

# Traffix Group

## Amendment C223 to the Yarra Planning Scheme

**81-95 Burnley Street & 26 Doonside Street, Richmond**

**Planning Panels Victoria**

**Date of Hearing:** Commencing 18<sup>th</sup> May, 2020

**Date of Statement:** 8<sup>th</sup> May, 2020

**Date of Inspection:** 27<sup>th</sup> April, 2020 & 5<sup>th</sup> May, 2020

**Prepared for:** Yarra City Council

**Instructed by:** Marcus Lane Group

STATEMENT TO THE PLANNING PANEL APPOINTED BY THE MINISTER FOR  
PLANNING FOR THE PROPOSED REZONING OF 81-95 BURNLEY STREET & 26  
DOONSIDE STREET, RICHMOND BY CHARMAINE DUNSTAN, TRAFFIC ENGINEER

## Document Control

**Our Reference: G22270A-01A.docx**

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## **Executive Summary**

This evidence statement provides an assessment of the potential transport engineering impacts of the proposal to rezone 81-95 Burnley Street and 26 Doonside Street, Richmond. This site is also known as 'Harry the Hirer'. My assessment has been completed independently as instructed by Marcus Lane Group on behalf of Yarra City Council.

The proposal will rezone the subject site from Industrial 3 to a Mixed Use zone. The land will also be subject to a Development Plan Overlay (DPO15).

In my assessment, I have had regard to Council's preferred version of DPO15. There are no differences between Council's preferred version and the exhibited version with respect to the transport engineering requirements of the DPO15.

I am satisfied that DPO15 sets out an appropriate series of requirements that will ensure any future Development Plan for the subject site is formed and assessed under a framework that will deliver a good transport planning outcome and in particular, ensure that the mitigating works necessary for the redevelopment of the site are appropriately delivered.

My key opinions are set out as follows:

- a) Based on a detailed review of the previous traffic assessments prepared by Ratio Consultants and the peer review completed by Traffix Group, I am satisfied that the installation of traffic signals will be required at the intersection of Burnley Street/Doonside Street to accommodate the impact of this development. However, some key issues remain to be resolved:
  - i. The ultimate design of this intersection needs to be resolved, in particular whether Buckingham Street should be included or excluded from the traffic signal design, as there are a significant range of benefits and impacts to all user groups (cars, pedestrians, cyclists, trucks, nearby residents and businesses) of this intersection under either scenario to be examined.
  - ii. What is the trigger point for when the traffic signals are required? Based on the analysis previously completed, there is likely to be some capacity to complete some part (stage) of the development before the signals are necessary. This question is best answered when:
    - A Development Plan can be fully assessed in detail (exact uses, floor areas, car parking levels, etc.).
    - Updated existing conditions traffic analysis can be completed, which considers the actual (as compared to theoretical) impact of new development in the immediate area. There are a number of significant developments in the area which were proposed/approved at the time the rezoning was first proposed but are now complete. Therefore, it is appropriate to reassess existing traffic conditions as these form the base case of any assessments.

- b) The transport engineering requirements of the proposed DPO15 provides a suitable framework to ensure that appropriate traffic analysis is provided, and suitable mitigating works are delivered.
- c) The requirement for a Green Travel Plan under DPO15 is appropriate.
- d) The provision of car parking at reduced rates from Clause 52.06-5 is strongly supported. Car parking provision will be assessed in detail at the Planning Permit application stage, which is appropriate, and I do not see a need to include specific car parking requirements within the DPO.
- e) The provision of bicycle parking at rates higher than the current requirements of Clause 52.34 as proposed in the Ratio TIAR is encouraged.
- f) The DPO15 requirements around loading arrangements, specifically that loading should be on-site and by via Doonside Street are generally appropriate.

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**Appendix A    Council’s Preferred Version of DP015**

**Appendix B    Inventory of On-street Parking**

## **1. Introduction**

- 1 Yarra City Council has prepared this amendment at the request of Astrodome Hire Pty Ltd to rezone the land at 81-95 Burnley Street and 26 Doonside Street, Richmond. The site is informally known as 'Harry the Hirer'.
- 2 The Amendment proposes to make the following changes to the Yarra Planning Scheme:
  - Rezones the land from Industrial 3 Zone (IN3Z) to Mixed Use Zone (MUZ).
  - Applies the Development Plan Overlay Schedule 15 (DPO15) to the land.
  - Applies an Environmental Audit Overlay (EAO) to the land.
- 3 The proposed rezoning to MUZ is required to allow for the land to be used and developed for a mix of uses - residential and employment (retail and commercial).
- 4 The application of the DPO will:
  - Manage the built form of new development, with transition to sensitive residential areas;
  - Ensure that new development respects the heritage significance of the land;
  - Provide direction on the location of land uses on the land and facilitates at least 9000sqm of employment generating uses;
  - Provide a mechanism to deliver 10% affordable housing;
  - Facilitate a new public park along Doonside Street, and a 9m wide pedestrian link between Doonside and Appleton Streets;
  - Provide a mechanism for the delivery of traffic infrastructure to Doonside, Burnley and possibly Buckingham Streets; and
  - Provide a mechanism for the delivery of public realm improvements and the requirement of a Public Realm Plan.
- 5 I have been instructed by Marcus Lane Group, on behalf of Yarra City Council to provide expert evidence in relation to traffic issues related to the above proposal.
- 6 I have also considered the issues raised in submissions to the Planning Panel.

## **2. Statement of Witness**

### **2.1 Qualifications and Experience**

- 7 My name is Charmaine Chalmers Dunstan. I am a Director of Traffix Group Pty Ltd practicing from Level 28, 459 Collins Street, Melbourne.
- 8 My qualifications and membership of professional associations are as follows:
- i. Bachelor of Civil Engineering (honours), Monash University, Clayton
  - ii. Masters of Traffic, Monash University
  - iii. Member, Engineers Australia (IEAUST)
  - iv. Fellow, Victorian Planning & Environmental Law Association
- 9 I have over 20 years' experience as a Traffic Engineering and Transport Planning consultant with Traffix Group Pty Ltd and formerly Turnbull Fenner Pty Ltd. My experience also includes a number of local government appointments which involved acting in the role of Council's Transport Co-ordinator or Senior Traffic Engineer.
- 10 I have experience and expertise in traffic management, transportation planning, road safety planning and engineering, parking management and strategy development, and development impact assessment of a broad range of land-use developments within established metropolitan, regional and growth areas.

### **2.2 Project Team**

- 11 Leigh Furness (Senior Associate) and James Young (Traffic Engineer) assisted with site inspections, review and analysis of the application material, traffic analysis and the preparation of this statement.

### **2.3 Scope of Work**

- 12 This report specifically reviews the traffic engineering implications of the proposal to rezone the subject site to a Mixed Use Zone (MZU) and apply a Development Plan Overlay (DPO15) to the site.
- 13 My specific instructions are to review the exhibited materials, Council's preferred version of the DPO, submissions and provide an independent traffic engineering assessment of the proposal. In reviewing the background material, I have had particular regard to the Traffic Impact Assessment Report (TIAR) prepared by Ratio Consultants (dated 19th December, 2018).
- 14 In the course of my investigations, I have visited the site, reviewed the exhibition materials and background documents.
- 15 As part of my review, I have had regard to submissions by third parties.

### 2.4 Key Tasks

- 16 Based on the exhibition documents and planning history of the site, the scope of my engagement has included the following tasks:
- i. review of the site location and the surrounding transportation network,
  - ii. review and analysis of traffic data,
  - iii. review of historical road safety data,
  - iv. review of supporting documentation and planning history,
  - v. review of Council policies and other relevant documents,
  - vi. review of the parking implications and impacts of the proposal,
  - vii. review of the potential traffic impacts of the proposal,
  - viii. review of third-party submissions, and
  - ix. preparation and giving of Expert Evidence in accordance with Planning Panels Victoria – Guide to Expert Evidence.

#### 2.4.1 Experiments

- 17 I have visited the site to observe traffic and parking activity within the nearby area.

#### 2.4.2 Reference Documents

The following key documents have been relied upon when preparing this report:

- i. Various Amendment documentation, including the Exhibition plans and other material.
- ii. Traffic Impact Assessment, prepared by Ratio Consultants (dated October, 2016).
- iii. Peer review by Traffix Group (Ref: 22270L#1, dated 28<sup>th</sup> February, 2017).
- iv. Traffic Engineering Letter, prepared by Ratio Consultants (dated 31<sup>st</sup> May, 2017).
- v. Memorandum by Traffix Group in response to the Letter by Ratio Consultants (Ref: 22270M#1, dated 28<sup>th</sup> June, 2017).
- vi. Memorandum by Traffix Group to Yarra City Council reviewing an earlier version of the DPO (Ref: 22270M#2, dated 22<sup>nd</sup> August, 2017).
- vii. Traffic Impact Assessment prepared by Ratio Consultants (dated 19<sup>th</sup> December, 2018).
- viii. Peer review by Traffix Group (Ref: 22270L#2, dated 18<sup>th</sup> January, 2019).
- ix. Letter by Traffix Group reviewing the submissions to the amendment (Ref: 22270L-01C, dated 12<sup>th</sup> February, 2020).
- x. Various planning permits and endorsed plans for key development sites in the vicinity of the subject site.
- xi. Relevant sections of the Yarra Planning Scheme.

- xii. Relevant Australian Standards in relation to off-street parking, loading for commercial vehicles, bicycle parking and parking for people with disabilities.
- xiii. Third party submissions.

### **3. Proposal**

- 18 The proposal is to rezone the land at 81-95 Burnley Street & 26 Doonside Street, Richmond to a Mixed Use Zone to facilitate a future residential and commercial use of the land. The land is also known as 'Harry the Hirer'.
- 19 The current zoning for the land at 81-85 Burnley Street and 26 Doonside Street is the Industrial 3 Zone, which in Council's view is out of step with the surrounding area and vision set out in the Victoria Street Structure Plan and Yarra Planning Scheme. The Structure Plan identifies the area including this land for potential housing mixed with retail and business.
- 20 The Amendment specifically proposes to make the following changes to the Yarra Planning Scheme to facilitate this change of use:
  - i. Rezones the land from Industrial 3 Zone (IN3Z) to Mixed Use Zone (MUZ).
  - ii. Applies the Development Plan Overlay Schedule 15 (DPO15) to the land.
  - iii. Applies an Environmental Audit Overlay (EAO) to the land.
- 21 I have reviewed Council's preferred version of DPO15 (endorsed by Council at an ordinary Council meeting on the 3rd March, 2020). Upon review of Council's proposed version, there are no changes to the Transport Engineering requirements of DPO15 from that version that was exhibited (i.e. my comments are applicable to both versions).
- 22 A copy of Council's preferred version of the DPO is attached at Appendix A of my statement.
- 23 Figure 1 provides the Framework Plan from DPO15 that illustrates the vision of the Development Plan for the subject site.
- 24 The Ratio Traffic Report (dated December, 2018) includes an indicative development yield for the purposes of conducting a traffic engineering assessment of the proposal. This report assumed the following development yield:
  - 557 dwellings;
  - 15,410 square metres<sup>1</sup> of net commercial floor area; and
  - 519 square metres<sup>1</sup> of leasable retail floor area;
- 25 The DPO includes an Indicative Framework Plan which maps out the basic parameters of a future planning permit application to redevelop the site. This is provided at Figure 1.

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<sup>1</sup> Assuming the Net Floor Area is 85% of the Gross Floor Area.

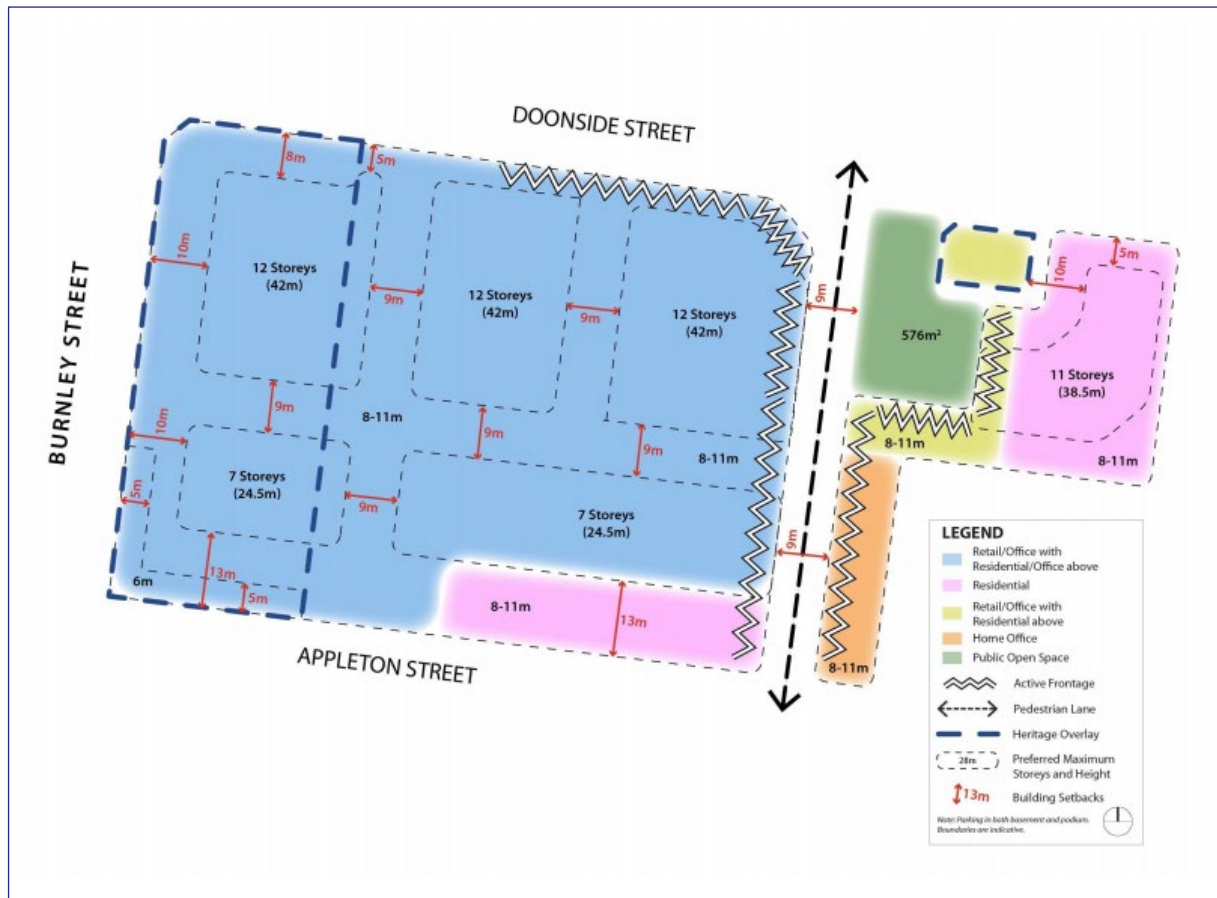


Figure 1: Indicative Framework Plan

- 26 The proposed Development Plan Overlay 15 (DPO15) includes a series of requirements in relation to transport engineering matters. The key requirements are listed below:

## Section 173 Agreement for Traffic Impact Assessment Report works

The owner (or another person in anticipation of becoming the owner) must enter into an agreement with VicRoads and the Responsible Authority under section 173 of the Planning and Environment Act 1987 for the provision of works which are identified in the Traffic Impact Assessment Report prepared and approved in accordance with this schedule. The works may include but are not limited to:

- mitigating works required for each development stage in the Development Plan;
- a two way or a four way signalised intersection between Burnley Street/Doonside Street/Buckingham Street; and
- a new intersection, if required, approved by VicRoads in consultation with the Responsible Authority.

The owner, or other person in anticipation of becoming the owner, must meet all of the expenses of the preparation and registration of the agreement, including the reasonable costs borne by the Responsible Authority.

*The Section 173 Agreement must be entered into prior to a planning permit being issued in accordance with the approved Development Plan.*

### **Section 4.2 – Components of the Development Plan**

#### **TRANSPORT ASSESSMENT**

*A Traffic Impact Assessment Report (TIAR) prepared by a suitably qualified traffic engineer to the satisfaction of the Responsible Authority and Vic Roads. The Traffic Impact Assessment must include and demonstrate the following:*

- *An existing conditions assessment.*
- *Details of any development staging.*
- *A site layout plan showing convenient and safe primary vehicle access, including:*
  - *Primary vehicle access to and from Doonside Street;*
  - *Any vehicle access to Appleton Street to be a secondary access point;*
  - *No direct vehicle access to or from the site via Burnley Street.*
- *Details regarding the layout, cross section and function of any internal street or laneway network.*
- *On site car parking and bicycle parking provisions and allocations.*
- *Expected traffic volumes and impact on the existing road network, including but not necessarily limited to Doonside Street, Appleton Street and Burnley Street. This assessment is to include details of any assumptions relied upon.*
- *The TIAR is to include consideration of any development stages and approved/current development applications within the immediate area surrounding the site. The assessment is to:*
  - *identify mitigating works required for each development stage in the Development Plan*
  - *assess whether a two way or a four way signalised intersection between Burnley Street/Doonside Street/Buckingham Street is required and the trigger for providing the signalised intersection to the satisfaction of VicRoads*
  - *identify a new intersection layout and operation, if required, approved by VicRoads in consultation with the Responsible Authority.*
- *Details of any works or treatments proposed to Doonside Street or Appleton Street or the nearby road network.*
- *Details regarding the impact on pedestrian and bicycle routes.*
- *Measures to reduce conflict and improve pedestrian and bicycle amenity.*
- *Details regarding loading arrangements, with loading to be undertaken on site and conflict between the loading bay(s) and car parking areas and non-motorised transport to be minimised.*

- *Access to the site by trucks is to be via Doonside Street.*
- *Details regarding on-site waste collection, with waste vehicles accessing the site from Doonside Street.*

### **GREEN TRAVEL PLAN**

*A Green Travel Plan must demonstrate that the development supports sustainable transport alternatives to the motor car, provides on site car share spaces and provides bicycle parking and storage facilities. It must be prepared to the satisfaction of the Responsible Authority and prepared by a qualified traffic engineer.*

### **DEVELOPMENT STAGING**

*A staging plan to provide an indication of the likely staging of the development of land, specifically:*

- *The expected sequencing of development;*
- *The expected sequencing of works identified in the Public Realm Plan approved in accordance with this schedule;*
- *Likely vehicle access points, road infrastructure works and traffic management; and*
- *Interface/access treatments.*

## **4. Existing Conditions**

### **4.1 Subject Site**

- 27 The subject site is 81-95 Burnley Street, Richmond and is also known as 'Harry the Hirer'. The development site is located on the east side of Burnley Street, between Doonside Street and Appleton Street, in Richmond. A photograph of the site and a locality plan are provided at Figure 2 and Figure 3, respectively.
- 28 The site is approximately 1.3 hectares in size and has extensive frontages to Burnley Street (80m), Doonside Street (170m) and Appleton Street (130m).
- 29 The site is tenanted by 'Harry the Hirer', a party and marquee hire company. Information provided by the proponent indicates that the business historically operated with 115 staff and was open between 8am-5:30pm weekdays and 9am-12pm Saturdays<sup>2</sup>.
- 30 The site has primary vehicle access to Doonside Street (six crossovers provided). However, there are historical crossovers to Burnley Street (one) and Appleton Street (one) which appear to be disused. The site provides approximately 85 car spaces on the site.
- 31 The site is zoned Industrial 3 Zone under the Yarra Planning Scheme as presented in Figure 5. It is also located within the Victoria Street East Precinct of the Richmond UDF.
- 32 Nearby land uses in the immediate vicinity are a mixture of industrial and residential uses. Victoria Gardens Shopping Centre is located 200m to the north of the site.
- 33 Development in the area has resulted in increased housing density and increased commercial use on former industrial lots.

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<sup>2</sup> As stated in the Ratio Traffic Report, dated December, 2018

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Figure 2: Subject Site – Burnley Street/Doonside Street corner

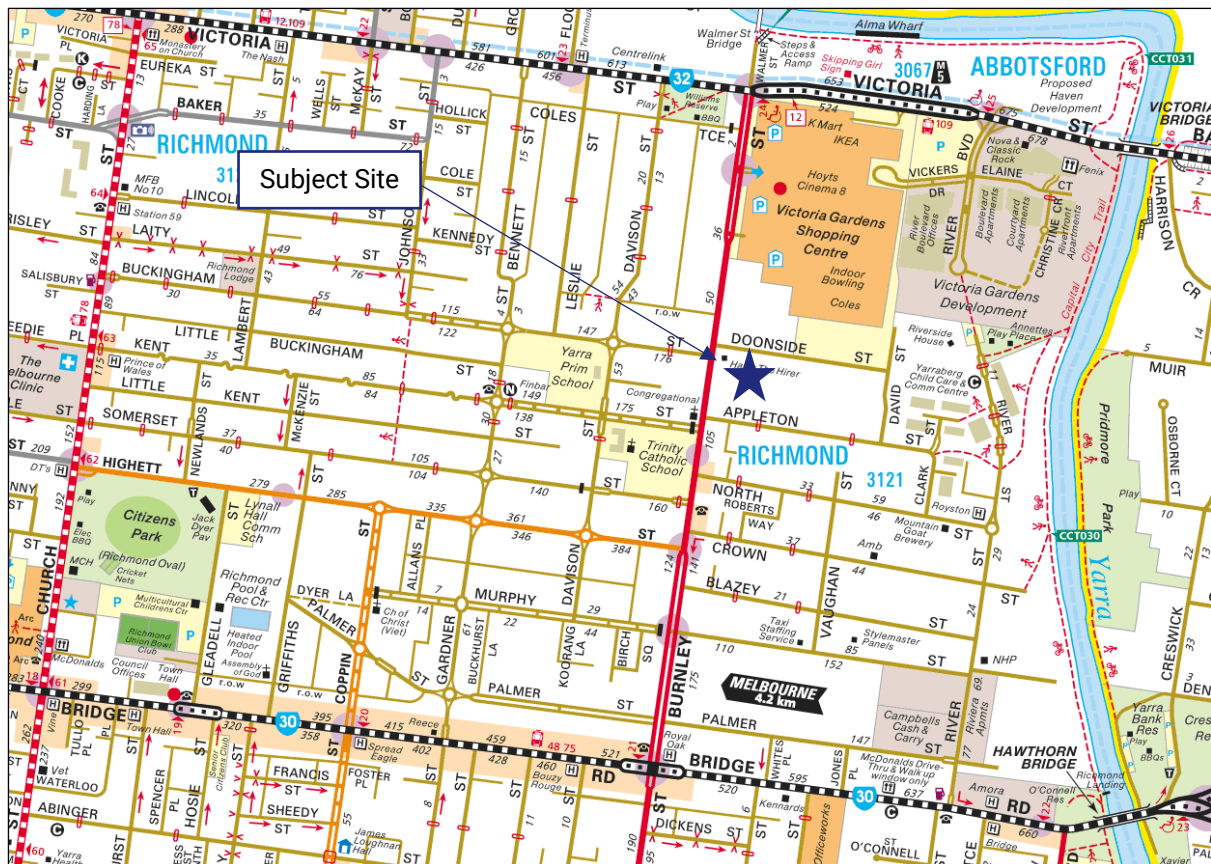


Figure 3: Locality Plan

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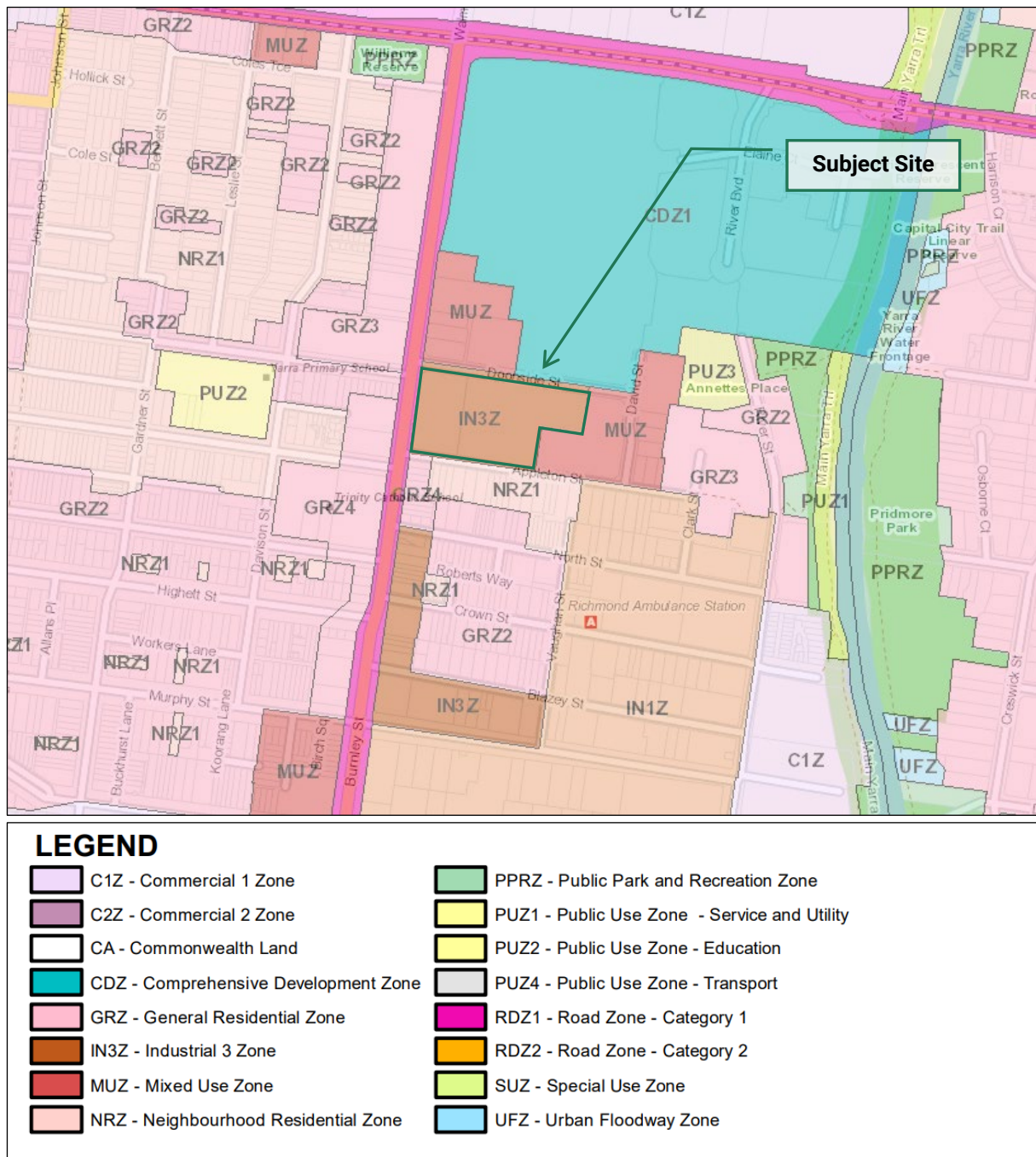


Figure 4: Land use zoning map

Source: Planning Schemes Online

## **4.2 Road Network**

- 34 **Burnley Street** is a VicRoads Arterial Road and Road Zone Category 1 aligned in a north south direction. In the vicinity of the site, Burnley Street provides a traffic lane and shared bicycle/parking lane in each direction. A 60km/h speed limit applies to Burnley Street, with a 40km/h school zone applying to the south of the site.
- 35 **Doonside Street** is a Local Road aligned in an east-west direction between Burnley Street and David Street. Doonside Street has a pavement width of approximately 10m adjacent to the subject site<sup>3</sup>, which provides for a traffic lane in each direction and parking on both sides of the road. A 'Stop' sign facing Doonside Street controls its intersection with Burnley Street. A 40km/h area speed limit applies to Doonside Street.
- 36 **Appleton Street** is a Local Road aligned in an east-west direction between Burnley Street and Clarke Street. Appleton Street has a pavement width of approximately 8m, which provides for kerbside parking on both sides of the road and a single traffic lane for two-way traffic. The intersection of Appleton Street and Burnley Street is controlled by a 'Stop' sign facing Appleton Street and only left-in/left-out traffic movements are permitted. A 40km/h area speed limit applies to Appleton Street.
- 37 **Buckingham Street** is a Local Road aligned in an east-west direction between Burnley Street and Church Street. Buckingham Street provides for a traffic lane in each direction and parking on both sides of the road. The intersection of Buckingham Street and Burnley Street is controlled by a 'Give-Way' sign facing Buckingham Street. Right turns into Buckingham Street are prohibited between 7-9am (7 days) and left turns into Buckingham Street are prohibited between 7:30-9am Mon-Fri. A 40km/h area speed limit applies to Buckingham Street.
- 38 Figure 5 illustrates the existing road network and the turn bans that apply to various local roads within close proximity to the site. Doonside Street is the only local street on the east side of Burnley Street (between Victoria Street and Highett Street) where right turns are permitted into and out of Burnley Street. Accordingly, the intersection of Burnley Street/Doonside Street has an important function of distributing traffic to/from the north from properties on the east side of Burnley Street.
- 39 Figure 5 illustrates the local road network and key traffic management measures around the subject site. Many local roads have turn restrictions at Burnley Street.
- 40 Photographs depicting the surrounding road network are presented in Figure 6 to Figure 13.

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<sup>3</sup> Its carriageway width narrows to approximately 8m at its eastern end (to widen the footpath) around 44 Doonside Street.

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Figure 5: Existing Traffic Conditions

Source: Nearmap

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Figure 6: Burnley Street – view north



Figure 7: Burnley Street – view south



Figure 8: Doonside Street – view east from Burnley Street



Figure 9: Doonside Street – view west from David Street



Figure 10: Appleton Street – view east from Burnley Street



Figure 11: Appleton Street – view west



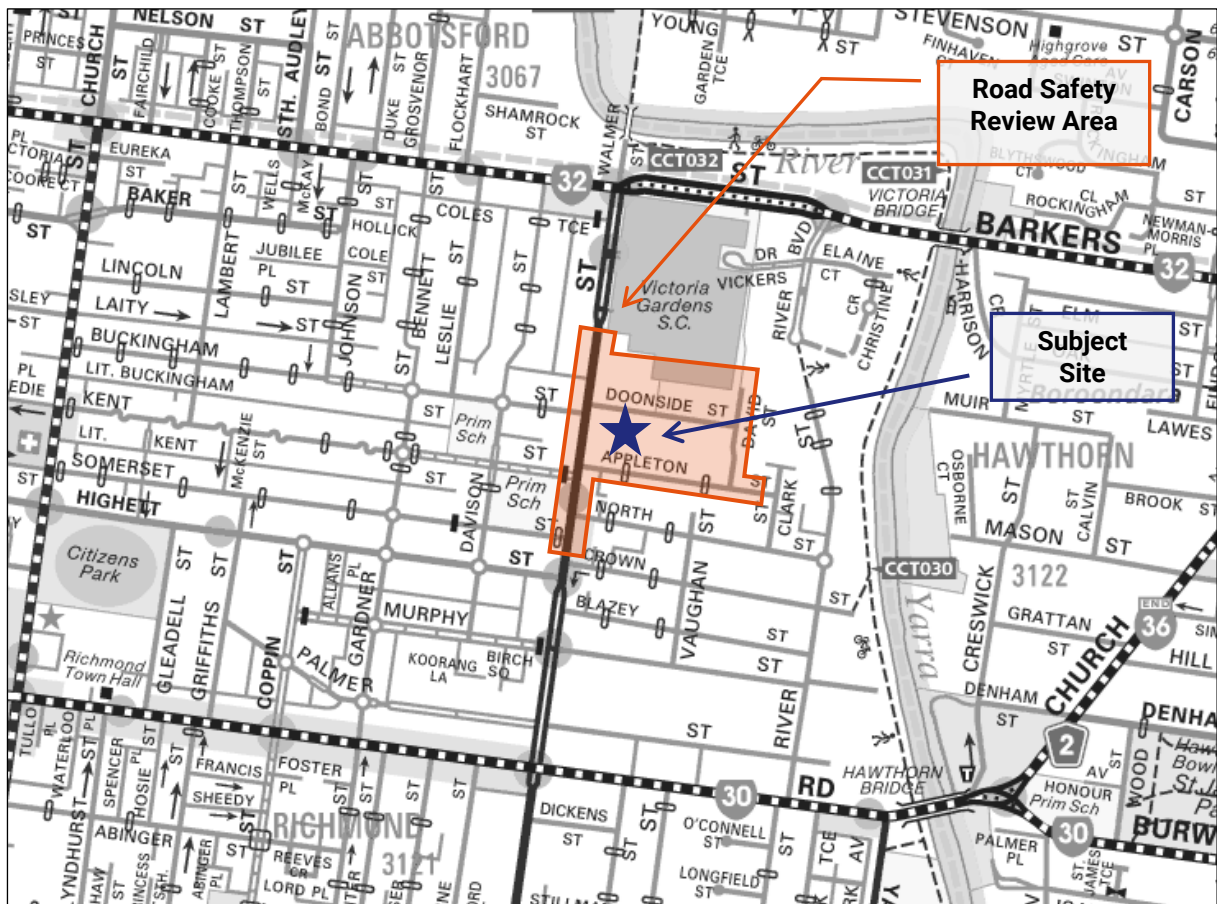
*Figure 12: Buckingham Street – view west from Burnley Street*



*Figure 13: David Street – view south from Doonside Street*

41 A review of road casualty crash statistics for the past 5 years of available data (1st January, 2014 to 31st December, 2018). The review area is shown in the figure below.

42 There have been no casualty crashes within the review area within the review period. Accordingly, there is no apparent road safety issues in the vicinity of the subject site based on a review of current road accident statistics.



Source: Melway Publishing

### 4.3 Parking Conditions

- 43 Traffic Group completed an inventory of on-street parking for an area of up to 200m around the subject site. The inventory was collected at 11am on Monday 27th April, 2020.
- 44 The purpose of the survey was to assess the supply and management of the on-street car parking in the vicinity of the site. It was not to assess the demand for car parking (which would have been unrepresentative given the Stage 3 Covid19 restrictions which applied at the time of inspection).
- 45 A map of the inventory area is provided below. The full inventory is attached at Appendix B of this statement.

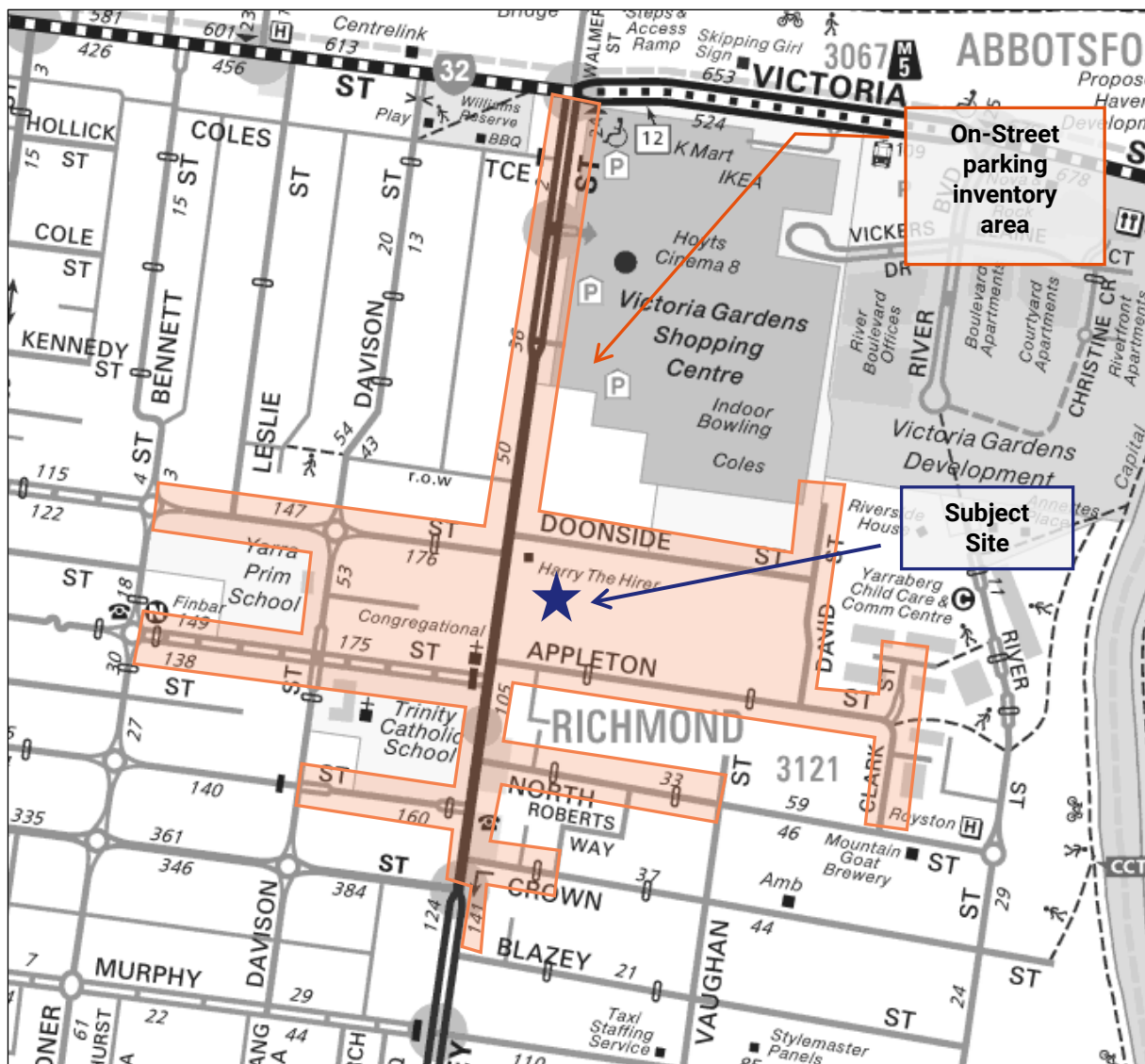


Figure 15: Parking Inventory Area

- 46 There are 302 on-street car spaces within the identified area. Of these spaces, 130 are long term (8P) or unrestricted car spaces. The remainder are a combination of short-term restrictions and Permit Zones.
- 47 There are 48 car spaces along the subject site's frontages to Burnley Street, Appleton Street and Doonside Street, all of which are unrestricted.

### 4.4 Alternative Transport Modes

- 48 The site is well served by public transport services, including the following services within convenient walking distance:
- Tram Routes 12 and 109 on Victoria Street, approximately 350m north of the site,
  - Tram Routes 48 and 75 on Bridge Road, approximately 500m south of the site,
- 49 The available public transport services within an appropriate walking distance of the site are presented in Figure 16.
- 50 The site is located within the Principal Public Transport Network (PPTN) area as presented in Figure 17.
- 51 The site enjoys a high level of access to bicycle infrastructure including formal and informal bicycle routes on many roads surrounding the site.
- 52 There are multiple car share vehicles within close proximity to the site. The nearest pods are located on Burnley Street, between Doonside Street and Victoria Street (2 pods).
- 53 The site is highly walkable. Walkscore<sup>4</sup> rates the site as scoring 92 out of 100 and classifies this location as a 'walker's paradise, daily errands do not require a car'.

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<sup>4</sup> <https://www.walkscore.com/score/81-burnley-st-richmond-vic-australia>

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Figure 16: Public Transport Services Map

Source: [www.ptv.vic.gov.au](http://www.ptv.vic.gov.au)

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Richmond

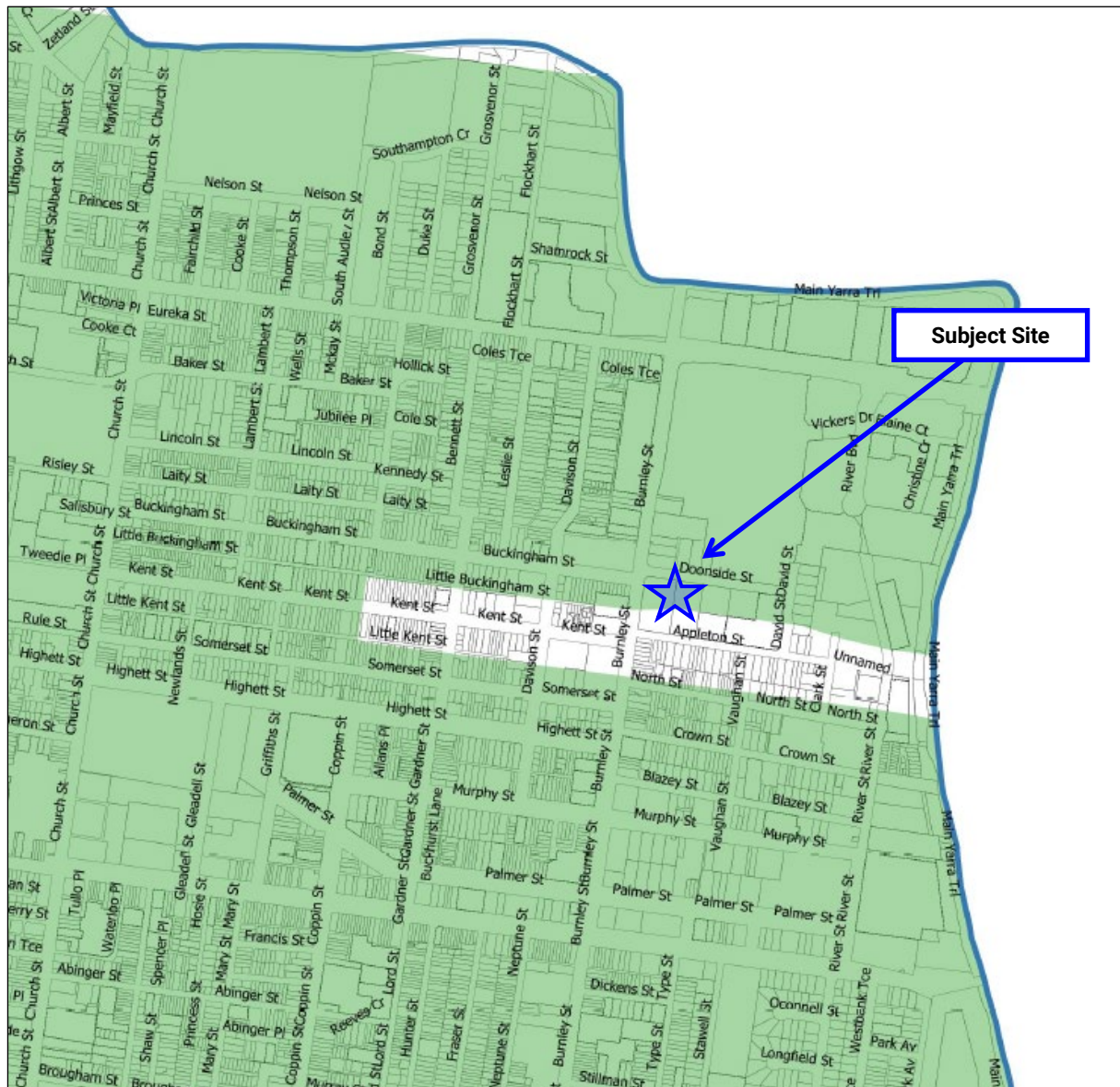


Figure 17: Principal Public Transport Network Area

## **5. Traffic Impact Assessment**

- 54 This rezoning proposal has been evolving through the planning process for a number of years now. This has involved a number of traffic assessments prepared by Ratio for the proponent and Traffix Group has peer reviewed these documents at various points in time on behalf of the Council.
- 55 The key documents are as follows:
- Traffic Impact Assessment, prepared by Ratio Consultants (dated October, 2016).
  - Peer review by Traffix Group (Ref: 22270L#1, dated 28<sup>th</sup> February, 2017)
  - Traffic Engineering Letter, prepared by Ratio Consultants (dated 31<sup>st</sup> May, 2017)
  - Memorandum by Traffix Group in response to the Letter by Ratio Consultants (Ref: 22270M#1, dated 28<sup>th</sup> June, 2017)
  - Memorandum by Traffix Group to Yarra City Council reviewing an earlier version of the DPO (Ref: 22270M#2, dated 22<sup>nd</sup> August, 2017)
  - Traffic Impact Assessment prepared by Ratio Consultants (dated 19<sup>th</sup> December, 2018)
  - Peer review by Traffix Group (Ref: 22270L#2, dated 18<sup>th</sup> January, 2019)
- 56 I have reviewed all of the above documents.
- 57 The 2018 Ratio report adopts the following development scale:
- 557 dwellings;
  - 15,410 square metres of net commercial floor area; and
  - 519 square metres of leasable retail floor area;
- 58 The development is different from other applications in not just the number of dwellings, about also the very significant commercial floor space proposed. The Ratio report adopted a peak traffic volume generated by the development of 330 vehicle trips per peak hour, almost 60% of which is associated with the commercial space.
- 59 The Ratio report concluded the following in relation to the traffic impacts of the full development of the subject site:
- Based on the analysis undertaken above, it is considered that the intersection of Burnley Street/Doonside Street will require signalisation to facilitate vehicle movements in and out of Doonside Street and improve the safety of these movements.*
- 60 The final conclusions of the both the Ratio and Traffix Group assessments is that traffic signals are required at the intersection of Burnley Street and Doonside Street as a result of the development of this site under the Development Plan and the development already approved/recently completed in the nearby area.
- 61 I have reviewed these documents in detail and agree with the outcome of these reports.
- 62 I am satisfied that this is an entirely logical outcome given the characteristics of this intersection and scale of development in the nearby area.

- 63 There remain key questions around the timing of when the mitigating works are required and the detailed design of the traffic signals (including the key issue of whether Buckingham Street should be included in the signals). I am satisfied that the DPO requirements set the framework of how these issues around the mitigating works are addressed in an appropriate manner. These key questions are most appropriately addressed as part of a future DPO submission once the scale and staging of the proposal is known and updated traffic data can be collected.
- 64 I have broken down my views on each of the transport assessment requirements of the DPO in the following section. I have also provided my views on why these conditions are appropriate and necessary.

## **5.1 Review of the Section 173 Agreement in regard to mitigating works**

- 65 Section 2.3 of the proposed DPO15 includes the following requirement in relation to completing mitigating works:

### **Section 173 Agreement for Traffic Impact Assessment Report works**

*The owner (or another person in anticipation of becoming the owner) must enter into an agreement with VicRoads and the Responsible Authority under section 173 of the Planning and Environment Act 1987 for the provision of works which are identified in the Traffic Impact Assessment Report prepared and approved in accordance with this schedule. The works may include but are not limited to:*

- *mitigating works required for each development stage in the Development Plan;*
- *a two way or a four way signalised intersection between Burnley Street/Doonside Street/Buckingham Street; and*
- *a new intersection, if required, approved by VicRoads in consultation with the Responsible Authority.*

*The owner, or other person in anticipation of becoming the owner, must meet all of the expenses of the preparation and registration of the agreement, including the reasonable costs borne by the Responsible Authority.*

*The Section 173 Agreement must be entered into prior to a planning permit being issued in accordance with the approved Development Plan.*

- 66 The provision of a Section 173 agreement ensures that suitable mitigating works are delivered by a redevelopment of the subject site. This agreement explicitly acknowledges that there are issues to work through around the staging of development, the configuration of a future signalised intersection at Burnley Street/Doonside Street/Buckingham Street and that VicRoads and Council need to approve the TIAR and the mitigating works.
- 67 The DPO also provides more details regarding the requirements for the preparation of the TIAR required by the Section 173 agreement. This is discussed in the following section.
- 68 I understand that Yarra City Council has required from other key development sites in the nearby area and these require a financial contribution to mitigate the impacts of these developments at the intersections of Burnley Street at Doonside Street and Appleton Streets. I have been provided with a copy of the permits for these sites and seen these conditions.
- 69 Having reviewed these applications, I appreciate that each of developments are of significantly smaller scale from a traffic generation perspective than the proposal for the subject site.

## 5.2 Review of DPO requirements for Transport Assessment

- 70 My detailed review of the DPO requirements for a Transport Assessment are broken down below.

### Requirement:

#### **TRANSPORT ASSESSMENT**

*A Traffic Impact Assessment Report (TIAR) prepared by a suitably qualified traffic engineer to the satisfaction of the Responsible Authority and Vic Roads. The Traffic Impact Assessment must include and demonstrate the following:*

- *An existing conditions assessment.*

### Response:

- 71 The Ratio traffic report completed in December, 2018 relies on traffic data collected by Ratio in April, 2016. This data is now 4 years old. While there are no firm guidelines about how recent traffic counts need to be in order to complete a robust traffic analysis, in my view this data is somewhat outdated.
- 72 Traffic volumes on arterial roads within established urban areas such as Richmond do not tend to change substantially over time (including a 4-year period).
- 73 The 2018 Ratio traffic report compared the volume of traffic on Burnley Street between the April, 2016 surveys and 3 Thursdays in late November/December 2018 and found a negligible difference in the volumes on Burnley Street. An extract of Table 2.1 of the Ratio traffic report is reproduced below. It shows that the variation in traffic volumes on Burnley Street is minimal (the AM count on Thursday 22nd November 2018 is within natural variation but may also be an outlier).

**Table 2.1: Comparison of Traffic**

Date	AM Peak Hour Volumes	PM Peak Hour Volumes
Thursday 14 April 2016 (surveyed date)	2,432 movements	2,469 movements
Thursday 22 November 2018	2,193 movements (- 9.8%)	2,477 movements (- 0.32%)
Thursday 29 November 2018	2,345 movements (- 3.58%)	2,488 movements (+ 0.77%)
Thursday 6 December 2018	2,475 movements (+ 1.77%)	2,413 movements (- 2.27%)
Average	2,337 movements (- 3.9%)	2,459 movements (-0.39%)

- 74 I have reviewed VicRoads open source data for arterial road volumes for Burnley Street<sup>5</sup>. This data states that the annual growth rate of traffic on Burnley Street is +0.7% per annum southbound and -0.8% northbound. These growth rates illustrate an established arterial road where traffic conditions are essentially stable.
- 75 What is more likely to change is the level of traffic accessing the local roads in the area (Doonside Street, Appleton Street and Buckingham Street). Traffic accessing local streets can change substantially based on land use changes. In this case there have been a number of significant developments in the nearby area. Since the 2016 data collection, the following key large developments have been completed:
- 36-44 Doonside & 27-41 Appleton Street (at the site's eastern boundary). This mixed use development provides 335 car spaces<sup>6</sup>.
  - 9-15 David Street (at the eastern end of Doonside Street). This largely residential development provides 172 car spaces<sup>7</sup>.
- 76 These two developments provide in the order of 500 car spaces between them and will have altered the traffic volumes in Doonside Street compared to 2016.
- 77 A large development at 171 Buckingham Street (opposite Doonside Street in Burnley Street) is currently under construction. This largely residential development (ground floor café) provides 222 car spaces<sup>8</sup>. While this development does not take access to Doonside Street, its traffic volumes using Buckingham Street are especially relevant to the Buckingham Street/Burnley Street intersection and the appropriateness of any mitigating works at this intersection.
- 78 I am aware of a proposal by Salta to undertake an intensive development immediately to the north of the subject site, across Doonside Street. At this stage the details of the development including the;
- mix of uses
  - commercial floor space
  - dwelling numbers
  - vehicle access points
- have are not determined and I have not added this site to the diagram at Figure 18.

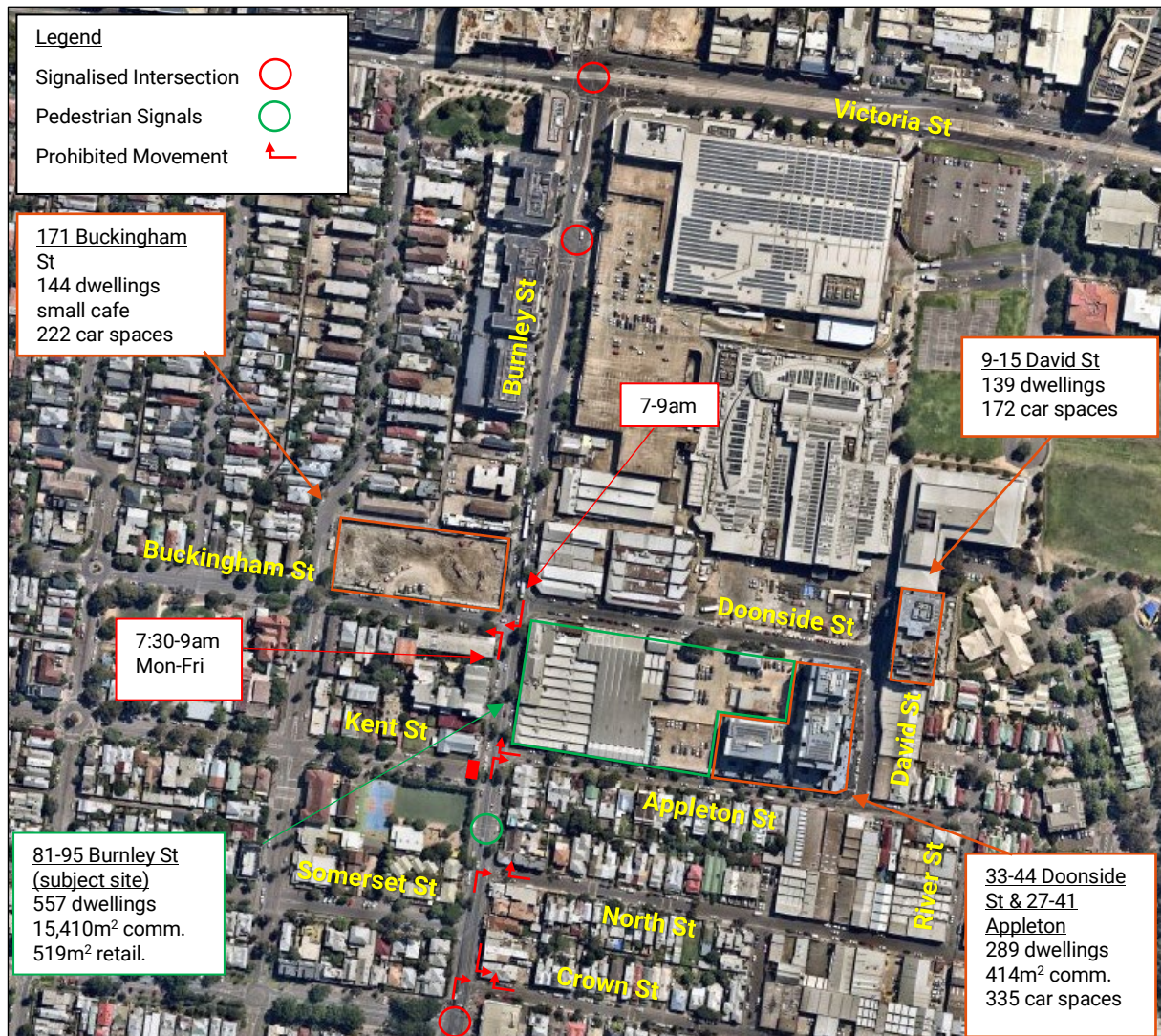
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<sup>5</sup> <https://vicroadsopendata-vicroadsmaps.opendata.arcgis.com/datasets> Accessed 29<sup>th</sup> April, 2020.

<sup>6</sup> PLN10/0790, endorsed plans dated 17<sup>th</sup> April, 2019

<sup>7</sup> PLN14/0538, amended planning permit dated 6<sup>th</sup> March, 2015

<sup>8</sup> PLN14/1016, endorsed plans dated 3<sup>rd</sup> November, 2017



Source: TransMaps

Figure 18: Existing Conditions

- 79 The Ratio traffic reports produced by the proponent over the course of this amendment have always taken into account approved developments in the nearby area (including these sites) when assessing future traffic conditions. This analysis was appropriate at the time these reports were written since the developments were not complete.
- 80 These developments are now complete, which will enable a more accurate base case to be established to assess the future development on the subject site. This allows an assessment of actual (as compared to theoretical) traffic volumes using the local road network taking into the specific traffic generation and distribution of these development. Theoretical assessments would then only apply to approved/yet to be constructed developments.
- 81 My expectation is that Council and VicRoads would not accept any new TIAR prepared that relied on the 2016 traffic data, particularly in the context of the scale and mitigating works proposed as part of this development.

- 82 Accordingly, I find the requirement for an assessment of existing conditions to be a necessary component of any future TIAR and DPO15.

### Requirement:

- *Details of any development staging.*

### Response:

- 83 The staging of the development is important. Under the 'base case' conditions assessment by Ratio, the critical Burnley Street/Doonside Street intersection has capacity to accommodate some level of additional traffic and equally under an ultimate development scenario, it does not (by some significant degree).
- 84 Again, these 'base case' conditions include existing traffic (from 2016) and assumptions about what nearby recent developments may be generating. This may change with an updated existing conditions assessment, as discussed previously.
- 85 There may be a trigger point in terms of development scale where traffic signals are required and if staged appropriately, part of the site could be redeveloped before traffic signals are installed.
- 86 This trigger point does not need to be determined now as part of the rezoning process. It is most appropriately determined when a complete Development Plan is lodged, the development scale and staging is known and existing traffic conditions data has been updated.

### Requirement:

- *A site layout plan showing convenient and safe primary vehicle access, including:*
  - *Primary vehicle access to and from Doonside Street;*
  - *Any vehicle access to Appleton Street to be a secondary access point;*
  - *No direct vehicle access to or from the site via Burnley Street.*

### Response:

- 87 These controls are appropriate.
- 88 Doonside Street provides the highest level of access to the external road network (it is not subject to turn bans like Appleton Street), it will ultimately provide traffic signals for safe and convenient access to the area, it is the widest local street and already subject to high-density development. It is the most appropriate street frontage for a high level of vehicle access and I would expect any planning permit application would naturally take advantage of these attributes.
- 89 Appleton Street is a narrow residential/local street restricted to left-in/left-out movements at Burnley Street and limiting access to this street is appropriate. This requirement is not prescriptive as to what 'secondary access' specifically means. In my view, it does not need to

be as it will be apparent on submission on of a future Development Plan whether the level of access to Appleton Street is appropriate in the context of the other access points.

- 90 No access to Burnley Street (Arterial Road and Road Zone 1) is appropriate and reinforces VicRoads arterial road management strategies/principles around access to arterial roads. There is no reason in my view for any redevelopment of this site to have direct access to Burnley Street.

**Requirement:**

- *Details regarding the layout, cross section and function of any internal street or laneway network.*

**Response:**

- 91 This is an appropriate level of detail required as part of any Development Plan.

**Requirement:**

- *On site car parking and bicycle parking provisions and allocations.*

**Response:**

- 92 This is an appropriate level of detail required as part of any Development Plan.

**Requirement:**

- *Expected traffic volumes and impact on the existing road network, including but not necessarily limited to Doonside Street, Appleton Street and Burnley Street. This assessment is to include details of any assumptions relied upon.*

**Response:**

- 93 Any TIAR needs to assess the impact on these three listed streets in particular. However, it should also review the impacts of any traffic using the local road network to the south/east.
- 94 It is important that any TIAR provide clear and concise information about the details of traffic modelling and the inputs into any models. When TIARs are deficient in this respect, they pose serious challenges to the ability of the Council and the Road Authority to make an accurate assessment of the impacts of new development proposals.
- 95 This is particularly important in regard to the options for the design of the Burnley Street/Doonside Street/Buckingham Street intersection (as discussed below), as the issues to be addressed and competing benefits/impacts to be balanced are complex.

### Requirement:

- *The TIAR is to include consideration of any development stages and approved/current development applications within the immediate area surrounding the site. The assessment is to:*
  - *identify mitigating works required for each development stage in the Development Plan*
  - *assess whether a two way or a four way signalised intersection between Burnley Street/Doonside Street/Buckingham Street is required and the trigger for providing the signalised intersection to the satisfaction of VicRoads*
  - *identify a new intersection layout and operation, if required, approved by VicRoads in consultation with the Responsible Authority.*
- *Details of any works or treatments proposed to Doonside Street or Appleton Street or the nearby road network.*

### Response:

- 96 As discussed above, a staged development may allow some stages to proceed before signalisation of Burnley Street/Doonside Street are installed.
- 97 The issues around the design of the Burnley Street/Doonside Street/Buckingham Street intersection are complex. The figure below provides an aerial view of this intersection.



*Figure 19: Burnley Street/Doonside Street/Buckingham Street Intersection*

- 98 There are a range of issues around the design of this intersection due to the relative proximity of the two intersections and their offset from one another. Many of these issues are interrelated, as discussed below:
- i. Doonside Street and Buckingham Street are offset from one another and they do not form an efficient 'cross intersection' arrangement. It is possible that any future signal phasing would have to run Doonside Street and Buckingham Street in separate signal phases, reducing the efficiency of a signalised intersection and imposing delays on through traffic on Burnley Street.
  - ii. Buckingham Street is a local road, however its connectivity with other local streets and its wide cross section is closer to a low order collector road. Right turns into Buckingham Street are prohibited between 7-9am (7 days) and left turns into Buckingham Street are prohibited between 7:30-9am Mon-Fri. These peak restrictions imply to me that they were implemented to reduce a potential rat-running issue during the morning peak hour.
  - iii. The inclusion of Buckingham Street within the traffic signals would mean that these restrictions would be reviewed, which would have implications on the attractiveness of using Buckingham Street (by local traffic as well as through traffic). This is particularly the case as it would be unusual to have a signalised intersection that prohibited left turns during peak hours.
  - iv. The inclusion of Buckingham Street within the signals (with or without turn bans) may encourage 'rat-running' or further use by non-local traffic as it would provide a convenient connection point to the arterial road network. A further traffic management response (to the west of Burnley Street) might be warranted to reduce these possible impacts.
  - v. On the other hand, the exclusion of Buckingham Street within the Burnley Street/Doonside Street intersection poses challenges to the safety and operation of Buckingham Street due to its proximity to the signals. It may be appropriate that right turns into and/or out of Buckingham Street are prohibited on a permanent basis (if not more extended part time basis) for safety reasons.
  - vi. The implementation of any turn bans restrict access for local residents (including the development on the corner at 171 Buckingham Street), as they apply to all road users equally. That is, exemptions for local residents are not permissible under the Road Rules.
  - vii. There are complex geometric/design issues to be considered. If Buckingham Street was excluded, where should the stop line at Doonside Street be located and would 'Keep Clear' line marking be appropriate?
  - viii. Bicycle access to Buckingham Street could be impacted through the design of the signals or any turn restrictions.
  - ix. Pedestrians would be provided with a signalised pedestrian crossing of Burnley Street as part of any future signal design. However, the safety of pedestrian crossing points is a key issue, particularly in regard to crossing Buckingham Street under different signal options. There are also potentially increased delays to pedestrians travelling in a north-south direction if Buckingham Street is included in the signals.

- 99 The above identifies a wide range of impacts of including or excluding Buckingham Street from the signalisation of Doonside Street and this will require careful consideration by Council and VicRoads and is likely to require consultation with the local community (as it relates to turn bans or changed traffic conditions or access).

**Requirement:**

- *Details regarding the impact on pedestrian and bicycle routes.*
- *Measures to reduce conflict and improve pedestrian and bicycle amenity.*

**Response:**

- 100 Support for sustainable transport modes is a key objective of local and state planning policy. The creation of traffic signals at Doonside Street has the potential to impact (positively and negatively) on the connectivity and safety of these road uses and it is entirely appropriate any design considers the impacts these groups.
- 101 My assessments of the requirements for loading, truck access and waste collection are detailed at Section 8.

### 5.3 Other DP015 Requirements – Green Travel Plan

- 102 DP015 also requires that a future development provide a Green Travel Plan to support the proposed development. This requirement is appropriate and important to achieving sustainable transport outcomes.

**GREEN TRAVEL PLAN**

*A Green Travel Plan must demonstrate that the development supports sustainable transport alternatives to the motor car, provides on site car share spaces and provides bicycle parking and storage facilities. It must be prepared to the satisfaction of the Responsible Authority and prepared by a qualified traffic engineer.*

## **6. Car Parking Provision**

- 103 DP015 requires that a new TIAR for the development of the site consider the provision and allocation of on-site car parking.
- 104 The future development of the site is expected to include the following land-use categories under Clause 73.03 of the Planning Scheme:
- Dwellings
  - Shop
  - Restricted Retail Premises
  - Office
  - Food and Drink Premises
- 105 The Planning Scheme sets out the parking requirements for new developments under Clause 52.06.
- 106 The purpose of Clause 52.06 is:
- *To ensure that car parking is provided in accordance with the Municipal Planning Strategy and the Planning Policy Framework.*
  - *To ensure the provision of an appropriate number of car parking spaces having regard to the demand likely to be generated, the activities on the land and the nature of the locality.*
  - *To support sustainable transport alternatives to the motor car.*
  - *To promote the efficient use of car parking spaces through the consolidation of car parking facilities.*
  - *To ensure that car parking does not adversely affect the amenity of the locality.*
  - *To ensure that the design and location of car parking is of a high standard, creates a safe environment for users and enables easy and efficient use.*
- 107 The statutory parking requirements are set out at Clause 52.06-5 of the Yarra Planning Scheme. The site is located within the Principal Public Transport Network area and accordingly the Column B parking rates apply.
- 108 The Ratio traffic report recommends car parking is provided at lower rates than specified Clause 52.06-5.
- 109 The statutory car parking rates of Clause 52.06-5 and the recommended car parking rates of the Ratio traffic report are compared in the following table.

*Table 1: Review of Car Parking Rates*

Use	Statutory Parking Rate (Column B)	Ratio Recommended Parking Rates
Dwellings	1 space to each one or two-bedroom dwelling	0.5-0.7 spaces per one-bedroom dwelling 0.7-0.9 spaces per two-bedroom dwelling
	2 spaces per three or more bedroom dwelling, studies or studies that are separate rooms counted as bedrooms	1.0-1.5 spaces per three-bedroom dwelling
	No visitor parking	No visitor parking
Shop	3.5 spaces per 100m <sup>2</sup> LFA	1 space per 100m <sup>2</sup> LFA for staff
Restricted Retail Premises	3.5 spaces per 100m <sup>2</sup> LFA	1 space per 100m <sup>2</sup> LFA for staff
Office	3.0 spaces per 100m <sup>2</sup> NFA	1-2.5 car spaces per 100m <sup>2</sup> LFA
Food and Drink Premises	3.5 spaces per 100m <sup>2</sup> LFA	1 space per 100m <sup>2</sup> LFA for staff

- 110 My views on these parking rates are provided below, noting that these rates specifically are not proposed to be included within DPO15.

### **Residents**

- 111 The Ratio traffic report reviews the 2016 ABS car ownership data for the suburb of Richmond for 'flats, units and apartments in a three storey block or less'. The average car ownership of these households is (from the Ratio traffic report):
- 0.68 cars per one-bedroom dwelling
  - 1.01 cars per two-bedroom dwelling
  - 1.52 cars per three-bedroom dwelling
- 112 I have reviewed the same ABS statistics for all apartment types and found the following:
- 0.75 cars per one-bedroom dwelling
  - 0.98 cars per two-bedroom dwelling
  - 1.13 cars per three-bedroom dwelling

113 The parking rates recommended by Ratio are generally lower than the current car ownership rates of households within Richmond. I am satisfied that this is acceptable under the following key decision guidelines of Clause 52.06-7:

- It is in line with Council's sustainable transport policies and objectives.
- The site has good access to public transport.
- The site is well served by local amenities and services, particularly via Victoria Gardens.
- It reduces the traffic impacts of the proposal and supports sustainable transport modes.
- Residents will not have access to parking permits and those without on-site car parking will not be able to maintain a car on-street given the prevailing parking restrictions.

### Visitors

- 114 There is no statutory requirement for visitor parking for this development and none is proposed.
- 115 Some visitors will drive to the site and will generate a demand for car parking and this will take place on-street in the nearby area. These visitors will not have access to resident parking permits and have to obey all parking restrictions in the nearby area.

### Retail

- 116 Provided the retail tenancies and cafes proposed on the site remain relatively small (approximately 800m<sup>2</sup> for all tenancies), I am satisfied that a staff parking rate of 1 space per 100m<sup>2</sup> is acceptable and that no customer parking is appropriate.
- 117 No parking is expected for customers. This is consistent with current planning practice for retail uses within inner areas and Activity Centres.

### Commercial

- 118 The commercial uses expected are either offices or restricted retail uses.
- 119 While below the statutory requirement of 3.0 car spaces per 100m<sup>2</sup>, I am satisfied that an office rate of 1-2.5 car spaces per 100m<sup>2</sup> is acceptable for an office use in this location as it encourages alternative travel modes. There are also many examples of Yarra City Council approving significant office developments throughout Richmond, Cremorne and Collingwood with car parking at levels of around 1 space per 100m<sup>2</sup>.
- 120 A rate of 2.5 car spaces per 100m<sup>2</sup> is also acceptable for a restricted retail use. However, a restricted retail use would have a substantially different car parking profile to an office, with a large proportion of the parking demand associated with short-term parking by customers, rather than long-term parking by staff. A significant proportion of the customer parking demand should be provided on the site given the potential size of these tenancies.

## 7. Bicycle Parking Provision

- 121 Clause 52.34 of the Yarra Planning Scheme sets out the bicycle parking requirements of new developments. The bicycle parking requirements for the development envisioned for this site are set out in the table below.

*Table 2: Statutory Bicycle Parking Requirement - Clause 52.34*

Use	Statutory Bicycle Parking Rate	
	Resident/Employee	Visitor/Customer
Dwellings	1 space per 5 dwellings	1 space per 10 dwellings
Shop (includes restricted retail)	1 per 600m <sup>2</sup> LFA, if >1,000m <sup>2</sup>	1 per 500m <sup>2</sup> LFA, if >1,000m <sup>2</sup>
Retail, other than specified	1 per 300m <sup>2</sup> LFA	1 per 500m <sup>2</sup> LFA
Office	1 per 300m <sup>2</sup> NFA, if >1,000m <sup>2</sup>	1 per 1,000m <sup>2</sup> NFA, if >1,000m <sup>2</sup>

- 122 The Ratio traffic report recommends that bicycle parking is provided at a high level for resident and staff and in accordance with the statutory requirements of Clause 52.34 for other uses. For residents and staff, the following rates are proposed:
- 1 bicycle space per dwelling for residents (5 times the statutory requirement).
  - 1 bicycle space per 150m<sup>2</sup> for office staff (double the statutory requirement).
- 123 I agree and support these rates. These are important for supporting sustainable transport choices and the level of car parking provided.

## **8. Loading and Waste Collection**

- 124 Clause 65.01 of the Yarra Planning Scheme outlines the decision guidelines for the approval of an application or a plan stating the following:

*Before deciding on an application or approval of a plan, the responsible authority must consider, as appropriate:*

- *The adequacy of loading and unloading facilities and any associated amenity, traffic flow and road safety impacts.*

- 125 DPO15 includes the following requirements in relation to loading:

- *Details regarding loading arrangements, with loading to be undertaken on site and conflict between the loading bay(s) and car parking areas and non-motorised transport to be minimised.*
- *Access to the site by trucks is to be via Doonside Street.*
- *Details regarding on-site waste collection, with waste vehicles accessing the site from Doonside Street.*

- 126 I agree with all these requirements.

- 127 The site is large enough to provide for on-site loading. The significant amount of commercial floor space and dwellings will generate demands for loading on a regular basis. Turnover of residents alone for 500+ dwellings will result in residents moving into and out of the building frequently.

- 128 Similarly, waste collection should also occur on-site.

- 129 Limiting truck and waste collection access to Doonside Street minimising the impact of the development on other local streets. It is also a good outcome to have trucks use the future signals at Burnley Street/Doonside Street to safely access the area.

- 130 The Ratio traffic report states that:

*Retail components of any development on the site would be expected to attract regular service and delivery vehicles for loading and unloading activities. For smaller retail tenancies, it is typically considered impractical to provide an on-site loading bay, with loading likely to be undertaken by vans and small trucks which can undertake loading within an on-street car space.*

*In the case of the proposal, it is considered that loading for the smaller retail tenancies could be undertaken either on-street (Doonside Street or Burnley Street) or on-site.*

*For any future restricted retail use on the site, it is recommended that on-site loading be provided subject to approval by the Responsible Authority.*

- 131 I am satisfied that small retail tenancies could rely on on-street loading. However, the large retail uses should provide for on-site loading.

## 9. Consideration of Third-Party Submissions

- 132 A proportion of the submissions raise transport engineering issues with the proposed rezoning. Many of the submissions raise similar issues with respect transport matters. The following table I have reviewed the key themes of the submissions.
- 133 In Table 4 I have reviewed any additional uses that were raised uniquely by individual submissions.

*Table 3: Review of Key Issues identified by submissions*

Key Issue	Sub. No.	Response
A. The public transport network does not have capacity to accommodate the proposal.	25, 26, 27, 31, 36, 38, 42, 47, 50	<p>The provision of public transport services is the responsibility of the state government and relevant state-level agencies. The provision of these services is not something that is under the control of the proponent.</p> <p>From a planning perspective, the provision of more intense land use in areas well serviced by existing infrastructure is a positive outcome and encouraged through various state and local planning policies.</p> <p>There is no reason to believe that the existing public transport services cannot be improved to provide additional capacity as demand for these services increases over time.</p>
B. Safety of roads and footpaths, including around nearby schools.	22, 25, 31	<p>I have undertaken an updated road safety review of the casualty crash statistics in the nearby area using the VicRoads Crashstats database (to 1 January, 2019). This database includes all casualty crashes, including pedestrians and cyclists. It does not include property damage only crashes.</p> <p>There were no casualty crashes recorded at the Burnley Street/Doonside Street or Burnley Street/Buckingham Street intersections within the last 5 years of available data. Accordingly, there is no identifiable road safety issue based on the history of the nearby area.</p> <p>The provision of traffic signals at the intersection of Burnley Street/Doonside Street is a positive outcome for pedestrians and cyclists by providing a new opportunity to cross Burnley Street safely.</p> <p>Trinity Catholic School is already served by a signalised pedestrian crossing and the level of traffic generated by the rezoning will not significantly alter traffic conditions on Burnley Street in the context of the traffic volumes this road already carries.</p>

Key Issue	Sub. No.	Response
C. Concerns that the Ratio traffic report relies on outdated traffic counts (from 2016) that does not take into account new development in the area.	31, 44	<p>This issue is discussed extensively at Section 5.2 of this statement.</p> <p>The traffic counts and associated analysis completed at the time was appropriate and acceptable as a basis to make a decision on the rezoning.</p> <p>DP015 specifically addresses the traffic issues (and data collection required) in its requirements for a new TIAR as part of any planning application process. This TIAR is to be prepared to Council and VicRoads' satisfaction and I am satisfied that both parties would expect updated data collection as part of any new TIAR.</p> <p>New data will provide a new 'base' case existing conditions scenario that will allow an accurate assessment of the impact of recent developments in the nearby area.</p>
D. Adequacy of the car parking rates proposed.	24, 28, 31, 33, 38, 42, 50	<p>Section 6 of this statement provides commentary on the proposed parking rates.</p> <p>The 2018 TIAR by Ratio specifies the following car parking rates:</p> <ul style="list-style-type: none"> <li><i>Residents -</i> <ul style="list-style-type: none"> <li><i>0.5-0.7 car spaces to each one-bedroom dwelling</i></li> <li><i>0.7-0.9 car spaces to each two-bedroom dwelling</i></li> <li><i>1.0-1.5 car spaces to each three-bedroom dwelling</i></li> </ul> </li> <li><i>Residential Visitors - None</i></li> <li><i>Retail - 1 per 100m<sup>2</sup> LFA for staff</i></li> <li><i>Commercial - 1-2.5 per 100m<sup>2</sup> LFA for staff</i></li> </ul> <p>While these rates are lower than the statutory requirements, they are consistent current planning practice in Richmond. The site is well suited to low parking rates and these rates are supported by the decision guidelines for car parking reductions under Clause 52.06-7.</p>
E. Impacts on on-street car parking.	1, 22, 25, 28, 31, 33, 38, 42, 45, 48, 50	<p>I am satisfied that the on-street parking impacts of the proposal will not be significant in practice.</p> <p>Parking in the area is highly controlled. What unrestricted car parking is available in the area is likely to re-purposed to prioritise short-term parking for visitors/customers to the area or if in residential areas, converted to Permit Zone parking restrictions to protect existing residents.</p> <p>The reduction in unrestricted parking is a positive outcome that supports the lower levels of on-site car parking proposed by not allowing residents or workers without an on-site car</p>

Key Issue	Sub. No.	Response
		<p>space to park on-street. This is a key tool to support the low car parking rates proposed under the rezoning and to encourage sustainable transport outcomes.</p> <p>Future residents and staff of this site will not have access to parking permits to exempt them from these restrictions.</p> <p>This outcome has occurred across areas of inner Melbourne and around activity centres. It is a natural progression of how limited public car parking is managed with densification of land use.</p>
F. Impacts of future traffic on the intersection upgrade at Burnley Street/Doonside Street	1, 2, 20, 21, 22, 26, 27, 28, 30, 31, 33, 36, 38, 40, 42, 45, 46, 53	<p>Section 5 of my statement reviews the traffic implications of the proposed rezoning in detail and how the proposed DPO responds to that impact.</p> <p>I am satisfied that traffic signals at this intersection will be necessary and are the logical outcome for this intersection to cope with the increased traffic demand generated by the rezoning.</p> <p>Finally, it is appropriate the timing and detailed design of this intersection be determined at the Development Plan stage when the exact development scale and staging are known and the traffic data used in the analysis can be updated to reflect existing conditions at that time.</p>
G. Traffic congestion on the local road network.	20, 26, 27, 28, 30, 31, 33, 35, 40, 42, 43, 45, 47, 48, 50	<p>The majority of development traffic associated with the development will access the site via Burnley Street, using the signals at Doonside Street. The provision of traffic signals will make this route safe and convenient. As such, the majority of development traffic will be limited to Burnley Street (an arterial road) and Doonside Street, which is a wide local street for most of its length (approximately 10m wide and providing parking on both sides of the road with a traffic lane in each direction) and capable of accommodating the level of traffic proposed.</p> <p>The limitation of any Appleton Street vehicle access as a secondary access point ensures the impact of development traffic on this street is limited. Any future development proposal for the site will be assessed on the basis that any access to Appleton Street is limited.</p> <p>The DPO does not clearly define what a 'secondary access' is. In my view, a secondary access is less convenient than the primary access, does not provide for loading or truck access and additionally it may service only limited number of car spaces or service only as an entry or an exit.</p>

Key Issue	Sub. No.	Response
		Given the one-way nature of Appleton Street and future signals at Doonside Street, any access to Appleton Street will naturally be less convenient (and secondary) compared to Doonside Street. I do not believe the rezoning would lead to excessive traffic congestion on the local road network.

Table 4: Detailed Consideration of Third Party Submissions

Sub. No.	Additional Traffic Engineering Matters Raised	Response
23.	Traffic lights are required at the intersection of Doonside Street and Burnley Street.	I agree and DP015 supports this outcome.
24.	The proposed traffic lights will add to the danger to pedestrians and congestion.	The proposed traffic lights will increase pedestrian safety by providing another safe crossing point along Burnley Street and provide for safe access to Doonside Street.
28.	Council should consider additional public transport services along Burnley Street.	The provision and planning of public transport services is the responsibility of the state government.
30.	Traffic issues along Burnley Street and signals at Burnley Street/Doonside Street will not address these issues.	Signalising this intersection is the appropriate outcome to manage the traffic impacts of the proposal.
36.	Impacts on the Burnley Street/Doonside Street intersection, including questions about how this intersection could be designed. Concerns that the signals are not feasible or cannot be accommodated.	In regards to whether the signals can be installed, I am satisfied that they can be. The detailed design of which is yet to be determined, however that is appropriate.
37.	Increased traffic congestion and safety impacts as a result of the proposal and the proposed signals do not resolve these concerns.	I disagree. I am satisfied that the traffic signals proposal satisfactorily resolves this issue.

Sub. No.	Additional Traffic Engineering Matters Raised	Response
41.	<p><i>Vehicle access</i></p> <p>13. <i>Appleton Street has already been significantly impacted by the additional traffic generated by recent development, including the visitor parking to the Embassy development.</i></p> <p>14. <i>DPO15 appropriately nominates Appleton Street as being a secondary access point.</i></p> <p>15. <i>DPO15 should go further to further limit vehicular access to Appleton Street to:</i></p> <p><i>a. a right hand turn only exit from the subject site;</i></p> <p><i>b. entry to the site being only for lots immediately abutting Appleton Street; and</i></p> <p><i>c. for the avoidance of doubt, require no direct access to or from the subject site for parking or loading for the tower apartments.</i></p> <p><i>Car parking</i></p> <p>16. <i>The site is exceptionally well located and serviced by excellent amenity, as reflected in its Walk Score of 92.</i></p> <p>17. <i>In addition to the Green Travel Plan, the car parking ratios should reflect the trend towards reduced car ownership and promotion of sustainable modes of transport.</i></p> <p>18. <i>DPO15 should nominate that a future Parking Overlay set parking rates as maximums and not minimums, and at the lower end of the ratios outlined in the Traffic Impact Report prepared by ratio:consultants (19 December 2018).</i></p>	<p>I am satisfied that the requirement of DPO15 to list Appleton Street as a secondary access point is an acceptable control to limit vehicle access and impacts on Appleton Street.</p> <p>I expect any redevelopment of the site to take advantage of the connectivity and safety provided by the Doonside Street signals.</p> <p>I do not consider that a Parking Overlay is required specifically for this site. The site is ideally suited to provision of car parking at rates lower than current statutory requirements.</p>
44.	<p><i>Traffic</i></p> <p><i>- I note that the traffic assessment, and its peer review, were undertaken in 2016 and later in 2018. This pre-dates the most recent developments at 36-44 Doonside Street and 12 David Street. These developments are significant and will have a large impact on the assessment. I recommend that the traffic assessment is further reviews in light of this.</i></p> <p><i>- I support proposed bicycle parking ratios.</i></p>	<p>I am satisfied that DPO15 addresses all of the issues identified here, in particular the first, third, fourth and fifth dot points. DPO15 does not set specific bicycle parking rates, but does require the new TIAR to address bicycle parking. I am satisfied that Council will require a high level of bicycle parking for any new development.</p>

Sub. No.	Additional Traffic Engineering Matters Raised	Response
	<ul style="list-style-type: none"> <li>- I support all loading and waste vehicle access is from Doonside Street.</li> <li>- I recommend that further specificity is provided to say access and egress is from Doonside Street.</li> <li>- I recommend that impacts more broadly be considered such as River and Bridge Road (especially if driving further East) and Murphy and Burnley. These alternative means to drive out of this part of Richmond will be affected.</li> <li>- Appleton Street should retain its character as a predominantly Residential Street.</li> </ul>	
51.	Increased traffic congestion on North Street	<p>North Street is the next street immediately south of Appleton Street.</p> <p>I do not believe that the development proposal would lead to any significant increase in traffic in North Street, given that Doonside Street/Burnley Street will be the primary access point.</p>
52.	<p>Traffic concerns, particularly in Appleton Street.</p> <p>Parking impacts in Appleton Street specifically.</p>	<p>I am satisfied that the DPO15 requirement for Appleton Street to be used as a secondary access only is adequate to limit access to this street.</p> <p>Given the future signals at Doonside Street, I do not see a reason why a development proposal would want to use Appleton Street for anything other than a secondary access point.</p> <p>I expect that Council will review the parking restrictions in Appleton Street as appropriate. I note that the south (residential) side of the street is already controlled by Permit Zone restrictions (24hr/7days).</p>

## 10. Conclusions

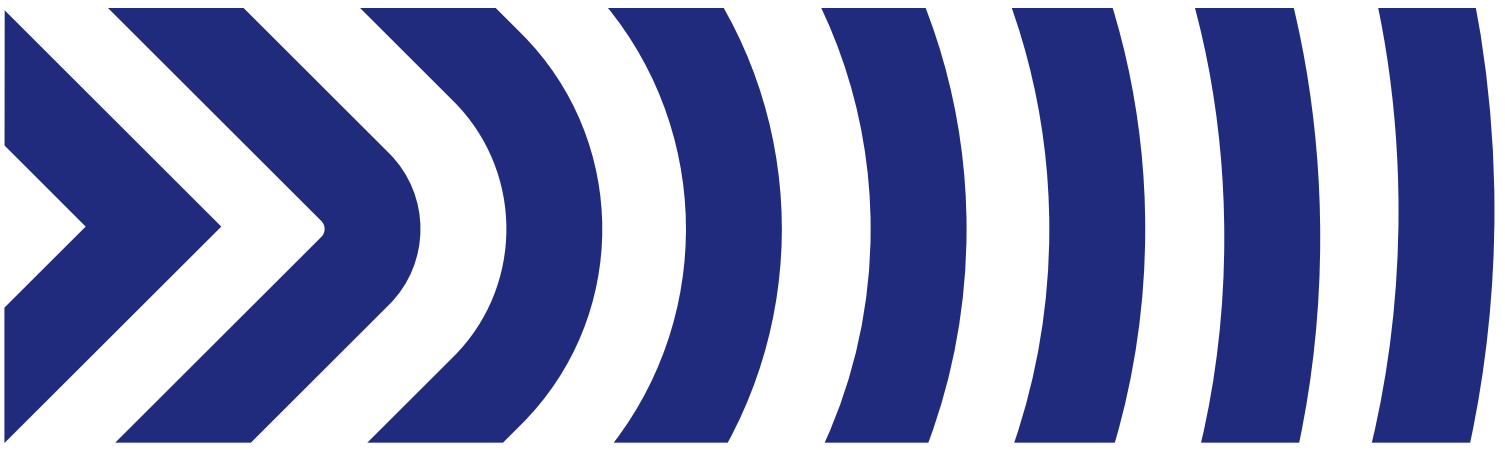
- 134 This report provides a peer review of the potential transport engineering impacts for the proposal to rezone the land at 81-95 Burnley Street and 26 Doonside Street, Richmond. My opinions are set out as follows:
- a) Based on a detailed review of the previous traffic assessments prepared by Ratio Consultants and the peer review completed by Traffix Group, I am satisfied that the installation of traffic signals will be required at the intersection of Burnley Street/Doonside Street to accommodate the impact of this development. However, some key issues remain to be resolved:
    - i. The ultimate design of this intersection needs to be resolved, in particular whether Buckingham Street should be included or excluded from the traffic signal design, as there are a significant range of benefits and impacts to all user groups (cars, pedestrians, cyclists, trucks, nearby residents and businesses) of this intersection under either scenario to be examined.
    - ii. What is the trigger point for when the traffic signals are required? Based on the analysis previously completed, there is likely to be some capacity to complete some part (stage) of the development before the signals are necessary. This question is best answered when:
      - A development scheme lodged as part of a planning permit application can be fully assessed in detail (exact uses, floor areas, car parking levels, etc.).
      - Updated existing conditions traffic analysis can be completed, which considers the actual (as compared to theoretical) impact of new development in the immediate area. There are a number of significant developments in the area which were proposed/approved at the time the rezoning was first proposed but are now complete. Therefore, it is appropriate to reassess existing traffic conditions as these form the base case of any assessments.
  - b) The transport engineering requirements of the proposed DPO15 provides a suitable framework to ensure that appropriate traffic analysis is provided, and suitable mitigating works are delivered.
  - c) The requirement for a Green Travel Plan under DPO15 is appropriate.
  - d) The provision of car parking at reduced rates from Clause 52.06-5 is strongly supported. Car parking provision will be assessed in detail at the Planning Permit application stage, which is appropriate, and I do not see a need to include specific car parking requirements within the DPO.
  - e) The provision of bicycle parking at rates higher than the current requirements of Clause 52.34 as proposed in the Ratio TIAR is encouraged.
  - f) The DPO15 requirements around loading arrangements, specifically that loading should be on-site and by via Doonside Street are generally appropriate.

- 135 I have made all inquiries that I believe are desirable and appropriate and there are no matters of significance which I regard as relevant which, to the best of my knowledge, have been withheld from the Panel.



CHARMAINE CHALMERS DUNSTAN

B.E. (Civil) Hons., Masters of Traffic, M.IEAust., F.V.P.E.L.A



# Appendix A

**Council's Preferred Version of DP015**

**Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel**

**AMENDMENT C223YARA**

**SCHEDULE 15 TO CLAUSE 43.04 DEVELOPMENT PLAN OVERLAY**

# Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel

## AMENDMENT C223YARA

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### SCHEDULE 15 TO CLAUSE 43.04 DEVELOPMENT PLAN OVERLAY

Shown on the planning scheme map as **DPO15**.

**81-95 BURNLEY STREET AND 26-34 DOONSIDE STREET, RICHMOND**

#### 1.0

C223yara

#### Objectives

None specified.

#### 2.0

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#### Requirement before a permit is granted

A permit may be granted for the following before a development plan has been approved:

- Buildings or works necessary for existing businesses or uses to continue.
- Consolidation or subdivision.
- Removal or creation of easements or restrictions.
- Demolition or removal of buildings.
- The construction or carrying out of minor buildings or works, including site preparation.
- Buildings and works associated with or for the purpose of obtaining a certificate or statement of environmental audit under the *Environment Protection Act 1970*; or environmental matters pursuant to any successor legislation, including the *Environment Protection Amendment Act 2018*, where these works do not prejudice the preparation and approval of the Development Plan and the vision for the land set out in this overlay.

Before granting a permit the Responsible Authority must be satisfied that the permit will not prejudice the future use and development of the land and will not compromise the objectives for the site as set out in this schedule.

#### 2.1

#### Section 173 Agreement to provide for affordable housing

The owner (or another person in anticipation of becoming the owner) must enter into an agreement with the Responsible Authority under section 173 of the *Planning and Environment Act 1987* which requires that the owner must facilitate the provision of 10 percent of the total number of dwellings (being the total number of dwellings provided within the DPO15 area) as affordable housing by:

- Entering into an arrangement with a Registered Agency under the Housing Act 1983 for the provision of the affordable housing within the DPO15 area to a Registered Agency; and/or
- Making other arrangements for the provision of affordable housing in conjunction with a Not for Profit (registered with the Australian Charities and Not-for-profits Commission) to the satisfaction of the Responsible Authority; and/or
- Making other arrangements for the provision of for the provision of Affordable Housing as defined at Section 3AA of the *Planning and Environment Act 1987*, to the satisfaction of the Responsible Authority.

The owner, or other person in anticipation of becoming the owner, must meet all of the expenses of the preparation and registration of the agreement, including the reasonable costs borne by the Responsible Authority.

The Section 173 Agreement must be entered into prior to a planning permit being issued in accordance with the approved Development Plan.

## Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel

### AMENDMENT C223YARA

#### 2.2 Section 173 Agreement to provide for public infrastructure

The owner (or another person in anticipation of becoming the owner) must enter into an agreement with the Responsible Authority under section 173 of the *Planning and Environment Act 1987* for the provision of the following items of public infrastructure in accordance with the Public Realm Plan prepared and approved in accordance with this schedule. The works may include but are not limited to:

- Streetscape and public realm improvements to Doonside Street;
- Streetscape and public realm improvements to Appleton Street; and
- A minimum nine (9) metre wide pedestrian lane connecting Doonside Street and Appleton Street at the approximate mid-point of the Site, generally in accordance with the *Indicative Framework Plan* at Figure 1.

The owner, or other person in anticipation of becoming the owner, must meet all of the expenses of the preparation and registration of the agreement, including the reasonable costs borne by the Responsible Authority.

The Section 173 Agreement must be entered into prior to a planning permit being issued in accordance with the approved Development Plan.

#### 2.3 Section 173 Agreement for Traffic Impact Assessment Report works

The owner (or another person in anticipation of becoming the owner) must enter into an agreement with VicRoads and the Responsible Authority under section 173 of the Planning and Environment Act 1987 for the provision of works which are identified in the Traffic Impact Assessment Report prepared and approved in accordance with this schedule. The works may include but are not limited to:

- mitigating works required for each development stage in the Development Plan;
- a two way or a four way signalised intersection between Burnley Street/Doonside Street/Buckingham Street; and
- a new intersection, if required, approved by VicRoads in consultation with the Responsible Authority.

The owner, or other person in anticipation of becoming the owner, must meet all of the expenses of the preparation and registration of the agreement, including the reasonable costs borne by the Responsible Authority.

The Section 173 Agreement must be entered into prior to a planning permit being issued in accordance with the approved Development Plan.

### 3.0 Conditions and requirements for permits

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#### 3.1 Permit requirements

Except for a permit granted in accordance with Clause 1.0 of this Schedule, a permit must contain conditions that give effect to the provisions and requirements of the approved development plan.

#### 3.2 Heritage Impact Statement

A permit application must include, where relevant:

- A heritage impact statement prepared by a suitably qualified professional that assesses the impact of the proposed development on the heritage values of the heritage place and nearby

## Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel

### AMENDMENT C223YARA

heritage places, as identified in the conservation management plan or similar comprehensive heritage analysis prepared for the site, along with relevant heritage studies and citations.

- A siteline analysis and 3D modeling of the proposed development from key view points in the public realm to enable an assessment of the visual impact of the development on heritage places.

#### 4.0

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#### Requirements for development plan

A development plan must be generally in accordance with the *Indicative Framework Plan* as shown in Figure 1, and the vision set out in this schedule, to the satisfaction of the Responsible Authority.

A development plan must be approved for the whole site, however the land may be developed in stages.

The development plan must include the following sections, all prepared to the satisfaction of the Responsible Authority:

#### 4.1

#### Development Plan Vision

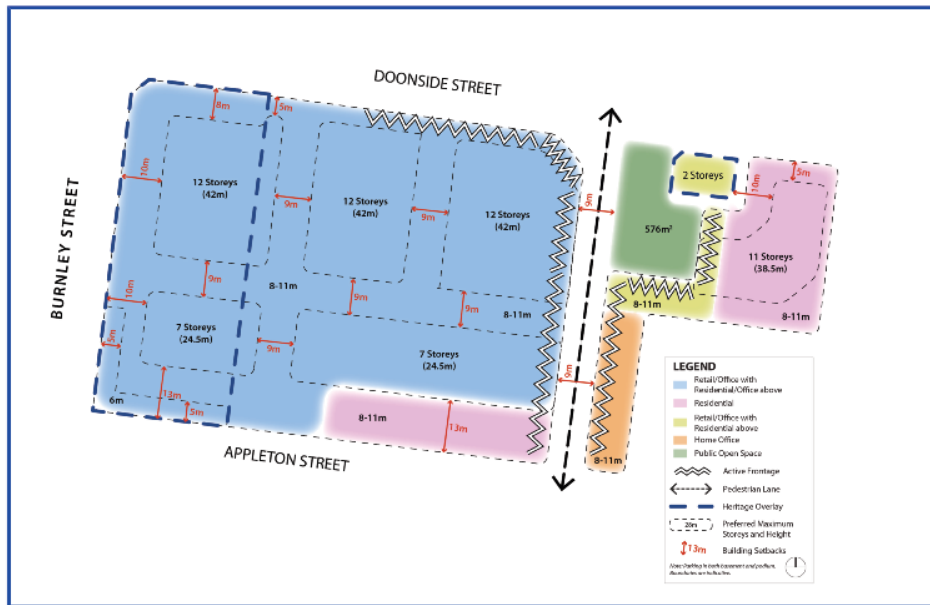
- To become a sustainable, mixed-use residential community, supported by convenience retailing services, community facilities, and employment opportunities augmenting the role of the Victoria Street Activity Centre.
- To recognise the opportunity of the site's activity centre context, whilst respecting the low rise residential development to the south.
- To protect the amenity of residential properties on the south side of Appleton Street **and to the east of the subject site.**
- To provide improvements to the public domain, including pedestrian friendly environments along all street frontages, the provision of public open space and a pedestrian laneway.
- To provide a high standard of internal amenity, building separation and best practice environmentally sustainable design.
- To respect the scale and form heritage places within and adjacent to the site and provide for the conservation of heritage places within the site.
- To ensure that new development mitigates any adverse impact it may generate upon local traffic conditions.
- To provide for the sensitive adaptive re-use of heritage buildings in accordance with the *Indicative Framework Plan* and informed by a comprehensive heritage analysis prepared for the site by a suitably qualified professional that:
  - articulates the significance of the heritage place, its component parts and its setting;
  - describes the relationship between the heritage place and any neighbouring or adjacent heritage place/s; and
  - establishes principles for managing the significance of the heritage place and its relationship with its surroundings.

# Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel

## AMENDMENT C223YARA

Figure 1: Indicative Framework Plan

Amended Figure 1  
- Storeys labelled  
on 26 Doonside  
Street Heritage  
Place



## 4.2

### Components of the Development Plan

#### SITE AND CONTEXT INFORMATION

A site analysis that identifies:

- the key attributes of the land and its context;
- existing or proposed uses on adjoining land;
- other neighbourhood features such as public transport, activity centres, walking and cycling connections; and
- important views to be considered and protected, including views of existing heritage buildings.

#### CONCEPT PLANS

Concept plans must include:

- The total number of dwellings across the entire site;
- The proposed use of each building and estimated floor area for each use;
- At least 9,000m<sup>2</sup> of Gross Floor Area provided for employment generating activities;
- An indication of the location and approximate commercial and retail yield for the site;
- A north south pedestrian lane :
  - with a minimum width of 9 metres;
  - that provides safe and pleasant pedestrian and cycling access between Doonside Street and Appleton Street;
  - that receives sunlight between 10am and 2pm at the equinox;
  - that remains publicly accessible in perpetuity; and
  - that will not be accessible by private vehicles at any time (with the exception of emergency services and public/authority services).

## Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel

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- The provision of at least 4.5% of the total site (576 square metres) for public open space which fronts Doonside Street and adjoins the pedestrian lane. The plan must show the area of public open space in square metres and its percentage of overall site area; and
- Vehicular, pedestrian, cyclist and loading access points and connections.

#### BUILT FORM GUIDELINES

Built form guidelines which provide the following:

- Maximum building heights and envelopes responding to the site context;
- Building setbacks from street boundaries that ensure that new future development does not overwhelm the scale of the heritage buildings on the site or on heritage places in the vicinity of the site, including dwellings on the south side of Appleton Street;
- Building setbacks from the facades of 81-95 Burnley Street that ensure the heritage building can be understood as having a three dimensional form;
- Minimum upper level (above podium) setbacks of:
  - 13 metres from the Appleton Street site boundary.
  - 10 metres from the Burnley Street site boundary.
  - 8 and 5 metres from the Doonside Street site boundary.
  - 9m from habitable room windows or balconies of the Embassy building directly to the east and south.
- Ensure new buildings are well spaced (minimum of 9 metres between buildings above podium);
- Buildings set back a minimum of 10 metres (above podium) from the heritage building at 26-34 Doonside Street;
- Inter-floor heights within the heritage buildings on the site to ensure they relate to the existing floor levels and/or fenestration patterns;
- Ensure the retention of heritage fabric of:
  - the Appleton Street, Burnley Street and Doonside Street elevations of 81-95 Burnley Street (former Repco Factory) for the extent of the building within in heritage overlay; and
  - external form of 21 Doonside Street (former Repco Offices and Laboratories).
- Active frontages to Burnley Street, open space and the pedestrian lane, as appropriate;
- Massing diagrams that model the proposed built form envelopes based on the indicative heights and setbacks;
- Shadow diagrams that demonstrate:
  - no unreasonable overshadowing of Doonside Street public open space area and
  - no overshadowing of private properties on the southern side of Appleton Street beyond that caused by a building of 11m when measured between the hours of 10:00am and 2:00pm at the September Equinox.
  - no overshadowing of the footpath on the western side of Burnley Street from 11 am at the September Equinox.
- Indicative palette of building materials and architectural treatments throughout the site. The design and use of materials must be respectful of the industrial heritage of the site and its surrounds to the north and east, as well as to the residential heritage to the south.
- Provide for high quality architecture and spaces throughout the site and respond to heritage places through, as appropriate:

## Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel

### AMENDMENT C223YARA

- ~~Use of lightweight materials~~ Create an interesting and varied street wall and podium which is reinforced through the contemporary use of common historic industrial materials, a range of parapet heights and rebates of sufficient depth and texture to provide modulation in the street facade.
- At upper levels use lightweight materials and detailing that compliments the significant elements of heritage buildings.
- Simple architectural detail so as not to detract from significant elements of heritage buildings
- Discouraging highly articulated facades with recessed and projecting elements above retained heritage buildings
- Ensuring the retention of solid built form behind retained facades and avoiding balconies behind existing openings
- Providing high quality treatments to the building facades facing the pedestrian lane and streets.
- Ensure car parking is screened by buildings and not clearly visible from the street, or otherwise located in basement areas;
- Ensure buildings are designed to ameliorate adverse wind conditions at street level, public spaces and lower level dwellings;
- Ensure buildings are designed along Appleton St to break up the form of the street wall.
- Guidelines to mitigate adverse impacts of wind effects in building design.
- Minimise vehicle access and traffic movements in Appleton Street.
- Ensure buildings are designed and spaced to create a visually interesting skyline, streetscape and coherent precinct.
- Ensure that site services and loading areas are carefully designed to minimised impacts on streetscapes, shared spaces and pedestrian footpaths and laneways.

### OPEN SPACE AND LANDSCAPE

A Landscape Concept Plan must be prepared that provides:

- Dimensions of open space to the satisfaction of the Responsible Authority;
- An overall landscape masterplan for the site that includes landscape concepts for proposed open space and improvements along Appleton Street and Doonside Street;
- A written description of the management of the open space, pedestrian lane and other landscaped areas, including sustainable irrigation principles such as water sensitive urban design opportunities; and
- Details of how the Landscape Concept Plan responds to any requirements of the site remediation strategy for the land.

### PUBLIC REALM PLAN

A Public Realm Plan must be prepared to the satisfaction of the Responsible Authority. The Public Realm Plan must detail how the development will contribute towards improving the public realm adjacent to the site and provide the following information:

- Principles for how future development will contribute to improving the public realm and promoting inviting, pedestrian-friendly public spaces.
- The locations of public realm infrastructure works such as footpaths, bike paths, street lighting and furniture, and street trees, including:
  - Streetscape and public realm improvements to Doonside Street;

## Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel

### AMENDMENT C223YARA

- Streetscape and public realm improvements to Appleton Street; and
- A minimum nine (9) metre wide pedestrian lane connecting Doonside Street and Appleton Street at the approximate mid-point of the Site, generally in accordance with the *Indicative Framework Plan* at Figure 1.

#### HOUSING DIVERSITY REPORT

A Housing Diversity and Adaptability Report must be prepared to the satisfaction of the Responsible Authority which provides the following information:

- A demographic analysis of the types of people and households anticipated to live within the development based on the proposed dwelling design and bedroom mix.
- The model to provide 10% of the overall housing stock as affordable housing.
- Demonstrate how the development plan responds to the particular housing needs of future residents across their lifetime.

#### ECONOMIC ASSESSMENT

An economic assessment must be prepared which identifies, as appropriate, viable employment generating uses for the site.

#### TRANSPORT ASSESSMENT

A Traffic Impact Assessment Report (TIAR) prepared by a suitably qualified traffic engineer to the satisfaction of the Responsible Authority and Vic Roads. The Traffic Impact Assessment must include and demonstrate the following:

- An existing conditions assessment.
- Details of any development staging.
- A site layout plan showing convenient and safe primary vehicle access, including:
  - Primary vehicle access to and from Doonside Street;
  - Any vehicle access to Appleton Street to be a secondary access point;
  - No direct vehicle access to or from the site via Burnley Street.
- Details regarding the layout, cross section and function of any internal street or laneway network.
- On site car parking and bicycle parking provisions and allocations.
- Expected traffic volumes and impact on the existing road network, including but not necessarily limited to Doonside Street, Appleton Street and Burnley Street. This assessment is to include details of any assumptions relied upon.
- The TIAR is to include consideration of any development stages and approved/current development applications within the immediate area surrounding the site. The assessment is to:
  - identify mitigating works required for each development stage in the Development Plan
  - assess whether a two way or a four way signalised intersection between Burnley Street/Doonside Street/Buckingham Street is required and the trigger for providing the signalised intersection to the satisfaction of VicRoads
  - identify a new intersection layout and operation, if required, approved by VicRoads in consultation with the Responsible Authority.
- Details of any works or treatments proposed to Doonside Street or Appleton Street or the nearby road network.
- Details regarding the impact on pedestrian and bicycle routes.

## Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel

### AMENDMENT C223YARA

- Measures to reduce conflict and improve pedestrian and bicycle amenity.
- Details regarding loading arrangements, with loading to be undertaken on site and conflict between the loading bay(s) and car parking areas and non-motorised transport to be minimised.
- Access to the site by trucks is to be via Doonside Street.
- Details regarding on-site waste collection, with waste vehicles accessing the site from Doonside Street.

#### GREEN TRAVEL PLAN

A Green Travel Plan must demonstrate that the development supports sustainable transport alternatives to the motor car, provides on site car share spaces and provides bicycle parking and storage facilities. It must be prepared to the satisfaction of the Responsible Authority and prepared by a qualified traffic engineer.

#### ENVIRONMENTALLY SUSTAINABLE DESIGN (ESD)

An environmentally sustainable design assessment must be prepared to the satisfaction of the Responsible Authority which sets out how future development may achieve:



- WSUD objectives and requirements pursuant to the planning scheme; and
- ESD objectives and requirements pursuant to the planning scheme

#### DRAINAGE

A drainage assessment must be prepared to the satisfaction of the Responsible Authority which includes:

- A catchment analysis of the existing storm water drainage system in Burnley Street and Doonside Street;
- A capacity assessment for the existing drainage system into which future development will be discharged; and
- A flood analysis which determines the overland flow depth within the road reserve during a 1 in 100 year flood.

#### HERITAGE

A heritage impact statement must be prepared by a suitably qualified professional to the satisfaction of the Responsible Authority that:

- Assesses the impact of the proposed development on the heritage values of the heritage place and nearby heritage places,
- Addresses the retention, restoration, redevelopment and adaptive reuse of the heritage buildings (81-95 Burnley Street and 26-34 Doonside Street); and heritage façade (Burnley Street);
- Assesses the impacts on the context and setting of heritage places in the vicinity of the site;
- Addresses the retention, recording and interpretation of links to the site's history and industrial past including interpretive panels depicting that past; and
- Provides a siteline analysis and 3D modeling of the proposed development from key view points in the public realm to enable an assessment of the visual impact of the development on heritage places, in particular 26 Doonside Street.

#### DEVELOPMENT STAGING

A staging plan to provide an indication of the likely staging of the development of land, specifically:

- The expected sequencing of development;

**Attachment 3 - Amendment C223 - DPO15 with recommended refinements for Council's position at Panel**

**AMENDMENT C223YARA**

- The expected sequencing of works identified in the Public Realm Plan approved in accordance with this schedule;
- Likely vehicle access points, road infrastructure works and traffic management; and
- Interface/access treatments.

**COMMUNITY CONSULTATION**

The Development Plan shall be available for public inspection and submission for 28 days prior to its consideration by the Responsible Authority. Any submissions must be considered by the Responsible Authority in its decision.



# Appendix B

## Inventory of On-street Parking

Surveyed By: James Young

Survey Dates & Times: See below

Location		Restriction	Capacity Min - Max	Monday 27th April, 2020
				11am
ON-STREET CARPARKING				
Map Ref.	BURNLEY STREET			
	East Side			
A	Victoria Street to NB #77	No Stopping	-	2
		1P 8am-5pm	1	1
		Permit Zone (Authorized Car Share Vehicle)	1	1
		No Stopping	-	0
		1/4 P 8am-5pm	1	1
		1P 8am-5pm	5	2
		No Stopping	-	0
B	Doonside Street to Appleton Street (Subject Site)	No Stopping	-	0
		Unrestricted	10	9
		No Stopping	-	0
C	Appleton Street to North Street	No Stopping	-	0
		2P 7am-7pm Mon-Sat	2	1
		No Stopping	-	0
D	North Street to Crown Street	No Stopping	-	0
		1P 8am-5pm Mon-Fri 8:30am-12:30pm Sat	9	3
		No Stopping	-	0
E	Crown Street to Blazey Street	No Stopping	-	0
		1P 7am-7pm Mon-Sat	4	2
		No Stopping	-	0
West Side				
F	Highett Street to Somerset Street	No Stopping	-	0
G	Somerset Street to Kent Street	No Stopping	-	0
		1P 8am-5pm Mon-Fri & 8am-12pm Sat	5	0
		No Stopping	-	0
		Unrestricted	3	3
H	Kent Street to Buckingham Street	Unrestricted	9	3
		No Stopping	-	0
I	Buckingham Street to Victoria Street	No Stopping	-	0
		2P 7am-6pm Mon-Fri	9	5
		No Stopping Authorised Car Share Vehicles Excepted	1	1
		2P 7am-6pm Mon-Fri	2	2
		No Stopping 7:30am-9:30am & 4:30pm-6:30pm Mon-Fri	4	4
		No Stopping	-	0
BURNLEY STREET		Capacity	63 - 63	63
		Total Number of Cars Parked		37
		Total Number of Vacant Spaces		26
		Percentage Occupancy		59%

Surveyed By: James Young

Survey Dates & Times: See below

Location		Restriction	Capacity Min - Max	Monday 27th April, 2020
				11am
Map Ref.	DOONSIDE STREET			
	North Side			
J	Burnley Street to David Street	No Stopping	-	0
		1/2P 7am-7pm Mon-Fri	3	0
		Unrestricted	1	0
		1/4P 7am-6pm Mon-Sat	2	5
		Unrestricted	4	3
		No Stopping	-	0
		Unrestricted	3	3
		No Stopping	-	0
		Unrestricted	12	9
		No Stopping	-	0
South Side				
K	David Street to EB #81-85	No Stopping	-	0
	EB #81-95 to Burnley Street (Subject Site)	No Stopping	-	0
		Unrestricted	3	2
		No Stopping	-	0
		Unrestricted	6	2
		No Stopping	-	0
		Unrestricted	12	8
		No Stopping	-	0
	DOONSIDE STREET		Capacity	44 - 44
Total Number of Cars Parked			27	
Total Number of Vacant Spaces			17	
Percentage Occupancy			61%	

Surveyed By: James Young

Survey Dates & Times: See below

Location		Restriction	Capacity Min - Max	Monday 27th April, 2020
				11am
Map Ref.	APPLETON STREET			
	North Side			
L	Clark Street to David Street	No Stopping	-	0
		Unrestricted	2	2
		2P 7am-7pm Mon-Fri	2	1
		No Stopping	-	0
M	David Street to EB #81-95	No Stopping	-	0
		Unrestricted	11	10
	EB #81-95 to Burnley Street (Subject Site)	Unrestricted	17	16
		No Stopping	-	0
South Side				
N	Burnley Street to EB# 38	No Stopping	-	0
		Permit Zone	20	9
	EB #38 to Clark Street	Unrestricted	2	2
		No Stopping	-	0
		Permit Zone	6	2
		No Stopping	-	0
APPLETON STREET		Capacity	34 - 34	34
		Total Number of Cars Parked		31
		Total Number of Vacant Spaces		3
		Percentage Occupancy		91%
Map Ref.	NORTH STREET			
	North Side			
O	Burnley Street to Vaughan Street	No Stopping	-	0
		2P 7am-6pm Mon-Fri	7	4
		Work Zone 7am-6pm Mon-Fri, 9am-3pm Sat	1	1
		2P 7am-6pm Mon-Fri	4	3
		No Stopping	-	0
South Side				
P	Vaughan Street to WB #20	No Stopping	-	0
		Permit Zone	9	5
	WB #20 to Burnley Street	Permit Zone	5	2
		No Stopping	-	0
		2P 7am-6pm Mon-Fri, Permit Zone all other times	1	1
		No Stopping	-	0
NORTH STREET		Capacity	12 - 12	12
		Total Number of Cars Parked		8
		Total Number of Vacant Spaces		4
		Percentage Occupancy		67%

Surveyed By: James Young

Survey Dates & Times: See below

Location		Restriction	Capacity Min - Max	Monday 27th April, 2020
				11am
Map Ref.	CROWN STREET			
	North Side			
Q	Burnley Street to Roberts Lane	No Stopping	-	0
		2P 7am-6pm Mon-Fri	2	2
		No Stopping	-	0
		2P 7am-6pm Mon-Fri	4	3
		No Stopping	-	0
South Side				
R	EB #4 to Burnley Street	Permit Zone	2	1
		2P 7am-6pm Mon-Fri, Permit Zone all other times	3	3
		No Stopping	-	0
CROWN STREET		Capacity	9 - 9	9
		Total Number of Cars Parked		8
		Total Number of Vacant Spaces		1
		Percentage Occupancy		89%
Map Ref.	BUCKINGHAM STREET			
	North Side			
S	Burnley Street to Davidson Street	No Stopping	-	0
		2P 7am-6pm Mon-Fri	3	2
		Loading Zone 15 min	1	0
		2P 7am-6pm Mon-Fri	9	2
		No Stopping	-	0
T	Davison Street to Leslie Street	No Stopping	-	0
		No Stopping 8am-9:30am & 3pm-4:15pm School Days, Permit all other times	3	0
		No Stopping	-	0
U	Leslie Street to Bennett Street	No Stopping	-	0
		Permit Zone	2	2
		No Stopping	-	0
South Side				
V	Bennett Street to Davison Street	8P 7am-6pm Mon-Fri	6	6
		P2 minutes 8am-9:30am & 3pm-4pm School Days	6	1
		No Stopping	-	0
W	Davidson Street to Burnley Street	No Stopping	-	0
		Permit Zone Angle (80 degrees)	7	0
		P Angle Disabled (80 degrees)	1	1
		Permit Zone Angle (80 degrees)	17	6
BUCKINGHAM STREET		Capacity	28 - 28	28
		Total Number of Cars Parked		12
		Total Number of Vacant Spaces		16
		Percentage Occupancy		43%

Surveyed By: James Young

Survey Dates & Times: See below

Location		Restriction	Capacity Min - Max	Monday 27th April, 2020
				11am
Map Ref.	KENT STREET			
	North Side			
X	Burnley Street to Davison Street	No Stopping	-	0
		Permit Zone	8	1
		2P 7am-6pm Mon-Fri Permit Zone all other times	5	1
		No stopping	-	0
Y	Davison Street to Bennett Street	No Stopping	-	0
		P2 minutes 8am-9:30am & 3pm-4pm School Days	4	0
		No Stopping	-	0
		8P 7am-6pm Mon-Fri	11	7
		2P Disabled Only	1	0
		No Stopping	-	0
	Median			
Z	Burnley Street to Davison Street	No Stopping	-	0
		Unrestricted	2	1
		No Stopping	-	0
		Unrestricted	2	2
		No Stopping	-	0
AA	Davison Street to Bennett Street	No Stopping	-	0
		No Stopping 7am-6pm Mon-Fri, Permit Zone all other times	2	0
		No Stopping	-	0
		No Stopping 7am-6pm Mon-Fri, Permit Zone all other times	4	0
		No Stopping	-	0
	South Side			
BB	Bunnett Street to Davison Street	No Stopping	-	0
		P Disabled Only	1	1
		2P 7am-6pm Mon-Fri, Permit Zone all other times	11	7
		No Stopping	-	0
		P 2min 8am-9:30pm, 3pm-4:15pm School Days	3	3
		No Stopping	-	0
CC	Davison Street to Burnley Street	No Stopping	-	0
		P2 minutes 8am-9:30am & 3pm-4pm School Days	4	0
		P10 minutes 8am-9:30am & 3pm-4pm School Days	10	2
		No Stopping	-	0
KENT STREET		Capacity	54 - 54	54
		Total Number of Cars Parked		24
		Total Number of Vacant Spaces		30
		Percentage Occupancy		44%

Surveyed By: James Young

Survey Dates & Times: See below

Location		Restriction	Capacity Min - Max	Monday 27th April, 2020
				11am
Map Ref.	DAVISON STREET			
	East Side			
DD	Buckingham Street to Kent Street	No Stopping	-	0
		2P 7am-6pm Mon-Fri, Permit Zone all other times	5	3
		No Stopping	-	0
	West Side			
EE	Kent Street to Buckingham Street	No Stopping	-	0
		Permit Zone	9	6
		P Disabled Only	1	0
		No Stopping	-	0
DAVISON STREET		Capacity	6 - 6	6
		Total Number of Cars Parked		3
		Total Number of Vacant Spaces		3
		Percentage Occupancy		50%
Map Ref.	SOMERSET STREET			
	North Side			
FF	Burnley Street to Davison Street	No Stopping	-	0
		2P 7am-6pm Mon-Fri	7	2
		8P 60 degree angle 7am-6pm Mon-Fri	10	8
		No Stopping	-	0
	West Side			
GG	Davison Street to Burnley Street	No Stopping	-	0
		2P 7am-6pm Mon-Fri, Permit Zone all other times	12	6
		No Stopping	-	0
SOMERSET STREET		Capacity	29 - 29	29
		Total Number of Cars Parked		16
		Total Number of Vacant Spaces		13
		Percentage Occupancy		55%

Surveyed By: James Young

Survey Dates & Times: See below

Location		Restriction	Capacity Min - Max	Monday 27th April, 2020
				11am
Map Ref.	DAVID STREET			
	East Side			
HH	Appleton Street to END	No Stopping	-	0
		2P 7am-7pm Mon-Fri	5	5
		No Stopping	-	0
		2P 7am-7pm Mon-Fri	3	1
		1/4P 8am-6pm	1	1
		No Stopping	-	0
	West Side			
II	END to Doonside Street	No Stopping	-	0
		Unrestricted	5	4
		No Stopping	-	0
JJ	Doonside Street to Appleton Street	No Stopping	-	0
		1/4P 7am-7pm Mon-Fri	2	2
		No Stopping	-	0
		2P 7am-7pm Mon-Fri	4	0
		No Stopping	-	0
DAVID STREET		Capacity	17 - 17	17
		Total Number of Cars Parked		10
		Total Number of Vacant Spaces		7
		Percentage Occupancy		59%

Surveyed By: James Young

Survey Dates & Times: See below

Location		Restriction	Capacity Min - Max	Monday 27th April, 2020
				11am
Map Ref.	CLARK STREET			
	East Side			
KK	Appleton Street to North Street	No Stopping	-	0
		Unrestricted	1	1
		No Stopping	-	0
		Unrestricted	1	1
		No Stopping	-	0
	West Side			
LL	Appleton Street to North Street	No Stopping	-	0
		Unrestricted	4	5
		No Stopping	-	0
CLARK STREET		Capacity	6 - 6	6
		Total Number of Cars Parked		7
		Total Number of Vacant Spaces		-1
		Percentage Occupancy		117%
SUMMARY => ON-STREET CARPARKING				
Car Parking Supply			302 - 302	302
Total Number of Cars Parked				183
Total Number of Vacant Spaces				119
Percentage Occupancy				61%
Note: Public parking includes spaces that are available to the general public and excludes 'No Stopping', 'Loading Zones' and 'No Parking' areas, etc., during the relevant enforcement periods				
LEGEND: Public Parking				