



Ordinary Meeting of Council Agenda

**to be held on Tuesday 7 July 2020 at 7.00pm
via TEAMS**

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In order to ensure the health and safety of Councillors, staff and the community, Council meetings held during the Victorian State of Emergency are closed to the public. This is in accordance with advice provided by the State Government.

Members of the public are encouraged to watch proceedings online at www.yarracity.vic.gov.au/webcast.

Making a submission

If you have participated in consultation about a matter before this meeting, you do not need to submit your feedback again. However, if you would like to ask a question about something that is not on the agenda, or make a brief submission about something that is listed, you can submit a 250 word statement which will be presented to the Council by a Council officer on your behalf. Your submission must be lodged online by 10.00am on the day of the meeting by following the link to this meeting from www.yarracity.vic.gov.au/meetings.

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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)
- Andrea Travers (Acting Group Manager People and Culture)
- Chris Leivers (Director City Works and Assets)
- Diarmuid McAlary (Director Corporate, Business and Finance)
- Bruce Phillips (Director Planning and Place Making)
- Rhys Thomas (Senior Governance Advisor)
- Mel Nikou (Governance Officer)

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

4. Confidential business reports

Item

4.1 Alpha Partners Affordable Housing

This item is to be considered in closed session to allow consideration of private commercial information, being information provided by a business, commercial or financial undertaking that relates to trade secrets or if released, would unreasonably expose the business, commercial or financial undertaking to disadvantage; and information that was confidential information for the purposes of section 77 of the Local Government Act 1989.

These grounds are applicable because the premature release of the commercially sensitive aspects of the agreement may disadvantage the community housing provider in future agreements and because the report contains the text of a previous confidential Council resolution.

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 66(2)(a) of the Local Government Act 2020. 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 66(2)(a) of the Local Government Act 2020, to allow consideration of:
 - (a) private commercial information, being information provided by a business, commercial or financial undertaking that relates to trade secrets or if released, would unreasonably expose the business, commercial or financial undertaking to disadvantage; and
 - (b) information that was confidential information for the purposes of section 77 of the Local Government Act 1989.

5. Confirmation of minutes

RECOMMENDATION

That the minutes of the Ordinary Council Meeting held on Tuesday 23 June 2020 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

If you would like to ask a question about something that is not on the agenda, you can submit a 250 word question which will be presented to the Council by a Council officer on your behalf. Your submission must be lodged online by 10.00am on the day of the meeting by following the link to this meeting from www.yarracity.vic.gov.au/meetings.

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.

Public submissions procedure

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.

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

- 8. Delegate's reports**
- 9. General business**
- 10. Questions without notice**

11. Council business reports

Item		Page	Rec. Page	Report Presenter
11.1	LAPM 2 Carlton North	8	25	Peter Moran – Manager Traffic and Civil Engineering Matthew Veale – Coordinator Traffic and Special Projects
11.2	Studley Street and Yarra Street - Parking, Access and Safety	31	44	Peter Moran – Manager Traffic and Civil Engineering Matthew Veale – Coordinator Traffic and Special Projects
11.3	City of Yarra Collection Policy	84	89	Siu Chan – Business Unit Manager Arts, Culture and Venues Brona Keenan – Coordinator Arts and Culture
11.4	Adoption of Yarra's Social Justice Charter	108	113	Sarah Jaggard – Senior Diversity and Inclusion Advisor Cristina Del Frate – Senior Coordinator Community Development
11.5	Graffiti Management Framework	126	133	Joe Agostino – Project Officer, City Works and Assets
11.6	Executive Director Heritage Victoria's Recommendation to Include Eastern Freeway on the Victorian Heritage Register	160	164	Ivan Gilbert – Group Manager Chief Executive's Office
11.7	Executive Director Heritage Victoria's Recommendation to the Heritage Council of Victoria on Yarra Bend Park, Yarra Bend Road Fairfield	213	217	Ivan Gilbert – Group Manager Chief Executive's Office

12. Notices of motion

Nil

13. Urgent business

Nil

11.1 LAPM 2 Carlton North

Executive Summary

Purpose

To present the recommended traffic management and place making treatments identified in the Local Area Place Making (LAPM) study of Carlton North precinct (LAPM 2).

To present the recommended proposals for implementation on Princes Street that require advocacy to Department of Transport (DoT).

Key Issues

This report was presented to Council on 19 May 2020, deferred and presented to the Council meeting on 23 June 2020 and deferred again to the Council meeting on 7 July 2020, to clarify responses to community submissions and other matters raised.

The community submissions made at both meetings and subsequently have been considered, and Officers have determined that the report should be amended to reflect this. The recommendation has been amended to include: a review mechanism before potential installation of speed humps on Drummond Street, between Park Street and Richardson Street; and Amess Street, between Park Street and Pigdon Street.

Community engagement was undertaken via online surveys and interactive mapping, pop up sessions at locations throughout Carlton North, three community drop-in sessions and a number of site meetings with residents.

From the feedback received during community consultation, traffic and road safety data, internal Council consultation, independent advice from Consultants GHD, and the Local Area Study Group feedback, a LAPM plan has been proposed.

The proposed LAPM plan includes 21 treatments, such as kerb extensions, speed humps and raised zebra crossings, throughout the precinct that address traffic management/road safety issues and include place making elements where possible.

Three advocacy items for DoT consideration are proposed on Princes Street.

Financial Implications

Implementation of the recommended plan has been estimated to cost \$1,647,000+GST over five years.

Council's operating budget commencing 2021/22 should include an amount of \$10,000 + GST for ongoing maintenance costs for new infrastructure associated with these proposals.

Funding allocation of \$30,000 for design of LAPM 2 works was proposed as a discretionary funding bid for 2020/21; however officers understand these funds have not been included in the proposed 2020/21 Budget that has been prepared for consultation and adoption in August 2020. Officers would anticipate this would be reconsidered as part of any mid-year Budget review.

Subject to Council approval and allocation of funding in 2020/21, design of the relevant treatments in the recommended LAPM plan for the Carlton North precinct (LAPM 2) could commence in 2020/21, with the intent for implementation in 2021/22.

Opportunities to fund LAPM treatments through other mechanisms will be considered including:

- (a) Future capital road works such as road reconstruction;
- (b) Future utility service road works such as for water mains;
- (c) Future private development contributions or public realm improvements;
- (d) Australian Government Black Spot Program; and

- (e) Other Victorian or Commonwealth Government funding opportunities.

PROPOSAL

That Council:

- (a) endorse the recommended treatments identified in the Local Area Place Making (LAPM) plan for Carlton North precinct (LAPM 2);
- (b) endorse that a review be undertaken between 3-6 months before installation of treatments 14 and 15 by way of a speed survey, where installation will only occur if the 85th percentile speed is in excess 44km/h;
- (c) endorse that a review be undertaken on whether speed humps should be considered for installation on Amess Street, between Park Street and Pigdon Street, where installation will only be considered if the 85th percentile speed is in excess 44km/h;
- (d) endorse officers to undertake advocacy to DOT for the list of treatments proposed for Princes Street and which require DOT approval; and
- (e) notes that subject to Council approval and allocation of sufficient funding, implementation of the recommended LAPM plan for the Carlton North precinct (LAPM 2) can commence with design in 2020/21 and delivery commencing 2021/22, and would be expected to be delivered over five years.

11.1 LAPM 2 Carlton North

Reference: D20/111257

Authoriser: Director City Works and Assets

Purpose

1. To present the recommended traffic management and place making treatments identified in the Local Area Place Making (LAPM) study of Carlton North precinct (LAPM 2).
2. To present the recommended proposals for implementation on Princes Street that require advocacy to Department of Transport (DoT).

Background

3. This report was presented to Council on 19 May 2020, deferred and presented to the Council meeting on 23 June 2020 and deferred again to the Council meeting on 7 July 2020, to clarify responses to community submissions and other matters raised.
4. The community submissions made at both meetings and subsequently have been considered, and Officers have determined that the report should be amended to reflect this. The recommendation has been amended to include: a review mechanism before potential installation of speed humps on Drummond Street, between Park Street and Richardson Street; and Amess Street, between Park Street and Pigdon Street.

LAPM

5. Local Area Place Making (LAPM) is focussed on the planning and management of Council's local road network. It aims to improve local streets for people by managing vehicle traffic and improving conditions for pedestrians and cyclists. In recent years LAPMs have considered other elements that contribute to amenity and place making, particularly through the infrastructure proposed to support traffic management such as trees and WSUD treatments.
6. The study has been undertaken in general accordance with Council's *Local Area Place Making Policy 2017*.
7. The LAPM Policy 2017 supersedes the Local Area Traffic Management (LATM) Policy first adopted in 2014. The change from Traffic Management to Place Making reflects the broader place making approach when undertaking traffic studies in the City of Yarra.
8. Officers are in the process of reviewing the current LAPM Policy and intend to present an updated Policy to Council later in 2020.

Carlton North Precinct 2

9. The study area is bound by Nicholson Street, Park Street, Lygon Street and Princes Street, Carlton North.
10. The study area comprises approximately 5,000 residents and is predominantly residential with the exception of:
 - (a) Carlton North Primary School, Gowrie Victoria Carlton North childcare centre and the North Carlton Children's Centre;
 - (b) The Capital City Trail and Curtain Square; and
 - (c) Retail/commercial uses fronting Rathdowne Street, Lygon Street, Park Street and Nicholson Street.
11. Community engagement is a key component of the LAPM process. The input of the community to assist to identify the issues and needs in their neighbourhood, together with evidence-based analysis, forms the basis for the development of the LAPM plan.

12. Professional service consulting firm GHD was engaged to assist Council's Traffic Engineering unit to investigate, develop and consult on a recommended LAPM plan for the Carlton North precinct in August 2019.
13. Professional consulting firm GHD was engaged to assist Council's Traffic Engineering unit to investigate, develop and consult on a recommended LAPM plan for the Carlton North precinct in August 2019.

External Consultation

14. With the assistance of Council's Communications and Engagement unit, community engagement was undertaken via online surveys and interactive mapping, pop up sessions at locations throughout Carlton North, three community drop-in sessions and a number of site meetings with residents.

Stage One – Identify issues, ideas and priority locations for intervention (August-September 2019)

15. An information postcard titled Word on the streets - Carlton North was sent to all properties in the study area, inviting the community to identify the issues and ideas to improve their neighbourhood streets and the safety of pedestrians and cyclists.
 - (a) The study was also advertised through Council publications including its Facebook page, Yarra Life electronic bulletins and Yarra News;
 - (b) Your Say Yarra was the primary engagement platform, providing further information on the LAPM study, an invitation to nominate as a community volunteer on the Local Area Study Group, and an online survey and interactive mapping tool for feedback;
 - (c) Your Say Yarra attracted 80 visitors with 280 issues and ideas identified on the interactive map;
 - (d) 25 emails and phone calls were received;
 - (e) 120 visitors attended a drop-in session at the Great Northern Hotel on 28th August 2019, and at three other pop-up consultations in Carlton North; and
 - (f) The top concerns raised in the precinct were cyclist and pedestrian safety, driver behaviour, speeding and rat-running (non-local traffic) on local streets. People also stated that they wanted to see more trees and greenery throughout Carlton North.
16. Local Area Study Group Meeting One (30 September 2019):
 - (a) A Local Area Study Group comprising 12 community volunteers was selected. The group included residents from all parts of the precinct, a trader representative from Rathdowne Village, parents of children from Carlton North primary and a member of the Yarra Bicycle Advisory Committee;
 - (b) Ward Councillors, Council officers and consultants from GHD were also part of the Local Area Study Group; and
 - (c) The purpose of the first meeting of the Local Area Study Group was to receive community insights on the issues identified in Stage One, identify priority locations for intervention and inform a draft LAPM plan.
17. Local Area Study Group Meeting Two (13 November 2019):
 - (a) The second Local Area Study Group meeting considered the group's response to the draft LAPM plan, discussed recommendations and sought feedback on priority locations and interventions;
 - (b) Feedback included a number of overarching comments for consideration. This included:
 - (i) confirming effectiveness of installing speed humps in mid-block locations rather than intersections;
 - (ii) use of sawn-cut/flat bluestone treatments;

- (iii) consideration of the impacts and implications of the new Nicholson Street tram stops on priority walking routes;
 - (iv) preference for green infrastructure and trees in all treatments to maximise canopy cover, particularly where green infrastructure is currently minimal; and
 - (v) considering public health, air quality and mobility measures as a determinant for success;
- (c) A primary objection was the view that Park Street required more significant treatments. The group felt that raised zebra crossings at Canning Street and Drummond Street were required and of more priority than Rathdowne Street;
- (d) subsequently consulting firm Trafficworks was engaged to undertake a road safety assessment of Park Street in response to the route 96 Nicholson Street tram stop works. Further investigation and the outcome of this assessment is now considered a separate project from this LAPM study. Further, it will help inform Yarra City Council's advocacy regarding the DoT undertaking to review the impact of the Route 96 Tram Stop works on Park Street;
- (e) Parklets, which could enable alfresco dining, seating or cycle parking, in parking bays on Rathdowne Street received a mixed response with the overall sentiment undetermined, but considered nice to have rather than a priority; and
- (f) additional comments and clarification raised included:
- (i) Park Street treatments need to factor in school drop-off area at west end;
 - (ii) Curtain square, Curtain Street and Canning Street changes dependent on consultation with Gowrie Victoria as these act as drop-off areas;
 - (iii) consider parking restrictions/enforcement throughout;
 - (iv) Richardson Street and Drummond Street (north) vehicle volume reduction; and
 - (v) cross-section examples requiring clarification of potential number of parking bays lost.

Stage Two – Draft LAPM plan (December 2019 and January 2020)

18. An information brochure *Word on the streets– Carlton North* was sent to all properties in the study area inviting feedback on the draft LAPM plan.
19. Further promotion was provided on Council's Facebook page, electronic bulletins and an email to previously registered LAPM participants.
20. Feedback was encouraged through the online interactive mapping platform Social Pinpoint which provided further information on the treatments, a survey and a discussion forum.
21. Feedback was received from 300 users on Social Pinpoint, who collectively provided 800 comments on the discussion forum.
22. 55 emails and phone calls were received.
23. Over 100 visitors attended two drop-in sessions at Carlton Library on the 11 December 2019 and at the Great Northern Hotel on the 22 January.
24. Generally, most proposed treatments were well received with the exception of proposals to simplify the intersection at Drummond Street/Fenwick Street, to reconfigure the central median at Macpherson Street/Canning Street and include kerb outstands adjacent to proposed speed humps. The following table is a summary of the treatments and the draft LAPM plan can be found at **Attachment 1**.

Number	Description
1	Improve signal timing at Rathdowne St.
2	Kerb extension and realignment of bike lane at Rathdowne St and Davis St
3	Calming treatments on Drummond St on either side of Lee Street
4	Calming treatments on Davis St.
5	Kerb outstands at Nicholson St and Newry St intersection
6	Kerb outstands along O'Grady St
7	Kerb outstands at Rathdowne St and Newry St intersection.
8	Kerb Outstands at Newry St and Lygon St
9	Space for alfresco dining on Rathdowne St.
10	Simplify intersection at Drummond St and Fenwick St
11	Raised zebra crossing at Rathdowne St and Fenwick St intersection
12	Kerb outstands on Fenwick St and Nicholson St intersection
13	Kerb outstands at Fenwick St and Macpherson St intersection
14	Kerb extension at Richardson St and Lygon St intersection.
15	Kerb outstands at Drummond Street and Macpherson St.
16	Reconfigure the median strip at Macpherson St and Canning St
17	Kerb outstands at Drummond St and Richardson St.
18	Improve zebra crossing at Rathdowne St and Richardson St intersection
19	Kerb outstand and zebra crossing Canning St and Richardson St intersection
20	Calming treatment at Station St between Richardson St and Pigdon St
21	Improving arrival experience at Nicholson St and Pigdon St intersection
22	Kerb Outstands at Canning St and Pigdon St intersection
23	Calming treatment at Drummond St between Richardson St and Pigdon St
24	Calming treatment at Drummond St between Pigdon St and Park St
25	New raised zebra crossing at Park St and Drummond St intersection
26	Kerb outstands at Park St and Rathdowne St intersection
27	New raised zebra crossing at Park St and Canning St intersection
28	Calming treatment at Station St between Pigdon St and Park St

25. Using the number of properties in the precinct as a base, we get an overall response rate of 6 per cent (noting that some respondents provided feedback on multiple platforms). A low response rate could indicate that the draft plan was reasonable and reflective of the needs and desire of the community. Higher response rates are typical when more controversial projects are proposed. This is evident, in this case, by the higher response for the Drummond Street/Fenwick Street simplified intersection treatment.
26. Community concerns were raised about the removal of parking to implement the proposed speed humps (treatments 3, 4, 20, 23, 24, 28) and parklets on Rathdowne Street (treatment 9).
27. In response to community concerns regarding parking loss at the locations of proposed speed humps (treatments 3, 4, 20, 24, 28), Council officers have recommended removing the kerb outstands. To minimise parking loss, where possible speed humps are now proposed to be located adjacent to existing trees and if this is not feasible due to spacing requirements, a tree is proposed to be planted adjacent.
28. There was general consensus that the majority of the proposed treatments would achieve the objective of the LAPM study to improve the safety and amenity of pedestrians and cyclists, while incorporating place making elements such as greening, where possible.
29. Strong opposition was received for treatment 10 (simplify intersection at Drummond Street and Fenwick Street) and treatment 16 (reconfigure the median strip at Macpherson Street and Canning Street) with many concerns citing perceived safety implications and potential traffic volume increases.
30. These treatments were proposed to reduce conflict between vehicles and vulnerable road users, however given these intersections have experienced minimal crashes in the five-year analysis period and that vehicle speeds are reduced by the existing infrastructure, these treatments have been withdrawn to reflect public sentiment.

Local Area Study Group Meeting Three (5 March 2020)

31. The third Local Area Study Group meeting considered the recent community engagement feedback in response to the draft LAPM plan and sought feedback to further inform the recommended LAPM plan.
32. Feedback included a number of overarching comments for consideration in the final LAPM scheme including:
 - (a) trialling a 30km speed limit along Rathdowne Street. This is not possible due to the Council resolution relating to expanding 30km/h speed limits stating this would be considered once the trial area in Collingwood is made permanent by DoT, which is yet to happen. This can be reconsidered if we receive DoT advice of support for the Collingwood trial area becoming 30km/h permanently;
 - (b) safe routes to school not identified in the LAPM, with preference to include consideration for these routes. Council Officers consulted directly with schools and child care centres, alongside the strategic transport branch for feedback and input regarding proposed traffic treatments in identified areas along these routes;
 - (c) Station Street/Curtain Street intersection regarding motorist non-compliance to stop signs. It is proposed to further assess this intersection outside of the LAPM study due to this issue being raised very late in the study process and crash/traffic data not resulting in it being investigated earlier. Due to adequate consultation not being able to be undertaken on any potential treatment it is considered best dealt with outside of the study process;
 - (d) removal of Lee Street school crossing and consideration of a raised crossing at Davis and Canning Street. This was not raised by Carlton North Primary School when direct consultation was carried out with them as part of the LAPM study. It is considered that they need to be consulted further for this to proceed and that this would need to be outside of the LAPM study due to this issue being raised very late in the study process;

- (e) resurfacing Drummond Street bike lane in the northern section;
- (f) maximising the value of kerb extension treatments with greenery planting, seating and bike parking where possible; and
- (g) community members discussed the speed hump treatments proposed for locations 3, 18, 21, 22 and 25 and endorsed the treatments providing kerb outstands are removed and parking loss is minimised.

Drummond Street submissions received after LAPM study

- 33. Sixteen submissions received for the Council meeting on 19 May 2020 opposed the proposed speed humps on Drummond Street, between Park Street and Richardson Street.
- 34. Following the Council meeting, a survey submitted by residents of 44 properties on Drummond Street, between Park Street and Pigdon Street, indicated that 39 (89%) of these did not support the installation of speed humps.
- 35. A representation on behalf of 15 properties on Drummond Street, between Pigdon Street and Richardson Street, indicated their opposition to speed humps in this section of Drummond Street.
- 36. The predominant theme from residents in opposition to the proposed installation of speed humps in the northern part of Drummond Street is that based on their lived experience they consider them unwarranted due to speeding occurring infrequently.
- 37. Speed humps were proposed on Drummond Street, between Park Street and Richardson Street, by GHD (Council's independent traffic engineering consultants) based on traffic surveys showing that the 85th percentile speed was 52km/h between Park Street and Pigdon Street (data from 2014) and 50km/h between Pigdon Street and Richardson Street (data from 2014 and 2019). They also carried out site visits and exercised professional judgement regarding the road environment being appropriate for the posted speed limit.
- 38. Given the level of opposition to these treatments from local residents, that older traffic survey data was used by GHD for the section of Drummond Street, between Park Street and Pigdon Street, and that implementation of the LAPM is likely to occur over at least five years, it is considered that they should be reviewed before installation.
- 39. It is considered that a speed survey should be undertaken on the relevant sections of Drummond Street 3-6 months before the proposed implementation of the speed humps, to reassess the need for these and that residents of each section of Drummond St be notified of the outcome of this.
- 40. A typical intervention level for speed reduction measures and as noted in the LAPM Policy 2017, is where the 85th percentile speed exceeds the posted speed limit by more than 10%. Therefore, if the 85th percentile speeds measured are above 44km/h it is proposed speed humps would be installed.

Amess Street Review

- 41. Further submissions from residents on Amess Street relating to excessive speeding were received for the Council reports presented on 19 May 2020 and on 23 June 2020.
- 42. Traffic data collected and analysed as part of the LAPM study indicated that the 85th percentile speed on Amess Street, between Park Street and Pigdon Street, is 47km/h, however when factoring in very low levels of community feedback received relating to this, GHD (who developed the LAPM plan) did not propose speed reduction measures.
- 43. Given the recent submissions received and that the 85th percentile speed on Amess Street is slightly above typical intervention levels, it is considered that a further review should be undertaken on whether speed humps are installed.
- 44. It is considered that a speed survey should be undertaken on Amess Street, between Park Street and Pigdon Street, to reassess the need for speed humps and that residents of Amess Street be notified of the outcome of this. This review should be undertaken when traffic levels return closer to pre-COVID levels.

45. A typical intervention level for speed reduction measures and as noted in the LAPM Policy 2017, is where the 85th percentile speed exceeds the posted speed limit by more than 10%. Therefore, if the 85th percentile speeds measured are above 44km/h it is proposed speed humps would be considered for installation.

Stage Three – Recommended LAPM plan (March 2020)

46. From the feedback received during the second phase of community consultation, internal Council consultation, independent advice from GHD, and Local Area Study Group feedback, a revised LAPM plan was proposed.
47. The following table summarises feedback and reasoning for recommending or removing treatments. The recommended LAPM is **Attachment 2**.

No.	Description	Comments	Included in LAPM plan
-	Princes Street and Rathdowne Street Improve signal timing at Rathdowne Street, to be calibrated to suit slower pedestrians and provide a head start for cyclists.	Consider priority green light for cyclists in addition to pedestrians	Not as a physical treatment but is included as an advocacy item to pursue with DoT (see page 10)
1	Rathdowne Street and Davis Street (south-eastern side) Kerb extension to align with the existing kerb extension on the North side and realignment of the bike lane to suit.	Minimal disruption to car traffic, except for morning peak	Yes
2	Drummond Street between Princes and Newry Street Calming treatments with combination of speed humps, road narrowings, integrated with plantings and cycle cut throughs for continuation of cycle lane.	Minimisation of car loss as far as practicable – remove kerb outstands and subject to Australian Standard spacing requirements, locate adjacent to tree.	Yes
3	Davis Street Calming treatments with combination of speed humps and integrated with plantings.	Locate adjacent to tree. If not possible plant tree adjacent to ends of speed hump to minimise parking loss.	Yes
4	O’Grady Street between Rathdowne and Canning Street Kerb extensions to reduce size of intersection and provide space for pedestrians and opportunity to introduce greenery, tree planting and passive irrigation.	General agreement	Yes
5	Rathdowne Street and Newry Street Kerb extensions to reduce size of intersection and opportunity to introduce greenery, tree planting and passive irrigation. Include kerb extension and raise median strip to improve pedestrian safety.	Not discussed and no comments	Yes
-	Rathdowne Street between Curtain and Fenwick Street Footpath extended to increase space for alfresco dining, bike parking or greenery. Location and specific use will be developed in project-specific consultation	Treatment to be removed from LAPM final plan and to be discussed separately in future as a possible trial treatment of ‘parklets’ across the municipality.	No

	with traders and community to understand specific treatment and any loss of car parking.		
6	Nicholson Street at Newry Street Kerb extensions on minor road (Newry Street) to decrease pedestrian crossing distance. Enhance with greenery, seating, bike parking and discuss with other Council department the possibility of integrating artwork.	General agreement to this type of treatment for all identified locations along Nicholson. Concern for conflict with pedestrians crossing following tram stop changes to be considered outside of this LAPM.	Yes
7	Nicholson Street at Curtain Street Kerb extensions on minor road (Curtain Street) to decrease pedestrian crossing distance. Enhance with greenery, seating, bike parking and discuss with other Council department the possibility of integrating artwork.	General agreement to this type of treatment for all identified locations along Nicholson. Treatment design will provide suitable turning ability.	Yes
8	Fenwick Street and Nicholson Street Kerb extensions on minor road (Fenwick Street) to reduce size of intersection and opportunity to introduce greenery, tree planting and passive irrigation. Incorporate bike parking.	General agreement to this type of treatment for all identified locations along Nicholson.	Yes
9	Rathdowne Street at Fenwick Street New raised zebra crossing to promote pedestrian prioritisation.	N/A	Yes
10	Macpherson Street and Lygon Street Kerb extensions on minor road (Macpherson Street) to reduce size of intersection and opportunity to introduce greenery, tree planting and passive irrigation.	Not discussed and no comments	Yes
11	Richardson Street and Lygon Street Kerb extensions on minor road (Richardson Street) to reduce size of intersection and opportunity to introduce greenery, tree planting and passive irrigation.	Not discussed and no comments	Yes
-	Drummond Street and Macpherson Street Kerb extensions to reduce size of intersection and provide space for pedestrians and opportunity to introduce greenery, tree planting and passive irrigation.	As this is a Blackspot project this was included on the LAPM plan for information only and will be excluded from the final version of LAPM.	No
12	Drummond Street and Richardson Street Kerb extensions to reduce size of intersection and provide space for pedestrians and opportunity to introduce greenery, tree planting and passive irrigation.	Not discussed and no comments	Yes

13	Rathdowne Street at Richardson Street Raise existing zebra crossing to promote pedestrian prioritisation.	Not discussed and no comments	Yes
-	Canning Street and Richardson Street Kerb extensions and zebra crossings to improve pedestrian safety (Blackspot planned project).	As this is a Blackspot project and will be delivered this was included on the LAPM plan for information only and will be excluded from the final version of LAPM.	No
14	Drummond Street between Richardson and Pigdon Street Calming treatments with combination of speed humps, road narrowings, integrated with plantings and cycle cut throughs for continuation of cycle lane. Replication of speed hump format on southern end of Station Street to ensure there is no loss of parking (i.e. between tree planting).	In agreement to standard speed hump (no kerbs or bike cut-throughs, agree to speed management that does not impact on parking supply) to remove kerb outstands and subject to Australian standard spacing requirements, locating adjacent to tree if possible to minimise parking loss.	Yes, but with a speed survey review before potential installation
15	Drummond Street between Pigdon and Park Street Calming treatments with combination of speed humps, mid-block kerb extensions, road narrowings, integrated with plantings and cycle cut throughs for continuation of cycle lane. Replication of speed hump format on southern end of Station Street to ensure there is no loss of parking (i.e. between tree planting).	In agreement to standard speed hump (no kerbs or bike cut-throughs, agree to speed management that does not impact on parking supply) to remove kerb outstands and subject to Australian standard spacing requirements, locating adjacent to tree if possible to minimise parking loss.	Yes, but with a speed survey review before potential installation
16	Canning Street and Pigdon Street Kerb extensions to reduce size of intersection and provide space for pedestrians with opportunity to introduce greenery and passive irrigation.	Not discussed and no comments	Yes
17	Station Street between Richardson Street and Pigdon Street Calming treatments with combination of speed humps, road narrowings, integrated with plantings. Replication of speed hump format on southern end of Station Street to ensure there is no loss of parking.	In agreement to standard speed hump (no kerbs or bike cut-throughs, agree to speed management that does not impact on parking supply) to remove kerb outstands and subject to Australian standard spacing requirements, locating adjacent to tree if possible to minimise parking loss.	Yes
18	Station Street between Pigdon Street and Park Street Calming treatments with combination of speed humps, road narrowings, integrated with plantings. Replication of	In agreement to standard speed hump (no kerbs or bike cut-throughs, agree to speed management that does not impact on	Yes

	speed hump format on southern end of Station Street to ensure there is no loss of parking.	parking supply) to remove kerb outstands and subject to Australian standard spacing requirements, locating adjacent to tree if possible to minimise parking loss.	
19	Nicholson Street at Pigdon Street Kerb extensions on minor road (Pigdon Street) to decrease pedestrian crossing distance. Enhance with greenery, seating, and bike parking. Treatment would take up parking bay width only in Pigdon Street and will not encroach on bike or traffic lane.	Good idea to include more bike parking. Support for loss of parking if it increases place making opportunities.	Yes – provided no impact on traffic
20	Park Street at Drummond Street New raised zebra crossing integrated with speed hump (west side only) to promote pedestrian and cyclist prioritisation, widened to provide separation of use.	Not discussed and no comments	Yes
21	Park Street and Rathdowne Street Kerb extension on west side of intersection and raised centre median on Rathdowne Street to reduce crossing widths, improve pedestrian visibility, and opportunity to introduce greenery, tree planting and passive irrigation. Kerb extension on east side not possible due to requirements of bus turning circle.	Not discussed and no comments	Yes

DoT road	Projects to advocate
Princes Street	<ul style="list-style-type: none"> Princes Street / Drummond Street - a safe crossing for cyclists and pedestrians Princes Street / Rathdowne Street - improving the signal timing to suit slower pedestrians and provide a head start for cyclists Princes Street and Canning Street - improving the signal timing to suit slower pedestrians and provide a head start for cyclists.

Stakeholder Consultation

Department of Transport

48. Details of the LAPM study, including the proposed LAPM plan were sent to DoT in January 2020. No feedback was received.

Moreland City Council

49. Council officers met with Moreland City Council officers on the proposed LAPM plan in November 2019. Moreland City Council officers highlighted identified concerns regarding pedestrian and cyclist safety on the Capital City Trail between Amess Street and Lygon Street.

Ambulance Victoria

50. Ambulance Victoria were notified of the proposed LAPM plan in March 2020. Ambulance Victoria indicated that they have no objections due to access being retained.

Metropolitan Fire Brigade

51. Metropolitan Fire Brigade were notified of the proposed LAPM plan in March 2020. No feedback was received.

Victoria Police

52. Victoria Police were notified of the proposed LAPM plan in March 2020. No feedback was received.

Internal Consultation (One Yarra)

53. The following Council teams were consulted through the study:

- (a) Economic Development;
- (b) Construction Management;
- (c) Waste Management and Cleansing;
- (d) City Works;
- (e) Engineering Services;
- (f) Asset Management;
- (g) Open Space Planning and Design;
- (h) Parking Management;
- (i) Strategic Transport;
- (j) Statutory Planning;
- (k) Urban Design; and
- (l) Urban Agriculture.

54. Feedback was received from:

- (a) Strategic Transport regarding advice on the proposed LAPM treatments on Rathdowne Street due to community feedback they have received separately. Notification that they have ambitions for a bi-directional segregated bike lane on Park Street and that any proposed LAPM treatments should not preclude this. They requested that all proposed speed humps must consider ease of negotiation for cyclists;
- (b) City Works regarding the buildability of proposed LAPM treatments and their proposed Capital Works Program in Carlton North;
- (c) Urban Forestry regarding tree-planting proposals in the precinct that they are implementing on Drummond Street, Canning Street, Newry Street and Hughes Street. They also support the tree planting in proposed LAPM treatments;
- (d) Economic Development regarding trader parking loss concerns from Rathdowne Street parklet proposal;
- (e) Parking Management raised concerns that some parking may need to be removed at some sensitive street locations such as Drummond Street and that extra costs may be incurred if parking sensors need to be removed in Rathdowne Street and/or Nicholson Street;
- (f) Urban Design cautioned against WSUD treatments in locations where trees could be planted as they are not compatible and trees could be planted instead to provide valuable shade. They also updated the study team on their proposals for the Nicholson Street Village; and
- (g) Urban Agriculture suggested the potential use of part of Nicholson Street Reserve productively as a community garden. This feedback was passed onto the Open Space Branch.

Financial Implications

55. Implementation of the recommended plan has been estimated to cost \$1,647,000+GST over five years. The cost estimate is detailed below. This costing includes an initial allocation of \$30,000 for design.

Number	Description	TOTAL
1	Rathdowne Street and Davis Street (south-eastern side) Kerb extension to align with the existing kerb extension on the North side and realignment of the bike lane to suit.	\$55,000.00
2	Drummond Street between Princes and Newry Street Speed humps adjacent to existing trees where possible. Place making – If existing tree is not adjacent, an additional tree will be planted.	\$37,000.00
3	Davis Street Speed humps adjacent to existing trees where possible. Place making – If existing tree is not adjacent, an additional tree will be planted.	\$32,000.00
4	O'Grady Street between Rathdowne and Canning Street Kerb extensions to reduce size of intersection and reduce crossing distance for pedestrians. Place making – opportunity to introduce greening and passive irrigation into kerb extensions.	\$95,000.00
5	Rathdowne Street and Newry Street Kerb extensions to reduce size of intersection and raise median strip to improve pedestrian safety. Place making – opportunity to introduce greening and passive irrigation into kerb extensions.	\$115,000.00
6	Nicholson Street at Newry Street Kerb extensions on Newry Street to decrease pedestrian crossing distance. Place making – opportunity to introduce greenery, passive irrigation, seating, bike parking. Subject to discussion with relevant Council Branch could potentially integrate artwork.	\$65,000.00
7	Nicholson Street at Curtain Street Kerb extensions on Curtain Street to decrease pedestrian crossing distance. Place making – opportunity to introduce greenery, passive irrigation, and seating. Subject to discussion with relevant Council Branch could potentially integrate artwork.	\$60,000.00
8	Fenwick Street and Nicholson Street Kerb extensions on Fenwick Street to decrease pedestrian crossing distance. Place making – opportunity to introduce greenery, passive irrigation, seating, bike parking. Subject to discussion with relevant Council Branch could potentially integrate artwork.	\$60,000.00
9	Rathdowne Street at Fenwick Street New raised zebra crossing to promote pedestrian safety and accessibility.	\$180,000.00

10	Macpherson Street and Lygon Street Kerb extensions on Macpherson Street to reduce size of intersection. Place making – opportunity to introduce greenery, passive irrigation, bike parking.	\$65,000.00
11	Richardson Street and Lygon Street Kerb extensions on Richardson Street to reduce size of intersection. Place making – opportunity to introduce greenery, passive irrigation, seating, bike parking.	\$65,000.00
12	Drummond Street and Richardson Street Kerb extensions to reduce size of intersection. Place making – opportunity to introduce greening and passive irrigation into kerb extensions.	\$160,000.00
13	Rathdowne Street at Richardson Street Raise existing zebra crossing to promote pedestrian safety and accessibility.	\$120,000.00
14	Drummond Street between Richardson and Pigdon Street Speed humps adjacent to existing trees where possible. Place making – If existing tree is not adjacent, an additional tree will be planted.	\$32,000.00
15	Drummond Street between Pigdon and Park Street Speed humps adjacent to existing trees where possible. Place making – If existing tree is not adjacent, an additional tree will be planted.	\$37,000.00
16	Canning Street and Pigdon Street Kerb extensions to reduce size of intersection and provide space for pedestrians. Place making – opportunity to introduce greening and passive irrigation into kerb extensions.	\$85,000.00
17	Station Street between Richardson and Pigdon Street Speed humps adjacent to existing trees where possible. Place making – If existing tree is not adjacent, an additional tree will be planted.	\$22,000.00
18	Station Street between Pigdon and Park Street Speed humps adjacent to existing trees where possible. Place making – If existing tree is not adjacent, an additional tree will be planted.	\$22,000.00
19	Nicholson Street at Pigdon Street Kerb extensions on Pigdon Street to decrease pedestrian crossing distance. Treatment would take up parking bay width only in Pigdon Street and will not encroach on bike or traffic lane. Place making – opportunity to introduce greenery, passive irrigation, seating, bike parking.	\$65,000.00

20	Park Street at Drummond Street New raised zebra crossing integrated with speed hump to promote pedestrian/cyclist safety and accessibility, widened to provide separation of pedestrians and cyclists.	\$160,000.00
21	Park Street and Rathdowne Street Kerb extension on west side of intersection and raised centre median on Rathdowne Street to reduce crossing widths and improve pedestrian visibility. Kerb extension on east side not possible due to requirements of bus turning circle. Place making – opportunity to introduce greening and passive irrigation.	\$85,000.00

56. Council's operating budget commencing 2021/22 should include an amount of \$10,000 + GST for ongoing maintenance costs for new infrastructure associated with these proposals.
57. Funding allocation for design of LAPM 2 works was proposed as a discretionary funding bid for 2020/21 for \$30,000 for design; however officers understand these funds will not be included in the proposed 2020/21 Budget that has been prepared for consultation and adoption in August 2020. Officers would anticipate this would be reconsidered as part of any mid-year Budget review.
58. Subject to Council approval and allocation of funding in 2020/21, design of the relevant treatments in the recommended LAPM plan for the Carlton North precinct (LAPM 2) could commence in 2020/21, with the intent for implementation in 2021/22.
59. Opportunities to fund LAPM treatments through other mechanisms will be considered including:
 - (a) Future capital road works such as road reconstruction;
 - (b) Future utility service road works such as for water mains;
 - (c) Future private development contributions or public realm improvements;
 - (d) Australian Government Black Spot Program; and
 - (e) Other Victorian or Commonwealth Government funding opportunities.

Economic Implications

60. There are no economic implications associated with the recommended plan.

Sustainability Implications

61. The recommended LAPM plan and priority projects for advocacy to DoT improves pedestrian and cyclist safety and connectivity, thus supporting sustainable transport options and usage.

Climate Emergency Implications

62. The recommended LAPM plan will assist in decreasing the impact of severe weather events by increasingly the amount of greenery and minimising surface water run-off through implementing permeable surfaces and increasing tree canopy. The plan will also support a reduction in transport emissions by calming streets and therefore encouraging active transport.

Social Implications

63. A copy of the recommended LAPM plan has been referred to Ambulance Victoria, Metropolitan Fire Brigade and Victoria Police and no response has been received. Due to access being maintained it is not considered that emergency services would have any objections to the plan.

Human Rights Implications

64. There are no identified human rights implications associated with this report.

Communications with CALD Communities Implications

65. A language advisory panel was included in all consultation material including contact details and reference number to access Council's interpreter service.

Council Plan, Strategy and Policy Implications

66. Objective Six of the Council Plan 2017-2021 refers to *A Connected Yarra*, a place where connectivity and travel options are environmentally sustainable, integrated and well-designed. *Strategy 6.1 Manage traffic movement and promote road safety within local roads* specifically identifies the Local Area Place Making program (Initiative 6.1.1).
67. The road materials used will be in line with Council's Infrastructure – Road Materials Policy.
68. Council's Strategic Transport Statement 2012 actions 1.2, 1.5, 1.8 and 1.21 commit to improve pedestrian crossings, facilities and priority projects.

Legal Implications

69. Council has an overall obligation under the *Road Management Act 2004* to manage the local road network in a manner that gives due consideration to community safety.
70. Approval for all Major Traffic Control Items will be sought from DoT.

Other Issues

71. The current funding for LAPM until 2019/2020 comes from a 50-50 grant provided by DoT for the investigation and delivery of projects that improve road safety on local streets.
72. Historically the costs for delivering LAPM/LATM plans has been approximately \$300,000 per precinct. Where costs have exceeded this amount, the delivery of the plans have had to be carried out over multiple years through a staged funding approach. This model of funding has not been guaranteed which has led to delays with the delivery of LAPM plans, as well as resourcing issues as projects accumulate.
73. Past LAPM/LATM studies have not fully accounted for the costs associated with detailed design, construction, drainage, street lighting and assessment. The addition of place making puts further pressure on the limited funding currently available.
74. The issues described above highlight the risk to the delivery of current and future LAPM projects and community confidence in Council.
75. Without a recurring budget for delivery of LAPM projects, endorsed treatments are subject to discretionary funding bids each financial year.
76. A LAPM Policy review is currently underway and the intent is to brief Councillors on this before the end of the current financial year.

Options

77. This report outlines a range of proposed traffic treatments, based on an extensive analysis and consultation period. A range of options have been considered, and the recommended options are presented in this report.

Conclusion

78. A recommended LAPM plan has been developed in consultation with the community and through an evidence-based analysis.
79. In addition, a priority list of traffic management treatments on the arterial roads has been formulated to advocate to DoT for implementation.
80. Subject to Council approval and allocation of sufficient funding, implementation of the recommended LAPM plan for the Carlton North precinct (LAPM 2) can commence with design in 2020/21 and delivery commencing 2021/22, and would be expected to be delivered over five years.

RECOMMENDATION

1. That Council:
 - (a) endorse the recommended treatments identified in the Local Area Place Making (LAPM) plan for Carlton North precinct (LAPM 2);
 - (b) endorse that a review be undertaken between 3-6 months before installation of treatments 14 and 15 by way of a speed survey, where installation will only occur if the 85th percentile speed is in excess 44km/h;
 - (c) endorse that a review be undertaken on whether speed humps should be considered for installation on Amess Street, between Park Street and Pigdon Street, where installation will only be considered if the 85th percentile speed is in excess 44km/h;
 - (d) endorse officers to undertake advocacy to DOT for the list of treatments proposed for Princes Street and which require DOT approval; and
 - (e) notes that subject to Council approval and allocation of sufficient funding, implementation of the recommended LAPM plan for the Carlton North precinct (LAPM 2) can commence with design in 2020/21 and delivery commencing 2021/22, and would be expected to be delivered over five years.

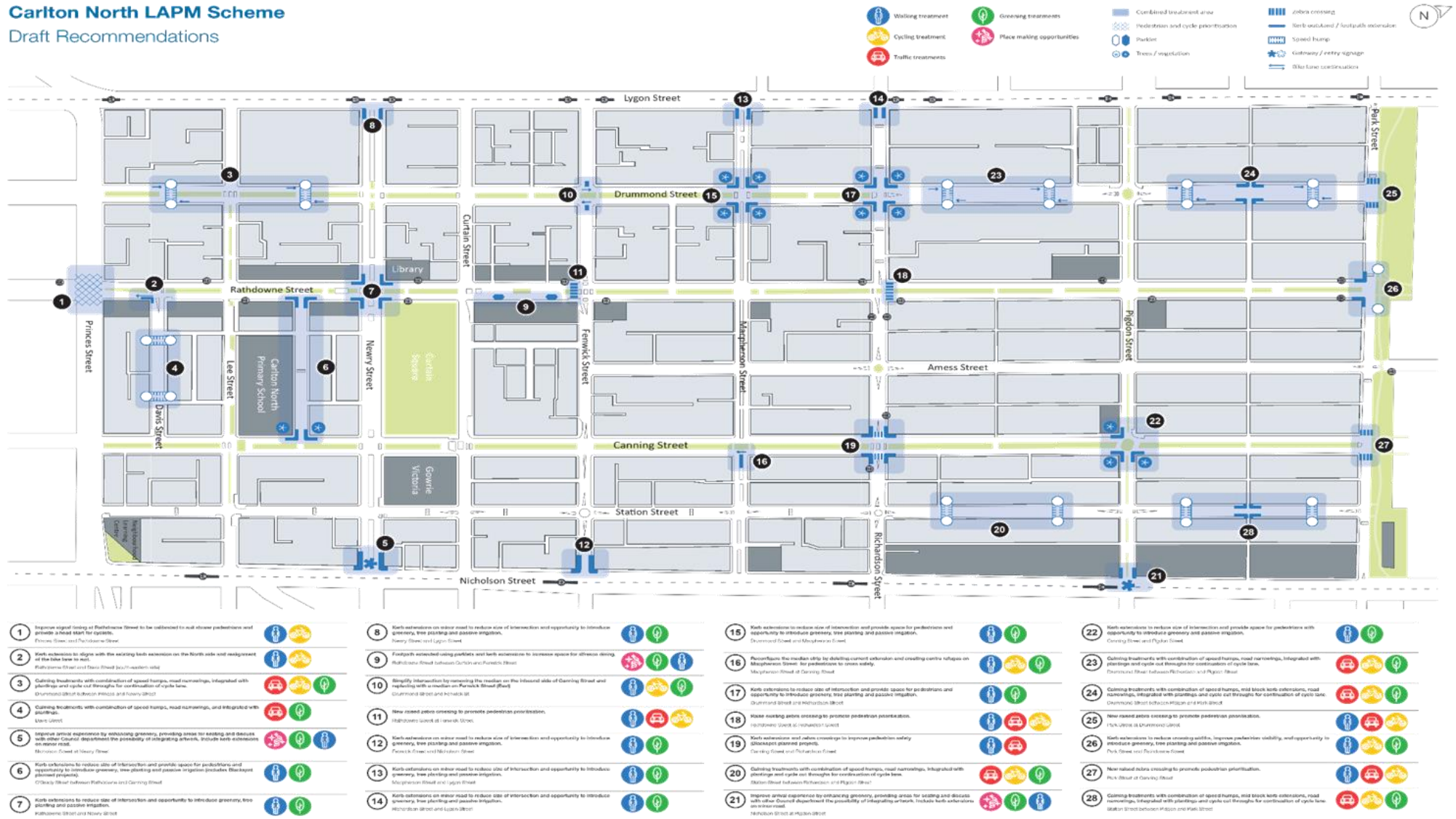
CONTACT OFFICER: Peter Moran
TITLE: Acting Manager City Works
TEL: 9205 5423

Attachments

- 1 [↓](#) CoY Carlton North Draft Local Area Place Making Plan
- 2 [↓](#) CoY Carlton North Local Area Place Making Plan

Attachment 1 - CoY Carlton North Draft Local Area Place Making Plan

Carlton North LAPM Scheme Draft Recommendations



Note: These proposed changes are subject to change pending further traffic design analysis.

Attachment 2 - CoY Carlton North Local Area Place Making Plan

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Attachment 2 - COY Carlton North Local Area Place Making Plan

6.3 Treatment Recommendations Map

This section captures projects that sit within the LAPM scope. The projects have been refined based on community feedback to ensure the intent of projects selection is suitable for the local community. The projects identified are based on:

- Traffic analysis – understanding how the road network is used and by whom, including pedestrian and bike riders, rat-running, and local trips.
- Road safety investigation – improving infrastructure to uplift road safety for the whole community.
- Land use and built form – to support the way people interact with the road space, for example around schools and shops.
- Site inspections – to ensure that treatments identified are appropriate for the nominated sites and fit in with the existing street conditions.
- Support existing works programs – to ensure the treatments align with projects identified through other project teams within City of Yarra.



Attachment 2 - CoY Carlton North Local Area Place Making Plan

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Legend			
	Driving treatments		Greening treatments
	Walking treatments		Place making treatments
	Cycling treatments		

<div>1</div> <div>Kerb extension to aligns with the existing kerb extension on the North side and realignment of the bike lane to suit. Rathdowne Street and Davis Street (south-eastern side)</div> <div></div>	<div>8</div> <div>Kerb extensions on minor road to reduce size of intersection and opportunity to introduce greenery, tree planting and passive irrigation. Incorporate bike parking. Nicholson Street at Fenwick Street</div> <div></div>	<div>16</div> <div>Kerb extensions to reduce size of intersection and provide space for pedestrians with opportunity to introduce greenery and passive irrigation. Canning Street and Pigdon Street</div> <div></div>
<div>2</div> <div>Speed humps located adjacent to trees (or trees planted where needed) to minimise loss of parking. Subject to Australian Standard spacing requirements. Drummond Street between Princes and Newry Street</div> <div></div>	<div>9</div> <div>New raised zebra crossing to promote pedestrian prioritisation. Include flashing warning lights it meets the warrants (addressed as part of design process). Rathdowne Street at Fenwick Street</div> <div></div>	<div>17</div> <div>Speed humps located adjacent to trees (or trees planted where needed) to minimise loss of parking. Subject to Australian Standard spacing requirements. Station Street between Richardson and Pigdon Street</div> <div></div>
<div>3</div> <div>Speed humps located adjacent to trees (or trees planted where needed) to minimise loss of parking. Subject to Australian Standard spacing requirements. Davis Street</div> <div></div>	<div>10</div> <div>Kerb extensions on minor road to reduce size of intersection and opportunity to introduce greenery, tree planting and passive irrigation. Macpherson Street and Lygon Street</div> <div></div>	<div>18</div> <div>Speed humps located adjacent to trees (or trees planted where needed) to minimise loss of parking. Subject to Australian Standard spacing requirements. Station Street between Pigdon and Park Street</div> <div></div>
<div>4</div> <div>Kerb extensions to reduce size of intersection and provide space for pedestrians and opportunity to introduce greenery, tree planting and passive irrigation. O'Grady Street and Canning Street</div> <div></div>	<div>11</div> <div>Kerb extensions on minor road to reduce size of intersection and opportunity to introduce greenery, tree planting and passive irrigation. Richardson Street and Lygon Street</div> <div></div>	<div>19</div> <div>Kerb extensions on minor road to decrease pedestrian crossing distance. Enhance with greenery, seating, and bike parking. Treatment may take up one parking bay width only in Pigdon and will not encroach on bike or traffic lane. Nicholson Street at Pigdon Street</div> <div></div>
<div>5</div> <div>Kerb extensions to reduce size of intersection and opportunity to introduce greenery, tree planting and passive irrigation. Include kerb extension and raise median strip to improve pedestrian safety. Rathdowne Street and Newry Street</div> <div></div>	<div>12</div> <div>Kerb extensions to reduce size of intersection and provide space for pedestrians and opportunity to introduce greenery, tree planting and passive irrigation. Drummond Street and Richardson Street</div> <div></div>	<div>20</div> <div>New raised zebra crossing integrated with speed hump (west side only) to promote pedestrian and cyclist prioritisation, widened to provide separation of use. Include flashing warning lights it meets the warrants (addressed as part of design process). Park Street at Drummond Street</div> <div></div>
<div>6</div> <div>Kerb extensions on minor road (Newry Street) to decrease pedestrian crossing distance. Enhance with greenery, seating, bike parking and discuss with other Council department the possibility of integrating artwork. Nicholson Street at Newry Street</div> <div></div>	<div>13</div> <div>Raise existing zebra crossing to promote pedestrian prioritisation. Include flashing warning lights it meets the warrants (addressed as part of design process). Rathdowne Street at Richardson Street</div> <div></div>	<div>21</div> <div>Kerb extension on west side of intersection and raised centre median on Rathdowne Street to reduce crossing widths, improve pedestrian visibility, and opportunity to introduce greenery, tree planting and passive irrigation. Kerb extension on east side not possible due to requirements of bus turning circle. Park Street and Rathdowne Street</div> <div></div>
<div>7</div> <div>Kerb extensions on minor road (Curtain Street) to decrease pedestrian crossing distance. Enhance with greenery, seating, bike parking and discuss with other Council department the possibility of integrating artwork. Nicholson Street at Curtain Street</div> <div></div>	<div>14</div> <div>Speed humps located adjacent to trees (or trees planted where needed) to minimise loss of parking. Subject to Australian Standard spacing requirements. Drummond Street between Richardson and Pigdon Street</div> <div></div>	
	<div>15</div> <div>Speed humps located adjacent to trees (or trees planted where needed) to minimise loss of parking. Subject to Australian Standard spacing requirements. Drummond Street between Pigdon and Park Street</div> <div></div>	

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Attachment 2 - CoY Carlton North Local Area Place Making Plan

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Attachment 2 - COY Carlton North Local Area Place Making Plan

6.4 Planned or Potential Projects Map

This section captures projects that sit out of the scope of this LAPM. They include both planned and potential projects. Many of these projects draw on the analysis of traffic data and concerns and opportunities raised during community engagement.

Planned projects refer to Council or State Government capital works projects with existing approval and funding to proceed. A number of these projects are being funded through the Blackspot Program. Potential projects reference treatments that require further advocacy as they sit within Department of Transport jurisdiction, sit within the responsibility of an alternate Council department, or require further detailed engagement and design considerations.



Attachment 2 - CoY Carlton North Local Area Place Making Plan

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Attachment 2 - COY Carlton North Local Area Place Making Plan

Legend	
	Driving treatments
	Walking treatments
	Cycling treatments
	Greening treatments
	Place making treatments
1	<p>Potential Project: Advocate to Department of Transport (DoT) to create a safe crossing for cyclists and pedestrians. Princes Street and Drummond Street</p>
2	<p>Potential Project: Advocate to Department of Transport (DoT) to improve signal timing to be calibrated to suit slower pedestrians and provide a head start for cyclists. Princes Street and Rathdowne Street</p>
3	<p>Potential Project: Advocate to Department of Transport (DoT) to improve signal timing to be calibrated to suit slower pedestrians and provide a head start for cyclists. Princes Street and Canning Street</p>
4	<p>Potential Project: Reinstate raised kerbs to protect pedestrians from vehicle movements. Lee Street at Drummond Street</p>
5	<p>Blackspot project: Kerb extensions to reduce size of intersection and provide space for pedestrians to cross safely. O'Grady Street and Rathdowne Street</p>
6	<p>Funded project (City West Water reinstatement): Amenity projects including water fountain, seating and cycle parking. Canning Street between Gowrie Centre and Curtain Square</p>
7	<p>Potential project: Footpath extended to increase space for alfresco dining, bike parking or greenery. Location and specific use will be developed in project-specific consultation with traders and community to understand specific treatment and any loss of carparking. Rathdowne Street between Curtain and Fenwick Street</p>
8	<p>Blackspot project: Kerb extensions to reduce size of intersection and provide space for pedestrians and opportunity to introduce greenery, tree planting and passive irrigation. Drummond Street and Macpherson Street</p>
9	<p>Blackspot project: Roundabout treatment with kerb extensions and zebra crossings to improve pedestrian safety. Canning Street and Richardson Street</p>
10	<p>Potential project: Council exploring safe crossing points across Park Street from the Capital City trail for pedestrians and cyclists. Further detailed considerations to improving Canning Street crossing through kerb extensions and raised zebra. Park Street and Canning Street</p>
N/A	<p>Funded project (Council and City West Water): Tree planting along central median from Princes Street to Park Street. Canning Street</p>
N/A	<p>Funded project (Council): Tree planting along central median and footpaths along full length of Newry Street. Newry Street</p>
N/A	<p>Funded project (Council): Tree planting along central median and footpaths between Princes Street and Pigdon Street. Drummond Street</p>

April 2020



11.2 Studley Street and Yarra Street - Parking, Access and Safety

Executive Summary**Purpose**

To update Council on further investigations and consultation undertaken following Council Resolution 11.3 Studley Street and Yarra Street, Abbotsford – Parking Amendments, from the 17 December 2019 Council Meeting, that Council Officers undertake further investigations and consultation.

To present information and options in order for Council to make a decision on any action in relation to this matter.

Key Issues

Vehicles are permitted to park on both sides of Studley Street (between Hoddle Street and Nicholson Street) and Yarra Street (between Hoddle Street and Nicholson St) between 4pm and 8am.

MFB have stated that their trucks are 2.5m wide (excluding mirrors), however adequate clearance to stationary vehicles and human error also need to be accounted for within any road designs i.e. ability of regular vehicle drivers to successfully park against the kerb and also the ability of drivers of emergency (and other large) vehicles.

MFB has indicated that equipment is accessed from the side of the truck so additional clearance is required once the vehicle is stationary to attend to emergency events.

MFB have indicated that responding to emergency events via laneways to the rear of properties is not possible due to their responders going to the registered address, which is at the primary street frontage. Fire hydrants are not typically located in laneways.

Council Officers have undertaken detailed measurements at 20m intervals of Studley Street and Yarra Street, between Hoddle Street and Nicholson Street. The carriageway widths of Studley Street and Yarra Street range from 6.3-6.5m, with the majority of the streets being 6.4m.

When parking is allowed on both sides of Studley Street and Yarra Street, between Hoddle Street and Nicholson Street, the minimum unobstructed carriageway width could range from 2.3-2.6m, depending on how many cars are parked and how close to the kerb they are.

Council's asset management database MASS has been interrogated and an additional 35 streets in the City of Yarra have similar characteristics to Studley Street and Yarra Street, relating to narrow carriageways and on-street parking.

Parking occupancy surveys indicate that at night there is a large amount of spare capacity in Studley Street, Yarra Street and the wider area surveyed of Abbotsford.

Footpath parking is legal in appropriately signed areas, such as Yarra Street. The marked bays on the footpath on Yarra Street reduce the minimum unobstructed footpath width to 1.3-1.5m at a number of locations, which meets the minimum requirement of 1.2m according to the Disability Discrimination Act 1992 (DDA) and relevant Australian Standard.

Even though the footpath parking on Yarra Street does meet the minimum DDA requirement of 1.2m, this is not recommended or considered best practice given the desirable DDA minimum is 1.8m.

Realigning and removing kerbs to widen the carriageway or make the street all one level would be prohibitively expensive, ranging from \$2.5-11.1m.

Examples of advisory parking bays on Tait Street and St Philips Street seem to encourage most motorists to park closer to the kerb. If advisory parking bays were to be installed in the relevant sections of Studley Street and Yarra Street, it is considered that a width of 1.9m would be appropriate to cater for the width of most cars and also discourage footpath parking.

Angle parking is not possible on the relevant sections of Studley Street and Yarra Street due to carriageway width.

There is very strong community opposition to any parking removal.

Options for consideration are:

- Option 1a: Retain the existing parking arrangements on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street).
- Option 1b: Retain the existing parking arrangements on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street) and Council implement additional parking restriction (permit zone) changes to prioritise residential parking.
- Option 1c: Retain the existing times of the parking arrangements on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street) and Council undertake consultation with the community on parking restriction (permit zone) changes to prioritise residential parking, in accordance with Parking Restriction Guidelines.
- Option 2a: Retain the existing parking arrangements on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street). Install 1.9m wide advisory parking bays to encourage motorists to park closer to the kerb.
- Option 2b: Retain the existing parking restrictions on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street). Install 1.9m wide advisory parking bays and Council implement additional parking restriction (permit zone) changes to prioritise residential parking.
- Option 2c: Retain the existing parking restrictions on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street). Install 1.9m wide advisory parking bays and Council undertake consultation with the community on parking restriction (permit zone) changes to prioritise residential parking, in accordance with Parking Restriction Guidelines.
- Option 3: Introduce footpath parking, where parking is currently allowed only at night on the north side of Studley Street and south side of Yarra Street (between Hoddle Street and Nicholson Street).
- Option 4: Removal of parking from the south side of Studley Street and north side of Yarra Street (between Hoddle Street and Nicholson Street) and introduction of a Permit Zone on the other side.

Financial Implications

Depending on which option is pursued, there could be a financial cost to Council for amendments to parking signs and linemarking, however this is modest and can be funded through existing operational budgets.

The cost of possible kerb realignment or removal are significant and not considered affordable or good value in this instance.

PROPOSAL

That Council:

- (a) note the contents of this report;
- (b) select an option for endorsement;

- (c) instruct officers to inform residents and relevant stakeholders of the endorsed option and any parking amendments if required; and
- (d) instruct officers to implement the endorsed option and any parking amendments if required.

11.2 Studley Street and Yarra Street - Parking, Access and Safety

Reference: D20/110935
Authoriser: Director City Works and Assets

Purpose

1. To update Council on further investigations and consultation undertaken following Council Resolution 11.3 Studley Street and Yarra Street, Abbotsford – Parking Amendments, from the 17 December 2019 Council Meeting.
2. To present information and options in order for Council to make a decision on any action in relation to this matter.

Background

December 2019 - Recommendation to remove parking in Studley Street and Yarra Street, between Hoddle Street and Nicholson Street

3. The Council report presented on 17 December 2019 recommended the removal of parking from one side of Studley Street (between Hoddle Street and Nicholson Street and Yarra Street (between Hoddle Street and Clarke Street), resulting in a net loss of 79 parking bays.
4. The report included a recommendation to also remove footpath parking in Yarra Street (between Nicholson Street and Clarke Street).
5. This was proposed, in part, to address the risk and public liability to Council associated with Metropolitan Fire Brigade (MFB) being unable to respond adequately to an emergency event, noting that the current parking arrangements restrict access to a number of large vehicles at times, including waste collection, delivery trucks and others.
6. It was also proposed to implement the following parking restriction changes in order to support residential parking in these areas as a priority:
 - (a) In Studley Street, between Hoddle Street and Nicholson Street, the existing 2P Monday to Friday 7am to 7pm restriction should be extended to include Permit Zone All Other Times; and
 - (b) In Yarra Street, between Hoddle Street and Nicholson Street, and between Patterson Street to Clarke Street, the existing 2P 7am to 7pm Monday to Friday restriction should be extended to include Permit Zone All Other Times.

Council Resolution 11.3 Studley Street and Yarra Street, Abbotsford – Parking Amendments, from the 17 December 2019 Council Meeting

7. The Council Resolution from this meeting is noted below:

11.3 – COUNCIL RESOLUTION

Moved: Councillor Jolly

Seconded: Councillor Fristacky

1. *That Council:*
 - (a) *note the contents of this report;*
 - (b) *defer consideration of the proposed removal of parking spaces to enable:*
 - (i) *further discussions with the MFB and local residents;*
 - (ii) *further investigation into laneway access, including consideration of width measurements, any other relevant issues and the precedents of traffic treatments across Yarra and other inner Melbourne suburbs;*
 - (iii) *parking occupancy observations to be made on Studley Street, Yarra Street and neighbouring streets including in the evening; and*

- (iv) *a further report to be produced for Council and local residents to investigate the questions raised and solutions suggested by local residents including:*
 - a. *the effect of the proposed changes on parking on neighbouring streets (based on the occupancy observations);*
 - b. *the regulatory provisions governing parking vehicles on footpaths, whether Council has the ability to allow footpath parking and its effect on DDA compliance;*
 - c. *whether line marking of parking bays can be done in such a way to compel drivers to park closer to the curb and increase clearance (as on St Philips St);*
 - d. *advice from emergency services on whether their vehicles can use rear laneways for access to properties in an emergency and/or whether smaller vehicles can be used to access narrow streets;*
 - e. *whether footpaths can be redesigned to increase road width and what cost and other implications there would be in this;*
 - f. *whether angle parking could be introduced; and*
 - g. *any other issues officers consider relevant.*

CARRIED UNANIMOUSLY

MFB Fire Truck Dimensions and Operations

- 8. MFB have stated that their trucks are 2.5m wide, which is the widest a vehicle can be without needing to apply for an Over Dimensional Vehicle Permit. They do not currently, nor have any plans, to use smaller vehicles to attend emergency events.
- 9. The *MFB Planning Guidelines for Emergency Vehicle Access and Minimum Water Supplies within the Metropolitan Fire District* state that “emergency vehicles generally do not exceed a width of 2.5 metres (excluding mirrors) however adequate clearance to stationary vehicles and human error also need to be accounted for within any road designs i.e. ability of regular vehicle drivers to successfully park against the kerb and also the ability of drivers of emergency vehicles.”
- 10. MFB have indicated that equipment is accessed from the side of the truck so additional clearance is required once stationary to attend to emergency events.
- 11. The *MFB Planning Guidelines for Emergency Vehicle Access and Minimum Water Supplies within the Metropolitan Fire District* require an unobstructed carriageway width of 3.5m, however this is guidance and is aimed at new subdivisions.

Laneway access

- 12. MFB have indicated that responding to emergency events via laneways to the rear of properties is not possible due to their responders going to the registered address, which is at the primary street frontage. Fire hydrants are also not typically located in laneways.

Studley Street and Yarra Street, between Hoddle Street and Nicholson Street, width measurements

- 13. Council Officers undertook further detailed measurements on Studley Street and Yarra Street, between Hoddle Street and Nicholson Street, at 20m intervals.
- 14. The carriageway widths of Studley Street and Yarra Street range from 6.3-6.5m, with the majority of the streets being 6.4m.
- 15. When parking is allowed on both sides of Studley Street and Yarra Street, between Hoddle Street and Nicholson Street, the minimum unobstructed carriageway width could range from 2.3-2.6m, depending on how many cars are parked and how close to the kerb they are.
- 16. The footpaths on Studley Street range from 1.6-2.1m in width.

17. The footpaths on Yarra Street range from 1.61-2.35m in width.

Streets in City of Yarra with similar carriageway characteristics

18. Council's asset management database MASS has been interrogated and an additional 35 streets in the City of Yarra have similar characteristics to Studley Street and Yarra Street, in that their unobstructed carriageway width makes access difficult for vehicles 2.5m wide (MFB truck width).
19. The streets generally have fire hydrants located on them, are one-way and are a mixture of parking on one or both sides of the carriageway. A list of these streets is provided as **Attachment 1**.

Parking occupancy surveys

20. Night time parking occupancy survey data was collected by Council's contractor on Wednesday 5 February and Saturday 8 February at 10:30pm in the area bounded by Hoddle Street, Johnston Street, Clarke Street and including Vere Street/Marine Parade.
21. The relevant sections of Studley Street and Yarra Street, between Hoddle Street and Nicholson Street and the streets immediately neighbouring them of Stafford Street, Vere Street, Nicholson Street, Hunter Street and Park Street have been analysed. There is a supply of 401 parking spaces in these streets at night. There was a demand for 234 spaces on Wednesday night (58%) and 273 spaces on Saturday night (68%).
22. Studley Street has a supply of 80 parking spaces. There was a demand for 48 spaces on Wednesday night (60%) and 44 spaces on Saturday night (55%).
23. Yarra Street has a supply of 94 parking spaces. There was a demand for 49 spaces on Wednesday night (52%) and 60 spaces on Saturday night (64%).
24. The parking occupancy surveys indicate that at night there is a large amount of spare capacity in Studley Street, Yarra Street and the immediately neighbouring streets surveyed in Abbotsford.

Footpath parking

25. Yarra Street, between Nicholson Street and Clarke Street, currently has marked parking bays and parking control signs that allow cars to park partially on the footpath from 4pm to 8am Mon-Fri, and at all times over the weekend.
26. Parking bays are marked with a width of 0.6m on the footpath and 1.4m on the carriageway, leaving approximately 2.9-3.0m unobstructed carriageway when vehicles are parked on the carriageway on the other side of the street.
27. The current parking arrangement allows sufficient road space for through traffic, including MFB trucks.
28. This parking arrangement was introduced in 2011 following requests from residents to increase the available parking in this section of Yarra Street. The proposal to allow footpath parking was supported by a majority of residents.
29. The current parking arrangement increases the available parking in this section of Yarra Street by 19 spaces.
30. Advice in the 17 December 2019 report stated that footpath parking was a contravention of Regulation 197 of *The Victorian Road Safety Rules 2017*.
31. Officers have since clarified that footpath parking can be allowed, in certain circumstances, and that parking on the footpath in Yarra Street, which has appropriate signage and line marking, is not a contravention of the Road Rules.

32. The *Victorian Road Safety Road Rules 2017 – Regulation 197* states that:
 - (a) *A driver must not stop on a bicycle path, footpath, shared path or dividing strip, or a nature strip adjacent to a length of road in a built-up area, unless – the driver stops at a place on a length of road, or in an area, to which a parking control sign applies and the driver is permitted to stop at that place under these Rules. (emphasis added)*
33. Despite appropriately signed footpath parking not being a contravention of *The Victorian Roads Safety Rules 2017*, officers still do not support, nor recommend the expansion of footpath parking in Yarra.
34. The marked bays on the footpath reduce the minimum unobstructed footpath width to 1.3-1.5m at a number of locations, which meets the minimum requirement of 1.2m according to the DDA and relevant Australian Standard.
35. Even though the footpath parking on Yarra Street does meet the minimum DDA requirement of 1.2m, this is not considered best practice for a footpath to be narrowed at this many locations along its length. This is also reinforced by the desirable DDA minimum being 1.8m.
36. Parking Management have indicated they receive complaints from members of the public, including those with mobility impairment, expressing concern with the footpath parking arrangement on Yarra Street due to the reduced footpath width.
37. Victoria Walks have submitted that footpath parking is a significant concern for them due to making “movement for pedestrians, particularly vulnerable members of the community using wheelchairs, canes, walking frames, trolleys, prams or mobility scooters, more difficult or impossible.” They further state that “formalising parking on the footpath would be a retrograde step and would compromise the Council’s positive reputation in sustainable transport particularly.” Their submission is at **Attachment 11**.
38. The other sections of Yarra Street and Studley Street (between Hoddle Street and Nicholson Street) have similar characteristics to the section of Yarra Street that currently has footpath parking.

Kerb realignment or removal

39. Council Officers have investigated whether it is feasible to realign the kerb/s or remove the kerbs to increase carriageway width for emergency access.
40. It is estimated that the cost of realigning one or both of the kerbs on Studley Street and Yarra Street, between Hoddle Street and Nicholson Street, would be \$1.5-2.5m. This is a high level estimate, which could increase considerably based on unknowns relating to service relocation, steepness of footpath and potential road reconstruction relating to high road camber.
41. Removing the kerbs to make the street all one level is a feature of well-designed Shared Zones. This would also likely not be feasible due it being unlikely to meet the warrants for Shared Zones relating to pedestrian volumes, which are a requirement of Department of Transport approval. Costs from a recent, similar Shared Zone project were approximately \$1,500/m², which equates to a cost of \$11.1m to implement this treatment in Studley Street and Yarra Street, between Hoddle Street and Nicholson Street.

Advisory parking bays

42. Examples of where advisory parking bays have been installed in the City of Yarra include Tait Street in Fitzroy North and St Philips Street in Abbotsford.
43. Advisory parking bays are installed to encourage motorists to park closer to the kerb by being narrower than typical parking bays that are designed to Australian Standards. The parking bays in Tait Street and St Philips Street range in width from 1.6-1.8m. Individual bays are also not demarcated.
44. Council Officers consider that the advisory parking bays on Tait Street and St Philips Street seem to encourage most motorists to park closer to the kerb, however they also tend to encourage footpath parking.

45. If advisory parking bays were to be installed in the relevant sections of Studley Street and Yarra Street, it is considered that a width of 1.9m would be appropriate to cater for the width of most cars and also discourage footpath parking, as is seen in examples where 1.6m bays are provided.
46. Advisory bays with a width of 1.9m would typically leave a carriageway width of 2.6m on Studley Street and Yarra Street, which is sufficient width for a MFB truck access, provided vehicles park within the advisory lines.

Angle Parking

47. The carriageways of Studley Street and Yarra Street, between Hoddle Street and Nicholson Street are approximately 6.3m and 6.4m wide respectively. To install 30 degree angle parking, which is the most acute angle allowed by the relevant Australian Standard, would require the existing parking on both sides to be removed and would result in a trafficable width of 2.1-2.2m adjacent to the parking. This is too narrow for vehicle access, and would not allow MFB trucks to pass through the streets at all.

External Consultation

MFB

48. Council Officers met two Commanders from MFB on site at Studley Street and Yarra Street on Tuesday 11 February 2020. One of the Commander's wrote the letter in response to the Studley Street parking restriction trial, that prompted the proposal to remove parking on Studley Street and Yarra Street, and attended the Council Meeting on 17 December. A useful site inspection and discussion was had, with the following advice received:
 - (a) their trucks are 2.5m wide (excluding mirrors), however adequate clearance to stationary vehicles and human error also need to be accounted for within any road designs;
 - (b) equipment is accessed from the side of the truck so additional clearance is required once stationary to attend to emergency events;
 - (c) they do not currently nor have any plans to use smaller vehicles to attend emergency events;
 - (d) it is not possible to respond to emergency events via laneways to the rear of properties due to the responders being sent to the registered address, which is at the primary street frontage; and
 - (e) their record of the location of fire hydrants in Studley Street and Yarra Street accorded with the information on Council's GIS (shown in blue in Figure 1).

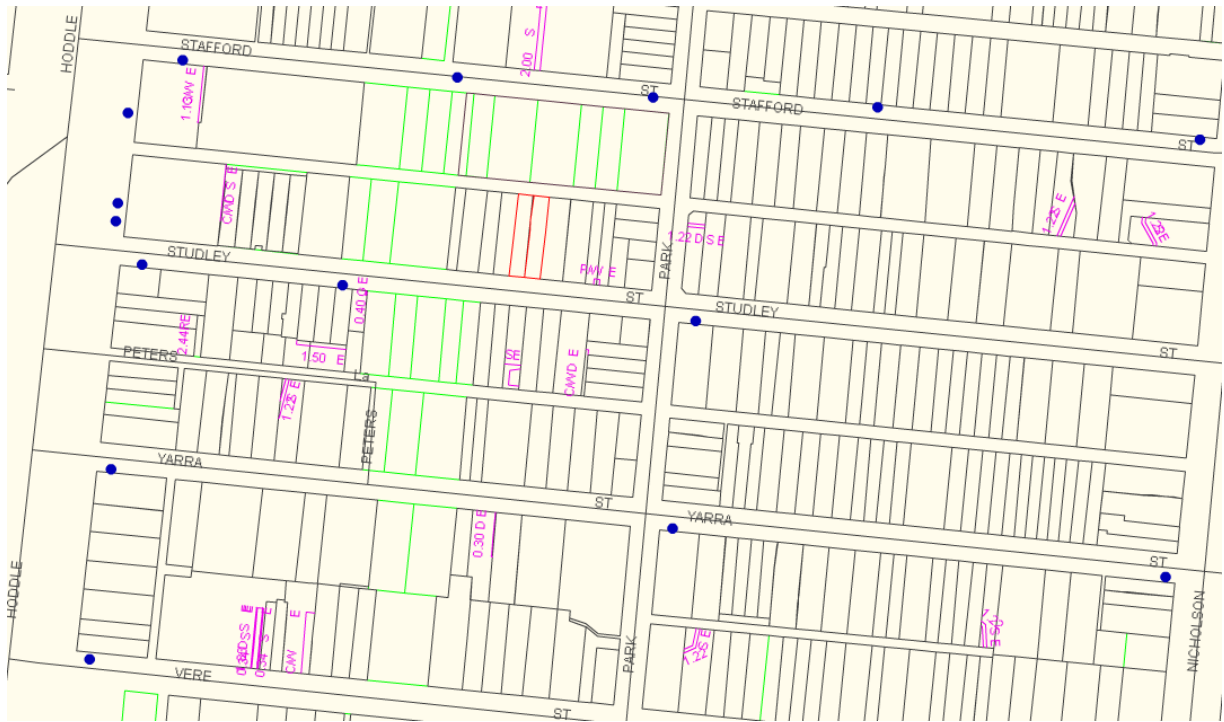


Figure 1 Fire Hydrant Locations

Community consultation

49. A postcard was sent out to all residents of Studley Street and Yarra Street, between Hoddle Street and Nicholson Street, inviting them to a meeting with Council Officers to discuss constraints and options for emergency service access and parking.
50. The meeting was held at the Collingwood Town Hall from 6-8pm on Thursday 20th February 2020. 28 people attended the meeting and a small number of written submissions were received from residents following this meeting. The written submissions are attached to this report.
51. The main themes from the community feedback were:
 - (a) very strong opposition to any parking removal;
 - (b) difficult to parallel park when both sides of Studley Street and Yarra Street are parked;
 - (c) wider consultation should be undertaken if more disruptive options are pursued;
 - (d) refuse/recycling trucks often have to back out;
 - (e) better enforcement is needed of existing restrictions;
 - (f) risk of higher speeds with wider streets;
 - (g) further footpath parking is supported if it helps retain parking; and
 - (h) parking on both sides of Studley Street and Yarra Street at all times is generally supported.

Internal Consultation (One Yarra)

52. The following Council units were consulted on the proposal:
 - (a) Parking Management;
 - (b) City Works - Waste Management;
 - (c) Urban Design; and
 - (d) Aged and Disability Services.

53. Internal feedback was provided below:

- (a) Parking Management indicated that they do not support the installation of further footpath parking due to receiving complaints from members of the public, including those with mobility impairment, about the existing footpath parking on Yarra Street. These complaints relate to access due to the reduced footpath width. Parking Management support advisory parking bays to encourage motorists to park closer to the kerb;
- (b) City Works - Waste Management noted that the Waste Collection contractor has difficulty collecting refuse and recycling bins on Studley Street and Yarra Street due to the available road width when cars are parked on both sides of the streets. They often have to manually bring bins to the collection truck parked at the end of the parking bays;
- (c) Urban Design have stated that they do not support footpath parking due to access concerns with the reduced footpath width and that it may impact tree health through the increased likelihood of vehicles driving over tree pits and striking trees; and
- (d) Aged and Disability Services have stated that they do not support footpath parking due to access concerns with the reduced footpath width, especially for more vulnerable pedestrians such as the elderly and disabled.

Financial Implications

- 54. Depending on which option is pursued, there could be a financial cost to Council for amendments to parking signs and linemarking, however this is modest and can be funded through existing operational budgets.
- 55. The cost of possible kerb realignment or removal are significant and not considered affordable or good value in this instance.

Economic Implications

- 56. There are no economic implications.

Sustainability Implications

- 57. There are no sustainability implications.

Climate Emergency Implications

- 58. There are no climate emergency implications.

Social Implications

- 59. Depending on which option is pursued, some residents may be impacted by not being able to park directly outside their house. This is not unusual in inner Melbourne.
- 60. Officers' advice is that extending footpath parking may have detrimental impacts on pedestrian access, particularly for people with mobility issues, or people with prams.

Human Rights Implications

- 61. There are no identified human rights implications.

Communications with CALD Communities Implications

- 62. If there is a need to communicate a change to parking arrangements, a language advisory panel will be included in all notification material including contact details and reference number to access Council's interpreter service.

Council Plan, Strategy and Policy Implications

- 63. One of the objectives of the *Road Management Plan 2017 – 2021* is to “ensure that a safe and efficient network of municipal public roads is provided primarily for travel and transport.”

Legal Implications

64. Council has an overall obligation under the *Road Management Act 2004* to manage the local road network in a manner that gives due consideration to community safety.
65. The 17 December 2019 report included confidential advice to Council on the potential legal risk. This advice remains relevant and unchanged.

Options

Option 1a – Status quo

66. Retain the existing parking arrangements on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street).
 - (a) appears to have reasonably broad community support;
 - (b) parking occupancy indicates considerable parking capacity at night and therefore probably adequate space for MFB access; and
 - (c) MFB response times potentially impacted.

Option 1b – Status quo and Permit Zone implementation

67. Retain the existing times of the parking restrictions on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street) and implement parking restriction changes in order to prioritise residential parking in these areas.
68. In Studley Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday – Friday restriction would remain but a Permit Zone would apply outside of these times.
69. In Yarra Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday to Friday restriction should be extended to include Permit Zone All Other Times.
 - (a) appears to have some level of community support;
 - (b) priority given to residential parking;
 - (c) parking occupancy indicates considerable parking capacity at night and therefore potentially adequate space for MFB access;
 - (d) parking occupancy will likely reduce further so a 12 month post implementation review could be undertaken to determine parking requirements; and
 - (e) Council to implement restriction changes without further community consultation.

Option 1c – Status quo and Permit Zone consultation

70. Retain the existing times of the parking restrictions on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street) and Council consult local community on parking restriction changes in order to prioritise residential parking in these areas.
71. In Studley Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday – Friday restriction should be extended to include Permit Zone All Other Times.
72. In Yarra Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday to Friday restriction should be extended to include Permit Zone All Other Times.
 - (a) appears to have some level of community support;
 - (b) priority given to residential parking (on the basis of community support);
 - (c) parking occupancy indicates considerable parking capacity at night and therefore adequate space for MFB access;
 - (d) parking occupancy will likely reduce further so a 12 month post implementation review could be undertaken to measure parking requirements; and

- (e) Council to undertake consultation with affected residents on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street) and implement as per the Parking Restriction Guidelines.

Option 2a – Advisory linemarking

- 73. Retain the existing parking restrictions on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street) and install advisory parking bays to encourage motorists to park closer to the kerb.
 - (a) appears to have reasonably broad community support;
 - (b) parking occupancy indicates considerable parking capacity at night and therefore probably adequate space for MFB access;
 - (c) MFB response times are likely to be improved due to motorists parking closer to kerbs;
 - (d) 1.9m wide parking bays considered appropriate; and
 - (e) footpath parking may increase.

Option 2b – Advisory linemarking and Permit Zone implementation

- 74. Retain the existing times of the parking restrictions on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street). Install advisory parking bays (linemarking) to encourage motorists to park closer to the kerb and implement parking restriction changes in order to prioritise residential parking in these areas.
- 75. In Studley Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday – Friday restriction would remain but a Permit Zone would apply outside of these times.
- 76. In Yarra Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday to Friday restriction should be extended to include Permit Zone All Other Times.
 - (a) appears to have some level of community support;
 - (b) 1.9m wide parking bays considered appropriate;
 - (c) footpath parking may increase;
 - (d) priority given to residential parking;
 - (e) MFB response times are likely to be improved due to motorists parking closer to kerbs and parking occupancy indicates considerable parking capacity at night and therefore potentially more adequate space for MFB access;
 - (f) parking occupancy will likely reduce further so a 12 month post implementation review could be undertaken to determine parking requirements; and
 - (g) Council to implement restriction changes without further community consultation.

Option 2c – Advisory linemarking and Permit Zone consultation

- 77. Retain the existing times of the parking restrictions on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street). Install advisory parking bays (linemarking) to encourage motorists to park closer to the kerb and Council consult on parking restriction changes in order to prioritise residential parking in these areas.
- 78. In Studley Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday – Friday restriction should be extended to include Permit Zone All Other Times.
- 79. In Yarra Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday to Friday restriction should be extended to include Permit Zone All Other Times.
 - (a) appears to have some level of community support;
 - (b) 1.9m wide parking bays considered appropriate;
 - (c) footpath parking may increase;

- (d) priority given to residential parking (on the basis of community support);
- (e) MFB response times are likely to be improved due to motorists parking closer to kerbs and parking occupancy indicates considerable parking capacity at night and therefore potentially more adequate space for MFB access;
- (f) parking occupancy will likely reduce further so a 12 month post implementation review could be undertaken to measure parking requirements; and
- (g) Council to undertake consultation with affected residents on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street) and implement as per the Parking Restriction Guidelines.

Option 3 – Footpath parking

- 80. Retain the existing parking restrictions on Studley Street and Yarra Street (between Hoddle Street and Nicholson Street) and install footpath parking where parking is currently allowed only at night on the north side of Studley Street and south side of Yarra Street (between Hoddle Street and Nicholson Street).
 - (a) footpath narrowing will impact pedestrian accessibility even though it meets minimum DDA requirements;
 - (b) opposition from Council units including: Parking Management; Urban Design; and Aged and Disability;
 - (c) likely opposition from special interest groups such as Victoria Walks and disability advocates;
 - (d) appears to have some level of support from Studley Street and Yarra Street residents; and
 - (e) MFB response time likely improved at night.

Option 4 – Removal of parking from one side of Studley Street and Yarra Street (between Hoddle Street and Nicholson Street) and introduction of Permit Zone on other side.

- 81. Remove parking on the north side of Studley Street and south side of Yarra Street (between Hoddle Street and Nicholson Street).
- 82. In Studley Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday – Friday restriction should be extended to include Permit Zone All Other Times.
- 83. In Yarra Street, between Park Street and Nicholson Street, the existing 2P 7am to 7pm Monday to Friday restriction should be extended to include Permit Zone All Other Times.
 - (a) loss of 60 parking bays;
 - (b) strong community opposition;
 - (c) impact on neighbouring streets through parking displacement; and
 - (d) MFB response time likely improved at night.

Conclusion

- 84. This report updates Council on further technical investigations and consultation undertaken with the local community and MFB.
- 85. Based on these investigations and consultation, Council Officers have provided options for Council to consider.

RECOMMENDATION

1. That Council:
 - (a) note the contents of this report;
 - (b) select an option for endorsement;
 - (c) instruct officers to inform residents and relevant stakeholders of the endorsed option and any parking amendments if required; and
 - (d) instruct officers to implement the endorsed option and any parking amendments if required.

CONTACT OFFICER: Peter Moran
TITLE: Acting Manager City Works
TEL: 9205 5423

Attachments

- 1 [↓](#) Narrow Streets in Yarra
- 2 [↓](#) Postcard - Public Meeting Feb 2020
- 3 [↓](#) Submission 1-Studley St and Yarra St
- 4 [↓](#) Submission 2-Parking-and-MFB
- 5 [↓](#) Submission 3-Studley St and Yarra St
- 6 [↓](#) Submission 4-Studley St and Yarra St
- 7 [↓](#) Submission 5-Studley St and Yarra St
- 8 [↓](#) Submission 6-Studley St and Yarra St
- 9 [↓](#) Submission 7-Studley St and Yarra St
- 10 [↓](#) Submission 8-Studley St and Yarra St Resident Survey
- 11 [↓](#) Submission 9-Victoria Walks

Attachment 1 - Narrow Streets in Yarra

STREET NAME	FROM	TO	ONE WAY TRAFFIC FLOW?	UNOBSTRUCTED CARRIAGEWAY	# OF SIDE PARKING	MARKED BAYS?	HYDRANT ON ST?	
BROMHAM PLACE	HIGHETT ST	TWEEDIE PL	ONE WAY SOUTH	1.7M	1	N	Y	
CANTERBURY ST	NEWRY ST	BOYD ST	ONE WAY SOUTH	1.8M	1	N	N	
GLASGOW ST	WELLINGTON ST	ROKEBY ST	ONE WAY EAST	1.4M	1	N	Y	MOUNTED PARKING BEHAVIOUR
GOUGH PL	GOUGH ST	END OF STREET	ONE WAY EAST	2M	1	N	N	
HILL ST	CHURCH ST	WALNUT ST		1.9M	1	Y	N	TWO WAY LANE W/ ROOM FOR ONLY ONE CAR TRAFFIC LANE
HOPE ST	RAE ST	HOLDEN ST		1.9M	1	Y	N	NO PARKING RESTRICTION ON STREET
HOSIE ST	BRIDGE RD	ABINGER ST	ONE WAY NORTH	1.9M	1	N	Y	
HUCKERBY ST	ROUT ST	BLANCHE ST		1.5M	1	N	N	PERFORMS LANEWAY FUNCTION
JAMES ST	VICTORIA ST	ENTIRE LENGTH		1.7M	2	N	Y	STREET TREES IN P-BAYS
KENNY ST	BANK ST	END OF STREET	ONE WAY EAST	1.8M	1	Y	Y	STREET TREES IN P-BAYS
KENT ST	HILTON ST	WELLINGTON ST		1.6M	1	N	Y	STREET TREES IN P-BAYS
KING ST	TANNER ST	RICHMOND TCE	ONE WAY NORTH	2.2M	1	Y	Y	STREET TREES IN P-BAYS
KINGSTON ST	BRIGHTON ST	CHURCH ST	ONE WAY EAST	1.6M	1	N	Y	
KIPLING ST	SWAN ST	END OF STREET		2.4M	1	N	Y	
MARY ST	DRUMMOND ST	RATHDOWNE ST		2.1M	1	N	N	
MILES ST	ROTHERWOOD ST	END OF STREET		1.6M	1	N	Y	MOUNTED PARKING BEHAVIOUR
PEARSON ST	CHURCH ST	WALNUT ST		1.15M	1	N	Y	
PECKVILLE ST	NOONE ST	ENTIRE LENGTH		1.5M	2	N	N	
PORTLAND ST	ROWENA PDE	FIREBELL LANE		1.7M	1	N	Y	
PRINCESS ST	ABINGER ST	END OF STREET		1.7M	1	N		MOUNTED PARKING BEHAVIOUR
REGENT ST	ELIZABETH ST	YORK ST		3M	2	N	Y	MOUNTED PARKING BEHAVIOUR, POSSIBLY LEGAL
REGENT ST	VICTORIA ST	ELIZABETH ST	ONE WAY SOUTH	3M	2	N	Y	MOUNTED PARKING BEHAVIOUR, POSSIBLY LEGAL
ROEMER CRES	LUCERNE CRES	LUCERNE CRES		2.2M	2	N	N	NO FOOTPATH ON SOUTH SIDE, RD STARTS ON WEST; MOUNTED PARKING BEHAVIOUR
ROGERS ST	RICHMOND TCE	ROWENA PDE	ONE WAY SOUTH	2.5M	1	Y	Y	ROWENA CNR RESHEET F/PATH 15/12/98
ROUT ST	PUNT RD	WELLINGTON ST	ONE WAY EAST	1.8M	1	Y	N	NARROW F/PATH W/ GARAGE ACCESS; DEV AT SECTION NEAR PUNT RD. JUN'14
SHAKESPEARE ST	LYGON ST	DRUMMOND ST		2.4M	1	Y	N	NARROW F/PATH,
VALIANT ST	NICHOLSON ST	JOHNSTON ST	ONE WAY WEST	2.5M	2	N	Y	DAYTIME BAN; TREE IN P/BAYS; PHANTOM ASSET
VERITY ST	BRIDGE RD	END OF STREET		2.1M	1	N	Y	BOLLARD AND RUBBER SPEEDBUMP
WALTHAM PL	CHURCH ST	END OF STREET		1.9M	1	Y	Y	NO F/PATH NORTH SIDE, NO THROUGH RD
SUTTON ST	FENWICK ST	CURTAIN ST	ONE WAY NORTH	2.3M	2	Y	Y	TREE IN P/BAYS
TAIT ST	APPERLEY ST	BENNETT ST	ONE WAY EAST	1.9M	2	Y	N	MOUNTED PARKING BEHAVIOUR
GARFIELD ST	CREMORNE PL	CREMORNE ST		3.3M	2	N	Y	MOUNTED PARKING BEHAVIOUR; SEMI MOUNTABLE
JOHN ST	BELL ST	MOOR ST	ONE WAY NORTH	2.5M	2	N	Y	TREE IN P/BAYS
HILTON ST	ALEXANDRA PDE	HODGKINSON ST		2.5M	2	Y	Y	UNMARKED BAYS NORTH LEG
LANG ST	NOONE ST	END OF STREET		1.7M	2	N		MOUNTED PARKING BEHAVIOUR; NO THROUGH RD

Attachment 2 - Postcard - Public Meeting Feb 2020



Attachment 2 - Postcard - Public Meeting Feb 2020

Come and discuss issues and options for traffic and parking management and emergency service access in Studley and Yarra streets, between Hoddle and Nicholson streets, Abbotsford.

This community meeting will provide an overview of the issue, discuss some of the ideas and options provided by the community so far as well as some of the constraints.

Your input to the discussion will help us develop options to guide Council decision making.

Community discussion

Thursday 20 February at 6pm
Collingwood Town Hall Ballroom
Hoddle Street, Abbotsford

More information

Email

info@yarracity.vic.gov.au

Phone

9205 5555

National Relay Service

TTY 133 677 then (03) 9205 5055

Languages

中文	9280 1937	Italiano	9280 1931	Tiếng Việt	9280 1939
العربية	9280 1930	Ελληνικά	9280 1934	Other	9280 1940
		Español	9280 1935		

REF 18593

Studley Street and Yarra Street

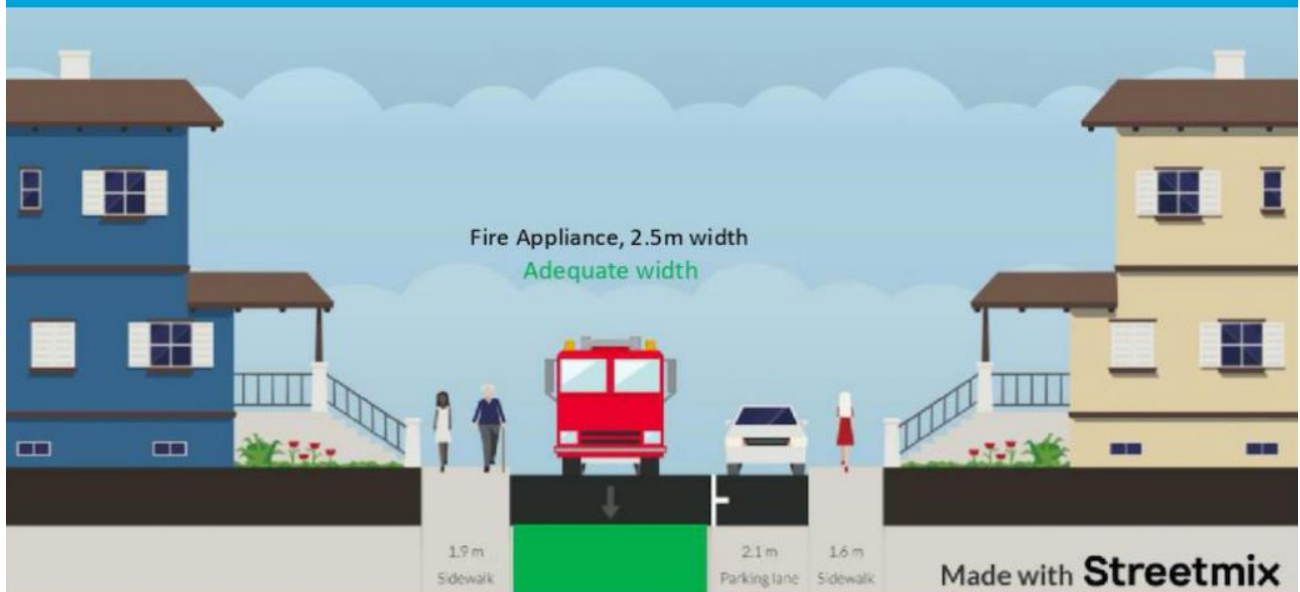


Image credit: Council Agenda



Prepared by: Streets Alive Yarra

www.streets-alive-yarra.org

facebook.com/streetsaliveyarra/

Attachment 3 - Submission 1-Studley St and Yarra St

Foreword

Streets Alive Yarra is a non-profit, volunteer, resident and ratepayer action group with a [vision](#) for more trees, wider footpaths and vibrant businesses in thriving [neighbourhoods](#). We see our streets being used by people from [8 to 80 years old](#), irrespective of whether they choose to walk, cycle, use public transport or drive. Residents and shoppers are able to move safely, comfortably, and conveniently around Yarra; and can easily find a park near shops.



Image credit: OCULUS Landscape Architecture and Urban Design

Streets Alive Yarra was founded in 2017 and now has over 2,300 likes on Facebook, increasing by 10-20 per week. A network of local champions develops concepts and proposals for how to improve their local street or precinct. Streets Alive Yarra is also Yarra's Walkability Action Group (WAG) representative for Victoria Walks.

Further information is available at www.streets-alive-yarra.org.

Attachment 3 - Submission 1-Studley St and Yarra St

Overview

Streets Alive Yarra welcomes the opportunity to make a submission regarding the allocation of space on Studley Street and Yarra Street. It was great to see Council arrange a community consultation session on 20th February 2020, where new information could be presented and residents could ask questions. We were pleased to see that Officers invited further feedback by email.

Our feedback is summarised below, and detailed in later sections:

- Context
- Summary of the facts
- Initial assessment
- Compliance with adopted policies
- Compliance with best practice design guides
- Guidance from other Councils
- Demand for on-street parking
- Assessment
- Concluding remarks

Attachment 3 - Submission 1-Studley St and Yarra St

Context

The 2019 Addendum to Plan Melbourne confirmed that greater Melbourne is growing to over 8 million people by 2051.

Update on Melbourne's growth

Between 2016 and 2031 metropolitan Melbourne is projected to grow by around 1.6 million people – from a population of 4.7 million to a population of around 6.3 million people. By 2051 the metro Melbourne area is projected to grow to around 8.4 million people. A population increase of this magnitude would require another 1.6 million dwellings.

Projections have been reviewed following consideration of the 2016 census and the most recent data from the Australian Bureau of Statistics. Trends have been running ahead of previous projections and long-term population and dwelling expectations may arrive sooner than anticipated but the overall story of strong growth remains.

By 2051, the percentage of Melbourne's population aged 65 and over is projected to increase from 13.7 per cent to 18.5 percent. This demographic change will present significant challenges for community services and infrastructure.

There will also be a greater proportion of lone-person and couple only households, although families with children are expected to continue to be the most common household type. The city will also need to keep up with the needs of the young, with Melbourne's school-age population projected to grow by almost 500,000 by 2051.

Source: Plan Melbourne Addendum 2019

The City of Yarra is projected to grow by 60% by 2041.



Source: [forecast.id](#)

With this population growth, access to our limited public land (street space) will become more contested. Every street is a precedent for other streets. How we approach on-street parking on Studley Street and Yarra Street will affect our approach to other narrow streets in Yarra, and other residential streets in general, so we must get the design right.

Attachment 3 - Submission 1-Studley St and Yarra St

Summary of the facts

Based on the Agenda from 17th December 2019, and new information presented by the Council Officers on 20th February 2020, the relevant facts are:

Fire trucks require a clear width of 3.5 m

On the community consultation on 20th February 2020, Council Officers clarified, via the Metropolitan Fire Brigade, that 2.5 m of space is required for the truck itself, and 0.5 m of space on either side to open doors and access equipment, resulting in a total requirement of 3.5 m.

Parking on both sides restricts the space to less than 2.8 m

Both Council Officers and residents confirm (from independent measurements) that if parking occurs on both sides of the streets, the clear width is less than 2.8 m.

Footpaths are already not wide enough

Council Officers confirmed that VicRoads and Austroads guidelines recommend an unobstructed footpath width of 1.5 m, which allows a person on a wheelchair to pass a person pushing a pram.

Attachment 3 - Submission 1-Studley St and Yarra St

Initial assessment

Based on the key facts listed above, it's clear that parking of both sides of the street cannot be supported. Options include:

- Supporting the Council Officer recommendation as presented on 17th December 2019.
- Supporting a variant of the recommendation, with parking bays located on alternating sides of the street, creating a chicane that prevents a clear line of sight down the street and thus dissuading speeding.



Example of alternating the location of parking bays to prevent a clear line of sight. Source: <https://nacto.org/publication/urban-street-stormwater-guide/stormwater-streets/residential-street/>

Attachment 3 - Submission 1-Studley St and Yarra St

Compliance with adopted policies

Consideration of how to allocate our limited street space needs to consider adopted policies and strategies. This section presents relevant excerpts, with our interpretation shown in italics. Yarra's Council Plan, Planning Scheme and policies are available for viewing at:

- <https://www.yarracity.vic.gov.au/about-us/council-information/council-plan>
- https://planning-schemes.delwp.vic.gov.au/__data/assets/pdf_file/0014/464000/Yarra_PS_Ordinance.pdf
- <https://www.yarracity.vic.gov.au/about-us/strategies>

In summary, all of the plans and policies listed below suggest that:

- Safe access is more important than the provision of on-street parking;
- On-street parking should be constrained and priced rather than expanded; and
- Parking should not be allowed on the footpath.

Yarra Council Plan

Objective 6: Council is committed to creating a city that is accessible to all irrespective of levels of personal mobility, to support a fulfilling life without the need for a car.

Access includes access for fire trucks, as well as 1.5 m wide footpaths (without cars on the footpath)

Objective 6: To encourage using public transport, walking or cycling as the first choice of transport for all ages for short to medium trips (less than five kilometres), Council is working to provide an effective, interconnected and well maintained pedestrian and bicycle network that both inexperienced and experienced users feel safe and comfortable using.

Effective and interconnected pedestrian and cycling networks require calmed streets with fewer vehicle-kilometres travelled, as well as 1.5 m wide footpaths (without cars on the footpath). On-street parking creates dooring hazards as well as encouraging vehicle-kilometres travelled, so should be constrained.

Yarra Planning Scheme

Clause 21.06 (Transport) of the Yarra Planning Scheme sets out a local transport policy. It states that: "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,"

Objectives and strategies therein which are relevant to this development include the following:

- To provide safe and convenient pedestrian and bicycle environments.
- To facilitate public transport usage.
- To reduce the reliance on the private motor car.
- To reduce the impact of traffic.

Attachment 3 - Submission 1-Studley St and Yarra St

Clause 21.10 (Future Work) of the Yarra Planning Scheme identifies future transport related work items. The clause identifies the following in relation to car parking: "investigate parking provision rates to encourage a more critical appraisal of choice in transport modes."

Clause 22.17 (Environmentally Sustainable Development) of the Yarra Planning Scheme contains the following transport objectives to assist in achieving environmentally sustainable development.

- "To ensure that the built environment is designed to promote the use of walking, cycling and public transport, in that order.
- To minimise car dependency.
- To promote the use of low emission vehicle technologies and supporting infrastructure."

The Yarra Planning Scheme clearly favours sustainable transport over on-street parking, which means that wider, unobstructed footpaths and calmed streets should be prioritised over the provision of on-street parking on both sides of the street.

0-25 Years Plan 2018-2022

Strategic Priority 7.2 Advocate for pedestrian and cycling friendly environments for children, young people and their families (i.e. unobstructed footpaths at least 1.5 m wide).

Pedestrian and cycling friendly environments require calmed streets with fewer vehicle-kilometres travelled, as well as 1.5 m wide footpaths (without cars on the footpath). On-street parking creates dooring hazards as well as encouraging vehicle-kilometres travelled, so should be constrained.

Access and Inclusion Plan 2018-2024

GOAL 1: Improve Accessibility to Infrastructure, Facilities and Amenities;

Accessibility requires calmed streets with fewer vehicle-kilometres travelled, as well as 1.5 m wide footpaths (without cars on the footpath).

Strategy 1.1 Promote and encourage the application of Universal Design and Universal Access within, and external to Council

Universal Design and Universal Access requires calmed streets with fewer vehicle-kilometres travelled, as well as 1.5 m wide footpaths (without cars on the footpath).

Strategy 1.4 Increase safer access and mobility through public realm improvement.

Safe access and mobility requires calmed streets with fewer vehicle-kilometres travelled, as well as 1.5 m wide footpaths (without cars on the footpath).

Active and Healthy Ageing Strategy

GOAL 2: Transport: People 50+ can get out and about

Enabling people 50+ to get out and about requires calmed streets with fewer vehicle-kilometres travelled, as well as 1.5 m wide footpaths (without cars on the footpath).

Bike Strategy Refresh 2016

Attachment 3 - Submission 1-Studley St and Yarra St

The City of Yarra Strategic Transport Statement 2012-2016 committed Yarra to providing the community with attractive alternatives to car use. A key component of this commitment is to deliver infrastructure projects and support behaviour change measures that encourage a broad cross section of the community to travel through, to, from and within Yarra by bicycle.

Infrastructure projects and behaviour change measures include calming streets to reduce vehicle violence and reduce vehicle-kilometres travelled. On-street parking creates dooring hazards as well as encouraging vehicle-kilometres travelled, so should be constrained.

Encouraging Walking Strategy

Action Area 1 - continue improvement of internal cooperation within Council, so that the interests of pedestrians are supported across all Council departments

Action Area 2 - new hardware infrastructure, recommendation 5.3.1a Point 8 - where possible widen the footpath

Priority 6 Policy Focus, Pedestrian emphasis - ensure people are prioritised over private vehicles especially where competition for funding or space may arise

Clear support for wider footpaths over the provision of on-street parking.

Parking Management Strategy

Vision: Parking is managed by the City of Yarra to promote sustainable transport solutions and to optimise residents' access to homes – Council will also seek to accommodate the parking needs of visitors, businesses and community facilities in a manner that is open and clear.

Sustainable transport solutions are the focus, and parking will only be accommodated where possible. Parking should not obstruct access to homes by fire trucks. Parking should not obstruct access to homes by walking, cycling or having enough space to open doors to exit a taxi.

Goal 2 - enable reduction in the road pavement space used for parking where a community benefit can be achieved, particularly for pedestrians and cyclists

A reduction in road pavement space for parking can clearly demonstrate a community benefit of wider, less obstructed footpaths, and a calmed (with a chicane) street suitable for cyclists.

Goal 3 - minimise the need for people to have cars

A calmed (with a chicane) street is more attractive for cyclists, thus minimising the need for people to have cars.

Principle 4 - ensure a safe and accessible street environment for pedestrians and cyclists

A calmed (with a chicane) street is more attractive for cyclists, thus minimising the need for people to have cars. Wider, unobstructed footpaths are safer for pedestrians.

Principle 9 - encourage walking, cycling ... usage

Attachment 3 - Submission 1-Studley St and Yarra St

A calmed (with a chicane) street is more attractive for people to walk and cycle.

Safe Travel Strategy

Action 4.1.1 incorporate safe travel principles through council wide approach

Action 4.3.2 enforce compliance with other road rules

Action 4.4.1 improve infrastructure to make walking safer and more convenient

Action 4.5.1 promote and encourage cycling

Safe travel, and committing to Safe System, means eliminating the risk of vehicles colliding with people on the footpath as they bump over a kerb to attempt to park on the footpath. It also means committing to increasing the width of footpaths to 1.5 m, whenever the design of a street is considered.

Yarra Environment Strategy 2013-2017

Council's leadership role - Continued sustainable outcomes require new ways of working within Council and with the community. more integrated approaches to the design and delivery of programs and services, and long term business cases that integrate lifecycle assessment, design and management of its assets and services from a strategic risk perspective, particularly incorporating climate change projections. It requires on-going incorporation of sustainability into every action and decision by all staff. Council can lead and inspire – to invest in demonstration projects and show what is possible and to help break through barriers and resistance to change where needed. Council is also in a strong position to provide leadership and support to other municipalities, and reinforce regional approaches to solving shared problems.

Council commits to a leadership role, new ways of working, to break through barriers and resistance to change. Allowing parking on both sides of the street, or on the footpath, would be the antithesis of that.

Urban Forest Strategy

Streetscape redesign, car parking reconfigurations and possible road, footpath or drainage infrastructure works may be required to accommodate more and larger canopy trees.

An increased urban forest should take priority over the provision of on-street parking, by allocating street space to bump-outs to accommodate trees.

Attachment 3 - Submission 1-Studley St and Yarra St

Compliance with best practice design guides

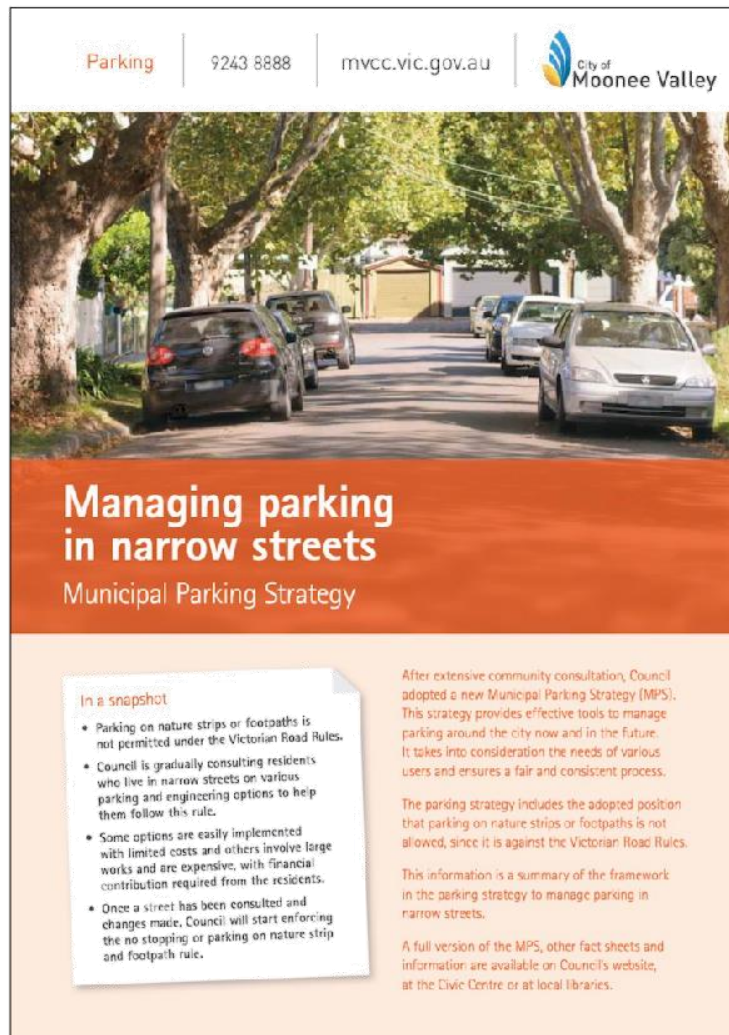
A multitude of [design guides](#) recommend improving residential streets by prioritising wider footpaths and trees; and by reducing on-street parking.



Attachment 3 - Submission 1-Studley St and Yarra St

Guidance from other Councils

The City of Moonee Valley has developed a strategy to manage on-street parking in narrow streets. This provides clear guidance to how Council makes decisions. Yarra should do this to, and ideally align with other inner city Councils to have a consistent strategy for managing parking in narrow streets.



Source: <https://www.mvcc.vic.gov.au/-/media/Files/Parking-and-transport/12-107187--Municipal-Parking-Strategy--Narrow-Streets--Managing-parking-in-narrow-streets-factsheet-CMV18682.ashx?la=en>

Attachment 3 - Submission 1-Studley St and Yarra St

Demand for on-street parking

At the community consultation session on 20th February 2020, Council Officers stated that they measured parking occupancy as 55-65% at 11pm on Wednesday and Saturday nights. This suggests that halving the supply of on-street parking can be accommodated by residents.

In addition, the present occupancy levels represent demand for free, or almost free, on-street parking, considering that a residential parking permit only costs 11 cents per day. Demand is a function of price. It costs ratepayers a lot more than 11 cents per day to maintain local roads, and the opportunity costs are much higher again. Yarra's adopted Pricing Policy indicates that on-street parking should be priced at market rates, which would be \$10 per day. Even if residential permits were only increased to \$1 per day, demand for on-street parking would still be reduced.

Furthermore, Infrastructure Victoria has stated that managing the pricing of parking is one way to manage traffic congestion, particularly in the inner city.

Parking costs provide a disincentive to use private vehicles and are therefore a key lever for government in managing demand. Analysis by the Grattan Institute found that Melbourne's car parking costs were significantly lower than comparable cities such as Sydney, and so using parking costs to better manage transport demand likely represents a particular opportunity for Melbourne. Source: Infrastructure Victoria Five-year focus - Immediate actions to tackle congestion - April 2018

Further information is available at: <https://streets-alive-yarra.org/better-for-parking/>

Attachment 3 - Submission 1-Studley St and Yarra St

Assessment

Based on the relevant facts, adopted Council policies, and best practice design guides, our assessment is that Council should adopt the Officer Recommendation from the 17th December 2019 that parking should not be permitted on both sides of Studley Street or Yarra Street.

From this baseline, further improvements can be identified, including:

- Moving trees from the footpath to bump-outs in the road reserve, to increase the useable footpath width.
- Moving all poles to a consistent location near the kerb, to increase the useable footpath width.
- Increasing the number of trees in the street, to increase shade and decrease the urban heat island effect.
- Locating sets of parking bays on alternating sides of the street, creating a chicane on the street. This would reduce the line of sight for drivers, encouraging them to slow down. In turn, this improves safety for people walking and cycling.

Additional improvements can also apply to the whole of Yarra, including:

- Designating all on-street parking in residential streets as permit only.
- Increasing the price for permits to \$1 per day.
- Making short term visitor parking permits available online, on demand, linked to a vehicles registration.
- Developing a Council Policy that footpaths narrower than 1.5 m should not be narrowed further.
- Developing a Council Policy for parking in narrow streets, similar to that from the City of Moonee Valley.
- Designate one parking bay on every residential street for a car sharing vehicle, to make it easier for residents to downsize the number of private cars and decrease the demand for on-street parking of private cars.
- Designate one parking bay on every residential street as a weather protected location to park up to twenty bicycles, to make it easier for residents to downsize the number of private cars and decrease the demand for on-street parking of private cars.

Attachment 3 - Submission 1-Studley St and Yarra St

Concluding remarks

Streets Alive Yarra applauds Yarra's efforts to engage with residents and address the issue of parking in narrow streets. We would be delighted to provide further detail or explanation of the themes raised in this document.

streetsaliveyarra@gmail.com
www.streets-alive-yarra.org
facebook.com/streetsaliveyarra/

Attachment 4 - Submission 2-Parking-and-MFB

Troy Parsons (Streets Alive Yarra, BAC member)
 Abbotsford
 04 2113 5336 | troy@troyparsons.com
 28-Feb-2020

Parking & MFB

Dear Councillors,

Recently in San Francisco, the Fire Department bought new vehicles that are narrower, shorter and with smaller turning radii. Why? "...It was built to adapt to San Francisco's evolving urban streetscape and Vision Zero goals."

- *Fire Department's New 'Vision Zero' Truck [StreetsBlog]*
- <https://sf.streetsblog.org/2017/11/03/fire-departments-new-vision-zero-truck/>

Also, "...fire department worked with Walk San Francisco and the San Francisco Bicycle Coalition on the design. 'Sometimes it feels like we are a competing interest, but we are not.'" But honestly, this coalition came out of prior tensions just like what we have right now.

"While I and others have disputed [SFFD's] assertions," said Wiener, "if the department is concerned, the solution is to take a hard look at truck design."

- *Scott Wiener: SFFD's Next Fire Truck Fleet Needs to Be More Versatile [StreetsBlog]*
- <https://sf.streetsblog.org/2014/04/21/scott-wiener-sffds-next-fire-truck-fleet-needs-to-be-more-versatile/>

Importantly, local board supervisors called out SFFD's claims they needed widened streets, which end in a mutually beneficial result. Better still, this ultimately ended in a movement for a state bill to mandate 'complete streets' designs in California: "Senator Wiener discussed plans to introduce new legislation mandating safer street design at the state level. Senate Bill 760 would require CalTrans, the state transportation agency that regulates highways, to implement 'complete street' safety designs."

- *New 'Vision Zero' Fire Trucks are a Big Step Towards Safer Streets*
- https://www.thebaycitybeacon.com/politics/new-vision-zero-fire-trucks-are-a-big-step-towards/article_73c04ab2-c4f8-11e7-8186-7bfc79b2a5f.html

Similarly, in Portland (Oregon) the Fire Department has worked collaboratively with the local Bureau of Transportation to ensure that safe streets are not compromised by wide street design.

Attachment 4 - Submission 2-Parking-and-MFB

As Portland has built out bike lanes, narrowed car lanes, and added pedestrian safety measures, the fears about slower response times did not materialize, says Fire Chief Mike Myers.

"There has been no reduction in response times by working with urban planners and transportation leaders to build out Portland," Myers said on a recent webinar hosted by the National Association of City Transportation Officials.

It also helps to have fire response vehicles that fit well on narrower streets conducive to walking and biking. Compared to European cities, American fire departments use bigger vehicles with wider turning radii.



What's best for City of Yarra?

- *How Fire Departments Stopped Worrying and Embraced Safer Street Design*
- <https://usa.streetsblog.org/2018/05/29/how-fire-departments-stopped-worrying-and-embraced-safer-street-design/>

Similar results in Beaufort County, where right-sized equipment not only saved them a ton of cash, but improved their responsiveness to actual emergencies.

- *Beaufort's new fire trucks hailed for a 6-figure savings*

Attachment 4 - Submission 2-Parking-and-MFB

- <http://www.thedigitel.com/s/beaufort/news/beauforts-new-fire-trucks-hailed-6-figure-savings-110507-74112/>

A few other good reads on the topic:

- *It's Time to Redesign the Big Old Red Fire Truck* – <https://www.citylab.com/design/2016/01/firetruck-design-smaller-city-street/425142/>
- *Are American fire trucks too big? Congestion and street width are just two of the factors that force us to consider the right size for our rigs* - <https://www.firerescue1.com/fire-products/fire-apparatus/articles/are-american-fire-trucks-too-big-YBcUmDSTGHp0I9HJ/> (Written by a Battalion Chief)
- *How Fire Chiefs and Traffic Engineers Make Places Less Safe* – <https://www.strongtowns.org/journal/2017/3/28/how-fire-chiefs-and-traffic-engineers-make-places-less-safe>
- *Why do we have such big fire trucks for so few fires? And why are our cities being designed around the needs of the trucks instead of vice versa?* – <https://www.mnn.com/green-tech/transportation/blogs/why-do-we-have-such-big-fire-trucks-so-few-fires>

Is this in defense of car parking? Not at all. The excessive amount of public space handed over to car parking is problematic for City of Yarra, not to mention the plague of foot-path parking in Abbotsford.

The issue I'm highlighting here is that MFB expect to operate outside of the framework that CoY has for addressing local place issues, namely the LAPM process. The above case studies show that positive community outcomes arise from community collaboration and bringing the stakeholders together. Many of us in the community (individuals and organizations) advocate for improvements to street safety, street amenity, and improved walking and cycling provisions. Even minor fixes often meet a standard response of "wait for the LAPM process". Where were MFB during the LAPM for Abbotsford? Were they involved?

As per above articles, the best albeit blinkered intentions of emergency services typically have the opposite effect, in that they make our streets worse off, both in terms of amenity, and actual safety. These concerns cannot be meaningfully addressed outside of a consultative framework like LAPMs. To illustrate this, the community advocated to address rat-running through Abbotsford, which has become "Hoddle Bypass". This concern was not given proper credence, although the risk of death or injury to traffic violence is at least an order of magnitude greater than that of fire. Why should the lesser threat of fire risk get a free pass to upend the community when addressing a more significant threat posed by motor vehicles be put on hold? It's unfair to community advocates, unjust, and *unsafe*.

The MFB proposal as it stands will likely worsen rat-running as the streets become wider and feel safer to speed down. Parking, MFB access and rat-running are orthogonal issues, but intersect in a way that requires a holistic solution. Smaller emergency vehicles? Yes. Less on-street parking/more car-share? Yes. Remove through-traffic to eliminate rat-running? Definitely Yes. But

Attachment 4 - Submission 2-Parking-and-MFB

we missed the opportunity to address this holistically. Trying to fix one issue isolation will exacerbate others.

Since the state government is watching what happens in Yarra, as usual, we have the opportunity to have a broader influence upon Melbourne. Not only can we show the right way to involve MFB in a consultative approach to local placemaking (LAPM), we can influence them to use better equipment that is the right size (and cheaper and more effective) and for MFB to become genuine partners to a more realistic safe-streets paradigm. Akin to the bill push in California, the greatest potential outcome would be state government legislation dictating street safe design and how that meshes with emergency services. City of Melbourne have made positive changes with regards to urban maintenance vehicles.



- Safer garbage trucks in Melbourne City
- <https://www.bicyclenetwork.com.au/newsroom/2019/07/04/safer-garbage-trucks-in-melbourne-city/>

NACTO also has some interesting case studies:

- Case Studies: Downsized Street Maintenance Vehicles
- <https://nacto.org/Downsized-Street-Maintenance-Vehicles/>

If council does decide to act outside of the LAPM process I do strongly endorse the submission made by Jeremy Lawrence on behalf of Streets Alive Yarra, since it details a street design that is more pleasant, more equitable, and safer. It provides a way to leverage MFB's request to improve the outcome for Abbotsford.

Thanks for your consideration. As always, thank you for your dedicated service to the community.

Attachment 4 - Submission 2-Parking-and-MFB

Sincerely,
Troy Parsons.

Attachment 5 - Submission 3-Studley St and Yarra St

Veale, Matthew

From: Mark McNamara <markmcnamara@vicbar.com.au>
Sent: Wednesday, 19 February 2020 7:05 PM
To: City of Yarra Info
Subject: Parking - Studley and Yarra Streets, Abbotsford
Categories: Bridie

Dear Sir/Madam

As a resident of Park Street, Abbotsford quite near the above-named streets, I wish to express my great disappointment about the way the Council has handled the so-called "Managing parking and emergency services access Studley and Yarra Streets; Abbotsford".

Apparently this matter was considered at a Council meeting late last year, however notwithstanding that I am a person clearly effected by the proposal I was given no notice of it.

I recently received notice of a community discussion scheduled for 20 February. That notice contained no details of the proposed changes, and the period of notice given was clearly inadequate. I would like to attend the discussion but have an appointment for tomorrow evening that I cannot shift.

It is ironic that someone called at my home on Saturday to survey me about all sorts of Council related matters. The energy and money devoted to that survey would have been better spent on a proper handling of the issue about which I write to you.

This is not simply a matter of very poor governance. I regard the proposed parking changes as a bad idea and do not support them.

I would be grateful if you would pass on my concerns to the appropriate people and likewise register my objection to the proposed changes.

Regards,

Mark McNamara

Attachment 6 - Submission 4-Studley St and Yarra St

Veale, Matthew

From: c_dunkley <c_dunkley@bigpond.com>
Sent: Tuesday, 18 February 2020 12:43 PM
To: City of Yarra Info
Subject: Fwd: RE: Proposed changes to parking restrictions in Yarra Street Abbotsford (reference D2019/0225402),

Dear City of Yarra

I received a notification that there will be a community meeting to discuss the parking in Yarra and Studley street on Thursday 20 February. Unfortunately I will be unable to attend this meeting. Is there another means of obtaining information that will be discussed in this meeting and providing input to the discussion?

Please refer to my email below sent to Andy Doan regarding my concerns about the proposed changes. I also attended the council meeting that was held on 17 December where the proposed changes were raised.

Thanks

regards

Cathy Dunkley

----- Original Message -----

From: "Doan, Andy" <Andy.Doan@yarracity.vic.gov.au>
To: "c_dunkley" <c_dunkley@bigpond.com>
Sent: Friday, 6 Dec, 2019 At 9:22 AM
Subject: RE: Proposed changes to parking restrictions in Yarra Street Abbotsford (reference D2019/0225402),

Dear Cathy ,

Thank you for your comments in regard to the parking removal on Studley Street and Yarra Street, Abbotsford.

Your comments has been noted and will considered as part of the Council review process.

I kindly remind you that the proposal will be presented to Council on the 17 December 2019 at Fitzroy Town Hall at 7pm. You are invited to attend and to share your thoughts prior to Councillors reaching a decision.

For any further enquiries please refer to my details below.

Sincerely,

Andy Doan

Attachment 6 - Submission 4-Studley St and Yarra St

Engineer

City Works and Assets

PO BOX 168 Richmond VIC

T (03) 9205 5791 *(Leave email if urgent)*

E Andy.Doan@yarracity.vic.gov.au

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

From: c_dunkley [mailto:c_dunkley@bigpond.com]

Sent: Thursday, 5 December 2019 9:37 PM

To: Doan, Andy

Subject: Proposed changes to parking restrictions in Yarra Street Abbotsford (reference D2019/0225402),

Dear Andy

In regard to the proposed changes to parking restrictions in Yarra Street Abbotsford (reference D2019/0225402), I have serious concerns regarding these changes.

As a long time resident and property owner at 70 Yarra Street Abbotsford, finding parking in the street (and surrounding streets) has become increasingly difficult in recent years. This has not been helped by increased high density development and non residents parking in the area. Removing parking on the south side of the street would significantly increase the difficulties faced by residents. There would be insufficient parking positions available for the number of houses and the residents of these houses in the street. This would result in residents having to park in the surrounding streets and as a consequence increase the parking difficulties in the other streets in the area.

Parking in another street raises safety concerns. At night many residents, including myself, would not feel safe walking alone from their car which is parked a few streets away to their home. Practically it will also cause difficulties when moving items and children between the car and home.

The street is tight, but we have trucks, buses and fire trucks previously being able to fit down the street. There are also wide rear laneways that are easy to access that are no standing areas.

It is mentioned in the letter that parking on the footpath contravenes the Victoria Road Safety Road Rules and reduces the available footpath width for pedestrians. If designated areas are marked on the road/footpath there is still sufficient space for pedestrians. Surely this would be a solution that would satisfy both the MFB and the residents. Removing 80 parking spaces for residents in the two streets without an alternative is not acceptable.

Attachment 6 - Submission 4-Studley St and Yarra St

regards

Cathy Dunkley

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Please consider the environment before printing this email.

Attachment 7 - Submission 5-Studley St and Yarra St

From: george.roupas83@gmail.com [<mailto:george.roupas83@gmail.com>]
Sent: Saturday, 22 February 2020 11:12 AM
To: Councillors - Crs and Support Unit
Subject: Frustrated resident - yarra Street and Studley Street parking issues

Councillors

I am writing to express my frustration with the approach to consultation on the removal of parking on Yarra and Studley Street issues discussed considers and deferred by council at the last council meeting of 2019 (17 December).

At the 17 December meeting, I was under the impression that, given the overwhelming community response to the proposed removal of parking and the unclear and misleading claims that were the basis of the original request (i.e that on curb parking was illegal and not a viable option etc) - councillors would be very keen to ensure that all resident were thoroughly engaged and consulted on this issue before it returned to council once again.

However, on Thursday evening, following a Invitations to a "discussion" via leaflet letterbox drop to the effected streets only one week prior (noting it was made clear at the council meeting that surrounding streets were to be consulted in future), we were not provided any documents, data, analysis to respond to or discuss. Instead Council staff very quickly and at a high level verbally outlined there due due diligence approach and thoughts, and advised us that:

- we would not be provided an opportunity to review the council papers or final proposal before it was lodged to council - instead being told we could access it a week prior to the meeting;
- unable to confirm that the proposal to remove parking would not be included as a viable option and that the final proposal to council may or may not align with any of the issues discussed, as the staff "directors would have final say" (so basically we were talking to the wrong people it would seem).
- the council would be making a final decision at upcoming March meeting, even though residents were not provided with an opportunity to assess the proposal for accuracy, ensure the product adequately responded to our needs and accurately reflected our views/concerns.

The above in my view does not represent sufficient and adequate public consultation with the local residents and am unsure if this aligns with the councils view on what it thought would occur - we deserve much much more respect and effort given the circumstance. I also would have though councillors would have been approaching this issue carefully given that it could eventually represent an issue may impact residents across the entire council (with the issue not being isolated to these two streets alone given that there were many many many other similar streets across the council, with I'm sure, resident who are equally as concerned and passionate as we are).

I completely appreciate that this may be a complex and sensitive issue - however, good public policy is only possible when the ideal balance competing risk, stakeholders needs and management of limited resources is found. In this situation, it seems that the perceived risk is being elevated above our needs as your priority stakeholder and that retention of parking very important as it is limited and resource that affects our daily lives. Unless this balance is corrected and we have full transparency of the facts and analysis and are adequately consulted , we are unlikely to feel heard and engaged.

I am very much looking forward to reading the upcoming report. Depending on the content and proposals, if not adequately responding to our needs once again, i can assure you in advance of this meeting that once again that you can expect a number of petitions and full house house including, other concerned local residents (from directly affected and the surrounding streets) - we may also choose to expand our engagement to other areas of the council to ensure other streets and residents are made away of the likely precedent setting event and that their parking is also at risk in future.

Attachment 7 - Submission 5-Studley St and Yarra St

Thank you for your time.

Regards

George

Attachment 8 - Submission 6-Studley St and Yarra St

From: Gavin Wood [<mailto:Gavin.Wood@newcrest.com.au>]
Sent: Friday, 14 February 2020 6:05 PM
To: Councillors - Melba Ward; Councillors - Langridge Ward; Councillors - Nicholls Ward
Subject: Managing parking and emergency service access - Studley and Yarra Streets

Councillors,

I am a resident at 138 Park St, Abbotsford and have recently received a flyer on this topic for community discussion on Thursday 20 February, that I will be unable to attend due to work travel.

While I recognise that this is an issue to be worked through, I am amazed that the issue is still being defined through the narrow lens of these 2 streets when it is an issue that affects many others within Yarra and also Greater Melbourne. The broader impact was made clear at the Council meeting when it was raised on December 17 last year. So the it would appear to me that the Council staff are taking a divide and conquer approach on this issue rather than a whole of council approach which would be far more applicable to addressing the issue.

I am left wondering if there is either a lack of desire on the part of council staff to truly address the issue beyond these 2 streets due to the work and magnified controversy?

I would appreciate it if you can direct the council staff to take a wholistic approach to this and not commence the community consultation process or make any changes until they have done the work to assess the full impact across all affected streets in the council boundaries. As is fair to expect of them in light of what was shared at he council meeting in December last year.

Please reply with confirmation of reading this note and your thoughts on how to address this in better way than present.

Thanks,
Gavin.

Attachment 9 - Submission 7-Studley St and Yarra St

From: kon.yianni@me.com [<mailto:kon.yianni@icloud.com>]
Sent: Monday, 24 February 2020 11:14 AM
To: studley.yarra.parking@gmail.com; Councillors - Crs and Support Unit
Cc: Kon Yianni AH
Subject: Parking Restriction proposal for Studley Street

TWIC

As a long term resident of 63 Studley Street Abbotsford, I would like to take this opportunity to express my views on the proposed changes to street parking in my street in the hope that I might in some way influence the final decision and ensure this proposal is withdrawn.

I moved to my current address in June 1991 and in the last 28 years, the single most talked about issue discussed by residents has been the on street parking (or lack of) in Studley street. When I first moved in, the restriction on parking during 8AM-4PM on the North side of the street was already in place for weekdays but the South side of the on street had no restrictions whatsoever! No time limit or permit requirement which made it a hot spot for casual parking by non residents taking advantage of free all day parking and easy access to cheap zone 1 public transport to the city. For twenty plus years myself and other residents had the daily challenge of trying to secure one of the available parking spots before they were snapped up by "outsiders"!

In recent years, sanity finally prevailed in the council ranks and the south side of the street was restricted to 2 hour parking with exemptions to residents with parking permits. While this was a step in the right direction, restrictions alone are not the solutions. Restrictions need to be policed. The old saying of once burnt, twice shy only applies after one is burnt so while 2 hour parking restrictions were in place, illegal all day parking by non residents continued because it was not being routinely and regularly policed. I personally made an endless number of calls to the council requesting a parking officer to attend and issue infringement notices to non-resident vehicles, triggered by the frustration of not being able to find a parking in my own street!

The issue of policing I make here is fundamental to my objection to the proposed new parking restriction of a permanent no standing zone on the North side of the street. As I have already stated, parking one's car in Studley street is already a challenge for Studley street residents and here the council is proposing to reduce this number of available parking spots in the street by a full 50%? Where are residents supposed to park their cars overnight?

There is no point in simply objecting to a proposal without offering an alternative solution that is both friendly to resident parking availability and the touted main reason for the change, the perceived access limitation to fire trucks (and other large emergency vehicles) that the current parking arrangement imposes. Firstly let me make some observation from my 28 years as a Studley street Resident. There have been at least three house fires in the street that I personally can recall during my time in the street and all were attended by MFB trucks without any access issues and these were all after hours when parking on both sides of the street was in use. The waste collection vehicles routinely access the street every Tuesday to collect the bins and they too rarely have any access issues and the dimensions of these vehicles I believe to be identical to those used by the MFB. The only time that there has been

Attachment 9 - Submission 7-Studley St and Yarra St

an issue is when inconsiderate or incompetent (or both) drivers park their vehicles too far from the kerb.

So how do we avoid this? **We police parking strictly and routinely.** All vehicles not parked within the generic legal guidelines should be issued with parking infringements to encourage correct and proper parking practice by all drivers parking in the street. Further more, allowing for on kerb parking would allow even more space for emergency vehicle access. Correct parking could also be facilitated by the painting of parking lines that drivers can use as a guide to judge if they are properly parked.

By addressing parking behaviour we can achieve all the targets this proposal is aiming for with impacting Yarra City's biggest assets, its residents!!

I hope the information in this email is received with open minds and adequate thought and resources are put towards this very important decision to ensure the impact on the residents is front and centre of this decision.

Regards,
Kon Yianni
63 Studley St Abbotsford
0419 552 069
(Sent from my iPad)

Attachment 10 - Submission 8-Studley St and Yarra St Resident Survey

Kimi Nishimura
60 Studley Street
Abbotsford VIC 3067
kiminish@yahoo.com.au
0421932843

Peter Moran & Matthew Veale
City of Yarra

10 March 2020

Dear Peter & Matthew

Studley Street & Yarra Street Parking

At the recent community consultation which you conducted in relation to parking on Studley & Yarra Streets in Abbotsford you indicated that (aside from parking removal on one side of our streets) there are the following 3 potential options which Council is likely to consider in relation to our streets:

- a) Do nothing – i.e. maintain the status quo conditions;
- b) Introduce painted guidance lines to ensure better parking/ maximise distance between parked cars (i.e. like in St Phillips' Street Abbotsford); and
- c) Introduce mounted parking (i.e. like in Yarra Street Abbotsford between Nicholson Street and Clarke Street).

You also indicated a willingness at that meeting for Council to also look at potentially altering parking restrictions in our streets with a view to ensuring better parking availability for residents.

The petition

As noted by Lachlan Turner, at last Tuesday's Council meeting, following the community consultation hosted by you a group of local residents formed together to gather signatures on a petition to make our position unambiguous and clear. As the over 400 signatures which we gathered evidences, as a group of residents we are united in wanting Council to adopt any of the potential 3 options listed above and in urging Council to reject any proposal to remove parking on one side of our street.

The community survey

Over the past ten days, we have conducted a further survey of residents to see which of the three potential options listed above (do nothing, introduce painted lines, introduce mounted parking) is preferred by residents. At the same time, we also asked residents if:

- a) **in addition** to their preferred parking option they would like altered parking restrictions in our streets;
- b) **in addition** to their preferred parking option they would like double-sided parking 24 hours a day 7 days a week i.e. removing the 8am-4pm Mon to Fri one sided clearway times in our streets.

I now write to provide Council with these results with a view to assisting you to arrive at a better informed proposal for Council to vote on at the 7 April 2020 Council meeting.

200310 Letter to Peter Moran and Matthew Veale re residents' preferences

Attachment 10 - Submission 8-Studley St and Yarra St Resident Survey

The results

I have provided for your reference a full copy of the CSV survey results (with identifying data removed) so you can review it on your own. However, the results can be summarised as follows:

- 1) Results across the three options (painted lines, do nothing, mounted parking) were extremely close:
 - a) Introducing painted lines is the most popular option, favoured by 35.4% of respondents
 - b) Do nothing is the second most popular option, favoured by 32.31% of respondents;
 - c) Introduce mounted parking is the least favoured of the three options, favoured by 27.7% of respondents;

As noted in the petition, however, whilst residents might be split on which of the options they prefer, we are united in wanting Council to adopt one of these options rather than removing parking on one side of the street altogether.

I would observe that the do nothing and painted-lines options are closer to one another in practical terms than the introduction of mounted parking. As such, I suspect that the adoption of either of these two options would likely be received extremely favourably by those who opted for the other of the two options.

- 2) **In addition to the adoption of one of the three options above (do nothing, painted lines, mounted parking), respondents were overwhelmingly in favour of the addition of permit-only at all time restrictions being introduced into our streets**, with:
 - a. 44.6% of respondents being in favour of one-sided permit only at all times parking **in addition** to one of the three options (do nothing, painted lines, mounted parking) being adopted;
 - b. 20% of respondents favoured permit-only parking on both sides of the street at all times **in addition** to one of the three options (do nothing, painted lines, mounted parking) being adopted;;
 - c. 15.4% of respondents **were not in favour of introducing permit-only restrictions** in addition to one of the three options (do nothing, painted lines, mounted parking) being adopted;
 - d. 10.8% of respondents didn't care.
- 3) Residents were **overwhelmingly in favour of double-sided parking 24 hours a day 7 days a week**, with 70.6% of respondents in favour of this. As a result, I would urge Council to consider this as a potential win/ positive outcome which Council could provide to residents following the somewhat fraught engagement over parking issues.

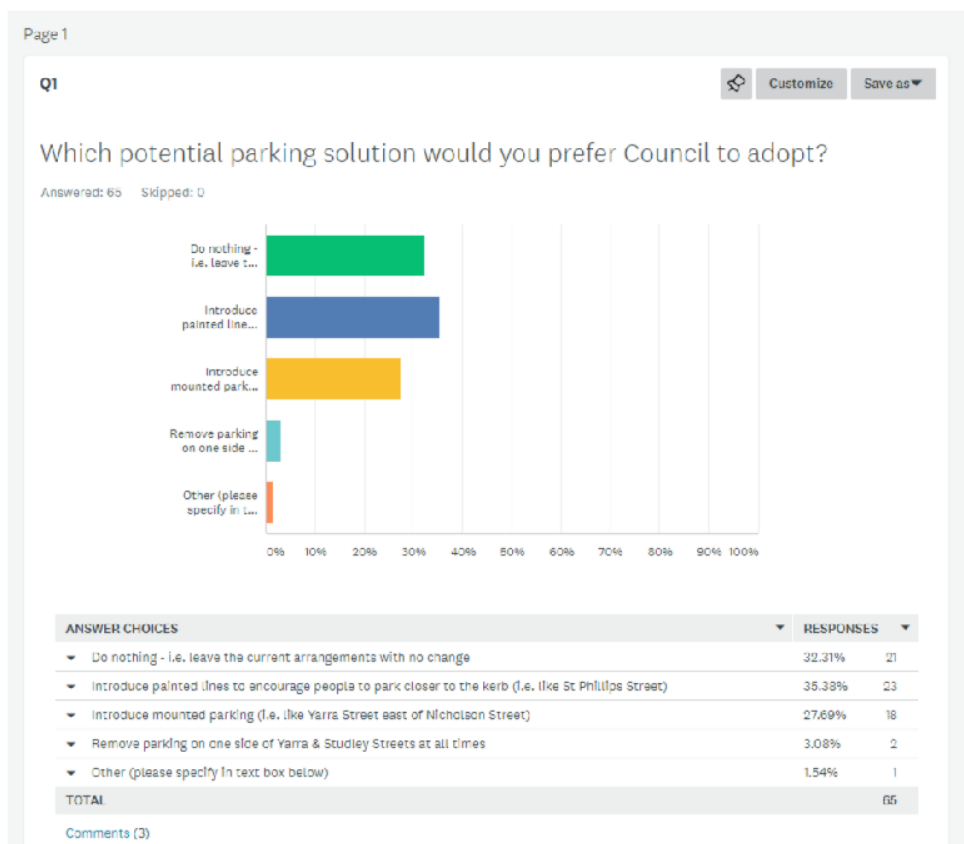
I have extracted for your convenience visualisations of each of the key responses to the questions in Annexure 1 to this letter. I would be pleased to discuss these results if this would assist.

Kind regards

Kimi Nishimura
0421931843

Attachment 10 - Submission 8-Studley St and Yarra St Resident Survey



Annexure 1 – Visualisation of key survey results



200310 Letter to Peter Moran and Matthew Veale re residents' preferences

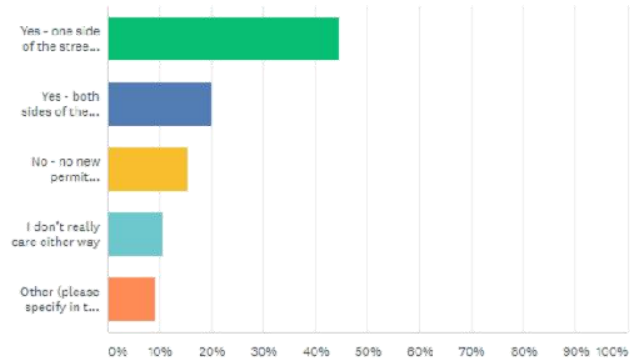
Attachment 10 - Submission 8-Studley St and Yarra St Resident Survey

Q2

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Would you like parking restrictions changed in addition to your preferred parking solution?

Answered: 65 Skipped: 0





ANSWER CHOICES	RESPONSES	
▼ Yes - one side of the street should be permit only at all times	44.62%	29
▼ Yes - both sides of the street should be permit only at all times	20.00%	13
▼ No - no new permit restrictions should be introduced	15.38%	10
▼ I don't really care either way	10.77%	7
▼ Other (please specify in text box below)	9.23%	6
TOTAL		65

200310 Letter to Peter Moran and Matthew Veale re residents' preferences

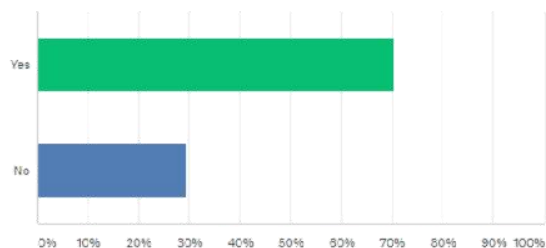
Attachment 10 - Submission 8-Studley St and Yarra St Resident Survey

Q5

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Would you like double sided parking in Studley & Yarra Streets 24 hours a day 7 days a week?

Answered: 51 Skipped: 14



ANSWER CHOICES ▼	RESPONSES ▼	
▼ Yes	70.59%	36
▼ No	29.41%	15
TOTAL		51

200310 Letter to Peter Moran and Matthew Veale re residents' preferences

Attachment 11 - Submission 9-Victoria Walks



Victoria Walks Inc.
Level 7, 225 Bourke Street
Melbourne VIC 3000
P: 03 9662 3975
E: info@victoriawalks.org.au
www.victoriawalks.org.au
Registration No. A0052693U

Mayor and Councillors
City of Yarra
PO Box 168
Richmond VIC 3121

27 March 2020

Dear Councillors,

Parking on footpaths

Victoria Walks has been advised that the City of Yarra is currently considering allowing car parking on footpaths in Studley and Yarra Streets in Collingwood. We also understand that parking is already permitted on some footpaths in Yarra, including Saint Phillips Street, Abbotsford.

The apparent tolerance of parking on the footpaths in some streets within the City of Yarra is a significant concern. Victoria Walks is particularly concerned that any formal endorsement of parking on the footpath in Studley and Yarra Streets would set or exacerbate a dangerous precedent for the municipality and, more broadly, other inner suburbs of Melbourne.

Car parking on the footpath makes movement for pedestrians, particularly vulnerable members of the community using wheelchairs, canes, walking frames, trolleys, prams or mobility scooters, more difficult or impossible. This leaves those people with the difficult choice of travelling on the roadway, which is probably illegal and potentially dangerous, or not travelling at all. Victoria Walks understands that car parking is often a contentious local issue, but the most vulnerable members of our community need to be given a fair go on our streets (even if they do not speak up in these debates).

In our experience, it is unusual for Australian councils to tolerate parking on the footpath. We are not aware of any other Victorian council that has formally permitted it. The potential precedent is very worrying to Victoria Walks.

The City of Yarra is in many ways a leading council in sustainable transport. More broadly, it has a reputation for progressive decision making. Formalising parking on the footpath would be a retrograde step and would compromise the Council's positive reputation in sustainable transport particularly.

Given the current situation, we will not request an opportunity to meet with you and/or relevant officers to discuss this issue. However, I look forward to receiving your response.

Attachment 11 - Submission 9-Victoria Walks

If you would like to discuss any aspect of this letter, please contact Duane Burt, Principal Policy Advisor, on 0409 442 829 or email dburt@victoriawalks.org.au.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Ben Rossiter', with a long horizontal flourish extending to the right.

Ben Rossiter
Executive Officer

11.3 City of Yarra Collection Policy

Reference: D20/110085

Authoriser: Director Community Wellbeing

Purpose

1. To provide information about the Yarra Art and Heritage Collection and the recent review and update of the City of Yarra Collection Policy 2020, which is the product of a review of two earlier policies: The City of Yarra Collection Management Policy (2011) and The City of Yarra Collection Management Policy Operational Guidelines (2012).
2. The City of Yarra Collection Policy sets out the principles and practices that guide decision-making about the City of Yarra Art and Heritage Collection (the Collection): how it is to be developed, documented, conserved, interpreted and made accessible.

Background

3. The Collection was founded in 1994, based on the range of artworks and cultural artefacts that the City of Yarra inherited when the municipalities of Collingwood, Richmond and Fitzroy amalgamated.
4. Consisting of over 900 items, the Collection is a unique document of the history and people of Yarra comprising a diverse range of historical and contemporary indoor and outdoor works of art, objects, sculptures, murals, memorials, monuments and multimedia installations.
5. The artistic, cultural, social, environmental and political life of the City of Yarra – its vibrancy and evolution, its past and its present – is reflected in the Collection.
6. The Collection:
 - (a) invites the community to access, appreciate and identify with the municipality's history;
 - (b) recognises that the City of Yarra is a home to artists and is enriched by their creativity; and
 - (c) engages with local artists and local communities.
7. Much of the intent of the existing policy continues to be foundational in the new Collection policy as many of these standards remain the same.
8. To produce the new Policy, information which had previously been located in two separate documents (the Policy and the operational guidelines) has been combined to provide a comprehensive single document.
9. The review has led to a change in the sub-categories within the Collection to simplify the grouping of objects. Previously seven sub-categories were utilised and now these will be replaced by:
 - (a) Civic Collection;
 - (b) Public Art Collection; and
 - (c) Art Collection.
10. This change allows for the key areas of the Collection to be communicated more simply and immediately.
11. Core principles of best practice collection management are recognised in the Policy. These principles are pursued, but resource restraints mean that some ideal processes and outcomes cannot be met.
12. The City of Yarra does not have a dedicated gallery space, or sufficient space to display the indoor Collection objects; the plans for a Yarra Gallery to be created at the former Richmond Police Station buildings is yet to be progressed.

13. The Collection is exhibited and displayed in Town Halls and council buildings (some of these in publically accessible areas and some in staff restricted access office spaces) and across Council's parks and open spaces.
14. Exhibiting and interpreting the collection and developing an online catalogue, accessible through Council's website are just some of the ways Council is committed to enriching the community's understanding of Yarra's social and cultural history.
15. The City of Yarra Art and Heritage Collection is a public collection, and accordingly, all items housed within the Collection must meet strict selection criteria and acquisition processes as set out in the Collection Policy.
16. The current value of the Collection is over \$6.3million.
17. In 2009 the Art and Heritage Asset Management Plan for the Collection was implemented. The Plan formally recognised the Collection as a Council asset.
18. The plan included a recommendation for an annual budget of \$50,000 to purchase new works and build the Collection. From 2010 these funds were used to strategically acquire new works for the Collection until 2017 when the budget was not supported through the annual budget cycle. The 2017 funds were used towards the commission of the Stolen Generations Marker by Reko Rennie.
19. The Collection has grown significantly since 2009 through the receipt of over 60 artwork donations. Tax incentives offered through the Federal Government's Cultural Gifts Program have in part driven the interest in donating to the Collection. These donations have been valued at over \$490,000.
20. In 2012 a Significance Assessment was commissioned for the Collection. The report utilised specific criteria to detail the significance of the Collection collectively through examining items and groups of items across the Collection. This process identified strengths of the Collection, such as the contemporary photographic works and highlighted areas to further develop including acquisition of works by south-east Australian Indigenous artists. This has assisted in directing the development of the Collection in recent years.
21. The new Policy continues to recognise the importance of collecting artworks which have been created by people with connections to Yarra or works which themselves reflect the municipality.
22. A key addition to this criteria in the new Policy is supporting the increased representation of Aboriginal and Torres Strait Islander artists in the Collection.
23. The Collection Policy also cross-references the Yarra City Council Public Art Policy 2015-2020 and Guidelines for Public Art in Private Art Development in Yarra.
24. The Public Art Policy has provided a further way of building the Collection through the commission of public artworks, triggered by Council capital works projects exceeding \$1 million.
25. The new Policy continues to support housing of the Collection in appropriate storage facilities. Storage is required for the Collection as not all objects can be displayed at once. This may be because space does not exist to show the works, the works are physically sensitive and require special treatment, works may be awaiting conservation treatment and resources aren't present to display works according to their needs.

External Consultation

26. The initial stage of consultation for the new policy involved utilising a survey through the *Your Say Yarra* platform. The survey was promoted through Yarra Council channels including website, e-news and social media. Groups including local historical societies, neighbourhood houses, artists, galleries, and previous arts grant recipients were directly invited to complete the survey and provide feedback.
27. The Yarra Arts Advisory Panel, Visual Arts Panel and Heritage Advisory Panel were consulted to provide comment and feedback.

28. The online survey attracted 90 respondents.
29. The results of the survey identified that 60.4% of respondents believed arts and culture was an everyday experience in the City of Yarra and 69% believed that Yarra is known as a home to artists and a community that appreciates art and heritage.
30. Of those surveyed, 46.7% were aware that the City of Yarra had an art and heritage collection.
31. The Collection Policy was developed with the assistance of independent consultants History @ Work. It was informed by broad community consultation via a *Your Say Yarra* City Council online survey; a benchmarking survey conducted with local government authorities; discussions with members from the Visual Arts Panel (VAP); and a review of national and international standards for museum collection management.

Internal Consultation (One Yarra)

32. The Collection Policy was informed by discussions with staff from Council's Arts & Cultural Services Unit, a review of earlier Collection policies, as well as cross-functional collaboration with other areas in Council including Venues and Events, Heritage and Open Space.

Financial Implications

33. The Collection operational budget is \$43,000 per annum for collection management purposes including display, interpretation, maintenance, reactive repairs, documenting, handling, and storage.
34. The Collection continues to grow through donations and artworks generated by the percent for public art scheme triggered by specific Council capital works projects, increasing the financial value of this Council asset.
35. As the Collection grows, the operational budget will need to increase to meet the increased collection management demand and to maintain and protect these Council assets.
36. Storage demands for the Collection will continue to grow. In 2018 the storage facility in the Old Richmond Police Station building received capital works support for an upgrade through the provision of funds for new shelving and flooring. This space is well utilised for two-dimensional and small three-dimensional works but cannot accommodate all Collection objects.
37. Burnley Depot housed a range of Collection items (mainly heritage furniture) until 2019 when the building was no longer available. These items were unable to be rehoused within Council buildings and needed to be stored as they are recognised as significant objects in the Collection. No suitable Council managed alternative space could be secured for the objects and they are stored in paid storage facilities. This impacts the Collection operational budget, reducing the funds available for other areas of collection management.
38. There is currently no acquisition budget for the Collection which means opportunities to strategically develop the Collection are limited.

Economic Implications

39. The Collection Policy supports the development and growth of the creative and cultural industries through:
 - (a) the collection and commissioning of contemporary artworks that reflect local culture, supporting artists and development of contemporary art practice;
 - (b) the encouragement of donations and bequests through the Commonwealth Cultural Gifts Program; and
 - (c) contributing to the economic development of Yarra's creative industry.
40. Yarra is recognised as a home for the arts and people are drawn here to live, work and visit because of its creative culture. Continued development of the Collection reflects and contributes to the creative culture of the municipality and provides further opportunities for people to experience art as part of everyday life.

41. In 2018 a sculpture of local identity and international star, Molly Meldrum, was commissioned from public donations and donated to the City of Yarra Collection. This sculpture by Louis Laumen has become a local landmark, providing further reason for people to visit Yarra and spend time engaging in local economies whilst they are here.

Sustainability Implications

42. Not relevant to this report.

Climate Emergency Implications

43. Not relevant to this report.

Social Implications

44. The Collection invites the community to access, appreciate and identify with the municipality's history, to recognise that the City of Yarra is a home to artists and is enriched by their creativity, and to engage with local artists and local communities.
45. Engaging with the audiences via Collection displays, exhibitions and online, as well as through public education programs, enables participation with the cultural life of the community and to enjoy the arts and opportunities for social connectedness.
46. The Collection is part of the way Council tells the stories of the municipality and needs to be supported to preserve these stories for the current community and future generations. It needs to continue to tell new stories and reflect the community.
47. In addition, enhancing indoor and outdoor public spaces throughout Yarra facilitates public and participatory arts as an everyday experience, contributing to a sense of belonging and custodianship and the stimulation of creativity.

Human Rights Implications

48. Participation in the cultural life of the community and enjoyment of the arts is a fundamental human right under article 27 of the United Nations' *Declaration of Human Rights*. The Collection Policy's framework for developing, exhibiting, interpreting and preserving a collection highlights creativity and culture as central to our identity, to the liveability of our communities, to our social cohesion and to our productivity.

Communications with CALD Communities Implications

49. Council is known for its high multi-cultural population, reflected more broadly in the arts community. Where possible increasing the representation and participation of artists from culturally and linguistically diverse backgrounds in the Collection and in exhibitions will be encouraged and supported.

Council Plan, Strategy and Policy Implications

50. The Collection Policy sits within many of Council's social, cultural and planning frameworks. Through the framework and guidelines of developing, exhibiting and interpreting a collection, the Policy addresses the following strategic objectives of the Council Plan (2017-2021):
- (a) A Healthy Yarra: 1.8 Provide opportunities for people to be involved in and connect with their community;
 - (b) An Inclusive Yarra: 2.3 Continue to be a local government leader and innovator in acknowledging and celebrating Aboriginal history and culture in partnership with Traditional Owners;
 - (c) An Inclusive Yarra: 2.4 Acknowledge and celebrate our diversity and people from all cultural backgrounds; and
 - (d) A prosperous Yarra: 5.5 Facilitate and promote creative endeavour and opportunities for the community to participate in a broad range of arts and cultural activities.

Legal Implications

51. Not applicable.

Other Issues

52. The City of Yarra Art and Heritage Collection is a growing collection. The absence of a purpose built gallery to display the Collection and industry standard storage facilities to preserve the Collection increases the risk of deterioration and potential hazards to a valuable Council asset.
53. The absence of a purpose built gallery reduces the opportunity of interpreting the Collection via major exhibitions, reducing community access to engaging in educational experiences, events and special public programming that supports the Collection.
54. Displaying artwork in multi-use public spaces can also have limitations on the nature of the artworks that can be displayed – there have been a number of occasions in which artworks have had to be taken down at Richmond Town Hall because they were deemed not suitable for variety of community members who may be visiting the town hall for other purposes.
55. Limited storage capacity at Council premises requires Collection items to be stored off site in appropriate facilities. This is an on-going expense for Council that reduces access to manage, view and appreciate the Collection by staff and the local community.
56. Although the Collection is growing through donations by generous benefactors, some internal programming and the Percent for Public Art scheme, the absence of an acquisition budget reduces the opportunity of a considered approach to grow the Collection strategically and for Council to be responsive to unique opportunities that may arise.
57. Council continues to be offered unique and important artworks for acquisition without an avenue to acquire. Most recently local gallery Dianne Tanzer offered to Council Vincent Namatjira's latest portrait of footballer and activist, Adam Goodes, a part of a series that continues his celebration of Indigenous legends; people who have fought for and changed perceptions of Indigeneity in Australia.
58. Artworks like this would add to an important social, political and cultural narrative of Yarra Council and be an enduring asset to the Yarra community.

Options

59. Council has the options of:
 - (a) Implementing the revised and updated City of Yarra Collection Policy; or
 - (b) Maintaining two older policies that are less relevant to the standards.

Conclusion

60. Managing the Yarra Art and Heritage Collection is an operational matter and as such it is important the policies that guide Council are updated regularly with respect to best practice.
61. Yarra's Collection is important historically and artistically and is of enduring civic and aesthetic interest. There are many reasons for Council to look after this important collection, Council can do so by continuing to collect, display, document, and maintain its collection.

RECOMMENDATION

1. That Council:
 - (a) note the revised City of Yarra Collection Policy 2020 and the role the Policy plays in supporting Yarra's creative community; and
 - (b) adopt the City of Yarra Collection Policy 2020.

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Attachments

- 1 [↓](#) City of Yarra Collection Policy May 2020

Attachment 1 - City of Yarra Collection Policy May 2020

CITY OF YARRA COLLECTION POLICY

May 2020

The area now known as the City of Yarra stands on the lands of the Wurundjeri Woi Wurrung people, the Traditional Owners of this country. Yarra City Council pays tribute to all Aboriginal and Torres Strait Islander people in Yarra, and gives respect to the Elders past and present.

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1. INTRODUCTION

The City of Yarra was formed in 1994 through the amalgamation of the cities of Collingwood, Fitzroy and Richmond.

Yarra City Council (Council) strives to make arts and culture an everyday experience in the municipality, and the City of Yarra Art and Heritage Collection (the Collection) is an integral part of this commitment.

The City of Yarra Collection Policy (Collection Policy) sets out the principles and practices that guide decision-making about the collection: how it is to be developed, documented, conserved, interpreted and made accessible.

The Collection Policy is for councillors, council staff and community committees whose roles and/or portfolios interact with the collection, for the arts and heritage communities in the municipality and all residents interested in Council programs.

1.1 Context

The Collection Policy sits within Council's social, cultural and planning frameworks.

Related Council documents may include:

- Aboriginal Partnerships Plan
- Arts and Cultural Strategy
- Council Plan
- Economic Development Strategy
- Heritage Strategy
- Inclusion Strategy
- Multicultural Partnerships Plan
- Occupational Health and Safety Strategy
- Procurement Policy
- Risk Management/Minimisation Strategy
- Strategic Advocacy Framework
- Yarra City Council Public Art Policy 2015-2020 and Guidelines for Public Art in Private Development in Yarra

1.2 Policy Development

This Collection Policy is the product of a review of two earlier policies: The City of Yarra Collection Management Policy (2011) and The City of Yarra Collection Management Policy Operational Guidelines (2012).

It is informed by broad community consultation via a *Your Say* Yarra City Council online survey; a benchmarking survey conducted with local government authorities; discussions with staff from Council's Arts & Cultural Services Unit and with its Visual Arts Panel (VAP); and a review of national and international standards for museum collection management.

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1.3 Glossary of terms

Acquisition – a process by which Council may legally and formally accept items into its collection.

Collection Care – methods of storage and handling and display of collections items as well as basic approaches to condition reporting, environmental monitoring and control of pests.

Cultural Gifts Program – an Australian Federal Government program allowing approved organisations to receive gifts of money or property for which the donor may claim a tax deduction.

De-accessioning – a process by which Council may legally and formally remove items from its collection.

Exhibitions – a curated display of the City of Yarra Art and Heritage Collection items and may include items on loan from an external organisation or individual.

Loans – processes by which items in a collection may be temporarily exchanged between approved institutions or organisations. Outward loans refer to works **lent from** a collection; inward loans refer to works **brought into** an institution or organisation.

Preventive conservation – part of collection care and is undertaken to slow deterioration of or prevent damage to cultural material.

Restorative conservation – part of collection care and undertaken to modify the existing material and structure of an object to represent a known earlier state. All restoration treatment applied to an object must be easily detectable and if possible, removable.

Visual Arts Panel - an expert panel of volunteer community members appointed on fixed term and guided by Terms of Reference.

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2. THE CITY OF YARRA ART & HERITAGE COLLECTION

2.1 Vision

The artistic, cultural, social, environmental and political life of the City of Yarra – its vibrancy and evolution, its past and its present – is reflected in the City of Yarra Art and Heritage Collection.

The collection:

- Invites the community to access, appreciate and identify with the municipality's history;
- Recognises that the City of Yarra is a home to artists and is enriched by their creativity; and
- Engages with local artists and local communities.

2.2 Strategy

Council achieves this vision for its collection by:

- Adopting clear and accountable collection management processes;
- Applying storage standards that ensure the stability of the Collection;
- Commissioning conservation assessments and treatments as needed;
- Developing guidelines for exhibiting, displaying and interpreting the Collection in Council's public spaces and buildings;
- Promoting co-operation between Council departments to cohesively document, preserve and interpret the heritage of the City;
- Providing opportunities for the public to access and engage with the Collection and to understand the social, historical, artistic, cultural and environmental development of Yarra.

2.3 Scope of the Collection

The City of Yarra has a rich cultural heritage; it was the site of seminal Australian artist collectives and cultural institutions and continues to be the home of established and emerging artists. Yarra Council recognises the importance of documenting our local cultural heritage and the city's unique history and people as an inherent responsibility, and is committed to the ongoing preservation, development, management and accessibility of the city's Art and Heritage Collection.

The Collection was founded in 1994, based on the range of artworks and cultural artefacts that the City of Yarra inherited when the municipalities of Collingwood, Richmond and Fitzroy amalgamated. Consisting of over 900 items, the Collection is a unique document of the history and people of Yarra comprising a diverse range of historical and contemporary indoor and outdoor works of art, objects, sculptures, murals, memorials, monuments and multimedia installations.

Some items, including original fittings and furniture housed in the Richmond, Fitzroy and

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Collingwood Town Halls date from the middle of the 19th century, while contemporary works demonstrate a focused and considered approach, with emphasis on local subjects, local practitioners and a consistently high level of quality by professional Australian artists. The representation of Indigenous artists also continues to be actively developed.

Inheriting a range of public artworks at amalgamation, Council continues to commission a number of fixed works as part of major redevelopment projects as well as in high profile, well-utilised and publicly accessible open spaces within the municipality. The Percentage for Art directive within the Yarra City Council *Public Art Policy 2015-2020* is one of the ways this part of the Collection continues to grow.

2.4 Collection categories

The City of Yarra Art and Heritage Collection consists of indoor and outdoor items divided into three main categories; Civic, Public Art and Art.

2.4.1 Civic collection

The civic collection comprises items from town halls and those with a provenance in council business. This includes:

- Original fittings and furniture from and/or in use in the Collingwood, Fitzroy and Richmond town halls in the conduct of council business;
- Decorative and ceremonial objects including illuminations, mayoral robes and chains, stained and etched glass and sculptures, mayoral and councillor portraits;
- Archival material such as maps and plans, documents and ephemera;
- Monuments, memorials, fountains and plaques deemed unique and relating to civic, ceremonial and commemorative events and people in the municipality's history.

2.4.2 Public art collection

Public art consists of fixed or semi-permanent contemporary artworks in any medium, planned and executed outside a gallery context and intended specifically for exhibition within public spaces. They are designed to stimulate the community and enhance a sense of place. Public spaces are generally open and accessible to all. They can be indoors – such as foyers – or outdoors such as forecourts, parks, squares or plazas.

Public artworks may include illustrations, paintings, photographs, portraits, digital art, site-specific artworks, installations or art performances, artistic concepts integrated into the design of urban or public spaces, the fabrication of unique features for public spaces, mosaics, murals, and sculptures. Council's *Public Art Policy 2015-2020* provides a framework for the acquisition of public art through commission, purchase, donation or transfer.

2.4.3 Art collection

The art collection comprises artworks that best illustrate historical and contemporary aspects of the physical, social, cultural and artistic development of the municipality and beyond. Works are intended for display and exhibition within publicly accessible spaces in Council buildings. Works

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are specifically acquired, donated or commissioned by Council through curatorial and formal art acquisition processes. Included in this category are works on paper, paintings, photographs, textiles, sculptures, installations and digital media.

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3. COLLECTION DEVELOPMENT

Collection development refers to the reviewing and refining of the collection through acquisition and deaccession.

3.1 Acquisitions

Council acquires items for the collection by purchase, donation, bequest, commission or transfer. If applicable, donations may be submitted to the Australian Federal Government's Cultural Gift Program. Public art works commissioned for a specific and limited time may be administered as part of the public art collection for the nominated period. Details regarding the commissioning for these works are found in Yarra City Council's *Public Art Policy 2015-2020*.

Items can be proposed for acquisition by members of the community, the Visual Arts Panel, Councillors or Council officers. The management of acquisitions will be managed by Council in consultation with the Visual Arts Panel.

3.2 Visual Arts Panel

The Visual Arts Panel (VAP) is a voluntary group of artists and industry professionals providing a formal mechanism for Council to seek specialist advice regarding the acquisition of items, objects and artworks into the collection. Their role is advisory only in accordance with its Terms of Reference.

The VAP offer recommendations and advice on:

- The allocation of funds towards the purchase of one or more works for the collection.
- The acceptance of donations, gifts and bequest into the collection.
- The de-accessing of artworks in the collection.
- The strategic direction of the collection.

3.3 Acquisition funds

Funding for acquisitions may come from:

- Council's operational or capital works budgets;
- External funding such as grants from other government departments, agencies or philanthropic trusts and foundations;
- Partnerships and sponsorship with industry and the private sector;
- Partnerships with the local community;
- Donations, bequests and gifts of money for the collection or for specific commissions and;
- Funds generated from the sale of de-accessioned works from the collection.

3.4 Acquisition Proposals

Proposals for acquisition by the general public must be submitted with the following information and where appropriate, made available for a studio or gallery visit.

- Image of work;
- Title of the work, name of artist and date of production (if known);

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- Description of the item;
- History and provenance of the item;
- Significance of the work and relevance to the Collection;
- Associated costs such as storage or display requirements;
- Expert recommendations and valuations;
- Conservation report (where necessary)
- Market value cost;
- Date acquisition commitment required; and
- Attachments as required

A report of the item's suitability in meeting the vision of this policy and acquisition criteria will then be developed for VAP consideration.

3.5 Acquisition criteria

Items considered for acquisition must meet the *Vision* of the Collection Policy and **all** the *General* criteria below. This applies to all three categories of the collection: Civic, Art and Public Art.

3.5.1 General criteria

- Fill a gap or build upon the strength of items and/or areas in the collection.
- Be in sound and stable condition and not require extraordinary conservation, restoration or storage. Rare items in poor condition may be acquired if they are assessed as significant to the collection.
- Have display or exhibition and interpretive capacity.
- Have clearly established provenance.
- Be offered unconditionally and without restrictions, including the right to deaccession.

Items must also meet at least **one** of the *category* criteria below:

3.5.2 Category criteria

- Increase the representation of works in the collection by Aboriginal and Torres Strait Islander artists;
- Be innovative, relevant and high quality by a respected emerging, mid-career or established artist/s who live, work or have a significant connection to the City of Yarra;
- Contributes to contemporary art practice and theory;
- Is relevant and appropriate to the context of the proposed site for installation and consistent with planning, heritage and environmental policies of the City of Yarra; including other artworks in the vicinity;
- Is significant to the social and cultural history of the City of Yarra and/or Yarra City Council;
- Commemorates a group or individual that has contributed significantly to the artistic, cultural, economic, political or social aspects of Yarra's development, or commemorates a significant anniversary of an event unique to Yarra's history and development.

Attachment 1 - City of Yarra Collection Policy May 2020**3.6 Acquisition report**

Acquisition reports will be developed for VAP consideration that addresses the acquisition criteria. Reports should include an item description, provenance, a statement of significance and current market value for insurance purposes. Although for donations through the Cultural Gifts Program (CGP) valuations are the donor's responsibility, Council may choose to cover these valuation costs.

3.7 Acquisition recommendation process

New acquisitions for the Collection will be discussed with the VAP at scheduled meetings for the purposes to making recommendations for Council. Where proposals are a unique opportunity or one which requires an immediate response, VAP may be informed retrospectively.

All members must declare any real or perceived conflict of interest prior to consideration of proposed acquisitions. This declaration will be documented in the minutes and members will abstain from participating in the assessment process of that item.

The VAP must reach a consensus to recommend an acquisition. This will be noted in the meeting minutes.

3.8 Acquisition formalisation

Recommendations for acquisition by the VAP are to be authorised in accordance with Council's procurement policy and delegated authority.

Donated works recommended by the VAP for accession by are subject to approval by the Business Unit Manager of Arts, Culture and Venues.

All new works accessioned into the Collection will include permission from the artist/owner to reproduce an image of the item in print and online for collection management, educational and promotional purposes.

3.9 De-accessioning

De-accessioning is the process by which the Council may formally remove items from its Collection as part of responsible collection management.

De-accessioning is not a method for raising revenue and any money raised from the sale of de-accessioned works will be used for the care and development of the Collection. The ICOM Code of Ethics is referred to as the guiding document.

3.10 De-accessioning criteria

Items proposed for de-accessioning must have no relevance or fall outside the scope of this Collection Policy and meet one or more of the following criteria:

- They are in poor condition or have suffered irreparable damage;
- They have no known provenance, or they have a legal ownership established as other than that of Yarra City Council;

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- They pose a risk to public safety, which cannot be mitigated;
- They are lost or stolen without possibility of recovery; or
- They are copies, duplicate or reproductions of items already in the collection.

Items cannot be proposed for de-accessioning:

- On purely aesthetic grounds;
- If they have been in the collection for less than five years;
- If they have a legal encumbrance that prohibit them being de-accessioned; or
- If they have a contested provenance.

3.11 De-accessioning procedures

- A report will be developed for the VAP for consideration., . A majority of the VAP must vote on or resolve a motion to recommend the de-accessioning.
- The report is then approved by the appropriate Council officer.
- The item is to be held within the Collection for a twelve month 'cooling off' period. This 'cooling off' period allows Council time to contact the creator, donor, or the creator's estate and discuss options for *disposal*.
- If de-accessioned, the item must be de-registered. A record of the object's provenance and de-accession documentation must be retained, and the electronic record marked 'de-accessioned' but not deleted.

3.11.1 Disposal

- The item is returned to the artist/artist estate/donor, is offered to a more appropriate institution, arranged for sale, or dismantled and/or destroyed as a last resort.
- If a gift or donated item is sold, funds raised by the sale must be redirected towards new acquisitions which, with consent, may be attributed to the original donor.

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4. COLLECTION MANAGEMENT

Council's Arts and Cultural Services Unit is responsible for the day to day management of the collection and is provided an annual operational budget by Council ensuring it is documented, handled, stored, preserved and shared in accordance with this Collection Policy.

4.1 Record keeping and documentation

Records required for best practice collection management include:

- Acquisition proposal template (for all methods of acquisition)
- Art and Heritage Collection Asset Register (including loans)
- Acquisition acknowledgment form (including copyright permission)
- Commissioning form/contract
- Deaccessioning proposal template
- Loan template (inward and outward)

4.2 Registration and cataloguing

All items are formally processed and registered into an asset register to ensure their status as the property of the City of Yarra is legally substantiated. :Council should expand on these basic registration records by:

- Researching and documenting the significance of relevant items;
- Recording detailed exhibition and access history for each;
- Maintaining up to date movement and storage records for each item;
- Ensuring appropriate copyright agreements are in place and any restrictions or conditions relating to the item or to the moral rights of the artist are fully documented in the register.

4.3 Accessioning

Accession numbers will be allocated in chronological order to each item in the collection. Where an item consists of more than one integral part, those parts will be allocated a letter which will follow the sequential number.

Each item will be identified with a Yarra City Council label or tag attached to the back of the item (if applicable) which states artist name, title of work, date, medium, dimensions and accession number.

4.4 The Asset Register

The Asset Register serves as the Collection Catalogue located in Tech One and is maintained by the Arts and Cultural Services Unit. It is the primary collection management tool and records detailed information for all items including provenance, date of acquisition, conservation status,

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valuation and object storage location. The record also includes visual documentation and reference images.

4.4.1 Content Manager

Records and documents relating to items in the collection are also filed in Council's record management system Content Manager. These files are administered by the Arts and Cultural Services Unit and managed by the Records Unit. Prior to 2020, hard copy files were produced to contain hard copy documents relating to the acquired work and artist. In line with Council's move to paperless processing, hard copy files have now ceased with documents to be scanned and attached to the file relevant to the item recorded in the Asset Register and Content Manager whenever possible.

4.5 Image Library

Each item within the Collection will be digitally photographed for security, promotional and educational purposes and recorded in the asset register with its file name corresponding to the item's accession number.

4.6 Moral rights and copyrights

Copyright shall be reserved by the artist (or their estate) for the item housed in the Collection. An agreement for the usage of images of the item for collection management, educational and promotional purposes in print and online will be entered into with the artist (or their estate). In doing so the use shall not contravene any laws including those governing copyright, intellectual property or moral rights or conflict with any commitments made by the Council in agreements with artists or donors. The artist/maker/creator and title of item will be attributed wherever and whenever an image or the item is displayed.

4.7 Aboriginal material

Council acknowledges that it has a mandatory obligation under the *Aboriginal Heritage Act 2006* to register Victorian Aboriginal collection items in its possession with Aboriginal Affairs Victoria (AAV).

In instances where the provenance of certain Aboriginal artefacts is unknown, Council will seek advice from AAV.

Council acknowledges that it is illegal to buy, sell or harm traditional Aboriginal objects without a cultural heritage permit.

Council acknowledges that it is illegal to remove Aboriginal objects from Victoria without a cultural heritage permit, excluding loans between interstate museums.

Council acknowledges that while in most cases Aboriginal artefacts will remain the property of Council, under the *Aboriginal Heritage Act 2006* human remains, and secret and sacred material legally belong to the traditional owners and should be repatriated.

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In accordance with Australian Museums and Galleries Association (AMaGA) guidelines and other international guideline requests from Aboriginal and Torres Strait Islander communities for the return to them of cultural items held by Council will be given serious consideration.

4.8 Collection valuation and insurance

Council's Risk Unit manages insurance for the collection with the value of new acquisitions forwarded to the Risk unit when acquired and before the end of each financial year. It is optimum that the collection is revalued by qualified and accredited on the recommendation of Council's Risk manager and advisor.

4.9 Winding up

The Collection is recognised as an asset of Yarra City Council. In the event of a local government restructure, the treatment of any assets would be in accordance with the Local Government Act.

4.10 Collection care

In order to identify deterioration and reduce potential hazards and risk, an annual audit of the Collection is the responsibility of the Arts and Cultural Services Unit.

4.10.1 Preventive conservation

Council is committed to the preventive conservation of the Collection according to recognised museum standards. Council only engages qualified and accredited conservators and approved contractors to advise and work on the care, repair, maintenance, display and exhibition of the collection.

The Arts and Cultural Services Unit is responsible for day to day preventive conservation by:

- Ensuring the physical safety and security of collection items in storage and on display;
- Providing and managing secure and environmentally controlled collection storage within resource and budget constraints;
- Maintaining a secure list of storage locations, their access arrangements and a floorplan of each collection store noting numbered or labelled storage units;
- Minimising risk to the collection by monitoring storage conditions and addressing risks as required;
- Inspecting incoming material to ensure it is pest-free and arranging appropriate treatments;
- Establishing an annual object inspection and condition schedule for each item in the collection;
- Developing an annual collection maintenance schedule and budget in consultation with approved conservators;
- Co-ordinating and managing all movement, handling, relocation and installation of collection items according to industry handling practises.

4.10.2 Restorative conservation

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The Arts and Cultural Services Unit is responsible for commissioning and documenting all restorative conservation work on the Collection. Treatments and priorities are determined by curatorial staff in consultation with the relevant artist and/or approved conservators. Conservation work will be undertaken within the levels of priority and budget parameters.

4.10.3 Damage reporting

If an object belonging to the Collection is damaged or appears to be at risk the following damage reporting procedures must be carried out:

- Damage should be reported immediately to the Arts and Cultural Services Unit;
- Where possible, the damaged item should be left in situ together with all broken parts and cordoned off until it can be assessed by a member of the Arts and Cultural Services Unit or an approved conservator. In such circumstances, consideration must be given to the safety of the work as well as public safety and access issues;
- A photograph is to be taken of the item as soon as possible in the state it was found to provide a record of the event and to document the condition of the item; and
- Damage is to be documented on the Collection database. The altered condition of the object is to be clearly documented as well as a description of the conservation treatment applied.

4.11 Storage

Collection items not on display will be housed in appropriate storage facilities. Collection items that require special care will be suitably framed if applicable and protectively stored according to the item's needs. Identification labels will be placed on storage boxes and shelves and linked to the Collection records to further reduce handling.

4.12 Occupational Health and Safety

Council has a commitment to ongoing OH&S training for current and new collection staff and to observing Council's OH&S procedures in every aspect of managing a mixed collection including exhibition and display installation, as well as object movement and handling. This includes:

- Wearing gloves to avoid touching objects where applicable.
- Using transport aids such as trolleys to minimise risks and assist with awkward and heavy items.
- Organising workstations for safe handling to minimise the potential for falls and breakages.
- Hiring specialists for the transportation and installation of artworks where required.

Attachment 1 - City of Yarra Collection Policy May 2020**5. COLLECTION ACCESS**

Council is committed to making arts and culture an everyday experience in the municipality and to enriching the community's understanding of Yarra's social and cultural history. Exhibiting and interpreting the collection and developing an online catalogue, accessible through Council's website, are some of the ways Council does this.

5.1 Display

Display and allocation of artworks is the responsibility of the Arts and Cultural Services Unit.

Priority areas for display within Council premises is given to areas with high levels of public and staff access, such as Council foyers and meeting rooms. Artworks will be displayed in community meeting rooms and Council offices where suitable hanging arrangements exist. For artworks currently not on display or online, members of the public can contact the Arts and Cultural Services Unit to view items by appointment if permissible.

Rotation of artworks within Council premises is based on incoming staff, office changes and refurbishments, best art conservation practice and resources. The monitoring and review of the location, an item's condition and its' interpretation will be undertaken on a regular basis.

5.2 Exhibitions

Works from the Collection and other projects of cultural and social interest will be involved in a regular exhibition program within Council's key civic buildings and dedicated arts spaces. Exhibitions from the Collection are to be developed in accordance with the *vision* of this Policy.

5.2 Lighting

Council acknowledges the limitations of displaying artworks with limited resources and within a non-museum environment and will, where possible meet best industry practice in displaying items appropriately lit for optimal viewing and within conservation standard guidelines.

5.3 Interpretation

All works on display must be acknowledged with a label and shown in the best possible display conditions. Wall labels will include the following:

- Artist name
- Accession details
- Title of work
- Medium
- Dimensions
- Acquisition/donation details
- Collection acknowledgement

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5.4 Loans

From time to time Council lends items from its Collection on a temporary basis to other institutions or organisations for exhibition and community engagement (outward). It also may borrow items from other institutions, organisations and individuals for similar purposes (inward). Council does not lend works from its Collection to individuals.

All loan requests will reviewed and approved by the Coordinator, Arts and Cultural Services Unit. Loan requests will be treated on a case by case basis.

All loans (inward or outward) will be subject to the terms and conditions set out in the Loan Agreement form and agreed between Council and the lending/borrowing organisation. Council reserves the right to forfeit this agreement if terms and conditions are in breach.

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6. REFERENCES

This Collection Policy should be read in conjunction with the following documents generated by the City of Yarra:

- Significance Assessment, City of Yarra Art and Heritage Collection, 2012
- Visual Arts Panel Terms of Reference
- Yarra Arts Advisory Committee Terms of Reference
- Yarra City Council Public Art Policy 2015-2020

And by the following documents guiding best practice in the museum and collection sector (all accessed in late June and early July 2019):

- Australian Centre for Contemporary Art,
<https://acca.melbourne/education/resources/public-art/what-is-public-art/>
- The Australian Institute for the Conservation of Cultural Material,
<https://www.aiccm.org.au>
- International Council of Museums (ICOM) Code of Ethics for Museums 2017
<https://icom.museum/wp-content/uploads/2018/07/ICOM-code-En-web.pdf>
- International Council on Monuments and Sites (ICOMOS)
<https://australia.icomos.org/about-us/australia-icomos/>
- National Standards for Australian Museums and Galleries Version 1.5 September 2016
https://amagavic.org.au/assets/National_Standards_1_5.pdf
- The Burra Charter, 2013
<https://australia.icomos.org/wp-content/uploads/The-Burra-Charter-2013-Adopted-31.10.2013.pdf>
- *Significance 2.0*
<https://www.arts.gov.au/sites/g/files/net1761/f/significance-2.0.pdf>

11.4 Adoption of Yarra's Social Justice Charter

Executive Summary

Purpose

To present Yarra's Social Justice Charter to Council for adoption.

Key Issues

A social justice charter is a practical way of protecting human rights. It can be used as a tool to guide a council's plans and strategies, and is a way of clearly articulating a council's position in relation to human rights and social justice.

Council's Charter is a tool which aids Council to adhere to its obligation to uphold human rights.

Data to develop the Social Justice Charter was gathered through a variety of sources. This included convening an internal stakeholders group to oversee its development, a review of relevant community consultations, 'Inclusive Yarra' – a broad program of community engagement and consultation, and workshops held with key internal stakeholders.

The final version of the Charter comprises Council's statement of commitment and guiding principles; an overview of the Yarra community; the priority areas in which the Charter applies; and practical examples in which those principles are (and can be) applied by Council.

The Charter does not include an action plan as it will be a guiding document for Council. It provides the rationale for policy direction and the commitment to serving the whole community, including those groups who are disenfranchised or not traditionally represented in matters of governance.

Once the final Charter has been endorsed, Officers will work across Council to develop branch implementations plans as a means of imbedding its use, and highlighting the work that Council does in the social justice space.

Financial Implications

The Charter will be implemented and promoted within existing budgets.

PROPOSAL

That Councillors adopt the inaugural Yarra Social Justice Charter.

11.4 Adoption of Yarra's Social Justice Charter

Reference: D20/109402

Authoriser: Acting Group Manager People and Culture

Purpose

1. To present Yarra's Social Justice Charter to Council for adoption.

Background

2. Social justice is based on the concept of human rights and equality and can be defined as the way in which human rights are manifested in the everyday lives of people, at every level of society.
3. A social justice charter is a practical way of protecting human rights. It can be used as a tool to guide a council's plans and strategies, and is a way of clearly articulating a council's position in relation to human rights and social justice.
4. The Community Partnerships branch (now the Diversity & Inclusion and Community Development units) was tasked with developing a social justice charter, which was committed to in the Council Plan 2017-2021.
5. Data to develop the Social Justice Charter (the Charter – see Attachment 1) was gathered through a variety of sources (see Attachment 2). This included convening an internal stakeholders group to oversee its development, a review of relevant community consultations, 'Inclusive Yarra' – a broad program of community engagement and consultation, and workshops held with key internal stakeholders.
6. It should be noted that while the document is an internal-facing document, it has external application in explaining Council's commitment to human rights and how they play out through Council's work and in the community.
7. An analysis of the data revealed that stakeholders were largely concerned with the following themes:
 - (a) Welcoming diversity;
 - (b) Community connectedness;
 - (c) Participation & inclusion; and
 - (d) Safe & liveable spaces.
8. These themes fed into the key guiding principles of the Charter: Access, Equity, Participation and Rights.
9. The draft Charter was developed around the key guiding principles and reviewed by the internal stakeholders group. Further modifications were made.
10. During the period of public exhibition, the response to the Charter was overwhelmingly positive, with stakeholders suggesting only minor clarifications and additions.
11. The Charter is a tool which aids Council to adhere to its obligation to uphold human rights. The final version of the Charter comprises Council's statement of commitment and guiding principles; an overview of the Yarra community; the priority areas in which the Charter applies; and practical examples in which those principles are (and can be) applied by Council.
12. The Charter does not include an action plan as it will be a guiding document for Council. It provides the rationale for policy direction and the commitment to serving the whole community, including those groups who are disenfranchised or not traditionally represented in matters of governance.

13. Once the final Charter has been endorsed, Officers will work across Council to develop branch implementations plans as a means of imbedding its use, and highlighting the work that Council does in the social justice space.

External Consultation

14. Data regarding social justice issues was gathered from a number of sources.
15. Officers conducted a review of data from relevant community consultations including those feeding into the Active Healthy Ageing Strategy 2018 – 2024, Access and Inclusion Strategy 2018 – 2024, 0-25 Plan, Council Plan 2017 – 2021 (including the Municipal Public Health Plan), and Re-imagining Victoria Street consultations.
16. 'Inclusive Yarra', a broad program of community engagement and consultation, was held in late 2018. Participants were asked where they've seen or experienced inclusiveness in Yarra that they think should be celebrated, and ideas for improving inclusiveness in Yarra and what's inspired them.
17. The public exhibition period for the Charter was launched at a Council event celebrating Human Rights Day on 10 December 2019.
18. The consultation was advertised via postcards and posters, Council's social media channels, Yarra Life, and through key stakeholder networks including the Yarra LGBTIQ+ Network, the Yarra Housing and Homelessness Network, the Yarra Multicultural Advisory Group and the (then) Aboriginal Advisory Group.
19. On Your Say Yarra, stakeholders were invited to comment about a time they felt their human rights were protected or not protected, and what Council can better do to better protect their human rights.

Internal Consultation (One Yarra)

20. In developing the Charter, Officers convened an internal stakeholders group from Social Policy (now Social Strategy), Diversity & Inclusion, Aged & Disability and Children's Services to get feedback on the Context, Issues & Best Practice paper. This group set the context and provided guidance on the development of the Charter, due to their roles in Council and commitment to issues of human rights and social justice.
21. Workshops were held with key internal stakeholders, including representatives from Community Partnerships, Arts & Culture, Aged & Disability, Family Youth & Children's, Leisure, City Works, Parking & Compliance, Social Policy and Information Services, to discuss how the guiding principles of the Charter and how the Charter might relate to existing social justice commitments.
22. Follow up one on one meetings were held with the key internal stakeholders who had participated in the initial workshops, where they were able to provide feedback on the draft.

Financial Implications

23. The Charter will be implemented and promoted within existing budgets.

Economic Implications

24. Council recognises that certain groups in the community face various and sometimes intersecting barriers, and the Charter outlines ways in which these barriers can be understood and ultimately addressed.
25. The Charter focuses on principles which encourage all members of the community to participate in community life, including employment, education and volunteering. This provides opportunities for self-determination and community engagement, which ultimately contributes to a richer and more diverse participation in the economic life of Yarra. The municipality can only benefit with a diverse and engaged workforce.

26. The Charter will be used to guide program planning including fee policies at Council. For example, fees for Council services can be formulated with consideration for families on low incomes. This practice will contribute to increased participation in services for vulnerable sectors of the community.

Sustainability Implications

27. An engaged and informed community that participates in sustainability projects such as community education and awareness, community gardens and urban agriculture, delivers positive sustainability outcomes for the municipality.
28. Opportunities for linking in staff from Sustainability and Urban Agriculture with disadvantaged communities will be increased with the promotion of the Charter.

Climate Emergency Implications

29. The hierarchies of social inequality and vulnerability are replicated in disasters. People who are most impacted by climate change are often the most vulnerable and have the least resources.
30. These people also tend to be the least responsible for the climate emergency because they consume fewer resources than people with an economic advantage.

Social Implications

31. The Charter plays a key role in breaking barriers to access, participation and inclusion for the whole community, recognising that certain groups have intersecting and more complex barriers to overcome.
32. These principles are aligned with social inclusion principles which encourage building relationships and developing skills which in turn nurture a more engaged and resilient community.

Human Rights Implications

33. It can be argued that human rights and social justice are complimentary concepts. Human rights are concerned with restraints on the exercise of power, whereas social justice is concerned with the redistribution of resources in order to protect human rights.
34. Social justice principles work together to manage inequities based on cultural, social, economic and political factors. As a result, social justice principles aim to provide a fair allocation of resources and entitlements without discrimination.
35. Social justice is based on the concepts of human rights and equality, and can be defined as the way in which human rights are manifested in the everyday lives of community members.
36. Therefore, this Charter's main focus is on the practical ways human rights can be protected and nurtured for Yarra's diverse community, recognising the complex interplay of barriers and inequities.
37. It is envisaged that the Charter will assist in Council's annual reporting on its performance based on the Victorian Charter of Human Rights and Responsibilities.

Communications with CALD Communities Implications

38. Communities from diverse cultural and language backgrounds are one of the areas highlighted in the Charter as a priority area for Council in considering issues of access and participation. It is recognised that language and cultural background can be a barrier to community members fully participating in community life. The Charter's aim is to raise awareness of this while also providing practical examples of how to overcome these barriers.

Council Plan, Strategy and Policy Implications

39. The Council Plan 2017-2021 gives direction to the Social Justice Charter through the following strategic objectives:
 - (a) Objective 1 – A healthy Yarra, a place where community, health, safety and well-being are a focus in everything we do;

- (b) Objective 2 – An inclusive Yarra, a place where inclusion, diversity and uniqueness are welcomed, respected and celebrated; and
 - (c) Objective 7 – A leading Yarra, a place where transparency, performance and community participation drive the way we operate.
40. Specifically, as part of Objective 2, the Council Plan clearly states at (2.2.2) to “investigate developing a social justice / human rights charter to better articulate council’s commitment”.

Legal Implications

41. Some of the legislation related to this area include:
- (a) Universal Declaration of Human Rights 1948;
 - (b) Human Rights and Equal Opportunity Commission Act 1986;
 - (c) Racial Discrimination Act 1975;
 - (d) Charter of Human Rights and Responsibilities Act 2006 (Vic); and
 - (e) Local Government Act 1989 (Vic).
42. The Charter of Human Rights and Responsibilities Act 2006 (Vic) requires local Councils to act compatibly with human rights and to consider human rights when developing policies, making laws, delivering services and making decisions. Yarra’s Social Justice Charter aims to act as a guide to assist with this obligation.

Other Issues

43. Certain sectors of the community may question Council’s involvement in this area, and that the role of Council should be in the traditional areas of “roads, rates and rubbish”. Information to the public should include Council’s legislated obligations to consider human rights when developing policies, making laws, delivering services and making decisions, as stated in 2.3 of the Charter of Human Rights and Responsibilities Act 2006 (Vic).
44. With regard to the Right to Freedom of Expression it should also be noted that laws around “hate speech” in Victoria are covered by legislation known as the Racial and Religious Tolerance Act. The legal definition of vilification in this Act is conduct that ‘incites hatred, serious contempt, revulsion or severe ridicule’ on the grounds of another person’s race or religious belief or activity. This includes (according to the Victorian Equal Opportunity and Human Rights Commission) speaking about a person’s race or religion in a way that could make other people hate or ridicule them.

Options

45. There are no options.

Conclusion

46. A social justice charter is a practical way of protecting human rights. It can be used as a tool to guide a council’s plans and strategies, and is a way of clearly articulating a council’s position in relation to human rights and social justice.
47. Council’s Charter is a tool which aids Council to adhere to its obligation to uphold human rights.
48. The final version of the Charter comprises Council’s statement of commitment and guiding principles; an overview of the Yarra community; the priority areas in which the Charter applies; and practical examples in which those principles are (and can be) applied by Council.
49. The Charter does not include an action plan as it will be a guiding document for Council. It provides the rationale for policy direction and the commitment to serving the whole community, including those groups who are disenfranchised or not traditionally represented in matters of governance.

50. Once the final Charter has been endorsed, Officers will work across Council to develop branch implementations plans as a means of imbedding its use, and highlighting the work that Council does in the social justice space.

RECOMMENDATION

1. That:
 - (a) Councillors adopt Yarra's inaugural Social Justice Charter.

CONTACT OFFICER: Sarah Jaggard
TITLE: Senior Diversity and Inclusion Advisor
TEL: 9205 5160

Attachments

- 1 [↓](#) Social Justice Charter Final
- 2 [↓](#) Consultation Report Yarra Social Justice Charter Final

Attachment 1 - Social Justice Charter Final

Social Justice Charter

1. Acknowledgement 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 survived European invasion and never ceded sovereignty. We also acknowledge the significant contribution made by the many other Aboriginal and Torres Strait Islander people to life in Yarra.

We acknowledge that Fitzroy and Collingwood are areas of special significance to Aboriginal and Torres Strait Islander people—as the cradle of Aboriginal and Torres Strait Islander affairs in Victoria, the birthplace of important Aboriginal and Torres Strait Islander organisations, the centre of political activism and a meeting place for Aboriginal and Torres Strait Islander people to link in with family, community and services. We acknowledge the role played by past federal and state government policies in the social and cultural dispossession of Aboriginal and Torres Strait Islander people—and the dispossession of land—which has caused the current disadvantages faced by many Wurundjeri Woi Wurrung Aboriginal and Torres Strait Islander people. And we believe that having an awareness of, and taking steps towards, mending this disadvantage is the shared responsibility of all residents in the City of Yarra.

Council pays its respects to all in the Wurundjeri Woi Wurrung, Aboriginal and Torres Strait Islander community and Elders from all nations here today—and to their Elders past, present and future.

Attachment 1 - Social Justice Charter Final

2. Statement of Commitment

The City of Yarra is a vibrant and diverse municipality. It is the traditional lands of the Wurundjeri Woi Wurrung, and a place of special significance for the broader Aboriginal community. The City of Yarra is also home to diverse communities, something that Council is proud of and recognises as an asset.

Council has an important (and legally required) role to play in upholding and protecting its diverse population's human rights. Council will actively work to reduce barriers so that all residents can participate in community and access services and information regardless of age, gender, sex, sexuality, income, education, cultural background, language skills, religion or disability.

Council also recognises that the community continues to evolve and the strengths and barriers of diverse groups will also continue to change. This Charter is a commitment for Council to continue to understand these changes and to respond accordingly.

Council's strong commitment to achieving social justice is articulated by our being signatories to a number of international Human Rights treaties. Further, we are bound by the Charter of Human Rights and Responsibilities Act 2006 (Vic) to act compatibly with human rights, and to consider human rights when developing policies, making laws, delivering services and making decisions.

Council is proud to be signatories to this Charter which outlines how we will protect our residents' human rights by promoting social justice principles and addressing the social justice issues most associated with, and reflective of, our community.

Signatories MAYOR AND CEO

Attachment 1 - Social Justice Charter Final

3. Social Justice – Guiding Principles for Yarra

The Charter of Human Rights & Responsibilities 2006 (Vic) sets out 20 human rights under four key areas – Freedom, Respect, Equality and Dignity. Human rights and social justice are complementary concepts. **Social justice** is based on the concepts of **human rights** and equality (equal rights and equal opportunity for all), and can be defined as the way in which human rights are attained and protected.

Human rights are based on dignity, equality and mutual respect – regardless of nationality, religion or beliefs. **Social justice principles** work together to manage inequities in terms of human rights based on cultural, social, economic and political factors. For this reason, social justice principles aim to provide a fair allocation of resources and entitlements without discrimination.

Yarra Council undertook consultations with community, stakeholders and Council staff to gather information about what was important to them. Analysis of responses showed that people in Yarra were passionate about human rights and social justice issues, cited often as a drawcard to this municipality, whether to live, work or play.

The data revealed the following as the most critical social justice principles needed to ensure protection of human rights in Yarra.

The guiding Social Justice principles are:

- 1) **Access** - All services, programs and facilities should be available and usable for all people free from any form of discrimination;
- 2) **Equity** - Distribution of economic, social and political resources in ways that are not restricted by age, gender, sex, sexuality, race, ethnicity, religion, ability, or income;
- 3) **Rights** - Equal effective legal, industrial and political rights; and,
- 4) **Participation** - Opportunities for real participation by all in the decisions which govern their lives.

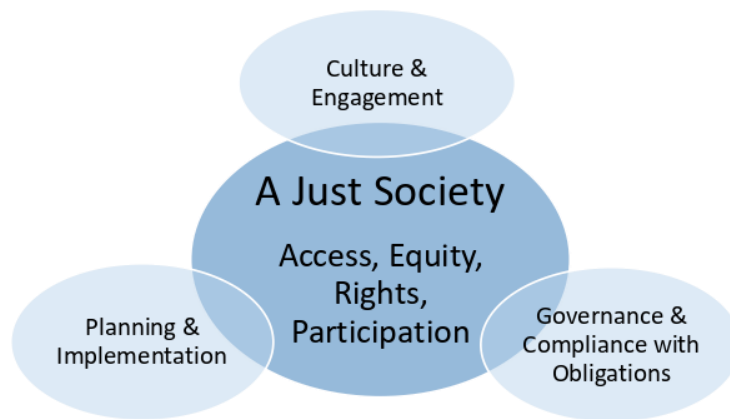
Social justice is the underlying principle for peaceful and prosperous communities. By upholding the principles of social justice, we remove barriers that people face because of gender, age, race, ethnicity, religion, culture or disability. A “just” municipality is by definition an inclusive and diverse municipality.

Attachment 1 - Social Justice Charter Final

4. Council Role – Our Framework for Action

Ensuring the human rights of our residents are protected is an ongoing process. Yarra Council commits to work together with community to achieve social justice for all and is legally obliged to uphold and protect those rights.

To sustain the principles of social justice will require a culture where staff are fully engaged with the issues, planning and implementation (day to day actions), and compliance with relevant legislation.



We will create a culture in the City of Yarra where people respect and understand an individual's human rights by **engaging** all (internally at Council/externally with our community) on the principles of social justice and our commitment to them.

We will ensure that social justice principles are embedded in all **planning** processes and in the development of policies, strategies and provision of services. Actions attached to strategies need to **implement** the social justice principles.

Attachment 1 - Social Justice Charter Final



The Social Justice Charter acts as an umbrella document for all future plans, policies and frameworks. It is a lens which will guide the development of policies, processes and programs. Yarra currently employs a human rights-based approach in policy development. The Charter will ensure this approach is formalised, is responsive to community needs and has longevity.

We will work continuously to ensure our services, programs, communications, employees, contractors and sub-contractors **comply** with all **obligations** set out in law and by the treaties to which we are signatories.

Attachment 1 - Social Justice Charter Final

5. Who are we?

- 100,305 people live in Yarra
- 5% of residents are unemployed
- 20% of households earn less than \$740 per week
- 17% of residents have a Commonwealth Concession Card
- Yarra's neighbourhoods have SEIFA indices ranging from 1,115.5 (lower level of disadvantage) to 935.5 (higher level of disadvantage)
- 9.5% of households live in social housing
- 29% of residents were born overseas, 19% in non-English speaking countries
- 5% of the population do not speak English well
- 36 religious denominations are practiced in Yarra
- An estimated 1,735 of residents live with same sex partners
- 3.5% have a severe or profound disability
- At least 382 Aboriginal and Torres Strait Islander people live in Yarra
- 838 people are estimated to be homeless
- 15% of households are estimated to be in housing stress

Sources: City of Yarra id Community Profile <https://profile.id.com.au/yarra>; Department of Social Services <https://data.gov.au/>

Attachment 1 - Social Justice Charter Final**6. Social Justice in Yarra – Priority Areas**

Council has historically been proactive in addressing a number of areas that are high on the national and international human rights agenda – including Aboriginal and Torres Strait Islander rights, the rights of refugees and people seeking asylum, and access and inclusion for people with disability.

Yarra will continue to ensure that its large Aboriginal and Torres Strait Islander community is acknowledged as the Traditional owners, that Yarra is a safe place for refugees and people seeking asylum, and that access and inclusion for all is a Council wide focus. This work is done via policy positions, strategic planning, advocacy and program delivery.

Council remains committed to protecting the rights of our more vulnerable residents, and those more likely to be at risk of discrimination.

Discrimination is not always experienced because of one attribute such as age, disability, gender, sexual orientation or race. Sometimes it is the intersection of attributes that leads to the experience of discrimination.

We need to recognise the intersection – and therefore the complexities – of different components of people’s identities, and that discrimination can be multi-layered.

While not an exhaustive list (and recognising the continuing evolution of communities), the following groups have been identified as more likely to face issues related to social justice:

- Aboriginal and Torres Strait Islander people
- Children and younger people
- Older people
- People with Disabilities
- People from Culturally and Linguistically Diverse Backgrounds
- People of diverse faiths and religions
- People from the LGBTIQ+ community
- People experiencing homelessness
- People on low incomes
- People who use drugs
- People experiencing mental health issues
- Refugees and people seeking asylum
- Women

Attachment 1 - Social Justice Charter Final

7. How We Uphold Social Justice Everyday

By understanding and addressing social justice principles, we will build a culture where human rights are a priority in our community. Strategies to allow access for all, equity in provision of services, ensure rights are met, and create an environment where participation is possible are outlined below. Each principle has **examples** of actions which can be considered when developing a policy or plan, or delivering a service or program.

Principle	Examples
Access	<ul style="list-style-type: none"> • Advisory groups and consultative committees which reflect our diverse community and the meaningful ways in which they want to engage • Accessible consultation and research programs prior to the development of a program or service. • Accessible communications (i.e. print, audio, plain and easy English, translations etc), including using a diversity of communication channels. • Ensure venues and transport are accessible where possible • Universal design principles a foundation of planning capital works, and broader programs and services • Remove “barriers” to information and services eg over-reliance on web-based interaction precludes many groups in the community.
Equity	<ul style="list-style-type: none"> • Ensure “Terms of Reference” for committees/ meetings confirm commitment to social justice. • Induction and employee training programs highlight social justice charter. • Use of public spaces (eg. footpaths, parks etc) need to be equitable for <i>all</i> to use facilities. • Develop an understanding of the complexities of managing the needs of more than one marginalised group, and the intersectionalities at play. • Look at what institutionalised barriers are in place and what could be done to deconstruct them. • Community grants available and allocated to a diverse representation of our community. • Development of a fee structure for services such as child care etc which acknowledges families on low incomes.
Rights	<ul style="list-style-type: none"> • Education on human rights for staff, including obligations and requirements. • Advocacy by “calling out” – educate staff on the appropriate way to deal with discriminatory practices at Council.

Attachment 1 - Social Justice Charter Final

	<ul style="list-style-type: none"> • Develop information / scripts which challenge intolerant attitudes, nurturing more compassion and empathy. • Council engages in advocacy programs within the community, “standing up” for vulnerable groups.
Participation	<ul style="list-style-type: none"> • Partnering with diverse groups to help plan and execute programs and initiatives, especially those involving diverse groups. • Facilitating community members to influence Council strategies and policies. • Develop understanding of who all the relevant groups are, listen to the “unheard” voices, to bring different perspectives to the table. • Utilise existing networks and advisory groups to promote information and to gather information. • Ensure membership on panels, speakers at events etc is a diverse representation.

Attachment 2 - Consultation Report Yarra Social Justice Charter Final

Consultation Report – Yarra Social Justice Charter

This report provides information on the various consultation methods used, and the data that has fed into, in the development of the Yarra Social Justice Charter (the Charter). Engagement and consultation occurred via a range of initiatives throughout 2018-2020.

1. Review of relevant Yarra City Council consultations

Over recent years, branches across Council have conducted engagement around a number of strategies which align with the development of the Charter; as such it made sense not to reinvent the wheel. These branches shared data from their consultations, which ensured that there is a One Yarra approach to responding to the needs of the community.

Extensive community consultation has occurred in the last few years in the development of the following:

- Active Healthy Ageing Strategy 2018 – 2024
- Access and Inclusion Strategy 2018 – 2024
- 0-25 Plan
- Council Plan 2017 – 2021 (including the Municipal Public Health Plan)
- Re-Imagining Victoria Street

The use of these consultation results is an efficient and effective use of resources and also avoids “consultation fatigue” of participants.

Council has historically been proactive in addressing a number of areas that are high on the national and international human rights agenda, including Aboriginal and Torres Strait Islander rights, the rights of refugees and people seeking asylum, LGBTIQ+ rights, gender equity, and access and inclusion for people of all abilities.

Council recognises that these groups (amongst others) are more likely to face issues related to social justice.

Additionally, the Community Partnerships unit conducted extensive consultation and engagement for the following strategies:

- Yana Ngargna Plan 2020-2023
- Multicultural Partnerships 2019-2023
- Yarra Homelessness Strategy 2020-2024

Consultations conducted in the development of the above strategies included engagement with hard to reach groups, were extensive and widely diverse, and provided a rich resource and valuable information with application to the Social Justice Charter.

2. Communications and Engagement

A range of communication and engagement activities were undertaken to inform, consult and involve participants across the community. Broad promotion of the public engagement opportunity was through a range of corporate communication channels and community networks including:

- distribution of postcards directing people to Your Say Yarra
- corporate communications including Council’s website

Attachment 2 - Consultation Report Yarra Social Justice Charter Final

- advertising of process via posters at Council venues
- social media promotion via Twitter and Facebook
- Yarra News & Yarra Life articles
- formal and informal email networks (including the Yarra Housing & Homelessness Network, Aboriginal Advisory Group, Yarra Multicultural Advisory Group and Yarra LGBTQ+ Network) and e-newsletters.

Engagement and consultation occurred across two key periods. The first consultation – *Inclusive Yarra* – fed in the development of the draft Charter. The second consultation period – *Social Justice* – occurred over the public exhibition period and sought feedback on the draft.

a. Online

*Inclusive Yarra – October-November 2018 **

** Engagement was conducted early so it could feed into a number of strategies, including the Charter*

The Your Say Yarra website (<https://yoursayyarra.com.au/InclusiveYarra>) invited participants to share their stories of

- where they've seen or experienced inclusiveness in Yarra that they think should be celebrated
- ideas for improving inclusiveness in Yarra and what's inspired them.

These stories fed into the Charter, guiding Council's continuing support for human rights, diversity and inclusiveness.

Social Justice – December-January 2020

The public exhibition period for the draft Charter was launched at a Council event celebrating Human Rights Day on 10 December 2019.

The Your Say Yarra website (<https://yoursayyarra.com.au/socialjustice>) invited participants to comment about a time they felt their human rights were protected or not protected, and what Council can better do to better protect their human rights.

b. In person

Inclusive Yarra

Opportunities to provide face to face feedback were aligned with the Inclusive Yarra web page in the form of three 'Story Pods' set up at the Peel St Festival, Atherton Gardens Community Day and the Richmond Library. The Story Pods are a tool for collecting information whereby community members are able to share their stories in a Story Pod, with video gathered, analysed and edited for use in the development of the Plan.

The engagement approach encouraged creative contributions of narratives and examples via video and / or storytelling.

At these pop-up sessions, community members were also encouraged to complete a hard copy form if they did not want to participate in the Story Pod.

Attachment 2 - Consultation Report Yarra Social Justice Charter Final

Social Justice

In developing the Charter, Officers held two workshops across Council with key internal stakeholders, including representatives from Community Partnerships, Arts & Culture, Aged & Disability, Family Youth & Children's, Leisure, City Works, Parking & Compliance, Social Policy and Information Services.

Prior to the workshop, participants were asked to consider:

- How they use social justice principles in their work
- What policies / guides they use currently
- What is the best way of embedding the Charter across Council

Once the Charter had been drafted, Officers held one on one meetings with the same internal stakeholders to provide feedback on the internal application of the Charter.

3. Consultations Results

The engagement process attracted feedback from a cross-section of Yarra's community, although respondents were predominantly residents. An analysis of the data revealed that the community was largely concerned with the following themes:

- Welcoming diversity
- Community connectedness
- Participation & inclusion
- Safe & liveable spaces.

These themes feed into the four principles of social justice: access, equity, rights, and participation.

The Charter does not include an Action Plan as it will be a guiding document for Council. It provides the rationale for policy direction and the commitment to serving the whole community, including those groups who are disenfranchised or not traditionally represented in matters of governance.

The Charter also includes practical examples of how social justice plays out through Officers' work, and how Officers can incorporate social justice principles in their work.

Once the final Charter has been endorsed, Officers will work across Council to develop branch implementations plans as a means of imbedding its use, and highlighting the work that Council does in the social justice space.

11.5 Graffiti Management Framework

Executive Summary

Purpose

The purpose of this report is to present to Council the Draft Graffiti Management Framework 2020 – 2022 following consultation feedback, including submissions from the Fitzroy Residents Association (FRA), community graffiti management trials, a restructure of the methodology used for graffiti removal and graffiti audits across the municipality.

Key Issues

The proposed adoption of the updated Graffiti Management Framework 2020 – 2022.

Financial Implications

There are no financial implications for the purposes of this report. The services proposed in this report can be provided within the existing budget allocation.

PROPOSAL

That:

- (a) Council endorse the updated Graffiti Management Framework 2020 – 2022; and
- (b) Subject to endorsement, the services proposed in the Graffiti Management Framework 2020-2022 take effect from the 3rd August 2020 to allow appropriate workflows to be implemented.

11.5 Graffiti Management Framework

Reference: D19/229065
Authoriser: Director City Works and Assets

Purpose

1. The purpose of this report is to present to Council the Draft Graffiti Management Framework 2020 – 2022 following consultation feedback, including submissions from the Fitzroy Residents Association (FRA), community graffiti management trials, a restructure of the methodology used for graffiti removal and graffiti audits across the municipality.

Background

2. The updated Draft Graffiti Management Framework 2020-2022 was presented to Council (as the Draft Graffiti Management Framework 2019-2022) for adoption on the 2nd July 2019, following a public consultation process. The adoption of the draft updated Framework was delayed to allow the consideration of a late submission from the Fitzroy Residents Association (FRA) and to further clarify aspects of the draft Framework.
3. At the Council Meeting on the 2 July 2019 the below resolution was adopted;

COUNCIL RESOLUTION

Moved: Councillor Coleman **Seconded:** Councillor Jolly

Request a deferral of this report for one month to ensure that:

- (a) areas of the policy which are currently unclear are clarified;
- (b) that areas such as the heritage dimensions are more carefully considered; and
- (c) that the submission from the Fitzroy Residents Association and others today are considered by officers for potential inclusion by officers in the revised report.
4. It was subsequently agreed with the CEO that the report would be deferred for a longer period to allow additional information from Graffiti trials and audits being undertaken, to be considered and to inform the final Draft Graffiti Management Framework 2020-2022.

Graffiti Management Service Review

5. In early 2018 City Works undertook a review of the graffiti management operations to identify potential improvements in the way that the service was delivered.
6. The key finding of the review were:
 - (a) graffiti removal was not being carried out in strict accordance with the Graffiti Management Framework 2015 – 2018;
 - (b) the framework required residents to remove graffiti from private property;
 - (c) a high percentage of the resources were being utilised to remove graffiti from private property and in particular from rear laneways (Night soil laneways – i.e. laneways that run behind properties, rather than those that now provide frontage to some properties) due to resident pressure;
 - (d) paint matching was consuming a disproportionate amount of time which lowered productivity rates;
 - (e) the purchase of paint was expensive and not efficient as Council became a storehouse for excessive volumes of paint that had been matched to specific addresses;
 - (f) high priority areas were not receiving the appropriate levels of service in accordance with the Graffiti Management Framework 2015-2018; and

- (g) the service was not providing Council or the community with value for money outcomes.

Community Graffiti Management Trials

7. In June 2018 City Works commenced 12 month graffiti management trials in collaboration with the Yarra community across six areas including Abbotsford, Collingwood, Fitzroy, Fitzroy Nth, Richmond and Richmond Nth.
8. The objectives of the trials were to:
 - (a) work in collaboration with the Yarra community to identify better ways to manage and prevent graffiti within Yarra;
 - (b) to identify proactive methods to improve the appearance of the City of Yarra and to enhance the environment and liveability of our City;
 - (c) to stimulate civic pride within the City of Yarra Community;
 - (d) to support the community with free graffiti removal kits, paint vouchers and practical advice;
 - (e) to test the effectiveness of quick removal as a preventative measure;
 - (f) to seek alternative methods of graffiti prevention to include, but may not be limited to, quick removal, various wall treatment including plants, colours to deter graffiti, stakeholder engagement, signage, murals, surveillance and enforcement; and
 - (g) to gather information and data that could be utilised to inform the updated Graffiti Management Framework 2020-2022.

Trial Methodology

9. Six trial areas were established with core groups as representative for their respective areas. The areas had specific boundaries and a letter was delivered to each property within the trial areas explaining the purpose of the trial and the expectations from the community and from Council during the trial period. All graffiti was removed by Council within the boundaries of the six areas to provide a base starting point for data collection.
10. Expectations from the community within the trial areas were:
 - (a) monitor the respective area for graffiti;
 - (b) take a photo of identified graffiti and email to Council with details of time, date and location;
 - (c) property owners to clean the graffiti or paint over the graffiti ASAP and send details to Council; and
 - (d) property tenants to clean the graffiti or paint over the graffiti ASAP and send details to Council.
11. Expectations of Council within the trial areas were:
 - (a) provide residents with free graffiti removal kits or free \$50 paint voucher;
 - (b) remove graffiti or paint over graffiti from all other non-private assets as soon as possible;
 - (c) remove graffiti or paint over graffiti from private property where residents were elderly, had physical constraints or the graffiti was excessive in size as soon as possible;
 - (d) record data for analysis and research;
 - (e) facilitate trial stakeholders;
 - (f) set up a Facebook group for trial participants to communicate and share ideas;
 - (g) work with trial groups to trial ideas for graffiti management in each trial area;
 - (h) use trial learnings to feed into the updated Graffiti Management Framework 2020-2022;

- (i) arrange and facilitate group meetings as required; and
- (j) provide data reports and progress reports as required.

Trial Results

12. The key findings of the community Graffiti Management Trials include:
- (a) quick removal of graffiti is the most effective preventative method;
 - (b) graffiti attracts graffiti;
 - (c) the return hit rate within the trial areas was an average of approximately 25%;
 - (d) proactive graffiti removal programs are more effective than reactive programs;
 - (e) self-removal of graffiti is effective for small areas up to 1 square metre in size;
 - (f) some residents have expressed an appetite to pay for a Council graffiti removal service, in other words, fee for service;
 - (g) property owners are more engaged than rental tenants;
 - (h) civic pride is generally important to property owners; and
 - (i) the community is more likely to self-remove with the appropriate level of support from Council.

Graffiti Information Workshops

13. Since June 2018 City Works staff have held graffiti information workshops at Bunnings Collingwood on a monthly basis. The focus of the workshops is to provide Yarra residents with free graffiti removal kits, paint vouchers and practical advice to assist with graffiti removal. The workshops have attracted positive feedback from the Yarra community and provides a positive platform for residents to engage with Yarra staff.

Yarra Graffiti Audit – August 2018

14. In August 2018 a graffiti audit was completed across the entire Yarra municipality. The snapshot across Yarra in August 2018 is provided in table 1 below:

Table 1

TOTAL GRAFFITI - SQUARE METRES	109,000	
CATEGORY	SQUARE METRES	% OF TOTAL
Ground Level	102,500	94%
Second Level	6,500	6%
Rear of property (Night soil laneways)	39,000	36%
On property line ground floor	57,000	52%

Graffiti Service Restructure

15. In September 2018, the method of service delivery for graffiti removal was restructured into two components:
- (a) a proactive program for retail strips and high priority areas (delivered by a Contractor);
 - (b) Council owned property and other reactive removal (delivered by in house team);
 - (c) the total budget remained the same and was distributed between contractor work and in house work;

- (d) this was a shift away from a reactive service, to a proactive service for high priority areas; and
- (e) this allowed the busy retail areas to be cleaned overnight when there is less pedestrian activity. This was difficult to arrange with in house staff due to industrial relations limitations.

Result of the Service Restructure

16. The result of the restructure was an increase in productivity by over 200%. This was due to economies of scale gained by a proactive approach and a change in work times to allow better access for graffiti removal in high priority areas. For the contractor, graffiti removal represents 80% of their total business so they have a deeper skill level and are better equipped with paint mixing and matching equipment so all jobs can be done on the spot.

Audit December 2019

17. Since the graffiti audit in August 2018 and the service delivery restructure in September 2018, the focus has been graffiti removal surfaces on property lines on the ground floor. There has been no removal of graffiti from rear night soil laneways or from second story levels. Laneways are not considered priority and second story surfaces present significant OH&S risks.
18. In December 2019, another graffiti audit was completed across Yarra. The focus of this audit was to measure graffiti on property lines on the ground floor to provide an understanding of how effective the proactive approach has been over the past 15 months. The results of the August 2018 audit and the December 2019 audit for this specific category are compared in table 2 below.

Table 2

AUDIT CATEGORY	SQUARE METRES AUGUST 2018	SQUARE METRES DECEMBER 2019	% IMPROVEMENT
On property line ground floor	57,000	40,000	30%

19. The information in table 2 above demonstrates that the restructure of the method of delivery for graffiti removal combined with a consistent and proactive approach has reduced the volume of graffiti within Yarra. Improvements in the status of graffiti has been achieved with more efficient use of resources and without an increase in budget.

Draft Graffiti Management Framework 2020 - 2022 – Further Review

20. The Draft Graffiti Management Framework 2020-2022 has been further reviewed and updated based on a number of considerations including:
- (a) the submission from the FRA on the 2 July 2019;
 - (b) further discussions with the FRA;
 - (c) learnings from the Community Graffiti Management trials;
 - (d) the restructure and methodology of graffiti removal over the past 18 months;
 - (e) results from the graffiti Audit completed in December 2019; and
 - (f) feedback from Yarra residents at the Graffiti Management Workshops held at Bunnings Collingwood since June 2018.
21. A Copy of updated Draft Graffiti Management Framework 2020 – 2022 can be found as Attachment 1.

Categories of updates within the Draft Graffiti Management Framework 2020 – 2022

22. There were 2 major areas of concern identified by the FRA:
- (a) the treatment of graffiti on heritage buildings; and

- (b) assistance for graffiti removal from private property outside of the high prominence zones.

Heritage Buildings

- 23. The section on Heritage has been updated within the draft framework to clarify Council's position regarding heritage buildings. Further clarity is provided regarding the removal of graffiti from heritage buildings which includes a reference to Heritage Victoria Guidelines. The World Heritage area in Fitzroy has also been included as part of the High Prominence category to ensure a more proactive graffiti management approach.

Graffiti on private property outside of High Prominence Zones

- 24. The FRA has noted that they appreciate that Council needs to focus on high priority areas, however they also feel that the high prominence zones are being subsidised by the ratepayers and that the areas outside of high prominence zones are not receiving a fair share of graffiti removal resources.
- 25. The attached draft Framework has been updated to clarify the treatment of graffiti removal for private property outside of the high prominence zones.

Graffiti on private property outside of High Prominence Zones

- 26. The attached draft Framework has been updated to clarify the treatment of graffiti removal for private property outside of the high prominence zones.
- 27. In summary the updated Framework reflects that Council will support residents outside of high prominence zones with graffiti removal in accordance with guidelines set out below.
- 28. Guidelines include:
 - (a) Council will provide a graffiti removal service to private property outside of high prominence zones by request a maximum of 2 times per annum;
 - (b) this will only apply to surfaces on footpath building lines such as walls and fences;
 - (c) graffiti behind building lines will not be removed by Council;
 - (d) Council will not remove graffiti above 3 metres in height;
 - (e) Council will not remove graffiti from second storey surfaces;
 - (f) Council will not remove graffiti from rear laneways (Night Soil Laneways);
 - (g) Council will explore the potential for an on-request, cost-neutral to Council, fee for service for removal of graffiti from private property outside of high prominence zones, beyond the 2 allowable removals per annum by June 2021;
 - (h) removal of graffiti will be consistent with heritage conservation principles and graffiti treatment on heritage buildings will be in accordance with Heritage Victoria Guidelines; and
 - (i) graffiti removal will be in accordance with the Graffiti Prevention Act 2007.
- 29. This process will be reviewed after a 12 month period to identify efficacy and any potential impacts on budgets. The updated Draft Graffiti Management Framework 2020 – 2022 reflects that there will be a review after a 12 month period.

External Consultation

- 30. The external consultation process included the Yarra Community at large, the participants involved in the Community Graffiti Management Trials, the FRA, other Councils, Council's graffiti removal contractor and the MAV.

Internal Consultation (One Yarra)

- 31. The internal consultation process included the Executive Team, Compliance, Arts & Culture and City Works.

Financial Implications

32. There are no financial implications for the purposes of this report, presuming Council endorses the options proposed within the Framework. Any variance from this has potential to add costs which have at this point, not been budgeted for.

Economic Implications

33. There are no economic implications for the purposes of this report.

Sustainability Implications

34. There are no sustainability implications for the purposes of this report.

Climate Emergency Implications

35. There are no climate emergency implications for the purposes of this report.

Social Implications

36. There are no social implications explored in detail within this report. It is acknowledged that graffiti is viewed differently by people in the community, and that street art is valued by many, whilst tagging is generally considered to be vandalism and seen as detrimental.

Human Rights Implications

37. There are no human rights implications for the purposes of this report.

Communications with CALD Communities Implications

38. There are no CALD Communities implications for the purposes of this report.

Council Plan, Strategy and Policy Implications

39. There are proposed updates to the Graffiti Management Framework 2020 – 2022 as outlined within this report.

Legal Implications

40. There are no legal implications for the purposes of this report, however legal advice will be sought to inform the option of applying a Local Law to compel owners to clean Graffiti off their property, as per Action 5.3 of the Draft Framework.

Other Issues

41. No other issues have been identified.

Options

42. The options for consideration are, either to:
- (a) adopt the updated Graffiti Management Framework 2020 – 2022 that addresses community feedback, including input from the Fitzroy Residents Association (FRA); or
 - (b) not adopt the updated Graffiti Management Framework 2020 – 2022.

Conclusion

43. Graffiti management is a contentious issue for some Yarra residents. It is a challenge to reach a balance between what is or is not an acceptable level of graffiti and the available budget and resources available for graffiti management.
44. Trials within the City of Yarra in collaboration with community members identified that quick removal of graffiti is a strong preventative measure. A restructure of the service delivery methodology for graffiti removal with a focus on more efficient use of resources has resulted in productivity improvements and an overall reduction of the volume of graffiti within Yarra.
45. Part of the productivity gain has been achieved by not removing graffiti from rear laneways (Night soil laneways) that run behind the rear of properties. This has allowed a more proactive approach in the high prominence zones.

46. The two key areas of concern from the FRA regarding the draft Graffiti Management Framework 2020 – 2022 presented to Council for adoption on the 2 July 2019 were the treatment of heritage buildings and the level of graffiti removal support provided to private properties outside the high prominence zones. There has been significant consultation with the FRA regarding the attached updated Graffiti Management Framework 2020 – 2022.
47. The updated framework addresses concerns regarding heritage buildings and particularly the World Heritage Area in Fitzroy. Allowing 2 graffiti removal services per annum per property for areas outside of the high prominence zones provides an additional level of support. Not servicing rear laneways (Night soil laneways) allows resources to be used in areas that have a much greater impact.
48. The focus of Councils efforts and this Framework is to incrementally reduce the level of graffiti across Yarra by taking a proactive approach and utilising resources in a more flexible and efficient manner. The challenge is to manage graffiti in a cost effective way, while improving the amenity of across the municipality. The Graffiti Management Framework seeks to achieve this.

RECOMMENDATION

1. That:
 - (a) Council endorse the updated Graffiti Management Framework 2020 – 2022; and
 - (b) Subject to endorsement, the services proposed in the Graffiti Management Framework 2020-2022 take effect from the 3rd August 2020 to allow appropriate workflows to be implemented.

CONTACT OFFICER: Joe Agostino
TITLE: Manager City Works
TEL: 9205 5523

Attachments

- 1 [📄](#) Draft Graffiti Management Framework 2020-2022

Attachment 1 - Draft Graffiti Management Framework 2020-2022

Graffiti Management Framework

Policy and Strategy
2020-2022



Attachment 1 - Draft Graffiti Management Framework 2020-2022

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Attachment 1 - Draft Graffiti Management Framework 2020-2022



1 Purpose

This document outlines Council's whole-of-community approach to graffiti management within the municipality.

2 Scope

The whole-of-community approach centres on building partnerships between Council and those who reside, work or own property within the City of Yarra.

The whole-of-community approach includes a set of key outcome areas for graffiti management comprising:

1. graffiti removal
2. place management
3. education and capacity building
4. promotion
5. planning and enforcement
6. monitoring and evaluation.

This policy applies to all Officers and Councillors of the City of Yarra, and guides Councils work from 2020 – 2022.

3 Definitions

In alphabetical order, the following section lists the terms which are commonly used within the context of illegal graffiti management. This list is not exhaustive.

Crime Prevention through Environmental Design

Crime Prevention through Environmental Design (CPTED) is an approach to crime prevention that takes into account the relationship between the physical environment and the users of that environment. The use of design principles to address issues of crime and antisocial behaviour has been associated with best practise initiatives both internationally and throughout Australia.

An example of CPTED is Council's use of treatments to manage graffiti, whereby a mural or other type of legal street art is used to improve the appearance of outdoor walls and spaces covered in tagging and as a result, reduce the chance of future incidents occurring.

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Examples of treatments on traffic signal boxes:



Criminal Justice Diversion Program

The Criminal Justice Diversion Program is governed the Criminal Procedure Act 2009. The Program provides mainly first time offenders with the opportunity to avoid a criminal record by undertaking conditions that benefit the offender, victim and the community as a whole. The offender benefits from the program by avoiding an accessible criminal record, by receiving appropriate assistance through rehabilitation, counselling and/or treatment, whilst the community benefits by way of donations or unpaid community work to various charities or local community projects.

Council is referred people from the Criminal Justice Diversion Program, however these offers are considered on a case-by-case basis.

Curated Street Art

Curated Street Art is planned, legal graffiti that prioritises an artistic approach in the work. These works can be commissioned by Council or privately (businesses, community members), always involve people with curatorial expertise, most often involve professional artists and sometimes involves professional artists working with non-professional artists, including young people.

Curated street art:

- can often require consultation as works are generally large scale and high profile
- can be temporary or permanent

Attachment 1 - Draft Graffiti Management Framework 2020-2022



- in certain cases, will be maintained by Council for its lifespan
- is coordinated by Arts & Culture.

In special cases, curated legal street art can form a part of Council's Art & Heritage Collection; this occurs when a permanent commission is deemed significant by the Arts & Culture team and it meets acquisition criteria within Council's Collection Management Policy.

Further information around curated street art can be found in the *Yarra Public Art Policy 2015-2020*.

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Example of curated street art at Fitzroy Pool:



Graffiti

Graffiti can be an inscription, figure or mark written, painted, drawn or otherwise displayed on any surface. Tagging, a common practice of graffiti, is a calligraphic signature often illegally placed on public and private property.

Street art is a public visual art form that has grown out of the graffiti movement and refers to works that sit outside of traditional art establishments.

Traditionally both forms have been unsanctioned and illegal however contemporary understandings have accepted street art for its broader aesthetic appeal over graffiti. The cultural nature of graffiti maintains an illegal context to its practice; however works can be both sanctioned and unsanctioned.

*For the purpose of this policy it can be assumed that reference to management and removal of graffiti indicates the removal and management of **illegal** graffiti.*

Graffiti occurs in a variety of forms, with common types described in Table 1 overleaf.

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Table 1: Types of Graffiti

Religious / political slogans	Any graffiti which could be offensive to particular members of the general public. This would include any obscene, racist, political or religious graffiti.
Tags	<p>Tagging is the most common type of graffiti. It is quick, usually in spray paint or paint marker pen or simple throw-ups (outlines of bubble letters) and simple motifs. It is a way of saying "I was here" and is used in some cases to mark out territory. They are stylised personal graphic identifiers depicting names or nicknames, which are often large and in bold colours. Tags can be pictorial, drawn free hand or using stencils, and are usually painted with spray cans, drawn with marker pens, or scratched into windows and the like by sharp implements (such as keys).</p> <p>Tagging is highly prolific, occurs in high numbers, and can escalate rapidly. It is frequently seen in public places with high visibility.</p>
Capping	Capping involves covering an existing graffiti piece with paint.
Scratching	Scratching refers to the scratching or etching in to surfaces which is then extremely costly to remove or repair.
Juvenile	Generally takes the form of 'x loves y' types messages or lists of first names. They are usually written with felt tip or marker pens.
Toilet/desk graffiti	Largely involving jokes, public debate, insults and banter between anonymous contributors. The content differs according to location (school or university desks, public toilets, bus shelters) and typically involves the use of pens and markers.
Stickers	Pre-designed art, printed on stickers, and applied in public spaces. Stickers in recent years have significantly increased and generally occur in high numbers throughout particular areas.
Piece	Piece, short for the word 'masterpiece', refers to large-scale multi-coloured graffiti art containing a combination of images, patterns, symbols, and letters. Piece graffiti commonly occurs along rail corridors and other highly visible locations.
Posters	Pre-designed art, printed on large posters, and applied with glue in public spaces. Similarly to stickers, the use of posters in recent years has also increased.
Stencils	Pre-designed art which is sprayed through a stencil. Stencils are commonly applied to footpaths and walls and can vary greatly in their complexity. In recent years, stencil art has become popular with a range of artists and continues to gain recognition in the public arts space.
Throw Ups	Fat bubble style outline of a word (usually a tag name) drawn quickly.
Murals	Murals are works on walls or similar types of surfaces, generally larger in scale and can be painted, printed or involve mix media. There is usually a single theme/design for the work.
Political / protest graffiti	Political graffiti communicates a viewpoint and can challenge the legitimacy of the current political stance. It is often associated with more sophisticated street art pieces, involving highly emotive content (pictures of tanks, bombs etc.).

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Graffiti Hotspots

Graffiti Hotspots are strategic or highly visible areas within the municipality (such as gateways to the municipality and retail precincts) with extreme levels of illegal graffiti determined through audit and monitoring processes. These areas are subject to change and are monitored and scheduled for servicing at the operational level as required.

Graffiti Prevention Act 2007

The Graffiti Prevention Act 2007 (the Act) is a key aspect of the state government's graffiti management approach. The Act is a key piece of legislation that graffiti related local government local laws and policies must be consistent with.

Offenses under the Act include:

1. 'Marking graffiti' – creating graffiti that is visible from a public place and done without the property owner's consent. Mark graffiti means to spray, write, draw, mark, scratch or 'deface' property by any means so that the result cannot be cleaned off with a dry cloth.
2. 'Possessing a graffiti implement on transport company property or an adjacent public place, or a place where you are trespassing', for anyone aged under 18. 'Graffiti implement' refers to any tool or object or implement or substance that you can use to mark graffiti.

Under the Act, a person must not sell spray paint to a minor unless the minor has a letter or statutory declaration from their employer stating that they require spray paint for the purposes of their employment; an authorised Council Officer may serve an infringement notice on a person who the Officer has reason to believe has committed this offence.

The Act carries significant penalties including imprisonment or fines of up to fifty penalty points.

Under the Act, Council is required to give notice to a property owner of its intention to remove graffiti from private property. If a property owner does not give their permission, Council cannot remove it.

Nothing in the Act imposes a duty on Council to remove graffiti from private property.

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Heritage Overlays

The Yarra Planning Scheme includes heritage overlays which are planning controls applied to places, mostly buildings, which have cultural heritage significance. They can apply to individual buildings or precincts. The heritage overlay helps to protect heritage properties by requiring a planning permit for external changes and through the permit application the impact on the heritage values can be considered.

External painting of any previously unpainted surfaces associated with a property located within a heritage overlay should be avoided.

Planning approval is required to paint a previously painted surface if the associated property is located within a heritage overlay with external paint controls. However, it should be noted that an exemption applies when art work is carried out by, or on behalf of Council.

Treatment of graffiti on heritage buildings will be carried out in accordance with Heritage Victoria Guidelines.

World Heritage Environs Area - Fitzroy

Under the Heritage Act 2017, the World Heritage Environs Area Strategy Plan (WHEA SP), applies to the area surrounding the Royal Exhibition Building (REB) and Carlton Gardens.

- The WHEA acts as a buffer zone for the REB and Carlton Gardens and helps protect and transmit the WH values of the site.
- The Strategy Plan explains the strategies used to protect WH values. These strategies include planning scheme amendments to council's planning laws for the EA and significant views.

Yarra has responsibility for the section of the buffer zone, to the east of the REB and Carlton Gardens. See Figure 1 Page 10.

The WHEA SP is inclusive of the South Fitzroy HO 334, and the additional HOs in place for all individually significant places in the EA. The WHEA is the area of highest heritage significance in the City of Yarra. It therefore affords the highest levels of conservation and protection.

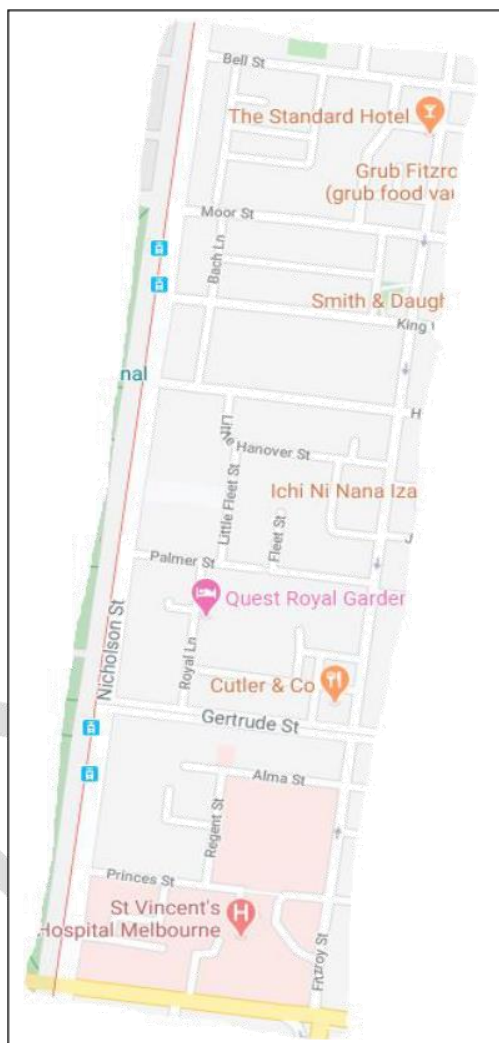
For these reasons, the WHEA, and with particular reference to the precinct of greatest sensitivity, is defined as a *high prominence zone* in the graffiti policy. In addition, properties in the EA, which are on the Victorian Heritage Register (VHR) require permission from Heritage Victoria (HV) for changes to the property. These changes include any development, repairs and treatment of the external walls and fabrics. The HV policy on graffiti will apply

Attachment 1 - Draft Graffiti Management Framework 2020-2022



to these properties. As noted, Yarra is committed to using the HV policies for graffiti removal for its entire heritage areas.

Figure 1 – World Heritage Environs Fitzroy



NOTE: This area will be included within the High Prominence Zones to ensure an appropriate level of graffiti removal.

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Place Management

Place Management involves the participation of multiple stakeholders in the development of specific responses to address local issues. This approach could be adopted as a response to unwanted graffiti or as a proactive way to minimise the occurrence of graffiti. This includes urban design elements, heritage overlays, activity centre review, physical infrastructure (e.g. planting, and lighting access to the particular site).

4 Council Policy

4.1 Preamble

Everyone reacts differently to graffiti. For some, graffiti can have real impacts on perceptions of safety. For others it represents a vibrant culture; an important form of artistic and political expression in the urban environment.

The debate between what constitutes 'art', as opposed to 'graffiti' (in its illegal sense) is heavily debated and perceptions of whether a graffiti piece is art or crime are inherently subjective. Graffiti art is a crime if the property owner has not given consent. There is also a clear distinction between tagging and graffiti art. Tagging which is considered to be vandalism.

Tolerance to graffiti is also subjective – Council's Annual Customer Satisfaction Surveys consistently show that residents in areas with high levels of graffiti are less likely to identify it as an issue.

Yarra City Council recognises the aspirations of property owners to have their properties free from defacement and broader community desires for well-maintained local streets and neighbourhoods.

At the same time Council supports the right to and importance of freedom of political and artistic expression, including the rights of street artists to undertake legal artwork. Yarra City Council respects both of these sets of values, and seeks to balance them in the context of a corporate philosophy, valuing inclusion and diversity.

Graffiti on private property without consent is illegal. Private property owners are responsible for their property, including maintaining public amenity. Council does however have a responsibility to the community to encourage property owners to maintain their assets to appropriate standards.

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Graffiti, especially tagging, is a problem for some sectors of the community because it has an impact on their perception of safety. Some people feel that an area with graffiti is unsafe and therefore they may avoid areas where graffiti is present. It can increase feelings of fear and disorder in the local community and distort perceptions around the actual level of crime and safety. Graffiti can have a negative impact on the amenity and general sense of safety in the community.

Effective management of graffiti is important to create and maintain quality open and public spaces and to engender civic pride.

The Graffiti Management Policy consists of 6 key result areas: graffiti removal, place management, education and capacity building, promotion, planning and enforcement, and monitoring and evaluation.

4.2 Policy

4.2.1 Graffiti Removal

4.1.1.1 Council Property

- Council will prioritise removal of offensive graffiti (defamatory or degrading remarks or graphics about race, religion, sex or personal privacy) from Council property.
- Council will remove inoffensive graffiti from Council property as soon as possible.
- Council commits to management of graffiti on its assets through effective environmental design Crime Prevention through Environmental Design (CPTED) and the application of 'place management' principles.

4.1.1.2 Private Property

Council will work with the community to remove graffiti from private premises where it has a significant impact on public amenity (for example, where it is deemed offensive), and/or is a shopping centre, a gateway or an area of high prominence. See Figure 1 below for high prominence zones) OR where residents are frail aged or living with a disability.

Council will support the community by providing two graffiti removal services per property per annum for private property outside of High prominence Zones. This will only apply to surfaces on the footpath building lines. Laneways (Night soil type), surfaces behind building lines and surfaces above 3 metres are excluded. Council will also provide free graffiti removal kits and

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paint vouchers to assist residents with self-removal. Property owners will still be responsible for graffiti removal outside of the two services per annum provided by Council. Refer to further details on page 14 of this document.

Offensive Graffiti

NOTE: Offensive graffiti will be removed ASAP from all assets. Offensive graffiti can only be removed by Council if it is accessible and does not pose any OH&S risks. Assessment of risk will be at the discretion of Council or the party engaged to remove the graffiti. The risk assessment shall be in accordance with the OH&S Act and all regulatory requirements.

Community Graffiti Management Trials

Graffiti removal from private property is the responsibility of the property owner, however Council wishes to encourage civic pride within the community and a collaborative approach to improve the amenity of Yarra.

In June 2018 City Works commenced a 12 month graffiti management trials in collaboration with the Yarra community across six areas including Abbotsford, Collingwood, Fitzroy, Fitzroy Nth, Richmond and Richmond Nth.

The aim of the trials was to:

- Work in collaboration with the Yarra community to identify better ways to manage and prevent graffiti within Yarra;
- To identify proactive methods to improve the appearance of the City of Yarra and to enhance the environment and liveability of our City;
- To stimulate civic pride within the City of Yarra Community;
- To support the community with free graffiti removal kits, paint vouchers and practical advice;
- To test the effectiveness of quick removal as a preventative measure;
- To seek alternative methods of graffiti prevention to include but may not be limited to quick removal, various wall treatment including plants, colours to deter graffiti, stakeholder engagement, signage, murals, surveillance and enforcement; and
To gather information and data that could be utilised to inform the updated Graffiti management strategy 2020-2023.

The trials identified that quick identification and removal of graffiti is an effective method for graffiti prevention. The collaboration between Council and the community in the trial area

Attachment 1 - Draft Graffiti Management Framework 2020-2022



generated an increased civic pride and community engagement. The guidelines below are based on striking a balance between property owner responsibility and Council support. They are also intended to provide clarity around the level of support Council can provide for graffiti removal to various categories of properties that fall outside of high priority zones.

Graffiti Removal - Private Property outside of High Prominence Zones

Council will provide a graffiti removal service to residential property outside of high prominence zones a maximum of 2 times per annum. Graffiti removal will be carried out in accordance with the Graffiti Prevention Act 2007. Graffiti removal is still the responsibility of the property owner.

Council will explore the potential for a fee for service for removal of graffiti from private property outside of high prominence zones. A fee structure would be based on a cost recovery only model.

Scope of Graffiti Removal on Private Property outside of High Prominence Zones

- Council will only remove graffiti from surfaces on footpath building lines such as walls and fences;
- Graffiti behind building lines will **not** be removed by Council;
- Council will remove graffiti up to 3 metres in height or a height that can be reached from the ground (in accordance with OH&S compliance);
- Council will not remove graffiti from second storey surfaces;
- Council will not remove graffiti from rear laneways (Night Soil Laneways).

NOTE: This service will be reviewed after a 12 month period to assess efficacy and any potential impacts on budget.

Graffiti on Second Storey Surfaces

- Graffiti removal from second storey surfaces is very high risk including but limited to:
 - OH&S Risks
 - Working at heights
 - High Voltage Electrical Infrastructure
 - Tram Lines
 - Traffic Management Requirements

As a general rule Council will not remove graffiti from second storey surfaces and this is the responsibility of the property owner. There may be some second storey surfaces that are low

Attachment 1 - Draft Graffiti Management Framework 2020-2022



risk and these would be considered on a case by case basis. The risk assessment and decision regarding second storey surfaces will be at the discretion of Council and the graffiti removal contractor if applicable. Any requests for graffiti removal on second storey surfaces will be assessed on a case by case basis.

Graffiti in Rear Laneways (Night Soil Laneways)

Council will not remove graffiti in rear laneways. This applies to night soil laneways that generally run behind properties. Laneways which have property frontages will be treated as a normal street.

Graffiti Removal from Fragile or at Risk Surfaces

Council will not remove graffiti from surfaces that may be damaged during the process of removal, for example special coatings or fragile surfaces. This will be assessed by the qualified graffiti remover who will assess surfaces on a case by case basis. The decision to refuse graffiti removal from these types of services will be at the discretion of the Council or the party responsible for the graffiti removal.

Additional Support beyond 2 graffiti removals per annum

Any graffiti removal beyond the 2 services per annum provided by Council will be the responsibility of the property owner.

- Council will support private property owners to self-remove graffiti from their properties through provision of graffiti removal kits and paint vouchers.
- Council will provide support to property owners through community education and urban design advice that avoids and reduces incidents of graffiti.
- Council will support local community-driven initiatives which help mitigate negative impacts of graffiti to residents and property owners.

Council will explore the potential for a fee for service graffiti removal service for residential property outside of high prominence zones beyond the 2 allowable removals per annum by June 2021. A fee structure would be based on a cost recovery only model.

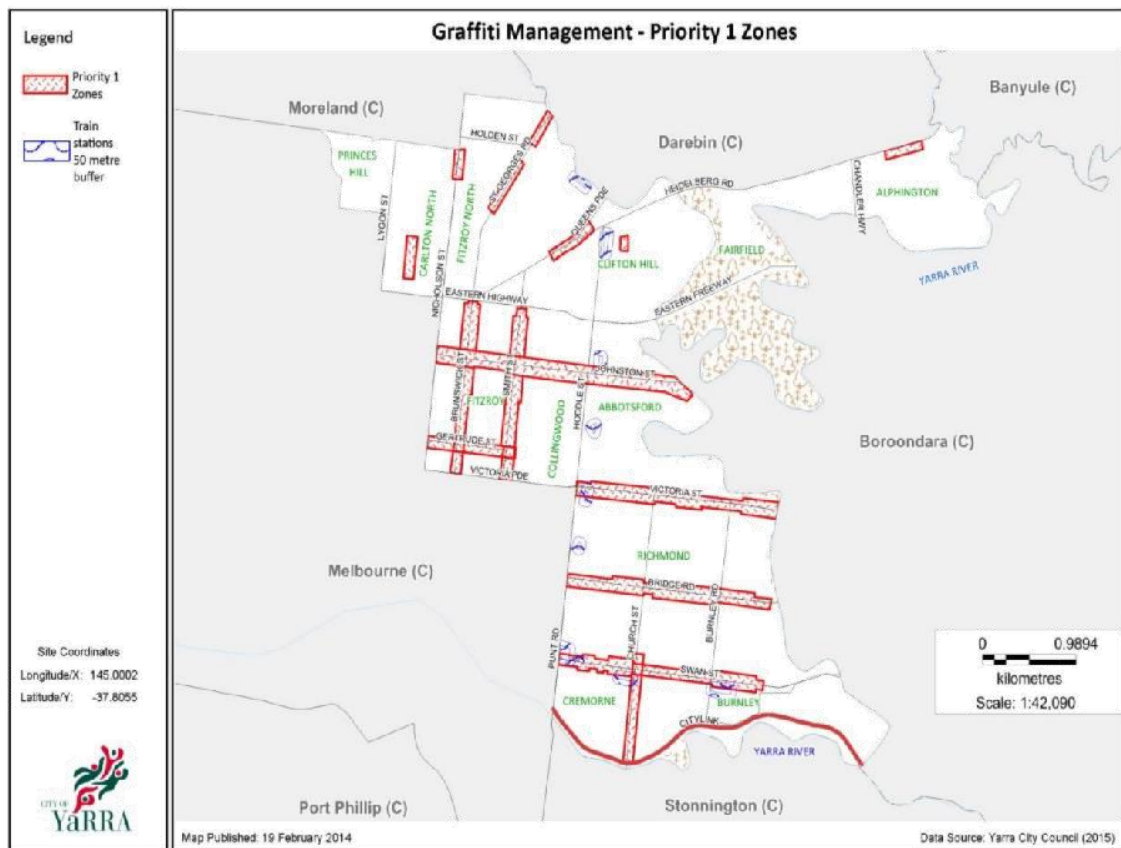
Attachment 1 - Draft Graffiti Management Framework 2020-2022



Priority Zones

Priority will be given to areas that are high prominence such as retail strips and gateways. These are high traffic areas which attract a high volume of visitors and generate local economy. These areas are highlighted in Figure 2 below.

Figure 2: Graffiti Management Priority 1 Zones



Attachment 1 - Draft Graffiti Management Framework 2020-2022



4.2.2 Place Management

- Across the municipality, Council will deliver place-based interventions in consultation with the community.
- Council will recognise, celebrate and cultivate the unique public art in Yarra's urban environment.
- Council will use a range of approaches to reduce the negative impact of graffiti in public places including urban design, landscaping, and treatments.

4.2.3 Education & Capacity Building

- Council's Graffiti Coordination group will contribute to effective management of public spaces, considering CPTED through statutory planning, landscaping, open space, urban design, and properties and building.
- Council will support delivery of community education, prevention, diversion, awareness and promotion programs on graffiti management including steps that residents, businesses and property owners can take to remove graffiti from private property.

4.2.4 Promotion

- Council acknowledges the considerable interest in Yarra's street art and graffiti and will support its promotion where appropriate.

4.2.5 Planning and Enforcement

- Illegal graffiti is a criminal offence that is dealt with under the provisions of the Graffiti Prevention Act 2007.
- Where it is brought to Council's attention, Council will refer complaints regarding appropriate maintenance of their assets to the relevant statutory authorities.

4.2.6 Monitoring and Evaluation

- The Graffiti Management Framework will be advanced by active monitoring and improved through robust and strategic evaluation.
- Evidence from the evaluation will be used to plan activities, monitor and improve their implementation, make judgements about their impact and the allocation of resources.
- Council will continue to monitor best practice.

Attachment 1 - Draft Graffiti Management Framework 2020-2022



5 Consultation

Yarra City Council City Works, Community Partnerships, Open Space, Arts & Culture, Youth Services, Economic Development and Statutory Planning branches and the Yarra Community have provided input into this Framework.

5.2 *Related documents and attachments*

A Graffiti Management Strategy is attached and establishes a framework for Council to respond to its own property, and to working with private and public property owners, community organisations and street artists.

The Graffiti Management Strategy is not an exhaustive list of all graffiti related activity at Yarra. Rather, it provides a means for Council to prioritise and drive forward strategies related to graffiti management and removal.

Other associated documents include:

- Yarra Youth Arts Program 2012-2015
- Arts and Cultural Strategy 2016-2020
- Council Plan 2017-2021
- Asset Management Policy 2011
- Yarra Youth Policy 2013-2016
- Public Art Policy 2015-2020
- Yarra Economic Development Strategy 2015-2020
- Yarra Heritage Strategy 2015-2018
- Graffiti Prevention Act 2007

Attachment 1 - Draft Graffiti Management Framework 2020-2022



6 Graffiti Management Strategy – 2020-2022

Key Result Area	Action	Responsible Unit/s	Timeline	Resources
1. Graffiti Removal <i>Council property</i> <i>Private property</i>	1.1 Continue removal of offensive graffiti (defamatory or degrading remarks or graphics about race, religion, sex or personal privacy) from Council property within 4 hours of notification Council property/Private property at building line	City Works	Ongoing	Existing
	1.2 Continue removal of inoffensive graffiti from Council property ASAP within operational scheduling Council property	City Works	Ongoing	Existing
	1.3 Respond to service requests in accordance with the strategy and operational scheduling. Council property/Private property at building line	City Works	Ongoing	Existing
	1.4 Continue removal of graffiti from Council assets including road signs, street furniture and bollards Council Assets	City Works	Ongoing	Existing
	1.5 Create a workflow and process that eliminates delaying the removal of graffiti and posters in retail strips due to requiring permission of the property owner Private property	City Works	Year 1	Existing
	1.6 Continue removal of graffiti from street litterbins and park assets including playgrounds, furniture and signs	Open Space, City Works	Ongoing	Existing

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Key Result Area	Action	Responsible Unit/s	Timeline	Resources
	Council property			
	1.7 Continue removal of graffiti and posters from all surfaces in high profile retail strips Council property/Private property at building lines	City Works	Ongoing	Existing
	1.8 Continue to fund designated positions to identify, audit and carry out clean-up work throughout retail precincts and commercial gateways across Yarra	City Works	Ongoing	Existing
	1.9 Utilise the Department of Justice Graffiti Removal Services where applicable	City Works	Year 1 – 4	Existing
	1.10 Implement and evaluate a process to assess the criteria for removing graffiti from private property outside of high prominence zones: <ul style="list-style-type: none"> Council will provide a graffiti removal service to private property outside of high prominence zones 2 times per annum. This will only apply to surfaces on footpath building lines such as walls and fences. Graffiti behind building lines will not be cleaned by Council. 	City Works	Year 1	Existing

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Key Result Area	Action	Responsible Unit/s	Timeline	Resources
	<ul style="list-style-type: none"> Council will not clean graffiti above 3 metres in height or at a height that can be reached from the ground. Council will not clean graffiti from rear laneways (Night Soil Laneways). <p>Explore a fee for service for private property for graffiti removal beyond the 2 per year no cost removal service</p>			
	1.11 Seek to establish relevant MOUs with other authorities /asset owners where required to allow ongoing removal of graffiti	City Works	Year 1	Existing
	1.12 Establish workflows that focus of proactive removal and prevention rather than reactive removal	City Works	Ongoing	Existing
	1.13 Continue to provide free graffiti removal kits and discount paint vouchers to local residents	City Works	Ongoing	Existing
	1.14 Carry out collaborative quick removal trials with the community to identify the most effective methods of minimising graffiti	City Works	Year 1	Existing

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Key Result Area	Action	Responsible Unit/s	Timeline	Resources
	1.15 Investigate the feasibility of entrepreneurial and innovative solutions/enterprises for removal and treatments of graffiti and tagging e.g. fee for service	Youth Services	Ongoing	Existing
	1.16 As part of Council's community grants program, fund community-based initiatives that seek to reduce the impact of graffiti	Community Partnerships	Ongoing	Existing
	1.17 Develop and maintain a quality assurance process to monitor graffiti removal and associated costs	City Works	Year 1	Existing
	1.18 Promote the implementation of the Graffiti Management Framework	City Works	Ongoing	Existing
	1.19 Access Yarra will encourage the community to report graffiti to the organisation responsible for the assets via the Council website	Access Yarra	Ongoing	Existing
2. Place Management <i>Deliver Place Based Interventions</i>	2.1 Identify opportunities to implement place management strategies for illegal graffiti hotspots and places with emerging graffiti issues.	City Works, Recreation & Open Space, Asset Management, Urban Design, Arts & Culture, Youth Services	Ongoing	Existing

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Key Result Area	Action	Responsible Unit/s	Timeline	Resources
Engage the Community Alternative Treatments	2.2 Conduct programmed graffiti removal in retail precincts in partnership with business and property owners	City Works	Ongoing	Existing
	2.3 Continue to use alternative treatments such as traffic signal boxes and murals as diversionary/early intervention/prevention strategies and for precinct amenity improvement.	City Works, Arts & Culture, Youth Services	Ongoing	Existing
	2.4 Develop a process for implementation and oversight of treatments including consideration of an external working group to manage this	City Works, Arts & Culture	Year 1	Existing
3. Education & Capacity Building Strategically Coordinate Graffiti Deliver Community Education	3.1 Continue to strategically coordinate graffiti based projects across Council and good management of public spaces, through the Graffiti Coordination Group	City Works	Ongoing	Existing
	3.2 Continue to plan, develop and deliver a youth-led treatments, stencil and mural projects that enhance young people's engagement, health and wellbeing	Youth Services	Ongoing	Existing
	3.3 Identify a suitable site for, and implement, a legal graffiti site within the municipality	City Works, Youth Services	Year 2	Existing

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Key Result Area	Action	Responsible Unit/s	Timeline	Resources
	3.4 Work in partnership with local organisations to build capacity around graffiti education/awareness	Youth Services	Ongoing	Existing
	3.5 Regularly update and maintain graffiti-related information on Council's website	City Works, Advocacy & Engagement	Ongoing	Existing
	3.6 Provide advice and information to residents on commissioning of murals on private properties	Arts and Culture	Ongoing	Existing
	3.7 Provide advice and information to property owners on graffiti removal and prevention in heritage areas	Customer Service / Strategic Planning (Heritage)	Ongoing	Existing
	3.8 Implement community education programs such as information workshops on graffiti management	City Works	Ongoing	Existing
	3.9 Create a culture of civic pride to encourage residents to remove graffiti from private property	City Works	Year 1 - 4	Existing
	3.10 Continue to enhance a mechanism for the community to report graffiti to the Council, leveraging new technology	City Works	Year 1	Existing

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Key Result Area	Action	Responsible Unit/s	Timeline	Resources
	Test the VANDAL TRAK system & the State based Graffiti Reporting System (Currently in testing phase)			
4. Promotion <i>Leverage social media</i> <i>Support & Advocate</i>	4.1 Leverage social media to identify, document and promote legal graffiti and street art within Yarra	Advocacy Engagement & Media	Ongoing	Existing
	4.2 Support and advocate for significant street art, both historical and contemporary, including commissioning and scoping preservation and restoration with stakeholders.	Arts & Culture	Year 1 – 4	Existing
5. Planning & Enforcement	5.1 Regularly update Victoria Police with information on illegal graffiti incidents such as tagging This will be achieved by use of the reporting systems	City Works	Year 1 - 4	Existing
	5.2 Investigate technology that will assist with monitoring and prevention	City Works	Year 1	Existing
	5.3 Investigate the use of local laws as a tool to manage graffiti on building sites, abandoned buildings and private property if appropriate	City Works, Compliance	Year 1-4	Existing

Graffiti Management Framework 2020-2022

Attachment 1 - Draft Graffiti Management Framework 2020-2022



Key Result Area	Action	Responsible Unit/s	Timeline	Resources
6. Monitoring & Evaluation	6.1 Council will undertake evaluations of projects as required	City Works, Arts & Culture, Youth Services	Ongoing	Existing
	6.2 The Coordination Group will undertake timely reviews of the Policy and report to Council on the results	City Works	Ongoing	Existing
	6.3 Council will investigate the best means of improving a 'live' register of legal street / public art installations and introducing a prospective register of treatments	Arts & Culture, City Works	Ongoing	Existing

11.6 Executive Director Heritage Victoria's Recommendation to Include Eastern Freeway on the Victorian Heritage Register

Reference: D20/109645

Authoriser: Group Manager Chief Executive's Office

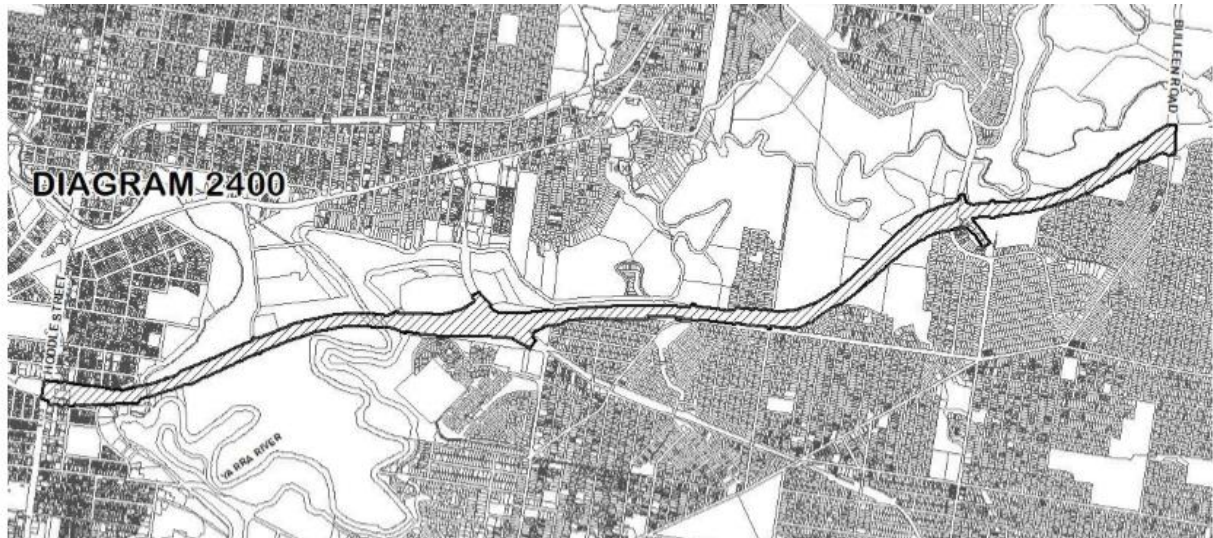
Purpose

1. To update Councillors about Executive Director Heritage Victoria's recommendation to include Eastern Freeway Stage one on the Victorian Heritage Register (VHR); and the process for its consideration by the Heritage Council of Victoria.

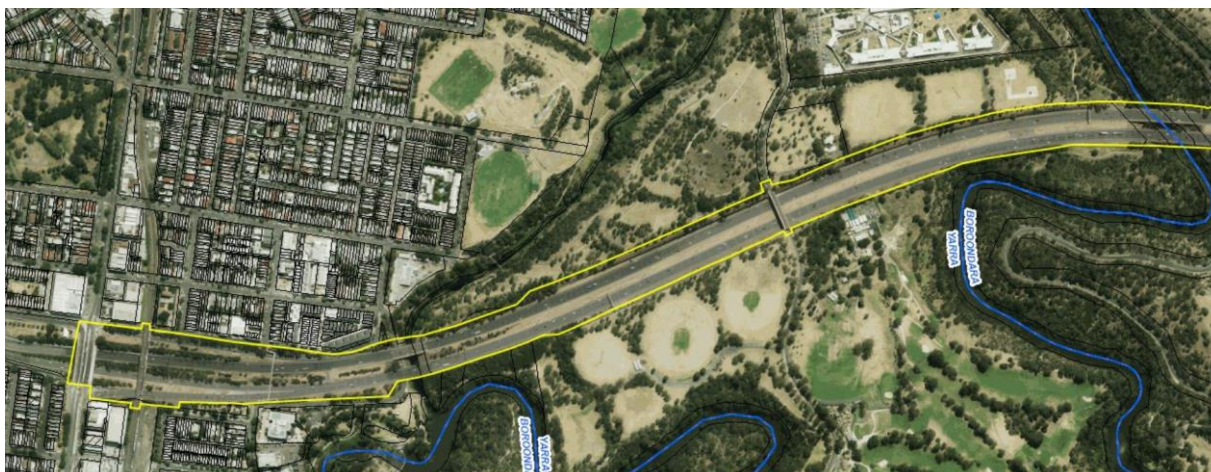
Background

2. In 2019, Heritage Victoria received two nominations as below for inclusion of Eastern Freeway in the Victorian Heritage Register:
 - (a) Nomination 1 included the section of the Eastern Freeway from the Hoddle Street road bridge at Clifton Hill/Collingwood to the Bulleen Road Bridge, Balwyn North/Bulleen; and
 - (b) Nomination 2 included Eastern Freeway between Hoddle Street and Springvale Road including Koonung Creek Linear Parklands, east of Bulleen Road; and associated roadside verges.
3. The two nominations combined comprise Stages One, Two and Three of the Eastern Freeway sections, constructed between 1972 and 1997.
4. Heritage Victoria made an assessment of the nominations against each of Heritage Council Criteria (stated below) for its inclusion in the Victorian Heritage register.
 - (a) Criterion A - Importance to the course, or pattern, of Victoria's cultural history;
 - (b) Criterion B - Possession of uncommon, rare or endangered aspects of Victoria's cultural history;
 - (c) Criterion C - Potential to yield information that will contribute to an understanding of Victoria's cultural history;
 - (d) Criterion D - Importance in demonstrating the principal characteristics of a class of cultural places and objects;
 - (e) Criterion E - Importance in exhibiting particular aesthetic characteristics;
 - (f) Criterion F - Importance in demonstrating a high degree of creative or technical achievement at a particular period;
 - (g) Criterion G - Strong or special association with a particular present-day community or cultural group for social, cultural or spiritual reasons; and
 - (h) Criterion H - Special association with the life or works of a person, or group of persons, of importance in Victoria's history.
5. Their assessment informs that Eastern Freeway Stage One is likely to satisfy:
 - (a) Criterion A - Importance to the course, or pattern, of Victoria's cultural history; and
 - (b) Criterion D - Importance in demonstrating the principal characteristics of a class of cultural places and objects.
6. For details of the assessment refer Attachment 1.
7. On 11 December 2019, Executive Director Heritage Victoria (ED Heritage Victoria) made the following recommendation to Heritage Council of Victoria:

- (a) That the Eastern Freeway - Stage One (Hoddle Street to Bulleen Road) be included as a Heritage Place in the Victorian Heritage Register under the Heritage Act 2017 [Section 37(1) (a)]; and
 - (b) That the Eastern Freeway - Stages Two and Three (Bulleen Road to Springvale Road) not be included as a Heritage Place in the Victorian Heritage Register under the Heritage Act 2017 [Section 37(1)(b)].
8. The recommended extent of registration of the Eastern Freeway – Stage One (the proposed registration) in the VHR affects the whole place shown in the diagram below including the land, roads, grassed central median, bridges, overpasses, landscape elements, plantings, light structures and other features.



9. The written extent of the land nominated in Eastern Freeway - Stage One is described as all of the land i.e. the road reserve known as the Eastern Freeway between Hoddle Street and Bulleen Road and part of the road reserves of Alexandra Parade, Yarra Bend Road, Yarra Boulevard, Chandler Highway, Belford Road and Bulleen Road; and all of Lot 3 on Title Plan 689629; Lot 1 on Title Plan 852459; Lot 1 on Title Plan 9045857; Lot 1 on Title Plan 892243; Res 5 Plan of Subdivision 613939 and Crown Allotment 2461 Parish of Jika Jika; and parts of Lot 1 on Title Plan 878808; Lot 1 on Title Plan 562690; Lot 3 on Title Plan 609629; Lot 1 on Title Plan 547802; Lot 1 on Title Plan 611711; Lot 1 on Title Plan 802753; Lot 1 on Title Plan 894594; Lot 1 and 2 on Title Plan 710814; RES 1, 2, 3 and 4 on Plan of Subdivision 613939; Lot 1 on Plan of Subdivision 418204; RD on Lodged Plan 10110; Lot 2 on Title Plan 709677 and part of Crown Allotments 113E, 133N and 2577 Parish of Jika Jika; Crown Allotment 33A Section A at Clifton Hill, Parish of Jika Jika; and Crown Allotments 59L and 59P Parish of Boroondara.
10. Map below shows the extent of land within the City of Yarra, being covered by the nomination.



External Consultation

11. Public exhibition of the recommendation of ED Heritage Victoria and registration process is being managed by Heritage Victoria and Heritage Council of Victoria.
12. The public advertising period closed on 14 February 2020.
13. Council was also notified about the recommendation of the ED Heritage Victoria about the proposed registration and its public exhibition.
14. Heritage Council of Victoria, has advised that over 390 submission were received as a part of the Section 44 submissions process.
15. Council has not made any submission.

Internal Consultation (One Yarra)

16. Following units/departments have been consulted to understand the impact of this registration on Council infrastructure:
 - (a) Buildings and Asset Management;
 - (b) Strategic Transport;
 - (c) Traffic and Engineering;
 - (d) City Works;
 - (e) Executive Planner Strategic Protects; and
 - (f) Open Space Services.
17. The consultation has indicated that the proposed registration of Eastern Freeway part one does not have any major impact to Council infrastructure.
18. The registration documentation includes an exemption for routine maintenance of infrastructure.
19. Minor works such as maintenance the footpath leading to and on Hoddle Street; which is managed by the Council, would be covered under the permit exemptions.

Financial Implications

20. There are no immediate financial implications to the Council related to this registration.

Economic Implications

21. There are no significant adverse economic impacts to the Council.

Sustainability Implications

22. There are no adverse sustainability impacts.

Climate Emergency Implications

23. There are no known climate emergency impacts to the Council.

Social Implications

24. There are no adverse social implications within the Council.

Human Rights Implications

25. There are no known significant human rights implications of this nomination.

Communications with CALD Communities Implications

26. This is part of an external agencies' work, Council does not have any direct responsibilities.

Council Plan, Strategy and Policy Implications

27. Heritage protection of the Freeway would be consistent with Council's Heritage Strategy.

Legal Implications

28. The proposed registration would mean that under the Victorian Heritage Act if a person/organisation wishes to undertake works or activities in relation to a registered place or a registered object, they must apply to the Executive Director, Heritage Victoria for a permit.
29. If an owner/person is uncertain whether a heritage permit is required, it is recommended that Heritage Victoria be contacted.
30. If works are proposed which have the potential to disturb or have an impact on Aboriginal cultural heritage it is necessary to contact Aboriginal Victoria to ascertain any requirements under the Aboriginal Heritage Act 2006.
31. If any Aboriginal cultural heritage is discovered or exposed at any time it is necessary to immediately contact Aboriginal Victoria to ascertain requirements under the Aboriginal Heritage Act 2006.
32. Council would need to comply with the provisions of the Victoria Heritage Act to the extent of Council works on the land affected by the registration.
33. Council, under the Road Management Act would also have management obligations for its roads and infrastructure being affected by this registration,

Other Issues

34. Officers support the assessment of heritage significance of the Eastern Freeway Stage One by Heritage Victoria under Criterion A and D.
35. ED Heritage Victoria's recommendations also include preparation of a Conservation Management Plan to manage the place in a manner which respects its cultural heritage significance.
36. Heritage Council of Victoria has informed that a Registrations Hearing will be organised once the Covid19 restrictions ease.
37. Yarra City Council would be notified about the Registration Hearing as an interested party and would also have the opportunity to attend the hearing.

Options

38. Council observes the Heritage Council of Victoria's process as an interested party and in the event if the proposed registration is approved Council writes to Heritage Victoria to keep Council informed about the preparation of a Conservation Management Plan and any requirements for the Council resulting from that.

Conclusion

39. Councillors note the above report and provide their feedback on whether a council report is needed.

RECOMMENDATION

1. That Council:
 - (a) note the report;
 - (b) note that Heritage Victoria has advised that a Directions Hearing by video conference is proposed on 9 July; and
 - (c) monitors the Heritage Council of Victoria's process as an interested party and in the event the proposed registration is approved, Council write to Heritage Victoria requesting it be kept informed about the preparation of a Conservation Management Plan and of any requirements on the Council which may result from the registration.

CONTACT OFFICER: Richa Swarup
TITLE: Senior Advisor City Heritage
TEL: 9205 5149

Attachments

- 1 [↓](#) ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

1

RECOMMENDATION OF THE EXECUTIVE DIRECTOR AND ASSESSMENT OF CULTURAL HERITAGE SIGNIFICANCE UNDER PART 3, DIVISION 3 OF THE *HERITAGE ACT 2017*



Name	Eastern Freeway – Stage One
Location	Hoddle Street/Alexandra Parade, Clifton Hill to Bulleen Road, Kew, (City of Yarra, City of Boroondara)
Provisional VHR Number	PROV VHR H2400
Provisional VHR Category	Heritage Place
Hermes Number	204090
Heritage Overlay Number	No



Eastern Freeway - Stage One, August 2019

EXECUTIVE DIRECTOR RECOMMENDATION TO THE HERITAGE COUNCIL:

- That the Eastern Freeway - Stage One (Hoddle Street to Bulleen Road) be included as a Heritage Place in the Victorian Heritage Register under the *Heritage Act 2017* [Section 37(1)(a)].
- That the Eastern Freeway - Stages Two and Three (Bulleen Road to Springvale Road) not be included as a Heritage Place in the Victorian Heritage Register under the *Heritage Act 2017* [Section 37(1)(b)].

STEVEN AVERY

Executive Director

Recommendation Date: 11 December 2019

Advertising Period: 16 December 2019 – 14 February 2020

This recommendation report has been issued by the Executive Director, Heritage Victoria under s.37 of the *Heritage Act 2017*.

Name: Eastern Freeway - Stage One
Hermes Number: 204090



Environment,
Land, Water
and Planning

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

2

NOMINATED EXTENT OF REGISTRATION

Two nominations were received for the Eastern Freeway, with different extents.

Nomination 1:

Date that the nomination was accepted by the Executive Director

2 August 2019

Written extent of nomination

The section of the Eastern Freeway from the Hoddle Street Road bridge at Clifton Hill/Collingwood to the Bulleen Road bridge, Balwyn North/Bulleen, constructed between 1972 and 1977, as indicated on the plan below.

Nomination extent diagram



The extent is the section between the two red lines.

Name: Eastern Freeway - Stage One
Hermes Number: 204090

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

3

Nomination 2

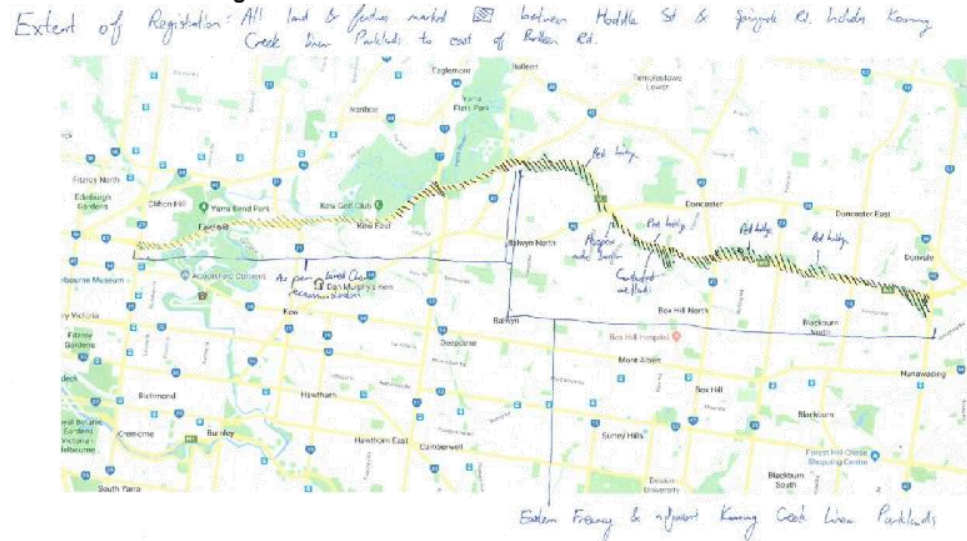
Date that the nomination was accepted by the Executive Director

29 August 2019

Written extent of nomination

All land and features noted between Hoddle Street and Springvale Road including Koonung Creek Linear Parklands east of Bulleen Road and associated roadside verges.

Nomination extent diagram



The extent is the section shown as hatched in blue.

Comment

The two nominations combined comprise Stages One, Two and Three of the Eastern Freeway, which were constructed in stages between 1972 and 1997. Each stage was assessed separately and in the context of the place as a whole.

Name: Eastern Freeway - Stage One
Hermes Number: 204090



Environment,
Land, Water
and Planning

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

4

RECOMMENDED REGISTRATION

All of the place shown hatched in Diagram 2400 encompassing all of the land being the road reserve known as the Eastern Freeway between Hoddle Street and Bulleen Road and part of the road reserves of Alexandra Parade, Yarra Bend Road, Yarra Boulevard, Chandler Highway, Belford Road and Bulleen Road; and all of Lot 3 on Title Plan 689629; Lot 1 on Title Plan 852459; Lot 1 on Title Plan 9045857; Lot 1 on Title Plan 892243; Res 5 Plan of Subdivision 613939 and Crown Allotment 2461 Parish of Jika Jika; and parts of Lot 1 on Title Plan 878808; Lot 1 on Title Plan 562690; Lot 3 on Title Plan 609629; Lot 1 on Title Plan 547802; Lot 1 on Title Plan 611711; Lot 1 on Title Plan 802753; Lot 1 on Title Plan 894594; Lot 1 and 2 on Title Plan 710814; RES 1, 2, 3 and 4 on Plan of Subdivision 613939; Lot 1 on Plan of Subdivision 418204; RD on Lodged Plan 10110; Lot 2 on Title Plan 709677 and part of Crown Allotments 113E, 133N and 2577 Parish of Jika Jika; Crown Allotment 33A Section A at Clifton Hill, Parish of Jika Jika; and Crown Allotments 59L and 59P Parish of Boroondara.



The recommended extent of registration of the Eastern Freeway – Stage One in the Victorian Heritage Register affects the whole place shown on Diagram 2400 including the land, roads, grassed central median, bridges, overpasses, landscape elements, plantings, light structures and other features.

RATIONALE FOR EXTENT

The recommended extent of registration for the Eastern Freeway – Stage One includes all of the land and structures along an approximately 8.8 kilometre stretch of dual carriageways between Hoddle Street and Bulleen Road. The recommended extent demonstrates the changing approach to the design of freeways in the 1960s and 1970s. The Eastern Freeway – Stage One is located within an identifiable corridor. The recommended extent of registration comprises the corridor as well as short sections of off and on ramps to demonstrate the operational requirements of the freeway. This is considered sufficient to protect the cultural heritage significance of the place.

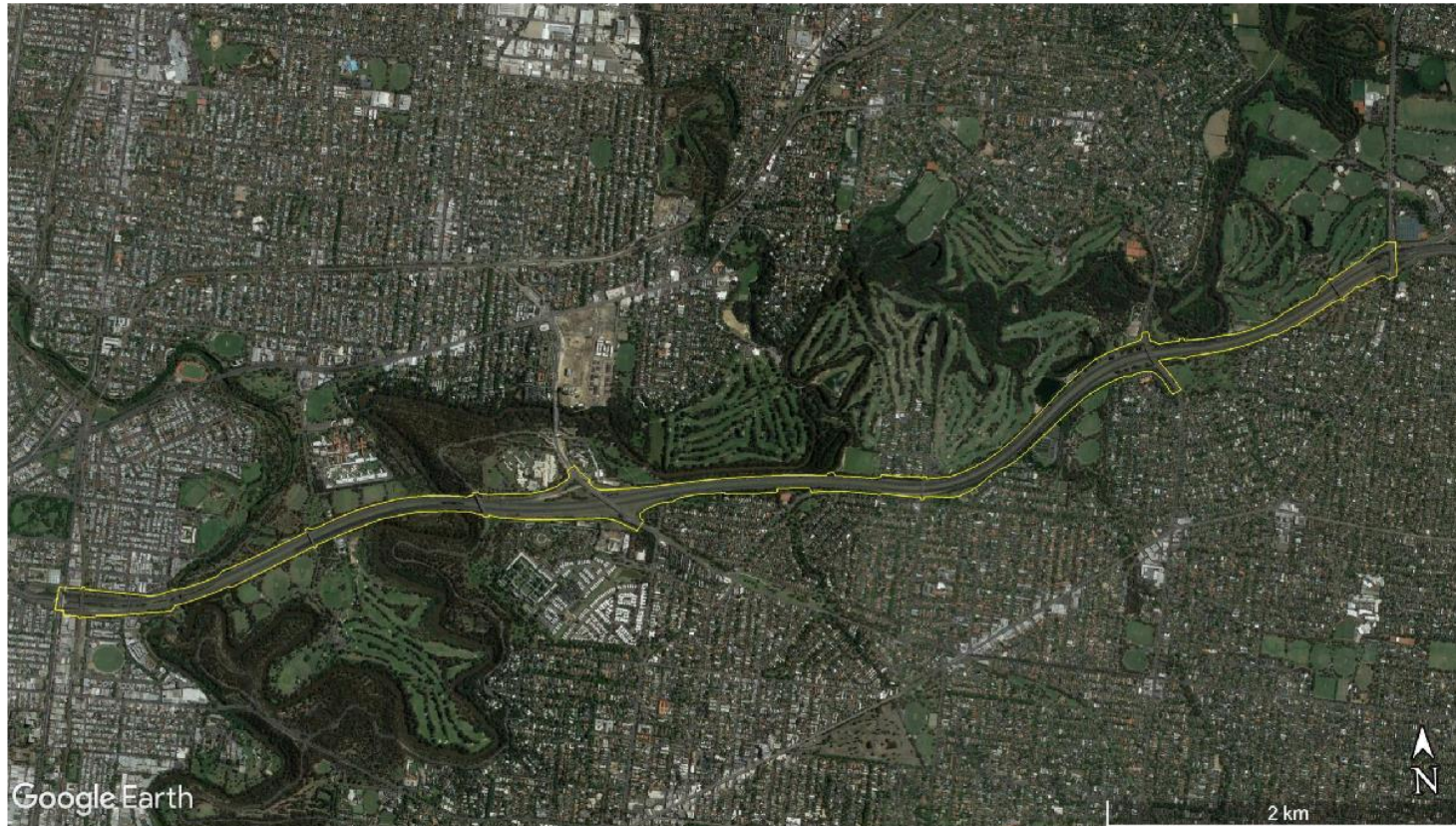
The Eastern Freeway - Stage Two and Three are not considered to demonstrate the attributes of a freeway to the same extent as Stage One for the reasons outlined in this report. Stage Two and Stage Three are not recommended for inclusion in the VHR.

Name: Eastern Freeway - Stage One
Hermes Number: 204090

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

5

AERIAL PHOTO OF THE PLACE SHOWING PROPOSED REGISTRATION



Name: Eastern Freeway - Stage One
Hermes Number: 204090

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

6

BACKGROUND

WHAT IS AT THE PLACE?

The Eastern Freeway - Stage One runs from Hoddle Street to Bulleen Road. Its boundaries are defined by cuttings through natural rock escarpments and framed by plantings of native vegetation. A wide grassed central median is defined by a series of elongated needle-like light poles. There are nine individually designed bridges (seven road overpasses and two twin bridges over the Yarra River and Merri Creek), as well as a pedestrian overpass, railway bridge and Hoddle Street overpass. The roadway comprises two carriageways, each of five lanes plus an emergency lane between Hoddle Street and the Chandler Highway, which then reduces in width to four lanes plus an emergency lane, through to Bulleen Road.

WHAT IS THE HISTORY OF THE PLACE?

The Eastern Freeway was one of several urban commuter freeway projects announced around the date of the launch of the Melbourne Transport Committee Transportation Plan in December 1969. It was intended to link the eastern suburbs of Melbourne, and in particular the suburbs of Kew, Balwyn, Bulleen, Doncaster and Templestowe, with the city. Design of the freeway commenced in 1970, with Stage One from Hoddle Street/Alexandra Parade to Bulleen Road, commencing construction in 1972 and opening at the end of 1977. The freeway bisected the Yarra Bend National Park and required the reconfiguration of the course of the Yarra River and modified its confluence with the Merri Creek. The project was controversial with significant and prolonged community opposition when it became apparent the freeway was to link with Alexandra Parade beneath Hoddle Street, pushing city and west-bound traffic through the inner suburbs. The freeway was extended to Doncaster Road in 1982 (Stage 2) and to Springvale Road in 1997 (Stage 3). In 2007 a further extension opened as part of the Eastlink toll road, extending the freeway to Ringwood and onto Frankston.

WHO ARE THE TRADITIONAL OWNERS/REGISTERED ABORIGINAL PARTY FOR THIS PLACE?

This site is part of the traditional land of the Woi Wurrung (Wurundjeri) peoples of the Kulin Nation. The Registered Aboriginal Party (RAP) under the *Aboriginal Heritage Act 2006* is the Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation.

STATEMENT OF CULTURAL HERITAGE SIGNIFICANCE

WHAT IS SIGNIFICANT?

The Eastern Freeway - Stage One is an 8.8 kilometre stretch of dual carriageway freeway extending from Hoddle Street, Clifton Hill/Abbotsford to Bulleen Road, Balwyn North. The Eastern Freeway - Stage One comprises an integrated design of a naturalistic landscape setting, exposed escarpments and cuttings, with mortared infill rockwork, a broad central grassed median with elongated needle-like light poles, and a series of distinctive concrete road overpasses and bridges designed as a suite of elements to enhance the freeway experience for the motorist.

HOW IS IT SIGNIFICANT?

The Eastern Freeway - Stage One is of historical significance to the State of Victoria. It satisfies the following criterion for inclusion in the Victorian Heritage Register:

Criterion A

Importance to the course, or pattern, of Victoria's cultural history.

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Criterion D

Importance in demonstrating the principal characteristics of a class of cultural places and objects.

WHY IS IT SIGNIFICANT?

The Eastern Freeway - Stage One is significant at the State level for the following reasons:

The Eastern Freeway - Stage One is historically significant for its clear association with the early development of freeways in Victoria. The Eastern Freeway - Stage One demonstrates important shifts in the approach to freeway design during the 1960s and 1970s. The design of earlier freeways was guided by cost and efficiency. The Eastern Freeway - Stage One was one of the first freeways in Victoria to consider the motoring experience and the environment. This is evident through the incorporation of several elements which were, for its time of construction, uncommon and untested – including landscape design and planting works completed ahead of the freeway's opening, bespoke concrete bridges and overpasses designed as a series, exposed and worked rock cuttings and escarpments and exceptionally broad carriageways.

The Eastern Freeway - Stage One is also historically significant for the prolonged and at times violent community protests that met its announcement, construction and opening. Its termination at Hoddle Street/Alexandra Parade became the rallying point for protestors concerned about the impact of freeways in general, and well as those opposed to the direct impact of the freeway on the surrounding suburbs. [Criterion A]

The Eastern Freeway - Stage One is significant as a notable freeway. It is a fine, intact, influential and pivotal example of a freeway. As the first freeway in Victoria to respond to changing attitudes towards the design of freeways and the need for them to consider aesthetics as well as safety, utility and economy, it encapsulates a key evolutionary stage in the development of freeway design. It was the precursor to the present day architectural and aesthetic approach to freeway design. [Criterion D].

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RECOMMENDATION REASONS

REASONS FOR RECOMMENDING INCLUSION IN THE VICTORIAN HERITAGE REGISTER [s.40]

Following is the Executive Director's assessment of the place against the tests set out in *The Victorian Heritage Register Criteria and Thresholds Guidelines (2014)*.

CRITERION A

Importance to the course, or pattern, of Victoria's cultural history.

STEP 1: A TEST FOR SATISFYING CRITERION A

The place/object has a *CLEAR ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life in Victoria's cultural history.

Plus

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

Plus

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

Executive Director's Response

The Eastern Freeway was constructed in three stages:

- Stage One: Hoddle Street to Bulleen Road (1972-1977)
- Stage Two: Bulleen Road to Doncaster Road (1980-1982)
- Stage Three: Doncaster Road to Springvale Road (1994-1997).

Stage One

The Eastern Freeway - Stage One (F19) has a clear association with the important phase of transport planning and the construction of freeways in the mid twentieth century. The phase is of historical importance to Victoria. Freeways constructed during this period allowed for increased connections between the city of Melbourne, the rapidly developing outer suburbs, regional areas and other means of transportation such as the newly constructed Tullamarine Airport. The association is evident in the physical fabric of the place and in documentary resources. The physical fabric also demonstrates the beginning of a new approach to freeway design which considered aesthetics as well as safety and economy. This is evident in the series of concrete road bridges and overpasses, the broad carriageways and wide grassed median with elongated light poles, exposed rock escarpments, mortared rockwork and extensive areas of landscaping.

The Eastern Freeway - Stage One is also of importance as the road project on which most of the objections to the construction of freeways more generally was focussed.

Stages Two and Three

The Eastern Freeway - Stages Two and Three were constructed in the 1980s and 1990s and do not have the same association with the early development of major road infrastructure in Victoria. By this time, the outer suburbs to the east were already developed and these subsequent stages were more focussed on traffic management and extending the reach of the freeway. They also did not meet with the protracted resistance to freeways as Stage One did, although there was some resistance on environmental grounds.

Criterion A is likely to be satisfied for Stage One.

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Criterion A is not likely to be satisfied for Stages Two and Three.

STEP 2: STATE LEVEL SIGNIFICANCE TEST FOR CRITERION A

The place/object allows the clear association with the event, phase etc. of historical importance to be *UNDERSTOOD BETTER THAN MOST OTHER PLACES OR OBJECTS IN VICTORIA WITH SUBSTANTIALLY THE SAME ASSOCIATION.*

Executive Director's Response

A number of freeways were constructed in Victoria during the mid-twentieth century and particularly in the 1960s and 1970s. Most contribute to an understanding of transport planning and the construction of freeways during this period. The Eastern Freeway - Stage One is one of the most intact freeways constructed in this period. It is also one of the few freeways constructed in Victoria during this period which demonstrates important shifts in the approach to their design including consideration of the motoring experience, as well as incorporating elements to reduce the impact on the setting and the environment. This is evident through incorporation of several elements which were, for its time of construction, uncommon and untested – including landscape design and planting works completed ahead of the freeway's opening, bespoke concrete bridges and overpasses designed as a series and exceptionally broad carriageways divided by a wide grassed median with elongated light poles. It allows the association to be better understood than most other places in Victoria with substantially the same association.

The fierce resistance to the construction of the Eastern Freeway - Stage One by inner city residents, and in particular those in the suburbs around Alexandra Parade is also of importance. The mothballing of other freeway projects resulted in the Eastern Freeway becoming the focus of resistance against the construction of freeways in general. Protestors were supported by the inner-city councils of Collingwood and Fitzroy, and the campaign was prolonged, at times violent and a rallying point for communities concerned generally about the impact that freeways were having and would have on the shape of the city. The Eastern Freeway - Stage One and its termination at Hoddle Street/Alexandra Parade allows this important historical event to be understood better than most places with substantially the same association.

Criterion A is likely to be satisfied at the State level for Stage One.

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CRITERION B

Possession of uncommon, rare or endangered aspects of Victoria's cultural history.

STEP 1: A TEST FOR SATISFYING CRITERION B

The place/object has a *clear ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life of importance in Victoria's cultural history.

Plus

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

Plus

The place/object is *RARE OR UNCOMMON*, being one of a small number of places/objects remaining that demonstrates the important event, phase etc.

OR

The place/object is *RARE OR UNCOMMON*, containing unusual features of note that were not widely replicated

OR

The existence of the *class* of place/object that demonstrates the important event, phase etc is *ENDANGERED* to the point of rarity due to threats and pressures on such places/objects.

Executive Director's Response

The Eastern Freeway as a class of place is not rare, uncommon or endangered. The construction of freeways has been ongoing since the 1960s and they are an expanding class of place.

The Eastern Freeway does not comprise unusual features of note that have not been reproduced or elaborated upon in succeeding projects. Road bridges of similar design are now apparent elsewhere in the Victorian road network and the rock escarpments and infill panels of mortared stonework of the first stage of the freeway are now evident in other locations.

The Eastern Freeway is not endangered to the point of rarity due to threats and pressures. Freeways are places which incorporate levels of change as demand requires but this does not prevent them from being understood as freeways with their use continuing to be demonstrated in their form and fabric.

Criterion B is not likely to be satisfied for Stage One, Two or Three.

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CRITERION C

Potential to yield information that will contribute to an understanding of Victoria's cultural history.

STEP 1: A TEST FOR SATISFYING CRITERION C

The:

- visible physical fabric; &/or
- documentary evidence; &/or
 - oral history,

relating to the place/object indicates a likelihood that the place/object contains *PHYSICAL EVIDENCE of historical interest* that is *NOT CURRENTLY VISIBLE OR UNDERSTOOD*.

Plus

From what we know of the place/object, the physical evidence is likely to be of an *INTEGRITY* and/or *CONDITION* that it *COULD YIELD INFORMATION* through detailed investigation.

Executive Director's Response

There is no visible physical fabric, documentary evidence or oral history relating to the place which indicates a likelihood that the place contains physical evidence of historical interest which is not currently visible or understood.

Criterion C is not likely to be satisfied for Stages One, Two or Three.

CRITERION D

Importance in demonstrating the principal characteristics of a class of cultural places and objects.

STEP 1: A TEST FOR SATISFYING CRITERION D

The place/object is one of a *CLASS* of places/objects that has a *clear ASSOCIATION* with an event, phase, period, process, function, movement, important person(s), custom or way of life in Victoria's history.

Plus

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

Plus

The principal characteristics of the class are *EVIDENT* in the physical fabric of the place/object.

Executive Director's Response

The Eastern Freeway as a whole is in the class of 'freeways' which has a clear association with the phase of transport planning and the construction of roadways in the mid twentieth century. This phase has made a strong contribution to Victoria by allowing for increased road connections between the city of Melbourne, the rapidly developing outer suburbs, regional areas and other means of transportation such as the newly constructed Tullamarine airport.

The principal physical characteristics of a 'freeway' include:

- Unfettered multi-lane carriageways.
- Restricted access and egress points requiring overpasses and underpasses, on-ramps and off-ramps.
- Grade separation.

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The principal operational characteristics of a 'freeway' include:

- High speed limits.
- Exclusion of certain classes of vehicles, such as farm machinery and bicycles.

All these characteristics are required for a freeway to successfully function. All stages of the Eastern Freeway demonstrate all of these characteristics.

Criterion D is likely to be satisfied for Stages One, Two and Three.

STEP 2: STATE LEVEL SIGNIFICANCE TEST CRITERION D

The place/object is a *NOTABLE EXAMPLE* of the class in Victoria (refer to Reference Tool D).

Executive Director's Response

The design and construction of the Eastern Freeway - Stage One in the early 1970s aligned with a growing awareness of the need for major road projects to respond to the environment in which they were located and to also be visually interesting for the driver. An increasing public awareness of the environmental impacts of freeways and a demand for them to have better environmental credentials as well as visual appeal was also fuelled by the public response to some recently completed road projects. These included the conversion of the Moonee Ponds Creek alignment to a concrete culvert alongside the Tullamarine Freeway, and St Kilda Junction's pedestrian-alienating and vehicular-driven solution. The Country Roads Board (CRB) responded to this change, by considering aesthetic and environmental design alongside safety, utility and economy.

Stage One

The Eastern Freeway - Stage One is notable in the class of freeways.

It is a fine and highly intact example of a freeway and demonstrates principal characteristics that are of a higher quality and historical relevance than are typical of places in this class.

As the first freeway in Victoria to respond to changing attitudes towards the design of freeways and the need for them to consider aesthetics as well as safety, utility and economy, the Eastern Freeway - Stage One can be considered pivotal, encapsulating a key evolutionary stage in the development of freeway design. It is also influential as it was the precursor to the present day architectural and aesthetic approach to freeway design.

The principal characteristics that are of a higher quality and historical relevance than are typical of places in this class include:

- The dramatic width of its road alignment. The Eastern Freeway - Stage One was designed as a ten-lane road (dual carriageways of five lanes plus an emergency lane between Hoddle Street and the Chandler Highway, with four lanes plus an emergency lane through to Bulleen Road) at a time when other freeways were being constructed as dual carriageways with only two lanes in each direction. This foresight has meant that modifications to the width of the roadway have been relatively minor to date.
- The attention paid to the development of a landscaped setting for the roadway, with upwards of 200,000 trees, shrubs and ground cover plants established by the time the freeway opened in 1977.¹ The CRB established a Landscaping Section in 1975, and the landscape design for the

¹ Country Roads Board Annual Report, 1976, p. 62, cited in Lovell Chen, p. 18.

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Eastern Freeway - Stage One was attributed to Rosa Niran. The sections of the freeway carried over the Merri Creek and Yarra River afforded panoramic views to the motorist of the Yarra Bend National Park and Yarra River valley which framed the roadway with mature vegetation from the date of opening, while the freeway plantings contributed to this setting more gradually.

- The incorporation of a series of distinctive bridges and concrete overpasses designed to be experienced at speed to create a theme of dynamism. These were designed by H Bruce Day, an engineer initially employed by the MMBW, and later the CRB. Day recognised that the bridge structures required for the Eastern Freeway - Stage One project would be located in a picturesque section of the Yarra River valley and would be seen by a large number of viewers every day for many years. It was determined that the bridge structures should fit and/or enhance and preferably not interfere with any desirable view of the landscape. The close concentration of overpasses in a relatively short length of roadway (almost nine kilometres) generates a cumulative appreciation of the sequence of designs. All read as imposing structures, in part because the roadways they span are extremely wide for the date of construction, and because they are visible from considerable distances of approach. Of the Eastern Freeway - Stage One overpasses, the Belford Road Bridge at East Kew is the most visually and dramatically distinctive. The angled pylons set into the exposed rock escarpment are visually arresting and appear to be pushing the escarpments apart to allow passage of the roadway. The broad spans of the Yarra Bend Road and Yarra Boulevard overpasses which avoid the need for a central pylon are also noteworthy.
- The treatment of the escarpments formed through cuttings to facilitate the road alignment and exposing the striated layers of ancient rock. Mortared infill rockwork was used sparingly to good effect to stabilise loose surfaces.
- The series of elongated, needle-like light poles which occupy the median and flank the roadway near the freeway entrance and exit points appear to only be evident at one other metropolitan freeway; the West Gate Bridge. The light pole design is a distinctive element of the Eastern Freeway - Stage One design. Visible from the surrounding suburbs and from a considerable distance, the light poles mark the course of the freeway in the river valley.
- The absence of advertising hoardings or promotional signage applied to the overpasses or readily visible from the road alignment is a distinctive characteristic not found on other freeways.
- The rapid change of scene the motorist experiences as part of the journey; passing from the highly urbanised setting of Hoddle Street and Alexandra Parade to one verging on the pastoral, and vice versa, are unusual characteristics in metropolitan freeways in Melbourne. This scenic transition is likely to have been more marked in 1977 than it is today.

Stages Two and Three

The Eastern Freeway - Stages Two and Three also demonstrate the principal characteristics that are typical of the class of freeways. The design of the Eastern Freeway - Stages Two and Three somewhat mitigated environmental impacts on the Koonung Creek valley by formalising the valley into a linear park accessible to surrounding suburbs, and in the case of Stage Three, by integrating new plantings within a series of sound barriers. Unlike the Eastern Freeway - Stage One, it is considered that the Eastern Freeway - Stage Two and Three are not notable examples of freeway design.

The Eastern Freeway - Stage Two was constructed using standard elements including concrete median crash barriers mounted with T-shaped light poles, typical to freeway design, and which had been used on many earlier freeways. It was substantially altered when Stage Three was constructed. The Eastern Freeway - Stage Three was designed in a more considered way, with the sound barriers winning a number of awards. However it opened twenty years after Stage One, by which time

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architecturally designed sound barriers and visual devices were becoming commonplace along freeways.² Unlike the Eastern Freeway - Stage One, where the consideration of aesthetics alongside safety, utility and economy occurred for the first time and can be considered influential and pivotal, the provision of visual interest for the driver and the observer along freeways was an expected element of freeway design by the time Stage Three was completed.

Criterion D is likely to be satisfied at the State level for Stage One.

Criterion D is not likely to be satisfied at the State level for Stages Two and Stage Three.

CRITERION E

Importance in exhibiting particular aesthetic characteristics.

STEP 1: A TEST FOR SATISFYING CRITERION E

The *PHYSICAL FABRIC* of the place/object clearly exhibits particular aesthetic characteristics.

Executive Director's Response

Stage One

The Eastern Freeway - Stage One exhibits aesthetic characteristics through its setting, the wide carriageways separated by a broad grass median strip with elongated light poles, the bridges and the exposed escarpments and rockwork. The bridges, designed as a series to be experienced at speed by H Bruce Day, Engineer with the MMBW and later the CRB, extrapolated a theme of dynamism.

Stage Two

The Eastern Freeway - Stage Two was originally constructed as a dual two-lane carriageway with an emergency lane, divided by a standard concrete median crash barrier. The grassed verge and tall light poles of Stage One did not continue beyond Bulleen Road and the embankments to the Doncaster Road bridge were concealed by textured concrete blockwork. This stage of the freeway was constructed to a standard design with no distinguishing characteristics of note.

Stage Three

The Eastern Freeway - Stage Three extended the roadway and incorporated a landscaping scheme and a series of textured-concrete sound barriers in a series of arced forms of varying heights and materiality. The sound barriers were retrofitted to key locations in Stage Two, which was also widened. A tensioned steel pedestrian bridge carried pedestrians over the roadway at Heyington Avenue.

Criterion E is likely to be satisfied for Stages One, Two and Three.

² The textured and articulated sound barriers to the Bell-Banksia Link Road in Heidelberg were designed by Cocks, Carmichael and Whitford in 1992. The Ringwood Bypass Road has a series of distinctive pink concrete sound barriers incorporating stylised tulips, architect unknown which opened in 1996.

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STEP 2: STATE LEVEL SIGNIFICANCE TEST FOR CRITERION E

The aesthetic characteristics are *APPRECIATED OR VALUED* by the wider community or an appropriately-related discipline as evidenced, for example, by:

- *critical recognition* of the aesthetic characteristics of the place/object within a relevant art, design, architectural or related discipline as an outstanding example within Victoria; or
- wide public *acknowledgement of exceptional merit* in Victoria in medium such as songs, poetry, literature, painting, sculpture, publications, print media etc.

Executive Director's Response

The Eastern Freeway - Stage One opened in 1977 with no formal dedication or opening ceremony. The aesthetic characteristics are evident in the execution of the freeway design through the sequence of nine bridge designs, lighting, landscaping and the broad travel corridor and grassed median. However they are not generally acknowledged by road users or the broader public. The Eastern Freeway - Stage One did not receive any critical recognition or wide public acknowledgement of exceptional merit in Victoria apart from the Yarra Boulevard overpass receiving a Certificate of Merit from the Concrete Institute of Australia in 1978 which commended the 'excellent way concrete was used in this project'³.

The sound barriers of the Eastern Freeway - Stage Three received professional recognition in relation to its landscaping and engineering design. The precast concrete and curved glazed sound barriers won the Joseph Reed award for Urban Architecture and the RAIA (Victoria) Victorian Architectural Medal in 1998. However, they were for the sound barriers and associated landscaping only, and not for the design of the freeway as a whole. These awards are ascribed yearly and some places included in the VHR have received these awards. However, not every place which receives an award should be included in the VHR. The award is based on architectural merit. It is not an indicator of whether a place is of cultural heritage significance to the State of Victoria.

Criterion E is not likely to be satisfied at the State level for Stages One, Two or Three.

³ Country Roads Board Annual Report, 1978, p. 23, cited in Lovell Chen, p. 55.

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CRITERION F

Importance in demonstrating a high degree of creative or technical achievement at a particular period.

STEP 1: A TEST FOR SATISFYING CRITERION F

The place/object contains *PHYSICAL EVIDENCE* that clearly demonstrates creative or technical *ACHIEVEMENT* for the time in which it was created.

Plus

The physical evidence demonstrates a *HIGH DEGREE OF INTEGRITY*.

Executive Director's Response

The Eastern Freeway does not contain physical evidence that demonstrates creative or technical achievement for the time in which it was created. The road bridges of the Eastern Freeway – Stage One are a prominent element of the motoring experience. However, bridges using similar engineering principles had been previously designed and constructed by the CRB including the Latrobe Parade (Matthew Flinders) Bridge at Dromana over the Mornington Peninsula Freeway of 1975 and the Hope Street Strathmore pedestrian overpass over the Tullamarine Freeway of the early 1970s, expressed through standard construction techniques and materials.

Criterion F is not likely to be satisfied for Stages One, Two or Three.

CRITERION G

Strong or special association with a particular present-day community or cultural group for social, cultural or spiritual reasons.

STEP 1: A BASIC TEST FOR SATISFYING CRITERION G

Evidence exists of a community or cultural group.

(A community or cultural group is a group of people who share a common interest, including an experience, purpose, belief system, culture, ethnicity or values.)

Plus

Evidence exists of a strong attachment between the COMMUNITY OR CULTURAL GROUP and the place/object in the present-day context.

Plus

Evidence exists of a time depth to that attachment.

Executive Director's Response

The Eastern Freeway is an urban commuter freeway which people experience on a regular or occasional basis. There is no known identifiable community or cultural group with a present-day attachment to the Eastern Freeway.

The construction of the Eastern Freeway - Stage One was seen by some as a controversial action; it generated a fierce and prolonged level of opposition from communities living in proximity to its connection with Alexandra Parade. Conversely, communities living in the eastern suburbs and adjoining suburbs such as Templestowe, Bulleen and Heidelberg appear to have largely welcomed the idea of a fast vehicular connection to the city, although there was some objection to the environmental impact of the freeway. The demonstrations associated with the response to the Eastern Freeway - Stage One was protracted, inventive, and at times violent and controversial. The protesters would have formed an identifiable community group at the time, however there is no

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readily discernible evidence of a present-day attachment. The cultural heritage significance of the protests is now better assessed under Criterion A.

Subsequent stages generated a local level of concern with the CRB issuing a questionnaire to residents to resolve the treatment of the Koonung Creek valley which the roadway bisected. The landscaping of the creek valley and formalizing of its environs as the Koonung Creek Linear Park is valued by the residents of the surrounding suburbs, but there is no evidence of any community group with a strong or enduring present-day association with the place.

Criterion G is not likely to be satisfied for Stage One, Two or Three.

CRITERION H

Special association with the life or works of a person, or group of persons, of importance in Victoria's history.

STEP 1: A TEST FOR SATISFYING CRITERION H

The place/object has a *DIRECT ASSOCIATION* with a person or group of persons who have made a strong or influential *CONTRIBUTION* to the course of Victoria's history.

Plus

The *ASSOCIATION* of the place/object to the person(s) *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources and/or oral history.

Plus

The *ASSOCIATION*:

- directly relates to *ACHIEVEMENTS* of the person(s) at, or relating to, the place/object; or
- relates to an *enduring* and/or *close INTERACTION* between the person(s) and the place/object.

Executive Director's Response

The Eastern Freeway is associated with several notable figures in Victorian history, including Premiers Sir Henry Bolte and Sir Rupert Hamer, as well as MMBW and the CRB staff who worked on the design and construction of the project. In the case of the engineers, designers, architects and landscape architects, the Eastern Freeway was one of a number of projects to which they contributed over their working life. There is nothing in the form or fabric of the first and subsequent stages of the Eastern Freeway which demonstrates a particular association with an individual or group above any other project these individuals or groups may have been involved with.

Criterion H is not likely to be satisfied for Stage One, Two or Three.

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PROPOSED PERMIT POLICY

Preamble

The purpose of the Permit Policy is to assist when considering or making decisions regarding works to a registered place. It is recommended that any proposed works be discussed with an officer of Heritage Victoria prior to making a permit application. Discussing proposed works will assist in answering questions the owner may have and aid any decisions regarding works to the place.

The extent of registration of the Eastern Freeway - Stage One in the Victorian Heritage Register affects the whole place shown on Diagram 2400 including the land, roadways, bridges, light poles and medians, escarpments and rock cuttings, trees, landscape elements and other features.

Under the *Heritage Act 2017* a person must not remove or demolish, damage or despoil, develop or alter or excavate, relocate or disturb the position of any part of a registered place or object without approval. It is acknowledged, however, that alterations and other works may be required to keep places and objects in good repair and adapt them for use into the future.

If a person wishes to undertake works or activities in relation to a registered place or registered object, they must apply to the Executive Director, Heritage Victoria for a permit. The purpose of a permit is to enable appropriate change to a place and to effectively manage adverse impacts on the cultural heritage significance of a place as a consequence of change. If an owner is uncertain whether a heritage permit is required, it is recommended that Heritage Victoria be contacted.

Permits are required for anything which alters the place or object, unless a **permit exemption** is granted. Permit exemptions usually cover routine maintenance and upkeep issues faced by owners as well as minor works or works to the elements of the place or object that are not significant. They may include appropriate works that are specified in a conservation management plan. Permit exemptions can be granted at the time of registration (under s.38 of the *Heritage Act*) or after registration (under s.92 of the *Heritage Act*). It should be noted that the addition of new buildings to the registered place, as well as alterations to the interior and exterior of existing buildings requires a permit, unless a specific permit exemption is granted.

Conservation management plans

It is recommended that a Conservation Management Plan is developed to manage the place in a manner which respects its cultural heritage significance.

Aboriginal cultural heritage

If works are proposed which have the potential to disturb or have an impact on Aboriginal cultural heritage it is necessary to contact Aboriginal Victoria to ascertain any requirements under the *Aboriginal Heritage Act 2006*. If any Aboriginal cultural heritage is discovered or exposed at any time it is necessary to immediately contact Aboriginal Victoria to ascertain requirements under the *Aboriginal Heritage Act 2006*.

Other approvals

Please be aware that approval from other authorities (such as local government) may be required to undertake works.

Archaeology

Ground disturbance may affect the archaeological significance of the place and, subject to the exemptions stated in this document, requires a permit.

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EXECUTIVE DIRECTOR RECOMMENDATIONS FOR EXEMPTED WORKS OR ACTIVITIES (PERMIT EXEMPTIONS)

It should be noted that Permit Exemptions can be granted at the time of registration (under s.38 of the Heritage Act). Permit Exemptions can also be applied for and granted after registration (under s.92 of the Heritage Act).

Under s.38 of the *Heritage Act 2017* the Executive Director may include in his recommendation categories of works or activities which may be carried out in relation to the place or object without the need for a permit under Part 5 of the Act. The Executive Director must not make a recommendation for any categories of works or activities if he considers that the works or activities may harm the cultural heritage significance of the place or object. The following permit exemptions are not considered to cause harm to the cultural heritage significance of the Eastern Freeway - Stage One.

General Condition 1

All exempted alterations are to be planned and carried out in a manner which prevents damage to the fabric of the registered place or object.

General Condition 2

Should it become apparent during further inspection or the carrying out of works that original or previously hidden or inaccessible details of the place or object are revealed which relate to the significance of the place or object, then the exemption covering such works shall cease and Heritage Victoria shall be notified as soon as possible.

General Condition 3

All works should ideally be informed by Conservation Management Plans prepared for the place. The Executive Director is not bound by any Conservation Management Plan, and permits still must be obtained for works suggested in any Conservation Management Plan.

General Condition 4

Nothing in this determination prevents the Heritage Council from amending or rescinding all or any of the permit exemptions.

General Condition 5

Nothing in this determination exempts owners or their agents from the responsibility to seek relevant planning or building permits from the relevant responsible authority, where applicable.

Specific Permit Exemptions

Maintenance

- Maintenance works to existing roadways, underpasses, shared user pathways, on and off-ramps, shoulders, emergency lanes and the central median including works to the road surface, kerbs and channels, road line marking, fire hydrants and drains.
- Maintenance and repair of safety critical infrastructure including barriers of all types.
- Maintenance, removal or installation of existing underground utilities.
- Maintenance to existing traffic management lights and signals, directional signage, solar panels, and their associated supporting structure and gantries.
- Repair and maintenance of light masts.

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- Maintenance of the embankments including removal of land slips and rock falls and any new remedial and stabilisation works using like-for-like materials.
- Repairs and maintenance to hard landscape elements, including bridges (all elements) structures, mortared rockwork, pedestrian pathways and the public vantage point to the south side of the road reservation between the Columba Street overpass and the Bulleen Road overpass, gutters, drainage and irrigation systems.
- Repair and maintenance of existing timber sound barriers including like-for-like replacement of panels, posts and re-painting in the same paint colour, type and finish.
- Graffiti management to hard landscape elements including bridges and escarpments, and signage and electronic travel time indicators in accordance with Heritage Victoria's Information Brochure – 'Graffiti removal and protection'.
- Over-painting of graffiti in a sympathetic paint finish to the timber sound barriers.
- Repairs and maintenance, trackwork and any other works at deck level to the railway bridge at Hoddle Street.

Landscape

- The process of gardening, including slashing, mowing, hedge clipping, removal and replanting of shrubs, disease and weed control and maintenance to care for existing plants.
- The removal or pruning of dead, dying or dangerous trees.
- Subsurface works involving the installation, removal or replacement of existing watering and drainage systems or services.
- Vegetation protection and management of possums and vermin.
- Replacement and replanting with the same species to retain a vegetated corridor.
- Repair and maintenance of hard surfaces such as pathways, kerbing and channelling.
- All fire management prevention, preparedness, response and recovery activities, including fuel management.

RELEVANT INFORMATION

Local Government Authority	City of Yarra City of Boroondara
Heritage Overlay	HO302 Yarra Bend Park Yarra Bend Deep Rock Swimming Club and HO307 Yarra River Yarra Bend Park Yarra Bend, Yarra River Protectorate Station Site, Yarra Planning Scheme.
Other Overlays	Significant Landscape Overlay Schedule 1 (SLO1), Yarra Planning Scheme Significant Landscape Overlay Schedule 1 (SLO1), Boroondara Planning Scheme Land Subject to Inundation Overlay (LSIO), Yarra Planning Scheme Land Subject to Inundation Overlay (LSIO), Boroondara Planning Scheme
Victorian Aboriginal Heritage Register	Yes
Other Names	F19, M3

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HISTORY

The Eastern Freeway, originally known as the F19, and today the M3, was one of several freeway projects developed in the 1960s and 1970s. Plans for an eastern road transport corridor had however been proposed many years earlier. The 1929 Plan for General Development commissioned by the Melbourne Town Planning Commission designated a route for a highway along a widened Doncaster Road, then across the alignment of the Chandler Highway and thence to Heidelberg. Notably, this left the Yarra River and Koonung Creek valley undeveloped.

The impact of the significant Melbourne floods of 1934 was such that building in low-lying areas was prohibited, leaving the Yarra River valley and the adjoining Yarra Bend National Park as an unofficial 'green wedge'. The 1954 Melbourne Metropolitan Planning Scheme, proposed a road alignment, comprising four lanes spanning the Yarra River valley and following the Koonung Creek Valley which broadly accords with the existing Eastern Freeway corridor. However, few elements of the 1954 plan proceeded except for the first stage of the South-Eastern Freeway.

The Eastern Freeway - Stage One was one of several road projects developed in Melbourne during the 1960s and 1970s to provide access to the city from established suburbs in the south, south-east and eastern regions as well as from new suburban areas, including Mulgrave, Glen Waverley, Doncaster and Bulleen. Along with the South-Eastern Freeway, the Mulgrave Freeway and the first section of the Frankston Freeway, the Eastern Freeway helped to connect developing suburbs to the city, and open new areas for suburban subdivision in response to the growing population of Melbourne. It is best described as a commuter freeway.

The Eastern Freeway - Stage One was preceded by a number of other freeway projects. These included the Maltby Bypass near Werribee (opened June 1961) and the first section of the South Eastern Freeway (opened June 1962).

As the planning for the Eastern Freeway - Stage One commenced, the extension of the South Eastern Freeway to Toorak Road and the final phase of the Tullamarine Freeway linking the city to the new Tullamarine Airport were completed or nearing completion. Planning for the St Kilda Junction redevelopment was underway, and the Melbourne Underground Rail Loop was at an inception stage. All of these were elements of a halcyon period of transport projects in the years surrounding the commissioning and launch of the 1969 Melbourne Transportation Plan.

Stage One: Hoddle Street to Bulleen Road

Construction of the Eastern Freeway was formally announced in early 1969. An account published in the *Canberra Times* in May 1969 described the freeway as:

'...5½ mile freeway will have eight lanes. A double-track railway service to connect with Clifton Hill will run between the lanes. Work is expected to start next year and end in 1973....the freeway will start at the corner of Wellington Street and Alexandra Parade East Melbourne [sic] and end at Thompsons Road Bulleen'.⁴

This announcement was made six months before the handing down of the Melbourne Transportation Plan in December 1969. The Melbourne Transportation Plan included the present route of the Eastern Freeway but with an extension further west to Lygon Street, connecting with the F14, the present-day Tullamarine Freeway. In 1972 the Hamer Government authorised the

⁴ 'Eight-lane road for Melbourne', *Canberra Times*, 27 May 1969, p. 7.

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construction of the eastern section, with the western section to Lygon Street dropped in the face of significant community opposition.

The circumstances of the inception of the Eastern Freeway – Stage One against a background of social unrest and growing opposition to freeways in general is of interest. Concerns for the environment had helped to bring about a change of government at the federal level and a change in leadership at the state level. The Whitlam Labor Government was elected on a social reform platform in late 1972, and there was also a change in attitude to the construction of freeways, with a pledge to not approve federal funding for inner city freeway projects. Similarly, the succession of Henry Bolte by Rupert Hamer as Premier of Victoria in 1972 signalled a more cautious and conciliatory approach to the matter of freeway construction with many metropolitan freeway projects recommended in the 1969 Melbourne Transportation Plan subsequently ‘mothballed’ in response to both community concerns and the threatened withdrawal of Federal government funding.

The Eastern Freeway project was unique in that it was not cancelled or ‘mothballed’, having already commenced with early demolitions to facilitate the project underway in Collingwood and Kew by 1970. The tender for its construction was awarded in August 1971 and construction commenced in 1972. This set of circumstances was also a contributing factor in it becoming the focus of a sustained resistance to the construction of freeways in Metropolitan Melbourne generally, and also specifically as its environmental impact on the Yarra Bend National Park and the Yarra River valley and its impact on the inner-city suburbs at its city connection, became apparent.

Community opposition increased as it became clear that with the Freeway terminating at Hoddle Street, traffic would likely extend westwards along Alexandra Parade. The Fitzroy and Collingwood councils resolved to restrict access along the Parade, in accordance with resident’s wishes, but were stymied by the State Government’s reclassification of the road as a highway, giving control of the roadway to the CRB. Protests transformed from relatively peaceful events to acts of civil disobedience with a fire-bombing, scuffles with police, and the construction and then removal of a barrier across Alexandra Parade, comprised of old car bodies, building rubble and brick as the freeway became readied for opening. The first section of the freeway opened to traffic on 8 December 1977 between Hoddle Street and Chandler Highway, with the full extent to Bulleen Road open by Christmas 1977.

A changing approach

While the public response to freeway projects in general was one of opposition, research into how freeways were designed and could be better integrated into their settings was underway during the 1960s and early 1970s and would influence the design and construction of the Eastern Freeway - Stage One.

In the 1960s, University of Sydney academic and landscape architect Peter Spooner (1919-2014) was commissioned to work on a worldwide research program sponsored by the Australian Road Research Board to examine and report on highway landscaping throughout the world. In 1969 he prepared a report which stated that highway design should be ‘sufficient to prevent boredom [but] never compete for the drivers’ full attention.’⁵ His design for the Sydney to Newcastle Expressway (1962-1967) — in conjunction with engineers — assimilated a major highway into a spectacular

⁵ Spooner, Peter *Highway Landscape Design*, 1969 p. 15, cited in Lovell Chen, p. 10.

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landscape, making use of rock medians and cuttings to dramatic effect, aptly demonstrated this stipulation.⁶

In 1973 Victoria's CRB ran a highway design course which included discussions on aesthetics where it was determined that a 'complete highway incorporates safety, utility, economy but also beauty. It must be compatible with the environment.'⁷

In 1973, after construction of the Eastern Freeway - Stage One had commenced, the Hamer government ratified Planning Policy No. 5 (Highway Areas) which directed road planning authorities to place greater emphasis on the environment and to pay more attention to landscaping, pedestrian movement and control of roadside advertising hoardings.

These three separate events are evidence of an incrementally changing approach to freeway design and construction, with the design, documentation and construction periods of the Eastern Freeway - Stage One occurring parallel to these changing circumstances.

Several separate elements evident in the Eastern Freeway - Stage One demonstrate awareness of the changing environment of freeway construction and are elaborated on here.

Bridges and overpasses

The series of bridges that both carry the Eastern Freeway - Stage One over the Yarra River and the Merri Creek and the concrete overpasses extending from Yarra Bend Road to Bulleen Road were designed by H Bruce Day, an engineer initially employed by the Melbourne & Metropolitan Board of Works (MMBW), and later the CRB. Day had previously designed other freeway bridge structures including the Morshead overpass of the South-Eastern Freeway (1961), the St Kilda Junction interconnection of Dandenong Road and Queens Road and the later South-Eastern Freeway elevated roadway along Gardiners Creek to Toorak Road. The first three Eastern Freeway - Stage One structures, heading east from the commencement of the freeway are the Hoddle Street bridge, Clifton Hill railway bridge and the Trenerry Crescent pedestrian overpass, all of which were standard CRB bridge designs.

In a presentation to the Victorian Branch of Institution Engineers Australia in late 1974, Day stated that in the past few years active community groups in all cities had criticized the proposals of professionals and in particular, engineers. No longer was it seen as sufficient to produce designs that demonstrated the best economical engineering solutions. Day related that a number of perfectly justifiable projects had attracted considerable public opposition.⁸ It is likely that projects upon which Day had worked, such as the St Kilda Junction, were among those which were subject to criticism.

The set of bridges which form the carriageways and overpasses of the Eastern Freeway - Stage One are distinctive in their form and design. The majority are set within a valley and respond to their specific siting, allowing the sequence to form a theme of their own, experienced by the motorist. Some of the designs utilised in the Eastern Freeway - Stage One were similar to those used on other roads in metropolitan Melbourne including the pedestrian overpasses of the third stage of the Tullamarine Freeway (1970) and the Mornington Peninsula Freeway at Dromana (1975). In the case

⁶ Saniga, Andrew, 'Landscape and Infrastructure', in *Australia Modern*, 2019, pp. 199-201.

⁷ Eriksson, Sven *Notes on Basic Design Criteria, Road and Freeway Design Manual* 1973, p. 2, cited in Lovell Chen, p. 10.

⁸ Day, H Bruce 'Eastern Freeway Structures: General Principles of Design', 1974, p. 3.

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of the Eastern Freeway - Stage One bridges, the close concentration of overpasses in a relatively short length of roadway (approximately nine kilometres) was able to generate a cumulative appreciation of the sequence of designs, not as apparent on roadways where the individual bridges of similar design would appear in isolation.

Of the Eastern Freeway - Stage One overpasses, the Belford Road Bridge at East Kew is the most visually and dramatically distinctive. The angled pylons set into the exposed rock escarpment are visually arresting and seem to be pushing the escarpments apart to allow passage of the roadway. The broad spans of the Yarra Bend Road and Yarra Boulevard overpasses which avoid the need for a central pylon are also noteworthy. All the overpasses read as imposing structures, in part because the roadways they span are extremely wide for the date of construction, and because they are visible from considerable distances of approach.

Cuttings and escarpments

The treatment of the escarpments formed through cuttings to facilitate the road alignment are also distinctive. They comprise exposed deep layers of ancient rock with mortared infill rockwork used sparingly to good effect to stabilise loose surfaces. Prior to this, the common treatment in a metropolitan setting was to either conceal the rock beneath shotcrete, or behind concrete grow screens with apertures to support climbing plants.

The exposed escarpment and mortared rockwork of Stage One influenced the design of the precast concrete sound barriers of Stage Three.

The texture and colours of the rockwork of the escarpments are also reported to have influenced the colour and finish of the interior of the Melbourne Concert Hall (now Hamer Hall) auditorium, at that stage being designed by John Truscott, who had returned to Melbourne in 1980 to undertake this commission.⁹

Lighting and landscaping

A series of tall, needle-like light poles occupy the freeway median as far as Bulleen Road, and also flank the roadway to either side, near the freeway entrance and exit points. The light poles appear to only be evident at one other metropolitan freeway; the West Gate Bridge where they were originally fitted with deflectors. In the context of lighting Melbourne freeways, the Eastern Freeway - Stage One light pole design is a particularly distinctive element of the freeway's design. Visible from the surrounding suburbs and from a considerable distance, the light poles mark the course of the freeway in the river valley.

The expansive landscaped setting of the Eastern Freeway - Stage One is a further point of difference from contemporary metropolitan freeways. This already existed in part due to the location of the road within the Yarra Bend National Park and Yarra River valley, rather than any deliberate thematic planting plan, with no evidence of a thematic planting plan located. That said, the design of the freeway landscaping was attributed to Rosa Nirán of the CRB Landscaping Section, established in 1973, as the Eastern Freeway - Stage One was under construction.

The rapid change of scene the motorist experiences as part of the journey; passing from the highly urbanised setting of Hoddle Street and Alexandra Parade to one verging on the pastoral, and vice

⁹ Fairfax, Vicki *A place across the river: they aspired to create the Victorian Arts Centre*, 2002, p. 181.

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versa, are unusual characteristics in metropolitan freeways in Melbourne. This transition is likely to have been more marked in 1977, than it is today.

Stage Two: Bulleen Road to Doncaster Road

Before Stage One was complete, planning was underway for an extension to Doncaster Road, within the Koonung Creek valley. The form of the roadway was markedly different to that of Stage One. The alignment comprised a four-lane (two in each direction) arterial road to a standard CRB road design. A standard concrete crash barrier separated the lanes of traffic, with no central median. The route of the Doncaster railway line was planned to travel along the centre of the roadway for approximately one kilometre before veering north-east in alignment with Kenneth Street Bulleen, and then going underground near Harold Street. The lack of a central median to accommodate a railway indicated that the commitment to the railway line had faltered. Instead, the concrete crash barrier supported standard T-form street lighting.

Stage Two of the Eastern Freeway opened to motorists in June 1982 and initially extended the freeway from Bulleen Road to Doncaster Road. Its construction – and that of Stage Three – were also controversial; residents of the suburbs through which the creek valley passed and who had in some cases oriented their houses to look into and across the valley, objected to the despoiling of the natural environs which had attracted them to the area in the first place. Residents had written to the Minister for Planning deploring the approach of the freeway, from as early as 1975.

The freeway's construction along the Koonung Creek valley required the undergrounding of the creek in sections, and as a compromise, the creek environs to either side of the freeway were landscaped as a formalised linear park with bicycle and walking tracks, eventually extending to Springvale Road.

Stage Three: Doncaster Road to Springvale Road

Contracts for the design and construction of the Eastern Freeway - Stage Three were let in 1994. Stage Three opened in 1997, extending the freeway to Springvale Road. The roadway passed between a series of award-winning architect-designed arc-form precast concrete sound barriers, and by a curved translucent Perspex sound wall, affording views of the Koonung Creek valley. At the same time, Stage Two was widened to three lanes in each direction as well as an emergency lane, and retrofitted with the precast concrete sound barriers in key locations. The sound barriers and the landscaping of the Koonung Creek valley were highly regarded in professional circles with the sound barriers receiving the Victorian Architecture Medal in 1998. But, in a sense, the result in terms of impact on the natural environment, was pyrrhic. Graeme Davison in *Car Wars* aptly summed up the situation:

Today the Eastern Freeway wends its way along the valley between miles of high earth barriers and artfully contoured glass and concrete sound walls. Boulders have been rolled into creeks to create ponds and waterfalls, a new home for yabbies and waterbirds. Cyclists pedal along a winding path between newly planted eucalypts and across the rustic wooden footbridges that now span the highway. But the bellbirds and whipbirds have departed, and, despite the tonnes of insulating earth and concrete, there is nowhere in the valley that the dull hum of traffic cannot be heard.¹⁰

¹⁰ Davison, Graeme *Car Wars*, 2004, p. 233.

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In 2007, the Eastern Freeway was extended to Ringwood as part of the Eastlink Tollway project. The roadway was tunnelled beneath the Mullum Mullum creek east of Mitcham Road, leaving the creek valley largely intact.

CONSTRUCTION DETAILS

Architect name: Bridges by H Bruce Day, Engineer (MMBW/CRB)

Construction started date: 1972 (Stage One) 1980 (Stage Two) 1993 (Stage Three)

Construction ended date: 1977 (Stage One) 1982 (Stage Two) 1997 (Stage Three)

VICTORIAN HISTORICAL THEMES

03 Connecting Victorians by transport and communications

- 3.1 Establishing pathways
- 3.4 Linking Victorians by road in the 20th century

06 Building towns, cities and the garden state

- 6.2 Creating Melbourne
- 6.3 Shaping the suburbs

07 Governing Victorians

- 7.2 Struggling for political rights
- 7.3 Maintaining law and order

PHYSICAL DESCRIPTION

The Eastern Freeway - Stage One extends from a point just east of Hoddle Street, Clifton Hill/Abbotsford and traverses the Yarra Bend National Park, and further east to Bulleen Road. Later stages extended it to Springvale Road, Donvale at which point it merges with the Eastlink Tollway.

The Eastern Freeway - Stage One begins at Hoddle Street. Heading in an easterly direction, vehicles pass over and under several concrete bridges and overpasses. The roadway width is five lanes plus an emergency lane in each direction, as far as Chandler Highway. From this point it reduces to four lanes plus an emergency lane in each direction, to Bulleen Road.

In order, from west to east, these are the Hoddle Street roadway bridge, the Clifton Hill railway lines bridge which incorporates a train marshalling yard, and the Trenerry Crescent pedestrian overpass. From this point the roadway veers northwards and passes over the Merri Creek via the twin Merri Creek road bridges, then under the Yarra Bend Road bridge, passes over the twin Yarra River road bridges and then straightens its course to pass beneath the Yarra Boulevard Road bridge. The roadway continues beneath the Chandler Highway road bridge, the Belford Road bridge, Burke Road bridge, the Columba Street bridge, and continues further east, by travelling under the Bulleen Road bridge. The bridges, with the exception of the Hoddle Street bridge, the railway bridge and the Trenerry Crescent pedestrian overpass were designed by engineer H Bruce Day, of the MMBW and later the CRB. The freeway offers views to surrounding areas in Clifton Hill, Yarra Bend and Kew, before passing through a series of cuttings and travelling the majority of its length at a position slightly below grade. This means that several of the aforementioned road bridges are at a moderate to high level and buttressed from distinctive natural rock escarpments in which unstable rock has been replaced by sections of mortared rockwork. This is particularly evident at Belford Road Kew East, Columba Street Balwyn North, and to a lesser extent at Yarra Bend Road and Yarra Boulevard. Landscaping using Australian native plantings are a characteristic of the first stage of the freeway.

The dual carriageways are divided by a wide grassed median strip. Tall, needle-like light poles support lamps at high level and are set at the centre of the median / rail reservation, and to the sides of the on and off ramps.

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The Eastern Freeway has been extended in two additional stages. Stage Two opened in 1982 and extended the freeway to Doncaster Road. Stage Three opened in 1997 and extended the freeway to Springvale Road.

INTEGRITY/INTACTNESSIntactness

The Eastern Freeway - Stage One retains a moderate to high level of intactness. Changes which have occurred since its opening in 1977 include the widening of the roadway as it divides, east of Hoddle Street, directing traffic off the freeway at Hoddle Street or beneath the Hoddle Street overpass and on to Alexandra Parade. The addition of timber sound barriers at various points along the alignment and the installation of tensioned wire crash barriers to the central grassed median have also taken place. Some native plantings have also been sown in the median immediately east of the Hoddle Street bridge, extending to the Merri Creek road bridges, and adjoining the Yarra River road bridges. The overpass at Bulleen Road has also been altered as part of the construction phase of Stage Two to facilitate the movement of traffic further east. The Eastern Freeway - Stage One retains a high level of intactness to its date of completion in 1977. (November 2019)

Integrity

The Eastern Freeway - Stage One retains a high level of integrity and its form and fabric expresses its original function and use. The cultural values of the place are easily read in the extant fabric. (November 2019).

Condition

The place is in good condition (November 2019).

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COMPARISONS

There are currently no freeways included in the Victorian Heritage Register. There are major roads including Royal Parade (VHR H 2198), St Kilda Road (VHR H2359) and the Great Ocean Road (VHR H2261). There are also roads which are incidental to a registered place, such as the Bacchus Marsh Avenue of Honour (VHR H2238) and the Avenue of Honour and Arch of Victory at Ballarat VHR H2089), where the significance is related to the role of commemoration.

Melbourne Metropolitan Freeways (not in the VHR)

Former South-Eastern Freeway

The first stage of the South-Eastern Freeway was the only realised section of an inner-city ring road recommended in the Melbourne Metropolitan Planning Scheme of 1954. It opened in June 1962 and commenced at Swan Street, carried a pair of two-lane carriageways across Punt Road via the Morshead Overpass, and terminated at Barkly Avenue Burnley. The designer of the Morshead Overpass and the Gardiners Creek elevated roadway of Stage Two was H Bruce Day, engineer and designer of most of the Eastern Freeway - Stage One bridges. Stage Two of the South-Eastern Freeway opened in 1969 and extended the freeway to Toorak Road. Stage Three opened in 1989 as a four-lane arterial road, from Toorak Road to Warrigal Road with signalised intersections at Tooronga and Burke Roads, and High Street and Warrigal Road. This road project was undertaken by the Cain Labor government, who determined a controlled arterial road would be more palatable to the blue-ribbon Liberal suburbs it passed through. The Kennett Liberal government was elected in 1992 and replaced the signalised intersections with overpasses and awarded tenders for the City Link Project; linking South-Eastern Freeway, West Gate Freeway and the Tullamarine Freeway via a toll road, tunnels and new river crossing. The South-Eastern Freeway is now known as the Monash Freeway and has been modified and extended as demand has dictated since the opening of the first stage nearly sixty years ago.



Monash Freeway

Former Tullamarine Freeway

The Tullamarine Freeway (F81) was constructed in stages from the middle 1960s, to link the central business district with the Tullamarine Jetport, then under construction. Like the South-Eastern Freeway, its planning and construction was well-advanced by the time of the launch of the 1969 Transportation Plan. The first short length of the roadway provided an approach road to the Jetport from Mickleham road and comprised two lanes in each direction, and an emergency lane. Between 1967 and 1970 extensions to Bell Street were completed and the freeway was formally opened by Henry Bolte, Premier of Victoria in February 1970. The section between Flemington Road and

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Moreland Road reduced the Moonee Ponds Creek to a concrete culvert running alongside the freeway. Some measures were undertaken to ameliorate visual impacts by incorporating native tree plantings and shrubs to the grassed embankments, which, according to historian Professor Graeme Davison, were designed by the noted landscape architect Ellis Stones (1895-1975).¹¹ These elements were removed due to road widening in the 1990s. The Tullamarine Freeway has been widened on at least two occasions and was incorporated into the Citylink Toll Road project interconnecting it with the Monash and West Gate Freeways.



Tullamarine Freeway

Westgate Freeway

Originally conceived as the Lower Yarra Freeway, and designated the F9 Freeway corridor in the 1969 Transportation Plan, the first section of the West Gate Freeway constructed between 1968 and 1971 interconnected the Princes Highway with Williamstown Road in Spotswood. It followed an electrical transmission line reservation and opened to traffic in 1971. In 1970 while the roadway was under construction, spans of the West Gate Bridge with which it was to interconnect collapsed with the loss of 35 lives. Construction re-commenced in 1972 and the Bridge opened in 1978. The West Gate Elevated Highway received international acclaim for its advanced post-tensioned balanced cantilever construction requiring over 2000 precast prestressed concrete segments, each of which were of different forms, because of the elevated roadway's complex geometry. The West Gate Freeway today interconnects with Citylink at Power Street from which point it becomes a toll road and enters the Burnley Tunnel to merge into the Monash Freeway at Burnley.



Westgate Freeway

¹¹ Davison, Graeme *Car Wars*, 2004, p. 246.

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Mulgrave Freeway

The first section of the Mulgrave Freeway opened in 1972, linking the South Gippsland Highway at Hallam with Stud Road, Dandenong North. The second section of the freeway, opened in 1974 and provided direct access to VFL Park, (Waverley Park) (VHR H1883) which had opened in 1970. It progressively extended city-wards to terminate at Warrigal Road in 1981. Initially two lanes in each direction with emergency lanes, the freeway opened up land for suburban development, with several new suburbs established at this time, including Mulgrave, Wheelers Hill and Endeavour Hills. In 1994 the South-Eastern Freeway/Arterial Road connected with the Mulgrave Freeway via a new overpass at Warrigal Road.



Mulgrave Freeway

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Regional Freeways (not in the VHR)

Maltby Bypass (Geelong Freeway)

The Maltby Bypass, named for the Commissioner for Public Works and MLA Sir Thomas Maltby, was opened by the Premier Henry Bolte on 16 June 1961. The Maltby Bypass, now part of the Princes Freeway was a ten kilometre multi-lane roadway constructed to remove traffic from the centre of the then town of Werribee on the Princes Highway. Comprising two dual lane carriageways separated by a wide grassed median, a provision for an extra lane in each direction was incorporated into the design. The central median was designed to be grassed and planted to provide a screen against traffic glare. Its construction also entailed building three overpass bridges at Sneydes, Duncans and Farm Roads and a new bridge crossing across the Werribee River. The road alignment for most of its length followed the Main Outfall Sewer (VHR H1932), veering off the Princes Highway near the present-day suburb of Hoppers Crossing, traversing the State Research Farm and bordering the Werribee Park estate, before rejoining the Princes Highway at Cocoroc.



Maltby Bypass

Western Freeway

The Western Freeway was constructed incrementally, partly over the footprint of the Western Highway (Ballarat Road), from the mid-1960s. Milestones included the construction of the then 'Western By-pass Road' at Pykes Creek Reservoir in 1969, and the bypass of Bacchus Marsh, a roadway of nearly ten kilometres in length opened by the Premier Henry Bolte in June 1972. Bypasses of the towns of Myrniong (1975), Ballan (1978), Wallace and Bungaree (1983) and Melton (1987-88) followed, with the Ballarat Bypass completed in stages between 1993 and 1998. The present alignment commences at the intersection of the Ballarat Road Western Highway and the Deer Park Bypass and runs to a point just east of Beaufort.



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Major roads in the Victorian Heritage Register

Roads included in the Victorian Heritage Register include Royal Parade (VHR H2198) and St Kilda Road (VHR H2359), both nineteenth century urban boulevards developed from earlier tracks, and the Great Ocean Road (VHR H2261), post-World War I commemoration and employment project, and a tourist road. None of these roads are directly comparable with the Eastern Freeway - Stage One. Royal Parade and St Kilda Road were conceived before the invention of the automobile, and the Great Ocean Road opened at the beginning of the era of motor touring.

Royal Parade (VHR H2198)

Royal Parade is of historical and aesthetic significance to the State of Victoria. It is historically significant as the road to Sydney from the mid-nineteenth century and as Melbourne's traditional entrance from the north. It is also historically significant as its multiple avenues demonstrate technical developments in the planning movement worldwide which led to the separation of fast and slow traffic and different types of traffic, by plantations. Royal Parade is also aesthetically significant as one of Victoria's finest boulevards. In the early twentieth century it was recreated as a major example of the 'city beautiful' planning movement, characterised by its multi-lane layout and the introduction of the four linear plantations of English Elms.



Royal Parade

St Kilda Road (VHR H2359)

St Kilda Road is of historical and aesthetic significance to the State of Victoria. It is historically significant as one of Melbourne's longest and grandest thoroughfares. Dating from the 1850s, St Kilda Road was developed into a magnificent tree-lined boulevard during the late nineteenth century and was the location of some of Victoria's major public institutions. St Kilda Road is a fine and representative example of a boulevard. It was one of Melbourne's first main roads to be laid out as a boulevard around 1889 and is the longest metropolitan boulevard in Melbourne. It is of aesthetic significance as a broad and stately thoroughfare, with its intact and impressive plantings of mature Elm and Plane trees beautifying the southern access to the city.



St Kilda Road

Name: Eastern Freeway - Stage One
Hermes Number: 204090

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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Great Ocean Road (VHR H2261)

The Great Ocean Road is of historical, archaeological and aesthetic significance to the State of Victoria. It is historically significant as a tangible reminder of the work undertaken from 1919 to 1932 by 3000 repatriated ex-servicemen to honour their fellow soldiers and sailors from World War I. It is also significant for its provision of access to popular places for recreation and leisure since the 1930s. The Great Ocean Road is of archaeological significance for its potential to contain features, deposits and/or relics associated with the construction and occupation of campsites and toll booths that will contribute to an understanding of the construction and operation of the Great Ocean Road. It is of aesthetic significance as a sinuous road winding through dramatic topography.



The Great Ocean Road

Summary of Comparisons

The Eastern Freeway - Stage One is one of several metropolitan freeway and regional road projects instigated and constructed in the years before and after the 1969 Melbourne Transportation Plan. Like other roads constructed during this period, the Eastern Freeway - Stage One provides a vehicular connection to Melbourne.

More than any other freeway, the Eastern Freeway - Stage One demonstrates the changing view towards freeway design during the 1960s and 1970s and the growing awareness that the design and construction of freeways required the consideration of aesthetic and environmental matters alongside the consideration of safety, utility and economy. This new way of thinking reflected and reacted to the community opposition to freeways at the time and informed the development and design of all future freeways in Victoria. The Eastern Freeway - Stage One survives substantially intact. It readily demonstrates the early development of the freeway in Victoria, as well as a pivotal moment in freeway design.

Name: Eastern Freeway - Stage One
Hermes Number: 204090

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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KEY REFERENCES USED TO PREPARE ASSESSMENT

W K Anderson, *Roads for the People: a history of Victoria's roads*, Hyland House, 1994.

Australian Independence Movement, *Barricade! The resident fight against the F19 freeway*, Australian Independence Movement, 1978.

Graeme Davison, *Car wars: how the car won our hearts and conquered our cities*, Allen & Unwin, 2004.

H Bruce Day, *Eastern freeway structures general principles of design*, Paper presented to the IEA Victoria Division Structural Branch Meeting, September 1974.

Max Lay, *Melbourne miles: the story of Melbourne's roads*, Australian Scholarly publishing, 2003.

Lovell Chen, *Eastern Freeway (Stage 1) Nomination to Victorian Heritage Register – Supporting Documentation*, Prepared for Department of Transport, July 2019.

Wilbur Smith & Associates, Len T Frazer & Associates, *Melbourne transportation study*, Metropolitan Transportation Committee, 1969.

Victoria. Town and Country Planning Board, *Statement of Planning Policy, No. 5 Highway Areas 1973*, 1973.

Name: Eastern Freeway - Stage One
Hermes Number: 204090



Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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ADDITIONAL IMAGES

Views of the Eastern Freeway – Stage One from Bulleen Road to Hoddle Street



2019, Bulleen Road exit, looking east.



2019, View from Columba Street overpass, looking west.

Name: Eastern Freeway - Stage One
Hermes Number: 204090



Environment,
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and Planning

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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2019, Columba Street overpass, North Balwyn.



2019, Exposed escarpment and mortared rock infill,
just east of the Columba Street overpass, North Balwyn.

Name: Eastern Freeway - Stage One
Hermes Number: 204090

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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2019, Exposed escarpment looking south to Hays Paddock, Kew East.



2019, Burke Road overpass, Looking northwest.

Name: Eastern Freeway - Stage One
Hermes Number: 204090

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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2019, Belford Road overpass at Kew East.



2019, Yarra Bend Road overpass looking northwest.

Name: Eastern Freeway - Stage One
Hermes Number: 204090



Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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2019, Chandler Highway overpass.



2019, Looking west from Belford Road overpass towards the city.

Name: Eastern Freeway - Stage One
Hermes Number: 204090

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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2019, Looking east from Yarra Bend Road Bridge.



2019, Looking west from Yarra Bend Road bridge.

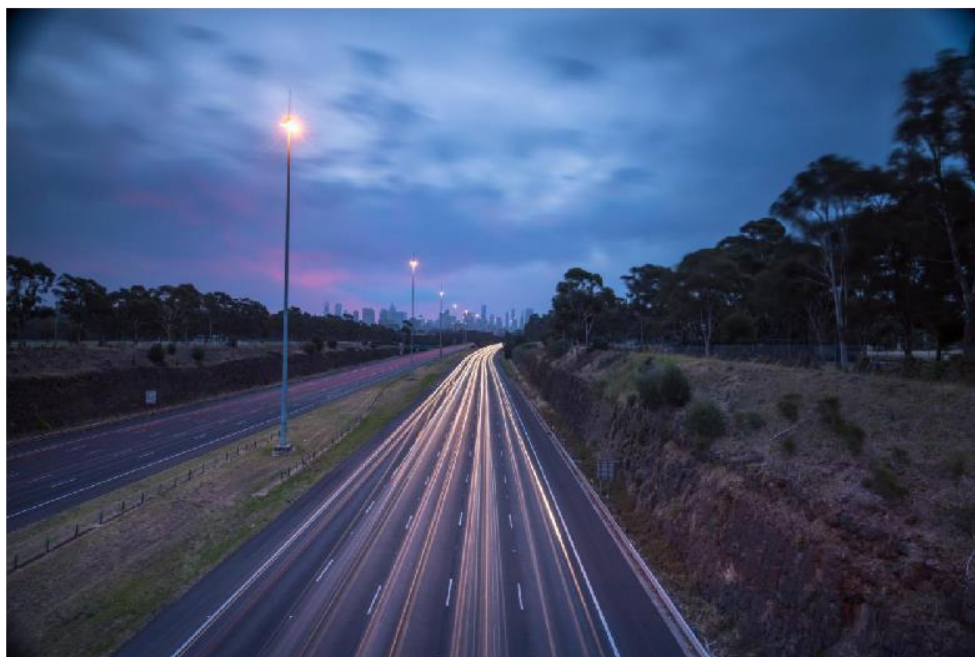
Name: Eastern Freeway - Stage One
Hermes Number: 204090



Environment,
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Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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Night view from Yarra Bend Road bridge, looking west.

Name: Eastern Freeway - Stage One
Hermes Number: 204090



Environment,
Land, Water
and Planning

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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c.1980, The Chandler Highway bridge is in the middle ground.

Name: Eastern Freeway - Stage One
Hermes Number: 204090

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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c. 1977, Alexandra Parade plantation,
looking east from a point thought to be just west of Gold Street.
Source: Picture Victoria.



November 1977, Police dismantling the barrier at Wellington Street and Alexandra Parade
ahead of the Freeway's opening.

Source: Barricade: the resident fight against the F19 Freeway

Name: Eastern Freeway - Stage One
Hermes Number: 204090



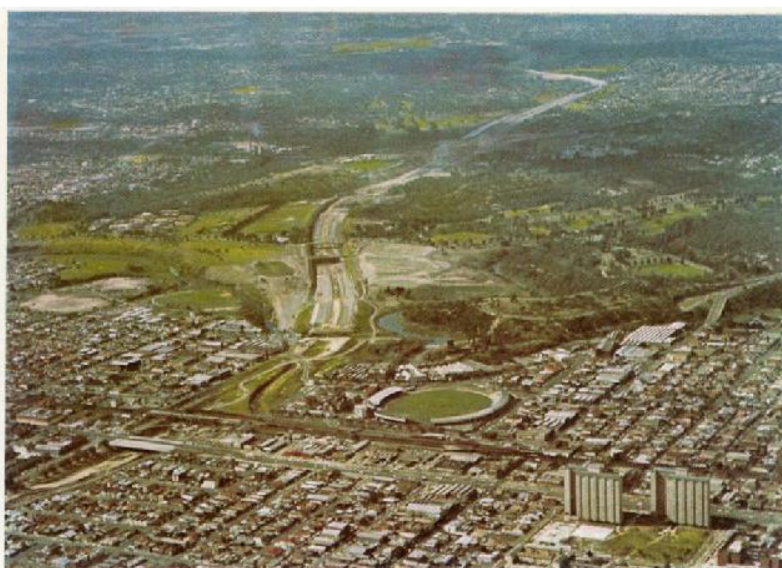
Environment,
Land, Water
and Planning

Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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1976, Belford Road Bridge, prior to the opening of the Eastern Freeway - Stage One.
Source: National Archives of Australia.



The Eastern Freeway under construction.

c. 1974, The Eastern Freeway - Stage One looking east from Collingwood.

Name: Eastern Freeway - Stage One
Hermes Number: 204090



Environment,
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Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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c. 1972, The Eastern Freeway - Stage One under construction, looking towards the city. The Chandler Highway alignment is in the foreground with Willsmere to the left.

Source: National Archives of Australia



c. 1972, Looking west to Alexandra Parade, just west of Hoddle Street

Source: Picture Victoria

Name: Eastern Freeway - Stage One
Hermes Number: 204090



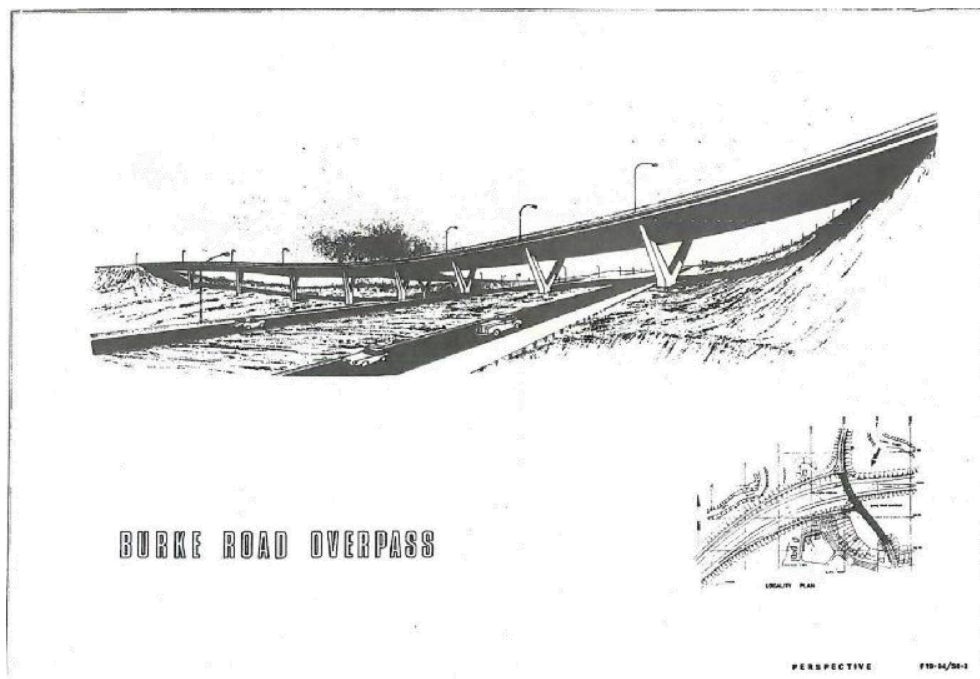
Environment,
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Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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n.d., The Yarra Boulevard Road bridge under construction, with the pylon of the Yarra River bridges in the foreground.
Source: National Archives of Australia.

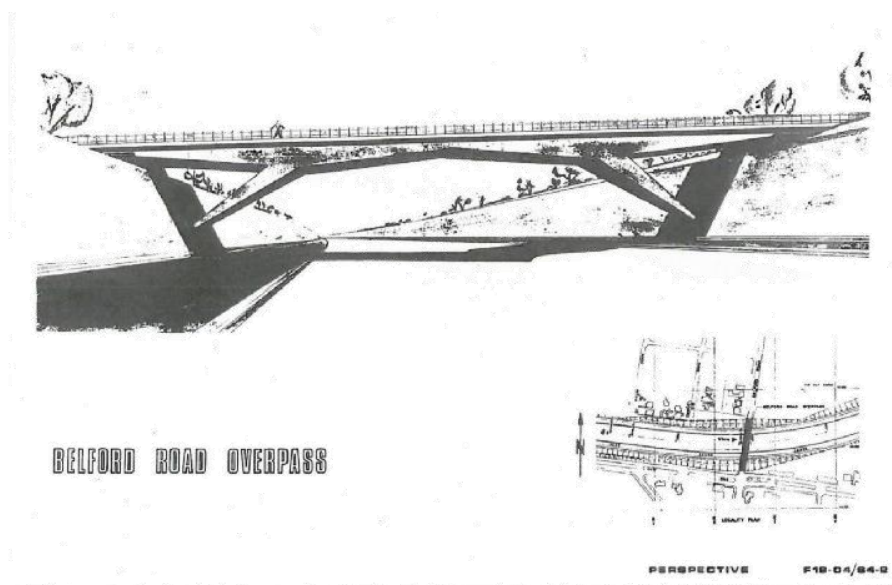


1972, Burke Road overpass.
Source: Eastern Freeway Structures: General Principles of Design

Name: Eastern Freeway - Stage One
Hermes Number: 204090

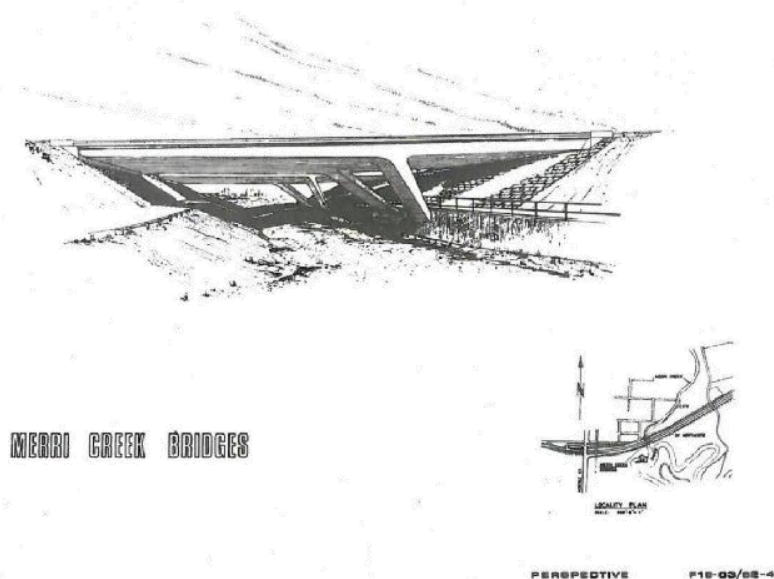
Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

47



1972, Belford Road overpass.

Source: Eastern Freeway Structures: General Principles of Design.



1972, Merri Creek bridges.

Source: Eastern Freeway Structures: General Principles of Design

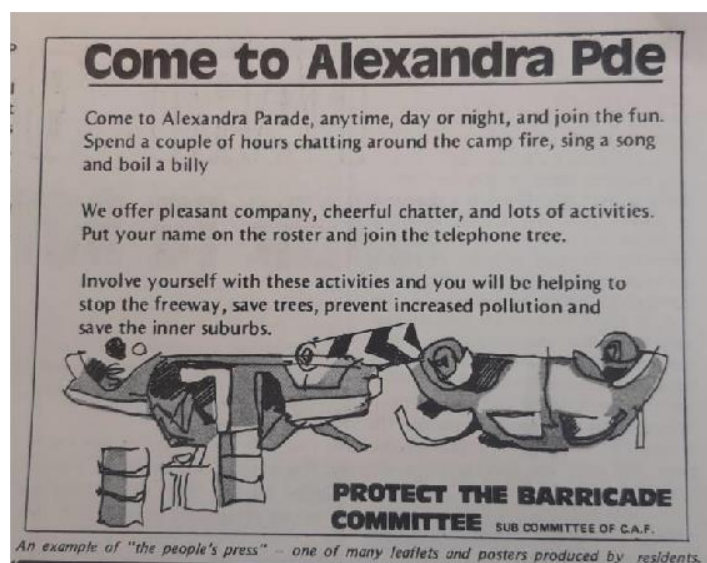
Name: Eastern Freeway - Stage One
Hermes Number: 204090



Environment,
Land, Water
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Attachment 1 - ED HERITAGE VIC RECOMMENDATION - Include Eastern Freeway Stage One on the VHR

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n.d., Flyer advocating peaceful action at the barricade site.

Source: Barricade: the resident fight against the F19 Freeway



26 June 1969, Project announcement in the Herald.

Name: Eastern Freeway - Stage One
Hermes Number: 204090



Environment,
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11.7 Executive Director Heritage Victoria's Recommendation to the Heritage Council of Victoria on Yarra Bend Park, Yarra Bend Road Fairfield

Reference: D20/109653

Authoriser: Group Manager Chief Executive's Office

Purpose

1. To update Councillors about Executive Director Heritage Victoria's recommendation to include Yarra Bend Park in Fairfield on the Victorian Heritage Register (VHR); and the process for its consideration by the Heritage Council of Victoria.

Background

2. On 24 January 2020, Executive Director Heritage Victoria (ED Heritage Victoria) made a recommendation to the Heritage Council of Victoria that Yarra Bend Park be included in the Victorian Heritage Register (VHR) under the Heritage Act 2017 [Section 37(1)(a)] as:
 - (a) Registered Place; and
 - (b) Registered Archaeological Place.
3. The extent of the proposed registration includes all of the land outlined in yellow in the diagram below including the land, archaeological features, buildings and structures, roads, trees, landscape elements and other features.

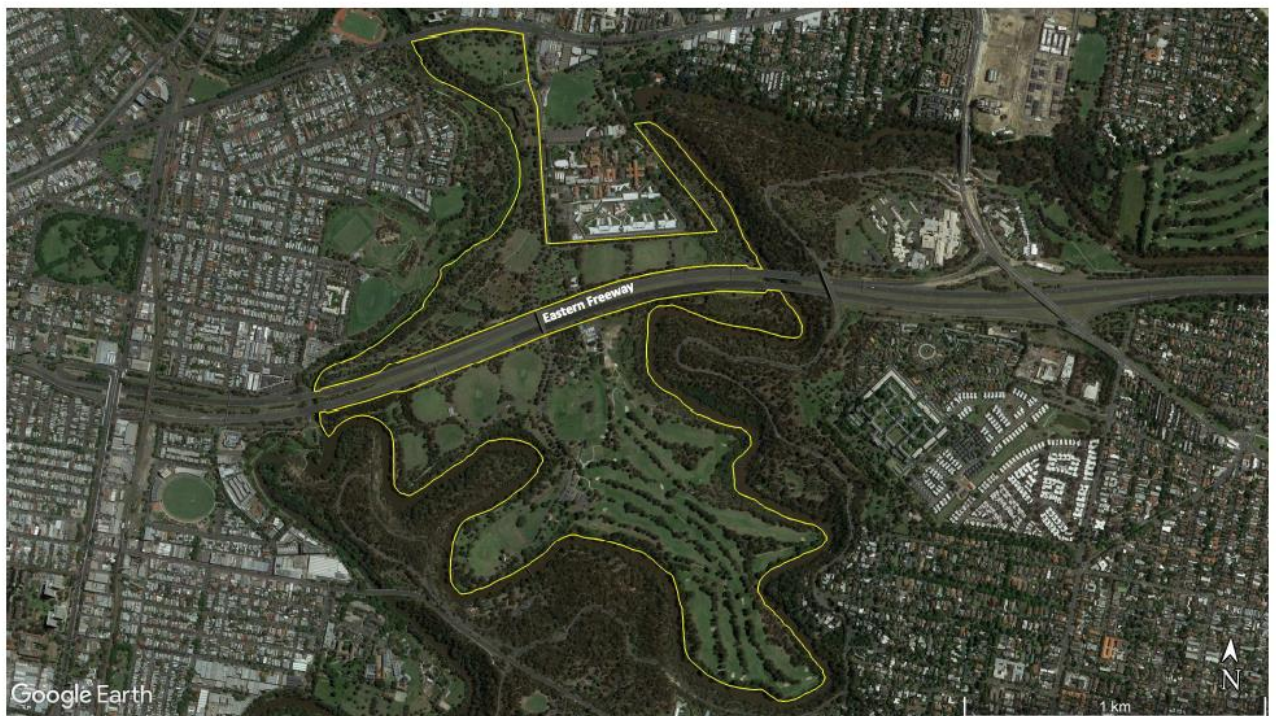


Figure 1: 2019 Google Earth image showing proposed extent of Yarra Bend Park (yellow).

4. The written extent of the land includes Crown Allotments 113F, 113J, 113L, 113M, 113N, 113P, 113Q Parish of Jika and part of Crown Allotment 113E Parish of Jika Jika.
5. Yarra Bend Park is characterised by open parkland and recreational areas including a golf course and club house, sporting ovals, picnic areas, playgrounds, Parks Victoria administration buildings, fly fishing ponds, a plant nursery and walking tracks.

6. The place is bounded by Heidelberg Road to the north, the Yarra River to the south, east and west, and the Merri Creek to the west. It is bisected by the Eastern Freeway. The land also contains areas of known and likely archaeological deposits and sufficient land to reflect the history and protect the cultural heritage significance of the place.
7. It encompasses areas of post-contact Aboriginal and non-Aboriginal significance, including the Merri Creek Protectorate Station, Merri Creek Aboriginal School and the Native Police Corps Headquarters (1842-1852); and includes the grounds of the former Yarra Bend Lunatic Asylum, including areas adapted by the asylum, and/or later re-used by subsequent government institutions and for associated recreational activities.
8. It excludes areas reserved by the Fairfield Hospital (VHR1878) (c.1901) and Fairfield Park (c.1912), which co-existed with, but demonstrated a clear physical and thematic separation from the Yarra Bend Asylum during the years of its operation (c.1848-1927).
9. ED Heritage Victoria's assessment of the place against the tests set out in The Victorian Heritage Register Criteria and Thresholds Guidelines (2014) suggests that Yarra Bend Park is likely to satisfy a number of criterion for its significance at the State level; for the following reasons.

Criterion A: Importance to the course, or pattern, of Victoria's cultural history

10. Yarra Bend Park, through the physical fabric and archaeological and documentary evidence, allows the association with the various government institutions formerly located at the place, and with the development of active and passive recreational activities to be understood better than most other places with substantially the same associations.
11. The government initiated and/or operated institutions at the place were among the earliest in Victoria, and archaeological evidence has the potential to provide a better understanding of this phase of Victoria's history.
12. Infrastructure to support recreational activities has developed over time and demonstrates the changing approach to recreation during the twentieth century.

Criterion B: Possession of uncommon, rare or endangered aspects of Victoria's cultural history

13. Yarra Bend Park has a clear association with the early development of government initiated and/or operated institutions in Victoria. This association is evident in the physical fabric of the place, archaeological remains and in documentary evidence. Yarra Bend Park is an uncommon example of an expansive inner-city area which was the location of various institutions from the 1840s to the 1990s. It has remained largely undeveloped since the demolition of the nineteenth century buildings in the 1920s. Because of this, there is a strong likelihood that the place retains significant archaeological evidence that is not widely replicated at other places.

Criterion C: Potential to yield information that will contribute to an understanding of Victoria's cultural history

14. Yarra Bend Park has the potential to provide knowledge relating to various government institutions, including the former Merri Creek Protectorate Station, Merri Creek Aboriginal School, Native Police Corps Headquarters and the Yarra Bend Lunatic Asylum, Fairhaven Venereal Disease Clinic and Fairlea Women's Prison. The information likely to be yielded through archaeological investigation, will meaningfully contribute to an understanding of Victoria's early history and is not already well documented or readily available from other sources.
15. Further details of the assessment can be found at Attachment 1.
16. Officers support the assessment of heritage significance of Yarra Bend Park by Heritage Victoria under various criteria.

External Consultation

17. Public exhibition of the recommendation of ED Heritage Victoria and registration process is being managed by Heritage Victoria and Heritage Council of Victoria.
18. A public notice of the recommendation was published online on the Heritage Council of Victoria's website and in the Age of 24 January 2020.
19. The advertising period to make any submissions closed on 23 March 2020.
20. Council was also notified about the recommendation of the ED Heritage Victoria and its public exhibition.
21. Council has not made any submission.
22. Heritage Council of Victoria, has notified Yarra City Council (as an interested party) about the submissions made by Yarra Bend Golf Club and North East Link Project.
23. Yarra Bend Golf Club's submission focuses on the Specific Exemptions (page 21-Attachment 1) and includes that it should be amended to provide more realistic guidance for future expectations of the potential for sub surface archaeological deposits.
24. North East Link Project's submission seeks amendment to the boundary of Yarra Bend Park's registration so that it does not overlap with the extent of registration of the Eastern Freeway – Stage 1.
25. The submissions can be provided to councillors to be viewed if required.
26. Heritage Council of Victoria has informed that:
 - (a) a Registrations Hearing is likely to be scheduled when the Covid19 restrictions ease;
 - (b) as an interested party, Yarra City Council will be informed about the Directions Hearing and Registrations Hearing when the dates are finalised; and
 - (c) Council will have an opportunity to attend the hearing.

Internal Consultation (One Yarra)

27. The information about this nomination was provided to the following units/departments of the Council for their feedback.
 - (a) Buildings and Asset Management;
 - (b) Recreation and Leisure Services;
 - (c) Open Space planning and Design;
 - (d) Open space services; and
 - (e) City Works.
28. The internal consultation has informed that:
 - (a) Parks Victoria is responsible for the overall management of the Yarra Bend Park, its sporting and recreation facilities and Yarra City Council is only a part of the management committee; and
 - (b) Council is responsible for the northern section of the Yarra Bend Road, drain and trees along the road reserve which are within the proposed extent of registration.
29. Permit exemption criterion on pages 20-24 of Attachment 1 include aspects of routine maintenance of landscaping, safety and security, events, road and car park infrastructure etc.; any new works would need to follow Heritage Victoria's standard permit processes.
30. The internal consultations have not raised any major concern for the Council, related to the proposed registration, permit requirements or exemption criterion.

Financial Implications

31. There are no immediate financial implications to the Council related to this registration.

Economic Implications

32. There are no significant adverse economic impacts to the Council.

Sustainability Implications

33. There are no adverse sustainability impacts.

Climate Emergency Implications

34. There are no known climate emergency impacts to the Council.

Social Implications

35. There are no adverse social impacts to the Council relating to this registration.

Human Rights Implications

36. There are no known significant human rights implications of this registration.

Communications with CALD Communities Implications

37. This is a part of an external agencies' work, Council does not have any direct responsibilities.

Council Plan, Strategy and Policy Implications

38. Inclusion of Yarra Bend Park on the VHR would be a higher degree of heritage protection which would further facilitate Yarra's Heritage Strategy objectives.

Legal Implications

39. The proposed registration would mean that under the Victorian Heritage Act if a person/group or organisation wishes to undertake works or activities in relation to a registered place or a registered object, they must apply to the Executive Director, Heritage Victoria for a permit.
40. If an owner/person is uncertain whether a heritage permit is required, it is recommended that Heritage Victoria be contacted.
41. Under the Heritage Act 2017 permits are required for any works or activities which alter the place or object, unless a permit exemption is granted. This applies to all parts of the registered place including fabric associated with Aboriginal and non-Aboriginal cultural heritage values.
42. If this place is registered under both the Heritage Act 2017 and the Aboriginal Heritage Act 2006 the requirements of both Acts need to be met.
43. To establish whether this place is registered under the Aboriginal Heritage Act 2006 please contact Aboriginal Victoria. If works are proposed which have the potential to disturb or have an impact on Aboriginal cultural heritage it is necessary to contact Aboriginal Victoria to ascertain any requirements under the Aboriginal Heritage Act 2006.
44. If any Aboriginal cultural heritage is discovered or exposed at any time it is necessary to immediately contact Aboriginal Victoria to ascertain requirements under the Aboriginal Heritage Act 2006.
45. Yarra City Council, would need to comply with the provisions of the Victoria Heritage Act and Aboriginal Heritage Act 2006 to the extent of Council works on the land under the VHR or VAHR.
46. Council also has management obligations for its roads and associated infrastructure under the Road Management Act.

Other Issues

47. Yarra's Leisure Services have been working with Parks Victoria (The Principal) and Sport and Recreation Victoria on the Fairlea Sports Precinct within Yarra bend Park, a project entirely funded by Sport and Recreation Victoria, as part of the Inner-City Netball Program, a State government election commitment.

48. A key expected outcome of that project is to activate an underutilised section of Yarra Bend Park in the Fairlea precinct with eight new netball courts, a shared-use pavilion, upgrades to a satellite pavilion (toilets) and other improvements including landscaping, car parking and bike racks.
49. The project is due for completion in 2021.
50. Once complete, the City of Yarra will manage the site for Parks Victoria.
51. The inter agency Project Working Group on the above project had been advised of the ED Heritage Victoria's recommendation.
52. A submission has been made by Yarra Bend Golf Club to the Heritage Council of Victoria (refer para 23 of this report).

Options

53. Option 1: Council writes a letter to the Heritage Council of Victoria in support of the ED Heritage Victoria's recommendation.
54. Option 2: Council does not write any letter, observes the Registration's Hearing process and waits for Heritage Council of Victoria's decision.

Conclusion

55. Option 2 above would be preferable for the following reasons:
 - (a) Council does not have significant responsibility for the management of Yarra Bend Park and officers have not identified any adverse impact to Council if Yarra Bend Park's registration in the VHR is approved; and
 - (b) Submissions made by Yarra Bend Park Golf Club and North East Link Authority have sought further clarifications to some aspects of the registration and related conditions as discussed previously.

RECOMMENDATION

1. That Council:
 - (a) note the report;
 - (b) note that Heritage Victoria has advised that a Registrations Hearing by video conference is proposed on 7 September 2020;
 - (c) note that submissions made by Yarra Bend Park Golf Club and the North East Link Authority have sought further clarifications to some aspects of the registration and related conditions; and
 - (d) note that Council does not have significant responsibility for the management of Yarra Bend Park and officers have not identified any adverse impact to Council if Yarra Bend Park's registration in the VHR is approved.

CONTACT OFFICER: Richa Swarup
TITLE: Senior Advisor City Heritage
TEL: 9205 5149

Attachments

- 1 [↓](#) ED HERITAGE VICTORIA - Recommendation to include Yarra Bend Park on the VHR

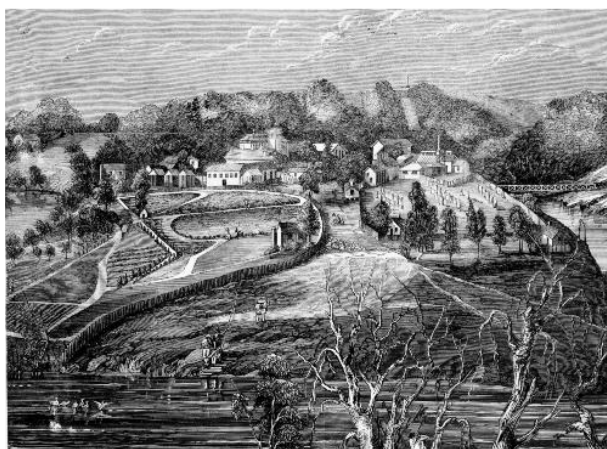
Attachment 1 - ED HERITAGE VICTORIA - Recommendation to include Yarra Bend Park on the VHR

1

Recommendation of the Executive Director and assessment of cultural heritage significance under Part 3, Division 3 of the *Heritage Act 2017*

HERITAGE
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HERITAGE
VICTORIA

Name	Yarra Bend Park
Location	Yarra Bend Road, Fairfield, City of Yarra
Provisional VHR Number	PROV H2398
Provisional VHR Categories	Registered Place/Registered Archaeological Place
Hermes Number	5968
Existing Heritage Overlay	City of Yarra, HO147, HO300, HO301, HO302 and HO307



1868, Yarra Bend Asylum for the Insane.

EXECUTIVE DIRECTOR RECOMMENDATION TO THE HERITAGE COUNCIL:

That Yarra Bend Park be included in the Victorian Heritage Register under the *Heritage Act 2017* [Section 37(1)(a)] as:

- Registered Place
- Registered Archaeological Place

This report may contain images and/or names of Aboriginal and Torres Strait Islander people who are now deceased.

STEVEN AVERY

Executive Director

Recommendation Date: Monday 20 January 2020

Advertising Period: Friday 24 January 2020 – Monday 23 March 2020

This recommendation report has been issued by the Executive Director, Heritage Victoria under s.37 of the *Heritage Act 2017*.

Name: Yarra Bend Park
Hermes Number: 5968



Environment,
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Attachment 1 - ED HERITAGE VICTORIA - Recommendation to include Yarra Bend Park on the VHR

2

EXTENT OF NOMINATION

Date that the nomination was accepted by the Executive Director

19 September 2019.

Written extent of nomination

All of the land in yellow, as shown in Figure 1.

Nomination extent diagram



Figure 1: 2019 Google Earth image showing proposed extent of Yarra Bend Park (yellow).

Is the extent of nomination the same as the recommended extent?

Yes.

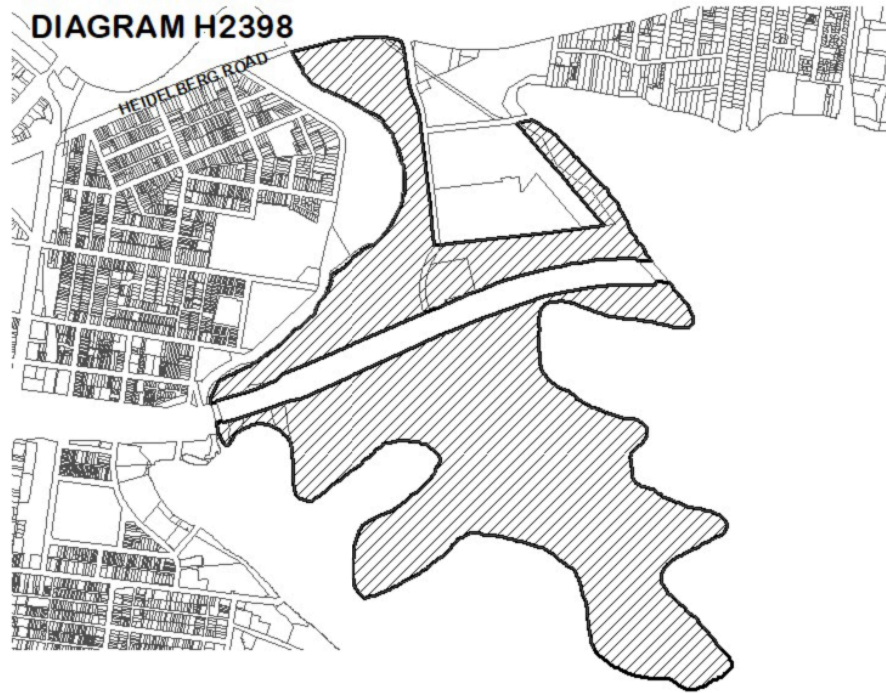
Name: Yarra Bend Park
Hermes Number: 5968

Attachment 1 - ED HERITAGE VICTORIA - Recommendation to include Yarra Bend Park on the VHR

3

RECOMMENDED REGISTRATION

All of the place shown hatched in Diagram 2398 encompassing all of Crown Allotments 113F, 113J, 113L, 113M, 113N, 113P, 113Q Parish of Jika Jika and part of Crown Allotment 113E Parish of Jika Jika.



The recommended extent of registration of Yarra Bend Park in the Victorian Heritage Register affects the whole place shown on Diagram 2398 including the land, archaeological features, buildings and structures, roads, trees, landscape elements and other features. This contains areas of known and likely archaeological deposits and sufficient land to reflect the history and protect the cultural heritage significance of the place.

Name: Yarra Bend Park
Hermes Number: 5968

Attachment 1 - ED HERITAGE VICTORIA - Recommendation to include Yarra Bend Park on the VHR

4

RATIONALE FOR EXTENT

The proposed extent:

1. Is naturally bounded by the Yarra River (south, east and west), Merri Creek (west) and Heidelberg Road (north), and includes the land historically reserved for government/public use.
2. Encompasses areas of post-contact Aboriginal and non-Aboriginal significance, including the Merri Creek Protectorate Station, Merri Creek Aboriginal School and the Native Police Corps Headquarters (1842-1852).
3. Encompasses all the area historically documented as the grounds of the former Yarra Bend Lunatic Asylum, including areas adapted by the asylum, and/or later re-used by subsequent government institutions and for associated recreational activities.
4. Excludes areas reserved by the Fairfield Hospital (VHR1878) (c.1901) and Fairfield Park (c.1912), which co-existed with, but demonstrated a clear physical and thematic separation from the Yarra Bend Asylum during the years of its operation (c.1848-1927).

Name: Yarra Bend Park
Hermes Number: 5968



Attachment 1 - ED HERITAGE VICTORIA - Recommendation to include Yarra Bend Park on the VHR

5

**AERIAL PHOTO OF THE PLACE SHOWING PROPOSED
REGISTRATION**



Name: Yarra Bend Park
Hermes Number: 5968

Attachment 1 - ED HERITAGE VICTORIA - Recommendation to include Yarra Bend Park on the VHR

6

BACKGROUND

WHAT IS AT THE PLACE?

Yarra Bend Park is characterised by open parkland and recreational areas including a golf course and club house, sporting ovals, picnic areas, playgrounds, Parks Victoria administration buildings, fly fishing ponds, a plant nursery and walking tracks. The place is bounded by Heidelberg Road to the north, the Yarra River to the south, east and west, and the Merri Creek to the west. It is bisected by the Eastern Freeway.

Surface remains from the former Yarra Bend Lunatic Asylum and subsequent institutions include a gate pillar and artefact scatters (glass, ceramic and brick). Vegetation growth and landscape undulations indicate the strong likelihood of sub-surface archaeological features relating to the former Merri Creek Protectorate Station (c.1842-1851), Merri Creek Aboriginal School (c.1845-1851), Native Police Corps Headquarters (1842-1843), Yarra Bend Lunatic Asylum (c.1848-1927), Fairhaven Venereal Disease Clinic (c.1926-1951) and Fairlea Women's Prison (c.1954-1996).

WHAT IS THE HISTORY OF THE PLACE?

In the late 1830s, land including Yarra Bend Park was made a government reserve. This area became the location for several government institutions in the 1840s, beginning at the confluence of Merri Creek and the Yarra River with the former Merri Creek Protectorate Station, the Native Police Corps Headquarters and the Merri Creek Aboriginal School. From 1848, the government reserve was also occupied by the Yarra Bend Lunatic Asylum and associated grounds, with the original complex of buildings established in the western loop of the Yarra River. The complex had expanded into the present-day Fairlea Reserve by the mid-1880s and remained in operation until its closure in 1924. In 1927, several buildings of the now-decommissioned Asylum were adapted for use by the Fairhaven Venereal Disease Clinic while others were demolished in preparation for the use of the place as a park and a golf course. The Fairhaven Venereal Disease Clinic closed in 1951 and from 1954, was reused as the Fairlea Women's Prison. The construction of the Eastern Freeway (c.1973) resulted in the bisection of Yarra Bend Park and the removal of surviving Asylum infrastructure within the road corridor. The confluence of the Yarra River and Merri Creek was also altered, possibly resulting in the destruction of elements associated with the Aboriginal institutions, and of the burial site of Billibellary, Ngurungaeta (leader) of the Woi wurrung. Improvements to the Prison's facilities in the mid-1980s resulted in further demolition and removal of all remaining historical structures except one gate pillar. In 1996, the Prison was closed. All remaining buildings and structures were demolished and the area was landscaped and incorporated into the surrounding parkland. The place is now primarily open parkland with infrastructure associated with active and passive recreational activities.

WHO ARE THE TRADITIONAL OWNERS/REGISTERED ABORIGINAL PARTY(IES) FOR THIS PLACE?

This site is part of the traditional land of the Wurundjeri Woi Wurrung people. The Registered Aboriginal Party under the *Aboriginal Heritage Act 2006* for the area on which this place exists is the Wurundjeri Woi Wurrung Aboriginal Corporation.

Name: Yarra Bend Park
Hermes Number: 5968



Attachment 1 - ED HERITAGE VICTORIA - Recommendation to include Yarra Bend Park on the VHR

7

STATEMENT OF CULTURAL HERITAGE SIGNIFICANCE

WHAT IS SIGNIFICANT?

The Yarra Bend Park including all the land, trees, plantings, open parkland, roads and paths, asylum gate pillar, golf club house and course, and all archaeological deposits associated with the former Merri Creek Protectorate Station, Merri Creek Aboriginal School, Native Police Corps Headquarters, the Yarra Bend Lunatic Asylum, Fairhaven Venereal Disease Clinic and Fairlea Women's Prison.

HOW IS IT SIGNIFICANT?

Yarra Bend Park is of historical and archaeological significance to the State of Victoria. It satisfies the following criterion for inclusion in the Victorian Heritage Register:

Criterion A

Importance to the course, or pattern, of Victoria's cultural history.

Criterion B

Possession of uncommon, rare or endangered aspects of Victoria's cultural history.

Criterion C

Potential to yield information that will contribute to an understanding of Victoria's cultural history.

WHY IS IT SIGNIFICANT?

Yarra Bend Park is significant at the State level for the following reasons:

Yarra Bend Park is historically significant for its associations with a number of government initiated and/or operated institutions from the mid-nineteenth to the late-twentieth centuries and for its long association with active and passive recreational use. **[Criterion A]**

Aboriginal cultural connection pre-existed the formation of Melbourne by tens of thousands of years. Yarra Bend Park is historically significant as a place of contact and interaction between Aboriginal and non-Aboriginal people in the formative years of Victoria's development. This resulted in the establishment of institutions near the confluence of Merri Creek and the Yarra River, including the Merri Creek Protectorate Station, Merri Creek Aboriginal School and Native Police Corps Headquarters. **[Criterion A]**

Yarra Bend Park is significant for its associations with Billibellary, Ngurungaeta (leader) of the Woiwurrung (who was buried near the confluence of the Yarra River and Merri Creek in 1846) and Assistant Protector William Thomas. Their mutually respectful relationship, which extended to Billibellary's son Simon Wonga, was instrumental in the negotiation of land for Aboriginal people, which led to the establishment of Coranderrk Aboriginal Station near Healesville. **[Criterion A]**

Yarra Bend Park is significant as the location of Victoria's first asylum. The Metropolitan Lunatic Asylum, later known as the Yarra Bend Lunatic Asylum, was the first asylum established in Victoria in 1848 and was constructed in a 'village style'. **[Criterion A]**

Yarra Bend Park is historically significant for the ongoing development of facilities for active and passive recreational use, including open parkland, walking tracks and sporting grounds. **[Criterion A]**

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Yarra Bend Park is an uncommon example of an expansive inner-city area which has remained largely undeveloped and retains a high potential for significant archaeological evidence of government initiated and/or operated institutions. **[Criterion B]**

Yarra Bend Park is archaeologically significant for its potential to contain features, deposits and/or artefacts that relate to various government initiated and/or operated institutions, their establishment, use and change over time, and landscape and garden features. As a place of intensive institutional use, Yarra Bend Park has a high potential to contain a well-preserved and distinct historical archaeological landscape, which has high potential to provide information which is not currently understood. **[Criterion C]**

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RECOMMENDATION REASONS

REASONS FOR RECOMMENDING INCLUSION IN THE VICTORIAN HERITAGE REGISTER [s.40]

Following is the Executive Director's assessment of the place against the tests set out in *The Victorian Heritage Register Criteria and Thresholds Guidelines (2014)*.

CRITERION A

Importance to the course, or pattern, of Victoria's cultural history.

STEP 1: A TEST FOR SATISFYING CRITERION A

The place/object has a *CLEAR ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life in Victoria's cultural history.

Plus

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

Plus

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

Executive Director's Response

Yarra Bend Park has a clear association with government initiated and/or operated institutions since the 1840s. These include the former Merri Creek Protectorate Station, Merri Creek Aboriginal School, Native Police Corps Headquarters, the Yarra Bend Lunatic Asylum, Fairhaven Venereal Disease Clinic and Fairlea Women's Prison. It has also been used as public space for active and passive recreational activities since the 1920s.

These functions and uses are evident in the physical fabric of the place through land formations, remnant vegetation, formal plantings and landscaping, archaeological remains including exposed features and surface artefacts, the Yarra Bend Golf club house and course, sporting facilities, walking tracks and open parkland. They are also evident in documentary resources including maps, newspaper articles and images.

These functions and uses are of historical importance, having made influential contributions to Victoria. The Aboriginal institutions contributed to an understanding of Aboriginal and non-Aboriginal relationships in the mid-nineteenth century. The former use of the place as an asylum, clinic and prison contributed to an understanding of the management of mental health, disease treatment and criminal justice from the mid-nineteenth century. The recreational use of the places demonstrates changing approaches to recreation from the 1920s to the present day.

Criterion A is likely to be satisfied.

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STEP 2: STATE LEVEL SIGNIFICANCE TEST FOR CRITERION A

The place/object allows the clear association with the event, phase etc. of historical importance to be *UNDERSTOOD BETTER THAN MOST OTHER PLACES OR OBJECTS IN VICTORIA WITH SUBSTANTIALLY THE SAME ASSOCIATION.*

Executive Director's Response

Yarra Bend Park, through the physical fabric and archaeological and documentary evidence, allows the association with the various government institutions formerly located at the place, and with the development of active and passive recreational activities to be understood better than most other places with substantially the same associations.

The government initiated and/or operated institutions at the place were among the earliest in Victoria, and archaeological evidence has the potential to provide a better understanding of this phase of Victoria's history.

Infrastructure to support recreational activities has developed over time and demonstrates the changing approach to recreation during the twentieth century.

Criterion A is likely to be satisfied at the State level.

CRITERION B

Possession of uncommon, rare or endangered aspects of Victoria's cultural history.

STEP 1: A TEST FOR SATISFYING CRITERION B

The place/object has a *clear ASSOCIATION* with an event, phase, period, process, function, movement, custom or way of life of importance in Victoria's cultural history.

Plus

The association of the place/object to the event, phase, etc *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources or oral history.

Plus

The place/object is *RARE OR UNCOMMON*, being one of a small number of places/objects remaining that demonstrates the important event, phase etc.

OR

The place/object is *RARE OR UNCOMMON*, containing unusual features of note that were not widely replicated

OR

The existence of the *class* of place/object that demonstrates the important event, phase etc is *ENDANGERED* to the point of rarity due to threats and pressures on such places/objects.

Executive Director's Response

Yarra Bend Park has a clear association with the early development of government initiated and/or operated institutions in Victoria. This association is evident in the physical fabric of the place, archaeological remains and in documentary evidence. Yarra Bend Park is an uncommon example of an expansive inner-city area which was the location of various institutions from the 1840s to the 1990s. It has remained largely undeveloped since the demolition of the nineteenth century buildings in the 1920s. Because of this, there is a strong likelihood that the place retains significant archaeological evidence that is not widely replicated at other places.

Criterion B is likely to be satisfied.

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STEP 2: STATE LEVEL SIGNIFICANCE TEST FOR CRITERION B

The place/object is *RARE, UNCOMMON OR ENDANGERED* within Victoria.

Executive Director's Response

Yarra Bend Park is rare as one of few surviving places in Victoria where archaeological evidence from Victoria's formative years remains largely undisturbed, particularly in comparison to other urban areas where substantial twentieth century development has occurred.

Criterion B is likely to be satisfied at the State level.

CRITERION C

Potential to yield information that will contribute to an understanding of Victoria's cultural history.

STEP 1: A TEST FOR SATISFYING CRITERION C

The:

- visible physical fabric; &/or
- documentary evidence; &/or
 - oral history,

relating to the place/object indicates a likelihood that the place/object contains *PHYSICAL EVIDENCE of historical interest* that is *NOT CURRENTLY VISIBLE OR UNDERSTOOD*.

Plus

From what we know of the place/object, the physical evidence is likely to be of an *INTEGRITY* and/or *CONDITION* that it *COULD YIELD INFORMATION* through detailed investigation.

Executive Director's Response

The physical fabric and documentary evidence of Yarra Bend Park indicates a strong likelihood that the place contains physical evidence of historical interest that is not currently visible or understood. There is very high potential for surviving archaeological evidence including remnant foundational features and associated deposits and/or artefacts which relate to the various institutions formerly located at the place. From what is known from prior archaeological excavation, the physical evidence (archaeology) is likely to provide information of historical interest that is not currently visible or understood. It is also likely to be of an integrity and condition that could yield information through detailed investigation.

Criterion C is likely to be satisfied.

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STEP 2: STATE LEVEL SIGNIFICANCE TEST FOR CRITERION C

The knowledge that might be obtained through investigation is likely to *MEANINGFULLY CONTRIBUTE* to an understanding of Victoria's cultural history.

Plus

The information likely to be yielded from the place/object is *not* already *well documented* or *readily available* from other sources.

Executive Director's Response

Yarra Bend Park has the potential to provide knowledge relating to various government institutions, including the former Merri Creek Protectorate Station, Merri Creek Aboriginal School, Native Police Corps Headquarters and the Yarra Bend Lunatic Asylum, Fairhaven Venereal Disease Clinic and Fairlea Women's Prison. The information likely to be yielded through archaeological investigation, will meaningfully contribute to an understanding of Victoria's early history and is not already well documented or readily available from other sources.

Criterion C is likely to be satisfied at the State level.

CRITERION D

Importance in demonstrating the principal characteristics of a class of cultural places and objects.

STEP 1: A TEST FOR SATISFYING CRITERION D

The place/object is one of a *CLASS* of places/objects that has a *clear ASSOCIATION* with an event, phase, period, process, function, movement, important person(s), custom or way of life in Victoria's history.

Plus

The *EVENT, PHASE, etc* is of *HISTORICAL IMPORTANCE*, having made a strong or influential contribution to Victoria.

Plus

The principal characteristics of the class are *EVIDENT* in the physical fabric of the place/object.

Executive Director's Response

Yarra Bend Park has a clear association with the classes of government institutions and recreational activities, both of which have made important contributions to Victoria. Archaeological investigation is likely to provide a better understanding of the place, however, the principal characteristics of the class of government institutions are not currently evident at the place.

The principal characteristics of recreational activities are evident in the parkland setting, which was set-aside as public open parkland and later for formalised recreation which is represented by the golf course and club house (c.1936), sporting ovals, picnic areas, playgrounds, fly fishing ponds and a plant nursery.

Criterion D is likely to be satisfied for recreational activities.

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STEP 2: STATE LEVEL SIGNIFICANCE TEST CRITERION D

The place/object is a *NOTABLE EXAMPLE* of the class in Victoria (refer to Reference Tool D).

Executive Director's Response

The recreational activities at Yarra Bend Park are defined by open parkland, walking tracks and sporting facilities. The open parkland, the golf course and club house, and the ovals are the earliest recreational facilities at the place. The golf course has been modified a number of times and no longer represents the original design. The open parkland and other sporting facilities are typical of such facilities in other locations and cannot be considered notable. The development of Yarra Bend Park was not influential or pivotal, as many parks were established in Victoria at earlier dates.

Criterion D is not likely to be satisfied at the State level.

CRITERION E

Importance in exhibiting particular aesthetic characteristics.

STEP 1: A TEST FOR SATISFYING CRITERION E

The *PHYSICAL FABRIC* of the place/object clearly exhibits particular aesthetic characteristics.

Executive Director's Response

Yarra Bend Park exhibits aesthetic characteristics through its open parklands, landscapes and recreational areas initially designed by Hugh Linaker in 1930. Landscape features including areas of dense native vegetation, formal plantings, undulating topography and the proximity to the Yarra River contribute to the aesthetic qualities of the place. The enclosed nature of the place, bounded by the Yarra River on most sides informed Linaker's plan, and prior to that, the location and layout of the 'village style' Yarra Bend Lunatic Asylum.

Criterion E is likely to be satisfied.

STEP 2: STATE LEVEL SIGNIFICANCE TEST FOR CRITERION E

The aesthetic characteristics are *APPRECIATED OR VALUED* by the wider community or an appropriately-related discipline as evidenced, for example, by:

- *critical recognition* of the aesthetic characteristics of the place/object within a relevant art, design, architectural or related discipline as an outstanding example within Victoria; or
- wide public *acknowledgement of exceptional merit* in Victoria in medium such as songs, poetry, literature, painting, sculpture, publications, print media etc.

Executive Director's Response

Yarra Bend Park is appreciated and valued by the community for its landscape setting and recreational activities. However the aesthetic characteristics of the place have not received critical recognition within a relevant art, design, architectural or related discipline as an outstanding example within Victoria. Hugh Linaker's landscape designs are better recognised elsewhere including places in the VHR such as Caloola (Former Sunbury Mental Hospital) (VHR H0937), the Pioneer Women's Memorial Garden – Domain Parklands (VHR H2404) and Buchan Caves Reserve (VHR H1978).

Criterion E is not likely to be satisfied at the State level.

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CRITERION F

Importance in demonstrating a high degree of creative or technical achievement at a particular period.

STEP 1: A TEST FOR SATISFYING CRITERION F

The place/object contains *PHYSICAL EVIDENCE* that clearly demonstrates creative or technical *ACHIEVEMENT* for the time in which it was created.

Plus

The physical evidence demonstrates a *HIGH DEGREE OF INTEGRITY*.

Executive Director's Response

There are no above-ground structures which contain physical evidence that clearly demonstrates creative or technical achievement for the time in which the place was used. There is no documentary evidence to suggest that any of the below-ground elements would contain creative or technological achievement for the time in which the place was created.

Criterion F is not likely to be satisfied.

CRITERION G

Strong or special association with a particular present-day community or cultural group for social, cultural or spiritual reasons.

STEP 1: A BASIC TEST FOR SATISFYING CRITERION G

Evidence exists of a community or cultural group.
(A community or cultural group is a group of people who share a common interest, including an experience, purpose, belief system, culture, ethnicity or values.)

Plus

Evidence exists of a strong attachment between the COMMUNITY OR CULTURAL GROUP and the place/object in the present-day context.

Plus

Evidence exists of a time depth to that attachment.

Executive Director's Response

The Victorian Aboriginal Heritage Council, Wurundjeri Woi-wurrung Cultural Heritage Aboriginal Corporation, Birrarung Council and Dja Dja Wurrung Clans Aboriginal Corporation were contacted regarding this nomination.

Aboriginal cultural connection to the land which is now known as Yarra Bend Park pre-existed the formation of Victoria and Melbourne by tens of thousands of years. The Wurundjeri Woi Wurrung people are the Traditional Owners of the land on which Yarra Bend Park is located. Like all places located on Wurundjeri Woi Wurrung country, there is an attachment between the place and the Traditional Owners. There may be a stronger attachment to the area near the confluence of the Yarra River and Merri Creek, where institutions for Aboriginal people were located, and where Billibellary was thought to be buried.

Criterion G is likely to be satisfied.

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STEP 2: STATE LEVEL SIGNIFICANCE TEST CRITERION G

Evidence exists that the social value resonates at a State Level, that is across the 'broader Victorian community'.
('Resonance' means the extent to which the social value of a place/object can be demonstrated to exert an influence. The social value must resonate beyond a particular local, social or cultural community into the 'broader Victorian community').

Plus

Evidence exists that the social value is part of an event or story that contributes to 'Victoria's identity'.

Executive Director's Response

The social value of Yarra Bend Park may be strong for the Wurundjeri Woi Wurrung people, however there is no known evidence that the social value resonates across the broader Victorian community.

Criterion G is not likely to be satisfied at the State Level.

CRITERION H

Special association with the life or works of a person, or group of persons, of importance in Victoria's history.

STEP 1: A TEST FOR SATISFYING CRITERION H

The place/object has a *DIRECT ASSOCIATION* with a person or group of persons who have made a strong or influential *CONTRIBUTION* to the course of Victoria's history.

Plus

The *ASSOCIATION* of the place/object to the person(s) *IS EVIDENT* in the physical fabric of the place/object and/or in documentary resources and/or oral history.

Plus

The *ASSOCIATION*:

- directly relates to *ACHIEVEMENTS* of the person(s) at, or relating to, the place/object; or
- relates to an *enduring* and/or *close INTERACTION* between the person(s) and the place/object.

Executive Director's Response

Yarra Bend Park has a direct association with many individuals who have made a strong contribution to the course of Victoria's history including:

- Billibellary, Ngurungaeta (leader) of the Woi wurrung, who was buried near the confluence of the Yarra River and Merri Creek in 1846 and who's close working relationship with William Thomas contributed to the operation of the Merri Creek Protectorate Station and Merri Creek Aboriginal School.
- William Thomas, Assistant Protector of Aborigines for the Westernport and Melbourne Districts of the Port Phillip Aboriginal Protectorate, and who was responsible for the operation of the Merri Creek Protectorate Station.
- Thomas Embling, first resident medical officer to Yarra Bend Lunatic Asylum.
- Hugh Linaker, who prepared plans for Yarra Bend National Park in 1930.

Criterion H is likely to be satisfied.

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STEP 2: STATE LEVEL SIGNIFICANCE TEST FOR CRITERION H

The place/object allows the clear association with the person or group of persons to be *READILY APPRECIATED BETTER THAN MOST OTHER PLACES OR OBJECTS IN VICTORIA*.

Executive Director's Response

It is now difficult to appreciate the association between the individuals identified in Step 1 and Yarra Bend Park at the place itself. The place has changed substantially since the individuals were present at the place. The association is now better understood through documentary resources.

Criterion H is not likely to be satisfied.

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INTRODUCTION TO PERMIT EXEMPTIONS

Preamble

It is recommended that any proposed works be discussed with an officer of Heritage Victoria prior to making a permit application. Discussing proposed works will assist in answering questions the owner may have and aid any decisions regarding works to the place.

The extent of registration of Yarra Bend Park in the Victorian Heritage Register affects the whole place shown on Diagram 2398 including the land, archaeological features, buildings and structures, roads, trees, landscape elements and other features. Under the *Heritage Act 2017* a person must not remove or demolish, damage or despoil, develop or alter or excavate, relocate or disturb the position of any part of a registered place or object without approval. It is acknowledged, however, that alterations and other works may be required to keep places and objects in good repair and adapt them for use into the future.

If a person wishes to undertake works or activities in relation to a registered place or registered object, they must apply to the Executive Director, Heritage Victoria for a permit. The purpose of a permit is to enable appropriate change to a place and to effectively manage adverse impacts on the cultural heritage significance of a place as a consequence of change. If an owner is uncertain whether a heritage permit is required, it is recommended that Heritage Victoria be contacted.

Permits are required for anything which alters the place or object, unless a **permit exemption** is granted. Permit exemptions usually cover routine maintenance and upkeep issues faced by owners as well as minor works or works to the elements of the place or object that are not significant. They may include appropriate works that are specified in a conservation management plan. Permit exemptions can be granted at the time of registration (under s.38 of the *Heritage Act*) or after registration (under s.92 of the *Heritage Act*). It should be noted that the addition of new buildings to the registered place, as well as alterations to the interior and exterior of existing buildings requires a permit, unless a specific permit exemption is granted.

Conservation management plans

It is recommended that a Conservation Management Plan is developed to manage the place in a manner which respects its cultural heritage significance.

Aboriginal cultural heritage

If works are proposed which have the potential to disturb or have an impact on Aboriginal cultural heritage it is necessary to contact Aboriginal Victoria to ascertain any requirements under the *Aboriginal Heritage Act 2006*. If any Aboriginal cultural heritage is discovered or exposed at any time it is necessary to immediately contact Aboriginal Victoria to ascertain requirements under the *Aboriginal Heritage Act 2006*.

Under the *Heritage Act 2017* permits are required for any works or activities which alter the place or object, unless a permit exemption is granted. This applies to all parts of the registered place including fabric associated with Aboriginal and non-Aboriginal cultural heritage values. If this place is registered under both the *Heritage Act 2017* and the *Aboriginal Heritage Act 2006* the requirements of both Acts need to be met. To establish whether this place is registered under the *Aboriginal Heritage Act 2006* please contact Aboriginal Victoria. The *Heritage Act 2017* and the *Aboriginal Heritage Act 2006* are separate pieces of legislation. Please be aware that satisfying the requirements of one Act may not satisfy the requirements of the other.

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Human remains

If any suspected human remains are found during any works or activities, the works or activities must cease. The remains must be left in place and protected from harm or damage. Victoria Police and the State Coroner's Office must be notified immediately. If there are reasonable grounds to believe that the remains are Aboriginal, the Coronial Admissions and Enquiries hotline must be contacted immediately on 1300 888 544. As required under s.17(3)(b) of the *Aboriginal Heritage Act 2006* all details about the location and nature of the human remains must be provided to the Secretary (as defined in the *Aboriginal Heritage Act 2006*).

Other approvals

Please be aware that approval from other authorities (such as local government) may be required to undertake works.

Archaeology

Ground disturbance that may affect the archaeological significance of the place and, subject to the exemptions stated in this document, requires a permit.

Cultural heritage significance

Overview of significance

The cultural heritage significance of Yarra Bend Park lies in the archaeological remains of the government initiated and/or operated institutions including the former Merri Creek Protectorate Station, Merri Creek Aboriginal School, Native Police Corps, the Yarra Bend Lunatic Asylum, Fairhaven Venereal Disease Clinic and Fairlea Women's Prison. It also lies in the facilities associated with active and passive recreational activities including open parkland, remnants and introduced landscape, walking tracks, sporting facilities and the golf club house and course.

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Yarra Bend Park Permit Exemption Zones (1-3)

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EXECUTIVE DIRECTOR RECOMMENDATIONS FOR EXEMPTED WORKS OR ACTIVITIES (PERMIT EXEMPTIONS)

It should be noted that Permit Exemptions can be granted at the time of registration (under s.38 of the *Heritage Act 2017*). Permit Exemptions can also be applied for and granted after registration (under s.92 of the *Heritage Act 2017*).

Under s.38 of the *Heritage Act 2017* ('the Act') the Executive Director may include in his recommendation categories of works or activities which may be carried out in relation to the place or object without the need for a permit under Part 5 of the Act. The Executive Director must not make a recommendation for any categories of works or activities if he considers that the works or activities may harm the cultural heritage significance of the place or object. The following permit exemptions are not considered to cause harm to the cultural heritage significance of the Yarra Bend Cultural Landscape.

General Condition 1

All exempted alterations are to be planned and carried out in a manner which prevents damage to the fabric of the registered place or object.

General Condition 2

Should it become apparent during further inspection or the carrying out of works that original or previously hidden or inaccessible details of the place or object are revealed which relate to the significance of the place or object, then the exemption covering such works shall cease and Heritage Victoria shall be notified as soon as possible. This place is likely to contain archaeological features, deposits and/or artefacts including glass and ceramic fragments, brick/bluestone foundations related to the construction, use, abandonment and demolition of government institutions.

Note: All archaeological places have the potential to contain significant sub-surface artefacts and other remains. In most cases it will be necessary to obtain approval from the Executive Director, Heritage Victoria before the undertaking any works that have a significant sub-surface component.

General Condition 3

All works should ideally be informed by Conservation Management Plans prepared for the place. The Executive Director is not bound by any Conservation Management Plan, and permits still must be obtained for works suggested in any Conservation Management Plan.

General Condition 4

Nothing in this determination prevents the Heritage Council and/or the Executive Director, Heritage Victoria from amending or rescinding all or any of the permit exemptions.

General Condition 5

Nothing in this determination exempts owners or their agents from the responsibility to seek relevant planning or building permits from the relevant responsible authority, where applicable.

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Specific exemptions

Note: Yarra Bend Park and the golf course in particular is located on the site of the former Yarra Bend Lunatic Asylum. All above-ground structures including buildings and features associated with the Asylum and its subsequent use by other institutions have been demolished. A single gate pillar survives from the Asylum, although not in its original location. There is extremely high potential that State level archaeological remains survive across the site. During the construction of the Yarra Bend Golf Course, fill materials were introduced which are likely to have preserved the condition of the archaeological remains in these areas.

The following works do not require a permit as they do not harm the cultural heritage significance of the place (inclusive of archaeological features, deposits and/or artefacts). However, if any archaeological remains are found during any works (including those exempted below), works must cease and Heritage Victoria is to be contacted immediately.

Buildings

Club house building

General

- Minor patching, repair and maintenance which replaces like with like without large-scale removal of or damage to the existing fabric or the large-scale introduction of new materials. Repairs must maximise protection and retention of fabric and include the conservation of existing details or elements. Any new materials used for repair must not exacerbate the decay of existing fabric due to chemical incompatibility, obscure existing fabric or limit access to existing fabric for future maintenance.
- Repair to or removal of items such as external lighting, air conditioners, pipework, ducting, flues, wiring, antennae, aerials and flyscreens and making good.
- Maintenance and replacement of existing external electrical and fire services in the same location and of the same size.

Exterior

- Painting of existing plain painted external surfaces in the same colour, finish and type provided that preparation or painting does not remove all evidence of earlier paint finishes or other decorative schemes.

Interior

- Repair to or removal of items such as air conditioners, pipe work, ducting, wiring, antennae, aerials and making good.
- Painting of previously plain painted internal surfaces in the same colour, finish and type provided that preparation or painting does not remove all evidence of earlier paint finishes or other decorative schemes.
- Works to the parts of the building which have undergone recent changes providing such work do not alter the original fabric of the building.

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All other buildings and structures including buildings and structures associated with the Golf Club (Pro shop, Driving Range, Pavilion, Pump House, Yarra Bend Adventure Golf, Maintenance Facility), as well as all other buildings and structures at the place.

All of the above and:

Interior

- All works within the internal footprint of the buildings which do not exceed the depth of existing foundations.

Exterior

- All maintenance works which do not exceed the depth of existing foundations.
- Repainting in the same colour, type and finish.
- Demolition to the surface of the existing ground level (to grade).

Fire suppression activities

Fire suppression activities provided the works do not involve the removal or destruction of any significant above-ground features or sub-surface archaeological features, deposits and/or artefacts. Note: Fire management authorities should be aware of the location, extent and significance of historical and archaeological places/sites when developing fire suppression and firefighting strategies. The importance of places in the VHR must be considered when strategies for fire suppression and management are being developed.

Safety and security

- Works or activities, including emergency stabilisation, necessary to secure safety in an emergency where a structure or part of a structure has been irreparably damaged or destabilised and poses a safety risk to its users or the public. Every attempt must be made to conserve and retain as much significant fabric as possible. The Executive Director, Heritage Victoria, must be notified within seven days of the commencement of these works or activities.
- The erection of temporary security fencing, scaffolding, hoardings or surveillance systems to prevent unauthorised access or secure public safety.

Events

- The erection of temporary infrastructure associated with temporary events up to seven days in duration that will not alter or disturb the club house building or archaeological features, deposits and/or artefacts, trees, garden beds or pathways.

Landscape

Zone One (sites of the Yarra Bend Lunatic Asylum cemetery and former Merri Creek Protectorate Station /Merri Creek Aboriginal School/Native Police Corps)

- The process of gardening including mowing, disease, weed and invasive species control.
- Management and maintenance of trees including formative and remedial pruning, removal of deadwood, pest and disease control and above-ground tree cabling.
- The removal or pruning of dead or dangerous tree to maintain safety.
- Maintenance, repair and replacement of existing park and/or interpretative signage and surveyor markers in the same location and of the same size provided no new supports are required.
- Maintenance, repair and replacement (of the same size, in the same location, and using the same depth of footings) of all existing hard landscape elements including walls, roads, shared-

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user paths, pedestrian footpaths/pathways, fencing/gates, safety barriers, lighting and fire hydrants.

Zone Two – (site of primary Yarra Bend Lunatic Asylum infrastructure, excluding the areas within the Yarra Bend Golf Course)

- All permit exemptions for Zone One, as well as:
- Maintenance to care for existing plants and replacement with similar species (like with like) where the works do not include sub-surface disturbance to a depth greater than 300 mm from the existing ground surface.

Zone Three (all other areas)

General

- All permit exemptions for Zones One and Two.

Maintenance

- Works associated with the repair and maintenance of existing sporting facilities where the works do not include sub-surface disturbance to a depth greater than 300 mm. This includes repair and maintenance of the surfaces of all sporting courts, fields and pitches, including line marking and returfing and resurfacing with like materials and installation of netting.
- Works associated with the installation and removal of seasonal sporting infrastructure, including soccer and AFL goal posts.
- Maintenance, repairs or replacement of existing external electrical and fire services of the same size and in the same location.
- All works associated with the maintenance, repair and replacement of existing services (including irrigation, power, drainage and sewage) where the works do not include sub-surface disturbance to a depth or width which exceeds that of existing service trenches.
- Repair and maintenance of existing playground equipment and playground area surfaces.
- The construction of new playground equipment and playground area surfaces in existing playground areas which does not exceed the depth of existing equipment.
- Maintenance Standards works as per lease agreement between Parks Victoria and Yarra Bend Golf Holdings. (see Attachment A). All works should be consistent with (as relevant): Lease Maintenance Standards

Road and carpark infrastructure

All works to maintain road safety and the existing road infrastructure. This includes:

- Maintenance and repair of road pavement, speed humps, carparks, shoulder, median, pedestrian refuges/splitter islands, kerb and channels and similar supportive works.
- Maintenance, repair and replacement of safety-critical infrastructure including barriers of all types.
- Maintenance, repair and replacement (like with like) of existing carpark and road signs, including directional, speed and their supporting structures.
- Installation of new road safety signage where the works do not include sub-surface disturbance to a depth greater than 300 mm.
- Maintenance and repair of existing light masts where the works do not include sub-surface disturbance to a depth or width which exceeds that of existing service trenches.

Signage

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- Removal, repair and maintenance of existing signage using existing supports or new supports which do not include sub-surface disturbance to a depth greater than 300 mm.

Golf Course

- All works associated with the repair and maintenance of the Golf Course, Driving Range, Yarra Bend Adventure Mini Golf, Event spaces and open areas utilised for golfing purposes.
- Top-dressing of mulch and soils where there is no sub-surface disturbance.
- Soil maintenance practices including aeration by top layer penetration (verti draining and coring) and rotary hoe turning over of soil which does not include sub-surface disturbance to a depth greater than 300 mm.

Other

The installation of standard park furniture and pedestrian facilities (to Parks Victoria specification). This includes rubbish and recycling bins, park seating and shelters, picnic tables, drinking fountains and associated infrastructure outside tree protection zones.

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RELEVANT INFORMATION

Local Government Authority	Yarra Council
Heritage Overlays	HO147 (Fairfield Drive, Fairfield) HO300 (Yarra Bend Park, Yarra Bend)- Bluestone Quarry HO301 (Yarra Bend Road, Fairfield), HO302 (Yarra Bend Park, Yarra Bend)- Deep Rock Swimming Club, HO304 (Yarra Bend Park, Yarra Bend)- Yarra Bend Golf Club House HO305 (Yarra Bend Park, Yarra Bend)- Kane's Bridge and HO307 (Yarra River, Yarra Bend Park, Yarra Bend)- Yarra River Protectorate Station Site
Heritage Overlay Controls	External Paint: Yes - HO304 Internal Alteration: No Tree: Yes - HO147
Other Overlays	Significant Landscape Overlay
Victorian Aboriginal Heritage Register	Yes
Other Listings	Register of the National Estate Yarra Bend and Fairfield Park- National Trust (70292)
Other Names	Yarra Bend Cultural Landscape

HISTORY

Yarra Bend Park has a multi-layered post-contact history beginning with the use of the place for a variety of government initiated and/or operated institutions in the 1840s. These included the former Merri Creek Protectorate Station, Merri Creek Aboriginal School, Native Police Corps Headquarters and the Yarra Bend Lunatic Asylum, and later, Fairhaven Venereal Disease Clinic and Fairlea Women's Prison. These institutions reflect early interactions between Aboriginal and non-Aboriginal people, and the management of mental health, disease treatment and criminal justice. Yarra Bend Park is also recognised as a place with a long-history of public recreation from the early twentieth century to the present day.

Government initiated and/or operated institutions

Merri Creek Protectorate Station, Merri Creek Aboriginal School and the Native Police Corps (c.1842-1851)

Yarra Bend Park was set aside for public use in the late 1830s as a government reserve. The Merri Creek Protectorate Station, Merri Creek Aboriginal School and the Native Police Corps were established at the confluence of Merri Creek and the Yarra River from 1842.

William Thomas, Assistant Protector responsible for the Western Port or Melbourne District of the Port Phillip Aboriginal Protectorate, initially built a hut at the location in late 1842 following the abandonment of Nerre Nerre Warren Protectorate Station (VHR H2348). From 1842 many of protectorate functions were transferred from Nerre Nerre Warren to Merri Creek. The location, however, was deserted by the Woiwurrung people following an influenza epidemic in 1847. The Protectorate was abolished in December 1849.

From June 1842 until September 1843 the location was also used as the temporary headquarters of the Native Police Corps under the command of Captain Henry Dana.

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In 1845 a permanent day school was established by the Collins Street Baptist Church at the location. Edward Peacock, the former Protectorate schoolteacher, was employed as the schoolmaster and was replaced by Francis Edgar in 1848. In 1846 between 22 and 32 children attended the school, and by 1848-1859 the highest number of pupils was 11. The school cultivated wheat, potatoes and other vegetables which were sold to support its operation. Following declined attendance and a flood in 1850, funding was withdrawn by government and the church, and the school closed in 1851. In 1848, the Yarra Bend Lunatic Asylum began operating in parallel to the Merri Creek Aboriginal School, which supplied it with vegetables, eggs and butter.

Yarra Bend Lunatic Asylum (c.1848-1924)

The geography of the Yarra Bend area made it an ideal location for the establishment of a lunatic asylum. During the mid-nineteenth century, colonial gaols sustained significant population pressure and an inquiry found a need to establish a purpose-built facility to manage the mentally ill and to alleviate the stress placed on the gaol system. In 1848 the government established a mental asylum (variously known as Metropolitan Lunatic Asylum/Melbourne Lunatic Asylum/Yarra Bend Lunatic Asylum). The asylum was the first permanent institution of its type in Victoria. The original layout included single-storey, rectangular cells and associated wards. It is likely the Assistant Protector's station and quarters, associated with the earlier Merri Creek Protectorate Station, was incorporated into the asylum's laundry structure. From 1852, the asylum was managed by Thomas Embling (the first Resident Medical Officer), who was instrumental in the formative years of the asylums' administration and recognised for his interest in the 'moral treatment' of the insane, and later, as a parliamentarian.

By 1854 overcrowding of the asylum necessitated its expansion to the north, under the administration of Dr. Robert Bowie (the asylum's superintendent), who had replaced Embling. This involved the construction of additional structures, utilities and more intensive utilisation of open areas. New structures included cottages, a hospital ward, an infirmary ward, 'L' and 'N' wards (housing troublesome and quiet cases, respectively), the Head Warden's Quarters (entrance lodge), staff quarters, roads, pathways, drainage, a gateway, a bluestone and brick ha ha wall, cultivation paddocks, gardens and a cemetery. Bowie was also responsible for the improvement of recreational infrastructure across the asylum grounds, including the creation of an access road into the asylum (from Heidelberg Road) and playing fields including a cricket ground – pivotal in the later development of Yarra Bend as a place of recreation. By the early twentieth century, the facilities of the asylum had declined, resulting in the cessation of patient admissions in 1924. The remaining patients were transferred to Mont Park Asylum the following year. The Asylum officially closed in 1927 and following a public inquiry into the future use of the place, its grounds were made a 'national' park. The asylum was decommissioned, and a large majority of its infrastructure was demolished by Whelan the Wrecker.

Fairhaven Venereal Disease Clinic (c.1927-1951)

By 1927, several buildings of the now-decommissioned asylum had been adapted for use by the Fairhaven Venereal Disease Clinic. The clinic occupied a small area within the present-day Fairlea Reserve between 1927 and 1951. Alterations were made to the buildings in 1927, including the former asylum's hospital building (c.1860), and Infirmary building (c.1906). Additional structures were constructed including a ward block, boiler room, shelter sheds, plumbing infrastructure, covered walkways, drying rooms and detention cells – all contained by a boundary fence encircling the Clinic's perimeter. The Clinic was closed in 1951.

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Fairlea Women's Prison (c.1954-1996)

In 1954, the Fairhaven Venereal Disease Clinic was adapted for use as the Fairlea Women's Prison. The prison was the first all-female jail in Victoria, which held inmates relocated from Pentridge Prison. In 1982, a fire destroyed several structures, which initiated an upgrade to prisoner accommodation. By 1986, all remaining asylum structures had been replaced by new Prison facilities and a substantial concrete perimeter wall. After the prison's closure in 1996, all remaining structures were demolished and the area was re-established as open-park land for recreational use.

Recreation

The Deep Rock Swimming Club was established along the western escarpment of the Yarra River in 1906. From 1918, associated activities along the eastern escarpment within Yarra Bend Park saw the beginning of a change in the use from government institutions of the place, towards public recreational use. Following the closure of the asylum in 1927 and a public inquiry into the future use of the place, the Yarra Bend National Park was established (proclaimed in 1926, but not raised to formal national park status). In 1930, Hugh Linaker – Landscape Gardener to the Lunacy Department, was appointed to develop a landscape plan for the 'National Park' – in keeping with its original designation as a government reserve for public-use. Linaker's work signalled the formalisation of Yarra Bend Park as a place for recreational activities, which is reflected in the present day by sport fields, picnic shelters, seating, public amenities, open parkland, walking tracks, and the Yarra Bend 18-hole golf course and club house (1936). In 1928, Kane's Bridge was constructed, providing access to the park from Kew. The Bridge was reconstructed in 1934 due to severe flooding.

The club house for the Yarra Bend Golf Club opened in 1936, further establishing Yarra Bend as a place of recreation. The Public Works Department Chief Architect, Percy Everett, supervised the construction of the distinctive, American-inspired bungalow-style structure. The club house was constructed from trees sourced from the park, rubble stone piers, chimney and Cordova-tiled gabled roofs.

Yarra Bend Park continues to develop in response to the demand for recreational areas close to the city.

Other

Fairfield Hospital and Fairfield Park (c.1900s)

From 1900, areas within Yarra Bend were set apart for the Fairfield Hospital (VHR H1878) (c.1901) and the later formalisation of Fairfield Park (c.1912). These places were physically separated from the Yarra Bend Lunatic Asylum and associated grounds and were developed for different functions. For these reasons, Fairfield Hospital and Fairfield Park are not included in the extent of the registration for Yarra Bend Park.

Eastern Freeway – Stage 1 (c.1973-1977)

In the mid-twentieth century, the proposal for the Eastern Freeway alignment was being considered. In 1973, the first of three stages of freeway construction commenced, which bisected Yarra Bend and resulted in the partial destruction of the former Asylum grounds and the Protectorate Station site along the Freeway's alignment. The development of the freeway also resulted in the re-alignment of the confluence of the Yarra River and Merri Creek. Stage One of the Freeway's construction – which bisects the extent of registration – opened in 1977.

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VICTORIAN HISTORICAL THEMES

- 06 Building towns, cities and the garden state**
 - 6.1 Establishing Melbourne town, Port Philip district
 - 6.2 Creating Melbourne
- 08 Building community life**
 - 8.2 Educating people
 - 8.3 Providing health and welfare services
- 09 Shaping cultural and creative life**
 - 9.1 Participating in sport and recreation

PHYSICAL DESCRIPTION

Yarra Bend Park is a rich historical and archaeological landscape, located at the confluence of Merri Creek and the Yarra River. It is bounded by Heidelberg Road (north), the Yarra River (south, east, west), the Merri Creek (west), and is bisected by the Eastern Freeway. The place is characterised by open parkland and recreational areas and reserves including a golf course and club house, sporting ovals, picnic areas (including shelters and toilet facilities), playgrounds, Parks Victoria administration buildings, fly fishing ponds and a plant nursery. These areas are accessed by a series of paved roads, unsealed/informal tracks and walking trails. The park contains a variety of remnant native flora, including River Red Gums (*Eucalyptus camaldulensis*) throughout the extent of the place and concentrated along the Yarra River riverbank. In addition, European plantings of which include Morton Bay Figs (*Ficus macleodii*), Elms (*Ulmus* sp.), Monterey Pine (*Pinus radiata*), Pepper Trees (*Schinus molle*) and Common Oak (*Quercus robur*) survive in areas comprising Hugh Linaker's 1930 park layout.

Archaeology

Yarra Bend Park encompasses surface and sub-surface remains that relate to the former Yarra Bend Lunatic Asylum and other historic government institutions including the former Merri Creek Protectorate Station, Merri Creek Aboriginal School, Native Police Corps and the Yarra Bend Lunatic Asylum, Fairhaven Venereal Disease Clinic and Fairlea Women's Prison. While all nineteenth century buildings that stood on the site were demolished by 1984, archaeological investigations at Yarra Bend Park indicate that the place is likely to contain archaeological remains, features and deposits associated with these institutions.

Surface remains

Surface remains artefact scatters (glass, ceramic and brick), vegetation growth near the asylum cemetery and landscape undulations indicate a high potential for sub-surface features from numerous phases of activity.

Sub-surface remains

Sub-surface remains are likely to include features (bluestone/brick building foundations, cellars, drainage), deposits (subfloor surfaces, post holes) and/or artefacts (ceramic and glass objects etc.). Archaeological artefacts and features have been documented as a result of prior excavations and are presently indicated at surface level in some areas.

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The sub-surface remains likely to relate to the Asylum are:

- Original Asylum building (c.1848).
- Old Hospital Ward/infirmary (c.1848).
- New Infirmary, Male Division (c.1906).
- L and N Wards.
- Entry Gates (c.1860).
- Entrance Lodges/Head Warden's Quarters (c.1860), alterations (c.1902).
- Staff Quarters (adjacent to Old Hospital Ward).
- Main Perimeter ['ha ha'] Wall.
- Wood and iron fence/enclosing walls.
- Roads, paths and drains.
- A series of other as yet unidentified buildings (as per MMBW 1897-98 plans).

The sub-surface remains likely to relate to the Clinic are:

- Alterations and/or additions to earlier [asylum] buildings.
- Boiler Room.
- New Ward east of the [asylum's] New Infirmary.
- Shelter sheds.
- Septic tank and plumbing infrastructure.
- Walkways between buildings.
- Drying Room and Detention Cells.

There is also potential that sub-surface remains of the former Merri Creek Protectorate Station (c.1841-1851), Merri Creek Aboriginal School (c.1845-1851), and Native Police Corps Headquarters (c.1842-1843) survive although it is possible that the construction of the Eastern Freeway may have destroyed some of this evidence:

- Protectors Quarters (also the Asylum Laundry in c.1854).
- Dr. Peter McArthur's former 'station' or residence, and later, School Hut.
- Burial site of Billibellary.
- Foundation of structures associated with the Merri Creek Protectorate Station, Merri Creek Aboriginal School, and Native Police Corps Headquarters.

INTEGRITY/INTACTNESS

Integrity

The integrity of the place as a complex of nineteenth century institutions is poor. All above ground structures have been demolished.

The integrity of the archaeology of the place is good. The parkland and golf course were developed primarily with the use of filling rather than cutting. There is a high potential that significant archaeological remains survive. It has been documented that at the time of the last demolition event, open features relating to these institutions (i.e. deep depressions and cellars) were back-filled with demolition debris – increasing the potential for the survival of archaeological fabric

The integrity of the active and passive recreational use of the place is good. The layout of Hugh Linaker's 1930 landscape plan is still discernible. (1 November 2019).

Intactness

The intactness of the place is fair. The majority of the above ground fabric of the place no longer survives due to demolition, construction of the Eastern Freeway and the establishment of open

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parkland. The Fairlea Women's Prison gate pillar, which is no longer in its original location, remains as the only extant feature that is representative of the site's long history of use by government institutions. Sub-surface elements (archaeological materials), that relate to this history are likely to have survived in good condition. The 1936 golf club house survives largely intact although the roof has been recently replaced. (1 November 2019).

CONDITION

The archaeological and recreational aspects of the place are in good condition. Grassed recreational areas associated with playing fields, a golf course and hard landscape elements (i.e. road infrastructure and car parking) cover a large proportion of the place. Documentary evidence suggests that fill material was historically imported to 'level' or 'build-up' environments across Yarra Bend Park protecting archaeological evidence at the place (1 November 2019).

COMPARISONS

Yarra Bend Park is most usefully compared to places in the VHR or VHI with similar associations.

Aboriginal Protectorate and Station

Nerre Nerre Warren, Endeavour Hills (VHR H2348)

Nerre Nerre Warren is of archaeological and historical significance to the State of Victoria, being one of the most important sites in the Melbourne area as a place of contact and interaction between Aboriginal and non-Aboriginal people in the formative years of the Port Phillip settlement. The Native Police Corps was first established at Nerre Nerre Warren in 1837, operated as the main headquarters between 1842 and 1852, and was recognised as the 'home station' for the Westernport District of the Port Phillip Protectorate (c.1841-1843). The agency and co-option experienced by Aboriginal people under British imperial policies and processes, and their significant role in the settlement and policing of Victoria, is expressed in the historically documented interactions at Nerre Nerre Warren. It is also significant in the history of the Victorian Police in relation to the important and changing role of horses in policing. Nerre Nerre Warren has great potential to contain archaeological features, deposits and/or artefacts relating to the Native Police Corps, the Westernport District of the Port Phillip Protectorate, and the Dandenong Police Paddocks and Horse Stud Depot.



Nerre Nerre Warren VHR H2348

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Murchison Police Paddocks/Goulburn River Aboriginal Protectorate, Murchison (In the Victorian Heritage Inventory: H7924-0003. Not in the VHR)

The first European settlers arrived in the Murchison district in 1840. Under the supervision of Assistant Protector of Aborigines, James Dredge, a Protectorate Station was set up at Mitchellstown in May 1839. However, in July 1840, Dredge was replaced by William Le Souef who relocated the Protectorate Station to Murchison. It is also documented that the Native Police Corps based in Nerre Nerre Warren visited and assisted the activities undertaken at the Murchison site. The Protectorate Station at Murchison was closed in 1853.

Mental Health Institutions

Former Willsmere Hospital (VHR H0861)

The former Willsmere Hospital is of historic and architectural significance to the State of Victoria. The former Willsmere Hospital, previously known as the Kew Lunatic Asylum, opened in 1872. The former Willsmere Hospital is unique as the largest and most notable example of an institution erected by the Victorian Public Works Department in the nineteenth century. It is of historic importance as an illustration of the evolution of mental health in Victoria over a century. The former hospital is architecturally important in exhibiting the principal characteristics of the Italianate style, and the work of the Victorian Public Works Department in the nineteenth century. In addition to illustrating the mid-nineteenth century move to a grander style of institutional design. The former Willsmere Hospital exhibits aesthetic characteristics of good design in the towers and mansard roofs and the central administration block. The Fever Tents are important in demonstrating the Department of Health's response to epidemics, as well as the prevailing belief in isolation and fresh air as curative measures.



Former Willsmere Hospital VHR H0861

Mayday Hills (VHR H1189)

Mayday Hills Hospital is of historical, architectural, technical and aesthetic significance to the State of Victoria. Mayday Hills Hospital is historically significant for its physical manifestation of the changing approaches to the treatment of mental illness in Victoria from institutional confinement to treatment and rehabilitation. The asylum at Beechworth was a key component in a larger system of nineteenth century state asylums in Victoria which included those at Kew and Ararat. Mayday Hills Hospital is architecturally significant as a particularly fine example of an extensive complex of Italianate asylum buildings dating from the 1860s, and in the case of the cottages, the 1880s. The design is based on an influential asylum at Colney Hatch in England in common with other contemporary institutions notably Willsmere in Kew and Aradale at Ararat, displays key

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characteristic features such as the E-shaped plan of the main administration, kitchen and dormitory block with its airing courts and covered walkways, as well as the gatehouse, mortuary and ha-ha wall. The design of the 1860s buildings has been attributed to Public Works Department architect, J. J. Clark. The cob farm building at Mayday Hills Hospital is technically significant for the unusual use of cob construction for a small farm building on the site. Mayday Hills Hospital is aesthetically important for the beauty of its picturesque setting on a prominent hill among extensive parklands, which comprises native and introduced trees and shrubs. The curved drive with its avenue of large oaks is particularly noteworthy.



Mayday Hills VHR H1189

Parks

Fawkner Park (VHR H2361)

Fawkner Park is of historical, archaeological aesthetic significance to the State of Victoria. It is historically significant as part of the vision of Charles La Trobe (Superintendent of the Port Phillip District and later Lieutenant-Governor of Victoria) from the mid-1840s, to develop Melbourne as a city surrounded by extensive public parklands. Fawkner Park was permanently reserved in 1862 and became one of Melbourne's 'outer ring' parks, along with Yarra Park (VHR H2251) and Royal Park (VHR H2337). Formally developed from 1875 by curator Nicholas Bickford, Fawkner Park is a fine example of an 'outer ring' park. While the 'inner ring' of parks reflect more formal planting and symmetrical pathway arrangements, the 'outer ring' of parks and reserves were typically developed for recreation and organised sporting activity. Fawkner Park largely retains its early form, diagonal pathway plantings (established on the 'desire lines' of early pedestrians), impressive avenues, plantings, lawns and playing fields in conjunction with pavilion, caretakers and amenities buildings. Fawkner Park is also of historical significance for its use as an accommodation base for the Australian Women's Army Service (AWAS) and as a camp for British migrants between 1947 and 1955. Fawkner Park is archaeologically significant at the State level for its high likelihood to contain subsurface artefacts and deposits related to the Australian Women's Army Service (AWAS) and the Australian Corps of Signals Land Headquarters, located in the southern portion of the park from 1941 to 1947. Fawkner Park is aesthetically significant as an outstanding example of a metropolitan park in Victoria.

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Fawkner Park VHR 2361

Royal Park (VHR H2337)

Royal Park is of historic and aesthetic significance to the State of Victoria. Royal Park is historically significant as an outstanding and largely intact example of the public parks set aside by Lieutenant-Governor Charles La Trobe from the mid-1840s as part of his vision for the city of Melbourne. Royal Park is historically significant as the site of scientific institutions important to the development of the colony, including an Experimental Farm (1858) and the Acclimatisation Society of Victoria (1861), part of which later became the Royal Melbourne Zoological Gardens (VHR H1074) on the site. Royal Park is historically significant for its long association with sport in Victoria. It is the site of one of the earliest public golf courses in Victoria (1903), of Australia's first dedicated baseball field (Ross Straw Field c1970) and from the early 1900s has played an important role in the advancement of women's competitive sport in Australia. At a local level Royal Park is also significant for its long history of recreational use, including the early establishment of the Brunswick Cricket Club in 1858 and its early use for Australian Rules football (by 1865).



Royal Park VHR H2337

Domain Parklands (VHR H2304)

The Domain Parklands is of historical, archaeological, aesthetic, architectural, scientific (horticultural), and social significance to the State of Victoria. The Domain Parklands is of historical importance for its associations with the early settlement of Melbourne and the foundation of British colonial administration in Victoria. The Domain is a tangible link with the British Colonial tradition of establishing a large Government Domain surrounding the vice-regal residence. The Domain

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Parklands is associated with important figures in Victoria, including Ferdinand von Mueller, Government Botanist (1853-96) and first Director of the Royal Botanic Gardens (1857-73), who established the initial layout and planting of the Domain; William Guilfoyle, von Mueller's successor as Director responsible for the late nineteenth century layout and planting of the Domain and Government House to Joseph Sayce's plan; Carlo Catani, Chief Engineer of the Public Works Department, who was the main influence in the design of Alexandra Avenue, Alexandra Gardens and the Queen Victoria Gardens and Hugh Linaker, prolific public landscape designer in Victoria and responsible for the layout of the King's Domain. The Domain Parklands is of archaeological significance for its potential to contain historical archaeological deposits, features and/or objects associated with previous activities and uses. This may include archaeological material associated with such sites as the former Immigration Home and the Engineers' Depot.



Domain Parklands VHR H2304

SUMMARY OF COMPARISONS

Aboriginal Protectorates and Stations

In Victoria very little fabric relating to Aboriginal Protectorates survives, particularly above ground structures. The Murchison Police Paddocks was similarly used as an Aboriginal Protectorate Station and Native Police Corps Depot. Like Yarra Bend Park (Merri Creek Protectorate Station), there are no above ground remains. Surface features identified include postholes and mounding which define the potential location of the Protectorate buildings. The Murchison Police Paddocks were less complex than those at Nerre Nerre Warren and Yarra Bend Park (Merri Creek Protectorate Station).

Nerre Nerre Warren comprised a Native Police Corps Headquarters, a Head Station for an Aboriginal Protectorate, and a Police Horse Stud Depot and Paddocks. Like Yarra Bend Park, there is potential for intact archaeological deposits at Nerre Nerre Warren. The Native Police Corps inhabited both Nerre Nerre Warren and the Merri Creek confluence, however the latter was a favoured location due to seasonal movements and its proximity to the city of Melbourne. Although there is more visible fabric at Nerre Nerre Warren, most relates to its later use as a police horse facility, whereas Yarra Bend Park has the potential to reveal information relating to one of Victoria's earliest Aboriginal protectorates, police corps and school.

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Mental Health Institutions

Yarra Bend Lunatic Asylum was established in 1848 as Victoria's first mental asylum. It was the only asylum in Victoria for twenty years, and is central to the early history of care of the mentally ill in Victoria. The asylum was based on a 'village style', which was heavily criticised for not conforming to the 'barrack' style asylums as seen in England at the time. The Former Willsmere Hospital and Mayday Hills represent institutional layouts, trends inpatient treatment and other responses to psychiatric care in Victoria which were different to Yarra Bend Lunatic Asylum. No other comparable 'village style' asylums have been identified at this time. The opening of the Former Willsmere Hospital resulted in the closure of the Yarra Bend Lunatic Asylum. The design of the Kew cottages reflects the Zox Commission decision to move towards the Yarra Bend 'village style'. The improved 'cottage' structures represented a new and progressive move for the care and accommodation of people with intellectual disabilities. Unlike the other comparators, Yarra Bend Park provides the opportunity to understand the mid-nineteenth century 'village style' of asylum through the high potential for archaeological remains.

Public Recreational Use

Unlike the establishment of Melbourne's inner and outer ring parks in the early nineteenth century Yarra Bend was not formalised as a park until the mid-twentieth century. Due to the natural boundary of the Yarra River, Yarra Bend Park has not been substantially impeded by development, railway or tram routes or infrastructure built within the reserve, although the redirection of the river and construction of the Eastern Freeway creates a physical divide. Unlike other outer ring parks, Yarra Bend does not have substantial formal plantings or pathway design. The design was informed by the constraints of the Yarra River and retained areas of remnant vegetation.

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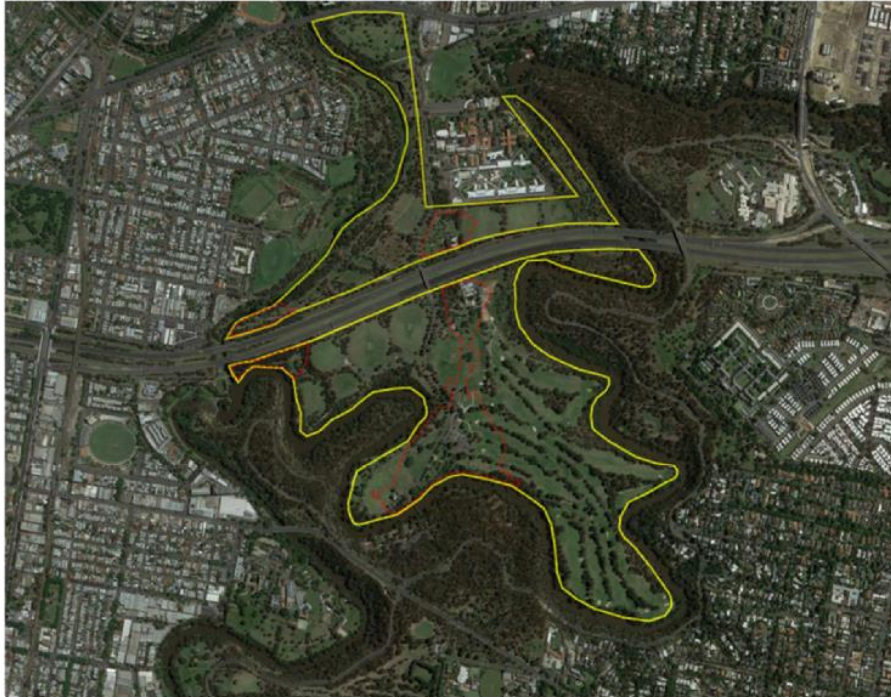
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ADDITIONAL IMAGES



Aerial image showing Yarra Bend Park (yellow) and archaeological hotspots (dashed red).

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2019, SE facing image showing location of asylum cemetery.



2019, SE facing image showing location of asylum cemetery.



2019, SW facing image showing modification of golf course.



2019, E facing image showing brick fragment on surface.



2019, SE facing image showing brick fragments on the lower slope at Yarra Bend Park.



2019, W facing image showing existing European plantings.

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2019, SE facing image showing ex-leased fly-fishing headquarters within Yarra Bend Park.



2019, E facing image showing the ex-leased RMIT building within Yarra Bend Park.



2019, NW facing image showing reused bluestone edging.



2019, E facing image showing the Victorian Indigenous Nurseries within Yarra Bend Park.



2019, SW facing image showing the location of the asylum cricket ground.



2019, SE facing image showing the modification of the driving range within Yarra Bend Park.

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2019, E facing image showing the layout of the mini golf area.



2019, SE facing image showing the 1936 golf club house.



2019, S facing image showing a spoon drain comprised of potential re-used bricks.



2019, S facing image showing a potential brick path alignment running SE from the drain.



2019, S facing image showing the location of the original asylum site.



2019, SW facing image showing the location of the original asylum site

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2019, SW facing image showing the location of the original asylum site.



2019, E facing image showing the location of the former Fairlea Womens Prison.



2019, NE facing image showing the location of the former Fairlea Womens Prison.



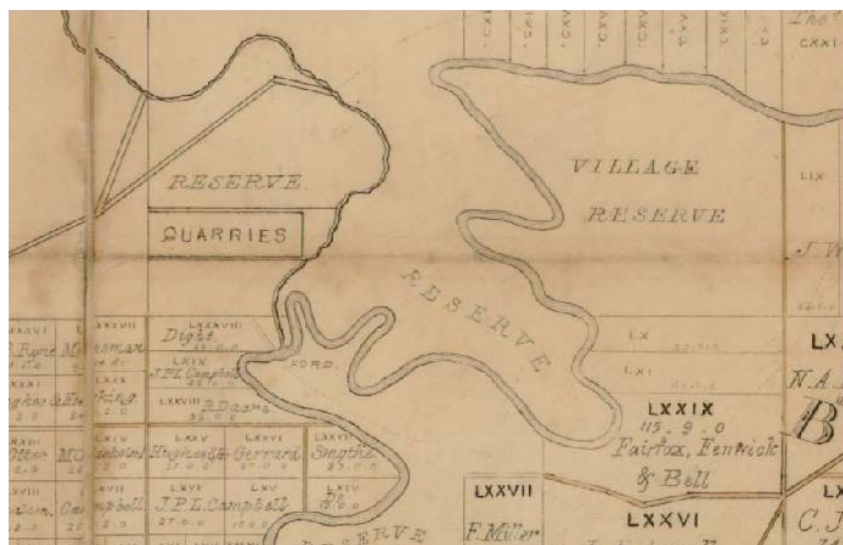
2019, SE facing image showing the fly fishing ponds within the Yarra Bend Park.

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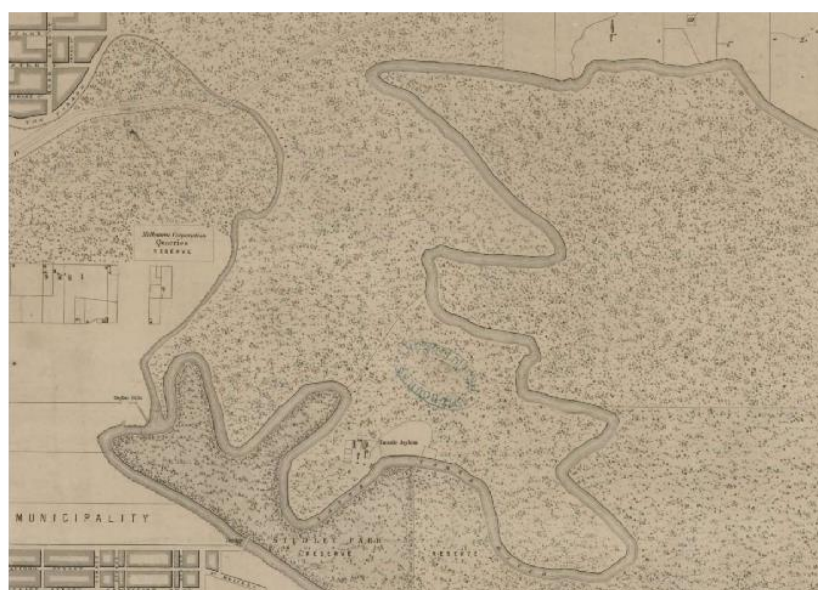
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HISTORICAL MAPS AND IMAGES



1852, Ham plan showing the Yarra Bend Park site labelled as 'RESERVE'.

Source: SLV



date Kearney Melbourne and Suburbs plan showing the layout of the original asylum and associated cemetery.

Source: SLV

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1861, Photograph showing Infirmary at Yarra Bend Asylum.
Source SLV



1861, Photograph showing cottages at Yarra Bend Asylum.
Source SLV

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1868, Engraving showing a depiction of the Yarra Bend Asylum for the Insane.

Source SLV

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c.1897-1898, Compiled MMBW detail plan 39 and 63 showing the layout of the Yarra Bend Asylum in the late nineteenth century.
Source SLV

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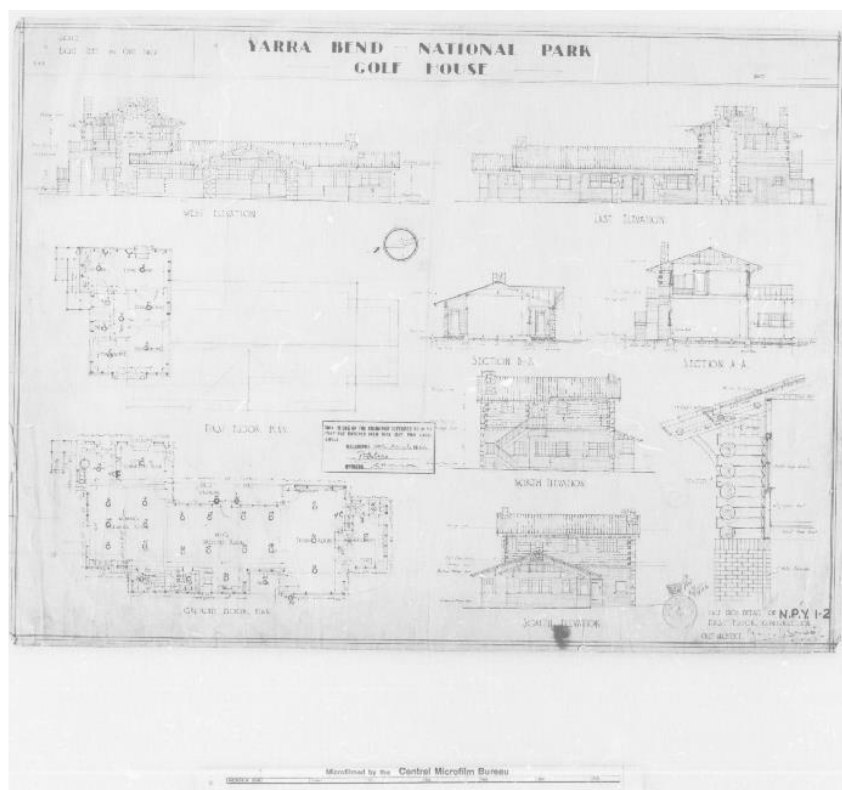
1930, Linaker's layout and planting of Yarra Bend 'National' Park.
Source: SLV

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1936, Yarra Bend National Park Golf House detail of first-floor construction plans, elevations and sections.
Source: Yarra Bend Golf Club

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c. 1950-1960 Aerial view of Yarra Bend Park.
Source: SLV



c. 1945-1954, Photograph showing Yarra Bend Golf Links Course.
Source: SLV

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