant to Heidelberg Road corridor:

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

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

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

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Darebin St Georges Road Corridor (DDO16 | 17) – Planning Scheme Amendment C136 | C137

Status: Approved in September 2016

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

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

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

The Key issues explored through this Panel were:

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

Rear setbacks

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

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

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

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

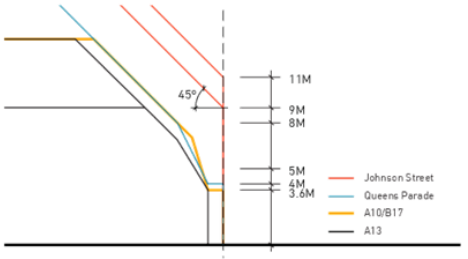


Figure 4. Comparison of rear setback controls in Clauses 54 and 55 and Planning Scheme Amendments for Johnson Street (C220) and Queens Parade (C231)

Key relevance for Heidelberg Road corridor:

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

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

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3
Local planning context

3.1 Zoning

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

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

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

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

Key relevance to this study:

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

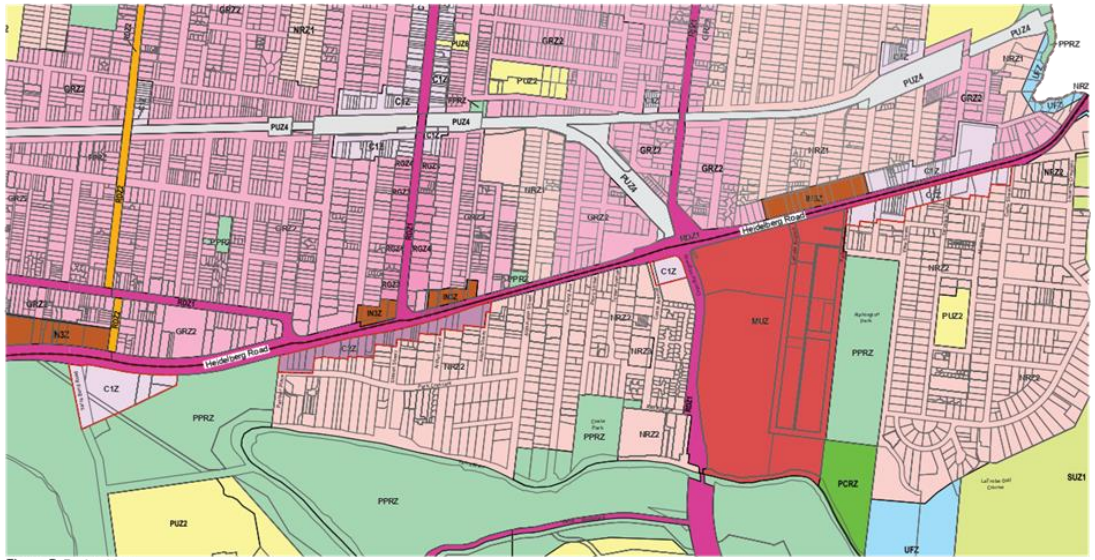


Figure 5. Zoning Map

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

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

Commercial
- C1Z Commercial 1 Zone
- C2Z Commercial 2 Zone

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

Community
- RDZ1 Road Zone - Category 1

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

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3.2 Heights and other overlays

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

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

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

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

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

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



Figure 6. Existing height controls



Figure 7. Overlays

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3.3 Former Alphington Paper Mill site

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

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

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

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

Preferred and maximum building heights

(Section 5.5)

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

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

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

Precinct A / 2

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

Precinct C / 1

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



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

5 Building heights (approved DPO)
4 Building heights (current and approved applications)

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

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

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Built form and interfaces

(Section 5.6)

Built form should:

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

The preferred built form interfaces are illustrated in Figure 7.

Precinct Guidelines

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

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

Key relevance for the Heidelberg Road Corridor:

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

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

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

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

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



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

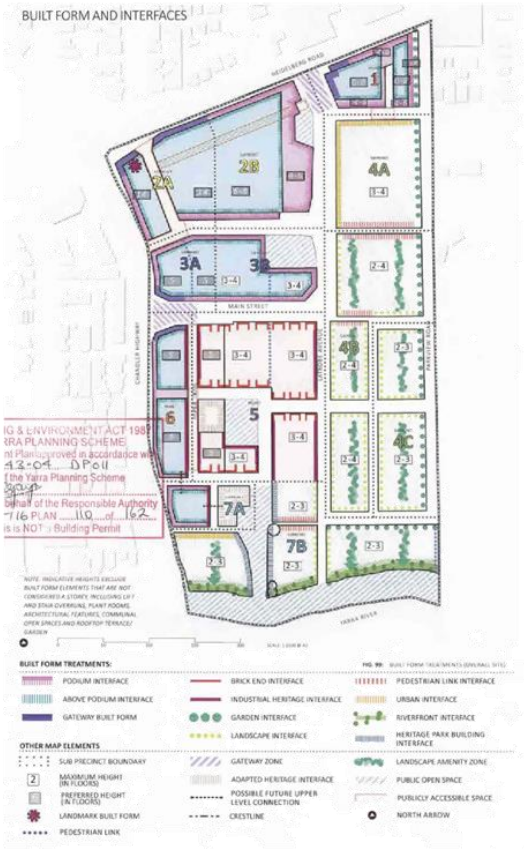


Figure 10. (Right) Built Form and Interfaces map (p111 of Development Plan)

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3.4 Permit activity

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

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

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

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

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

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



Figure 11. Development Activity

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582 Heidelberg Road



Perspective

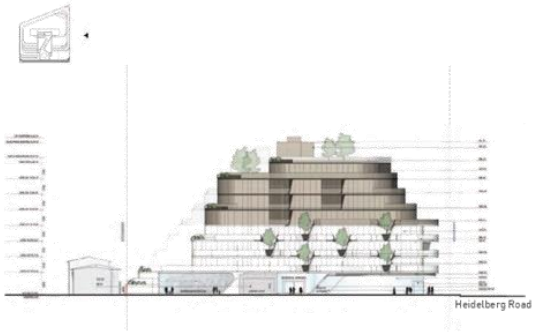


Elevation

718 Heidelberg Road



Perspective

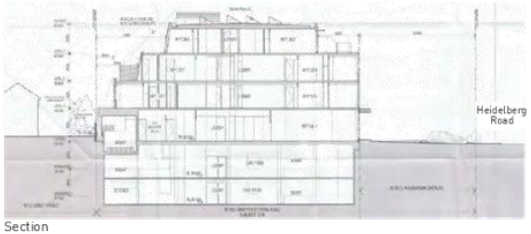


Elevation

802 & 804 Heidelberg Road



Perspective



Section

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4
Understanding the Place



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

4.1 Overview

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

This considers:

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

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

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

Summary of key attributes (refer following pages):

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

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

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

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

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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Key Attributes - Precinct 1

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





Figure 12. Street Elevation in Precinct1

Key Attributes - Precinct 3A

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





Figure 13. Street Elevation in Precinct 3A

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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Heidelberg Road Interface - Precinct 2

Precinct 2 is in the Commercial 2 zone (C2Z) fronting Heidelberg Road between Panther Place and Austin Street.





Figure 14. Street Elevation in Precinct 2

Heidelberg Road Interface - Precinct 3B

Precinct 3B is in the Commercial 1 zone (C1Z) fronting Heidelberg Road between Parkview Road and Como Street



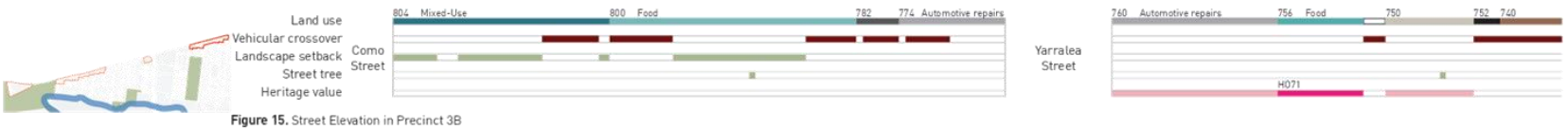
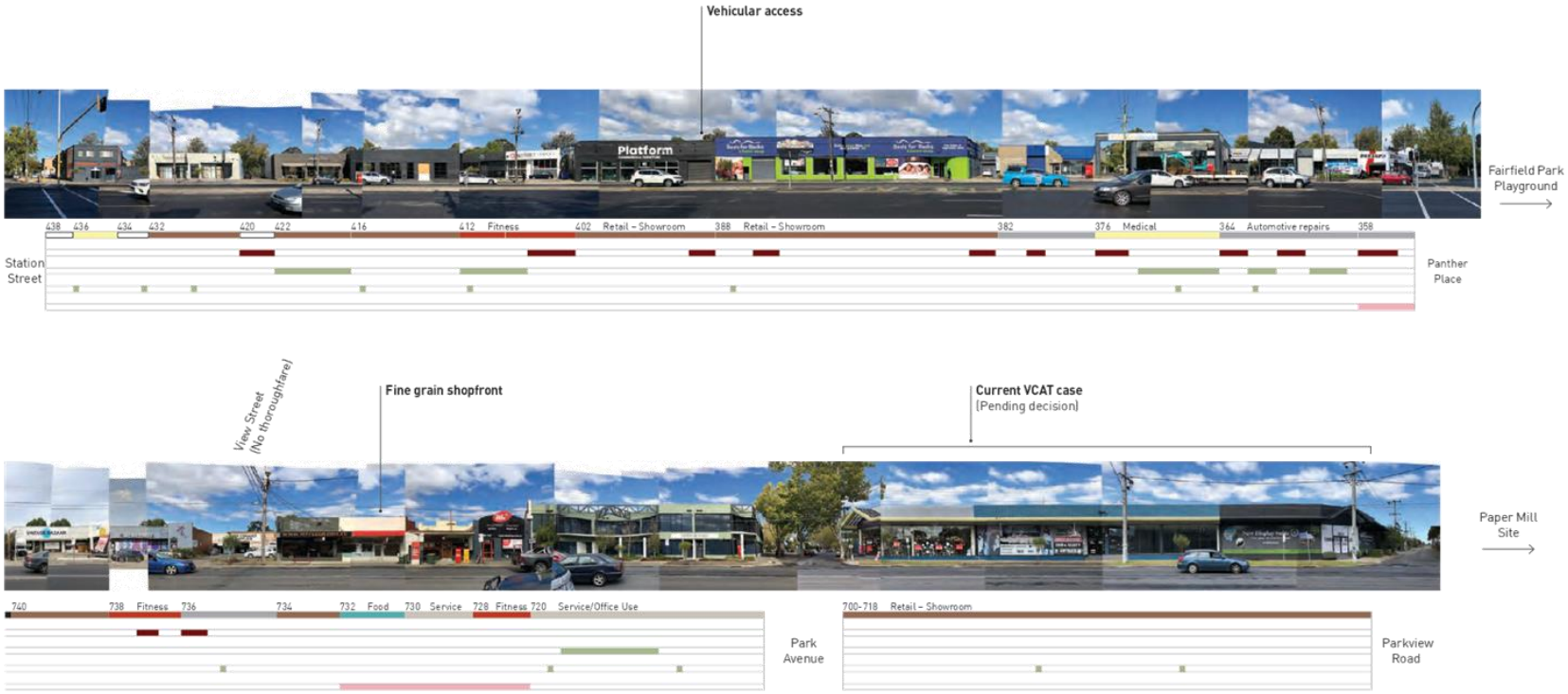


Figure 15. Street Elevation in Precinct 3B

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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4.2 Urban structure analysis

Site size

Site sizes vary across the study area.

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

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

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

Site frontages

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

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



Figure 16. Site size

Key relevance to the development of built form controls:

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



Figure 17. Site frontage

Key relevance to the development of built form controls:

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

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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4-3 Access

Public transportation

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



Figure 18. Public transportation

Key relevance to the development of built form controls:

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

Access

Vehicular access is predominantly provided from Heidelberg Road.

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

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

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



Figure 19. Vehicle Access

Key relevance to the development of built form controls:

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

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4.4 Land Use

Land Use

There is a mix of land uses along corridor:

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



Figure 20. Land Use

Key relevance to the development of built form controls:

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

Heritage value

A heritage review of the existing buildings is currently underway.

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

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



Figure 21. Heritage Value

Key relevance to the development of built form controls:

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

1 To be confirmed by heritage review.

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4.5 Public Realm

Front setbacks

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

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

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

Frontage quality

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

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













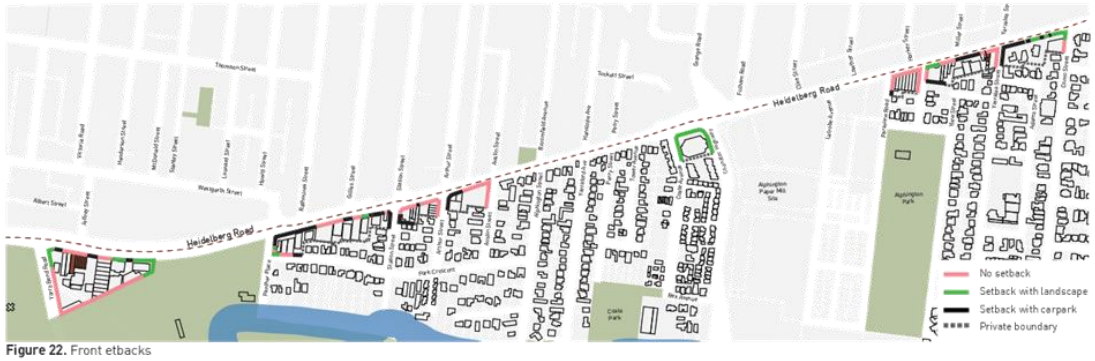


Figure 22. Front etbacks

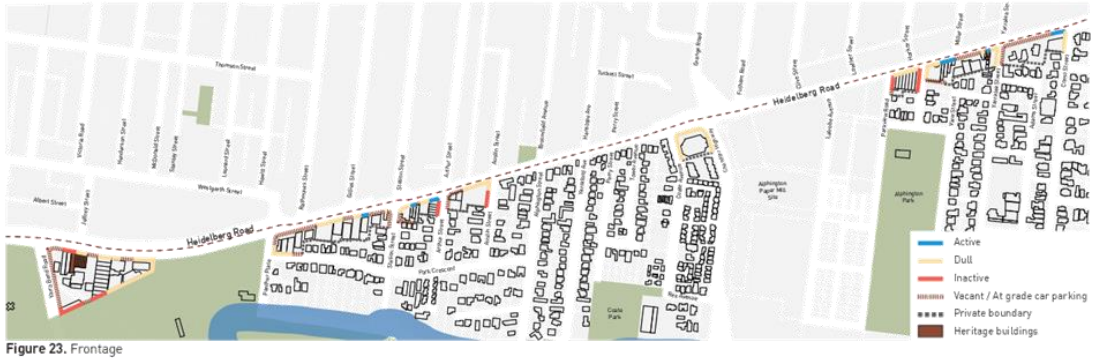


Figure 23. Frontage

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

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

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

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

Precinct 1
The pedestrian experience is dominated by the wide road reserve (approximately 48 metres) and 8 lanes of traffic. The footpath is relatively narrow in relation to the road width. There is a minimal amount of vegetation (street trees or understorey planting) to soften the impact of the traffic and hard surfaces.

Precinct 2
The road width narrows to approximately 27 metres and reduces to 6 lanes of traffic. Wider footpaths are provided, however the impact of traffic still dominates the pedestrian experience. There is minimal tree planting of understorey planting within the road reserve.

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

Precinct 3A
The road reserve widens at the intersection with Chandler Highway. This intersection is significantly dominated by traffic movements and noise. A narrow footpath is provided. The verge varies significantly in width from 0 metres to 4.5 metres. There are street trees and a grassed verge.

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



Figure 24. Street trees

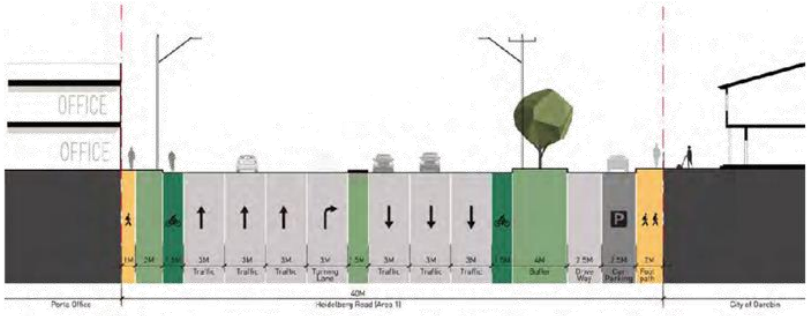


Figure 25. Heidelberg Road section in Precinct 1

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

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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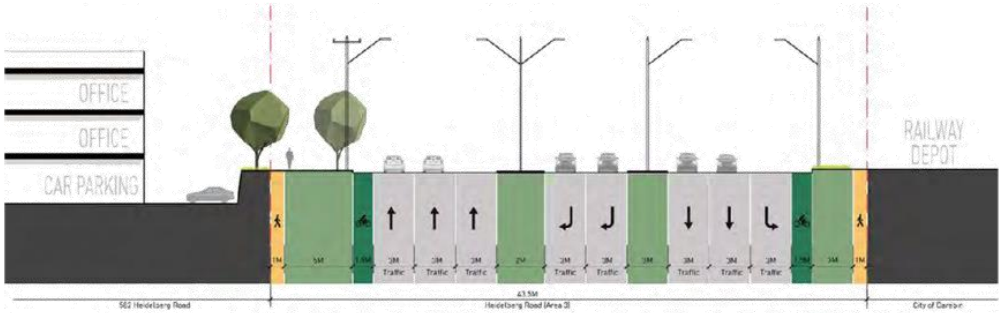


Figure 26. Heidelberg Road section in Precinct 3A

Key relevance to the development of built form controls:

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

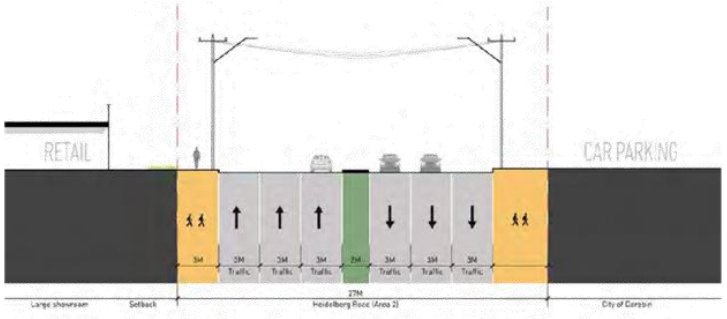


Figure 27. Heidelberg Road section in Precinct 2

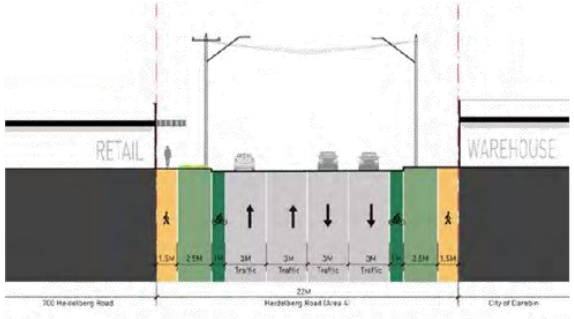


Figure 28. Heidelberg Road section in Precinct 3B

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4.6 Built form analysis

Building heights

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

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

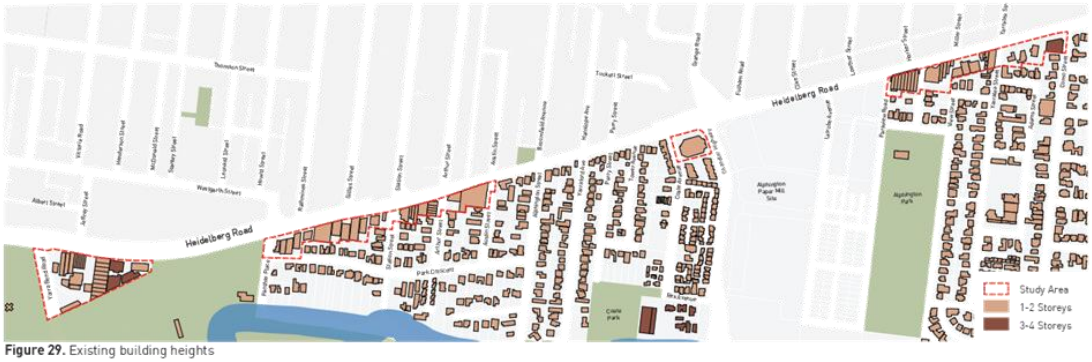


Figure 29. Existing building heights

Key relevance to the development of built form controls:

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

Site coverage

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



Figure 30. Existing site coverage

Key relevance to the development of built form controls:

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

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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Sensitive interfaces

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

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

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

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

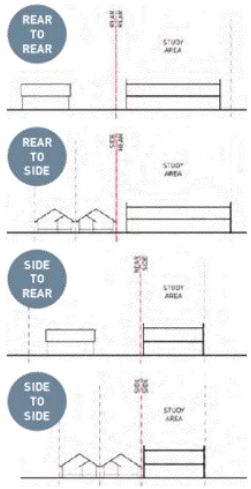










Figure 31. Examples of existing conditions along sensitive interfaces

Relevance to development of built form controls:

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

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

Sensitive interfaces

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



Figure 32. Sensitive interface along southern boundaries

Attachment 7 - Attachment 7 - Heidelberg Road Urban Context Analysis

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Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Part 2: **Heidelberg Road Built Form Framework**

DESIGN STRATEGY & RECOMMENDATIONS
PREPARED FOR THE CITY OF YARRA



FINAL November 2019

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Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

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

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November 2019

Version E

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Contents

This is **Part 2** of the Built Form Framework prepared for the Heidelberg Road Corridor on behalf of the City of Yarra. It incorporates the development of an urban design strategy and specific built form recommendations for the commercial zoned land on the southern side of the road corridor in Fairfield and Alphington.

Part 1 incorporates the urban context analysis that informs the development of this strategy and provides further background to the recommendations included in this Part 2 Report.

Part 1 incorporates:

- The existing strategic planning context for the study area (Section 2)
- The existing local planning context (Section 3)
- The existing physical and character attributes of each precinct (Section 4).

Part 2

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Appendix B - Visual impact assessment
Appendix C - Existing examples of front ground floor setbacks

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Overview

Delivering on strategic objectives

Heidelberg Road is a major arterial road that connects the suburbs of Fairfield and Alphington to the central city in the south-west and to the north-eastern suburbs. The road is dominated by heavy traffic and characterised by a generally poor public realm with indistinctive low-rise warehouses and commercial buildings lining the street.

The exception is found within the Heidelberg Road Neighbourhood Centre which includes intact shopfronts and a small number of heritage buildings, as well as the Porta site in the west, which includes a heritage warehouse and brick chimney which is an important landmark within the precinct.

The study area for this report includes three precincts:

- Precinct 1 - Yarra Bend
- Precinct 2 - Fairfield Commercial
- Precinct 3 - Heidelberg Road Neighbourhood Activity Centre

Strategic and design objectives have been established for the corridor. These have been applied and tested within this report to determine appropriate development controls within each precinct.

This study only considers land on the southern side of the street, within the City of Yarra.

The following strategic objectives have been established which guide the overall scale of development along the corridor.

1. Recognise that the development scale on the former Alphington Paper Mills site is strategically positioned as the highest scale of development intensification along the corridor.
2. Recognise the sites to the immediate east and west of the former paper mills site as strategic sites given the proximity to this urban renewal area, access to multiple street frontages and site size.
3. Recognise the Porta site as a strategic site due to its large size and capacity to support multiple buildings, housing diversity and new pedestrian connections to the park.
4. Support a 'moderate' scale of development intensification on all other sites within Precincts 1 and 3.
5. Support a 'moderate' scale of development intensification for commercial uses only in Precinct 2.
6. Deliver well-designed, durable and adaptable developments on all sites, including support for commercial uses in the lower floors of all buildings.

This is summarised in Figure 1.

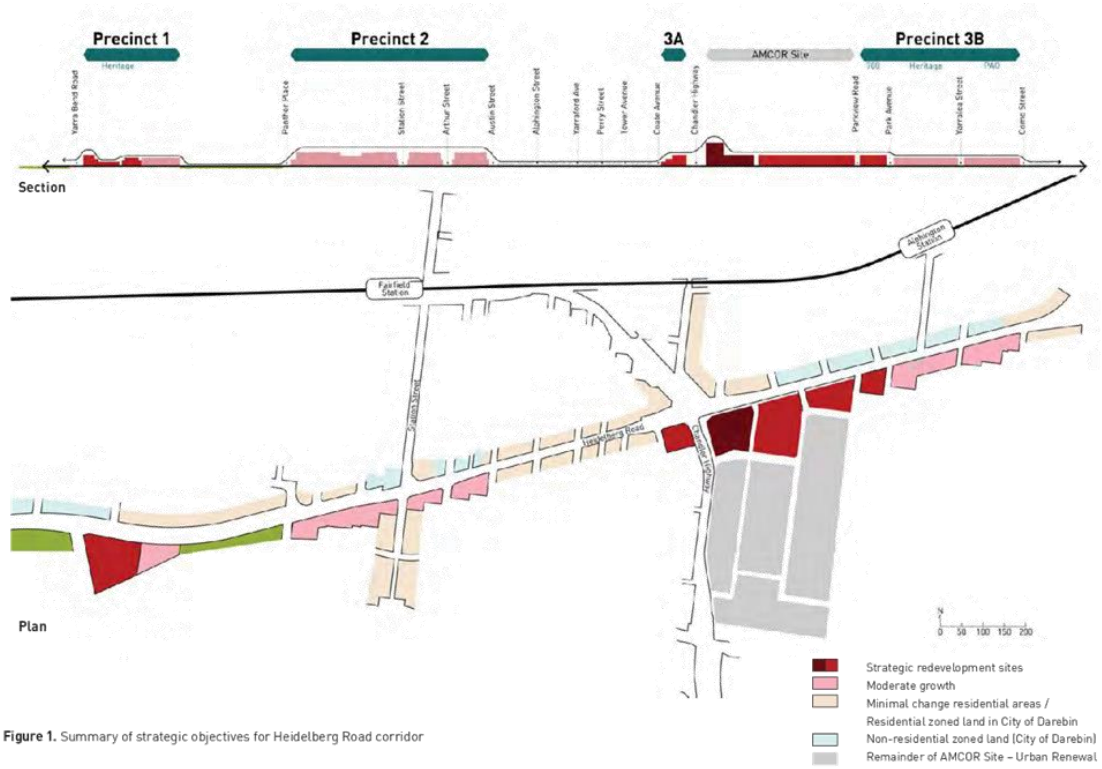


Figure 1. Summary of strategic objectives for Heidelberg Road corridor

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Delivering good quality design outcomes

The following design objectives have been established which guide the form (heights and setbacks) and design quality of new buildings.

1. Improve the quality of the public realm through increased activation and enhancement of the pedestrian environment.
2. Establish a new preferred character for each precinct that responds to the existing context.
3. Carefully manage the impact of new development on sensitive land uses to the south.

These design objectives have been considered at two scales:

- Corridor-wide considerations where common attributes that occur along the whole corridor are assessed and proposed controls developed that can apply generally across all new development.
- Precinct-specific considerations where the locally specific context must be taken into account to determine appropriate development controls.

The range of considerations and the planning controls proposed to respond to them are articulated in Figure 2.

Precinct-specific considerations

Create a new **positive street character** by framing the street with high-quality buildings while maintaining a sense of openness, ensuring that buildings are not visually dominant when viewed from within the street.

This is achieved by applying **street wall height and upper level setback** controls that respond to specific conditions within each precinct, including the need to respond to the scale and design of existing heritage buildings and street widths.

Recommended street wall heights vary from **2 to 6 storeys**. Above this a **6 metre setback** is proposed (with additional upper levels setback at a 45 degree angle in Precinct 3B).

Corridor-wide considerations which generally apply to all development across the study area.

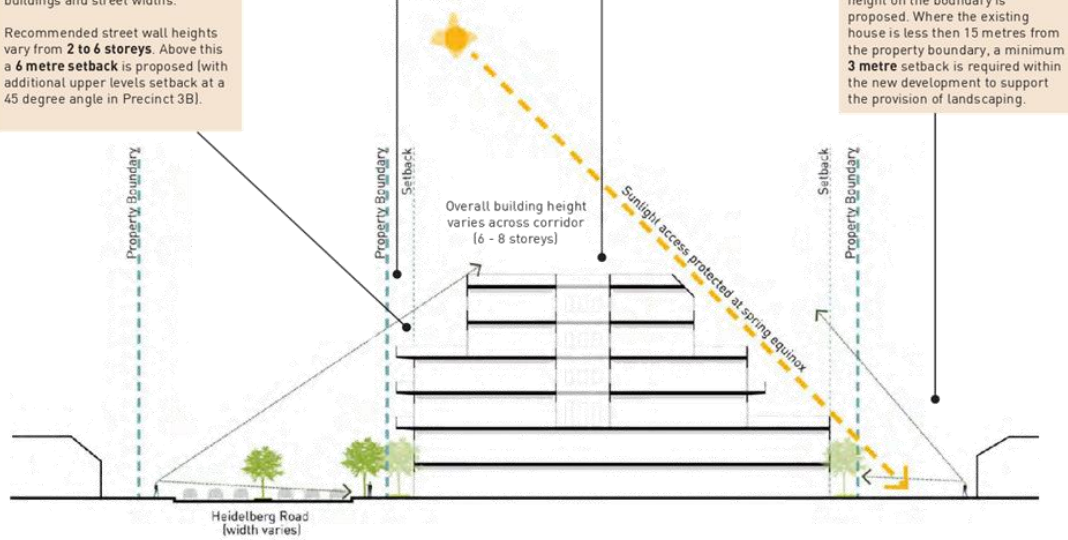
Create a more **welcoming and attractive street** through the inclusion of a **front setback control**. This requires developers to setback new buildings from the street to create more pedestrian space, opportunities for additional tree planting and more street-based activity.

A **3 metre** setback is recommended for the majority of the corridor.

Create **liveable apartments and office buildings** with good levels of natural light, outlook and privacy. **Building setback and separation controls** ensure that there is adequate distance between buildings on the same or adjacent properties. Setback distances are related to the building height and internal use, with primary living spaces and balconies requiring greater separation.

Protect the **amenity of adjacent residential areas**, addressing potential impacts from overshadowing, visual bulk and reductions in privacy, through the inclusion of a **rear interface control**. This designates the form of new buildings (heights and setbacks) along the property boundary that directly interfaces with existing residential sites to the south.

A maximum **2 storey building** height on the boundary is proposed. Where the existing house is less then 15 metres from the property boundary, a minimum **3 metre** setback is required within the new development to support the provision of landscaping.



What determines overall building heights?

Overall building heights are determined by the integration of the strategic objectives and design objectives (corridor-wide and precinct-specific design considerations) including:

- Supporting the preferred overall scale of development (based on strategic planning context).
- Establishing a preferred character within Heidelberg Road.
- Mitigating the visual impact of upper levels when viewed from adjacent residential sites.

A significant amount of built form testing has been included within this report. The following building heights are proposed for each development scale:

- Strategic redevelopment sites - 8 storeys.
- Moderate growth sites - 6 storeys.

Figure 2. Summary of design objectives and recommended planning controls.

1. Developing a built form framework

1.1 Establishing strategic objectives

The study area is a linear corridor of single-depth sites that front directly to Heidelberg Road[1]. It includes three precincts:

Precinct 1 - Yarra Bend
Commercial 1 zoned (CZ1) land that is immediately adjacent to large parklands which front the Yarra River. The site includes the Porta construction site which includes a large heritage industrial warehouse and distinctive brick chimney.

Precinct 2 - Fairfield Commercial
Commercial 2 zoned (CZ2) land in relatively close proximity to the Fairfield Neighbourhood Activity Centre. The areas to the immediate south are zoned Neighbourhood Residential and include predominantly 1-2 storey, detached housing.

Precinct 3 - Encompasses the Heidelberg Road Neighbourhood Activity Centre and is in close proximity to the Alphington train station. The precinct has two distinct sub-areas:

- **Precinct 3A - Alphington West**
  A single, large site to the west of the former Alphington Paper Mill site on the corner of Chandler Highway and Heidelberg Road. The site is zoned Commercial 1 and interfaces directly with Neighbourhood Residential zoned areas to the west and south. The Yarra Housing Strategy identifies this site as the western extension of the Neighbourhood Activity Centre.
- **Area 3B - Existing Heidelberg Road Neighbourhood Activity Centre**
  This includes a number of heritage, narrow-fronted buildings. It is also affected by an existing Public Acquisition Overlay (PAO) that requires front setbacks from the road reserve in the order of 12 metres.

The Heidelberg Road corridor is located in relatively good proximity to public transport, community facilities and the Yarra River recreational corridor. The redevelopment of the former paper mill site will significant transform the character of the area, bringing a significant number of new residents and expanding the extent of and overall activation within the Heidelberg Road Neighbourhood Activity Centre.

The Commercial 1 zoned precincts (Precincts 1 and 3) are therefore suitably zoned and located to support a greater level of development intensification, in particular for mixed-use developments that incorporate commercial or retail uses at the Heidelberg Road ground floor interface with apartments above.

The Commercial 2 zoned precinct (Precinct 2) supports a greater intensification of commercial uses.

All precincts are relatively undeveloped with 1-3 storey large format showrooms, offices and warehouses. There are two existing 4-storey residential apartment buildings (one in Precinct 1 and one in Precinct 3).

Planning context

There are a number of relevant planning policies and decisions that influence the context of this study.

Clause 21.05 – Built form in the Yarra Planning Scheme

Clause 21.05 provides guidance on the preferred urban design outcomes sought in the municipality, including building heights. Specifically it includes:

- Objective 17 - To retain Yarra's identity as a low-rise urban form with pockets of higher development. Within this objective is included:
  - Strategy 17.1 - Ensure that development outside of activity centres and not on Strategic Redevelopment Sites reflects the prevailing low-rise urban form.
  - Strategy 17.2 - Development on strategic redevelopment sites or within activity centres should generally be no more than 5-6 storeys unless it can be demonstrated that the proposal can achieve specific benefits.

Commercial and residential zoning interfaces

It is an established position through VCAT decisions that residential properties next to commercial or industrial zones cannot expect the same level of residential amenity as properties which are located in the middle of a residential zone. Similarly, owners of commercial or industrial properties immediately adjacent to residential properties have to take into consideration amenity impacts on residential properties.

The **City of Yarra's Housing Strategy** (2018) supports the delivery of a 'moderate' scale of housing within the Commercial 1 Zoned precincts. This includes support for increased residential densities and housing diversity through a mix of infill and shop-top apartment developments.

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

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

The **City of Yarra's Spatial Economic and Employment Strategy** (SEES), 2018, identifies the changing nature of the local economy as it shifts from a manufacturing and industrial hub to a knowledge, services and creative industries driven economy.

The strategy includes a strategic direction to retain Commercial 2 zoned land to support a diversity of business and employment opportunities.

Recent planning applications

Planning applications have recently been made for two mixed-use developments at 582 and 718 Heidelberg Road (both in Precinct 3). Both applications were considered at VCAT following Council's objections. A range of issues were identified including that both buildings were considered too tall for the specific local context.

- The application at 718 Heidelberg Road, a site of approximately 3,000m^2 immediately to the east of the former Alphington Paper Mill site, was approved with a condition that it be reduced from 8 to 5 storeys. The relationship of the 8 storey building to the existing residential context was considered unacceptable as it 'presents as overwhelming in scale and approaches too close to its neighbours to the south'[2]. The VCAT decision also notes that Council's condition to reduce the building to 5 storeys was 'possibly too conservative'.
- 582 Heidelberg Road, a site of approximately 3,700m^2 immediately to the west of the former paper mill site, was refused a permit for a 13-storey high building. A taller building was supported on the corner of Chandler Highway and Heidelberg Road, however, the visual bulk of the proposed development was considered to detrimentally affect the 'character and 'feel' of that neighbourhood.[3]

In both cases, however, support for mixed-use developments and a degree of development intensification was supported.

Strategic Objectives

The overarching built form response to the corridor is therefore driven by the following objectives:

1. Recognise that the development scale on the former Alphington Paper Mills site is strategically positioned as the highest scale of development intensification along the corridor.
2. Recognise the sites to the immediate east and west of the former paper mills site as strategic sites given the proximity to this urban renewal area, access to multiple street frontages and each site size.
3. Recognise the Porta site as a strategic site due to its large size, and capacity to support multiple buildings, housing diversity and new pedestrian connections to the park.
4. Support a 'moderate' scale of development intensification on all other sites within Precincts 1 and 3.
5. Support a 'moderate' scale of development intensification for commercial uses only in Precinct 2.
6. Deliver well-designed, durable and adaptable developments on all sites, including support for commercial uses in the lower floors of all buildings.

The application of these objectives within all precincts is the core subject of this report and will determine the scale and form of new development.

1 There is one property within the study area that fronts Park Avenue and not Heidelberg Road.

2 Tribunal decision: Aleks Nominees Pty Ltd v Yarra CC VCAT 1315 (22 October 2018 - PLN17/0040)

3 The Churches of Christ Vic Tas v Yarra CC (2019) VCAT 842 - PLN17/0858. Disclosure: Leanne Hodyl provided expert urban design evidence to Yarra CC for this case.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

1.2 Determining design objectives & principles

Design Objectives

The urban design approach is founded on 3 key objectives which respond to the analysis of the existing physical context which is included in the Part 1 report. These are:

1. Improve the quality of the public realm through increased activation and enhancement of the pedestrian environment.
2. Establish a new preferred character for each precinct that responds to the existing context.
3. Carefully manage the impact of new development on sensitive land uses to the south.

For each objective, the existing context is outlined and the design principles to deliver on the objective in response to these existing conditions are articulated.

These design principles guide the development of corridor-wide and precinct-specific design controls.

1. Improve the quality of the public realm through increased activation and enhancement of the pedestrian environment.

Existing context

The current quality of the public realm is poor across all three precincts due to the:

- Dominance of traffic along the corridor. At present, it is foremost a vehicular thoroughfare, with limited qualities that invite people to spend time in each precinct.
- Narrow footpaths in many locations that are unsuitable to support development intensification.
- Limited on-street parking which means pedestrians are often immediately adjacent to fast-moving vehicles.
- Limited street activation.
- Multiple vehicular crossovers which compromise pedestrian comfort and safety.
- Minimal street tree planting to mitigate the negative impacts of high traffic volumes and narrow footpaths.
- Limited pedestrian weather protection.

A number of sites have landscaped ground floor setbacks which do improve the pedestrian experience by providing some visual relief within the street, opportunities for planting and additional pedestrian circulation space.



Figure 3. Example of minimal street tree planting, limited weather protection and immediate proximity of footpaths to high traffic volumes.



Figure 4. Example of a landscape setback which provides some visual relief and opportunities for greening to improve the quality of the pedestrian experience.



Figure 5. Example of poor street activation - at grade car parks front directly onto street.

Design principles

Without a significant reduction in traffic volumes there are major constraints within the road corridor to improve the quality of the public realm. The following design approaches are therefore imperative to improve the quality of the public realm.

- Increase activation of Heidelberg Road by requiring active street edges in all precincts.
- Improve pedestrian comfort and accessibility through inclusion of ground floor setbacks to the street where the existing conditions for pedestrians are poor and heritage fabric is not compromised.
- Provide additional opportunities for greening of the street within the front setback.
- Incorporate weather protection at entrances within the front setback and continuous weather protection in the Heidelberg Road Neighbourhood Activity Centre.
- Locate all future carparking underground in basements.
- Locate vehicular crossovers from rear lanes or side streets where possible.
- Rationalise the number of existing crossovers to Heidelberg Road where multiple crossovers exist on single sites.
- No additional vehicular crossovers are supported on Heidelberg Road.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

2. Establish a preferred character along Heidelberg Road for each precinct that responds to the existing context.

Existing context

Heidelberg Road is fronted by predominantly 1-3 storey commercial buildings, including large format retail, warehouses and offices. There are two, four-storey residential buildings. The lot sizes and shapes vary significantly along the corridor. They include rows of narrow, traditional 'shopfront' sites as well as wide, larger sites that accommodate large format commercial and industrial uses.

The Heidelberg Road Neighbourhood Activity Centre includes traditional fine-grain shopfronts which is distinct from the remainder of the study area.

There are a small number of heritage buildings located within Precincts 1 and 3.

The existing character of the corridor varies within each precinct, however common attributes include:

Positive attributes

- Leafy residential side-streets which provide attractive green street views at intersections.
- Some sites have ground floor setbacks which include landscape treatments such as paving, understorey planting and small trees.

Negative attributes

- Poorly defined street edges, with generally low-scale development and inconsistent street setbacks.
- Sites with at-grade car parking directly fronting the street.
- Generally low-medium quality building design and materials, including a lack of articulation and visual interest.



Figure 6. Example of leafy side street that interfaces with Heidelberg Road (Precinct 2).



Figure 7. Example of a positive attribute - landscape setbacks that create more room for pedestrian movement and landscape treatments, as well as negative attributes - low-medium quality building materials with low levels of street activation and visual interest.



Figure 8. Traditional shop-fronts and heritage detailing in Precinct 3 which contribute to the positive character of the street.

Design Principles

In each precinct:

- Protect existing heritage buildings and support sensitive redevelopment where appropriate.
- Identify & enhance the specific existing valued attributes in each precinct while supporting a moderate level of development.
- Identify the preferred building typologies that align with the preferred new character area and the preferred future uses.
- Frame Heidelberg Road with high-quality development.
- Balance a sense of enclosure and openness within the street through appropriately scaled street wall heights and sufficient upper level setbacks. This will vary in each context.
- Transition buildings heights at corner sites from the Heidelberg Road frontage down to the existing residential side-streets.
- Separate upper level buildings sufficiently to deliver good levels of internal amenity (outlook, privacy and access to daylight and sunlight).
- On deep, narrow lots, party wall construction and the inclusion of generous light-wells are encouraged.

The preferred Heidelberg Road character is further articulated within each precinct proposal to achieve these design principles.

3. Carefully manage the impact on sensitive residential uses and parkland to the south.

Existing context

Precinct 1 immediately interfaces to large parkland areas.

All sites within Precincts 2 and 3 directly interface with residential properties to the south. These properties are within Neighbourhood Residential Zones where limited change in character is anticipated and where a maximum building height of 9 metres applies.

Design Principles

In Precinct 1 ensure development does not visually dominate or unreasonably overshadow the parklands to the south of Precinct 1.

In Precincts 2 and 3:

- Upper levels to be visually recessive when viewed from the private open space of adjacent dwellings.
- Sky-views from within the private secluded open space of dwellings to the south are provided above recessed upper levels.
- Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

1.3 Urban design strategy

The following plan illustrates the application of the strategic and design objectives as an urban design strategy for the study area.

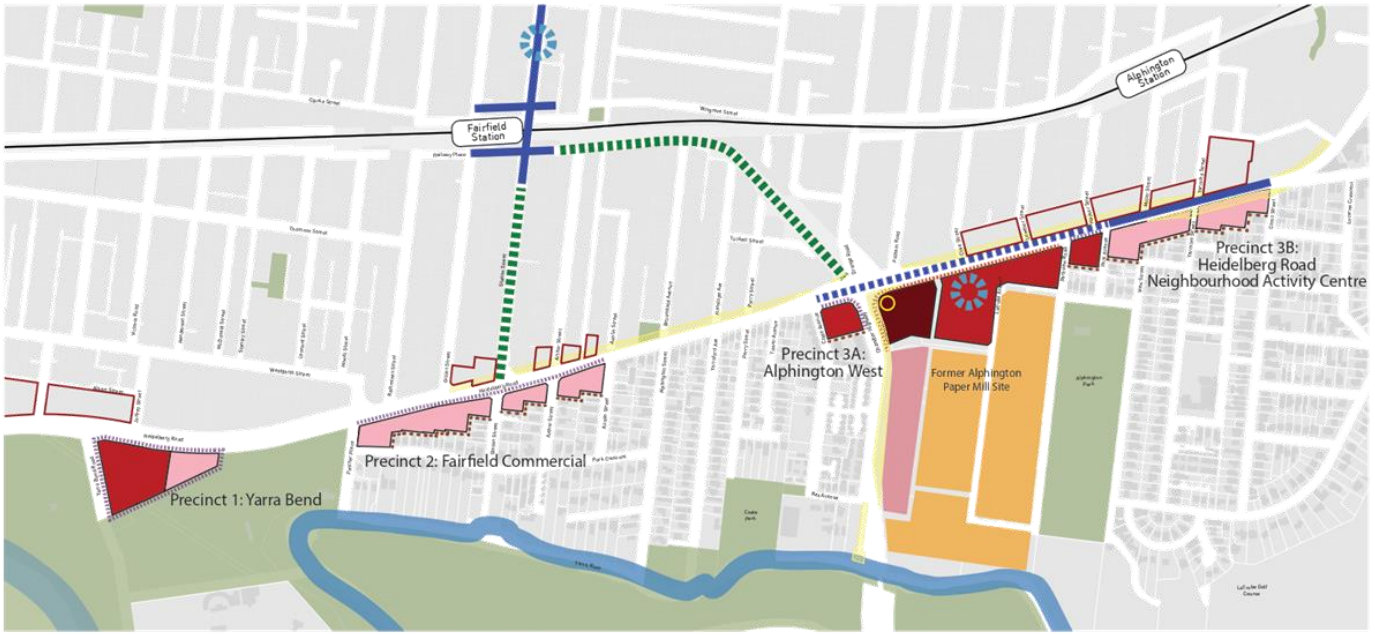


Figure 9. Urban design strategy

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

2. Corridor-wide considerations

The development of a Built Form Framework for Heidelberg Road can be considered in regards to:

- Corridor-wide considerations that are common along the corridor that occur within each precinct
- Precinct-specific considerations.

The corridor-wide considerations are considered in this chapter. They include:

1. Determining the appropriate standard rear-interface controls that are needed to protect the amenity of existing sensitive residential interfaces to the immediate south.
2. Determining front setback provisions that will improve the quality of the public realm in Precincts 1 and 2 and the western end of Precinct 3.
3. Determining appropriate building separation and upper side setback conditions that will ensure good levels of internal amenity for building occupants.

2.1. Consideration 1 - Rear-interface controls

The study area is defined by the single line of commercially zoned properties that front the southern side of Heidelberg Road and which interface directly with residential zoned properties to the south.[1]

There is often tension created when planning policy objectives that support development intensification in commercial zoned areas seemingly conflict with other planning policies that support the protection of high levels of amenity within residentially zoned areas.

The east-west orientation of Heidelberg Road exacerbates this tension as overshadowing impacts will be more significant than in other orientations.

The key issues that must be addressed when determining appropriate design responses along this interface include:

- Mitigating the impacts of overshadowing
- Minimising the visual impact of bulky or tall buildings
- Ensuring reasonable levels of privacy are delivered.

This must be assessed for two types of interface arrangements:

- Rear to rear boundaries which is the typical condition for mid-block sites
- Rear to side boundaries which is the typical condition for corner sites.

The key building elements that impact the visual, overshadowing and privacy amenity impacts are:

- Height of walls on rear boundaries
- Requirement for ground level rear setbacks
- Setbacks of upper levels from the rear boundary
- Overall building heights.

These elements can be considered for the whole length of the study area as there is a generally consistent relationship between site orientation and interface conditions.

Mitigating the impacts of overshadowing

The Yarra Planning Scheme articulates the minimum sunlight access requirements for secluded private open space within a residential zone. These are defined in Clauses 54 and 55 which designate that 'at least 75 per cent, or 40 square metres with a minimum dimension of 3 metres, whichever is the lesser area, of the secluded private open space should receive a minimum of five hours of sunlight between 9am and 3pm on 22 September'.

To test appropriate interface responses to existing sensitive uses to the south (parkland in Precinct 1 and residential uses in Precincts 2, 3A and 3B) detailed overshadowing modelling was undertaken to measure and assess that these minimum requirements can be met.

Boundary wall heights of 4 metres, 7.2 metres (4m commercial + 3.2 residential floor heights), 8 metres (2 commercial floors) and 12 metres (3 commercial floors) were tested. This modelling is illustrated in Appendix A.

The modelling demonstrates that boundary wall heights of up to 8 metres in height can generally meet the overshadowing requirements as specified in the planning scheme.

A summary of the overshadowing impacts of an 8 metre boundary wall height is demonstrated in Figure 10. This illustrates that due to the orientation of rear property boundaries to the direction of sunlight that the depth of shadow into the southern residential properties is generally consistent across the day.

This figure illustrates that adjacent sites that have a deep backyard greater than 11 metres (8 metres, plus the minimum 3 metre depth for sunlight access) can easily meet the minimum Clause 54/55 requirements.

On sites with shallow backyards, the sunlight requirements are either met through sunlight access to a large secluded side yard, or through a ground floor setback within the development site. This is necessary to ensure that the minimum 3 metre depth of sunlight is provided within the secluded private open space immediately adjacent to the dwelling.

In order to understand how upper levels above the boundary wall height might affect overshadowing it is necessary to consider the angle of the sun at the September equinox. There will be an additional overshadowing impact if development is constructed that intrudes into the direct line of the sun coming over the boundary wall height.

Figure 11 demonstrates the angle of the sun above the horizon at the September equinox (called the altitude). Between 11 and 2pm (which meets 3 hour minimum requirement) the lowest angle of the sun is 45 degrees (at 2pm).

Before 11am and after 2pm the altitude angle drops below 45 degrees however the direction of sunlight is coming from a more easterly direction (before 11am) and more westerly direction (after 2pm) with the longer shadows therefore falling on adjacent properties that front Heidelberg Road rather than the residential properties to the south.

1 There is one property within the study area that fronts Park Avenue and not Heidelberg Road.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

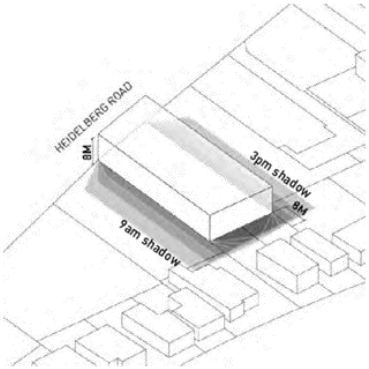
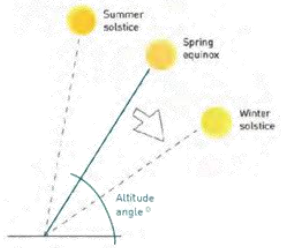


Figure 10. Extent of overshadowing of a 8 metre high wall on boundary at the September equinox. The cumulative overshadowing impacts between 9am and 3pm are demonstrated. The overshadowing impacts generally meet the minimum requirements of Clause 54 and 55 on all sites and interfaces.



Time	Azimuth (°)	Altitude (°)
9:00	61.8	32.2
10:00	47.4	41.9
11:00	28.6	49.2
12:00	5.3	52.7
13:00	341	51.2
14:00	320.1	45.4
15:00	304	36.6

Figure 11. Sunlight angles in Melbourne at the equinox. Between 11am and 2pm the sun altitude angle is above 45 degrees. This is when the direction of the shadow from the boundary wall height falls most directly on the adjacent residential properties (as shown in Figure 10)

Minimising the visual impact of bulky or tall buildings

There are two conditions that have been tested within the modelling:

- Condition 1 - where the adjacent dwelling is setback from the rear property boundary by 15 metres
- Condition 2 - where the adjacent dwelling is setback from the rear property boundary by 11 metres.

Condition 1 represents a small number of properties within the study area. Condition 2 is the more common condition.

Condition 1: Adjacent dwelling is setback 15 metres from the rear boundary.

The visual impact of boundary wall heights of 4 metres, 7.2 metres, 8 metres and 12 metres were assessed, together with three alternate setback provisions for upper levels:

- 6 metre setback
- 45 degree angle setbacks
- 12 metre setback.

Two overall height limits have been tested for each scenario - 5 storeys and 8 storeys. This modelling is included in Appendix B.

The modelling demonstrates and emphasises that the distance that the upper levels are setback and the overall height of the upper levels has a direct bearing on the visual amenity impact from within the private secluded open space within the residential properties to the south.

Each scenario was considered against the proposed design principles (see section 1.2) that include:

- Upper levels are to be visually recessive when viewed from within the private secluded open space.
- Sky-views from within the private secluded open space of dwellings to the south are to be maintained above recessed upper levels.

The following conclusions can be drawn from the modelling. For **5 storey** high buildings:

- A 6 metre setback above the boundary wall height is not considered acceptable as upper levels are too visually dominant. (This would also compromise the maximum overshadowing requirements).
- A boundary wall height of 8 metres is not too visually dominant at this distance and meets the design principles.
- A 45 degree setback above an 8 metre boundary wall height does meet the design principles.
- A 12 metre setback for a five storey building does meet the design principles. This is a very similar outcome to the 45 degree angle setback.

Collectively they demonstrate that an overall 5 storey height limit is acceptable with either a 45 degree or 12 metre setback when considering the visual impact on adjacent sites.

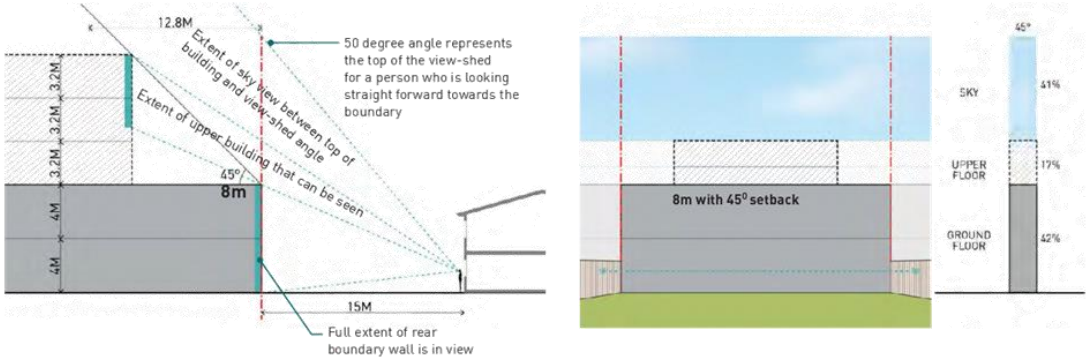


Figure 12. Acceptable degree of visual impact for 5 storey buildings where the adjacent dwelling is 15 metres from the boundary.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

For **8 storey** high buildings only one condition met the design principles:

- An 8m boundary wall height with a 45 degree setback for all upper levels.

This is demonstrated in Figure 13.

Condition 2: Adjacent dwelling is setback 11 metres from the rear boundary.

The same scenarios were tested for condition 2. The following conclusions can be drawn from the modelling. For **5 storey** high buildings:

- A 6 metre setback above the boundary wall height is not considered acceptable and upper levels are too visually dominant. (This would also compromise the maximum overshadowing requirements).
- A boundary wall height of 8 metres is not acceptable as it is too visually dominant.
- A boundary wall height of 7.2 metres is only just acceptable. If the viewpoint was taken from any closer than 11 metres this would no longer be acceptable.
- A 45 degree setback above an 8 metre boundary wall height does meet the design principles.
- A 12 metre setback for a five storey building does meet the design principles.

The key difference between Condition 1 and 2 is the impact of the boundary wall height.

Recent VCAT cases highlight the effectiveness of mitigating the visual impact of the development at ground level through the inclusion of a landscape setback.

This approach was supported in the VCAT cases for 718 and 582 Heidelberg Road. In the case of 718 Heidelberg Road the following position was taken by the tribunal:

- Acceptance that a 3 metre setback could provide sufficient landscape buffer to adjacent dwellings as it can accommodate canopy trees.
- Support for an increased buffer to improve the useability of the landscape space for occupants of the new development.

In the case of 582 Heidelberg Road a 4.5 metre landscape setback was proposed adjacent to a 2.5 storey building height and was generally supported by the applicant, Council, all expert witnesses and the VCAT panel.

Inclusion of a 3 metre setback has been tested in the modelling (see Figure 14) and illustrates the effectiveness of this in reducing the visual impact of the development.

Delivering good design

It is important that good architectural design is also achieved. Within the setback envelope, development should step back in a maximum of two steps to avoid 'wedding cake' outcomes.

Key recommendation

The following rear interface development controls are proposed for all developments sites with direct residential interface. These ensure that overshadowing, visual impact of the boundary wall and upper levels are taken into consideration.

Condition 1 - Rear to rear boundary condition where the adjacent dwelling is sited 15 metres from the boundary:

- Maximum boundary wall height of 8 metres.
- Above this, all upper levels to be setback at a 45 degree angle.

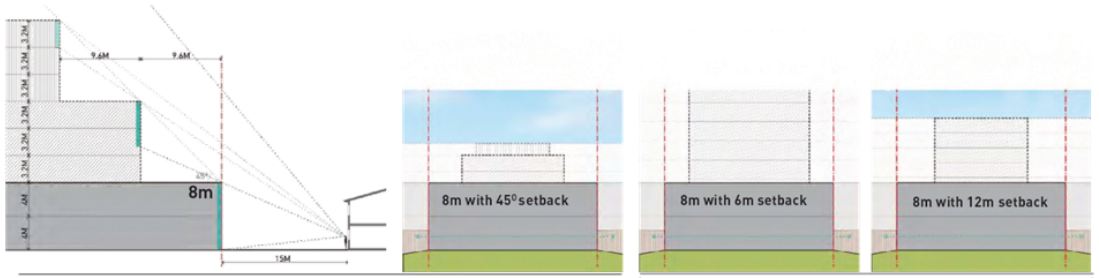
Condition 2 - Rear to rear or rear to side boundary conditions where the adjacent dwelling is sited less than 15 metres from the boundary:

- Minimum 3 metre ground floor setback from the boundary.
- Maximum building height located at the setback distance of 8 metres.
- Above this, all upper levels to be setback at a 45 degree angle.

On all sites, the minimum sunlight access requirements as stipulated in Clause 54 and 55 apply to adjacent secluded private open space and must be considered.

These controls are demonstrated in Figure 15.

For comparative purposes only, the setback requirements of Clause 54 and 55 are also illustrated.



Preferred scenario:
Maximum 8 metre high wall on boundary with upper levels setback at 45 degree angle

Unacceptable scenarios: Maximum 8 metre high wall on boundary with upper levels setback only 6 (left) or 12 (right) metres

Figure 13. Visual impact of 8 storey height limit with different upper level setbacks applied. Note: All views are drawn in one point perspective.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

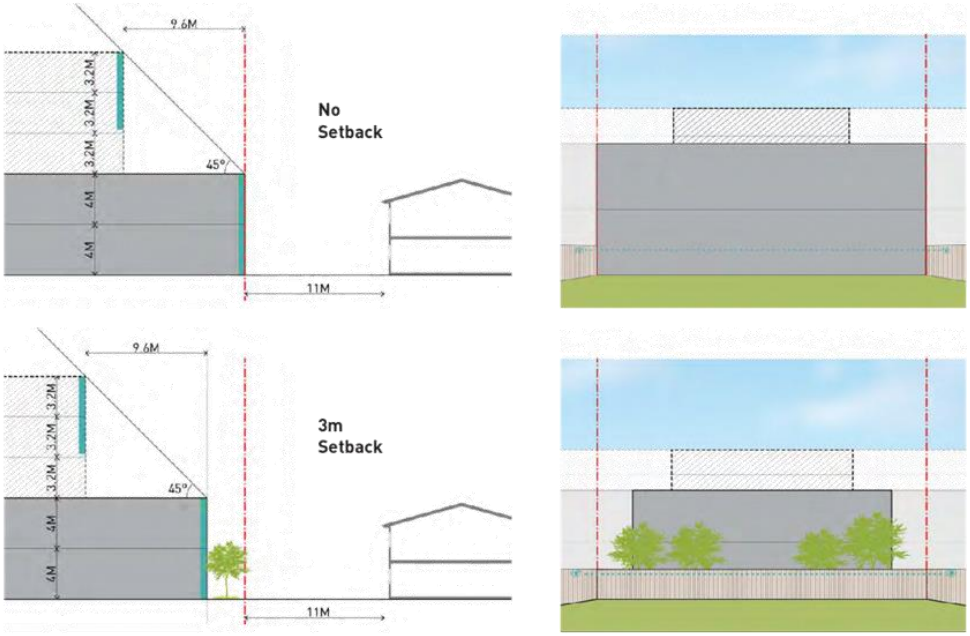


Figure 14. View from 11 metres - no ground level setback (above) and a 3 metre ground level setback (below)

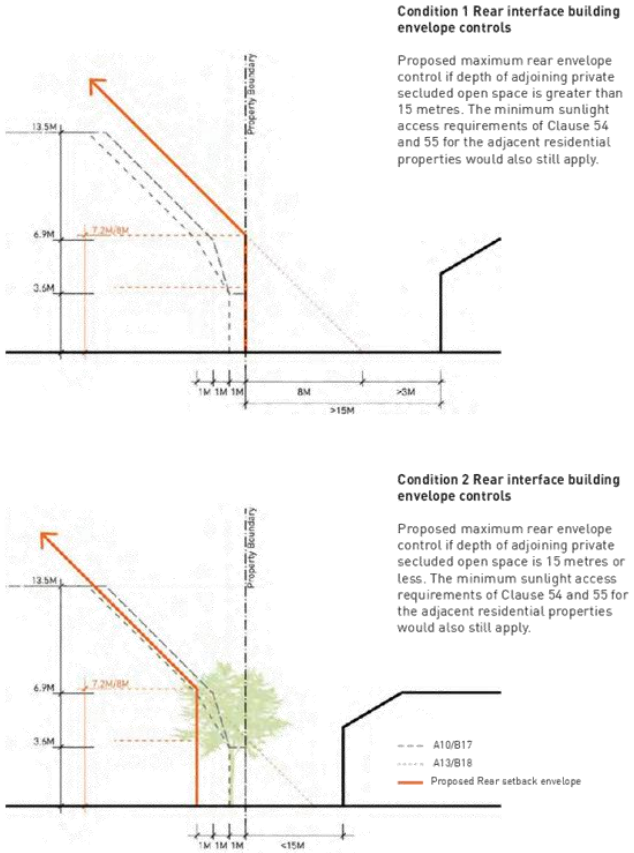


Figure 15. Proposed rear interface controls for Condition 1 and Condition 2.
These are proposed as mandatory on all sites.

2.2 Consideration 2 - Front setback requirements

Existing conditions

There are three different footpath and setback conditions across the study area:

- 1-3 metre wide footpaths within Precincts 1, 2 and 3A (with varied building setbacks). There is little opportunity to improve the quality of the public realm within the road reserve as traffic volumes (and therefore carriageways) are unlikely to be reduced.
- The existing fine-grain shopfront area with 1.5-4m wide footpaths and not setbacks in Precinct 3. A setback is not desirable as it will compromise existing valued character and the retention of heritage buildings.
- The areas within Precinct 3 that are affected by the existing Public Acquisition Overlay (PAO) which requires a building setback in the order of 12 metres (east of Yarralea Street) and which narrows west of Yarralea Street.

The existing setback conditions are illustrated in Figures 16 - 29.

Determining appropriate ground floor setbacks in Precincts 1 & 2.

The existing footpath widths in Precincts 1 and 2 vary from 1 to 3 metres. The continuous clear pathway is in the order of 1-2m (clear from tree planting and other street furniture). This is considered too narrow considering the scale of development intensification that is anticipated on the street, and the increased pedestrian volumes that this will introduce.

The poor pedestrian conditions and environment is exacerbated by the high traffic volumes and the lack of on-street parking which means pedestrians are walking immediately adjacent to fast-moving traffic (60km/hr).

Inclusion of a front ground floor setback provides the opportunity to significantly improve this interface as well as provide for better internal amenity, which will support greater development intensification.

The setback distance should be informed by providing sufficient depth to:

- Support further activation of the street through inclusion of outdoor seating space and trading & display space.
- Improve pedestrian access into and out of building entrances and along Heidelberg Road.
- Opportunities to introduce greening into the front setback to soften the streetscape environment.

A modest setback of 3 metres is considered appropriate to achieve these aims (refer Figure 30).

Examples of landscape setbacks are demonstrated through existing developments within the study area (refer Appendix C). While they vary significantly in design quality, they do illustrate an improvement to the pedestrian experience through the creation of more space at the ground floor interface.

Support for ground floor setbacks have also been considered in two of the recent VCAT case:

- Support for a ground floor setback was included in the VCAT decision for 582 Heidelberg Road.
- The VCAT decision for 718 Heidelberg Road noted that a setback could be considered and could add value however would need to be considered through more detailed re-design.

Precinct 1 Existing interface to street



Figure 16. Section location plan

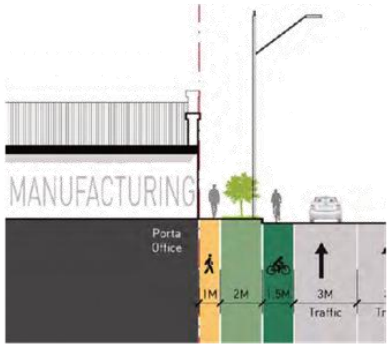


Figure 17. Existing street interface at location 1

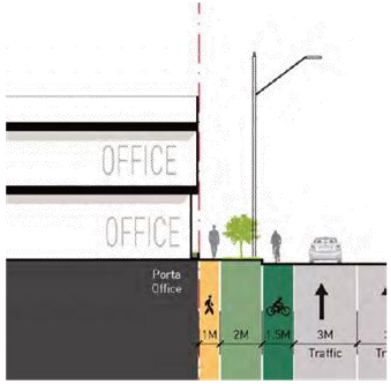


Figure 18. Existing street interface at location 2

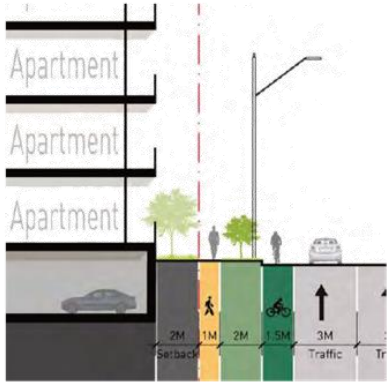


Figure 19. Existing street interface at location 3

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Precinct 2 Existing interface to street



Figure 20. Section location plan

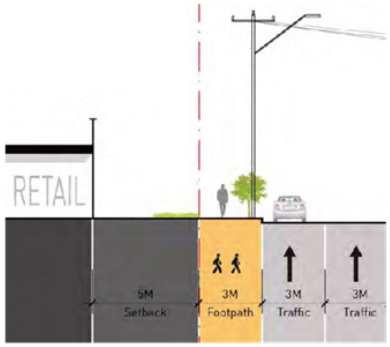


Figure 21. Existing street interface at location 1

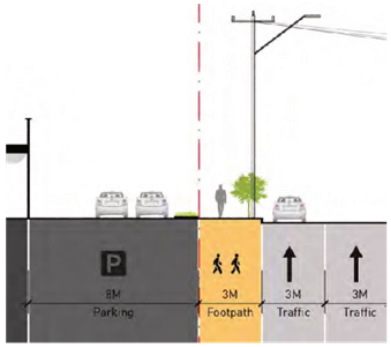


Figure 22. Existing street interface at location 2

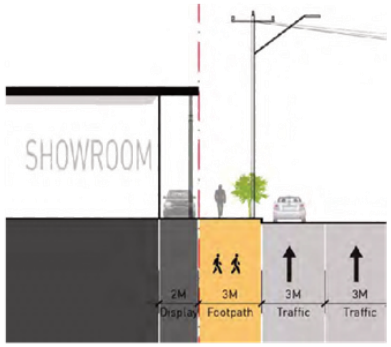


Figure 23. Existing street interface at location 3

Precinct 3A Existing interface to street



Figure 24. Section location plan

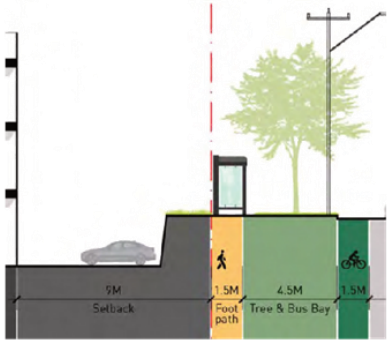


Figure 25. Existing street interface at location 1



Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 3B Existing interface to street



Figure 26. Section location plan



Figure 27. Existing street interface at location 1

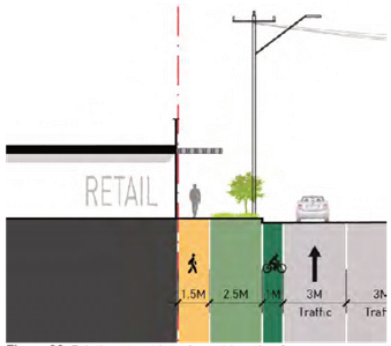


Figure 28. Existing street interface at location 2

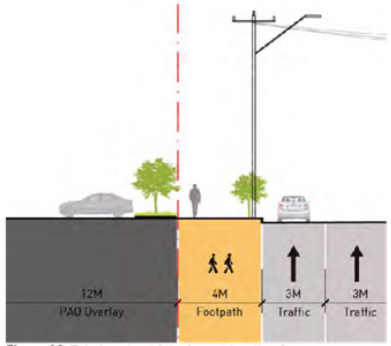


Figure 29. Existing street interface at location 3

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Inclusion of a 3 metre setback will widen the amount of space for public and semi-public use to 4-4-5 metres on the road corridor in Precincts 1 and 3A and to 6 metres in Precinct 2.

This creates a more comfortable balance between the space dedicated to making the street more attractive, comfortable and safe and the space committed to the traffic requirements of the arterial corridor.,

A 3 metre setback will only have a modest impact on development potential while the positive impacts to the public realm will be significant. At upper levels balconies and other building protections can protrude into this space and still achieve the design objective.

Importantly, the setback should be consistent to create a continuous street wall alignment that will support the creation of an active commercial street. This will also address the current poor character outcomes that are created by the existing diversity of setbacks and street interfaces.

Key recommendation

Adopt a consistent 3 metre building setback from the front boundary within Precincts 1, 2 and 3A where the existing public realm conditions are poor and there are limited heritage constraints.

Examples of opportunities to improve street quality and activation through the front setback.

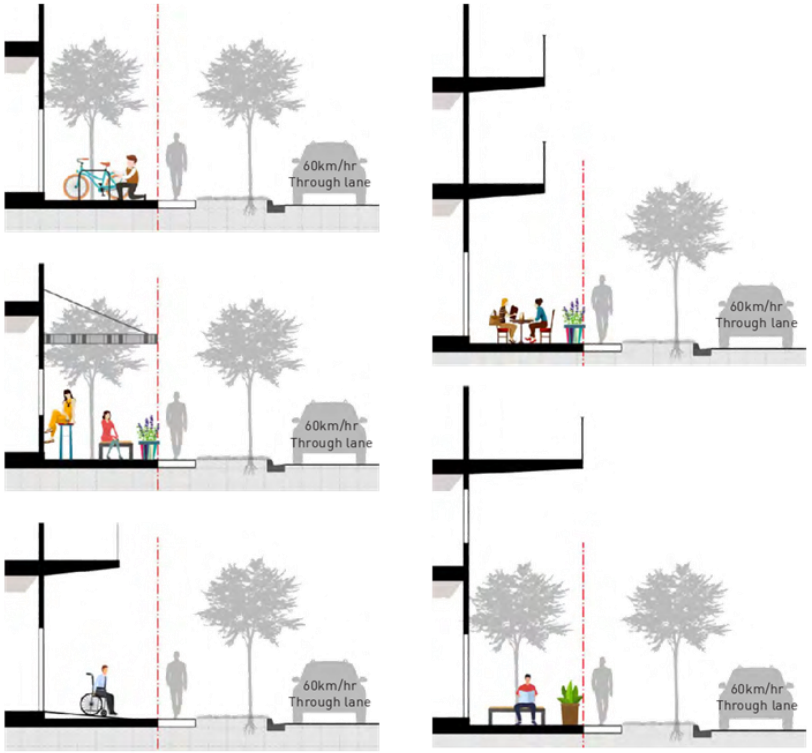


Figure 30. Illustration of 3 metre setback within the context of existing conditions on Heidelberg Road

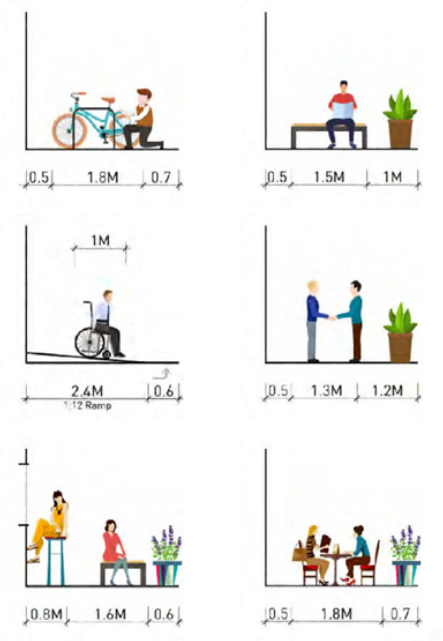


Figure 31. Dimensions for improving activation and access within 3 metre setback.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework



Figure 32. Precedent of front landscaped setback for street activation



Figure 33. Precedent of front setback for street activation

Design guidelines for landscape setback

- External spaces to be at the same grade as the footpath.
- External spaces to be predominantly hard-paved areas with some planting opportunities.
- Paving materials to be complementary to the existing streetscape design.
- Unobstructed access should be provided, avoiding the use of steps and narrow spaces between planting areas.
- The inclusion of small canopy trees is encouraged.

2.3 Consideration 3 - Building separation and side setback controls

Preferred building typologies

Generally party walling is encouraged across the study area. This prioritises the provision of internal amenity (access to daylight, sunlight, outlook and privacy) from the street and rear boundaries.

On narrow and small-medium sites, a party wall outcome is strongly preferred - side setbacks will not be possible without significantly diminishing the amount of development that can be achieved on each site or creating poor amenity outcomes for building occupants.

On larger sites, where a party wall outcome is not adopted, setbacks from side boundaries will need to be carefully considered to ensure that development equity and good levels of internal amenity are provided.

Side/rear setbacks and building separation

The Better Apartment Design Standards emphasise the importance of good building separation to deliver good quality apartment living. They do not specify metrics for setback requirements to achieve this outcome.

A number of planning scheme amendments for a range of high-density urban contexts, however, have recently considered the appropriate minimum distances that provide a minimal acceptable standard in medium-high density contexts.

A key attribute of many of these amendments is the importance of linking building separation with building height. That is, as buildings become taller, they should be set further apart.

The distinction between the amenity required from a residential primary living space/balcony to other internal uses, including commercial buildings as well as to bedrooms, kitchens and bathrooms in apartments is also considered.

The following proposed setbacks from side boundaries draw on these recent amendments and are proposed for the study area. These apply if buildings are not built on the side boundary.

Building height	Preferred separation (Suitable if there is a primary living space/balcony facing the boundary)	Minimum separation (Suitable when the use is not a primary living space or balcony facing the boundary)
Up top 4 storeys	4.5m	3m
5-8 storeys	6m	3m

Within sites, these setback distances are doubled to achieve sufficient building separation.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

3. Precinct-specific considerations

3.1 Consideration 1 - Determining the preferred interface to Heidelberg Road

The preferred scale of development on Heidelberg Road is driven by the design principles to:

- Protect existing heritage buildings and support sensitive redevelopment where appropriate.
- Identify & enhance the specific existing valued attributes in each precinct while supporting a moderate level of development.
- Identify the preferred building typologies that align with the preferred new character area and the preferred future uses.
- Frame Heidelberg Road with high-quality development.
- Balance a sense of enclosure and openness within the street through appropriately scaled street wall heights and sufficient upper level setbacks. This will vary in each context.
- Support the design of well-proportioned buildings where the lower and upper levels form a well-balanced massing composition.
- Transition buildings heights at corner sites from the Heidelberg Road frontage down to the existing residential side-streets.

Street wall heights

This can be achieved through the introduction of a street wall height that:

- Steps down to existing single storey heritage buildings (Precinct 1)
- Street wall heights that align with existing valued heritage street character (relevant to Precinct 3B)
- Creates a well-defined street edge but which does not visually dominate. This is related to the overall street width.

Considering the poor quality of the street environment this balance is particularly important to achieve. Buildings that are visually overwhelming will exacerbate the impact of heavy traffic on the pedestrian experience.

To determine appropriate street wall heights, modelling of street views from the opposite side of the street was tested to consider various scenarios.

Overall building heights

The following criteria are to be met:

- Overall building heights do not visually dominate within the street.
- Upper levels above the street wall are setback to mitigate the visual impact of upper levels.
- Integration of overall heights with existing heritage buildings and streetscapes.

The design response to Heidelberg Road needs to be considered within each precinct as the conditions vary along the length of the corridor.

Additional assessment

This study does not consider the wind impacts from new developments. The scale and design of each development should ensure that negative wind impacts are not created that reduce the safety and comfort of pedestrians within the street.

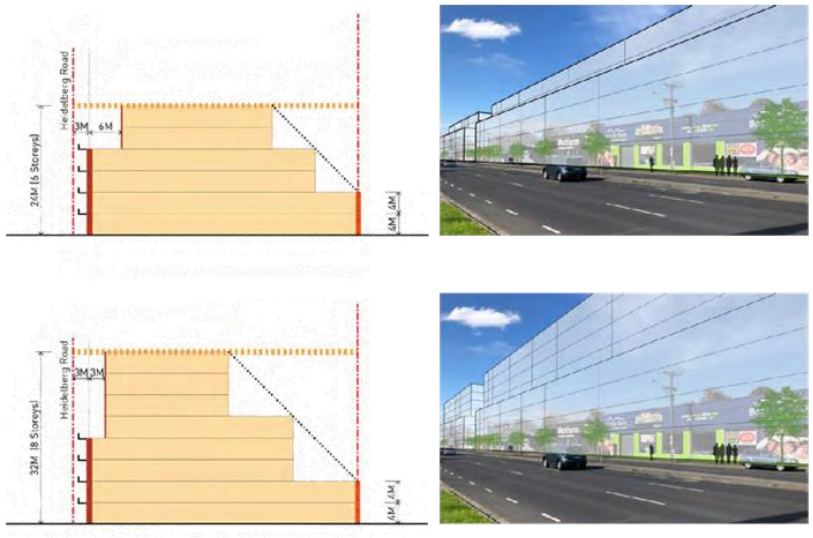


Figure 34. Examples of Heidelberg Road built form testing which considers alternate street and rear interface conditions

3.2 Summary of the key factors determining the preferred building envelope in each precinct

A summary of the key drivers determining the preferred built form controls is illustrated below.

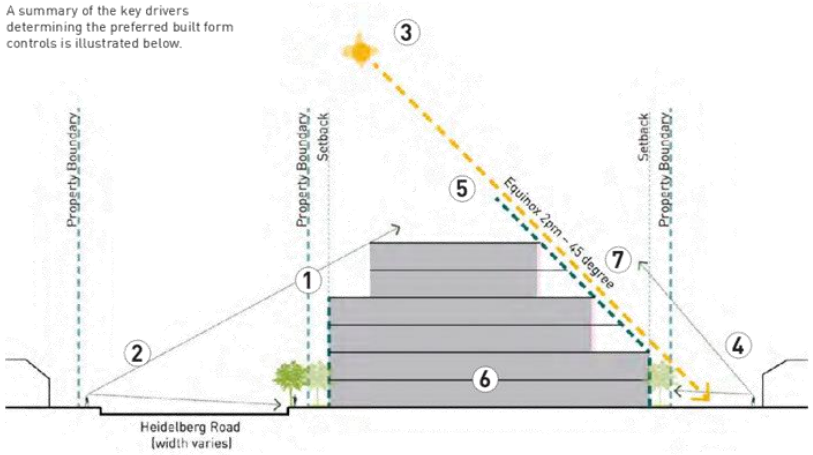


Figure 35. Summary of key drivers determining the development of the built form framework

1. Opportunities to improve the quality of Heidelberg Road for pedestrians identified with proposals to include ground level setbacks.
2. Street wall heights determined by consideration of the experience of the pedestrian in Heidelberg Road. Proposed controls balance the desire to improve street enclosure and definition without creating a overly dominant built form - a 'canyon' effect. This is particularly critical considering the poor quality of the street environment created by the heavy traffic conditions.
3. Sunlight access to private open space protected at the equinox to meet Clause 54 and 55 of the Yarra Planning Scheme.
4. Visual bulk and privacy concerns addressed by two-storey boundary wall height, upper levels setbacks and ground level setbacks (where adjacent dwellings are within 15 metres of the site boundary).
5. Overall building height determined by:
   - Preferred overall scale of development (based on strategic planning context).
   - Preferred character within Heidelberg Road.
   - Mitigating impact of upper levels when viewed from residential sites.
6. Ensure commercial development is supported in the lower two floors of buildings in Commercial 1 Zone and all floors in Commercial 2 zone.
7. Within the rear setback envelope a maximum of 2 steps within the building massing to avoid a 'wedding cake' architectural response.

Built form testing was undertaken for representative sites within each precinct to test the effectiveness of the controls and to illustrate the potential design of new buildings.

Built form testing

The following assumptions have been used to develop and test the built form proposals in this project.

Residential building design

Building depth

Minimum building depth of 10m.

Preferred maximum of 18m. This aligns with the construction of a double-loaded corridor and good provision of natural light to apartments.

Maximum of 24m. This is based on meeting the Better Apartment Design Standards which allows a living room depth (including a kitchen) of 9m and allows for a central corridor (approx. 1.5-2.5 metres) and balconies (min. depth of 1.8m).

Building length

A maximum length of 50m has been adopted to avoid wide, visually dominant or bulky buildings.

Floor to floor heights
4m bottom two floors, 3.2m above.

Floorplates

Minimum of 600sqm to reflect development feasibility (unless site size is smaller, or the floor is the top floor which 'caps' a building)

Maximum floorplates are related to building height to ensure that large towers floorplates are not visually dominant or too bulky.

- Buildings up to 10 storeys - No maximum applied, building designs determined by building depth and length requirements. For example, a L-shaped building could be 50 x 50 metres with a 10-24m building depth.
- Buildings greater than 10 storeys - Not applicable

Floor to floor heights
4m ground floor
3.2m upper levels

Office building design

Building depth

Minimum depth of 10m.

Preferred maximum of 30m to enable good natural daylight to all floors.

Maximum of 50m to avoid wide, visually dominant or bulky buildings.

Building length
A maximum length of 50m has been adopted to avoid wide, visually dominant or bulky buildings.

Floor to floor heights
4m all floors

Development feasibility is considered through assumptions for minimum floorplates and building depths.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 1 - Yarra Bend

A. Key valued character attributes



Figure 36. Precinct 1 - Aerial image with precinct-specific character attributes identified



Figure 37. Key character attributes

1. 262 Heidelberg Road (view from park) - 4 storey interface to the park creates a building scale that is diminutive to the large, existing canopy trees.
2. 262 Heidelberg Road (view from road) - 4 storey interface setback from street by a landscape buffer enhances sense of street definition without creating overly dominant built form. Additional upper floors set back above this height could be accommodated without compromising this outcome.
3. View along Heidelberg Road - existing landscape design is of varying quality, however provides visual relief and additional space for pedestrians within the heavily trafficked street.
4. Existing industrial heritage building (Porta), including single storey warehouses and brick chimney.
5. Precinct is surrounded by significant parkland setting, including existing landscape along Yarra Bend Road and expanses of open space.
6. Existing easement which precludes development above.
7. Existing 1970s office building.

Precinct 1

B. Precinct specific design strategy

Creation of a mid-rise precinct that frames Heidelberg Road and steps down towards the adjacent parks to maintain the prominence of the landscape setting. The Porta heritage building is retained, views to the brick chimney are enhanced through sensitive redevelopment and a new north-south pedestrian connection links Heidelberg Road to the park.

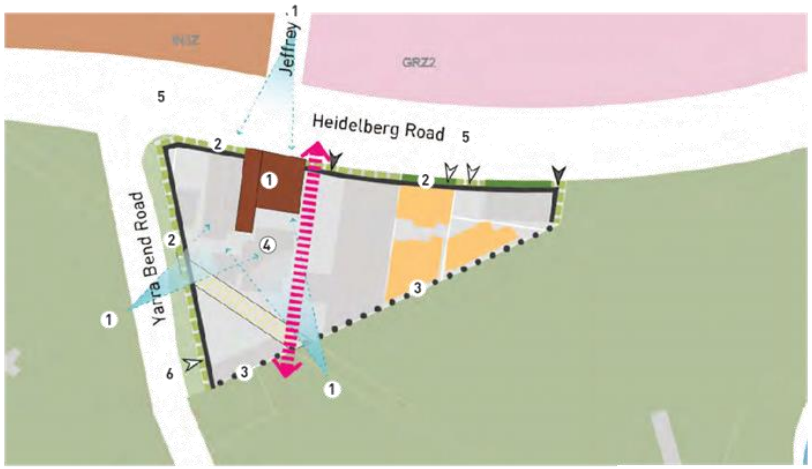


Figure 38. Design Strategy

- Existing heritage buildings
- Existing medium-density, mid-rise housing
- Existing vehicular access (retained/consolidated)
- Vehicular access (removal preferred)
- Existing landscape character and landscape setback (retained)
- Proposed 3m landscape setback
- Proposed 4 storey building height at interface to park
- Create urban street wall and activated edges along Heidelberg Road
- Proposed future public pedestrian link
- Yarra Valley Water easement
- View lines to chimney from Jeffrey Street & adjacent parks

Precinct-specific design objectives

Respect and enhance the setting of the Porta heritage building and brick chimney by framing the building with mid-rise development (4-8 storeys) - Location 1.

The Porta site includes a significant heritage warehouse building and a brick chimney which is an identifiable landmark in the precinct viewed from within the park and from Jeffrey Street. These are important attributes of the existing character, providing a connection to the social and economic history of the area and should be retained and adapted for re-use.

Views to the chimney from within Jeffrey Street and the park should be provided to maximise opportunities for the broader public to view and enjoy the heritage attributes of the site. Sufficient separation distances from the chimney to other new buildings should be provided to ensure that the chimney remains a prominent feature within the site. The overall scale of new development respects these existing heritage qualities and responds to the scale and features of the existing heritage building (refer to Figure 48).

Improve the pedestrian experience on Heidelberg Road and Yarra Bend Road through a 3 metre front setback - Location 2.

The existing landscape setback within the front of some properties improves the quality of the pedestrian experience by greening the otherwise largely asphalt landscape and by providing additional sense of openness/relief for pedestrian movement.

Provide a positive interface (visual interest and passive overlooking) to the park edges in a building scale that does not visually dominate or unreasonably overshadow TH Westfield Reserve and Yarra Bend Park Oval - Location 3.

Precinct 1 is located directly onto TH Westfield Reserve and new development must not unreasonably overshadow the park. The park area is significant in size and the area immediately to the south of the private land is currently an asphalt car park (i.e. a less sensitive use).

The existing 4 storey developments at 262 & 264 Heidelberg Road are successful demonstrations of an appropriately scaled building to the park edge.

A four-storey high building creates a positive interface to the park - it doesn't visually dominate the landscape setting - large canopy trees and open grassed areas retain their prominence - and the inclusion of balconies and doors to the park provides visual interest and improves safety.

Additional upper levels above 4 storeys should not increase overshadowing impacts onto the park.

Provide a diverse range of housing types on the strategic development site (Porta site) - Location 4.

The Porta site provides the opportunity to deliver a greater diversity of housing than is possible on other sites in the study area, many of which have significant site constraints. The inclusion of multiple buildings with internal communal courtyards to support high quality mid-rise developments is strongly encouraged.

Improve the character of Heidelberg Road by creating a comfortable sense of enclosure and definition to the street - Location 5.

This can be achieved through the introduction of a street wall height that provides a positive interface to the street but which does not visually dominate. This balance is particularly important to achieve considering the poor quality of the street environment. Buildings that are visually overwhelming will exacerbate the impact of heavy traffic on the pedestrian experience.

Minimise the impact of vehicular crossovers to Heidelberg Road and Yarra Bend Road - Location 6.

Vehicular access to most sites is provided from Heidelberg Road. This includes shared access for a number of sites. No additional vehicular crossovers are supported.

Precinct 1 - Yarra Bend

C. Determining Heidelberg Road development scale

Heidelberg Road varies in width along its length. In Precinct 1 it is in the order of 40 metres wide.

Precinct 1 includes a strategic site (the Porta site) and areas where a 'moderate scale' of development is supported through existing planning policy. The existing four-storey apartment building demonstrates the benefit of increasing the street wall height to provide greater definition to the street.

A range of scenarios for potential street wall and overall building heights have been tested, including:

8 storey developments with:

- 4 storey street wall and 3 metre upper level setback.
- 6 storey street wall with 3 metre setback.
- 6 storey street wall with 6 metre setback.
- 8 storey street wall height

6 storey developments with:

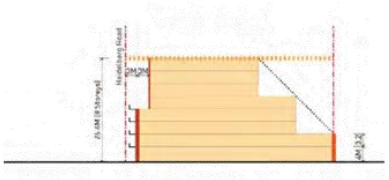
- 4 storey street wall and 3 metre upper level setback.
- 6 storey street wall with 3 metre setback.
- 6 storey street wall with 6 metre setback.

In each option, the 3 metre ground level front setback has been adopted.

An assessment of each option is provided against the design principles. The scenario that best delivers the design principles is the 8 Storey high building - Option 3. This includes a varied 4 - 6 storey street wall with upper 2 storeys set back by 6 metres.

8 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres

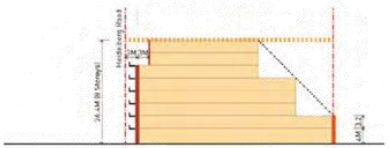




- Effectively frames Heidelberg Road with the potential for high-quality development.
- Provides an improved sense of enclosure within the street due to upper levels. The four-storey street wall could be considered too low considering the wide road width.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.

8 Storeys - Option 2

Street wall: 6 storeys
Upper level setback: 3 metres

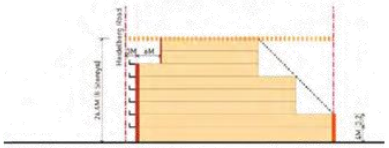




- Effectively frames Heidelberg Road with the potential for high-quality development.
- The six-storey street wall provides a more balanced street wall height against the wide street.
- Supports the design of well-proportioned buildings where the upper levels are a recessed, lighter element above a stronger base building form.

8 Storeys - Option 3

Street wall: 4-6 storeys
Upper level setback: 6 metres





Preferred development outcome

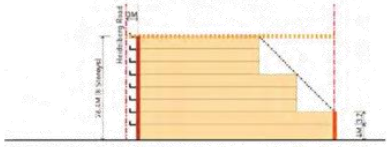
- Effectively frames Heidelberg Road with the potential for high-quality development.
- The six-storey street wall provides a more balanced street wall height against the wide street.
- Including 4 storey elements provides better integration with existing apartment building.
- Supports the design of well-proportioned buildings where the upper levels are a recessed, lighter element above a stronger base building form. The increased upper level setback to 6 metres provides a marginal improvement on the 3 m setback as the base building form becomes more prominent and the upper levels less visible.

Figure 39. Testing of 8 storey developments with varied street wall heights and upper level street setbacks.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

8 Storeys - Option 4

Street wall: 8 storeys
Upper level setback: N/A



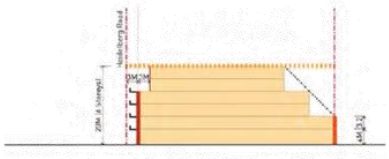


- The eight-storey street wall is too visually dominant. Together with the high levels of traffic this could create a poor quality public realm.

Figure 40. Testing of 8 storey developments with varied street wall heights and upper level street setbacks.

6 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres

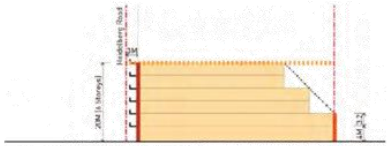




- Effectively frames Heidelberg Road with the potential for high-quality development.
- Provides an improved sense of enclosure within the street due to upper levels. The four-storey wall and overall six storey building height could be further increased on the 40m wide road corridor.
- Supports the design of well-proportioned buildings where the upper levels are a recessed, lighter element above a stronger base building form.

6 Storeys - Option 2

Street wall: 6 storeys
Upper level setback: N/A





- Effectively frames Heidelberg Road with the potential for high-quality development.
- The six-storey street wall provides a more balanced street wall height against the 40m wide street.
- Additional upper levels could be included and support the design of well-proportioned buildings as long as the base building remained prominent to support the delivery of a mid-rise building character.

Figure 41. Testing of 6 storey developments with varied street wall heights and upper level street setbacks.

Key recommendation

Introduce an 8 storey building height control in Precinct 1 with a varied 4 - 6-storey street wall height and upper levels to be setback 6 metres.

The sites at 274 -276 cannot achieve an 8 storey height as the sites are too shallow. The application of the rear interface control mean that a six storey height can be acheived and is therefore proposed for these two sites.

Precinct 1 - Yarra Bend

C. Determining Heidelberg Road development scale

The proposed relationship to Heidelberg Road of the proposed built form outcome is illustrated below.

This demonstrates a balanced degree of enclosure to the 40 metre wide street, without creating visually dominant buildings. It also illustrates the benefit of the 3 metre front setback in improving the composition of the street and the quality of the pedestrian environment at ground level.

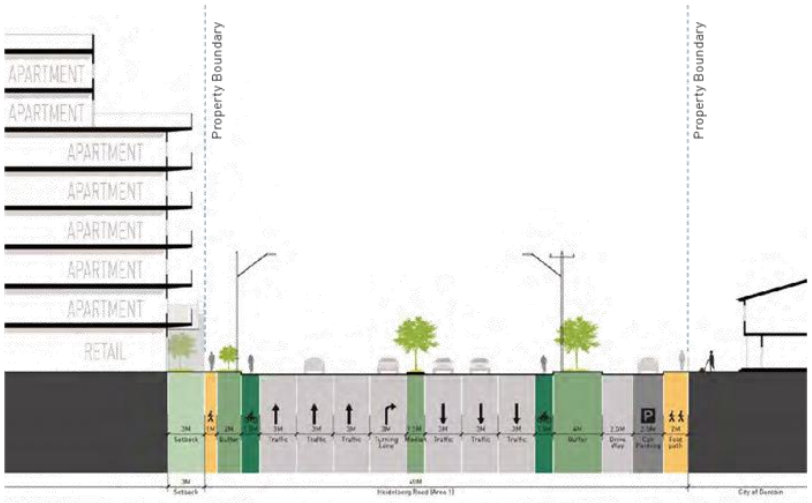


Figure 43. Proposed interface to Heidelberg Road - full street section



Figure 44. Proposed interface to Heidelberg Road - detailed street section



Figure 42. Section location plan

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

D. Determining development scale to park interface

The following outcomes are considered acceptable to meet the design principles and precinct-specific design objective:

- Overshadowing falls predominantly on the car park to the south and Yarra Bend Road reserve (see Figure 45).
- An appropriate balance between providing an urban edge and activation and overlooking of the car park area and ensuring that the buildings are set within the landscape and are not the dominant feature - this is demonstrated effectively by the existing four-storey apartment development which sits within the scale of the large canopy trees.

The preferred development scale that achieves this outcome is:

- A 4 storey building height along the park interface
- Above 4 storeys, upper level setbacks are determined by a 45 degree angle.

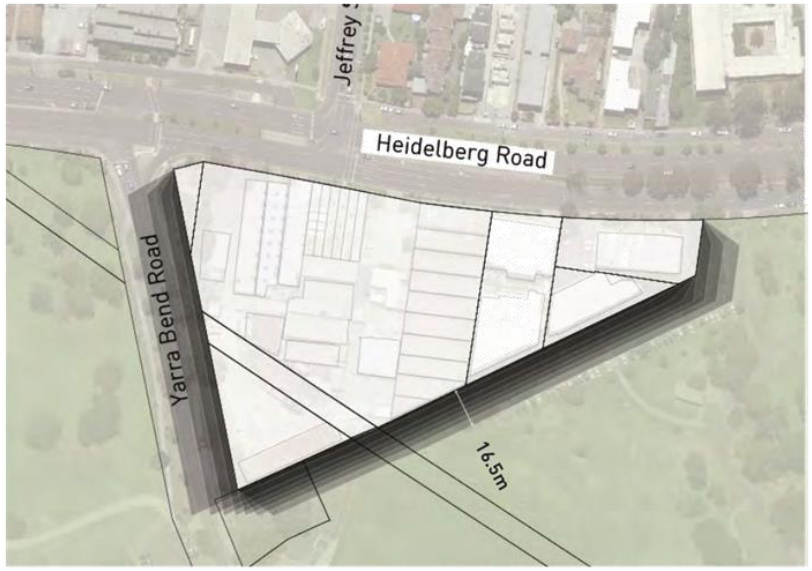


Figure 45. Extent of shadow for a 4 storey high building.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 1 - Yarra Bend

E. Building envelope controls

The following building envelopes are proposed for Precinct 1.

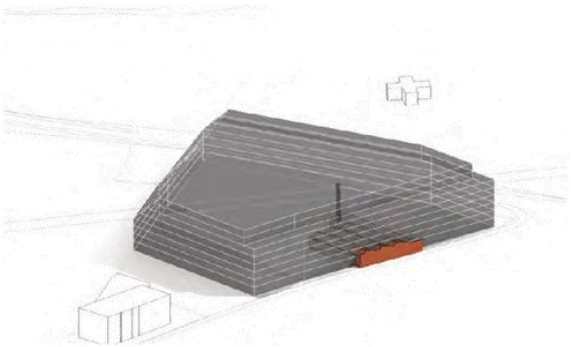


Figure 46. Demonstration of the 3d building envelope controls applied to the Porta site
*Note: the full heritage building is to be retained. Envelope for the whole site shown for illustrative purposes only.

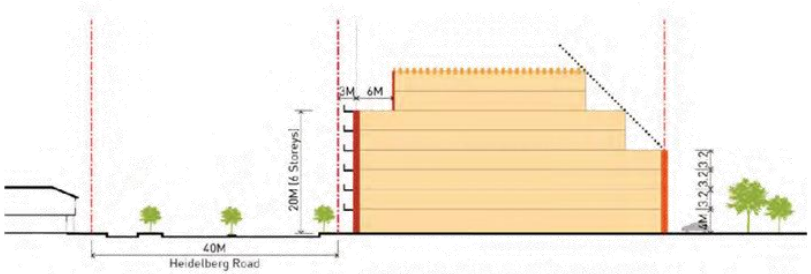


Figure 47. Proposed built form envelope controls (section)



The building envelope controls have been determined considering the overall precinct conditions. The existing heritage building warrants a more tailored response to the street wall condition to ensure that any proposed new development respects the existing qualities and presence of the heritage building. A step down in street wall height and introduction of a new public pedestrian link through the site will give the heritage building more prominence.

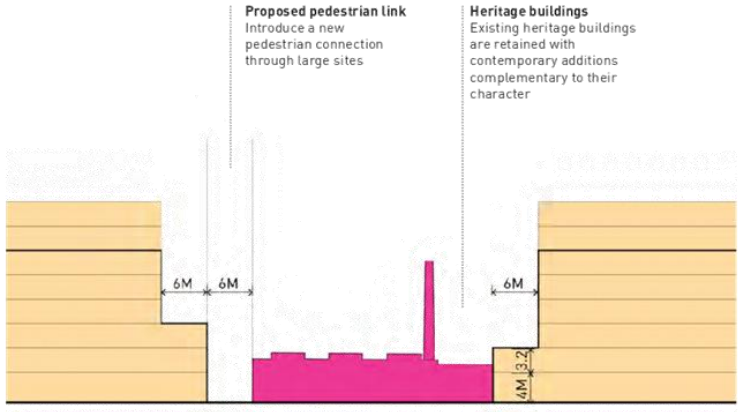


Figure 48. Proposed built form envelopes (elevation) in response to existing heritage building

F. Precedent examples - Precinct 1



Figure 49. Proposal for 342-348 Victoria Street - Brunswick (Source: Fieldworks Architects)



Figure 50. Proposal for 342-348 Victoria Street - Brunswick (Source: Fieldworks Architects)



Figure 51. Hawke & King Street development, North Melbourne (Source: Six Degrees Architects)

Precinct 1 - Yarra Bend

G. Built form testing of proposed building envelopes

Testing site

Built form testing has been undertaken for the Porta site to both assess and communicate the proposed built form controls.

Additional sensitivity testing of taller forms were also assessed (see figures 57 - 65). Taller forms above 8 storeys are considered to be too visually dominant adjacent to the existing heritage chimney. 10 storey buildings become too visually dominant when viewed from within Heidelberg Road.

Location:
224-256 Heidelberg Road

Site area:	Lot width:	Lot depth:	Characters:
11,725m²	125M	40-135M	Heritage overlay Include easement



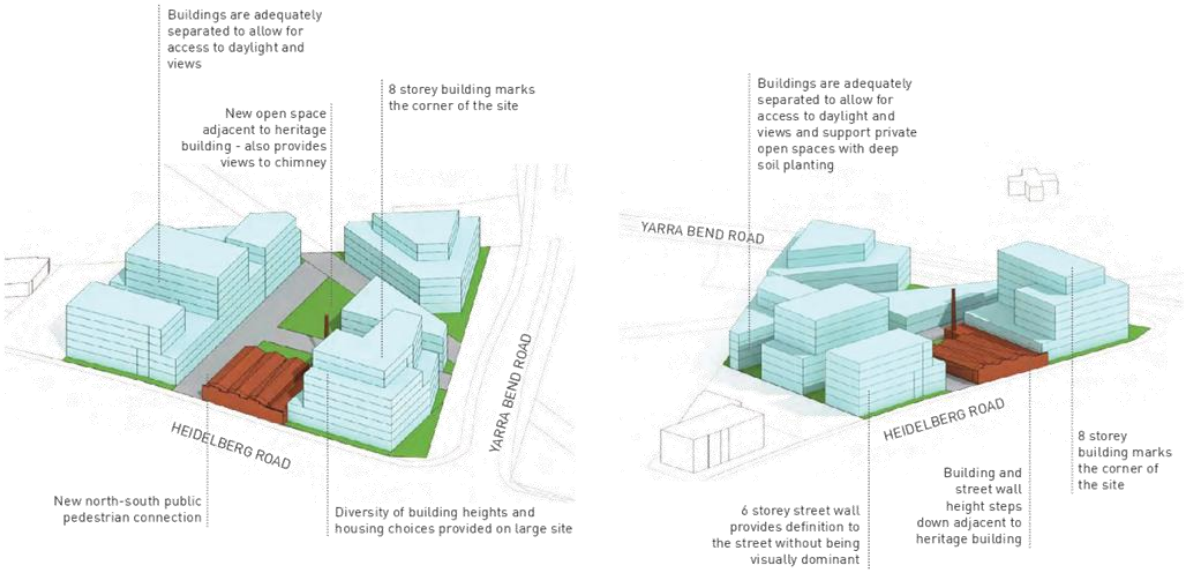


Figure 52. Built form testing - perspective views

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 1

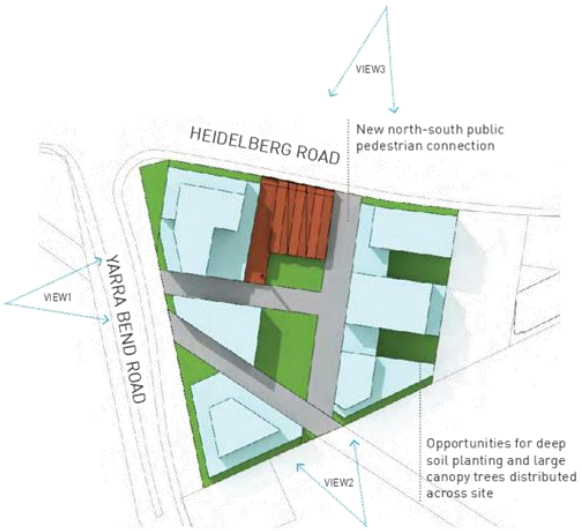


Figure 53. Built form testing - plan view with 2pm shadow at the equinox

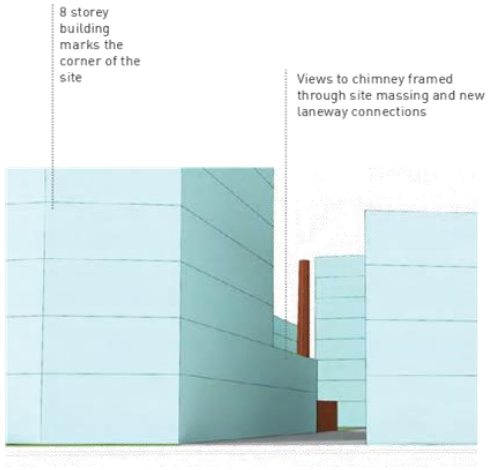


Figure 54. View 1 – View to chimney from TH Westfield Reserve

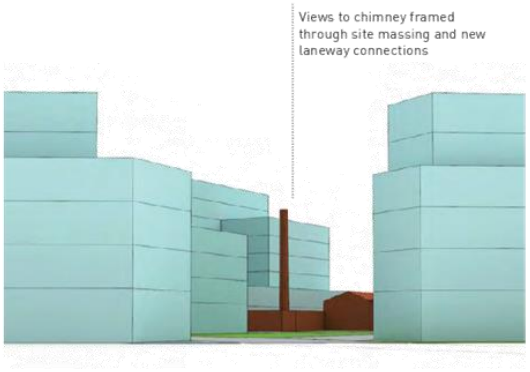


Figure 55. View 2 – View to chimney from Yarra Bend Park

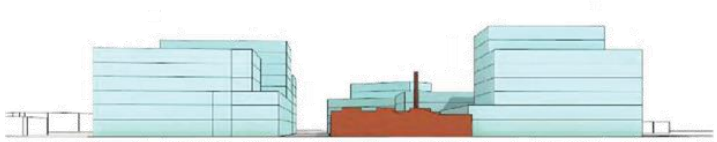


Figure 56. View 3 – View to chimney from Jeffrey Street retains prominence

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 1 - Yarra Bend

Maximum building height: 8 storeys



Figure 57. Perspective view

Composition of heritage building and surrounding new development is in balance.

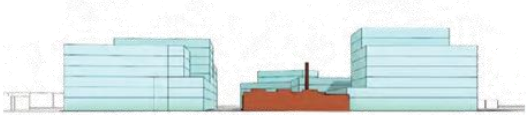


Figure 58. View A – View from Jeffrey Street



Figure 59. View from location B

Maximum building height: 10 storeys



Figure 60. Perspective view

New development is visually dominant over the heritage building.



Figure 61. View A – View from Jeffrey Street



Figure 62. View from location B

Maximum building height: 12 storeys



Figure 63. Perspective view

New development is visually dominant over the heritage building.

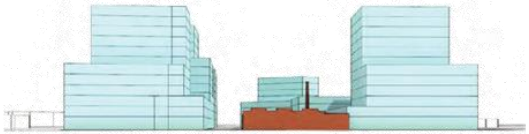


Figure 64. View A – View from Jeffrey Street



Figure 65. View from location B

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

H. Proposed built form controls

The proposed building envelope controls for Precinct 1 are illustrated in the following plans.

Considering the unique site attributes and the need to support design flexibility with certainty that minimum amenity standards are met, a mix of mandatory and discretionary controls are proposed as follows:

Discretionary

- Overall height limits
- Street wall heights to Heidelberg and Yarra Bend Road
- Upper level setbacks from Heidelberg Road and Yarra Bend Road

Mandatory

- 3 metre front setback to Heidelberg Road, Yarra Bend Road and the park.
- 4 storey building height at the park interface with all upper levels setback with a 45 degree angle.

Building heights



Figure 66. Precinct 1 - Proposed overall building heights

Street wall height



Figure 67. Precinct 1 - Proposed street wall heights / building heights along park interface boundaries

Ground floor setbacks



Figure 68. Precinct 1 - Proposed ground floor setbacks

Precinct 2 - Fairfield Commercial

A. Key valued character attributes



Figure 69. Precinct 2 - Aerial image



Figure 70. Key character attributes

The Commercial 2 zone area along Heidelberg Road plays an important economic role within the City of Yarra. The existing businesses include large format retail outlets, automotive businesses and warehouses. The existing character reflects this pattern of use.

1. Potential heritage building (including automotive business).
2. Large format showrooms which support the cluster of restricted retail outlets.
3. View along Heidelberg Road - existing landscape design is of varying quality, however provides visual relief and additional space for pedestrians within the heavily trafficked street.
4. Large format showrooms which incorporate large glass shopfront areas and contemporary building design.
5. Residential side streets, including large mature trees and significant setbacks.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 2

B. Design Strategy

Creation of a mid-rise, commercial precinct that frames Heidelberg Road with active uses and additional greening opportunities.

Design Objectives

Improve the pedestrian experience on Heidelberg Road through a 3 metre front setback - Location 1.

The existing landscape setback within the front of some properties improves the quality of the pedestrian experience by greening the otherwise largely asphalt landscape and by providing additional sense of openness/relief for pedestrian movement.

Improve the character of Heidelberg Road by creating a comfortable sense of enclosure and definition to the street - Location 2.

This can be achieved through the introduction of a street wall height that provides a positive interface to the street but which does not visually dominate. This balance is particularly important to achieve considering the poor quality of the street environment. Buildings that are visually overwhelming will exacerbate the impact of heavy traffic on the pedestrian experience.

Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas - Location 3.

The neighbouring residential properties all incorporate private open space at the rear of each dwelling. Sunlight should be provided at the equinox according to the current level of provision required in Clause 54 and 55 of the planning scheme.

Minimise the impact of vehicular crossovers to Heidelberg Road and Yarra Bend Road - Location 4.

Vehicular access to most sites is provided from Heidelberg Road. This includes shared access for a number of sites. No additional vehicular crossovers are supported. Where possible vehicular access from residential side streets should be provided.

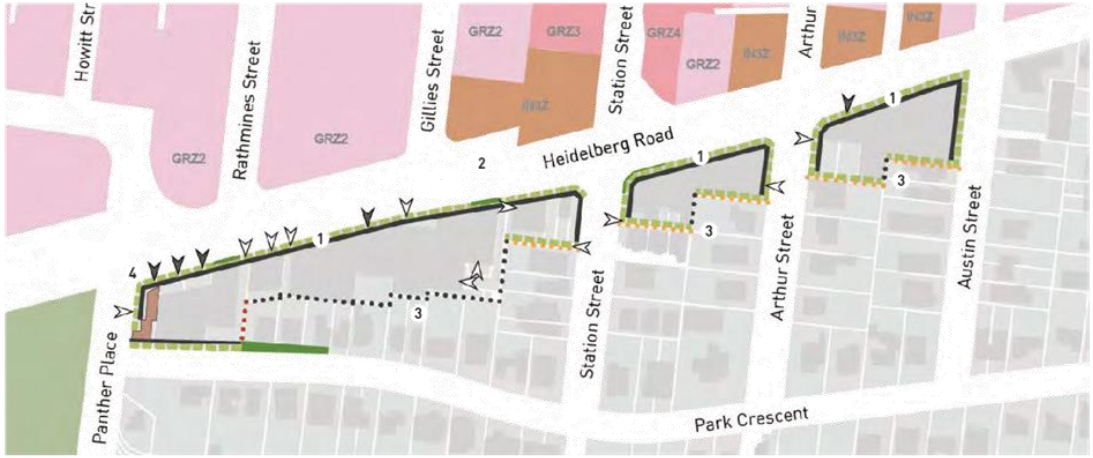


Figure 71. Design Strategy

Potential heritage buildings
Existing vehicular access (retained/consolidated)
Vehicular access (removal preferred as alternate access is available)
Existing landscape setback (retained)
Proposed 3m landscape setback
Create urban street wall and activated edges along Heidelberg Road

Minimise visual bulk, overshadowing and privacy on the sensitive interface:
Rear to rear boundary condition
Rear to side boundary condition
Side to side boundary condition

Precinct 2 - Fairfield Commercial

C. Determining Heidelberg Road development scale

Heidelberg Road varies in width along its length. In Precinct 2 it reduces to approximately 27 metres in width.

A 'moderate scale' of development is supported through existing planning policy.

The potential street wall and overall building heights are tested. This demonstrates the following scenarios:

8 storey developments with:

- 4 storey street wall and 3 metre upper level setback.
- 6 storey street wall with 3 metre setback.
- 6 storey street wall with 6 metre setback.
- 8 storey street wall height.

6 storey developments with:

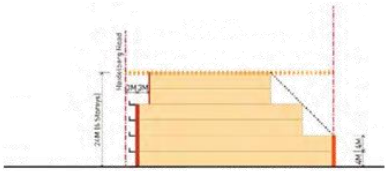
- 4 storey street wall and 3 metre upper level setback.
- 4 storey street wall with 6 metre setback.
- 6 storey street wall height.

In each option, the 3 metre ground level front setback has been adopted.

An assessment of each option is provided against the design principles. The scenario that best delivers the design principles is 6 Storey - Option 2. This includes a 4 storey street wall with upper 2 storeys set back 6 metres.

6 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres

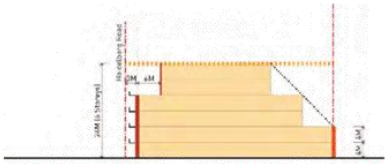




- Effectively frames Heidelberg Road with the potential for high-quality development.
- The 4-storey street wall provides a balanced street wall height against the street width.
- The 3 metre setback provides a negligible improvement on reducing the upper level dominance.

6 Storeys - Option 2

Street wall: 4 storeys
Upper level setback: 6 metres



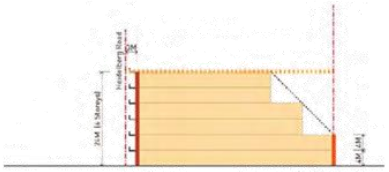


Preferred development outcome

- Effectively frames Heidelberg Road with the potential for high-quality development.
- The 4-storey street wall provides a balanced street wall height against the street width.
- Supports the design of well-proportioned buildings where the upper levels are a recessed, lighter element above a stronger base building form. The increased upper level setback to 6 metres provides a marginal improvement on the 3 m setback as the base building form becomes more prominent and the upper levels less visible.

6 Storeys - Option 3

Street wall: 6 storeys
Upper level setback: N/A





- The 6-storey street wall is too visually dominant. Together with the high levels of traffic this could create a poor quality public realm.

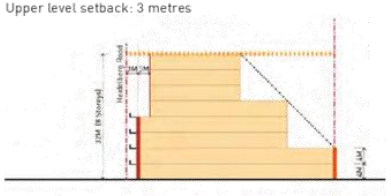
Figure 72. 6 storey built form testing to Heidelberg Road

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 2

8 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres

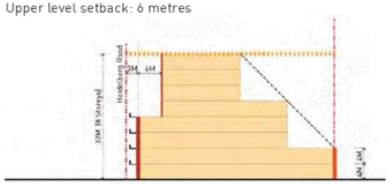




- 8 storey buildings are visually dominant, creating a wall of development.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.

8 Storeys - Option 2

Street wall: 4 storeys
Upper level setback: 6 metres

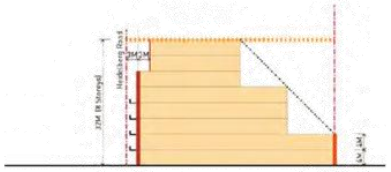




- 8 storey buildings are visually dominant.
- The 6 metre setback provides a negligible improvement on reducing this dominance.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.

8 Storeys - Option 3

Street wall: 6 storeys
Upper level setback: 3 metres



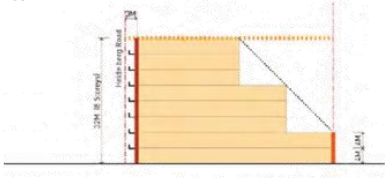


- The 6-storey street wall is too visually dominant. Together with the high levels of traffic this could create a poor quality public realm.

Figure 73. 8 storey built form testing to Heidelberg Road

8 Storeys - Option 4

Street wall: 8 storeys
Upper level setback: N/A





- The eight-storey street wall is too visually dominant. Together with the high levels of traffic this could create a poor quality public realm.

Key recommendation

Introduce a 6-storey building height control in Precinct 2 with a 4-storey street wall height and upper 2 levels to be setback 6 metres.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 2 - Fairfield Commercial

The proposed relationship to Heidelberg Road of the proposed built form outcome is illustrated below.

This demonstrates a balanced degree of enclosure to the 27 metre wide street, without creating visually dominant buildings, and the benefit of the 3 metre front setback on improving the composition of the street and the quality of the pedestrian environment at ground level.

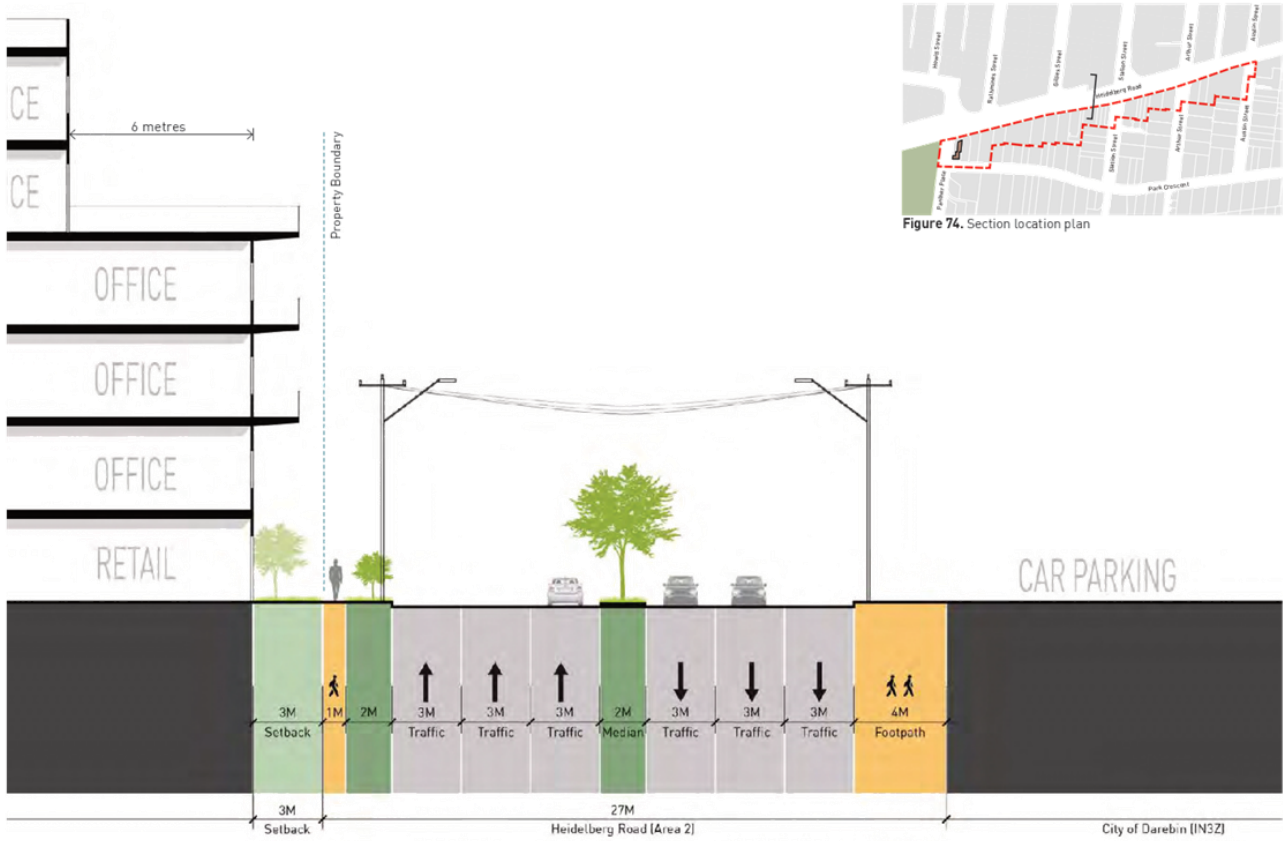


Figure 74. Section location plan

Figure 75. Proposed street section - full street section

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

D. Confirming overshadowing requirements

Figure 76 illustrates how the introduction of an 8 metre high boundary wall condition at the rear interface of new development will enable the overshadowing requirements of Clause 54 and 55 to be met.

Note, that this does not mean that the visual impact requirements are also met (refer Chapter 2 which provides detailed guidance on rear interface conditions).



Figure 76. Cumulative shadow impact of 8 metre high boundary wall condition

Private open space has more than 5 hours sunlight between 9 am and 3 pm on 22 September
Shadow between 9 am and 3 pm on 22 September
Note: Assessment utilises the building footprints that are documented in Council's GIS mapping.

Precinct 2 - Fairfield Commercial

E. Building envelope controls

The following building envelope is proposed for Precinct 2.

The application of the rear interface and the Heidelberg Road interface result in a maximum 5-6 storey building height.

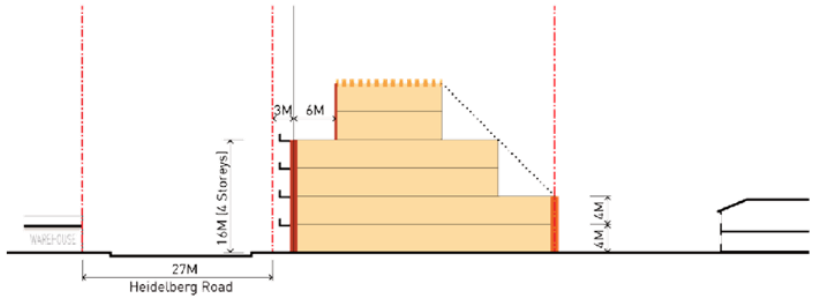
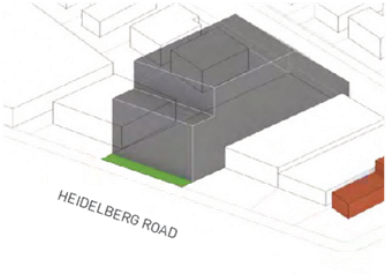


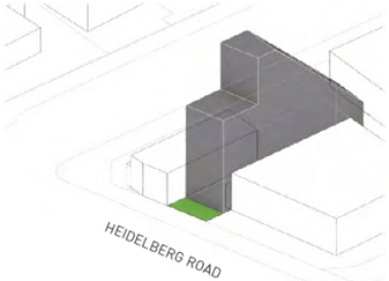
Figure 77. Proposed building envelope controls in Precinct 2

Note: Ground level setback to rear boundary may be required depending on relationship to existing dwelling location (refer to Figure 15 on page 13)

Testing site 2-1



Testing site 2-2



Testing site 2-3

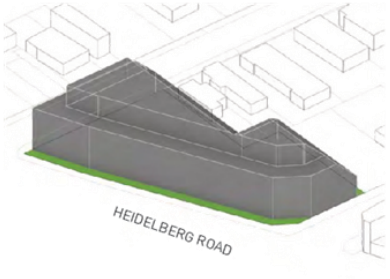


Figure 78. Demonstration of the 3d building envelope controls applied to the selected testing sites (refer over page)

F. Precedent examples - Precinct 2



Figure 80. 9-15 Inkerman Street, St Kilda (Source: Neometro)







Figure 79. Commercial development in Cremorne (Source: EAT Architects)

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 2 - Fairfield Commercial

G. Built form testing of proposed building envelopes

Testing site

Built form testing has been undertaken for three sites in Precinct two to both assess and communicate the proposed built form controls.

This includes a range of site sizes and mid-block and corner sites.

Testing site 2-1

Location:
376 Heidelberg Road

Site area:	Lot width:	Lot depth:	Character/use:
1,080m²	21.9M	50M	Large format retail Vehicular access





Testing site 2-2

Location:
434 Heidelberg Road

Site area:	Lot width:	Lot depth:	Character/use:
203m²	6.5M	31.5M	Vacant





Testing site 2-3

Location:
484 Heidelberg Road

Site area:	Lot width:	Lot depth:	Character/use:
3,640m²	90M	33-55M	3 Point Motors Large showroom





Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 2

Testing site 2-1

376 Heidelberg Road

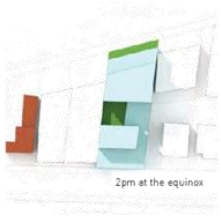




Figure 81. Built form testing – plan and perspective view

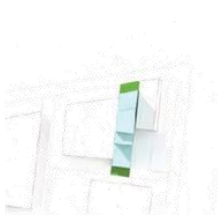
Key positive features:

- Buildings are adequately separated to allow for access to daylight and views within generous internal light well
- Building transitions to the lower residential areas to the south
- 4 storey street wall provides definition and enclosure to the street without being visually dominant.

This testing demonstrates that a height of 6 storeys is possible on this site due to rear interface and Heidelberg Road street wall height and setback requirements.

Testing site 2-2

434 Heidelberg Road



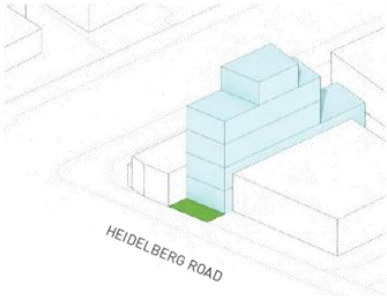


Figure 82. Built form testing – plan and perspective view

Key positive features:

- 3 metre ground floor setback at rear at interface to side boundary of existing dwelling.
- 4 storey street wall provides definition and enclosure to the street without being visually dominant.

This testing demonstrates that a height of 5 storeys is possible on this site due to rear interface and Heidelberg Road street wall height and setback requirements.

Testing site 2-3

484 Heidelberg Road



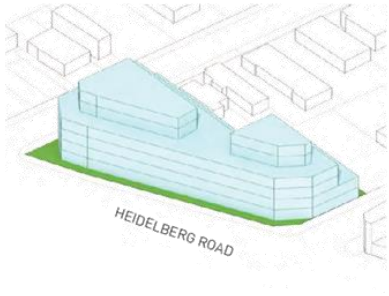


Figure 83. Built form testing – plan and perspective view

Key positive features:

- 3 metre ground floor setback at rear at interface to side boundary of existing dwelling.
- 4 storey street wall provides definition and enclosure to the street without being visually dominant.

This testing demonstrates that a height of 6 storeys is possible on this site due to rear interface and Heidelberg Road street wall height and setback requirements.

Precinct 2 - Fairfield Commercial

The study area is intersected by a number of side streets which are residential and low-scale in character. It is important that any taller buildings on the corners of Heidelberg Road and the side streets interface with these more sensitive, character environments appropriately. The requirement for a 45 degree angle above a two storey interface provides an appropriate transition in building scale (refer Figure 52).

Testing site 2-3

484 Heidelberg Road (rear view from Austin Street)



Figure 84. 3d modelling of the transition between a corner site and a low-scale residential side street. The transition from a 6-storey building height to a 2 storey interface is illustrated in a view from across the street (right) and on the same side of the street (left)

Existing heritage buildings
Potential heritage buildings

Precinct 2

H. Proposed built form controls

The proposed building envelope controls are illustrated in the following plans.

Considering the consistent site attributes and constraints and a high degree of certainty that the proposed controls have been tailored to maximise development potential while considering the amenity of residential areas to the south, all development controls are proposed as mandatory.

Ground floor setbacks



Figure 87. Precinct 2 - Proposed ground floor setbacks

Building heights



Figure 85. Precinct 2 - Proposed overall building heights

Street wall heights



Figure 86. Precinct 2 - Proposed street wall heights / building heights along residential interface boundaries

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 3A - Alphington West

A. Key valued character attributes



Figure 88. Precinct 3A - Aerial image



Figure 89. Key character attributes

1. Prominent location on major road intersection provides the opportunity to introduce a taller building that holds the corner with a high quality, well-designed building. The site is immediately adjacent to the Alphington Paper Mills site - the opposite corner site has an approved permit for a 17 storey building.
2. Larger street trees along Heidelberg Road frontage provide greening of Heidelberg Road.
3. The site fronts Coate Avenue to the west, a quiet residential street that incorporates predominantly 1-2 storey buildings with front landscaped gardens.
4. The existing landscape setback to Heidelberg Road and Chandler Highway provides visual relief within the streetscape and a more pedestrian-friendly environment.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

B. Design Strategy

Provide a well-designed mid-rise, mixed-use building that marks the prominent corner location and respects the character of the neighbourhoods to the south and west. Incorporate a landscape setback to all boundaries to provide an attractive, garden setting to Coate Avenue and the southern boundary and to significantly improve the pedestrian experience to Heidelberg Road and Chandler Highway.



Figure 90. Design Strategy

- Existing vehicular access (retained/consolidated)
- Proposed 3m landscape setback
- Proposed 4.5m landscape setback to Coate Avenue and the southern boundary
- Create urban street wall and activated edges along Heidelberg Road
- Minimise visual bulk, overshadowing and privacy on the sensitive interface (Rear to side boundary condition)

Design Objectives

Improve the pedestrian experience on Heidelberg Road and Chandler Highway through a 3 metre front setback - Location 1

The existing landscape setback improves the quality of the pedestrian experience by greening the otherwise largely harsh, asphalt landscape and by providing additional sense of openness/relief for pedestrian movement.

Ensure the development integrates with the existing character of Coate Avenue through inclusion of a 4.5 metre setback and 3 storey street wall height - Location 2

Coate Avenue is fronted by 1-3 storey dwellings that incorporate a front garden setback of approximately 4.5 metres. This is a consistent and valued character.

Introducing a three storey street wall behind this setback will ensure that development integrates with the existing context. Upper levels above this height should be setback at a 45 degree angle from the rear neighbourhood boundary and 30 degree angle from Coate Avenue to minimise the impact of visual bulk above this height.

Respond to the prominent intersection with a taller form located at the corner that transitions in height down towards the west and south - Location 3

The tallest building element should be located on the intersection of Heidelberg Road and Chandler Highway and step down in height to the lower scale residential neighbourhoods.

The site needs to accommodate a transition from the 17 storey development context to the east and the single storey context to the west. A building height in the order of 8 storeys on the corner would provide this transition. This is a similar approach to transition that is adopted within the Paper Mill site which transitions from 14 storeys (the Heidelberg Road and Chandler Highway intersection), to 6-8 storeys and down to low-rise building (3 – 4 storeys) within the centre, eastern and southern portions of the Alphington Paper Mill site.

Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas - Location 4

The neighbouring residential properties all incorporate a single private open space that is located at either the front or rear of each building. The primary outlook and main light/sunlight source for the main living spaces front these outdoor areas.

While sunlight is only required to be provided at the equinox according to the current level of provision required in Clause 54 and 55 of the planning scheme, inclusion of a 4.5 metre landscape setback and 2 storey building height on this interface will ensure that some winter sunlight reaches the northern dwellings.

Locate vehicular crossover from Coate Avenue - Location 5

Locate a singular vehicular access from Coate Avenue. The width of the vehicular entry should be minimised.

Precinct 3A - Alphington West

C. Determining appropriate development scale - all interfaces

Heidelberg Road varies in width along its length. In Precinct 3A it broadens to approximately 44 metres in width.

This site was recently considered at VCAT where acceptance of a taller built form on the corner of the Chandler Highway and Heidelberg Road interface was accepted. The need to step down in height from this intersection towards the west and south towards the existing residential areas was also supported. The lack of an appropriate transition and the visual dominance of the proposed 13 / 8 storey building when viewed from within Coate Avenue, however, was considered to have a negative impact on local, valued character and led to a VCAT decision that supported Council's refusal to grant a planning permit.

Figures 64-66 demonstrate the proposed development that was considered at VCAT, alternate proposal provided by the applicant's expert witness and the proposal supported by Leanne Hodyl as Council's expert witness.

Further testing has been undertaken to consider the appropriate scale of building transition to the west and south. The visual impact of different building proposals are illustrated in figures 97-100.

They confirm that an overall building height in the order of 8 storeys that steps down to 5, then 3 storeys at Coate Avenue provides a balance between supporting development intensification and managing the visual impact on local character.



Figure 91. Building enveloped of development proposal not supported at VCAT - An overall building height of 13 storeys that transitions to 11, 7 and then 3 storeys at Coate Avenue.

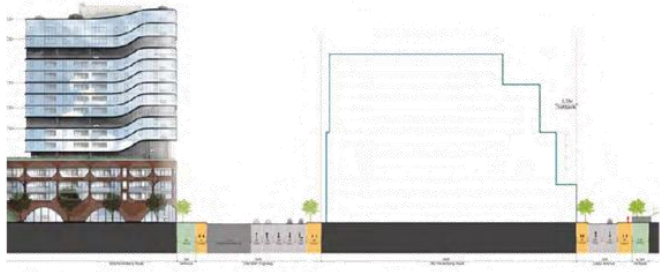


Figure 92. Alternate proposal supported by the applicant's expert witness for increasing the upper level setbacks on Coate Avenue to 5.5 metres



Figure 93. Alternate proposed supported by Leanne Hodyl (Council's expert witness) for reducing the overall building height and increasing the setbacks from Coate Avenue.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

8 Storeys - Option 1

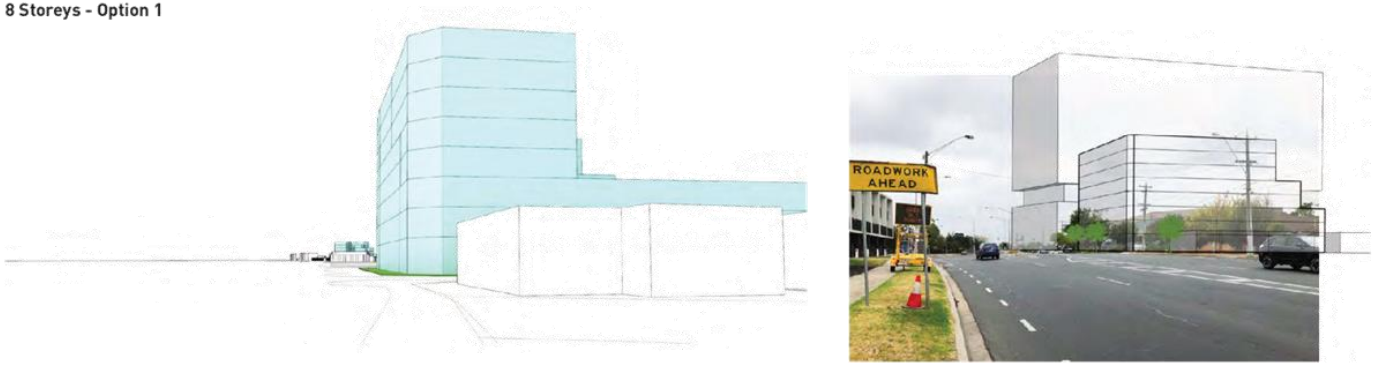


Figure 94. 8 storey street wall height along the full length of Heidelberg Road viewed from south side of street (left) and from across the street further to the west - looking east (right)

8 Storeys - Option 2

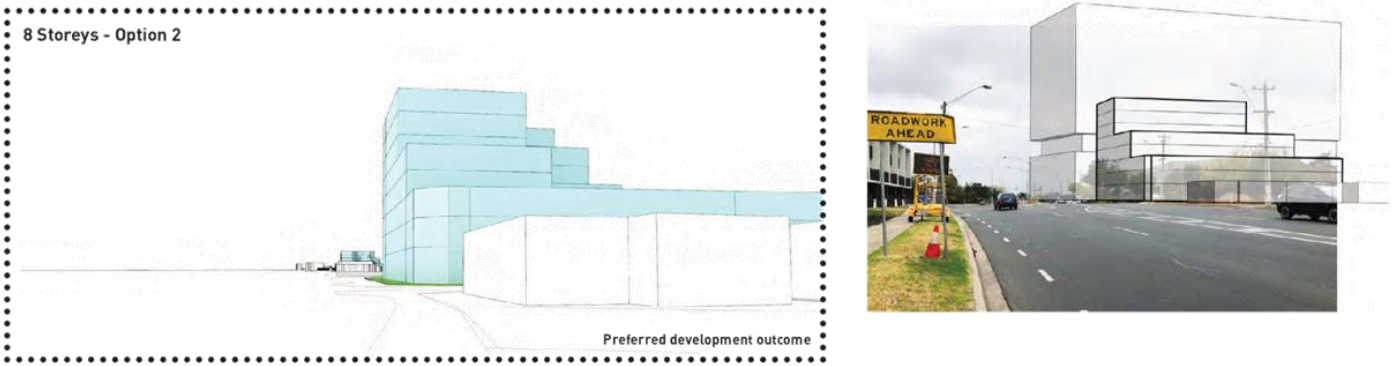


Figure 95. 8 storey street wall height stepping down to 5 then 3 storeys viewed from south side of street (left) and from across the street further to the west - looking east (right)

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 3A - Alphington West

Upper level setback - 8 Storeys - Option 1

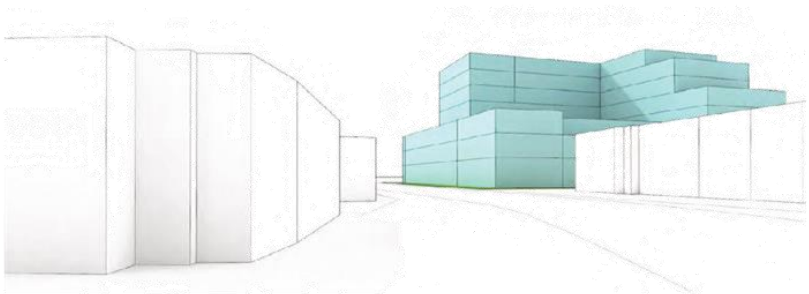


Figure 96. View from Coate Avenue - 8 storey development stepping directly to a 3 storey interface at Coate Avenue
The upper levels of the building become visually dominant in the street.

Upper level setback - 8 Storeys - Option 2

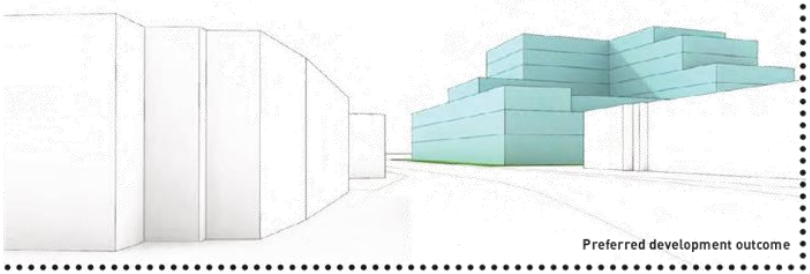


Figure 97. View from Coate Avenue - 8 storey development stepping to 5, then 3 storeys at Coate Avenue
The upper levels of the building become part of the overall building composition and are not visually dominant.

Upper level setback - 10 Storeys - Option 3

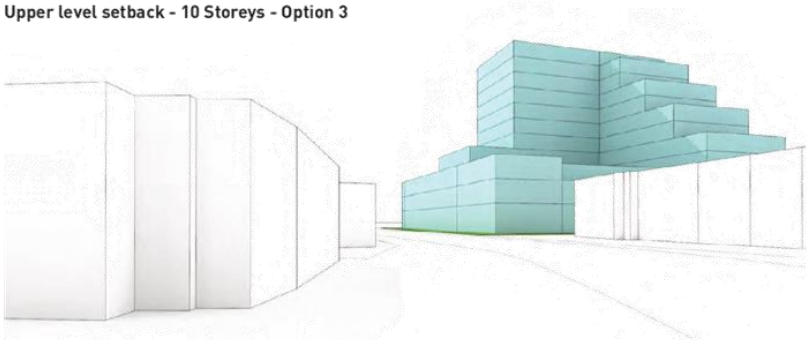


Figure 98. View from Coate Avenue - 10 storey development stepping to 5, then 3 storeys at Coate Avenue
The upper levels of the building become visually dominant in the street.

Upper level setback - 10 Storeys - Option 4

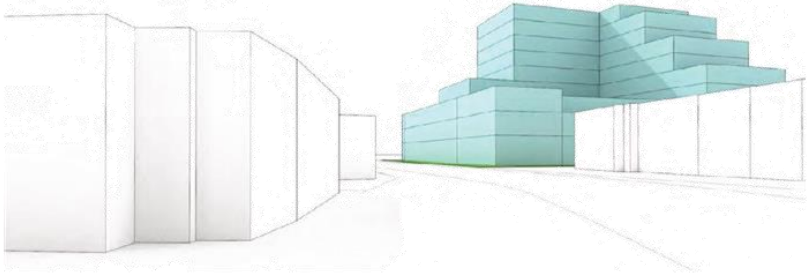


Figure 99. View from Coate Avenue - 10 storey development stepping to 5, then 3 storeys at Coate Avenue
The upper levels of the building become visually dominant in the street.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Key recommendation

Introduce a discretionary 8 storey height control, requiring the building to step down to 3 storeys at Coate Avenue and to 2 storeys on the southern boundary.

Upper levels to be set back at a 45 degree angle from the southern boundary.

Upper levels to be set back 10 metres above the 3rd floor on Coate Avenue, with an additional setback of 10 metres about the 5th floor.

Interface to Heidelberg Road

The proposed relationship to Heidelberg Road (at the intersection with Chandler Highway) is illustrated below.

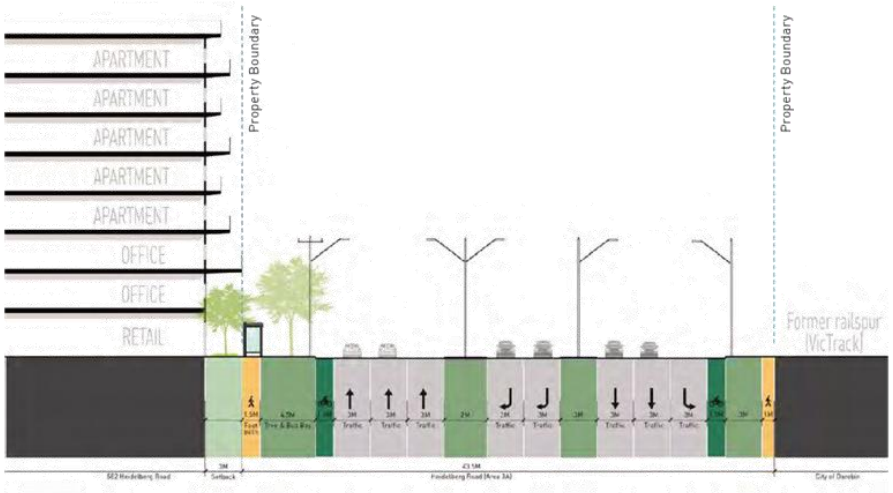


Figure 101. Proposed street section - full street section

Precinct 3A



Figure 100. Section location plan

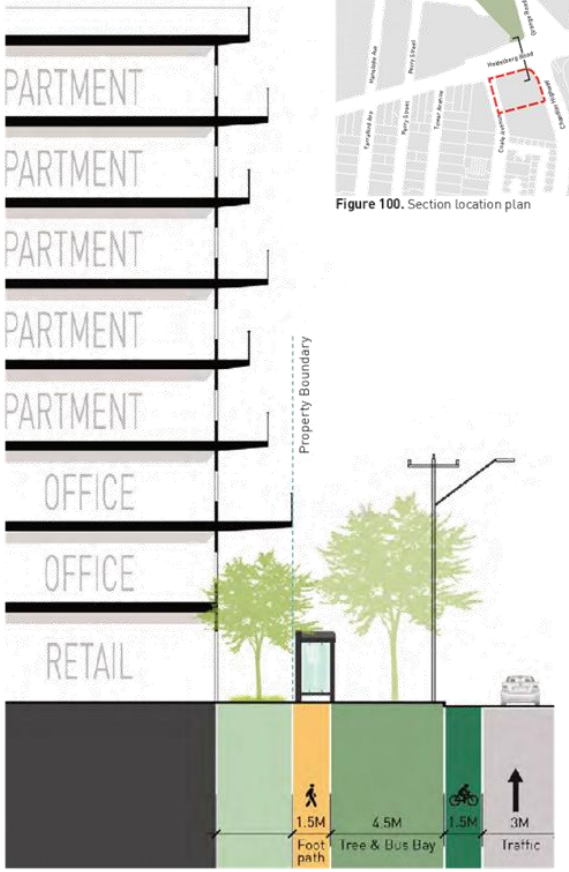


Figure 102. Proposed street section - detailed street section

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 3A - Alphington West

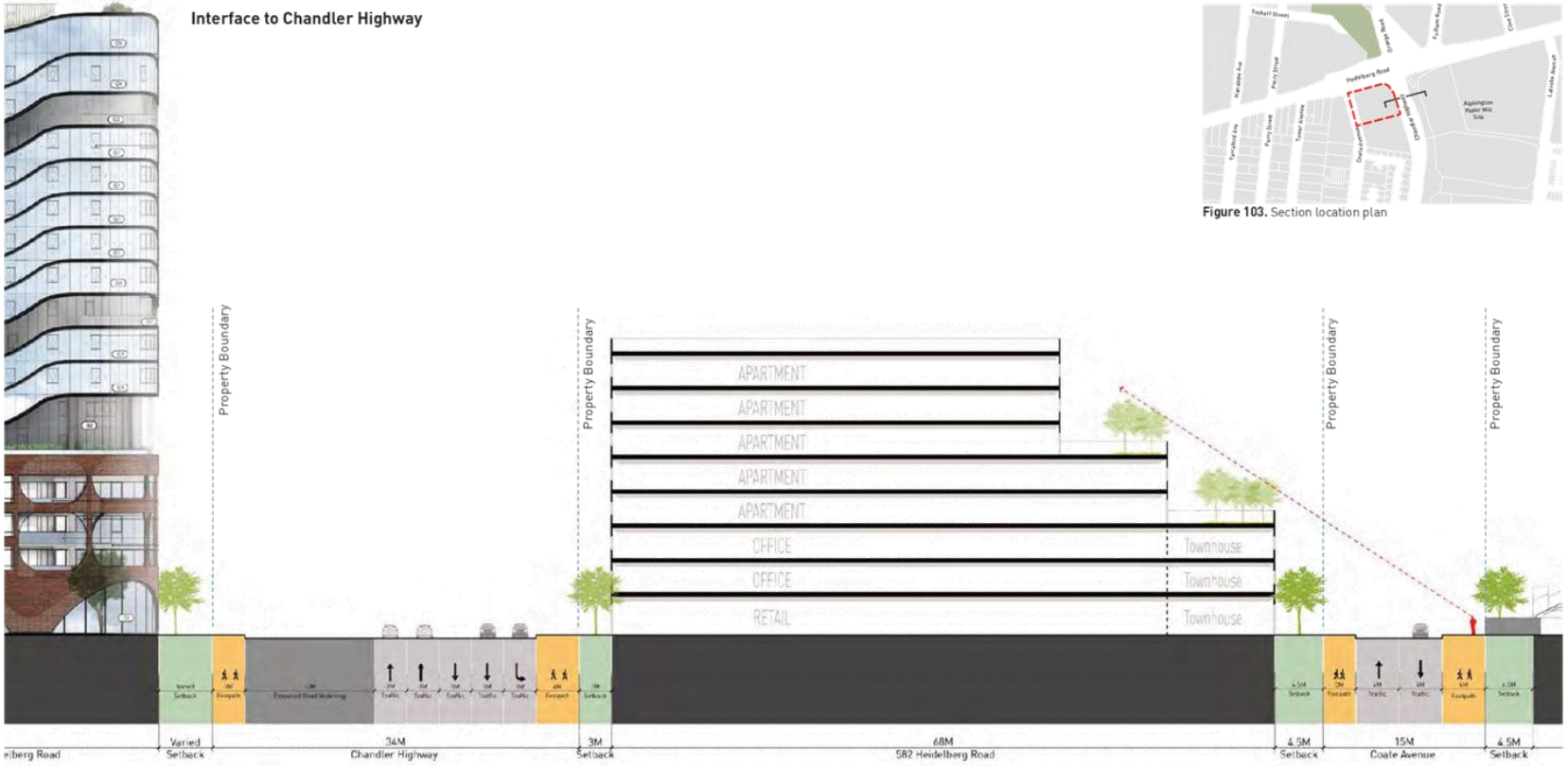


Figure 103. Section location plan

Figure 104. Proposed street section - full street section with indicative floor levels illustrated within this envelope for reference only. These are not intended to illustrate acceptable building designs.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

D. Confirming overshadowing requirements



Figure 105. Cumulative shadow impact of 8 metre high boundary wall condition

Private open space has more than 5 hours sunlight between 9 am and 3 pm on 22 September
Shadow between 9 am and 3 pm on 22 September
Note: Assessment utilises the building footprints that are documented in Council's GIS mapping.

E. Building envelope controls

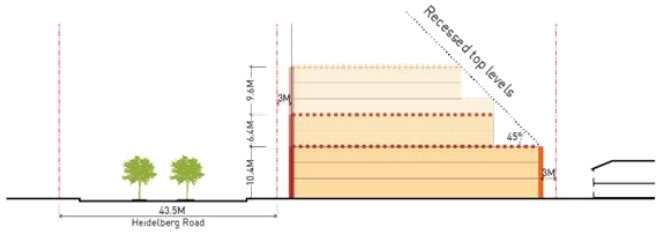


Figure 106. Proposed built form envelopes (section A-A) with indicative floor levels illustrated within this envelope for reference only. These are not intended to illustrate acceptable building designs.

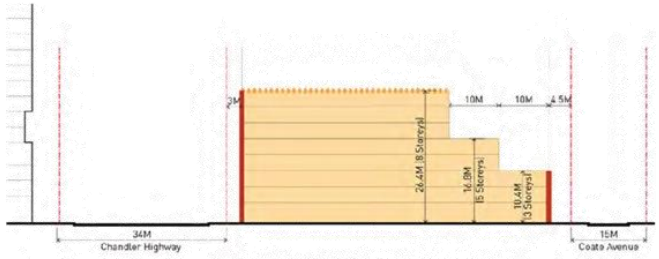


Figure 107. Proposed built form envelopes (section B-B) with indicative floor levels illustrated within this envelope for reference only. These are not intended to illustrate acceptable building designs.

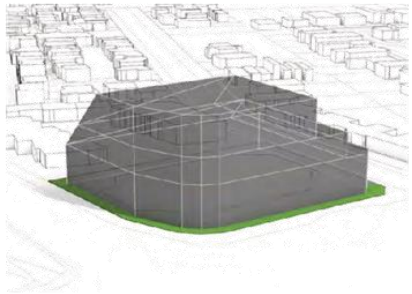


Figure 108. Demonstration of the 3d building envelope controls

Precinct 3A - Alphington West

F. Precedent examples - Precinct 3A



Figure 109. 80-ONCE Business & Living (Source: Sestral S.A)



Figure 111. Peel Street, Collingwood (Source: DKO Architecture)



Figure 110. Proposal for 342-348 Victoria Street - Brunswick (Source: Fieldworks Architects)

G. Built form testing of proposed building envelopes

Testing site 3A

Location:			
582 Heidelberg Road			
Site area:	**Lot width:**	**Lot depth:**	**Characters:**
3,729m²	68M	56M	Singular site





Figure 115. Existing building



Figure 112. Built form testing - perspective view



Figure 113. Built form testing - plan view

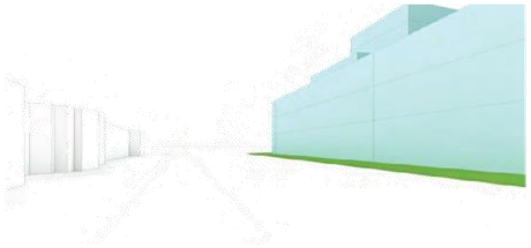


Figure 114. View from Coate Avenue illustrating the benefits of a three storey street wall height with significant upper level setbacks that ensure the building is not visually dominant in the street.

Precinct 3A - Alphington West

H. Proposed built form controls

The proposed building envelope controls are illustrated in the following plans.

Considering the unique site attributes and the need to support design flexibility with certainty that minimum amenity standards are met, a mix of mandatory and discretionary controls are proposed as follows:

Discretionary

- Overall height limits
- Street wall heights to Heidelberg Road, Chandler Highway and Coate Avenue
- Upper level setbacks from street

Mandatory

- Front setbacks to all streets
- Rear interface controls (maximum rear interface heights, ground level and upper level setbacks)

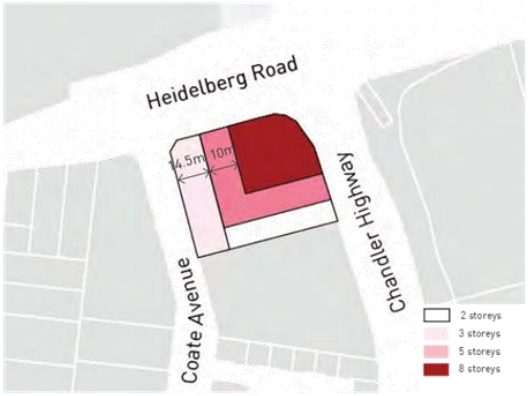


Figure 116. Precinct 3A - Proposed overall building heights



Figure 117. Precinct 3A - Proposed ground floor setbacks



Figure 118. Precinct 3A - Proposed street wall heights / building heights along residential interface boundaries

Precinct 3B - Heidelberg Road Neighbourhood Activity Centre

A. Key valued character attributes



Figure 119. Precinct 3B - Aerial image



Figure 120. Key character attributes



1. Recent mixed-use development - the overall height and massing responds to the urban context. The significant setback incorporates large trees and low-storey planting and improves the quality of the pedestrian environment.
2. Existing fine-grain shopfronts provide a pedestrian-friendly environment. This occurs in the block bounded by Yarralea Street and Park Avenue.
3. Existing and potential heritage buildings are located within this block. PAO applies in the corner and overlays five sites including an existing heritage building.
4. Smaller frontages/shops, narrow footpath, and verandahs give more sense of traditional and enclosure.
5. Residential side streets, including large mature trees and significant setbacks.

Precinct 3B - Neighbourhood Activity Centre

B. Design Strategy

Develop a new mid-rise character for the existing neighbourhood centre which complements the scale and facilities in the former Alphington Paper Mills site. Enhance the setting of heritage buildings and the fine-grain development patterns through a low-street wall height.



Figure 121. Design Strategy

- Existing heritage buildings
- Potential heritage buildings
- Existing medium-density, mid-rise housing
- Existing vehicular access (retained/consolidated)
- Vehicular access (removal preferred)
- Existing landscape setback
- Proposed 3m landscape setback
- Create urban street wall and activated edges along Heidelberg Road
- PAO overlay
- Neighbourhood Residential Zone

Minimise visual bulk, overshadowing and privacy on the sensitive interface:

- Rear to rear boundary condition
- Rear to side boundary condition
- Side to side boundary condition
- Rear to laneway boundary condition

Design Objectives

Introduce a generous landscape setback in the block bounded by Como Street and Yarralea Street - Location 1.

The existing PAO in this location requires buildings to setback from the street in the order of 12m. This provides an opportunity to create a landscape setback that could provide opportunities for retail, cafes (outdoor dining) that is setback from the traffic of Heidelberg Road.

West of Yarralea Street this opportunity has not been pursued as the location of existing heritage buildings conflict with the PAO location.

Respond to existing valued character, including heritage buildings and fine-grain shopfronts on the block bounded by Yarralea Street and Park Avenue - Location 2.

There are potentially five sites of heritage significance that have a zero metre setback to the street. This character should be continued along this street interface.

Improve the quality of Heidelberg Road by creating a comfortable sense of enclosure and definition to the street - Location 3.

This can be achieved through the introduction of a street wall height that provides a positive interface to the street but which does not visually dominate. This balance is particularly important to achieve considering the poor quality of the street environment. Buildings that are visually overwhelming will exacerbate the impact of heavy traffic on the pedestrian experience.

Ensure development does not visually dominate or unreasonably overshadow private open space in adjacent residential areas - Location 4.

The neighbouring residential properties all incorporate private open space at the rear of each dwelling.

Sunlight should be provided at the equinox according to the current level of provision required in Clause 54 and 55 of the planning scheme.

Minimise the impact of vehicular crossovers - Location 5.

Vehicular access to most sites is provided from Heidelberg Road. This includes shared access for a number of sites. There are five existing crossovers where alternative access can be provided. No additional vehicular crossovers are supported.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

C. Determining Heidelberg Road development scale

700-718 Heidelberg Road

8 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres

- 8 storey buildings are visually dominant, creating a wall of development.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.



8 Storeys - Option 2

Street wall: 4 storeys
Upper level setback: 6 metres

- 8 storey buildings are visually dominant.
- The 6 metre setback provides a negligible improvement on reducing this dominance.
- Creates an uncomfortably proportioned building where the lower and upper levels are of equal heights.



8 Storeys - Option 3

Street wall: 4 storeys
Upper level setback: 45 degree angle

- Creates awkward building forms that are uncomfortably proportioned.



Figure 122. Built form testing on 718 Heidelberg Road

Preferred development outcome

7 Storeys - Option 4

Street wall: 4 storeys
Upper level setback: 6 metres

- The 4-storey street wall provides a balanced street wall height against the street width.
- The 6m setback reduces the visual dominance of upper levels and supports heights of 7 storeys.



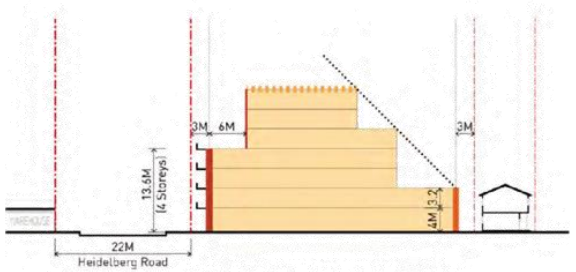


Figure 123. Proposed building envelope controls for Precinct 3B (718 Heidelberg Road)

Note: Ground level setback to rear boundary may be required depending on relationship to existing dwelling location (refer to Figure 15 on page 13)

Precinct 3B - Neighbourhood Activity Centre

Between Park Avenue and Yarralea Streets

6 Storeys - Option 1

Street wall: 1-2 storeys
Upper level setback: 3 metres

- 6 storey buildings are visually dominant, creating a wall of development.
- Upper levels are too dominant for the context.
- Creates an uncomfortably proportioned building above existing heritage buildings.



6 Storeys - Option 2

Street wall: 1-2 storeys
Upper level setback: 6 metres

- 6 storey buildings are visually dominant, creating a wall of development.
- Upper levels are too dominant for the context.
- Creates an uncomfortably proportioned building above existing heritage buildings.



6 Storeys - Option 3

Street wall: 1-2 storeys
Upper level setback: 45 degree angle

- Creates awkward building forms that are uncomfortably proportioned.



Figure 124. Built form testing on heritage block

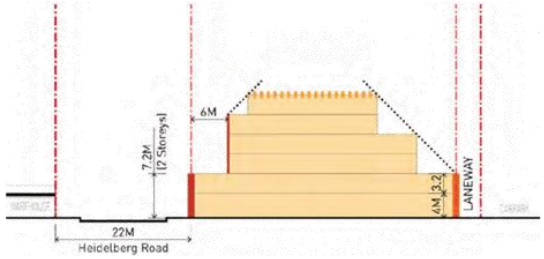
Preferred development outcome

6 Storeys - Option 4

Street wall: 1-2 storeys
Upper level setback: 6 metres & 45 degree angle (above 5th floor)

- Overall 5 storey height frames the street without being overly visually dominant. The 6m setback creates a more distinctive street wall which enhances the existing character and heritage buildings.
- Creates a comfortably proportioned building where the lower levels support integration with the existing heritage buildings within the street.





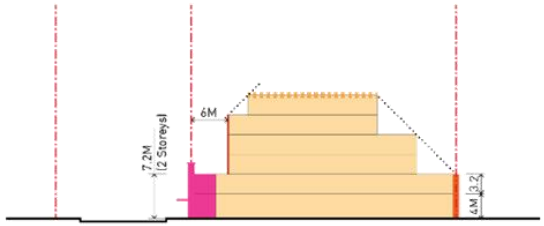


Figure 125. Proposed building envelope controls for Precinct 3B (heritage block)

Note: Ground level setback to rear boundary may be required depending on relationship to existing dwelling location (refer to Figure 15 on page 13)

Proposed built form envelopes (section) with indicative floor levels illustrated within this envelope for reference only. These are not intended to illustrate acceptable building designs.

Figure 126. Proposed built form envelopes (section) in response to existing heritage building

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Between Yarralea Street and Como Street (with PAO overlay)

6 Storeys - Option 1

Street wall: 4 storeys
Upper level setback: 3 metres

- Overall 6 storey height frames the street without being overly visually dominant.
- Creates a comfortably proportioned building where the lower levels support integration with the existing heritage buildings within the street.



Preferred development outcome

6 Storeys - Option 2

Street wall: 4 storeys
Upper level setback: 6 metres

- Overall 6 storey height frames the street without being overly visually dominant. The 6m setback creates a more distinctive street wall.
- Creates a comfortably proportioned building where the base of the building is prominent and upper levels are recessed.



6 Storeys - Option 3

Street wall: 6 storeys
Upper level setback: N/A

- Street wall height is too dominant for the context.



Figure 128. Built form testing for Precinct 3B (eastern block)

D. Building envelope controls

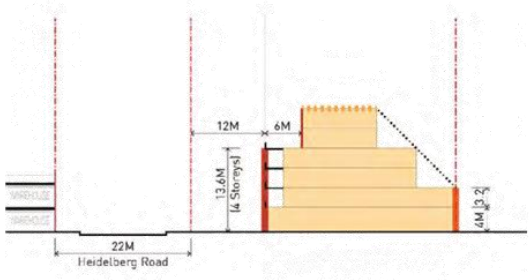


Figure 127. Proposed building envelope controls for Precinct 3B (eastern block)

Note: Ground level setback to rear boundary may be required depending on relationship to existing dwelling location (refer to Figure 15 on page 13)

Key recommendation

Precinct 3 - 700-718 Heidelberg Road

Introduce a 8-storey building height control in Precinct 3 (718 Heidelberg Road) with a 4 storey street wall and 6 metre setback. Above six storeys additional setbacks are required at a 45 degree angle.

Precinct 3 - Between Park Avenue and Yarralea Streets

Introduce a 5-storey building height control with a 2 storey street wall and 6 metre setback.
Above five storeys additional setbacks are required at a 45 degree angle.

Precinct 3 - Between Yarralea Street and Como Street (with PAO overlay)

Introduce a 6-storey building height control with a 4 storey street wall and 6 metre setback.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 3B - Neighbourhood Activity Centre

Interface to Heidelberg Road – 718 Heidelberg Road

The proposed relationship to Heidelberg Road is illustrated below.

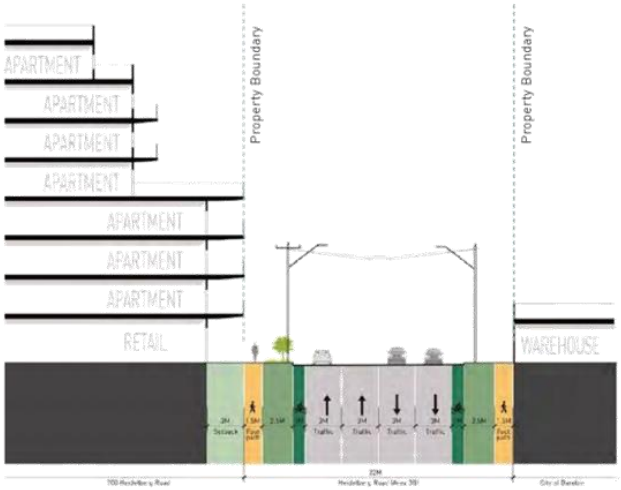


Figure 130. Proposed street section - full street section

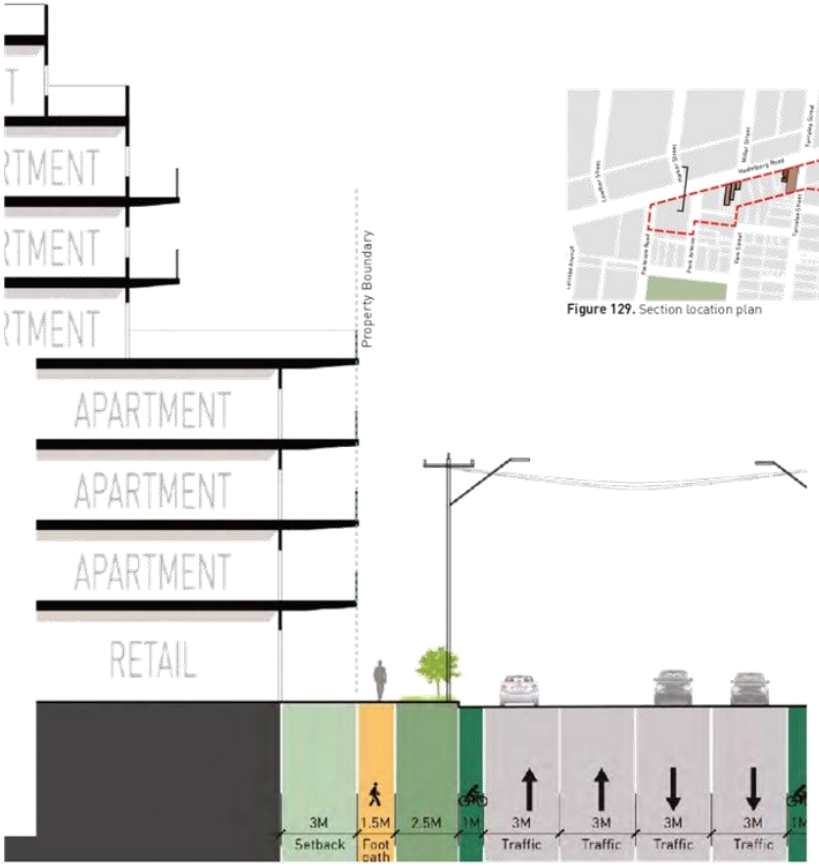


Figure 131. Proposed street section - detailed street section



Figure 129. Section location plan

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 3B

Interface to Heidelberg Road – Between Park Avenue and Yarralea Street

The proposed relationship to Heidelberg Road is illustrated below.

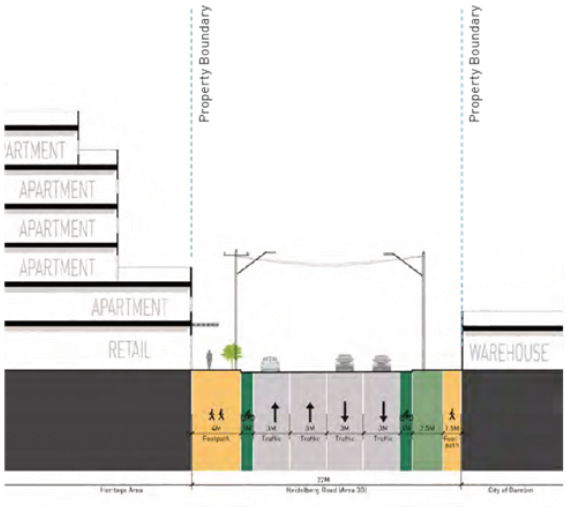


Figure 133. Proposed street section - full street section

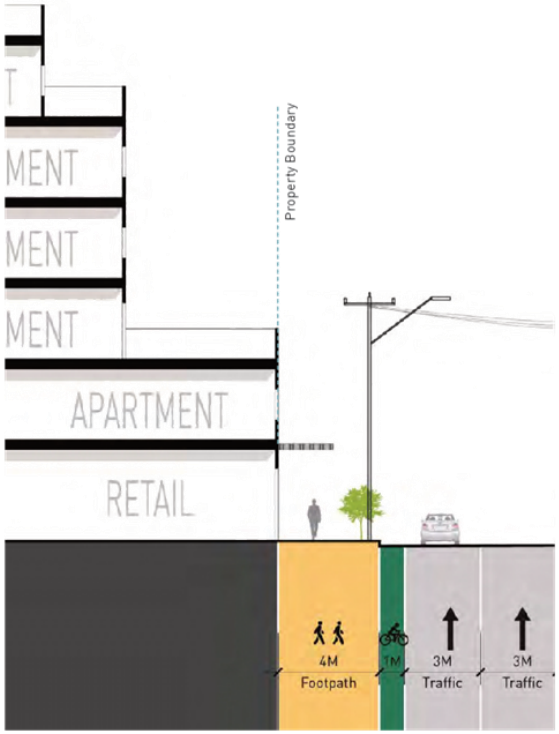


Figure 134. Proposed street section - detailed street section



Figure 132. Section location plan

Precinct 3B - Neighbourhood Activity Centre

Interface to Heidelberg Road – East of Yarralea Street (PAO overlay)

The proposed relationship to Heidelberg Road is illustrated below.

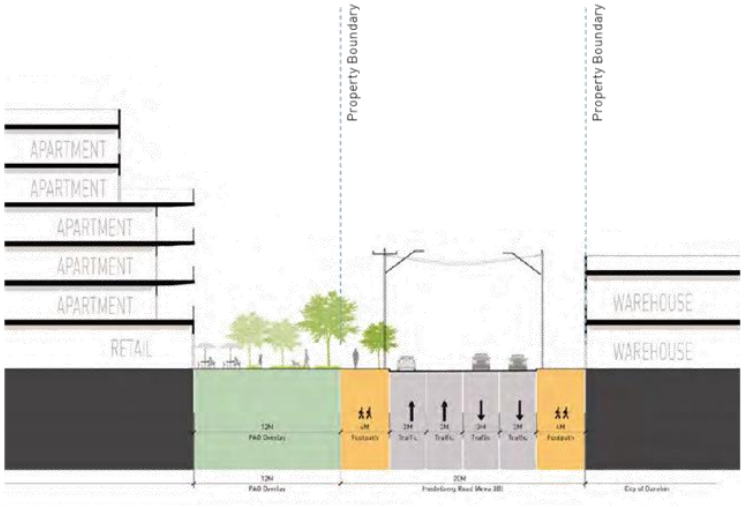


Figure 136. Proposed street section - full street section



Figure 135. Section location plan



Figure 137. Proposed street section - detailed street section

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

E. Confirming overshadowing requirements



Figure 138. Cumulative shadow impact of 8 metre high boundary wall condition

Private open space has more than 5 hours sunlight between 9 am and 3 pm on 22 September
Shadow between 9 am and 3 pm on 22 September
Note 1: Assessment utilises the building footprints that are documented in Council's GIS mapping.

Precinct 3B - Neighbourhood Activity Centre

F. Precedent examples - Precinct 3B



Figure 139. Nine Smith St, Fitzroy (Source: Neometro)



Figure 140. George Corner, Fitzroy (Source: Neometro)



Figure 141. Nightingale 1, Brunswick (Source: Breathe Architecture)

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

G. Built form testing of preferred envelope controls

Testing site 3B-1 – the block between Yarralea Street and Parkview Avenue

Location: 730 Heidelberg Road			
Site area: 348m²	**Lot width:** 6.4M	**Lot depth:** 50M	**Character/use:** Narrow and deep site Potential heritage site
Location: 732 Heidelberg Road			
Site area: 370m²	**Lot width:** 8M	**Lot depth:** 53M	**Character/use:** Narrow and deep site Potential heritage site
Location: 734 Heidelberg Road			
Site area: 363m²	**Lot width:** 7.3M	**Lot depth:** 56M	**Character/use:** Narrow and deep site Potential heritage site
Location: 736 Heidelberg Road			
Site area: 740m²	**Lot width:** 12M	**Lot depth:** 38M	**Character/use:** Automotive service
Location: 738 Heidelberg Road			
Site area: 600m²	**Lot width:** 16M	**Lot depth:** 38M	**Character/use:** Fitness
Location: 740 Heidelberg Road			
Site area: 864m²	**Lot width:** 24M	**Lot depth:** 38M	**Character/use:** Warehouse
Location: 750 Heidelberg Road			
Site area: 316m²	**Lot width:** 14M	**Lot depth:** 38M	**Character/use:** Electricity
Location: 756 Heidelberg Road			
Site area: 450m²	**Lot width:** 12M	**Lot depth:** 38M	**Character/use:** Heritage overlay
Location: 760 Heidelberg Road			
Site area: 611m²	**Lot width:** 16M	**Lot depth:** 38M	**Character/use:** Potential heritage site





Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 3B - Neighbourhood Activity Centre

Testing site 3B-1

732 Heidelberg Road

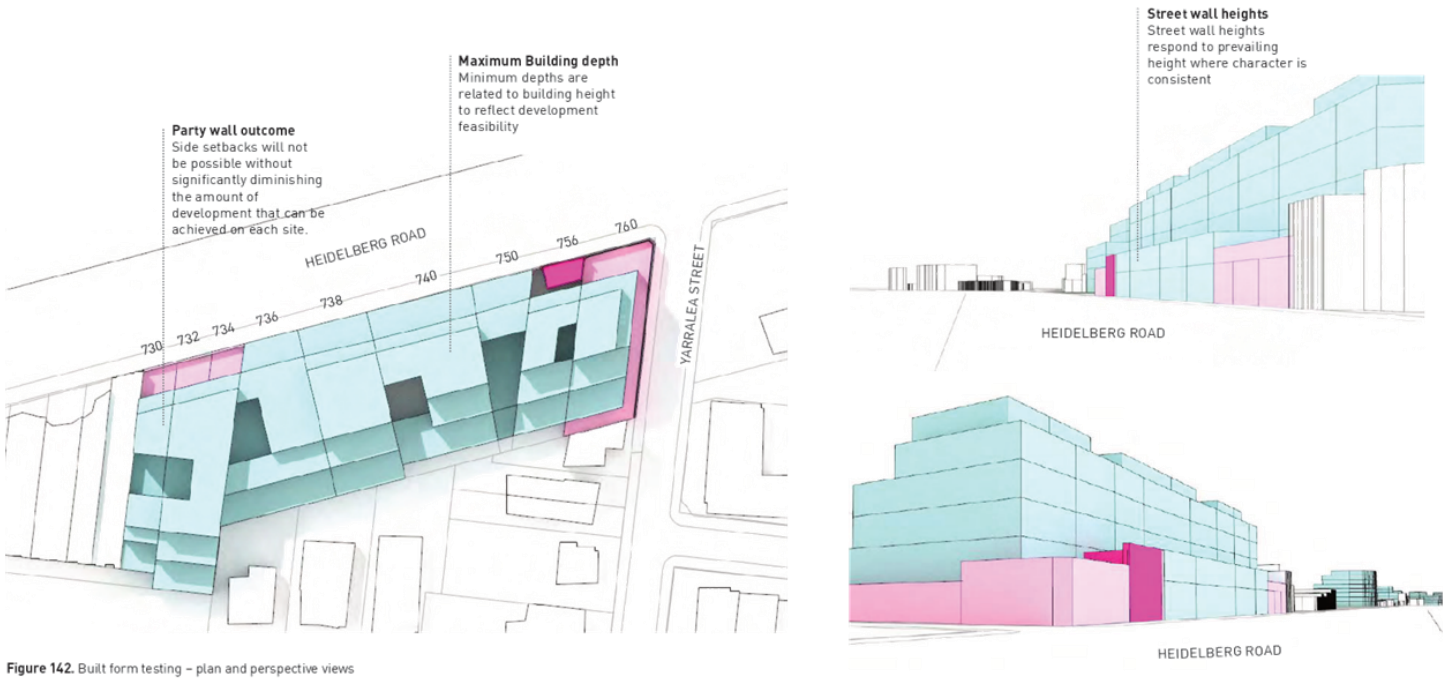


Figure 142. Built form testing – plan and perspective views

Precinct 3B

Testing site 3B-2 – PAO overlay site

Location:
800 Heidelberg Road

Site area:	Lot width:	Lot depth:	Characters:
2,260m²	53M	55M	Red Rooster PAO overlay





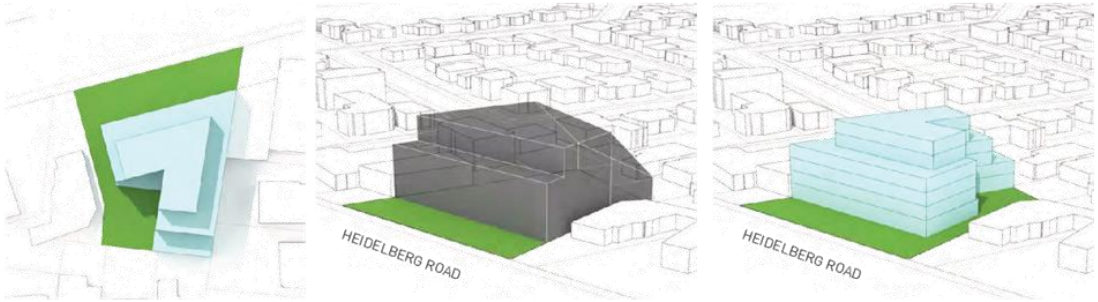


Figure 143. Built form testing – plan, built form envelope and perspective view

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 3B - Neighbourhood Activity Centre

H. Proposed built form controls

The proposed building envelope controls are illustrated in the following plans.

700-718 Heidelberg Road

Considering the unique site attributes and the need to support design flexibility with certainty that minimum amenity standards are met, a mix of mandatory and discretionary controls are proposed on 718 Heidelberg Road which is identified as a strategic site as follows:

Discretionary

- Overall height limit
- Street wall heights
- Upper level setback to street

Mandatory

- Front setbacks to all streets
- Rear interface controls (maximun rear interface heights, ground level and upper level setbacks)

Remaining sites in Precinct 3B

On all other sites, mandatory controls are proposed for all envelope controls.



Figure 146. Precinct 3B - Proposed ground floor setbacks



Figure 144. Precinct 3B - Proposed overall building heights



Figure 145. Precinct 3B - Proposed street wall heights / building heights along residential interface boundaries

4. Summary of recommendations

4.1 Summary of proposed controls

The following development controls are recommended within this report:

- Maximum building heights (refer Figure 147 and Table 1)
- Minimum ground floor setbacks (refer Figure 148 and Table 1)
- Maximum street wall heights (refer Figure 149 and Table 1)
- Minimum upper level setbacks from street (refer Table 1)
- Maximum rear interface building height (refer Table 1)
- Minimum upper level setbacks above the rear boundary building height (refer Table 1)
- Minimum rear boundary ground level setback (refer Table 1)
- Overshadowing requirements to residential interfaces (refer Table 1)
- Upper level building setbacks from side boundaries (refer Table 2)
- Building separation within sites (refer Table 2)
- Design principles (refer Table 3).

Proposed building heights



Figure 147. Proposed building heights (all precincts)

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Proposed Ground Floor Setbacks



Figure 148. Proposed ground floor setbacks (all precincts)

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Proposed street wall height and rear interface building heights



Figure 149. Proposed street wall heights (all precincts)

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Summary of development controls (all precincts)

Precinct	Maximum building height	Preferred street wall height	Maximum street wall height	Ground floor setback to street(s)	Minimum upper level setback from street(s)	Maximum rear interface height	Upper level setbacks (above rear interface)	Minimum rear boundary setback	Overshadowing
Precinct 1	6 / 8 storeys (20m/27m)	4-6 storeys	6 storeys	3 metres	6 metres	4 storeys (park)	A setback of 45 degrees applies about the maximum rear interface building height. A maximum of two steps within the buildings are strongly encouraged.	3 metres (to park)	Overshadowing of adjacent residential properties to comply with Clause 54 and 55 of the Yarra Planning Scheme.
Precinct 2	6 storeys (20m)		4 storeys	3 metres	6 metres	2 storeys (8 metres)		0 metres (if adjacent dwelling is located 15m or more from the property boundary) 3 metres (if adjacent dwelling is located less than 15m from the property boundary)	
Precinct 3A	8 storeys (27m)		On Heidelberg Road, 3-8 storeys from Coate Avenue to Chandler Highway	3 metres to Heidelberg Road and Chandler Highway 4.5 metres to Coate Avenue	6 metres to Heidelberg Road and Chandler Highway 14.5 metres to Coate Avenue above 3rd storeys	2 storeys (8 metres)		4.5 metres	
Precinct 3B – 700-718 Heidelberg Road	7 storeys (24m)		4 storeys	3 metres	6 metres	2 storeys (8 metres)		0 metres (if adjacent dwelling is located 15m or more from the property boundary) 3 metres (if adjacent dwelling is located less than 15m from the property boundary)	
Precinct 3B – Between Park Avenue and Yarralea Street	6 storeys (20m)		2 storeys	0 metres	6 metres, with an additional 45 degree angle setback above level 5	2 storeys (8 metres)		0 metres (if adjacent dwelling is located 15m or more from the property boundary) 3 metres (if adjacent dwelling is located less than 15m from the property boundary)	
Precinct 3B – Between Yarralea Street and Como Street	6 storeys (20m)		4 storeys	12 metres	6 metres	2 storeys (8 metres)		0 metres (if adjacent dwelling is located 15m or more from the property boundary) 3 metres (if adjacent dwelling is located less than 15m from the property boundary)	

Table 1. Summary of building envelope controls for all precincts (excluding upper level building setbacks and building separation within a site)

Discretionary controls
Mandatory controls

Building height	Preferred separation (Suitable if there is a primary living space/ balcony facing the boundary)	Minimum separation (Suitable when the use is not a primary living space or balcony facing the boundary)
Up top 4 storeys	4.5m	3m
5-8 storeys	6m	3m

Table 2. Upper level building setbacks and building separation within a site - all precincts

Design principles
Active ground floor frontages required to all sites fronting Heidelberg Road
Multiple entrances to buildings on large sites is encouraged
Weather protection at entrances to buildings within Precincts 1, 2 and 3A (within 3 metre ground floor setback)
Continuous weather protection provided within Precinct 3B
Incorporate weather protection at entrances within the front setback and continuous weather protection in the Heidelberg Road Neighbourhood Activity Centre.
Locate all future carparking underground in basements.
Locate vehicular crossovers from rear lanes or side streets where possible.
Rationalise the number of existing crossovers to Heidelberg Road where multiple crossovers exist on single sites.
No additional vehicular crossovers are supported on Heidelberg Road.

Table 3. Design principles - all sites

4.2 Extent of mandatory controls

The role of mandatory controls is guided through planning practice notes 59 and 60 (refer call-out box).

The detailed testing within this report leads to a recommendation for a combination of discretionary and mandatory controls on strategic sites, and mandatory controls on all other sites.

This is considered appropriate as:

- The mandatory controls support strategic objectives for development intensification.
- The rear interface controls for all development have been rigorously tested, are appropriate for the majority of proposals and provide for the preferred balance between development intensification and protection of amenity.
- The mandatory controls provide an efficient outcome - considering the interface between commercial and sensitive residential precincts, without certainty there will continue to be a significant number of objections and lack of clarity on the preferred development outcome. This has already been demonstrated through 3 recent VCAT cases.
- The majority of proposals not in accordance with the mandatory provisions will be clearly unacceptable. Considering the combination of a poor quality, heavily trafficked arterial and sensitive residential interfaces, the detailed testing in this report demonstrates the limited range of circumstances that provide a positive outcome to both interfaces.

Planning practice note 59: The role of mandatory provisions in Planning Schemes

This practice note sets out the criteria that can be used to decide whether mandatory provisions may be appropriate in planning schemes in Victoria.

It acknowledges that Victorian planning schemes are predominantly performance-based, with schemes specifying a clear objective and often a preferred development outcome while providing a degree of flexibility on how the objective is achieved.

Mandatory provisions are noted as the exception, however in circumstances where a mandatory provision will provide certainty and ensure a preferable and efficient outcome they can be supported.

The criteria that must be addressed include:

- Is the mandatory provision strategically supported (is there strategic basis)?
- Is the mandatory provision appropriate to a majority of proposals?
- Does the mandatory provision provide for the preferred outcome?
- Will the majority of proposals not in accordance with the mandatory provision be clearly unacceptable?
- Will the mandatory provision reduce administrative costs?

Planning practice note 60: Height and setback controls for activity centres

This practice note provides guidance on the state government's preferred approach to the application of height and setback controls for activity centres. It has been updated in response to the preliminary findings from the recent Activity Centre Pilot program.

It acknowledges the need to support development intensification. It notes that 'height and setback controls can be appropriate so long as they are not aimed at restricting the built form, but at facilitating good design outcomes'. The application of height and setback controls must be 'soundly based on the outcomes of strategic research and background analysis that demonstrates consistency with state and regional policy and includes a comprehensive built form analysis.'

The Practice Note states that a combination of discretionary and mandatory height and setback controls may be appropriate. Discretionary height and setback controls are preferred, with mandatory provisions supported when they are justified by robust and comprehensive strategic work, or where exceptional circumstances warrant their introduction.

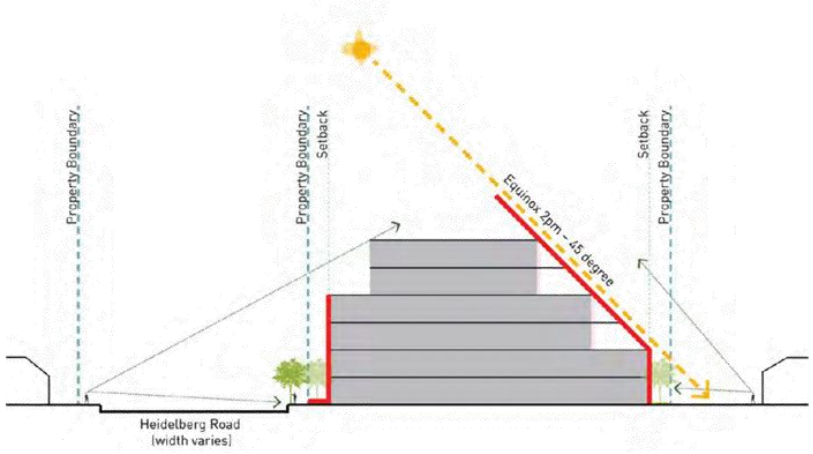
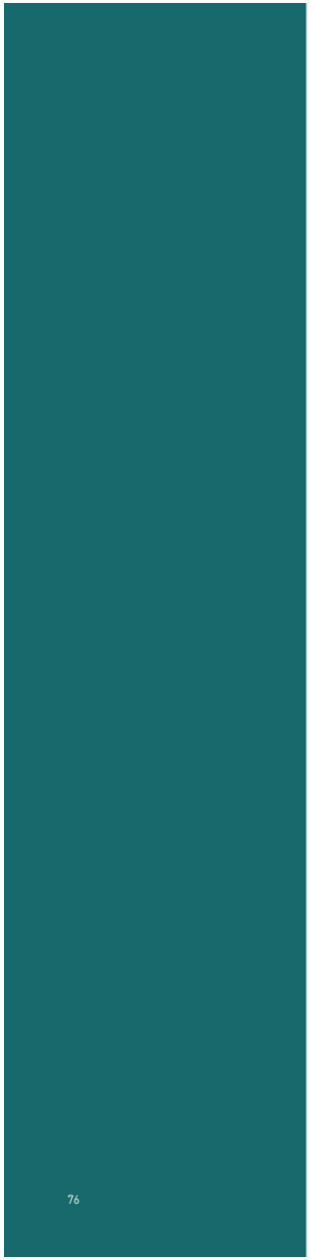


Figure 150. Summary of mandatory controls on strategic development sites. All controls are proposed as mandatory on all other sites

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework



Appendix A - Overshadowing assessment

The overarching urban design strategy adopts the position that protecting existing secluded private open space to meet the requirements of Clause 54 and 55 is appropriate.

The following boundary wall heights have been tested to determine the maximum wall height that delivers this requirement.

- 4 metres
- 7.2 metres (4m commercial with one floor above)
- 8 metres (2 x 4m commercial floors)
- 12 metres (3 x 4m commercial floors)

The impact of these different boundary wall heights at the summer and winter solstice have been provided for illustrative purposes only.

Shadow study – Spring

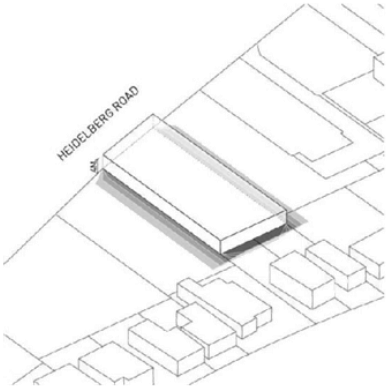


Figure 151. Extent of overshadowing of a 4 metre high wall on boundary. The overshadowing impacts are minimal.

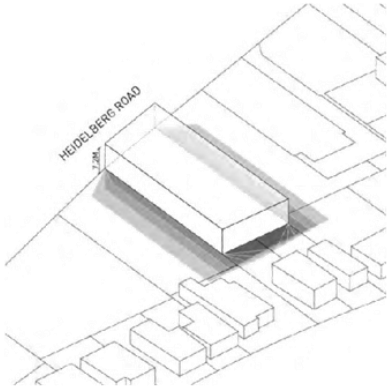


Figure 153. Extent of overshadowing of a 7.2 metre high wall on boundary. The overshadowing impacts are increased, however the minimum requirements of Clause 54 and 55 can be met.

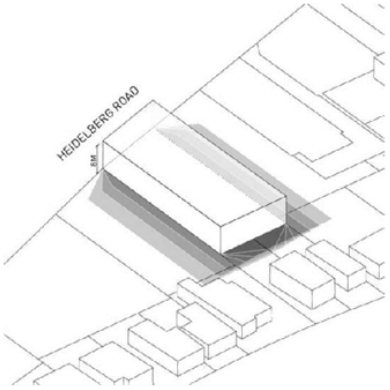


Figure 152. Extent of overshadowing of a 8 metre high wall on boundary. The overshadowing impacts are increased, however the minimum requirements of Clause 54 and 55 can be met.

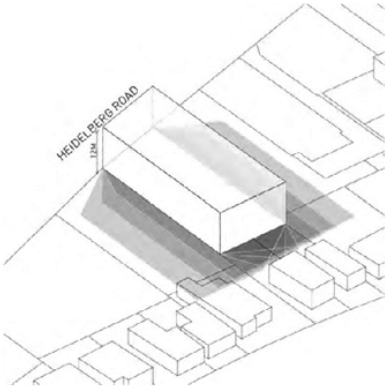


Figure 154. Extent of overshadowing of a 12 metre high wall on boundary. The overshadowing impacts are increased and the minimum requirements of Clause 54 and 55 can no longer be met.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Shadow study – Winter

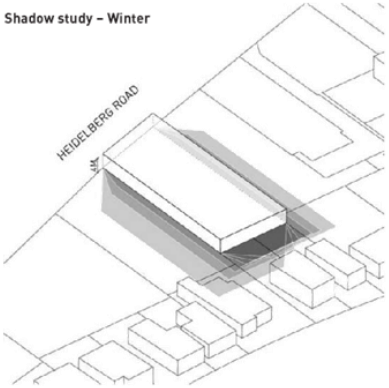


Figure 155. 4 metre high boundary wall

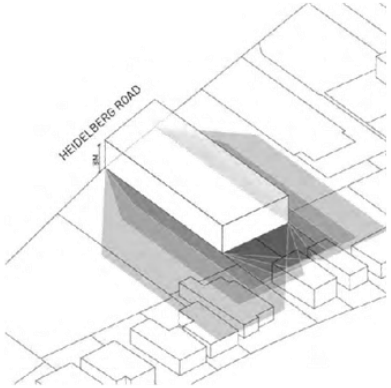


Figure 156. 7.2 metre high boundary wall

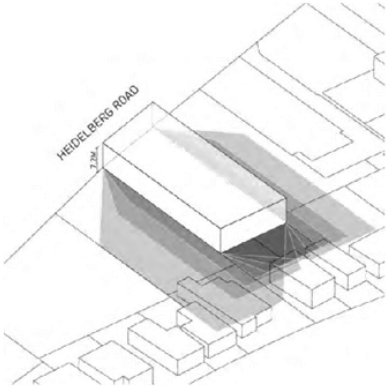


Figure 157. 8 metre high boundary wall

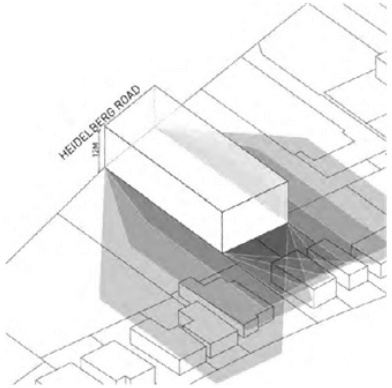


Figure 158. 12 metre high boundary wall

Shadow study – Summer

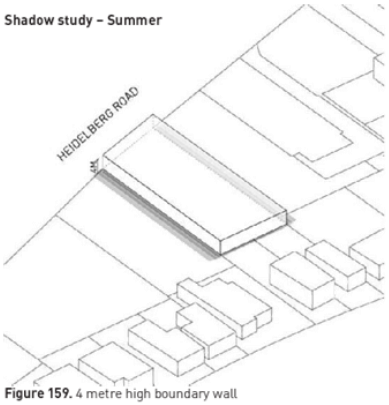


Figure 159. 4 metre high boundary wall

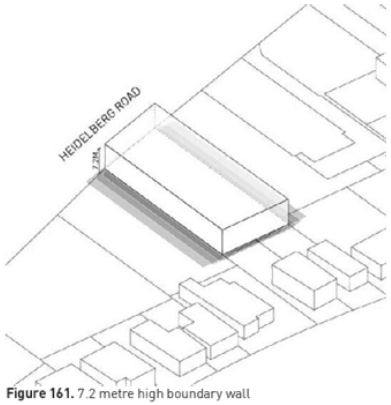


Figure 161. 7.2 metre high boundary wall

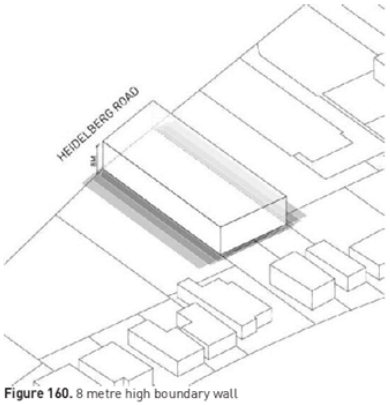


Figure 160. 8 metre high boundary wall

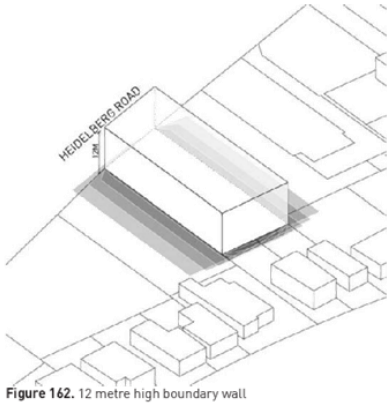


Figure 162. 12 metre high boundary wall

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 1



Figure 166. 7.2 metres rear street wall height



Figure 167. 10.4 metres rear street wall height



Figure 168. 13.6 metres rear street wall height

Precinct 3B



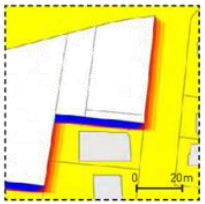
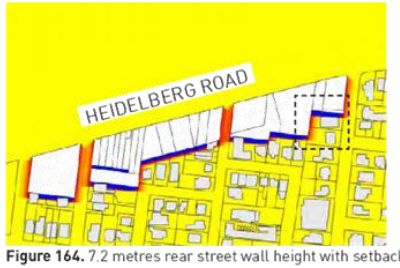


Figure 163. 4 metres rear street wall height



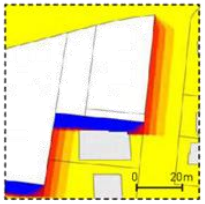


Figure 164. 7.2 metres rear street wall height with setback



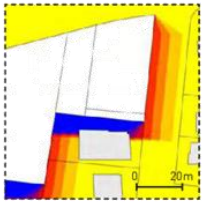


Figure 165. 10.4 metres rear street wall height



Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework



Figure 171. Sunlight hours analysis against Clause 54/55 requirements - 8 metres rear boundary wall height (D=7.7 metres)

Floor heights:
Ground floor – 4M (Commercial)
Upper floors – 4M (Commercial)



Figure 169. 4 metres rear street wall height (D=3.9 metres)

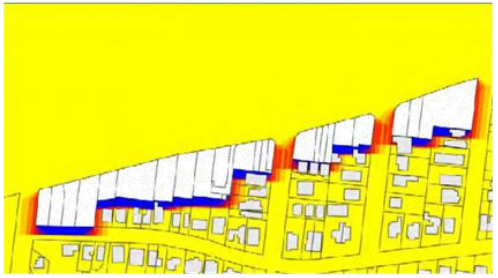


Figure 170. 12 metres rear street wall height (D=11.6 metres)

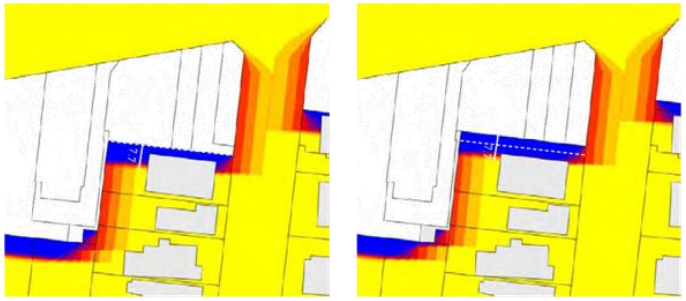


Figure 172. Comparison setback option on rear to side boundary - no setback (left) & 3 metres setback (right)

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Precinct 3A



Figure 176. Sunlight hours analysis - 10.4 metres rear street wall height with 4.5m setback

Floor height:
Ground floor – 4M (Commercial)
Upper floors – 3.2M (Residential)



Figure 173. 7.2 metres rear street wall height

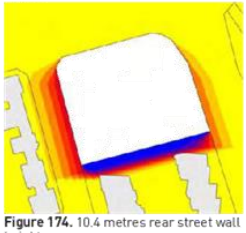


Figure 174. 10.4 metres rear street wall height

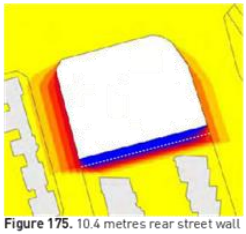


Figure 175. 10.4 metres rear street wall height with 3m setback

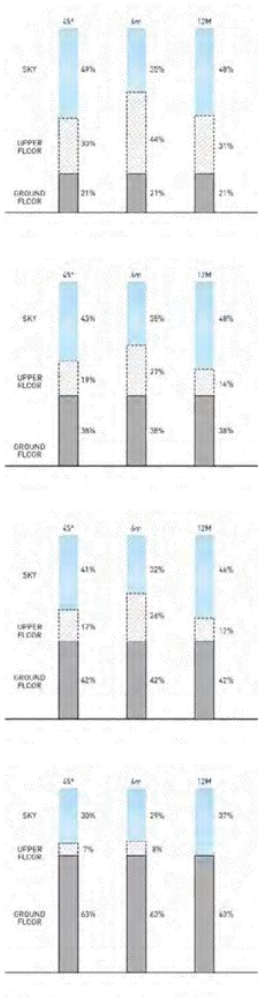


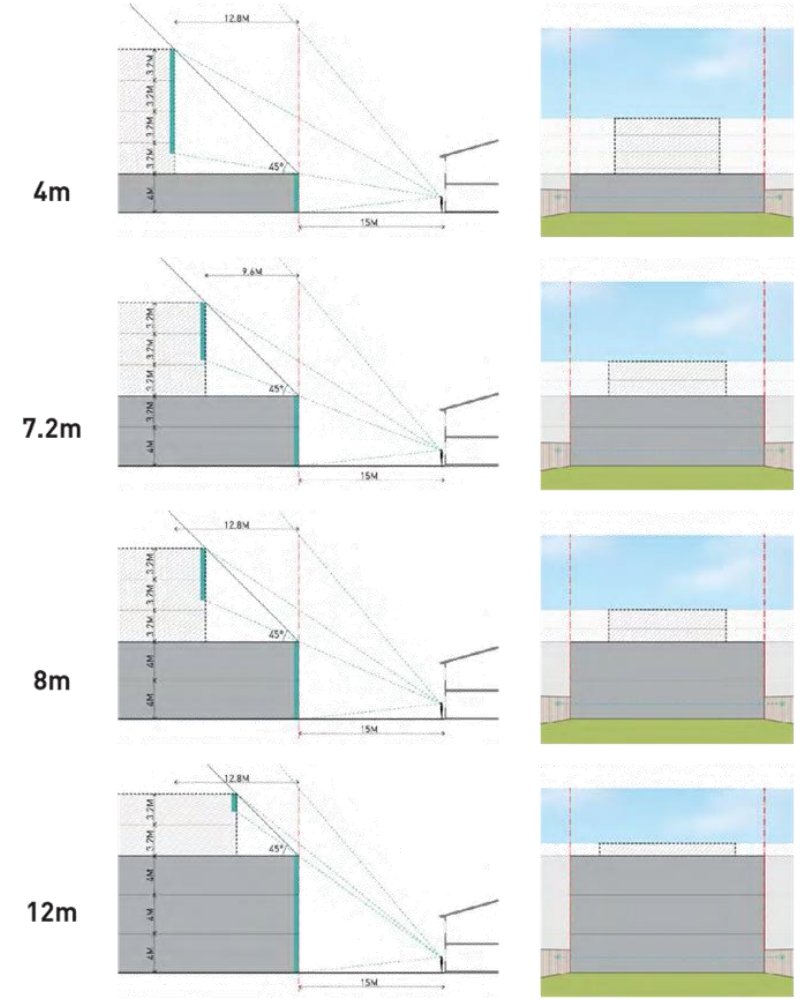
Appendix B - Visual Impact Assessment

Visual impact – 5 storeys (view from 15m)

Table 4. Visual impact assessment of each scenario (5 storeys - view from 15m)

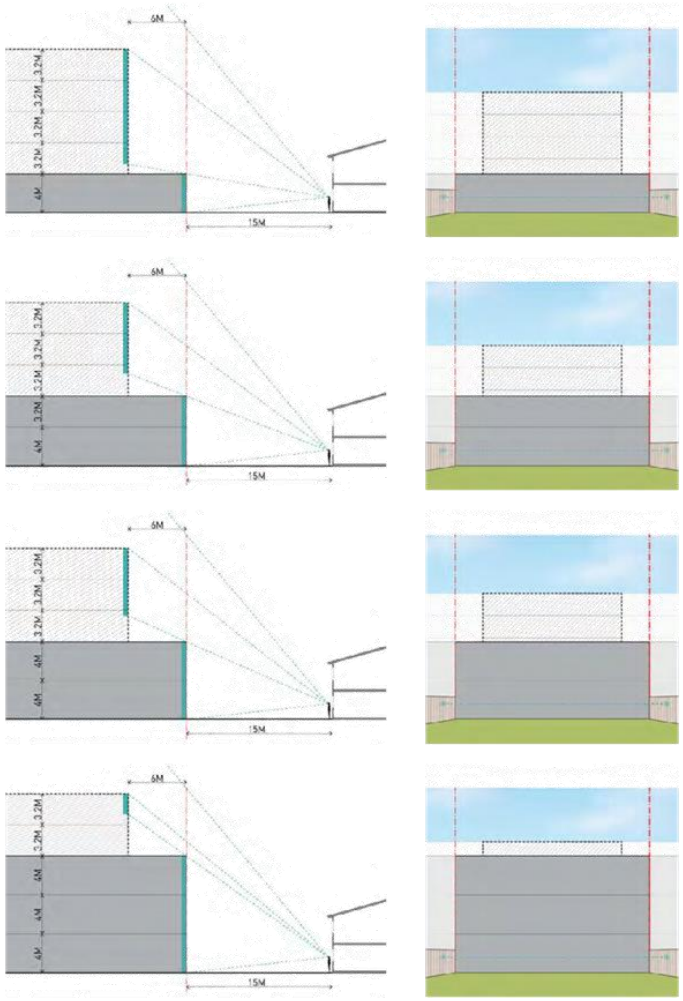
	45 degree angle	6 metre setback	12 metre setback
Urban Design Principle	**4m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Achieved	Achieved
Urban Design Principle	**7.2m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Achieved	Achieved
Urban Design Principle	**8m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Achieved	Achieved
Urban Design Principle	**12m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Achieved



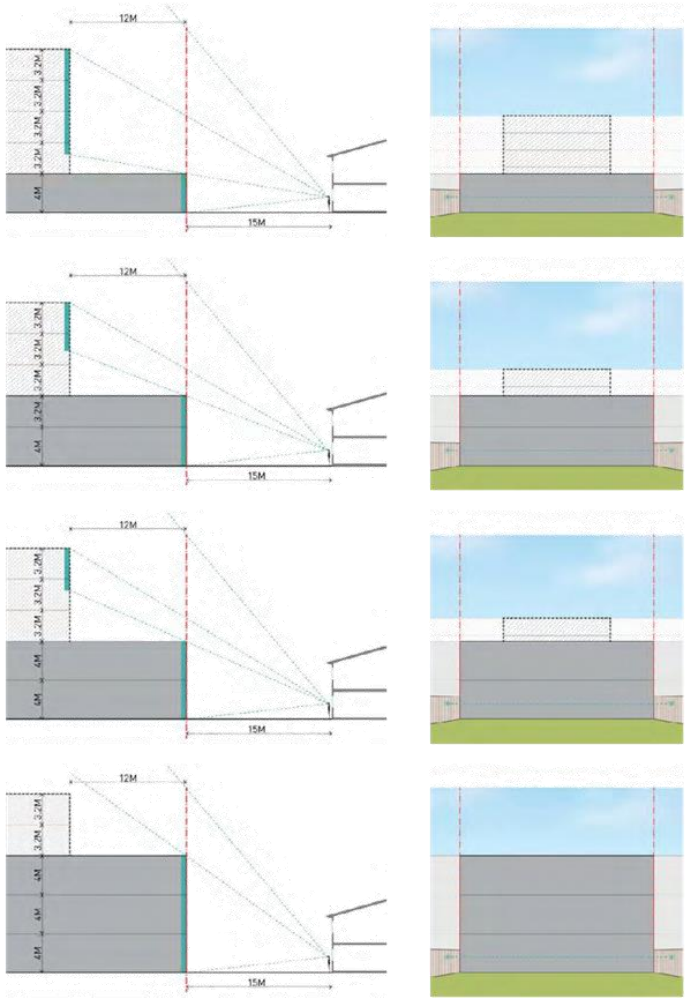


Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Upper level rear setback: 6 metres



Upper level rear setback: 12 metres



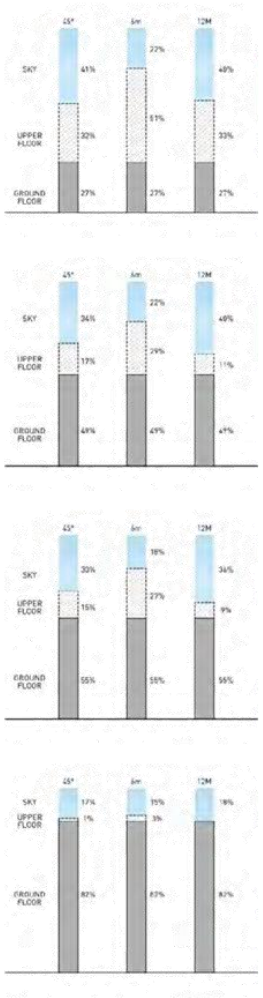
Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

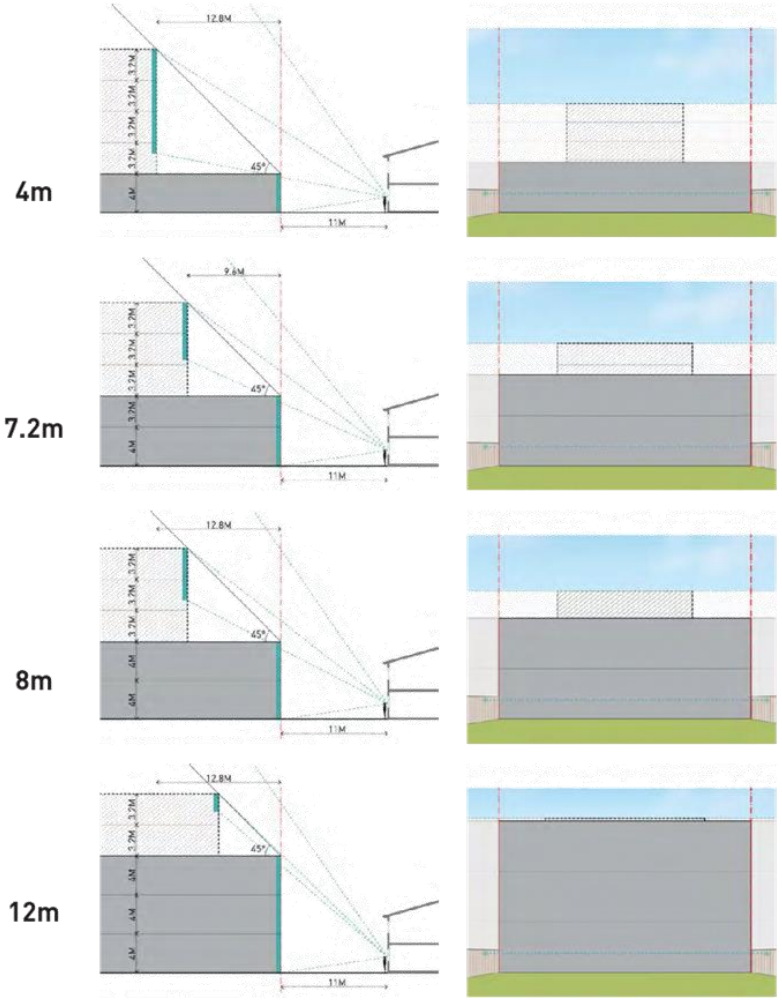
Appendix B - Visual Impact Assessment

Visual impact – 5 storeys (view from 11m)

Table 5. Visual impact assessment of each scenario (5 storeys - view from 11m)

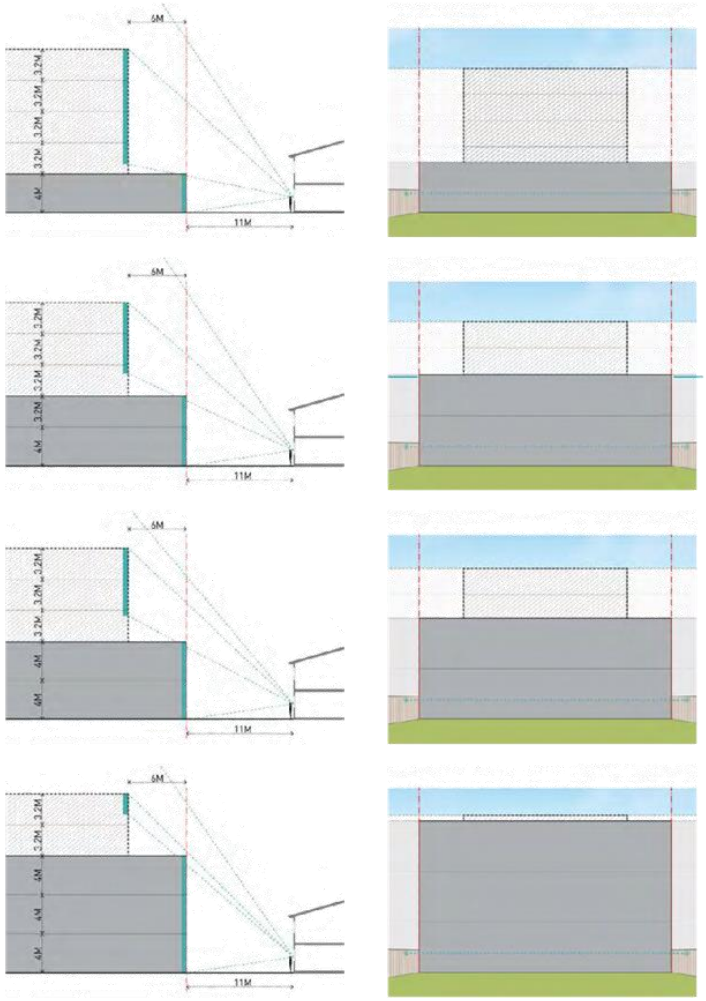
	45 degree angle	6 metre setback	12 metre setback
Urban Design Principle	**4m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Not achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Achieved
Urban Design Principle	**7.2m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Not achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Achieved
Urban Design Principle	**8m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Achieved
Urban Design Principle	**12m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved



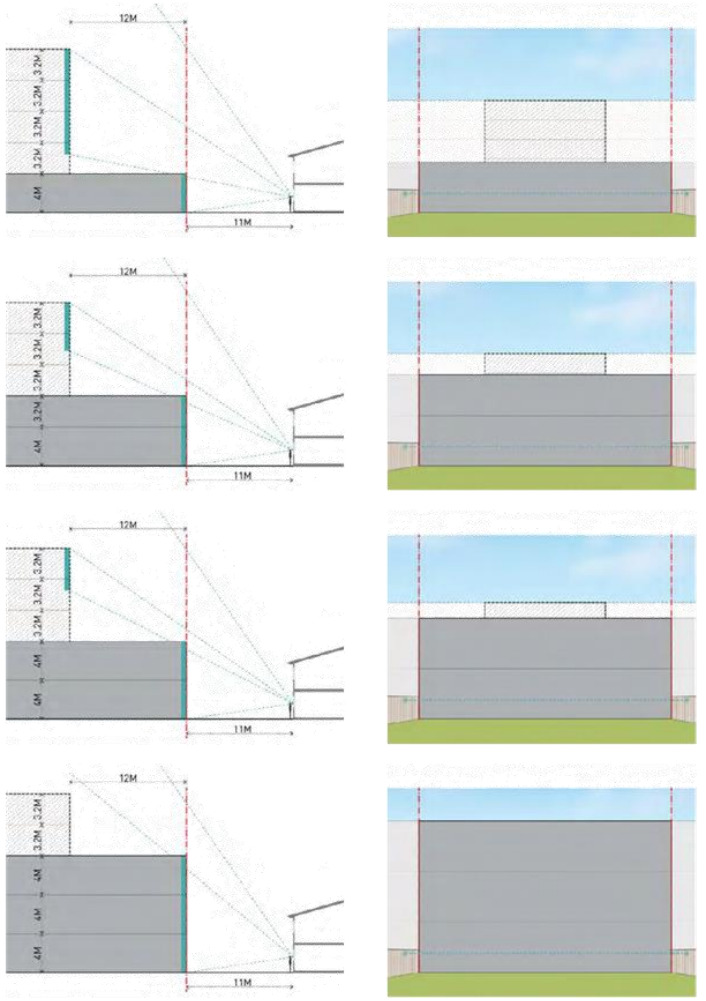


Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Upper level rear setback: 6 metres



Upper level rear setback: 12 metres



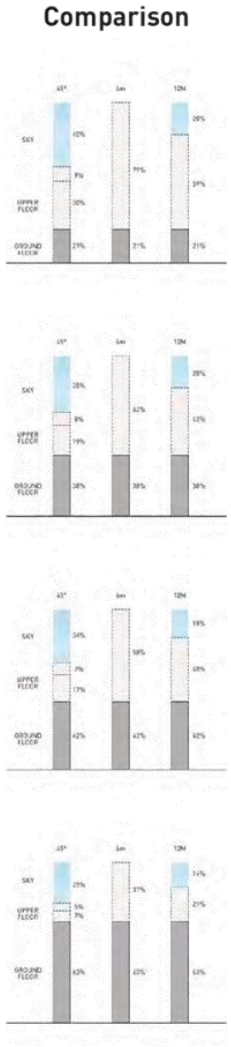
Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

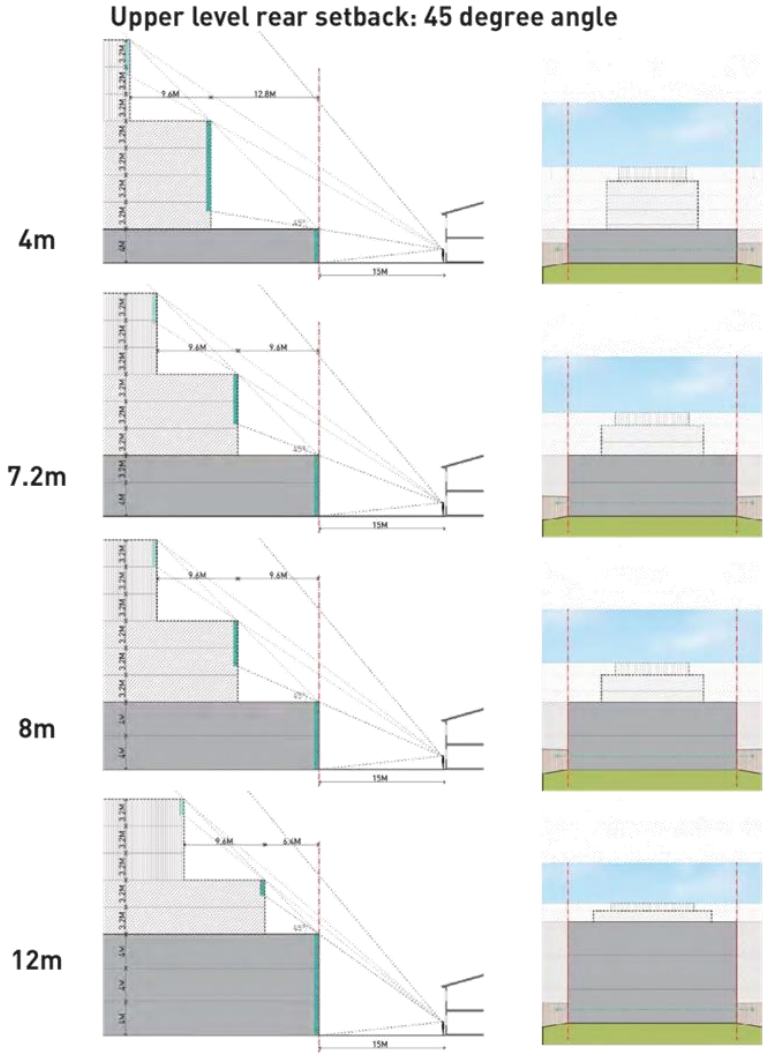
Appendix B - Visual Impact Assessment

Visual impact – 8 storeys (view from 15m)

Table 6. Visual impact assessment of each scenario (8 storeys - view from 15m)

	45 degree angle	6 metre setback	12 metre setback
Urban Design Principle	**4m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Not achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Not achieved
Urban Design Principle	**7.2m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Not achieved
Urban Design Principle	**8m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Not achieved
Urban Design Principle	**12m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved

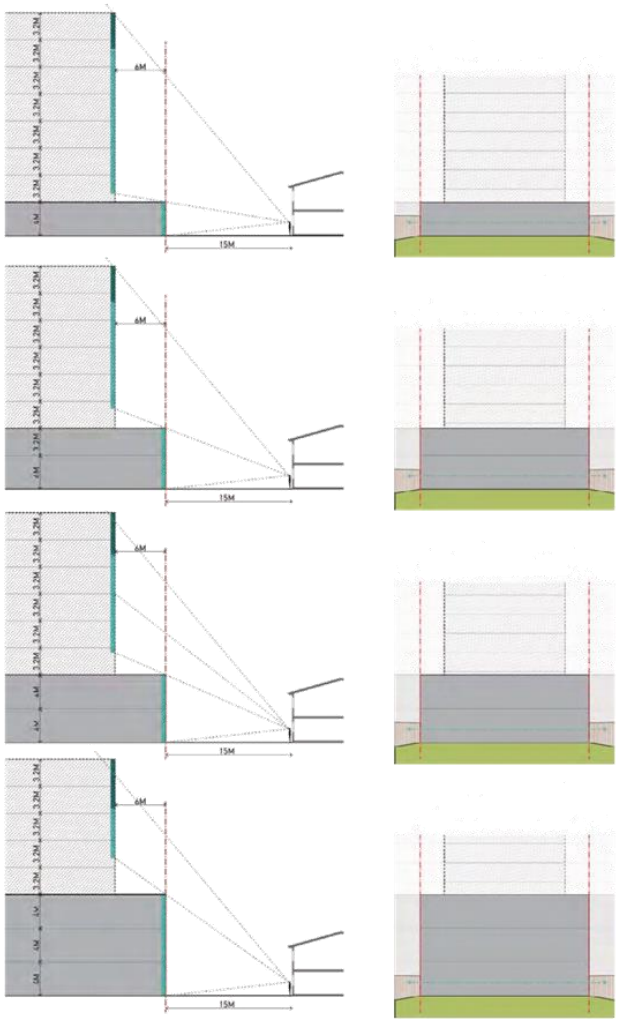




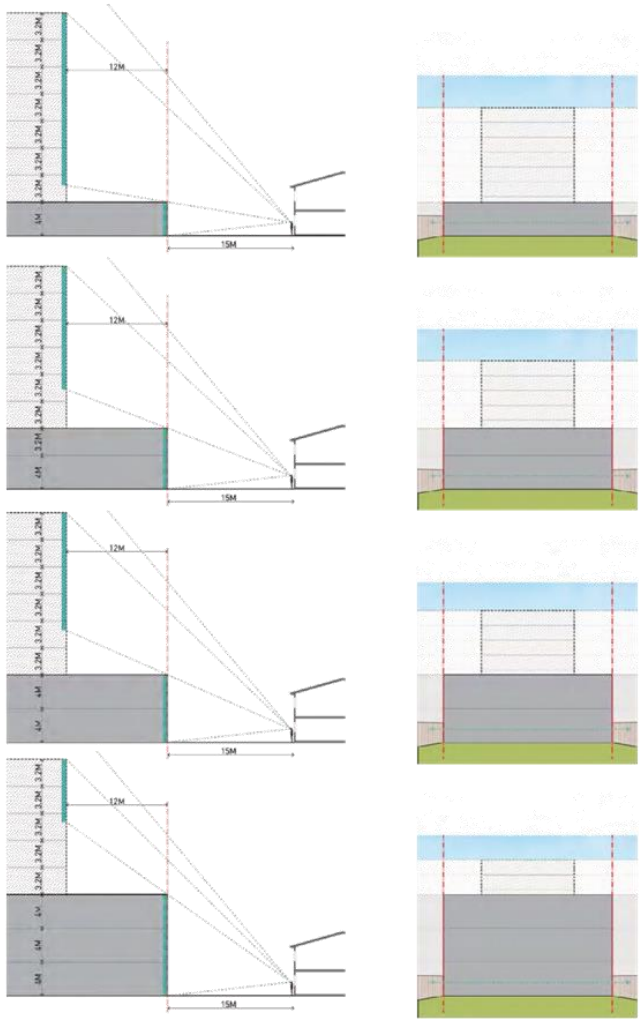
86 **Heidelberg Road Built Form Framework** | Hodyl + Co

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Upper level rear setback: 6 metres



Upper level rear setback: 12 metres



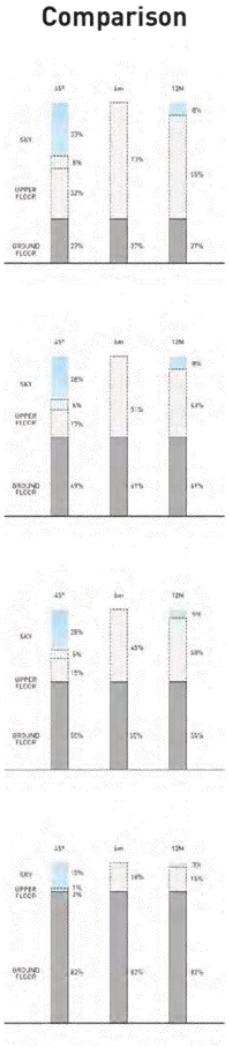
Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

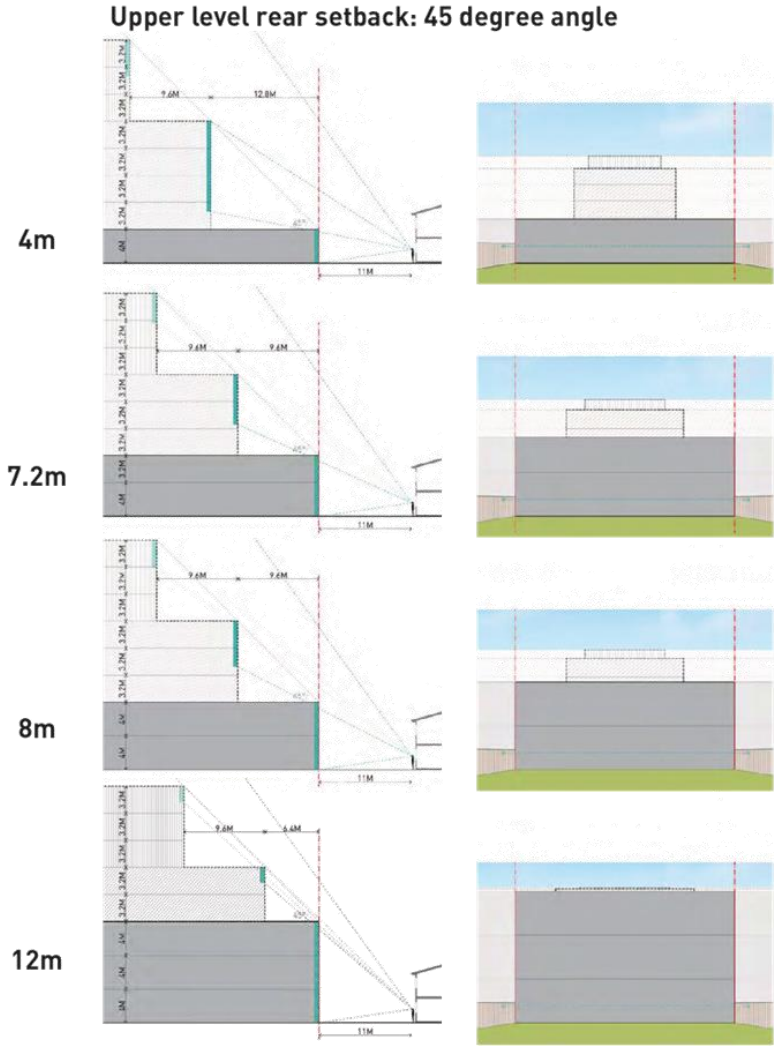
Appendix B - Visual Impact Assessment

Visual impact – 8 storeys (view from 11m)

Table 7. Visual impact assessment of each scenario (8 storeys - view from 11m)

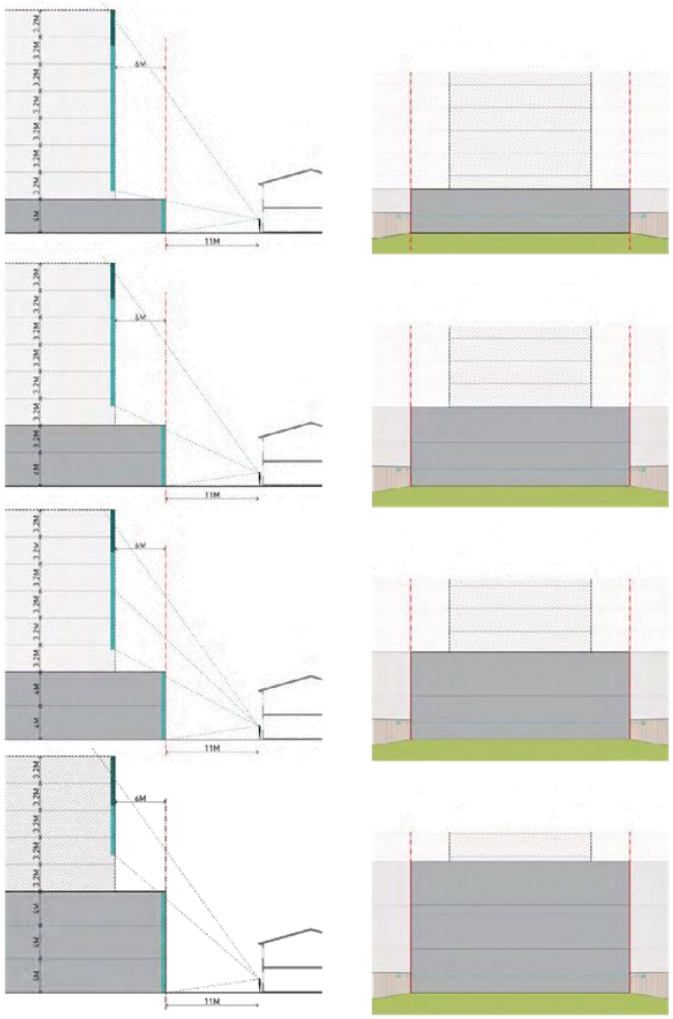
	45 degree angle	6 metre setback	12 metre setback
Urban Design Principle	**4m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Not achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Achieved	Not achieved	Not achieved
Urban Design Principle	**7.2m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Achieved	Achieved	Achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved
Urban Design Principle	**8m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Not achieved	Not achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved
Urban Design Principle	**12m boundary wall height condition**		
Boundary wall height is not too visually dominant (50% or less)	Not achieved	Not achieved	Not achieved
Upper levels are recessive (30% or less)	Achieved	Achieved	Achieved
Reasonable sky views (30% or more)	Not achieved	Not achieved	Not achieved



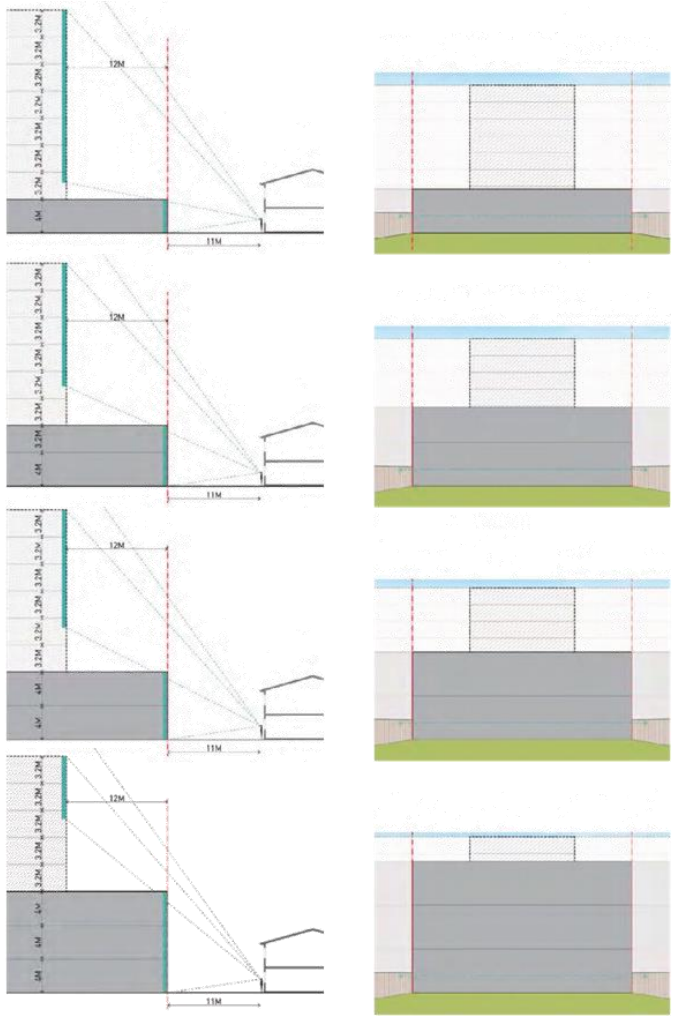


Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Upper level rear setback: 6 metres



Upper level rear setback: 12 metres



Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

Visual impact – Introduction of a 3 metre setback

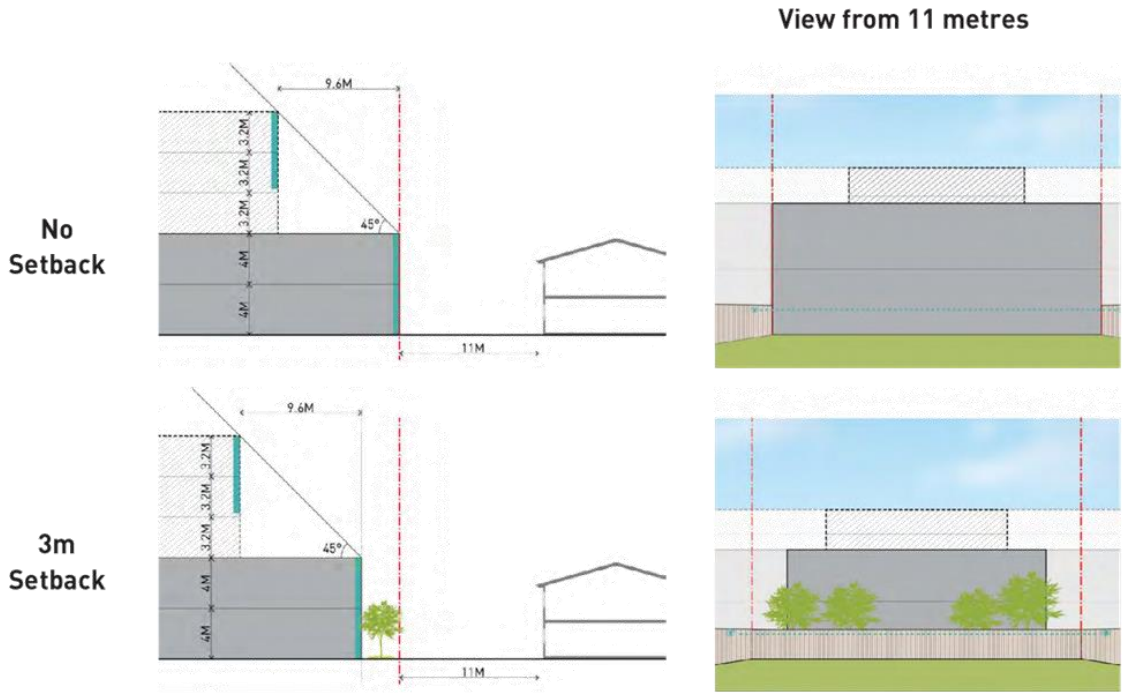


Figure 177. Impact of no setback at ground floor and introduction of a 3m setback

Appendix C - Existing examples of front ground floor setbacks

The existing range of setback conditions provides guidance on the appropriate landscape setback that should be incorporated into private development to improve the quality of the streetscape.

On balance, a 3 metre setback provides the opportunity for sufficient volume of landscape (in depth and height) to make a meaningful contribution to the street while also provide a 'hard' urban edge to provide overall street definition.





2 METRES

This example demonstrates that a 2 metre setback can provide meaningful amount of landscape, however the opportunity to plant medium sized trees is compromised by the insufficient depth with the street canopy intruding into the footpath space to a great degree.

Increasing this to 3 metres will improve the volume of space available for a tree planting.



4 METRES

Increasing the setback to approximately 4 metres starts to diminish street definition as the building is located too far from the footpath edge.







0 METRE

Appropriate to align with heritage buildings and existing shopfronts in Precinct 3.



5 METRES

The loss of an defined edge to the street is further exacerbated by increasing the setback to 5 metres.



9/12 METRES

Larger setbacks create the opportunity for semi-public open space that can be utilised for more active uses such as outdoor eating, socialising or community events. These examples include at grade car parking which is not desirable in the street frontage.

All setbacks distances are approximate, rounded to the nearest metre.

Attachment 8 - Attachment 8 - Heidelberg Road Built Form Framework

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Design and Development Overlay Schedule 18 - Heidelberg Road Precincts

1 Objectives

- To ensure development supports:
  - A new mid-rise contemporary character providing a mix of building heights and forms with building separation providing internal amenity, a prominent street wall on Heidelberg Road and a transition in building scale towards the adjacent parklands in Precinct 1;
  - an emerging low-rise commercial character with development set behind a landscape strip with a prominent street wall and recessive upper levels along Heidelberg Road in Precinct 2;
  - a new contemporary mid-rise development that addresses the street prominent corner with perimeter landscape setbacks and building heights that transition in scale and street wall height towards Coate Avenue and adjoining residential properties in Precinct 3A;
  - a new low-rise character with a mix of retained heritage and new street wall heights along Heidelberg Road and a landscape setback between Yarralea Street and Como Street in Precinct 3B.
- To ensure development improves the landscape quality, openness and pedestrian amenity along Heidelberg Road providing passive surveillance and activated, pedestrian-oriented façades.
- To ensure development responds to heritage fabric through recessive upper level development, a transition in scale from taller building forms towards the interface with heritage buildings, and retains the prominence and key view lines to the former 'Porta' chimney and heritage factory at 224-256 Heidelberg Road, Fairfield.
- To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a suitable transition to low scale residential areas and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing.

2 Buildings and works

A permit is required to construct a building or construct or carry out works, except for:

- rear ground floor extensions no higher than 4 metres above ground level
- an alteration to an existing building façade provided:
  - the alteration does not include the installation of an external roller shutter
  - in a C1Z, at least 80 per cent of the building facade at ground floor level is maintained as an entry or window with clear glazing
- construction of an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager

2.1 Definitions

Heritage building means any building subject to a Heritage Overlay, on the Victorian Heritage Register or any building graded as either Contributory or Individually Significant.

Laneway means a road reserve of a public road 9 metres or less wide.

Parapet does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at the street boundary, or if the existing heritage building is set back from the street boundary, the front of the existing building.

Street wall height means the height of the street wall measured by the vertical distance between the footpath at the centre of the frontage and the highest point of the building, parapet, balustrade or eaves at the street edge; or in the case of a heritage building, if it is set back from the street from the centre of the building frontage to the highest point of the building, parapet, balustrade or eaves.

Upper level means development above the height of the street wall.

Upper level setback means the setback of the upper level measured from the street wall of the building.

2.2 General Requirements

A permit cannot be granted under this Design and Development Overlay to vary a requirement expressed with the term 'must'.

The requirements below apply to an application to construct a building or construct or carry out works.

2.3 Street Wall Height and Boundary Set Back Requirements

Street wall heights must not exceed the heights specified in Maps 2, 3A and 3B (Precincts 2, 3A and 3B).

Street wall heights should not exceed the heights specified in Map 1 (Precinct 1).

Towards Heidelberg Road, development is to achieve the primary and secondary street setbacks, including side boundary walls, to provide better separation with Heidelberg Road and space for circulation and canopy landscaping:

Table 1: Primary and Secondary Street Setbacks

Precinct	Must	Should
Precinct 1	3 metres to Heidelberg Road (except for heritage buildings) 3 metres to Yarra Bend Road	
Precinct 2		3 metres to Heidelberg Road 3 metres to Park Crescent

Precinct 3A	3 metres to Heidelberg Road and Chandler Highway 4.5 metres to Coate Avenue	
Precinct 3B		3 metres to Heidelberg Road where between Parkview Road and Park Avenue No front setback between Park Avenue and Yarralea Street

Infill development should match the frontage street wall height of an adjoining heritage property for a minimum of 6 metres along the front boundary.

The street wall on corner buildings should continue the main frontage street wall height for a minimum of 8 metres to the side street, with a transition in height to match the rear interface where required.

Development should retain the visual prominence of:

- the heritage street wall in the vistas along the street
- heritage fabric of the return facades of heritage buildings on corner sites.

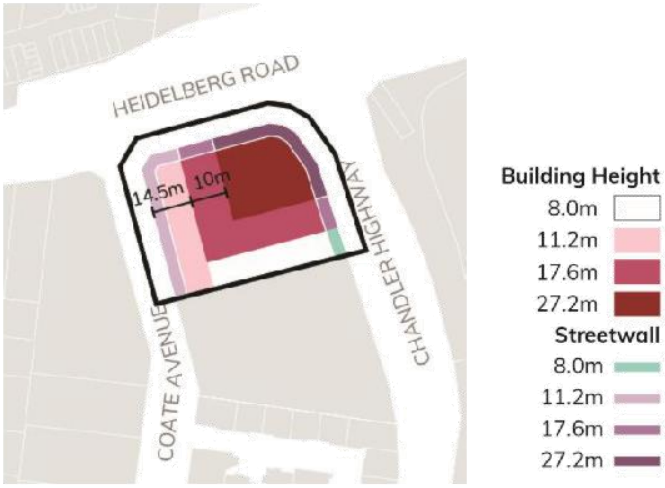
Map 1: Precinct 1



Map 2: Precinct 2



Map 3A: Precinct 3A



Map 3B: Precinct 3B



2.4 Upper Level Front and Side Set Back Requirements

Upper level setbacks above the Heidelberg Road, Yarra Bend Road, Park Crescent and Chandler Highway and Coate Avenue street wall, as applicable:

- must be a minimum of 6 metres in Precincts 1, 2 and 3B;
- must be a minimum of 10 metres from Coate Avenue and should be an additional minimum of 10 metres above the secondary step in Precinct 3A;
- should be a minimum of 6 metres from Heidelberg Road and Chandler Highway in Precinct 3A.

Upper level setbacks behind a side street wall should be a minimum of 3 metres.

Upper levels should:

- be visually recessive from main frontages and side streets to and minimise upper level bulk

- contain upper level setbacks above the street wall within a maximum of two steps (including the setback from the street wall below) to avoid repetitive steps in the built form

For heritage buildings, upper level setbacks behind the street wall in excess of the minimum upper level setback should be provided where:

- it would facilitate the retention of a roof form and/or chimneys that are visible from the public realm, or a roof or any feature that the relevant statement of significance identifies as contributing to the significance of the heritage building or streetscape
- it would maintain the perception of the three-dimensional form and depth of the building
- a lesser setback would detract from the character of the streetscape when viewed directly or obliquely along the street.

2.5 Overall Building Height Requirements

Development must not be higher than shown on Maps 1, 2, 3A and 3B.

Architectural features may exceed the building height.

Service equipment/structures including unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the height provided that:

- the equipment/structures do not cause additional overshadowing of secluded private open space to residential land, opposite footpaths, kerb outstands etc.; and
- the equipment/structures are no higher than 3.6 metres above the preferred maximum height; and
- occupy less than 50 per cent of the roof area.

2.6 Interface and Rear Setback Requirements

Development should not exceed a maximum boundary wall height of 8 metres towards a residential property that is outside of this schedule.

Upper levels above a rear boundary wall must be set back from the rear boundary and be contained within a 45 degree setback envelope. The envelope's angle is to be measured perpendicular to the adjoining residential site's boundary, taken from the centre of the boundary.

Upper level setbacks above the boundary wall should be contained within a maximum of two steps (including the setback above the boundary wall below as one step) or be contained within a sloped façade to avoid repetitive stepping of individual levels.

Development should respond to existing secluded private open spaces by setting back at upper levels to create a sense of separation, minimise overshadowing and reduce building bulk.

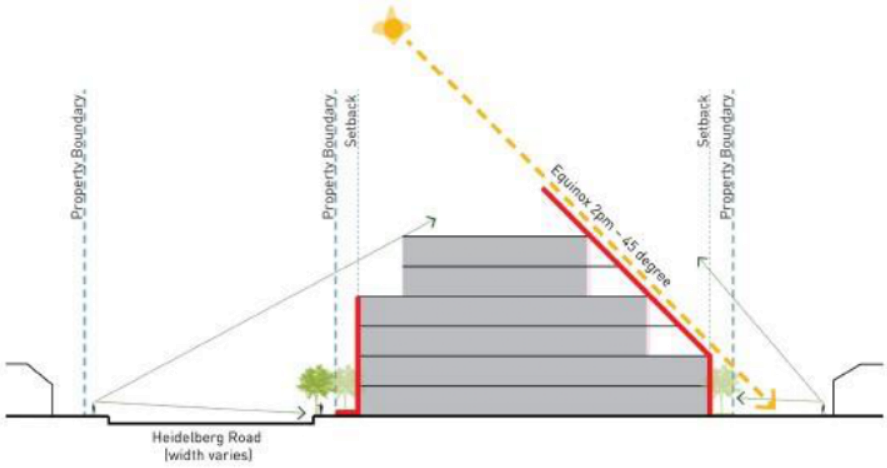
Development should not visually dominate adjoining residential sites outside of the overlay.

Development must provide minimum ground floor setbacks to the rear boundary as follows:

- Precinct 1: a minimum of 3 metres towards parkland;
- Precinct 3A: a minimum of 4.5 metres;

- All other areas: a minimum of 3 metres if the dwelling on the adjacent residential property is located less than 15 metres from the property boundary.

Figure 1: Indicative Cross Section and Measurements



2.7 Overshadowing and Daylight Access

Development should meet the objective of Clause 55.04-5 Overshadowing for residential land outside of this overlay.

Development should not overshadow:

- the opposite footpath of a side street, measured as 3.0 metres from the relevant property boundary frontage, between 10 am and 2 pm at 22nd September; and
- any opposite kerb outstands, seating and/or planting areas (as applicable), between 10am and 2pm at 22 September.

2.8 Building Separation Requirements

Where development shares a common boundary within the overlay, upper level development should:

- be set back a minimum of 4.5m from the common side boundary, where a habitable window or balcony is proposed and/or exists;
- be set back a minimum of 3.0m from the common side boundary where a commercial or non-habitable window is proposed and/or exists.

Where the common boundary is a laneway, the setback is measured from the centre of the laneway.

Where development consists of multiple buildings and/or separate upper levels, upper level development should:

- be set back a minimum of 9m from each other, where a habitable window or balcony is proposed

- be set back a minimum of 6m from each other where a commercial or non-habitable window is proposed.

2.9 Building Layout Requirements

Internal layout of commercial and residential units should show how they can be adapted over time, including demonstrating how commercial and residential units can be combined or divided without major structural remedial works.

Ground floor levels in the Commercial 1 Zone should be designed with floor to floor heights of 4 metres minimum to accommodate commercial activity.

2.10 Façade Design Requirements

Development in the Commercial 1 Zone should achieve fine-grain commercial façade designs at ground floor.

Development towards streets other than Heidelberg Road should achieve active frontage design at ground level to create a pedestrian-oriented environment and passive surveillance towards the public realm.

Façades design should:

- create a suitable ratio of solid and void elements;
- create visual interest through the arrangement of fenestration, balconies and the application of architectural features such as external shading devices, window sills etc.;
- avoid overly busy facades that rely on a multitude of materials and colours;
- maintain existing openings and the inter-floor height of a heritage building and avoid new floor plates and walls cutting through historic openings;
- avoid highly reflective glazing in openings of heritage buildings;
- encourage the retention of solid built form behind retained heritage facades and avoid balconies behind existing openings;
- be simple and not compete with the more elaborate detailing of the heritage building(s) on the subject site or an adjoining site;
- avoid large expanses of glazing with a horizontal emphasis, except to ground floor shopfronts and former industrial buildings;
- ensure projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback and not dominate the façade.

Building services and service cabinets should be located away from the primary street frontage and should be designed and located so they complement the street frontage and character and appearance of the building.

Development should avoid blank walls, including on side street frontages.

Blank side walls in a mid-block location which are visible permanently or temporarily from adjoining residential sites and/or the public realm should be designed to provide visual interest to passing pedestrians through colour, texture or finishes.

2.11 Front Setback Design Requirements

Front setbacks should be designed to create a sense of openness and clear line of sight at pedestrian level between the public footpath and street wall.

Front setback design should include:

- unobstructed access by avoiding steps, fences and narrow spaces between planting areas
- provision of canopy trees
- creating a subtle distinction towards the public realm, including but not limited to different paving material, pattern and/or placement of planting.

2.12 Precinct Requirements

Precinct 1

Development should be separated into multiple buildings and provide a more fine grain subdivision pattern.

Buildings should achieve a character that resembles a mix of old industrial and new commercial towards Heidelberg Road and fine-grain residential development that is sensitive to the surrounding parklands.

Development should create a sense of openness around the heritage factory building and chimney by gradually stepping down towards the factory and creating a strong separation from the chimney.

Development should achieve open viewlines to the chimney from the parkland to the south, opposite footpath on Yarra Bend Road and the corner of Jeffrey Street and Heidelberg Road, as shown on Map 1.

Development should consider the adaptive re-use of the heritage buildings and/or integrate them with any new buildings on the site.

Development should provide a connection between Heidelberg Road and the parkland to the south, located east of the building affected by Heritage Overlay 421, to create a physical and visual connection.

Development should provide for a communal space next to the building affected by Heritage Overlay 421.

Development should provide for canopy trees throughout the site to create a stronger connection with the surrounding parklands, provide for shade and to help reduce the heat island effect.

Development should utilise natural materials and colours to minimise the dominance of its bulk and blend in with the surrounding parklands.

Precinct 2

Development along Heidelberg Road should achieve a commercial façade.

Development along Heidelberg Road should create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Development with dual frontages to Heidelberg Road and Park Crescent should create a street wall behind a front setback towards Park Crescent to not dominate the low, residential character of Park Crescent.

Precinct 3A

Development along Heidelberg Road and Chandler Highway achieve a modern commercial building façade and the lower levels.

Development along Heidelberg Road and Chandler Highway should create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Towards Coate Avenue, development should achieve a fine-grain, lower residential character to blend in with the character of the street.

Development should achieve a sense of openness by providing strong separation of upper levels from Coate Avenue and residential properties to the rear.

Front setbacks should be designed and landscaped to include canopy trees and blend in with the residential character of the street.

Precinct 3B

Buildings should achieve a fine-grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy.

Development along Heidelberg Road should provide active frontages to improve pedestrian amenity, safety and the vibrancy of the area.

Front setbacks east of Yarralea Street should be designed to include canopy trees and soft landscaping to create a more pedestrian-friendly environment and avoid the dominance of car parking areas.

2.12 Access, parking and loading areas requirements

Pedestrian access to buildings should be achieved via streets and avoid primary access from laneways.

Ensure pedestrian entrances are clearly visible, secure and have an identifiable sense of address.

Residential and commercial pedestrian entrances should be distinguishable from each other.

The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and ventilated.

Car parking should be located within a basement or concealed from the public realm.

Resident and staff bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high quality pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity.

Development should not provide new vehicular access from Heidelberg Road.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

3.0 Subdivision

None specified.

4.0 Advertising

None specified.

5.0 Application Requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A site analysis and urban design context report which demonstrates how the proposal achieves the Design Objectives and requirements of this schedule.
- For development proposals for buildings over 20 metres in height should be accompanied by a wind study analysis to assess the impact of wind on the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that demonstrates how the development:
    - minimises impacts on the level of service, safety and amenity of the arterial road network (including tram services);
    - reduces car dependence and promotes sustainable transport modes; and
    - which includes an assessment of the cumulative impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.
- A Landscape Plan, where relevant.

6.0 Decision Guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- Whether the requirements in Clauses 2.2 to 2.12 are met.
- Whether the design of the streetscape interface makes a positive contribution to an active, pedestrian-oriented street environment and/or public realm.
- Whether the design of development fronting Heidelberg Road achieves precinct character and façade design as per Clause 2.10., 2.11 and 2.12.
- Whether development retains the prominence of the heritage street wall in the vistas along the primary street frontage.
- Whether heritage buildings on street corners retain their prominence when viewed from the opposite side of the primary and secondary street.
- Whether heritage buildings retain their three-dimensional form as viewed from the public realm, including the opposite side of the street.
- Whether upper level development above the heritage street wall is visually recessive and does not dominate or visually overwhelm the heritage buildings.
- Whether a strong sense of separation between upper levels and street walls is achieved when viewed from the opposite side of the street.
- Whether the development delivers design excellence, including but not limited to building siting, scale, massing, articulation and materials.
- Whether upper side and rear setbacks are sufficient to limit the impact on the amenity of existing dwellings.
- The shadowing impacts of the development on opposite footpaths and public spaces are minimised.
- Whether proposed roof decks are set back from lower levels and are recessive in appearance.
- Whether the development mitigates negative wind effects.
- The cumulative impact of development on traffic and parking in the nearby area, including on the functionality of laneways.
- Whether the layout and appearance of areas set aside for vehicular access, loading and unloading and the location of any proposed car parking is practicable, safe and supports a pedestrian-oriented design outcome.

Expiry

The requirements of this schedule cease to have effect after 2 years post-gazettal *(Note: Minister to insert date)*

Reference Documents

Heidelberg Road Corridor Local Area Plan, 2019

Heidelberg Road Heritage Review (Stage 1), 2019

Heidelberg Road Heritage Review (Stage 2), 2019

Part 2: Heidelberg Road Built Form Framework – Design Strategy and Recommendations, 2019

Planning and Environment Act 1987

YARRA PLANNING SCHEME

AMENDMENT C272YARA

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the Minister for Planning who is the planning authority for this amendment.

The Amendment has been made at the request of Yarra City Council.

Land affected by the Amendment

The Amendment applies to Heidelberg Road corridor, in particular to

- Commercial 1 Zone and Commercial 2 Zone land along Heidelberg Road as shown in Figure 1 & 2
- 358 Heidelberg Road, Fairfield (Lot 1 TP422313) as shown on Figure 3
- 730-734 Heidelberg Road, Alphington (Lot 1 & 2 PS643181, Lot 1 & 2 LP38884) as shown on Figure 4
- 760 Heidelberg Road, Alphington (Lot 1 TP596569) as shown on Figure 4



Figure 1: Proposed Design and Development Overlay along Heidelberg Road.

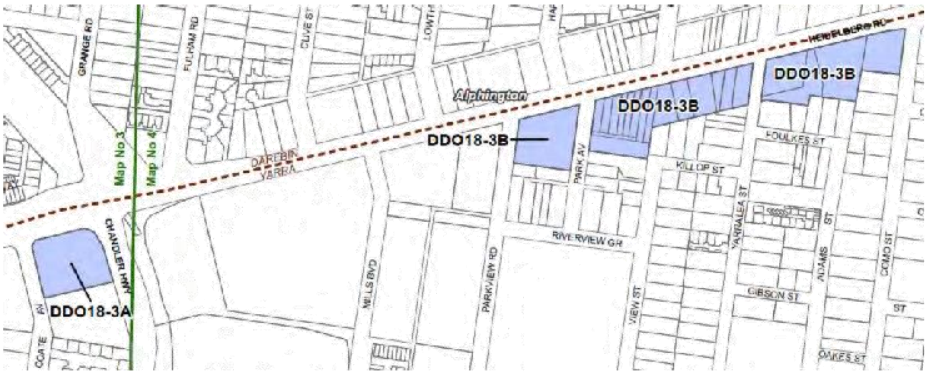


Figure 2: Proposed Design and Development Overlay along Heidelberg Road.

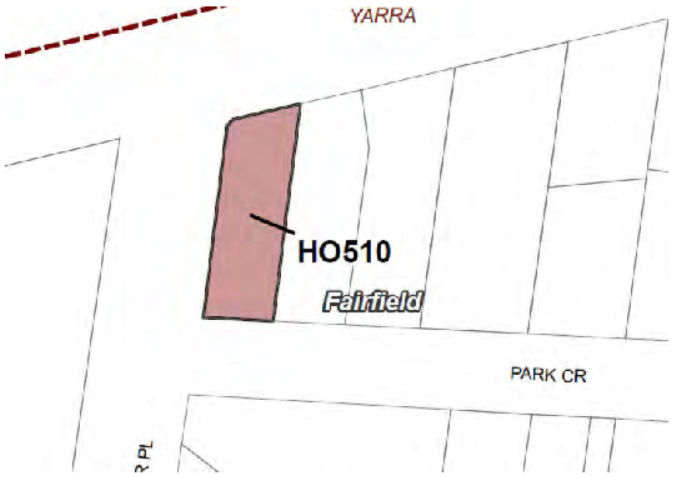


Figure 3: Apply interim Heritage Overlay at 358 Heidelberg Road, Fairfield.

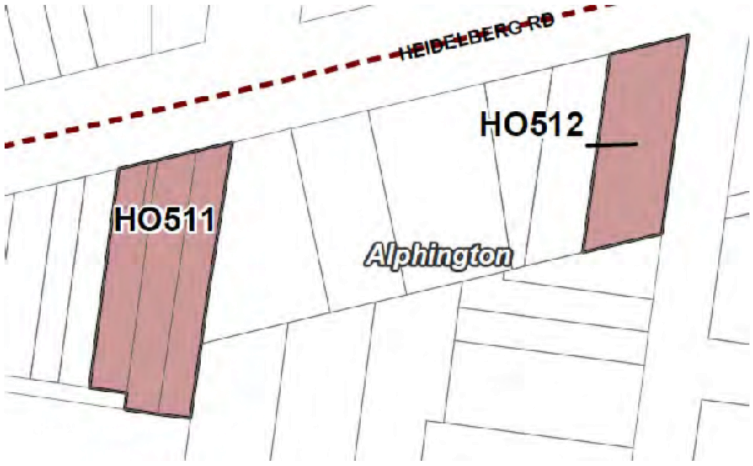


Figure 4: Apply interim Heritage Overlay at 730-734 & 760 Heidelberg Road, Alphington.

What the amendment does

The Amendment C272yara proposes to introduce mandatory and discretionary street wall height, setback requirements and height controls to the land on an interim basis for 2 years from gazettal date by making the following changes to the Yarra Planning Scheme:

- Apply interim Design and Development Overlay to the land zoned Commercial Use (C1Z and C2Z) along Heidelberg Road and insert a new interim Design and Development Overlay Schedule 18 (DDO18).
- Apply interim Heritage Overlay HO510 to the property at 358 Heidelberg Road, Fairfield.
- Apply interim Heritage Overlay HO511 to the properties at 730-734 Heidelberg Road, Alphington.
- Apply interim Heritage Overlay HO512 to the property at 760 Heidelberg Road, Alphington.
- Amends the Schedule to Clause 72.04 Incorporated Documents to include "358 Heidelberg Road, Fairfield, 730-734 & 760 Heidelberg Road, Alphington, Statement of Significance".

Strategic assessment of the Amendment

Why is the Amendment required?

The Amendment has been requested by Yarra City Council to provide strategic guidance and greater certainty on the future land use planning and development outcomes of the commercial areas along the Heidelberg Road corridor, between the Darebin and Merri Creeks. The Amendment responds to the development pressures being experienced along the corridor and the continuing need to provide for Melbourne's housing and economic growth.

The scale and density of development approved and currently being proposed along the Heidelberg Road has increased substantially in recent years. The most influential development being the 'redevelopment' of the former Amcor Alphington Paper Mill (APM) site south-east corner of the Chandler Highway and Heidelberg Road. The redevelopment is already driving new development proposals in the Heidelberg Road Neighbourhood Activity Centre and is likely to continue to be a catalyst for further development and land use changes along Heidelberg Road.

The current provisions do not provide sufficient guidance to ensure appropriate development which considers the impact on the land uses and adjoining low scale residential areas, nor do the provisions provide sufficient guidance to safeguard appropriate amenity for current and future residents in the area. An interim DDO and interim HO will assist in protecting against inappropriate commercial development along Heidelberg Road whilst the normal amendment process progresses.

The interim DDO controls provide design objectives and requirements which seek to improve the quality of development in Yarra's activity centres. Building height and setback requirements (a mix of discretionary and mandatory) seek to achieve development that respects residential and neighbourhood character.

The application of the Heritage Overlay does not preclude development, or even, in some cases, demolition, however, it provides a tool with which to guide development in a manner which is appropriate to conserve the significance of the place.

Applying the Heritage Overlay on an interim basis will ensure that any future use, development or subdivision of the land is considered having regard to the purpose and decision guidelines of the Heritage Overlay.

The interim controls are required to ensure that the Neighbourhood Activity Centre is protected in the short term, and that planning controls provide certainty to the Yarra community while further work is undertaken. A lack of existing built form controls has and can result in inappropriate built form outcomes.

How does the Amendment implement the objectives of planning in Victoria?

The amendment implements the following objectives of planning in Victoria (sections 4(1) and 12(1)(a) of the Act):

To provide for the fair, orderly, economic and sustainable use, and development of land.

To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.

To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.

To protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community.

To balance the present and future interests of all Victorians.

The amendment seeks to provide greater clarity regarding built form outcomes and expectations in Yarra's commercial zoned land. In doing so, the proposed provisions will support more efficient and orderly planning processes. The application of interim controls will ensure that Council and the community's vision for Yarra's commercial areas are not undermined by inappropriate developments, while permanent controls are implemented.

How does the Amendment address any environmental, social and economic effects?

The Amendment is consistent with the overarching goal in the planning scheme to:

> *Integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.*

The Amendment will have positive social and economic benefits through the facilitation of well-designed buildings accommodating housing above commercial activity situated in an activity centre (neighbourhood) that is well served by public transport and services.

Does the Amendment address relevant bushfire risk?

The amendment does not address bushfire risk, as the land subject to the amendment is not:

- Subject to a Bushfire Management Overlay;
- Within a designated bushfire prone area;
- Proposed to be used or developed in a way that may create a bushfire hazard.

Does the Amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The Amendment complies with Ministerial Direction No. 9 in addressing and responding to the metropolitan planning strategy, *Plan Melbourne 2017-2050*.

Amendment C272yara is consistent with the following Directions contained in *Plan Melbourne 2017-2050*:

> **Direction 1.1 - Create a city structure that strengthens Melbourne's competitiveness for jobs and investment**, which seeks to strengthen the competitiveness of Melbourne's employment land. The Amendment provides appropriate policy direction for the planning and development of the Activity Centre to ensure that the activity centre continues to meet community needs.
>
> **Direction 5.1 - Create a city of 20-minute neighbourhoods** which aims to cluster new housing in activity centres and other places that offer good access to jobs, services and public transport and includes policy for local governments to prepare structure plans for activity centres to accommodate growth. The amendment will facilitate renewal of the Major Activity Centre which will improve local employment, housing and commercial opportunities.

The Amendment complies with the Direction on the form and content of planning schemes.

How does the Amendment support or implement the Planning Policy Framework and any adopted State policy?

The Amendment supports and implements State Planning Policy in responding to the following clauses:

Clause 11 - Settlement

- **Clause 11.02-1S Supply of Urban Land** – To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.
- **Clause 11.02-2S Structure Planning -** To facilitate the orderly development of urban areas.
- **Clause 11.03-1S Activity Centres -** To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.

Clause 13 – Environmental risks and amenity

- **Clause 13.01-1S Natural Hazards and Climate Change -** To minimise the impacts of natural hazards and adapt to the impacts of climate change through risk-based planning.
- **Clause 13.04-1S Contaminated and Potentially Contaminated Land -** To ensure that potentially contaminated land is suitable for its intended future use and development, and that contaminated land is used safely.

- **Clause 13.05-1S Noise Abatement -** To assist the control of noise effects on sensitive land uses.

Clause 15.01 – Built environment

- **Clause 15.01-1S Urban Design -** To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.
- **Clause 15.01-1R Urban Design – Metropolitan Melbourne** - To create a distinctive and liveable city with quality design and amenity
- **Clause 15.01-2S Building Design -** To achieve building design outcomes that contribute positively to the local context and enhance the public realm.
- **Clause 15.01-4S Healthy Neighbourhood -** To achieve neighbourhoods that foster healthy and active living and community wellbeing.
- **Clause 15.01-4R Healthy Neighbourhood – Metropolitan Melbourne -** Create a city of 20 minute neighbourhoods that give people the ability to meet most of their everyday needs within a 20 minute walk, cycle or local public transport trip from their home.
- **Clause 15.01-5S Neighbourhood Character -** To recognise, support and protect neighbourhood character, cultural identity, and sense of place.

Clause 15.02 – Sustainable development

- **Clause 15.02-1S Energy and Resource Efficiency -** To encourage land use and development that is energy and resource efficient, supports a cooler environment and minimises greenhouse gas emissions.

Clause 15.03 - Heritage

- **Clause 15.03-1S Heritage Conservation -** To ensure the conservation of places of heritage significance.

Clause 16.01 – Residential Development

- **Clause 16.01-1S Integrated Housing** – To promote a housing market that meets community needs.
- **Clause 16.01-2S Location of Residential Development -** To locate new housing in designated locations that offer good access to jobs, services and transport.
- **Clause 16.01-3S Housing Diversity -** To provide for a range of housing types to meet diverse needs.
- **Clause 16.01-3R Housing Diversity – Metropolitan Melbourne –** Create mixed-use neighbourhoods at varying densities that offer more choice in housing.
- **Clause 16.01-4S Housing Affordability -** To deliver more affordable housing closer to jobs, transport and services.

Clause 17.01 Employment

- **Clause 17.01-1S Diversified Economy -** To strengthen and diversify the economy.
- **Clause 17.01-1R Diversified Economy – Metropolitan Melbourne -** Plan for the redevelopment of Major Urban-Renewal Precincts in and around the Central City to deliver high-quality, distinct and diverse neighbourhoods offering a mix of uses.

Clause 17.02 Commercial

- **Clause 17.02-1S Business** - To encourage development that meets the community's needs for retail, entertainment, office and other commercial services.
- **Clause 17.02-2S Out-of-centre development -** To manage out-of-centre development.

Clause 17.03 Industry

- **Clause 17.03-1S Industrial Land Supply** - To ensure availability of land for industry.
- **Clause 17.03-2S Industrial Development Siting -** To facilitate the sustainable development and operation of industry.
- **Clause 17.03-3S State Significant Industrial Land -** To protect industrial land of state significance.

Clause 18 - Transport

- **Clause 18.01-2S Transport System -** To coordinate development of all transport modes to provide a comprehensive transport system.
- **Clause 18.02-1S Sustainable Personal Transport -** To promote the use of sustainable personal transport.
- **Clause 18.02-1R Sustainable Personal Transport – Metropolitan Melbourne -** Improve local travel options for walking and cycling to support 20 minute neighbourhoods.
- **Clause 18.02-2S Public Transport -** To facilitate greater use of public transport and promote increased development close to high-quality public transport routes.

- **Clause 18.02-2R Principal Public Transport Network –** Facilitate high-quality public transport access to job-rich areas.

Clause 19.02 – Community infrastructure

- **Clause 19.02-4S Social and Cultural Infrastructure** - To provide fairer distribution of and access to, social and cultural infrastructure.
- **Clause 19.02-6S Open Space -** To establish, manage and improve a diverse and integrated network of public open space that meets the needs of the community.
- **Clause 19.02-6S Open Space – Metropolitan Melbourne -** To strengthen the integrated metropolitan open space network.

The amendment also supports the Plan Melbourne Policy 2.1.4, 'Provide certainty about the scale of growth in the suburbs', by providing interim built form provisions to provide greater certainty while permanent provisions undergo the full planning scheme amendment process.

How does the Amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

The Amendment is consistent with and facilitates the following Clauses of the Local Planning Policy Framework:

Clause 21.04-1 - Accommodation and Housing

- Objective 1 - To accommodate forecast increases in population.
- Strategy 1.2 Direct higher density residential development to Strategic Redevelopment Sites identified at clause 21.08 and other sites identified through any structure plans or urban design frameworks.

Clause 21.04-2 - Activity centres

- Objective 4 - To maintain a balance between local convenience and regional retail roles in Yarra's activity centres.
  - Strategy 4.1 Increase the range of retail, personal and business services, community facilities, and recreation activities, within individual centres.
  - Strategy 4.3 Support the role of all activity centres, including Neighbourhood Activity Centres, in providing local day-to-day needs of residents of all abilities.
- Objective 5 - To maintain the long term viability of activity centres.
  - Strategy 5.2 Support land use change and development that contributes to the adaptation, redevelopment and economic growth of existing activity centres.
  - Strategy 5.3 Discourage uses at street level in activity centres which create dead frontages during the day.
  - Strategy 5.4 Permit residential development that does not compromise the business function of activity centres.
- Objective 7 - To encourage the arts and arts venues.
  - Strategy 7.1 Support a diversity of arts uses such as live music venues, performance spaces, galleries and artist studios in appropriate and accessible locations.

Clause 21.04-3 – Industry, Office and Commercial

- Objective 8 - To increase the number and diversity of local employment opportunities.
  - Strategy 8.3 Encourage residential and business land use within the Mixed Use Zone to locate on the same site.
  - Strategy 8.5 Support opportunities for new uses on isolated industrial sites provided they reflect the predominant surrounding uses.

Clause 21.05-1 - Heritage

- Objective 14 - To protect and enhance Yarra's heritage places.
  - Strategy 14.1 Conserve, protect and enhance identified sites and areas of heritage significance including pre-settlement ecological heritage.
  - Strategy 14.2 Support the restoration of heritage places.
  - Strategy 14.3 Protect the heritage skyline of heritage precincts.
  - Strategy 14.6 Protect buildings, streetscapes and precincts of heritage significance from the visual intrusion of built form both within places and from adjoining areas.

Clause 21.05-2 - Urban design

- Objective 16 - To reinforce the existing urban framework of Yarra.

- Strategy 16.2 Maintain and strengthen the preferred character of each Built Form Character Type within Yarra.
- Objective 19 - To create an inner city environment with landscaped beauty.
- Strategy 19.1 Require well resolved landscape plans for all new development.
- Strategy 19.2 Encourage opportunities for planting suitable trees and landscape areas in new development.
- Objective 20 - To ensure that new development contributes positively to Yarra's urban fabric.
- Strategy 20.1 Ensure development is designed having particular regard to its urban context and specifically designed following a thorough analysis of the site, the neighbouring properties and its environs.
- Objective 21 - To enhance the built form character of Yarra's activity centres.
- Strategy 21.1 Require development within Yarra's activity centres to respect and not dominate existing built form.
- Strategy 21.2 Require new development within an activity centre to consider the context of the whole centre recognising that activity centres may consist of sub-precincts, each of which may have a different land use and built form character.
- Strategy 21.3 Support new development that contributes to the consolidation and viability of existing activity centres.

Does the Amendment make proper use of the Victoria Planning Provisions?

The Amendment makes suitable use of the Victoria Planning Provisions (VPP) through the selection of appropriate tools to achieve guidance for future land use and development outcomes for the precinct.

The amendment also addresses the requirements of Planning Practice Note 29: Ministerial Powers of intervention in Planning and Heritage matters, November 2004. The Practice Note states that the Minister would intervene where the matter will be the introduction of an interim provision or requirement and substantially the same provision or requirement is also subject to a separate process of review (such as the introduction of permanent controls in a planning scheme).

How does the Amendment address the views of any relevant agency?

Council sought the views of the Department of Environment, Land, Water and Planning (DELWP) in the drafting the amendment documents which informs the Amendment.

Further views of relevant agencies will be sought during exhibition of the Amendment for permanent controls following the anticipated resolution from Council in February 2020.

Does the Amendment address relevant requirements of the Transport Integration Act 2010?

The Amendment is consistent with the requirements of the *Transport Integration Act 2010* and will facilitate development outcomes that promote the principles of transit oriented development.

Particular consideration has been given to ensuring that vehicular movements do not impact on the Principal Public Transport Network.

Resource and administrative costs

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The Amendment will have some impact on the general operation of Council's statutory planning department as it will facilitate some new forms of development and land use.

The application of planning controls is considered to provide a more consistent assessment of planning permit applications. This is considered to ultimately reduce costs by providing more certainty.

Where you may inspect this Amendment

The Amendment is available for public inspection, free of charge, during office hours at the following places:

Planning Counter Richmond Town Hall 333 Bridge Road Richmond VIC 3121	Information Counter Collingwood Town Hall 140 Hoddle Street Abbotsford VIC 3067

Yarra City Council web-site - Amendment C272yara: www.yarracity.vic.gov.au/amendment

The Amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.planning.vic.gov.au/public-inspection.

Planning and Environment Act 1987

YARRA PLANNING SCHEME

AMENDMENT C272

INSTRUCTION SHEET

The planning authority for this amendment is the Yarra City Council.

The Yarra Planning Scheme is amended as follows:

Planning Scheme Maps

The Planning Scheme Maps are amended by a total of 5 attached maps sheets.

Overlay Maps

1. Amend Planning Scheme Map Nos. 3DDO, 4DDO, 3HO, 4HO in the manner shown on the 5 attached maps marked "Yarra Planning Scheme, Amendment C272".

Planning Scheme Ordinance

The Planning Scheme Ordinance is amended as follows:

2. In **Overlays** – Clause 43.01, replace the Schedule with a new Schedule in the form of the attached document.

3. In **Overlays** – Clause 43.02, insert a new Schedule 18 in the form of the attached document.

4. In **Operational Provisions** – Clause 72.04, replace the Schedule with a new Schedule in the form of the attached document.

End of document

Design and Development Overlay Schedule 18 - Heidelberg Road Precincts

1 Objectives

- To ensure development supports:
  - A new mid-rise contemporary character providing a mix of building heights and forms with building separation providing internal amenity, a prominent street wall on Heidelberg Road and a transition in building scale towards the adjacent parklands in Precinct 1;
  - an emerging low-rise commercial character with development set behind a landscape strip with a prominent street wall and recessive upper levels along Heidelberg Road in Precinct 2;
  - a new contemporary mid-rise development that addresses the street prominent corner with perimeter landscape setbacks and building heights that transition in scale and street wall height towards Coate Avenue and adjoining residential properties in Precinct 3A;
  - a new low-rise character with a mix of retained heritage and new street wall heights along Heidelberg Road and a landscape setback between Yarralea Street and Como Street in Precinct 3B.
- To ensure development improves the landscape quality, openness and pedestrian amenity along Heidelberg Road providing passive surveillance and activated, pedestrian-oriented façades.
- To ensure development responds to heritage fabric through recessive upper level development, a transition in scale from taller building forms towards the interface with heritage buildings, and retains the prominence and key view lines to the former 'Porta' chimney and heritage factory at 224-256 Heidelberg Road, Fairfield.
- To ensure development responds to sensitive interfaces by ensuring the overall scale and form of new development provides a suitable transition to low scale residential areas and protects these properties from an unreasonable loss of amenity through visual bulk, overlooking and overshadowing.

2 Buildings and works

A permit is required to construct a building or construct or carry out works, except for:

- rear ground floor extensions no higher than 4 metres above ground level
- an alteration to an existing building façade provided:
  - the alteration does not include the installation of an external roller shutter
  - in a C1Z, at least 80 per cent of the building facade at ground floor level is maintained as an entry or window with clear glazing
- construction of an awning to an existing building that projects over a road, if it is authorised by the relevant public land manager

2.1 Definitions

Heritage building means any building subject to a Heritage Overlay, on the Victorian Heritage Register or any building graded as either Contributory or Individually Significant.

Laneway means a road reserve of a public road 9 metres or less wide.

Parapet does not include features such as brackets, pediments, urns, finials or other decorative elements.

Public realm means all streets and spaces open to the public but does not include laneways.

Street wall means the facade of a building at the street boundary, or if the existing heritage building is set back from the street boundary, the front of the existing building.

Street wall height means the height of the street wall measured by the vertical distance between the footpath at the centre of the frontage and the highest point of the building, parapet, balustrade or eaves at the street edge; or in the case of a heritage building, if it is set back from the street from the centre of the building frontage to the highest point of the building, parapet, balustrade or eaves.

Upper level means development above the height of the street wall.

Upper level setback means the setback of the upper level measured from the street wall of the building.

2.2 General Requirements

A permit cannot be granted under this Design and Development Overlay to vary a requirement expressed with the term 'must'.

The requirements below apply to an application to construct a building or construct or carry out works.

2.3 Street Wall Height and Boundary Set Back Requirements

Street wall heights must not exceed the heights specified in Maps 2, 3A and 3B (Precincts 2, 3A and 3B).

Street wall heights should not exceed the heights specified in Map 1 (Precinct 1).

Towards Heidelberg Road, development is to achieve the primary and secondary street setbacks, including side boundary walls, to provide better separation with Heidelberg Road and space for circulation and canopy landscaping:

Table 1: Primary and Secondary Street Setbacks

Precinct	Must	Should
Precinct 1	3 metres to Heidelberg Road (except for heritage buildings) 3 metres to Yarra Bend Road	
Precinct 2		3 metres to Heidelberg Road 3 metres to Park Crescent

Precinct 3A	3 metres to Heidelberg Road and Chandler Highway 4.5 metres to Coate Avenue	
Precinct 3B		3 metres to Heidelberg Road where between Parkview Road and Park Avenue No front setback between Park Avenue and Yarralea Street

Infill development should match the frontage street wall height of an adjoining heritage property for a minimum of 6 metres along the front boundary.

The street wall on corner buildings should continue the main frontage street wall height for a minimum of 8 metres to the side street, with a transition in height to match the rear interface where required.

Development should retain the visual prominence of:

- the heritage street wall in the vistas along the street
- heritage fabric of the return facades of heritage buildings on corner sites.

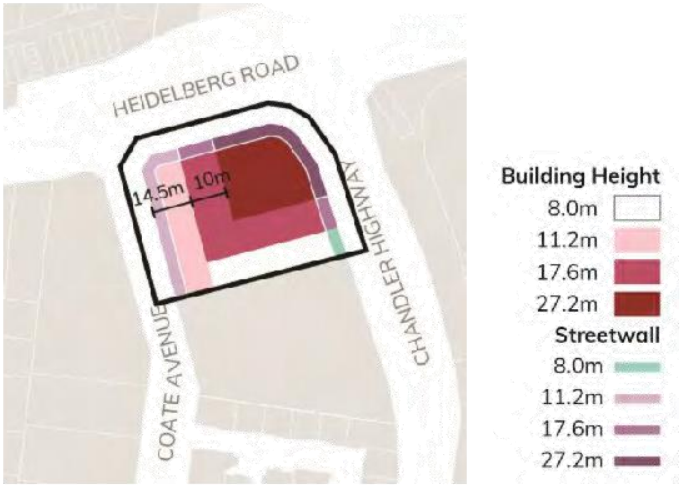
Map 1: Precinct 1



Map 2: Precinct 2



Map 3A: Precinct 3A



Map 3B: Precinct 3B



2.4 Upper Level Front and Side Set Back Requirements

Upper level setbacks above the Heidelberg Road, Yarra Bend Road, Park Crescent and Chandler Highway and Coate Avenue street wall, as applicable:

- must be a minimum of 6 metres in Precincts 1, 2 and 3B;
- must be a minimum of 10 metres from Coate Avenue and should be an additional minimum of 10 metres above the secondary step in Precinct 3A;
- should be a minimum of 6 metres from Heidelberg Road and Chandler Highway in Precinct 3A.

Upper level setbacks behind a side street wall should be a minimum of 3 metres.

Upper levels should:

- be visually recessive from main frontages and side streets to and minimise upper level bulk

- contain upper level setbacks above the street wall within a maximum of two steps (including the setback from the street wall below) to avoid repetitive steps in the built form

For heritage buildings, upper level setbacks behind the street wall in excess of the minimum upper level setback should be provided where:

- it would facilitate the retention of a roof form and/or chimneys that are visible from the public realm, or a roof or any feature that the relevant statement of significance identifies as contributing to the significance of the heritage building or streetscape
- it would maintain the perception of the three-dimensional form and depth of the building
- a lesser setback would detract from the character of the streetscape when viewed directly or obliquely along the street.

2.5 Overall Building Height Requirements

Development must not be higher than shown on Maps 1, 2, 3A and 3B.

Architectural features may exceed the building height.

Service equipment/structures including unenclosed pergolas for communal areas, shading devices, plant rooms, lift overruns, stair wells, structures associated with pedestrian access, green roof areas and other such equipment may exceed the height provided that:

- the equipment/structures do not cause additional overshadowing of secluded private open space to residential land, opposite footpaths, kerb outstands etc.; and
- the equipment/structures are no higher than 3.6 metres above the preferred maximum height; and
- occupy less than 50 per cent of the roof area.

2.6 Interface and Rear Setback Requirements

Development should not exceed a maximum boundary wall height of 8 metres towards a residential property that is outside of this schedule.

Upper levels above a rear boundary wall must be set back from the rear boundary and be contained within a 45 degree setback envelope. The envelope's angle is to be measured perpendicular to the adjoining residential site's boundary, taken from the centre of the boundary.

Upper level setbacks above the boundary wall should be contained within a maximum of two steps (including the setback above the boundary wall below as one step) or be contained within a sloped façade to avoid repetitive stepping of individual levels.

Development should respond to existing secluded private open spaces by setting back at upper levels to create a sense of separation, minimise overshadowing and reduce building bulk.

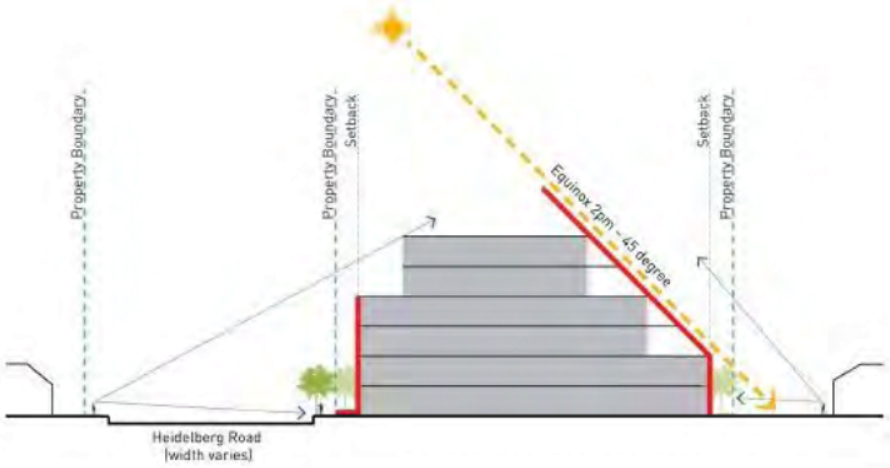
Development should not visually dominate adjoining residential sites outside of the overlay.

Development must provide minimum ground floor setbacks to the rear boundary as follows:

- Precinct 1: a minimum of 3 metres towards parkland;
- Precinct 3A: a minimum of 4.5 metres;

- All other areas: a minimum of 3 metres if the dwelling on the adjacent residential property is located less than 15 metres from the property boundary.

Figure 1: Indicative Cross Section and Measurements



2.7 Overshadowing and Daylight Access

Development should meet the objective of Clause 55.04-5 Overshadowing for residential land outside of this overlay.

Development should not overshadow:

- the opposite footpath of a side street, measured as 3.0 metres from the relevant property boundary frontage, between 10 am and 2 pm at 22nd September; and
- any opposite kerb outstands, seating and/or planting areas (as applicable), between 10am and 2pm at 22 September.

2.8 Building Separation Requirements

Where development shares a common boundary within the overlay, upper level development should:

- be set back a minimum of 4.5m from the common side boundary, where a habitable window or balcony is proposed and/or exists;
- be set back a minimum of 3.0m from the common side boundary where a commercial or non-habitable window is proposed and/or exists.

Where the common boundary is a laneway, the setback is measured from the centre of the laneway.

Where development consists of multiple buildings and/or separate upper levels, upper level development should:

- be set back a minimum of 9m from each other, where a habitable window or balcony is proposed

- be set back a minimum of 6m from each other where a commercial or non-habitable window is proposed.

2.9 Building Layout Requirements

Internal layout of commercial and residential units should show how they can be adapted over time, including demonstrating how commercial and residential units can be combined or divided without major structural remedial works.

Ground floor levels in the Commercial 1 Zone should be designed with floor to floor heights of 4 metres minimum to accommodate commercial activity.

2.10 Façade Design Requirements

Development in the Commercial 1 Zone should achieve fine-grain commercial façade designs at ground floor.

Development towards streets other than Heidelberg Road should achieve active frontage design at ground level to create a pedestrian-oriented environment and passive surveillance towards the public realm.

Façades design should:

- create a suitable ratio of solid and void elements;
- create visual interest through the arrangement of fenestration, balconies and the application of architectural features such as external shading devices, window sills etc.;
- avoid overly busy facades that rely on a multitude of materials and colours;
- maintain existing openings and the inter-floor height of a heritage building and avoid new floor plates and walls cutting through historic openings;
- avoid highly reflective glazing in openings of heritage buildings;
- encourage the retention of solid built form behind retained heritage facades and avoid balconies behind existing openings;
- be simple and not compete with the more elaborate detailing of the heritage building(s) on the subject site or an adjoining site;
- avoid large expanses of glazing with a horizontal emphasis, except to ground floor shopfronts and former industrial buildings;
- ensure projections such as balconies, building services, architectural features (other than shading devices, mouldings etc.) do not intrude into a setback and not dominate the façade.

Building services and service cabinets should be located away from the primary street frontage and should be designed and located so they complement the street frontage and character and appearance of the building.

Development should avoid blank walls, including on side street frontages.

Blank side walls in a mid-block location which are visible permanently or temporarily from adjoining residential sites and/or the public realm should be designed to provide visual interest to passing pedestrians through colour, texture or finishes.

2.11 Front Setback Design Requirements

Front setbacks should be designed to create a sense of openness and clear line of sight at pedestrian level between the public footpath and street wall.

Front setback design should include:

- unobstructed access by avoiding steps, fences and narrow spaces between planting areas
- provision of canopy trees
- creating a subtle distinction towards the public realm, including but not limited to different paving material, pattern and/or placement of planting.

2.12 Precinct Requirements

Precinct 1

Development should be separated into multiple buildings and provide a more fine grain subdivision pattern.

Buildings should achieve a character that resembles a mix of old industrial and new commercial towards Heidelberg Road and fine-grain residential development that is sensitive to the surrounding parklands.

Development should create a sense of openness around the heritage factory building and chimney by gradually stepping down towards the factory and creating a strong separation from the chimney.

Development should achieve open viewlines to the chimney from the parkland to the south, opposite footpath on Yarra Bend Road and the corner of Jeffrey Street and Heidelberg Road, as shown on Map 1.

Development should consider the adaptive re-use of the heritage buildings and/or integrate them with any new buildings on the site.

Development should provide a connection between Heidelberg Road and the parkland to the south, located east of the building affected by Heritage Overlay 421, to create a physical and visual connection.

Development should provide for a communal space next to the building affected by Heritage Overlay 421.

Development should provide for canopy trees throughout the site to create a stronger connection with the surrounding parklands, provide for shade and to help reduce the heat island effect.

Development should utilise natural materials and colours to minimise the dominance of its bulk and blend in with the surrounding parklands.

Precinct 2

Development along Heidelberg Road should achieve a commercial façade.

Development along Heidelberg Road should create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Development with dual frontages to Heidelberg Road and Park Crescent should create a street wall behind a front setback towards Park Crescent to not dominate the low, residential character of Park Crescent.

Precinct 3A

Development along Heidelberg Road and Chandler Highway achieve a modern commercial building façade and the lower levels.

Development along Heidelberg Road and Chandler Highway should create a pedestrian-oriented environment at lower levels to improve pedestrian amenity, safety and the vibrancy of the area.

Towards Coate Avenue, development should achieve a fine-grain, lower residential character to blend in with the character of the street.

Development should achieve a sense of openness by providing strong separation of upper levels from Coate Avenue and residential properties to the rear.

Front setbacks should be designed and landscaped to include canopy trees and blend in with the residential character of the street.

Precinct 3B

Buildings should achieve a fine-grain, retail character along Heidelberg Road that includes a stall riser, pilasters, a verandah or canopy (where applicable) and clerestory window above the verandah or canopy.

Development along Heidelberg Road should provide active frontages to improve pedestrian amenity, safety and the vibrancy of the area.

Front setbacks east of Yarralea Street should be designed to include canopy trees and soft landscaping to create a more pedestrian-friendly environment and avoid the dominance of car parking areas.

2.12 Access, parking and loading areas requirements

Pedestrian access to buildings should be achieved via streets and avoid primary access from laneways.

Ensure pedestrian entrances are clearly visible, secure and have an identifiable sense of address.

Residential and commercial pedestrian entrances should be distinguishable from each other.

The common pedestrian areas of new buildings should be designed with legible and convenient access, with hallway and lobby areas of a size that reflects the quantity of apartments serviced and which can be naturally lit and ventilated.

Car parking should be located within a basement or concealed from the public realm.

Resident and staff bicycle parking should be located and designed to be secure and conveniently accessible from the street and associated uses.

Vehicle ingress and egress into development, including loading facilities and building servicing, should be designed to ensure a high quality pedestrian amenity and limit potential conflict between vehicle movements and pedestrian activity.

Development should not provide new vehicular access from Heidelberg Road.

Development with redundant vehicle access points should reinstate the kerb, line-marked parking bays, and relocate any parking signs.

3.0 Subdivision

None specified.

4.0 Advertising

None specified.

5.0 Application Requirements

The following application requirements apply to an application for a permit under Clause 43.02, in addition to those specified elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A site analysis and urban design context report which demonstrates how the proposal achieves the Design Objectives and requirements of this schedule.
- For development proposals for buildings over 20 metres in height should be accompanied by a wind study analysis to assess the impact of wind on the safety and comfort of the pedestrian environment on footpaths and other public spaces while walking, sitting and standing.
- A Traffic Engineering Report prepared by a suitably qualified traffic engineer that demonstrates how the development:
    - minimises impacts on the level of service, safety and amenity of the arterial road network (including tram services);
    - reduces car dependence and promotes sustainable transport modes; and
    - which includes an assessment of the cumulative impacts of traffic and parking in the Precinct including an assessment of the ongoing functionality of laneway/s, where applicable.
- A Landscape Plan, where relevant.

6.0 Decision Guidelines

The following decision guidelines apply to an application for a permit under Clause 43.02, in addition to those specified in Clause 43.02 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- Whether the requirements in Clauses 2.2 to 2.12 are met.
- Whether the design of the streetscape interface makes a positive contribution to an active, pedestrian-oriented street environment and/or public realm.
- Whether the design of development fronting Heidelberg Road achieves precinct character and façade design as per Clause 2.10., 2.11 and 2.12.
- Whether development retains the prominence of the heritage street wall in the vistas along the primary street frontage.
- Whether heritage buildings on street corners retain their prominence when viewed from the opposite side of the primary and secondary street.
- Whether heritage buildings retain their three-dimensional form as viewed from the public realm, including the opposite side of the street.
- Whether upper level development above the heritage street wall is visually recessive and does not dominate or visually overwhelm the heritage buildings.
- Whether a strong sense of separation between upper levels and street walls is achieved when viewed from the opposite side of the street.
- Whether the development delivers design excellence, including but not limited to building siting, scale, massing, articulation and materials.
- Whether upper side and rear setbacks are sufficient to limit the impact on the amenity of existing dwellings.
- The shadowing impacts of the development on opposite footpaths and public spaces are minimised.
- Whether proposed roof decks are set back from lower levels and are recessive in appearance.
- Whether the development mitigates negative wind effects.
- The cumulative impact of development on traffic and parking in the nearby area, including on the functionality of laneways.
- Whether the layout and appearance of areas set aside for vehicular access, loading and unloading and the location of any proposed car parking is practicable, safe and supports a pedestrian-oriented design outcome.

Expiry

The requirements of this schedule cease to have effect after 2 years post-gazettal *(Note: Minister to insert date)*

Reference Documents

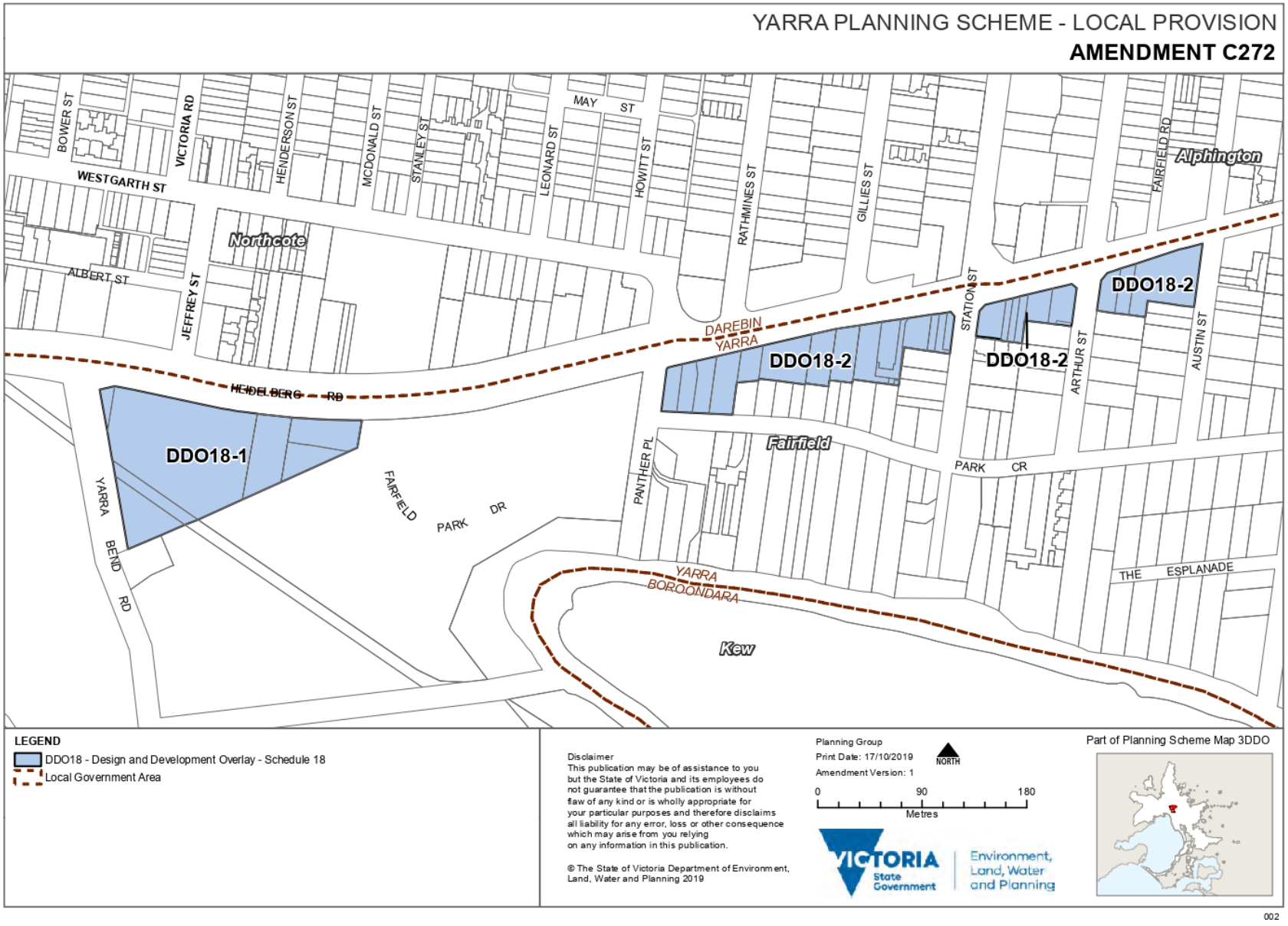
Heidelberg Road Corridor Local Area Plan, 2019

Heidelberg Road Heritage Review (Stage 1), 2019

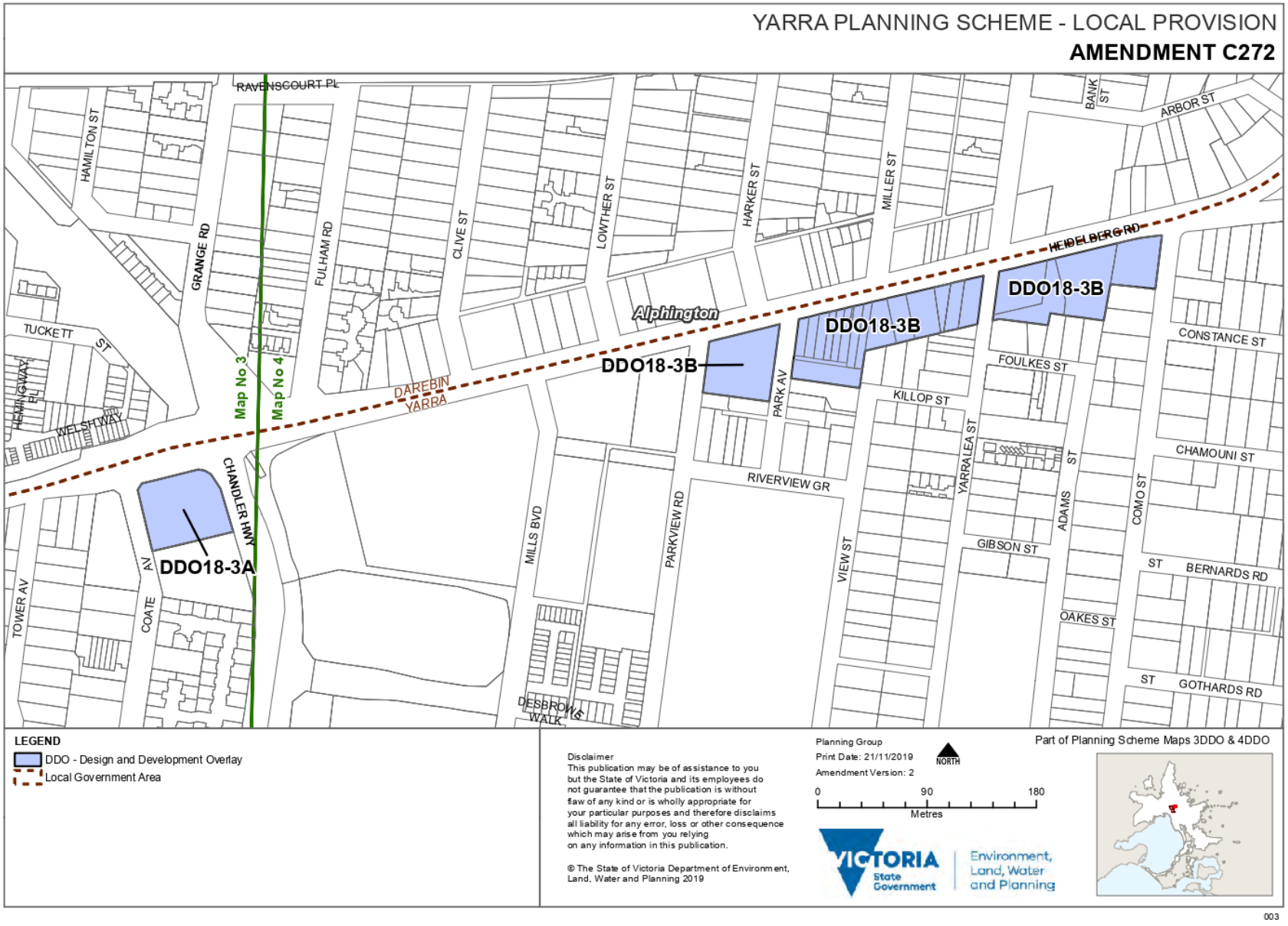
Heidelberg Road Heritage Review (Stage 2), 2019

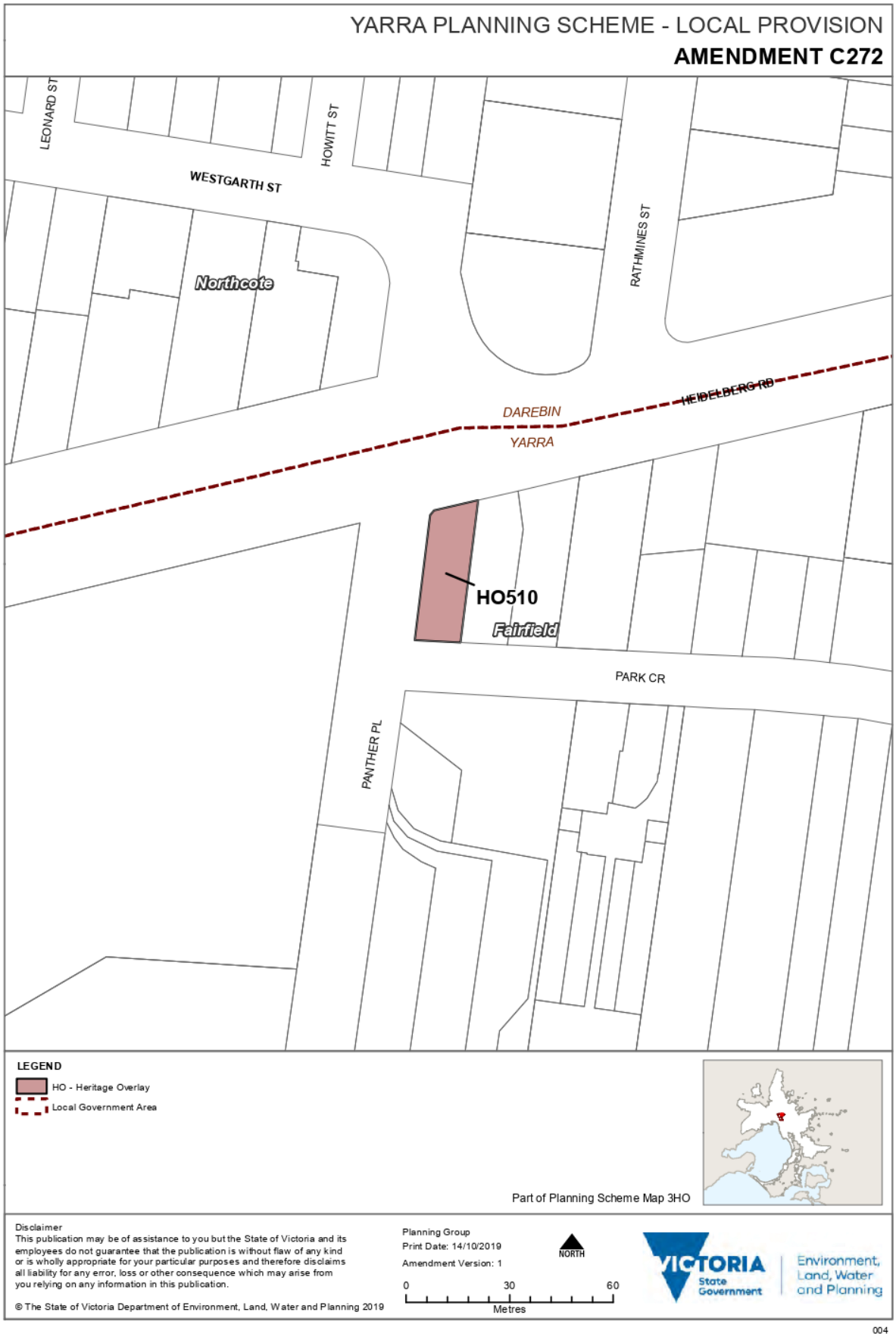
Part 2: Heidelberg Road Built Form Framework – Design Strategy and Recommendations, 2019

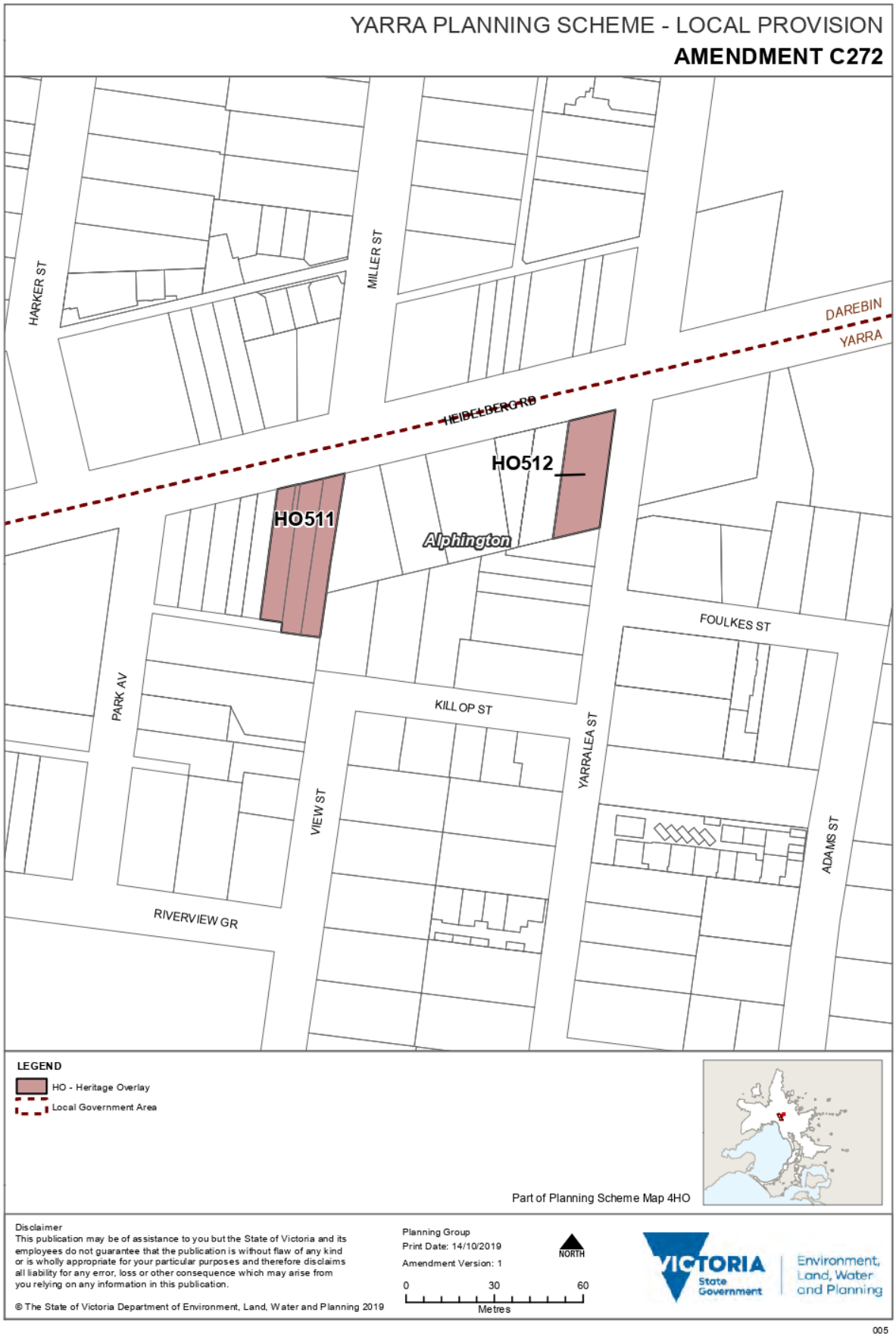
Attachment 10 - Attachment 10 - Yarra C272 Amendment Documents



Attachment 10 - Attachment 10 - Yarra C272 Amendment Documents




YARRA PLANNING SCHEME - LOCAL PROVISION
AMENDMENT C272
LEONARD ST
HOWITT ST
WESTGARTH ST
RATHMINES ST
Northcote
DAREBIN
YARRA
HEIDELBERG RD
HO510
Fairfield
PARK CR
PANTHER PL
LEGEND
HO - Heritage Overlay
Local Government Area
Part of Planning Scheme Map 3HO
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Amendment Version: 1
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State Government
Environment, Land, Water and Planning
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YARRA PLANNING SCHEME - LOCAL PROVISION
AMENDMENT C272
HARKER ST
MILLER ST
DAREBIN
YARRA
HEIDELBERG RD
HO512
HO511
Alphington
FOULKES ST
PARK AV
KILL OP ST
YARRALEA ST
VIEW ST
ADAMS ST
RIVERVIEW GR
LEGEND
HO - Heritage Overlay
Local Government Area
Part of Planning Scheme Map 4HO
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YARRA PLANNING SCHEME

House (Valeema) & Service Centre Statement of Significance

Heritage Place:	358 Heidelberg Road, Fairfield	**PS ref no:**	HO510



Figure 1: 358 Heidelberg Road, Fairfield

What is significant?

The two storey house *(Valeema)* constructed in 1955 (main part/east wing) and circa 1980 (addition/west wing), and the single storey service centre constructed also in 1955, at 358 Heidelberg Road, Fairfield.

Significant aspects of the two storey house include the form of the building, gable roofs (including original glazed tiles), brick walls, steel-framed windows and minimal window to wall ratio. The 'Valeema' name plate and light fittings on the entry porch are contributory elements.

As the brick walls of the building have a bagged/painted finish, it is appropriate to have paint controls so that future colour schemes and finishes are complementary.

Significant aspects of the single storey service centre building include the original parapet, brick walls including the small projection at the north-east corner (with the original street number '358'), original openings, including concrete lintel to the north elevation, glazed timber door and steel-framed windows on the west elevation, and roof-mounted 'Bridgestone' and 'tires' signage. The bowser platforms to the front of the site are contributory elements. The lightweight canopy to the west side is not significant.

How is it significant?

The House *(Valeema)* and Service Centre at 358 Heidelberg Road, Fairfield are of local historical and aesthetic significance to the City of Yarra.

Why is it significant?

The House *(Valeema)* and Service Centre at 358 Heidelberg Road, Fairfield are of historical significance to the City of Yarra as a long-standing combined commercial and residential site from the late 19th century onwards, that represents a key phase of development during the Post-WWII period. The combined function of house and tyre service centre was established on the site in 1953, operating from two Victorian period buildings on the northern part of the site. During 1955, the whole site was extensively redeveloped whilst retaining the dual function of house and service centre though in two distinct buildings. (Criterion A)

The House *(Valeema)* and Service Centre are aesthetically significant as an unusual and intact combination of house and service centre that are expressed as two distinct entities and designed in the Postwar period. The design of the house and service centre reflect the Modernist aesthetic and consist of bold yet restrained forms that are enhanced by the prominent corner site. The low-pitched gable roof of the house is indicative of the Melbourne Regional Modernist style, which is uncommon in the municipality. (Criterion E)

Primary source

Heidelberg Road Heritage Review (stage 2) 2019 – recommendations & citation for proposed heritage overlays

YARRA PLANNING SCHEME

The Post Office and the group of shops on Heidelberg Road Statement of Significance

Heritage Place:	730-734 (including 730A) Heidelberg Road, Alphington	**PS ref no:**	HO511



Figure 1: The Post Office, 730 Heidelberg Road, Alphington



Figure 2: 730A (right), 732 (Centre) and 734 (left) Heidelberg Road, Alphington

What is significant?

The group of three Interwar period shops at 730-734 Heidelberg Road, Alphington, constructed circa 1922.

Significant aspects of the shops include the brick walls and parapets (now painted), hipped roof forms (largely concealed), street canopies including original soffit linings, the configuration of the shopfronts, shopfront joinery and finishes, tiled mouldings to the west end of no. 732, the recessed entrance of no. 730 including floor tiles, mouldings, pressed metal ceiling and toplights with textured glass. In addition, the original side access to no. 730 (now 730A) as it extends to the depth of the front hipped roof of no. 732, where the intact (unpainted) return walls remain visible.

How is it significant?

The group of three shops at 730-734 Heidelberg Road, Alphington are of local historical and aesthetic significance to the City of Yarra.

Why is it significant?

The group of three shops at 730-734 Heidelberg Road, Alphington are of historical significance to the City of Yarra as one of the few remnant intact buildings that denote the Interwar period phase of development in this part of Heidelberg Road area (Alphington Village) during the early 1920s, when building activity increased, including much redevelopment, and the area's commercial function was consolidated. Whilst no. 734 was not purpose built as a post office, it has functioned as such for about half a century. (Criterion A)
The group of three shops are aesthetically significant as an intact group of single-storey, brick Interwar period commercial buildings. Whilst modest in scale, they retain their original parapets and unusually their original shopfronts, two of which were manufactured by Duff (nos 732-734), with the other (no. 730) being notable for intact canopy, the copper finish to its framing and green tiles to the stallboard. (Criterion E)

Primary source

Heidelberg Road Heritage Review (stage 2) 2019 – recommendations & citation for proposed heritage overlays

YARRA PLANNING SCHEME

Cooper Knitting Factory (former) Statement of Significance

Heritage Place:	760-764 Heidelberg Road, Alphington	**PS ref no:**	HO512



Figure 1: 760-764 Heidelberg Road, Alphington

What is significant?

The single storey brick building at 760-764 Heidelberg Road, Alphington, constructed 1922, with additions made during the late 1930s and early 1940s.

Significant aspects include the Heidelberg Road and Yarralea Street facades including brick parapet, visible gable roof sections (primarily to the east side), chamfered corner entrance, concrete lintels, pattern of openings and shopfronts, canopy, and remnant wall moulding (west end of north elevation).

How is it significant?

The single storey building at 760-764 Heidelberg Road, Alphington – the former A. Cooper Knitting factory - is of local historical and aesthetic significance to the City of Yarra.

Why is it significant?

Initially constructed as three premises in 1922, the single storey building at 760-764 Heidelberg Road, Alphington was expanded and later consolidated by A. Cooper Knitting Manufacturer. It is representative of the commercial and industrial development that occurred during the Interwar period along Heidelberg Road, and in particular was one of a few knitting enterprises that were established along Heidelberg Road at this time. The rapid expansion of the building during the late 1930s and early 1940s is indicative of the important role of the local knitting industry during WWII. (Criterion A)

The single storey building is aesthetically significant as an intact example of an Interwar period building constructed on a prominent corner site. The brick building is distinguished by its parapet and projecting piers articulated with a combination of smooth and roughcast render contrasting with variations in the brickwork. The original pattern of openings, shopfront division, and canopy remains mostly intact. (Criterion E)

Primary source

Heidelberg Road Heritage Review (stage 2) 2019 – recommendations & citation for proposed heritage overlays

Attachment 10 - Attachment 10 - Yarra C272 Amendment Documents

Overlay	Address	Type	Number	Suburb	Property Type	Property No.	Heritage Status	Estimated Date
HO505	Johnston		235	Abbotsford	Shop & Residence	113035	Contributory	1885-1890
HO505	Johnston		237	Abbotsford	Shop & Residence	113040	Contributory	1885-1890
HO505	Johnston		239	Abbotsford	Shop & Residence	405430	Contributory	1885-1890
HO505	Johnston		241	Abbotsford	Railway bridge & abutments	113055	Individually Significant	1901
HO505	Johnston		246	Abbotsford	Shop & Residence	113630	Contributory	1900-1910
HO505	Johnston		248	Abbotsford	Shop & Residence	113625	Contributory	1900-1910
HO505	Johnston		250	Abbotsford	Shop & Residence	113620	Contributory	1900-1910
HO505	Johnston		252	Abbotsford	Shop & Residence	113615	Contributory	1885-1890
HO505	Johnston		254	Abbotsford	Shop & Residence	113610	Contributory	1885-1890
HO505	Johnston		256	Abbotsford	Shop & Residence	113605	Contributory	1885-1890
HO505	Johnston		258	Abbotsford	Shop & Residence	113600	Individually significant	1885-1890
HO505	Johnston		260	Abbotsford	Shop & Residence	113595	Individually significant	1885-1890
HO505	Johnston		262	Abbotsford	Shop & Residence	113590	Contributory	1885-1890
HO505	Johnston		264	Abbotsford	Shop & Residence	113585	Contributory	1885-1890
HO505	Johnston		266	Abbotsford	Shop & Residence	113580	Contributory	1885-1890
HO505	Johnston		268	Abbotsford	Shop & Residence	113575	Contributory	1885-1890
HO505	Johnston		270	Abbotsford	Shop & Residence	113570	Not contributory	1885-1890
HO505	Johnston		272	Abbotsford	Shop & Residence	113565	Contributory	1885-1890
HO505	Johnston		274	Abbotsford	Shop & Residence	113560	Contributory	1885-1890, c.1930
HO510								
HO510	Fairfield	Road	358	Heidelberg	Residence & Service Centre	329540	Individually Significant	1955, c.1980
HO511								
HO511	Alphington	Road	730	Heidelberg	Shops	359780	Individually Significant	circa 1922
HO511	Alphington	Road	730A	Heidelberg	Shops	359790	Individually Significant	circa 1922
HO511	Alphington	Road	732	Heidelberg	Shops	270910	Individually Significant	circa 1922
HO511	Alphington	Road	734	Heidelberg	Shops	270915	Individually Significant	circa 1922
HO512								
HO512	Alphington	Road	760-764	Heidelberg	Shop	352660	Individually Significant	1922, 1930s-1940s
HO518								
HO518	Cremorne	Street	85-99	Cremorne	Melbourne Wire WorksFactory & Head Office, Former	165395	Individually Significant	1930-1940
HO519								
HO519	Gordon	Street	1-3	Cremorne	Factory, Former Nuttelex	162685	Individually Significant	1915-1925
HO519	Gordon	Street	5-9	Cremorne	Factory, Former Nuttelex	162680	Individually Significant	1915-1925
HO520								
HO520	Bromham	Place	26	Richmond	Factory/Warehouse	149765	Individually Significant	1905-1920
HO521								
HO521	Risley	Street	14	Richmond	York Boot Factory,Former	149645	Individually Significant	1880-1890

11.8 Appointment of Authorised Officers - Planning and Environment Act 1987

Trim Record Number: D20/9114
Responsible Officer: Group Manager Chief Executive's Office

Purpose

1. To provide for the formal appointment of Council Officers as Authorised Officers pursuant to Section 147(4) of the *Planning and Environment Act* 1987 and Section 232 of the *Local Government Act* 1989.

Background

2. In order to undertake the duties of office, the below named staff member should be appointed as an Authorised Officer pursuant to the above referred legislation.
3. This authorisation cannot be made by the Chief Executive Officer under delegation, and must be made by resolution of Council.

Consultation

4. Not applicable.

Financial Implications

5. There are no direct financial implications arising from the appointment of an authorised officer.

Economic Implications

6. This report has no economic implications.

Sustainability Implications

7. This report has no sustainability implications.

Social Implications

8. This report has no direct social implications.

Human Rights Implications

9. This report has no Human Rights implications.

Communications with CALD Communities Implications

10. Not applicable.

Council Plan, Strategy and Policy Implications

11. This report is an example of this Council's positive action, in demonstrating its commitment to its legislative obligations.

Legal Implications

12. Appointment of Authorised Officers under the *Planning and Environment Act* 1987 requires a formal resolution of Council. Where such authorisation is proposed to be granted, provision is also made to allow the respective officer to also initiate proceedings on behalf of Council (as provided in Section 232 of the *Local Government Act* 1989).

Other Issues

13. Not applicable.

Options

14. Not applicable.

Conclusion

15. That Council formally appoint the officers listed below as Authorised Officers pursuant to Section 147 (4) of the *Planning and Environment Act* 1987 and Section 232 of the *Local Government Act* 1989. The Instruments of Appointment and Authorisation document will be signed accordingly by the Chief Executive Officer.

RECOMMENDATION

1. That Council formally appoints:

   (a) Anthony CUSMANO; and

   (b) Phillip Robert MCNEICE

   as Authorised Officers pursuant to Section 147(4) of the *Planning and Environment Act* 1987 and Section 232 of the *Local Government Act* 1989.

2. That Council directs that the Instruments of Appointment and Authorisation be signed accordingly by the Chief Executive Officer.

CONTACT OFFICER: **Rhys Thomas**
TITLE: **Senior Governance Advisor**
TEL: **9205 5302**

Attachments

There are no attachments for this report.

12.1 Notice of Motion No. 1 of 2020 - Proposal for Yarra City Council to Host the 2020 Australian Local Government Women's Association (ALGWA) Regional Conference

Reference: D20/6645
Authoriser: Group Manager Chief Executive's Office

I, Councillor Misha Coleman, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on 4 February 2020:

"That Council:

(a) note its membership of the Australian Local Government Women's Association (ALGWA) since 2008;

(b) note that 2020 is the centenary year of the election of the first woman councillor to a Victorian Local Government - Cr Mary Rogers, to the then Richmond City Council;

(c) note that in recognition of the centenary occasion, ALGWA is offering the Yarra City Council an opportunity to host the 2020 ALGWA Regional Conference;

(d) note that the ALGWA secretariat will engage an event planner so that the impost on Council staff is minimised;

(e) having regard to the significance of the centenary event to Yarra's history, determine to host the 2020 ALGWA Regional Conference in the City of Yarra and to:

(i) advise the ALGWA secretariat accordingly;

(ii) request officers to in liaison with the ALGWA Secretariat and the event planner, prepare an appropriate conference program and necessary arrangements for hosting of the conference on a cost neutral basis and including, seeking sponsorships from selected bodies;

(f) further note, the aspirations of the ALGWA secretariat to more formally and permanently recognise the centenary occasion by:

(i) establishing a memorial garden in a suitable location within the City of Yarra;

(ii) erecting a sculpture-plaque honouring Mary Rogers;

(iii) erecting an honour board at a suitable location, listing all women councillors elected to Victorian Local governments over the 100 year period; and

(iv) the installation of two more "green lady" pedestrian lights in Yarra;

(g) request officers to report back to Council on:

(i) potential locations for establishment of a memorial garden in Richmond;

(ii) the cost estimates for acquisition and installation of a bronze sculpture-plaque at the entrance to the Richmond Town Hall (refer image attached below as example of a bust plaque);

(iii) suggested options for the erection of an honour board as referenced above at a suitable location (advice is that there have been 2,000 woman councillors elected over the period); and

(iv) intersections in Langridge and Nicholls Ward which would be suitable for the installation of "green lady" pedestrian lights, with one to be placed in each of - Nicholls and Langridge Wards (replicating the one currently at the intersection of Bridge Road and Bosisto Street Richmond);

(h) in recognition of the centenary event, together with ALGWA, jointly advocate for funding support from appropriate state ministers toward, the conference and in particular:

(i) the establishment of a memorial garden in Richmond;

(ii) the acquisition and installation of a bronze sculpture-plaque as referenced;

(iii) the erection of an honour board as referenced above at a suitable prominent location; and

(iv) the installation of two more "green lady" pedestrian lights at selected crossings in Yarra; and

(i) together with ALGWA, submit a late nomination for Mary Rogers to be included on the Victorian Honour Roll in the centenary year 2020."

Background Notes

1. An informal meeting was held 22 November with representatives of ALGWA, the MAV President, Mayor Bosler, Deputy Mayor Coleman and the Group Manager CEO's Office, where at the ALGWA representatives outlined their vision for the 2020 Regional Conference being held in Yarra specifically to recognise the Centenary year of Victoria's first elected woman Councillor - Mary Rogers to the then Richmond City Council in 1920.
2. The ALGWA Secretariat provided background information concerning conduct of its last Regional Conference and Officers have communicated with the previous host Council, to gather additional background material.
3. It is intended:
   (a) that the regional conference would be run on a cost-neutral basis; and
   (b) include inviting sponsorships from selected bodies.
4. At the above meeting, the ALGWA representatives also presented their aspirations to more formally recognise the significance of the centenary event in a number of ways, including:
   (a) the establishment of a memorial garden in Richmond;
   (b) the installation of a bust plaque representation of Mary Rogers, say at the Town Hall;
   (c) the creation of an Honour Board listing the woman Councillors elected to office in Victorian municipalities during the period 1920 to 2020 (*advice received is that there have been 2,000 women elected over the period*); and
   (d) that representations are proposed to be made to State Ministers for funding support to the conference, the Memorial garden, the bust-plaque and the Honour Board.
5. Suggestions for a sculpture plaque: - It is suggested that the south wall of the Town Hall adjacent to one of the new entry ramps would be an appropriate to mount a bronze sculpture-plaque as there are pre-existing bronze plaques currently located and recognising each of - Victoria's Centenary Year, the remodelling of the Town Hall in 1934 and the Creation of the City of Yarra.

	For demonstration purposes only – an image of a Bust /Sculpture Plaque.

6. Suggestion for an honour board:

   (a) In considering the subject of an honour board, it will firstly be necessary to establish a suitable location for erecting such a board. The following suggestion is presented as a potentially suitable location – the new Melbourne Town Hall Metro Station. The Town Hall metro station is currently under construction as part of the Melbourne Metro Rail Project, being built below Swanston Street between Flinders and Collins Streets;

   (b) Understood to be currently under detailed design in terms of the internal displays, etc., the following artist's impressions of the Metro Station adjacent to the Melbourne Town Hall is put forward as a most appropriate location for placement of the honour roll of women elected as local government councillors in Victoria;

   (c) The following extract notes some details about the plans recently unveiled by the State Minister for Transport;

   (d) Final designs for Melbourne's five new underground train stations have been unveiled, with Public Transport Minister Jacinta Allan predicting they will become new landmarks for the city;

   (e) Releasing the concept images for the $11 billion Metro Tunnel project, Ms Allan said she believed the stations would become part of the city's culture, like meeting under the clocks at Flinders Street; and

   (f) "They are going to be landmarks in their own right," she said.

7. The "green lady" Pedestrian Lights:

Image of the pedestrian signal honouring Mary Rogers – corner Bridge Road and Bosisto Street, Richmond:-



RECOMMENDATION

1. That Council:

   (a) note its membership of the Australian Local Government Women's Association (ALGWA) since 2008;

   (b) note that 2020 is the centenary year of the election of the first woman councillor to a Victorian local government - Cr Mary Rogers, to the then Richmond City Council;

   (c) note that in recognition of the centenary occasion, ALGWA is offering the Yarra City Council an opportunity to host the 2020 ALGWA Regional Conference;

   (d) note that the ALGWA secretariat will engage an event planner so that the impost on staff is minimised;

(e) having regard to the significance of the centenary event to Yarra's history, determine to host the 2020 ALGWA Regional Conference in the City of Yarra and to:

(i) advise the ALGWA secretariat accordingly; and

(ii) request officers to in liaison with the ALGWA secretariat and event planner, prepare an appropriate conference program and necessary arrangements for hosting of the conference on a cost neutral basis, and including seeking sponsorships from selected bodies;

(f) further note, the aspirations of the ALGWA secretariat to more formally and permanently recognise the centenary occasion by:

(i) establishing a memorial garden in a suitable location within the City of Yarra;

(ii) erecting a sculpture-plaque honouring Mary Rogers;

(iii) erecting an honour board at a suitable location, listing all women councillors elected to Victorian local governments over the 100 year period; and

(iv) the installation of two more "green lady" pedestrian lights in Yarra;

(g) request officers to report back to Council on:

(i) potential locations for establishment of a memorial garden;

(ii) the cost estimates for acquisition and installation of a bronze sculpture-plaque at the entrance to the Richmond Town Hall (*refer image attached below as example of a bust plaque*);

(iii) suggested options for the erection of an honour board as referenced above at a suitable location (*advice is that there have been 2,000 woman councillors elected over the period*);

(iv) intersections in Langridge and Nicholls Ward which would be suitable for the installation of "green lady" pedestrian lights, with one to be placed in each of - Nicholls and Langridge Wards (*replicating the one currently at the intersection of Bridge Road and Bosisto Street Richmond*);

(h) in recognition of the centenary event, together with ALGWA, jointly advocate for funding support from appropriate state ministers toward, the conference and in particular:

(i) the establishment of a memorial garden in Richmond;

(ii) the acquisition and installation of a bronze sculpture-plaque as referenced;

(iii) the erection of an honour board as referenced above at a suitable prominent location; and

(iv) the installation of two more "green lady" pedestrian lights at selected crossings in Yarra; and

(i) together with ALGWA, submit a late nomination for Mary Rogers to be included on the Victorian Honour Roll in the centenary year 2020.

Attachments
There are no attachments for this report.

12.2 Notice of Motion No. 2 of 2020 - Australian Citizen Julian Assange

Reference: D20/6065
Authoriser: Group Manager Chief Executive's Office

I, Councillor Stephen Jolly, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on 4 February 2020:

"That Council:

(a) note that Julian Assange is in very poor health and currently facing extradition from the UK to the US in an unprecedented Espionage Act prosecution for engaging in journalistic activity and that if convicted, he faces 175 years imprisonment and therefore needs urgent Consular support to help him prepare his defence;

(b) notes that Amnesty International's Deputy Director for Europe, Massimo Moratti has said that the UK must not extradite Julian Assange to the USA and further stated:

(i) "The British authorities must acknowledge the real risks of serious human rights violations Julian Assange would face if sent to the USA and reject the extradition request. The UK must comply with the commitment it's already made that he would not be sent anywhere he could face torture or other ill-treatment."; and

(ii) "The UK must abide by its obligations under international human rights law that forbids the transfer of individuals to another country where they would face serious human rights violations. Were Julian Assange to be extradited or subjected to any other transfer to the USA, Britain would be in breach of these obligations."

(c) notes that UN Special Rapporteur on torture, Nils Melzer said that:

(i) "My most urgent concern is that, in the United States, Mr Assange would be exposed to a real risk of serious violations of his human rights, including his freedom of expression, his right to a fair trial and the prohibition of torture and other cruel, inhuman or degrading treatment or punishment…"; and

(ii) "In 20 years of work with victims of war, violence and political persecution he has never seen a group of democratic States ganging up to deliberately isolate, demonise and abuse a single individual for such a long time and with so little regard for human dignity and the rule of law"."

(d) notes that in an interview this morning on RN Breakfast by the leading torture expert, Nils Melzer warned that Mr Assange could die in prison before getting his day in court and confirmed that the British Government's handling of the extradition case is in blatant contravention of international Human rights Law;

(e) writes to the Australian Minister for Foreign Affairs requesting that the Australian government must immediately step in to ensure the British authorities address his poor health condition and to uphold the Human Rights of an Australian citizen just as they would if Mr Assange was being held in Iran, Egypt, Cambodia or Indonesia. They must not turn a blind eye to the violation of any Australian's human rights, just because it is occurring in the West. The letter should also reference the points made above; and

(f) issues a media release advising of the action it is taking."

RECOMMENDATION

1. That Council

   (a) note that Julian Assange is in very poor health and currently facing extradition from the UK to the US in an unprecedented Espionage Act prosecution for engaging in journalistic activity and that if convicted, he faces 175 years imprisonment and therefore needs urgent Consular support to help him prepare his defence;

   (b) notes that Amnesty International's Deputy Director for Europe, Massimo Moratti has said that the UK must not extradite Julian Assange to the USA and further stated:

      (i) "The British authorities must acknowledge the real risks of serious human rights violations Julian Assange would face if sent to the USA and reject the extradition request. The UK must comply with the commitment it's already made that he would not be sent anywhere he could face torture or other ill-treatment."; and

      (ii) "The UK must abide by its obligations under international human rights law that forbids the transfer of individuals to another country where they would face serious human rights violations. Were Julian Assange to be extradited or subjected to any other transfer to the USA, Britain would be in breach of these obligations."

   (c) notes that UN Special Rapporteur on torture, Nils Melzer said that:

      (i) "My most urgent concern is that, in the United States, Mr Assange would be exposed to a real risk of serious violations of his human rights, including his freedom of expression, his right to a fair trial and the prohibition of torture and other cruel, inhuman or degrading treatment or punishment…"; and

      (ii) "In 20 years of work with victims of war, violence and political persecution he has never seen a group of democratic States ganging up to deliberately isolate, demonise and abuse a single individual for such a long time and with so little regard for human dignity and the rule of law".

   (d) notes that in an interview this morning on RN Breakfast by the leading torture expert, Nils Melzer warned that Mr Assange could die in prison before getting his day in court and confirmed that the British Government's handling of the extradition case is in blatant contravention of international Human rights Law;

   (e) writes to the Australian Minister for Foreign Affairs requesting that the Australian government must immediately step in to ensure the British authorities address his poor health condition and to uphold the Human Rights of an Australian citizen just as they would if Mr Assange was being held in Iran, Egypt, Cambodia or Indonesia. They must not turn a blind eye to the violation of any Australian's human rights, just because it is occurring in the West. The letter should also reference the points made above; and

   (f) issues a media release advising of the action it is taking.

Attachments

There are no attachments for this report.

12.3 Notice of Motion No. 3 of 2020 - Protection of the Grey Headed Flying Fox

Reference: D20/17052
Authoriser: Group Manager Chief Executive's Office

I, Councillor Bridgid O'Brien hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on 4 February 2020:

"That Council:

(a) acknowledges that the Yarra City Council has an important role to play as joint custodians of the Yarra Bend Grey Headed Flying Fox colony;

(b) requests Officers undertake advocacy and seek a partnership and commitment from Parks Vic/DELWP, to install a sprinkler system for the colony as soon as possible, and no later than next summer;

(c) request a brief report to Council within two months, following consultation with DELWP on possible strategies to implement a ban on wildlife unsafe fruit tree netting prior to the commencement date of the new regulations in September 2021, under the Prevention of Cruelty to Animals Regulations 2019;

(d) resolves to promote, protect and advocate on behalf of this species and the Yarra Bend Grey Headed Flying Fox colony in particular, and further to play a role in community education to reverse negative perceptions of the species;

(e) request that appropriate Yarra City Council Officers engage with Wildlife Victoria to develop links and connections with Wildlife Carers and Rescuers working in the City of Yarra; and

(f) having regard to Council's adopted Urban Forest Strategy and associated planting program, request that active consideration be given to the planting of appropriate species in streets, reserves and parks that will provide specific Winter/Spring foraging opportunities for the Yarra Bend Grey Headed Flying Fox colony, and that Councillors be updated on progress."

Background

The City of Yarra is home to Melbourne's largest Grey Headed Flying Fox colony at the Yarra Bend Park.

The Grey-headed flying fox is an endangered species, listed as:

*(a) **Threatened** under Victoria's Flora & Fauna Guarantee Act 1988;*

*(b) a **Critical Priority** under the Federal Department of Environment and Heritage Protection's "Back on Track" Species Prioritisation Framework,*

*(c) **Vulnerable (to extinction)** under the Environment Protection and Biodiversity Conservation Act 1999; and*

*(d) **Vulnerable** under the Action Plan for Australian Mammals (2012).*

The endangered status of this species is likely to change (for the worse) after an assessment of the impact of the catastrophic bushfires this summer.

The Grey headed flying fox is a nomadic species and although little research has been conducted on their migratory strategies between colonies, the Yarra Bend colony can swell to over 40,000 individuals in summer from less than 4,000 in winter. Other significant colonies in Victoria include Colac, Doveton, Geelong, Bendigo, Warrnambool, Bairnsdale and Mallacoota.

The Grey headed flying fox plays an important ecological role as a primary long distance pollinator of native plant species, greater than birds and bees combined. A single flying fox can disperse 60,000 seeds in one night. The Grey headed flying fox will play an important role in regenerating our native forests after the devastation of the bushfires.

Community attitudes toward the flying fox are not always positive, possibly because of the portrayal of bats in movies as associated with vampires. The Grey headed flying fox only drinks nectar and water. They can be seen skimming over the surface of the river to drink and grace our night skies in search of nectar, pollen and fruit. Another misconception is that they are a significant health risk to humans because they were associated with the transmission of the Hendra virus to horses. While Flying foxes can carry this disease, as well as the Australian Bat Lyssavirus, rates are low in the bat population and only pose a risk to humans if bitten or scratched by an infected animal.

There have been no Hendra cases in Victoria and people cannot catch Hendra directly from a flying fox or at their roost site. Similarly, with Lyssavirus it is rare in bats and there have been no deaths in Victoria. Lyssavirus can only be contracted by a bite or scratch from an infected bat. Further, an effective post-exposure vaccine is available. The no touch = no risk rule applies to all wildlife.

Negative community perceptions are not helpful to conservation efforts.

Despite this, the Yarra Bend colony is a tourist attraction. Several thousand people, many from overseas, visit the Bellbird Picnic Reserve viewing platform every year.

Sadly, Parks Victoria estimated the Yarra Bend Park colony saw an unprecedented 4,000 flying foxes perish in December due to heat events. Over 250 orphaned pups were taken in for care. It is unknown how many of these were refugees from the bushfires. The Doveton, Bendigo and Bairnsdale colonies each lost at least 300 individuals in December. The status of the Mallacoota colony is still unknown. Conservative estimates suggest we have lost fifty percent of juvenile and infant pups across the range and approximately 15 – 20 % of the entire species due to heat events and starvation, in the latter part of 2019 alone.

On January 14, I had a meeting with: - the Council's Officer; the Parks Victoria Flying Fox Project Officer and the President of Friends of Bats and Bushcare Inc., to discuss our shared concerns for the colony.

A number of issues were discussed including the worrying increase in deaths due to heat events at Yarra Bend and the impact of the catastrophic fires on the species as a whole. We considered at length possible mitigation strategies for the Yarra Bend colony particularly around heat events, as well as the implications of the fires on the foraging, migration and breeding strategies of the species. Whilst Audit data is yet to be analysed to determine the impact of the bushfires on the Yarra Bend colony, what is clear however, is that Yarra is central to the overall survival of the species in Victoria.

We discussed the possibility of the Yarra City Council partnering with Parks Victoria to provide the infrastructure for a misting/sprinkling system for the Yarra Bend colony during heat events via Mains or the Yarra River. It was estimated the total, shared cost would be $50 – 100k. This would be a one-off cost. Looking at the site, it does not appear a particularly complicated project. We also discussed a long-term goal would be to provide a similar misting system to the Copse, a site close to the major colony (possibly in collaboration with the Yarra Bend Golf Club). Discussion also included canopy tree selection across Yarra to provide Winter/Spring foraging opportunities for the species.

We also discussed the upcoming changes to the Prevention of Cruelty to Animals Act Regulations 2019 that will make wildlife unsafe fruit tree netting illegal. In Melbourne alone, between 350 and 500 flying foxes are rescued from netting every year (with unknown unreported deaths) along with other native species. When a Grey headed flying fox is rescued from netting, they require 21 days of care to ensure they have no wing die off. They will often be a mum foraging for fruit to produce milk for a pup who cannot survive more than two days alone. Further to this, if a Grey headed flying fox is able to successfully reproduce, they will only produce a single pup in any given year. Hence the impact of unsafe netting is far greater than it initially appears.

The State's only soft release facility for injured or orphaned flying foxes is located within the Yarra Bend Grey headed flying fox colony. As such, all flying fox rescues involving pups in Victoria come through Yarra.

Unfortunately, unsafe fruit tree netting laws are unlikely to come into effect until September 2021. The Minister for Agriculture, Jaclyn Symes MP has however, stated support to "encourage early adoption of compliant netting". ***Refer Attachment 1***.

Press Release: Bats Survive Bushfires But Die in Melbourne

Press Release Jan 29, 2020

BATS SURVIFE BUSHFIRES BUT DIE IN MELBOUNE FRUIT TREE NETTING

Lawrence Pope – President of Friends of Bats & Bushcare said today:

"Victoria's Grey-headed flying foxes are arriving underweight in Melbourne from the east but instead of reviving on fruit are being entangled and killed in cheap plastic backyard fruit tree netting sold by ***Catch of The Day*** *and* ***Daily Plaza*** *online and other retailers.*

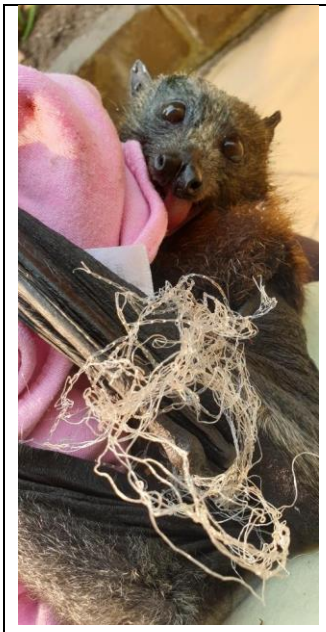
We are calling on the Minister for Agriculture Jaclyn Symes to immediately ***end the sale*** *of all netting that does not meet the Prevention of Cruelty to Animals Regulations (POCTA) 2019 specifications. There seems little point for the Victorian Government providing aid for wildlife shelters while allowing them to be killed daily in Melbourne – for a dollar's worth of fruit or unusable fruit.*

These flying foxes are central to the regeneration of forest and ecosystems and have suffered declines throughout 2018/19 from starvation, drought leading to poor nectar and the abandonment of their pups… and now bushfires.

We ask the Minister for Agriculture to bring forward the commencement date of the 2019 POCTA netting regulations to Sept 1 2020. These federally and state listed Vulnerable species and keystone pollinators need immediate protection."

Wildlife Victoria bat rescuer Tamsyn Hogarth (mobile ***0409 530 541***) does up to five netting rescues each day across Melbourne and is distressed at the number of needless deaths and injuries (available for comment).

We urgently request people please remove all whole-of-tree nets and share fruit with wildlife that desperately need it. Use only washing bags over fruit… they are cheap, tough, and wildlife safe.

	Female Grey headed flying fox rescued from wildlife unsafe fruit tree netting with 30mm aperture on January 25, 2020.		Wound caused by entanglement in wildlife unsafe fruit tree netting.

RECOMMENDATION

1. That Council:

   (a) acknowledges that the Yarra City Council has an important role to play as joint custodians of the Yarra Bend Grey Headed Flying Fox colony;

   (b) requests Officers undertake advocacy and seek a partnership and commitment from Parks Vic/DELWP, to install a sprinkler system for the colony as soon as possible, and no later than next summer;

   (c) request a brief report to Council within two months, following consultation with DELWP on possible strategies to implement a ban on wildlife unsafe fruit tree netting prior to the commencement date of the new regulations in September 2021, under the Prevention of Cruelty to Animals Regulations 2019;

   (d) resolves to promote, protect and advocate on behalf of this species and the Yarra Bend Grey Headed Flying Fox colony in particular, and further to play a role in community education to reverse negative perceptions of the species;

   (e) request that appropriate Yarra City Council Officers engage with Wildlife Victoria to develop links and connections with Wildlife Carers and Rescuers working in the City of Yarra; and

   (f) having regard to Council's adopted Urban Forest Strategy and associated planting program, request that active consideration be given to the planting of appropriate species in streets, reserves and parks that will provide specific Winter/Spring foraging opportunities for the Yarra Bend Grey Headed Flying Fox colony, and that Councillors be updated on progress.

Attachments

1⇩ Letter from the Minister re Netting Pocta Regulations

Attachment 1 - Letter from the Minister re Netting Pocta Regulations

Jaclyn Symes MP

Minister for Regional Development
Minister for Agriculture
Minister for Resources

121 Exhibition Street
Melbourne, Victoria 3000 Australia
Telephone: +61 3 8392 2261
DX 210074

Ref: CMIN-2-19-1123

Mr Lawrence Pope
PO Box 377
NORTH CARLTON VIC 3054
lpope900@iinet.net.au

Dear Mr Pope

NETTING POCTA REGULATIONS DEC 2019 - REQUEST FOR URGENT AMENDMENT

Thank you for your emails of 13 December 2019, 4 January and 7 January 2020 regarding regulation of fruit netting under the Prevention of Cruelty to Animals (POCTA) Regulations 2019.

The inclusion of fruit netting in the new Regulations is a result of the campaigning and information provided to the Government by yourself and other wildlife organisations. I acknowledge that the delayed commencement of this regulation, until September 2021, is not the outcome you were hoping for.

The consultation on the draft POCTA Regulations 2019 attracted a wide and varied range of responses from the Victorian community. The proposal to regulate fruit netting proved to be an area of contention. Many people were supportive of the proposed POCTA Regulations 2019, but there were also a considerable number of community members who raised concerns with the fruit netting proposals. The most common and largest concern was the cost of transitioning to new netting for households; other concerns included over-regulation, issues around pollinator access to the plants and potential impacts on the microclimate under the net.

The commencement date for the regulation relating to fruit netting was changed to strike a balance for all parties. Regulating fruit netting under the POCTA Regulations 2019 will help reduce entanglement and death of wildlife. The commencement date of 2021 allows members of the community time to transition so that they can be compliant on the commencement date.

VICTORIA State Government

Attachment 1 - Letter from the Minister re Netting Pocta Regulations

I greatly appreciate the work that you and many other wildlife rescuers undertake. Animal Welfare Victoria will continue to work with you to identify opportunities to promote the new regulations, encourage early adoption of compliant netting and to educate gardeners on best practice use of fruit netting and potential risks from handling bats.

Thank you for taking the time to write to me.

Yours sincerely

Jaclyn Symes MP
Minister for Agriculture

Date: 10 / 1 /2020

2

12.4 Notice of Motion No. 4 of 2020 - Local Government Bill 2019

Reference: D20/17076
Authoriser: Group Manager Chief Executive's Office

I, Councillor James Searle, hereby give notice that it is my intention to move the following motion at the Ordinary Meeting of Council to be held on 4 February 2020:

"*That Council note:*

(a) its resolutions of 16th July 2019 and 26th November 2019 opposing mandated single member Council Wards;

(b) its resolution of 16th July 2019 supporting the (at that time) proposed donation caps and more transparent donation disclosure and further submitting that donations to Council candidates from property developers should be banned;

(c) that mandated single member wards are included in the 2019 Bill despite opposition from the Municipal Association of Victoria, the Victorian Local Governance Association and many municipalities;

(d) that the donation reforms proposed in the 2019 discussion paper were removed from the 2019 Bill, meaning that Council candidates can receive unlimited donations and are only required to disclose donations of $500 or more after the election has concluded; and

(e) that the Bill is likely to be debated in the Upper House during February with the votes of the crossbench Members being crucial.

That Council write to each crossbench Member of the Upper House before the next Council meeting urging them to support amendments to the Bill which:

(a) restore the ability of Councils to choose multi-member ward structures;

(b) cap political donations to Council candidates;

(c) require real-time disclosure of political donations; and

(d) ban donations from property developers."

Background

The following extract from Council's resolution of 26th November 2019 is noted….

Moved: Councillor Stone Seconded: Councillor Fristacky

1. That Council note:
   (a) the tabling in the Victorian Parliament on 14 November of the Local Government Bill 2019;
   (b) the inclusion in this Bill of Section 13 which removes the provision for multi-member wards;
   (c) the recommendations by the Victorian Electoral Commission in recent electoral reviews of multi-members wards in most instances;
   (d) the widespread sector opposition to the removal of multi-member wards;
   (e) the deep concern expressed by the local government peak bodies, the Municipal Association of Victoria and the Victorian Local Governance Association about the removal of multi-member wards;

(f) the lack of support for the removal of multi-member wards throughout the prolonged consultation process during 2015-2018;

(g) support expressed in the Yarra community for the continuation of multi-member wards; and

(h) the lack of specific sector consultation on this aspect of the Bill.

2. That Council re-state its opposition to mandating single member wards for the following reasons:

(a) Council wards should be structured to best suit the differing geography, demographics and governance of municipalities and collective decision making in the interests of the community as a whole;

(b) single member wards are highly limiting for smaller geographic Councils like Yarra, Port Phillip or Queenscliff;

(c) the requirement for all Councillors to be elected from single-member wards has the effect of abolishing proportional representation;

(d) proportional representation allows for voters who favour independents and small political parties to have their views represented on Council;

(e) each State and Territory Parliament with the exception of Queensland and the Northern Territory has a proportionally elected house, and the Federal Senate is proportionally elected.

RECOMMENDATION

1. That Council note:

(a) its resolutions of 16th July 2019 and 26th November 2019 opposing mandated single member Council wards;

(b) its resolution of 16th July 2019 supporting the (at that time) proposed donation caps and more transparent donation disclosure and further submitting that donations to Council candidates from property developers should be banned;

(c) that mandated single member wards are included in the 2019 Bill despite opposition from the Municipal Association of Victoria, the Victorian Local Governance Association and many municipalities;

(d) that the donation reforms proposed in the 2019 discussion paper were removed from the 2019 Bill, meaning that Council candidates can receive unlimited donations and are only required to disclose donations of $500 or more after the election has concluded; and

(e) that the Bill is likely to be debated in the Upper House during February with the votes of the crossbench Members being crucial.

2. That Council write to each crossbench Member of the Upper House before the next Council meeting urging them to support amendments to the Bill which:

(a) restore the ability of Councils to choose multi-member ward structures;

(b) cap political donations to Council candidates;

(c) require real-time disclosure of political donations; and

(d) ban donations from property developers.

Attachments
There are no attachments for this report.